ABSTRACT
This Planning Rationale is provided in support of an application to modify the Official plan designations and the City of Ottawa zoning bylaw for the subject property. The property is a Crown owned holding utilized by the RCMP as a training and operations facility. The changes are required to align the City of Ottawa OP designation and the zoning with the NCC Greenbelt Master Plan, and the Campus Master plan as approved by the NCC. Recognizing the plan and zoning changes will facilitate future coordination of requirements related to infrastructure, traffic and transit, and allow RCMP to apply for building permits for future building initiatives as they occur.

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INTRODUCTION

RCMP representing the Government of Canada is the title holder for lands located in Orleans within the City of Ottawa, identified by municipal address 1426 St. Joseph Blvd.

The lands have been continually held and in use by the Government of Canada since at least 1941. From 1944 to 1994 the property was held by the Department of National Defence and identified as the Land Engineering Test Establishment (LETE) and was used as a testing and research facility for military vehicles and equipment.

In 1995 the property was transferred to the RCMP and has been in continuous use as a testing and training facility now referred to as the Technical Protective Operations Facility (TPOF).

While municipal governing structures and authorities have changed over the years, and planning regulations have evolved, the utilization of the property as a Federal Government research and training facility has essentially remained the same and is forecast to continue with the same uses for the foreseeable future.

The intent of the current application for amendments to the City of Ottawa Official Plan (OP) and Zoning By-law is to update the Municipal Government planning documents to be consistent with the established and continuing uses of the property as proposed and described in a current (2015) Campus Master Plan (CMP) developed for Federal Land Use and Design Approval (FLUDA) by the National Capital Commission (NCC).

Updating of the municipal planning documents is essential to ensure a common understanding of the planning objectives of both levels of Government to be used as the basis for coordination of development plans for a broad range of services and infrastructure.

CONTEXT

Approvals for utilization of Federal land holdings in the National Capital Region (NCR) are governed by the NCC in accord with the policies and regulations established in the National Capital Act.

NCC’s long term vision for the NCR is articulated in the “Plan for Canada’s Capital”. Within the context of the “plan”, the TPOF property at 1426 St Joseph Blvd is located within Canada’s Capital Greenbelt, which is in turn managed through the vision established in “Canada’s Capital Greenbelt Master Plan” (2013). The property location is specifically within the “Greens Creek Sector”.

Relevant policies and vision statements within the Plan for Canada’s Capital and specifically the Greenbelt Master Plan establish the permitted uses and prohibited activities within the Sector.

As illustrated in the 2017-2067 Plan for Canada’s Capital, the TPOF lands are strategically identified for use as “Federal Facilities” in the northern section of the site, “Valued ecosystem” through the central portion of the site, and “Natural Environment” in the portion of the site closest to Innes Road. The current and proposed uses of the site conform to these designations.

As required by NCC policy, RCMP developed a Campus Master Plan (CMP), to establish site specific planning principles and guidelines to govern the future utilization of the property in accord with the established planning context articulated in the Plan for Canada’s Capital and more specifically the Greenbelt Master Plan.
The original CMP (2005) received NCC FLUDA based on projected development plans for short term (10 year) and long term (25 year) planning horizons. As required by the NCC, the CMP was updated in 2015 and received an updated NCC FLUDA in January 2016.

Development of the CMP identified minor inconsistencies between the historically established utilization of the property, the NCC Greenbelt Master Plan (Greens Creek Sector) and the City of Ottawa Official plan and Zoning by-laws.

**LOCATION AND SITE DESCRIPTION - LOCATION and ADJACENT LAND USE**

The property at 1426 St. Joseph Blvd., Orleans, consists of several parcels of land totalling an area of 180.12 hectares.

The property extends from the northern boundary of St Joseph Blvd. to the southern boundary at Innes road. *(See figure 1)*

*Figure 1. Site in surrounding community context*
The northern and southern boundaries are illustrated in Figures 2 to 5.

Figure 2. Main entry intersection on St. Joseph Blvd. looking west

Figure 3. Main entry road from St. Joseph Blvd. with view from lower to middle terrace
From north to south, the west side of the property is bounded by agricultural lands owned by NCC (currently leased), the Lafarge quarry, forested greenspace owned by NCC and a single-family residential neighbourhood section of Blackburn Hamlet.

From north to south, the east side of the property is bounded by a long-term care facility (Forest Valley Terrace, formerly St. Joseph Manor), NCC agricultural lands, City of Ottawa reservoir and NCC forest. (See Fig 6)

The primary entry to the property is located at a dedicated signalized intersection on St. Joseph Blvd. OC Transit stops are located on St. Joseph in proximity to the entry.

A secondary emergency access point is available at the Innes Road boundary of the property.

The utilization of the site by the RCMP and its relationship to adjacent properties and land uses has remained consistent since the site was first occupied by DND in the mid 1940’s. While the adjacent uses such as the development of the Lafarge quarry on the northern portion of the western boundary, and the
growth of the community of Blackburn Hamlet along the southern portion of the western boundary have evolved, there is a continuing compatibility of the adjacent uses with the occupancy of the RCMP on the property. There are no significant changes in the proposed utilization of the TPOF site that will have an impact on or be noticed by adjacent property owners.

**PROPERTY DESCRIPTION**

The property managed as a secure site, is fully fenced, and is only accessible to authorized persons through the main entry at the north end.

Easily accessible open views of the approximately 180-hectare site are limited to the north and south property boundaries at St. Joseph Blvd and Innes Road. Only the northern portions of the fully fenced site are visible from St Joseph Blvd.

The northern portion of the property has three main slopes that establish three distinct terraces. From St. Joseph Blvd, the terrain drops down to a lower terrace which features remnants of the DND LETE equipment testing tracks. Visually it is most noted for the now abandoned military testing tracks on the slopes on the west side of the property. (See Fig 6)

South of this lower terrace which is not actively utilized by RCMP, the land rises approximately 10 meters to a middle terrace. The mid-level terrace accommodates several operational buildings and surface parking. The main building on site can be seen from St. Joseph Blvd on the east side of the mid-level terrace.

A steep wooded slope south of the mid terrace, rises again another 16 meters and leads to an upper terrace area with additional operational buildings.

From this highest point on the property the land slopes gently to the south east toward the Innes road boundary. The balance of the site extending to the south of the upper terrace is essentially undeveloped land with various legacy roadways used for vehicle testing and training. The middle portion of the site as illustrated in early aerial photographs appeared as tilled land. Natural changes in vegetation have evolved in this area as a mixture of meadow and deciduous forest vegetation. The southern portion of the site nearest Innes Road is now fully forested and remains in a natural state except for a perimeter patrol road.

The Greenbelt Master Plan designates the majority of the TPOF as a “Federal Facility and Operations” land use, while the central and southern portions are designated as a “Natural Link” and as a “Core Natural Area”. Regionally, the southern half of the property has been designated as a “Natural Environment Area” by the City of Ottawa. The CMP has also designated this an area of retention and protection.

The CMP limits future development to the middle and upper terraces in the northern portion of the property, while protecting the natural steep slopes and mature, least disturbed vegetation. The development over the planning horizon of 25 years is proposed to accommodate additional buildings and parking lot facilities.

The lower terrace and slopes, visible from St. Joseph Blvd., retain former DND vehicle testing tracks and features which in the long term are proposed to be removed and the land rehabilitated to a natural state.

At present there are approximately 27 buildings of various sizes on the site accommodating approximately 850 personnel. The largest building constructed in approximately 1987 is two storeys in height and is visible from St. Joseph Blvd on the middle terrace.
ENVIRONMENT

A Stage 1 Archeological Assessment conducted in July 2004 concluded;

- The archeological potential of the site is low.
- Most or all the property was previously cleared (from 19th century farming as well as 20th century institutional use of the site).
- There is no historic period or registered prehistorical archeological site within 5km of the property.
- From a prehistoric occupation potential, there is no soil development of sufficient size to allow for a reasonable occupation area.
- Four minor areas of the site which are not within the intended development area have potential archeological interest as possible 19th century building sites. Further study would be required if the areas were ever considered for any site alterations or development.

In support of the CMP, a Strategic Environmental Assessment (SEA) was conducted in 2016. The SEA identified and summarized the biophysical aspects of the property. With reference to previous studies it confirmed the presence of 13 vegetation communities on site including deciduous forests, white cedar and deciduous mixed forests and meadows.

Although there are two unnamed streams that run through the southern portion of the property and one unnamed stream which runs through the northern section of the property (near St. Joseph Blvd), there are no confirmed wetlands on the property and no major waterbodies that could sustain a fish habitat.

The previous and current Species at Risk studies indicate the potential presence of several species of flora and fauna on site including butternut trees, Eastern Milk snakes, Little Brown myotis (bats), and a variety of birds.

As the site is federally owned it falls under the jurisdiction of the Federal Minister of Environment and Climate Change Canada. All modifications to the site require project specific Environmental Effects Determination (EED) Studies and SAR assessments before any work can be initiated. These studies will serve to ensure protection as appropriate of the natural environment, migratory bird habitat and any Species at Risk.
Figure 6. Google Earth satellite view of RCMP property at 1426 St. Joseph Blvd., Orleans
**TRANSPORTATION AND TRANSIT**

From a traffic and access perspective, as noted previously, there is one main access road at the north end of the site at a signalized intersection on St. Joseph Blvd located approximately 1.1 km east of the Bearbrook Rd/Sir George Etienne Cartier Parkway intersection with St. Joseph Blvd.

All access to the site for both employee and operational vehicles is from St. Joseph Blvd.

The site access at the south end of the property on Innes Road, east of the signalized intersection at Cleroux Crescent, is presently utilized for emergency egress only. This south access may be developed in future to allow for limited ingress and egress, by authorized personnel only, should overall traffic volume to the site warrant consideration in the long term (25 years).

Innes road is at present designated as a “major collector” in the City of Ottawa Transportation Master Plan. The segment of the road adjacent to the RCMP site is a two lane roadway with dedicated paved cycling lanes in both directions.

St. Joseph Blvd is designated an arterial road in the OP Transportation Master Plan. At present it is a four-lane arterial with a divided median. The roadway features dedicated and marked paved cycling lanes in both the east and west directions. There are no sidewalks on this segment of St. Joseph Blvd.

The signalized intersection providing access to the RCMP driveway has a dedicated turning lane in the westbound direction and a shared right turn/through lane in the east bound direction.

The volumes of traffic accessing the site based on statistics documented in 2014 for the 2015 CMP indicate the heaviest traffic flows along St. Joseph are eastbound in the morning peak and westbound in the afternoon traffic peak. The traffic accessing the site has a minor influence on the traffic flow along St. Joseph Blvd.

Most vehicles accessing the site during the morning peak are travelling in an eastbound direction while there is a close split of vehicles leaving the site in the afternoon peak with the majority turning westbound from the RCMP site.

It is not expected that any changes to the St. Joseph intersection will be warranted until significantly more employees are engaged at the site in the long term (25 years). Further traffic volume studies may need to be commissioned at that time.

At present, St Joseph Blvd is served by OC Transpo routes 31 and 618. 618 is route whose primary purpose is to serve high school students from Blackburn Hamlet and Orleans with only a single morning and afternoon run Monday to Friday, thus the 618 route is not relevant to the users of the site.

OC Transpo route 31 runs between Place d’Orleans and Blair station Monday to Friday only. Eastbound there are two morning runs, one mid-day run, and three afternoon runs. Similarly, westbound from Blair station there are two morning runs, one mid-day run and one afternoon run. Bus stops are located at the signalized intersection on St. Joseph.

While there is OC Transpo service along Innes road, it is not useful to the users of the site as the walking distance from the Innes road access point to the upper terrace where future development will be concentrated is approximately 1.9 km.

Due to the operational nature of the activities at the site, the relatively remote location from the urban core, remote location from major population centers where employees reside, and limited transit service,
most persons engaged on the site travel to the site by private or operational vehicles arriving along St. Joseph Blvd. Many site occupants work in shifts which do not coincide with the limited current OC Transpo service schedules.

Short term development at the site (10 years) will have an insignificant impact of traffic volumes on St. Joseph Blvd and adjacent connected roadways. Long term development (25 years) may see an increase in traffic which may warrant a re-evaluation of the performance of the main entry intersection.
LEGAL DESCRIPTION.

Figure 7. 1426 St. Joseph Blvd, Property Map, PIN 04392-1318 & 0517
The land holdings are comprised of;

Plan 4R-8071, Part Lots 10, 11 & 12, Concession 1&2,

More specifically;

Part of lots 10&11, Concession 1 (Ottawa Front) and,

Part of the Road Allowance between Lots 10 & 11 Concession 1 (Ottawa Front) closed by By-Law 21-1955, and

Part of lots 10, 11 & 12, Concession 2 (Ottawa Front) and the Road Allowance between Lots 10 & 11 Concession 2 (Ottawa Front) closed by By-Law 21-1955, and

Part of the Road Allowance between Concessions 1 & 2 (Ottawa Front) closed by By-Law 21-1955

formerly in the Township of Gloucester, now in the City of Gloucester, Regional Municipality of Ottawa-Carleton

Also referred to as:

PIN 04392-1318

PT LT 10, CON 1 OF, AS IN GL39876 EXCEPT PART 25, 4R8071; PT LT 11, CON 1 OF , AS IN GL41424 EXCEPT PART 23, 4R8071 ; PT LT 11, CON 2 OF ,

And;

PIN 04392-1517

PCL 2299, SEC CARLETON; LT 10, CON 2 OF, EXCEPT PT 1, 4R1208, PTS 1,2 & 3 4R6223 & PT 1, 4R7351; S/T LT 936362 GLOUCESTER

EXISTING LAND USES, OFFICIAL PLAN DESIGNATIONS AND ZONING

Based on the City of Ottawa Official Plan – Schedule B- Urban Policy Plan as partially extracted below, the site is within the Greenbelt and surrounding land uses are; Bedrock Resource area, Natural Environment area, Urban Natural features area, Agricultural Resource area, and General Urban area.
The current zoning designations for the property include RC(264r), EP, and RU as illustrated in the plan below.

Adjacent properties are zoned ME (Mineral Extraction), EP (Environmental Protection) and R1WW (Residential First Density)

The proposed zoning would retain two of the 3 zones (RC(264r) and EP) with boundary adjustments only as described in the Proposal. The RU zoning on the site would be removed and replaced by an EP zone with an exception to permit “Police and military training activities”.

![Current zoning boundaries](image-url)
The RCMP TPOF CMP (2015) as developed to receive NCC Federal Land Use and Design Approval, establishes land use principles and guidelines to be used in the future development of the property. Fully consistent with the NCC Greenbelt Master Plan, the CMP illustrates short and long term (10 and 25 year) development proposals. The CMP identifies for planning purposes three major sectors of the site being:

- A development area comprised of the northern portions of the site previously occupied and built upon and designated for “Federal Facilities”. This segment of the site extends from St. Joseph Blvd at the north boundary and covers approximately half of the site extending toward Innes Road. This segment contains the portions of the site visible from St. Joseph Blvd referred to as the lower and mid plateau, a steep wooded slope climbing toward the south and a plateau at the top of the slope referred to as the upper plateau. This is the portion of the site were most future developments will be constructed. Most of the development when it occurs will be concentrated at the north end of the upper plateau. The proposed long-term plans indicate several administrative, research and training buildings and features along with supporting infrastructure and parking areas may be built. Buildings should be limited to a maximum of three storeys contained within the line of the tree canopy and will not be visible from outside the property boundaries.

- The center south portion of the site is designated as a “Natural link” by NCC. This portion of the site while preserving a natural ecosystem can be utilized for functions that support the “federal facility” operations but will not cause permanent ecosystem damage.

- The area of the site closest to Innes Road is designated a “Core Natural Area”. This wooded portion of the site is to be left in its natural state. The area currently has a perimeter roadway and the secondary site access road which are proposed to remain as is. Development in the long term will be limited and may include enhancement of the secondary entry facility.

As future buildings are proposed at the site the NCC as the regulatory body for federal land use in the NCR requires submission of comprehensive plans and studies for each project to assess compliance with the approved CMP and to provide a project specific FLUDA.

Integral with the information required in support of a FLUDA application, are requirements for a project specific Environmental Effects Determination (EED) and if warranted submissions to Environment & Climate Change Canada should any impacted species at risk be identified.

It is proposed to amend the City of Ottawa Official Plan and Zoning by-law to modify the zone boundaries as follows;

The current RC10[264r] zone adjacent to St. Joseph Blvd is to be extended from the existing limits to include the entire area identified in purple as the “Federal Facility Operations area” in the appended excerpt from the Greens Creek Sector land use map. See sections ‘U’. This would encompass the areas within the property boundaries previously zoned as EP on the slope leading to the upper terrace and the portions of the RU zone extending south from the upper terrace.

The permitted uses of “military and police training facility” will remain as per the City of Ottawa zoning by-law exception 264r (By-law 2010-197) which apply to the current zone RC10[264r].
The center south portion of the site which corresponds to the “natural link” in the NCC GMP identified with a ‘C’, will be zoned as EP “Environmental protection” with an exception to permit “Police and military training activities”.

The south east corner of the property identified as “Core Natural Area” by the NCC will be zoned EP.

The proposed zoning changes are consistent with the NCC land use designations as per the Greens Creek Sector plans contained in the Greenbelt Master Plan.

Reference: NCC- Greenbelt Master Plan, section 7.7- Green’s Creek Sector

C - RCMP Technical & Protective Operations Facility Natural Link

- Work with RCMP to maintain Natural Link features and functions to the extent possible within the training operations area.
- Permit less intensive training activities and small-scale storage facilities.

U - RCMP Technical and Protective Operations Facility (TPOF)

- Limit buildings, parking area and intensive training area to Built Area footprint.
- Permit training activities within the Federal Facility and Operations Area.
- Encourage naturalization of facility lands for compatibility with adjacent Core Natural Area/ Natural Link.
- Support implementation of the RCMP TPOF Master Plan.
POLICY JUSTIFICATION

The proposed amendments to the City of Ottawa Official Plan and zoning by-law are consistent with the NCC Plan for the National Capital, and the NCC Greenbelt Master Plan (Greens Creek Sector Plan) and reflect the RCMP TPOF Campus Master Plan as approved by the NCC.

The purpose of the amendments is solely to align the Official Plan and zoning by-law with the above referenced NCC planning documents which govern the use of Federal lands thus providing for consistency in planning objectives between local municipal and federal levels of governance.

As required by section 3 of the Planning Act, the proposed re-zoning is consistent with the Provincial Policy Statement (2014) in that the re-zoning contributes to;

- A strong healthy community by continuing integration of employment areas in proximity to existing residential zones and maintaining compatibility with surrounding agricultural and natural environments
- Continuation of consistent development and land use patterns
- Enhancement of public safety by facilitating critical operations related to policing with local and national implications
- Reducing the need for expansion of development areas or infrastructure services
- Maintaining a balance with existing natural elements to conserve bio-diversity and mitigate impacts to climate change

The minor adjustments to zoning boundaries are fully contained within the existing RCMP property and have no impact on adjacent properties or land uses.

Approval is recommended.

PUBLIC ENGAGEMENT

Due to the nature of police operations at the site, security considerations preclude extensive public engagement with respect to details of on-site operations, buildings or supporting amenities.

The City of Ottawa public engagement notices and consultations with the community at large as required to comply with requirements of the provincial Planning Act will be supported by the RCMP.

COMPLIANCE WITH ZONING STANDARD

By-law 2010-197 provides for the exception 264r to apply to the RC and RU zones, which permits additional uses of “military and police training facility” within the RC10 zone.

Due to the size of the lot (180+hectares), the zoning mechanisms and provisions (setbacks, lot frontage, yard setbacks etc. will not have a restrictive impact on the site planning and building designs which may be developed on the site except for the height limit of 20m. As per the guidelines of the NCC approved Campus Master plan, it is the intent to limit future buildings to 2 to 3 storeys which is well within the maximum height permitted of 20m. All buildings on site with the exception of an existing radio communications tower now comply with the height limitation.

END