

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2018-P186
To	Board of Directors
Date	2018-11-22/23

For DECISION

Subject/Title

Amendment # 1 to the 2013 Greenbelt Master Plan

Purpose of the Submission

- To obtain the Board of Director's approval for amendment #1 to the Greenbelt Master Plan (2013) to permit a film studio on a portion of the Greenbelt Research Farm (1740 Woodroffe Avenue) and to re-designate the Capital Golf Course for natural and recreational uses (3798 Bank Street).

Recommendations

- THAT the Board of Directors grant Federal Land Use Approval for the amendment #1 to the Greenbelt Master Plan as it appears in Appendix A:
 - To permit a film studio on a portion of the Greenbelt Research Farm (1740 Woodroffe Avenue) as an exception on a Federal Facility and Operation site;
 - To re-designate the Capital Golf Course from Non Federal Facility and Operations to Natural Link (3798 Bank Street);
 - This amendment will come into effect only when all the following conditions are fulfilled:
 - Approval of the lease;
 - NCC Federal Land Use and Design approval of the Ottawa Film Office detailed proposal; and
 - Approval by the City of Ottawa of Zoning and Site Plans for the Ottawa Film Office proposal.
- THAT the finalization and signature of the Federal Land Use Approval associated with this submission appended in draft form (Appendix A) be delegated to the Executive Director, Capital Planning Branch.

Submitted by:

Daniel Champagne, Executive Director, Capital Planning
Name

Signature

1. Authority

National Capital Act, sections 10, 11 and 12

2. Project Description

The National Capital Commission has received a proposal from Ottawa Film Office and Tribro Studio to permit a film/television production studio and accessory facilities at the Greenbelt Research Farm (GFR), in the form of a long-term lease agreement with the NCC. In order to accommodate the land-use proposal, an amendment to the Greenbelt Master Plan (GBMP) is required as being a pre-requisite to these negotiations and to successive approvals for the overall initiative.

The amendment identified in Appendix B includes two (2) sites of the Greenbelt and offers compensation measures on both sites. The amendment is described as follows:

1. Ottawa Film Studio at 1740 Woodroffe Avenue

- The first site included in the amendment would permit, by exception, a new commercial facility for a film and television studio and accessory facilities for a sound stage campus at 1740 Woodroffe Avenue. This commercial facility would be privately operated.
- The 2013 GBMP designates the built area of the GRF as Federal Facility and Operations for federal facilities that require special security, seclusion or large space that contribute to the national security or research. The amendment to the GBMP Plan would allow an exception for nine hectares of land of the built area footprint of the total 102 hectares. The area would include an existing vacant building (Building #801) and adjacent land to accommodate four new buildings with various accessory uses detailed in Appendix C.
- This amendment is brought forward with compensation measures:
 - a 15 m. natural buffer and a recreational pathway along Black Rapids Creek;
 - the removal of equivalent or greater Built Area footprint.

2. Capital Golf Center at 3798 Bank Street

- One of the measures to compensate potential impacts of the new facility will be to re-naturalize 21.5 hectares of lands in the Greenbelt previously leased to the former Capital Golf Center, located within the Pine Grove Sector. The intent is to restore the site to natural conditions.
- The Greenbelt Master Plan amendment will therefore modify the designation of this second site in the Greenbelt from "Non-Federal Facility and Operations" to "Natural Link."
- This Plan amendment is proposing to re-naturalize the golf course with tree planting, formalizing trail connections to enhance recreational experience in the sector, and repurposing the existing trailhead and parking lot.

3. NCC Staff Analysis / Risks and Mitigations Measures

NCC Staff Analysis:

- One of the key long term objectives of the Greenbelt Master Plan is to protect and enhance the natural environment while phasing out existing facilities over time. The natural buffer along Black Rapids Creek and the re-naturalization of the golf course will achieve this goal and will also strengthen and establish functional connectivity and continuity between and around a significant natural area in the Greenbelt.
- Therefore, the Greenbelt will remain an integral part of the Capital green space network as a cohesive and robust entity supporting a balanced mix of environmental protection, local agriculture and recreation.
- Sustainability and quality design considerations will be key considerations for the proponents to ensure the minimization of negative effects on the Greenbelt functions and surrounding lands. Through the project proposal development, the NCC will complete a qualitative assessment of the ecosystem services to ensure a net gain for the Greenbelt.
- The detailed planning analysis can be found in Appendix B.

Risks and Mitigations Measures

- Amending the Greenbelt Master Plan could diminish the lands available for future federal facilities that require secluded sites. However, since this amendment is for a small portion of the buildable area, a federal facility could still be accommodated. If an important federal secluded facility proposal was identified to use the entirety of the site, the lease with the Film Studio could be amended.
- Overall the amendment to the Greenbelt Master Plan was well received by the media, public, stakeholders and partners. Some concerns were raised about precedent setting with non-federal facilities in the Greenbelt, more specifically about the use of federal lands for a private facility. The Greenbelt Research Farm will retain its current land-use designation and will retain its National Interest Land Mass (NILM) designation. This Plan Amendment would permit the proposed cultural and commercial land-use as an exception only.
- Although this proposal is a not a federal facility, it will contribute to the Government of Canada's objective to foster the creation of Canadian film and video productions.

4. Strategic Links

- Corporate priority 5: Be a value-added partner to create lasting legacies that serve as sources of pride for Canadians.
- NCC Plans and Strategies:
 - Plan for Canada's Capital (2017-2067) Thriving and Connected Capital
 - Greenbelt Master Plan 2013
 - NCC's Sustainable Agriculture and Food Strategy

5. Consultations and Communications

- An Open House session and online consultation were held in September 2018 to seek public and stakeholder feedback on the proposed amendment for this project. The consultation report is available at Appendix D.
- Over 200 persons attended the public session (September 5th) and nearly 200 persons responded to the online consultation (Sept. 5 to Sept. 19).
- Overall, most participants were in favour of the proposal as it would:
 - Stimulate the Ottawa film industry and, more generally, boost the local economy, particularly in terms of job growth;
 - Create opportunities for local film students; and
 - Gains that would secure the Greenbelt via re-naturalization and the encouragement of sustainable building and site practices.
- A few concerns raised are as follows:
 - Precedent to private sector uses in the Greenbelt;
 - Future expansion of the proposal beyond the proposed 9 ha site;
 - Financial responsibility for the compensation measures; and
 - Traffic generation beyond the capacity of the existing roads.
- The amendment was presented to ACPDR last October 4 and they were supportive of the proposal subject to the compensation measures offered at that site as well as the closure of the golf course. They did however raise concern about precedent setting with non-federal facilities in the Greenbelt. Excerpts of the draft Minutes of October 4, 2018 ACPDR meeting are available at Appendix E.

6. Next Steps

- Early 2019 – NCC Board - Approval of lease and seek all required authorities
- 2019 – Presentation to ACPDR of the design concept for comments

7. List of Appendices

Appendix A – Draft FLUA for amendment #1 to the 2013 Greenbelt Master Plan

Appendix B – Amendment to the 2013 Greenbelt Master Plan

Appendix C – Planning Rationale

Appendix D – Consultation Report

Appendix E – Excerpts of the draft Minutes of October 4, 2018 ACPDR Meeting

8. Authors of the Submission

Daniel Champagne, Executive Director, Capital Planning Branch (CP)

Lucie Bureau, Director, Long-Range Planning and Transportation, CP

Sandra Candow, Acting Director, Federal Approvals and Heritage, CP

Sylvie Lalonde, Principal Regional Planner, Long-Range Planning and Transportation, CP

Christopher Meek, Senior Land Use Planner, Federal Approvals and Heritage, CP

APPROVAL

PROTECTED A

KEY INFORMATION	
File: CP2299-19927	IAMIS: 19927
Approval Date:	
<p>Project: Federal Approval for Amendment #1 to Canada’s Capital Greenbelt Master Plan (2013) to permit a film production studio on a portion of the Greenbelt Research Farm (1740 Woodroffe Avenue) and related compensatory measures</p> <p>FEES: No</p>	
PROPOSERS	
<p>Geoffrey Frigon Chief, Agricultural and Residential Property Manager Real Estate and Facilities Management Capital Stewardship Branch National Capital Commission 202-40 Elgin Street Ottawa, ON K1P 1C7 geoffrey.frigon@ncc-ccn.ca</p>	<p>Lucie Bureau Director, Long-range Planning and Transportation Capital Planning Branch National Capital Commission 202-40 Elgin Street Ottawa, ON K1P 1C7 lucie.bureau@ncc-ccn.ca</p>
PROJECT DESCRIPTION	
<p>The National Capital Commission (the “NCC”) Federal Approvals and Heritage Division has reviewed and analyzed the Proposal for an amendment to <i>Canada’s Capital Greenbelt Master Plan</i> (2013) that is intended to permit, as an exception, a film production studio on a portion of the Greenbelt Research Farm at 1740 Woodroffe Avenue (the “Proposal”). The proposed amendment was submitted for review by the NCC’s Real Estate and Facilities Management division with the support of the NCC’s Long-Range Planning and Transportation Division. The proposed Plan Amendment was initiated in response to a proposal received from the Ottawa Film Office and Tribro Studio. The Plan Amendment will take effect only upon the granting of a subsequent Federal Land-Use and Design Approval for the proposed land-uses and a detailed site plan, once design development for the proposed facility has taken place.</p> <p>The 2013 Greenbelt Master Plan (the “Plan”) is the key policy document in place to direct the planning, use and management of federal lands within the Greenbelt’s limits. The proposed Plan Amendment affects lands located in the Greenbelt’s Southern Farm and Pinhey Forest Sector of the Greenbelt. The Greenbelt Research Farm is a former animal research facility that was officially closed in 1998. The farm occupies 822 hectares of land that were acquired by the NCC in 2000. Many of the buildings remain vacant and the site remains largely underutilized despite continued efforts by the NCC to find suitable tenants. The area of the farm that is occupied by buildings is identified under the <i>Federal Facility and Operations</i> land designation in the Greenbelt Master Plan.</p>	

The Proposal

The Ottawa Film Office and Tribro Studio propose to construct a film production studio with various accessory facilities at the Greenbelt Research Farm. The proposed development would occupy an area of approximately 9 hectares in the northeastern quadrant of the farm's built area and would involve the renovation and re-use of one existing building known as Building 801. The preliminary proposal would involve the construction of four new buildings. These buildings would accommodate four sound stages, workshops, production office space, as well as facilities for animation companies, location production companies, film and TV training facilities, the Canadian Film Centre and an immersive reality animation post-graduate training centre. An integrated back-lot filming location utilizing the building façades on site is also proposed. The rationale for the identified site at the Greenbelt Research Farm includes its proximity to the Ottawa International Airport, low travel times to the core area, as well as proximity to Algonquin College.

The Plan Amendment

The proposed film production studio and related accessory land-uses require an amendment to the Greenbelt Master Plan because the proposal is not in alignment with the uses permitted under the Plan's land designation or the sector-specific Guidelines & Actions identified.

The Plan Amendment is intended to conditionally permit the proposed land-uses as an exception to the Plan, while keeping the current *Federal Facility and Operations* land designation of the site as well as the site's sector specific guidelines and actions identified in section 7.3. The Plan Amendment would provide additional text in section 7.3 describing the uses conditionally permitted under the proposed exception.

The proposed Plan Amendment would also involve modifying the land designation for the site of the Capital Golf Course (3798 Bank Street) from *Non-Federal Facility and Operations* to *Natural Link*. This part of the amendment is being proposed as a compensatory measure to be undertaken to offset the potential impacts of the proposed new facility. Additional compensation measures intended to meet the Greenbelt's "no net loss" policy are described within the conditions of this approval. The full text of the proposed Plan Amendment is available in Appendix B.

ANALYSIS

Level of approval: 3

Long Term Visionary Plans:

Plan for Canada's Capital (2017 to 2067)
Canada's Capital Greenbelt Master Plan (2013)

Sector Plans:

Southern Farm / Pinhey Forest Sector
Pine Grove Sector

Summary of Analysis:

The content of the proposed Plan Amendment (see Appendix B) are recommended by staff as exceptions to the policies and objectives of the Greenbelt Master Plan (2013). This recommendation considers the proposed exception in Amendment Article #1 alongside the improvements and compensation measures proposed in Amendment Article #2 and in the conditions that form part of this Federal Approval. This recommendation is supported by the following considerations:

- The Greenbelt will remain an integral part of the Capital green space network as a cohesive and robust entity supporting a balanced mix of environmental protection, local agriculture and recreation.
- The Greenbelt Research Farm will retain its National Interest Land Mass (NILM) designation.
- The proposed Plan Amendment does not contribute nor impact the function on the Greenbelt as an ecological network connecting high-value natural and cultural landscapes in the midst of growing and intensifying urbanization.
- The proposed Plan Amendment will not compromise ongoing regional resilience with respect to local food production as it does not affect the use of any lands that are actively farmed.
- The proposed Plan Amendment will support the evolution of the Greenbelt Research Farm towards a more modern, diversified, resilient and financially sustainable federal site.
- The proposed Plan Amendment identifies the re-naturalization of significant areas of land within the Greenbelt that will contribute to the Vision for the Greenbelt. Improvements proposed will enhance the quality of environmental assets in the Greenbelt
- The compensatory measures identified in relation to the proposed facility include new recreational facilities (e.g., proposed trails extensions and repurposing of the trailhead) which will provide value to the community and to the experience of Greenbelt visitors.
- The Capital region will benefit from the creation of opportunities for jobs, enhanced educational component and tourism by the proposed facility. The proposal contributes to the cultural function and economic vitality of the Capital in a manner broadly consistent with objectives of the *Plan for Canada's Capital*.
- The proposed facility aims to become a hub that will help attract, retain, and promote the film industry nationally and regionally, promote Canadian film and content and promote Canadian art and film production in the Capital.
- The proposed facility provides a significant revenue opportunity to the NCC.
- The proposed facility allows the Greenbelt Research Farm a productive use and makes use of an existing vacant building.
- The compensatory measures identified in relation to the proposed facility include the removal of an equivalent or greater Built Area footprint at the Greenbelt Research Farm site (9 hectares) as well as 7 hectares of new *Natural Link* area along the Black Rapids Creek. The proposed new *Natural Link* will also allow for the extension of the Greenbelt Pathway from Woodroffe Avenue to Greenbank Road.
- The feedback of the Advisory Committee on Planning, Design and Realty (ACPDR) has been considered. The committee was supportive of the compensatory measures identified as part of this Approval and their comments will guide NCC review during the design development process for the proposed facility.

Considering the aforementioned, the proposal is, in the opinion of staff, a benefit for the Greenbelt. The tradeoff involved in permitting the use of federal lands required for this proposal is balanced by the cumulative compensation involving the re-naturalization of over 28 hectares of Greenbelt land. Due to the high-level nature of the request, the proposed film production has been considered at a conceptual level for the purposes of the proposed Plan Amendment, and may be modified, as facility design development occurs. Subsequent project phases, the design development processes shall be subject to separate review(s) for Federal Approval.

National Interest Land Mass (NILM): Yes

Pre-contact Archaeological Potential: Low

Federal Environmental Determination: No determination under section 67 of *Canadian Environmental Assessment Act*, 2012 is required in support of the proposed Plan Amendment as no physical activities in relation to a physical work are proposed to be undertaken as part of this Proposal at this time. Should the proposal be advanced to construction, future works on federal property are subject to review for a section 67 determination under CEAA, 2012.

Public Consultation: An Open House session and online consultation were held in September 2018 to seek public and stakeholder feedback on the proposed amendment for this project.

Presentation to ACPDR: October 4-5, 2018

Board of Directors Approval Date:

APPROVAL AND CONDITIONS

FEDERAL APPROVAL FOR AMENDMENT #1 TO CANADA'S CAPITAL GREENBELT MASTER PLAN TO PERMIT A FILM PRODUCTION STUDIO AT THE GREENBELT RESEARCH FARM IS HEREBY GRANTED, PURSUANT TO THE NATIONAL CAPITAL ACT, SUBJECT TO THE FOLLOWING CONDITIONS:

PLAN AMENDMENT

- 1.1 This approval is for, and limited to, the Plan Amendment referenced in Appendix B that is appended to this document. Any further modifications to the Plan, changes in land-use, or proposed works on federal property are subject to a separate Federal Approval review.
- 1.2 This approval for the proposed plan amendment will come into effect only when the following requirements have been fulfilled:
 - (a) A lease agreement has been signed and has received all applicable approvals;
 - (b) The proposed facility has received Federal Land-Use and Design Approval, granted by the NCC, on the basis of a detailed proposal from the facility's proponent(s); and
 - (c) Approval by the City of Ottawa of any required Zoning By-law Amendment and Site Plan Control Agreement in relation to the proposed facility.
- 1.3 The Director, Long-Range Planning and Transportation, will be responsible for implementing the amendment to *Canada's Capital Greenbelt Master Plan (2013)* according to Appendix B of this approval.
- 1.4 The proposed facility has been reviewed by the NCC at a concept-level only for the purpose of assessing the Plan Amendment. The facility will be subject to a separate Federal Approval review prior to the initiation of any works on federal property. The subsequent Federal Approval review will occur during the detailed design phase which will include site planning, site servicing, as well as building architecture and landscape design for the proposed film production studio.

GREENBELT COMPENSATORY MEASURES

- 2.1 The proposed facility will occupy approximately 9 hectares of largely vacant lands at the Greenbelt Research Farm. This area will be added to the Greenbelt Research Farm's Built Area. The

Proponents shall identify and remove an equivalent or greater area of Built Area footprint on the site of the Greenbelt Research Farm. The Built Area “removal” shall be re-naturalized and/or prepared for future agricultural use.

- 2.2 The Proponent (REFM) shall establish a minimum naturalized buffer of 15 metres on each side of Black Rapids Creek from Woodroffe Avenue to Greenbank Road. Once established, the naturalized buffer shall not be cultivated for agricultural use. This naturalized buffer is reflective of the *Natural Link* land designation identified in the Greenbelt Master Plan. The naturalized buffer shall accommodate the future extension of the Greenbelt Pathway to the west from Woodroffe Avenue to Greenbank Road. All future lease agreements pertaining to the identified lands shall conform to this condition of approval.
- 2.3 The Proponent (REFM) in collaboration with Ontario Lands and Greenbelt Division shall undertake all required measures to re-naturalize the 21.5 hectares of land on the site referred to as the Capital Golf Center in the Greenbelt Master Plan. Identified measures include tree planting, the formalization of trail connections, the creation of a new Greenbelt trailhead and the repurposing of the existing parking lot. The identified site shall be restored to adjacent natural area conditions to support ecological connectivity and allow the daily movement of species, season migrations, dispersal, habitation connectivity and species persistence.
- 2.4 Any compensatory works requiring Federal Approval shall be submitted for review to the Executive Director, Capital Planning prior to the initiation of any works on federal property.
- 2.5 All compensatory measures shall be implemented if and when the proposed film production studio proceeds to construction.
- 2.6 All compensatory measures shall be substantially completed by Spring 2025 if the proposed film production studio proceeds to construction.

ENVIRONMENTAL CONDITIONS

- 3.1 Should the film production studio be advanced to construction, future works on federal property shall be subject to review for a section 67 determination under the *Canadian Environmental Assessment Act, 2012*.

HERITAGE AND ARCHAEOLOGICAL CONDITIONS

- 4.1 Heritage and archaeological considerations will be taken into account and reviewed as part of the Federal Approval and CEAA determination processes during the NCC’s review of the facility’s detailed design.

REAL ESTATE TRANSACTIONS / LEASING

- 5.1 All realty transactions proposed in relation to the affected lands such as, but not limited to disposals, leases, easements or other realty transactions will be reviewed for conformity with *Canada’s Capital Greenbelt Master Plan (2013)* and all other applicable land use plans, policies or guidelines, prior to granting approvals. All associated future real estate agreements shall be consistent with the intent and conditions of this approval.

ACCESS TO INFORMATION ACT

The Proponent acknowledges and understands that the NCC is subject to the provisions of the *Access to Information Act* and may, as a result of a request under that Act, be required to release this Approval, or any other documents arising out of, or related to, this Approval.

AUTHORIZED SIGNATURE (NCC)

Daniel Champagne,
Executive Director, Capital Planning

Date

- cc. Christopher Meek
- Sylvie Lalonde
- Eva Katic
- Bill Leonard

APPENDICES

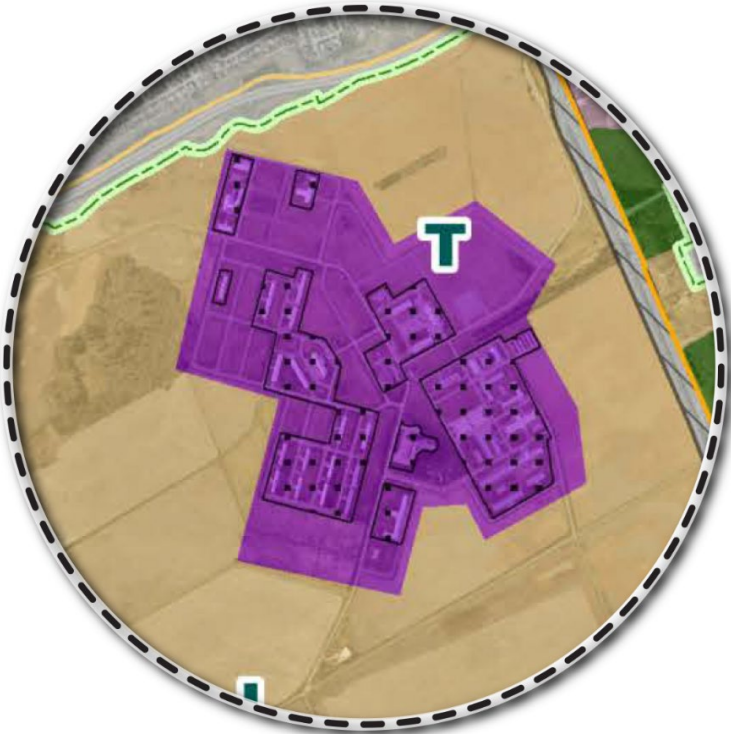
The documents appended are to be read with and form part of this NCC Federal Land Use Approval.

APPENDIX	TITLE	DATE	PROVIDED BY
APPENDIX B	COMPLETE TEXT OF THE PROPOSED AMENDMENT TO CANADA’S CAPITAL GREENBELT MASTER PLAN		NCC

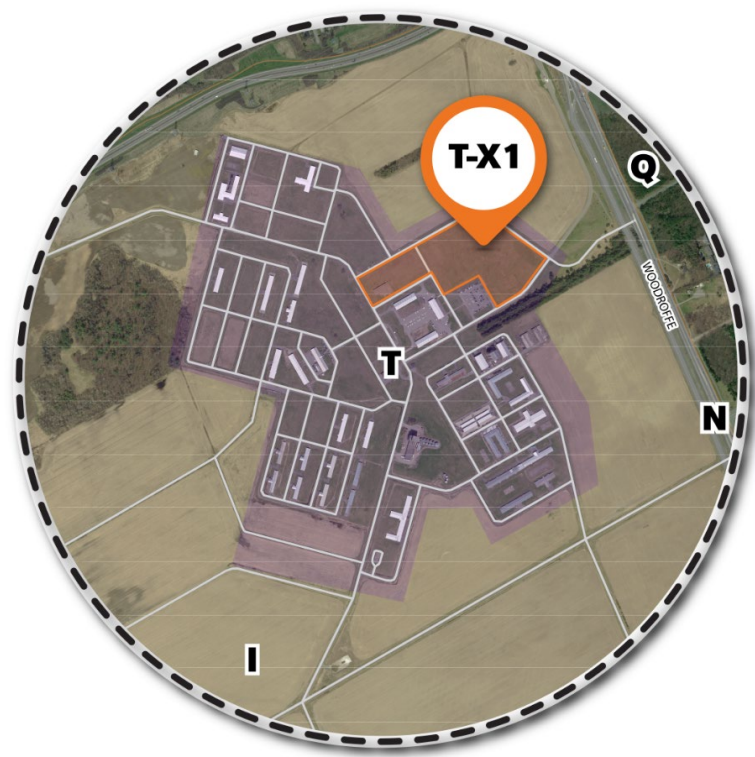
Appendix B - Amendment to the 2013 Greenbelt Master Plan

Amendment to the 2013 Greenbelt Master Plan	
ARTICLE #1: GREENBELT RESEARCH FARM, 1740 WOODROFFE AVENUE	
Existing Version	Proposed Wording
<p>Page 106: 7.3 Southern Farm/Pinhey Forest Sector</p> <p>T- Greenbelt Research Farm</p> <ul style="list-style-type: none"> • Limit built facilities to <i>Built Area</i> footprint • Allow shared and mixed use of built facilities and explore potential for partnerships to provide sustainable agriculture support at this site, through activities such as farming, processing or valued-added facilities, markets, asset sharing. • Reserve this site for federal use in the long term 	<p>Page 106: 7.3 Southern Farm/Pinhey Forest Sector</p> <p>Add the following text:</p> <p>Exception #1 as shown on Schedule A on the Southern Farm and Pinhey Forest Sector in the Greenbelt Master Plan 2013:</p> <p>To permit a film studio on a 9.58-hectare parcel of land located on the southwest corner of West Hunt Club and Woodroffe for the duration of the lease.</p> <p>The proposal includes 4 buildings as well as building 801 located on the land including the following requirements:</p> <ul style="list-style-type: none"> ▪ Four 20,000 sq. ft. sound stages; ▪ 25,000 sq. ft. of workshops; ▪ 25,000 – 50,000 sq. ft. of production office space; ▪ An integrated back-lot filming location utilizing façades on the building exteriors; ▪ 50,000 – 100,000 sq. ft. of long term tenant office space including animation companies, local production companies, and film & TV training facility, the Canadian Film Centre, and an immersive reality/animation post graduate training centre; and ▪ The retrofit of the existing building on the site as a 10,000 sq. ft. creative industries co-working space.

Existing Schedule
Page 107: Southern Farm/Pinhey Forest Sector



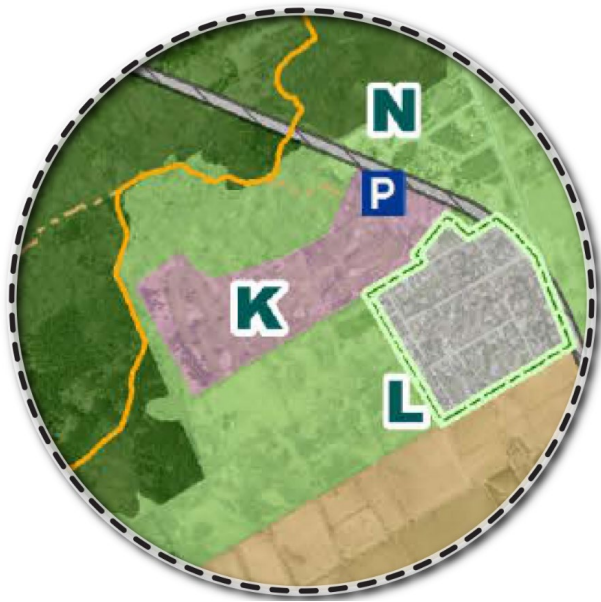
Proposed Schedule
Page 107: Southern Farm/Pinhey Forest Sector



Amendment to the 2013 Greenbelt Master Plan

AMENDMENT ARTICLE #2: 3798 Bank Street as shown on Schedule B (Capital Golf Course)

Existing Version	Proposed Wording
Page 114: Pine Grove Sector K – Capital Golf Course <ul style="list-style-type: none">• Encourage maintenance and management practices that support functions and features of surrounding natural link• Limit facility to existing area.	Page 114: Pine Grove Sector Remove the letter “K – Capital Golf Course ” <ul style="list-style-type: none">• Encourage maintenance and management practices that support functions and features of surrounding natural link• Limit facility to existing area.
Existing Schedule Page 115: Pine Grove Sector Current designation Non-Federal Facility and Operations	Proposed Schedule Page 115: Pine Grove Sector Remove the letter “K on Pine Grove Sector map Change land designation of the former Capital Golf Course to <i>Natural Link</i>



AMENDMENT ARTICLE #3:

This amendment will come into effect only when all the following conditions are fulfilled:

- **Approval of the lease;**
- **NCC Federal Land Use and Design approval of the Ottawa Film Office detailed proposal; and**
- **Approval by the City of Ottawa of Zoning and Site Plan.**

APPENDIX C

PLANNING RATIONALE

AMENDMENT TO THE GREENBELT MASTER PLAN – 2013

- **ARTICLE 1: TO PERMIT A FILM STUDIO IN BUILDING 801 AND 9 HECTARES OF THE GREENBELT RESEARCH FARM (1740 WOODROFFE AVENUE);**
 - **ARTICLE 2: TO DESIGNATE THE CAPITAL GOLF COURSE FROM NON-FEDERAL FACILITY AND OPERATIONS TO NATURAL LINK (3798 BANK STREET); AND**
 - **ARTICLE 3: THE AMENDMENT SHALL COME INTO EFFECT WHEN ALL CONDITIONS ARE FULFILLED.**
-

The National Capital Commission has reviewed a proposal dated September 11, 2018 submitted by the NCC Real Estate and Facilities Management (the “Proponent”) to permit as an exception to the Greenbelt Master Plan a film/television production studio and accessory facilities on approximately 9 hectares of land and building 801 at the Greenbelt Research Farm (GFR), in the form of a long-term lease agreement with the NCC. The Ottawa Film Office proposal will provide significant capital improvement to the existing building and landscaping and would provide compensation in the form of significant improvements in the Greenbelt to enhance the environment features in different areas.

EXISTING CONDITIONS

The Ottawa Film Office Proposal is located on NCC Greenbelt lands at the south west intersection of Hunt Club and Woodroffe on the Greenbelt Research Farm (the “GRF”). The Proposal is located in the Greenbelt’s Southern Farm and Pinhey Forest Sector in the Greenbelt Master Plan. The GRF is a former Animal Research Centre, a 1960s-era facility that was officially closed on March 31, 1998. Designated as National Interest Land Mass (NILM), the 822 hectare property was acquired by the NCC in 2000. It is on land designated as *Federal Facility and Operations* in the Greenbelt Master Plan 2013.

The various buildings on the site have been mostly vacant over the last few decades. The vacancies are due to aging buildings and infrastructure, moratoriums and quarantines in place over lengthy periods of time. Over the last 7 years, only a few of the buildings were in a state that required minimal intervention, and are now leased with uses. However, the site remains mostly unoccupied and underutilized despite continued efforts to find suitable tenants.

The Greenbelt Research Farm requires a significant investment to address deferred maintenance and demolitions of vacant buildings. It is anticipated that over the next 10 years, approximately \$5M will be required to maintain this site.

THE PROPOSAL

Ottawa Film Office and Tribro Studio propose to introduce a film studio and television production with accessory facilities. The construction of 4 new building will occupy approximately 9 hectares with the built area footprint identified in the Greenbelt Master Plan as well as building 801. They would invest in the construction and operation of soundstages and a cultural creative arts hub related to the sound stage campus. The location was selected by them since it is in close proximity to the airport and within minimal travel time to the City's core.

The proposal would involve an investment of approximately \$40M to upgrade the existing building and for the addition of new soundstage buildings in order to accommodate their specific use. The Proponent seeks a 66-year lease in order to amortize the cost of their investment, reduce their risk, and develop Ottawa as a new cultural hub for the motion pictures and television industry.

The proposal includes the following requirements subject to FLUDA approval:

- Four sound stages;
- Workshops;
- Production office space;
- An integrated back-lot filming location utilizing façades on the building exteriors;
- Long term tenant office space including animation companies, location production companies, and film and TV training facility, the Canadian Film Centre, and an immersive reality-animation post graduate training centre; and
- Creative industries co-working space.

THE AMENDMENT

Greenbelt Master Plan 2013

The Proposal for the subject lands is examined in the broad framework of the Greenbelt Master Plan policies.

With creation of the Greenbelt in the 1960s, some lands were reserved to house major federal institutions such as Bell Northern Research (1960) and Agriculture Canada (1966). Lands were set aside to provide a setting for specialized research institutions that work to enhance Canada's international research and development reputation. Approximately 6% of the Greenbelt was designated to accommodate organizations and institutions of Capital importance with programs requiring large secluded and open settings.

Most of these lands were kept for the campus facilities and today are occupied by federal institutions including Royal Canadian Mounted Police Technical and Protective Operation Facility (RCMP TPOF), Department of National Defense (DND), Communication Research Centre, Canmet, Agriculture Canada, Canadian Forces Station, National Resources Canada (NRC) Geomagnetic Laboratory (Appendix 1 illustrates all federal facility sites in purple).

During the Greenbelt Master Plan review process, the NCC Board acknowledged the importance of retaining lands reserved for *Federal Facilities* with seclusion requirements in the Greenbelt, with a reduction and eventual phased out at the end of their life cycle.

The Greenbelt Research Farm is the only site remaining due to its seclusion and land coverage.

The following key roles support the Greenbelt:

- Natural Environment* (primary role);
- Sustainable Agriculture and Capital Experience and Recreation* (secondary roles); and
- Facilities* (tertiary role).

Approximately 22,000-hectare Greenbelt is designated for *Federal Facility and Operations* in the Greenbelt Master Plan; most of this land bank is still occupied by above mentioned stakeholders except the Greenbelt Research Farm which comprises of 102.8 hectares. There are existing municipal water service on site and some parts also has municipal sewers. The Proposal represents approximately 8% of the GRF.

The GRF lands designated *Federal Facility and Operations* play a significant role in the National Capital for:

- specialized land needs within the Capital
- environmentally-sound built federal facilities of national significance
- facilities that require security, seclusion or large space and with special needs
- contribute the national security and research

The GRF site is also subject to additional policies outlined in the Southern Farm and Pinhey Forest Sector marked and described as “T” which requires the following:

- Limit built facilities to *Built Area* footprint;
- Allow shared and mixed use of built facilities and explore potential for partnerships to provide sustainable agriculture support at this site, through activities such as farming, processing or valued-added facilities, markets, asset sharing;
- Reserve this site for federal use in the long term.

The GRF is surrounded by 700 hectares of lands designated as Agriculture. The Proposal will not impact these agricultural lands and tenants currently leasing in the GRF.

At the April 2018 meeting, the Board of Directors instructed staff to inquire with relevant federal departments about any future federal needs for the subject lands. An email notice of interest for this federal facility was sent on June 12, 2018 to federal agencies. No federal agency has to this date expressed any short, medium or long term need for the large area of GRF federal lands. Furthermore, the remainder of the site (93 ha) will not be amended and remains available for future federal facilities.

ANALYSIS OF AMENDMENTS AND COMPENSATION

The proposed Ottawa Film Office, which includes 4 new buildings as well as the retrofit of Building 801, can be accommodated in the Greenbelt Research Farm as an exception to the *Federal Facility and Operations* designation of the site.

The proponent has identified the GRF as its preferred site due mainly to the proximity to inter-urban air and ground transportation and the availability of ample secure space and existing vacant and unused buildings. The GRF will retain its NILM designation. Buildings on the site have been costly for the NCC to maintain, especially as there are no needs identified by federal agencies at this time.

Greenbelt policy regarding “no net loss” requires compensation of equivalent natural features and functions in case of any negative impacts from development. The proposal is not expected to have adverse ecological or agricultural impacts or degradation of overall Greenbelt integrity and is expected to result in a net gain in natural capital

Compensation at the Greenbelt Research Farm:

The construction of 4 new buildings within the GRF will occupy approximately 9 hectares within the approved built area footprint identified in the Greenbelt Master Plan. As compensation, it is proposed that the equivalent or greater Built Area footprint in the GRF be removed. Furthermore, a buffer of 15 meters on each side of Black Rapids Creek from Woodroffe to Greenbank will be re-naturalized to provide a natural link that is lacking in this sector. This buffer represents a green compensation of approximately 7 hectares which supports the environmental objectives of the Greenbelt Master Plan policies. A pathway along this buffer would also be provided to continue the recreational experience of the Greenbelt Pathway network. Both actions would be integrated at the next renewal of the lease in 2023 or before.

Compensation with net gain in the Pine Grove Sector with the golf course

Furthermore, compensation measures are being taken to offset potential impacts of the new facility by re-naturalizing 21.5 hectares of lands within the non-federal facilities designation in the Greenbelt previously leased to the former Capital Golf Center, located within the Pine Grove Sector. The intent is to restore the site to adjacent natural area conditions. The Greenbelt Master Plan will be amended for this site to incorporate it within the *Natural Link* designation. The parcel is adjacent to the Pine Grove Forest *Core Natural Area* and this change of use will contribute to enhancing biodiversity. This Greenbelt restoration project will also provide an opportunity to encourage community engagement and environmental stewardship.

Non-Federal Facility and Operations in the Greenbelt are owned or managed by non-federal entities, such as municipal, provincial or private organizations, or individuals. These facilities include community recreational and institutional installations and public transit park-and-ride facilities including golf courses. The *Non-Federal Facility and Operations* designations specifies the primary objectives, desired character, permitted and prohibited uses within this designation.

The proposal recommends the re-designation of 21.50 hectares of land as *Non-Federal Facility and Operations* designation in the Greenbelt Master Plan to “*Natural Link*”. The objective of the “*Natural Link*” lands is to support ecological connectivity, a key component of greenbelt natural

resource management, to allow the daily movement of species, season migrations, dispersal, habitation connectivity and species persistence.

The long term objectives of the Greenbelt Master Plan are to protect and enhance the natural environment while phasing out existing facilities over time. This re-naturalization would strengthened and establish functional connections and corridors between and around significant natural areas in the Greenbelt. This new designation would also support recreational experiences with low impact outdoor recreation activities and nature interpretation.

The intent of the Greenbelt Master Plan is to provide a range of opportunities for Greenbelt recreation and experience. This plan amendment is proposing to re-naturalize the golf course with tree planting, formalizing trail connections to enhance recreational experience in the sector, repurposing the existing parking lot and trailhead. This compensation represents approximately 23 hectares of land that would provide meaningful experience for visitors to learn about and enjoy Greenbelt cultural and natural features. It would also contribute to the completion of the Greenbelt Pathway.

Hence, the Amendment Article #2 represents a positive contribution to the Greenbelt natural and recreational assets and meets the desired character of the *Natural Link* designation as well as the *Capital Experiences and Recreation* objectives and supporting policies and strategies of the Greenbelt Master Plan.

Risks

- This proposal could be seen as precedent for emerging demands for use of NILM lands that are inconsistent with the Greenbelt Master Plan roles. However this amendment is an exception and is only the 2nd major amendment in the last 20 years.
- Slight risk of federal facility requiring this land in the future. Federal stakeholders have been consulted, and have not identified long term need for this 9 ha site. Furthermore, this proposal represents only 8% of the total GRF.
- Proponent fails to construct proposed facilities within a reasonable period. The lease terms and conditions will include a clause that states that the project must be initiated within 5 years of the lease signature.

Conclusion

The Proposal at the GRF in Amendment Article #1 as well as the improvements and compensation measures proposed in Amendment Article #2 are recommended by staff as exceptions to the policies and objectives of the Greenbelt Master Plan 2013. This recommendation is supported by the following:

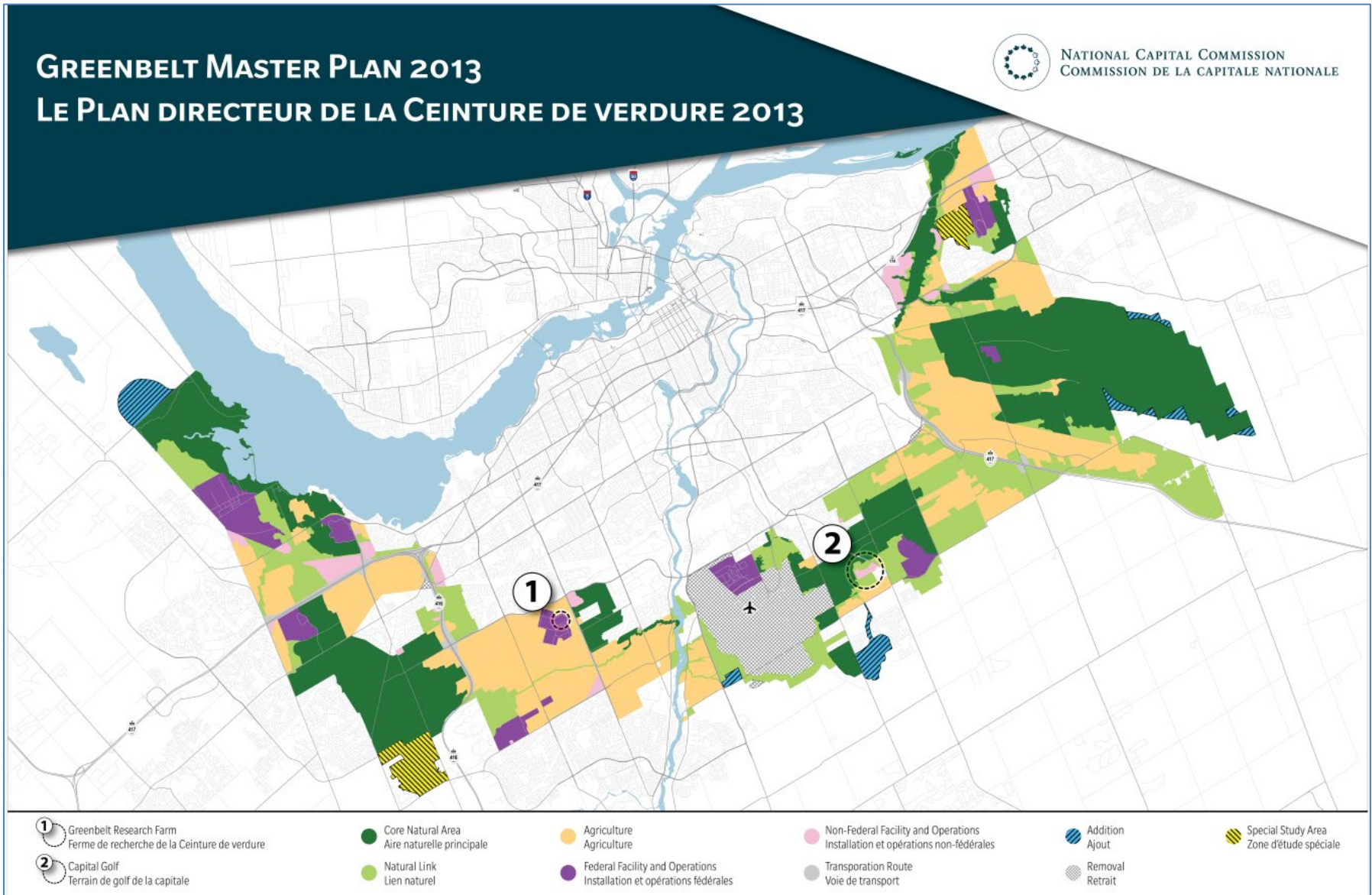
- The Greenbelt will remain an integral part of the Capital green space network as a cohesive and robust entity supporting a balanced mix of environmental protection, local agriculture and recreation.
- The GRF will retain its NILM designation.

- The Proposal doesn't contribute nor impact the function on the Greenbelt as an ecological network connecting high-value natural and cultural landscapes in the midst of growing and intensifying urbanization.
- The Proposal will not compromise the ongoing regional resilience with local food production. It will offer an evolution toward modern, diversified, resilient and viable facility site and builds on achieving the Greenbelt Vision by improving environmental features in some areas.
- Improving the quality of environmental assets will be of greater relevance for the community and the visitors.
- The conservation and improvement of both federal properties by the Proponent is a good example of valued partnerships and ongoing long term P3 opportunities. The Capital will also benefit from the creation of opportunities for jobs, enhanced educational component and tourism by this Proposal.
- The proposal can be a hub that will help attract, retain, and promote the film industry nationally and regionally, promote Canadian film and content and promote Canadian art and film production in the Capital.
- Provides significant revenue to the NCC that will permit further naturalization of the site in the long term.
- Allows removal of abandoned buildings and put the site in productive use.
- The Greenbelt will benefit from removal of equivalent or greater Built Area footprint at the GRF site as well as 7 hectares of additional *Natural Link* lot area along the Black Rapids Creek. It will also allow for the continuation of the Greenbelt Pathway up to Greenbank Road.
- Contributes to the cultural function and economic vitality of the Capital.

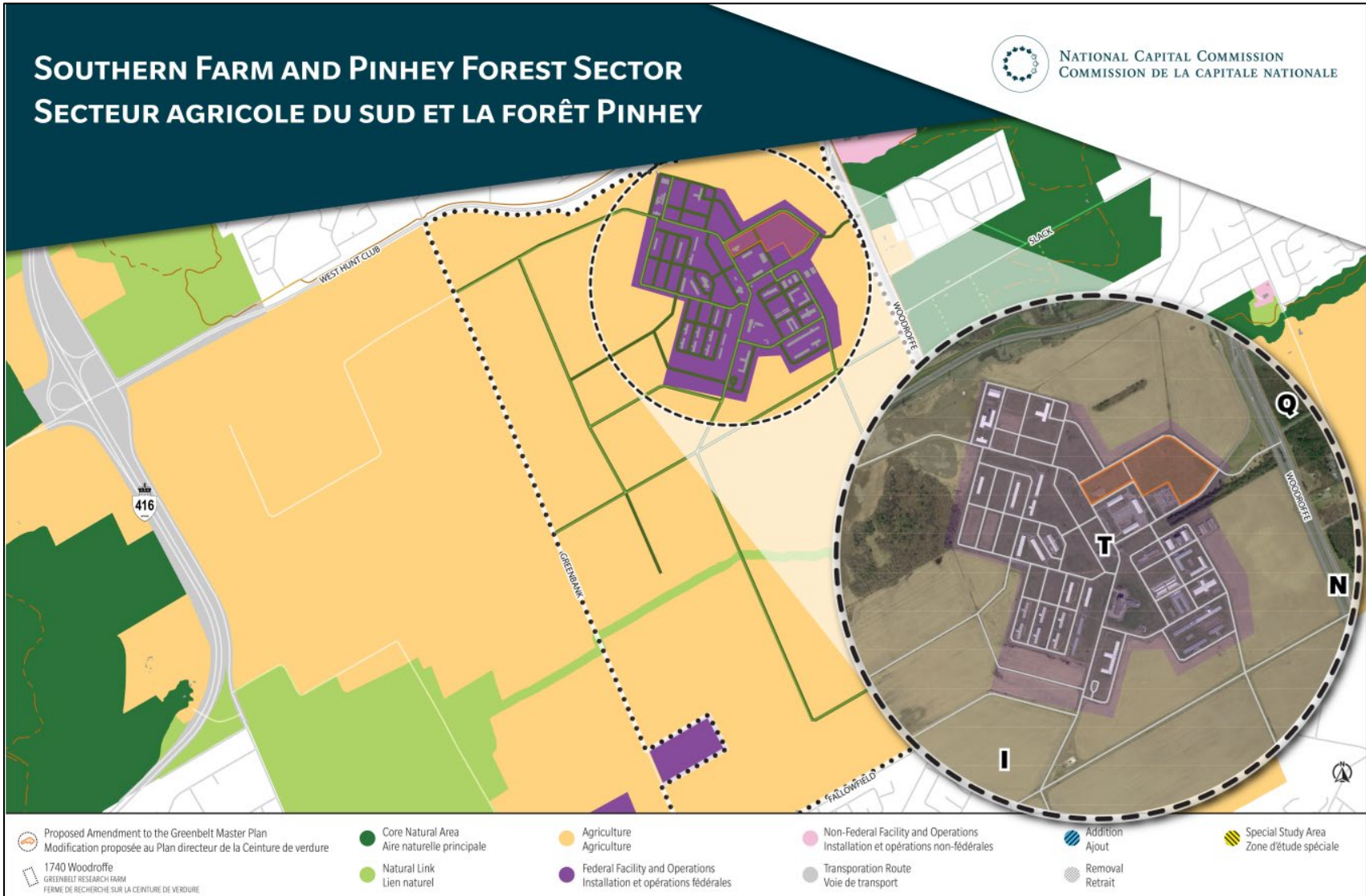
Considering the aforementioned, this "Proposal" is, in the opinion of staff, a positive benefit for the Greenbelt. The tradeoff for federal lands required for this proposal is a cumulative compensation of over 28 hectares of re-naturalized lands.

Due to the high-level nature of the request, the proposed film studio and television is considered at a conceptual level for the purposes of the consultation and of this Federal Approval, and may be modified, as implementation phasing advances. Subsequent project phasing and implementation design details and environmental evaluations shall be subject to federal approvals.

Appendix 1 – 2013 Greenbelt Master Plan Land Designation and Location of the Proposed Amendments



ARTICLE 1: TO PERMIT A FILM STUDIO IN BUILDING 801 AND 9 HECTARES OF THE GREENBELT RESEARCH FARM, 1740 WOODROFFE AVENUE;



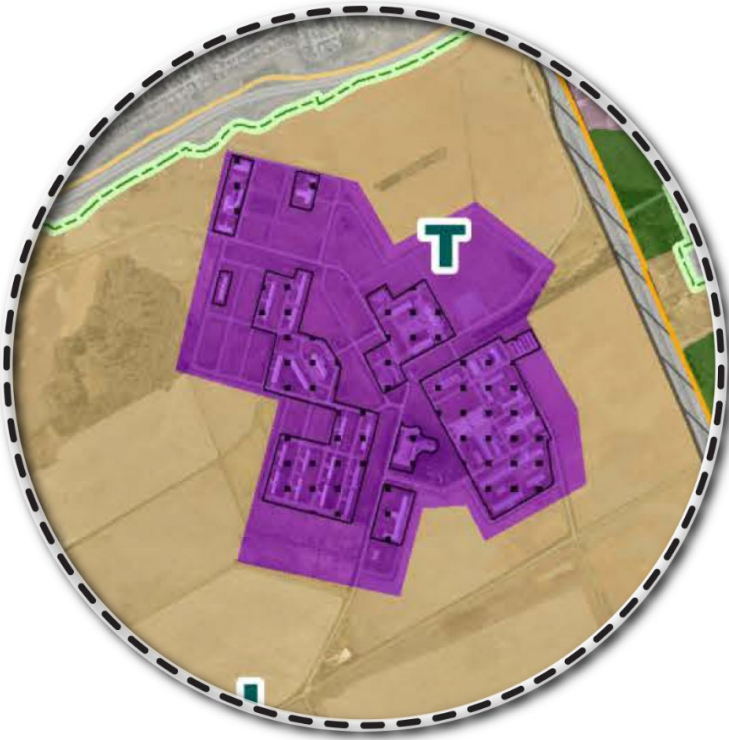
Amendment to the 2013 Greenbelt Master Plan

ARTICLE #1: GREENBELT RESEARCH FARM, 1740 WOODROFFE AVENUE

Existing Version	Proposed Wording
<p>Page 106: 7.3 Southern Farm/Pinhey Forest Sector</p> <p>T- Greenbelt Research Farm</p> <ul style="list-style-type: none">• Limit built facilities to <i>Built Area</i> footprint• Allow shared and mixed use of built facilities and explore potential for partnerships to provide sustainable agriculture support at this site, through activities such as farming, processing or valued-added facilities, markets, asset sharing.• Reserve this site for federal use in the long term	<p>Page 106: 7.3 Southern Farm/Pinhey Forest Sector</p> <p>Add the following text:</p> <p>Exception #1 as shown on Schedule A on the Southern Farm and Pinhey Forest Sector in the Greenbelt Master Plan 2013:</p> <p>To permit a film studio on a 9.58-hectare parcel of land located on the southwest corner of West Hunt Club and Woodroffe for the duration of the lease.</p> <p>The proposal includes 4 buildings as well as building 801 located on the land including the following requirements:</p> <ul style="list-style-type: none">▪ Four 20,000 sq. ft. sound stages;▪ 25,000 sq. ft. of workshops;▪ 25,000 – 50,000 sq. ft. of production office space;▪ An integrated back-lot filming location utilizing façades on the building exteriors;▪ 50,000 – 100,000 sq. ft. of long term tenant office space including animation companies, local production companies, and film & TV training facility, the Canadian Film Centre, and an immersive reality/animation post graduate training centre; and▪ The retrofit of the existing building on the site as a 10,000 sq. ft. creative industries co-working space.

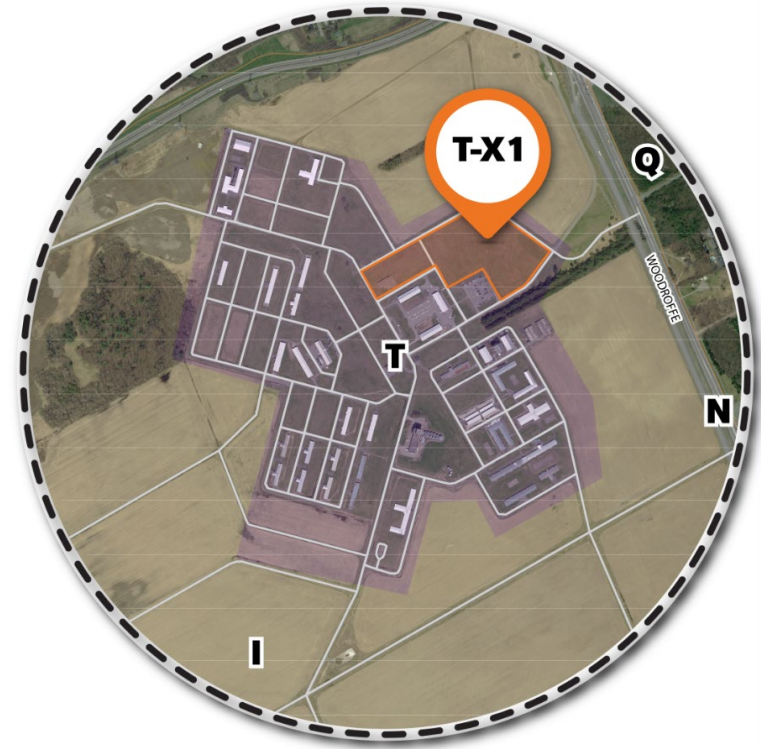
Existing Schedule

Page 107: Southern Farm/Pinhey Forest Sector



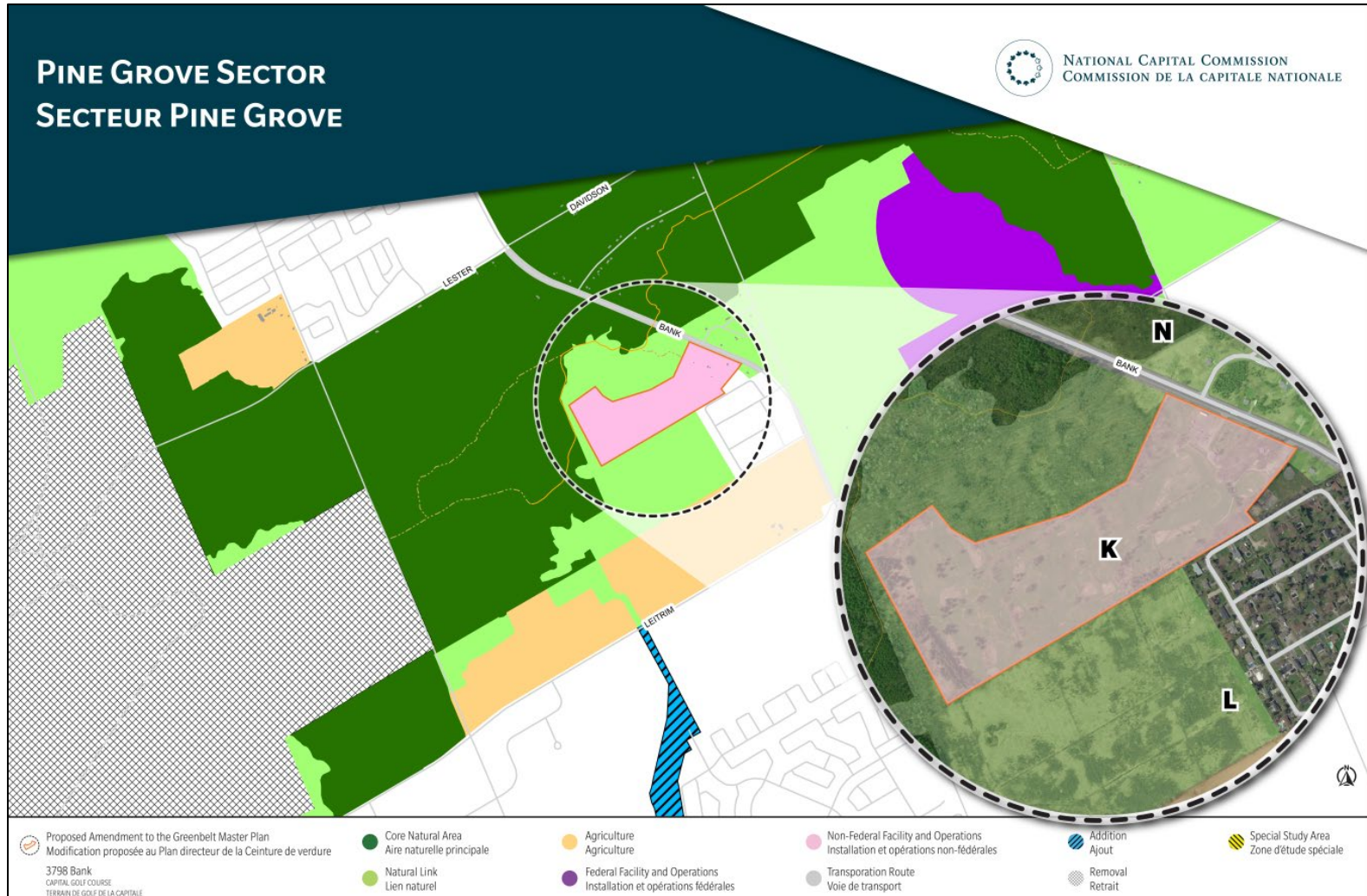
Proposed Schedule

Page 107: Southern Farm/Pinhey Forest Sector



AMENDMENT TO THE GREENBELT MASTER PLAN

1. ARTICLE #2: TO DESIGNATE THE CAPITAL GOLF COURSE TO NATURAL LINK AREA, 3798 BANK STREET



Amendment to the 2013 Greenbelt Master Plan

AMENDMENT ARTICLE #2: 3798 Bank Street as shown on Schedule B (Capital Golf Course)

Existing Version

Proposed Wording

Page 114: Pine Grove Sector

Page 114: Pine Grove Sector

K – Capital Golf Course

- Encourage maintenance and management practices that support functions and features of surrounding natural link
- Limit facility to existing area.

Remove the letter “K – Capital Golf Course ”

- ~~• Encourage maintenance and management practices that support functions and features of surrounding natural link~~
- ~~• Limit facility to existing area.~~

Existing Schedule

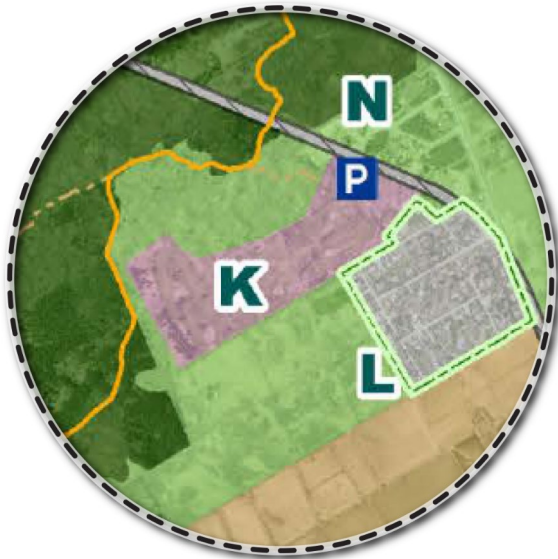
Proposed Schedule

Page 115: Pine Grove Sector

Page 115: Pine Grove Sector

Current designation Non-Federal Facility and Operations

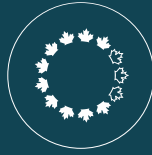
Remove the letter “K on Pine Grove Sector map
Change land designation of the former Capital Golf Course to Natural Link



AMENDMENT ARTICLE #3:

This amendment will come into effect only when all the following conditions are fulfilled:

- **Approval of the lease;**
- **NCC Federal Land Use and Design approval of the Ottawa Film Office detailed proposal; and**
- **Approval by the City of Ottawa of Zoning and Site Plan.**



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

Proposed Amendment to the Greenbelt Master Plan

PUBLIC CONSULTATION REPORT
SEPTEMBER 5 TO 19, 2018

Canada

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I. Project description

A. Background

In 2018, the National Capital Commission (NCC) received a proposal from the Ottawa Film Office and TriBro Studios, a private sector firm, to build a sound stage campus and creative hub at 1740 Woodroffe Avenue, on the site of the former Greenbelt Research Farm. This property, also known as the Woodroffe Storage Facility, is located in the Greenbelt's Southern Farm and Pinhey Forest sector.

The property is a former animal research centre, a 1960s-era federal facility which was officially closed on March 31, 1998. The land it occupies lies within the National Interest Land Mass (NILM), and on land designated for "Federal facilities and operations" in the Greenbelt Master Plan. It has been used primarily as a storage facility by the NCC for the past 18 years. A small number of buildings that required minimal renovation work have been leased to private enterprises.

B. The proposal

The project put forward by the Ottawa Film Office and TriBro Studios proposes to use a previously developed portion of the property. It represents 9.86 hectares (out of 822.8 hectares), and has been underused for many years. The proposed investments would breathe new life into the vacant building. According to the proponent's estimates, the project could create in excess of 1,000 skilled jobs, and generate \$40 million annually in economic impacts.

Because the land on which the new facilities would be built is designated for "federal facilities and operations" in the Greenbelt Master Plan, an amendment to the plan would be required to permit the construction and operation of a sound stage campus and creative hub. NCC staff have recommended that environmental compensation be included in the amendment. This includes naturalizing developed land, encouraging sustainable building practices, and improving built and natural assets in the Greenbelt.

The proposed amendment to the Greenbelt Master Plan is outlined below.

1. Land use exception

- Add an exception within a strictly delineated, 9.6-hectare parcel of land located on the southwest corner of West Hunt Club and Woodroffe permitting the construction and operation of the following:
 - Four new buildings and a retrofit of the existing Building 801
 - Four sound stages
 - Workshops
 - Production office space
 - A backlot filming location
 - Tenant office space for animation companies, local production companies, film and TV training facilities, the Canadian Film Centre, and an immersive reality/animation postgraduate training centre
 - Creative industries co-working space

2. Compensatory renaturalization
 - Change the land designation of the Pine Grove Sector Capital Golf Course at 3798 Bank Street from “non-federal facility and operations” to “natural link,” thus renaturalizing 21.5 hectares of land.

Additional compensation measures include the following:

1. Greenbelt Research Farm
 - Not increasing the built area footprint
 - Improving the quality of the built and natural assets
 - New buildings adhering to standards outlined in the NCC’s Sustainable Development Strategy
 - Pursuing objectives of the Greenbelt Master Plan through renaturalization along Black Rapids Creek (7 hectares) in 2023 or before
 - Offering trail connectivity west of the Rideau River
2. Pine Grove Sector
 - Enhancing ecological connections via renaturalization
 - Offering a new destination to the public with a repurposed trailhead and parking and expanded trails
 - Connecting the area to the Greenbelt Pathway Network
 - Improving awareness and visibility of the Greenbelt

II. Public consultation process

A. Overview

As the property is not normally open to the public, an open house for members of the public was planned as part of the public consultation process for this project. NCC and Ottawa Film Office staff were on hand to answer questions. This allowed members of the public to familiarize themselves with the project and the proposed Greenbelt Master Plan amendment. They were also able to visit the physical space that would be occupied by the sound stage campus and get a look at the current state of the infrastructure on the site.

Short surveys that solicited input on the project were distributed to members of the public who attended the open house. For people unable to attend the open house, the NCC published project information and a comment box on its website. Feedback collected at the open house and online was compiled, coded and analyzed by the NCC.

a. Objective

The objective of the consultation was to receive the public’s feedback on the proposed amendment to the Greenbelt Master Plan. This amendment is necessary to allow a proposed sound stage and film studio project to be presented by the Ottawa Film Office and TriBro Studios.

b. Date and time

Open house

- September 5, 2018, 5 pm to 7 pm

Online consultation

- September 5 to 19, 2018

B. Consultation procedure and tools

a. Open house

The open house was held in a former barn located on the Greenbelt Research Farm near the proposed site. A series of panels outlining the proposed amendment to the Greenbelt Master Plan featured maps, infographics and other detailed information. NCC planning staff were available to answer questions about the amendment to the master plan, and a guided bus tour of the proposed site was offered at regular intervals. The proponent also displayed a series of panels describing the project.

The NCC hosted a Facebook Live event ahead of the open house, during which staff members discussed the proposed amendment. This was also used as an opportunity to encourage viewers to attend the on-site event. Throughout the two-hour open house, participants were invited to fill out a survey distributed by NCC staff that solicited feedback on the project. This survey included two questions:

1. Do you have any comments regarding the proposed amendment to the Greenbelt Master Plan?
2. Do you have any other comments you would like to share at this time?

b. Web page

For members of the public who were unable to attend the open house, the NCC published a [page on its website](#). It included all of the information provided at the open house, and invited visitors to give feedback on the proposed amendment and the project via a comment box or by email.

C. Invitation and promotion

An email invitation for the open house event was sent using Public Affairs distribution lists, which include the following stakeholders:

- Interest groups, user groups and environmental groups
- Residents' associations
- Individuals

Messages were also posted on the NCC's social media accounts (Facebook and Twitter), inviting the public to participate.

A Facebook Live event was held ahead of the open house, during which the speakers invited viewers to attend and participate in-person.

D. Participants

a. Members of the public

Over two hundred members of the public attended the open house on September 5, 2018. Forty-two of these participants filled out a short survey, and provided feedback on the project.

A total of 196 members of the public provided comments via the online comment box, and 12 sent emails.

The NCC also received the following:

- A [Care2 petition](#) in support of the project, signed by 105 individuals
- A letter of support for the project from Justin Cutler, Ontario Film Commissioner at Ontario Creates
- A letter of support for the project from Michael Crockatt, President and CEO of Ottawa Tourism
- A letter of support for the project from Cheryl Jensen, President and Chief Executive Officer of Algonquin College
- A letter of support for the project from Linda Savard, President, and Édith Dumont, Director of Education, at the Conseil des écoles publiques de l'Est de l'Ontario
- A letter of support for the project from Lise Bourgeois, President and Executive Director of La Cité
- A letter of support for the project from Michael Tremblay, President and Chief Executive Officer of Invest Ottawa and Bayview Yards

b. Media

Half a dozen members of the media attended the media event, representing the following organizations:

- Postmedia Ottawa
- CTV Ottawa News / CJOH
- Radio-Canada Ottawa-Gatineau Nouvelles
- *Le Droit*

III. Public consultation highlights

All comments submitted to the NCC as part of this public consultation were compiled in an Excel spreadsheet and read individually. Comments were coded according to the sentiments expressed about the proposed amendment (positive, negative or neutral) and the type of arguments put forward by respondents, either in support of the amendment or against it (e.g. good for the local film industry, would cause unwanted disturbances, would promote job growth, etc.).

The following is a summary of our findings:

- Ninety-five percent of all comments were positive, four percent were negative and one percent of comments were neutral.

- The arguments most frequently made in favour of the amendment focused on the stimulus it would provide to the Ottawa film industry and, more generally, to the local economy, particularly in terms of job growth. Respondents also frequently referenced the opportunities it would create for local film students. They also mentioned the gains for the Greenbelt through renaturalization and sustainable practices on the proposed site.
- The concerns expressed by respondents demonstrated varying degrees of skepticism that the amendment would yield results that are ultimately in the best interest of the Greenbelt. Some outright opposed any commercial development in the Greenbelt, while others worried about a perceived lack of clarity in the project plans, the loss of agricultural land, and the potential for future development in the Greenbelt beyond the scope of the project in question.

IV. Analysis of results and main comments received

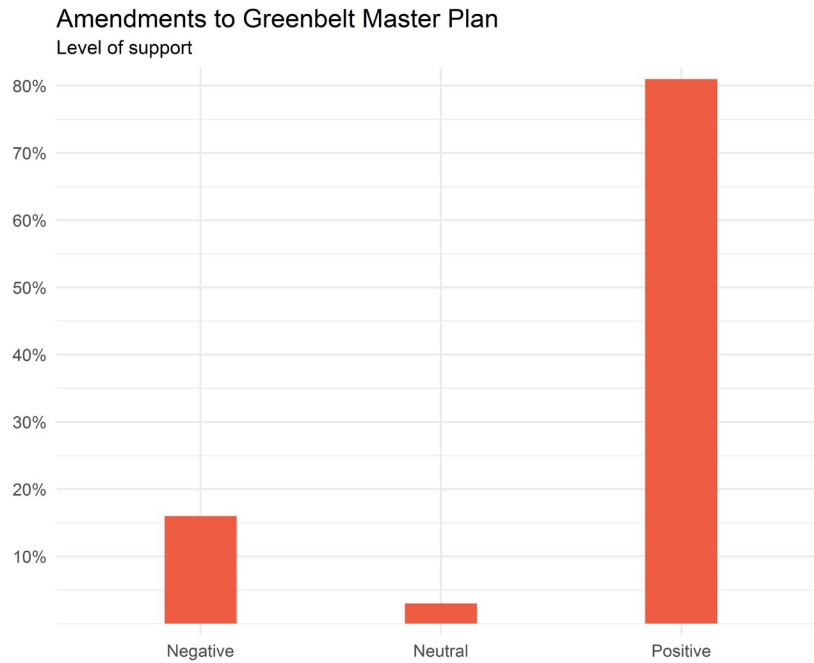
A. Open house participants

Among those who attended the open house and who responded to the NCC's questionnaire, 81 percent expressed positive sentiments regarding the proposed amendment, while 16 percent were negative, and 3 percent were neutral (*see Figure 1*).

Among those with a positive view of the proposed amendment, the features mentioned in favour, included the following:

- The project would have a positive effect on the local film, television and animation industry (12 mentions).
- The compensatory measures—in particular the renaturalization of the Capital Golf Course (12 mentions), encouragement of sustainable building practices (5 mentions), and promotion of connectivity (2 mentions)—would result in a net gain for the Greenbelt.
- The project would be good for Ottawa and the National Capital Region as a whole (12 mentions). This argument was most often framed in reference to Ottawa's cultural standing and competitiveness vis-à-vis other Canadian cities such as Vancouver, Toronto and Montréal. Some argued that it would culturally enrich the Capital and help make it more multicultural.
- The project would promote job growth (9 mentions) and, in broader terms, have a positive effect on the local economy (7 mentions).
- The proposed sound stage campus and creative hub would put otherwise underutilized land to good use (5 mentions).
- The project would allow local film industry professionals to work in Ottawa rather than commute to Toronto or Montréal (2 mentions).
- The project would create new opportunities for film students (1 mention).

Figure 1



Those with a negative view were concerned with the following:

- A lack of clarity with regard to the financing and planning of the project (3 mentions)
- A fear that it would set the stage for further development in the Greenbelt (3 mentions)
- A sense that it would not be in the best interest of the Greenbelt and would not be geared toward its protection (2 mentions)
- Insufficient details about pathway linkages through the former Greenbelt Research Farm, and the lack of plans to open this land to public recreational use (1 mention)
- The architectural style of the proposed sound stage campus (1 mention)

The comment that was classified as being neither positive nor negative inquired about the location of Black Rapids Creek.

The box below provides sample comments for each sentiment.

Sentiment	Sample comment
Positive	<p>This is awesome for Ottawa! Hopefully this will bring a lot of much-needed jobs into the industry. Looking forward to this and the rest of Ottawa competing with bigger cities.</p> <p>Completely support the proposal for a film studio in Ottawa. Film productions have been the sole income for my husband and myself the past 8 years and Ottawa is a wonderful untapped market that is in desperate need of a studio space for expansion. Building a studio would not only provide more employment year-round for local industry professionals, it would be lucrative for the city, bringing in more money to support our local economy.</p>

	I believe it's important for the budding Ottawa film community to start setting studios for ecologically sound moviemaking. We should be leaders in energy-efficient filmmaking. To avoid losing our film talent to other cities, Ottawa needs this amendment to pass.
Negative	I oppose this type of development for this incredible natural space. As outlined by the Film Studio, this amendment would just be sufficient for Phase 1. Further development of valuable green space (which Ottawa prides itself on) would then occur and that would be a severe detrimental blow to the Greenbelt. Should more clearly specify pathway linkages through the former Greenbelt Research Farm lands. There should be plans for the community to use this land for recreational purposes or else this lease will just be one more step in the degradation of the Greenbelt vision.
Neutral	I was not able to find out where the creek is along which there might be a pathway that is to be as compensation. It was mentioned the area around the proposed sound stage is currently a restricted area. I hope the creek is not in the restricted area.

B. Online comment box and emails

Among those who provided comments online, 96 percent expressed positive sentiments regarding the proposed amendment, while 3 percent were negative and 1 percent were neutral (see Figure 2).¹

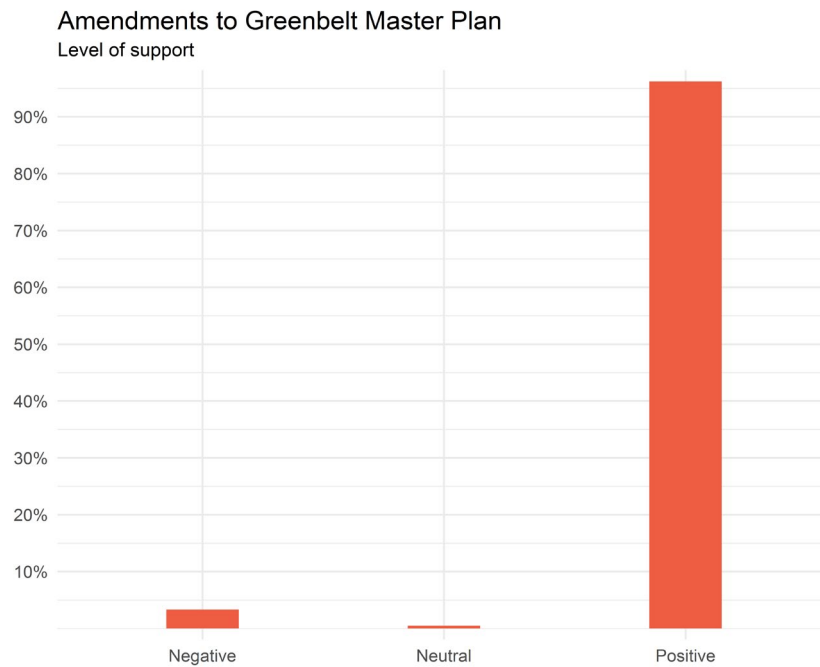
Among those with a positive view of the proposed amendment, the features mentioned in favour, included the following:

- The project would have a positive effect on the local film and television industry (155 mentions).
- The project would promote job growth (124 mentions) and, in broader terms, have a positive effect on the local economy (130 mentions).
- The project would be good for Ottawa and the National Capital Region as a whole (117 mentions). This argument was most often framed in reference to Ottawa's cultural standing and competitiveness vis-à-vis other Canadian cities such as Vancouver, Toronto and Montréal.
- The project would provide exciting professional opportunities for Ottawa film students (115 mentions).
- The proposed location would be ideal in a number of regards, including its proximity to the airport, the downtown core and Algonquin College, as well as the privacy it would afford film professionals (104 mentions).

1. A number of the comments submitted online were in a petition format (i.e. possessed the same content), but included the name and address of the sender. These comments are included in the analysis below. Letters addressed to the NCC in support of the project were also included among the other comments received from members of the public. Each of these submissions was given the same weight in the analysis.

- The compensatory measures—in particular the renaturalization of the Capital Golf Course (104 mentions) and encouragement of sustainable building practices (101 mentions)—would result in a net gain for the Greenbelt.
- The project would allow local film industry professionals to work in Ottawa, rather than having to commute to Toronto or Montréal (5 mentions).
- The proposed sound stage campus and creative hub would put otherwise underutilized land to good use (1 mention).

Figure 2



Those with a negative view were concerned with the following:

- The perceived misuse of the land for commercial purposes (3 mentions)
- The loss of land that could otherwise be used for agriculture (2 mentions)
- The potential long-term erosion of the Greenbelt, if such proposals are allowed to proceed (2 mentions)
- The noise and disturbances that would be caused by construction and the operation of the sound stage campus (1 mention)
- Opposition to public–private partnerships (1 mention)

The one comment classified as “neutral” inquired about a potential expansion of Greenbank Road and the availability of access to the site from Hunt Club Road.

The box below provides sample comments for each sentiment.

Sentiment	Sample comment
Positive	<p>This is a spectacular idea for the local film and TV community. I am looking forward to seeing this become a reality.</p> <p>I believe this will be an excellent location for a project of this nature and, more importantly, it will help attract more business of this nature to Ottawa. Great opportunity. Hopefully, this will move forward. Thank you</p> <p>I'm delighted to support the creation of the sound stage campus and creative hub. The sound stage will attract new productions to Ottawa and, as a result, create more jobs for graduates of film, television, animation, music, acting and scriptwriting programs. The employment possibilities extend beyond the arts into the trades, business, hospitality and tourism. The close proximity to Algonquin College, Ottawa's most comprehensive college, will provide unique collaboration opportunities for students engaged in work integrated learning. It will be a game changer in the Ottawa film and television production industry.</p> <p>I wholeheartedly support this long-overdue project. I have seen too many spectacularly talented individuals leave Ottawa for Toronto, Vancouver, and the U.S. because of lack of opportunities for content creators, performers and production crew in Ottawa.</p>
Negative	<p>I'm opposed of using this land for other use than what the land was originally intended for. It disappointment me to see this land slowly being eaten up by misc. none compliant use of land. Years ago I would have said we have a wonderful Greenbelt, now that some parts have been eaten up for various reasons, I would have to say we have somewhat of a wonderful Greenbelt. Please refrain from building on the Greenbelt for this project and all future projects. We have another land in the vicinity of Ottawa to build on. I do agree with the project, but find another location.</p> <p>My concern is that the redevelopment of a large structure by a private interest in a building that was previously used to support agriculture will diminish the agricultural opportunities and be another threat to the long-standing purpose of the Greenbelt. I am fearful that this is another "thin edge of the wedge" and a catalyst for the further decline of agricultural land in the Greenbelt.</p>
Neutral	<p>Please tell me this will be accompanied by an expansion of Greenbank to four lanes and access to the site off Hunt Club.</p>

V. Integration of results

The results of this public consultation process indicate that a majority of respondents support the proposed amendment to the Greenbelt Master Plan. In particular, respondents seem to support the green compensation measures, as well as the potential requirements for greening measures on the site itself. No changes are proposed at this time.

Concerns regarding the use of Greenbelt lands for commercial purposes by some respondents were heard. It is understood that the proposed amendment is an exception, rather than the rule. The integrity of the Greenbelt remains first and foremost in the NCC's priorities.

Lastly, comments related to the project itself were shared with the project proponent. The NCC will now proceed with developing its recommendation to the NCC Board of Directors.

VI. Next steps

- Submission of the proposed amendment and the consultation report to the Board of Directors for decision (fall 2019)
- If approved, the NCC will seek all required approvals for the lease (winter 2019)
 - The proponent will prepare a detailed proposal for review by the NCC's Advisory Committee on Planning, Design and Realty, and work toward NCC and City approvals.
 - City of Ottawa rezoning process
- Project implementation (summer 2019)

VII. Appendix 1: Open house panels



 NCC
CCN

PURPOSE OF THE CONSULTATION
OBJET DE LA CONSULTATION

OBTAIN INPUT ON PROPOSED AMENDMENT
TO THE GREENBELT MASTER PLAN TO

OBTENIR DES COMMENTAIRES SUR LA
MODIFICATION PROPOSÉE AU PLAN DIRECTEUR
DE LA CEINTURE DE VERDURE POUR

Permit a film studio at the
Greenbelt Research Farm



Autoriser un studio de cinéma
à la Ferme de recherche de la
Ceinture de verdure

Renaturalize the golf course in
Pine Grove Sector, as one the
green compensation measures



Re-naturaliser le terrain de golf
dans le secteur de la Pinède,
en tant que l'une des mesures
de compensation verte

1/11



APPROACH FOR AMENDMENT APPROCHE EN VUE DE LA MODIFICATION

Amending the Plan to add a new use at the Greenbelt Research Farm is recommended with compensation elements as part of the amendment to ensure no net loss of natural environment.

Compensation consists of:

GREENBELT RESEARCH FARM

Project has only sustainable buildings

Eliminating hard surface equivalent to new built area

Enlarging natural area along the creek (2023) and providing a pathway in future

PINE GROVE SECTOR

Renaturalizing a non federal facility (21.5 ha of golf course) and providing in the longer term a trailhead, new trails and parking.

Modifier le plan pour ajouter un nouvel usage à la ferme de recherche de la Ceinture de verdure avec des éléments de compensation dans le cadre de la modification pour éviter toute perte nette de milieu naturel.

La compensation consiste en :

FERME DE RECHERCHE DE LA CEINTURE DE VERDURE

Le projet ne comporte que des bâtiments durables

Élimination du revêtement de surface dur équivalente à la nouvelle surface construite

Agrandissement de la zone naturelle le long du ruisseau (2023) et création d'un sentier futur

SECTEUR DE LA PINÈDE

Re-naturaliser une installation non fédérale (21,5 ha de terrain de golf) et, à plus long terme, créer un point de départ de sentier, de nouveaux sentiers et un stationnement.



POLICIES | POLITIQUES

WHAT POLICIES OF THE 2013 GREENBELT MASTER PLAN DOES THIS PROPOSAL MEET?

QUELLES SONT LES POLITIQUES DU PLAN DIRECTEUR DE LA CEINTURE DE VERDURE 2013 AUXQUELLES CETTE PROPOSITION RÉPOND?



Protect and enhance the natural environment.
Protéger et améliorer l'environnement naturel.



Strengthen ecological connections.
Renforcer les liens écologiques.



Support low impact outdoor recreation and nature interpretation.
Soutenir les loisirs de plein air à faible impact et l'interprétation de la nature.



Provide meaningful experience for visitors.
Offrir une expérience significative aux visiteurs.

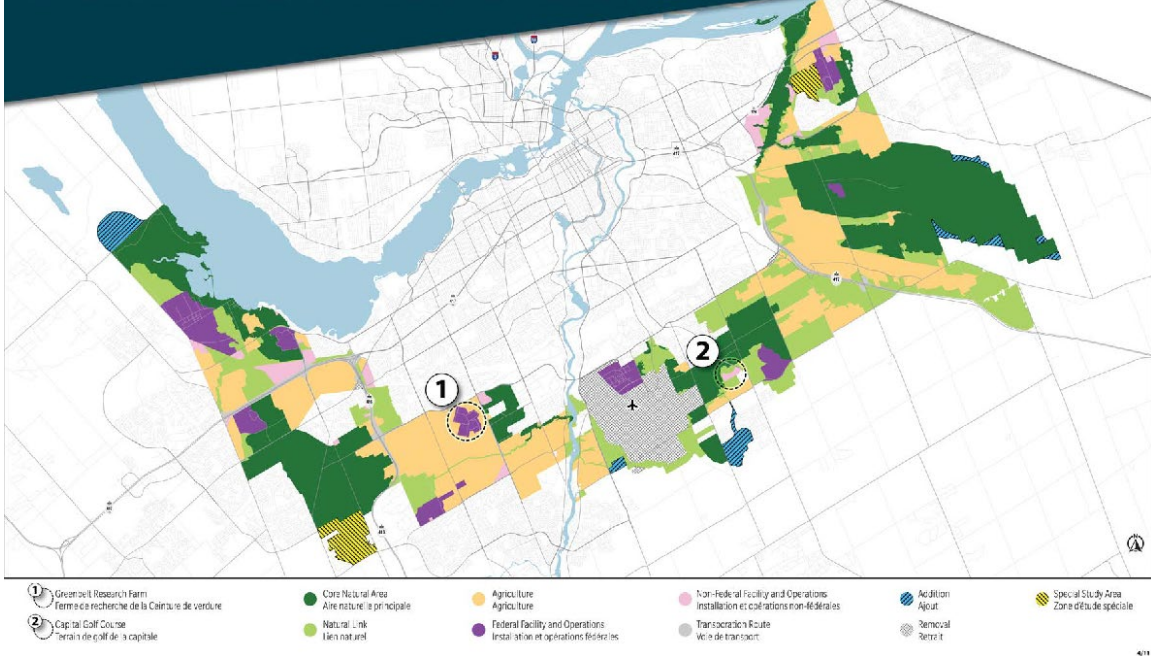


Phase out existing non-federal facilities over time.
Éliminer progressivement les installations non fédérales existantes.



3/11

GREENBELT MASTER PLAN 2013 LE PLAN DIRECTEUR DE LA CEINTURE DE VERDURE 2013



SOUTHERN FARM AND PINHEY FOREST SECTOR SECTEUR AGRICOLE DU SUD ET LA FORÊT PINHEY



SOUTHERN FARM AND PINHEY FOREST SECTOR SECTEUR AGRICOLE DU SUD ET LA FORÊT PINHEY

The amendment will add an exception within the 'T' area to permit the Film studio:

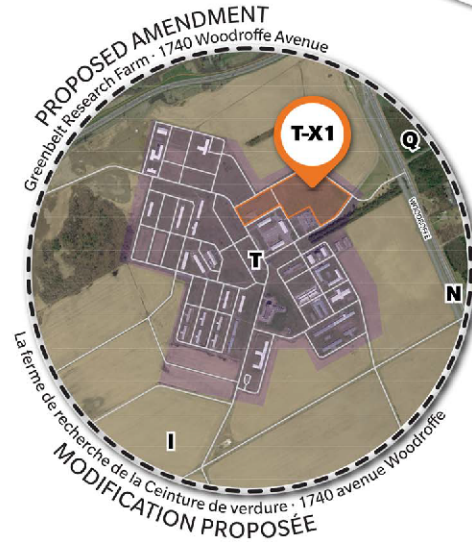
T-X1: A film studio on a 9.6-hectare parcel located on the southwest corner of West Hunt Club and Woodroffe is permitted and limited to:

- four (4) new buildings and retrofit Building B01;
- four (4) sound stages;
- workshops;
- production office space;
- back-lot filming location;
- tenant office space for animation companies, local production companies, and film & TV training facility, the Canadian Film Centre, and an immersive reality/animation post graduate training centre only; and
- creative industries co-working space.

La modification ajoutera une exception dans la zone «T» pour permettre le Bureau du cinéma d'Ottawa :

T-X1: Un studio de cinéma sur une parcelle de 9,6 hectares située à l'angle sud-ouest de West Hunt Club et de Woodroffe est autorisé et limité à :

- quatre (4) nouveaux bâtiments et rénovation du bâtiment B01;
- quatre (4) studios d'enregistrement;
- ateliers;
- espace de bureau de production;
- lieu de tournage en arrière-scène;
- des locaux à bureaux pour les sociétés d'animation, les sociétés de production locales et les installations de formation en cinéma et télévision, le Centre canadien du film et un centre de formation postuniversitaire en réalité / animation immersive seulement; et
- espace de travail des industries créatives.



6/11

PINE GROVE SECTOR SECTEUR PINE GROVE



Proposed Amendment to the Greenbelt Master Plan
Modification proposée au Plan directeur de la Ceinture de verdure
S/RS-B-18
CARRÉ 1205-12-01
TERMINÉ LE 03 DÉCEMBRE 2018

- Core Natural Area
Aire naturelle principale
- Natural Link
Lien naturel
- Agriculture
Agriculture
- Federal Facility and Operations
Installation et opérations fédérales
- Non-Federal Facility and Operations
Installation et opérations non-fédérales
- Transit Route
Voie de transport
- Addition
Ajout
- Removal
Retrait
- Special Study Area
Zone d'étude spéciale

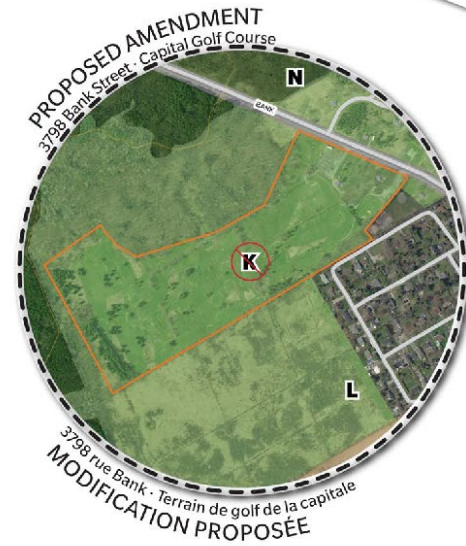
6/11

The proposed amendment will include the following:

- Remove the specific guidelines identified as "K" for the Capital Golf Course;
- Change land designation from Non-Federal Facility and Operations to Natural Link (from pink to light green)

La modification proposée comprendra les éléments suivants :

- Supprimer les lignes directives spécifiques identifiées par "K" pour le terrain de golf de la capitale ;
- Modifier la désignation de terrain de l'installation et opérations non fédérales à Lien naturel (du rose au vert clair).



8/17



COMPENSATIONS



GREENBELT RESEARCH FARM

- No net increase in Built Area footprint.
- Improving the quality of the built and natural assets.
- New buildings will respect the NCC Sustainable Development Strategy.
- Support the Greenbelt Master Plan through re-naturalization along Black Rapids Creek (7 ha) after 2023.
- Offering trail connectivity west of the Rideau River.

FERME DE RECHERCHE DE LA CEINTURE DE VERDURE

- Aucune augmentation nette de l'empreinte de la Zone bâtie.
- Amélioration de la qualité des éléments bâtis et naturels.
- Les nouveaux bâtiments respecteront la Stratégie de développement durable de la CCN.
- Soutien au Plan directeur de la Ceinture de verdure par la re-naturalisation le long du ruisseau Black Rapids (7 ha) après 2023.
- Offrir la connectivité des sentiers à l'ouest de la rivière Rideau.

PINE GROVE SECTOR

- Re-naturalizing the golf course (net gain of 21.5 ha) enhances ecological connections
- Offering a new destination for the public with new trailhead, parking and expanded trails.
- Connecting to the Greenbelt Pathway Network
- Improving the Greenbelt visibility and awareness

SECTEUR DE LA PINÈDE

- La re-naturalisation du terrain de golf (gain net de 21,5 ha) améliore les connexions écologiques.
- Offrir une nouvelle destination au public avec un point de départ de sentier, un stationnement et des sentiers prolongés.
- Connexion au réseau du Sentier récréatif de la Ceinture de verdure
- Améliorer la visibilité et la sensibilisation à la Ceinture de verdure



AMENDMENT | MODIFICATION

Once approved by the NCC Board of Directors, this amendment will come into effect only when all the following conditions are fulfilled

Approval of the lease

NCC Federal Land Use
Approval of the
Ottawa Film Studio
detailed proposal

Approval by the
City of Ottawa of
Zoning and Site Plan



Une fois approuvée par le Conseil d'administration de la CCN, la modification ne prendra effet que lorsque toutes les conditions suivantes sont remplies

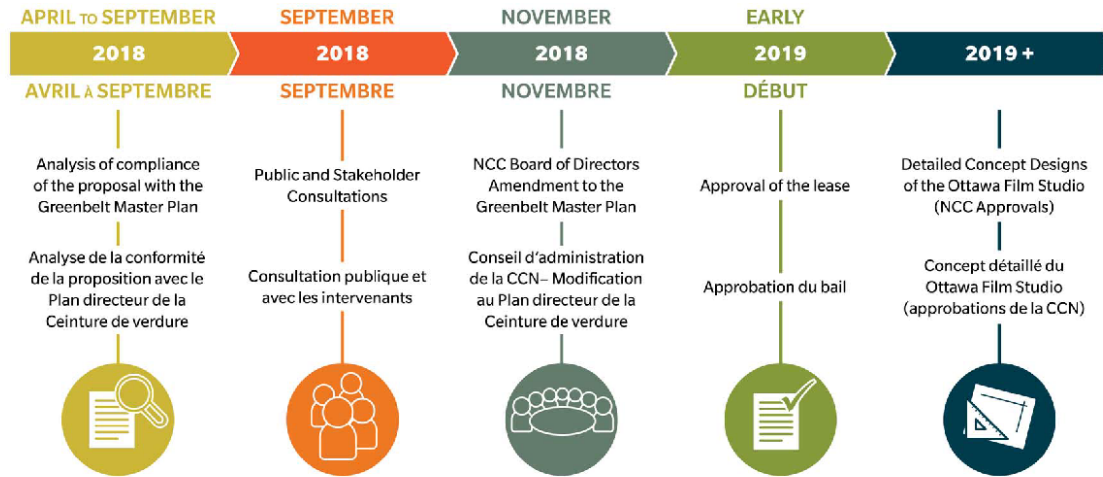
Approbation du bail

Approbation fédérale de
l'utilisation du sol par la
CCN de la proposition du
Bureau du cinéma
d'Ottawa

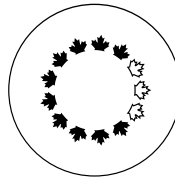
Approbation par la Ville
d'Ottawa du zonage et
du plan d'implantation



PLANNING PROCESS AND NEXT STEPS PROCESSUS DE PLANIFICATION ET PROCHAINES ÉTAPES



18/14



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of October 4 and 5, 2018

2018-P186 - 2013 Greenbelt Master Plan
Amendment (C)

These minutes have not been approved yet.

Members received a presentation on the 2013 Greenbelt Master Plan Amendment, to allow the building of a sound stage on the premises of the former Greenbelt Research Farm. They provided the following comments:

Members were generally supportive of the proposal with reservation around the precedent it sets:

- Proposed ecological compensations at the former golf course will be beneficial to the region's ecosystems;
- The cultural industry integrates well with the NCC's mandate and the Greenbelt;
- The repurposing of derelict assets for more financial sustainability is supported;
- The positive community response is encouraging;
- The proximity to film and television programs in Algonquin College is positive;
- The economy of the capital region will benefit from a sound stage;

ACPDR / CCUDI

Extrait du procès-verbal du

Comité consultatif
de l'urbanisme, du design et de l'immobilier

Séance des 4 et 5 octobre 2018

2018-P186 - Modification du Plan directeur
de la Ceinture de verdure 2013 (C)

Ce procès-verbal n'a pas encore été approuvé.

Les membres reçoivent une présentation sur la modification du Plan directeur de la Ceinture de verdure de 2013, pour permettre la construction d'un plateau de tournage sur les lieux de l'ancienne ferme de recherche de la Ceinture de verdure. Ils font les commentaires suivants :

Dans l'ensemble, les membres appuient la proposition, avec des réserves quant au précédent :

- Les compensations écologiques proposées seront avantageuses pour l'ensemble des écosystèmes de la région;
- L'industrie culturelle s'intègre bien au mandat de la CCN et la Ceinture de verdure;
- La reconversion de biens à l'abandon pour une plus grande pérennité financière est responsable;
- La réponse positive de la collectivité est encourageante;
- La proximité de programmes du collège Algonquin liés au cinéma et à la télévision est positive;
- L'économie de la région de la capitale sera avantagée par un plateau de tournage;

2018-10-04/05

2018-P186 - 2013 Greenbelt Master Plan
Amendment (C)

2018-P186 - Modification du Plan directeur de
la Ceinture de verdure 2013 (C)

These minutes have not been approved yet.

Ce procès-verbal n'a pas encore été approuvé.

- Quality employment opportunities will be created;
- If it were a 24-hour operation, it would reduce peaks in anticipated traffic patterns;
- However, this proposal needs to be structured so that it does not encourage private uses or future expansions that would not be appropriate in the Greenbelt.

- Des occasions d'emplois de qualité seront créés;
- Si l'exploitation se faisait 24 heures par jour, cela réduirait les pics de circulation;
- Cependant, cette proposition doit être structurée de façon à ne pas encourager les utilisations privées ou des agrandissements futurs qui ne seraient pas adéquats pour la Ceinture de verdure.

Since amending the Greenbelt Master Plan for a private use will create a precedent, the connection with the federal mandate will need to be strongly articulated. Some ideas for this strong link were suggested:

Puisque la modification du Plan directeur de la ceinture de verdure pour une utilisation privée va créer un précédent, le lien avec le mandat fédéral devra être bien exprimé. Des idées sont suggérées pour ce lien solide :

- Requiring exemplary 'green architecture', that could generate an interest for the federal government;
- Communicating the rationale for choosing an isolated site instead of an urban site (that the City could provide);
- Finding a connection to a federal role or policy that would help improve the proposed facility's compatibility with the intended federal function.

- Exiger un bâtiment écologique exemplaire, qui pourrait susciter un intérêt pour le gouvernement fédéral;
- Communiquer la logique sous-jacente au choix d'un site isolé plutôt qu'un site urbain (que la Ville pourrait fournir);
- Trouver un lien avec le rôle du gouvernement fédéral ou une politique qui aideraient à améliorer la compatibilité entre l'installation prévue et la fonction fédérale escomptée du site.

The NCC will need to ensure the proponent fulfills its part of the agreement:

La CCN devra s'assurer que le requérant honore sa partie de l'entente :

- Default clauses will need to be integrated in the lease;
- Ecological compensation measures should be implemented sooner than later;
- A follow-up every 5 years will ensure close monitoring and compliance.

- Des clauses de défaut devront être intégrées dans le bail;
- Les mesures de compensation écologiques doivent être mises en place le plus tôt possible;
- Un suivi tous les cinq ans assurera une surveillance étroite et le respect de l'entente.

Committee Secretary

Secrétaire des comités

Caroline Bied