

July 2026



PLANNING RATIONALE

AGA KHAN FOUNDATION CANADA
991 CARLING AVENUE
OTTAWA, ONTARIO

Report Date:
JULY, 2026

Report Prepared for:
Aga Khan Foundation
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This Planning Rationale is prepared in support of a Zoning By-law Amendment for the extension of a temporary use of a parking lot at 991 Carling Avenue.

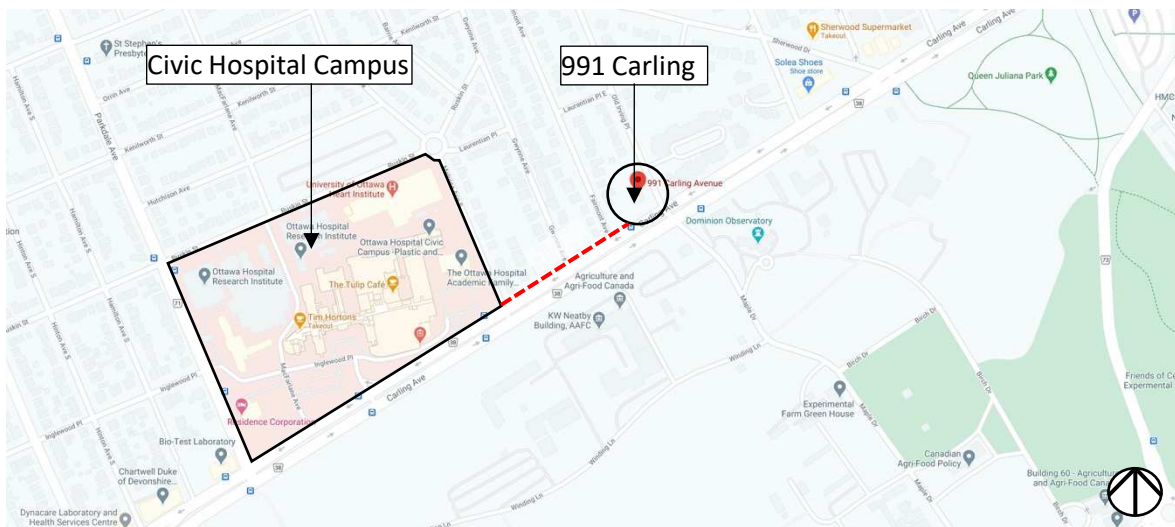
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1.0 OVERVIEW

The subject site at 991 Carling Avenue, owned by the Aga Khan Foundation of Canada ("AKFC"), is currently used for the Jamatkhana, a community centre and place of worship.

The Ottawa Hospital - Civic Campus is located approximately ~190 metres west on Carling Avenue. The Jamatkhana is used in the evenings and on the weekends. The associated on-site parking remains unused during the weekday period.



When on-going construction and over-capacity circumstances for the existing Civic Hospital Campus resulted in significant staff parking challenges, an application for a temporary zoning permission to allow Civic Hospital staff to park at #991 Carling Avenue was approved in 2017.

As the new Civic Hospital Campus is an-going construction project, new temporary zoning by-laws have been obtained since the original approval. The new Campus is well under construction with the proposed parking garage one of the first elements of that construction. The current temporary zoning by-law (Exception 2427 via By-law 2024-89) is set to expire on November 8, 2026.

This report addresses the request for a new Temporary Zoning By-law Application as the construction for the new Civic Campus is still on-going. Despite the parking garage being one of the first elements of the new campus construction, when it will be open for use is uncertain due to the continuing construction on site. Further, the new campus parking garage is an approximate twenty-minute walk, not including time to exit the garage and

navigate the existing campus. There may still be a need for Civic Hospital employees to have closer parking. It is important to be mindful of shift workers and the expectation that walking twenty minutes following a twelve-hour shift in winter or inclement weather is not ideal. Having options during the hospital transition period will be important to support hospital staff.

It is the intent and direction for the AKFC that when surface parking on their site is no longer required to support the Civic Hospital Campus staff, the property is planned to be redeveloped in accordance with the planned context for the Mainstreet Corridor of Carling Avenue.

The following details the rationale for the proposed extension of the temporary use zoning of a parking lot.

2.0 SITE & CONTEXT

2.1 SITE

As noted, the site is the current location of the Jamatkhana, a community centre and place of worship. There are currently 77 parking spaces on this site that are not used during day-time hours, allowing a vacant parking lot available for use during the day by the Civic Hospital staff.

The following presents the site statistics.

- [Site Area: 485.62 m²
- [Site Frontage: 62.88 m (Carling Avenue), 76.0 m (Irving Place), 31.0 m (Fairmont Avenue)
- [Legal Description: CON 1 PT LOT 37 PLAN 224 LOT;2 IRVING W PT LOT 1 FAIRMONT;E. PIN: 041010018



Figure 1: Aerial of Subject Lot Showing Approved Pavement Markings



Figure 2: Subject Lot Showing Dimensions and Building Location



Figure 3: View of blocked entrance on Fairmont Avenue Frontage



Figure 4: View of Carling Avenue Entrance



Figure 5: View of Irving Place Access and Egress as Approved

2.2 CONTEXT

The subject site is located on the north side of Carling Avenue, facing the Experimental Farm, and the Federal Research Building at 930 Carling Avenue. The nearby uses are commercial in nature, generally, along Carling Avenue which is a major arterial east-west route. North of the site is mostly low-rise residential neighbourhood that is characterized by its location around the Civic Hospital, and bounded by Highway 417 to the north, Preston Street on the east, Parkdale Avenue on the west, and Carling Avenue to the south.

This neighbourhood has a long history of parking complications due to the presence of the Civic Hospital campus and insufficient on-site parking for the hospital. In the past, hospital staff have had to park on local residential streets and deal with car shuffling throughout the day by the Hospital to respect parking time limitations.

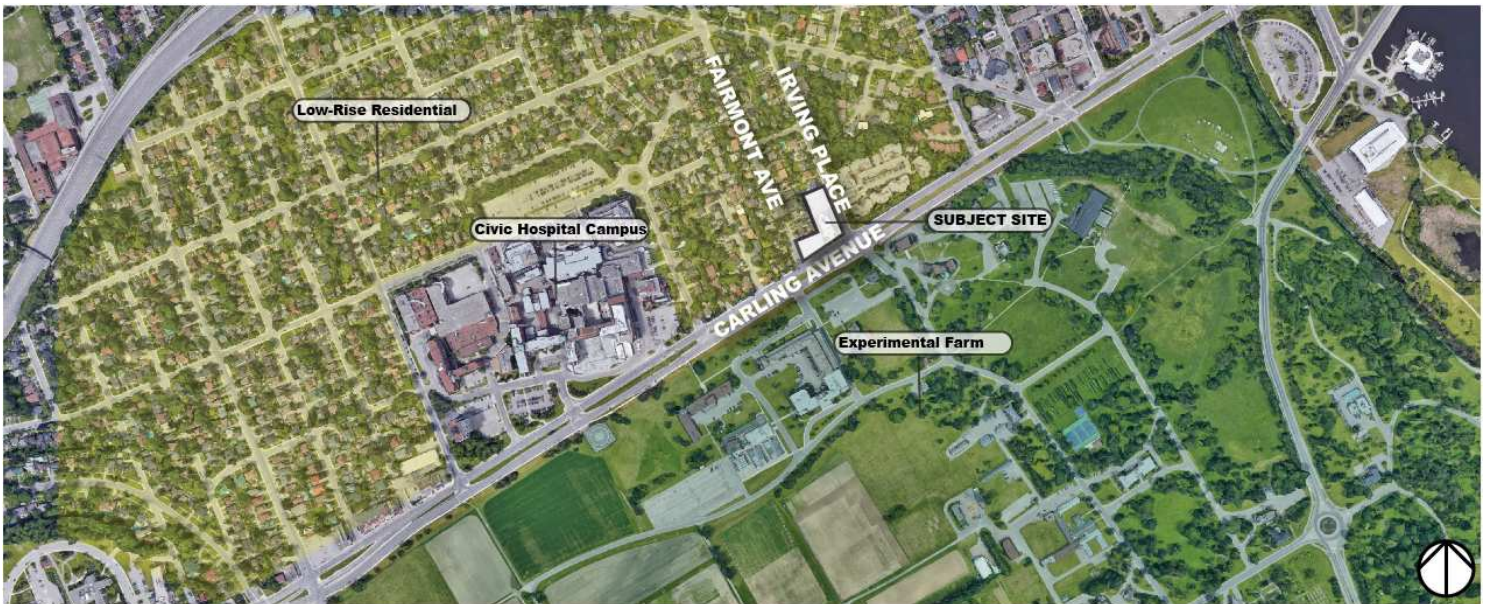


Figure 6: Context Map

3.0 PROPOSED EXTENSION OF ZONING

The proposed extension of the temporary use zoning of the parking lot, with restrictions, will expire in November 2026. The purpose of this application is to extend the existing temporary use another three years with the same provisions and details as the existing approved permission granted previously. A full copy of the approved by-law is included as Appendix A, the exception provision [2427] is provided below.

As there are no application processes to extend a temporary use by-law, a new Minor Zoning Amendment is required in order to effectively extend the temporary use as previously approved, for another three years.

I Exception number	II Applicable zones	III Exception Provisions - Additional land uses permitted	IV Exception Provisions - Land uses prohibited	V Exception Provisions - Provisions
2427 (By-law 2024-89) (By-law 2021- 100) (By-law 2017- 349)	Multiple	Temporary parking lot		A parking lot is permitted for a temporary period of three years, ending on November 8, 2026. The following applies to a temporary parking lot: 1. Despite Section 100(1)(a) and 100(1)(c) non-accessory parking in temporary parking lot is limited to that associated with the Ottawa Hospital Civic Campus. 2. Despite any provisions to the contrary, all but three required parking spaces for uses on 991 Carling may also be used for the temporary parking lot.

4.0 RATIONALE FOR EXTENSION

The subject site, as noted, has been used as a Community Centre and Place of Worship in the evenings and weekends with the associated parking on site for those uses. During the day, the on-site parking lot when not in use has been secured through previous Temporary Zoning Amendments for use by the Civic Hospital.

The previous approval was meant to continue while the Civic Hospital was under construction and parking was in demand due to on-going construction. Capacity issues at the Civic Hospital Campus will continue to exist and worsen until the new Civic Campus is constructed and the new parking garage is functional and staffing pressures have shifted.

It is acknowledged that this proposal for continued parking by Civic Hospital staff is not meant to be a long-term situation and that the intents and purposes of the Planning policies in place for this area will be pursued for the long term.

The Civic Hospital Campus has outgrown the current location and as a result, there is insufficient parking to accommodate required staff. As the new Civic Hospital Campus has been approved and construction is underway, the need for off-site parking accommodations for hospital staff is a confirmed short-term situation for the duration of the construction for the new hospital campus.

This temporary use of parking by the Hospital at the Jamatkhana site is to ensure that hospital staff are not forced to park on residential streets causing conflict in the community, operational issues for staff, and major operational issues with regards to ambulance offloading.

Lastly, the temporary demands of the hospital and need for parking do not detract from AKFC's intentions for the site to be redeveloped towards a mixed-use affordable housing project, with a design in conformity with the Mainstreet Corridor Official Plan designation. The future development of this site will be aligned with Mainstreet Corridor goals of Carling Avenue. The current situation is temporary, necessitating the continuation of this parking situation.

5.0 POLICY AND REGULATORY CONTEXT

5.1 PLANNING ACT, R.S.O. 1990, CHAPTER 13

In the Planning Act, Section 39 authorizes the passing of temporary use by-laws for any purpose that is otherwise prohibited by the By-law. This section was utilized to establish the existing approval. Section 34 of the Planning Act, policy (3) says that despite the three-year limit for a temporary use by-law identified in policy (2), Council may grant further periods of not more three years at a time.

The policies above in the Planning Act allow temporary use by-laws to be further approved for additional three-year periods without an identified limit of those periods at the discretion of the approving authority.

Comment | The three-year period identified in the Planning Act is identified simply to provide some aspect of a time limit, given that the policies are for a temporary use or situation. The policies are not intended to exclusively restrict any temporary use to three years, which is why Policy (3) enables further approvals of three-year periods to recognize varied situations that may require a temporary use to continue beyond three years. Utilizing this policy for the purpose of supporting a critical municipal need for essential workers during a period of hospital campus transition is a perfect example of a situation where a temporary zoning by-law is utilized to address an interim situation that is significant.

5.2 PROVINCIAL PLANNING STATEMENT

The Provincial Planning Statement, 2024 (PPS), contains a set of policies that are the criteria by which healthy, liveable and safe communities are to be sustained.

The overarching theme of these policies is that development be efficient, in terms of both economically, and through use of existing infrastructure, and to enable, establish, and encourage healthy living and environments.

Comment | The proposal to utilize a surface parking area that is not used during the day for a neighbouring major community use (e.g. Ottawa Civic Hospital) instead of resulting in an influx of on-street parking in a neighbourhood is a notable method by which the needs of a use (in this case, the Hospital) are able to be met in an efficient and affordable manner. In this situation, it is simply not feasible nor economically viable to find somewhere to build or allot lands for parking for an interim situation.

This temporary solution ensures that there is no new development, and therefore the

proposal minimizes land consumption, and promotes cost-effective development patterns. This is especially important when considering the transient nature of the use being requested for continuation.

The proposed temporary use of a parking lot for the sole user of staff of the Ottawa Hospital is consistent with the the Provincial Planning Statement, 2024. As well, the temporary use does not conflict with the long term intent of enabling a mixed-use affordable housing development at this location, on a proposed mainstreet, and thereby is consistent Sections 2.1, *Planning for People and Homes*, as well as Section 2.3.1 related to development within Settlement Areas.

It is important to reference Policy 6 of Section 2.3.1, which states, "Planning authorities should establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of the infrastructure and public service facilities." This policy is important because it recognizes that there are pressures placed on Public Service Facilities, which per the PPS definitions includes Hospitals and that phasing or time-sensitive approaches to planning are a key piece of the evolution of a complete community. The Civic Hospital and the critical staff and essential workers there need adequate parking during the interim period of the hospitals transition.

In addition to the review above, the intent of the PPS 2024 is to build strong and competitive communities, with policy support for homes, employment, natural environment, efficiency, and healthy communities. The temporary permission to accommodate off-site parking for staff allows the hospital to better meet the demands of care for their patients without disruption to the existing community. While the type of care referenced is not directly related to a healthy community in terms of offering green space or environmentally friendly design, it is nonetheless clear that the demands for the Hospital need to be met in order to ensure members of the community and their health are being prioritized. By allowing the Civic hospital staff to park on a nearby lot that otherwise would be underutilized during the day is a good land use planning decision to recognize a temporary need in the community and a temporary need for a Public Service Facility.

5.3 CITY OF OTTAWA OFFICIAL PLAN, 2022

The City of Ottawa Official Plan designates the site at 991 Carling Avenue as Mainstreet Corridor (MC). The MC designation is intended to support higher density of development, greater degree of mixed uses, and a higher level of street transit service compared to abutting Neighbourhood designations, but generally lower densities than nearby Hubs.

The MC designation permits residential, commercial, retail, institutional, and other uses. The designation prohibits functions or uses causing or likely to cause nuisance due to noise, odour, dust, fumes, vibration, etc. The proposed temporary zoning does not result in any adverse environmental impacts as described and as such the uses are permitted.

In this specific situation, the underutilized site is being used, temporarily, for staff parking for the Ottawa Civic Hospital. No new development itself is occurring as a result. Further, no physical changes are required to the site in order to permit this temporary use.

Section 2.2.2 (2) in the Official Plan discusses Economic Development as a Cross Cutting Issue and Strategic Direction. Policy (2) is intended to support the growth of hospitals to support Ottawa's knowledge-based economy and health needs.

The Ottawa Civic Campus has outgrown the current site but supporting existing staff is still an important priority for the operation of the hospital. The temporary zoning supports Section 2.2.2(2).

Section 11.6 (2)(e) notes that the City will prioritize applications to permit temporary uses. Further, in 11.6(9) provides the authority in the Official Plan for the City to authorize, through a by-law, the temporary use of lands, buildings, or structures for any purpose set out therein that would otherwise be prohibited by the City's Zoning By-law.

5.4 CITY OF OTTAWA ZONING BY-LAW

The site at 991 Carling Avenue contains two different zones. As per the map provided, under By-law 2008-250 the south portion of the site, facing Carling Avenue, is zoned R4M – Residential Fourth Density, subzone M, with the temporary use zoning identified as an exception. For the area of the site north of the building, facing Irving Place, the site is zoned R1QQ – Residential First Density, subzone QQ, with the temporary use identified as an exception for this zone as well.

Under the new Zoning By-law 2026-050, the south portion of the site facing Carling Avenue is zoned N5A[2427] – Neighbourhood Zone, Subzone 5 and the north portion of the site is zoned MS2[2427] – Mainstreet Zone, Subzone 2.

While both of the zones in By-law 2008-250 permit a variety of residential uses, they do not permit the use of the Jamatkhana, identified as a Community Centre use. This use was considered to be legal non-conforming. In By-law 2026-050 a community centre is permitted in the N5A zone as well as the MS2 zone and so moving forward the Jamatkhana is a permitted use.

The exception zone identified on both sites contains the permissions for the temporary use of the parking lot, which is scheduled to expire November 8th 2026.

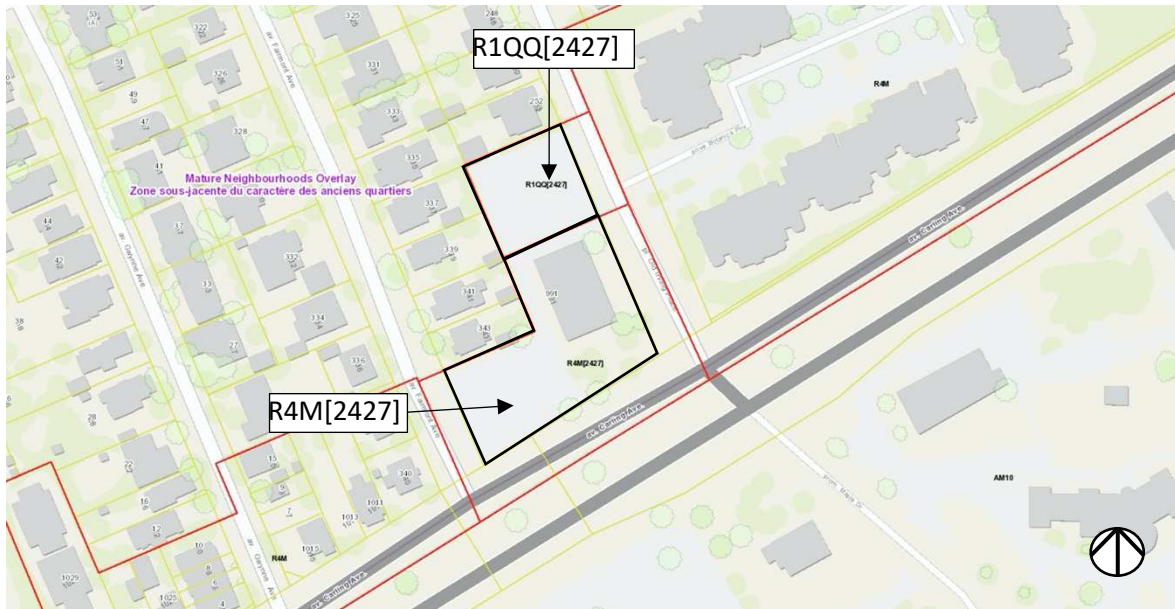


Figure 7: Zoning By-law 2008-250

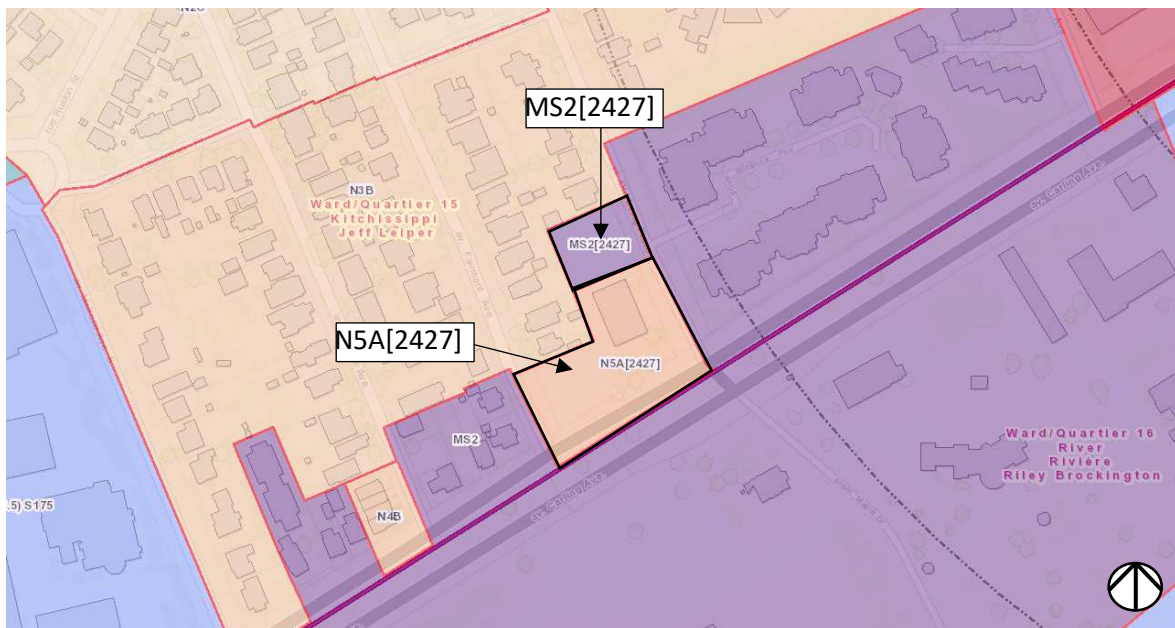


Figure 9: Zoning By-law 2026-050

6.0 CONCLUSION

The proposed extension of the temporary use parking is being requested for an additional period of three years, as permitted by the Planning Act and the City of Ottawa Official Plan to recognize continued pressures experienced by the hospital and their staff for available parking. These pressures are expected to continue until the new Ottawa Civic Campus is constructed and functional.

It is noted that AKFC and the Ottawa Civic Hospital acknowledge and agree that the permissions are temporary in nature to reflect an interim situation that is of a critical need to serve the community.

The temporary use for parking by the Civic Hospital utilizes an existing nearby parking lot (~190 metres away) that is not used during day-time hours by the on-site facility of the Jamatkhana and therefore can serve a dual purpose during these existing circumstances that have necessitated the continued use for off-site parking for hospital staff until the new Civic Campus is constructed.

The temporary use does not detract from or prohibit the long-term viability of the site to be redeveloped in a Mainstreet Corridor policy-supportive direction.

The continuation of this temporary use ensures that parking for staff does not spill out into the residential streets causing conflict or operational issues.

This proposal is a logical solution to a temporary issue and is considered to be good land use planning, and good planning for the overall community, acknowledging its temporary nature.

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A handwritten signature in black ink, appearing to be 'CM', written in a cursive style.



7.0 APPENDIX A

EXPLANATORY NOTE TO BY-LAW 2024-81

By-law 2024-81 amends the City of Ottawa Zoning By-law 2008-250. The amendment affects the property at 991 Carling Avenue, which is located on the north side of Carling Avenue, between Fairmont Avenue and Old Irving Place, as shown on the attached Location Map.

The application is to allow for temporary use permissions for a parking lot used by Civic Hospital Staff under the “R1QQ[2427]” and “R4UD [2427]” zones in the City of Ottawa Zoning By-law.

The proposed zoning will allow the use of the existing parking lot at 991 Carling Avenue for use by Civic Hospital Staff during daytime hours on weekdays, for a period of three years. The site contains a 77-space parking lot. No physical changes to the parking lot or the existing building on site are proposed.

For further information, please contact Jack Smith, Planner, at 613-580-2424, extension 21786, or by e-mail at Jack.Smith@ottawa.ca.

NOTE EXPLICATIVE AU SUJET DU RÈGLEMENT 2024-81

Le Règlement 2024-81 modifie le *Règlement de zonage* 2008-250 de la Ville d'Ottawa. La modification vise la propriété située au 991, avenue Carling, qui se trouve du côté nord de l'avenue Carling entre l'avenue Fairmont et la place Old Irving, comme le montre le plan de localisation ci-joint.

La demande vise à permettre une utilisation temporaire comme terrain de stationnement servant aux employés de l'Hôpital Civic d'Ottawa dans les zones « R1QQ[2427] » et « R4UD [2427] » dans le *Règlement de zonage* de la Ville d'Ottawa.

Le zonage proposé vise à permettre l'utilisation du terrain de stationnement actuel situé au 991, avenue Carling, par les employés de l'Hôpital Civic d'Ottawa durant les heures de la journée, en semaine, sur une période de trois ans. Le terrain comprend 77 places de stationnement et la proposition ne comprend aucune modification physique du terrain ou du bâtiment sur place.

Pour obtenir de plus amples renseignements, veuillez communiquer avec Jean-Charles Renaud, urbaniste, au 613-580-2424, poste 27629, ou par courriel à Jean-Charles.Renaud@ottawa.ca.



NOTICE OF PASSING OF A ZONING BY-LAW BY THE CITY OF OTTAWA

The Council of the City of Ottawa passed By-law 2024-81 on February 7, 2024, under Section 34 of *The PLANNING ACT*.

City Council considered all submissions, including submissions received after the publication of the staff report, in addition to the planning and other considerations identified in the staff report in its decision on this matter. The staff report and if applicable, the draft Summary of Written and Oral Submissions which is still subject to Council approval, can be viewed as part of the supporting materials for this matter as part of the February 7, 2024 Council Agenda available on [Ottawa.ca](https://ottawa.ca).

Any person or public body who, before the by-law was passed, made oral submissions at a public meeting or written submissions to City Council, may appeal to the Ontario Land Tribunal with respect to the by-law, by filing with the Clerk of the City of Ottawa, a notice of appeal setting out the objection to the by-law and the reasons in support of the objection. All appeals must also be accompanied by the Ontario Land Tribunal's prescribed fee of \$1,100.00, which shall be in the form of a certified cheque or money order payable to the Minister of Finance. (Please note that when submitting an appeal you may request a reduction to \$400.00 if you are an eligible private citizen or community group. You can do so by filling out a "Request for fee reduction form" found on the OLT website.)

A notice of appeal can be mailed to the City at 110 Laurier Avenue West, Mail Code 01-14, Ottawa, Ontario, K1P 1J1. Alternatively, packages can be submitted by [scheduling an appointment at City Hall - 110 Laurier Ave West](#).

A notice of appeal must be received no later than 4:30 p.m. on February 28, 2024.

Only individuals, corporations and public bodies may appeal a by-law to the Ontario Land Tribunal. A notice of appeal may not be filed by an unincorporated association or group. However, a notice of appeal may be filed in the name of an individual who is a member of the association or the group on its behalf.

No person or public body shall be added as a party to the hearing of the appeal unless, before the by-law was passed, the person or public body made oral submissions at a public meeting or written submissions to the council or, in the opinion of the Ontario Land Tribunal, there are reasonable grounds to add the person or public body as a party.

Should the by-law be appealed, persons or public bodies who wish to receive notice of the Ontario Land Tribunal hearing can receive such notice by submitting a written request to the planner identified in the explanatory note that accompanies this Notice.

An explanation of the purpose and effect of the by-law and a location map depicting the lands to which the by-law applies are attached.

Dated at the City of Ottawa on February 8, 2024.

Clerk of the City of Ottawa
City Hall
110 Laurier Avenue West
Ottawa, ON K1P 1J1



AVIS D'ADOPTION D'UN RÈGLEMENT DE ZONAGE PAR LA VILLE D'OTTAWA

Le Conseil municipal de la Ville d'Ottawa a adopté le Règlement municipal 2024-81 le 7 février 2024, en vertu de l'article 34 de la *Loi sur l'aménagement du territoire*.

Le Conseil municipal, au moment de prendre sa décision, a tenu compte de toutes les observations, y compris celles reçues après la publication du rapport du personnel, en plus du facteur lié à l'aménagement, ainsi que ceux mentionnés dans le rapport du personnel. Ce rapport et, s'il y a lieu, le résumé préliminaire des observations écrites et orales, qui demeure assujéti à l'approbation du Conseil, peuvent être consultés avec le reste de la documentation produite sur cette question relativement à l'ordre du jour de la réunion du 7 février 2024 du Conseil, accessible sur le site Ottawa.ca.

Toute personne ou organisme public, qui a présenté des observations orales à une réunion publique ou des observations écrites au Conseil municipal avant l'adoption du règlement, peut en appeler de ce règlement municipal devant le Tribunal ontarien de l'aménagement du territoire (TOAT) en transmettant au greffier de la Ville d'Ottawa, un avis d'appel exposant l'opposition au règlement municipal et les motifs de cette opposition. Tout appel doit être accompagné des droits prescrits par le Tribunal ontarien de l'aménagement du territoire. La somme de 1 100,00 \$ doit être acquittée sous forme de chèque certifié ou de mandat poste libellé à l'ordre du ministre des Finances. (Veuillez noter que les citoyens privés et les groupes communautaires admissibles peuvent demander la réduction de ces droits à 400 \$. Pour ce faire, ils doivent remplir le formulaire *Demande de réduction des droits* qui se trouve sur le site Web du TOAT).

L'avis d'appel peut être envoyé à la Ville par la poste au 110, avenue Laurier Ouest, Courrier interne 01-14, Ottawa (Ontario) K1P 1J1. Il est également possible de [fixer un rendez-vous à l'hôtel de ville, au 110, avenue Laurier Ouest](#), pour y déposer l'avis d'appel.

L'avis d'appel doit être reçu au plus tard à 16 h 30 le 28 février 2024.

Seuls les particuliers, les sociétés et les organismes publics peuvent interjeter appel d'un règlement auprès de Tribunal ontarien de l'aménagement du territoire. Un avis d'appel ne peut pas être déposé par une association ou un groupe non constitué en société. Toutefois, un avis d'appel peut être déposé par un particulier membre d'une association ou d'un groupe, au nom de cette association ou de ce groupe.

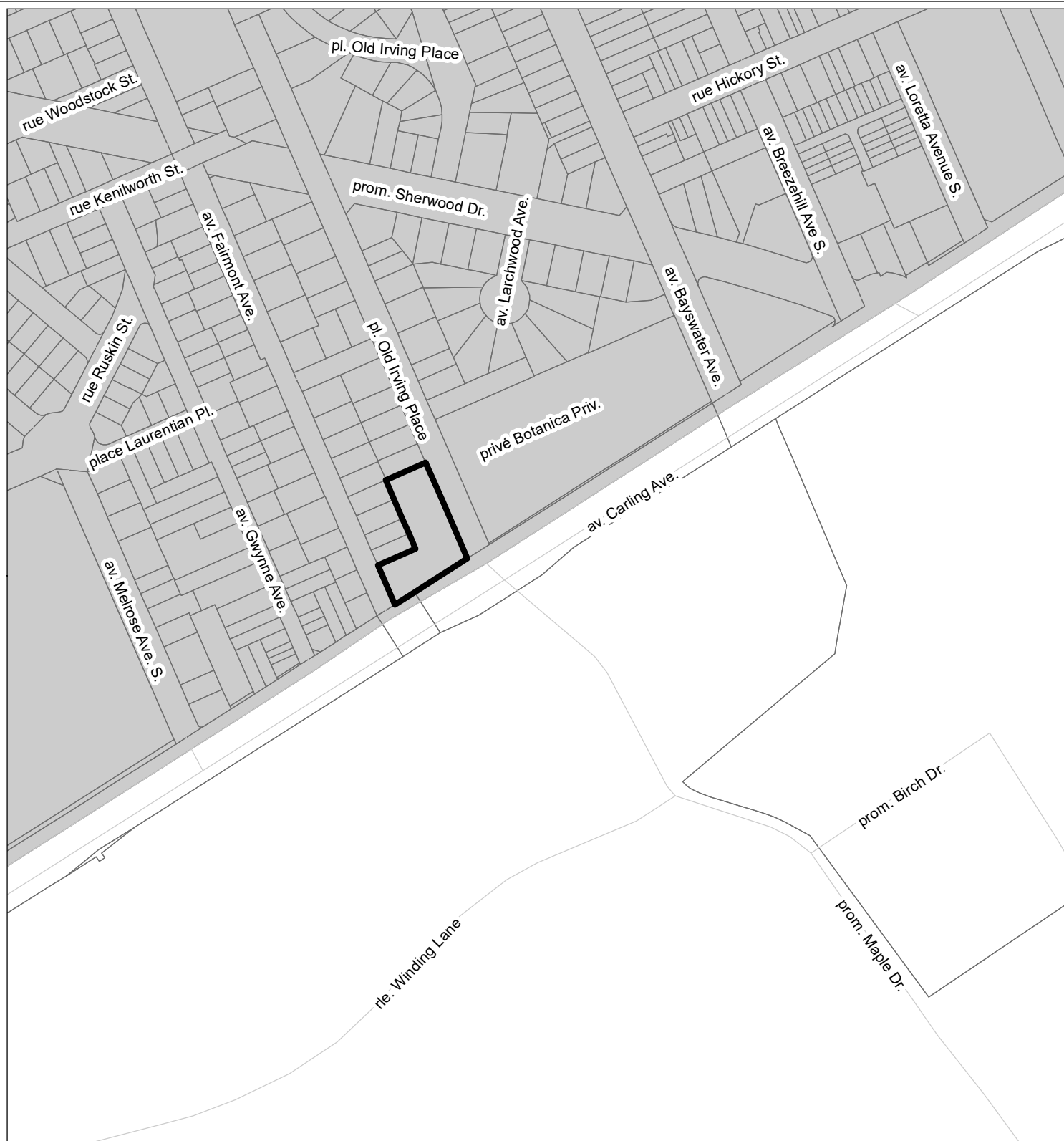
Aucune personne ni aucun organisme public ne doit être joint en tant que partie à l'audition de l'appel sauf si, avant l'adoption du règlement, la personne ou l'organisme public a présenté des observations orales lors d'une réunion publique ou présenté des observations écrites au Conseil ou qu'il existe, de l'avis de Tribunal ontarien de l'aménagement du territoire, des motifs raisonnables de le faire.

Si ce règlement municipal devait faire l'objet d'un appel, les personnes ou les organismes publics qui le souhaitent pourraient être avisés de l'audience de Tribunal ontarien de l'aménagement du territoire en en faisant la demande par écrit à l'urbaniste dont le nom est indiqué dans la note explicative qui accompagne cet avis.

Une explication de l'objectif et de l'effet du règlement municipal ainsi qu'un plan de localisation illustrant les terrains auxquels s'applique le règlement sont joints en annexe.

Fait à la Ville d'Ottawa, le 8 février 2024.

Greffier de la Ville d'Ottawa
Hôtel de ville
110, avenue Laurier Ouest
Ottawa (Ontario) K1P 1J1



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REVISION / RÉVISION - 2023 / 10 / 20

LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE



991 av. Carling Avenue



Mature Neighbourhoods Overlay (section 139)
Zone sous-jacente de quartiers établis (article 139)



NOT TO SCALE