

912 David Manchester Road

Planning Rationale
Zoning By-law Amendment



Prepared for:
Chapel of Grace

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Revision Schedule

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Executive Summary

Stantec Consulting Ltd. has been retained by the Chapel of Grace to prepare this Planning Rationale in support of a Zoning By-law Amendment application for the property located at 912 David Manchester Road in the City of Ottawa.

The Chapel of Grace proposes to develop the currently vacant site primarily as a place of worship, complemented by outdoor recreational space and surface parking. A concept plan has been prepared to illustrate the Chapel's vision of creating a safe and welcoming environment for its congregation.

The subject property is located within the Rural Transect (Schedule B9) and is designated Rural Countryside under the City of Ottawa's Official Plan. It is currently zoned RU – Rural Countryside Zone. While the proposed development aligns with the general goals and objectives of the Official Plan, a site-specific zoning by-law amendment is required to permit a place of worship as an allowed use.

This Planning Rationale demonstrates that the proposed development is:

- Consistent with the Provincial Policy Statement (PPS),
- In conformity with the City of Ottawa Official Plan, and
- Supportive of the broader planning framework for rural development.



1 Introduction

Stantec Consulting has been retained by the Chapel of Grace to prepare and submit a Zoning By-law Amendment application for their property located at 912 David Manchester Road (“subject lands”) in the City of Ottawa. The subject lands are located in Ottawa’s rural area in former West Carleton Township, now within Ward 5 (West Carleton-March).

The Chapel of Grace intends to develop the subject property as a place of worship to accommodate religious services, community events, and social gatherings for its congregation. The proposal also includes an outdoor recreational sports field, designed to provide a safe and inclusive space that encourages social interaction and physical activity among members.

The property is located within the Rural Transect (Schedule B9) and is designated Rural Countryside under the City of Ottawa Official Plan. It is currently zoned RU – Rural Countryside Zone. To facilitate the proposed development, a Zoning By-law Amendment is required to permit a “place of worship” as a site-specific use.

This Planning Rationale has been prepared in support of the Zoning By-law Amendment application to demonstrate that the proposed development and requested amendment are appropriate for the subject property, consistent with provincial and City policy direction, adequately address matters of public health and safety, and are considered good planning.

1.1 Site Context and Surrounding

The subject lands are located in Ottawa’s rural area in former West Carleton Township, now within Ward 5 (West Carleton-March). It is located approximately six kilometres south of the village of Carp on David Manchester Road (189.3 m of frontage) approximately one kilometre southwest of the intersection of McGee Side Road. The lands are municipally known as 912 David Manchester Road and legally described as *Part 1 on Plan 5R-13359, Part of Parts 1 and 2 on Plan 5R-205, Part of the South Half of Lot 9 and Part of Lot 8 Concession 4 (Formerly Township of Huntley) now in the Township of West-Carleton Regional Municipality of Ottawa-Carleton*. The lands have an area of 2.23 ha.

The surrounding area is rural in character with detached dwellings on large lots with generous setbacks and extensive areas retained as woodlands and regenerating former agricultural fields. Several country estate subdivisions are located south and southeast of the lands including Northwoods Drive, McGee Meadows Subdivision (Cedar Pond Road), Falcon Brook Subdivision, and Midvale Drive. There are no livestock facilities or agricultural operations located in proximity to the lands.

The subject lands are currently vacant, generally flat, and covered by pockets of regenerating trees. The immediate surroundings of the subject land is characterized by a rural built form comprising of single-

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Introduction

family homes on large lots dependant on private water and sewage services. Figure 1 shows the site surrounding and context within the City of Ottawa.



Figure 1: Site surrounding and context.

The following uses are located immediately surrounding the site:

- North** Immediately north is large vacant lot consisting of thick vegetation. McGee Slide Road lies further north providing access to the village of Carp that lies to the east of the subject lands.
- East** Trans-Canada Highway 417 is located to the east of the property. Further east, the subject lands are vacant and covered in vegetation. The village of Carp lies further east.
- South** Several detached dwellings fronting on David Manchester Road are located immediately to the south of the subject lands. The dwellings are located on larger lots and serviced by private water and wastewater systems.
- West** The subject lands are bound by David Manchester Road to the west. Similar to southern uses, the lands on the west comprise of detached dwellings surrounded by vegetation.

2 Existing Land Use Planning Context

2.1 Official Plan

The property is within the Rural Transect (Schedule B9) and designated Rural Countryside per the City of Ottawa Official Plan (Figure 2). The Rural Countryside designation includes clusters of low-density residential units which pre-date this plan. The intent of this designation is to accommodate a variety of land uses that are appropriate for a rural location, limiting the amount of residential development and support industries that serve local residents and the travelling public, while ensuring that the character of the rural area is preserved. The aim of the Rural Countryside designation is to strengthen the rural economy by permitting a diversity of uses that support the local rural community.

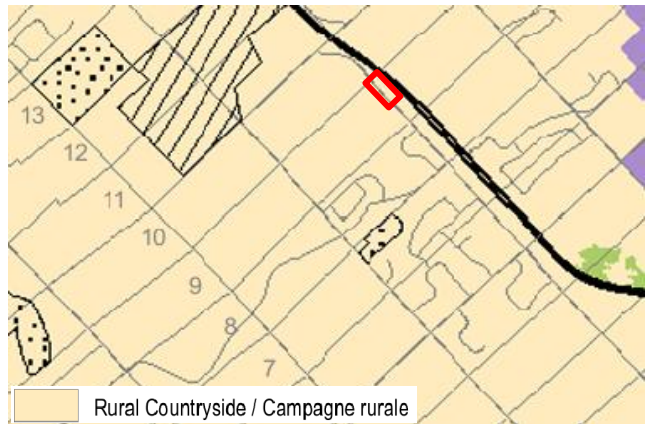


Figure 2: Excerpt from Schedule B9 of the Official Plan. The site designated Rural Countryside.

David Manchester Road is identified as a Collector on Schedule C9-Rural Road Network. Collector streets (which include major collectors and collectors) are the principal streets in urban and village neighbourhoods and are used by residents, delivery and commercial vehicles, transit and school buses, and people walking and cycling.

The site is within the Natural Heritage System Linkage Area on Schedule C11-A Natural Heritage System (west). The OP defines such areas to consist of lands in a predominantly natural, semi-natural, or rural condition, which the City intends to maintain in that state in the long term. They provide or have the potential to provide ecological or pathway connections between core natural areas or between core natural areas and the broader regional natural landscape. They include natural heritage features, rural and agricultural lands, and supporting lands in other designations.

Highway 417 that lies to the east of the site is designated as a Scenic Route on Schedule C13-Scenic Routes.

2.2 Zoning By-law 2008-250

The property is currently zoned Rural Countryside (RU) Zone (Figure 3). The intent of the RU Zone is to accommodate agricultural, forestry, country residential lots created by severance and other land uses characteristic of Ottawa's countryside; 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.

A portion of the northeast corner of the site is within the 1:100 floodplain of Huntley Creek, a tributary of the Carp River and under the stewardship of the Mississippi Valley Conservation Authority. Mapping of the floodplain also extends along the east roadside ditch of David Manchester Road.



Figure 3 showing the subject lands are zoned Rural Countryside (RU)

3 Proposed Development

The Redeemed Christian Church of God (RCCG) Chapel of Grace is a religious congregation currently operating in at a multiunit commercial industrial space in the Colonnade Business Park in south Ottawa. The congregation has grown organically over the past several years with members from across the City of Ottawa, with many members residing in former Nepean, Barrhaven, Kanata, Stittsville, and Richmond. The congregation has outgrown its current location and is seeking a new home that can better serve its members' needs.

The congregation proposes to develop the subject lands as a new place of worship, incorporating facilities to support religious services, community events, and social gatherings. The development will also include outdoor recreation spaces and a surface parking to the south of the proposed church building.

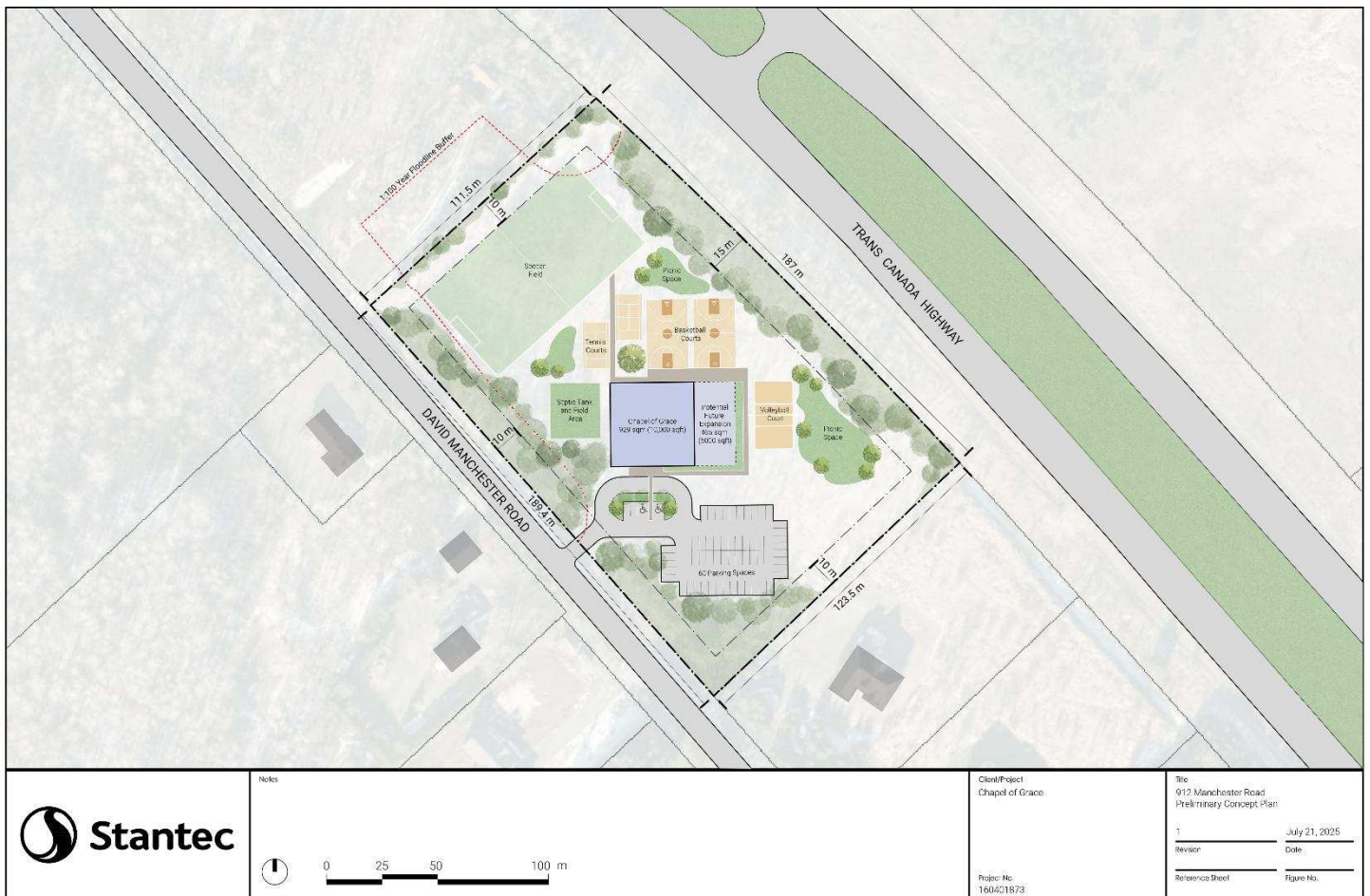


Figure 4 shows the Preliminary Concept Plan prepared by Stantec illustrating the proposed development.

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Proposed Development

The property was acquired with the intention of establishing a dedicated space where members of the congregation can gather, worship, and participate in recreational activities in a safe and inclusive environment. While several land options within the City of Ottawa were explored, the high cost of urban or village lands meant that locating within a settlement area was not attainable. As a result, the congregation shifted its focus to properties located outside the city’s urban boundary, where land values are attainable.

A Preliminary Concept Plan (seen in Figure 4) has been prepared to demonstrate how the site could be developed to accommodate the proposed church building, possible future expansion, accessory outdoor gathering spaces and sports fields, and required parking areas and on-site wastewater system. The Concept Plan proposes to retain existing treed areas surrounding the site to maintain a landscape buffer along abutting streets and property lines. The landscape buffer will also maintain portions of the site within the 1:100 floodplain in a naturalized state.

The church building design has not been completed and is not germane to the proposed Zoning By-law Amendment application at hand. However, the congregation currently proposes a 979 m² facility which would include a worship space; a flexible gathering space for congregation events and festivals; washrooms; a kitchen area; and administrative space for the pastor and volunteers. Further details of the building design would be examined through a subsequent Site Plan Control application should the Zoning Amendment be approved.

The proposed development will also include a recreational component aimed at promoting physical activity, social interaction, and congregation well-being. The concept features a large, grassed sports field, tennis court, volleyball court, and two basketball courts, arranged around the central church building. Surrounding these athletic facilities dedicated picnic areas have been proposed which offer a welcoming space for families and groups to gather, relax, and enjoy the natural setting. Together, these amenities support a holistic approach to community building by integrating spiritual, recreational, and social functions within a single, cohesive site.

The Preliminary Concept Plan has been designed on the basis of the applicable provisions of the Zoning By-law generally, and the RU Zone specifically. Based on our review, development of the site would be capable of meeting the applicable built form provisions of the RU Zone (Table 1). Further review is provided in the concurrently submitted Zoning Compliance Report (ZCR).

Table 1 shows the required and provided zoning provisions of the Rural Countryside (RU) Zone.

Zoning Provision	Required	Proposed	Compliance
Minimum lot width (m)	50 m	187 m	✓
Minimum lot area (ha)	0.8 ha	2.2 ha (22319.07 m ²)	✓
Minimum front yard setback (m)	10 m	30.8 m	✓
Minimum rear yard setback (m)	10 m	58 m	✓
Minimum interior side yard setback (m)	5 m	72.00 m	✓
Maximum principal building height (m)	12 m	12.0 m	✓
Maximum lot coverage (%)	20%	4 %	✓

The property is not connected to municipal water or wastewater services and is proposed to operate on private servicing systems. The concept plan shows a septic field located to the west of the proposed place of worship, designed to support the site's functional requirements and ensure compliance with applicable servicing standards. A private well would be located subject to appropriate setbacks from parking, the building, and septic system.

3.1 Groundwater Quantity and Quality Investigation

In Ontario, the potability of groundwater is assessed using the Ontario Drinking Water Quality Standard (ODWQS) under O.Reg. 169/03 of the Safe Drinking Water Act. The Act is administered by the Ministry of Environment, Conservation and Parks (MECP) and sets out maximum standards for the presence of microbiological, chemical, and radiological parameters.

The City of Ottawa also has Hydrogeological and Terrain Analysis Guidelines (HTAG) which generally follows MECP D-Series Guideline D-5-5 (Private Wells: Water Supply Assessment). According to the D-5-5 guidelines, they are intended to apply to residential development involving individual well water supplies, as well as industrial, commercial, and institutional developments.

Paterson was retained to investigate whether existing groundwater resources are of sufficient quantity and quality to support the operation of the proposed place of worship. A Hydrogeological Analysis was prepared detailing Paterson's findings and summarized in Section 5.3 of this Rationale. The report demonstrates that the proposed use can be adequately serviced by on-site well and septic systems.

The report concludes that there are no concerns related to the quantity of groundwater which can be sustainably supplied by the aquifer accessed by the test well.

The report notes that water samples contained elevated concentrations of Total Dissolved Solids (TDS), hardness, alkalinity, iron, manganese, apparent colour and Dissolved Organic Carbon (DOC). The alkalinity exceeded the Technical Support Document for Ontario Drinking Water Standards Operation Guideline and water colour exceeded the stated Maximum Concentration Considered Reasonably Treatable in the City of Ottawa's HTAG.

Despite these exceedances, the Hydrogeological Analysis prepared by Paterson concludes that the water is potable and the exceeded parameters solely affect the aesthetic quality of the water supply. Paterson's report concludes by noting various readily available, conventional filtration and treatment methods which could be employed to improve the aesthetic quality of the water source.

A place of worship is considered a "small non-municipal, non-residential system under O. Reg 170/03 of the Safe Drinking Water Act. Paterson's report notes that:

As the proposed development will be regulated under O.Reg 170/03, regular groundwater testing and monitoring of the water treatment equipment must be completed. As such, provided that the development is for institutional use (church) only, the groundwater must be treated and maintained

under O.Reg 170 in order to be provided to the public. As the treatment system is regulated for the proposed use, the raw water quality is of limited importance provided that it can be treated by modern water treatment technology.

Cambium prepared a report reviewing the water quality information collected by Paterson for the test well on site. Cambium's recommendations on filtration and treatment methodologies are consistent with Paterson's and notes that the treatment equipment outlined in their report is considered conventional and readily available.

Based on the conclusions of Paterson's report and affirmed by Cambium's peer review of test well results, the proposed development can be adequately and sustainably served by existing groundwater supplies. Existing commercial technology is readily available to treat various exceedances which are considered to be aesthetic in nature.

3.2 Proposed Amendment to the Zoning By-law

AS demonstrated in Table 2, the proposed development conforms to all required building envelope and lot coverage provisions of the RU Zone. To facilitate the proposed development, we propose adding "place of worship" as a permitted use on the property by way of a rural special exception. The existing RU Zone would remain unchanged.

The proposed site-specific amendments are summarized below:

Table 2: Rural Countryside Zoning Provisions

Proposed Site-Specific Amendment to the RU Zone	
Proposed Provision	Rationale
Add Place of Worship to existing RU Zone	"Place of Worship" is proposed to be added as a permitted use within the existing RU (Rural) zone through a site-specific rural exception. As outlined in this rationale, both the Provincial Planning Statement and the Official Plan support a diverse range of low intensity uses that are compatible with rural character and can be supported by rural services.

A Site Plan Control application for the proposed development will be submitted in the future to address site-specific considerations such as building location and parking arrangement, servicing details, landscape design, and other items reviewed in greater detail through Site Plan review.

4 Policy Justification

4.1 Provincial Planning Statement

The Provincial Planning Statement (PPS) provides policy direction on land use planning and development matters of provincial interest for the Province of Ontario. This direction is for the planning of strong, sustainable, and resilient communities for all people, for clean and healthy environments, and for strong and competitive economies. Under Section 3 of the *Planning Act*, decisions affecting planning matters “shall be consistent with” the PPS.

Building Home, Sustainable Strong and Competitive Communities

Section 2.5 Rural Areas in Municipalities states that healthy, integrated and viable rural areas should be supported by (emphasis added):

- a) *building upon rural character, and leveraging rural amenities and assets;*
- b) *promoting regeneration, including the redevelopment of brownfield sites;*
- c) *accommodating an appropriate range and mix of housing in rural settlement areas;*
- d) *using rural infrastructure and public service facilities efficiently;*
- e) *promoting diversification of the economic base and employment opportunities through goods and services, including value-added products and the sustainable management or use of resources;*
- f) *providing opportunities for sustainable and diversified tourism, including leveraging historical, cultural, and natural assets;*
- g) *conserving biodiversity and considering the ecological benefits provided by nature; and*
- h) *providing opportunities for economic activities in prime agricultural areas, in accordance with policy 4.3.*

Generally, designated settlement areas are intended to be the focus of growth and development in the rural area. However, growth and development may be directed to rural lands in accordance with policy 2.6.

Section 2.6 Rural Lands in Municipalities provides direction on permitted uses (emphasis added).

1. On rural lands located in municipalities, permitted uses are:
 - a) *the management or use of resources;*
 - b) *resource-based recreational uses (including recreational dwellings not intended as permanent residences);*
 - c) *residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services;*
 - d) *agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards;*
 - e) *home occupations and home industries;*
 - f) *cemeteries; and*
 - g) *other rural land uses.*
2. Development that can be sustained by rural service levels should be promoted.
3. Development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the uneconomical expansion of this infrastructure.

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Policy Justification

4. *Planning authorities should support a diversified rural economy by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.*
5. *New land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formula*

The PPS encourages a diverse mix of land uses to support and sustain the long-term viability of rural areas. It promotes flexibility in planning to accommodate a range of uses that respond to local needs and market demands, while ensuring compatibility with existing land uses.

The proposed use is compatible with other surrounding rural residential, agricultural, resource-based activities and can be sustained by rural service levels. The use is appropriate to the available existing infrastructure and has been located away from the agricultural land base or facets of the agricultural system.

Section 3.6 of the PPS provides direction regarding the safe and sustainable provision of sewage, water, and stormwater services. While municipal sewage and water services are considered the preferred form of servicing for settlement areas, the PPS recognizes that in circumstances where development is proposed outside of a settlement area, alternative servicing arrangements are appropriate.

Policy 3.6.4 states that:

4. *Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts.*

With regard to policy 3.6.4, the PPS defines the meaning of negative impacts (emphasis added):

Negative impacts: means

a) in regard to policy 3.6.4 and 3.6.5, potential risks to human health and safety and degradation to the quality and quantity of water, sensitive surface water features and sensitive ground water features, and their related hydrologic functions, due to single, multiple or successive development. Negative impacts should be assessed through environmental studies including hydrogeological or water quality impact assessments, in accordance with provincial standards.

As discussed in Sections 3.1 and 5.3 of this Rationale Paterson was retained to investigate whether existing groundwater resources are of sufficient quantity and quality to support the operation of the proposed place of worship. A Hydrogeological Analysis was prepared detailing Paterson's findings that the proposed use can be adequately serviced by on-site well and septic systems.

The report concludes that there are no concerns related to the quantity of groundwater which can be sustainably supplied by the aquifer accessed by the test well. The report notes that groundwater from the test well exceeds certain Ontario Drinking Water Quality Standard (ODWQS) parameters such as turbidity, hardness, sulphide, fluoride, etc.; however, the water is potable and the exceeded parameters solely affect the aesthetic quality of the water supply. Paterson's report concludes by noting various

conventional filtration and treatment methods which could be employed to improve the aesthetic quality of the water source.

A place of worship is considered a “small non-municipal, non-residential system under O. Reg 170/03. Paterson’s report notes that:

As the proposed development will be regulated under O.Reg 170, regular groundwater testing and monitoring of the water treatment equipment must be completed. As such, provided that the development is for institutional use (church) only, the groundwater must be treated and maintained under O.Reg 170 in order to be provided to the public. As the treatment system is regulated for the proposed use, the raw water quality is of limited importance provided that it can be treated by modern water treatment technology.

Cambium prepared a report reviewing the water quality information collected by Paterson for the test well on site. Cambium’s recommendations on filtration and treatment methodologies are consistent with Paterson’s and notes that the treatment equipment outlined in their report is considered conventional and readily available.

Based on the conclusions of Paterson’s report and affirmed by Cambium’s peer review of test well results, the proposed development can be adequately and sustainably served by existing groundwater supplies. Existing commercial technology is readily available to treat various exceedances which are considered to be aesthetic in nature.

Wastewater will be collected and treated through the installation of an on-site septic system appropriately sized to accommodate the anticipated demands of the use. Paterson completed a Desktop Hydrogeological and Terrain Analysis in which three scenarios of increasing church size and parishioner count were considered- the maximum being 700 m² and 700 parishioners/seats- more than double the maximum anticipated needs of the congregation. The report concluded that:

- The proposed parcel is sufficient in size to accommodate a new sewage system and meet all the regulatory separation criteria
- The construction of an on-site sewage system should not affect the performance or water quality associated with a drilled well, contingent upon the on-site sewage system being designed in accordance with the Ontario Building Code
- The nitrate impact assessments have demonstrated that, given the client design criteria, the site could support a sufficient number of parishioners while attaining sufficient nitrate removal.

The proposed development utilizes an underused site located on the outside of the City’s urban boundary to establish a place of worship and recreational amenities that will serve the long-term needs of the congregation. The site will be supported by on-site servicing infrastructure, ensuring the development is self-sufficient and appropriate for its rural context.

Wise Use and Management of Resources

Chapter 4: Wise Use and Management of Resources of the PPS provides further policies related to the wise management of natural resources, summarized below.

Section 4.1 Natural Heritage: there are no wetlands, waterbodies or watercourse located within the property. All development will be located outside of the regulatory limit of the Mississippi Valley Conservation Authority (MVC) which encroach one portions of the site. Potential habitat for Species of Conservation Concern (SOCC) and Species at Risk (SAR) have been identified on the site, as well as four species of migratory bird. In addition to best management practices outlined in the Environmental Impact Study prepared by Stantec (see Section 5.4 of this Rationale) further engagement with provincial authorities will be undertaken in advance of site works to confirm investigation and/or registration and permitting requirements, if warranted.

Section 4.2 Water: the site can be developed with adequate setbacks from mapped watercourses and wetlands. A Hydrogeological and Terrain Analysis conducted by Paterson confirms that the on-site wastewater system would not pose a risk to groundwater resources.

Section 4.3 Agriculture: the proposed development is not located on prime agricultural lands, specialty crop areas, or near other features of the province's agricultural system.

Section 4.4 Minerals and Petroleum: the proposed development is not located on or near minerals and petroleum resources.

Section 4.5 Mineral and Aggregate Resources: the proposed development is not located on or near minerals and aggregate resources.

Policy 4.6 Cultural Heritage and Archaeology: The City of Ottawa mapping identifies a portion of the site as having archaeological potential. Stantec completed both Stage 1 and Stage 2 Archaeological Assessments. After excavating test pits across the entirety of the property it was concluded that no further investigation is warranted. The assessments will be submitted to the Ministry of Citizenship and Multiculturalism (MCM) for entry into the provincial registry.

Protecting Public Health and Safety

Chapter 5: Protecting Public Health and Safety of the PPS provides policies related to reducing the potential public cost of, and protection of residents from, natural or human-made hazards.

Section 5.2: Natural Hazards: A portion of the site's northeast corner lies within the 1:100 floodplain of Huntley Creek; however, the overall site provides sufficient area outside the floodplain limits. This is illustrated in the Concept Plan (Figure 4), which shows the required setback. Adequate lands beyond the 1:100 floodplain are available to accommodate the proposed place of worship, well and septic system, parking, and outdoor amenity spaces.

Section 5.3: Human-made Hazards: With respect to human-made hazards, the site does not require remediation of the human-made hazards such as mine hazards, oil, gas or salt hazards, or former resource extraction operations. A Phase I Environmental Assessment was prepared by Paterson to assess the site for potential environmental contamination. The report observed that the subject lands have never been developed and were historically used for agricultural purposes. The report concludes that a Phase II Environmental Site Assessment is not warranted.

The proposed zoning amendment is consistent with the policies and intent of the Provincial Planning Statement.

4.2 City of Ottawa Official Plan

The Official Plan for the City of Ottawa, approved in November 2022, provides a framework for the future growth of the city and direction in its physical development to the year 2046.

The subject lands are located within the Rural Transect and designated Rural Countryside on Schedule B9 of the OP.

Greenbelt and Rural Transect Areas

Section 5.5 provides policy direction on the Rural Transect areas identified on Schedule B9. The Rural Transect policies are intended to ensure the responsible use of resources for the protection of public health and the environment while supporting economic development for rural businesses. Policy 5.5.1 Recognize a rural pattern of built form and site design directs that development in the rural transect areas should be predominantly low-rise to ensure the rural character, identity, and image is maintained.

- 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.*
- 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 Preliminary Concept Plan demonstrates that the site can accommodate the proposed place of worship and accessory uses while preserving rural character. The design maintains generous setbacks, retains significant natural vegetation, and ensures low lot coverage, all consistent with common rural

development patterns. Surface parking is located away from the road frontage and connected by walkways to outdoor recreational areas, promoting functionality and minimizing visual impact.

The development will operate on private water and sewage services. A Hydrogeological Analysis prepared by Paterson Group, summarized in Section 5.3 of this Rationale, demonstrates that the site can be adequately serviced by on-site well and septic systems, ensuring compliance with servicing requirements and environmental standards.

Rural Countryside

Section 9.2 of the OP provides policies related to the Rural Countryside. The Rural Countryside is made up of a variety of low-intensity uses such as farming, small-scale industries and outdoor recreation and tourism supportive uses such as golf courses, vacation properties or bed and breakfasts. The intent of this designation is to accommodate a variety of land uses that are appropriate for a rural location, limiting the amount of residential development and support industries that serve local residents and the travelling public, while ensuring that the character of the rural area is preserved.

Policy 9.2.2 Strengthen the rural economy by permitting a diversity of uses that support the local economy states that any development must be suitable for the rural context.

- 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.*

Securing a large, affordable parcel of land within the City's urban boundary is extremely difficult due to limited availability and high land costs. In contrast, rural areas typically offer larger parcels that are more suitable for accommodating the scale and vision of the proposed development. In 2023, the congregation successfully acquired the subject lands, recognizing the unique opportunity it presents to support the long-term goal of establishing a place of worship and associated recreational amenities.

The rural location offers ample space for both spiritual and recreational uses, aligning with the congregation's vision of creating a multi-functional facility that serves its members. While the absence of municipal servicing presents a challenge, supporting technical studies have confirmed that the site has an adequate supply of water to sustain the proposed use. Although the final specifications for the septic system are still to be determined, preliminary assessments indicate that a system of sufficient capacity can be implemented to meet the needs of the development. Details of all supporting studies are discussed in Section 5 of this report. The subject lands provide a valuable opportunity to achieve the congregation's spiritual mission and its commitment to health, wellness, and social connection.

City-Wide Policies

Section 4.5 of the Official Plan provides direction on conserving cultural heritage resources within the city. Policy 4.5.4.1 states that the City “shall conserve sites of archaeological value where the City’s Archaeological Resource Potential Mapping Study indicates archaeological potential; an archaeological assessment will be required and reviewed in accordance with provincial standards.”

The City of Ottawa maintains an Archaeological Potential GIS layer on its web-based GeoOttawa site (City of Ottawa 2025). Portions of the site are identified as having elevated potential for the presence of archaeological resources.

Stantec Consulting Ltd. was retained to complete a Stage 1 Archaeological Assessment. The assessment concluded that approximately 98.7% of the site retains archaeological potential and recommended proceeding with a Stage 2 assessment. After excavating test pits across the entirety of the property it was concluded that no further investigation is warranted. The assessments will be submitted to the Ministry of Citizenship and Multiculturalism (MCM) for entry into the provincial registry.

Section 4.7.2 of the OP provides policy direction on the provision of affordable and sustainable infrastructure development. The City recognizes that development outside the Public Service Area of the City’s municipal water and wastewater system may proceed by way of communal or private on-site water and wastewater systems should they not pose a risk to public health or natural systems. Policy 15 outlines various information used to assess a proposal to be serviced on the basis of private individual services:

- 15) *As part of a complete application where development is proposed on the basis of private individual services, the City will require sufficient information with the application to assess the likelihood that:*
- a) *Sufficient quantity of groundwater exists on site to service the development;*
 - b) *A water well can be constructed on the proposed lot(s) that will not be impacted by identified potential sources of groundwater contamination in the area;*
 - c) *The quality of the groundwater meets or exceeds the Ontario Drinking Water Standards, Objectives and Guidelines;*
 - d) *The operation of the on-site wastewater system on the new lot(s) will not adversely impact on a well to be constructed on the proposed lot(s) and on the wells of neighbouring properties; and*
 - e) *The development is within the reserve capacity of the municipal sewage system for hauled sewage.*

A fulsome discussion of the work completed by Paterson, and peer reviewed by Cambium, is provided in Sections 3.1 and 5.3 of this rationale. A test well drilled on the property is capable of providing adequate water quantities to support the proposed development.

The report notes that groundwater from the test well exceeds certain Ontario Drinking Water Quality Standard (ODWQS) parameters such as turbidity, hardness, sulphide, fluoride, etc.; however, the report concludes that the water is potable, and the exceeded parameters solely affect the aesthetic quality of the water supply. Paterson’s report concludes by noting various conventional filtration and treatment methods which could be employed to improve the aesthetic quality of the water source.

Cambium prepared a report reviewing the water quality information collected by Paterson for the test well on site. Cambium’s recommendations on filtration and treatment methodologies are consistent with

Paterson's and notes that the treatment equipment outlined in their report is considered conventional and readily available.

Based on the conclusions of Paterson report, and affirmed by Cambium's peer review of test well results, the proposed development can be adequately and sustainably served by existing groundwater supplies. Existing commercial technology is readily available to treat various exceedances which are considered to be aesthetic in nature.

Wastewater will be collected and treated through the installation of an on-site septic system appropriately sized to accommodate the anticipated demands of the use. Paterson completed a Desktop Hydrogeological and Terrain Analysis in which three scenarios of increasing church size and parishioner count were considered- the maximum being 700 m² and 700 parishioners/seats- more than double the anticipated needs of the congregation.

The proposed development can be safely, adequately, and sustainably be served by an on-site well and septic system.

Protection of Health and Safety

Section 10.1 of the OP provides direction for the protection of health and safety related to various natural and man-made hazards:

- Regarding 10.1.1 (Flooding Hazards and Erosion Hazards): there is sufficient lands outside of the 1:100 floodplain on the lands to accommodate the proposed place of worship, well and septic field, parking area, and outdoor amenity spaces.
- Regarding 10.1.5 (Wildland Fire Hazard): further site design measures may be considered through the Site Plan Control process as informed by provincial guidelines and best practices on defensible space design, and vegetation management. Fire-resistant building materials may be considered through subsequent building permit process.
- Regarding 10.1.7 (Waste Disposal Sites): further review demonstrating that there are no anticipated adverse impacts from the West Carleton Environmental Centre (WCEC) is provided below.

4.3 Land Uses on or Near Landfills and Dumps (MECP D-4 Guidelines)

The subject land is located approximately 2,550 metres northwest of the existing West Carleton Environmental Management Facility located at 2301 and 2437 Carp Road. The West Carleton Environmental Centre (WCEC) operates as a waste and recycling recovery facility with associated active

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landfill area and transfer facility; the WCEC facility also features a capped landfill extending lengthwise between Carp Road and William Mooney Road.

While the WCEC is located 2.5 kilometres from the subject land, City staff have asked that the applicant demonstrate that the existing facility will not have any unacceptable adverse effects on the proposed development.

The Ontario D-Series Guidelines are a set of technical documents developed by the Ministry of the Environment, Conservation and Parks (MECP) to guide land use planning decisions and ensure compatibility between sensitive land uses and major facilities. In particular, Guideline D-4 provides discussion and guidance regarding land uses on or near landfills and dumps.

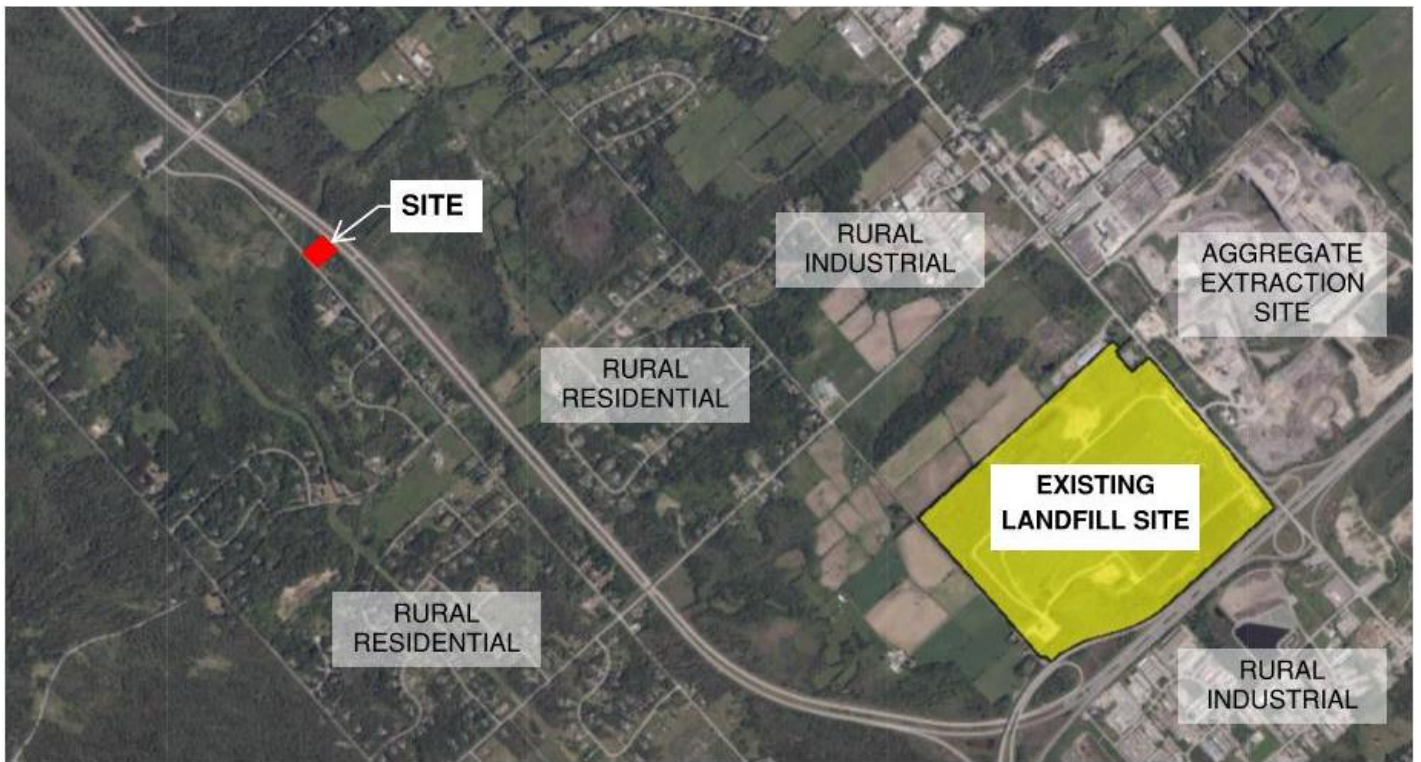


Figure 5 shows location of existing landfill site. The proposed development is 2,550 m from the landfill boundary.

Section 5.3 of Guideline states that: “The Ministry considers the most significant contaminant discharges and visual problems to be normally within 500 metres of the perimeter of a fill area. Accordingly, the Ministry recommends this distance be used as a study area for land use proposals.”

The Ministry considers the most significant contaminant discharges and visual problems to be normally within 500 metres of the perimeter of a fill area. According to Section 5.4 of Guideline D-4, Historical evidence in Ontario has shown that the maximum distance within which adverse effects could be experienced while a landfill is operating is up to 3 kilometres

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Section 4.1 of the guideline states the factors below are to be considered when a land use is proposed near an operating site:

Land Use Compatibility Factors	Adverse Impact	Rationale
Landfill-generated gases	None	See discussion below on Guideline D-4-1 (Assessing Methane Hazards from Landfill Sites)
Ground and surface water contamination by leachate	None	Groundwater testing completed as part of the Hydrogeological Assessment by Paterson show no evidence of contamination associated with landfill activities Site is not located downstream of surface water features in proximity to the landfill area
Odour	None	The site is located over 2.5 kilometres from the approved landfill area.
Litter	None	The site is located over 2.5 kilometres from the approved landfill area.
Contaminant discharges from associated vehicular traffic	None	The site is not located on or in proximity to a haul route to the facility
Visual impact	None	The site is not within visual range of the landfill
Dust	None	The site is located over 2.5 kilometres from the approved landfill area.
Noise	None	The site is located over 2.5 kilometres from the approved landfill area.
Other air emissions	None	The site is located over 2.5 kilometres from the approved landfill area.
Fires	None	The site is located over 2.5 kilometres from the approved landfill area.
Surface runoff	None	The landfill area has been designed with a surface drainage collection network and stormwater management pond.
Vectors and vermin	None	The site is located over 2.5 kilometres from the approved landfill area.

Further discussion is provided below regarding potential methane hazards.

Guideline D-4-1 (Assessing Methane Hazards from Landfill Sites) provides guidance on the assessment of the production and migration of methane gas. The guideline requires site conditions be assessed for landfill gas where there is a change in land use within 500 metres of the perimeter of fill of a landfill or dump, or where there are exceptional hydrogeologic conditions in the vicinity of a landfill or dump.

As part of the recent expansion of the WCEC, Waste Management of Canada was required to complete extensive studies in support of Waste and Air & Noise Environmental Compliance Approvals. This included several documents describing subsurface hydrogeologic conditions as well as the collection and management of methane-containing gases generated by landfilled materials.

A Hydrogeologic Assessment Report prepared by WESA (BluMetric) (July 2014) concludes that, in the absence of mitigation measures, the potential extent of leachate-impacted groundwater would extend approximately 40 m north and 400 m east of the current site boundary and remain a significant distance from the property (Figure 16b of WESA report). The report notes that groundwater gradients generally flow north and northeast of the site, and does not identify any exceptional geological or hydrologic characteristics within the two hydrostratigraphic units which underlay the site.

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The report recommends implementing limited mitigation measures- including implementing operational effluent limits on the stormwater management ponds and installing purge wells along the northern boundary abutting Richardson Side Road, to reduce the potential effects from the landfill to acceptable levels.

While methane has the potential to migrate considerable distances through unsaturated soils, Ministry guidelines for monitoring programs and mitigation generally assume ground-borne gases travel no more than 30 m from the boundary of a fill area.

An Environmental Monitoring Plan for Groundwater, Leachate, and Subsurface was also prepared by BluMetric (October 2015) which describes the monitoring and mitigation measures to manage methane generation during landfill operation and after its closure and entombment. The current landfill includes an air barrier system and landfill gas collection system intended to collect gases generated within the landfill. A series of gas monitoring probes have been installed around the perimeter of the existing inactive landfill, with a further five probes around the active portion of the facility. These are to be indefinitely monitored on a quarterly basis to confirm whether landfill gases are detected migrating through adjacent soils.

The site's significant distance from the landfill facility, absence of exceptional hydrologic or subsurface conditions, and extensive leachate and landfill gas monitoring programs ensure that there will be not impacts on the proposed development sufficient to be considered an adverse effect within the meaning of the D-Series Guidelines, PPS, or Environmental Protection Act.

5 Supporting Plans and Studies

5.1 Archaeological Assessment

Stantec Consulting Ltd. completed a Stage 1 Archaeological Assessment (dated: August 21, 2025) to evaluate the potential presence of archaeological resources within the site. The assessment involved comprehensive background research and a site visit/inspection. The report concludes that approximately 1.3% of the study area has undergone significant prior disturbance, such as grading and gravel paving for a driveway, and therefore retains low archaeological potential. The remaining 98.7% of the site, consisting primarily of meadow and regenerating forest with minimal disturbance, is considered to have archaeological potential. Based on these results, the report recommended proceeding with a Stage 2 Archaeological Assessment.

Field work related to the Stage 2 Archeological Assessment was completed through the month of September and involved the excavation of test pits arranged in a regular grid across the property. The assessment did not identify any archeological resources of significance and concludes that further investigation of the site is not warranted and development can proceed. The assessments will be submitted to the Ministry of Citizenship and Multiculturalism (MCM) for entry into the provincial registry.

5.2 Environmental Impact Study

And Environmental Impact Study was completed by Stantec to investigate the presence of Species of Conservation Concern (SOCC), Species at Risk (SAR) or their habitat on or surrounding the property and recommend mitigation measures to reduce potential environmental impacts of the proposed development.

A desktop review and field investigation (conducted: May 27, 2025), confirmed the absence of Area of Natural and Scientific Interest (ANSI), Significant Wildlife Habitat (SWH), watercourses, Provincially Significant Wetlands (PSW), rare vegetation communities, and animal movement corridors on the property.

The following SAR were assessed as having a medium or high likelihood of occurrence within the Study Area:

- Bird SAR: Barn Swallow (medium), Wood Thrush (high)
- Mammal SAR: Silver-haired Bat (medium), Eastern Red Bat (medium), Hoary Bat (medium), Eastern Small-footed Myotis (medium), Little Brown Myotis (medium), Northern Myotis (medium), Tri-colored Bat (medium)

The following SOCC were assessed as having a medium or high likelihood of occurrence within the Study Area:

- Insect SOCC: Monarch (medium)
- Bird SOCC: Evening Grosbeak (medium), Eastern Wood-pewee (medium)

No SOCC or SAR were observed on the property as part of field investigations undertaken during the spring, summer and fall of 2025. However, no targeted surveys for SAR were completed a part of the field program.

Several migratory birds were identified on the property including Common Yellowthroat, American Redstart, Song Sparrow, and American Robin.

Regarding significant wildlife habitat: the following classifications were assessed as part of the EIS:

- Habitats of Seasonal Concentrations of Animals: forest (FO) communities within the Study Area may provide candidate habitat to support bat maternity colonies. Targeted bat surveys were not part of the field investigations
- Rare Vegetation Communities or Specialized Habitats for Wildlife: No rare vegetation communities or specialized habitats for wildlife were observed within the Study Area.
- Habitat for Species of Conservation Concern: no SOCC were recorded within the Study Area during the field investigations. Candidate habitat for Monarch (wildflowers) was observed throughout the Study Area. Forested communities (FO) within the Study Area may provide candidate habitat for Evening Grosbeak and Eastern Wood-pewee.
- Animal Movement Corridors: no animal movement corridors were observed within the Study Area.

Section 7.4 outlines various mitigation and avoidance measures intended to minimize impacts on natural heritage features, including limiting tree removal to outside of important periods for certain species; following construction and site works best practices to minimize soil erosion, damage from heavy equipment, and intrusion of invasive species; ensuring development is set back from waterbodies; and proactive revegetation of disturbed areas with native species.

Due to the presence of some ecological features, the report recommends consultation with the MVC to determine required approvals under the *Conservation Authority Act*. Further, consultation with Ministry of Environmental, Conservation and Parks (MECP) and Environment and Climate Change Canada (ECCC) to determine mitigation and authorization requirements for Species at Risk (SAR). A copy of the complete EIS report has been submitted as part of this application.

5.3 Hydrogeological and Terrain Analysis

Paterson Group completed a Hydrogeological and Terrain Analysis on June 30, 2025 with the aim of assessing the underlying aquifer in terms of available groundwater quality and quantity. The report concluded with the following items:

- The water supply aquifer intercepted by the existing well is considered to be adequate to support the water quantity demands for the proposed institutional development.

- Based on a visual inspection performed by Paterson personnel, the well casing, stickup, and well cap are in compliance with O.Reg. 903. The final grading around the well will need to be sufficiently graded to direct surface water away from the wellhead and the well must be maintained in accordance with O.Reg 903.
- Water samples indicated only elevated concentrations of fluorides, sulphides, hardness, TDS, iron, apparent colour, and turbidity. The noted parameters can be treated with current readily available water conditioning equipment. If desired, the property owner could use a water softener to facilitate the reduction of the hardness concentration and reduce scaling.

Overall, the report concluded that there is an adequate supply of water to support the theoretical volume requirement for the proposed development.

Paterson was retained to investigate whether existing groundwater resources are of sufficient quantity and quality to support the operation of the proposed place of worship. A Hydrogeological Analysis was prepared detailing Paterson's findings and summarized in Section 5.3 of this Rationale. The report demonstrates that the proposed use can be adequately serviced by on-site well and septic systems.

The report concludes that there are no concerns related to the quantity of groundwater which can be sustainably supplied by the aquifer accessed by the test well.

The report notes that water samples contained elevated concentrations of Total Dissolved Solids (TDS), hardness, alkalinity, iron, manganese, apparent colour and Dissolved Organic Carbon (DOC). The alkalinity exceeded the Technical Support Document for Ontario Drinking Water Standards Operation Guideline and water colour exceeded the stated Maximum Concentration Considered Reasonably Treatable in the City of Ottawa's HTAG.

Despite these exceedances, the Hydrogeological Analysis prepared by Paterson concludes that the water is potable and the exceeded parameters solely affect the aesthetic quality of the water supply. Paterson's report concludes by noting various readily available, conventional filtration and treatment methods which could be employed to improve the aesthetic quality of the water source.

A place of worship is considered a "small non-municipal, non-residential system under O. Reg 170/03 of the Safe Drinking Water Act. Paterson's report notes that:

As the proposed development will be regulated under O.Reg 170/03, regular groundwater testing and monitoring of the water treatment equipment must be completed. As such, provided that the development is for institutional use (church) only, the groundwater must be treated and maintained under O.Reg 170 in order to be provided to the public. As the treatment system is regulated for the proposed use, the raw water quality is of limited importance provided that it can be treated by modern water treatment technology.

Peer Review Letter

Cambium was retained by the Chapel of Grace to provide a drinking water quality and treatment assessment for the subject lands. On January 18, 2024, Cambium was provided water quality sample

results from three samples collected from the on-site supply well. Cambium noted that primary parameters of concern include turbidity and colour which are attributed to the presence of sulfide, and to a lesser extent iron. The letter recommended that a conventional chemical oxidation system consisting of sodium hypochlorite (chlorination) or hydrogen peroxide followed by filtration could be implemented to address the turbidity, colour, sulfide, and iron at the concentrations reported. The treatment equipment was not expected to be large and could be easily incorporated on the subject lands.

In addition, the letter concluded that the drinking water will not be considered the primary water source for users i.e. institutional non-residential use. As such, the proposed facility will be classified as a small non-municipal, non-residential drinking water system regulated by the local health unit under Ontario Regulation (O.Reg.) 319/08.

Based on the conclusions of Paterson's report and affirmed by Cambium's peer review of test well results, the proposed development can be adequately and sustainably served by existing groundwater supplies. Existing commercial technology is readily available to treat various exceedances which are considered to be aesthetic in nature.

5.4 Environmental Site Assessment

Paterson Group was retained to undertake a Phase I Environmental Site Assessment for the subject lands to identify any environmental concerns. The report found that the subject lands have never been developed and was historically used for agricultural purposes. A site visit was conducted in 2022, and observed that the lands are undeveloped and treed with dense shrubbery. No concerns were identified on the lands. Further, the report concluded that a Phase II Environmental Site Assessment was not required for the subject lands.

As the ESA is over two years old, Paterson provided an update letter to provide a more current opinion on the validity of the conclusion of Phase I ESA. The letter concluded that based on a general review of more recent records and the site visit observations, no potential environmental concerns were noted on or surrounding the Phase I Property and as such, the conclusion of 2022 Phase I ESA is considered to remain valid further reiterating that a Phase II Environmental Site Assessment is not warranted.

6 Closing

The proposed development will transform the site into a functional, community-focused space within a rural setting, primarily serving as a place of worship complemented by outdoor recreational areas and surface parking. The proposed development aligns with the long-term objectives of the congregation and enhances the vitality of the surrounding rural area.

This planning rationale demonstrates that the proposed development is consistent with the Provincial Policy Statement, conforms to the Official Plan, and meets the intent of the Zoning By-law, representing sound land use planning.

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Closing

Appendix A Preliminary Concept Plan



Notes



Client/Project
Chapel of Grace

Project No.
160401873

Title
912 Manchester Road
Preliminary Concept Plan

1	July 21, 2025
Revision	Date

Reference Sheet	Figure No.
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