



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2021-P185
To	Board of Directors
Date	2021-01-21

For DECISION

Subject/Title

Claridge LeBreton Flats – East Area, Phase 4 Development

Purpose of the Submission

To obtain Federal Land Use and Design Approval (FLUDA) for the development proposed by Claridge Homes in the East Area of LeBreton Flats, at 301 and 324 Lett Street (referred to as Phase 4).

Recommendation

- That the Federal Land Use and Design Approval for the Claridge LeBreton Flats East Area Phase 4 development be granted, pursuant to Instrument no. OC521623 and Schedule A of the 2019 agreement between the National Capital Commission and Claridge Homes, subject to the following condition:
 - That the preparation and signature of the FLUDA document for the Claridge LeBreton Flats East Area Phase 4 development be delegated to the Vice President, Capital Planning Branch.

Submitted by:

Kalen Anderson, Vice President, Capital Planning Branch
Name

A handwritten signature in black ink, appearing to read 'Kalen Anderson'.

Signature

1. Authority

This review is being conducted under the provisions of the 2005 Restrictive Covenant OC521623, registered on title in favour of the NCC at the time of the land transaction and the subsequent 2019 Agreement between NCC and Claridge Homes (“Claridge” or “the Proponent”).

2. Project Description

Claridge entered into an Agreement of Purchase and Sale with the NCC in 2004 for lands in the East Flats area of LeBreton Flats. The NCC registered two Restrictive Covenants on the property.

Claridge developed the first three phases of the property in accordance with the terms of the applicable Covenant, which included the NCC’s *LeBreton Flats Private Development Design Guidelines* (2004) and the NCC-approved *Conceptual Design Project Report* (2004).

In 2017, Claridge proposed an updated transit-oriented design concept, with significantly higher density and increased building heights. In 2018, the City of Ottawa approved amendments to the Official Plan and the Zoning By-law to enable the proposed mixed-use development with high-rise towers for the remainder of the site, subject to holding provisions.

As a result of the increased density permitted in the municipal zoning, Claridge applied for an amendment of the NCC 2004 Agreement to allow for the additional density on the subject lands. The NCC Board of Directors approved an Agreement in 2019 between the NCC and Claridge which permitted the development of the remainder of the site based on a new mixed-use development concept described in *The East Flats – Planning Rationale & Design Brief* (2017). The NCC received compensation for the additional density.

The 2019 Agreement allowed for the Covenant to remain on title, including the retention of the NCC’s rights to approve the design and development of the balance of Claridge lands at LeBreton, under the provisions of Schedule A (see Appendix 1). Schedule A carries forward key planning and design principles from the 2004 Guidelines, while enabling higher density.

The proposal that is the subject of the present submission is for the construction of two tower and podium structures to be built on the block bordered by Fleet, Lett and Lloyd Streets (see Appendix 2 for location plan). The North tower (on Fleet Street) would be a 25-storey condominium, with a daycare (space for 50 children) and grade-related residential or live/work loft style units in the podium. The South tower (on Lett Street) would be a 30-storey purpose-built rental with 740 m² of retail on the first and second storeys of a portion of the 5-storey podium. A total of 595 new residential units would be

created on the site, including a mix of unit types and sizes ranging from two-storey loft units, through studios, to 3-bedroom apartments. The two buildings would be separated by a mid-block landscaped pedestrian passageway and outdoor amenity area which would be accessible to the public.

Both buildings aim to achieve a street-oriented, pedestrian-friendly neighbourhood character, through frequent active doorways, installation of urban furniture (benches, bike racks) and vegetation including street trees, as well as a lower (1 storey) podium height adjacent to the mid-block passageway. Separation between public and private spaces is addressed through a combination of grade changes, landscape buffers, and use of decorative weathering steel (Corten) screens in front of glass walls giving onto the mid-block passageway.

The architecture of the buildings and design of the public realm includes features that tie in this phase of the development with previous phases located across the street, the heritage of the area, and also the future taller towers anticipated as part of the next development phase (Phase 5, along Booth street).

3. NCC Staff Analysis / Risks and Mitigations Measures

The NCC scope of review is set and limited by Schedule A of the 2019 Agreement (see Appendix 1), which identifies the key planning and design principles carried forward from the 2004 Guidelines and Report. The principles identified in Schedule A are organized in six categories: Public Realm; Pedestrian Experience; Architecture; Heritage; Complete Community; and Sustainable Design. The Proponent has addressed all the criteria identified in Schedule A:

- The proposal includes a high-quality public realm that is fully accessible.
 - The proponent addressed the Advisory Committee on Planning Design and Realty's (ACPDR) comments to increase the minimum width of the publicly-accessible mid-block passageway to 3 metres, with the space being wider along much of its length.
 - The proposal includes appropriate and high-quality urban furniture that is integrated into the design to support an active public realm.
 - Public utility infrastructure will be screened using materials in keeping with the broader public realm design. Details of the screening will be developed by the proponent in collaboration with utility providers and monitored by NCC staff as a condition of approval.
- The proposal will create a pleasant pedestrian experience through the use of human-scale elements in the podium structure, active frontages with frequent active doorways, and landscaping including street trees on all frontages to ensure comfort in all seasons.
- The architecture is of high quality, is designed to LEED Silver standards, and reflects the heritage of the area. Where the public realm interfaces with private spaces such as residences and pools, landscaping and architectural screening is provided to preserve comfort of residents and passers-by.

- Spaces near residential lobbies are allocated for exterior seating and potential installation of public art.
- The development will provide for a mix of housing types that would support an inclusive community.
 - This phase includes both rental and condo units.
 - The proponent is working with the City of Ottawa to finalize the affordable housing model to be used for the development, in alignment with the LeBreton Flats affordable housing agreement.
 - 15% of both the rental and condo units will be fully adaptable to be accessible units, and all units and amenities can be accessed through a barrier-free path of travel, which is the principal path.

The proposal respects the approach of the mixed-use development concept described in *The East Flats – Planning Rationale & Design Brief (2017)* and is broadly aligned with NCC policies.

NCC staff have worked closely with City of Ottawa staff on the review of this proposal to ensure that it respects both federal and municipal policies applicable to the development.

The final proposal recommended for approval substantially incorporates all comments provided to the proponent by NCC staff and the ACPDR.

Relationship to future development

A public park will be built to the South of the site. While the Park development is separate from the Phase 4 development that is the subject of this approval, it is anticipated that the park will be developed in coordination with Phase 4.

Claridge is proposing to design the park. This park will become a key amenity and will also provide a connection to Pimisi Station for this and future developments in the East Flats area. A key issue that NCC staff are monitoring is the ongoing negotiation between Claridge and the City of Ottawa around details of financing for above-base improvements. Once built, Claridge would convey the park to the City of Ottawa.

4. Strategic Links

- The NCC team working on the LeBreton Flats Redevelopment – Master Concept Plan has had an opportunity to review and provide input to this proposal.
- Plan for Canada's Capital (2017-2067)
- Canada's Capital Core Area Sector Plan (2005)

5. Consultations and Communications

The proponent is responsible for communications and public consultation requirements (municipal).

6. Next Steps

Ongoing – Proponent working with City of Ottawa to obtain all required municipal approvals and permits, including ongoing negotiations regarding affordable housing provisions.

Summer 2021 – Start of construction, subject to market conditions.

7. List of Appendices

Appendix 1 – Schedule A: Planning and Design Principles (Restrictive Covenant OC521623)

Appendix 2 – Location Plan

8. Authors of the Submission

Kalen Anderson, Vice President, Capital Planning Branch (CP)

Isabel Barrios, Director, Federal Approvals, Heritage and Archaeology Programs, CP

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Marion Gale, Senior Land Use Planner, Federal Approvals, CP

Schedule A

This Notice relates to Instrument no. OC521623 (the "Covenant").

The National Capital Commission's approval rights of any development on the property under paragraphs 1 and 2 of the Covenant shall be limited to the enforcement of the following key planning and design principles that are being carried forward from the *LeBreton Flats – Private Design Guidelines* dated June 25, 2004 and the *Conceptual Design Project Report* dated October 14, 2004, as amended:

Public Realm

- Approach to the public realm on private land, adjoining streets and open spaces shall be consistent and comprehensive with a focus on high-quality materials, urban design and landscaping.
- Highest standards of accessibility shall be integrated into all public realm components including access to the aqueduct and Booth Street.
- Resolution of grade separation between the mid-block mews and Booth Street is required in order to achieve desired pedestrian connectivity. Public realm design shall address retaining wall along Booth Street (e.g., public art, plantings, etc.)
- Public utility infrastructure shall be screened from view and/or integrated into proposed buildings

Pedestrian Experience

- Design for a four-season experience at the pedestrian scale with high quality, active frontages along Booth Street and the aqueduct.
- Street trees shall be integrated along all building frontages. High quality urban furniture including benches, waste receptacles, and pedestrian lighting shall be integrated where appropriate.

Architecture

- Building facades shall employ high quality materials with a focus on durable and natural products. Glazing at lower elevations shall be transparent allowing views into ground floor spaces.
- Exterior building services and communication equipment shall be architecturally integrated and screened from view of public rights-of-way.



Heritage

- Heritage Features including the aqueduct and related structures shall be protected and enhanced in accordance with municipal requirements.
- Public realm components forming part of the New Site Development Concept shall be well-integrated with the pathways, open space and parkland proposed along the entire length of the heritage aqueduct. Opportunities for public interpretation and public art shall be integrated.

Complete Community

- A diverse mix of housing types and tenures shall be provided.
- The commitment to developing affordable and accessible housing in the interest of creating a complete and inclusive community shall be retained.

Sustainable Design

- Green building standards shall be adopted to ensure enhanced sustainability performance

The terms of the third paragraph of the Covenant shall not be amended and shall remain in full force and effect:

The Owner of the property agrees that it shall not commence construction of any building or other structure or works on the property or any part thereof until the National Capital Commission has reviewed and approved in writing the conceptual and detailed design drawings submitted to the National Capital Commission by the Owner for such building or other structure or works.



Appendix 2 – Location Plan

