



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2021-P202
To	Board of Directors
Date	2021-04-22

For DECISION

Subject/Title

Federal Land Use Approval for the LeBreton Flats Master Concept Plan and Presentation of the Library Parcel Request for Qualifications Evaluation Results

Purpose of the Submission

To obtain approval of the Board of Directors for the final version of the LeBreton Flats Master Concept Plan and present the shortlisted proponents for the Library Parcel procurement process.

Recommendations

- That the Federal Land Use Approval for the LeBreton Flats Master Concept Plan be granted, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
 - That the subsequent phases of public realm and infrastructure projects be subject to separate federal review and approval as Level 2s.
 - That the subsequent phases of planning, transactions and development projects be subject to separate federal review and approval as Level 3s.
 - That completion of the review process upon conclusion of consultations with First Nations and the City of Ottawa (Secondary Plan Amendment) be delegated to staff, if any resulting changes to the Master Concept Plan are minor;
- That the preparation and signature of the Federal Land Use Approval document for the LeBreton Flats Master Concept Plan and associated components be delegated to the Vice President, Capital Planning Branch.

Submitted by:

Kalen Anderson, Vice president, Capital Planning
Name

Signature

Submitted by:

Katie Paris, Director, Building LeBreton
Name

Signature

1. Authority

National Capital Act, sections 10 and 12

2. Project Description

Background

The LeBreton Flats Master Concept Plan is the long-term vision for the future of LeBreton Flats. The site is a 29-hectare (over 71-acre) property owned by the National Capital Commission (NCC). The plan area is bounded by the Sir John A. Macdonald Parkway and Wellington Street to the north; Albert Street and the escarpment to the south; the rail tracks north of the Trillium O-Train line to the west; and Booth Street, Lett Street and Commissioner Street/Bronson Avenue to the east.

The site has a rich history as part of the ancestral territory of the Anishinabeg peoples, a founding location of the City of Ottawa, and the site of early timber trade and electric power generation infrastructure along the Ottawa River. The site remained central to the social, economic and industrial development of Ottawa and Canada's Capital Region for 150 years and was home to thousands of residents who lived among businesses, industry and rail yards. Influenced by the 1950 Gréber Plan, the NCC expropriated the land in LeBreton Flats in 1962, displacing residents and industry. Following the expropriation and the removal of industrial infrastructure and residential buildings in 1964-65, the area remained vacant and has been subject to decades of planning efforts. Since then, affordable housing was constructed by the Canada Mortgage and Housing Corporation on the south side of Albert Street in the 1980s, a large area of the brownfield site was decontaminated, and the parkway was relocated, creating room for the Canadian War Museum, which was constructed in 2005. Additional features have been built in the Flats more recently, including housing development in the East Flats, two new O-Train stations on the LRT line that runs through the site, and construction of the new Ottawa Public Library and Library and Archives Canada joint facility.

In 2014 the NCC launched a procurement process including a design competition to develop LeBreton Flats, motivated to enhance the vibrancy of the National Capital by attracting a new public anchor use and to bring civic life back to the area. The process was terminated in early 2019 due to unresolved internal issues between members of the proponent joint venture.

In March 2019, the NCC Board of Directors announced the new Building LeBreton project, including the creation of a Master Concept Plan for the development of LeBreton Flats as a place of renewed national significance and local pride. Following a competitive process, O2 Planning + Design was retained as the planning consultant by the NCC for the development of a Preliminary Master Concept Plan (approved in January 2020 by the Board of Directors) and final Master Concept Plan (MCP) – the subject of this submission.

Final Master Concept Plan (MCP) Summary

The MCP's vision responds to the dual goals of establishing LeBreton Flats as both a destination and a place of pride for all Canadians, as well as a sustainable and inclusive community for local residents — a place that anyone can call home. The new vision puts the focus on a compact urban form that prioritizes active transportation and transit by creating a complete community. The MCP sets the strategy for future work to ensure that the vision becomes a reality.

The MCP includes seven guiding principles that were established based on public consultation to guide the future implementation of the LeBreton development.

The Plan is organized around four main districts to bring capital, destination and civic experiences to life, with each district contributing a core element to the Plan's overall identity. These districts work together to make LeBreton Flats a thriving cultural hub and diverse community grounded in a sense of history and place.

The MCP is structured around seven strategies. Three of those strategies were completed in the Preliminary Master Concept Plan:

- The **Parks and Public Realm Strategy** defines the overall structure of the community.
- The **Mobility Strategy** expands on the public realm and open space, laying the groundwork for how people move throughout and interact with their community.
- The **Land Use Strategy** defines the built form of LeBreton Flats, including densities and building heights, orchestrating office, residential, retail and other land uses into a functioning and thriving neighbourhood and destination.

The remaining four strategies are the subject of this approval. These strategies include:

- The **Built Form Strategy** is a set of flexible design guidelines tailored to protect the vision and goal of the MCP while allowing for design innovation over time.
- The **Sustainability Strategy** demonstrates climate leadership through innovative community design by putting LeBreton Flats on a path to becoming one of Canada's most sustainable, zero carbon communities.
- The **Culture and Heritage Strategy** recognizes the deep history of LeBreton Flats, including the Indigenous presence and the industrial heritage of the area, while establishing a new Capital destination that represents the cultural richness of Canada in all its diversity.
- The **Housing and Affordability Strategy** commits that 25% of the housing units in LeBreton Flats will be affordable by offering liveability and diverse housing options in partnership with public and private sector partners.

The final plan also includes flexible development targets. They are intended to guide long-term development at LeBreton Flats to achieve an appropriate mix of land uses:

- 12.5 hectares (30.9 acres) of parks and open spaces (43% of site)

- 520,000 square metres (5.6 million square feet) of overall development gross floor area
- 430,00 square metres (4.625 million square feet) of residential space
- 65,000 square metres (700,000 square feet) of office space
- 25,000 square metres (270,000 square feet) of retail space
- 4,000 dwelling units
- 7,500 estimated new residents
- 3,750 jobs post-construction

The final Master Concept Plan also includes a new section titled “Achieving the Vision,” which includes an overview of implementation approaches and phasing strategy. Of critical importance, this section of the MCP includes targets, which will be an accountability tool to demonstrate that the NCC is committed to achieving objectives connected to the project 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 project team will report to the Board of Directors annually on the overall project and progress on achieving the targets.

3. NCC Staff Analysis / Risks and Mitigations Measures

- The Preliminary Master Concept Plan was approved by the NCC Board of Directors in January 2020.

JDRP comments:

- The final Master Concept Plan received positive support and comments from the NCC-City of Ottawa Joint Design Review Panel (JDRP) on January 5, 2021. The JDRP also reviewed and provided feedback on the preliminary Master Concept Plan on two occasions in 2019.
- The final master concept plan incorporates key recommendations from City of Ottawa and NCC staff and the Joint Design Review Panel (JDRP), including:
 - Mixed use is key to creating the viability of the community and its success: encourage a commercial aspect to bring life to the site, particularly: mixed use blocks on Booth Street, visibility of the retail along the aqueduct, differentiation between mixed use and strictly residential areas.
 - A broader set of implementation guidelines and built form guidelines should be developed that should be more specific.
 - To have a walkable neighbourhood, strategies should be put in place to make streets more interesting, safe, and transparent; a pleasant microclimate, fragmented blocks, retail, quality shop windows, offices in podiums, rhythm of townhouses, etc.
 - The cultural indigenous and industrial footprint and history should be recognized through public art and other indicators of the past.

- Members support the affordable housing strategy, and especially the integration with social and affordable housing.
- Strengthen opportunities to activate the areas around the aqueducts, and the connection with water and the river.
- Encourage innovation.
- See Appendix C for details of JDRP comments.

Linked projects:

Library Parcel Procurement Process

- On October 30, 2020 a Request for Qualifications (RFQ) was launched to seek socially inclusive and sustainable development proposals for the first phase of development under the Building LeBreton project, the 1.1-hectare Library Parcel site located at 665 Albert St., in partnership with the Canada Mortgage and Housing Corporation through the [Federal Lands Initiative \(FLI\)](#).
- The RFQ was overseen by a fairness monitor and closed on February 8, 2021. Pursuant to the evaluation of the five (5) proposals received, three (3) proponents have been shortlisted and will be invited to participate in the second stage of the procurement process, the Request for Proposals (RFP). Those proponents are:
 - **Dream LeBreton** is a partnership between Dream Asset Management Corporation and Dream Impact Master LP. The Dream LeBreton design team is led by KPMB Architects and Perkins &Will, supported by Two Row Architect and Purpose Building, with PFS Studio as the Landscape Architect, Ellis Don as the construction manager and Innovation Seven as the Indigenous engagement consultant.
 - **One Planet Living LeBreton** is a partnership between the Windmill Development Group, Ltd (Windmill), Epic Investment Services (Epic) and Centretown Citizens Ottawa Corporation (CCOC) supported by Diamond Schmidt Architects, DTAH Landscape Architects and Ledcor Projects Eastern.
 - **Team Central** is a consortium led by Trinity Development Group along with their local partners Hobin Architecture as design lead, Morley Hoppner as construction manager, Ottawa Community Housing as owner and operator of affordable housing, and the Good Companions as the owner and operator of seniors' services.
- The RFP will be released to shortlisted proponents in May 2021 and a successful proponent is expected to be announced in January 2022.

LeBreton Flats Pathway

- The LeBreton Flats Pathway project entails the construction of 1-kilometre of universally accessible multi-use and segregated pathways.
- The objective is to provide a key link to the Capital Pathway and municipal cycling and pedestrian network as well as re-introduce users to the LeBreton Flats area.

- The project supports the MCP's Guiding Principles of "Create Connections" and "Make it Happen" while implementing some of the objectives of the Mobility Strategy and Parks and Public Realm Strategy.
- Construction is anticipated in summer 2021, with a fall 2021 opening.

Albert and Slater Streets Realignment Project

- The City of Ottawa is planning to undertake the reconstruction of Albert Street and Slater Street between Empress and Bay as well as Queen Street between Bronson and Bay and Bronson Avenue between Queen and Laurier.
- The MCP identifies Albert Street as a perimeter arterial street and the project is consistent with the MCP's development concepts and Mobility Strategy.
- The project will create complete streets focusing on improvements to accessibility and enhanced facilities for pedestrians, cyclists and transit users.

OPL-LAC Joint Facility

- The OPL-LAC Joint Facility will be a state of the art municipal-federal facility that will feature shared spaces between Ottawa Public Library and Library and Archives Canada, as well as unique spaces for each organization. It is an estimated 20,000 square metre in gross floor area and the facility will respond to rapidly developing technology, growing customer expectations and changing demographics.
- The minimum LEED Gold and net zero carbon building will offer great potential for creating an architectural landmark anchor within a contemporary development of LeBreton Flats.
- The project is seeking NCC approval in April 2021.

4. Strategic Links

- NCC Corporate Plan (2020-2021 to 2024-2025)
 - Corporate Priority 2: Facilitate the redevelopment of LeBreton Flats, and revitalize the islands and shorelines to become destinations of national significance.
 - Corporate Priority 4: Develop and communicate land use plans, and provide timely and effective coordination of federal land use and design in the National Capital Region.
 - Corporate Priority 5: Provide leadership in achieving an environmentally sustainable and resilient National Capital Region and exemplary stewardship of federal lands and assets.
 - Strategic Direction 1: Foster an inclusive and meaningful National Capital Region of national significance through strong relations with the public, Indigenous peoples and all orders of government.
 - Strategic Direction 3: Contribute to a thriving, connected and sustainable National Capital Region that inspires Canadians, through the planning, development and improvement of the NCC's assets.

- Plan for Canada's Capital (2017-2067)
 - The NCC will guide the redevelopment of LeBreton Flats as the nucleus of a revitalized district in the 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
- Sustainable Development Strategy (2018-2023)
 - Promote sustainable transportation and mobility in the National Capital Region.
- Ottawa River South Shore Riverfront Park Plan (2018)
 - Treat the eastern edge of the riverfront adjacent to LeBreton Flats as a signature transitional gateway with appropriate landscaping, and park furniture and amenities.
- Canada's Capital View Protection Plan (2007)
 - The foreground views protection measures for LeBreton Flats are formulated on the basis of protecting many views of the National Symbols by controlling the foreground of the viewsheds of two control viewpoints.
- Capital Pathway Strategic Plan (2020)

5. Consultations and Communications

- The Master Concept Plan was developed in close collaboration with the City of Ottawa.
- Since February 2016, the NCC has engaged on numerous occasions with Algonquin Nation representatives. In 2020, an Algonquin Working Group was established to provide a forum for dialog about the Building LeBreton project. The project team has also presented the project to the Algonquins of Ontario.
- The project team has engaged with the following key stakeholder groups during the development of the Preliminary Master Concept Plan:
 - Arts, culture and heritage groups
 - Affordable housing providers and advocates
 - Sustainability and active mobility advocates
 - Local homebuilders
 - Educational institutions, including school boards and post-secondary institutions
- The NCC has held several public consultations regarding LeBreton Flats with the public across the country in the past few years. For example, the project considered feedback from the public provided as part of a consultation held in 2016 in the context of a previous LeBreton Flats redevelopment project.
- During the current Building LeBreton project, two major public consultations were held to solicit input on the Master Concept Plan:
 - Public Consultation (in-person and online), June/July 2019: Identification of key ideas and important values for the redevelopment of LeBreton Flats
 - Public Consultation (in-person and online), November/December 2019: To validate the direction of the community structure and land uses proposed in the

- draft Master Concept Plan and seek input on future public realm and objectives related to guiding principles
- Reports for both consultations are included as Appendices C and D to the Master Concept Plan and are posted on the NCC's website.
- In mid-2020, the NCC established the Building LeBreton Public Advisory Group (PAG) comprised of 17 members of the community representing a variety of local organizations and interests. The mandate of the PAG is to assist the NCC with the creation and subsequent implementation of the LeBreton Flats Master Concept Plan by providing fair and balanced input in members' areas of expertise, and by sharing information with their communities. The PAG has provided input on the additional strategies in the final Master Concept Plan, as well as the targets. See Appendix D for a list of PAG members and the PAG Terms of Reference.

6. Next Steps

- Secondary Plan amendment application to the City of Ottawa, to update the LeBreton Flats secondary plan policies (based on 1997 LeBreton Flats Plan) to reflect the 2021 MCP: mid-2021
- Construction and opening of the LeBreton Flats Pathway: Fall 2021
- Announcement of a successful proponent for the development of the Library Parcel: January 2022

7. List of Appendices

Appendix A — Land Ownership Map

Appendix B — LeBreton Flats Master Concept Plan

Appendix C — Excerpts of the minutes of the January 5th, 2021 Joint Design Review Panel meeting

Appendix D – Building LeBreton Public Advisory Group Members and Terms of Reference

8. Authors of the Submission

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Kate-Issima Francin, Senior Land Use Planner, Federal Approvals, CP



**NCC
CCN**

**Joint Design Review Panel
Building LeBreton**

**Comité mixte de révision de la
conception - Bâtir LeBreton**



Excerpt of the Minutes

Meeting of January 5, 2021

Extrait du procès-verbal

Séance du 5 janvier 2021

Katie Paris presented an overview of the draft Building LeBreton Master Concept Plan. Members gave the following comments:

Enhance the Capital Experience

- The guidelines should enhance special features like the river and aqueducts. The opportunity to further enhance waterworks elements should be studied. A definitive statement about the second aqueduct should be added.
- Mention should be made to preserve the integrity of existing features and landmarks like the War Museum, to relate to them and make it a guiding feature in the downtown core.
- Detailed guidelines for interfaces should be developed.

Build Community

- Mixed use is key to creating the viability of the community and its success:
 - commercial aspect to bring life,
 - mixed use blocks on Booth Street,
 - visibility of the retail along the aqueduct,
 - differentiation between mixed use and strictly residential areas.
- Elaborated design guidelines could be beneficial, such as floorplate sizes and framing streets with midrise development.

Katie Paris présente un aperçu de l'ébauche du Plan directeur conceptuel pour Bâtir LeBreton. Les membres font les commentaires suivants :

Mettre en valeur l'expérience de la capitale

- Les lignes directrices devraient mettre en valeur les éléments particuliers comme la rivière et les aqueducs. On devrait saisir l'occasion de mettre les éléments d'eau encore plus en valeur. Il devrait y avoir une déclaration décisive au sujet du deuxième aqueduc.
- On devrait faire mention de la préservation de l'intégrité des repères et des monuments existants comme le Musée de la guerre, pour établir des relations avec ceux-ci et en faire des points de référence au centre-ville.
- On devrait élaborer des lignes directrices détaillées pour les zones de contact.

Bâtir une communauté

- La mixité des usages est essentielle pour créer la viabilité et le succès du quartier :
 - aspect commercial pour animer,
 - îlots mixtes sur la rue Booth,
 - visibilité des commerces de détail le long de l'aqueduc,
 - différenciation entre zones mixtes et purement résidentielles.
- Des lignes directrices de conception élaborées pourraient être bénéfiques, comme la taille des dallages et l'encadrement des rues par des immeubles de hauteur moyenne.

- Year-round access to spaces for physical activity should be provided (cycling, skating, etc.).
- Accessibility – an innovative ramp system could replace or augment the grand stairs at the aqueduct, given that elevators are not always available (no 24/7 access, breakdowns).
- Office spaces should be diversified to include cultural and social spaces. Affordability should go beyond housing: affordable commercial spaces and artist studios should be available.
- On devrait permettre l'accès à des espaces d'activité physique toute l'année (bicyclette, patinage, etc.).
- Accessibilité – un système de rampe innovateur pourrait remplacer ou enrichir le grand escalier près de l'aqueduc, étant donné que les ascenseurs ne sont pas toujours disponibles (pas d'accès 24/7, pannes).
- Les espaces à bureaux devraient être diversifiés et comprendre des espaces culturels et sociaux. Au-delà du logement, l'abordabilité devrait s'étendre aussi aux espaces commerciaux et aux studios d'artistes.

Create Connections

- The connection between the existing street network and the new one should be seamless.
- To have a walkable neighbourhood, strategies should be put in place to make streets more interesting, secure, and visible:
 - a pleasant microclimate,
 - fragmented blocks,
 - retail,
 - animated shop windows,
 - offices in podiums,
 - rhythm of townhouses, etc.
- Better relationships and linkages with the surrounding areas should be illustrated on the map: across Albert street to the south, and integration with the Bayview Yards plan.
- The proposed modal split supports the sustainable development objectives. However, interior parking spaces should be planned for residents to store their cars. Parking on streets should only be allowed for visitors and clients.
- Interprovincial connections should be thought through. Booth Street remaining a truck route is a concern.

Créer des liens

- La connexion entre le réseau actuel de rues et le nouveau réseau devrait se faire sans heurt.
- Pour avoir un quartier propice à la marche, on devrait mettre des stratégies en place pour rendre les rues plus intéressantes, sûres, et visibles :
 - un microclimat agréable,
 - des îlots fragmentés,
 - des commerces de détail,
 - des vitrines animées,
 - des bureaux dans les basiliaires,
 - le rythme des maisons en rangée, etc.
- On devrait illustrer de meilleures relations et de meilleurs liens avec les quartiers avoisinants sur la carte : au-delà de la rue Albert au sud, et intégration avec le plan de Bayview Yards.
- La répartition modale soutient les objectifs de développement durable. Cependant, on devrait prévoir des espaces de stationnement intérieurs pour que les résidents y entreposent leurs autos. Les stationnements de rue devraient être réservés aux visiteurs et aux clients.
- On devrait réfléchir sérieusement aux connexions interprovinciales. Le fait que la rue Booth demeure une rue pour le passage des poids lourds est inquiétant.

Value Nature

- The target should be to double the 10% of street trees in order to have a tree canopy that absorbs water into the ground, pollutants, and heat from the buildings, sidewalks and pavement.
- Planting should be continuous in beds as opposed to individual, as trees benefit from sharing bacteria and fungus, which increases the chances for survival and insures a better growth.
- Trees should be approximately 6 to 7 metres apart in order to create a mature tree canopy that provides shade during the day and cools the streets at night.

Foster Sustainability and Innovation

- Heat absorption should be considered in choosing cladding materials and materials for public spaces.
- Storm water management, use of grey water, porous pavement, etc. should be supported elements.
- Visitors should have access to drinking water and public washrooms.
- Timber should be explored as a building material strategy.

Honour the Past

- Algonquins and historians should be consulted for naming streets and places.
- Archaeological remains should be showcased in a way that allows conservation, with educative interpretation.
- The cultural indigenous and industrial footprint and history should be recognized through public art and other indicators of the past.
- The fact that LeBreton Flats was a low-income neighbourhood in the past should be

Valoriser la nature

- L'objectif devrait être de doubler le 10% d'arbres de rue pour avoir un couvert végétal qui absorbe l'eau dans le sol, les polluants, et la chaleur des immeubles, des trottoirs et des chaussées.
- La plantation se faire en fosses continues, et non de façon individuelle, car les arbres bénéficient du partage de bactéries et de champignons, ce qui augmente leurs chances de survie et leur assure un meilleur développement.
- Les arbres devraient être espacés de 6 à 7 mètres pour créer un couvert mature qui procure de l'ombre pendant le jour et qui rafraîchit les rues la nuit.

Favoriser la durabilité et l'innovation

- On devrait tenir compte de l'absorption de chaleur dans le choix des matériaux de revêtement et ceux utilisés dans les espaces publics.
- La gestion des eaux pluviales, l'utilisation d'eau grise, les revêtements poreux, etc. devraient être des éléments que l'on appuie.
- Les visiteurs devraient avoir accès à de l'eau potable et à des toilettes publiques.
- On devrait exploiter le bois dans la stratégie des matériaux de construction.

Faire honneur au passé

- On devrait consulter les Algonquins et les historiens pour la toponymie des rues et des lieux.
- On devrait exposer les vestiges archéologiques de façon à permettre leur conservation, et les accompagner d'une interprétation éducative.
- On devrait reconnaître l'empreinte et l'histoire autochtone et industrielle grâce à l'art public et d'autres marqueurs du passé.
- On devrait lier le fait que les plaines LeBreton étaient un quartier à faible revenu

linked to the affordable housing commitment of this project.

Make it Happen

- Members support the project, and especially the integration of affordable housing.
- There is an opportunity to go further in terms of sustainable and affordable housing, not just meeting City goals, as this is public land, and this links itself to the sustainable strategy of built form.
- A broader set of implementation guidelines and built form guidelines should be developed that should be more specific than the master plan. These could provide greater guidance on the materiality and landscape details as they relate to the pedestrian scale, including guidelines related to grade-related townhouses which would contribute to the character of the street.
- More elaboration is needed about the mid-rise buildings framing the streets. The typology will contribute to the streetscape and the long-term horizon. It is important to control where the height goes, which should be embedded in the plan.

Committee Secretary

à l'engagement de logement durable de ce projet.

Passer à l'action

- Les membres soutiennent le projet, en particulier l'intégration de logement abordable.
- Il existe une opportunité d'aller plus loin en ce qui concerne le logement durable et abordable, et de ne pas se contenter d'atteindre les objectifs de la Ville, puisque ce sont des terrains publics, et que cela est lié à la stratégie durable de l'environnement bâti.
- On devrait élaborer un éventail plus large de lignes directrices du bâti et de mise en œuvre qui devraient être plus précises que le plan directeur. Elles pourraient fournir une meilleure orientation quant aux matériaux et aux détails de l'aménagement paysager en ce qui concerne l'échelle piétonnière, y compris des lignes directrices liées au rez-de-chaussée des maisons en rangée, ce qui pourrait contribuer au caractère de la rue.
- Il est nécessaire d'élaborer davantage la stratégie des immeubles de hauteur moyenne qui bordent les rues. La typologie va enrichir le paysage de rue et l'horizon à long terme. Il est important de contrôler où vont être les immeubles en hauteur, ce qui devrait être incorporé dans le plan.

Secrétaire des comités

Caroline Bied

CAROLINE BIED

Building LeBreton

Public Advisory Group

April 22, 2021

The National Capital Commission has established a public advisory group (PAG) for Building LeBreton as part of its broader public engagement approach for the project. The PAG will help ensure that social, environmental and economic benefits are achieved throughout the project in a way that reflects community needs and aspirations.

The mandate of the PAG is to assist the NCC with the creation and subsequent implementation of the LeBreton Flats Master Concept Plan by providing fair and balanced input in members' areas of expertise, and by sharing information with their communities. Through in-depth discussions, information sharing and collaboration, the PAG will be an important community-building partner for the project.

Member	Organization/Interest
Co-Chair: Michael Powell	Dalhousie Community Association
Jason Burggraaf	Greater Ottawa Homebuilders Association
Catherine Callary	Ottawa Tourism
Blaine Cameron	Acorn Canada
Sueling Ching	Ottawa Board of Trade
Claudette Commanda	Algonquin representative
Sharon Coward	EnviroCentre
Zeynep Ekim	Heritage Ottawa
Caroline Guimond	LeBreton Flats resident
Trevor Haché	Healthy Transportation Coalition
Emilie Hayes	Somerset West Community Health Centre
Lori Mellor	Preston Street Business Improvement Area
Adam Melnick	Heat and Frost Insulators and Allied Workers Local 95
Heather Moore	National Arts Centre
Ashley Reynolds	Acorn Canada
Jamaal Jackson Rogers	Origin Arts and Community Centre
Catherine Vandelinde	Ottawa Social Housing Network

NCC Building LeBreton Public Advisory Group: Terms of Reference

As the Building LeBreton project moves to complete the final Master Concept Plan, apply for an Amendment to the City of Ottawa Official Plan and begin the first Phase of development with the Library Parcel, the National Capital Commission (NCC) is seeking to create a Public Advisory Group (PAG), as part of its broader public engagement approach for the project.

Members will form an active and inclusive group that will be invited to provide advice and expert knowledge, formulate opinions, act as a liaison with the community, share views on the potential future users and community at LeBreton and make recommendations on topics that affect the community.

Mandate, Purpose and Objectives:

The mandate of the Group is to assist the NCC with the development and subsequent implementation of the LeBreton Flats Master Concept Plan and future phases of development by providing fair and balanced input in members' areas of expertise, sharing information with their community members and formulating opinions on topics of interest to the community.

The Public Advisory Group will play a key role in reviewing project proposals, sharing expertise and linking the project to community priorities. The PAG will also provide recommendations to the NCC Board of Directors on key issues related to the Master Concept Plan and future phases of development.

It is the NCC's hope that seeking a wide variety of views will help shape a number of key project milestones. Additional peer-review will be provided through the project's Joint Design Review Panel (JDRP) and the NCC's Advisory Committee on Planning, Design and Realty (ACPDR).

More specifically, the Committee will provide support, expertise, advice and connections in the following core areas:

- Community-building, user experience and housing affordability
- Health and sustainability
- Economic development and tourism
- Sustainable transportation
- Arts, culture and heritage

The NCC will seek the advice of the Group in validating the objectives and targets for the procurement processes for the phased implementation, including the development of the first phase, the Library Parcel. It will then provide feedback on the Library Parcel to the NCC and the chosen developer throughout the project.

Principles:

The Committee's work will be guided by the *NCC's Public Engagement Policy*, that includes the following principles:

Transparency

Organizers shall make the purpose and objectives of engagement activities clear to participants, and shall explain in unambiguous terms how and to what degree participant input can shape the outcomes of the plan or project under discussion.

Meaningfulness

In instances in which input is solicited from the public, outcomes shall not be predetermined. Participants shall be given opportunities to express their ideas and preferences, provide feedback on proposed decisions, and consider alternatives.

Respect

Members of the public will participate and contribute their thoughts and ideas in a respectful manner, as per the *NCC's Code of Conduct and Etiquette for Public Meetings*, in order to ensure constructive proceeding.

Inclusiveness

The venues where public engagement activities are held shall be universally accessible and content/material prepared and presented should be designed to facilitate the participation of a wide range of clients, including those people who are mobility, vision or hearing-impaired.

Clarity

All participants shall have access to relevant, timely, and clear information regarding project specifications. This information shall be written in plain, simple language intended to be easily understood by non-experts in keeping with the *Communications Policy* of the Government of Canada.

Accountability

Participants shall be informed of the outcome of public engagement activities in which they participate. In the case of activities in which public input is solicited, the NCC shall draft and publish public consultation reports that address participant feedback.

Responsiveness

The NCC shall address inquiries and constructive comments from the public in a thorough and timely fashion.

Consistency

While recognizing that each project has its own unique characteristics and requirements, the policies, processes and principles described in *NCC's Public Engagement Policy* shall be applied uniformly from project to project, and from one community of interest to another, in a manner that promotes fairness and equity.

Responsibilities:

In its advisory capacity, the PAG presents an opportunity to gather valuable perspectives and recommendations for the implementation of the Master Concept Plan for topics that are of interest to the community, for consideration by the NCC.

Meetings will be scheduled at key points during the project to discuss opportunities and ideas that address community interests as part of implementation of the Master Concept Plan. Members will be expected to review documentation provided by the NCC prior to the meeting and prepare to share their views, as well as engage in informed dialogue in order to recommend solutions and provide a variety of views throughout the planning stages.

The PAG's composition will reflect the range of community and other interests at stake. Each group member must be willing to rise above advocacy for the specific goals of their organization and to work toward fair and reasonable accommodation of all interests in the process.

The Building LeBreton project team will provide all of the relevant information, presentations and studies for the Group's activities, along with contributing to the agenda development. NCC Public Affairs will liaise with Group members and the project team to ensure seamless information-sharing.

The co-chairs will be responsible for leadership of the Group and for ensuring that the PAG operates effectively. In performing this role, responsibilities will include:

- Convening and managing the conduct of Committee meetings, developing the meeting agendas, and the length of presentations to allow enough time for meaningful discussion;
- Facilitating open and constructive communications between Group members and encouraging their contribution to all Group deliberations;
- Reporting out on Group discussions and acting as spokespeople with the media; and
- Ensuring all views are heard in a safe, open and honest manner, and that the *NCC's Rules for Etiquette and Decorum at Public Meetings* are followed by all participants.

Members will be expected to:

- Work collaboratively with colleagues who have different and sometimes competing views and interests, and to fairly balance advocacy with collaboration;
- Effectively represent one (or more) of the key sectors related to the development of LeBreton Flats;
- React to ideas, provide advice and identify solutions;
- Share information with their varied constituent groups and gather feedback.

The roles of Committee ex officio members will be to:

- Attend meetings to observe
- Report to their relevant organization

NCC will provide resources to manage logistical and operational support for the meetings.

Recruitment Process:

NCC will identify key stakeholders and relevant experts in the core sectors identified in the mandate, purpose and objectives of the Group.

Where a specific individual has been identified, NCC will communicate with them and discuss their membership in the PAG and invite them to submit their resume for consideration. Where an organization is identified, NCC will ask them to submit two resumes for consideration, with each individual having relevant experience in their field.

The terms of Group members will initially be for two years with possibility of renewal for one or two years.

Gender balance, diversity and other public values will also guide the selection.

Composition:

The Group will consist of approximately 15 volunteer members selected from key stakeholders throughout Canada's Capital Region.

Members will represent the following sectors:

1. Local Community Association
2. Affordable Housing
3. Active Transportation
4. Sustainability
5. Health, Social Services, and Child Care/Education
6. Arts and Culture
7. Heritage
8. Labour and Employment
9. Homebuilding/Construction
10. Indigenous representative
11. Local business and economic development
12. Tourism
13. Local resident representatives (2)
14. Affordable housing user representative

Representative(s) from the NCC's Building LeBreton team and City of Ottawa will be included as ex officio members (number and position of members may vary depending on meeting context).

The Group will be co-chaired by two members selected by the Group's membership to act as co-chairs:

- An individual selected by the Committee, and
- The NCC's Building LeBreton Project Director

Activities and Frequency of Meetings:

The Group will:

- Meet at the beginning of each of the phases of the LeBreton Flats redevelopment project. The NCC anticipates quarterly meetings, although the schedule of meetings will be flexible to ensure the Group is able to provide input at key points in the project.
- Meet in the NCC's Urbanism Lab located at 40 Elgin Street, in Ottawa, or virtually using NCC video-conferencing platforms.
- Conduct meetings in both official languages; members and participants can use the official language of their choice.
- Establish quorum at 8 members (considering 15 members), not including ex-officio members.
- Not replace members by substitutes at meetings, except as permitted by the co-chairs.
- Publish its minutes to the public.

- Have the option to establish subcommittees and/or special committees to carry out special tasks.
- Suggest changes to the Terms of Reference for consideration by the NCC.
- Exchange information via email newsletters in addition to its in-person meeting.
- Special meetings may be convened, as needed.

Relevant Project Milestones:

The following upcoming project milestones will guide the frequency and timing of meetings:

PROJECT MILESTONE	TIMING
Remaining strategies to complete the final Master Concept Plan	Summer 2020
Evaluation criteria for procurement of first development phase (library parcel)	Fall 2020
Evaluation criteria for procurement of the next development phase	Winter 2021
Initiation of public realm planning	Spring 2021

Transparency:

The NCC is committed to transparency and keeping the public informed of its engagement activities. It will therefore be publishing the names of the PAG participants, agendas, meeting minutes and summaries of recommendations, along with the NCC's responses, where applicable.

Confidentiality and Privacy:

Confidentiality on some aspects of the discussions may be required to ensure the integrity of the commercially sensitive information. Under the direction of the co-chairs and NCC's Legal Services division, the NCC will define rules regarding non-disclosure agreements. As NCC is a federal Crown Corporation, it is subject to the privacy policies of the Government of Canada, including the *Access to Information Act* and *Privacy Act*, and as such all proceedings and documentation will be subject to these acts. Participants may need to sign a security declaration.

Conflict of Interest:

If a Group member faces a real, apparent or potential conflict of interest relating to a matter before the Group, that member will inform the Chairperson of the Group (or, in the case of the Chairperson, he or she will inform the NCC Public Affairs contact) prior to consideration of the matter by the Group. If the Chairperson of the Group, or the NCC, as the case may be, concurs that such conflict exists, she/he will disclose to the Group the member's interest and the member will not participate in the consideration.

End of service:

The end of service for membership shall take place within 10 days' notice from the Group member or the NCC.