Public	Submission	

[ G	NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE	No.	2021-LB01-1
		То	Board of Directors
For	INFORMATION	Date	2021-01-21
Subject	t/Title		
Building LeBreton Project and Library Parcel Procurement Update			
Summa	nry		
The Building LeBreton project team continues to refine additional strategies that will result in a complete Master Concept Plan for spring 2021, while working in parallel to coordinate the Secondary Plan amendment process with the City of Ottawa and its new Official Plan. At the same time, implementation of early public realm elements is underway, with a pathway being designed for construction in 2021.			
Risk Summary			
Ensuring that federal and municipal planning policies are updated and development requirements are clarified is critical to ensure a smooth implementation and establish confidence in the market.			
Recommendation			
n/a			

Submitted by:		
Name		
Signature		

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#### 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

The first stage of the Library Parcel development procurement process is ongoing, with an extended submission deadline of Feb. 8, 2021 for interested proponents to submit their qualifications. The deadline extension was granted in recognition of the impact of additional lockdowns caused by the COVID-19 pandemic on proponents' ability to prepare quality proposals.

The project team will provide an update to the Board of Directors in April 2021 to announce the shortlist of proponents that met the requirements and will be invited to submit full proposals for the site at 665 Albert St. during the second stage of the procurement process, the Request for Proposals, which is expected to run from May until November 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.

Pathway Project

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The creation of new public realm and active mobility networks is a key goal of the Building LeBreton project, and the project team is planning for early implementation of a key pathway link in 2021. The pathway, which is currently in planning and design, would link the Capital Pathway along the Ottawa River near the Nepean Inlet through LeBreton Flats to the Pimisi LRT station, with a second link extending west to Bayview Station and connecting to the Trillium Pathway.



Preliminary Pathway Design

The multi-use pathway supports the implementation of the MCP active mobility plan. These pathways will be a critical component of the sustainable, active-mobility focused transportation network in this important area of national significance. The pathway will eventually traverse the future parks and public realm of LeBreton Flats, connecting existing and future residents and visitors with all of the planned Capital and municipal park spaces, as well as the future urban playground and the Aqueduct District. In the meantime, placemaking will be focused around the existing Pimisi station plaza and the heritage aqueduct, with opportunities for potential future programming and other activation.

This project supports the MCP's Guiding Principles of "Create Connections" and "Make it Happen" and promotes sustainable active mobility. Providing a link from the LRT stations

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to the Capital Pathway network through LeBreton Flats would allow residents and visitors to explore and connect with an area that has been unwelcoming for decades. The project also connects with the "Honour the Past" guiding principle by encouraging people to view and appreciate the aqueduct, part of the heritage-designated Ottawa Waterworks System.

A public consultation on the pathway design will take place in the winter of 2021, and pending Board approval, construction of the pathway is expected to be completed by the end of 2021.

#### Master Concept Plan

The project team continues to work with the consulting team from O2 Planning + Design and key stakeholders to refine the preliminary LeBreton Flats Master Concept Plan (MCP) and additional new strategies to complete the final version of the MCP. As outlined in the Building LeBreton project team's submission to the Board in October 2020, additional strategies that have been drafted include: Sustainability, Housing and Affordability and Culture and Heritage. Please see Appendix A for more details.

The MCP will be supported by an implementation overview 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.

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

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

#### 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.

Given the status of the City of Ottawa's project to develop a new Official Plan (OP), NCC staff and City staff are reviewing the new draft OP policies in detail and working with City staff to identify any areas of discrepancy between the NCC's preliminary LeBreton Flats Master Concept Plan and the City's new OP policies that apply to the area. Depending

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on the outcome of this review, the NCC may proceed with a scoped Secondary Plan amendment application targeting only policies that are unique to LeBreton Flats. Any amendment will follow the City's normal process, including public consultation, building on the consultations conducted by the NCC in 2019.

#### 4. Options Analysis

n/a

#### 5. Financial Details

n/a

#### 6. Opportunities and Expected Results

n/a

#### 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 throughout 2020 to establish a protocol for ongoing discussions. The Working Group is 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.

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As part of the ongoing public engagement strategy for the Building LeBreton project, the Public Advisory Group (PAG) met virtually three times over the fall of 2020. 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 PAG has provided two rounds of valuable feedback on the updated Master Concept Plan and members also provided early feedback on the pathway project.

The project team also presented the additional new MCP strategies to the Joint Design Review Panel for feedback in January 2021. The panel consists of external experts in planning, architecture, design and realty who are members of the NCC and City of Ottawa's respective design review panels. Along with feedback from Board members, the input from the JDRP will be used to refine the complete MCP for final submission.

#### 9. Next Steps

Building LeBreton	Timeline*
Submission deadline for Library Parcel RFQ	Feb. 8, 2021
Board submission of the final Master Concept Plan	April 2021
Release of stage 2 of Library Parcel procurement (RFP)	Mid-2021
City of Ottawa Official Plan/Secondary Plan Amendment Process	2021

<sup>\*</sup>Subject to revision following assessment of market and governance impacts due to the Covid-19 pandemic.

#### 10. List of Appendices

Appendix A: Master Concept Plan Update

#### 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

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### **LeBreton Flats**

MASTER CONCEPT PLAN UPDATE Board of Directors Jan. 21, 2021



LeBreton Flats Master Concept Plan

### **Summary Update**

#### Introduction

This summary update reflects changes to the Master Concept Plan since its approval in preliminary form by the NCC Board of Directors in January 2020. This summary contains:

- 1. Feedback overview
- 2. An overview of the Master Concept Plan
- 3. A summary of the Master Concept Plan document changes
- 4. A summary of three additional draft strategies to be added to the Master Concept Plan
  - a) Sustainability Strategy
  - b) Culture and Heritage Strategy
  - c) Housing and Affordability Strategy

#### 1 Feedback Overview

In past meetings and other stakeholder consultations, we heard from a wide range of perspectives that helped us build on the Plan's strengths, address emerging challenges, and ultimately improve and refine its recommendations.

Regarding **land use** and **built form**, we heard about improving contextual relationships and aligning use with unique built form

- Ensure high-quality urban design, especially at the interface between the public and private realms (including setbacks and stepbacks)
- Sensitively transition from existing neighbourhoods to the south
- Consider the best locations for commercial/retail uses and the balance of residential vs. other uses
- Consider microclimate (sunlight, shade, wind)

Feedback about **open spaces and parks** acknowledged the plan's ambitious allocation of green space and emphasized the need for porosity of parks and open spaces (local and national).

- Establish strong ecosystems in naturalized open spaces, while also provided active recreation opportunities
- Increase tree canopy
- Focus on the interface between existing and planned parks and open spaces
- Consider the role of courtyards as private amenity space

**Flow and connectivity** comments addressed the safe and smooth movement of pedestrians and vehicle traffic through and around the site. A focus on bridges and links to public transit nodes were key considerations, trying to avoid barriers and improve accessibility throughout LeBreton Flats

- Support for active-mobility focus

- Need to understand network implications, including truck routes
- Sensitivity towards creating connections over existing barriers: the LRT, Albert Street, Wellington/SJAM and the Ottawa River

On the topic of **sustainability**, feedback focused on the role LeBreton plays physically and perceptively in the region and what story it can tell about what the government can achieve. Low-impact development, naturalized stormwater management and the potential for innovative waste management were also discussed.

We heard from many about the importance of **implementation**, including consideration for careful phasing, financial planning, and methods for ensuring requirements are secured. Additional comments addressed the need for a range of product types to accelerate buildout and the integration of new technologies.

#### 2 Master Concept Plan

#### Overview

The LeBreton Flats Master Concept Plan is a foundational document that sets out a bold and compelling vision for the Building LeBreton project. The Plan addresses the remarkable opportunity to reinvigorate Ottawa's LeBreton Flats, drawing out the neighbourhood's unmistakable potential and transforming it into a dynamic Capital destination.

The Plan will guide development over the coming decades. Setting a bold carbon-neutral sustainability standard, it weaves together mixed-use urban streets and expansive open spaces to produce a purposeful, vibrant, and well-connected contribution to Ottawa's urban landscape. The Plan sets out a framework that will guide the National Capital Commission (NCC) and its collaborators as they give shape and life to LeBreton Flats.

#### **Guiding Principles**

Seven guiding principles give shape to the Master Concept Plan and provide direction as it embarks on its task to create a destination for all, and a place for Ottawans to call home:

- Enhance the capital experience
- Build community
- Create connections
- Value nature

- Foster sustainability and innovation
- Honour the past
- Make it happen

#### **Development Targets**

Once fully developed, LeBreton Flats will be both a destination experience and a complete community, meaning that residents will be able to meet all their daily needs within walking distance of where they live. In order to achieve this objective, the following targets are intended to guide long-term development at LeBreton Flats to ensure that an appropriate mix of land uses is provided:

- 29-hectare total plan area (71.7 acres)
- 12.5 hectares (30.9 acres) of parks and open spaces (43% of total plan area)
- 500,000 square metres (5.4 million square feet) of gross floor area
- 415,000 square metres (4.5 million square feet) of residential space

- 50,000 square metres (540,000 square feet) of office space
- 20,000 square metres (215,000 square feet) of retail space
- 4,000 dwelling units
- 7,500 estimated new residents
- 3,600 jobs post-construction

#### 3 Document Change Summary

The following section highlights key changes to structure of the preliminary Master Concept Plan. The approved policy direction of the preliminary MCP has been retained, but reworked in sections for clarity and improved presentation.

#### Chapter 2 – Master Concept

- The section formerly called "The Plan Structure" has been renamed "Master Concept" and now contains an overview section and more descriptive text before the four districts are introduced.
- The format of district subsections have been reworked to better utilize rendering illustrations and ensure that the information can be easily digested.

#### Chapter 3 - Design Strategies

- This section was formerly comprised of two chapters: "Strategies" and "Urban Design Strategy: Built Form Guidelines." These have been combined into a single chapter called "Design Strategies."
- The former "Chapter 5: Urban Design Strategy: Built Form Guidelines" is now the third strategy in this chapter and is referred to as "Built Form Strategy" for consistency.
- The building heights concept has been moved from the "Land Use Strategy" into the "Built Form Strategy."

#### Chapter 4 – Achieving the Vision

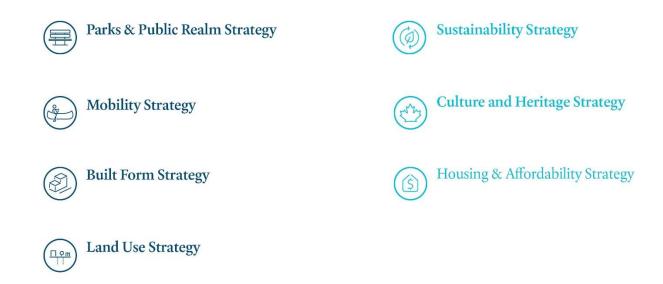
- This chapter was previously called "Guiding Principles." It has been refocused to demonstrate how the Master Concept Plan's policies result in objectives and targets associated with the guiding principles.
- This chapter now includes targets and indicators (in draft form) that will ultimately create a reporting framework.

#### Chapter 5 – Appendices

• What was formerly the "Policy Context" chapter has now become the first appendix in the document.

In addition to these changes to content and organization, the document has been polished with a range of graphic and page layout updates to increase legibility, clarity, and consistency throughout the Plan.

#### 4 New Strategies



The Master Concept Plan's four districts – Parks District, Aqueduct District, Flats District and Albert District – are brought to life by a compilation of supporting strategies. Each strategy adds purpose, clarity, and detail based on a purposeful understanding of the project's assets, issues, and opportunities.

The four strategies from the preliminary Master Concept Plan were presented to the JDRP in 2019 and approved by the Board of Directors in January 2020. The following section summarizes the key intents of the three new strategies.

#### Sustainability Strategy

The National Capital Region has experienced first-hand the impacts of climate change, and the Master Concept reflects growing calls for climate leadership through innovative community design. Responding to the need for climate action, the Master Concept Plan puts LeBreton Flats on a path to becoming one of Canada's most sustainable communities.

The commitment to zero carbon buildings will alone put LeBreton in rare company for a project of this scale. However, the following Sustainability Strategy goes beyond energy and carbon to envision a new form of sustainable community.

The objectives and commitments in this Sustainability Strategy are future-focused, meaningful, practical, and outcomes-based. They are informed by the MCP's guiding principles and specifically aim to:

- Embed a culture of excellence throughout the life cycle of the project;
- Provide opportunities for innovation in design and sustainability;
- Build in climate mitigation and resiliency measures; and
- Achieve a zero-carbon community.

The strategy is organized into seven sections that describe various dimensions of sustainability in the project:

1. Evolving Sustainability

- a. Strategy to be reviewed and updated to reflect innovations
- 2. Health & Well-being
  - a. Low-emission materials
  - b. Space for physical activity
  - c. Access to public drinking water
- 3. Ecological Integrity
  - a. Landscape restoration using native species
  - b. Increase tree canopy
  - c. Prevent light pollution
  - d. Bird-friendly design
  - e. Habitat for pollinators
  - f. Integrated pest management
  - g. Responsible construction practices
- 4. Zero Carbon
  - a. Eliminate emissions from energy use explore district energy solutions
  - b. Reduce embodied carbon in the manufacturing, use and end-of-life of building materials
  - c. Reduce transportation carbon
  - d. Reduce consumption-based carbon from the production and use of goods in LeBreton
- 5. Sustainable Waste Management
  - a. Potable water reduction ie. rainwater irrigation
  - b. Reduce building water use
  - c. Naturalized stormwater management
- 6. Materials and Waste
  - a. Encourage sharing of appliances and goods
  - b. Facilitate safe hazardous waste and e-waste disposal
  - c. Require household waste separation
  - d. Building materials with positive lifecycle impacts
- 7. Sustainable Choices
  - a. Facilitate sustainable lifestyle choices
  - b. Design parking to be adaptable to different uses
  - c. Create connections and opportunities to learn about greenspaces and water
  - d. Create partnerships and monitor the environmental impact of lifestyles

#### **Culture and Heritage Strategy**

The Culture and Heritage Strategy aims to ensure that culture and heritage opportunities are integrated into the implementation of the Master Concept Plan in ways that honour the area's heritage, are representative of the Capital's diversity, and showcase its creativity.

Culture and heritage are legacies inherited from past generations, maintained in the present, and bestowed for the benefit of future generations. Culture and heritage are not static. They include creative works, Indigenous heritage, and multicultural heritage in all its forms, including stories, physical objects, places, creative works, and connections to nature that we use, learn from, and are inspired by. Culture and heritage invite us to reflect on where we came from and imagine how we would like things to be in the future.

Culture and heritage give LeBreton Flats its soul and are central to its identity, authenticity, and appeal as a destination for visitors and as a place to live and work. The Master Concept Plan provides for culture and heritage initiatives that are appreciated and inclusive, attracting participation by both residents and visitors. Through ongoing engagement, the cultural heritage and identity of the Algonquin Anishinabe People will continue to be visible and honoured.

#### Objectives:

- 1. Create an ambitious new Capital destination
  - a. Engage public, private and non-profit partners
  - b. Take inspiration from the site's history, geology and location in the design of buildings and spaces
  - c. Incorporate art and artifacts into buildings
- 2. Encourage the development of cultural facilities and services to help spaces that contribute to community health and well-being and serve diverse groups of people
  - a. Maximize opportunities for people to engage with creative works at a variety of scales
  - b. Engage diverse communities in the planning of public spaces, including youth and particularly Algonquin Anishinabe youth
- 3. Recognize and showcase the links that exist between culture, heritage, and the environment
  - a. Use landscape design and water features to reinforce links between culture, heritage and the environment
  - b. Encourage projects to reuse/recycle materials
- 4. Showcase the Capital's creativity, support heritage experiences, and strengthen social connections by providing vibrant and welcoming cultural experiences and spaces
  - a. Use public art and design to communicate inclusiveness
  - b. Refer to the area's heritage in the design of landscape, outdoor furniture and signage
- 5. Pilot creative approaches and celebrate historical innovations
  - a. Recognize LeBreton's history as a place of reinvention and renewal by incorporating reused and recycled materials
  - b. Examine options to uncover the covered aqueduct or create an open water feature on top to renew appreciation for its innovation and interpret its history and function
- 6. Recognize and honour the rich Indigenous presence in the region and the role LeBreton Flats has played in the development of the Capital and the region, including its past vocation as a neighbourhood for new arrivals and its evolution
  - a. Support the conservation of the waterworks system
  - b. Support conservation of all remaining nearby heritage designated buildings/districts
  - c. In partnership with Algonquin Anishnabe people, bring Anishinàbemiwin (the Algonquin language) into prominence in LeBreton Flats through place naming and other means
  - d. Retain a portion of the exposed bedrock as a reminder of the history of the clearing of LeBreton Flats
  - e. Complete archeological studies in advance of development
  - f. Set aside space for art/artifact exhibits to highlight history and develop protocols for commemorations to ensure that the choices and messages are authentic to LeBreton
- 7. Work strategically with reliable data and input from partners and the public to support timely progress and generate desired returns
  - a. Set up ongoing consultation
  - b. Support the engagement of a heritage keeper (steward) for LeBreton Flats

#### Housing and Affordability Strategy

The provision affordable and inclusive housing is a key part of the project's foundational goal of creating an integrated, mixed-income community. LeBreton Flats will aim to provide a range of housing options that respond to existing demand and provide new choices for Ottawans. This will include opportunities for housing across the spectrum of affordability, from social housing to market ownership.

To this end, the NCC will use a balanced model to ensure that affordable housing is being delivered throughout the lifetime of the project, through a variety of development types, and by various housing providers. This model provides a resilient affordable housing strategy that relies on multiple partnerships, housing types, and differing delivery models.

#### Objectives:

- Integrating affordable housing over time and throughout the LeBreton Flats area
- Leveraging partnerships and utilizing local knowledge of the affordable housing sector
- Aligning with funding programs to ensure financial viability and initiation of projects

The Housing and Affordability Strategy proposes that partnerships with the City of Ottawa, Canada Mortgage and Housing Corporation (CMHC), non-profit housing providers, and market developers will be explored to deliver a range of housing to meet the following target:

- 25% of all residential housing will be affordable
  - Additional housing sub-targets will be secured through the procurement process, with a focus on priority vulnerable groups as defined by CMHC

This will be accomplished by balancing three approaches to housing delivery:

- 1. Conveyance of lands to the City to develop affordable housing projects
- 2. Requiring the development of market purpose-built rental buildings with affordable units
  - a. Development partnerships with third-party providers such as non-profits to incorporate affordable units within development projects, including Investigation of alternative land ownership models, such as community land trusts, to ensure long-term affordability and stewardship

Although the NCC is not a housing provider, it is committed to providing the greatest potential public benefit through development at LeBreton Flats, including the provision of affordable and diverse housing options. As the landowner, the NCC has important tools to ensure that affordable housing is delivered throughout the lifetime of the project. The NCC's two key affordable housing delivery tools are:

- 1. Procurement control: conveyance of land specifically for affordable housing, or specification of a number of affordable housing units within a development
- 2. Partnerships: leverage local non-profit and industry expertise to ensure project eligibility for funding, primarily through the National Housing Strategy



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE



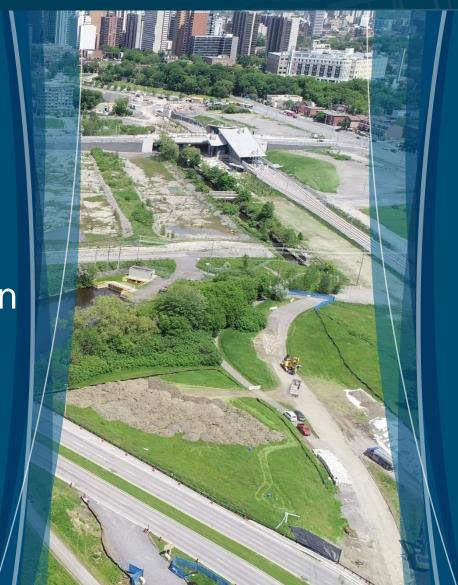
# LeBreton

# BÂTIR LeBreton



### Agenda / Ordre du jour

- Pathway Project
- Library Parcel
- Master Concept Plan
- Next Steps



- Projet de sentier
- Terrain de la bibliothèque
- Plan directeur conceptuel
- Prochaines étapes











### Segment 1 / Tronçon 1



Pimisi Station Plaza - Looking west from Booth Street Esplanade de la station Pimisi - Vue vers l'ouest, de la rue Booth

### Segment 2 / Tronçon 2



Looking west, toward Bayview Station along LRT corridor Vue vers l'ouest, en direction de la station Bayview, le long du corridor de l'O-Train



Segment 1 - Historic Ottawa Waterworks Complex
Tronçon 1 – Réseau historique de distribution d'eau d'Ottawa



Lookout onto the aqueduct / Sculpture: *Eel Spirit, Basket, and Fence* by Nadia Myre
Point de vue donnant sur l'aqueduc / Sculpture: *Eel Spirit,* 

Basket, and Fence par Nadia Myre

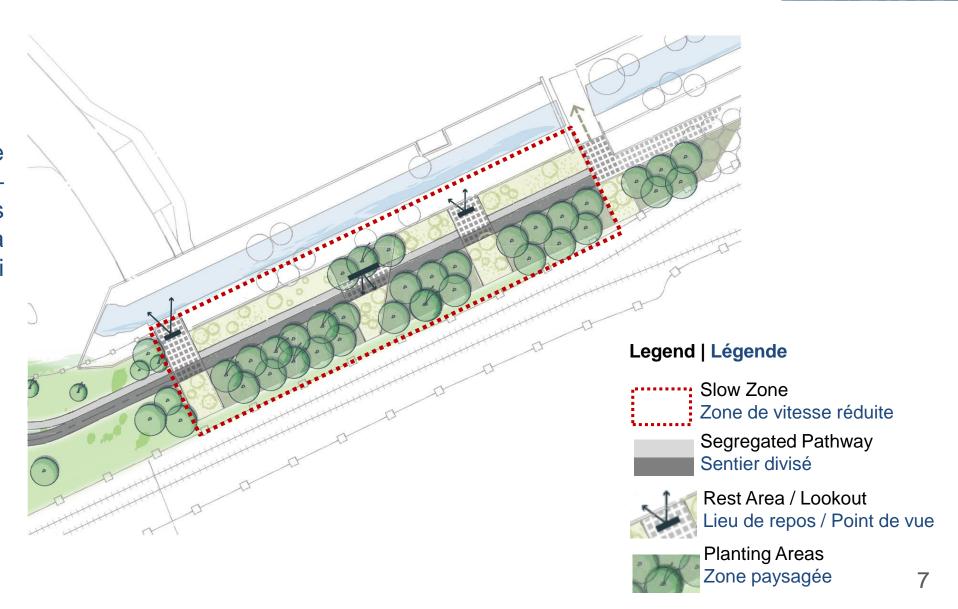
Douglas Sprott photo

Heritage bridge Pont patrimonial



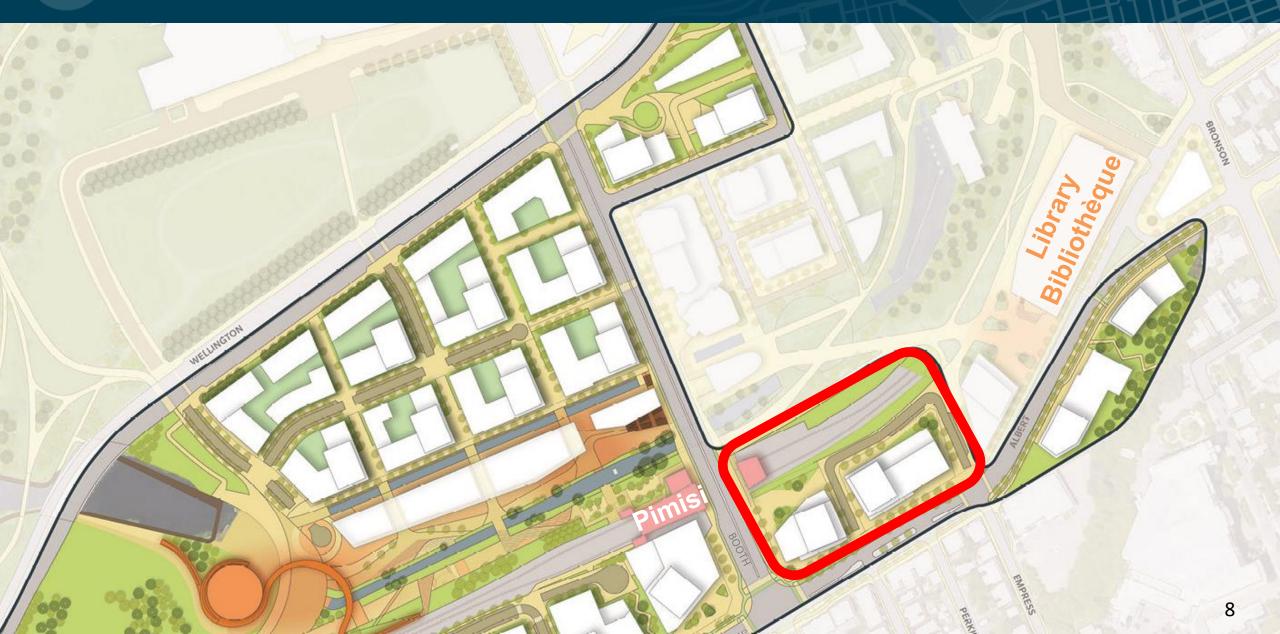
Segment 1: Slow zone transition to Pimisi plaza

Tronçon 1 : zone de vitesse réduite – Transition vers l'esplanade de la station Pimisi





## Library Parcel / Terrain de la bibliothèque





### Library Parcel / Terrain de la bibliothèque

### **Update on RFQ process**

- Open period extended to Feb. 8
- Shortlisted proponents will be announced at the April board meeting
- Release of the RFP in May

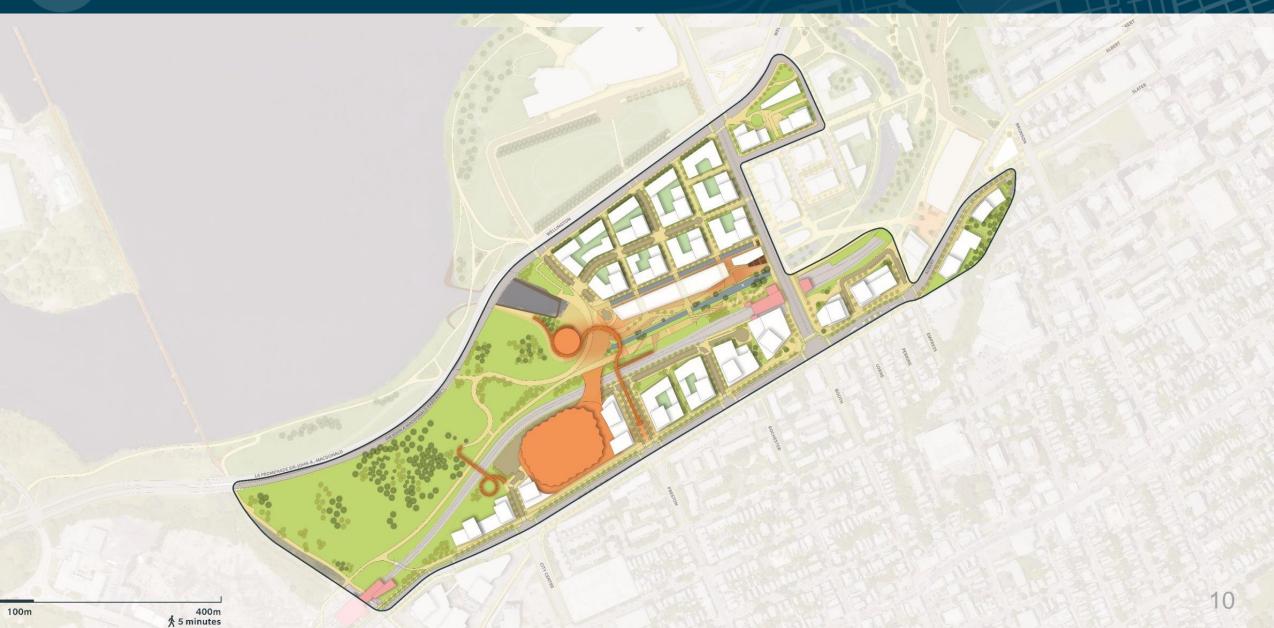
### Mise à jour sur la DDQ

- Date limite pour soumettre des propositions reportée au 8 février
- La liste des proposants qualifiés sera annoncée au CA d'avril
- Émission de la DP en mai



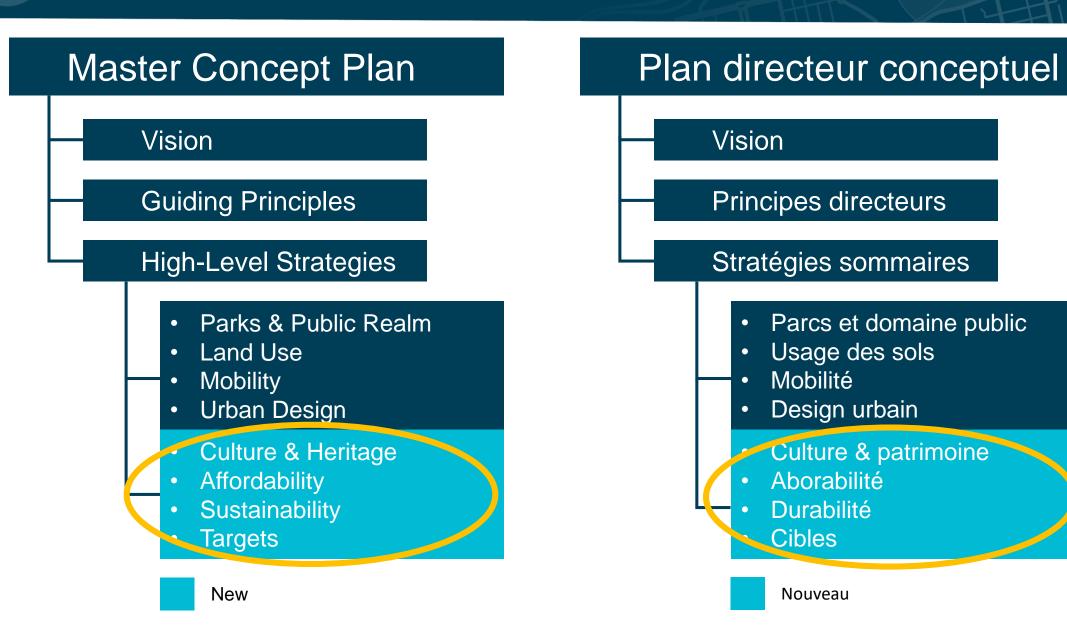


# NCC Master Concept Plan / Plan directeur conceptuel





### Master Concept Plan / Plan directeur conceptuel





# Next Steps / Prochaines étapes

Project Schedule Étapes	Timeline Échéancier
Pathway public consultation period  Période de consultation publique sur le projet de sentier	January-February 2021 Janvier-février 2021
Board consideration of complete MCP  Examen du plan complet par le conseil d'administration	April 2021 Avril 2021
Secondary Plan Amendment  Amendement au plan secondaire	Spring 2021 Printemps 2021
Announcement of shortlisted proponents for the Libary Parcel Annonce des proposants qualifiés pour le terrain de la bibliothèque	April 2021 Avril 2021
Pathway construction  Période de construction du sentier	Summer/Fall 2021 Été/Automne 2021

