

	NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE	No.	2020-LB01-1
			To
For	INFORMATION	Date	2020-10-06
Subject/Title			
Building LeBreton Project and Library Parcel Procurement Launch			
Summary			
The NCC will soon launch the procurement process to seek development teams for the first phase of the Building LeBreton project – the Library Parcel. The Building LeBreton project team is in the process of seeking to amend the City’s Secondary Plan to align with the new vision for LeBreton Flats presented in the Preliminary Master Concept Plan. NCC staff and consultants from O2 Planning + Design continue to work with stakeholders to develop additional strategies to complete the final Master Concept Plan.			
Risk Summary			
Risks associated with the impacts of the Covid-19 pandemic are uncertain at this time, but may have an impact on project timelines.			
Recommendation			
n/a			

Submitted by:	

Name	_____

Signature	_____

1. Strategic Priorities

- **NCC Corporate Plan (2019-2020 to 2023-2024):**
 - Priority 2: Facilitate the redevelopment of LeBreton Flats, and revitalize the islands and the shorelines to become destinations of national significance.
- **The Plan for Canada's Capital, 2017 to 2067:**
 - The NCC will guide the redevelopment of LeBreton Flats as the nucleus of a revitalized district in the Capital.
 - The NCC will help to strengthen Algonquin Anishinabeg cultural traditions through placemaking and partnerships that bring Algonquins to the forefront of life in Canada's thriving and connected capital.
- **Canada's Capital Core Area Sector Plan (2005):**
 - New mixed-use developments restore and reconnect the urban fabric – in LeBreton Flats, in new residential and institutional projects on central sites.
 - Provide enhanced public access to, and use, appreciation and enjoyment of, the Ottawa River by providing more riverside facilities, services and activities in a manner consistent with the River's natural, cultural and historic character.
 - Celebrate the Area's industrial, aboriginal and natural heritage, establish a link between the downtowns of Ottawa and Gatineau, and develop a mix of uses, programs and open spaces that create a unique public experience.

2. Authority

Section 10(1) of the National Capital Act.

3. Context

Library Parcel Procurement Launch

The project team is excited to launch the first phase of development for the Building LeBreton project. In just a few weeks, the NCC will release a Request for Qualifications (RFQ) for the NCC's lands at 665 Albert St., known as the "Library Parcel" due to its proximity to the site of the future Ottawa Public Library and Library and Archives Canada Joint Facility. This site offers amazing opportunities for transit-oriented mixed-use development, including potential for homes, commercial spaces, retail and more, steps from the Pimisi O-Train station and the soon-to-be-built library.

Given current activity in the real estate market and interest in urban development sites, the market is showing signs of stabilization from the impacts of Covid-19. The NCC is therefore able to proceed with the first stage of a two-stage procurement process. The first stage, the RFQ, will accept proposals until approximately the end of 2020. The goal of this stage is to qualify development teams that demonstrate experience, ability and commitment to achieving the vision outlined in the preliminary Master Concept Plan, as well as objectives related to the Building LeBreton Guiding Principles, including sustainability and housing affordability.

Following the RFQ stage, the successful qualifying teams will be invited to submit project proposals during the second stage of the procurement process, a Request for Proposals (RFP), in the first half of 2021. Accounting for the timelines for land sale transaction approvals, the Library Parcel is expected to be ready for construction as early as 2022.

Secondary Plan Amendment

The project team is in the process of applying to amend the City of Ottawa's Central Area Secondary Plan and Bayview Station District Secondary Plan to ensure alignment with the NCC's preliminary LeBreton Flats Master Concept Plan. The NCC is confident that the Master Concept Plan conforms with all applicable municipal and provincial policies, in addition to NCC policies, and will support achievement of shared policy goals.

Pending City staff's verification of the required information, the City of Ottawa will make the application documents and studies available to the public for review and comment as per the standard process for amending the City's Official Plan. The application will then proceed to the City's Planning Committee for consideration, followed by City Council. The timelines of this process are in the City's purview and may be impacted by the Covid-19 pandemic, but the project team and City are working together to target committee and Council meeting dates.

Master Concept Plan

The project team continues to work with the consulting team from O2 Planning + Design and key stakeholders to prepare additional content for the final version of the Master Concept Plan (MCP). This supplemental information will elaborate on the intent and approach with relation to other components of the Plan and will indicate how the implementation of the project will be influenced by objectives derived from the project's Guiding Principles.

Additional strategies to be added to the MCP include: Sustainability, Housing and Affordability and Culture and Heritage. Based on feedback from public consultations and stakeholder engagement, the drafting of these strategies is focused on the following directions and objectives:

Sustainability: This strategy will outline the long-term commitments to be achieved in the development of LeBreton Flats, putting a focus on four elements, zero carbon, ecological integrity, health and wellbeing, and water and waste. The goal is to become a showcase as one of Canada's most sustainable communities and for the NCC to demonstrate leadership in advancing sustainability and resiliency in the Capital. This sustainability strategy is to be flexible so requirements are updated in each phase to ensure that the latest and most innovative standards are adopted.

Housing and Affordability: This strategy will align with the National Housing Strategy and target achievement of the City of Ottawa policy direction for 25 per cent affordable housing by focusing on three key drivers:

- Creating a diversity of housing options and models, targeting a range from supportive housing to affordable ownership. The 25 per cent affordability target will be broken down into affordability levels, and specific vulnerable populations and unit types (family units, accessible units) will be targeted.
- Flexibility to adapt to changing circumstances, needs and opportunities such as funding programs.
- Partnerships and alignment with federal, municipal and private-sector partners. This strategy recognizes that the NCC owns the land that can create opportunities for affordable housing, but that partnerships will be required in order to deliver affordable housing at LeBreton Flats.

Culture and Heritage: This strategy focuses on creating a new community that honours the past and tangibly, visibly demonstrates connections with the stories of the site. This will include the culture of the host First Nation, the Algonquin Anishinabe, as well as the site's role as the centre of industrialization of this region with the ongoing presence of the Ottawa Waterworks system, as well as an expression of what it means to be a Canadian today. Approaches will include:

- Engaging with the Algonquin Anishinabe people throughout the life of the project
- Use place names (including Anishinàbemiwin, the Algonquin language), wayfinding, and interpretation infrastructure to honour the history and heritage of LeBreton Flats
- Conservation and enhancement of the historic Ottawa Waterworks system in partnership with the City
- Integration of archaeological discoveries into development and public space
- Provision of space for public art, programmable areas and community arts spaces

The NCC will also continue to work directly with the Algonquin Nation to advance an approach on Indigenous Connections.

The MCP will be supported by an Implementation Plan describing “how” the vision in the MCP will be achieved. It will contain targets and objectives derived from the project's Guiding Principles and associated with each strategy, and policy that will support the achievement of these objectives. This will be an accountability tool to show that the NCC is committed to achieving objectives connected to the Guiding Principles. These targets will be the core of the NCC's commitment to the creation of public benefits through the Building LeBreton project. This plan will describe the phasing approach, focusing on dependencies between land development and the implementation of critical infrastructure and public realm, as well as project management, marketing and governance.

The final Master Concept Plan is anticipated to be presented for consideration by the Board of Directors in early 2021.

4. Options Analysis

n/a

5. Financial Details

n/a

6. Opportunities and Expected Results

For the overall Building LeBreton project, N. Barry Lyon Consultants (NBLC) provided an analysis of the economic effects that the Building LeBreton project will generate, both during construction and in the long term. The analysis demonstrates that for every dollar of construction expenditure, \$3.57 of impact would ripple through the Canadian economy.

NBLC estimates that the total collective impact from construction spending over approximately 30 years is likely to contribute about \$13.2 Billion in future value dollars or \$4.7 Billion in present value (2020) dollars to the Canadian economy. This economic benefit would include an average of 1,740 annual full-time equivalent (FTE) jobs supported throughout the construction timeline (38,300 total FTE jobs throughout the projected buildout).

In terms of taxes, the Building LeBreton project will generate significant tax revenue for all levels of government. NBLC modelled the following estimated tax revenues in present value (2020) dollars:

- Municipal development charges: \$1.21 Million / year during construction
- Municipal property tax: \$13.72 Million / year after completion
- Provincial income tax: \$7.99 Million / year during construction
- Federal income tax: \$20.28 Million / year during construction

These significant economic benefits are in addition to the important qualitative benefits that are the foundation and focus of the MCP, including: development of affordable housing, remediation of contaminated soil, creation of parks and public spaces, and supporting transit use and active transportation.

The first phase of development for the Building LeBreton project, the Library Parcel, is a significant milestone to advance progress to rebuild the community at LeBreton Flats. The prime site is expected to attract significant interest in the market and will be an opportunity for the NCC to demonstrate the triple-bottom-line approach and create public benefits through environmental, social and financial returns.

7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation
	L/M/H	L/M/H	

Timeline and potential financial impacts of the Covid-19 pandemic.	High	High	The phased implementation approach allows for flexibility to respond to changing contexts. Ongoing market analysis will support a procurement approach that allows the NCC to leverage land value to achieve benefits, ie. creation of public realm, without relying on external funding sources.
Market dynamics can change significantly over the course of the implementation, affecting the financial viability of the plan.	Medium	Medium	By keeping control over the implementation and phasing plan, the NCC has the ability to react to and mitigate variations in the market outlook. Ongoing monitoring of the market dynamics will be done throughout the implementation.

8. Consultations and Communications

A Working Group including representatives from the Algonquin Nation and the NCC has been meeting regularly over the summer to establish an engagement protocol for ongoing discussions. The Working Group will be an important table to help define the role for the Algonquin Nation as a partner in the Building LeBreton project. The project team also maintains a dialog with the Algonquins of Ontario.

As part of the ongoing public engagement strategy for the Building LeBreton project, a Public Advisory Group has been created and met virtually for the first time on Sept. 1. The group consists of 16 members of the community representing expertise in different sectors and areas of experience, from sustainability, housing affordability and active mobility to the arts, tourism, community health and more.

The first meeting focused on priority objectives associated with each project Guiding Principle. This feedback will contribute to the development of additional strategies for the final Master Concept Plan. In future meetings, members will be asked to react to ideas, provide advice and identify solutions, make recommendations on topics that affect the community and act as a liaison with the community. The group will be an ongoing advisory body and expected to be convened on a quarterly basis, or as needed, to support project milestones.

9. Next Steps

Building LeBreton	Timeline*
Launch of the Library Parcel procurement process (RFQ)	Fall 2020

Public	Submission
City of Ottawa Secondary Plan Amendment Process	Winter 2021
Board submission of the final Master Concept Plan	Winter 2021
Launch of stage 2 of Library Parcel procurement (RFP)	Mid-2021

*Subject to revision following assessment of market and governance impacts due to the Covid-19 pandemic.

10. List of Appendices

n/a

11. Authors of the Submission

- Katie Paris, Director, Building LeBreton
- Laura Mueller, Chief, Building LeBreton
- Hieu Nguyen, Senior Planner, Building LeBreton
- Caroline Tremblay-Dextras, Real Estate Advisor, Building LeBreton