

# Adaptive Reuse of Selected Church Properties in Eastern Ontario

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**SCHOOL OF URBAN AND REGIONAL PLANNING**

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# Meet The Team

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# Executive Summary

## Purpose of the Report

Like many churches in Canada, the Anglican Diocese of Ottawa (ADO) is currently facing declining congregations across the region. Consequently, individual parishes must change their current model to remain an active part of the communities in which they are situated (Allen, 2019; Clarke & Macdonald, 2011). Adaptive reuse is the process of taking an existing building and converting it into a different use than it was designed for originally (Amayu, 2014; Cantell, 2005; Murtagh, 1997). Adaptive reuse is commonly employed for places for worship facing declining numbers, and is often manifest in residential, commercial, community and institutional, and arts and cultural activities (Amayu, 2014).

The purpose of this report is to provide planning guidance and subsequent possibilities for the adaptive reuse of three churches owned by the ADO. These churches include St. James' in Morrisburg, St. Paul's in Almonte, and St. Martin's in Ottawa. The proposed possibilities complement the ADO's mission of providing social benefit to their surrounding communities as they adopt new uses while still retaining worship space. This report aims to support that mission by providing a variety of possibilities that are informed by an urban and regional planning lens. The possibilities propose adaptive reuse options that allow room for exploring new activities that could share church space, while simultaneously imparting the environmental, economic, and socio-cultural benefits that adaptive reuse brings to historic buildings (Amayu, 2014; Cantell, 2005; Murtagh, 1997).

## Methods

This project utilized a mixed methods research approach and incorporated both primary and

secondary data sources to ensure the possibilities presented to the ADO for each church were evidence-based.

## Parish Portfolio Review

Policy analyses were undertaken to understand the planning opportunities and constraints applicable to each site. These analyses included the land use policy and regulatory frameworks, environmental framework, and heritage framework. Site analyses illuminated the site-level constraints applicable to each case study site.

These analyses included site visits, as well as analyses of circulation, services and amenities, and demographics.

## Literature Review and Case Study Analysis

A literature review and case study analysis were undertaken to set the literary context for the report and provide examples of church adaptive reuse (Monk & Bedford, 2016). The literature review defines adaptive reuse, identifies its benefits, and outlines models of church adaptive reuse, while more than 40 case studies were analyzed to provide inspiration for potential reuses (Yin, 1984).

## Public Engagement

Interviews and open houses formed a core part of the project methods. Thirty-two semi-structured interviews were conducted with key informants such as church administrators and congregants, elected officials, social development representatives, potential partners, and municipal planners, as well as experts in the field of church adaptive reuse. Open houses were conducted at each church on Saturday November 9, 2019. The open houses incorporated multiple activities and were flexible in format.



## Needs and Assets Analysis

Information from the parish portfolio review, interviews, and open houses were then analyzed using the two-pronged approach of a needs and assets analysis that applied to both the greater community and the church. Identified needs and assets informed and supported necessary pre-requisites for the churches to undertake before implementing adaptive reuse, as well as possibilities to respond to needs within the community with feasible adaptive reuse activities for the church.

## St. James', Morrisburg

### Pre-Requisites for Adaptive Reuse

St. James' Anglican Church faces challenges with space flexibility in the building because of the pews in its large ground level room, and difficulties with heating and cooling the church. Additionally, the washroom facilities are not accessible for everyone, and there are budget constraints. In order to sustainably implement adaptive reuse possibilities, the following pre-requisites are recommended:

1. **Increase Utilization of Space:** Church pews should be removed and replaced with comfortable, moveable chairs.
2. **Heating and Cooling of the Building:** The building needs to be properly insulated to reduce heating costs and allow for worship in the intended space.
3. **Accessible Washroom:** Accessible washroom facilities should be provided on the ground floor.

## Possibilities

The community needs and assets analysis revealed several challenges faced by Morrisburg residents, including food insecurity, lack of social gathering spaces, lack of services, and absence of opportunities for youth and young professionals. St. James' Anglican Church has the opportunity to create a community hub on its site that encourages social gathering and brings together

community agencies to a single location. The vision of a community hub is multi-faceted with three major components:

1. **Utilization of Outdoor Space** to include a community garden and social gathering space.
2. **Renting Space in the Church** for events such as concerts, meetings, retreats, and workshops.
3. **Developing Partnerships** with organizations as "anchor tenants" in the church to offer services and a drop-in indoor space for gathering.

A community hub offers an opportunity to alleviate many of the challenges felt in Morrisburg and St. James'. Food insecurity could be addressed through the creation of a community garden on the property that provides fresh food options either for individuals who wish to garden the plots or by donating the food to a local food bank such as Linking Hands. Social gathering spaces would be established in both the community garden and inside the church upon better utilization of the space on the ground level. Dependent on the partnerships created, drop-in space could be created that may be programmed, geared towards youth, or left unprogrammed. Services could be offered by organizations at St. James', reducing the need for transit to other nearby cities. If a for-profit partnership is formed, it could help create revenue for the church as well.

St. James' Church



# St. Paul's, Almonte

## Pre-Requisites for Adaptive Reuse

St. Paul's would benefit from making changes to the property's accessibility. Though these do not entirely preclude adaptive reuse, these alterations would offer greater ease of use of the property for all individuals. The main issues identified regarding this were:

- 1. An Elevator for the Church Building:** An elevator or lift would provide interior access to the basement from the main floor.
- 2. A Ramp for the Rectory:** A ramp would increase access to the rectory for all individuals.
- 3. An Elevator for the Rectory:** The addition of an elevator would provide mobility between all floors.

Parking was an additional challenge that was noted but this would not preclude all of the possibilities identified. Importantly, the possibilities pursued by St. Paul's will be constrained by a 30-metre setback from the Mississippi River, and heritage designations on all three buildings on the site.

## Possibilities

The community needs and assets analysis highlighted various challenges for Almonte and St. Paul's. Almonte, for instance, struggles with limited opportunities for youth, and St. Paul's faces financial constraints as well as difficulties drawing residents and visitors from

the town centre to the site. The following possibilities for adaptive reuse of St. Paul's property could help to address these challenges:

- 1. Low or No Development** includes the implementation of artist studios, coworking spaces, one-off event space, and waterfront access.
- 2. Medium Development** includes an addition for the creation of a permanent food bank location; renovations to establish a coffee shop; and/or the creation of affordable housing on site.
- 3. High Development** could include the construction of a fourth building on the property which would serve as affordable housing and event space.

The inclusion of artist studios and co-working space will help bring employment to Almonte while providing revenue for the church, capitalizing on the arts and culture identity of the community, and engaging youth and other generations together during one-off events. These components of adaptive reuse could transform St. Paul's into a vibrant community hub that would attract a range of people. The medium and high development options have been conceived in a way to complement the low development options. These adaptive reuse possibilities could foster the continuation and expansion of the Lanark County Food Bank thereby benefiting families and individuals in Almonte who have limited access to transport and choice of food. The addition of housing would alleviate the housing need felt by some members of the Almonte community and could be done in partnership with a non-profit agency such as Carebridge Community Support, which has expertise in developing and funding such projects.



St. Paul's Church

# St. Martin's, Ottawa

## Pre-Requisites for Adaptive Reuse

St. Martin's faces significant accessibility deficits that would need to be addressed to support some adaptive reuse opportunities on the property. These improvements include:

1. **Wider Front Steps:** This could follow the removal of the narrow steps in front of the church.
2. **New Elevator:** A new elevator placed strategically could permit ease of use and mobility between floors.
3. **Access Platforms:** Placing leveling access platforms for side doors would increase accessibility for those with limited mobility and baby strollers.

## Possibilities

The community needs and assets analysis for this site highlighted the need for community spaces and affordable housing. St. Martin's central location and large property present the opportunity to address these challenges through the proposed possibilities:

1. **Creation of a Community Hub** would include green space development, interior renovations of the church, and an overall focus on flexible space design and community gathering.
2. **Partial Redevelopment** calls for the removal of the education wing and rectory to allow for the creation of affordable housing.
3. **Full Redevelopment**, constituting the removal of all existing structures, could allow for the creation of affordable housing with worship space integrated into the new structures.

A third place-based reorientation of the church property would allow the church to envision a more lively, inviting and permanent use of its large exterior front lawn. Additionally, re-purposing its interior space could allow the church to become more

St. Martin's Church



flexible, presenting the opportunity to rent the space for special events. A partial housing redevelopment would allow the church to address its most pressing community need of a lack of affordable rental housing for young families, while opening up the opportunity for greater revenue and retaining its original worship and event rental space. A full housing-based redevelopment would enable the church to address housing needs while also inviting the opportunity to integrate multi-use spaces that can be provisioned for new worship space and commercial amenities.

## References

- Amayu, E. (2014). *New Uses for Old Churches: An Examination of the Effects of Planning Regulations on the Adaptive Reuse of Church Buildings*. Retrieved from Kingston: <https://qspace.library.queensu.ca/handle/1974/12246>
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- Murtagh, W. J. (1997). *Keeping time: The history and theory of preservation in America*. Toronto: John Wiley & Sons.



# 01 Introduction

## 1.1 Project Overview

For the last 50 years, places of faith in North America have been experiencing declining congregations, threatening the continued existence of these institutions in their communities (Allen, 2019; Clarke & Macdonald, 2011). Within this context, the Anglican Diocese of Ottawa (ADO) has been working proactively to “further explore [their] mission and to develop a strategic roadmap for the future” which would allow them to continue serving their communities (Anglican Diocese of Ottawa, 2019). To do so, the traditional model of church must be modified to allow for greater space utilization and revenue streams, while still providing space for worship (Amayu, 2014; Lueg, 2011; Velthuis & Spennemann, 2007).

This report supports the ADO's mission by presenting adaptive reuse possibilities for three church sites within the ADO service region. The report itself serves as a planning informational resource and guidance document with suggested possibilities, high level feasibility, and next steps for each church based on the background research conducted.

## 1.2 Scope of the Project

This report is focused on three churches within the ADO's service region; St. James' in Morrisburg, St. Paul's in Almonte, and St. Martin's in Ottawa. St. James' and St. Paul's are located in small towns within rural regions, while St. Martin's is located in a mid-century suburb in the city of Ottawa. Each church is at a different point of redevelopment and have different ideas about what they could become

through adaptive reuse to meet their respective community needs.

## 1.3 Methods

This report used a mixed methods research approach:

- **A parish portfolio review** was undertaken that researched five variables for each church. These variables included land use policy and regulatory framework, heritage framework, environmental framework, circulation, services, and amenities analysis, and demographic analysis.
- **Thirty-two semi-structured interviews** were conducted with church administrators and congregants, elected officials, social development representatives, potential partners, municipal planners, and experts in the field of church adaptive reuse.
- **Three public open houses** were run on Saturday, November 9, 2019 to gather information from the greater community.
- All of this information was used for a two-pronged approach of a **needs and assets analysis** to identify strengths and challenges of both the community and church which, subsequently, informed the possibilities for adaptive reuse at each site.



## 1.4 Report Structure

This report is comprised of seven chapters:

- **Chapter 1** provides an introduction and context to the research project, and its various components.
- **Chapter 2** outlines the methods used in this report, including the rationale behind each method.
- **Chapter 3** serves as a literature review and case study analysis. It discusses the issue of church closures, defines adaptive reuse, explores different models of church adaptation, and presents case studies in church adaptive reuse.
- **Chapters 4-6** are dedicated to St. James', Morrisburg, St. Paul's, Almonte, and St. Martin's, Ottawa, respectively. They include a background on the community, a parish portfolio review, identified strengths and challenges, pre-requisites to adaptive reuse, and proposed possibilities.
- **Chapter 7** is a conclusion to the report and summary of the main themes.

## 1.5 How to Read this Report

This report has been designed to be either read in its entirety, or separately by specific chapters regarding each church. Chapters 1, 2, and 3 provide a background for the report, the methods used, relevant literature and case studies. Chapters 4, 5, and 6 each cover a different church and can be read individually. Informational brochures have also been created for each church presenting the findings and recommendations in a condensed format.

## 1.6 References

- Allen, B. (2019, March 10). From sacred to secular: Canada set to lose 9,000 churches, warns national heritage group. *CBC*. Retrieved from <https://www.cbc.ca/news/canada/losing-churches-canada-1.5046812>
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- Velthuis, K., & Spennemann, D. H. R. (2007). The Future of Defunct Religious Buildings: Dutch Approaches to Their Adaptive Re-use. *Taylor & Francis*, 16(1), 43-66. doi:10.1080/09548960601106979

# 02 Methods

## 2.1 Chapter Introduction

Using a mixed-methods multiple case study approach, this project set out to identify evidence-based possibilities for adaptive reuse of three church properties owned by the Anglican Diocese of Ottawa (ADO). The specific objectives of the project were fourfold:

1. To explore how church adaptive reuse has been executed at other locations in Canada and beyond;
2. To document the planning and site-level contexts in which the study sites are situated, and identify the opportunities and constraints that these contexts create;
3. To identify the needs and assets of the church properties and surrounding communities; and
4. To present evidence-based possibilities for adaptive reuse of the three study sites.

To address the first objective, the project team embarked on a review of scholarly literature on adaptive reuse, as well as an environmental scan of case examples of church adaptive reuse. The second objective was addressed through a parish portfolio review, which included both policy analysis and site-level research. The third objective was addressed through key informant interviews and public open houses at each church. The collective findings from these methods were then synthesized to inform the suggested possibilities for adaptive reuse for each church (Objective 4). These possibilities are presented at the end of each church-specific chapter and evaluated based upon their feasibility (cost

and timeframe) and social net benefit.

## 2.2 Literature Review and Environmental Scan

The purpose of the literature review was to set the literary context for the report (Monk & Bedford, 2016). The environmental scan helped to illustrate tangible examples of the topic area and provide inspiration for potential reuses (Fordham University, n.d.; Yin, 1984).

### 2.2.1 Literature Review

A review of relevant academic literature was undertaken to understand the concept of adaptive reuse, and how the principles of adaptive reuse could apply to church properties. The literature review was conducted using academic search tools such as the Queen's Library and Google Scholar, as well as basic web searches for news articles on successful adaptive reuse and the impacts of church closures. Search terms to find relevant literature have included 'adaptive reuse', 'repurposing', and 'church closures'. The literature review was focused on Canadian examples, although some international examples have been included where appropriate.

### 2.2.2 Environmental Scan

This report is concerned with three churches in different municipalities and with different potential adaptive reuse directions. The most relevant difference is their mix of rural and urban settings, with St. James' in Morrisburg

and St. Paul's in Almonte located in small towns in rural communities while St. Martin's in Ottawa is located within an urban community. As such, the case examples presented in this report vary in their location from urban to rural communities across Canada. To further support the potential possibilities for adaptive reuse, additional case examples have been included at the end of each chapter. Case examples were selected based on their similarity to the respective church in terms of population size and location within Canada and particularly Ontario. This serves as a means of proving the potential of that possibility in a similar community and can be a potential source of contact and partnership with the case example church.

### 2.2.3 Limitations

Like other projects, the case studies presented cannot be directly copied to the church properties as each property is unique; instead they serve as inspiration.

## 2.3 Parish Portfolio Review: Policy Analysis

To understand the planning constraints applicable to each site, a policy analysis was undertaken. This included the applicable land use policy and regulatory frameworks, environmental framework, and heritage framework. The policy data sources are presented in Table 1 and can be found in more detail in the attached reference list.

*Table 1: Data Sources from Policy Analysis for Each Parish*

Policy Analysis	St. James' Morrisburg	St. Paul's Almonte	St. Martin's Ottawa
<b>Land Use Policy and Regulatory Framework</b>	<ul style="list-style-type: none"> <li>- Official Plan of the United Counties of Stormont, Dundas and Glengary</li> <li>- South Dundas Zoning By-Law 2010-48</li> </ul>	<ul style="list-style-type: none"> <li>- Lanark County Official Plan</li> <li>- Municipality of Mississippi Mills Community Official Plan</li> <li>- Municipality of Mississippi Mills Comprehensive Zoning By-Law 11-83</li> </ul>	<ul style="list-style-type: none"> <li>- City of Ottawa Official Plan</li> <li>- City of Ottawa Zoning By-Law (No. 2008-250)</li> </ul>
<b>Environmental Framework</b>	South Nation Conservation Public Geoportal	Mississippi Valley Conservation Authority Flood Plain	Mississippi-Rideau Source Protection Plan
<b>Heritage Framework</b>	No property heritage designation	Corporation of the Town of Almonte By-Law #39-1987	No property heritage designation

### 2.3.1 Land Use Policy and Regulatory Framework

The purpose of this analysis was to review the land use policies relevant to each site and the opportunities and limitations these may have on adaptive reuse. Planning in Ontario is controlled by the Ontario Provincial Policy Statement (PPS), as well as municipal-level Official Plans and zoning by-laws.

#### 2.3.1.1 The Ontario Provincial Policy Statement (PPS)

Ontario's Provincial Policy Statement (PPS) establishes policy for the regulation of land development in the province. It aims to enhance the quality of life in Ontario and provide guidance for local authorities when creating regulations and policies, such as Official Plans. The following are policies regarding intensification and adaptive reuse that may be of particular importance to the adaptive reuse of church properties.

**Policy 1.1.3.3** Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment.

**Policy 1.1.3.5** Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas.

**Policy 1.6.3.b** Before consideration is given to developing new infrastructure and public service facilities, opportunities for adaptive reuse should be considered, wherever feasible (Government of Ontario, 2014).

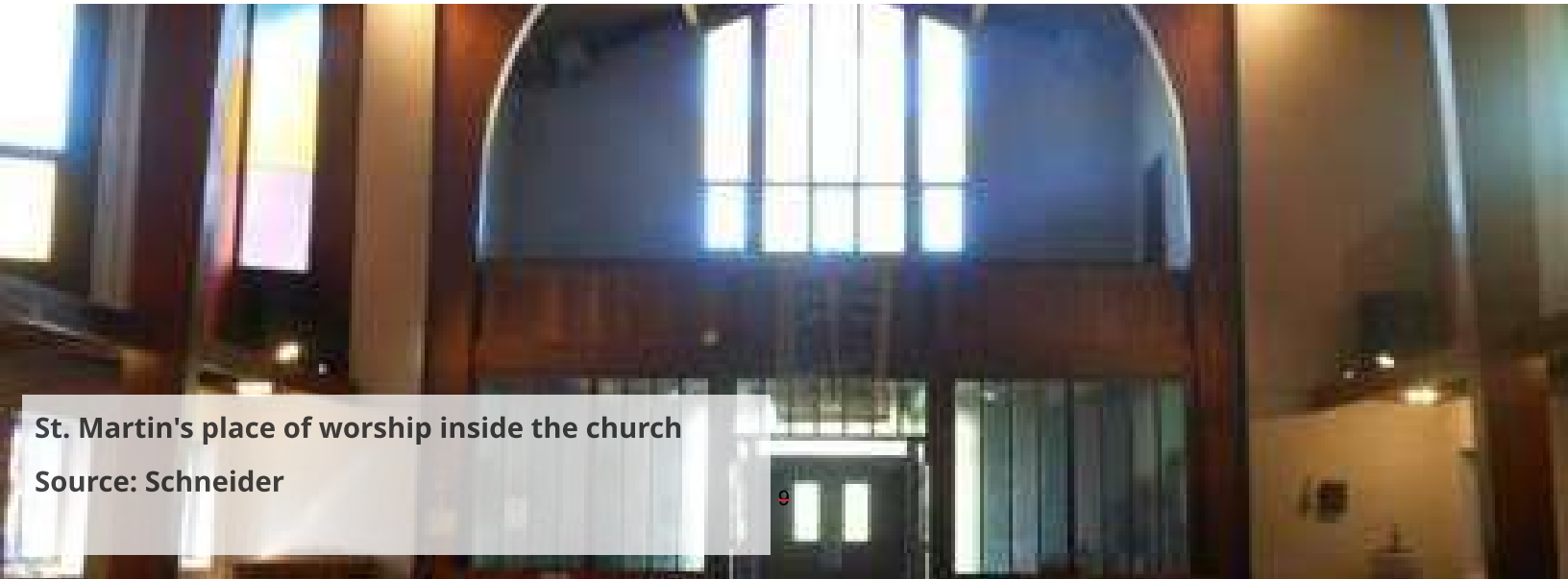
In terms of this report, it was also important to consider Section 2.6. Cultural Heritage and Archaeology, which mandates that significant built heritage resources and cultural heritage landscapes be conserved as each of the church properties have the potential to be considered built heritage resources (Government of Ontario, 2014).

#### 2.3.1.2 Official Plans

Official Plans are a regulatory framework used by municipalities to establish policies and goals for future land use and ensure that growth matches those goals (Government of Ontario, 2019a). Each of the Official Plans relevant to the church properties were reviewed to determine permitted land use types, such as residential, commercial and industrial etc., and goals for the properties which will impact the proposed possibilities.

#### 2.3.1.3 Zoning Review

While Official Plans outline land use policies, zoning by-laws implement those policies by outlining specific requirements for land use



St. Martin's place of worship inside the church

Source: Schneider



and development (Government of Ontario, 2019b). These requirements can include what types of uses are allowed on a site and any restrictions on development. Each of the zoning by-laws relevant to the church properties were reviewed to determine the zoned use of the properties and any existing restrictions.

#### **2.3.1.4 Limitations**

Due to the nature of this report, the land use policy and regulatory framework assessment does not include every policy document relevant to each church property. Rather, it serves as an overview of the most commonly referenced policy documents relevant to each site. Additionally, some of the cited policy documents are undergoing review which could affect the church properties in the future.

#### **2.3.2 Environmental Framework**

Environmental policy frameworks were reviewed to assess existing environmental overlays and regulations which could impact the adaptive reuse possibilities proposed for each property. As each church property exists in a different region, the environmental regulatory frameworks differ in how they would be applied in the event of adaptive reuse.

##### **2.3.2.1 Limitations**

A complete phased environmental assessment was not done as this is beyond the scope of this report. That process would require multiple on-site visits, specialized technology, and the expertise of an environmental planner.

##### **2.3.3 Heritage Framework**

In Ontario, built heritage designation is controlled through the *Ontario Heritage Act* (OHA). As per Section 29 of the OHA, municipalities have the authority to designate properties which contain cultural heritage

value or interest (Ontario Heritage Act, 1990). A review of existing heritage conservation measures as they apply to each of the properties was undertaken. This was important because the OHA provides legal guidelines for the redevelopment of designated heritage properties, those in heritage conservation districts, and those on a municipal Heritage Register, among others. For example:

**Section 33(1)** No owner of property designated under section 29 [designation by municipal by-law] shall alter the property ... if the alteration is likely to affect the property's heritage attributes ... unless the owner applies to the council of the municipality in which the property is situate and receives consent in writing to the alteration (Ontario Heritage Act, 1990).

##### **2.3.3.1 Limitations**

As with the above variables, the heritage policy review does not include every heritage document relevant to the church site. Additionally, there exists the possibility that heritage designations at St. Martin's and St. James' could be pursued following an application for redevelopment which could impact proposed changes.



**St. Paul's waterfront**

**Source: Schneider**

## 2.4 Parish Portfolio Review: Site Analysis

To understand the specific constraints applicable to each site, a site analysis was undertaken. This included site visits, an analysis of circulation, services and amenities, and a demographic analysis.

### 2.4.1 Site Visits

The purpose of site visits was to gain familiarity with the properties and greater understanding of their context and physical form. Site visits are considered a vital part of planning as they allow planners to better understand the site history, its current and potential uses, and what physical, social, and economic changes have occurred over time (Jacobs, 1985; Jane's Walk, 2019). The project course team conducted a site visit in September 2019 with clients from the ADO. The team was provided a tour of each church property by the respective incumbent. Fieldnotes and photographs were taken, and informal interviews were conducted with the incumbents and some members of the congregation.

### 2.4.2 Circulation, Services, and Amenities Analysis

The purpose of this variable was to assess levels of walkability and cycling, integrated public transportation, and surrounding services and amenities within a 1.5-kilometre radius of each church property. The presence or absence of these elements in an area is considered an important indicator for the health of a community because they increase the activity level of residents, bring economic prosperity, and make an area a desirable place to work and live (Ontario Professional Planners Institute, 2009). The 1.5-kilometre radius was selected as it is approximately a 15-minute walk by an able-bodied person under normal circumstances and helps

contain the study area (Ahluwalia et al., 2018).

#### 2.4.2.1 Amenities

The number of amenities was analyzed as these features attract people to an area and are often an indicator for both the economic and social health of a community (Ontario Professional Planners Institute, 2009). To assess amenities, an analysis of the community within the 1.5-kilometre radius using Google Maps was completed and amenities were counted. These amenities included food and drink, grocers, parks, schools, commercial areas, banks, pharmacies, medical facilities, childcare centres, government, social, and community services, and seniors' services.

#### 2.4.2.2 Walkability

The Ontario Professional Planning Institute (OPPI) considers walkability a foundational element in good planning as it affects health, economics, and livability (Ontario Professional Planners Institute, 2013). Due to limited time and resources, we were unable to complete an accessibility audit. Instead, walkability was evaluated using Walkscore.com. Walk Scores range from 0-100 points based on pedestrian friendliness and distance to nearby amenities (Walk Score, 2019). Pedestrian friendliness incorporates street elements such as population and intersection density, and block length (Walk Score, 2019).

#### 2.4.2.3 Bikeability

Bikeability is the promotion of active transportation through cycling. Active transportation is important as it improves people's physical health and is a sustainable and environmentally friendly means of transportation (Ontario Professional Planners Institute, 2012). To assess bikeability, the web-based resource Bike Score was used. This resource rates a property from 0 to 100 based on bike infrastructure, hills, amenities, and road connectivity (Walk Score, 2019).



#### 2.4.2.4 Public Transportation

Public transportation is a vital part of a healthy community as it provides people with access to services while being environmentally friendly (Ontario Professional Planners Institute, 2011). To assess public transportation, the web-based resource Transit Score was used. This resource rates a property from 0 to 100 based on the frequency of service, type of route, and distance to the nearest stop on the route (Walk Score, 2019).

#### 2.4.3 Limitations

Due to time and budgetary constraints, site data was collected through a third-party website rather than in-person observations. In-person observations would add a further layer of analysis and a more accurate means of experiential data.

### 2.5 Demographic Analysis

Demographic analysis provided a useful snapshot of the local population from which we can infer possible community needs as well as inform the feasibility assessment of any possibilities proposed. This descriptive analysis was completed by using Statistics Canada data from the 2016 Canadian Census. St. James' data was collected from the Morrisburg census area. St. Paul's data was collected from the Almonte census area. St. Martin's data was collected from the Ottawa dissemination area (ADA) 35060142. This data was then compared to Ontario provincial averages and displayed in figures such as graphs and tables that display age, gender, income and other basic demographic information.

Demographics were analyzed using the variables of population, housing, labour and income, and education. These variables were selected as they are approved variables by Statistics Canada and include some of the most commonly cited demographics for a community, allowing for better comparison with provincial averages (Statistics Canada, 2016).

#### 2.5.2. Limitations

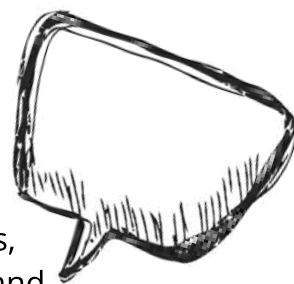
Demographics were limited by having to rely on the slightly dated resource of the 2016 Statistics Canada Census. Additionally, the demographic study areas for small towns in rural areas of Morrisburg and Almonte are less focused than the community of Ottawa, leading to less accurate demographic statistics in these instances.



## 2.6 Interviews with Key Informants

### 2.6 Interviews with Key Informants

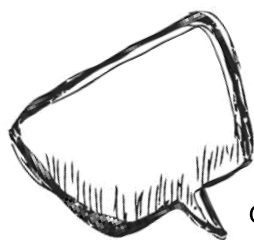
Interviews formed a core part of the project methodology as it was an opportunity to learn from experts in the field, people from the community and members of the congregation. Thirty-two semi-structured interviews were conducted with key informants such as church administration and congregants, municipal politicians, social development representatives, potential partners, and municipal planners, as well as experts in the field of church adaptive reuse. The interview guide drew from Silverman & Patterson (2015), following the format of informed consent, grand-tour questions, demographic questions, and concluding questions. These questions were organized to allow for the interviewee to share their knowledge and expertise and for the interviewer to ask additional questions during the interview (Dunn, 2016). Some questions were asked of all participants while others were specific to the informant's expertise.



All interviews were completed over the phone, via Skype, or Zoom due to the distance to the study area and budgetary constraints. Interviews were approximately 30-60 minutes in length and held in October and November 2019. The interviews were audio-recorded before being transcribed and coded for final analysis using an open coding approach which focused on the themes of strengths, weaknesses, opportunities, and challenges.

#### 2.6.1 Ethics

As this method deals with human subjects, ethics approval was sought through the Queen's University General Ethics Review Board (GREB). GREB approval was obtained by the School of Urban and Regional Planning for this report and all recruitment materials, consent forms, and letters of information were approved by the supervising professor.



Key informants were found through a variety of methods including, but not limited to; independent research into church adaptive reuse professionals, through incumbents at the respective churches, and through attendance at presentations. Contact information was obtained through incumbents or organizational websites. Prior to the start of an interview, key informants provided their signature on a combined letter of information and consent form which was provided in advance. The informant also had the opportunity to end the interview at any time and exit the study a week following the interview.

#### 2.6.2 Limitations

Some key informants were unable to be contacted in the course of this study and will need to be contacted before the work on the possibilities are begun. This has been noted in the subsequent chapters.



## 2.7 Open Houses

Open houses were a vital part of this planning report, to foster a sense of community and ownership over the process (Institute for Local Government, 2016). The purpose of this project's open houses was to explore how each church might better serve their wider community by looking both at what makes the community great as well as the challenges it faces. By doing so, we hoped to develop new partnerships and build on existing ones to ensure the ministry and outreach of each church continues to be relevant. The open houses allowed for members of the community to share their thoughts about the church property and the wider area; including what they thought their community does well and where there could be improvement.

### 2.7.1 Open House Details and Advertising

An open house was held at each of the church locations of St. James', St. Paul's, and St. Martin's on November 9, 2019. These drop-in events were held from 10am to 12pm and 2pm to 4pm. Event information was distributed to the community through flyers posted in the community, newspaper articles, Facebook events and advertisements, and verbally from the incumbents at each church. If there were any questions regarding the open house, these inquiries were directed to the church incumbents, the project manager,

and a contact from the research team whose focus was that church. St. James' open house materials remained for a second day as the church was holding an event and wanted to receive more comments. St. James' open house attracted 18 participants, St. Martin's open house attracted 12 participants, and St. Paul's open house attracted approximately 30 participants.

### 2.7.2 Open House Stations

Open house stations were chosen to capture a range of ideas, through lists, dot democracy, and visual aids such as maps. The roles divided by the researchers were greeter, map station, and Strengths and Challenges station.

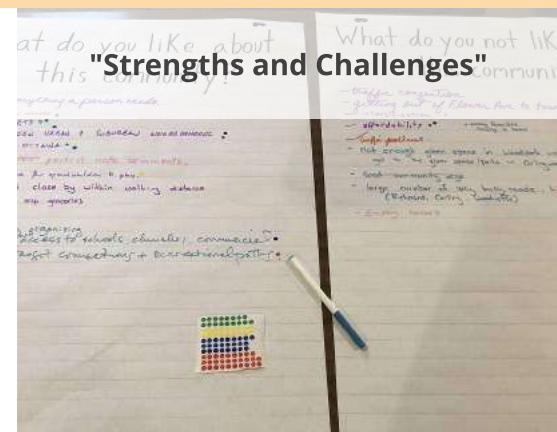
#### 2.7.2.1 Greeter

The greeter's role was to inform the participants about the study and provide a letter of information to the participant. This role also explained the format of the open house style and the direction they should move around the room. Participants were also encouraged to fill out anonymous comment cards if they had additional comments.

#### 2.7.2.2 Map Station

The map station role included two large maps that gathered information through sticky notes about where participants were coming from and where they like to go in their community. One map asked, "Where are you

## Open House Stations



Source: Ben Rejeb

coming from today?” to assess the reach of the church community. The second map asked, “What do you love about your community” to assess important community locations and its needs and assets.

### **2.7.2.3 Strengths and Challenges Station**

The Strengths and Challenges station included a series of paper pads that asked leading questions to understand what participants may need in their community. These included,

- “What do you like about this community?”;
- “What do you not like about this community?”;
- “What kinds of changes do you think are possible in this community?”;
- “What do you think could prevent these changes from happening?”;
- “How else could this property be used to better serve this community?”; and
- “What are the next steps to make this happen?”.

Participants were encouraged to write their answers to these questions in sequence and to use dot stickers to express their support for another participant’s idea. This allowed for a visual representation of what participants were thinking about the community (Dotmocracy, n.d.).

### **2.7.3 Limitations**

Because the report team was based in Kingston, recruitment for the open houses was limited to advertising through online means and through representatives from each church. In addition, the inaccessibility of the church venues may have prevented people with accessibility needs from participating and sharing their thoughts.

## **2.8 Strengths and Challenges Analysis of Interviews and Open Houses**

The Strengths and Challenges analysis was utilized in both the coding of interview

transcripts and notes from the open houses. This was an important method as it created consistency across complementary methods and allowed for better analysis of the strengths and challenges facing each community (Phadermrod, Crowder, & Wills, 2019). The Strengths and Challenges analysis is also important as it allows a community to understand where its strengths and challenges lie, which is an important part of this report as it can be used for future strategic positioning (Phadermrod et al., 2019). The data gathered through the Strengths and Challenges analysis was then utilized in the needs and assets analysis, which will be described in the following section.

### **2.8.1 Limitations**

The principal limitation for the Strengths and Challenges analysis of the interviews and open house responses is the relatively small sample size of data and information that was obtained, given the limited primary contact the project team was able to have with interview respondents and open house participants.

## **2.9 Needs and Assets Analysis**

The binary approach of needs assessment and asset-based community development was chosen as the primary vehicle by which to translate the findings of the research process and the Strengths and Challenges analysis into concrete suggestions and possibilities for adaptive reuse for all three church properties (Kretzmann & McKnight, 2018).

Beginning with the needs assessment, this approach was used to help the project team identify tangible and intangible gaps and deficiencies related to the churches for this project and the communities in which they are located, as expressed and defined by the church congregants and community members. Once this was achieved, an asset-based community development lens was

used to analyze existing assets and unique strengths that are intrinsic to the churches in question and their surrounding communities in order to eventually arrive at a guiding vision for how adaptive reuse of the church properties can be steered and shaped in ways which address those identified gaps.

Analysis was undertaken using data collected through background research, interviews, and public engagement. An asset was considered anything that can improve community life, including an individual, association, organization, or tangible element such as the built environment (Kretzmann & McKnight, 1996). Rather than focusing on the deficiencies of a community, asset-based community development analysis encourages the focus to shift to the pre-existing assets (Kretzmann & McKnight, 1996). The converging of these needs and assets subsequently informed this report's suggested possibilities.

### 2.9.1 Limitations

The primary limitation for this method was the limited data and information the project team was able to collect, as well as the relatively tight timeline given for attaining and analyzing it.

## 2.10 General Limitations of the Research Methodology

Despite including both primary and secondary data, these methods do not capture the whole of the planning context, church adaptive reuse research, or the views of the communities. This report was completed between September to December 2019, and as such, has not collected information which would have been recorded during other times of the year. As such, this report and its methods serve as a beginning analysis of each church property and can be used to inform future reports.

## 2.11 Summary

In summary, the methods used in this report combined primary and secondary data to compose an overview of the three church properties, St. James', St. Paul's, and St. Martin's, from a planning and community perspective. These methods were key in directing the research and in determining the proposed possibilities.



Sign at St. Martin's Church

Source: Schneider



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## 03

# Literature Review & Case Study Analysis

## 3.1 Chapter Introduction

In the last 70 years, religious institutions including Anglican, Catholic, Christian, and Protestant churches have seen significant changes in their memberships and congregations (Clarke & Macdonald, 2011). During the 1950s and early 1960s, church attendance and participation rates rose to an all-time high but have been declining since the later 1960s (Carroll, 1978). Aging congregations coupled with public scandals and secularization of youth has resulted in a general decrease in the overall role churches play in everyday life. This has resulted in dwindling revenue for many parishes, which, due to the high costs required to maintain the old buildings, is forcing many of them to sell or even abandon their properties (Amayu, 2014; Lueg, 2011; Velthuis & Spennemann, 2007). As of 2009, there were 27,601 buildings of worship owned by religious groups in Canada. The National Trust for Canada has predicted that one third of those buildings will be sold, abandoned, or torn down within a decade (Allen, 2019).

The aim of this report is to shed light on alternatives to these zero-sum options by proposing avenues for adaptive reuse of church buildings and properties. Churches remain essential and integral places in Canadian communities because of their historical, architectural, and social significance. As the seminal urbanist Jane Jacobs stated: "Cities need old buildings so badly it is

probably impossible for vigorous streets and districts to grow without them" (Jacobs, 1961, p. 187). In the spirit of this idea, this planning study hopes to offer a re-thinking of church re-purposing to promote the preservation of churches for the social, economic, environmental and cultural benefit of future generations.

The following chapter provides an overview of the Anglican Diocese of Ottawa (ADO) and scholarly literature in relation to adaptive church reuse relating to their mission. More specifically, it will focus on three models of church adaptation, what adaptive reuse is and why it is beneficial, and specific examples of adaptive reuse.

## 3.2 Church Closures and Models of Adaptation in Canada

Churches facing shrinking congregations and, by consequence, diminishing revenue, must make adjustments to their operations to avoid crisis. These changes can come in many forms, three of which will be described in this section. It should be noted that congregations often engage in considerable discussion and public engagement prior to making these decisions.

### 3.2.1 Amalgamation of Congregations and Sale of Property

One option for adaptation to declining congregations involves the closure and sale of one or more church properties, followed by the merger of two or more congregations. Each of the merging parish corporations become the new amalgamated parish corporation and cease to exist as separate corporations. A chosen church, based on variables such as operating costs and suitability for sale, would then be sold. The sale could be done through the private market and sold to a developer or a family that may choose to live in the church (Diocese of Nova Scotia and Prince Edward Island, n.d.; Lynch, 2011, 2018b). Although a lump sum benefits the remaining church, the church can no longer use that property to gain revenue.

#### 3.2.1.1 Case Example: Bethel-St. Andrew's United Church

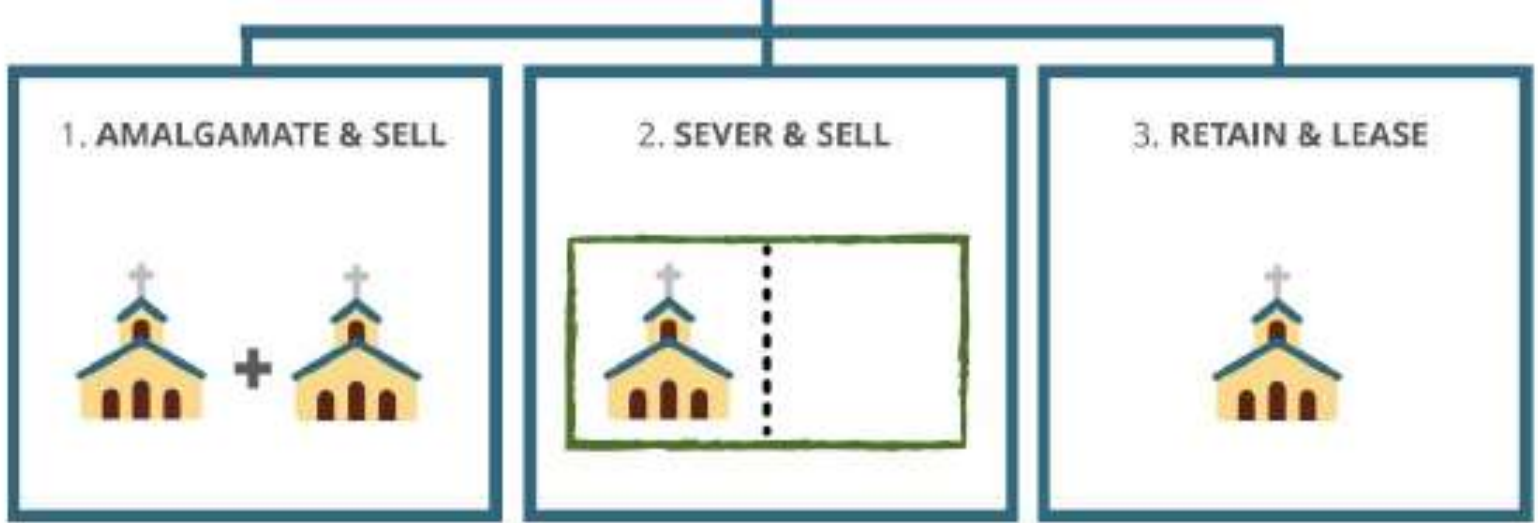
The United Church of Canada is familiar with the concept of amalgamation as the denomination was created by the amalgamation of Methodist, Presbyterian and Congregational churches (Expositor Staff, 2017). They have produced a "Handbook on Church Property Matters" to assist congregations in the process of amalgamations (The United Church of Canada, 2015). This process can take considerable time; the amalgamation of Bethel United Church and St. Andrew's United Church in Ottawa, for instance, took more than three years. The Bethel property was sold and profits were split between the Ottawa Presbytery of the United Church of Canada, three local cemeteries and the newly formed Bethel-St. Andrew's (Bethel-St. Andrews, 2015).

### 3.2.2 Severance of Land and Sale

Another option for adaptation is when a church severs part of its property, retaining the church on one portion and selling the surplus land for development. This option allows for additional revenue from the sale of a portion of the property, while still allowing the congregation to continue worshipping in the same form that it had previously (Immen, 2001). Additionally, air rights could be sold or transferred to developers to build above the existing structure (Taylor, 2015). Air rights are the space above the earth and can be sold, transferred, bought, and leased (Business Dictionary, 2019). This option also results in a single lump sum of revenue. However, if the church continues to operate at a deficit, it may not be a strategic long-term option. It is advisable that the revenue gained from severance and sale be used to make changes that will result in additional sustainable revenue over a longer period of time. Additionally, the church may suffer from a loss of control of the land.

#### 3.2.2.1 Case Example: Wilson Heights United Church

Wilson Heights United Church in Vancouver, British Columbia, recognized that it had vacant land next to its property that could be used for social good for the community. In 1991, the church entered into a 60-year lease with the Province of British Columbia to subdivide the vacant land for the development of social housing. The Province entered into an agreement with Housing Foundation of BC to develop 15 units of one- and two-bedroom units for families and seniors called Wilson Heights Manor (Brightside Homes, n.d.).



Source: Kaminski, 2019

### 3.2.3 Renting or Leasing of Property/Space

A church with declining congregations may also choose to develop and lease a part of its land, instead of selling it outright, or to rent out space within the existing church building to other organizations. Both of these options allow the church to remain in its principal worship space, while supplying it with revenue (Ascension, n.d.; Sali, 2019). The church may or may not need to go through adaptive reuse to be optimal for leasing or renting, depending on its current state. For example, a church could demolish its rectory to build affordable housing and lease the land to an organization, or it could simply sell its pews and purchase chairs and tables to offer attractive event space for organizations (Ascension, n.d.; Sali, 2019). Some churches create non-profits in order for the Board of Directors to manage decisions that would be too cumbersome for a church to do alone, for example with the development of housing. This may be done in partnership with other community organizations (Canadian Mortgage and Housing Corporation, 2018). The benefits of renting or leasing of property/space are maintaining control of the building and the potential for a long-term revenue stream, however, this revenue is not guaranteed.

### 3.3 Adaptive Reuse of Churches

There are many ways to define adaptive reuse. The National Trust for Historic Preservation defines adaptive reuse as “the process of converting a building to a use other than that for which it was designed” (Murtagh, 1997, p. 251). This definition is dismissive of reuse possibilities which retain mission activities and church attendance, which is a core element of the planning exercise to be described in this report. Consequently, this report will aim to embody a broader concept of church reuse for its three focal churches that allow room for exploring possibilities for new activities that could share church space and allow worship to continue for the respective congregations.

Possibilities to expand the use of the church into the realms of social, housing, and economic sectors could positively impact the church and wider community. We will thus elaborate on two main definitions of adaptive reuse. Considering the cost of maintaining and renovating the church, adaptive reuse can be seen as an economic gain, which brings profit in “a process by which structurally sound old buildings are developed for economically viable new uses” (Cantell, 2005, p. 2). Furthermore, as the needs of the church are changing, so will the usage of the building to match the new requirements (Yung, Chan, & Xu, 2011). This definition embodies this



report's goals as it demonstrates how adaptive reuse can involve not only making modifications to the structure but also the functions for contemporary usage (Amayu, 2014).

### 3.3.1 Why Adaptive Reuse?

Due to high maintenance costs, many churches are forced to abandon their buildings, which bears consequences to the vitality of a community. Vacant properties bring a sense of deterioration, which lowers local morale and discourages tourism. Moreover, they can lower property values and prevent investment within the area (Amayu, 2014; Cantell, 2005). The 'broken window theory' explains that neighborhoods with abandoned buildings foster an environment which can attract crime (Leon & Schilling, 2017). Therefore, adaptive reuse can be a comprehensive strategy for combating perceived urban blight within neighborhoods while also providing environmental, economic and social-cultural benefits (Amayu, 2014).

### 3.3.2 Benefits of Adaptive Reuse

There are environmental, economic, and socio-cultural benefits to adaptive reuse. The first and most apparent example of environmental benefit is the reuse of the building's existing materials. Rather than demolishing a building that emits emissions and uses energy, adaptive reuse ensures the preserved maintenance of the building, which avoids wastefulness (Amayu, 2014). Furthermore, keeping the building capitalizes on pre-existing public infrastructure such as electricity lines and sewers (Amayu, 2014).

Second, there are economic benefits to preserving old buildings with the economic development normally being manifest as either 1) development-oriented economic development, and 2) community-based economic development (Johnson, 2004). The first type is achieved by maintaining older buildings and preserving their urban

character, which can bolster local and external investment and attract tourism. Rather than demolishing and rebuilding a building which has negative impacts on the environment, preserving also means cheaper costs for the developer (Amayu, 2014). For the second side of adaptive reuse, depending on the type of redevelopment, there will be an economic impact on the re-distribution of wealth. As this report is focusing on churches, the mission of the church is often to redistribute wealth and provide for those in need, which means there is community-based economic development. As a result, the successful adaptive reuse of a church can lead to a meaningful re-distribution of wealth in their community.

Finally, there are socio-cultural benefits to preserving older buildings. Re-purposing old buildings through adaptive reuse can contribute to the removal of perceived urban blight, which in turn can raise property values and reduce crime within a neighborhood (Leon & Schilling, 2017). It can also alleviate stigmatization in neighborhoods which experience negative stereotypes (Amayu, 2014). Each of these benefits demonstrates ways by which churches should consider the community surrounding it, not just the community within it.

## 3.4 Case Examples of Potential Reuse: Residential, Commercial, Institutional and Cultural

There are many factors that can influence the most appropriate type of reuse for a church, such as the style and size of the church, its current financial situation, and the needs of the community surrounding it. This chapter will provide a brief overview of residential, commercial, community, and institutional and cultural activities as examples of potential reuse (Kiley, 2004). Table 1 at the end of this section compiles all of the case examples used in this report.

### 3.4.1 Residential Adaptive Reuse of Churches

Churches can be converted for residential uses, such as condominiums, multi-unit apartments, mixed housing, or single-family homes. They can be sold at market rates or for affordable housing need. Churches in large cities are often situated on land of high value, which can carry its price through the development of high-end condominiums. The land can also be beneficial for affordable housing if the church is available for a nominal transaction price, which can proceed without carrying the land cost (Kiley, 2004).



St. Matthew's Anglican Church.  
Source: Manitoba Historical Society, n.d.

#### 3.4.1.1 Residential Use with Retention of Church Worship Space

##### ***St. Matthew's Anglican Church, Winnipeg, Manitoba***

In Winnipeg, St. Matthew's Church was experiencing a shrinking congregation and critical building maintenance issues. In response to this problem, St. Matthew's Church and Grain of Wheat Church Community created St. Matthew's Non-Profit Housing Incorporated. This non-profit re-developed the church into the WestEnd Commons, which now provides 26 affordable apartments. In addition to the housing, a place of worship was maintained, and the St. Matthew's Church, Grain of Wheat Church Community, Shiloh Apostolic, Emmanuel Mission, and Lutheran Urban Ministries all regularly use the space (Canadian Mortgage and Housing Corporation, 2018). The church was adapted to house 26 affordable apartments at rent-geared-to-income rates, a 9,000-square foot Neighborhood Resource Centre, a fully restored commercial kitchen, a 1,000-square-foot atrium, and a smaller sanctuary to allow for continued worship services (Suderman, 2013).

#### 3.4.1.2 Residential Use without Retention of Church Worship Space

##### ***Centennial Japanese United Church, Toronto, Ontario***

On January 8th, 2006, the Centennial Japanese United Church (CJUC) held its last service and closed its doors. This church, located in West-Central Toronto, amalgamated with another nearby church as its property was too expensive to maintain. The closure of this church was not a surprise as it had seen a significant decline in numbers, accompanied by changing demographics in the area. A surge of property reinvestment and redevelopment altered the socio-cultural and characteristics of the community (Lynch, 2011). The building was bought by Dovenco Corporation, a real estate company headed by local architect Benard Watt. The church was then converted to upscale residential lofts (Lynch, 2011).

### 3.4.2 Commercial Adaptive Reuse of Churches

Churches can be reused for a wide variety of commercial uses such as restaurants, retail, nightclubs and bars. Old churches work well for commercial purposes since they attract tourists and maintain character. However, precautions need to be taken for the conversion of churches into bars or restaurants, as some churches do not want to see their previously sacred sites contribute to the sale and consumption of alcohol (Kiley, 2004).



Beer at Castle Church.  
Source: Sight Magazine, 2019

#### 3.4.2.1 Commercial Use with Retention of Church Worship Space

##### **Castle Church, Orlando, Florida**

Castle Church in Orlando combines brewing beer with worship, through an unconventional partnership between Castle Church and a local brewing company. With a church development grant from the Florida-Bahamas Synod and other fundraising, Castle Church secured purchase of a site near the Orlando airport. The community of about 50 people meet each Sunday at 11:11am for worship in the brewery's beer garden (Nicholas Lynch, 2019).

#### 3.4.2.2 Commercial Use without Retention of Church Worship Space

##### **St. Joseph's Church, Conception Bay, Newfoundland**

Built in 1861 by the Mercy Sisters, St. Joseph's was the first convent opened in Conception Bay in rural Newfoundland. The Catholic convent acted as a central nunnery and schoolhouse for local communities for over 130 years (Lynch, 2018a, 2018b). Due to the effects of population and congregation decline, the church was forced to sell the property in 1990. It was sold again in 2010 and then established as a gastropub and bed and breakfast called Seasalt & Thyme (Lynch, 2018b).

##### **St. John's Anglican Church, Virgil, Ontario**

Located in Niagara-on-the-Lake, Ontario, St. John's Anglican Church was built in 1884. It remained a church until 1954 when it was deconsecrated, then housed the Trinity Lutheran Church from 1955 to 1965. Afterwards, it was an antique shop, and today it is a brewpub called Silversmith Brewing Company (Lynch, 2019).



### 3.4.3 Community and Institutional Adaptive Reuse of Churches

While examples of commercial adaptive reuse are often profit-oriented, it is also popular to adapt a church for community and non-profit initiatives that align with church missions. As Kiley explains, “reuse of a church for an institutional non-profit or community use also allows the original spirit of the church to continue in the form of providing assistance and service within the local community” (Kiley, 2004, p. 79). Additionally, the decision to install community-based services through adaptive reuse can remove some of the contentions surrounding the conversion to a profit-based use such as market housing and commercial activities (Kiley, 2004).

#### 3.4.3.1 Community Use with Retention of Church Worship Space

##### *Cochrane Street United Church, St. John's, Newfoundland*

The Cochrane Street United Church (CSUC), located in St. John's, brings together social enterprise alongside the church. A crucial part of the historic neighborhood, it was built in 1916 and remained a landmark. In recent years, however, the church encountered many problems due to a shrinking congregation along with rising heating and energy costs. By 2015, the church decided to implement a social enterprise called the Cochrane Community Outreach and Performance Centre Inc (CCOPC). They offer a worship space, ten supportive-housing units, five seniors housing units, a performance center, a commercial-scale teaching kitchen, and a meeting place for community groups (Lynch, 2018a).

#### 3.4.3.2 Community Use without Retention of Church Worship Space

##### *Église du Très-Saint-Rédempteur, Montréal, Québec*

Once a Catholic Church located in Hochelaga-Maisonneuve, Église du Très-Saint-Rédempteur is now being used as a social enterprise called Chic Resto Pop. Established in 1989, this community enterprise offers low-cost meals to upwards of 1,300 people a day. Chic Resto Pop also helps people integrate into the job market (The After Church Team, 2019b).



Cochrane Street United Church  
Source: CBC, 2018

### 3.4.4 Artistic and Cultural Adaptive Reuse of Churches

In addition to the reuse approaches discussed above, churches have also been re-purposed to become hubs for communal gathering and cultural celebration. This can often result in greater community cohesion and a strengthening of local collective identity.

#### 3.4.4.1 Art and Cultural Activities Use with Retention of Church Worship Space

##### *St. Jax Church, Montréal, Quebec*

St. Jax, also known as the St. James Apostle Anglican Church, is located in Montréal, Quebec. In partnership with Trinity Centres Foundation, which transforms historic churches into community hubs, the church offers a space that can be rented for art, concerts, conferences and celebration performances (St. Jax Church, n.d.). Three spaces that can be rented are the sanctuary, the Shatford hall, and the garden. Mass is still held at 10:00 am on Sundays.

#### 3.4.4.2 Art and Cultural Activities Use without Retention of Church Worship Space

##### *Église Saint-Esprit, Québec City, Québec*

Église Saint-Esprit Catholic Church in Quebec was looking to downsize parts of its real estate portfolio that had fallen into disrepair. The church was sold for \$20,000 and bought by the Quebec Circus School. It was opened a year later after a \$2.65 million renovation (The After Church Team, 2019a).



St. Jax Church.  
Source: St. Jax, 2019

### 3.5 Anglican Diocese of Ottawa

The ADO is one of 30 Dioceses in the Anglican Church of Canada, with 70 parishes in the Ottawa Diocese (Anglican Diocese of Ottawa, 2019a). Their central office is located in downtown Ottawa, but their clergy and people have a presence across Eastern Ontario including Lanark, Stormont, Pembroke and some parts of South Western Quebec (Anglican Diocese of Ottawa, 2019a). Similar to other Christian churches, the Diocese has seen a decrease in church membership over the last 20 years. As a result, the Diocese has been re-evaluating their real estate portfolio of 140 buildings which are located across their 75 parishes to determine how the parishes may better serve their communities (P.J. Hobbs, personal communication, September 13th, 2019).

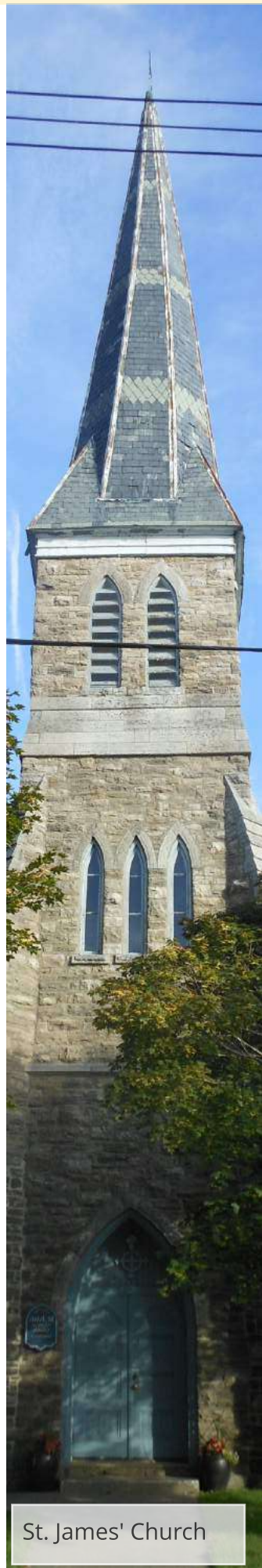
One of the focuses of the Diocese's recent work has been to provide affordable housing to a variety of vulnerable populations including refugee housing, seniors housing, housing for homeless youth, and those living with disabilities (Anglican Diocese of Ottawa, 2019b). The ADO has set a goal of creating 125 new units of affordable housing by their 125th anniversary in 2021 (Anglican Diocese of Ottawa, 2019c). Several projects have already been announced working toward this goal, including Christ Church Bell's Corners in Ottawa which aims to provide approximately 35 units of affordable housing by constructing a four-storey mixed-use building where the rectory of the church stands (Sali, 2019).

Through the evaluation of all their parishes, the Diocese has urged their parishioners to become involved through four different ways; learn, pray, act, and advocate. Most notably, under the learn approach, the Diocese encourages parishioners to identify the needs in the church and community as well as identify the strengths and assets of the church and community (Anglican Diocese of Ottawa, 2019c). This approach assists the Diocese in determining how their services and spaces may better serve their greater community and contribute to a healthy community.

The ADO acknowledges that the adaptive reuse of churches offers the opportunity to contribute to the vision of healthy communities and recognizes this may come in forms other than affordable housing. For example, churches may offer their under-utilized space to organizations that provide social services but lack the physical capacity to operate to their full potential. This report focuses on three church properties to determine recommendations for reuse of their buildings and properties for a multitude of uses, some of which may or may not include affordable housing.

### 3.6 Case Examples Summary

Table 1 summarizes all adaptive reuse case examples used in this report. Forty case examples were included. Of those, 30% were residential, 8% were commercial, 35% were community and institutional, 8% were arts and cultural, 8% were coworking spaces, 5% were food banks, and 10% were church addition examples.



St. James' Church



Table 1: Compilation of all case examples used throughout the report

Church	Location	Type of Community			Use	Retention of Worship Space?		Website Link
		Urban	Suburban	Small Town/ Rural		Yes	No	
<b>St. Matthews Anglican Church (WestEnd Commons)</b>	Winnipeg, MB		X		Residential	X		<a href="https://stmatthewswinnipeg.ca/ministries-and-partners/west-end-commons/">https://stmatthewswinnipeg.ca/ministries-and-partners/west-end-commons/</a>
<b>Holy Redeemer Catholic Church</b>	Sydney, NS		X		Residential	X		<a href="http://holyredeemer.iparish.ca/?page_id=16">http://holyredeemer.iparish.ca/?page_id=16</a>
<b>Wilson Heights United Church</b>	Vancouver, BC	X			Residential	X		<a href="https://www.whuc.net/">https://www.whuc.net/</a>
<b>Immaculate Conception Catholic Church</b>	Scugog, ON		X		Residential	X		<a href="https://immaculateconceptionpo.archtoronto.org/">https://immaculateconceptionpo.archtoronto.org/</a>
<b>West Broadway Commons</b>	Winnipeg, MB	X			Residential			<a href="http://uwcrc.ca/west-broadway-commons">http://uwcrc.ca/west-broadway-commons</a>
<b>St. John's Anglican Church</b>	Peterborough, ON		X		Residential	X		<a href="http://www.stjohnspeterborough.ca/">http://www.stjohnspeterborough.ca/</a>

Church	Location	Type of Community			Use	Retention of Worship Space?		Website Link
		Urban	Suburban	Small Town/ Rural		Yes	No	
<b>New Westminister Christian Reformed</b>	Burnaby, BC	X			Residential	X		<a href="http://www.nwcrc.ca/">http://www.nwcrc.ca/</a>
<b>Julian of Norwich Anglican</b>	Ottawa, ON	X			Residential	X		<a href="https://julianofnorwichottawa.ca/">https://julianofnorwichottawa.ca/</a>
<b>Lakeview Multicultural United Church</b>	Vancouver, BC	X			Residential	X		<a href="https://www.lakeviewunited.ca/">https://www.lakeviewunited.ca/</a>
<b>Centennial Japanese United Church</b>	Toronto, ON	X			Residential		X	<a href="http://bayviewunitedchurch.ca/toronto-japanese-united-church-issseicongregation-history-synopsis-for-japanese-united-church-centennial">http://bayviewunitedchurch.ca/toronto-japanese-united-church-issseicongregation-history-synopsis-for-japanese-united-church-centennial</a>
<b>Centretown United Church</b>	Ottawa, ON	X			Residential & Community Garden	X		<a href="http://centretownunited.org/">http://centretownunited.org/</a>



Church	Location	Type of Community			Use	Retention of Worship Space?		Website Link
		Urban	Suburban	Small Town/ Rural		Yes	No	
<b>Cochrane Street United</b>	St. John's , NL		X		Residential	X		<a href="https://www.cochranestreetucc.com/">https://www.cochranestreetucc.com/</a>
<b>Castle Church</b>	Orlando, FL (USA)	X			Commercial	X		<a href="https://www.castlechurchbrewing.com/">https://www.castlechurchbrewing.com/</a>
<b>St. Joseph's Church</b>	Conception Bay, NL		X		Commercial		X	<a href="http://immaculate-conception-parish.com/">http://immaculate-conception-parish.com/</a>
<b>St. John's Anglican Church</b>	Virgil, ON			X	Commercial		X	<a href="http://vitacollections.ca/notlheritage/2485494/data">http://vitacollections.ca/notlheritage/2485494/data</a>
<b>All Saint's Anglican</b>	Ottawa, ON	X			Commercial		X	<a href="https://www.allsaintswestboro.com/">https://www.allsaintswestboro.com/</a>
<b>Church of the Ascension</b>	Hamilton, ON	X			Community	X		<a href="http://ascensionchurch.ca/">http://ascensionchurch.ca/</a>
<b>St. James Cathedral Church</b>	Toronto, ON	X			Community	X		<a href="https://stjamescathedral.ca/">https://stjamescathedral.ca/</a>

Church	Location	Type of Community			Use	Retention of Worship Space?		Website Link
		Urban	Suburban	Small Town/ Rural		Yes	No	
<b>Grace Lutheran Church</b>	Hamilton, ON	X			Community	X		<a href="http://glc.ca/">http://glc.ca/</a>
<b>The Village Hive*</b>	Markham, ON	X			Community		X	<a href="https://thevillagehive.ca/">https://thevillagehive.ca/</a>
<b>Sydenham Street United Church</b>	Kingston, ON		X		Community Garden; One-Off Community Events	X		<a href="http://sydenhamstreet.ca/ssuc1/">http://sydenhamstreet.ca/ssuc1/</a>
<b>Knox Church</b>	Calgary, AB	X			Community	X		<a href="https://www.kxcalgary.com/">https://www.kxcalgary.com/</a>
<b>Fairview Village Church</b>	Eagleville, PA (USA)		X		Community	X		<a href="https://fairviewvillagechurch.com/">https://fairviewvillagechurch.com/</a>
<b>St. John's Anglican Church</b>	Chapleau, ON			X	Community	X		<a href="https://chapleauhub.com/">https://chapleauhub.com/</a>

\*Reuse of a school, not a church

Church	Location	Type of Community			Use	Retention of Worship Space?		Website Link
		Urban	Suburban	Small Town/ Rural		Yes	No	
<b>Eglise du Tres-Saint-Redemptuer</b>	Montreal, QC	X			Community		X	<a href="https://www.diocesemontreal.org/en/lets-connect/churches-parishes/tres-saint-redempteur">https://www.diocesemontreal.org/en/lets-connect/churches-parishes/tres-saint-redempteur</a>
<b>St. Mary's Catholic Church</b>	Cambridge, ON		X		Community	X		<a href="https://stmaryhespeler.ca/">https://stmaryhespeler.ca/</a>
<b>Church of the</b>	Toronto, ON	X			Community Garden	X		<a href="https://therez.ca/">https://therez.ca/</a>
<b>St. Jax Church</b>	Montreal, QC	X			Arts & Culture	X		<a href="http://stjax.org/">http://stjax.org/</a>
<b>Eglise Saint-Esprit</b>	Quebec City, QC	X			Arts & Culture	X		<a href="http://www.patrimoine-culturel.gouv.qc.ca/rpcq/detail.do?">http://www.patrimoine-culturel.gouv.qc.ca/rpcq/detail.do?</a>
<b>The Rectory House</b>	Ottawa, ON	X			Arts & Culture		X	<a href="https://saintbrigidscentre.com/the-rectory-art-house/">https://saintbrigidscentre.com/the-rectory-art-house/</a>
<b>St. James Church</b>	Clerkwell, London, UK	X			Coworking Space		X	<a href="https://inspiresaintjames.org/">https://inspiresaintjames.org/</a>

Church	Location	Type of Community			Use	Retention of Worship Space?		Website Link
		Urban	Suburban	Small Town/ Rural		Yes	No	
<b>Sanctuary Coworking</b>	Kingston, ON		X		Coworking Space		X	<a href="https://www.sanctuarycoworking.ca/">https://www.sanctuarycoworking.ca/</a>
<b>St. Andrew's Presbyterian Church</b>	Ottawa, ON	X			Office	X		<a href="http://www.standrewsottawa.ca/">http://www.standrewsottawa.ca/</a>
<b>Holy Trinity Anglican Church</b>	Merrickville, ON			X	One-Off Community Events	X		<a href="http://mv.grenville-anglicans.ca/">http://mv.grenville-anglicans.ca/</a>
<b>Christ Church, St. James</b>	Toronto, ON	X			Food Bank	X		<a href="https://www.christchurchstjames.ca/">https://www.christchurchstjames.ca/</a>
<b>St. Mark's Church</b>	London, ON		X		Food Bank	X		<a href="http://www.stmarksanglicanchurchlondonontario.ca/">http://www.stmarksanglicanchurchlondonontario.ca/</a>
<b>St. Joseph of the Worker Catholic</b>	Portland, Oregon (USA)	X			Church: Addition	X		<a href="https://www.stjosephtheworkerpdx.org/">https://www.stjosephtheworkerpdx.org/</a>
<b>St. Mary of the Visitation Paris</b>	Cambridge, ON		X		Church: Addition for Seating	X		<a href="https://stmaryhespeler.ca/">https://stmaryhespeler.ca/</a>
<b>Erin United Church</b>	Erin, ON			X	Church: Accessibility	X		<a href="https://erinunitedchurch.org/">https://erinunitedchurch.org/</a>



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# 04 St. James'

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# 04 St. James'

## 4.1 Chapter Introduction

St. James' Anglican Church, located at 20 High Street in Morrisburg, Ontario, is one of the three parishes examined in this study for the Anglican Dioceses of Ottawa (ADO). This chapter begins with contextual and historical analyses of the town of Morrisburg, the neighbourhood surrounding St. James', as well as the property itself. Next is a parish portfolio review, based on an analysis of five variables: land use policy and regulatory frameworks; heritage policy; environmental policy; a circulation, services and amenities analysis; and a demographic analysis. These five variables were analyzed to identify constraints with the church property, what is currently permissible, and what might be suitable for adaptive reuse given the current context. Following the portfolio review are the results of the needs and assets assessment for St. James' and Morrisburg, as informed by key informant interviews and public open houses. The findings have collectively informed an overarching vision for the church property, which encompasses three adaptive reuse possibilities that can be implemented independently, or in conjunction with one another.

## 4.2 Morrisburg: Historical and Present-Day Context

St. James' Anglican Church is situated at the center of Morrisburg, Ontario. Morrisburg is a small town in the Municipality of South Dundas, located in Eastern Ontario along the St. Lawrence River (Figure 1). The area currently known as Morrisburg is the traditional territory of the Mohawk,

Huron-Wendat, St. Lawrence Iroquoians, and Haudenosaunee people (Native Land, 2019). It was settled in the 18th century by United Empire Loyalists who had fled the United States after the American War of Independence (Wheeler, 2015). The community of Morrisburg itself was named after Sir James Morris, who played an instrumental role in the development of the community and the surrounding area encompassed by Upper Canada during the 19th century (Lost Villages Historical Society, n.d.).



*Figure 1: Morrisburg in relation to Nearby Towns and Cities*

*Source: Google Maps, 2019*

From the 1800s to the 1950s, Morrisburg was home to a lively tourism sector, an active commercial railway corridor, and large manufacturing plants (DeBruin, n.d.; Wheeler, 2015). In the 1950s, Morrisburg was among many villages along the St. Lawrence River that were flooded to accommodate Ontario



Hydro's (currently "Hydro One") plans to widen and deepen the St. Lawrence Seaway, both to generate more hydroelectricity and to create easier trade and transport routes via the St. Lawrence (DeBruin, n.d.; Global News, 2018; Wheeler, 2015; Zajac, 2019). A significant portion of Morrisburg's original boundaries and development are now covered in water, with many people's homes, possessions, and memories left behind (DeBruin, n.d.; Global News, 2018; Wheeler, 2015; Zajac, 2019). This was devastating for many residents, and the legacy of the St. Lawrence Seaway remains today.

Between the Hydro project disruption and the turn of the millennium, Morrisburg and the surrounding area employed many people in the manufacturing, trades, transport, and equipment operating sectors (Statistics Canada, 2016b). More recently, however, Morrisburg has faced economic decline after the closure of many factories in the area (Morrisburg Leader, 2017, 2018). Odonto – a toothbrush factory that was managed and used by various large companies – was one of the most significant employers in Morrisburg up until the year 2000 when it closed. Many residents of Morrisburg became unemployed as a result of this closure and similar closures that came around the same time. The factory closures have greatly affected many families in Morrisburg and have resulted in an overall shift in the demographics in the area based on employment, income, and housing. The Odonto factory now houses the Upper Canada Playhouse (Upper Canada Playhouse, 2019).

Morrisburg is near other towns and communities along the St. Lawrence River. West of Morrisburg is the community of Iroquois and the City of Brockville, and approximately 50 kilometers east of Morrisburg is the City of Cornwall. Running north-south through the center of the community is Highway 31, connecting Morrisburg to other small settlements around

it as well as the City of Ottawa to the north. County Road 2 (Figure 2) runs east-west through the community and serves as its main street, with several national retailers and fast-food chains, as well as a grocery store and two gas stations. Morrisburg is characterized primarily by low-density residential homes, as typified by home shown in Figure 3.



*Figure 2: Typical view along County Road 2*

*Source: Google Maps, 2019*



*Figure 3: Typical street view in Morrisburg*

*Source: Google Maps, 2019*

### **4.3 St. James' Anglican Church: Historical and Present-Day Context**

Founded in 1857 and rebuilt in 1893, the Church of St. James' has been a focal point in the community of Morrisburg for several decades (Archeion Archives Association of Ontario, 2019). Community outreach became a priority for the church back in the late 1990s and early 2000s under, then Incumbent, Bill Byers in response to the economic hardship experienced across the community at that

time. Previous Incumbent Bill Byers and his church administration introduced the Apple Tree Ministry and its associated non-profit voluntary outreach programs, all of which were very well attended.

After Bill Byers' term as Incumbent of St. James' came to an end in 2005, subsequent Incumbents came and went rather quickly. Over this period, as due in part to the constant change in leadership and the changing social environment, church attendance declined, outreach programs suffered, and the church became rather insular.

Today, the church is known again for its community outreach. Recently, under the leadership of Incumbent Jon Martin in 2015, the Apple Tree Ministry and its services were reintroduced, and new programs were established. St. James' currently offers the following outreach programs:

- **The Tilted Steeple Coffee House** - a monthly concert to raise money for Syrian Refugee support;
- **Martha's Table** - monthly lunch socials that provide low cost nutritious meals to those in need;
- **Martha's Drop-in** - monthly lunch socials with a focus on women and loneliness;
- **Martha's Well** - an exercise group; and
- **Martha's Closet** - a program that accepts and distributes clothing donations.

#### 4.4 St. James Anglican Church: Site Context

St. James' Church is situated on a 1.5-acre property known municipally as 20 High Street. The property spans the entirety of the block bounded by First Street to the south, St. James Lane to the west, Second Street to the North, and High Street East to the East. The church building occupies the center of the property (Figure 4) and the rectory occupies the

northern portion of the property (Figure 5), leaving the southern portion as open greenspace.



*Figure 4: St. James' Anglican Church, located on the center of the church property*

*Source: Schneider, 2019*



*Figure 5: The Rectory, located on the northern portion of the church property*

*Source: Schneider, 2019*



There is no designated parking onsite; therefore, parking is limited to the street along the perimeter of the property. Figure 6 provides an aerial view of the church property within the neighbourhood context.



*Figure 6: Aerial view of St. James' Church property – 20 High Street, Morrisburg, ON*

*Source: Google Maps, 2019*

The church property is located at the center of a residential neighbourhood, surrounded by a mix of one- and two-storey single and semi-detached homes (Figure 7 and Figure 8). These homes continue south of the church property until the St. Lawrence River. To the west is the Church of St. Mary's, the St. Mary's-St. Cecilia Catholic School and Glengarry Park. Residential homes continue north of the church property. Further north is County Road 2 and its commercial amenities, along with a mix of new residential development and an existing trailer park, Hill's Mobile Village. To the east is the Morrisburg Public School and Morrisburg Arena.



*Figure 7: View from High Street East facing south.*

*Source: Google Maps, 2019*



*Figure 8: View from St. James' Lane facing south*

*Source: Google Maps, 2019*

## 4.5 Parish Portfolio Review

The following section will delineate the policy frameworks, regulations and provisions that are presently in effect and dictate the use of the church property of St. James' Anglican Church.

### 4.5.1 Land Use Policy and Regulatory Framework

Any potential use or reuse on the St. James' Anglican Church property must conform to applicable policy and legislative documents. Any potential alteration to the property's use is subject to the Provincial Policy Statement (PPS), the Official Plan (OP) and the Zoning By-Laws of the United Counties of Stormont, Dundas and Glengarry (SDG), related to the property. Each of these policies will be explored in the following section as well as in the Environmental and Heritage Policies sections.

#### 4.5.1.1 Provincial Policy Statement

**Section 2.6.1** of the PPS mandates that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved". St. James' Anglican Church, as it stands today, was built in 1893 and serves as a cultural node for people within the Morrisburg and surrounding communities. Therefore, both built and cultural heritage must be considered when envisioning the potential for this property's preservation.

#### 4.5.1.2 SDG Official Plan

St. James' Anglican Church is located within the Residential District designation in the OP of SDG (Figure 9). The Residential District permits uses such as low, medium, and high-density housing; specialized housing types including group homes, crisis care, social assisted housing, and secondary uses; neighbourhood serving uses such as convenience commercial, open space, and institutional uses. St. James' Anglican Church is currently operating as an institutional use.

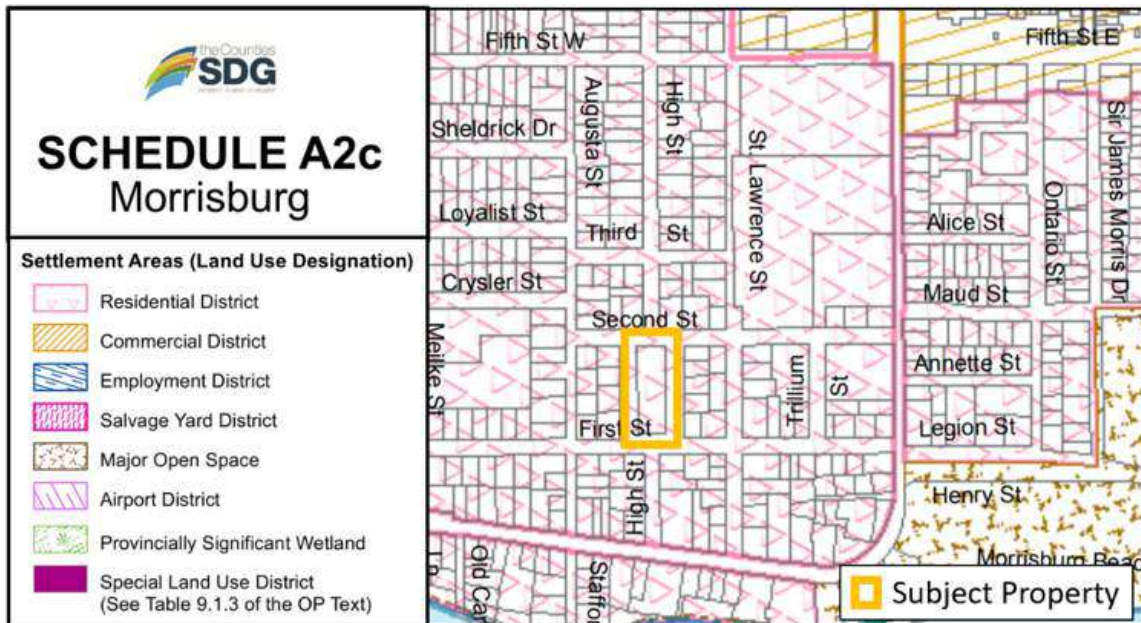


Figure 9: Excerpt of Schedule A2c: Morrisburg of the County of SDG Official Plan 2018. showing Residential District Designation – church property outlined in yellow

Source: Municipality of South Dundas, 2010b

The OP of SDG specifies in Section 7.2 that built heritage, cultural heritage landscapes and archaeological resources shall be conserved.

**Section 7.2 Heritage Policies:** *Heritage resources shall be managed through proactive identification, recognition, documentation, protection, conservation and rescue; these resources shall be conserved when making development and infrastructure decisions which may affect them. Heritage resources include built heritage resources, cultural heritage landscapes and archaeological resources which are important to the community or area in which they are located or are recognized for their significance at a provincial or national level (The Counties SDG, 2015).*

Section 7.3.1 states that development applications shall consider heritage and archaeological potential, which is relevant when examining potential future uses of church properties.

**Section 7.3.1 Development Applications and Public Works:** *When reviewing applications (e.g. zoning amendment, a consent for a residential, commercial, industrial or institutional use or a multi-unit residential building; or subdivision; or in the undertaking of new infrastructure works) consideration shall be given to the possible effects and impacts of such works on a known heritage resource or on an area of archaeological potential (The Counties SDG, 2015).*



Additionally, the OP refers to local municipal heritage inventories that may consider certain local structures or landscapes to have significant heritage value. Upon consultation with South Dundas and the SDG, it was learned that there are no local heritage inventories in South Dundas and that as a result, St. James' Anglican Church is not of heritage interest to either the lower or upper tier municipalities. It is important to approach adaptive reuse with these policies in mind, but it can be understood that they are not directly applicable to the St. James' church property.

Finally, Section 7.3.9 of the OP states that council shall promote and encourage adaptive reuse of older and existing building stock, which therefore favours potential adaptive reuse or redevelopment of the St. James' Anglican Church property.

**Section 7.3.9 Adaptive Re-use:** Council shall support the reduction of waste from construction and demolition debris by promoting and encouraging adaptive reuse of older and existing building stock or by recycling as much material as reasonably possible (The Counties SDG, 2015).

#### 4.5.1.3 Zoning By-Law

As per *Schedule 4: Morrisburg* in the Municipality of South Dundas Zoning By-Law 2010-48, the church property is currently zoned "Institutional" (I) (Figure 10).

*Section 7: Institutional Zone* within the Zoning By-Law outlines permitted uses and zone requirements applicable to the church property. A range of uses are permitted within this zone which include, but are not limited to, clinic, community centre, day nursery, and public use.

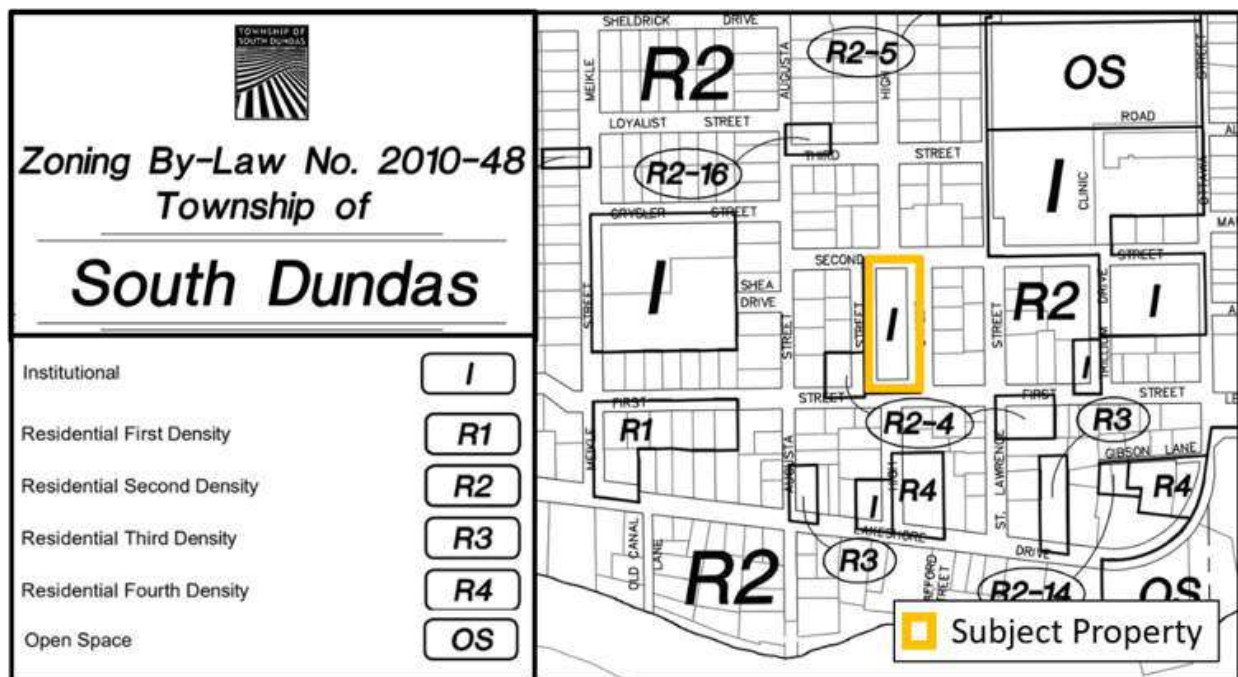


Figure 10: Institutional Zone - Church Property Outlined in Yellow

Source: Municipality of South Dundas, 2010b

A comprehensive list of all permitted uses within the Institutional (I) zone are as follows:

- Administrative office of a Public Authority
- Cemetery
- Church
- Clinic
- Community centre
- Day nursery
- Electrical supply facility
- Nursing home, including rest homes, retirement homes, and homes for the aged
- Park
- Parking area
- Private club
- Public use
- School
- Accessory dwelling house
- Accessory dwelling unit
- Administrative office of a Public Authority

A zoning by-law amendment will be required if a use, other than those listed previously, is proposed on the church property. In *Section 4.9*, it is specified if a zoning by-law amendment is required for the proposed adaptive reuse possibilities, and the process that must be followed to obtain the amendment.

The church property has full municipal servicing. Table 1 outlines the zoning provisions for fully serviced lots within the Institutional (I) zone.

*Table 1: Zoning provisions for Institutional (I) Zone*

Zoning Mechanisms	Zoning Provisions
1. Lot Area (minimum)	450 m
2. Lot Frontage (minimum)	15 m
3. Front Yard Depth (minimum)	7.5 m
4. Exterior Side Yard (minimum)	7.5 m
5. Interior Side Width (minimum)	3 m
6. Rear Yard Depth (minimum)	7.5 m
7. Building Height (maximum)	12 m
8. Lot Coverage (maximum)	40%
9. Landscaped Open Space (minimum)	30%
10. Dwelling Houses/Dwelling Units per Lot (maximum)	1

*Source: Municipality of South Dundas, 2010b*

#### **4.5.1.4 Heritage Framework**

As per the direction of the OP, the local South Dundas municipality and SDG and the Dundas County Archives were consulted to determine the heritage status of the church property. An inquiry was made to determine whether there was a local heritage inventory that kept track of either designated heritage properties under the *Ontario Heritage Act* or listed properties that were of concern to the municipality. The response from all consulted parties was that there are no known heritage designations or listings within South Dundas, nor are any churches in the

municipality - including St. James' Anglican Church - presently designated as a heritage resource.

#### **4.5.1.5 Environmental Framework**

The church property is within the regulatory jurisdiction of the South Nation Conservation (SNC) Authority. The SNC Public Geoportal was used to identify any environmental overlays applicable to the subject property which may limit potential development on the property. This interactive mapping software identified unevaluated wetlands on the subject property, shown in Figure 11. However, this is not unique to the church property as the unevaluated wetland overlay spans much of Morrisburg.

Through email correspondence with SNC, we confirmed that under the Conservation Authorities Act, SNC does not regulate development or site alteration in unevaluated wetlands. Land uses (industrial, residential, commercial, etc.) permitted on the property are determined by the local zoning by-law. If the Municipality were to request SNC's comments on a site plan application, SNC would review the application in accordance with any agreements they have with the Municipality.

SNC did not comment on how the

unevaluated wetland overlay may limit the development potential of the church property. However, based on discussions with local planning professionals, we do not anticipate that the unevaluated wetland overlay will limit development on the church property. In the event of any development on the property, further investigations are recommended in this regard.

#### **4.5.2 Circulation, Services and Amenities Analysis**

Surrounding services and amenities, levels of walkability, integrated public transportation and levels of cycling were evaluated within a 1.5-kilometer radius for the planning study on circulation and servicing.

##### **4.5.2.1 Circulation and Services**

Analysis of walkability, cycling, public transportation and surrounding services and amenities within a 1.5-kilometre radius of St. James' Anglican Church demonstrates that the site is located within a wide range of services that are offered in Morrisburg.



Figure 11: Church Property Contextualized in the South Nation Conservation (SNC) Public Geoportal

Source: South Nation Conservation Authority, 2019

Table 2 summarizes all services and amenities that are available within a 1.5km walk of the church and Figure 12 visually lays them out.

*Table 2: Services and Amenities within 1.5km radius around St. James' Anglican Church*

Service/Amenity	Amount
Food & Drink (cafes, restaurants, fast food)	9
Government, Social, Community Services	6
Parks	2
Schools	2
Banks	2
Pharmacies	2
Medical Facilities	1
Child Care Centres	1
Grocers	1
Senior Services	1

Source: Google Maps, 2019; Walk Score, 2019



*Figure 12: Amenities and Services within 1.5km of St. James'*

Source: Google Maps, 2019; Walk Score, 2019



#### 4.5.2.2 Walkability

The Walk Score was measured by using the St. James' Anglican Church address, 20 High Street. This site achieves a walk score of 54, indicating that some errands can be accomplished on foot (Walk Score, 2019). This score is likely low because Morrisburg does not have all the services that a larger urban area would have. Therefore, residents may need to drive to nearby centres to access certain services such as specialist healthcare. Additionally, it is likely impacted by the lack of sidewalk infrastructure available to pedestrians. Figure 13, a Travel Time Map, visually displays the distance that can be walked within 20 minutes from St. James' Anglican Church, which encompasses nearly all Morrisburg.

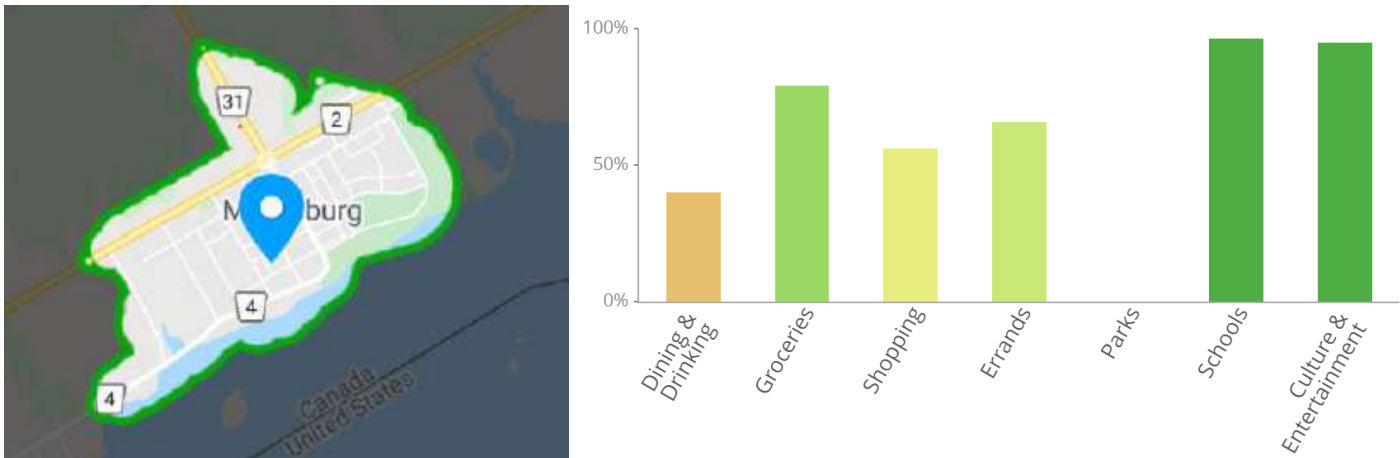


Figure 13: Travel Time Map and Walk Scores for Nearby Amenities of St. James'

Source: Walk Score, 2019

#### 4.5.2.3 Public Transportation

There are no public transportation services available in Morrisburg. There are two taxi companies that operate in the area: Quality Taxi and Q4 Taxi (411, n.d.; Q4, n.d.). There are no known paratransit services for residents of Morrisburg.

#### 4.5.2.4 Cycling

The area surrounding St. James' is considered somewhat bikeable, achieving a cycling score of 44. This is in the lowest category of cycle-friendliness, indicating that the area is not very amenable to biking. This is likely due to a lack of adequate cycling infrastructure around the church property such as dedicated bike lanes.

#### 4.5.2.5 Possible Development Opportunities

The Counties of SDG *Schedule A2c: Morrisburg* outlines where future potential development can occur (Figure 14). The Employment District is north of County Road 2, the Commercial District is along only County Road 2, and Residential Development can occur west of Steward Drive, east of Highway 31, and north of County Road 2.

In August 2019, the South Dundas Council approved the sale of a four-acre parcel of land in the Morrisburg Industrial Park for a 50,000 square foot cannabis edibles production plant. This factory will employ 15 people in its first year and eventually grow to 60 in time for the completion of the facility (Blancher, 2019).

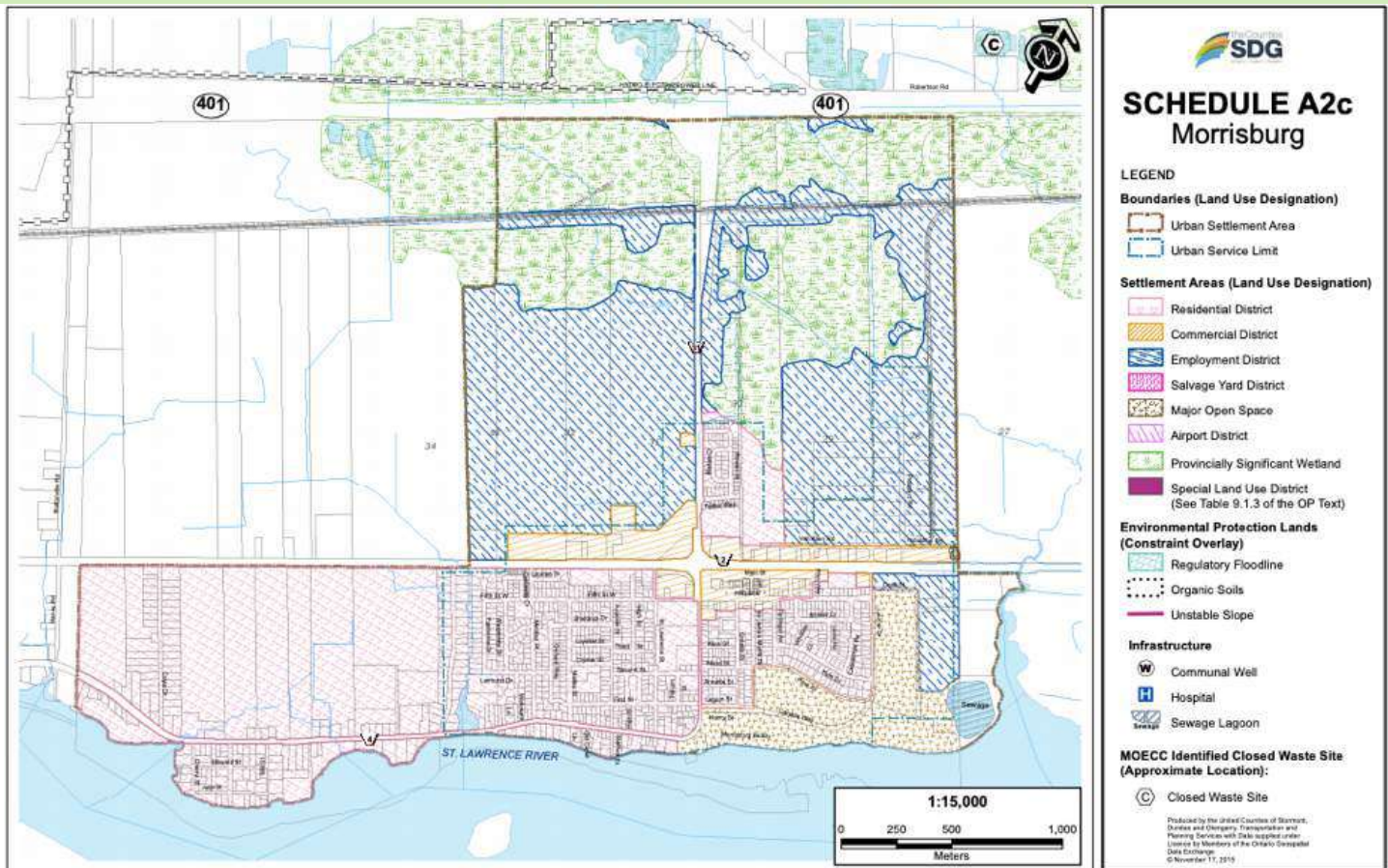


Figure 14: Schedule A2c Morrisburg

Source: The Counties SDG, 2015

### 4.5.3 Demographic Analysis

A demographic analysis was undertaken to facilitate a deeper understanding of the physical, social, and economic landscapes of Morrisburg. Demographic data was taken from Statistics Canada's 2016 Census. The area that Statistics Canada's demographic data encapsulates is displayed in Figure 15.

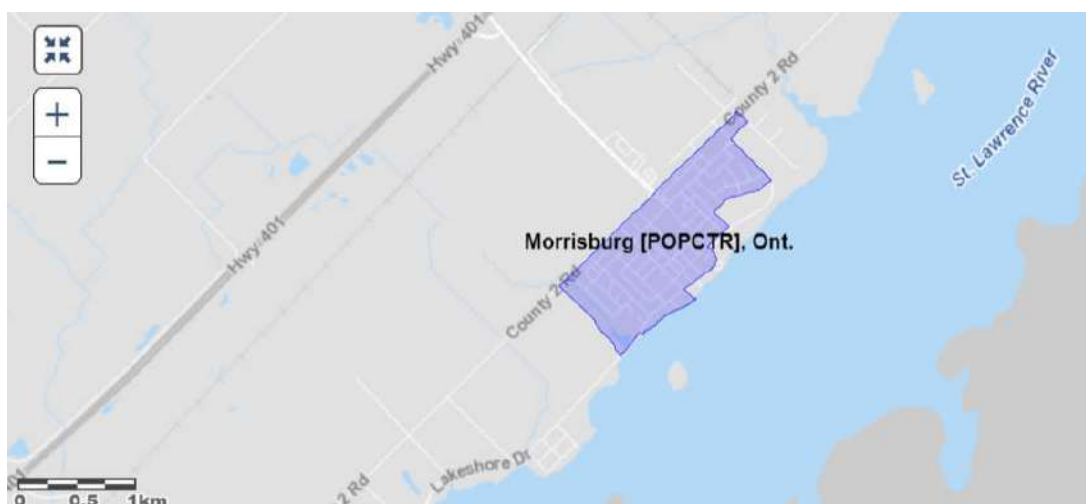


Figure 15: Map of Morrisburg based on the 2016 Census

Source: Statistics Canada, 2016c

Table 3 summarizes and compares key demographic information for Morrisburg and Ontario.

*Table 3: Key Demographics of Morrisburg compared to Demographics of Ontario*

Characteristic	Morrisburg (%)	Ontario (%)	Difference (+/-)
<b>% Change in Population between 2011 and 2016</b>	0.0	4.6	-4.6
<b>Age Distribution</b>			
0-14	15.5	16.4	-0.9
15-64	54.4	66.8	-12.4
65+	30.3	16.7	13.6
<b>Rent</b>	35.6	30.2	5.4
<b>Own</b>	64.4	69.7	-5.3
% individuals spending more than 30% of income on shelter costs	23.9	27.6	-3.7
Median After-Tax Income	\$27,563	\$30,641	-10%
<b>After-Tax Income</b>			
> \$20,000	33	32	1
> \$50,000	78.9	70	8.9
< \$100,000	1.6	3.97	-2.4
<b>Highest Level of Education</b>			
No certificate, diploma or degree	24.8	17.6	7.3
Secondary (high) school diploma or equivalent	31.3	27.4	3.9
Apprenticeship or trades certificate or diploma	7.7	5.8	1.9
College, CEGEP or non-university certificate	25	20.8	4.2
University - bachelor level or above	9.7	26	-16.3

Source: Statistics Canada, 2016c

#### 4.5.3.1 Population

The St. James' church property sits within the census population centre of Morrisburg. According to the 2016 census, Morrisburg's population was 2,385 people, which represents a 0.0% change in the population since 2011 with a decrease of one resident (Statistics Canada, 2016c). By contrast, Ontario's population increased by 4.6% during the same period. The population density of Morrisburg is 1,780.2 people per square kilometer and its average household size is 2.3 people (Statistics Canada, 2016c).

The average age in Morrisburg is approximately 47 years old, while the median age is approximately 51 years old (Statistics Canada, 2016c). The residents between 0 and 14 years old makes up 15.5% of the population and 30.3% of the population is aged 65 years and older (Figure 16). The population of individuals 65 years and older in Morrisburg is nearly double that than the population of those 65 years and older in Ontario (Figure 17).



Figure 16: Age Distribution in Morrisburg in Years  
Source: Statistics Canada, 2016c

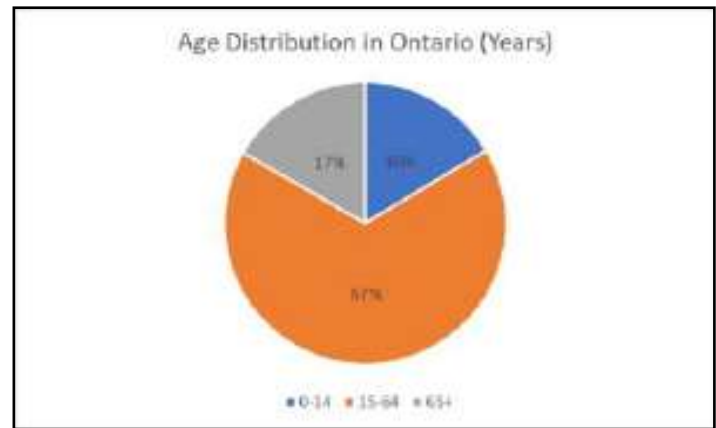


Figure 17: Age Distribution in Ontario in Years  
Source: Statistics Canada, 2016c

#### 4.5.3.2 Housing

There are 1,048 private dwelling units in Morrisburg. Of those 1,048 dwelling units, 1,008 have usual occupants (Statistics Canada, 2016c). A summary of the different housing types in Morrisburg is as follows:

Table 4: Housing Types in Morrisburg

Housing Type	Quantity
Single detached dwellings	665
Semi-detached dwellings	120
Row houses	120
Apartments in duplexes	15
Apartments in buildings exceeding 5 storeys in height	15
Apartments in buildings under 5 storeys in height	70
Other attached dwellings	5
Movable dwellings	0

Source: Statistics Canada, 2016c

Table 4 shows that there are 0 movable dwellings in Morrisburg. It should be noted that there is mobile home park north of County Road 2 that is not included in Statistics Canada's geographic scope of Morrisburg. The rental rate in Morrisburg is 35.6%, while 64.4% residents own their homes (Statistics Canada, 2016c). Statistics Canada reports that 23.9% of the population spends



more than 30% of their income on household costs, thus qualifying them as being in core housing need (Statistics Canada, 2016c).

#### 4.5.3.3 Labour and Income

The median after-tax individual income in Morrisburg is \$27,563. The average after-tax individual income in Morrisburg \$34,011. Those in Morrisburg who make an after-tax individual income of less than \$20,000 account for 33% of the population. Approximately 79% of the population make less than \$50,000 in after-tax individual income (Figure 18) compared to approximately 70% of Ontario's population (Figure 19). Approximately 1.6% of Morrisburg's population make over \$100,000. The median after-tax household income in Morrisburg is \$51,328. The average after-tax household income in Morrisburg is \$63,570 (Statistics Canada, 2016c).

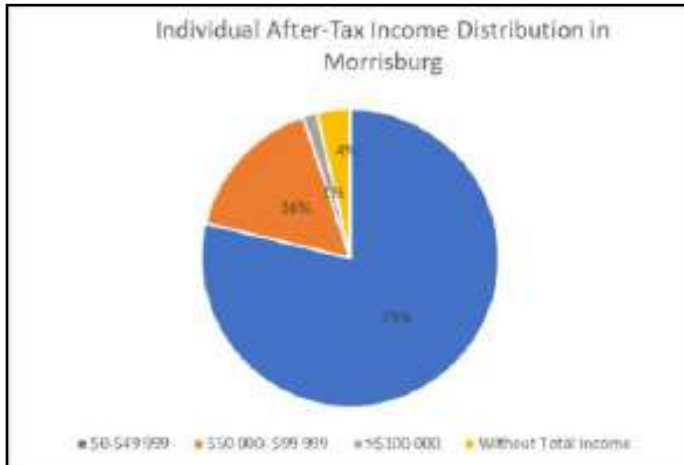


Figure 18: Individual After-Tax Income Distribution in Morrisburg

Source: Statistics Canada, 2016c

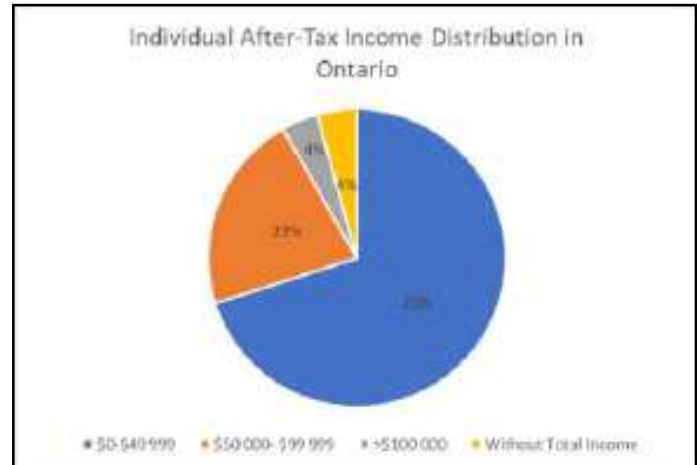


Figure 19: Individual After-Tax Income Distribution in Ontario

Source: Statistics Canada, 2016c

According to the National Occupation Classification system, the top three occupations are Sales and Service Occupations; Trades, Transport and Equipment Operators and Related Occupations; and Business, Finance, and Administration Occupations. These three sectors are also the top three industries in Ontario.

#### 4.5.3.4 Education

Nearly one quarter of Morrisburg's population has no formal education qualification compared to 17.5% of Ontarians (Figure 20). Further, while 26% of Ontarians possess a university degree or diploma at a bachelor's degree level or above, only 9.7% of Morrisburg's residents have attained this level of education (Figure 20).

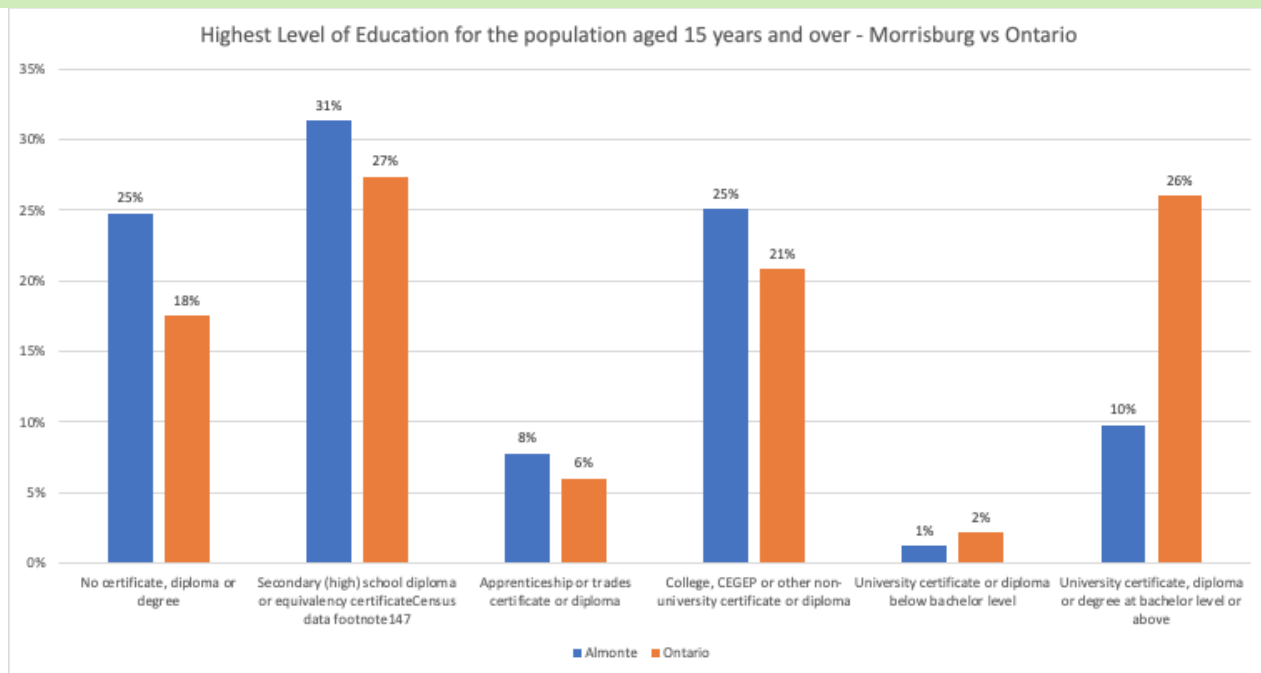


Figure 20: Comparison of Highest Levels of Education Attained in Morrisburg and Ontario

Source: Statistics Canada, 2016

#### 4.5.4 Summary of Parish Portfolio Review

Table 5 summarizes the key findings for the variables analyzed in the Parish Portfolio Review. These variables present constraints and opportunities for adaptive reuse with respect to St. James' Anglican Church.

Table 5: Parish Portfolio summary of findings

Variable	Key Findings
Land Use Policy and Regulatory Framework	<ul style="list-style-type: none"> <li>Official Plan: Residential District designation; policies supports adaptive reuse;</li> <li>Zoning By-Law: Zoned Institutional; permitted uses include but are not limited to a clinic, community centre, day nursery, and public use. A zoning by-law amendment would be required to permit other uses on the subject property.</li> </ul>
Heritage Framework	<ul style="list-style-type: none"> <li>No constraints.</li> </ul>
Environmental Framework	<ul style="list-style-type: none"> <li>South Nation Conservation Authority: The property is subject to an unevaluated wetland overlay, however this is not expected to impede development.</li> </ul>
Circulation, Services and Amenities Analysis	<ul style="list-style-type: none"> <li>The site is well located in terms of circulation and servicing that is offered in Morrisburg.</li> </ul>
Demographics	<ul style="list-style-type: none"> <li>Large senior population;</li> <li>Median income: \$27,563;</li> <li>Post-secondary education: 42.4%.</li> </ul>

## 4.6 Strengths and Challenges Analysis

### 4.6.1 Morrisburg: Strengths

The public engagement process that was conducted as a part of this study, which included multiple interviews and an open house, provided participants with an opportunity to share their ideas and opinions about what makes Morrisburg a strong community and good place to live. Numerous points were commonly identified among participants as strengths within their community (Table 6).

#### 4.6.1.1 Beauty

Morrisburg is located on the St. Lawrence Seaway and its beauty is consistently cited by participants as a strength within their community. The St. Lawrence Seaway provides public amenity space for residents and visitors alike, serving as a destination for affordable recreation and a place to gather. The St. Lawrence Seaway offers nostalgia for many people in Morrisburg, as it currently covers parts of former Morrisburg and other villages lost to the St. Lawrence Seaway expansion in

the 1950s (DeBruin, n.d.; Global News, 2018; Wheeler, 2015; Zajac, 2019). Both the beauty and history of the St. Lawrence Seaway presents the opportunity for untapped tourism potential in Morrisburg.

#### 4.6.1.2 Culture

Morrisburg has recently become a small performing arts hub in Eastern Ontario. This recent transformation has been well-received by many residents, with participants of the public engagement process mentioning the Upper Canada Playhouse Theatre as a specific strength of the community. The Upper Canada Playhouse Theatre attracts tourists from Ottawa, Montréal and other nearby cities and towns, and provides entertainment and employment opportunities within Morrisburg. The culture surrounding music in Morrisburg has also grown, with local and travelling musicians performing in Morrisburg, and music programming taking place through various agencies in the area. Feedback received from the public engagement process stressed the need for more event space in Morrisburg to support the momentum of the growing arts community along the St. Lawrence.

*Table 6: Overview of Morrisburg's Strengths*

Strength	Details
Beauty	<ul style="list-style-type: none"> <li>Located on the St. Lawrence Seaway.</li> </ul>
Culture	<ul style="list-style-type: none"> <li>Upper Canada Playhouse in town;</li> <li>There has been an increase in musical performances in recent years.</li> </ul>
Community	<ul style="list-style-type: none"> <li>Resilient community that is welcoming and willing to help others.</li> </ul>
Desirability	<ul style="list-style-type: none"> <li>Located close to Ottawa and Montreal, offering more affordable living costs than these larger cities.</li> </ul>
Walkability	<ul style="list-style-type: none"> <li>Due to its small size, residents can walk to many of the services located in town.</li> </ul>

#### **4.6.1.3 Community**

A resoundingly positive and enthusiastic response to Morrisburg's community cohesion was heard throughout the public engagement process. Participants noted that the community's resilience, willingness to help others and welcoming nature are pillars that make Morrisburg a good place to live.

#### **4.6.1.4 Desirability**

Morrisburg is conveniently located between large and mid-sized cities in Eastern Ontario and Southern Quebec. Participants in the public engagement process have noted that the cost of living in Morrisburg is lower than that of Ottawa and Montréal, and therefore makes it a desirable retirement destination. The desirability of Morrisburg for retirees attracts more people of the same demographic who seek this sense of common community.

#### **4.6.1.5 Walkability**

The settlement area of Morrisburg is quite compact and contains most of the local amenities of the area within a few village blocks. Participants noted that they appreciate the proximity of commercial and institutional establishments to the residential area of the village and consider these important assets of Morrisburg.



**St. Lawrence River**



## 4.6.2 St. James' Anglican Church: Strengths

Drawing again from the public engagement process, the following points were commonly identified among participants as strengths of the church property (Table 7).

### 4.6.2.1 Property Size

St. James' is situated on a large 1.5-acre parcel of land which occupies an entire block at the center of town. Its size establishes the church property as a landmark in the community with underutilized greenspace which could be the site for new activities.

### 4.6.2.2 Location

The church property is ideally located in the center of Morrisburg which allows the church to be within walking distance from almost anywhere in the community. The location of the church property is not only convenient for locals, but it is also accessible for individuals and families without vehicles. This is important to consider as the local community experiences high levels of poverty and has no access to public transportation.

### 4.6.2.3 Architecture

St. James' is well known for its beautiful architecture which includes its stone façade, the tilted steeple, the beautiful stained-glass windows and the large wooden beams visible in the place of worship.

### 4.6.2.4 Outreach

Today, St. James' is focused on serving the needs of their congregation and the wider community. During public engagement it was reiterated that the church offers several well attended outreach programs. In addition to these outreach programs run by the church, they also rent out the space to organizations and have ongoing partnerships with local organizations.

### 4.6.2.5 Land Use Policy and Regulatory Framework

The church property overall is well positioned for adaptive reuse. The site's Official Plan designation allows for residential, commercial and institutional uses to take place on the property. Additionally, there are no heritage or environmental constraints applicable to the property. However, it is important to note that the site is currently zoned institutional, and a zoning by-law amendment would be required to permit new uses.

Table 7: Overview of St. James' Strengths

Strength	Details
Property Size	<ul style="list-style-type: none"> <li>Establishes the property as a landmark;</li> <li>Allows for vacant greenspace on the property;</li> <li>Opportunity for other activities on the property.</li> </ul>
Location	<ul style="list-style-type: none"> <li>The Church has a central location;</li> <li>Walkable for most of the community.</li> </ul>
Architecture	<ul style="list-style-type: none"> <li>Highly valued architecture includes: Stone facade, tilted steeple, stained-glass windows, and wooden beams.</li> </ul>
Outreach	<ul style="list-style-type: none"> <li>The Church offers several well attended outreach programs;</li> <li>Other organizations rent out the church space to run other programs.</li> </ul>
Land Use Policy and Regulatory Framework	<ul style="list-style-type: none"> <li>Official Plan permits residential, commercial and institutional uses;</li> <li>No heritage designations;</li> <li>No environmental constraints.</li> </ul>

### 4.6.3 Morrisburg: Challenges

The public engagement process also shed light on challenges within Morrisburg that constrain its overall success and development. The following are themes pertaining to these challenges which emerged during the process (Table 8).

#### 4.6.3.1 Economy

Residents of Morrisburg and the surrounding area have acknowledged a lack of employment opportunities in the area since factory closures and have expressed that it is harder to attract younger people and professionals to the area as a result. Morrisburg is soon to be home to a cannabis edibles production plant, which will eventually bring approximately 60 jobs to the area.

#### 4.6.3.2 Housing

In addition to the economic issues facing Morrisburg, there is a gap in affordable

housing availability in the area. Though many participants noted Morrisburg's relative affordability compared to larger nearby cities such as Ottawa and Montréal, the housing stock and cost of housing in Morrisburg is still insufficient for the needs of lower income families and retired seniors who may no longer be receiving income. The affordable housing in Morrisburg that does exist comes with some health concerns, such as mold and vermin.

#### 4.6.3.3 Food Insecurity

Morrisburg has one grocery store, Valu-mart. Public engagement shed light on the general apathy and even dismay towards the lack of options for food – groceries and dining – within Morrisburg. Participants expressed that the food options that are present in Morrisburg are expensive and not always high quality. This lack of affordable food options suggests that many people in the community

Table 8: Overview of Morrisburg's challenges

Challenges	Details
Economy	<ul style="list-style-type: none"> <li>Ongoing economic depression, partially due to lack of employment opportunities.</li> </ul>
Housing	<ul style="list-style-type: none"> <li>Lack of housing stock at an affordable price for lower income households ;</li> <li>The affordable options that are available are unsuitable.</li> </ul>
Food Insecurity	<ul style="list-style-type: none"> <li>Valu-mart is the only grocery store in Morrisburg and food options tend to be expensive and not of high quality.</li> </ul>
Tourism	<ul style="list-style-type: none"> <li>Tremendous opportunity for tourism, however a lack of support in terms of funding and governance to capitalize on this opportunity.</li> </ul>
Social Gathering Spaces	<ul style="list-style-type: none"> <li>Residents would like large, accessible, comfortable spaces to gather;</li> <li>It should be noted that there is no community centre in Morrisburg.</li> </ul>
Transit, Access, and Connectivity	<ul style="list-style-type: none"> <li>Morrisburg only has access to local services - without public transportation one must drive to other towns for other services.</li> </ul>
Youth and Young Professionals	<ul style="list-style-type: none"> <li>Lack of employment opportunities for young people;</li> <li>Morrisburg has seen an exodus of young people from the area.</li> </ul>

may be experiencing food insecurity. The Social Development Council of Cornwall and Surrounding Area (SDC) has identified food insecurity as an issue in the area and currently runs programs to enable access to local, healthy and sustainable food for all residents of SDG (SDC, n.d.).

#### **4.6.3.4 Tourism**

Morrisburg's strengths – beauty, proximity to the St. Lawrence and a thriving arts community – do not receive enough resources, investment or support to champion them as the tourist attractions they have the potential to be. Participants recognized the opportunity that Morrisburg's strengths present for tourism, employment and economic development, but also suggested that there is a lack of support from a funding and governance perspective to make use of these strengths as tourist hotspots.

#### **4.6.3.5 Social Gathering Spaces**

Folks in Morrisburg crave large, accessible, comfortable, and venue spaces to accommodate gatherings, events such as concerts and plays, and to host outreach initiatives, as there is currently no public community centre in Morrisburg. If there were more event spaces in Morrisburg, employment and tourism could be further capitalized upon. Participants in the study have also acknowledged that though Morrisburg is an extremely friendly place, it also has the potential to be insular. Providing more accessible and equitable places for social gathering could help with integration of newcomers into the community, both as residents and as visitors.

#### **4.6.3.6 Transit, Access and Connectivity**

Despite being located near Brockville and Cornwall, Morrisburg only has access to certain services locally. Other services are divided across the municipality and counties, and therefore many people must drive far distances to access services and other

amenities. There is no public transit in Morrisburg however walkability is a strength in Morrisburg, as the services that are offered within the community are all compactly located. However, pedestrian connectivity, walkability and overall accessibility could be improved, especially for the aging population living there.

#### **4.6.3.7 Youth and Young Professionals**

Despite the desirability of Morrisburg as a retirement destination, the lack of employment opportunities has contributed to young people from Morrisburg leaving the community, and young professionals leaving the community shortly after arriving. By providing safe, affordable, and accessible services for young people, and providing opportunities for innovation and interest, more young people may remain.



#### 4.6.4 St. James' Anglican Church: Challenges

Five themes emerged as a result of the public engagement process. These themes shed light on the challenges that constrain the overall success of the church property (Table 9).

##### 4.6.4.1 Space Flexibility

There is a need to allocate interior space more efficiently and cost-effectively, as currently, Sunday services are the only activity that take place on the ground floor. The outreach programs that take place in the church, including those that are run by the church and those that are run by other organizations, take place in the basement. This alteration is a necessary step in improving the utilization of the church space.

##### 4.6.4.2 Heating and Cooling

Sunday services are primarily held on the ground floor because of its seating capacity and its aesthetic appeal. Unfortunately, due to poor insulation and a constrained budget, heating and cooling the church can be

challenging and expensive. As a result, in cold winter months church services are moved to the basement and congregants no longer get to appreciate the beautiful worship space. Additionally, seating capacity is limited in the basement and accessibility is challenging. This alteration is a necessary step in improving the utilization of the church space.

##### 4.6.4.3 Accessibility

As the building stands today, the ground floor of the church only contains the worship space and the ministerial offices. Other amenities, including bathrooms and the kitchen, are situated in the basement. There is one staircase and an elevator to move from the ground floor to the basement. Several participants expressed that having a bathroom and small kitchenette on the ground floor would help with the functionality and accessibility of the church space. There was also some concern, however, with how this may impact the beauty of the exterior and interior of the church building. This alteration

Table 9: Overview of St. James' challenges

Challenges	Details
Space Flexibility	<ul style="list-style-type: none"> <li>Pews limit the flexibility of the space on the ground floor, and, as a result, all of the outreach programs must take place in the basement.</li> </ul>
Heating and Cooling	<ul style="list-style-type: none"> <li>Heating and cooling a building of this size is costly;</li> <li>In cold winter months Sunday worship services are moved to the basement;</li> <li>The inability to heat and cool the entire building leaves the ground floor worship space underutilized.</li> </ul>
Accessibility	<ul style="list-style-type: none"> <li>There are no bathrooms on the ground floor;</li> <li>There is a staircase and an elevator to access bathrooms and the kitchen that some people have an aversion to using.</li> </ul>
Parking	<ul style="list-style-type: none"> <li>No designated parking on site;</li> <li>There is on-street parking around the perimeter of the site.</li> </ul>
Financial Constraints	<ul style="list-style-type: none"> <li>The Church is currently running a deficit which impacts their ability to run and maintain the church building and provide non-profit community outreach programs.</li> </ul>



is a necessary step in improving the utilization of the church space.

#### **4.6.4.4 Parking**

Technically, there are no parking spaces on the St. James' church property. On-street parking around the perimeter of the property is the only parking option for locals and visitors. Based on our proposed adaptive reuse possibilities, parking may have to be introduced to accommodate its associated uses, or an exception will have to be made to reduce the parking requirements.

#### **4.6.4.5 Budget**

A contributing factor to the challenges facing St. James' is a lack of funds. St. James' has three sources of funds – donations from church congregants, fundraising, and the Consolidated Trust Fund.

The first source of funds - donations from church congregants - does not generate as much revenue as it once did and additional revenue is required to maintain the building and to allow the church to continue providing services and programs to their community.

However, the church has the option to draw from their Trust Fund to pay bills or for capital improvements to the church or the rectory. St. James' Anglican Church could consider pulling from the Trust Fund to implement some of the necessary alterations and adaptive reuse possibilities that require capital improvements.



St. James' Church

## 4.7 Prerequisites for Adaptive Reuse: Recommended Interior Alterations

Throughout the study it was discovered that St. James' Anglican Church has challenges that cannot be addressed through adaptive reuse of the church alone. Instead, alterations are required to address the challenges and to allow the interior space to continue to operate in the future and develop partnerships. Without these prerequisites the development of partnerships and future success may be limited.

Once these renovations have taken place, the three possibilities for adaptive reuse may be feasibly undertaken. The following provides three recommended alterations, with case examples, next steps, and a brief discussion of what the proposed renovations entail.

### 4.7.1 Increase Utilization of Space by Selling or Donating Pews

St. James' ground floor worship space can hold approximately 350 people. The space currently has traditional church pews for congregants that have been described as uncomfortable to sit in for long periods of time, especially for more senior congregants.

The inflexibility of pews in the worship space means that all non-worship activities at the church, including the popular Tilted Steeple Coffee House, are held in the basement. And, the continued presence of the pews in the church signals to potential partners an unwillingness of the Church to change its approach.

Thus, a key step towards adaptive reuse at St. James is to sell or donate the pews, and replace them with comfortable, stackable chairs that can be lined up during worship, but also placed around tables and/or stowed away for events like the Tilted Steeple Coffee House, annual Christmas dinner, and musical concerts.

#### 4.7.1.1 Case Example: St. Paul's Anglican Church, Almonte, ON

In 2013, St. Paul's Anglican Church in Almonte, Ontario (also part of this study) sold many of its pews and purchased chairs to better utilize the worship space (Figure 21). The pews were sold by word of mouth for donation and 105 new chairs were purchased. The flexibility of chairs allows for worship to be more flexible as well, especially for small services that can be more intimate. St. James' could similarly sell its pews and purchase chairs.



Figure 21: St. Paul's Anglican Church, Almonte, ON - Chairs were purchased to replace the pews

Source: Schneider, 2019

#### 4.7.1.2 Case Example: St. Mary of the Visitation Parish Catholic Church, Cambridge, ON

An addition was built on St. Mary of the Visitation Parish Catholic Church, to provide additional seating for mass, as the congregation at the time was growing and no longer fit in the original seating. The addition includes only chairs, not pews, that are moved in and out for masses (Figure 22). Additionally, pews were used to line the walls of the new worship space (Figure 23). The use of pews lining the interior walls of St. James' would provide additional seating when the space is used for events but also serves the purpose to keep a few of the pews. This could provide an opportunity to incorporate a plaque on them

in memory of the family that chose the pew to sit in for, possibly, decades, especially for some congregants that may be resistant to the sale of the pews.



*Figure 22: St. Mary of the Visitation Parish Catholic Church, Cambridge, ON - Pews were used to line the walls for additional seating space*

*Source: Bracken, 2019*



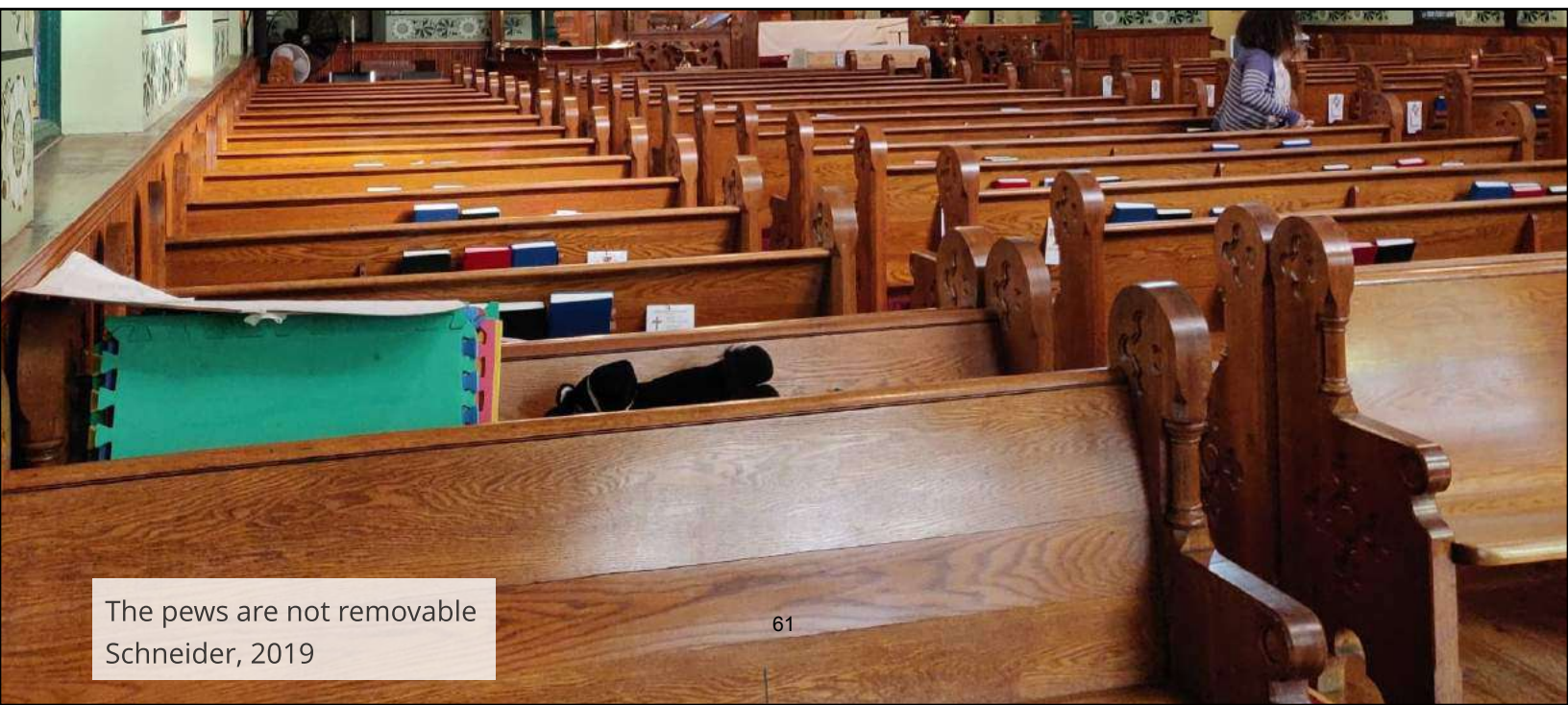
*Figure 23: St. Mary of the Visitation Parish Catholic Church, Cambridge, ON - Pews were used to line the walls for additional seating space*

*Source: Bracken, 2019*



#### 4.7.1.3 Next Steps

1. The first step to open up the worship space is to sell the church pews and replace them with chairs. On Kijiji, pews are often listed for \$150 - \$350 each. Many organizations are purchasing these pews for small business wedding venues. Some of the pews can be kept and line the walls of the worship space. This would provide additional seating at events as seen in Figures 4 and 5 above at St. Mary's Catholic Church. Some congregants may be resistant to the sale of pews, especially if their family is attached to a particular one that they use each Sunday. If this is the case, an option could be presented to the parish that people are able to provide a donation of \$100-\$200 to the church and their pew could be kept to line the walls and a plaque can be put on it with the family name, symbolizing their donation.
2. Comfortable chairs would be purchased to provide seating for both the masses and events held in the space. Funds could be accessed from The Trust Fund, fundraising, or the sale of pews. St. Paul's purchased its 105 new chairs from Chairtex in Mississauga for \$6,475.00 ([http://www.chairtex.com/church\\_chairs.html](http://www.chairtex.com/church_chairs.html)) plus, an additional \$450 for shipping with Wills Transfer (<http://willstransfer.com/>). Church of the Ascension purchased 120 new chairs from Chairtex as well. It is advised that St. James' explore purchasing chairs from this company. There are multiple types and colours to choose from. Chairs without handles are the most accessible and should be prioritized. Tables could also be purchased and used for the Tilted Steeple Café and possible rental events.



The pews are not removable  
Schneider, 2019



### 4.7.2 Heating and Cooling of the Building

St. James' is currently spending a significant amount of money to heat the building in the colder months due to poor building efficiency. The church is running a deficit, in large part due to costly energy bills. It is also too cold in the winter for worship to take place in the intended space. During the winter months, worship is held in the basement, where it has been noted that some congregants are uncomfortable spending time. St. James' could invest in the insulation of the building for worship to be held in the intended space and to reduce its high heating bills.

#### 4.7.2.1 Types of Insulation

There are two types of insulation: fibre and foam (Table 10). Fibre insulation comes in the

form of rigid or loose pads, whereas foam insulation is a spray (Region of Waterloo, 2015). The effectiveness of the insulation is measured by its R-value. The higher the R-value, the more effective the insulation (Region of Waterloo, 2015).

Loose-fill cellulose is ideal for retrofitting older historic buildings. There is no major destruction associated with this insulation method meaning that the beauty of the interior and exterior of the building can be protected (Region of Waterloo, 2015). However, a professional, ideally one with experience insulating heritage properties, should be hired to evaluate the building to determine what type of insulation would yield the best results.

Table 10: Types of Insulation

	Insulation Type	Description	R-Value (per inch)
<b>Fibre</b>	Loose-fill Cellulose	• Made from recycled & shredded newsprint; can be blown into place; good for retrofit work	3.8
	Cotton Batts	• Made from recycled & shredded denim; form: thick batts (rectangular pads); low chemical, green choice	3.7
	Rigid Foamboard insulation	• Made from expanded polystyrene & other materials; form: thin; good for new air-tight buildings	5
	Loose-fill Fibreglass	• Made from spun glass; inexpensive; can be blown into cavities; Good for new construction or retrofit projects	4
	Fibreglass Batts	• Made from spun glass; form: lightweight batts; needs space within building cavity; good for new construction	3-4
	Mineral Wool	• Made from recycled slag & mined basalt rock; form: batts or rigid board; good for new construction	4
<b>Foam</b>	Cementitious	• Made from magnesium oxide cement; can be pumped into building cavities	
	Polyurethane and Polyisocyanurate	• Made from isocyanate & polyol resin; costly; form: expanding foam; can be sprayed into place	4-7
	Extruded Polystyrene or Polyisocyanurate	• Thin and compact; good for new air-tight buildings	5

Source: Region of Waterloo, 2015

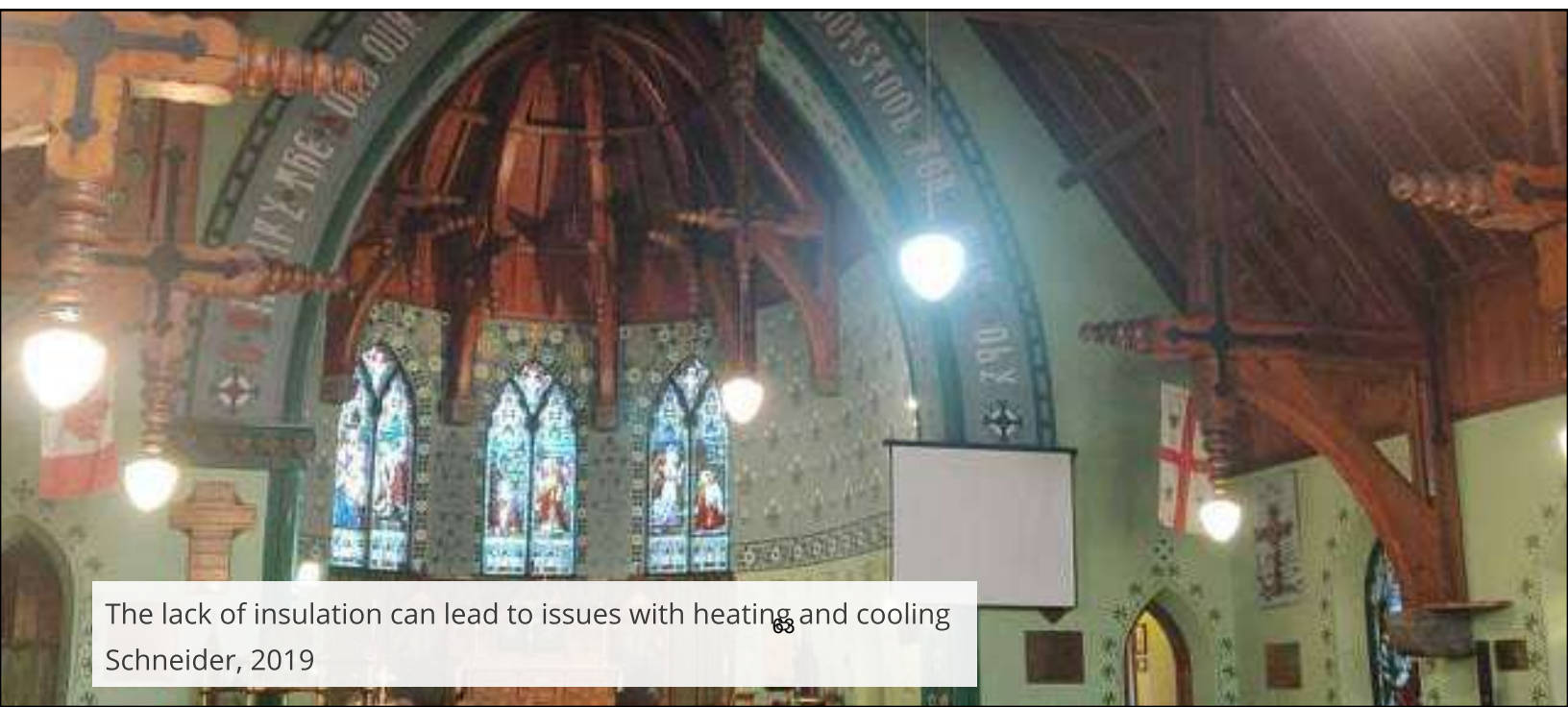
#### 4.7.2.3 Next Steps and Economic Considerations

An energy evaluator was contacted about completing an energy audit of the church. The advice provided was that the process is involved and costly, starting at \$1,500. Instead, it was recommended that St. James' approach a builder or construction company for some practical advice on energy savings. Swank Construction, located in Iroquois, was suggested as a potential contact ([swankconstr@ripnet.com](mailto:swankconstr@ripnet.com) or 613-652-2392). The goal of this step is to locate the high-risk areas of energy leakage, which could be the furnace, piping, doors, windows, roof, etc.

An expert in heritage building insulation could also be contacted to provide St. James' with multiple insulation options that will reduce the heat costs without compromising the heritage features of the church. Some potential contacts are:

- The Canadian Association of Heritage Professionals (613-569-7455)
- ERA Architecture ([proposals@eraarch.ca](mailto:proposals@eraarch.ca) or 416-963-4497)
- SvN Architects + Planners (Barbara Myers – [bmyers@svn-ap.com](mailto:bmyers@svn-ap.com))

This alteration involves an upfront capital cost to afford the insulation renovation but would result in savings each year when less money is spent on heating costs. It will be important to hire someone with experience in renovation of heritage spaces, which could be found through the Canadian Association of Heritage Professionals. The Trust Fund could be used towards this capital project upgrade.



The lack of insulation can lead to issues with heating and cooling  
Schneider, 2019

### 4.7.3 Accessible Washroom

There was considerable discussion about the inaccessibility of the current washrooms in the basement of the church. Although money was raised in the past to install the lift that currently connects the ground floor and basement of the church, many people are averse to using the lift out of fear and inconvenience. Some people are afraid to go into basements from past traumas, therefore inhibiting them from using the washroom facilities, and some people need to use the washrooms quickly and cannot wait the length of time it takes for the lift to operate. All these reasons lend themselves as rationale to provide a washroom on the ground floor.

A washroom could potentially be built next to the lift at the back of the worship space as a singular room with its own ceiling that does not extend to the ceiling of the church. This room could be to the east of the lift, noticeable upon entering from the east entrance of the church.

#### 4.7.3.1 Case Example: St. Paul's Anglican Church, Almonte, ON

St. Paul's Anglican Church in Almonte (one of the churches in this study) built a washroom at the back of its worship space (Figure 24). The church did not have a washroom on the main level of the church, so congregants found themselves needing to go to the basement to use the facilities. The washroom was built as its own separate room with its own ceiling. St. James' could build a facility very similar to St. Paul's washroom.



Figure 24: St. Paul's Anglican Church, Almonte, ON - A separate room was created at the back of the worship space to serve as a washroom

Source: Nabuurs, 2019

#### 4.7.3.2 Next Steps

1. A builder or construction company will need to be hired to determine if a washroom is feasible on the ground level of the church. If it is placed at the back of the church, next to the lift, it will be located close to the washrooms below in the basement, thereby possibly able to use similar plumbing.
2. Upon determination of feasibility, the builder or construction company can conduct the work to complete the washroom.



Narrow stairs leading to downstairs  
Schneider, 2019



## 4.8 Possibilities for Adaptive Reuse

The following section will outline possibilities for the adaptive reuse or redevelopment of St. James' Anglican Church.

The possibilities envisioned for St. James' centre around the creation of a community hub. With the three major components including: **1) utilization of outdoor space to include a community garden and social gathering space; 2) renting space in the church for events; and 3) developing partnerships with organizations which can act as "anchor tenants" in the church to offer services and a drop-in indoor space for gathering.**

Each option includes successful case examples where churches have instigated similar adaptations as well as next steps and a high-level feasibility summary.

### Community Hubs

Community hubs are public spaces that encourage social gathering and can bring together community agencies to a single location. Services such as health, education, employment, or childcare may also be offered out of this kind of space.

For this vision to become a reality, the previously discussed prerequisite alterations to provide amenities on the ground floor will be necessary to provide a suitable space.

Each of the three components will be discussed in detail in this section. These components are not meant to be thought of as mutually exclusive, but to be accomplished over a period of time. The components each include successful case examples where churches have instigated similar adaptations as well as next steps and feasibility of the adaptive reuse. These possibilities have been organized by order of feasibility, which often aligned with how quickly it could be accomplished.

### 4.8.1 Component 1: Amplifying the Outdoor Space

St. James' has a large, yet underutilized lawn surrounding the church and the rectory buildings. As noted by several open house participants, residents sometimes picnic on this lawn. Additionally, through key informant interviews, it was learned that the only local grocery store, Valu-mart, does not always have fresh produce options, and that food insecurity is a significant concern in the community.

Based on these findings, amplifying the church's lawn with a community garden and patio furniture would provide the opportunity for residents to grow nutritious food, to socialize with neighbours, to enjoy the ample green space, and to help address food insecurity in the community. In particular, the community garden could be set up to allow for people to garden in their own plot and keep their food, to donate the food to a local foodbank, and/or sell the food to make revenue similar to that of bake sales. The following renderings provide an idea of what the space could look like (Figure 25 & Figure 26).

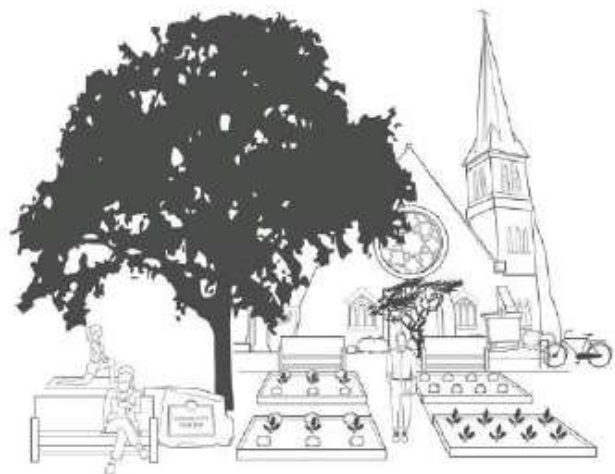


Figure 25: Community Garden - View North from Second Street

Source: Howarth, 2019



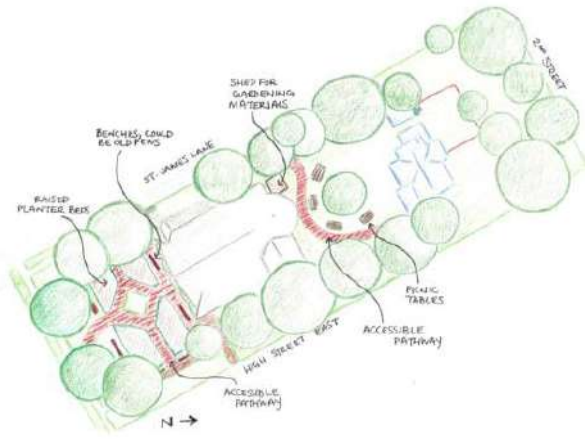


Figure 26: Community Garden - Aerial View

Source: Tanner, 2019

#### 4.8.1.1 Case Example: Church of the Resurrection, Toronto, ON

In 2012, volunteers at the Anglican Church of the Resurrection in Toronto began to turn part of their large unused lawn into a garden. Neighbours walking by expressed interest and began to talk with the members of the congregation more. Based on the unexpected interaction, they decided to expand the garden and invest in the unused land by turning it into a large community garden that everyone in the neighbourhood could tend and enjoy (Figure 27) (Purden, 2012). A gardening team was formed, who then raised funds from congregation members and applied for a Diocesan Reach Grant, for which they received \$2,000 which went towards hosting events at the garden.

A congregant and one of the initial members to start the garden stated, "The garden has been an amazing space where people in the community are able to gather in a variety of ways... Many people who have never been inside a church before they feel really comfortable coming into a garden. We feel we've turned what was basically an unused and pretty derelict private space into a community asset" (Purden, 2012). This example demonstrates a way for the community to come together and socialize

around a common and activity that could be accomplished at St. James' (Figure 28).



Figure 27: Church of the Resurrection, Toronto, ON – Members preparing to plant

Source: Milley, 2012



Figure 28: Church of the Resurrection, Toronto, ON – Members in the garden

Source: Purden, 2012

#### 4.8.1.2 Case Example: Sydenham Street United Church, Kingston, ON

Initially a student run project, Project Community Garden began in 2014 at Sydenham Street United Church in Kingston, Ontario. The group created a garden open to the community on the unused front lawn of the church (Figure 29 & Figure 30). Today, the garden is volunteer run and members from the church have a more active role in upkeep of the garden. The purpose of the garden is to educate the community about food sovereignty (Sydenham Street United Church, n.d.).



The garden donates 100% of its food to the organization Loving Spoonful's "Grow a Row" program that provides vegetables and fruit for families in need of healthy food options. The garden plot is 21' x 42' and has produced more than 300 pounds of produce for the program (Sydenham Street United Church, n.d.) (Figure 31). Project Community Garden addresses food insecurity in the community. St. James' could consider also donating its food to a local food bank such as Linking Hands.



*Figure 30: Sydenham Street United Church, Kingston, ON - A garden plot was created on the church front lawn.*

*Source: Sydenham Street United Church, n.d.*



*Figure 29: Sydenham Street United Church, Kingston, ON - The garden, covered under snow, is in the front yard of the church and marked by a sign.*

*Source: Tanner, 2019.*



*Figure 31: Sydenham Street United Church, Kingston, ON - Yield of the garden*

*Source: Sydenham Street United Church, n.d.*

#### **4.8.1.3 Community Garden High Level Feasibility**

There are two organizations that may serve as leads for the community garden, provided there is interest. St. James' will need to engage the congregation and these two organizations, but afterwards it can likely just serve to provide the space for the garden. It should ensure the soil is safe for growing food, that there is a readily available water source, and is encouraged to use raised beds to provide accessibility.

#### 4.8.1.4 Community Garden Next Steps

1. St. James' would first need to determine the location of the community garden based on sun exposure.
2. St. James' may need to get its soil tested to confirm it is not contaminated and any food that is grown can be eaten.
3. St. James' would also need to confirm that they are legally able to serve food grown in the garden.
4. St. James' would need to confirm that there is a watering system nearby the garden.
5. It is recommended that St. James' reach out to the SDG Community Gardening Network ([info@allthingsfoodbouffe360.ca](mailto:info@allthingsfoodbouffe360.ca) or 514-944-7152), an online hub that links gardeners with community members who have land available for gardening. St. James' should look for gardeners that have expertise in starting a community garden and those who are interested in joining.
6. It is recommended that St. James' also connect with the local foodbank, Linking Hands (Sandy Casselman – [scasselman@houseoflazarus.com](mailto:scasselman@houseoflazarus.com)), to capitalize on opportunities to provide people with fresh food.
7. Upon consultation and engagement with the congregation, SDG Community Gardening Network, and Linking Hands, St. James' should consult the Food Banks Canada *Community Garden Toolkit* (<https://www.foodbankscanada.ca/getmedia/c92619d7-d911-48eb-bf09-ecfd74042bc5/Community-Gardens-Toolkit-EN.pdf.aspx>) to determine things like: whether it will establish a community garden committee, who will be the lead of the garden, what is the purpose of the garden (i.e. for personal use, to provide food for the food bank, to sell the food, or a combination of three), and what will be grown in the garden.
8. Upon details about soil, St. James' could begin to get the garden ready for planting, purchase supplies, and begin planting. It is recommended that raised beds are used for accessibility purposes.
9. St. James' may consider the purchase of picnic tables or other types of patio furniture for the community or save a few of its pews from the first recommended alteration suggestion in *Section 4.8* and treat them with an outdoor wood sealer to use for seating in the garden. Without being treated, the pews will not last many seasons outdoors.
10. In the future, events may be organized in the community garden, such as barbeques and picnics, capitalizing on the ability to provide a social gathering space.

#### 4.8.2 Component 2: Renting Space in the Church

Interviews and public engagement demonstrated that event space is in demand in Morrisburg as the Legion is one of the few organizations with a large event space available for rent. St. James' has an opportunity to better utilize its worship space on the ground level by renting the space to other entities for events, including those that are musical and cultural.

After the recommended alterations to the church have been completed, the ground floor offers an appealing space that could be rented for various events. While some concerts currently take place at St. James Church, more comfortable seating could make these a more regular occurrence. Other organizations may also wish to rent the space for various events. Renting the space would provide revenue for St. James, while offering a better space for current ministerial and outreach programming, such as the various Martha's programs and the Tilted Steeple Coffee House. The following rendering provides an idea of what the space may look like (Figure 32).

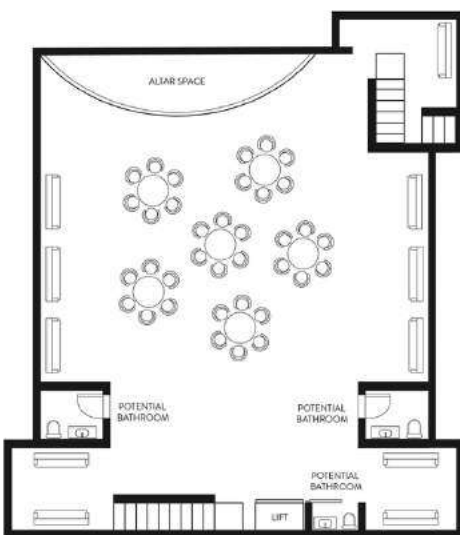


Figure 32: Proposed Floor Plan for Ground Floor Worship Space

Source: Howarth, 2019

##### 4.8.2.1 Case Example: Church of the Ascension, Hamilton ON

In about 2016 the Church of the Ascension in Hamilton, Ontario found itself with a congregation of about 50 people using a space meant to hold 500 (Dixon, 2018; SvN, n.d.). The Church hired SvN Architects + Planners to conduct a needs assessment that catalogued the uses of the church, including liturgical services, outreach programs, group meetings, concerts and performances, archives, youth programs and weddings (SvN, n.d.). This needs assessment proposed a renovation that involved adapting the main sanctuary into a convertible space capable of hosting events and performances. The pews were moved out and replaced with chairs, a new kitchen was built, and storage space was included (Figure 33, Figure 34, & Figure 35) (Dixon, 2018; SvN, n.d.).

SvN worked with a heritage consultant and the City of Hamilton's own heritage planners to develop the following objectives for renovation of the worship space: maintaining the original spirit and function of the space; making small, reversible interventions; and, preserving and protecting heritage features. The renovation, completed in 2018, improves functionality of the space to allow a variety of uses and users to be accommodated (SvN, 2018, n.d.).

Although Hamilton is much larger than Morrisburg, this example of church property repurposing is demonstrative of a case where the parish did not close or sell its property and instead optimized space for other events in its main sanctuary area while adhering to its heritage structure. This allowed for ministry and outreach programs to better use the church facilities and retain control of its property, which St. James' could do as well (SvN, 2018).



The renovation, completed in 2018, improves functionality of the space to allow a variety of uses and users to be accommodated (SvN, 2018, n.d.).

Although Hamilton is much larger than Morrisburg, this example of church property repurposing is demonstrative of a case where the parish did not close or sell its property and instead optimized space for other events in its main sanctuary area while adhering to its heritage structure. This allowed for ministry and outreach programs to better use the church facilities and retain control of its

property, which St. James' could do as well (SvN, 2018).

#### **4.8.2.2 Renting Space in the Church High Level Feasibility**

This possibility requires funds to be put towards the application of a zoning by-law amendment and a site plan application. Though this planning process may take time, it is still feasible and a common planning procedure as a component of adaptive reuse. Additionally, St. James' will need to advertise its space for rent.



*Figure 33: Church of the Ascension, Hamilton, ON – Chairs are utilized instead of pews.*  
Source: SvN, n.d.



*Figure 34: Church of the Ascension, Hamilton, ON – Storage was included for the various groups using the space for events.*

Source: SvN, n.d.



*Figure 35: Church of the Ascension, Hamilton, ON – A kitchen was built on the main level to be used for events.*

Source: SvN, n.d.

#### 4.8.2.3 Renting Space in the Church Next Steps

1. Once the ground level worship space is opened it up, it can be used for multiple functions. Consultation with the Municipality of South Dundas suggested that adaptively reusing St. James' as a multi-functional space would require a zoning by-law amendment, costing \$650. The Municipality of South Dundas interprets these proposed uses as being defined by the "Assembly Hall" use. Section 2 – Definitions of the Municipality of South Dundas Zoning By-Law 2010-48 states that an: *"Assembly Hall shall mean a Building or Structure or part of thereof where facilities are provided for athletic, civic, educational, political or social events, trade shows, conferences, fashion shows and may include an arena, auditorium, community centre, gymnasium, stadium, theatre, banquet hall, auction hall or similar use and are operated for gain or profit"* (Municipality of South Dundas, 2010a). This zoning by-law amendment to add the Assembly Hall use would permit St. James' to host various organizations and events within their worship space. The following steps need to be taken for a zoning amendment:
  - a. Consultation with the municipal planning department
  - b. Complete and submit a zoning by-law amendment application
  - c. Public notice is put out, as per the *Ontario Planning Act*
  - d. Residents within 120 metres receive notices
  - e. Signage is put on the property
  - f. A public meeting is held
2. The zoning by-law amendment to allow for the Assembly Hall use will also require a site plan application. This site plan application plays a significant role in determining the parking requirements for provisioning Assembly Hall uses on the St. James' property. A consultation with the Municipality of South Dundas would guide the direction of parking requirements for supporting the added Assembly Hall use and would determine the church's next steps for adding parking, if applicable. Section 3: General Provisions in the South Dundas Zoning By-Law 2010-48 defines parking requirements for places of assembly: "where there are no fixed seats, 1 parking space for each 20m<sup>2</sup> of floor area devoted to public use" (Municipality of South Dundas, 2010a). It is our understanding that the area which would be devoted for the assembly hall, the ground floor, measures approximately 485m<sup>2</sup>. Therefore, approximately 25 parking spaces would be required. From speaking with municipal planning professionals, it seems plausible that an exception could be made to the zoning provisions regarding the amount of parking required. This exception would permit a reduced parking requirement for the Assembly Hall use. Several arguments could be made in support of this exception:
  - a. There are no designated parking spaces on the property, currently;
  - b. On-street parking is the only parking option for the property currently, and it could continue to function as parking spaces to serve the added Assembly Hall users; and
  - c. The church property is centrally located and walkable for most locals.
3. Once these planning processes are complete, St. James' could advertise the rental space to organizations. Church of the Ascension has space on its website to advertise the rental of its building as well as a brochure that outlines what the space can be used for, including photos of the large room. See the brochure to use as an example here: <http://ascensionchurch.ca/docs/brochureforroomrentals2017.pdf>

### 4.8.3 Component 3: Develop Partnerships

The final component to establishing a fully realized community hub is developing partnerships with organizations that could be “anchor tenants”, meaning they use the space in the church on a regular basis. The partners could be for-profit businesses or non-profit organizations. A successful for-profit tenant could create a valuable revenue stream for the Church; however, the non-profit tenant could be a long-term stable tenant that shares similar missions and visions and provides a social benefit to the community.

Potential non-profit partners have already been identified through the public engagement process, such as **SDC** and **Linking Hands**. Discussions can be entered into with these potential partners and community resources, to see how best to serve the community and how to optimize space for needed programming.

Dependent on the partners interested, St. James' could consider a new governance sharing model by creating a non-profit organization with the other partners to govern how the space in the church is used moving forward. An advantage of a split governance model is that risks like heating and cooling of the building are shared among the partners and not left to the Church alone.

During public engagement it was noted that a restaurant or brewery may be of interest on the Church property. It should be noted that in all of the case examples explored for this type of use, either the Church sold the property and no longer worshipped there; the Church severed land for a restaurant separate from the Church, or a split governance model was entered into where the other partner purchased the Church and the congregation rented the space for worship. None of these governance models are suitable for St. James' perceived use of the space.

#### 4.8.3.1 Case Example: St. John's Anglican Church, Chapleau, ON

St. John's Anglican Church in Chapleau, ON is located in a Northern Ontario community with approximately 2,000 people (Figure 36) (Statistics Canada, 2016a).



Figure 36: St. John's Anglican Church, Chapleau, ON

Source: Algoma Country, 2016

In 2015, St. John's faced a shrinking congregation, and was no longer able to afford to heat its building or pay for the needed repairs (Historic Places Day, n.d.). An entrepreneur who grew up in the area purchased the church in 2016 with the goal of the congregation renting the space but partnering with other community groups to make additional revenue (Ontario Professional Planners Institute, 2018). ERA Architects, an architecture firm that specializes in heritage conservation, was hired to facilitate a series of workshops and analysis of the space (ERA Architects, n.d.).



The workshops were held in the basement of the church for community members to brainstorm adaptive reuse ideas for the church (Figure 37) (OPPI, 2018).



Figure 37: St. John's Anglican Church, Chapleau, ON - The basement was used for consultation and brainstorming for church adaptation

Source: Ontario Professional Planners Institute, 2018

The basement of the church was transformed into the Chapleau Hub, a space that now hosts a licensed restaurant (Figure 38), shared-use space with yoga lessons, fitness programs, children and youth programming, women's shelter meetings, and weekly movie nights (Figure 39). The church congregation continues to use the space for worship on Sundays and special events (CBC, 2019).



Figure 38: St. John's Anglican Church, Chapleau, ON - The basement has been adapted into a restaurant

Source: CBC, 2019



Figure 39: St. John's Anglican Church, Chapleau, ON - A snapshot of the Chapleau Hub website

Source: CBC, 2019

Many community programs are run out of the basement space, providing services that are much needed in this small and rural community (Ontario Professional Planners Institute, 2018). It does not have employees or building management; instead, the tenants are asked to share duties in caring for the building in return for below-market rental rates (CBC, 2019).

St. James' could similarly adapt its basement and ground floor to serve as a hub for additional services. This would allow for the worship space to remain but operate in a more flexible environment. The difference is that St. James' will not sell to an entrepreneur to run the building; rather, it would be the entrepreneur and establish partnerships with other organizations. It could consider a new governance structure where it creates a new non-profit organization with the new organizations.



#### 4.8.3.2 Case Example: Grace Lutheran Church, Hamilton, ON

In 2005, under guidance of their new pastor, Rev. Loretta Jaunzarins, Grace Lutheran Church began a community hub. The hub focuses on food sustainability through teaching gardening techniques and strategies, cooking classes for youth (Figure 40), wholesale food distribution called the Grace Good Food Box program, a community garden (Figure 41), and provides use of the building for local senior groups, choirs, faith groups, and schools, among others (GLC, n.d.-a, n.d.-b; Jaunzarins, n.d.).

The Good Food Box program offers a monthly box for \$15. There are reduced rates available

for those under the Ontario Disability Support Program (ODSP), Ontario Works (OW), low wage earners and students (GLC, n.d.-b). There are multiple gardens at Grace Lutheran including a permaculture teaching garden, a healing garden, a pollinator garden and the Hamilton Victory Gardens which include a growing garden and orchard.

Loretta Jaunzarins states that it is important to go beyond simply providing space to rent for a community hub. The church must develop and maintain relationships with partners as well (Jaunzarins, n.d.). Similarly, St. James' could open its space up to other organizations to collaborate begin relationships.



Figure 40: Grace Lutheran Church, Hamilton, ON – Community Garden

Source: East West Happenings, n.d.



Figure 41: Grace Lutheran Church, Hamilton, ON – Youth Cooking Class

Source: East West Happenings, n.d.

#### 4.8.3.3 Develop Partnerships Next Steps

1. Once the ground level worship space is opened up and the zoning by-law amendment to add 'Assembly Hall' as a permitted use on the property is implemented, St. James' will need to find partners interested in using the space to create a community hub. These could be for-profit or non-profit organizations. The space may need to be renovated depending on what partners are interested. Due to some of the challenges with mold in the building, considerable renovations may need to take place to rent out the basement, especially if they need use of the kitchen. Partners should be solicited from the community and it is advisable that St. James' be open to all possible partnerships. The following are some examples of contacts that could be made.
  - For a non-profit partnership, some partners that may be interested include: SDC (Carilyne Hebert – [carilyne@sdccornwall.ca](mailto:carilyne@sdccornwall.ca)), Linking Hands (Sandy Casselman – [scasselman@houseoflazarus.com](mailto:scasselman@houseoflazarus.com)), and the City of Cornwall Social and Housing Services Department to determine if there are any services that could be hosted out of the space at St. James' to provide accessible supports for people in the community (613-930-2787).
  - For a for-profit restaurant business, some partners that may be interested include: Ashley Lewis ([ashley.lewis.85@hotmail.com](mailto:ashley.lewis.85@hotmail.com)), Humble Beginnings Brewery (613-522-0725), and the StoneCroft Winery (613-330-5820).
2. A zoning by-law amendment would be required to operate a business, including a restaurant, on St. James' property as this use would be beyond the current Institutional zone uses and the previously proposed Assembly Hall use permission. The property would therefore need to be zoned Commercial to allow for uses such as business, restaurant, and retail store, among others. The following steps would need to be taken for a zoning by-law amendment:
  - a. Consultation with the municipal planning department
  - b. Complete and submit a zoning by-law amendment application
  - c. Public notice is put out, as per the Ontario Planning Act
  - d. Residents within 120 metres receive notices
  - e. Signage is put on the property
  - f. A public meeting is held
  - g. A Site Plan control agreement will need to be entered into for commercial use to list the fire exits, parking, garbage, etc.
3. A new non-profit organization could be incorporated with the church and the other partner(s). This will share the burden of risk for operation of the building in terms of heating and other operational costs and possibly make the Church eligible for community grants that could be available.

#### **4.8.3.4 Develop Partnerships High Level Feasibility**

If partnering with non-profit organizations, the possibility is contingent upon securing a partner and dependent on how much renovation work will need to be undergone. A risk with this partnership is that there may not be much revenue created. However, if the non-profit use falls under the Institutional zone permissions with the added Assembly Hall uses, a zoning by-law amendment will not be necessary. With a non-profit partnership, there may be higher community rapport and a higher chance of success for the partnership compared to a for-profit partnership.

If a for-profit business enters a partnership with St. James', it also may need renovation work completed, especially if a restaurant or brewery is interested in the space. A zoning by-law amendment would be required to operate a business under Commercial zoning, which would require time and an associated cost and the possibility for a public appeal. However, this partnership would also allow for revenue for the church, provided that the business is successful. It should be noted that there is a risk in establishing a successful restaurant in this area as multiple restaurants have closed in previous years. If efforts are put into securing a for-profit business, the money, time, and rapport with the congregation could be lost if the demand for the service that the for-profit tenant provides is not high enough to sustain it.

### **4.9 Other Possibilities Explored**

The previous possibilities listed were selected from a larger list of adaptive reuse possibilities for the church property. The selected possibilities were determined to be feasible based on the current planning context and are anticipated to positively impact the greater community. Throughout the public engagement process three other adaptive reuse possibilities were discussed at length. It

was determined, however, that these were not feasible and therefore not included in the selected possibilities.

#### **4.9.1 Greater Utilization of the Front Lawn**

Currently, the large front lawn on the southern portion of the church property sits completely vacant. Through the public engagement process, it was identified that the public greenspace in Morrisburg – the park space and splash pad along the waterfront – are not well utilized. Additionally, St. James' has held several free social events on the front lawn, including movie nights, which are not well attended.

Within our possibilities we have suggested creating a community garden and a patio adjacent to the church on the front lawn in hopes to create a livelier outdoor space which would appeal to the local demographic. Ideally this front lawn can become a destination for locals to gather and socialize, at little to no cost.

An outdoor amphitheatre was considered for this space, specifically to build upon the success of the Upper Canada Playhouse. Additionally, with the potential success of the community garden an outdoor marketplace was considered as well to sell the food and offer space for other vendors. However, as previously discussed, due to the underwhelming use of current programmed outdoor space, these uses are not recommended in this report. Perhaps upon the success of the community hub, further development of the outdoor space could be successful.

#### **4.9.2 An Addition to the Church**

Throughout the public engagement process several participants mentioned the option to build an addition to the church to accommodate an accessible washroom on the ground floor. Other proposed uses for the addition included a kitchenette, storage space



or additional gathering space. Upon further analysis, it was determined that our second renovation possibility - placing a washroom within the existing building envelope on the ground floor - would be a better use of resources.

The addition would be costly and could negatively impact the overall appeal of the exterior of the church. Determining a suitable location for the addition is also a challenge. An addition would not fit on the west or east sides of the building as demonstrated by Figure 42, with the site's parcel boundary outlined in red, unless a minor variance to permit a reduced side yard setback from the abutting street was obtained.

Ultimately, it was determined that there was enough space inside the church to accommodate the additional uses upon removal of the pews without going down the avenue of a costly addition to the church.



Figure 42: Site parcel boundary

Source: Municipality of South Dundas, n.d.

### 4.9.3 Affordable Housing

Morrisburg has been noted as having very few affordable housing options with pockets of poverty in the community. Some residents struggle to find somewhere to live, with the Cornwall Area Housing waitlist stretching years and filled with largely single person households. The possibility of developing affordable housing units on the church property was discussed throughout the public engagement process.

Ultimately, it was determined that affordable housing was not a feasible possibility for the church property based on its parcel boundary and the difficulty of finding an interested developer and housing operator in Morrisburg. Although the front lawn of St. James' appears to be large, the parcel boundary cuts into the perceived property (Figure 42). This consideration, combined with set-back provisions, likely does not allow for enough space for development on the front lawn. Figure 43 demonstrates that the approximate width of the land is 34 meters.



Figure 43: St. James' frontage - 34-meter length

Source: Google Maps, 2019

Since the church property is in the small town of Morrisburg, finding an interested developer and housing operator would also be a challenge. Cornwall Area Housing may be of assistance, but because there are not many non-profit affordable housing operators in the area it is a less feasible option.



## 4.10 Conclusion

In summary, this chapter has outlined a range of possibilities for the future use of St. James' Anglican Church. Following the portfolio review, it is recommended that the Church undergo the prerequisite alterations to solve its problems of space flexibility, heating and cooling, and accessible washroom facilities before it embarks on the possibility of establishing a community hub in the church.

Following the implementation of the prerequisites a community hub could be created on the property, which can be executed through implementing the proposed possibilities outlined in Table 11. Food insecurity could be addressed through the creation of a community garden on the property that provides fresh food options either for individuals who wish to garden the plots, donating the food to a local food bank such as Linking Hands, or even through the sale of food. Social gathering spaces would be

established in both the community garden and inside the church upon better utilization of the space on the ground level. Dependent on the partnerships created, some of the new organizations or St. James' could offer drop-in space that could be programmed, possibly geared towards youth, or left unprogrammed. Services could be offered by organizations at St. James', reducing the need for transit to other nearby cities. If a for-profit partnership is formed, it could help create revenue for the church as well.

This chapter has presented a comprehensive review of Morrisburg and St. James' Anglican Church, and demonstrated how the parish portfolio, history, and neighbourhood context can influence the direction of its possible future use. The project team hope that the diverse and committed community of St. James' can pursue one or more of these possibilities and continue to be an asset for many years to come.

Table 11: Overview of Possibilities for St. James'

Possibilities	Details	Challenges Potentially Addressed	Revenue Generating (Yes/No)
Amplifying the Outdoor Space	<ul style="list-style-type: none"> <li>Community Garden</li> <li>Picnic tables &amp; benches</li> <li>Patio</li> </ul>	<ul style="list-style-type: none"> <li>Food Insecurity</li> <li>Social gathering space</li> </ul>	<ul style="list-style-type: none"> <li>Yes - If food grown is sold</li> <li>No - If food grown is kept for personal use or donated to a food bank</li> </ul>
Renting Space in the Church	<ul style="list-style-type: none"> <li>Rent the ground level for events such as concerts, meetings, retreats, celebrations, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Social gathering space</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> </ul>
Develop Partnerships	<ul style="list-style-type: none"> <li>Collaborate with for-profit and/or non-profit organizations to operate a community hub</li> </ul>	<ul style="list-style-type: none"> <li>Social gathering space</li> <li>Transit, Access, and Connectivity</li> <li>Youth &amp; young professionals</li> </ul>	<ul style="list-style-type: none"> <li>Yes - For-profit Anchor Tenant</li> <li>No - Non-profit Anchor Tenant</li> </ul>

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## 4.12 Appendix

### Open House

### Mapping Strengths and Challenges

#### Assets

Upper Canada Playhouse (9)  
 Recycling Depot  
 Community Breakfasts  
 Meals on Wheels  
 Splash Pad (3)  
 Outdoor Sports Area  
 Legion (3)  
 Curling Facility (3)  
 Public School  
 Proximity to Ottawa (allowing for no box stores to be in Morrisburg)  
 Golf Course (3)  
 Bike/Walking Trails  
 Upper Canada Village (2)  
 Parks (3)  
 Arena (2)  
 Harbour (3)  
 Gardening in Park  
 St. Lawrence Seaway (3)  
 Beach (2)  
 Choir  
 Municipal Compost  
 Winery Hosting Open Mics  
 Music  
 Library (4)  
 Medical Centre (2)  
 Municipal Government Offices Dog Park (2)

Great Support for Local Businesses  
 Morrisburg Leader  
 Arena  
 Sports Lending Library  
 Community Food Share  
 Hartford Retirement Home (2)  
 Size of the town allows for more affordability than in a big city  
 Steeples  
 Acoustic Stage  
 Hosts and Supports other organizations  
 Bridge Clubs  
 People are helpful, help people with mobility issues  
 Book Clubs (Morrisburg)  
 Walkability  
 Bed and Breakfast  
 Martha's Activities  
 Martha's Kitchen  
 Lions Club  
 Front Door Concerts  
 Catholic School  
 Two Creeks Trails  
 Iroquois Beach and Dam  
 Iroquois Locks  
 St. James' Anglican Church – beautiful building

#### Challenges

Water sports  
 Facilities for scuba tourism  
 Events (Dominion Chalmers United Church)  
 Quality Dining

Swimming Pool (2)	(12)
Restaurants	• Local theatre (14)
Movie Theatre	• Tourism (9)
Architecturally quality housing	• Message (3)
Mixed Community	• Bed & Breakfast (7)
Affordable Housing (3)	• Excellent volunteers (9)
Sunday School should get more attention	• Lions club – community minded (6)
More recreation for teens	• Everyone knows everyone and if someone needs assistance everyone pitches in (8)
Meeting/Social Place	• People work together (9)
Counselling Service (potentially weekly) (with funding for it)	• Anglican church (10)
Better health services nearby (lab testing is in Winchester)	• Easy access from 401 (8)
Multi-functional Sports Facility (3)	• Free exercise at the Heartford (3)
Better Pedestrian Crossing/Access	• More affordable than nearby cities (6)
Diverse Affordable Housing (2)	• Walkable – clinic, library, schools, stores, churches (7)
Tourism Investment (2)	• Beach (proximity) (1)
Better/Actual Use of Park Space (3)	• Old architecture (8)
Improve Laundromat	• Steeples & church bells (8)
High end restaurant on waterfront (2)	• Cathedral of Morrisburg (4)
Better Parking at Rink (2)	• Wood engineering of the church (5)
Restaurant on Waterfront (4)	• Comforting and safe space for people coming to the church (5)
More condos/apartments	• Orange lodge (2)
More daycare	• History that binds people together (2)
Outdoor Space (garden, patio, picnic tables)	• Tilted Steeple Coffee House Concerts (3)
Bigger Hall for Community Events (2)	• Front door house concerts (2)
Seniors Rec Centre	• Martha's (1)
	• Mental Health Assistance (1)
	• Acoustic Stage
	• Library (1)
	• Trees
	• Wood carvings by Wes Long
	• Municipal compost site (1)
	• Close to Ottawa, Montréal, Kingston (1)
	• Beautiful golf course

## SWOC

What do you like about this community?

- Location (14)
- Waterfront (14)
- Close to nearby communities/cities

What do you not like about your community?

- No social gathering spaces – Free - Drop in (4)
  - Mall is ugly (6)
  - Municipal government unimaginative (2)
  - Insular – friendly but not welcoming (8)
  - Lack of senior resources (8)
  - Need for multi-functional sport center (4)
  - Lack of initiative to attract new business (5)
  - Lack of youth/children free activities (5)
  - Lack of family friendly events (2)
  - Lack of employment (7)
  - No community center (6)
  - Lack of mental health assistance (1)
  - Lack of multicultural awareness (2)
  - Ethnicity, gender, sexuality
  - Long term care (4)
  - No public transit (5)
  - Clutter of excessive signage
  - Excess of chip wagons (3)
  - Want fine dining options (5)
  - Lack of young people/family resources – programs (1)
  - Bus stop/train stop (3)
  - No pool (2)
  - No food at dock area spring & fall
  - Little interest in preserving historical buildings (2)
  - Remove trees without replacing them (2)
  - What kinds of changes do you think are possible in this community?
  - More open to change (8)
  - More intentionally include others (5)
  - Intentionally partnerships with tourism organizations (5)
  - Better use of park area near waterfront (7)
  - Attract more business due to location – near 401 (6)
  - The Christmas market with more support
  - Could pair with Upper Canada Village (4)
  - Movies in the park (change venue) (3)
  - Bike/walking path linking Iroquois – Morrisburg all the way to UPV (7)
  - Develop community school program (1)
  - Multicultural awareness initiatives (2)
  - More cultural events would attract Ottawa senior to retire here (6)
  - Rebuild of County Road 2 (greening the space) (3)
  - Attracting high profile speakers, choirs, lecture series (3)
  - More cooperation between churches (3)
  - Promotion of local history (4)
  - Welcome new residents & businesses (1)
  - Restaurant/concession 3-4 seasons at waterfront (2)
  - What do you think might prevent these changes from happening?
  - Resistance to change (11)
  - Insular mindset (9)
  - Lack of younger individuals due to lack of employment opportunities (10)
  - Aging population – not able to do the work (9)
  - Money – funding (community, provincial, federal) (10)
  - Involvement of millennials non-existent (2)
  - Lack of skill sets needed (5)
  - Lack of volunteers
  - People want lower taxes rather than increased services! (2)
- What else could this church property be

used for to better serve this community?

- Gathering space (6)
- Public garden/community garden (5)
- Outdoor theatre/movies - currently happening (4)
- Event center (6)
- attract more younger individuals into the church – how? (2)
- seniors meeting center – drop in (2)
- discussion with local municipality on community needs (4)
- money, money, money, money!!! (1)
- People inspired to help
- Pub/coffee house evening – Tilted Steeple Coffee House – Christmas Symphony & others (2)
- More out of the box fundraisers / community events
- Dog wash/whiskey tasting (incl. Community business!)
- Outsourcing of our skills to support existing comm. Events
- Soup kitchen (cornwall) (2)
- Womens & childrens shelter (North)
- Food bank (Morrisburg)
- Lectures
- History, medical, architectural, legal, biology, college & university speakers (2)
- Guidance talks to high school students “and?” above
- Invite stand up film groups in sheets
- “ acting groups
- “ standup comedy people – Rick Mercer & Jonny Harris
- Church & space perfect for all (2)
- Chairs / “concerts?” (3)

### **Reconfigure worship space – 2 or 3 rooms – able to convert**

- sunday school
- promote in the community



# 05 St. Paul's

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# 05

## St. Paul's

### 5.1 Chapter Introduction

St. Paul's Anglican Church is located at 70 Clyde Street in Almonte, Ontario and is one of the three parishes included in this study for the Anglican Diocese of Ottawa (ADO). This chapter begins with contextual and historical analyses of the town of Almonte, the neighbourhood surrounding St. Paul's, as well as the property itself.

Next is a parish portfolio review, based on an analysis of five variables: land use policy and regulatory frameworks; heritage policy; environmental policy; a circulation, services and amenities analysis; and a demographic analysis. These five variables were analyzed to identify constraints with the church property, what is currently permissible, and what might be suitable for adaptive reuse given the current context.

Following the portfolio review are the results of the needs and assets assessment for St. Paul's and Almonte, as informed by key informant interviews and public open houses. The findings have collectively informed an overarching vision for the church property, which encompasses three adaptive reuse possibilities that can be implemented independently, or in conjunction with one another.

### 5.2 Almonte: Historical and Present-Day Context

St. Paul's Anglican Church is located in the Municipality of Mississippi Mills, which was formed through the amalgamation of the former Townships of Pakenham, Almonte and

Ramsay (Municipality of Mississippi Mills, 2018a). The land itself is the traditional territory of the Anishinabewaki, Huron-Wendat, St. Lawrence Iroquoians and Omàmiwininiwak people (Native Land, 2019).

During the 19th century, the Town of Almonte had a thriving textile industry with seven mills (Almonte, 2019a). However, competition with foreign producers caused the mills to close (Almonte, 2019a). Due to the absence of the textile industry and no other industry to replace it, Almonte has become a primarily residential town (Almonte, 2019a). The downtown has various antique and tourist commercial shops that attract visitors to the town. Over the years it has become an ideal location for Hallmark movies due to its beautiful location along the Mississippi River (Miller, 2017). There are no big box stores in town which requires residents to travel to Carleton Place. Overall, Almonte has a concentrated settlement area around the downtown and larger rural lots surrounding the settlement area.



*Figure 1: Municipality of Mississippi Mills Settlement Areas*

*Source: ArcGIS, 2019*

The closest big city to the Municipality is Ottawa which is approximately 50 kilometres away. Due to its proximity to Ottawa, Mississippi Mills offers an escape from the urban environment, and its growth is anticipated to continue due to retirees from Ottawa moving there. Figure 1 provides an aerial view of Almonte in relation to major highways and the Mississippi River.

### 5.3 St. Paul's Anglican Church: Historical and Present-Day Context

St. Paul's Anglican Church was built in 1863 by James Rosamond, owner of the textile mill in town which is still operational (Mississippi Valley Textile Museum National Historic Site, n.d.). Ordained in 1864, St. Paul's has been operating for over 150 years. The Rectory building was completed shortly after the main church building in 1868. It is estimated that the Parish House was built around 1856, making it the oldest building on the property (Hughes, 2016). Over the last century and a half, the Rectory building has been lived in by various incumbents of the Church.

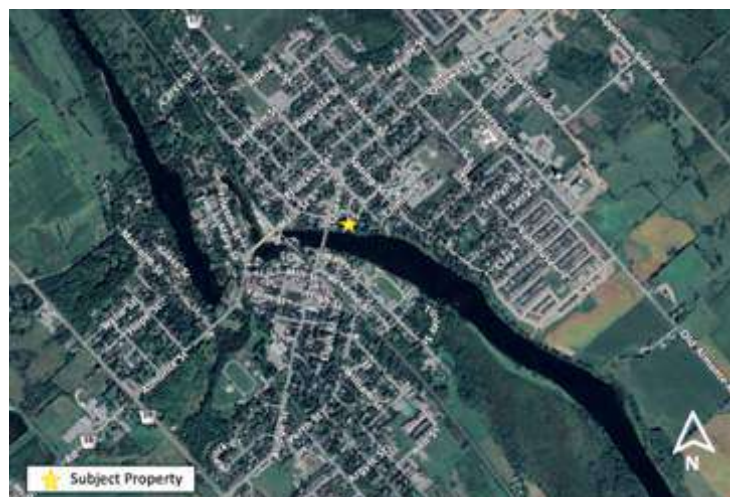


Figure 2: Aerial view of Almonte, ON

Source: Google Maps, 2019

Presently, the Church runs several programs out of their basement space, including:

- The Carleton Place Food Bank runs a satellite location out of St. Paul's once a week, where they bring a truck of groceries in for residents to access.
- The Centre for Creative Living also provides a range of programs out of the church basement, including classes in photography, mixed media, writing, yoga, meditation and Feldenkrais.



Figure 3: Aerial view of Church Property - 70 Clyde Street

Source: Google Earth, 2018

### 5.4 St. Paul's Anglican Church Site Context

St. Paul's Anglican Church is situated across the bridge from the downtown core of Almonte, Ontario. The church property measures approximately 5,800 square metres, and fronts onto Clyde Street (see Figure 2 and Figure 3). Clyde Street is a dead end and is not conducive to through-way traffic.

The property is bounded to the south by the Mississippi River and to the east and west by single detached dwellings. The property is sloped down from the street toward the River and comprises three buildings: the Parish House, the Church and the Rectory (see Figure 4, and Figure 5).



The remainder of the property is occupied by open greenspace and trees (see Figure 6) and parking on the property is located to the rear of the Parish House. This area is not paved and can accommodate approximately 10 vehicles (see Figure 7). Parking is otherwise limited to what is available on-street along Clyde Street and the surrounding area.



Figure 4: Facing east looking toward the main church building

Source: Schneider, 2019



Figure 6: Vacant parcel of land to the west of the church and rectory buildings

Source: Schneider, 2019

Development immediately surrounding the subject property consists of a mix of single detached houses and commercial properties lining Queen Street, just to the west, which leads into the downtown core. The rear yard of the Almonte Riverside Inn abuts the western side lot line. Immediately to the south of the property is the Mississippi River and to the north and east are mature neighbourhoods with single-detached houses.



Figure 5: Rear face of the rectory building

Source: Schneider, 2019



Figure 7: Available parking to the rear of the parish house

Source: Schneider, 2019



## 5.5 Parish Portfolio Review

The following section will delineate the policy frameworks, regulations and provisions that are presently in effect and dictate the use of the church property of St. Paul's Anglican Church.

### 5.5.1 Land Use Policy and Regulatory Environment

Any potential use or reuse on the St. Paul's Anglican Church property must conform to applicable policy and legislative documents. Any potential alteration to the property's use is subject to the Provincial Policy Statement (PPS), Official Plans (OP) and the zoning by-laws of Mississippi Mills and Lanark County as well as the Mississippi Mills Community Official Plan (COP). Each of these policies will be explored in the following section as well as in the Environmental and Heritage Policies sections.

#### 5.5.1.1 Provincial Policy Statement

**Section 2.6** of the PPS provides guidance on the conservation of cultural heritage resources in Ontario. Section 2.6.1 states that "*significant built heritage resources and significant cultural heritage landscapes*" shall be conserved. Section 2.6.2 and 2.6.3 further direct development and site alteration on lands with archaeological potential or heritage landscapes as these lands shall not be permitted without the proper assessment and conservation measures (Government of Ontario, 2014).

It is noted all three buildings on the subject property are designated as heritage per the *Ontario Heritage Act*, additionally, the shoreline bounding the rear of the property lies in an area of archaeological potential. Both built and cultural heritage must be considered when exploring the potential reuses of St. Paul's; the implications of this will be explored in subsequent sections.

#### 5.5.1.2 Lanark County Sustainable Communities Official Plan

The upper tier municipality which has jurisdiction over the Municipality of Mississippi Mills is Lanark County. The document which has influence over development for 70 Clyde Street in the Town of Almonte is the Sustainable Communities Official Plan.

As seen in Figure 4, the church property is designated as a Settlement Area and is thus subject to the Settlement Policies of the Lanark County Official Plan (Lanark County, 2017). The settlement policies are intended to create a planning framework which will encourage and support diversified, mixed use Settlement Areas. In the Town of Almonte, the buildings are publicly serviced. The Municipality of Mississippi Mills Community Official Plan aligns with the policies of this Plan, as the church property is designated Residential which supports the projected population growth anticipated to occur within Settlement Areas.



### 5.5.1.3 Town of Mississippi Mills Community Official Plan

The Town of Mississippi Mills COP is intended to guide the growth and development of the Municipality until the year 2025. This differs from a traditional Official Plan in that it not only focuses on land use issues within Mississippi Mills but also recognizes the inter-relationships between land use and the social, economic and environmental elements of the Municipality. There is also a strong emphasis on heritage resources which is important to note given that the church property carries a heritage designation.

The COP designates St. Paul's as Residential and Flood Plain (see Figure 8). The Residential designation encompasses majority of the property, while the Flood Plain covers the shoreline of the property along the Mississippi River. The residential designation has the goal of promoting a balanced supply of housing, with less focus on larger single-detached homes and more emphasis on a diverse and affordable housing stock.

#### 5.5.1.3.1 Town of Mississippi Mills Community Official Plan Flood Plain

As aforementioned, a portion of the subject property is designated as Flood Plain by the COP as it runs along the shoreline of the Mississippi River. Therefore, this piece of land is subject to policies in the "Flood Plain" section of the COP. Additionally, the subject property is in the Mississippi River Watershed and is therefore under the jurisdiction of the Mississippi Valley Conservation Authority (MVCA). As such, the subject property is also subject to regulations issued by the MVCA.

Section 3.1.3.1 of the COP provides direction for development within the Flood Plain designation. As per the policies of this Plan, no development shall be permitted within the flood plain except for flood or erosion control structures, shoreline stabilization, water intake facilities and marine facilities, such as docks. Other permitted structures within the flood plain include structures for public services such as roads, bridges and railways. New development of institutional uses (nursing homes, residential care facilities, daycares etc.) and residential uses are not permitted within the flood plain (3.1.3.1.2(5)).

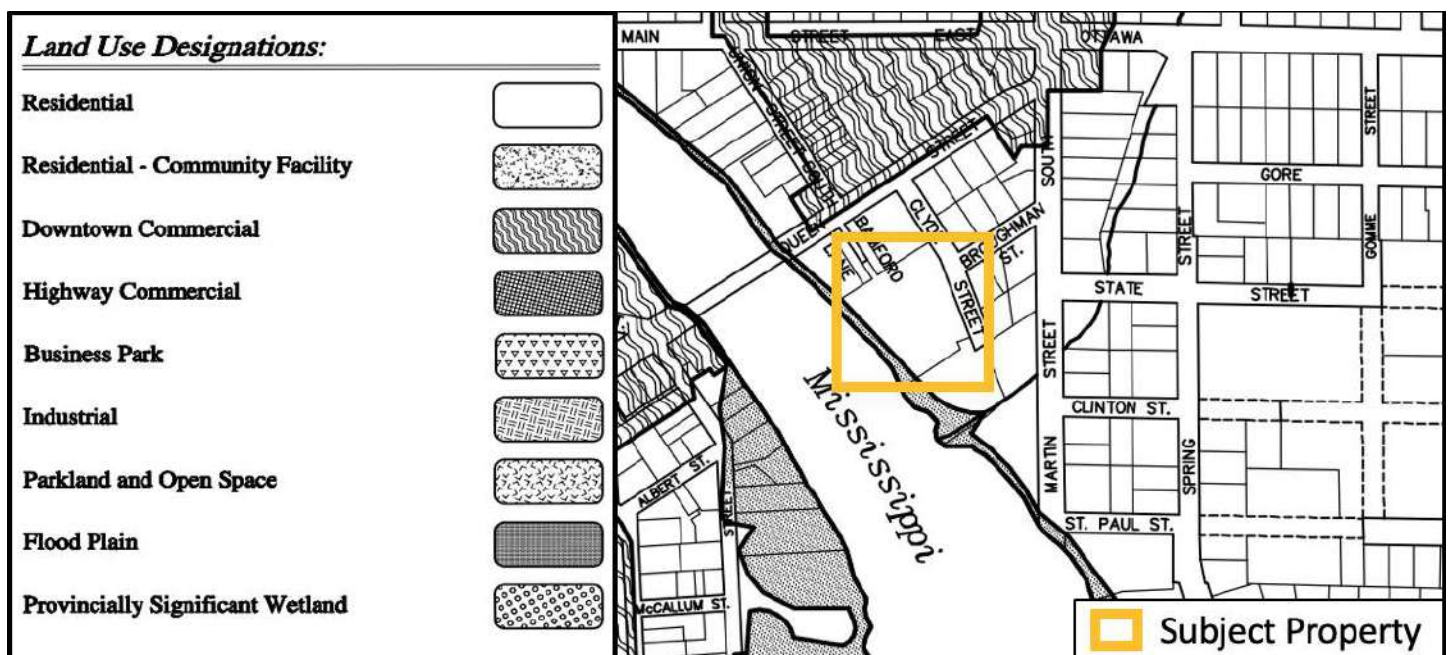


Figure 8: Land Use Designations as shown in Schedule B -Ward of Almonte

Source: Municipality of Mississippi Mills, 2018a

Section 3.1.3.1.3 of the COP states development shall be located outside of the flood plain or 30 metre (100ft) from the highwater mark, whichever is greater. In the case of St. Paul's Anglican Church, the 30-metre water setback is greater and will apply to all future development. Figure 9 shows an approximation of the lines delineating the 30-metre setback from the highwater mark. It is noted the Rectory building on the subject building is the closest to the shoreline (approximately 17 metres) and most of it is located within the 30-metre setback from the highwater mark. It is anticipated that any development around the Rectory would require planning applications, environmental impact studies and archeological studies to ensure the development does not negatively impact the Mississippi River.

Currently the land within the floodplain designation is subject to the MVCA regulations outlined in "Fill, Construction and Alteration to Waterways Regulations", when development is considered.



Figure 9: The approximate location of the 30-metre setback from the highwater mark (shown in green) on the subject property

Source: Yet, 2019

### 5.5.1.3.2 Town of Mississippi Mills Community Official Plan Flood Plain

Section 4.3.3 states proposals for development on heritage resource lands or on lands adjacent to heritage resources shall consult with the Heritage Committee. Development is permitted provided it is compatible with the conservation or enhancement of the heritage values of the resource. Subpoint 5 acknowledges that incentives may be provided in exchange for the preservation of significant heritage resources through a variety of channels including tax incentives or assistance through a trust fund.

Section 4.3.4.3 speaks to the alteration of designated properties. All three existing buildings on the Subject Lands are designated as heritage; this is later discussed in the Heritage Framework section. As such, alterations to the buildings or property must be made in accordance with the following policies:

- I. No owner of property so designated shall alter the property or permit the alteration of the property where the alteration is likely to affect the reason for the designation, unless the owner applies to the Town, through the building permit process and council consents in writing to such alteration.
- II. Those wishing to alter a designated property shall be required to submit a detailed plan and shall set out such information as council may require through the Building Permit process.
- III. Council, after consultation with the Heritage Committee, may consent to the request to alter a designated property, upon certain terms and conditions or refuse the request and shall cause notice of its decision to be given to the owner (Town of Mississippi Mills, 2006)



### 5.5.1.4 The Mississippi Mills Draft Community Official Plan (2018)

The Municipality of Mississippi Mills is in the process of updating the 2006 COP and the latest update was made in June 2018. The goals and objectives as well as the residential permitted uses are unchanged within the Draft Community Official Plan. Updates were made to Affordable Housing to ensure a full range of housing types and densities to meet the projected demographic and market requirements for current and future residents. Another section that was subject to updates was the Group Home Policies where more restrictive requirements were removed. This is relevant to St. Paul's should they select to pursue residential development onsite.

### 5.5.1.5 Zoning By-Law

The Municipality of Mississippi Mills Zoning By-Law #11-83 (2019) zones the subject property as Residential Second Density (R2), Community Facility (I) Zone and the Environmental Hazard (EH) Zone (see Figure 10). The property is made up of three parcels that have merged on title, two parcels are zoned Community Facility (I) and one parcel zoned Residential Second Density (R2). The Environmental Hazard (EH) Zone encompasses the shoreline of the property across all three parcels.

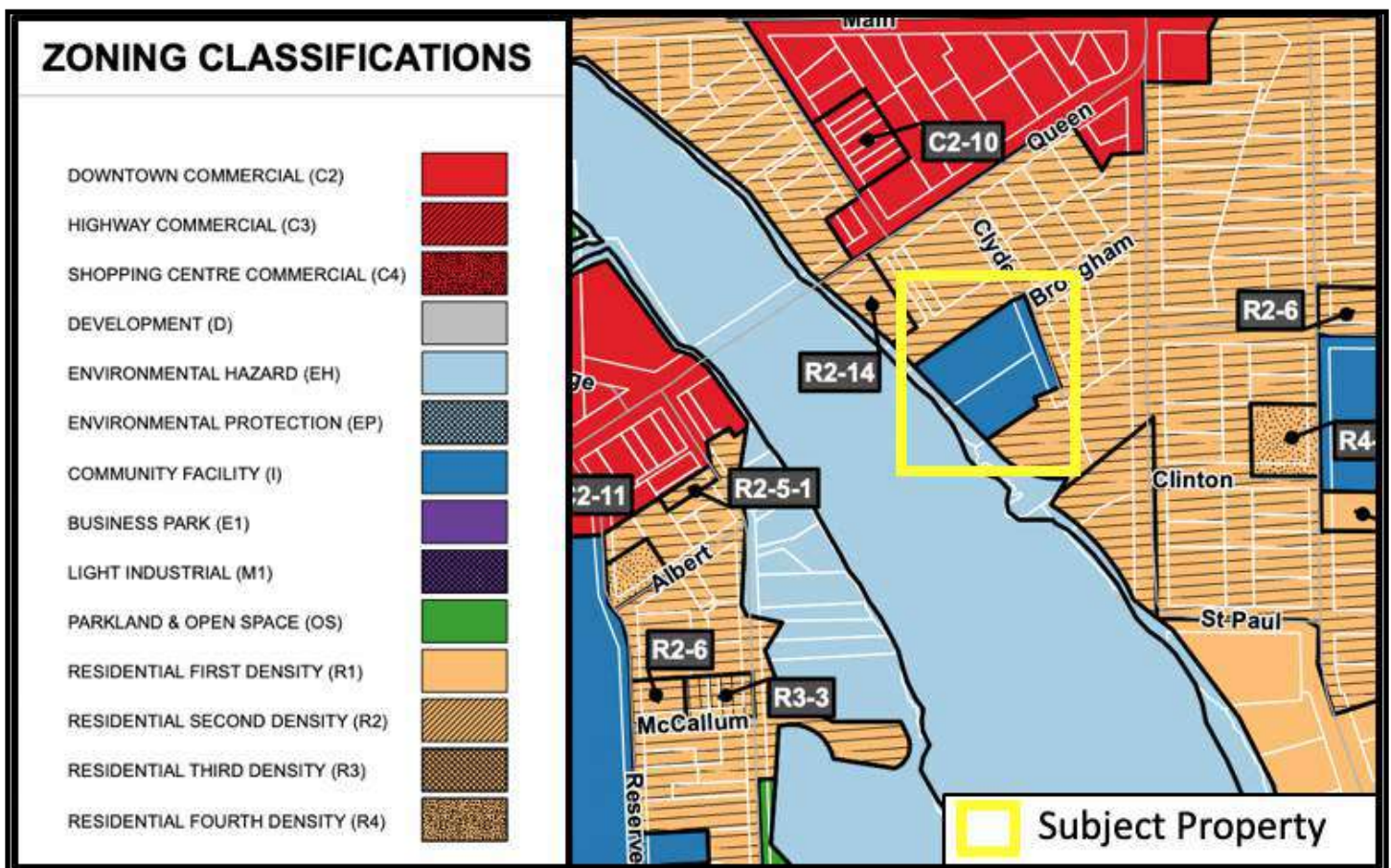


Figure 10: Zoning of the subject property as seen in Schedule C- Almonte Ward, Municipality of Mississippi Mills Zoning By-law #11-83

Source: The Corporation of the Municipality of Mississippi Mills, 2016



### 5.5.1.5.1 Residential Second Density (R2) Zone

The purpose of the Second Density (R2) Zone is to permit only low-density residential uses as well as allow several other residential uses to provide additional housing choices.

Ancillary uses to the principal residential use are also permitted to allow landowners to work from home. Overall, this designation seeks to maintain and enhance the character of the neighbourhood.

The Comprehensive Zoning By-Law of the Municipality of Mississippi Mills identifies the quantitative requirements for lots located within the Residential Second Density (R2) Zone (The Corporation of the Municipality of Mississippi Mills, 2016). These are detailed in Table 1 listing the zoning provisions:.

The following list outlines all the permitted uses:

- Accessory apartment
- Bed and breakfast (maximum of 3 guest bedrooms)
- Dwelling, detached
- Dwelling, duplex
- Dwelling, triplex
- Dwelling, semi-detached
- Dwelling, converted
- Group home type A (maximum of 10 residents)
- Home-based business - domestic and household arts
- Home-based business - professional uses
- Park

Table 1. Zoning provisions of the Residential Second Density (R2) Zone

Provisions	Dwelling, semi-detached	Dwelling, duplex	Dwelling, triplex
Lot area, minimum (m2)	320 (a)	460	690
Lot frontage minimum (m)	10 (a)	15	18
Front yard minimum (m)	6	6	6
Side yard minimum (m)	1.2 (b)	1.2 (b)	1.2 (b)
Exterior side yard minimum (m)	6	6	6
Rear yard minimum (m)	7.5	7.5	7.5
Maximum height-main building (m)	6	6	6
Lot coverage, maximum	40%, 45% (a)	40%	40%, 45% (e)
Dwelling unit area, minimum (m2)	65	46 (c)	46 (c)

Source: The Corporation of the Municipality of Mississippi Mills, 2016

### 5.5.1.5.2 Community Facility (I) Zone

The purpose of the Community Facility (I) Zone is to permit a range of community, institutional accommodation and emergency service uses. The Town of Almonte is one of the few locations in the Municipality where the community facility use is permitted. The Community Facility (I) Zone shall minimize the impact of institutional uses located near residential uses by ensuring that such uses are of a scale and intensity that is compatible with neighbourhood character. The following list outlines all the permitted uses:

- Community centre
- Day nursery
- Emergency service
- Funeral establishment
- Group home
- Hospital
- Library
- Municipal service centre

- Museum
- One dwelling unit ancillary to a permitted use
- Park
- Place of assembly
- Place of worship and ancillary rooming units
- Post office
- Recreational and athletic facility
- Residential care facility
- Retirement home
- Retirement home, converted
- Rooming house
- Rooming house, converted
- School
- Sports arena
- Training centre limited to job instruction/ training with a school

Table 2 from the Comprehensive Zoning By-Law of the Municipality of Mississippi Mills (2019) identifies the quantitative requirements for lots located in the Community Facility (I) Zone.

Table 2: Zoning provisions for the Community Facility (I) Zone

Provisions	No municipal water or sewer	Either municipal water or sewer	Municipal water and sewer
Lot area, minimum	2,000 m <sup>2</sup> (21,527 ft <sup>2</sup> )	1,500 m <sup>2</sup> (16,146 ft <sup>2</sup> )	Nil
Lot frontage, minimum	30m (98.4 ft)	30m (98.4 ft)	Nil
Front yard, minimum	9 m (29.5 ft)	9 m (29.5 ft)	6 m (19.7 ft)
Rear yard, minimum	7.5 m (24.6 ft)	7.5 m (24.6 ft)	7.5 m (24.6 ft)
Side yard, minimum	5 m (16.4 ft)	5 m (16.4 ft)	5 m (16.4 ft)
Exterior side yard, minimum	9 m (29.5 ft)	9 m (29.5 ft)	6 m (19.7ft)
Landscaped open space, minimum	20% (a)	20% (a)	10% (a)
Building height (main) building, maximum	14 m (45.9ft)	14 m (45.9ft)	14 m (45.9ft)

### 5.5.1.5.3 Environmental Hazard (EH) Zone

The purpose of the Environmental Hazard (EH) Zone is to recognize lands which are designated in the Community Official Plan as Flood Plain. This zone permits only those uses which are safe and assist in the protection of the environmental attributes of these lands in keeping with applicable Community Official Plan policies. Overall, the development within this zone is regulated to protect humans from hazards and constraints and minimize impacts to the natural environment. Below is a list of the permitted uses within this zone:

- Public park, conservation areas, picnic areas, historic sites excluding buildings
- Forestry use excluding buildings
- Agricultural uses excluding buildings
- Marina
- Marina facility
- Conservation
- Place of recreation excluding building

Development or site alteration is heavily constrained within the Environmental Hazard (EH) Zone for the purposes of environmental and human protection. However, some structures are permitted within this zone, such as:

- (a) non-habitable buildings or structures designed for the purposes of flood and/or erosion control;
- (b) non-habitable, non-enclosed buildings and/or structures accessory to parks, conservation and picnic areas, such as picnic shelters;
- (c) non-habitable Marina facility building and structures.

Although these structures are permitted to be constructed within the Environmental Hazard (EH) Zone, there are specific regulations for these structures. To construct any of these structures with this zone, the MVCA must provide written approval. If any of these structures require the placement of fill within this zone, a permit is required from the MVCA.

The Comprehensive Zoning By-Law of the Municipality of Mississippi Mills provides that any flood control buildings should be setback 9 metres from any lot line and be a maximum of 11 metres tall (Municipality of Mississippi Mills, 2018b).

### 5.5.1.5 Environmental Framework

As noted in the zoning by-law and COP, the flood plain is under the jurisdiction of the MVCA. The MVCA is responsible for identifying lands that are vulnerable to flooding and providing accurate engineered flood plain mapping. The regulatory standard is to map the 1:100-year flood plain which is the lands that have a 1% chance of flooding each year. All development within or adjacent to the flood plain is subject to the regulations of the "Fill, Construction and Alteration to Waterways Regulations" and the "Development, Interference with Wetlands and Alterations to Shorelines and Watercourses".



Mississippi River waterfront  
Source: Schneider, 2019

### 5.5.1.7 Heritage Framework

By-law #39-1987 was passed by council in 1987 and designated the subject property, and all three buildings, as being of cultural and heritage significance. As such, they are subject to Section 33 (1) of the OHA; which states that:

(1) No owner of property designated under section 29 shall alter the property or permit the alteration of the property if the alteration is likely to affect the property's heritage attributed, as set out in the description of the property's heritage attributes that was required to be served and registered under subsection 29 (6) or (14), as the case may be, unless the owner applies to the council of the municipality in which the property is situate and receives consent in writing to the alteration. 2002, c. 18, Sched. F, s. 2(16); 2005, c.6, s.21 (1).

(1.1) If property is designated under this Part as property of historic or architectural value or interest, either before the day Section 29 this Act is amended by section 2 of Schedule F to the Government Efficiency Act, 2002 or under subsection 29(16) of this Act after that day,

(a) Subsection (1) of this section does not apply to the property;

(b) Despite its amendment by subsection 2 (16) of Schedule F to the Government Efficiency Act, 2002 came into force, continues to apply to the property. 2002, c.18, Sched. F, s. 2 (16). (Municipality of Mississippi Mills By-law #39-1987)

As such, any proposed alteration to the subject property will need to be limited to not affect the property's heritage attributes including the architectural features and the landscape created by the buildings. It is noted changes to the OHA passed in June of 2019 will repeal Section 33 as written above which will remove section 1.1. Further requirements of the OHA include the submission of an application for alteration to council for their review. Additional provisions for the alteration of designated heritage properties is provided by the Municipality of Mississippi Mills COP.

Additionally, there are several designated heritage properties located in Almonte (see Figure 11) including St. Paul's Anglican Church. In 2014, the Town initiated the establishment of a Heritage Conservation District for the downtown and surrounding area, but it does not include the church property. By-law 16-61 creating the Heritage Conservation District was passed on June 28th, 2016 and can be seen in Figure 11.

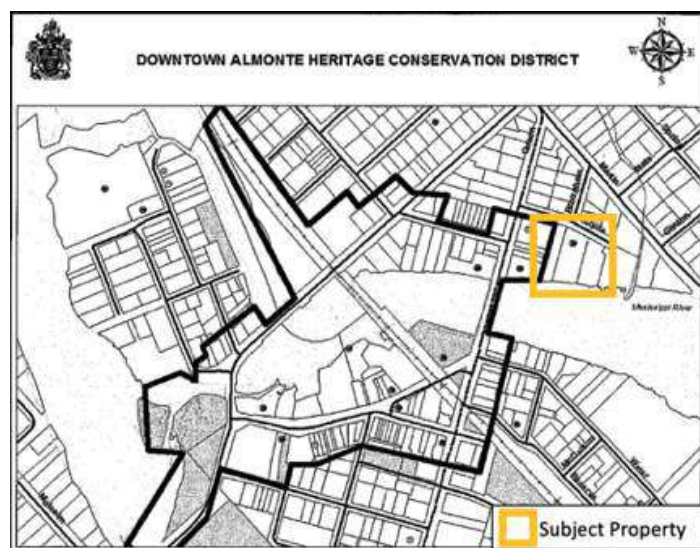


Figure 11: Schedule 'A' to By-Law No. 16-61 showing the Downtown Almonte Heritage Conservation District outlined in bold as passed in 2016, the subject property is shown in the yellow box.

Source: The Corporation of the Municipality of Mississippi Mills, 2016



### 5.5.2 Circulation, Services and Amenities

Analysis of walkability, cycling, public transportation and surrounding services and amenities within a 1.5-kilometre radius of St. Paul's Anglican Church demonstrates that the site is located within a wide range of services that are offered in Almonte. Table 3 summarizes all services and amenities that are available within a 1.5-kilometre walk of the church and Figure 12 visually lays them out.



Figure 12: Amenities Map, Almonte

Source: Walk Score and Google Maps, 2019

Table 3: Services and amenities within a 1.5 kilometre radius around St. Paul's Anglican Church

Service/Amenity	Number
Eating & Drinking	21
Grocers	3
Parks	8
Schools	4
Pharmacies	2
Medical Facilities	4
Child Care Facilities	2
Government Community and Social Support Centre	6
Seniors Services	3
Banks	2
Emergency Services	1

Source: Google Maps, 2019; Walk Score, 2019

### 5.5.2.1 Walkability

The Walk Score was measured by St. Paul's Almonte postal address. Utilising multiple data sources (including Google, Open Street Map and Education.com), Walk Score provides a score between 0 to 100 for an address. This score is determined by the distance to amenities as well as pedestrian-friendliness (Google Maps, 2019)

St. Paul's achieves a walk score of 77 which is defined as 'very walkable' and indicates that most errands can be accomplished on foot. Figure 14 shows the distance that can be walked on foot by an able-bodied person within 20 minutes from St. Paul's. The downtown area is within easy reach of the church; the graph shows the amenity scores that contributed to St. Paul's overall walkability.

### 5.5.2.2 Public Transportation

The Mississippi Mills draft COP notes that cars will continue to be the focus of transport within the municipality. However, its further notes that in order to encourage greater uptake of more sustainable transport modes and reduce reliance on the car, future development should be concentrated in existing urban areas to avoid scattered rural residential development (Municipality of Mississippi Mills, 2018a). The Municipality is also committed to developing partnerships to encourage ride-sharing and commuting opportunities within the county and into Ottawa (Municipality of Mississippi Mills, 2018a).

There are no public transit services in the Municipality of Mississippi Mills or Almonte. However, there are some private options available. For example, there is a daily commuter service that runs from Mississippi Mills into Ottawa and is provided by a private coach company and there are at least three taxi companies operating in the area (Motorcoach, 2019).

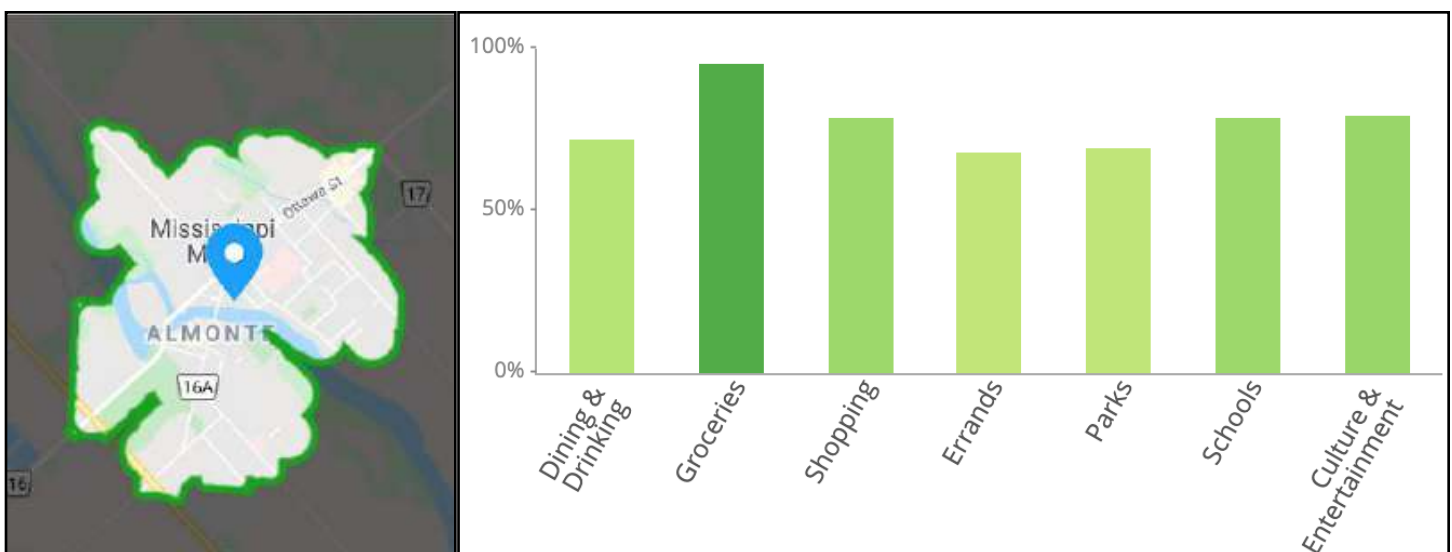


Figure 13: Travel time map and scores for nearby amenities, St. Paul's

Source: Walk Score, 2019

The Town was once part of the Ottawa Valley Railway but as of 2011, this route no longer exists. The rails and ties were removed and now all freight travelling between western and eastern Canada now must travel along the Toronto rail corridor (Cody-Rice, 2011). This may limit the introduction of light rail in future due to the removal of the rail infrastructure. However, the municipality is committed to exploring park and ride options into Ottawa (Municipality of Mississippi Mills, 2018a).

### 5.5.2.3 Cycling

The area surrounding St. Paul's is categorized as 'somewhat bikeable' and achieves a Bike Score of 49. This is likely due to a lack of adequate cycling infrastructure around the church property such as dedicated bike lanes.

## 5.5.3 Demographics

A demographic analysis was undertaken to facilitate understanding of the physical, social and economic landscapes within Almonte. Demographic data was taken from Statistics Canada's 2016 Census. The site of St. Paul's is situated within the census population centre of Almonte, as seen in Figure 14. An overall summary of demographic characteristics for Almonte is summarised in Table 4 and these are further discussed in the subsequent sections.

### 5.5.3.1 Population

The Paul's church property sits within the census population centre of Almonte. According to the 2016 census, Almonte's population was 5,039 which was an increase of 4.5% from 2011. By contrast, Ontario's population increased by 4.6% during the same period



Figure 14: Map of Almonte Population Centre, 2016 Census

Source: Statistics Canada, 2016

The average age in Almonte is approximately 46 years old, while the median age is approximately 50 years old. The residents between 0 and 14 years old makes up 15% of the population and 26% of the population is aged 65 years and older (Figure 15 and Figure 16). Table 4 shows the age distribution of Almonte as compared with provincial rates and demonstrates that the population of individuals 65 years and older in Almonte is nearly double that than the population of those 65 years and older in Ontario.

Table 4: Key characteristics of Almonte vs. Ontario

Characteristic	Almonte (%)	Ontario (%)	Difference (+/-)
<b>% Change in Population between 2011 and 2016</b>	4.5	4.6	0.1
<b>Age Distribution</b>			
0-14	15.2	16.4	1.2
15-64	58.8	66.8	1
65+	26.0	16.7	9.2
<b>Rent</b>	29.0	30.3	1.3
<b>Own</b>	71.0	69.7	1.3
% Individuals spending more than 30% on shelter costs	22.5	38.2	
<b>Median After-Tax Income</b>	\$33,216	\$30,641	\$2,575
<b>After-Tax Income</b>			
\$0-49,999	65.9	64.7	1.2
\$50,000-\$99,000	28.8	27.6	1.2
>\$100,000	2.5	3.7	1.1
Without Income	2.8	4.0	1.2
<b>Highest Level of Education</b>			
No certificate, diploma or degree	17.2	17.5	0.3
Secondary (high) school diploma or equivalent	30.2	27.4	2.8
Apprenticeship or trades certificate or diploma	6.0	6.0	0
College, CEGEP or non-university certificate	25.8	20.8	5.0
University- below bachelor level	1.9	2.2	0.3
University- bachelor or above	19.1	26.0	6.9

Source: Statistics Canada, 2016



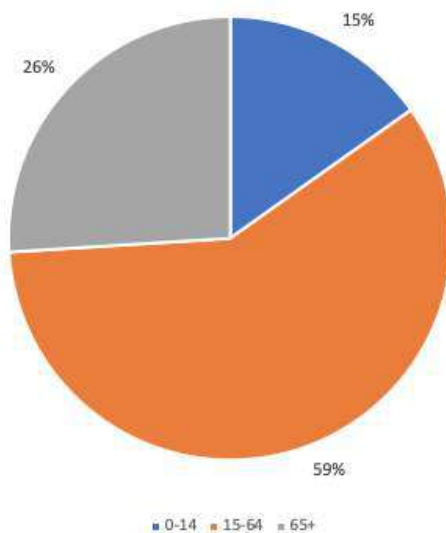


Figure 15: Age distribution, Almonte

Source: Statistics Canada, 2016

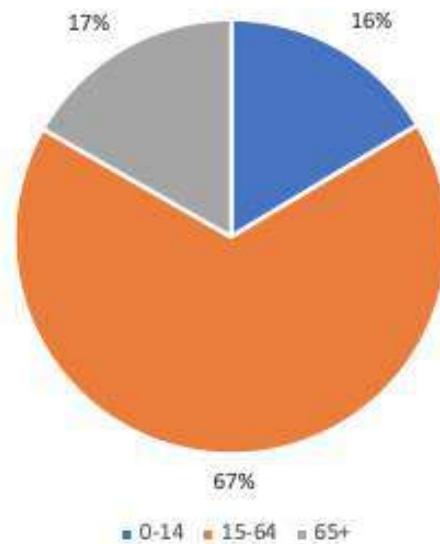


Figure 16: Age distribution, Ontario

Source: Statistics Canada, 2016

### 5.5.3.2 Housing

There are 2,150 private dwelling units in Almonte. Of those, 1,370 are single detached dwellings (Statistics Canada, 2016). Most homes in Almonte are owner-occupied (71%), the rest (29%) rent. In both owner and tenant households, the majority (77.5%) spend less than 30% of their income on shelter costs. A summary of the different housing types in Almonte is shown in Table 5.

Table 5: Housing types in Almonte

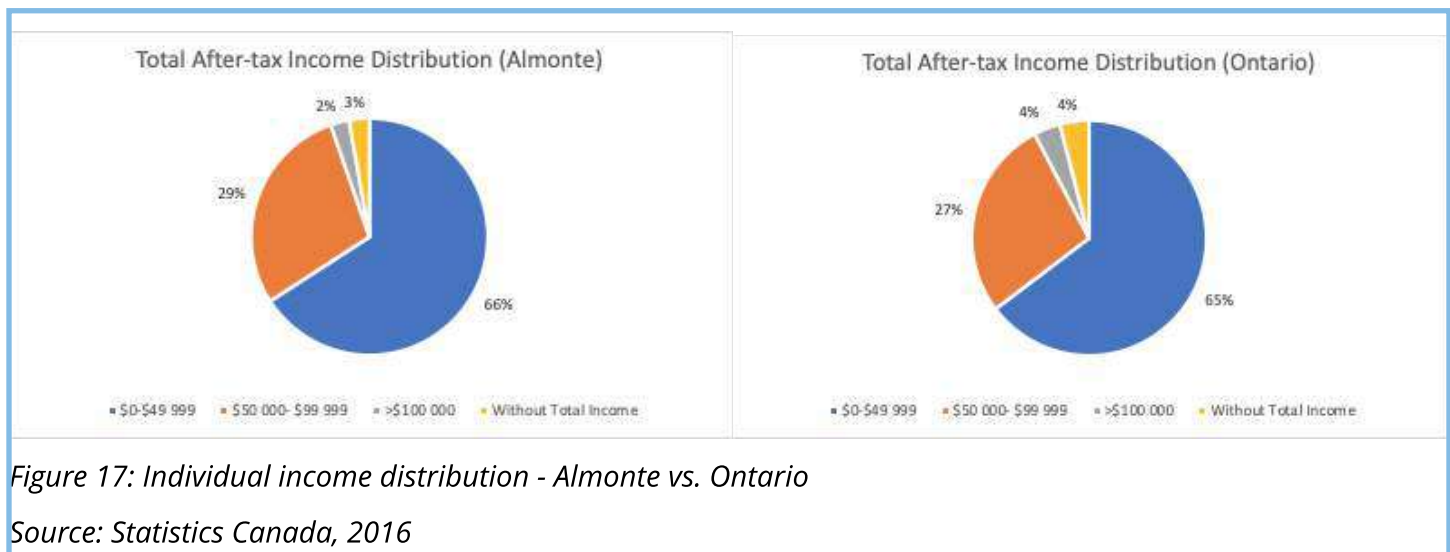
Housing Type	Quantity
Apartment (5+ storeys)	110
Semi-detached house	130
Row house	215
Apartment (duplex)	65
Apartment (1-4 storeys)	255
Single-attached house	5
Moveable dwelling	0

Source: Statistics Canada, 2016

### 5.5.3.3 Labour and Income

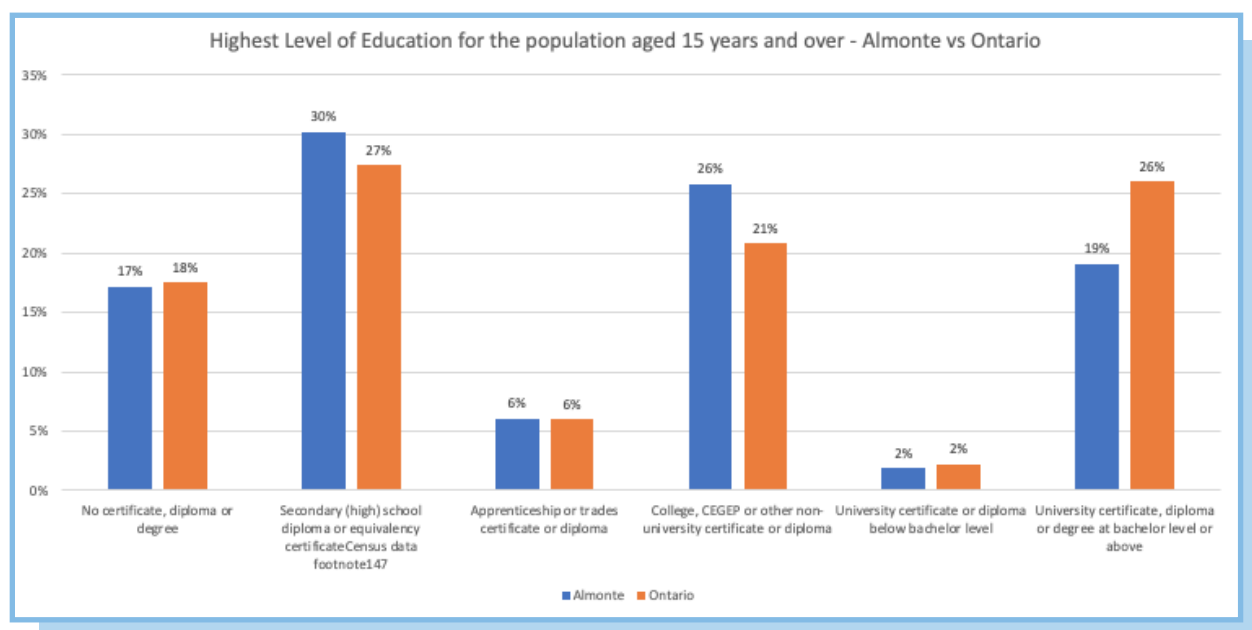
The median after-tax individual income in Almonte is \$33,216. Those in Almonte who make an after-tax individual income of less than \$50,000 account for 66% of the population compared to approximately 70% of Ontario's population (Figure 17).

According to the National Occupation Classification system, the top three occupations are Sales and Service Occupations; Trades, Transport and Equipment Operators and Related Occupations; and Business, Finance, and Administration Occupations. These three sectors are also the top three industries in Ontario.



### 5.5.3.4 Education

83% of Almonte residents have a high school diploma or higher. Figure 18 shows that the education is diverse, although below the provincial average for university degree attainment.



### 5.5.4 Summary of Parish Portfolio Review

Table 6 summarizes the key findings for the variables analyzed in the Parish Portfolio Review. These variables present constraints and opportunities for adaptive reuse with respect to St. Paul's Anglican Church.

*Table 6: Summary of findings for the parish portfolio review*

Variable	Key Findings
Land Use Policy and Regulatory Framework	<ul style="list-style-type: none"> <li>• COP: Residential and Flood Plain designation</li> <li>• Zoning By-Law: Institutional, Residential (R2) and Environmental Hazard zones permit range of uses</li> </ul>
Heritage Framework	<ul style="list-style-type: none"> <li>• OHA: All three buildings and landscape are designated heritage</li> <li>• COP" Promotes conservation of heritage resources, resources council approval for site alteration</li> </ul>
Environmental Framework	<ul style="list-style-type: none"> <li>• MVCA: subject to "Fill and Alteration" policies and development review</li> <li>• COP: Flood plain designation may limit development types and location</li> <li>• Zoning By-Law; Environmental Hazard zone limits uses</li> </ul>
Circulation, Services and Amenities Analysis	<ul style="list-style-type: none"> <li>• Site is well location, walking distance to downtown and amenities</li> </ul>
Demographic Analysis	<ul style="list-style-type: none"> <li>• Large senior population</li> <li>• Median income of \$33,216</li> <li>• Majority of residents have a high school diploma</li> </ul>



## 5.6 Strengths and Challenges Analysis

### 5.6.1 Almonte: Strengths

The public engagement process that was conducted as a part of this study, which included multiple interviews and an open house, provided participants with an opportunity to share their ideas and opinions about what makes Almonte a strong community and good place to live. Numerous points were commonly identified among participants as strengths within their community (Table 7).

*Table 7: Overview of St. Paul's strengths*

Strength	Details
Beauty	<ul style="list-style-type: none"> <li>Proximity to the Mississippi River</li> <li>Waterfalls</li> <li>Downtown core</li> <li>Preservation of heritage buildings</li> </ul>
Arts & Culture	<ul style="list-style-type: none"> <li>Multiple artists resources in the town</li> <li>Several artist shows and events</li> </ul>
Tourism	<ul style="list-style-type: none"> <li>Beauty of the town and arts and culture bring in tourists</li> <li>Provides customer base for downtown stores</li> </ul>
Proximity to Ottawa	<ul style="list-style-type: none"> <li>30 minute drive to Ottawa</li> <li>Access to "big city" amenities</li> <li>Almonte draws on Ottawa tourism</li> </ul>
Welcoming Atmosphere	<ul style="list-style-type: none"> <li>Friendly community</li> <li>Strong relationships between friends and neighbours</li> </ul>
Volunteer Base & Retiree Population	<ul style="list-style-type: none"> <li>Large senior population provides a large volunteer base</li> </ul>
Entrepreneurial Spirit	<ul style="list-style-type: none"> <li>Many individuals willing to start new projects</li> </ul>
Growth	<ul style="list-style-type: none"> <li>New developments in the area providing housing for young families</li> </ul>



### **5.6.1.1 Beauty**

The beauty of Almonte was a recurring theme throughout the interviews and during the open house. As previously mentioned, the downtown core is nestled beside the Mississippi River and provides excellent access to the riverfront through the River Trail. Along the river trail are several waterfalls created as a result of the textile industry that once occupied the Town. The preservation of heritage buildings was also repeatedly identified in discussions on beauty as the heritage conservation greatly contributes to the character of downtown Almonte.

### **5.6.1.2 Arts and Culture**

It is widely recognized that within the Town there are multiple artist resources including galleries, studios and co-operatives. Further, there are several events each year that focus on showcasing various types of art including music festivals such as Celtfest, the artist studio tour called "Crown and Pumpkin" and the artist show "Art in the Attic".

### **5.6.1.3 Tourism**

The beauty and the active arts community coupled with the preservation of the mills and museums draws in many tourists each year, contributing to the economic base of Almonte. Participants noted that tourists are the main customers to many of the shops along the main streets (Mill Street and Bridge Street), where there are higher-end or more specialized stores that do not serve the permanent residents of the Town.

### **5.6.1.4 Proximity to Ottawa**

As aforementioned, Ottawa is approximately a 30-minute drive from Almonte. This proximity provides resources to the community such as shopping, and "big-city" amenities but it also provides a tourism base for the Town to draw on. Participants mentioned that it seems many tourists are day-trippers from Ottawa, looking to explore the arts, culture, history and heritage of the former mill town.

### **5.6.1.5 Welcoming Atmosphere**

Identified in several ways by all participants, words such as "friendly", "welcoming", "home-town", "country-town", or "close-knit" continually resurfaced in analysis. It was evident there were strong relationships between friends and neighbours. A few of the participants identified themselves as newcomers to the Town and all stated how welcoming and helpful the community was.

### **5.6.1.6 Volunteer Base & Retiree Population**

Almonte has a large volunteer base which some participants attributed to what they perceived as a large retiree population in the community. It is important to note that in mentioning this large volunteer base of more senior individuals, some suggested this can sometimes be detrimental to the success of certain programs as the capacity of senior volunteers tends to decline over time.

### **5.6.1.7 Entrepreneurial Spirit**

In addition to the above, the entrepreneurial spirit in the town was a theme that emerged frequently. Within the Town there seems to be a lot of individuals who are willing to take risks and start new ventures. This is a strength in the community, especially when considering new uses for the St. Paul's church site as it may present some opportunities.

### **5.6.1.8 Growth**

The capacity of the water/wastewater system within the Town has recently increased and as such infrastructure expansions have been permitted allowing for new development; notably, there are two developments in progress which may appeal to younger families. This influx of younger families provides interesting opportunities to appeal to youth and attract more of the millennial generation into the downtown.

## 5.6.2 St. Paul's Anglican Church: Strengths

Drawing again from the public engagement process, the following points were commonly identified among participants as strengths of the church property (Table 8).

*Table 8: Overview of St. Paul's strengths*

Strength	Details
Beauty	<ul style="list-style-type: none"> <li>• Proximity to the Mississippi River</li> <li>• Waterfalls</li> <li>• Downtown core</li> <li>• Preservation of heritage buildings</li> </ul>
Large Plot	<ul style="list-style-type: none"> <li>• Only approximately 30% of the property is developed</li> <li>• Large plot of property to the west of the church which is largely unused for most of the year</li> <li>• Opportunities to better utilize this land</li> </ul>
Property Opportunities	<ul style="list-style-type: none"> <li>• Worship space has moveable seating (chairs) as pews have been removed</li> <li>• Worship space has an accessible washroom</li> <li>• Excellent sound system</li> <li>• Basement is bright, recently renovated and can seat 40-50 people</li> <li>• Housing opportunities on the property</li> <li>• Large property</li> <li>• Centre for Creative Living</li> </ul>
Openness of Congregation	<ul style="list-style-type: none"> <li>• Openness of St. Paul's to others outside the congregation and other ways of thinking</li> <li>• Dedicated congregation</li> <li>• Open to growth and new forms of engagement</li> </ul>
Land Use Policy and Regulatory Framework	<ul style="list-style-type: none"> <li>• Designated residential in the Official Plan</li> <li>• Piece of land zoned as residential</li> <li>• Opportunities for housing on the subject property</li> </ul>

### 5.6.2.1 Beauty

As with Almonte overall, one of the most prominent assets of the St. Paul's Anglican Church property is its beauty. All three buildings on the property are designated as heritage resources and shall be protected for the long-term. The property is also situated on the Mississippi River, providing beautiful waterfront views and waterfront access.

### 5.6.2.2 Large Plot

As existing, the property is approximately 5,800 square metres, only approximately 30% of which is covered by the existing buildings. There is a large plot of property to the west of the church which is largely unused for most of the year (Figure 19). Further, the property is only a few minutes walk across the bridge to the downtown core. Opportunities such as affordable housing for vulnerable populations, office space, youth space, childcare facility and artist studios emerged as potential uses for the buildings and land.



Figure 19: Large plot of unused land to the west of the Church

Source: Schneider, 2019

### 5.6.2.3 Property Opportunities

The Church building itself also already provides lots of opportunity. The worship space upstairs currently has moveable seating as the church sold many of their pews a few years ago. They also have an accessible bathroom on the main floor and an extensive audio system. The basement was recently renovated including some new windows, new flooring and fresh paint. It is bright and can seat up to 50 people.

### 5.6.2.4 Openness of Congregation

One of the additional strengths of St. Paul's is the openness of the congregation to those outside the congregation. There is an evident willingness to engage in the outside community and find ways to grow, explore new avenues of outreach and foster new partnerships with other organizations. The congregation is dedicated with a large volunteer base, however acknowledging the decline in congregation membership frequently emerges as a challenge in discussing the future of the church.

### 5.6.2.5 Land Use Policy and Regulatory Framework

The policy applicable to the St. Paul's property provides a variety of opportunities. It could be considered an asset that the property is designated as residential and has a piece of land zoned as residential as it opens new opportunities for housing on the subject property.

### 5.6.3 Almonte: Challenges

The public engagement process also shed light on challenges within Almonte that constrain its overall success and development. The following are themes pertaining to these challenges which emerged during the process (Table 9).

Table 9: Overview of identified challenges of Almonte

Challenge	Detail
Employment	<ul style="list-style-type: none"> <li>No major employer in town</li> </ul>
Lack of Structure	<ul style="list-style-type: none"> <li>Decisions and discussions occurring informally</li> </ul>
Housing	<ul style="list-style-type: none"> <li>Lack of affordable housing</li> </ul>
Transit	<ul style="list-style-type: none"> <li>No transit provided in Larnark County</li> </ul>

### 5.6.3.1 Employment

While it is acknowledged that tourism contributes to the economic base of Almonte, participants noted there is not one industry that provides a source of employment to many residents. Some participants described the Town as a “bedroom town”, noting that many of the resident’s commute into Kanata and Ottawa for employment. It is also notable that many residents in Town are retirees and thus employment is not of concern to them.

### 5.6.3.2 Lack of Structure

An additional theme that came up in discussions with participants is the lack of structure in the Town. It was mentioned in more than one context how things seem to be done very informally and that this may present a challenge to any type of development. Further to this point, the lack of access to information provided by the Town was also identified, this may be a result of informal conversations taking place and unintentionally creating a lack of transparency.

### 5.6.3.3 Housing

Housing is seen as another challenge in Almonte. Although there is growth occurring, finding suitable affordable housing can be difficult, especially for seniors.

### 5.6.3.4 Transit

The Town is generally walkable if you are in the downtown area, however as previously noted, there are rural areas just outside that are inaccessible without a vehicle. This can be especially problematic to younger and older populations who may not have access to a vehicle or are unable to drive.

### 5.6.4 St. Paul's Anglican Church: Challenges

Five themes emerged as a result of the public engagement process. These themes shed light on the challenges that constrain the overall success of the church property (Table 10).

*Table 10: Overview of challenges for St. Paul's Anglican Church*

Challenge	Details
Finances	<ul style="list-style-type: none"> <li>Require an income to cover expenses</li> <li>Planning process can be expensive</li> <li>Cost of maintaining heritage attributes can be straining</li> </ul>
Physical Space/ Property	<ul style="list-style-type: none"> <li>Lack of space in the basement for receptions and functions</li> <li>Basement not accessible from worship space</li> <li>Parking is limited</li> </ul>
Administration	<ul style="list-style-type: none"> <li>Administration capacity of volunteers is limited, especially for new projects</li> <li>Underrealized partnerships with other organizations</li> </ul>
Youth Engagement	<ul style="list-style-type: none"> <li>Limited/no activities that appeal to young people</li> <li>Lack of partnerships with organizations like Mississippi Mills Youth Centre</li> </ul>
Land Use Policy and Regulatory Framework	<ul style="list-style-type: none"> <li>Limitations of the flood plain</li> <li>Limitation of the heritage designation require council approval</li> </ul>



#### **5.6.4.1 Finances**

As aforementioned, the subject property contains three buildings, and all of these incur costs due to the maintenance requirements of heritage assets. The Rectory is currently being rented out for approximately \$2500/month. This funds the housing allowance for the priest, covers the operating expenses and insurance of the Rectory building and leaves a small profit (around \$3-4000) for the Church. Additional revenues sources for the Church include the Centre for Creative Living, which brought in approximately \$7,000 last year. While this revenue is useful, it may not be enough to cover possible reuse possibilities as the planning process can be expensive.

#### **5.6.4.2 Physical Space / Property**

While the basement provides a bright gathering space that can accommodate up to 50 people and the main church has moveable seating, the accessibility of the main building remains an issue. Additionally, there is currently no accessible access to the basement from the main floor. Outside of the building is the challenge of parking, the small lot on the eastern section of the property can only accommodate about 10 vehicles. Parking on the street is limited as it is a dead-end street and can only fit a few vehicles.

#### **5.6.4.3 Administration**

Although it was recognized that there is a large volunteer base to draw from, there tends to be limits to the amount of work that volunteers can take-on. The administration of programs can be compromised as a result. This is a concern of members of the congregation, as some of the volunteers are seniors and their capacity to administer programs will decline in time. Further, a challenge in the Church identified is the under realization of potential partnerships, be that with other denominations or other community organizations. While these are both identified challenges, they present an interesting

opportunity for the future of the church as filling one of the gaps may fulfill the other as well.

#### **5.6.3.4 Youth Engagement**

Limited youth engagement was highlighted in both key informant interviews and the open house. While there is a youth centre in town, St. Paul's itself does not do much outreach for younger members of the Almonte community. This is in part due to the average age of congregation (an issue highlighted by interviewees) but also due to lack of partnerships with schools and organisations that work directly with young people.

#### **5.6.4.5 Land Use Policy and Regulatory Framework**

As aforementioned, the land use policy applicable to the site may limit what can be done in terms of development on the site. The Flood Plain designation that spans across the shoreline to the rear of the property may present some challenges as land in the flood plain and adjacent to it is highly regulated by the Municipality and MVCA. Further, the designation of the three buildings and landscape as heritage may limit what development is permissible on the land.

### **5.7 Prerequisites for Adaptive Reuse: Recommended Alterations**

Throughout the study it was discovered that St. Paul's Anglican Church has challenges that cannot be addressed through adaptive reuse of the church alone. Instead, alterations are required to address these challenges and to allow the interior space to continue to operate in the future and develop partnerships. Without these prerequisites the development of partnerships and future success may be limited.

### 5.7.1 Accessibility

The largest expenditure would be for accessibility of the Church and Rectory. Presently, the basement of the Church is not wheelchair accessible from the main entrance, and the Rectory is not accessible from the exterior or on in interior. The existing legislation for accessibility is the *Accessibility for Ontarians with Disabilities Act* (AODA), however this Act does not apply to buildings (AODA, 2019). The *Ontario Building Code* provides provisions to enable barrier-free buildings, and does not apply to existing structures (OBC, 2019), but if a change of use

permit is required (as is the case with some of the recommendations) (Ministry of Municipal Affairs and Housing, 2019) the Church may need to address its deficiencies in accessibility.

**Therefore, depending on the recommendation, accessibility may need to be addressed. As such, we would recommend consulting with an accessibility expert who is familiar with heritage buildings as they would be able to provide the best and appropriate advice.**

Table 11 provides an overview of the recommended renovations and the challenges they would address..

*Table 11: Required renovations for effective reuse of all buildings on property*

Alteration	Details	Challenge Addressed
Church building: New elevator	Addition of elevator or lift to provide interior access to basement from main floor	Accessibility
Rectory: New elevator	Addition of elevator to provide mobility between all floors	Accessibility
Rectory: Ramp at entrance	Ramp to permit access to rectory for all	Accessibility

### 5.7.2 Environmental Impact Study

It is also noted any development on the St. Paul's property will require an environmental impact study and an archeological study, in addition to other studies outlined by the Municipality during a pre-consultation meeting. The environmental impact study would be required due to the adjacency to the flood plain and the Mississippi River. An archeological study would be required due to the Mississippi River's importance as a portaging route for Indigenous people. Additionally, the MVCA may have some considerations for development on this property due to the adjacency to the flood plain and Mississippi River. However, they were unable to be reached at the time of this report.

### 5.7.3 Governance Structure

It is recommended that St. Paul's explore the option of setting up a separate non-profit organization with partners to oversee any adaptive reuse. This has the advantage of sharing risks. Other benefits of a separate non-profit would include:

- Eligibility for grants and public funding that are secular and for which St. Paul's currently would be ineligible.
- Assist in recruitment of directors and volunteers who may not want to be affiliated directly with a religious organization (Carter, 2009)
- Better oversight of activities and financial transactions as well as possible conflicts of interest (Carter, 2009)

## 5.8 Possibilities for Reuse

The following section will outline three possibilities for the adaptive reuse or redevelopment of St. Paul's Anglican Church.

The three possibilities envisioned for St. Paul's are:

### 1) No/Low Development

- a. Artist Studios
- b. Coworking Spaces
- c. One Off Events
- d. Community Garden
- e. Waterfront Access

### 2) Medium Development

- a. Housing in the rectory
- b. Food Bank
- c. Coffee Shop

### 3) Full Development

Each option includes successful case examples where churches have instigated similar adaptations as well as next steps and a high-level feasibility summary. **All these possibilities could be implemented simultaneously.**

The possibilities have been organized by the anticipated timeline and level of development, with the lowest level of development/shortest timeline being presented first. Figure 20 provides an overview of the possibilities.

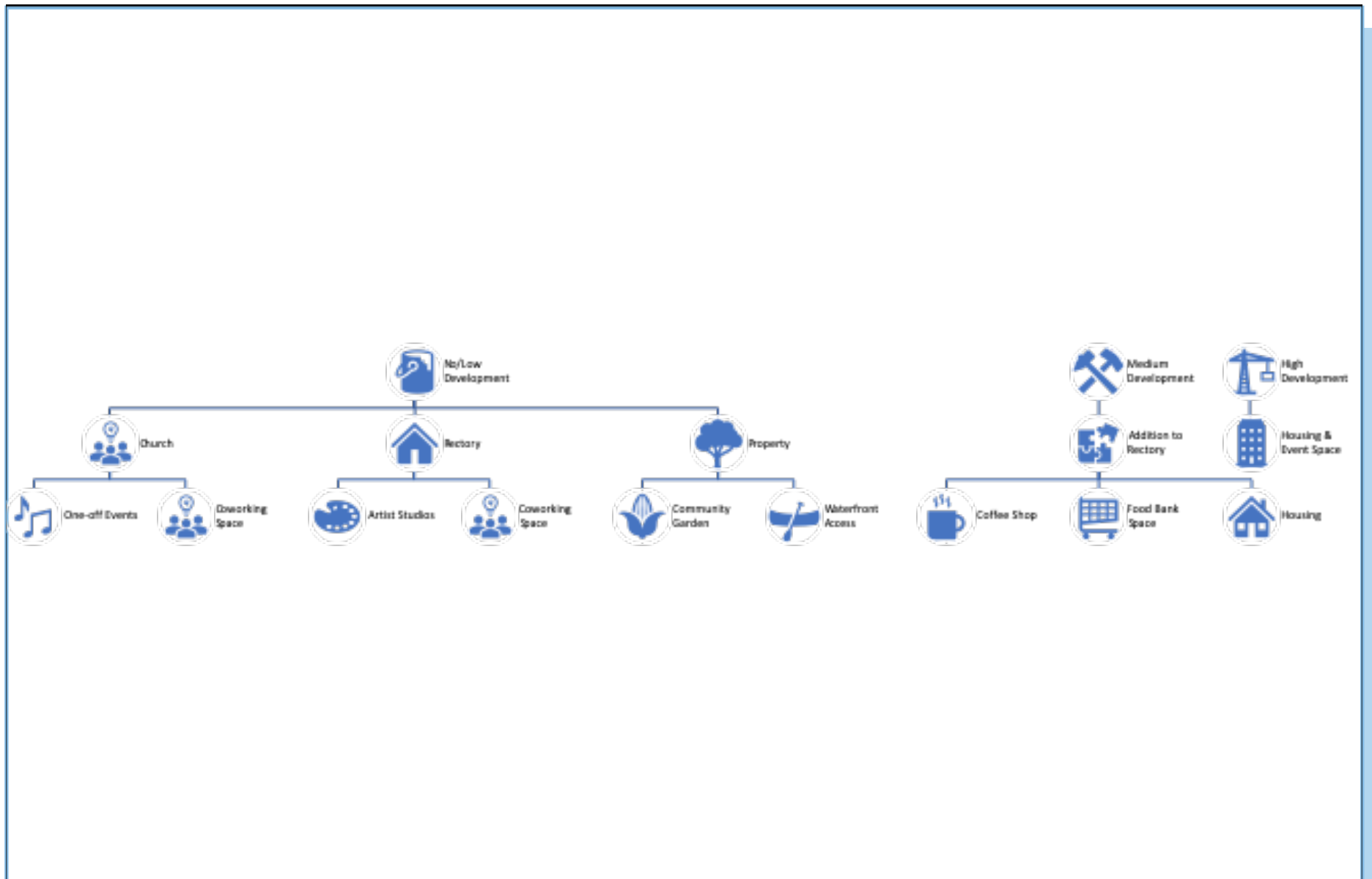


Figure 20 Overview of the reuse possibilities for St. Paul's



### 5.8.1 Possibility 1: Low or No Development

While substantial redevelopment of the property is possible, there are several low or no development options that the ADO and St. Paul's could explore before committing to a lengthy, expensive project. Following the extensive interviews with both parish and non-parish stakeholders as well as contextual research on other church adaptive reuse projects, the following were deemed as possible choices for this site. One key point that came out of interviews and the open house was that there needed to be a reason for people who are not parishioners/church to cross the bridge from the town centre and visit the St. Paul's property.

St. Paul's benefits from having multiple buildings on its site, and both the rectory and main church building offer the opportunity for activities outside of traditional church services. The rectory is currently being rented as a single-family home following the Incumbent's decision to live elsewhere, an increasingly common choice among clergy. The approximate annual revenue is \$30,000 (approximately \$2,500/month) and so when assessing the feasibility of these options, we noted that commercial activity would be beneficial to St. Paul's as it would ensure continued revenue and/or profits.

As one interviewee noted, "making connections with the community is important because if your church is an insular church you will be a dying church only. And that can take many different forms" (Interviewee, 2019). Further, the options presented are not mutually exclusive and all could be done in combination should that be the direction St. Paul's takes. Together they could transform St. Paul's into a vibrant community hub that would attract a range of people who could participate in many different activities.

The no or low development possibilities include:

1. Artist Studios
2. Coworking Spaces
3. One Off Events
4. Community Garden
5. Waterfront Access

#### 5.8.1.1 Artist Studios

Almonte boasts over twenty artists working out of the town as well as three studios (Almonte, 2019b). Therefore, one of the strongest options for the rectory would be to convert it into commercial studio space available for rental. This was one of the suggestions that emerged from interviews and St. Paul's has already started building relationships with Almonte's artists through the Centre for Creative Living. This option would continue this work but offers a lucrative revenue stream by attracting long-term anchor tenants that could help fund other church ministries. The church could also retain ownership of the building.

The exact dimensions of the rectory were not available at the time of writing this report, but the project team estimates that there could be space for a maximum of 8 studios with the option of retaining the kitchen as a shared space. The ground floor could also be kept free and used as exhibition, classroom or meeting space, allowing artists to showcase their work as well as bringing newcomers to St. Paul's. Such events would also offer another revenue source for the church and it could become another artistic hub.

### 5.8.1.1.1 Case Example: The Rectory Art House Ottawa, ON

A key example of how a former church rectory has been converted into studios is The Rectory Art House which is part of Saint Brigid's Centre for the Arts in Ottawa. The studios are situated in the Byward Market in downtown Ottawa. The former church of Saint Brigid was deconsecrated in 2007 and subsequently became the home of the National Irish Canadian Cultural Centre (Saint Brigid's Centre for the Arts, n.d.). In 2011, the former rectory was converted into artist studios 'in a bid to 'aid the city of Ottawa in developing an artistic and cultural identity' and there are now ten artists working in different artistic media based out of the former rectory (see Figure 21) (Saint Brigid's Centre for the Arts, n.d.). The studios also regularly host open studio events and parties that showcase the work of the resident artists and attracts a diverse crowd (see Figure 22 and Figure 23). The studios also participate in wider city events such as Doors Open Ottawa.



Figure 22: Andrea Mueller in her studio during an Open Studio evening

Source: The Rectory Art House, n.d.



Figure 23: Open studios at the Rectory Art House attracts a range of age groups

Source: The Rectory Art House, n.d.



Figure 21: The Rectory Art House, Ottawa, ON  
Source: Caspary, 2013

#### **5.8.1.1.2 Artist Studio Next Steps**

1. Consultation with the Municipality would need to occur to understand if commercial rental space would be a permitted use in the Community Facility (I) Zone. If not, a Zoning By-law Amendment would need to be applied for which would cost \$3,500. Additional fees would be required if a professional planner is engaged to facilitate the application.
2. The interior of the rectory would require renovation to its interior to ensure the space is appropriate for creative studios. This would include identifying a professional contractor familiar with this kind of space and conversion in order to identify necessary work and cost of renovation.
3. Developing partnerships with the existing creative community would be essential and would help attract visitors. The Centre for Creative Living would also be a huge asset as many of its members have links within the Almonte artist community. We would suggest that Sue Evans be the lead on this centre, as she has established firm links with artists in town and would be a key gatekeeper for this kind of project.
4. Grants may also be available for events and / or space conversion. For example, the Canada Arts Council has several programs that might be relevant for St. Paul's including grants for artist-led projects (Canada Arts Council, 2019). Capital grants may not be as easy to acquire, but grants such as those offered by the Canada Arts Council and similar organizations would help sustain the rectory and allow it to be a public, social space open to anyone who is interested in art.
5. Market analysis would also be necessary to determine studio rental rates. A cursory internet search suggests that in Mississippi Mills, small studios and commercial space rents can range from \$300-1000 a month; determining specific local rates would be essential to calculate expected revenue to determine if this kind of project is financially viable.

#### **5.8.1.1.3 Artist Studio High Level Feasibility**

This option would require funds to refit the interior of the rectory to make it suitable for studio space. Further, additional funds for a zoning by-law amendment may be required if the space is to be rented commercially; the current permitted uses do not currently allow for this. While this may take time and funds, preliminary discussions with the municipal planners indicate initial support for this kind of proposal as additional commercial activity. The interior renovations would likely be the largest expenditure but as it is only the interior that would be converted, we do not anticipate any major restrictions due to the building's heritage status. Additionally, St. Paul's will need to advertise its space for rent and therefore may need to work with a realtor to ensure they target appropriate audiences.



### 5.8.1.2 Coworking Offices in the Rectory and Church

Another option for the property is to offer coworking office space. Office space could be offered on a permanent basis or be flexible and offered at an hourly rate, or a mixture of both. Certain office space could be prioritised for local non-profits such as Home Hospice North Lanark which would then be supplemented by income by those paying market rates. This would allow St. Paul's to earn revenue while continuing its ministry in the community. Further, a flexible workspace could offer an opportunity for youth in Almonte by offering a place to go after school to study and could be done in partnership with the youth centre.

Coworking offices would also provide opportunities for networking and mentoring within Almonte. One of the things that emerged during both interviews and public consultation was the limited opportunities for young people and skills development. Coworking spaces are typically hubs of activity and energy open to anyone and offer a myriad of benefits that traditional offices may not, some of which are shown in Table 12.

Table 12: Benefits of coworking

Flexibility in working	Prospects of better networking
Individuals or companies can typically book a desk for when they need it. For young businesses or the self-employed this can be an attractive option	Coworking space offers ample opportunities for networking as there are typically people from lots of different backgrounds
Less office expenditure	Promotes business growth
Coworking spaces give young businesses and entrepreneurs the facilities of a private office without the up-front cost. This saves on initial investment, allowing work and business to be prioritized. The flexibility offered also means desks can be rented for as little as 1 hour.	Shared offices foster faster growth as there is better networking available, and there are more ideas around. The proximity of other individuals and businesses offers opportunities for new clients and customers as well as partnerships.
Non-materialistic support	Inspiration / mentorship
A not often commented upon benefit is the pastoral and social support that these environments foster. By their design, they tend to be positive, supportive environments which can be a great comfort if a person is stressed or struggling.	Coworking offices are typically shared by a range of individuals including (but not limited to): professionals, start-ups, freelancers, artists and entrepreneurs. Coworking spaces allow people to come together to share ideas and help each other along the way, not unlike a church.

Source: Hafiz, 2019



### 5.8.1.2.1 Case Example: United Church Community Innovation Hubs – The Village Hive Markham Village, ON

The United Church, like the ADO has begun to review their assets and activities and importantly, review how their ministry can continue to support and evolve with the communities that they serve. One of the United Church's central conclusions was that many of their physical assets (i.e. the church buildings themselves) were not being utilised to their full potential, and thus this presented them with an opportunity to promote innovation.

Acknowledging this, the United Church has developed a model for redeveloping church space into Community Innovation Hubs, whose central aim is 'to provide space and programming to local entrepreneurs looking to create businesses that serve social and spiritual goals in the community and beyond' (Rural Ontario Institute, n.d., p. 3) The hubs are based in underused infrastructure and take advantage of community networks that already exist in order to provide a creative, supportive environment in which entrepreneurs can thrive.

As the ADO seeks to evolve with changing demographics, there are several ways it could help support local social entrepreneurs, including:

- Provision of physical space
- Programming resources
- Social entrepreneurship funding (dependent on individual church assets and income)
- Social capital (i.e. access to networking, professional and social, throughout a community)



Figure 24: The Village Hive boardroom can be rented anytime during the week for events and meetings

Source: Community Innovation Hub, 2019



Figure 25: The Village Hive coworking space  
Source: Community Innovation Hub, 2019

One example of how a Community Hub might work is The Village Hive in Markham Village (Community Innovation Hub, 2019). This is a coworking, meeting and event space that is situated in an old school. It offers affordable office space in the Greater Toronto Area (The Village Hive, 2019). They also showcase local artisans at their marketplace. Figure 24 and Figure 25 show the interior of the space which is light and open and includes meeting space as well as individual desks to work from. Figure 26 outlines the different pricing options available.

Daily Drop-in Rate	5 Days/Month	24/7 Hot Desk	Your Own Desk
\$25/Day	\$97/mo	only \$197/mo	\$300/mo
Unlimited WiFi	Unlimited WiFi	Unlimited WiFi	Unlimited WiFi
Free coffee/tea	Free coffee/tea	Free coffee/tea	Free coffee/tea
Hot Desk	Hot Desk	Hot Desk	Designated Desk
	5 days per month	Unlimited 24/7 Access	Unlimited 24/7 Access
	Access to COHIP Health Insurance	Access to COHIP Health Insurance	Access to COHIP Health Insurance
	Membership pricing for room rentals	Membership pricing for room rentals	Membership pricing for room rentals
	Coworking Visa allows you to work in other spaces world-wide	Coworking Visa allows you to work in other spaces world-wide	Coworking Visa allows you to work in other spaces world-wide
		and more!	Filing Cabinet/storage
			and more!

Figure 26: The Village Hive pricing options

Source: The Village Hive, 2019

#### 5.8.1.2.2 Case Example: Sanctuary Coworking Kingston, ON

The Sanctuary Coworking space is situated in a former Methodist church in downtown Kingston. This space has been deconsecrated and transformed into a large coworking space that offers a variety of membership options, ranging from adhoc desk rental to permanent office space. A wide range of amenities are offered, including high speed internet and complimentary tea and coffee. The space is also used for more than simply desk rental: events are also hosted, including yoga classes, panel discussions and workshops in a variety of skills such as social media; these all bring in additional revenue as well as provide new avenues for people to meet and socialise. An entrepreneurial environment is fostered and coworking has the benefit of bringing together a range of people from diverse backgrounds under one roof. While the space is much larger than the rectory at St. Paul's, the innovative use of space shows how a church can adapt to the needs of their community.



Figure 27: Meeting space is rentable and easy to book by anyone

Source: Sanctuary Coworking, 2019



Figure 28: Interior rendering of Sanctuary Coworking, Kingston, ON

Source: Sanctuary Coworking, 2019



Figure 29: A workshop hosted at Sanctuary Coworking by TEND academy

Source: Sanctuary Coworking, 2019

#### 5.8.1.2.3 Case Example: St. James Church Clerkenwell, London, UK

One example of how this might look is St James Church in Clerkenwell, London UK. This church was converted during a short period for Clerkenwell Design Week with the very specific aim of making the church interior more flexible to allow greater use by local residents during the day (Wang, 2016). British designer Tom Dixon collaborated with the

church's vicar Andrew Baughen, who saw the potential for the building to be used as a workspace by the residents of Clerkenwell (Morby, 2016). Baughen saw that the church could be used as a resource by the community, and as Dixon astutely noted, 'as the Church evolves and adapts to the new conditions of the 21st century, the opportunity of opening up to new audiences and unexpected collaborations becomes a necessity' (Morby, 2016). The final design of the space can be seen in Figure 29 which show how small changes can elicit big changes in formal environments. The aim was to transform a spiritual place into one that is more accessible with small intervention and show that the church space can be part of everyday life.



Figure 30: Interior of St. James Clerkenwell Coworking Space

Source: Wang, 2016



As the rectory and church have different needs and considerations, their respective next steps and high-level feasibility have been discussed separately.

#### **5.8.1.2.4 Coworking Space in the Rectory Next Steps**

1. Should St. Paul's wish to pursue this possibility, we recommend that St. Paul's and the ADO look at the demand for office space in Mississippi Mills to determine if this option is feasible and review the cost of furniture and other amenities a space like this would require. This would be completed through a market analysis. The expected revenue would need to be the same as or higher than the current rent received from tenants. Further, speaking with current church partners as well as non-profits would be advisable as some space would ideally be reserved for their use.
2. Consultation with the Municipalities planning staff would need to be completed to ensure that this is a permitted use in the Community Facility (I) Zone. If not, a Zoning By-law Amendment may be required which costs \$3,500. If a professional planner is engaged to assist/facilitate with this application, additional fees would be required.
3. A coworking office space would require a high level of administration and organization, especially for the initial set-up. Partnering with an existing provider of coworking space, or setting up a separate non-profit such as The Hive would be beneficial as it could operate separately from the day-to-day church functions and ensure that the current Incumbent and volunteers are not overwhelmed.
4. Visiting coworking spaces would also be recommended to determine if this kind of environment is something that would suit St. Paul's. There are several coworking spaces in Ottawa that church representatives and the ADO could visit including My ByWard Office, Collab Space and the soon-to-open Fusion Club.
5. Finally, speaking to local business organizations is advisable as there may be local resources or help available. Unfortunately, Mississippi Mills does not currently have a Chamber of Commerce but it does have a Community Economic & Cultural Coordinator who may be able to assist. However, there is a Chamber of Commerce in Carleton Place and while St. Paul's does not fall within their jurisdiction, their local knowledge would still be useful.

#### **5.8.1.2.4 Coworking Space in the Rectory High Level Feasibility**

Converting the rectory into flexible office space would require minimal disruption as the space could largely function as is aside from the addition of new office furniture. Investment in WiFi and amenities such as bathrooms and possibly a small coffee shop in the basement could make the rectory a prime site for daily use as a coworking space and would make St. Paul's a vibrant new destination in Almonte. As with artist studios, should the rectory be used for this purpose a zoning by-law amendment would be required as this use is not currently permitted under existing regulations. Parking would be a major consideration as it would likely bring more people to the site and there is limited space at present and this may be a provision the zoning by-law amendment. Given the proximity to the main street and the site's high walkability score, parking requirements may be negotiable should there also be provision for cyclists.



The need for office space in Almonte is also something we recommend be investigated. While this option could offer a lucrative opportunity to increase church revenue, the demand for office space has not been investigated as it was considered beyond the scope of this study. Market analysis would be essential to establish this before any work is undertaken to determine potential rental yield. This would also require a paid employee to manage as this would be beyond the scope of the current volunteer resources.

#### ***5.8.1.2.5 Coworking Space in the Church Next Steps***

1. If St. Paul's wishes to pursue this possibility, it should review its interior usage and assess whether they are able to designate space to alternate uses. Further, assessing the demand for workspace is essential to help determine whether this is a viable option.
2. Speaking to the planning department about zoning and parking is also essential as they will be able to advise on what is possible (or not) under the current zoning.
3. If the church wishes to explore the option of an after-school study space, we would recommend contacting the Mississippi Mills Youth Centre and the managing director Charlotte MacAlister as she would be able to advise on whether this is something that is needed. She would also have stronger links to local schools who would be able to advise if there was a need for this kind of space for their students.
4. Reviewing the cost of utilities would also be required as in the winter months the main building can get extremely cold and conversely, in the summer months the interior can be humid and uncomfortable. Neither condition is desirable for office working so the possible revenue would need to be offset against the rise in utilities cost. At present, the church is not heated all day during the winter and there is no air-conditioning in the summer; both would likely be required were this option to go ahead.

#### ***5.8.1.2.6 Coworking Space in the Church High Level Feasibility***

St. Paul's no longer has pews which would make this option more feasible than in other churches; the space is already flexible. While the main entrance to the church is accessible from the street, the basement is not and so this would need to be reviewed as the space would need to be open to everyone.

As with the previous two options, a zoning by-law amendment may be required if this kind of commercial activity is not currently permitted; further discussion with the planning department is recommended. As with the previous two options, parking may also be an issue, and this may limit how much space can be offered. However, this kind of space could be developed quickly, and it would still allow existing church functions to continue. Further, activity such as this could be combined with the artist studios to offer multiple ways to earn revenue that would also attract new people into the church who may not have cause to visit before.

### 5.8.1.3 One-Off Events

This option would seek to use the main church site for one-off events and activities. A key opportunity for St. Paul's is offering more single events that would attract more people into the church for non-religious activities, and several of our interviewees recognised that the formalities of church can be intimidating for those who didn't grow up with it. However, the benefits of spirituality and community can be realised whatever a person's faith or beliefs and so events that do not require this offer an attractive way to 'do church differently' at St. Paul's. One-off events could also present revenue-earning opportunities which would bolster church finances. Interviewees noted that there is limited event space within Almonte and as the church has an extensive AV system as well as flexible space due to the lack of pews, this could be a unique opportunity to attract newcomers to the church and raise money.

A new concert venue was raised as a gap during our interviews and public consultation. Orchestral events and choral performances could be easily organised as well as more contemporary music events. The social capital that arts and music bring is arguably priceless, and in a community that is perceived to have relatively high inequality, events such as these could bring people closer together in Almonte. Further, research has shown that attending concerts can increase happiness and improve people's mood and this would give St. Paul's an opportunity to extend its ministry and promote well-being in a non-ecumenical way (Ferguson, M., & Sheldon, 2013).

#### 5.8.1.3.1 Case Example: Merrickville Jazz Festival, Merrickville ON

Holy Trinity Anglican Church, Merrickville ON is one of several venues that is used as part of the annual Jazz festival and the church hosts a Sunday 'jazz' service as part of this. The jazz festival was started in 2011 by volunteers and draws a large audience (Figure 31 & Figure 32).



Figure 31: Merrickville Jazz Festival, 'Jazz Service'

Source: Anglican Church of Merickville, n..d.



Figure 32: Ripple Effect perform at the 2018 Merrickville JazzFest

Source: Merrickville Jazz Fest, n.d.



### 5.8.1.3.2 Case Example: Sydenham Street United Church, Kingston ON

Sydenham Street United Church has committed itself to fostering arts within their congregation and the wider community through a variety of activities have made the Sanctuary hall available for concerts that are held regularly, and many artists have performed here including McGarrigle Sisters, Tegan & Sara, Arlo Guthrie, Bruce Cockburn, Tom Jackson, Sarah Harmer, Sarah Sleen, Hawkesley Workman, Richie Havens, Measha Brueggergosman, Liona Boyd and Fred Penner (Figure 33) (Sydenham Street United Church, n.d.-b). The Church also rents the space for the Kingston Film Festival as well as participating in Kingston Doors Open project as well as hosting exhibitions for local artists to showcase their work. As with the Centre for Creative Living, the church has sought to nurture arts as part of its mission, regardless of faith.



Figure 33: Lights performing at Sydenham Street United Church

Source: Chin, 2011



Interior of Sydenham Street United Church

### **5.8.1.3.3 One of Events Next Steps**

1. Identifying possible partners in the community who would be interested in hosting events at St. Paul's is necessary. Working with the new Managing Director of the Youth Centre would be especially recommended as this could pave the way for a partnership to offer more activities that would be attractive to younger members of the community.
2. St. Paul's should contact local galleries and community organizations see if there are partnerships to be built. Almonte hosts several large annual events including the Lanark County Games, Almonte Celt Fest and Fibrefest – and there may be opportunities for spin-off activities hosted at St. Paul's. If there are already public events being held in town, these could present St. Paul's the opportunity to host activities and build more links within Almonte.
3. Speaking to other churches who already host this kind of activity, including the two churches identified. They will have experience and expertise that can be used to help St. Paul's grow this kind of ministry and outreach. The option of hosting 'open mic' nights might also be one way to test if there is an appetite for this kind of activity, and would encourage non-congregation members to visit.

### **5.8.1.3.4 One Off Events High Level Feasibility**

This option is perhaps the easiest to implement of the low development options identified. It would require little to no renovation in the church as it would use the space as it exists already. Further, the church already has an excellent AV system which would reduce the need for expensive upfront investment.

The issue of parking is one that must also be considered – if the church puts on events that will attract large crowds, this will impact local streets and could also upset neighbours. While this activity does not anticipate a zoning by-law amendment, it would still bring a lot more traffic to the area and so could cause disruption if not carefully managed.

If evening events were to be held and alcohol served, the church would likely need to acquire a permit to allow this kind of activity as well as review the requirements for serving any food and drink on its premises.

### **5.8.1.4 Waterfront Access**

It was noted throughout the open house that many of the residents enjoy living near the Mississippi River waterfront and the amenities it offers such as the Riverwalk downtown. Many also identified the recreational opportunities offered by the river, such as kayaking and canoeing. The large size of the property and proximity to the waterfront were identified as assets in the needs and assets analysis. In contrast, some of the challenges identified for the community were a lack of activities and poor youth involvement. The waterfront may therefore provide an optimal opportunity to address some of these challenges by partnering with a local business or entrepreneur who may utilize the currently vacant western parcel of land to offer canoe/kayak rental business.



This business could be built at various scales. The lowest scale would provide rentals out of a mobile van/trailer and cause no change or alteration to the shoreline. If the business were to be a permanent fixture on the property a small boat house and dock may be considered. This business would offer additional activities to youth, families, seniors and tourists. At present there is one business (Vamos) offering rentals out of downtown Almonte and they are launching from Metcalfe Park. There may be an opportunity to partner with this business and offer rentals on a more regular schedule such as on weekends only. It may also provide an activity the church could incorporate into its ministries, such as the Vacation Bible Schools it currently runs in partnership with Almonte United Church. Additionally, it is an activity that does not require visitors to enter the church nor is it directly related to church activities which may be more appealing to a wider audience.

One advantage of this type of business is the various scales at which it may be implemented, this offers flexibility for the church as well as the partner business as it does not require a long-term commitment or significant capital investment.

#### **5.8.1.4.1 Case Example: Paddle Niagara, Niagara-on-the-Lake, ON**

Paddle Niagara is in Niagara-on-the-Lake, Ontario. It is a mobile business that provides stand-up paddle board rentals to locals and tourists in the parking lot of the lakefront park, Queen's Royal Park. Like Almonte, Niagara-on-the-Lake is also a tourist destination and has a variety of local tourist commercial businesses in the downtown (Figure 34). Providing a tourist destination at the St. Paul's property through waterfront rentals could add to the vibrancy of the Town. There is already an established interest in Almonte as a tourist destination which could

provide a client base for this use to be implemented at St. Paul's. Like the St. Paul's property, the waterfront at Queen's Royal Park is located within walking distance of downtown. It may be possible to offer a similar mobile business model of water sport rentals on the subject property.



*Figure 34: Paddle Niagara offers stand-up paddle board rental in Niagara-on-the-Lake*

*Source: Paddle Niagara, 2019*

#### **5.8.1.4.2 Case Example: Ahoy Rentals**

Ahoy Rentals located in Kingston; Ontario is run out of a location along the shoreline of Lake Ontario. The location consists of various water-sport rentals, from kayaks, canoes, paddle boats, stand-up paddle boards to bikes. The business is run out of a small rental building (Figure 35) and consists of additional fenced-in outdoor storage. There are also floating docks from which customers are able to launch their boats (Ahoy Rentals, n.d.). This rental model could be possible at St. Paul's as the Environmental Hazard Zone permits marine facilities, such as non-habitable marine storage buildings and docks.



*Figure 35: Ahoy Canoe Rental location*

*Source: Ahoy Rentals, n.d.*

#### **5.8.1.4.3 Waterfront Access Next Steps**

1. Find a business that may be interested in partnering. Currently Vamos, an outdoors store downtown Almonte offers watersport rentals and may wish to explore having a seasonal on-water location
2. Although development is heavily regulated along the shoreline of the property, the Environmental Hazard Zone permits marine facilities. This would include marine storage buildings and docks. Therefore, this use would only be subject to development charges which would cost 2% of the work completed.
3. A permit may be required from the Mississippi Valley Conservation Authority as the development and use is located along the shoreline which the Conservation Authority regulates.

#### **5.8.1.4.4 Waterfront Access High Level Feasibility**

This option requires minimal development and an existing paddling community which can be capitalized on. The advantage of this option is the flexibility it holds, as aforementioned it may be run on a “trial basis” for a season to determine level of interest with very none to very little initial investment. Finding a partner would be the one obstacle, however as mentioned there are businesses in the area currently offering this service that may benefit from having a waterfront satellite location.

#### **5.8.1.5 Community Garden**

Another option that may make good use of St. Paul's large property is the construction of a community garden. During the interview and open house, the lack of affordable grocery options was noted as a concern for some resident. Further, the food bank which runs a satellite location out of St. Paul's once a week noted that they are unable to provide fresh food options to their customers as there is no cold storage on-site for them to use.

The implementation of a community garden would provide residents with a broader range of food options as well as potentially offer the food bank customers a fresh alternative.

Currently, Lanark County Food Bank runs the “Great Veggie Grow-Off” between several Municipalities, including Mississippi Mills, which challenges each community to grow and donate local produce to the food bank (Lanark County Foodbank, 2019). The donation of the products of the garden to the food bank would further the missionary work of the church.

St. Paul's has a large pool of volunteers and Almonte has existing community garden programs that may provide resources and partnership opportunities. Currently, there are community gardens located behind the library in Augusta Park and workshops to assist local growers (Lanark County Foodbank, 2019).

#### **5.8.1.5.1 Case Example: Sydenham Street United Church, Kingston, ON**

The Sydenham Street United Church community garden was begun in 2014 by a student project called Project Community Garden. The group created a garden open to the community on the unused front lawn of the church (Figure 36). Today, the garden is volunteer run and members from the church have a more active role in upkeep of the garden. The purpose of the garden is to educate the community about food sovereignty (Sydenham Street United Church, n.d.-a).

The garden donates 100% of its food to the organization Loving Spoonful's "Grow a Row" program that provides vegetables and fruit for families in need of healthy food options. The garden plot is 21' x 42' and has produced more than 300 pounds of produce for the program (Sydenham Street United Church, n.d.a). Project Community Garden addresses food insecurity in the community. St. James' could consider also donating its food to a local food bank.



Figure 36: A garden plot at Sydenham Street United Church, Kingston, ON

Source: Sydenham Street United Church, n.d.-a

### 5.8.1.5.3 Community Garden High Level Feasibility

This option is feasible for St. Paul's, as there are existing connections between the gardening community and the Lanark County food bank as well as between St. Paul's and the Lanark County food bank. There is also minimal administrative demand as a garden is largely self-sufficient if there is a dedicated group tending to it.

The only possible obstacles to the garden may be its accessibility for the retiree population, as gardening can be physically demanding, raised beds may be one way to address this. There are also considerations to be made around the access to a water supply for the garden and the amount of shade on the property may limit which crops can be grown successfully.

#### 5.8.5.1.2 Community Garden Next Steps

1. St. Paul's could reach out to the Neighbourhood Tomato's Community Gardens who teach gardening, have shared plots and run the county Great Veggie Grow Off challenge for the food bank to determine how to best set-up their gardening structure.
2. St. Paul's should also connect with their congregation to determine if there would be someone willing to oversee the functions of the garden or form a community garden committee.
3. St. Paul's may need to get its soil tested to confirm it is not contaminated and any food that is grown may be eaten.
4. Upon details about the soil, St. Paul's could begin to get the garden ready for planting, purchase supplies and begin planting.
5. Raised beds should also be considered to make the garden more accessible to those with limited mobility.
6. In the future, events may be organized in the community garden, such as barbeques, picnics and group harvests of the produce.



## 5.8.2 Possibility 2: Medium Development

These options consider renovations and some built development or more expansive renovations to the St. Paul's property. These options would require more space than what is currently available in the existing buildings and are therefore classified as "medium development".

Within this development classification are three possibilities:

1. Housing in the rectory
2. Food Bank
3. Coffee Shop

These uses are not mutually exclusive; for example, if an addition was built to accommodate affordable housing it may be desirable to also accommodate for the food bank location within this addition. The following provides an overview of these options and analyzes case studies of where these uses have been successful.

### 5.8.2.1 Housing in the Rectory

The Municipality of Mississippi Mills has indicated in their Community Official Plan that the Municipality's population is anticipated to increase from 11,650 in 2001 to approximately 18,500 by 2026 (Municipality of Mississippi Mills, 2018a). Most of this growth is expected to occur in Almonte. As noted during public engagement and key informant interviews, Almonte is an attractive place to live for retirees from the Ottawa area who are looking to move into a small town. Almonte serves this need as a small town in a rural Municipality that is deeply connected to nature with the Mississippi River flowing through the town and history with the old mills.

St. Paul's rectory can present an interesting opportunity to the ADO as it can be adaptively reused for another purpose than was originally intended. This new use can also further the mission of the church and create a greater connection with the community. There

is opportunity to complete alterations to the interior of the rectory to create multiple units or an addition to the rectory to allow for more units. The creation of multiple residential units in the rectory could provide a form of affordable housing or supportive housing for vulnerable populations (seniors or people living with disabilities) which would further the mission of the parish. Alternatively, the housing could be rented at market rate to draw in more revenue for the parish. A mix of both may also be contemplated.

#### 5.8.2.1.1 Case Example: St. John's Anglican Church, Peterborough, ON

The City of Peterborough became a sole shareholder of Peterborough Housing Corporation when the Ontario Housing Corporation was divided into different service managers across the province. The City allowed Peterborough Housing Corporation to act on its own which provided enough flexibility for it to expand and develop new units under the Affordable Housing Program (Peterborough Housing Corporation, 2014). At the St. John's Anglican Church located in Peterborough, the Peterborough Housing Corporation refurbished the rectory building now referred to as the Glebe House shown in Figure 37.

This building is a century-old rectory of St. John's Anglican Church which was an eight-bedroom home (see Figure 37). As the rectory was too large for the reverend and his wife, it was renovated to accommodate six single women who paid \$375 a month for a room (2003 prices). A key partner in this housing project was the Ontario Older Women's Network who helped locate the six tenants into rooms shown in Figure 38. Additionally, St. John's Anglican Church breaks even with the rent, meaning they do not lose or gain by housing the tenants. Overall, providing affordable housing to women in Peterborough allows for the church to have a better use for their rectory.





Figure 37: St. John's Anglican Church Rectory

Source: Hicks, 2003

#### 5.8.2.1.2 Case Example: New Westminster Christian Reformed Church, Burnaby, BC

New Westminster Christian Reformed Church is located in Burnaby, British Columbia and had a rectory on the property that is still owned by the church (Yan, 2014). Like St. Paul's, the pastor of the New Westminster Christian Reformed Church pastor decided to live off the property. This led to an opportunity for the rectory to be renovated to accommodate multiple tenants. Church donations were used to renovate and furnish the rectory which was converted into a seven-unit house with a shared kitchen (Yan, 2014). The church dedicated these new units to international students attending Simon Fraser University and Douglas College. The congregation was supportive of this change in use of the rectory as it supported their mission by providing a community to those coming to Canada for the first time.

#### 5.8.2.1.3 Case Example: Cochrane Street United Church, St. John's NL

Cochrane Street United Church (see Figure 39) located in St. John's, Newfoundland, recognized the need for housing and event space in their community. As Sunday School class attendance had declined, the Church opted for renovating the space to accommodating a community space with a commercial kitchen (McCabe, 2018). The new

community space, which is fully accessible, can accommodate 100 people. There are also 10 affordable housing units in the church that are fully furnished through donation from other local church groups, businesses and organizations (McCabe, 2018). The renovations and alterations to provide these 10 affordable housing units were provided through a partnership with Newfoundland Housing. For the existing units, Newfoundland Housing has provided \$1.2 million to develop these units (ibid). Moving forward, Newfoundland Housing is funding five additional apartments for seniors in the basement of the building and enhancing the concert space.



Figure 38: Rooms inside St. John's Anglican Church rectory

Source: Hicks, 2003



Figure 39: Cochrane United Church

Source: McCabe, 2018

#### **5.8.2.1.4 Housing in the Rectory Next Steps**

1. A feasibility study and market analysis will need to be conducted to determine the feasibility and need of the area for housing.
2. St. Paul's will need to find a partner (such as Lanark County Housing Services in Smiths Falls) to refurbish the rectory to provide multiple rental units.
3. The Municipality of Mississippi Mills will need to be contacted to understand the requirements for development on this property. Initially, this property will require an archeological study as the Mississippi River was a portaging route for Indigenous people. Secondly, an environmental impact study will be required as the rectory is located within the 30m water setback. Finally, consultation with the Municipality would need to occur to investigate the possibility of adding an addition onto a heritage building. The addition will require a minor variance to allow the encroachment into the 30 metre water setback. If this course is taken, planning application fees and a professional planning consultant would be anticipated.
4. The Mississippi Valley Conservation Authority will need to be contacted to obtain a permit as the alterations and development are occurring within the 30m water setback.
5. Parking would need to be added to the property. If it was a group home, 1 parking space would be required for 100sqm of gross floor area. If it was a rooming house, 0.25 parking spaces would be required per room. The parking would be located to the west of the church closer to the street.

#### **5.8.2.1.5 Housing in the Rectory High Level Feasibility**

As the rectory is in the Community Facility (I) Zone, a group home with a maximum of 10 residents and a rooming home are permitted. A group home is defined as a single household unit in a dwelling, in which 3 to 10 residents (excluding staff or receiving family) live together under responsible supervision consistent with the requirements of its residents (Municipality of Mississippi Mills, 2018a). A rooming home is defined as a principal dwelling within the whole of a residential use building that contains at least four rooming units, and which may also contain dwelling units and an administration office accessory to the operation of the house (Municipality of Mississippi Mills, 2018). Both generally require kitchen facilities be provided

in a communal area. If this route were taken, the rectory may become a group-home for people living with disabilities or seniors.

An addition and significant interior renovations to the rectory may be more desirable for the Church as it would create individual dwelling units with their own kitchen and bath facilities (likely between 5-8). This would then open the door to providing housing at market rate and securing a revenue stream. As aforementioned, the Official Plan would support the use of the property for housing, as the property is designated residential. Under this designation, the Municipality encourages a wide range of housing types and emphasizes increasing affordable housing options, diverse housing tenures and encourages infill.

The location of the Rectory is located approximately 17m from the high-water mark of the Mississippi River. This is within the 30m water setback that applies to any future development. In this case, a minor variance would need to be obtained which would cost \$800 (Municipality of Mississippi Mills, 2018b). If a minor variance is not granted, then a zoning by-law amendment (ZBA) would need to be sought.

A ZBA or minor variance may also be required to account for reduced parking on site. The cost of a ZBA application would be \$3,500 (Municipality of Mississippi Mills, 2018b). It is anticipated that a professional planner would likely be recommended to assist with this work (entailing additional fees).

The Municipality would require building permits for the renovations or possible addition to the rectory. A permit for the renovations or possible addition would cost 2% of the value of work or construction.

The MVCA was called and emailed to provide input on this property, however, they were unable to be reached in this process. As there is an environmental hazard zone adjacent to the rectory, the MVCA will need to be consulted before completing this project.

As the rectory is currently being rented, the project can only be started once the tenants lease is finished. During the time that the rectory is being renovated, the housing allowance for the priest will still need to be paid. Additionally, Lanark County Housing Corporation will need to be contacted to ensure that there is an interest in completing this project or another partnership will need to be sought out.

### 5.8.3.1 Food Bank

Public engagement and key interview informants identified a lack of food options in the Municipality as well as a lack of affordable food options. The assets mapping identified the closest food bank and more grocery store options are in Carleton Place. Another key informant identified transportation as a barrier from accessing the affordable food options in Carleton Place as there is currently no public transportation in Lanark County. Although there is space available in St. Paul's Church to store the non-perishable foods, the installation of a permanent food bank location like that offered in Carleton Place would not be possible without compromising some of the existing uses on site such as the Centre for Creative Living or the single family living in the rectory.

As such, we believe an addition to the rectory would be an appropriate place to house a permanent food bank location with refrigeration and a grocery store-like format. As this would require significant capital expenditure, we would further recommend this use be combined with one of the previous mentioned possibilities that would bring in revenue, such as the coworking or artist space in the rectory or housing. This use can complement the possibility of a community garden as food items grown in the garden can be supplied to the food bank.



St. Paul's Rectory



### **5.8.3.1.1 Case Example: Christ Church St. James, Toronto, ON**

Christ Church St. James in Toronto, Ontario and has a food bank run out of the basement of the church building. This church still holds weekly services and events related to the congregation. The food bank at St. James is called the Christ Church St. James Food Pantry. It has two partnerships involved which are the Daily Bread Food Bank and the Stonegate Ministry (Christ Church St. James Anglican Church, n.d.). Both partners help provide donations to Christ Church St. James Food Pantry and provide financial support. Their staff includes church volunteers and high school students who are looking for volunteer hours. There are also Food Bank Directors that play a more administrative role.

### **5.8.3.1.2 Case Example: St. Mark's Church, London, UK**

Wandsworth Foodbank has various locations across London, England and one of those locations is in the basement of St. Mark's Church (Wandsworth Food Bank, n.d.). In London, it was noted that individuals needed

the food bank services because of benefit delay, benefit change, and low incomes (Gentleman, 2015). This shows that there are various reasons why people come to food banks. At St. Mark's, the supplies and non-perishables are stored in the basement. When the food bank is operating the community members can come into the main worship area to select their items.



Figure 40: Food bank in St. Mark's

Source: Gentleman, 2015





### **5.8.3.1.3 Food Bank Next Steps**

1. Contact the Municipality of Mississippi Mills to ensure that the food bank use is permitted in the Community Facility (I) Zone. If it is not, then they would need a ZBA which would cost \$3,500. A professional planner may also be required, depending on the complexity of the application.
2. St. Paul's would need to develop a partnership with Lanark County Food Bank to be able to support a food bank as an ancillary use. Lanark County Food Bank could supply St. Paul's with a Food Bank Director to organize volunteer staff and provide the supplies to run the food bank.
3. A room in St. Paul's would need to be dedicated to storage of the supplies and non-perishables for the food bank. If there is not adequate room to store supplies, an addition could be possible onto the church building. This would require a building permit which would cost 2% of the cost of the work. Additionally, heritage planners may need to be consulted due to the heritage designation.

### **5.8.3.1.4 Food Bank High Level Feasibility**

As there are various programs that are run out of the basement of St. Paul's such as the Centre for Creative Living and All My Relations, there may not be enough room for storage in the existing building. This would require an addition onto the church building to create more space. The addition would also incur contractor and development costs and would have to be reviewed for heritage considerations. Additionally, Lanark County Food Bank would need to agree to partner more formally with St. Paul's. If this partnership is not formed then, it is likely that the food bank will not be a possible use.

### **5.8.3.2 Coffee Shop**

Public engagement and key informant interviews identified that the members of St. Paul's believed that the church property was an asset to the community. They also noted that they wanted to stay relevant in the community and connect with those who were not a member of the congregation. A coffee

shop may be a favourable option to achieve this as it is a use that is open to all members of the Almonte community. If combined with one of the other options, such as coworking space or artist studios in the rectory it may also serve those that are using those spaces and contribute to making the St. Paul's property a more interesting and attractive place for the general public to visit.

A coffee shop may require extensive renovations to the interior of the rectory to bring it up to code. For these reasons it has been categorised as into medium development, rather than low development. The pre-requisite renovations to make the rectory accessible become more pertinent as a coffee shop may attract a larger user bring in a base than coworking offices.

#### **5.8.3.2.1 Case Example: Knox United Church Calgary, AB**

Sanctuary Coffee is a coffee house that is operated within Knox United Church in downtown Calgary, Alberta. The worship space can accommodate 800 people, however, the attendance at services has declined

significantly. This left a space for a new use to be introduced into the worship space of this church (Figure 41). Now the coffee house is open weekdays and offers free Wi-Fi. Customers are encouraged to bring their laptops and work, or to simply chat with those around them. The interior of the worship space has not been altered, leaving the pews as the main seating option for customers. The members of Knox United Church feel as though they have been able to make greater connections in downtown Calgary that would not have been possible by solely the church use.



Figure 41: Sanctuary Coffee in Calgary

Source: Lukey, 2018

### 5.8.3.2.2 Case Example: Fairview Village Church, Eagleville, PN USA

Fairview Village Church is in Eagleville, Pennsylvania and connects with its community through the Village Café. The Church's mission is to celebrate their religion, connect with the greater community, and care through volunteer work (Fairview Village Church, 2019). The Village Café allows for the congregation to further connect with the greater community by welcoming non-congregants into the place of worship. The coffee house has regular hours of operation multiple times a week which were selected to accommodate the Church's time for services (Fairview Village Church, 2019).. The Village Café offers customers locally roasted coffee, sandwiches and free Wi-Fi. This use also provides career opportunities for members of the community as they hire employees rather than relying on volunteers.

### 5.8.3.2.3 Coffee Shop Next Steps

1. Schedule a meeting with a planner at the Municipality of Mississippi Mills to understand the implementation process of the new use. A ZBA may be required for the new proposed use which would cost \$3,500 (Municipality of Mississippi Mills, 2018b). However, this use is permitted in the Official Plan as it is designated residential which permits local commercial use. A professional planner may also be required to assist depending on the complexity of such an application.
2. Partnerships will be required to find an individual or company to operate this business.
3. Apply for a building permit which would cost 2% of the cost of construction to renovate the rectory to provide an adequate kitchen. If more space is needed, an addition can be constructed onto the rectory which would require a minor variance. This minor variance could include considerations for parking which may need to be upgraded for this use. A minor variance would cost \$800 (Municipality of Mississippi Mills, 2019).
4. Contact MVCA to understand if a permit is required for the development within the 30 metre water setback.

#### 5.8.2.3.4 Coffee Shop High Level Feasibility

A ZBA would be required to permit the use of a coffee shop (or takeout restaurant use), however the official plan permits local commercial uses. Parking may be an issue, as a coffee shop would require additional parking, beyond what is available on site currently. Reduction in parking provisions may be negotiated on the basis that the property is within walking distance of downtown, however this would be at the discretion of the Municipality. If an addition is constructed to accommodate more space a minor variance or ZBA may also be required.

Depending on the style or operation of the coffee shop, there are different requirements for the standard of the kitchen facilities. These standards can be found in the Health Protection and Promotion Act (2018). The Government of Ontario has specific requirements for food premises depending on what is offered (Government of Ontario, 2018).. If the coffee shop decides to provide only pre-packaged, low risk food or hot beverages, then it would be exempt from a commercial kitchen (Government of Ontario, 2018). If more options are provided, then the cost of constructing the kitchen could potentially be greater as different considerations such as illumination, ventilation and garbage and waste disposal are considered.

An additional consideration for implementing this use would be finding a partnership as there are no known available partnerships at this time. This use is suggested as the St. Paul's property is located across the bridge from the downtown and which has a variety of tourist commercial shops as well as cafés. In addition to providing access to a coffee shop to the coworking offices or artist studios proposed in the Rectory, the coffee shop could draw in a larger audience.

#### 5.8.3 Possibility 3: High Development

The results of the public engagement and strengths and challenges analysis indicated most participants acknowledge that the St. Paul's Church property is a desirable piece of real estate which holds a lot of potential for reuse and redevelopment. The previous two options discussed the possibility of tapping into some resources found within the community to broaden and deepen the programming currently taking place at St. Paul's. This option seeks to further this with the addition of another building on the property.

This would include constructing a building on the parcel of land currently zoned as residential. Due to the flood plain and required 30-metre setback from the high-water mark described in the Official Plan and zoning by-law, the building will need to sit closer to the street. Figure 42 shows a possible building envelope which is within the 30-metre water setback, showing that there is room for other activities in addition to a building if it were to be set back to 45 metres.



Figure 42: Estimated building envelope for a new building on the St. Paul's property

Source: ArcGIS, 2019



The building could be two main uses, such as some form of affordable housing and an event space. While the architecture and design of the building are outside the scope of this report, it is envisioned the building would be three storeys high and approximately 15 metres by 25 metres in size. As the property slopes down toward the river, it may be possible to decrease the height of the building by dropping the first floor slightly below grade and create a walkout basement to house the event space. The top two floors would be reserved for the housing.

Given the proposed building envelope, it is estimated each floor would be approximately 4000 square feet (total of 12,000 square feet). 4000 square feet of event space could be provisioned to provide a 1000 square foot commercial kitchen, 2,500 square feet of open space (seats approximately 200 people), washrooms and storage. On the two upper floors there would be 8000 square feet to provide housing. This would allow for between 10-12 one- or two-bedroom units ranging in size between 700 and 900 square feet. The numbers provided here are estimates and serve only to give the reader an idea of what **may** fit on this parcel of land.

**There are still issues of parking provisioning to be addressed, as there is not adequate parking on site for the “assembly hall” or event space use. This will be further discussed in the feasibility analysis.**

#### **5.8.3.1 Case Example: Wilson Heights United Church, Vancouver, BC**

Wilson Heights United Church in Vancouver, British Columbia, recognized that it had vacant land next to its property that could be used for social good for the community. In 1991, the church entered a 60-year lease with the Province of British Columbia to subdivide the vacant land for the development of social

housing. The Province entered into an agreement with Housing Foundation of BC to develop 15 units of one- and two-bedroom units for families and seniors called Wilson Heights Manor (Brightside Homes, n.d.; Wilson Heights United Church Council, 2010).



*Figure 43: Fifteen units of housing next to the existing Wilson Heights United Church, Vancouver BC*

*Source: Terra Housing, 2019*

St. Paul's would similarly need to find an interested party to lease the land to. In Ontario, the provincial government does not participate in affordable housing the same way that British Columbia does. Instead, it would need an interested non-profit housing developer and operator.



*Figure 43: Wilson Heights Manor*

*Source: Terra Housing, 2019*



### 5.8.3.2 High Development Next Steps

1. A Feasibility Study and Market Analysis will need to be conducted to determine at a minimum:
  - A. Need for housing- what scale is most suitable (# of bedrooms)
  - B. Types of housing – Affordable housing, housing for seniors, housing for people with disabilities, market-rate housing etc.
  - C. Rent—average rents
2. To continue missionary work, it is most likely a non-profit housing builder/operator will need to be consulted that is interested in building housing on the subject property and operating the units after completion. The following are suggested first-point contacts.
  - A. Lanark County Housing
  - B. Abbeyfield
  - C. Carebridge Community Support
3. Next, an interested housing developer should be contacted as St. Paul's will not be the one to develop the housing. St. Paul will only provide the land.
4. Upon securing an interested housing operator and developer, St. Paul's will need to negotiate whether it sever and sells the land for housing or leases the land to the operator. In this case, as St. Paul's would like continued access to the land
5. If St. Paul's chooses to lease the land, it will need to obtain a Zoning By-Law Amendment (ZBA) to allow for development. As the proposed structure is in the residential zone it will be permitted, however it is anticipated that relief will be required from certain provisions such as setbacks, height limitations and minimum parking. The following steps would need to be taken for a ZBA:
  - A. Consultation with municipal planning department
  - B. Contract all required studies for a complete application – archaeological assessment, environmental assessment, stormwater management brief etc.
  - C. Complete and submit a ZBA application. It is anticipated that this would require the services of a professional planner.
  - D. Public notice is issued as per the Ontario Planning Act
    - i. Residents within 120 metres receive notice
    - ii. Signage installed on the property
    - iii. Public meeting is held
  - E. The proposal goes to council 20 days after the public meeting for decision to approve or deny the ZBA application. For a COPA application, the proposal goes to the Ministry of Municipal Affairs and Housing for approval by the Minister. This adds an additional 30 days to the process.
  - F. A 20-day appeal period is held, during which anyone involved in the planning process may appeal the decision, including the Municipality and the Applicant.
  - G. If no appeals are received the decision is considered final and binding.
6. A Site Plan Application (SPA) will also need to be submitted.

### 5.8.3.3 High Development High Level Feasibility

There are considerable planning constraints to consider when looking at the option of constructing an additional building on the property. While the Official Plan and zoning by-law permit residential uses on the subject lands, the property is along the shoreline with Environmental Hazard Zones and Flood Plain designations on this piece of land. Although the development meets the required setback from the high-water mark, it will still be subject to review by the MVCA, which may be lengthy process.

Additionally, the parking on site is a challenge which may not be reconcilable. As existing the parking provided on site can accommodate approximately 10 vehicles. The proposed structure would contain 10-12 dwelling units plus event space which may seat up to 200. In addition, the Parish House, Rectory and Church will still exist on site and still require parking at minimum, equal to what it provides today, although more would likely be requested during the planning process.

It is noted the Section 9.3.3 does permit cash-in-lieu of parking agreements to provide some relief of parking requirements, however it would only be applicable to the non-residential uses proposed (i.e. event space).

Further to the planning constraints, St. Paul's would be required to find a housing operator to run the building as mentioned the Church does not have the volunteer capacity to undertake this themselves. It may be possible to pull in an affordable housing operator from Ottawa given the proximity. There are also several developments currently taking place in the municipality such as Orchard View Retirement Community and Carebridge Community Support which provides seniors

services, affordable housing developmental services across Lanark County.

## 5.9 Conclusions

In summary, this chapter has outlined a range of possibilities for the future use of St. Paul's Anglican Church. Following the portfolio review, it is recommended that the Church should undergo the recommended alterations to solve its challenges of accessibility. This should be done in coordination with an expert who has experience of implementing accessibility measures in heritage buildings. However, as noted, the accessibility challenges do not preclude St. Paul's from pursuing all the possibilities outlined in this chapter.

The future of St. Paul's is anticipated to be vibrant, active and engaging. Firstly, the property can embark on several projects with minimal development. The options presented show adaptation projects pursued by other churches and institutions, and how the benefits can be realised beyond the immediate congregation. The artist studios could be easily pursued given the already well-established Centre for Creative Living; the networks and partnership opportunities already exist. Further, one-off events are one way that the Church could involve more secular members of the community and utilise the interior in more creative ways, especially as the space is already flexible due to the absence of pews.



Moveable seating in St. Paul's

Medium and high development presents further opportunities and highlight additional space could allow St. Paul's to continue its community ministries. The continuation and expansion of the Lanark County Food Bank would greatly benefit the families and individuals in Almonte who have limited access to transport and further, provide greater dignity and choice. Further, the addition of housing would alleviate some of the housing need felt by some members of the Almonte community and could be done in partnership with a non-profit expert such as Carebridge Community Support who would have expertise in developing and funding these kinds of projects.

This chapter has presented a comprehensive review of the Town of Almonte and St. Paul's Anglican Church and has demonstrated how the parish portfolio, history and neighbourhood context can influence the direction of its possible future use. The project team hope that the diverse and committed community St. Paul's can pursue one or more of these possibilities and continue to be an asset for many years to come.

*Table 14: Overview of possibilities for St. Paul's*

Possibilities	Details	Challenges Potentially Addressed	Revenue Generating (Yes/No)
Low/No Development	<ul style="list-style-type: none"> <li>• Artist Studios</li> <li>• Coworking Spaces</li> <li>• One-Off Events</li> <li>• Community Garden</li> <li>• Waterfront Access</li> </ul>	<ul style="list-style-type: none"> <li>• Community Gathering Space</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> </ul>
Medium Development	<ul style="list-style-type: none"> <li>• Housing in the rectory</li> <li>• Food Bank</li> <li>• Coffee Shop</li> </ul>	<ul style="list-style-type: none"> <li>• Community Gathering Space</li> <li>• Affordable Housing</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> </ul>
High Development	<ul style="list-style-type: none"> <li>• Construction of an affordable housing and event building on the west lawn</li> </ul>	<ul style="list-style-type: none"> <li>• Community Gathering Space</li> <li>• Affordable Housing</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> </ul>

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## 5.11 Appendix

### Open House

### Mapping Strengths

#### Assets

Mills of Kintail Conservation

Almonte waste sewage treatment plant – ponds excellent for birding

Bird tower and conservation at lagoon

Baseball field

Soccer fields (2)

Running Track

Tennis Club

Civitan Hall (4)

Gemill Park (3)

Breakfast at the superior

Cross-country skiing on the rail trail

Rail Trail (2)

Textile museum

Boat Launch and Park

Riverwalk (5)

Mill Street

Live on Mill Street

Old Town Hall (3)

Shopping on Mill Street

Holy Name of Mary Church

Almonte Civic Arena and Curling Club

Splash pad

Liquor Store

Heirlooms and Joe's Restaurants

Events Community Centre

Bike Shop

Postinos

Bed and Breakfast

Rent Geared to Income Housing

Mississippi Mills Youth Centre

Naismith Statue

Farmers Market

Public Library (3)

Augusta Park (2)

Summer Concerts

Fairview Manor

Almonte General Hospital (4)

Excellent views from Mark;s Park on River

Beach and Fairgrounds (1)

Ottawa Valley Family Health Team

The Mississippi River

Equator\*

Daily Scoop Breakfast (very tasty)

Mills Community Support – Carebridge (3)

- Meetings
- Age friendly community
- Board of home hospice

Juxtaposition of the elderly with the young (in reference to Orchard view retirement community)

Orchardview retirement home

The drive to Appleton

Curling club for seniors

Fishing docks

Park with things people of all ages can do

Greenspace (along river)

St. Paul's Anglican Church (pastoral visiting)

## North Lanark History Museum

### Commercial (@Industrial and Ottawa Roads)

- Pet store
- Chiropractor
- Dentist
- Pharmacy
- Massage therapy
- Natural Foods store
- Independent Grocers

## SWOC

### What do you like about this community?

- The people (5)
- The ability to walk to places (8)
- Friendliness of people on the street and in stores, helpful also (3)
- High degree of volunteerism (2)
- Has a real "home town" friendly feel (4)
- Entrepreneurial spirit/volunteer spirit/heritage conservation (3)
- Openness of St. Paul's to all, our total community and others (10)
- Growing focus on environmental issues (2)
- That you don't have to go into Ottawa to get culture or events (5)
- The river!!! (6)
- Bike friendly (2)
- Small population – know your neighbours (2)
- Close to Ottawa but far enough away to have "country" feel (2)
- People come together around diverse interests
- Downtown has a great sense of place (1)
- Now people are bringing new

### interests and energy

- Close enough to the country to maintain rural connection

### What do you not like about this community?

- Transportation! Difficult to get around if you don't walk (7)
- Terrible sidewalks (1)
- Town council – don't communicate well with "The People" (3)
- They fight among themselves, difficult to get cooperation for new ideas (1)
- I am new to Almonte, and still getting familiar with aspects (1)
- PRATAC (5)
- Nothing – its great on all counts (4)
- Great social services
- Lacking grocery store options (2)

### What kinds of changes do you think are possible in this community?

- More agencies, churches, volunteers working together (7)
- Sidewalk
- Some form of public transportation (6)
- We are too new to tell (1)
- We need to attract more young families /millennials (5)
- More bike racks (1)
- More trails and bike lanes (3)
- Ban on single use plastics (5) and bottled water (1)
- Recycling of plastic/compost similar to Ottawa and Kanata (5)
- More options for our vulnerable population (4)
- TD Bank (2)
- Credit Union Bank of Nova Scotia
- PRIDE (4)



- Community farm with community compost, tree nursery, community garden and orchard (1)

What do you think might prevent these changes from happening?

- Information, volunteers (3)
- Resistance to change- “we have always done it that way” (7)
- We’re still a very small town, our economic base is very small
- Think outside the box
- People are too set in their ways- have to rethink how we do things.  
Example: today ask people to bring a mug instead of using throw away Styrofoam (4)
- Age group – need to invite younger kids, teens to join in (1)
- Mixing seniors with children might be impacted by transportation difficulties (5)
- People who get stuck in what’s wrong is what’s strong!

How else could this church property better serve this community?

- More programs (such as “open table”) open to public (1)
- Dissemination of ideas to other churches (partnerships) (2)
- Think outside the box
- Advertise its availability (5)
- Invite artists to rent studios
- Labyrinth for all community use (1)
- Affordable housing AFFORDABLE HOUSING
- Should host a concert
- Accessible trick or treating etc.
- Inclusive safe space events (3)

- Integration with St. Vincent De Paul Programs at hayshine of Mary
- Group home (no)
- Boarding house for people in transition (1)
- Abbeyfied Home
- Coffee house great idea (1)
- Children’s after school programs
- Youth drop in

# 06 St. Martin's

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# 06 St. Martin's

## 6.1 Chapter Introduction

St. Martin's Anglican Church, located at 2120 Prince Charles Road in Ottawa, Ontario, is one of the three parishes included in this study for the client, the Anglican Dioceses of Ottawa (ADO). This chapter begins with contextual and historical analyses of the City of Ottawa, the neighbourhood of Carlingwood, as well as the property itself. Next is a parish portfolio review, based on an analysis of five variables: land use policy and regulatory frameworks; heritage policy; environmental policy; a circulation, services and amenities analysis; and a demographic analysis. These five variables were analyzed to identify constraints with the church property, what is currently permissible, and what might be suitable for adaptive reuse given the current context. Following the portfolio review are the results of the needs and assets assessment for St. Martin's and Carlingwood, as informed by key informant interviews and public open houses. The findings have collectively informed an overarching vision for the church property, which encompasses three adaptive reuse possibilities that can be implemented independently, or in conjunction with one another.

## 6.2 Ottawa: Historical and Present-Day Context

St. Martin's Anglican Church is in the west end of Ottawa in the Carlingwood neighbourhood (Figures 1 & 2). Settlers began settling in the area in 1826, but the earliest inhabitants were members of the Algonquin First Nations. The city's location on the south bank of the St. Lawrence River was a critical factor in the city's



Figure 1: Church property location in the City of Ottawa

Source: Google Maps, 2019



Figure 2: Carlingwood neighbourhood boundary

Source: Google Maps, 2019

development and settlement. The waterways facilitated the transportation of furs, timbers, and minerals. Therefore, the city became known for its trading and lumbering community. It quickly grew to regional significance, and Ottawa was named the capital of the Province of Canada in 1857 and was later named the capital of the dominion of Canada (Britannica, 2019).

By 1862, industrial jobs made up about 48% of the labor force. The importance of resource extraction, however, changed due to Ottawa becoming a Capital city. Today, the largest number of Ottawa residents are employed in public administration, health care and social assistance, professional, scientific and technical services, and retail.

Between 2011 and 2016, Ottawa experienced population growth, increasing 5.8% from 883,391 residents in 2011 to 934,243 in 2016. If taking into consideration the wider Ottawa-Gatineau metro area, the 2019 population is 1,323,783 residents (Statistics Canada, 2016).

Today, Carlingwood is home to a large senior population, which is reflected in its facilities, including a senior's centre and retirement living such as Carlingwood Retirement Community as seen in Figure 3. Due to its relative affordability in comparison to surrounding neighbourhoods such as McKellar Park, and its proximity to various amenities such as parks and schools, Carlingwood has become an attractive option for younger families (Figure 4).

Additionally, accessibility to transit bus stops and the incoming LRT station has left Carlingwood well connected to the rest of Ottawa. Currently, it's possible to travel to downtown Ottawa in 30 minutes by public transit (Google Maps, 2019)



*Figure 3: Carlingwood Retirement Community - view west on Lockhart Avenue*

*Source: Google Maps, 2019*



*Figure 4: Carlingwood Shopping Center.*

*Source: Google Maps, 2019*

### 6.3 St. Martin's Anglican Church: Historical and Present-Day Context

St. Martin's Anglican Church was founded after the First World War with the initial church building located at the corner of Woodroffe Avenue and Byron Avenue. The growth of suburban neighbourhoods and church-going families during the 1940s and 1950s left the original structure unable to handle the growing congregation, which had grown to over seven hundred families, with two hundred children attending Sunday school. Therefore, by 1954, there was a need to relocate to a larger space. A new location was chosen on a 1-acre sized lot where Prince Charles Road meets Lockhart Avenue. The



campaign funding goal for the new church building was \$75,000, however more than \$685,000 was raised (St. Martin's Anglican Church, 2019).

Today, the church is an established part of its community, known for both its physical presence as a landmark in the neighbourhood, as well as its many outreach programs for those in need, including:

- Centre 454 – Serving the homeless and those at risk of being homeless.
- Cornerstone – Providing emergency shelter, supportive housing, and services for women and children
- Harmony House – Harmony House is a second-stage women's shelter. We provide safe, affordable transitional housing for women and children who are survivors of violence.
- The Well – The Well / La Source is a spiritual and justice based gathering place for women and women with children. We provide a safe, supportive, inclusive environment where women come together to empower each other while nourishing the whole person.
- Ottawa West Community Support – Enabling seniors and disabled adults living in the West End of Ottawa to remain safely at home as long as possible.

## 6.4 St. Martin's Anglican Church: Site Context

St. Martin's Anglican Church is located on a 1-acre property known municipally as 2120 Prince Charles Rd (Figure 5). The property finds itself on a corner lot with neighboring single-family homes. Lockhart Avenue bounds it to the East and Neepawa Avenue to the South. The church occupies the northern part

of the property (Figure 6), while the rectory is located on the southern part of the property. The eastern part of the property and between the church and the rectory is open green space. The church's location on a hill has made it a landmark site to the neighborhood. There is some designated parking, along with street parking along Prince Charles Road.



Figure 5: Aerial View of Church Property.

Source: Google Maps, 2019



Figure 6: Picture of the front of the Church

Source: Schneider, 2019

While the property is near Carlingwood Shopping Centre, the immediate surrounding neighbourhood is mainly residential with a mix of apartment buildings with five or more storeys and single detached dwellings as can be seen in Figure 7.

This is seen to the north of the property along with commercial amenities along Richmond Road. To the east of the property is also residential where the neighbourhood of McKellar Heights is located along with Tillbury Park. To the immediate west of the property exists the Carlingwood Retirement Community, Woodroffe Park and Woodroffe Avenue Public School, and the Carlingwood Public Library and Carlingwood Shopping Centre approximately one block south. An aerial view of the neighbourhood can be found in Figure 8.

Firmly nestled within a low-density residential community, St. Martin's forms an integral part of the deep history of the Carlingwood neighbourhood in west Ottawa, an area designated as a mature neighbourhood by the City of Ottawa and extended unique considerations because of its post-war status and quintessential modernist architecture and community design.



Figure 7: Surrounding residential development - view North on Prince Charles Rd.

Source: Google Maps, 2019



Figure 8: Aerial view of church property and surrounding development.

Source: Google Maps, 2019

## 6.5 Parish Portfolio Review

The following section will delineate the policy frameworks, regulations and provisions that are presently in effect and dictate the use of the church property of St. Martin's Anglican Church.

### 6.5.1 Land Use Policy and Regulatory Framework

This section will provide an overview of the relevant policy frameworks and regulations which govern and dictate the use of the St. Martin's Anglican Church property.

#### 6.5.1.1 Provincial Policy Statement

The *Provincial Policy Statement* (PPS) sets overarching guidelines for the conservation of significant built heritage resources and landscapes, community building and economic and cultural development.

#### 6.5.1.2 City of Ottawa Official Plan

The City of Ottawa's current Official Plan was adopted by City Council in 2003. It established four primary concentric zones that are inclusive of all neighbourhoods and townships that were amalgamated into the City of Ottawa in 2001: Inner Urban, Outer Urban, Suburban, and Rural. St. Martin's Anglican Church is situated within the Outer



Urban ring of this layout and is designated under the broadest classification of the Official Plan's land use schedule: **General Urban Area**, seen in the following Figure 9. Under this designation, certain provisions are listed which apply generally to much of the established built-up neighbourhoods within the municipal boundary, including the neighbourhood in which St. Martin's Anglican Church is located. **The General Urban Area allows for the development and re-development of the broadest range of housing types, as well as a variety of commercial, employment, leisure, cultural and institutional site-specific uses, among others.** This is intended to provide flexibility to the many neighbourhoods and districts which are designated as General Urban, while still adhering to land use regulations specified within the Zoning By-law.

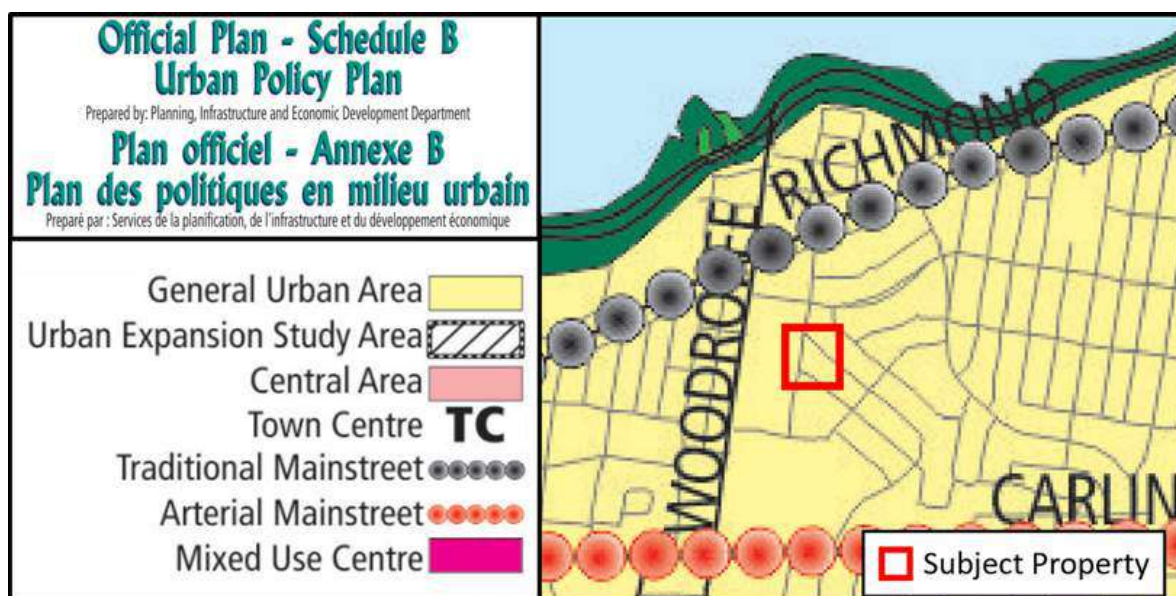


Figure 9: Excerpt from the City of Ottawa Official Plan, Schedule B - Urban Policy Plan

Source: City of Ottawa, 2019a

As a mature suburb which lies within the outer urban ring of the City of Ottawa concentric layout, Carlingwood falls within a category of communities that have been slated for controlled growth which manifests in compact and intensified fashions. As part of the Official Plan's strategic directions, established neighbourhoods that fall within the urban boundary defined by the greenbelt are all targeted for this kind of growth; McKellar Heights where St. Martin's is in proximity. For example, the St. Martin's Church site is situated between two corridors that were both slated for net density increases over the course of the planning horizon: the Richmond Road Traditional Main Street corridor and the Carling Avenue Arterial Main Street corridor, both of which were due for increases of 21 people and jobs per hectare, from 179 in 2012 to 200 by the end of the current planning horizon.

### 6.5.1.3 Zoning By-law

Under the City of Ottawa's current consolidated Zoning By-Law (No. 2008-250), the site comprising the entirety of **the St. Martin's Anglican Church property is designated as I1, or Minor Institutional, Subzone A, as seen in Figure 10.** Under this classification, a total of 22 distinct uses are permitted, as stipulated under Section 169(1)(b) of the zoning code. These uses are listed below:

- Community centre
- Day care
- Emergency service
- Group home (see Part 5, Section 125)
- Library
- Museum
- Municipal service centre
- One dwelling unit ancillary to a permitted use
- Park
- Place of assembly
- Place of worship (By-law 2013-224)
- Recreational and athletic facility
- Residential care facility
- Retail food store, limited to a farmers' market (By-law 2016-135)
- Retirement home
- Retirement home, converted (see Part 5, Section 122)
- Rooming house
- School
- Shelter (see Part 5, Section 134)
- Sports arena
- Training centre limited to job instruction / training associated with a school (By-law 2008-341)
- Urban agriculture (see Part 3, Section 82) (By-law 2017-148) (By-law 2018-206)



Figure 10: Map showing zoning for St. Martin's Anglican Church

Source: City of Ottawa



Subzone A further outlines the following mechanisms and provisions for the control of the site plan and building configuration:

*Table 1: Provisions for the Institutional (I1A) Zone*

<b>Zoning Mechanisms</b>	<b>Provisions for Areas A and B on Schedule 1 of the Official Plan'</b>
Minimum Lot Width (m)	15
Minimum Lot Area (m2)	400
Minimum Front Yard Setback (m)	3
Minimum Rear Yard Setback (m)	Abutting an R1, R2 or R2 Zone: 7.5      Other cases: 4.5
Minimum Interior Side Yard Setback (m)	7.5
Minimum Corner Side Yard Setback (m)	4.5
Maximum Height (m)	15 (By-law 2017-303)

*Source: GeoOttawa, 2019*

As stated under Part 7 of the zoning by-law, the purpose and intent of the Minor Institutional Zone is to:

- i. permit a range of community uses, institutional accommodation and emergency service uses to locate in areas designated as General Urban Area or Central Area in the Official Plan; and
- ii. minimize the impact of these minor institutional uses located near residential uses by ensuring that such uses are of a scale and intensity that is compatible with neighbourhood character.

In addition, the zoning by-law also describes a Mature Neighbourhoods Overlay which covers much of central Ottawa and extends to Carlingwood and McKellar Heights on the western edge of the outer urban area (Area B on Schedule 1 of the Official Plan), thus applying to the St. Martin's Church property. As per Section 139 of the zoning by-law:

*'the purpose of the Mature Neighbourhoods Overlay is to regulate the character of low-rise residential development in order to recognize and reflect the established character of the streetscapes within the area of the Overlay (City of Ottawa, 2008)*

#### **6.5.1.4 Transportation Master Plan (2013)**

The communities of McKellar Park, Westboro Village, and Richmond Road are identified as strong candidates for intense transit-oriented development (TOD) in the short-to-medium term future, with an approved LRT extension soon to be built and continuous rapid transit corridors to be maintained throughout the area. Phase 2 of light-rail expansion will soon deliver a dedicated rail corridor directly north of McKellar Heights and the St. Martin's church site. Two new stations will be within walking distance of the Church and will provide direct service to the city centre for the residents of McKellar Heights and surrounding neighbourhoods.

### 6.5.1.5 Heritage Framework

The City of Ottawa currently has over 300 designated heritage buildings and 18 heritage conservation districts. However, the Heritage Services Section maintains a Heritage Reference List with over 10,000 properties of interest in the City of Ottawa.

The tools used by the City to identify and protect cultural heritage resources include:

- Property Standards By-Law
- Listing on the City of Ottawa Heritage Reference List
- Listing on the Heritage Register
- Individual designation under Part IV of the Ontario Heritage Act
- Heritage Conservation District designation under Part V of the Ontario Heritage Act
- City of Ottawa Heritage Overlay (Section 60 of Zoning By-Law No. 2008-250)

In addition, City Council may recognize and protect properties of cultural heritage value or interest through individual designation. A property may be worthy if it satisfies one or more of the following criteria established through Ontario Regulation 9/06:

- The property has design or physical value
- The property has historic or associative value
- The building has contextual value

In the case of St. Martin's, the Church property has not been designated heritage and does not rest in a Heritage Conservation District. However, it is likely that should any type of large-scale re-development be proposed for the site, community members may apply for individual designation, as it can be argued that the site meets all the criteria outlined above. Therefore, proposals for large scale redevelopment at the site need to be sensitive to potential concerns of neighbours, since

heritage designation could make redevelopment of any sort infeasible.

### 6.5.1.6 Environmental Framework

According to the City of Ottawa Mississippi-Rideau Source Protection Plan, 2120 Prince Charles Road is situated in an Intake Protection Zone with a vulnerability score of 8.1 (IPZ-8.1) as shown in Figure 11. In this zone, contaminants could reach the intake pipe at the nearest water treatment plant within two hours. The score of 8.1 also implies that the area includes additional drainage that contributes to the intake and allows for contaminated run-off to readily reach the river. Special protections are in place for those wishing to build, renovate, buy or sell property in the IPZ-8.1 in order to reduce the possibility of a contamination event that could negatively impact both the health of community members as well as property values.

Further, as per the Mississippi-Rideau Source Protection Plan, future land uses that are considered "risky" are prohibited from being in this area. This includes large sewage works such as industrial or sewage treatment plant effluent discharges. Additionally, while not prohibited, a Risk Management Plan may be required for some agricultural activities. As these uses are not being proposed for St. Martin's this constraint will not be applicable.



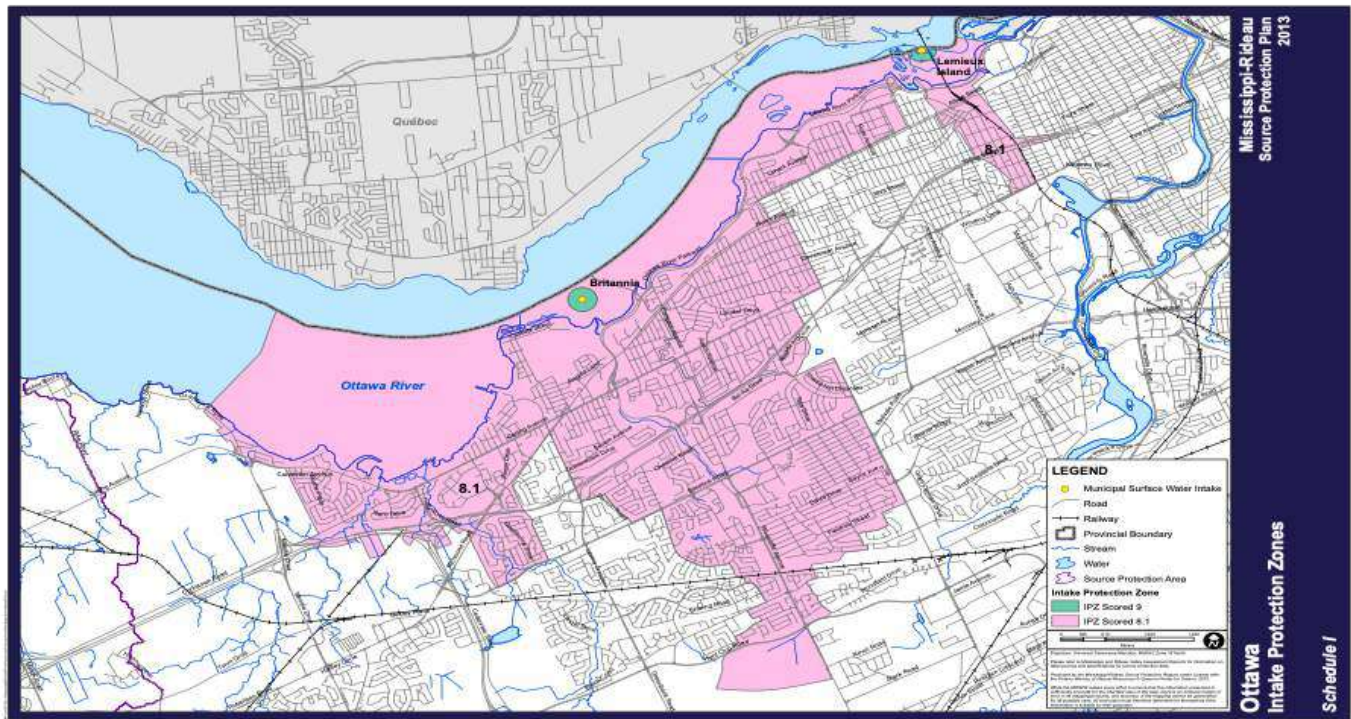


Figure 11: Flood Plain Map of West Ottawa

Source: Mississippi-Rideau Source Protection Plan, 2019

### 6.5.2 Circulation, Services and Amenities Analysis

Analysis of walkability, cycling, public transportation and surrounding services and amenities within a 1.5-kilometre radius of St. Martin's' Anglican Church demonstrates that the site is located within a wide range of services that are offered in Morrisburg. Table 2 summarizes all services and amenities that are available within a 1.5-kilometre walk of the church and Figure 12 visually lays them out.



Figure 12: Amenities and services within 1.5km of St. Martin's

Source: Google Maps, 2019; Walk Score, 2019



Table 2: Services and Amenities within 1.5 kilometre radius around St. Martin's Anglican Church

Service/Amenity	Amount
Food & Drink (cafes, restaurants, fast food)	20
Government, Social, Community Services	6
Parks	8
Schools	9
Banks	2
Pharmacies	5
Medical Facilities	3
Child Care Centres	8
Grocers	3
Senior Services	1

Source: Google Maps, 2019; Walk Score, 2019

### 6.5.2.1 Walkability

St. Martin's achieves a walk score of 75 and is deemed to be "very walkable" due to its accessibility and proximity to many services and amenities. However, what is important to note is that the neighbourhood has limited pedestrian infrastructure such as sidewalks and crossings which can limit safe access to the Church, especially for young children and the elderly. This is common for post-war suburbs such as Carlingwood which were primarily designed around the automobile. Figure 13 shows the distance that can be walked on foot by an able-bodied person within 20 minutes from St. Martin's; the graph shows the amenity scores that contributed to St. Martin's overall walkability.

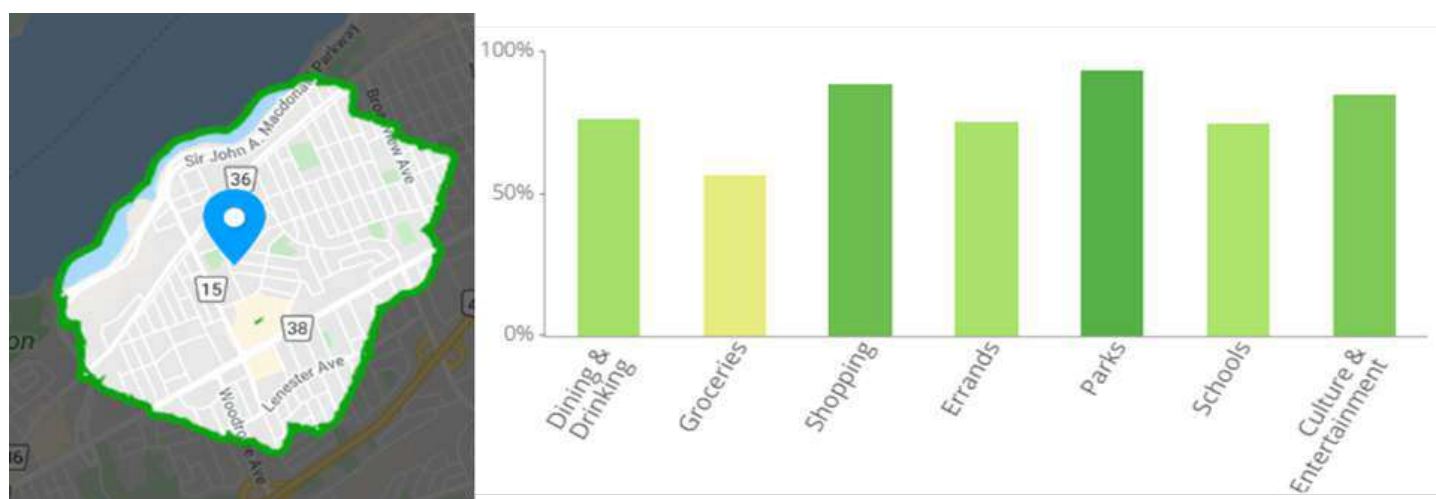


Figure 13: Travel time map and scores for nearby amenities, St. Martin's

Source: Walk Score, 2019



### 6.5.2.2 Public Transportation

St. Martin's achieves a transit score of 56 and is characterized a 'good transit' hub due to the variety and proximity of bus routes which travel east and west along the arterial corridors of Richmond Road and Carling Avenue. This score is likely to improve in future with the arrival of two new LRT stations forecast to open nearby in conjunction with the expansion of the recently opened Confederation Line. Additionally, Figure 14 shows transit stops within the neighbourhood.

### 6.5.2.3 Cycling

St. Martin's achieves a bike score of 65. This score reflects an adequate number of nearby pathways and trails for cyclists with minimal hills and good road connectivity. However, McKellar Heights has limited bicycle infrastructure on nearby streets adjacent to the site, notably Prince Charles Road and Lockhart Avenue.

### 6.5.3 Demographic Analysis

A demographic analysis was undertaken to facilitate understanding of the physical, social, and economic landscape within the City of Ottawa. Demographic data was taken from Statistics Canada's 2016 Census.

#### 6.5.3.1 Summary Table of Key Demographic Statistics

The following Table 3 provides a wholistic view and breakdown of all the relevant demographic statistics and insights pertaining to the census dissemination area in which St. Martin's Anglican Church is located (*Continued on next page*).

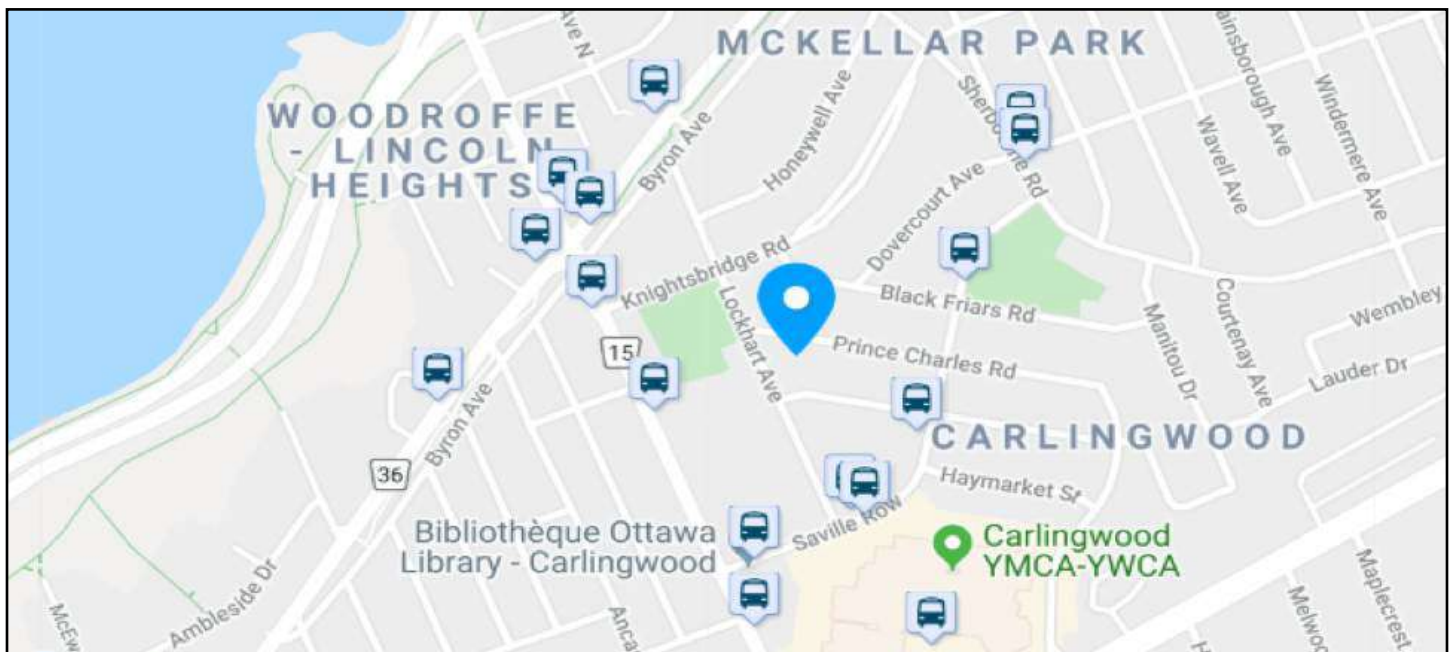


Figure 14: Nearby transit stops in relation to St. Martin's

Source: Walk Score, 2019

Table 3: Key Demographics of St. Martin's DA compared to Demographics of Ontario

Characteristic	St. Martin's DA (%)	Ontario (%)	Difference (+/-)
<b>% Change in Population between 2011 and 2016</b>	0.0	4.6	-4.6
<b>Age Distribution</b>			
0-14	12.4%	16.4	- 4%
15-64	57%	66.8	- 9.8%
65+	30.6%	16.7	13.9%
<b>Rent</b>	48%	30.2	18
<b>Own</b>	52%	69.7	-5.3
% individuals spending more than 30% of income on shelter costs	67%	27.6	-3.7
Median After-Tax Income	\$27,563	\$30,641	-10%
<b>After-Tax Income</b>			
> \$20,000	33	32	1
> \$50,000	78.9	70	8.9
< \$100,000	1.6	3.97	-2.4
<b>Highest Level of Education</b>			
No certificate, diploma or degree	24.8	17.6	7.3
Secondary (high) school diploma or equivalent	31.3	27.4	3.9
Apprenticeship or trades certificate or diploma	7.7	5.8	1.9
College, CEGEP or non-university certificate	25	20.8	4.2
University - bachelor level or above	9.7	26	-16.3

Source: Statistics Canada, 2016

### 6.5.3.2 Population

St. Martin's Anglican Church falls within the Carlingwood census aggregate dissemination area (ADA) 35060142 (seen below in Figure 15) which spans 3.71 km<sup>2</sup>. According to the 2016 census, Carlingwood's population was 14,922 residents.

The average age in Carlingwood is approximately 48 years old, while the median age is approximately 51 years old. The residents between 0 and 14 years old makes up 12% of the population and 31% of the population is aged 65 years and older. Figure 16 shows the age distribution of Carlingwood as compared with Figure 17 provincial rates and demonstrates that the population of individuals 65 years and older in Carlingwood is nearly double that than the population of those 65 years and older in Ontario.



Figure 15: Geographic reach of the DA.

Source: Statistics Canada, 2016

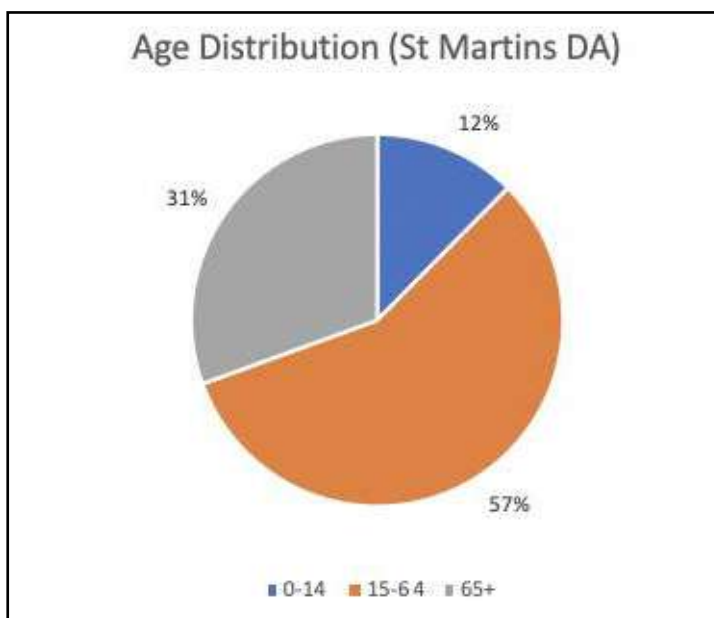


Figure 16: Age Distribution in Carlingwood

Source: Statistics Canada, 2016

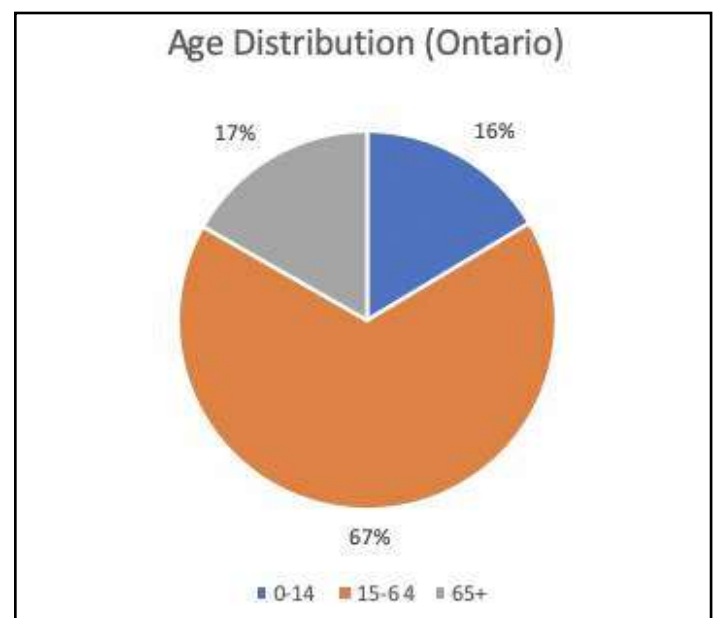


Figure 17: Age Distribution in Ontario

Source: Statistics Canada, 2016

### 6.5.3.3 Housing

There are 7,676 total private dwellings in this DA, a significant proportion of which are single detached dwellings (2,315). Table 4 breaks down the dwelling typology further:

Table 4: Distribution of the various housing types available in the DA

Housing Type	Quantity
Single detached dwellings	2315
Semi-detached dwellings	290
Row houses	200
Apartments in duplexes	65
Apartments in buildings exceeding 5 storeys in height	4120
Apartments in buildings under 5 storeys in height	445
Other attached dwellings	0
Movable dwellings	0

Source: Statistics Canada, 2016

Twenty-nine percent of residents in this ADA dedicate more than 30% of their income to household costs, qualifying them as being in core housing need. 48% of residents rent their homes, while 52% own their homes.

### 6.5.3.4 Labour and Income

The median individual after-tax income of the residents of Carlingwood is \$42,762. Of that, 39% of the population have an after-tax individual income of less than \$30,000 (Figure 18 & Figure 19).

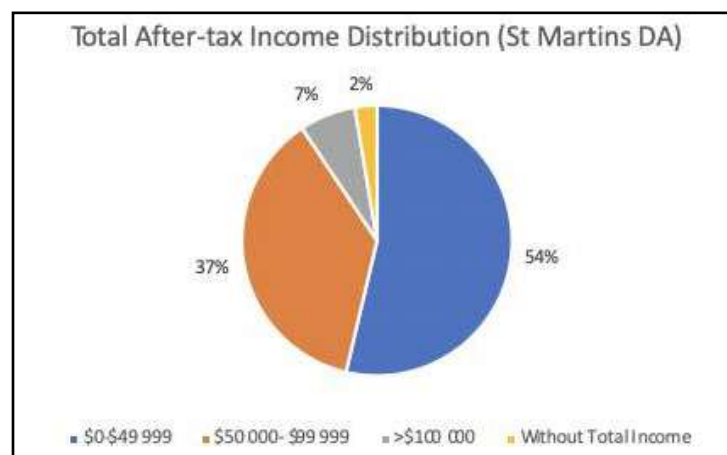


Figure 18: Income Distributions for Carlingwood

Source: Statistics Canada, 2016

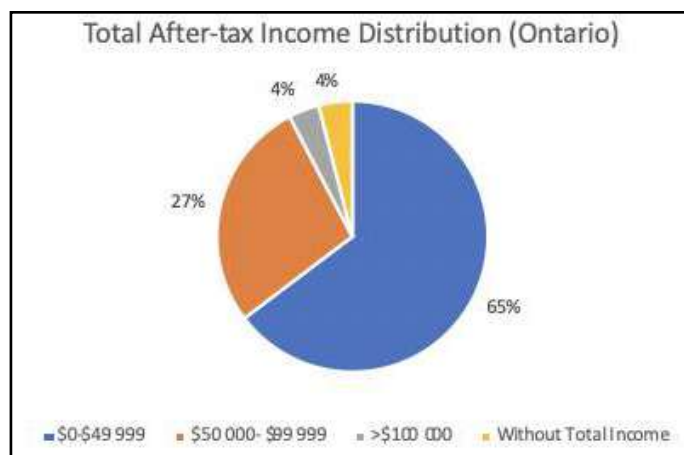


Figure 19: Income Distributions for Ontario

Source: Statistics Canada, 2016



According to the National Occupation Classification, the top three employment categories within this ADA are Sales and Service Occupations (18%), Business, Finance and Administration Occupations (17.7%) and Occupations in education, law and social, community and government services (17.1%).

### 6.5.3.5 Education

Eleven percent of Collingwood's residents have no formal education compared to 18% of Ontarians. Twenty-two percent have a high school diploma compared to 27% of Ontario. Sixty-seven percent have some form of post-secondary certificate, while only 55% of Ontarians have any form of post-secondary certificate. Figure 20 provides a visual representation of these levels.

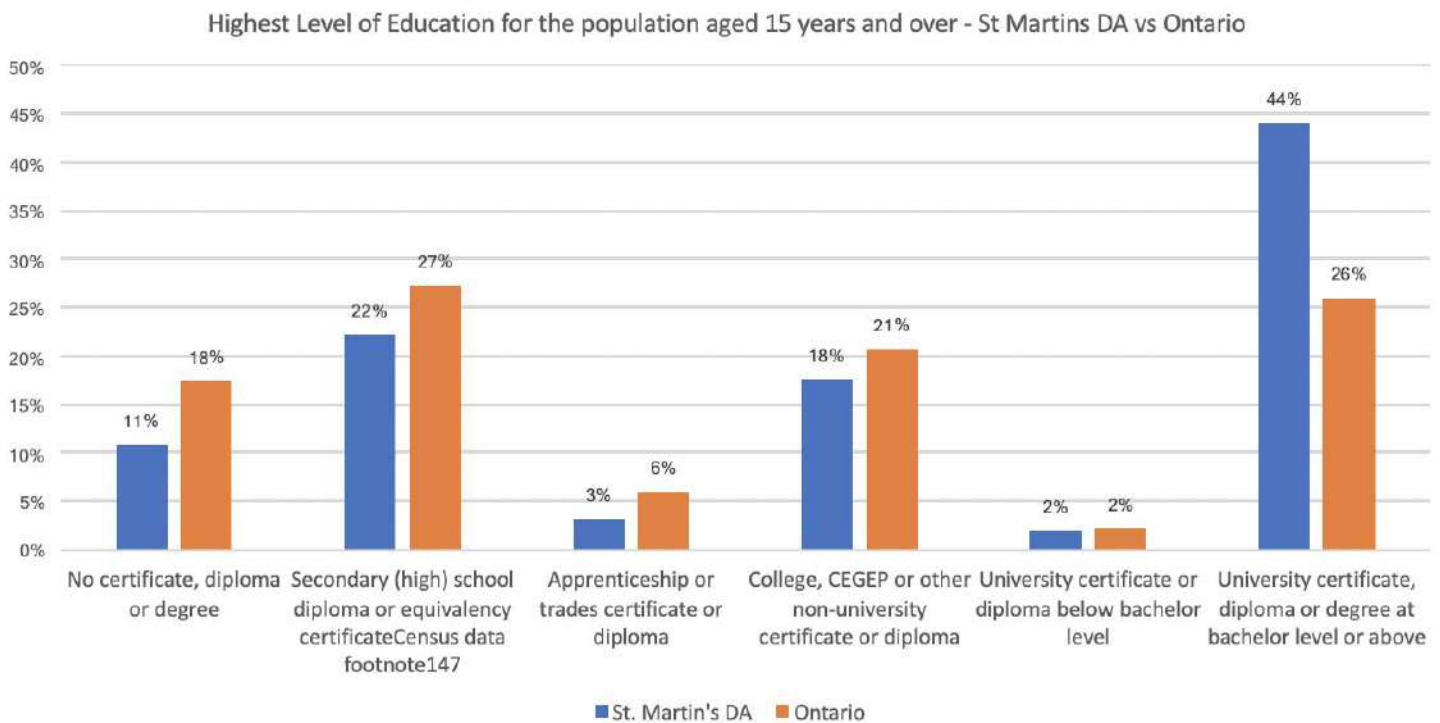


Figure 20: Highest level of education for this 15 years or older for the St. Martin's ADA compared to Ontario

Source: Statistics Canada, 2016

### 6.5.4. Summary of Parish Portfolio

Table 5 summarizes the key findings for the variables analyzed in the Parish Portfolio Review. These variables present constraints and opportunities for adaptive reuse with respect to St. Martin's Anglican Church.

*Table 5: Parish portfolio summary of findings*

Variable	Key Findings
Land Use Policy and Regulatory Framework	<ul style="list-style-type: none"> <li>OP: General Urban Area designation</li> <li>Zoning By-law: zoned Minor Institutional</li> </ul>
Heritage Framework	<ul style="list-style-type: none"> <li>No constraints</li> </ul>
Environmental Framework	<ul style="list-style-type: none"> <li>Intake Protection Zone Score of 8.1</li> <li>No constraints are posed for this planning study</li> </ul>
Circulation, Services and Amenities Analysis	<ul style="list-style-type: none"> <li>The site is well located in terms of circulation and servicing offered in Carlingwood</li> </ul>
Demographic Analysis	<ul style="list-style-type: none"> <li>Predominantly older demographic but gradually becoming younger</li> <li>Bachelor level diploma or above: 44%</li> </ul>

## 6.6 Strengths and Challenges Analysis

### 6.6.1 Carlingwood: Strengths

The public engagement process that was conducted as a part of this study, which included multiple interviews and an open house, provided participants with an opportunity to share their ideas and opinions about what makes Carlingwood a strong community and good place to live. Numerous points were commonly identified among participants as strengths within their community (Table 6).

*Table 6: Overview of Strengths of Carlingwood*

Strength	Details
Proximity to City	<ul style="list-style-type: none"> <li>Incoming LRT Station and existing public transit in the neighbourhood</li> </ul>
Established Neighbourhood	<ul style="list-style-type: none"> <li>Sense of cohesion existing in the community</li> </ul>
Families	<ul style="list-style-type: none"> <li>More affordable than living in Ottawa's central core/urban areas</li> </ul>
Connectivity	<ul style="list-style-type: none"> <li>Many daily amenities located in proximity including grocery stores, medical clinics and schools</li> </ul>

### 6.6.1.1 Proximity to the city

The growing fabric of Ottawa and connectivity with transit has made Carlingwood a well-connected area. To reach downtown, it can take between 30 to 40 minutes by transit, or 20 minutes by car. With the incoming LRT station that will be constructed with a stop in Carlingwood, connectivity will only increase, making the area even more desirable.

### 6.6.1.2 Established Neighborhood

Initially a post-war suburb, the neighborhood has well-established residents that create a sense of cohesion and community. Many have claimed they enjoy the sense of community the neighborhood projects. Many long-term residents have raised their families, which consequently have grown up and have continued to live in the area.

### 6.6.1.3 Families

Many have agreed that the neighborhood is a good place for families due to the proximity to amenities such as schools, medical clinics, grocery stores, and other shopping and services within the nearby Carlingwood Mall. The area has also been described as safe, and housing prices have been described as relatively low compared to surrounding communities. Additionally, some have claimed there's a "second wave" of families moving into the neighborhood.

### 6.6.1.4 Connectivity

As previously mentioned, there is a high level of connectivity within the neighborhood. Some claimed "it couldn't get any better" as everything is reachable within a 1.5-kilometre radius. Shopping in the Carlingwood Mall, services, and other amenities are available without needing to displace to Ottawa's core.

## 6.6.2 St. Martin's Anglican Church: Strengths

From the public engagement process, the following concepts were commonly identified among participants as strengths of the Church property (Table 7).

*Table 7: Overview of Strengths of St. Martin's Anglican Church*

Strength	Details
Landmark Status	<ul style="list-style-type: none"> <li>Location on a corner lot and on a hill</li> </ul>
Community Outreach	<ul style="list-style-type: none"> <li>Established in the community as offering valuable outreach</li> </ul>
Committed Congregation and Staff	<ul style="list-style-type: none"> <li>Committed congregation and church staff allow for changes to occur</li> </ul>
Open Greenspace	<ul style="list-style-type: none"> <li>Large space for families to enjoy and for worship to occur in warmer months</li> </ul>
Commercial Leasing	<ul style="list-style-type: none"> <li>Stable source of revenue for the Church and allows for the community to enjoy the space</li> </ul>

### 6.6.2.1 Landmark Status

St. Martin's Anglican Church as it currently stands was erected in the mid-1950s after the previous building could no longer accommodate the growing congregation. Previously known as the "little brown church", the new St. Martin's church building and after 1964, the education wing, are an example of modernist architecture (St. Martin's Anglican Church, 2019). Additionally, the height of the Church coupled with the location on a large corner lot has made St Martin's a "landmark" in the Carlingwood neighbourhood.

### 6.6.2.2 Community Outreach

Aside from its stance as a physical landmark, St. Martin's has established itself as a social presence within the community with several important outreach programs. Cornerstone, Harmony House and The Well are all geared toward assisting women and children in need of shelter and support. Centre 454 serves the homeless and those at risk of being homeless and Ottawa West Community Support empowers seniors by allowing them to remain safely at home (St. Martin's Anglican Church, 2019).

### 6.6.2.3 Committed Congregation and Staff

While the size of St. Martin's congregation has declined over the years, they have remained committed to their Church through sustained support to the long process of keeping St. Martin's an integral part of the Carlingwood community. This passion was displayed during the public engagement portion of this study, particularly at the open house when members of the congregation, neighbours and other community members came to voice their ideas and opinions on the future of St. Martin's.

### 6.6.2.4 Open Greenspace

Another strength of the property as voiced by the community during the public engagement portion of this study is the abundance of greenspace on the St. Martin's Church property. Members of the congregation enjoy the outdoor services held during the warmer months while neighbours and other community members mentioned using the greenspace as a safe place for children to use as a passthrough while walking to and from school.

### 6.6.2.5 Commercial Leasing

As informed by interviews, St. Martin's is currently a landlord to several onsite commercial tenants, including a Montessori school in the education wing and various community groups who use the basement space for recreational and meeting purposes. While this has created an administrative burden for church staff and has contributed to the wear and tear of the building, revenue brought in from these tenants has created a stable source of income for the church and has allowed St. Martin's to continue to support themselves financially.



St. Martin's front lawn



### 6.6.3 Carlingwood: Challenges

The public engagement process also shed light on challenges within Carlingwood that constrain its overall success and development. The following are themes pertaining to these challenges which emerged during the process (Table 8).

*Table 8 Overview of Challenges for Carlingwood*

Challenge	Details
Housing Affordability	<ul style="list-style-type: none"> <li>Lack of affordable rental options within the neighbourhood</li> </ul>
Community Centre	<ul style="list-style-type: none"> <li>Lack of community centre since the relocation of the YMCA</li> </ul>
Active Transportation Infrastructure	<ul style="list-style-type: none"> <li>Many streets without sidewalks and bicycle infrastructure make Carlingwood automobile dependent</li> </ul>

#### 6.6.3.1 Housing Affordability

Housing affordability was perhaps the biggest theme which emerged from the need's assessment process. According to many individuals and organizations who were interviewed or attended the open house, there is a considerable need to address a rising affordability issue within the neighbourhood by planning for and provisioning more options for affordable rental housing while particularly targeting young working families seeking to move into the area.

#### 6.6.3.2 Community Centre

Since the former Carlingwood YMCA across the street from St. Martin's was replaced by the Carlingwood Retirement Community, there has been a need for a new neighbourhood community and recreation centre equipped with a wide array of facilities and amenities that can adequately support community cohesion and physical activity, such as a large indoor community pool.

#### 6.6.3.3 Active Transportation Infrastructure

There is a need to upgrade active transportation infrastructure in the neighbourhood in order to promote safety and enhance pedestrianization and cycle-friendliness in the face of rising intensification and traffic, and a need to accommodate more high-quality green spaces within the neighbourhood

### 6.6.4 St. Martin's Anglican Church: Challenges

Five themes emerged as a result of the public engagement process. These themes shed light on the challenges that constrain the overall success of the church property (Table 9).

Table 9: Overview of challenges for St. Martin's

Challenges	Details
Accessibility	<ul style="list-style-type: none"> <li>Access-related barriers to entry to the Church, especially for the senior population</li> </ul>
Utilization of Space	<ul style="list-style-type: none"> <li>Using 30% of total space for worship purposes</li> </ul>
Environment	<ul style="list-style-type: none"> <li>Leadership on environmental matters needed</li> </ul>

#### 6.6.4.1 Accessibility

Physically, the greatest need that has been identified for the property is greater accessibility. There is a strong need to completely overhaul accessibility onsite in order to make it community-friendly and inviting, as well as reduce the access-related barriers for senior congregants. There is also a need to renovate and/or repair the church building and bring it up to code, particularly the roof which is prone to leaking.

#### 6.6.4.2 Utilization of Space

There is a need to allocate interior space more efficiently and cost-effectively, as interviews revealed that St. Martin's currently only uses 30% of its total space for worship purposes. There is also a need to provision more space generally for community events and gathering, particularly in terms of senior programming.

#### 6.6.4.3 Environment

Several congregants and community members expressed a desire for the Church to show greater initiative and leadership on local environmental matters.

## 6.7 Prerequisites for Adaptive Reuse: Recommended Alterations

Throughout the study it was discovered that St. Martin's Anglican Church has challenges that cannot be addressed through adaptive reuse of the church alone. Instead, alterations are required to address these challenges and to allow the space to continue to operate in the future. Once these renovations have taken place, the three possibilities for adaptive reuse may be feasibly undertaken. The following provides two recommended alterations, each with case examples, next steps, and a brief discussion about what the proposed renovations would entail.

Table 10: Prerequisites for adaptive reuse

Alteration	Details	Challenges Potentially Addressed
Increase Utilization of Space	<ul style="list-style-type: none"> <li>Church pews are removed and comfortable, moveable chairs are purchased</li> </ul>	<ul style="list-style-type: none"> <li>Space Flexibility</li> </ul>
Accessibility Overhaul	<ul style="list-style-type: none"> <li>The building is accessible for all visitors of the Church both inside and outside the building</li> </ul>	<ul style="list-style-type: none"> <li>Accessibility</li> </ul>

### 6.7.1 Increase Utilization of Space

St. Martin's worship space can hold approximately 300 people. The space currently has traditional church pews for congregants that are used during worship but pose as a challenge during the remainder of week as they limit the use of the space as they cannot be moved. There is an opportunity for St. Martin's to sell the pews and replace them with moveable chairs that can be lined up during worship, but then placed around tables, moved around, or folded up and stored during various events held in the worship space.

#### 6.7.1.1 Case Example: St. Paul's Anglican Church, Almonte, ON

In 2013, St. Paul's Anglican Church in Almonte, Ontario (also part of this study) sold many of its pews and purchased chairs to better utilize the space that was being used for worship (Figure 21). The pews were sold by word of mouth for donation and 105 new chairs were purchased. The flexibility of chairs allows for worship to be more flexible as well, especially for small services that can be more intimate.



Figure 21: St. Paul's Anglican Church, Almonte, ON - chairs were purchased to replace the pews

Source: Schneider, 2019

#### 6.7.1.2 Case Example: St. Mary of the Visitation Parish, Cambridge, ON

An addition was built on St. Mary of the Visitation Parish, to provide additional seating for mass, as the congregation at the time was growing and no longer fit in the original seating. The addition includes only chairs, not pews, that are moved in and out for masses (Figure 22). Additionally, pews were used to line the walls of the additional worship space (Figure 23). The use of pews lining the interior walls of St. Martin's would provide additional seating when the space is used for events but also serves the purpose to keep a few of the pews. This could provide an opportunity to incorporate a plaque on them in memory of the family that chose the pew to sit in for, possibly, decades, especially for some congregants that may resist the sale of the pews.



Figures 22 & 23: St. Mary's Catholic Church, Cambridge, ON - Pews were used to line the walls for additional seating space

Source: Bracken, 2019



### 6.7.1.3 Next Steps

1. The first step to open up the worship space is to sell the church pews and replace them with chairs. On Kijiji, pews are often listed for \$150 - \$350 each. Many organizations are purchasing these pews for small business wedding venues. Some of the pews can be kept and line the walls of the worship space. This would provide additional seating at events as seen in Images 4 and 5 above at St. Mary's Catholic Church.

St. Paul's Anglican Church in Almonte sold some of its pews in 2013 and replaced them with 105 new chairs. The pews were sold by word of mouth for donations.

Church of the Ascension in Hamilton donated its pews to the McMaster University woodworking program because they were not of high enough quality to sell. They were unsuccessful in trying to sell them on Kijiji. Some of the pews were kept lining the walls of the space and for historical purposes.

Some congregants may be resistant to the sale of pews, especially if their family is attached to a one that they use each Sunday. If this is the case, an option could be presented to the parish that people are able to provide a donation of \$100-\$200 to the Church and their pew could be kept to line the walls and a plaque can be put on it with the family name, symbolizing their donation.

2. Comfortable chairs would be purchased to provide seating for both the masses and events held in the space.

St. Paul's purchased its 105 new chairs from Chairtex in Mississauga for \$6,475.00 ([http://www.chairtex.com/church\\_chairs.html](http://www.chairtex.com/church_chairs.html)) plus, an additional \$450 for shipping with Wills Transfer (<http://willstransfer.com/>). Church of the Ascension purchased 120 new chairs from Chairtex as well. It is advised that St. Martin's explore purchasing chairs from this company. There are multiple types and colours to choose from. Chairs without handles are the most accessible and should be prioritized.



The pews are not currently movable  
Schneider, 2019



### 6.7.2 Accessibility Overhaul

Through site visits, interviews and open house conversations, the project team concluded that the Church's accessibility is severely outdated. As one interviewee described, "there needs to be a retrofit of the property. Things like the broken elevator and the natural elevation of the Church aren't conducive to adequate access for seniors" (Interviewee, 2019).

The Church will need to see extensive renovations for it to become compliant with the requirements of the *Accessibility for Ontarians with Disabilities Act*, or AODA (2005). There needs to be a removal of the old steps for the curation of new wider steps in the front of the Church as some have claimed they are inaccessible for those with walkers and children strollers. The winter also poses a threat since they become quite slippery and become a fall-risk.

Emphasis should also be placed on enhanced wheelchair accessibility. Although there is currently a ramp and an elevator, capacity on the ramp is limited and the elevator frequently breaks down. As there are two levels inside the Church, improvements to the elevator are recommended to allow for ease of mobility between the two levels. As another interviewee explained, "a lot of people, when they get to our age, are uncomfortable walking down the stairs because of a fear of slipping, and getting a wheelchair down there isn't impossible, but it is a challenge" (Interviewee, 2019).

Furthermore, a leveling platform located at the side entrances is recommended for ease of access for walkers, children strollers, and wheelchairs. An interviewee also mentioned the limited signage and lighting, which is also recommended for improvement.

Overall, the accessibility changes should account for:

- The removal of narrow steps in the front for the creation of new wider steps
- Enhanced wheelchair accessibility
- A new interior elevator
- Leveling of the access platforms for side doors
- Increased signage
- Improved lighting inside and out

#### 6.7.2.1 Case Example: Erin United Church, Erin, ON

Built in 1958, Erin United Church has remained a stable institution in the community of Erin, Ontario. When issues relating to accessibility began to take prominence, the Church hired Dickinson + Hicks Architects to help devise solutions; the primary issue was a main floor that was supported by a sunken basement, both accessible only by stairs. The solutions were to:

- Extend the sides of the entrance stair to provide room for a new elevator giving access to the raised main floor and basement.
- Slope the approaching sidewalk to barrier-free requirements and ensure at-grade access.
- Select materials and execute the design to ensure historical aspects of the existing building were maintained and/or embellished.
- Modify seating in the sanctuary to allow for barrier-free seating locations

Although the church building at St. Martin's is currently equipped with a ramp and an elevator, the public engagement portion of this study informed the project team of the lack of functionality of both the ramp and elevator. Erin United Church is therefore an appropriate Case Example to address the issue of accessibility at St. Martin's Anglican Church as the issues faces at Erin United Church are similar to those at St. Martin's, including the need for a new elevator and at-grade access to the building (Figure 24).



Figure 24: Erin United Church before and after alterations.  
Source: Erin United Church, n.d.

#### 6.7.2.2 Next Steps

1. The first recommended step in enhancing accessibility is to create a committee that is ready to invest time, engage with architects, conduct a comprehensive accessibility audit of the property, work through the design process, prepare construction documents, obtain planning approvals, determine costs and supervise the constructions.
2. As churches fall under the assembly occupancy type, the building code requires an architectural and engineering team.
3. Consult with municipal planning and building officials to determine if a site plan application is required for the degree of work needed.
4. Once completed, connect with a contractor for the creation of wider steps in front of the property as well as a leveling platform for the side doors, which would increase wheelchair accessibility. Ottawa Deck and Rail does outdoor work and has accessible staircase designs available for showcase.
5. Make a provision for the inclusion of an elevator that has space for more than one wheelchair and permits for ease of mobility between the two floors. Dickinson + Hicks Architects Inc. is based in Orangeville, Ontario and specializes in church renovations and may be a resource to consider.
6. The cost to build an elevator can cost, on average, \$30,000. It's essential to choose which type of elevator would be most useful within the Church. Pneumatic lifts can be placed nearly anywhere, while hydraulics lifts need more space, so have more restrictions for where it can be installed.

## 6.8 Possibilities for Adaptive Reuse

The following section will outline three distinct possibilities for St. Martin's for how this church can orient its future efforts around adaptive reuse and property repurposing.

**The three possibilities envisioned for St. Martin's are:**

- i. Community hub property orientation**
- ii. Partial redevelopment and space recapitalization**
- iii. Full housing-based redevelopment**

Each option includes successful case examples where churches have instigated similar adaptations as well as next steps and high-level feasibility of each possibility. These options have been organized by order of feasibility, which often aligned with how quickly it could be accomplished.

### 6.8.1 Community Hub Property Orientation

The fabric of Carlingwood is changing. Once known as a senior's community, a new wave of younger families has begun moving into the neighborhood in recent years. This change has introduced a new dynamic marked by an intergenerational community of older and younger families and individuals living together. However, there is limited space for community cohesion and interaction in Carlingwood, mainly due to the disappearance of a former community centre where the Carlingwood Retirement Community currently sits.

Considering this, the first major possibility for this church that this report suggests is an extensive renovation of the Church that values the third place. A third place is any area where individuals can meet outside of their homes and workplace. **This idea is the primary vehicle through which this proposal operationalizes three overarching themes: accessibility, green space and community cohesion.**

**Given the prerequisite of an accessibility overhaul, the first component of the third-place property reorientation will be addressed upon completion of this alteration.**

### *Green Space Recapitalization*

The project team noted that while many enjoy the green space in the Carlingwood area, they wish there was more. It was also observed that St. Martin's own elevated west-facing lawn is an innate strength of the property, a source of pride for churchgoers and a place where certain events such as blessings already take place. Therefore, this lawn can be permanently repurposed to include new features, installations and gathering spaces which invite the community into it.

Community gardens can be defined as "a collective space where people gather together to grow fruits, vegetables, and flowers." (Food Banks Canada, n.d.). This collective space accentuates relationship building and community cohesion within the third place and would further the Church's status as a meeting space. It would also provide fresh food options for congregants and community members, as well as for a variety of church and community events.

Finally, the lawn could also eventually be home to permanent or semi-permanent blessing altar and performance space. Such a space can be used for church purposes and local events and can even be rented out to produce revenue for the Church.



### ***Curation of Community and Event Space***

To address the financial sustainability of this church, an important aspect of this possibility will be the curation of a flexible event space which can be rented out for various purposes and occasions. This means the existing church building would be completely gutted and renovated to bring all deficiencies up to code. The main church hall can be renovated and reconfigured for a seamless transition between mission activities and social gatherings and events.

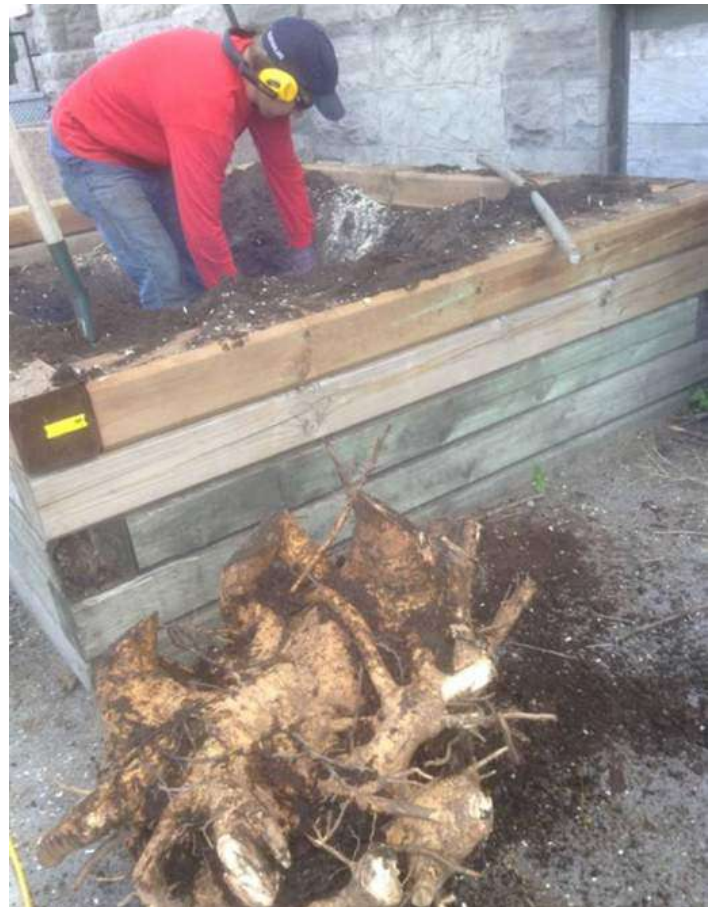
This renovation can include removable pews, new lighting and sound system hook-ups, and a modular or convertible altar that can enliven the space and engender new event possibilities. The pre-requisite involving a better utilization of space, paired with new amenities such as an improved kitchen and co-working spaces can be included to invite community gatherings. Some community members have raised the importance of a quasi-public space where space can be rented for reasonable prices and heighten possibilities for community gatherings. As for the basement, the stage and seating area can be retrofitted or converted for special senior programming such as physical activities and meditation, another need that was identified by some open house participants.

#### ***6.8.1.1 Case Example: Centretown United Church, Ottawa, ON***

Located in Ottawa, the Centretown United Church created plots of community gardens for the enjoyment of the community. Before the gardens, there were six ash trees but unfortunately had to be cut down due to ash bore (Figure 25). The Church decided to take out the stumps, fill the planters with healthy soil and grow vegetables, fruit, and flowers. They partnered with JUST FOOD, Ottawa, and the garden took shape. The community garden was successful at providing vegetables

to the soups and lunches offered by the Center. It would also create an opportunity for participants to volunteer and interact amongst themselves to learn about growing food and enjoy the pleasures of gardening (Centretown United Church, n.d.).

Centretown United Church is a relevant Case Example for St. Martin's as it demonstrates the opportunity and success of community gardens in the Ottawa area. It also showcases available partners within the area such as JUST FOOD.



*Figure 25: Centretown United Church, Ottawa ON - Tree stumps were removed from plots of land to make room for community gardens.*

*Source: Centretown United Church, n.d.*



### 6.8.1.2 Case Example: St. James Apostle Anglican Church, Montreal QC

St. James Apostle Anglican Church, also known as St. Jax, is in Montreal, Quebec. In partnership with Trinity Centres Foundation, which transforms historic churches into community hubs, the Church offers rental of the sanctuary, Shatford hall, and their garden. The sanctuary starts at \$2,750 per event and is ideal for cocktail parties, conferences, concerts, and other celebrations (Figure 26). It can seat 400 people theatre style, 150 people banquet style, and 800 people for standing room. All rates include basic AV, table coverings, a host, and cleaning (St. Jax Church, n.d.). The Shatford hall starts at \$800 and is for panel discussions, and meetings. It can seat 200 people theatre style and 75-100 people banquet style.

This Case Example is relevant as it shows several possibilities for a church space inside and out (Figure 27). Theatre performances, acrobatic shows, and event gathering spaces

are all ideas that St. Martin's could implement within the space of the Church all while maintaining worship space.



Figure 27: St. Jax, Montreal, QC - People enjoying the greenspace provided by the church's garden

Source: St. Jax Church, n.d.

### 6.8.1.3 Case Example: All Saints Anglican Church, Ottawa, ON

Located in Ottawa, All Saints Anglican Church is an event space repurposed from a former church. In 2014 the building was put up for sale by the Anglican Diocese of Ottawa, and residents came together to influence a re-repurposing of the Church. A few of the residents entered in partnership with a developer to redevelop the church site for event space (All Saints Church, 2019).

Different rooms can hold varying numbers of people. Borden Hall is the largest space available for rent. It has 40ft vaulted ceilings and original stained-glass windows. Ceremony capacity is 300, or 180 to 210 for dining capacity (All Saints Church, 2019). The Chapel Room is an intimate space with the capacity to hold 80 individuals for a ceremony, 60 for cocktails, and 10 to 40 for dining capacity (All Saints, 2019). The Lower Hall is a newly refurbished space with a cocktail capacity of 180, a dining capacity of 120 to 140 (All Saints Church, 2019) (Figure 28). The Bate Hall is a popular space for performance, it can hold 150 for both ceremony and cocktail, and hold 80 to 100 people for dining (Figure 29) (All Saints Church, 2019).



Figure 26: St. Jax, Montreal, QC - An example of renting space in the sanctuary. Church is still held on Sunday within the main hall.

Source: St. Jax Church, n.d.

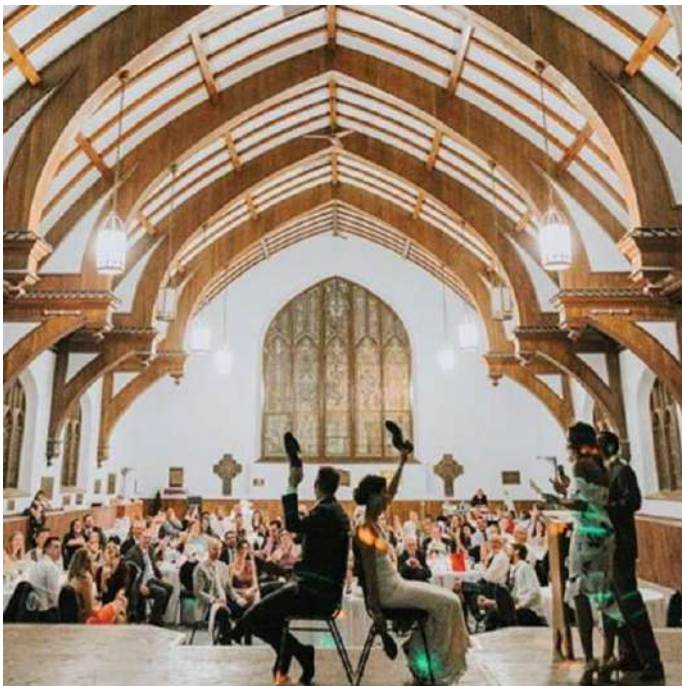


Although worship activities no longer exist at All Saints, this Case Example demonstrates that the Ottawa community is open to repurposed Church spaces for events and gatherings. The many spaces in the Church available for event activities can be mirrored in St. Martin's. The following images show the repurposed space at All Saints Anglican Church .



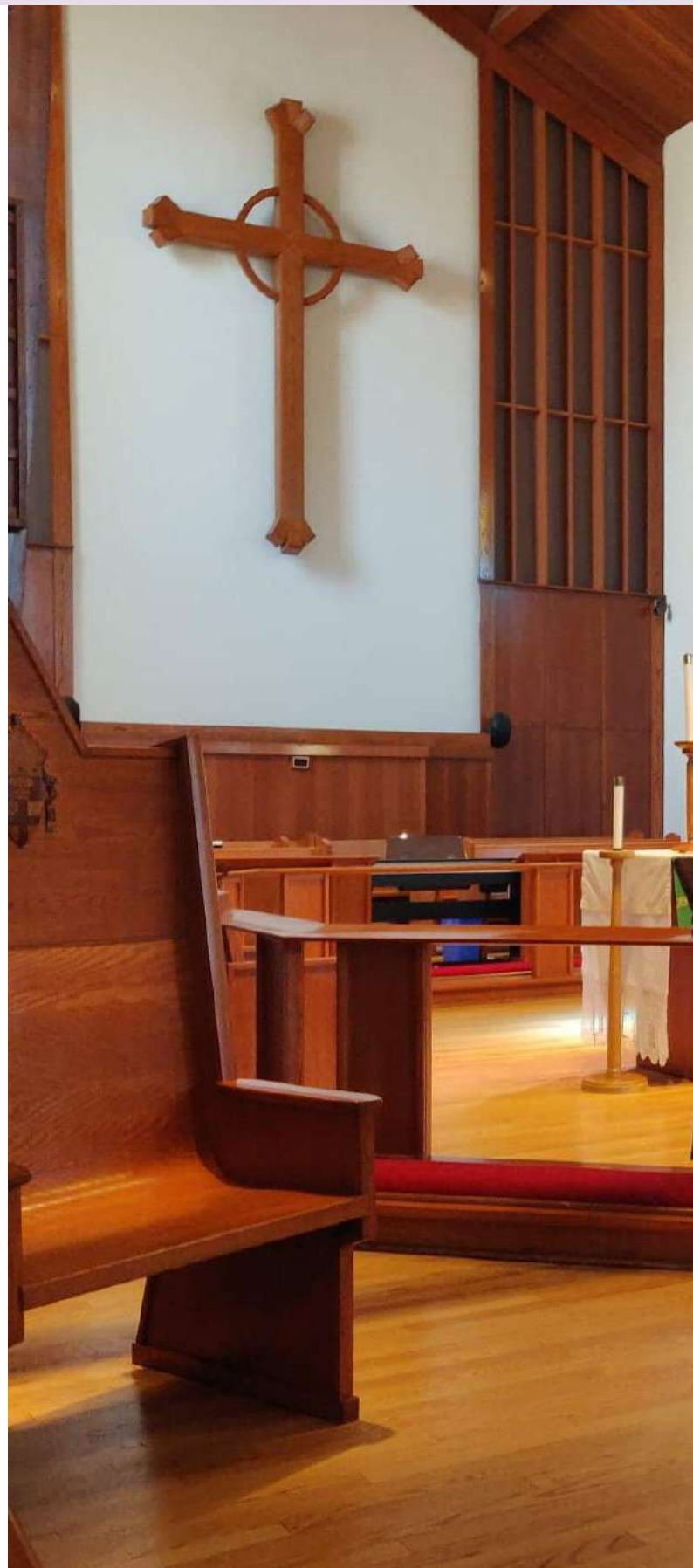
*Figure 28: All Saints, Ottawa, ON - Lower Hall can include standing or seating guests*

*Source: All Saints Church, 2017*



*Figure 29: All Saints Anglican Church, Ottawa, ON - An event celebrated in the main hall*

*Source: All Saints Church, 2017*



*Church architecture can make for ideal event space*  
*Source: Schneider, 2019*

### 6.8.1.4 Community Hub Next Steps

1. The first step for St. Martin's would be to form a committee that can: a. decide what format of outdoor gathering and gardening would work best for the lawn. Raised-bed gardens provide accessibility for children, seniors, and for those with limited mobility, while square-foot gardening is suitable for small space and high yields (Faith & the Common Good, n.d.). If raised-bed gardens are chosen, they will either need to be purchased or built. b. Engage with architects, work through the design process for the creation of community space
2. It may be possible to create a partnership with JUST FOOD Ottawa; whose mandate includes promoting urban farming. There is a Community Gardening Network, which provides information and technical resources to support the development of community gardens. It also helps local institutions in establishing community gardens, including building skills and capacity workshops and resources (JUST FOOD, 2019). It is possible to contact them at their email [info@justfood.ca](mailto:info@justfood.ca) and phone number 613-824-7771. St. Martin's can also connect with the local food bank to distribute the surplus food grown in the community garden. Caldwell Family Centre (613-728-1800) and Pinecrest Terrace Community House (613-596-6703) provide food bank services in the area.
3. St. Martin's may find it helpful to organize a separate non-profit organization to oversee future adaptive reuse. This would be beneficial for receiving public funding and grants that could go towards the implementation of this possibility.
4. Renovations could be completed to suit the needs of the desired community space, and advertisement could occur through the form of a website including photos of the space and seating capacity.



St. Martin's has plenty space for events  
Schneider, 2019



### 6.8.1.5 Community Hub High Level Feasibility

Bringing the Church up to code with regards to accessibility can be an expensive pursuit, especially with the installation of a new elevator. It would require upfront capital costs to offer the stairs, elevator, and other accessible components like signage and lighting inside and out. The Church has enough space for a community garden and gathering space, and these changes can be done at a low cost; they can include picnic tables and other types of seating. Should the Church decide to construct a patio on the lawn, a patio permit from the City of Ottawa would be required.

Curating flexible event space is also considered feasible but would require significant upfront investment to renovate the interior of the main hall, basement and offices. Hiring an architect will also be expensive and will require time, money and energy from a committee. All three themes pursuant to this overall option could conform to current zoning requirements, however, and should therefore pose no additional hurdles from a municipal regulatory standpoint.

### 6.8.2 Partial Redevelopment and Space Recapitalization

Another major theme which emerged from the background research and needs assessment was that of housing. As an established, mature and built-up suburb in Ottawa's west end, Carlingwood has experienced a significant rising tide of housing prices in recent years, a phenomenon which is pricing many young working families out of the neighbourhood and is making home turnover a slow process. This is reflective of a critical shortage of affordable housing that is taking hold in Ottawa city-wide; an estimated 10,000 households are currently on the centralized wait list for social housing in Ottawa, a list whose average wait times regularly exceed five years and does not

account for private affordable housing (City of Ottawa, 2019b).

Many interviewees and open house participants raised concerns about the state of housing equity in Carlingwood and expressed favourable interest in seeing more affordable housing developed in the area. Official policy directives from the City of Ottawa – notably the Cleary-New Orchard Site-Specific Policy previously referenced – indicate that intensification along the Richmond Road corridor is being planned for, and that Carlingwood and neighbouring Westboro generally are expected to see an increase in higher-density housing within the planning horizon of the next Official Plan. **This report wishes to use this as the impetus with which to suggest the second major possibility for St. Martin's: a partial redevelopment of the church property that would feature affordable housing built with retention of the original church assembly building and reorientation of the interior space layout.**

This type of redevelopment would address identified gaps in accessibility, community cohesion in St. Martin's Anglican Church and affordable housing within the wider neighbourhood of Carlingwood. **This possibility imagines the church building itself remaining intact, and the existing education wing and Rectory being demolished to make room for affordable housing.**

Necessary renovations could be completed to the original church structure including repairs to the roof, upgraded exterior signage, and improvements to accessibility. These capital improvements would allow the interior worship space to continue to be used for services on Sundays and various other community activities and event programming during the remainder of the week. To ensure the optimal use of space, this option suggests the sale or lease of a small portion of the



property as well as the sale or lease of the air rights above the remaining structure to a housing developer. This would ensure that the maximum number of housing units could be constructed onsite.

Much like the first suggested possibility, an accessibility overhaul is an important prerequisite for this option to be implemented, as improving the interior and exterior accessibility of the main church hall would be a central tenet of this type of project. Best practices from the Ontario Heritage Society recommend that an internal working group be established to identify the most pressing issues and target them through a formal audit in coordination with an external consultant (The Ontario Historical Society, 2008). Based on feedback from interviewees and open house participants, some of those pressing issues for St. Martin's might include the need for a new interior elevator, exterior platform lift, accessible washrooms, improvements to existing steps and the addition of ramps and handrails.

#### **6.8.2.1 Case Example: Centretown United Church, Ottawa, ON**

A Case Example for this possibility is 258 Argyle Avenue in Ottawa, Ontario. This is the site of an affordable housing complex (Figure 30) built on the grounds of Centretown United Church, on a lot directly behind the main church building located at 507 Bank Street. This Case Example presents an example of affordable housing built on a lot alongside principal church property, resulting in a mixed-use block of land whose uses are divided to address specific community needs while still retaining the original church and its mission activities.

A 50-year lease was signed in 1991 between Centretown United Church and the Centretown Citizens Ottawa Corporation (CCOC) which is the housing operator of the multi-unit complex. In total, 44 units were

built along with surface and underground parking, all managed by CCOC. As a non-profit housing operator that has been working in Ottawa since the 1970s, CCOC manages a portfolio of over 50 properties and close to 1,600 units of affordable and subsidized rental housing, and represents a highly proven and viable potential housing partner which St. Martin's could partner (Centretown Citizens Ottawa Corporation, 2016)

#### **6.8.2.2 Case Example: St. Andrew's Presbyterian Church, Ottawa, ON**



*Figure 30: 258 Argyle Avenue*

*Source: Centretown Citizens Ottawa Corporation, 2016*

Due to rising maintenance and repair costs, St. Andrew's Presbyterian Church made the decision in 1972 to remove a portion of their existing structure and replace it with a high-rise office tower. Rather than selling the land outright, St. Andrew's leased the air rights above it for 75 years and a lump sum was paid upfront to the Church to fund repairs to the original church building. After several years of feasibility studies and construction, the previous Sunday School hall was replaced with St. Andrew's tower, visible in the following image, directly connected to the original church building and housing the refurbished sanctuary and a new church office. The architectural connection between the two structures represents "an outward symbol of the vision of outreach of the Church to those living and working in the city core" (St. Andrew's Ottawa: The Presbyterian Church in Canada, n.d.). This case exemplifies

adaptive church reuse and restoration in a way which reconciles present needs with future viability and sustainability.

Although St. Andrew's is in the downtown core of Ottawa was facing similar problems as St. Martin's, in terms of wanting their building to remain intact, but requiring extensive renovations, and therefore funding for these renovations. Like what is being proposed for St. Martin's, St. Andrew's demolished their education wing to make room for the new development (Figure 31). In order to make the project economically viable, they chose to also lease the air rights above the original remaining structure in order to maximize the height of the new tower.



Figure 31: St. Andrew's Presbyterian Church, Ottawa, ON

Source: St. Andrew's Ottawa: The Presbyterian Church in Canada, n.d.

### 6.8.2.3 Partial Redevelopment and Space Recapitalization Next Steps

1. Assess the need for housing in the area through a market analysis of local housing for the neighborhood.
2. Complete a feasibility study including a proforma assessment for the Church property to help determine aspects such as capital and operational costs, feasibility and construction options.
3. Find potential partners to develop housing on the property. As previously mentioned, Centretown United Church partnered with the CCOC for the development of their affordable housing project. CCOC's housing developer is Cahdco, currently the only non-profit housing developer in the Ottawa area. Cahdco has been hired by the ADO for other projects and could also be considered for this project.

### 6.8.2.3 Partial Redevelopment and Space Recapitalization High Level Feasibility

Given that the property is not subject to a heritage designation or specific environmental constraints, this suggested option is considered feasible. Significant investment would be needed, however, for the restoration of the church and construction of housing. The basement of the church building, rectory and the education wing are currently occupied by tenants whose revenue would be lost once the buildings are demolished. Although the renovated building would eventually bring in revenue, the financial viability of the Church during the construction period must be assessed.

As previously mentioned, the church property is designated as Minor Institutional (subzone A) under the City of Ottawa's current consolidated Zoning By-Law (No. 2008-250). In order to accommodate the proposed housing, a zoning by-law amendment would be needed to change the zoning of the property to Residential Fifth Density Zone (R5).

Among other things, the R5 zone permits apartment dwellings from low to high-rise. The R5 zone would also permit a higher building height than the current Minor Institutional zone. Considering the R5 zoning on adjacent properties to the immediate south and west of St. Martin's and their permitted heights of 22 metres and 26 metres respectively, it may help provide a supporting rationale for a similar zone on the subject property (GeoOttawa, 2019).

### 6.8.3 Full Housing-Based Redevelopment

Continuing with the predominant theme of housing which emerged during the needs and assets assessment for St. Martin's, the final suggested solution that this report proposes is a full-scale redevelopment of the site. This would see the entirety of the existing property - including the main Church building, education wing and rectory - converted into affordable housing with part of the new building being dedicated to worship space.

A full-scale redevelopment of the church property would open the door for St. Martin's to address one of its community's most pronounced social challenges while also retaining an active place of worship and commercial leasing. Maximizing the space available on the property for housing ensures that a critical density can be reached to render this kind of proposal financially sensible and socially impactful. Mixed-use ground-level amenities would be provisioned for at grade which can include a new, permanent, dedicated worship gathering

space as well as communal event space that can be rented out or used by congregants and community members. Commercial spaces and outdoor courtyard and green space could also be included if space permits.

#### 6.8.3.3 Case Example Julian of Norwich, Ottawa, ON

The Julian of Norwich Anglican Church in Ottawa (Figure 32) has similarly faced a dwindling congregation and currently operates a church that is not at capacity. It is undertaking a project in partnership with the ADO, Multi-faith Housing Initiative, and Cahdco that proposes to demolish the church and build four new buildings on the site: a mixed-use retail/office/residential complex, a new church space of approximately 12,400 square feet, and two dedicated affordable housing buildings with an underground parking garage. While this provided the report with another useful model to refer to with respect to full redevelopment and retention of worship space, it should be noted that this proposal is subject to certain degrees of change as it continues to evolve down the road.

Although this Case Example is still in the early proposal stage and is subject to change, this Case Example nonetheless represents an



Figure 32: Julian of Norwich Ottawa, ON

Source: Julian of Norwich, 2019



innovative model of how housing and worship space can be integrated with other uses to maximize land space, accommodate many groups of people, address a serious need for housing and create new streams of revenue, thus making it another good case example for this proposed redevelopment option (Figure 33).

#### 6.8.3.4 Case Example Lakeview Multicultural United Church Vancouver, BC

Lakeview Multicultural United Church in Vancouver, BC is currently in the rezoning stage of redeveloping their 31,400 square feet of property. The redevelopment is planned in partnership with BC Housing and includes a six-storey building with 104 rental homes. Thirty percent of the units will be dedicated to affordable housing while the remaining 70% will be market rate. The ground level of the new structure will house a new church space including a sanctuary, kitchen and office space (Meiszner, 2019). Figure 34 shows a photo of the current Church and Figure 35 shows the new vision for Lakeview Multicultural United Church.



Figure 34: Lakeview Multicultural United Church

Source: Join My Church, n.d.



Figure 33: Julian of Norwich Proposed Redevelopment

Source: Hussey, 2019



Lakewood Multicultural United Church is a good comparable for this kind of proposed redevelopment option because of the model it provides for full-scale redevelopment that retains both elements of worship and commercial leasing. A current proposal by developer Colliers International would see the existing church turned into a six-storey building with 104 rental units, 30% of which would be rented at affordable rates. The ground floor would feature a new church space of 7,400 square feet for the congregants (Meiszner, 2019).



Figure 35: The new vision for Lakeview Multicultural United Church

Source: Meiszner, 2019

### 6.8.3.7 Full Housing-Based Redevelopment High Level Feasibility

This option likely represents the most expensive and resource-intensive route for St. Martin's Anglican Church. Redeveloping the whole of the 1-acre block on which the Church presently sits would consume a significant amount time, money and energy. Several critical partnerships would also be necessary for this type of project to become a reality.

Applications for a zoning by-law amendment and site plan alteration would need to be submitted for consideration to allow for a redevelopment of this scale to proceed.

### 6.8.3.6 Full Housing-Based Redevelopment Next Steps

1. A feasibility study and formal market analysis should be conducted on the neighborhood to determine key housing and economic indicators and the overall viability of housing on the church property.
2. Local housing partners should be identified and approached to discuss the possibility of full-scale housing redevelopment.
3. Complete a proforma assessment for the church property to help determine aspects such as capital and operational costs, feasibility and construction options
4. Consultations with planning experts and the planning department should take place to outline what the legal requirements would be for a full-scale housing redevelopment.
5. An internal congregant committee should be formed to deliberate on options and ideas for how the future worship space can be designed and integrated into the new development.
6. The Church would need to decide if commercial tenancy is something they would like to continue in the new development.

## 6.9 Conclusion

In summary, this chapter has outlined a range of possibilities for the future use of St. Martin's Anglican Church (Table 11). Following the portfolio review, it is recommended that the Church undergo the recommended pre-requisite alterations to solve its problems of accessibility and space flexibility.

It then presented the initial possibility of a community hub reorientation of the church property. This would allow the church to envision a more lively, inviting and permanent use of its large exterior front lawn while also re-purposing its interior space to become more flexible, modular and modern in design, thus opening up more opportunities for events and occasions that can be hosted for rent. It would also allow the church to explore a low-cost

possibility that would enable certain key renovations and retrofits to take place that could better accommodate the local senior community and other residents.

The next two options presented offered the possibility of housing on the property. The second possibility proposed a partial housing redevelopment that would see the original church hall preserved but the education wing and rectory removed in favour of affordable housing units. This would allow the church to address its most pressing community need of a lack of affordable rental housing for young families while opening the opportunity for greater revenue and retaining its original worship and event rental space.

*Table 11: Overview of Possibilities for St. Martin's*

Possibilities	Details	Challenges Potentially Addressed	Revenue Generating (Yes/No)
Community Hub Property Orientation	<ul style="list-style-type: none"> <li>Repurposing of existing buildings and semi-permanent use of greenspace</li> </ul>	<ul style="list-style-type: none"> <li>Community gathering space</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> </ul>
Partial Redevelopment and Space Recapitalization	<ul style="list-style-type: none"> <li>Repurposing of existing church building</li> <li>Demolition of education wing and rectory, replacing with affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>Community Gathering Space</li> <li>Affordable Housing</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> </ul>
Full Housing-Based Redevelopment	<ul style="list-style-type: none"> <li>Demolition of all buildings on site, replacement with mixed-use affordable housing development</li> </ul>	<ul style="list-style-type: none"> <li>Community Gathering Space</li> <li>Affordable Housing</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> </ul>

Conversely, the third and final option presented the possibility of a full housing-based redevelopment that would see the entirety of the existing property demolished for affordable housing and a dedicated worship space. This once again enables the church to address its most pressing community need while also inviting the opportunity to integrate multi-use spaces that can be provisioned for new worship space and commercial amenities.

This chapter has presented a comprehensive review of Carlingwood and St. Martin's Anglican Church, and demonstrated how the parish portfolio, history, and neighbourhood context can influence the direction of its possible future use. The project team hope that the diverse and committed community of St. Martin's can pursue one or more of these possibilities and continue to be an asset for many years to come.



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## 6.11 Appendix

### **Common Themes - Needs:**

1. Affordable Housing
2. Accessibility
3. Green Space
4. Traffic and flow with intensification
5. Property values
6. Lack of community center and pool

### **Common themes - Assets:**

1. Central neighborhood but still quiet
2. Cohesive community
3. Walkable
4. Close to the river, walking path
5. Library, schools and shopping nearby

### **STRENGTHS:**

1. Quiet streets
2. Has everything we need
3. Balance between urban and suburban
4. Central in Ottawa
5. Parks and greenspace for children
6. Library and schools nearby
7. Shopping nearby
8. Close to river
9. Good community organizations
10. Walkability
11. Good public transit connections
12. Recreational paths
13. Mature trees
14. Grid pattern
15. Safe for children and pets

Common threads: Community feel, natural and commercial amenities, cohesiveness of community

### **WEAKNESSES:**

1. Traffic congestion
2. Intensification and affordability contributing to higher housing prices.  
Rising housing prices
3. Not enough greenspace
4. Large number of wide, busy roads with high traffic speeds

Common threads: Major roads that border the neighborhood, affordability

### **OPPORTUNITIES:**

1. Six storeys max
2. More greenspace
3. Social cohesion
4. Environmental awareness
5. Pedestrian friendly. More sidewalks
6. Affordable housing

### **CHALLENGES:**

1. Cost of site preparation
2. Limited time and energy
3. Nimby attitudes

### **Additional uses:**

1. Community center
2. Drop in for seniors
3. Seniors activities because of loneliness
4. Weekly mediation for seniors
5. Accessibility improvements
6. Environmental issue leadership
7. Community events for social cohesion
8. Seniors day programs
9. Affordable housing for working families
10. Space for kids to play i.e. pre-school.

# 07 Conclusion

This report was created by the students of SURP 823 at the Queen's University School of Urban and Regional Planning. It represents the culmination of a planning study of adaptive reuse possibilities for three active churches within the land holdings of the Anglican Diocese of Ottawa (ADO): St. James, Morrisburg; St. Martin's, Ottawa; and St. Paul's, Almonte. In addition to the three churches examined within this study, this report may also serve as a guiding document for the adaptive reuse of more churches in the future, as the ADO continues to face the challenges of aging properties and declining congregations.

## 7.1 Key Themes and Commonalities

Despite this report covering three different churches, there were key themes and commonalities which emerged across all the sites.

### 7.1.2 Commonalities in the Parish Portfolio

- The parish portfolios revealed the common need for a zoning by-law amendment for any larger scale possibilities. As each church is in a different community the application processes will differ, but this is not a deterrent for these possibilities.
- It was found that all the sites are in a generally older adult neighbourhood. This has informed the proposed possibilities, with older adults being considered throughout.

### 7.1.3 Commonalities in Strengths and Challenges

- The strength of community, both within the congregation and the neighbourhood, were common across all churches. It is recommended that the churches acknowledge this asset and focus their future growth on the further development of this community.
- The challenges of accessibility and space flexibility were common across all the churches. These challenges prevent future development and deter people from using the spaces.
- Housing and food insecurity were also noted as challenges in the wider communities.

### 7.1.4 Commonalities in the Pre-Requisites for Adaptive Reuse

- Accessibility was noted as a key pre-requisite for adaptive reuse at all the churches. Without proper access, the buildings will not be usable for congregations or future development.

### 7.1.5 Commonalities in the Suggested Possibilities

- The idea of a community hub was suggested for all the churches as this diversifies uses and maintains the churches' roles as community spaces in these neighbourhoods.
- Community gardens were suggested for all the churches to promote community activity, make use of green space, and ease food insecurity.
- Affordable housing was either considered or proposed for each site to combat the housing insecurity in these communities.
- Worship space was retained in all of the proposed possibilities.

## 7.2 Elements for Successful Adaptive Reuse

The background research and public engagement that was conducted as part of this planning study revealed three common elements for successful adaptive reuse which each church should consider moving forward:

- 1. The need for a strong organizational structure;**
- 2. Partnerships with other groups and;**
- 3. The development of a future-oriented plan.**

### 7.2.1 A Strong Organizational Structure

Experts in the field outlined that churches with a strong and committed organizational structure are far more likely to succeed. These governance structures create clear lines of communication and give a designated group of people the power to make decisions. They can vary from a simple property committee that is imbued with significant power to partial governance to full governance splits (Interviewee, 2019). Setting a clear organizational structure also ensures that the adaptive reuse receives the attention it requires as adaptive reuse requires the organization of multiple stakeholders and a committed team to see its success (Interviewee, 2019).

### 7.2.2 Partnerships with Other Groups

The importance of working with other groups – whether they are other places of faith, or professionals in other fields such as finance or planning – was continually raised in interviews with experts. As one interviewee pointed out, congregations of the past tended to have younger members who could bring modern knowledge from relevant fields to the church community (Interviewee, 2019). Decreasing congregations have meant that churches now need to look beyond their parish for help. Suggested partners have been included for each church in this report. By working

together, the church and their partners can share knowledge and resources, and potentially, find synergies that allow them to maintain their places of worship while providing valuable social benefits to their communities.

### 7.2.3 Development of a Future Oriented Plan

All of the experts interviewed highlighted the importance of having a clear plan that is forward thinking and transformative. To do so, churches must understand “what [their] community is asking of [them] and how [they] best fit that” so that the result is something that the community will ultimately support (Interviewee, 2019). Additionally, churches need to understand both the financial and space-specific constraints of their properties, so that they incorporate measures to overcome those constraints to ensure their future plans can be implemented. All of these elements combine to create a future-oriented plan, which, when enacted by a strong organizational structure and supportive partnerships, can lead to great success.

## 7.3 Final Remarks

Taken together, these factors ensure that churches are equipped with the proper knowledge and resources, either via their own congregation through partnerships, to adapt their facilities in innovative, feasible, temporally sustainable, and socially beneficial ways. Suggested partners, which have been included in the report to assist in this process, can help foster collaboration and invite the pooling of resources that will contribute to the development of a future-oriented plan. These collective resources can contribute to the ADO’s vision for retaining church services and ensuring that their churches continue to provide social benefit for their communities.

This report has been completed with the belief that the ADO has the tools, knowledge, and



willingness to implement bold new approaches that will allow them to “do church differently”, and to the benefit of their communities. We are excited to see how St. James’, St. Paul’s and St. Martin’s continue to serve their communities in new and innovative ways, and are thankful to have had the opportunity to work with them.

# Glossary of Terms

## Accessibility

Referring to environments or services that can be experienced and accessed by people with disabilities (Accessibility Services Canada, n.d.).

## Adaptive Reuse

The process of converting a building to a use other than that for which it was designed (Murtagh, W. J., 1997).

## Affordable Housing

Housing that costs less than 30% of the household's before-tax income. Affordable housing can exist in all forms of housing tenure, including rental, ownership, co-operative ownership, temporary and permanent housing (CMHC, 2019).

## Air Rights

Space above the earth; can be sold, transferred, bought and leased (Business Dictionary, 2019).

## Apartment in Duplex

One of two dwellings, located one above the other, which may or may not be attached to other dwellings or buildings (Statistics Canada, 2017).

## Bike Score

Walk Scores' assessment of how bikeable a ward or area surrounding a specific address is. The Scores range from 0 to 100 based on bike infrastructure, hills, road connectivity, bike community mode share, and nearby destinations (Walk Score, 2019).

## Census Tract

Relatively stable geographic areas with usual populations between 4,000 and 8,000 people (Statistics Canada, 2017).

## Community Garden

"A collective space where people gather together to grow fruits, vegetables, and flowers" (Food Banks Canada, n.d.).

## Congregation

Worshippers of a Christian faith who gather in a certain space (Anglican Church of Canada, 2019).

## Dissemination Area:

A small, relatively stable geographic unit composed of one or more adjacent dissemination blocks. It is the smallest standard geographic area for which all census data are disseminated. Dissemination Areas cover all of Canada (Statistics Canada, 2017).

## Dissemination Block

An area bounded on all sides by roads and/or boundaries of standard geographic areas. The dissemination block is the smallest geographic area for which population and dwelling counts are disseminated. Dissemination blocks cover all of Canada (Statistics Canada, 2017).

## Family

A married couple (with or without children), a common-law couple (with or without children), or a lone-parent family (Statistics Canada, 2017).

## Food Security

Physical and economic access to safe and nutritious food that meet people's dietary needs and preferences, therefore contributing to an active and healthy life (Government of Canada, 2012).

## Food Insecurity

Insufficient physical and economic access to safe and nutritious foods; difficulty with acquiring foods with a sense of certainty, or in socially acceptable ways (Government of Canada, 2012).

## Household

A person or a group of persons (other than foreign residents) who occupy the same dwelling and do not have a usual place of residence elsewhere in Canada. It may consist of a family group (census family) with or without other persons, of two or more families sharing a dwelling, of a group of unrelated persons, or of one person living alone. Household members who are temporarily absent on the day the census is taken (temporarily residing elsewhere, for example) are considered as part of their usual household. Every person is a member of one and only one household. Unless otherwise specified, all data in household reports are for private households only (Statistics Canada, 2017).

## Intensification

The development of a property, site, or area at a higher density than currently exists through: a) redevelopment, including the reuse of brownfield sites; b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; or d) the expansion or conversion of existing buildings (Ministry of Municipal Affairs and Housing, 2014).

## Incumbent

Also known as a Rector; leads a self-supporting church community (The Anglican Church of Canada, 2019).

## Minor Variance

A minor variance from the provisions set out in a municipality's zoning by-law, provided it meets the criteria as outlined by Ontario's Planning Act. Minor variances are granted by the Committee of Adjustment (Government of Ontario, 2019).

## Multi-Modal

Multiple forms of transportation (public transportation, cycling, or walking, for example).

## Official Plan

Contains upper-, lower-, or single-tier municipal council or planning board's policies on land use. It is prepared with community input and helps to ensure that future planning and development will meet specific community needs (Ministry of Municipal Affairs and Housing, 2018).

An official plan deals primarily with issues such as:

- where new housing, industry, offices and shops will be located;
- what services like roads, watermain, sewers, parks and schools will be needed;
- when, and in what order, parts of your community will grow; or,
- community improvement initiatives.

## Ontario Heritage Act (OHA)

Its purpose is to give municipalities and the provincial government powers to preserve the heritage of Ontario. Its primary focus is to protect heritage properties and archaeological sites. It also mandates a Crown agency (Ontario Heritage Trust) and the Conservation Review Board, a tribunal that hears objections to municipal and provincial decisions under the Act (Ministry of Tourism, Culture and Sport, 2018).

## **Ontario Heritage Trust (OHT)**

The Ontario Heritage Trust (OHT) is an agency of the Ontario Ministry of Tourism, Culture and Sport. Pursuant to the Ontario Heritage Act, the OHT has a broad, province-wide mandate to identify, protect, promote, and conserve Ontario's heritage in all of its forms (Ontario Heritage Trust, n.d.).

## **Parish**

A group of Christians in the form of a self-supporting church community, who are led by a Rector, or Incumbent, and worship in a specific place (Anglican Diocese of Ottawa, 2019).

## **Permitted Use**

Land uses that are allowed within certain municipal zones; identified and listed in zoning by-laws (Government of Ontario, 2019).

## **Private Dwelling**

A separate set of living quarters with a private entrance either from outside the building or from a common hall, lobby, vestibule, or stairway inside the building. The entrance to the dwelling must be one that can be used without passing through the living quarters of some other person or group of persons (Statistics Canada, 2017).

## **Provincial Policy Statement (PPS)**

Provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario's policy-led planning system, the Provincial Policy Statement (PPS) sets the policy foundation for regulating the development and use of land. It also supports the provincial goal to enhance the quality of life for all Ontarians (Ministry of Municipal Affairs and Housing, 2014).

## **Redevelopment**

The creation of new units, uses, or lots on previously developed land in existing communities, including brownfield sites (Ministry of Municipal Affairs and Housing, 2014).

## **Site Plan Control**

Area(s) established by municipalities via Section 41 of Ontario's Planning Act. Approval for development is required within those areas, and can be approved in the form of site plan agreements. Site Plan Control often requires developers to submit drawing and specifications of their proposed development to the municipality in order to gain approval and enter into a site plan agreement (Wood Bull LLP, n.d.).

## **Third Place**

An area where people can meet outside of their homes and workspace (Butler & Diaz, 2016).

## **Transit Score**

Walk Scores' assessment of how well served a ward or an area surrounding a specific address is by public transit. The Scores range from 0 to 100 based on the proximity of nearby transit routes and stops, as well as the frequency and type of transit route (Walk Score, 2019).

## **Vacancy**

The number of units that are unoccupied and available for immediate rental (CMHC, 2018d).

## **Walk Score (the Company)**

A private company and website that aims to promote multi-modal neighbourhoods. The company provides a scoring system to measure whether an address or ward is walkable, bikeable, and has good access to public transit (Walk Score, 2019).

## **Walk Score (the Score)**

Walk Scores' assessment of how walkable a ward or an area surrounding a specific address is. The Scores range from 0 to 100, based on the pedestrian friendliness, street elements such as the population and intersection density, and block lengths (Walk Score, 2019).



## Zoning By-Law

A by-law that controls the use of land in a municipality. It states exactly how land may be used, where buildings and other structures can be located, the types of buildings that are permitted and how they may be used, and the lot sizes and dimensions, parking requirements, building heights and setbacks from the street (Ministry of Municipal Affairs and Housing, 2018).

## Zoning By-Law Amendment

Required to be applied for in order to change or add a use onto a property that is not currently permitted in the zoning by-law of that municipality. Zoning By-law Amendment Applications are assessed by municipal staff and require approval from council to be granted, potentially with or without exceptions (Government of Ontario, 2019).

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