

**8. Official Plan and Zoning By-law Amendments – 1426 St. Joseph Boulevard**

**Modifications du Plan officiel et du Règlement de zonage – 1426, boulevard St. Joseph**

**Committee recommendation**

**That Council approve amendments to the Official Plan and Zoning By-law 2008-250 for 1426 St. Joseph Boulevard to expand the area where a military and police training facility is permitted, as detailed in Documents 2 and 3.**

**Recommandation du Comité**

**Que le Conseil approuve les modifications du Plan officiel et du *Règlement de zonage 2008-250* visant le 1426, boulevard St-Joseph en vue de repousser les limites de la zone au sein de laquelle un centre de formation policière et militaire est autorisé, comme l'explique les document 2 et 3.**

**Documentation/Documentation**

1. Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated November 18, 2019 (ACS2019-PIE-EDP-0042)

Rapport de la Directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 18 novembre 2019 (ACS2019-PIE-EDP-0042)

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
28 November 2019 / 28 novembre 2019**

**and Council  
et au Conseil  
11 December 2019 / 11 décembre 2019**

**Submitted on 18 November 2019  
Soumis le 18 novembre 2019**

**Submitted by  
Soumis par:  
Don Herweyer  
Director / Directeur**

**Economic Development and Long Range Planning / Développement économique  
et Planification à long terme**

**Planning, Infrastructure and Economic Development Department / Direction  
générale de la planification, de l'infrastructure et du développement économique**

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**Ward: INNES (2)**

**File Number: ACS2019-PIE-EDP-0042**

**SUBJECT: Official Plan and Zoning By-law Amendments – 1426 St. Joseph  
Boulevard**

**OBJET: Modifications du Plan officiel et du *Règlement de zonage* – 1426,  
boulevard St. Joseph**

## REPORT RECOMMENDATIONS

1. That Planning Committee recommend Council approve amendments to the Official Plan and Zoning By-law 2008-250 for 1426 St. Joseph Boulevard to expand the area where a military and police training facility is permitted, as detailed in Documents 2 and 3.
2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* 'Explanation Requirements' at the City Council Meeting of December 11, 2019," subject to submissions received between the publication of this report and the time of Council's decision.

## RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil d'approuver les modifications du Plan officiel et du *Règlement de zonage 2008-250* visant le 1426, boulevard St-Joseph en vue de repousser les limites de la zone au sein de laquelle un centre de formation policière et militaire est autorisé, comme l'explique les document 2 et 3.
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 11 décembre 2019 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

## **BACKGROUND**

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

### **Site location**

1426 St. Joseph Boulevard

### **Owner**

Federal Government of Canada, Royal Canadian Mounted Police (RCMP)

### **Applicant**

City-initiated

### **Description of site and surroundings**

The RCMP's Technical Protective and Operations Facility (TPOF) is located on a 180-hectare property in the eastern National Capital Greenbelt, near the Blackburn Hamlet community. The site measures close to three kilometres in length and approximately 800 metres in width. The property has 348 metres of frontage on St. Joseph Boulevard and approximately 539 metres of frontage on Innes Road. The site is secure and fully enclosed with a fence. The main entry is from St. Joseph Boulevard, where there is a signalized intersection.

At the northern (St. Joseph) end of the site, an escarpment rises from the road to a plateau. The land rises again another 16 metres to another plateau roughly 500 metres south of St. Joseph Boulevard. The southern two-thirds of the site is a mix of open and wooded terrain, crossed by a network of trails and driveways, some of which are used for training purposes.

The following land uses surround the subject site:

- North: Agricultural uses within the Greenbelt and the Orléans reservoir to the north-east.
- East: Forest within the Greenbelt and the Chapel Hill community beyond.
- South and South-West: the Blackburn Hamlet community.

- West: Agricultural uses within the Greenbelt and the Lafarge mineral extraction facility.

The federal government has used the property for military or police training and related operations since the Second World War. The RCMP currently use the site to accommodate technical and operational police functions and training. Currently, the TPOF has approximately 850 employees and 27 buildings, but much of the site is forested.

### **Proposed Development**

The RCMP wishes to align the Official Plan designations and zoning with the National Capital Commission's (NCC) Greenbelt Master Plan to implement the RCMP TPOF Campus Master Plan. The City's Planning, Infrastructure and Economic Development Department has initiated these applications as a conformity exercise.

Where lands within the federal Greenbelt Master Plan are designated Federal Facility and Operations, the proposed Official Plan designation is Greenbelt Employment and Institutional Area and the proposed zoning is Rural Commercial, Subzone 10 with an exception (RC10 [264r]). Where the lands within the federal Greenbelt Master Plan are designated Natural Link and Core Natural Area, the proposed Official Plan designation is Natural Environmental Area and the proposed zoning is Environmental Protection (EP).

The proposal is a policy change only. No immediate construction is proposed through this Official Plan amendment or Zoning By-law amendment. In future, should the RCMP wish to make site alterations or undertake construction they will follow a federal review and approvals process. They may also opt to obtain building permits from the City of Ottawa.

### **Brief history of proposal**

Between January 2016 and December 2017, the NCC approved several Federal Land Use and Design Approvals (FLUDAs) to enable the RCMP to achieve a more sustainable, functional, secure and attractive campus. Through this process, the NCC recommended that the RCMP inform the City of Ottawa that the municipal planning policies do not adequately describe the existing uses and activities on the site and investigate how they might be revised. At the February 2019 Council meeting, City staff

were directed to initiate these changes to align the City's planning policies for the site with the federal approvals.

## **DISCUSSION**

### **Public consultation**

City of Ottawa Public Consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

In total, 19 residents provided comments and/or their contact information to the City by telephoning, filling in comment sheets or sending an email.

For this proposal's consultation details, see Document 3 of this report.

### **Official Plan**

The subject lands are currently designated "Greenbelt Employment and Institutional Area", "Greenbelt Rural" and "Natural Environment Area" on Schedule B of the Official Plan. Institutional, cultural, recreation and research facilities are permitted on lands designated Greenbelt Employment and Institutional Area. The programming, land use and landscape character of these facilities should respect the Greenbelt's rural character and benefit from an extensive open area, isolation or a rural environment. Lands designated Greenbelt Rural are to be used for farming, forestry, recreation, and small-scale commercial uses directly related to rural activities within the Greenbelt. They may also be used for operational uses ancillary to the main permitted uses in the Greenbelt Employment and Institutional Area, provided the ancillary uses have limited employment associated with them. Wetlands, woodlands and wildlife habitat are permitted within the Natural Environmental Area.

The site is located along St. Joseph Boulevard, which is designated as an Arterial Road in Schedule E. It also has frontage on Innes Road, which is designed as a Major Collector Road.

### **Zoning**

The site is currently zoned "Rural Commercial, Subzone 10, Exception 264r (RC10[264r])", Rural Countryside zone (RU), and Environmental Protection zone (EP) within the City of Ottawa Zoning By-law (2008-250). The City is proposing to rezone the

lands so that the zone limits are consistent with the intent of the Greenbelt Master Plan. The rural exception [264r] is to be replaced with an appropriate urban exception [XXXX], permitting the “military and police training facility” and “office” land uses.

### **Other applicable policies and guidelines**

#### *Planning Act*

The *Planning Act* requires that all City planning decisions be consistent with the Provincial Policy Statement (PPS), as the document that provides policy direction on matters of Provincial interest related to land use development.

#### Provincial Policy Statement

The proposal is subject to the policies contained within the 2014 PPS, which came into effect on April 30, 2014. Staff have reviewed this proposal and have determined that the proposed Official Plan and Zoning By-law amendments is consistent with the matters of Provincial interest as outlined in the PPS.

### **Planning rationale**

The RCMP adopted a Campus Master Plan for the Technical Protective Operations Facility (TPOF) in 2016. This Master Plan set out a sustainable plan for the growth of the campus over the next 25 years in support of the RCMP's operational needs and training in the National Capital Region. The plans established appropriate sites for development, improved environmental protection measures, enhanced the site's fit within the Greenbelt and updated security measures.

The RCMP's approved Master Plan aligns with the 2013 federal Greenbelt Master Plan (2013) but not the City's Official Plan or Zoning By-law. The changes proposed within this report will bring the City's planning policy for the site in line with the federal policy. This will enable the site to operate and develop as envisaged by the Campus Master Plan. The Green's Creek Sector Plan, within the Greenbelt Master Plan, speaks to limiting building, parking areas and locations of intensive training to within the Built Area Overlay (generally the plateau areas), permitting training activities within the larger Federal Facility and Operations Area, and permitting less intensive training activities and small-scale storage facilities in the Natural Link area. The plan encourages naturalization of facility lands within the Core Natural Area and Natural Link. Any future development and site alteration will be reviewed by NCC staff through a federal land

use, design and approval (FLUDA) process. Appropriate zoning will enable the RCMP to obtain building permits under the Ontario Building Code.

Comments were received from the Rideau Valley Conservation Authority with respect to protecting unevaluated wetlands and watercourses located on the site. The RVCA has no objection to the proposed amendments.

On lands to be designated Natural Environmental Area and zoned “Environmental Protection (EP)”, the RCMP will continue to use the training tracks and driveways that date back to the 1940s. Under Section 55 of the Zoning By-law, accessory structures are permitted in the “EP” zone up to an aggregate size of 150 square metres. As any site alteration or construction will trigger federal review and approval, mitigation strategies can be created for environmentally sensitive lands through the FLUDA process.

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

## **COMMENTS BY THE WARD COUNCILLOR**

Councillor Dudas is aware of the application related to this report.

## **LEGAL IMPLICATIONS**

There are no legal impediments to the implementation of the recommendations of this report.

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with the recommendations of this report.

## **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications as this is a policy change.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

Any future development will be designed to meet federal accessibility criteria.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following 2015-2018 Term of Council Priority:

- Governance, Planning and Decision-Making

## **APPLICATION PROCESS TIMELINE STATUS**

These applications were initiated by the City and therefore were not subject to the "On Time Decision Date" established for the processing of development review applications.

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Official Plan Amendment

Document 3 Details of Recommended Zoning

Document 4 Zoning Key Map

Document 5 Consultation Details

## **CONCLUSION**

The proposed Official Plan and Zoning By-law amendments to the TPOF site recognize the RCMP's historic and intended use of these lands, and the amendments align the City's Official Plan and Zoning By-law with the federal government's Greenbelt Master Plan. The Planning, Infrastructure and Economic Development Department recommends that these amendments be approved.

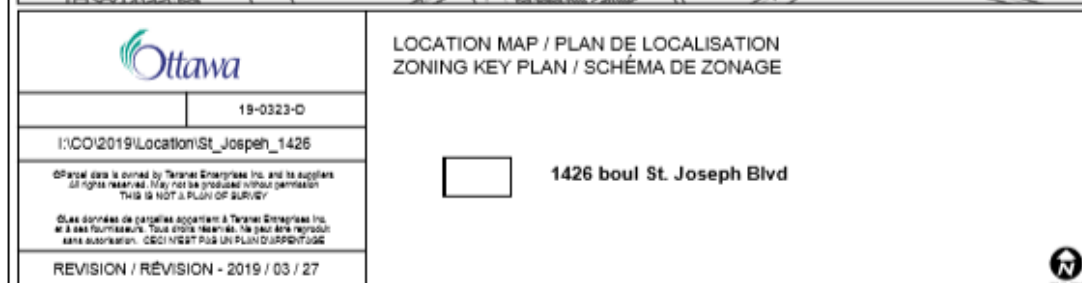
## **DISPOSITION**

Legislative Services, Office of the City Clerk to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.



**Document 2 – Details of Recommended Official Plan Amendment**

**Official Plan Amendment XX to the**

**Official Plan for the**

**City of Ottawa**

## **INDEX**

### **THE STATEMENT OF COMPONENTS**

#### **PART A – THE PREAMBLE**

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Details of the Amendment

Implementation and Interpretation

Schedule A of Amendment XX – Official Plan for the City of Ottawa

## **PART A – THE PREAMBLE**

PART A – THE PREAMBLE introduces the actual amendment but does not constitute part of Amendment No. XX to the Official Plan for the City of Ottawa.

PART B – THE AMENDMENT constitutes Amendment XX to the Official Plan for the City of Ottawa.

## **PART A – THE PREAMBLE**

### **1. Purpose**

The Official Plan Amendment will remove the “Greenbelt Rural” designation and adjust the boundaries of the “Greenbelt Employment and Institutional Area”, and “Natural Environment Area” designations on Schedule B of the Official Plan for the City of Ottawa.

### **2. Location**

The RCMP’s Technical Protective and Operations Facility (TPOF) is located on a 180 hectare property in the eastern National Capital Greenbelt, near the Blackburn Hamlet community. The property’s municipal address is 1426 St. Joseph Boulevard.

### **3. Basis**

An Official Plan amendment is required to recognize the military or police training facility on the subject lands and to align with the RCMP’s Campus Master Plan (2016) and the federal Greenbelt Master Plan (2013).

### **4. Rationale**

The RCMP’s Campus Master Plan aligns with the 2013 federal Greenbelt Master Plan (2013) but not the City’s Official Plan. Amendments will bring the City’s planning policy for the site in line with the federal policy and will enable the site to operate and develop in future as envisaged by the Campus Master Plan.

## **PART B – THE AMENDMENT**

### **1. Introduction**

All of this part of this document entitled Part B – The Amendment consisting of the following text and the attached Schedule A constitutes Amendment No. XX to the

Official Plan for the City of Ottawa.

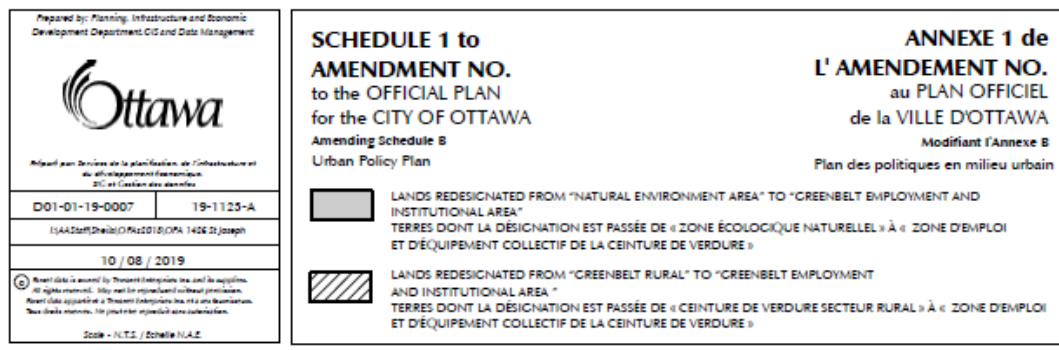
**2. Details**

The following changes are hereby made to the Official Plan for the City of Ottawa:

2.3 The Official Plan is hereby amended by amending Schedule B to remove the “Greenbelt Rural” designation and adjust the boundaries of the “Greenbelt Employment and Institutional Area” and “Natural Environment Area” designations, as shown in Schedule A below.

**3. Implementation and Interpretation**

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

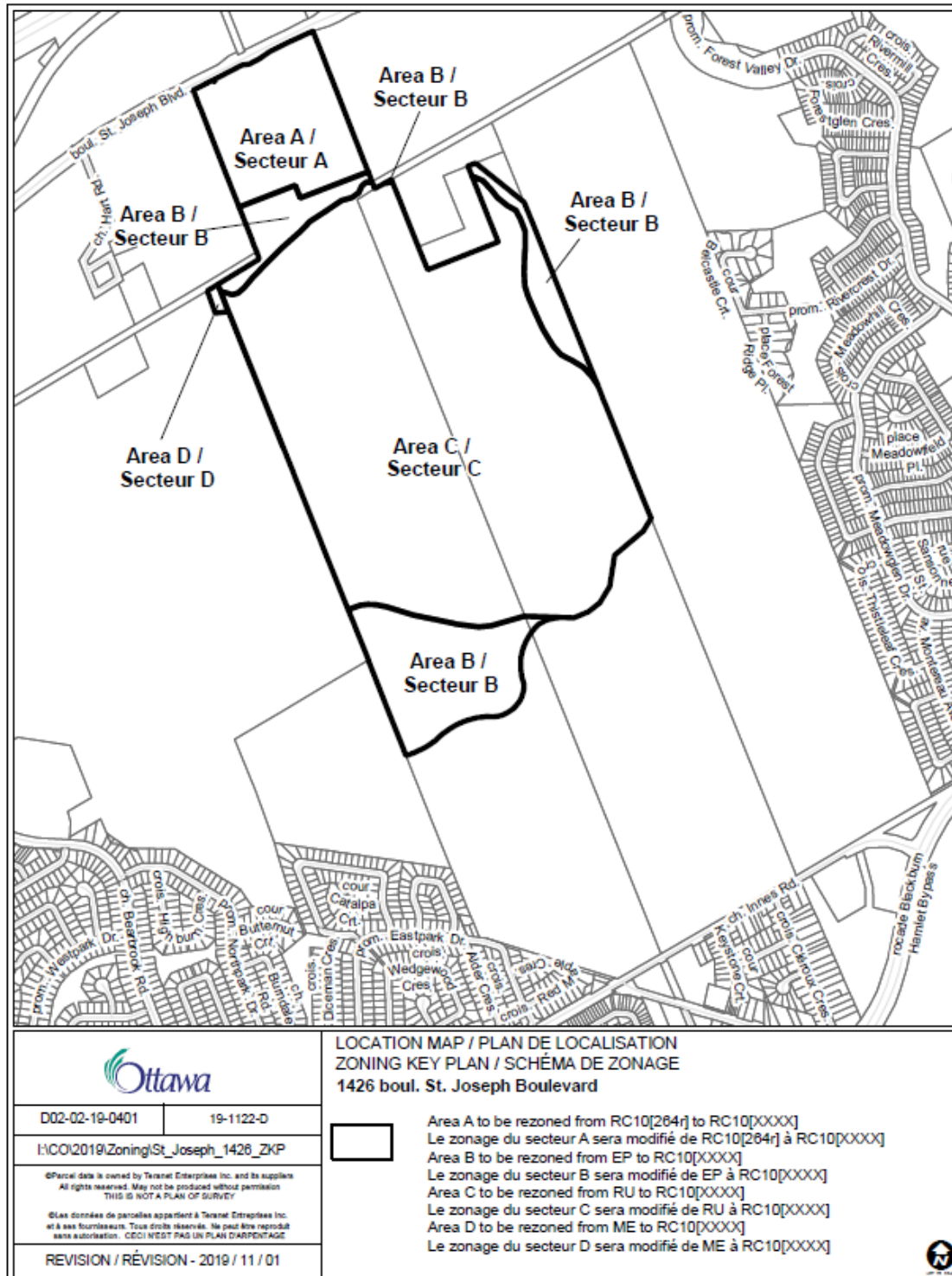


### **Document 3 – Details of Recommended Zoning**

The proposed changes to Zoning By-law 2008-250 for 1426 St. Joseph Boulevard are as follows:

1. Rezone the lands in Document 4 as follows:
  - a. Area A from RC10[264r] to RC10[XXXX]
  - b. Area B from EP to RC10[XXXX]
  - c. Area C from RU to RC10[XXXX]
  - d. Area D from ME to RC10[XXXX]
2. Add an exception in Section 239, Urban Exceptions, with provisions similar in effect to the following:
  - a. In Column III, add:
    - Military and police training facility
    - Office

Document 4 – Zoning Key Plan



## **Document 5 – Consultation Details**

### **Notification and Consultation Process**

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. In total, 18 residents provided comments and/or their contact information to the City by telephoning, filling in comment sheets or sending an email.

### **Public Comments and Responses**

**Comment 1:** The details provided are inadequate to understand impacts to nearby communities. What are the changes to infrastructure, traffic and transit? How many and how large are the proposed structures? When will construction be completed?

**Response:** The proposal is a policy change only. No immediate construction is proposed through this Official Plan amendment or Zoning By-law amendment. In future, should the RCMP wish to make site alterations or undertake construction they will follow a federal review and approvals process. They may also opt to obtain building permits from the City of Ottawa.

**Comment 2:** Traffic volumes along St. Joseph which were used in the 2015 Campus Master Plan are now out of date.

**Response:** This policy change does not trigger the need for a Transportation Impact Assessment and new traffic data was not required.

**Comment 3:** The Planning Rationale should mention the proposed LRT Station at Montreal Road and consider how transit and active transportation will access it.

**Response:** The Montreal Road LRT station is planned as part of Stage 2 with a target completion date of 2024. Changes to bus routes or cycling infrastructure will be considered through the Stage 2 planning but are beyond the scope of the current applications.

**Comment 4:** There are people working to get a cycling connection west of this site along the Green's Creek Conservation Area. If there are classified activities taking place at the TPOF, the development plan should consider this potential cycling link when choosing where buildings will be located.

Response: The RCMP have been advised and are aware of the potential for public pathways/bikeways adjacent to the St. Joseph frontage. No changes are anticipated in this area of the site which would preclude pathway installations.

Comment 5: Concerned about potential noise and light pollution associated with the development.

Response: As the requested amendments are only a policy change, no details of new lighting or new stationary noise sources are available. However, this military and police training facility has operated on the site since the Second World War, and the active uses and existing buildings are well separated and buffered by forest and topography from surrounding land uses.

Comment 6: Will the southern portions of the RCMP site, designated Core Natural Area and Natural Link in the Greenbelt Master Plan, be made accessible to the public?

Response: No, access to the TPOF site will remain restricted.

Comment 7: How will the RCMP protect, maintain and hopefully expand the tree canopy on the site?

Response: All future developments are subject to project specific environmental assessments in accordance with Federal legislation. Any impacts on the natural environment will require implementation of appropriate mitigation measures to ensure maintenance of the natural features of the site.

Comment 8: To what extent are the intended “military and policy training uses” compatible with the NCC’s forests, ecosystems and habitats? What mitigation is planned? What is planned for the sloped escarpment facing St. Joseph?

Response: The current training uses on site have been ongoing since the site was developed by DND in 1944 for similar purposes and are fully compatible with existing natural features of the site. Changes to training protocols which could impact the natural environment would be subject to environmental impact reviews and implementation of appropriate mitigation measures.

There is no development planned at this time for the sloped escarpment facing St. Joseph Blvd.

Comment 9: Will the proposal impact surrounding land zoned EP or EP2?

Staff Response: The proposal at 1426 St. Joseph Boulevard is a policy change to align the City's Official Plan and Zoning By-law with federal policy. These policy changes do not apply to surrounding lands.

Comment 10: There has been inadequate community consultation on the RCMP's plans.

Staff response: As part of this zoning change proposal, the RCMP have followed the City's Public Notification and Consultation Policy and the public notice requirements of the Ontario *Planning Act*. Past federal approvals did not have public notice or consultation requirements; however, with the new Federal *Impact Assessment Act* (IAA), there may be obligations to post limited project information on the IAA Registry for 30 days for public comments from an environmental impact/mitigation perspective as well as from a social economic and indigenous perspective. Most RCMP projects are in support of operational requirements where notice and consultation may not be appropriate or desirable from a security perspective. If a major project were to be proposed that would have an impact on the community (such as to traffic or infrastructure), past practice has been for the RCMP to advise the Ward Councillor and relevant community or business associations. This was the case when the RCMP National Headquarters moved to Barrhaven where local Councillors and the BIA were kept informed of the general scope and progress on a very high level. The RCMP expect this practice will continue and the need to inform would be determined on a project by project basis.