



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2019-LB01-1
To	Board of Directors
Date	2019-09-17

For	INFORMATION
Subject/Title	
Building LeBreton Project Update	
Summary	
<p>Since launching the Building LeBreton project in March, the NCC conducted a public consultation in June 2019 and began incorporating public input into the renewal of a Master Concept Plan for LeBreton Flats. A consulting firm, O2 Planning + Design, was retained following a competitive process and has begun work to update the Master Concept Plan and create a development phasing strategy describing how the plan's vision will be implemented over time.</p>	
Risk Summary	
<p>Implementation of the public's ideas to transform the LeBreton Flats site may be constrained by market feasibility and site conditions, including contaminated soils and geotechnical and infrastructure encumbrances. The Master Concept Plan phasing strategy will allow necessary flexibility and adaptability to respond to market conditions and maximize opportunities.</p>	
Recommendation	
N/A	

Submitted by:

Name

Signature

1. Strategic Priorities

- **NCC Corporate Plan (2018-2019 to 2022-2023):**
 - Priority 2: Facilitate the redevelopment of LeBreton Flats and the islands in becoming signature destinations of national significance.
 - As part of its long-term strategy to engage Indigenous peoples, the NCC will continue its dialogue and proceed with formal consultations on projects being undertaken at LeBreton Flats and the surrounding area.
- **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

Pursuant to Section 10(1) of the National Capital Act, the NCC's objects and purposes are to prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order that the nature and character of the seat of the Government of Canada may be in accordance with its national significance.

Section 10(2)(a) of the National Capital Act allows the Commission to acquire, hold, administer or develop property.

3. Context

The NCC is creating a renewed vision for the redevelopment of LeBreton Flats as a place of national significance and local pride. Public input will help inform an updated Master Concept Plan outlining a cohesive vision for the site, including signature public spaces, land uses, transportation networks and major attractions. The Building LeBreton project will also be shaped by existing plans and development objectives. The

overarching vision in the Master Concept Plan will enable the NCC to implement the plan in a strategically phased and coordinated manner.

Public Consultation #1

In order to ensure that early public feedback shapes the direction of the Master Concept Plan, the NCC conducted a consultation in June 2019.

The in-person consultation was structured around a series of five interactive activities that aimed to provide participants with opportunities to share their thoughts, ideas and vision for LeBreton Flats and to react to the project's draft guiding principles. Approximately 400 people attended the event, participating in activities of their choice. The event was held at the Canadian War Museum on Tuesday, June 18, 2019 and was advertised in local newspapers, multiple online channels and via bus shelter ads.

An interactive online survey was developed to allow interested Canadians from across the country to participate online. The survey was fully accessible in English and French and mirrored the questions posed at the open house. More than 2,000 people participated online, with 1,243 surveys completed and 846 partially completed. The survey was advertised nationally online and was available from June 18 to July 2, 2019.

Feedback Highlights

A full public consultation report (Appendix A) contains a thorough analysis of feedback received from the open house and online survey. The primary findings are described below.

Big ideas: Among those participants who shared their big ideas for LeBreton Flats, most emphasized community, noting that they would like to see mixed-use, human-scale development that balances business, residential and recreational areas with family-friendly event or entertainment space.

Guiding principles: Participants provided a vast range of feedback across all six guiding principles, with “enhancing the Capital experience” and “valuing nature” receiving the largest share of comments. A significant percentage of participants also prioritized “creating community,” and were drawn to “building excellence through innovation.”

Capital experience, community and connections: A majority of participants indicated that a major event space, museum or public attraction (e.g. arena, theatre or concert hall) would enhance LeBreton Flats. Participants expressed similar interest in site design, suggesting that amenities like a skating rink, community pool, grocery store, local shops and cafés, parks and child-friendly entertainment space would help create a dynamic and vibrant neighbourhood. In addition, participants prioritized riverfront access and enhanced connectivity to nearby communities — and the region at large — by

optimizing public transit and creating safe, accessible pathways for pedestrians and cyclists.

Valuing nature and building excellence through innovation: Participants advocated for green space and the preservation of existing natural features such as the riverfront, aqueduct and local limestone landscape. They also encouraged the use of innovative architecture and design to complement and protect the surrounding environment. Participants viewed sustainability as key to building excellence, and suggested enhancing the site with renewable energy, green building techniques and native vegetation.

Honouring the past: When considering this principle, participants strongly advised that Indigenous communities be meaningfully engaged and represented in decision making. These participants urged the NCC to honour the site's past by incorporating Indigenous language, art, music and history into site amenities and building design, and by creating a space for Indigenous peoples to use on the site itself.

Ensuring success: When asked for ideas about how to make the LeBreton Flats redevelopment a success, public consultation participants overwhelmingly pointed to the planning and development process. In particular, participants were keen to see ongoing public engagement, realistic and attainable timelines, and minimal construction delays.

Integrated Design Process

Following the public consultation, the NCC and O2 Planning + Design kicked-off the renewal of the Master Concept Plan through an integrated design process. This weeklong series of workshops involved subject matter experts from the NCC, the City of Ottawa and the private sector in fields such as planning, transportation, urban design, infrastructure, engineering, real estate, parks, environment and sustainability, affordable housing and heritage. The work is also coordinated closely with the City's Light Rail implementation Office and the new Ottawa Public Library and Library and Archives Canada Joint Facility.

4. Options Analysis

The NCC committed to revising the guiding principles based on public input. After reviewing the feedback in detail, the project team has established the following revised guiding principles on which the project objectives will be based:

Original	Revised
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Enhancing the Capital Experience

Reflect the national significance of LeBreton Flats by creating an ambitious new Capital destination that celebrates Canada and its values.

Enhance the Capital Experience

Reflect the national significance of LeBreton Flats by creating an ambitious new Capital destination that celebrates Canada.

Creating Community

Create an inclusive place where anyone can live, work and play. Provide for facilities, services and public spaces that are active, lively and flexible and that contribute to community health and well-being.

Build Community

Create an inclusive place where anyone can live, work and play. Provide for facilities, services and public spaces that are active, lively and flexible and that contribute to community health and well-being.

Valuing Nature

Prioritize the importance of the environment, both through design that enhances and protects the natural features of the site including creating access to waterways, as well as through climate mitigation and resiliency measures that aim to achieve a zero carbon community.

Value Nature

Prioritize the importance of the environment through design that restores, enhances and protects the natural features of the site, and provides greater accessibility to waterways. Utilize green infrastructure, promote biodiversity and create new green spaces.

Ensuring Connections

Capitalize on the existing transit and active-transportation network to encourage people to visit LeBreton Flats using an accessible, safe mobility network, based on a Vision Zero approach that aims to eliminate transportation fatalities.

Create Connections

Connect people and place by creating interactive public spaces and linking to amenities and surrounding communities. Build on access to LRT, and establish active transportation networks using a Vision Zero approach.

Building Excellence Through Innovation

Pilot approaches that establish best practices in all areas, including sustainability, design and economic opportunity.

Foster Sustainability and Innovation

Embed a culture of excellence throughout the lifecycle of the project, and provide opportunities for innovation in design and sustainability. Build in climate mitigation and resiliency measures to aim to achieve a zero carbon community.

Honouring the Past

Honour the rich Indigenous presence in the region in the planning and design of the redevelopment. Interpret the role LeBreton Flats has played in the development of the Capital, and the lasting effect of important milestones, including the community's expropriation.

Honour the Past

Honour and interpret the role LeBreton Flats has played as a place of significance for Indigenous peoples and in the development of the Capital, and connect this story to the site's future. Recognize the lasting effects of important milestones such as the community's expropriation.

Additional principle

Make It Happen

Ground the vision in a strategic implementation approach supported by market feasibility. Consult with the public and collaborate with partners to support timely progress and generate social, environmental and economic returns.

5. Financial Details

N/A

6. Opportunities and Expected Results

The project team and O2 Planning + Design will incorporate direction from the public in terms of "big ideas" to be included in the forthcoming draft Master Concept Plan. These include the following:

- A pressing need to create an active and attractive waterfront, public places and green spaces.
- An interest in public amenities, including community facilities and major attractions.
- The need for affordable housing to ensure that the community is accessible to all.
- A desire to connect the future of LeBreton Flats to its past, by honouring historical and cultural aspects of the site.
- A connected and safe transportation network that capitalizes on the introduction of two light rail stations at LeBreton Flats.

7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Planned Response
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	H/M/L	H/M/L	
Market feasibility and site constraints, including contaminated soils and infrastructure, could limit proponents' interest or ability to pursue "big ideas" identified by the public.	M	M	- Implementation of the Master Concept Plan through strategic development phasing allows for a flexible approach that can adapt and respond to market conditions and emerging needs/proposals.
Schedule pressure may necessitate decision making with incomplete information or insufficient time for consultation.	M	M	- Strong communications and regular briefings should help mitigate significant risks; continuous attention will be given to coordination within the LeBreton Flats Task Force, between branches, with senior executives and with the Board Ad Hoc Committee.
The federal election caretaker period will restrict public engagement activities during a critical period of the plan development.	M	L	- Early public engagement happened June 18, 2019. A second round of public engagement will happen right after the caretaker period in November 2019. - Targeted stakeholder engagement will be ongoing during this period.

8. Consultations and Communications

The NCC has had numerous meetings with Algonquin Nation representatives since February 2016 in order to undertake and maintain meaningful engagement. To continue advancing this dialog, the NCC has proposed establishing a working group which would allow for increased frequency of meetings with Algonquin representatives. This dialog is expected to be ongoing throughout the development of the Master Concept Plan and the ultimate implementation of the project. As part of the Master Concept Plan consultation framework, O2 Planning + Design will work with the NCC to implement a broader Indigenous engagement strategy.

Implementation of the targeted stakeholder outreach strategy continues. More than 20 arts, heritage and culture organizations participated in a focused discussion in August and provided valuable insights into the needs of the local arts community and opportunities to create conditions for culture to thrive. A roundtable discussion

concerning affordable housing is planned for September. Direct outreach to educational institutions and government agencies will be a focus in September. The project team continues to maintain a dialog with other key stakeholder groups, including the Ottawa Board of Trade, Ottawa Tourism, community groups and an emerging Community Benefits Coalition.

In October, subject-matter experts from the NCC and City of Ottawa will reconvene for a second integrated design process to continue working in close collaboration and achieve project timelines.

A second public consultation to seek feedback on the draft Master Concept Plan is planned for November 2019.

9. Next Steps

- October 2019: Presentation of the draft Master Concept Plan to the Joint Design Review Panel
- November 2019: Public Consultation on the draft Master Concept Plan
- November 2019: NCC Board of Directors meeting – project status update
- December 2019: Presentation of the revised Master Concept Plan to the Joint Design Review Panel
- December 2019: Launch of a call for development proposals for the Library District (NCC property at the northeast corner of Booth and Albert)
- January 2020: Board of Directors consideration of the recommended Master Concept Plan
- Summer 2020: Target for City of Ottawa consideration of an application to amend the Official Plan

10. List of Appendices

Appendix A – Public Consultation Report

11. Authors of the Submission

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