



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

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To	Board of Directors
Date	2019-06-20

For INFORMATION

Title

Building LeBreton Project Update

Summary

Since the termination of the last process and the launch of the new Building LeBreton project on March 7, 2019, the National Capital Commission (NCC) has embarked on work to achieve the Board's Direction to create an updated Master Concept Plan that will provide an overall vision to guide phased development of the site. A competitive solicitation process is ongoing to retain an urban planning firm to assist the NCC with the renewal of the Master Concept Plan. Early engagement with the public, stakeholders and the Algonquin Nation is at the forefront of this new approach.

Risk Summary

The project has put in place mitigation measures to address risks such as schedule pressures, the timing of federal elections, site constraints and regulatory/external factors the NCC cannot control.

Recommendation

N/A

Submitted by:

Katie Paris

Name

Katie Paris

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

On February 28, 2019, the Board of Directors resolved to cancel the process set out in the Request for Proposals – Redevelopment of LeBreton Flats issued by the NCC on April 17, 2015, and directed the Chief Executive Officer (CEO) to provide the Board with an outline of a new process to redevelop LeBreton Flats.

On March 7, 2019, the Board of Directors instructed the CEO to initiate the renewal of a concept plan for LeBreton Flats and begin to implement the process for the site's redevelopment.

Project Approach

The objective of the Building LeBreton project is to ensure the timely and efficient development of a renewed Master Concept Plan for LeBreton Flats to guide how the site will develop over time. Building on past public consultation and planning work, the renewed Master Concept Plan for LeBreton Flats will provide a strong overarching vision based on urban planning and market knowledge. With the assistance of an urban planning consultant, the Master Concept Plan will refresh the existing policy direction for LeBreton Flats to ensure that it becomes a destination of national significance as well as a community that provides opportunities for all to live, work and play.

The renewed Master Concept Plan will include a phasing and implementation strategy that is feasible, cost effective and reflective of the values of Canadians. This approach builds on international best practices in creating a planning framework for phased implementation that can enable the timely start of development while ensuring that future development contributes to the overall achievement of the plan.

Project Timelines

The Building LeBreton project aims to achieve ambitious deadlines to ensure the timely development of a live-work-play community and Capital destination at LeBreton Flats. The NCC will hire an urban planning consultant in order to augment the expertise of the NCC and achieve a visionary and feasible plan in the timelines outlined by the Board of Directors.

In parallel with the Master Concept Plan update, the NCC will launch a competitive request for proposals to develop a 2.9-acre mixed-use site owned by the NCC at the northeast corner of Albert and Booth streets (referred to as the "Library District").

The Building LeBreton project targets the following timelines:

- Develop LeBreton Flats draft Master Concept Plan: Summer 2019 to October 2019
- Public consultation on draft Master Concept Plan: November 2019
- Refine plan, incorporating feedback: November–December 2019
- NCC approval of Master Concept Plan: January 2020
- Obtain City approval: Summer 2020
- Remediation and infrastructure work: 2021 onward
- Begin process to request development proposals for one or more parcels: Late 2020
- Ready for construction: Late 2021

Albert and Booth development site ("Library District")

- Request for development proposals: Late 2019

- Agreements and approvals: Mid-2020 to mid-2021
- Ready for construction: 2021

A graphic overview of the project timelines can be found in Appendix B.

Draft Guiding Principles

As part of setting new directions for this project, the Building LeBreton project team and the NCC's Public Affairs group convened an internal visioning workshop with the participation of 25 NCC expert staff on April 11, 2019. Building on public feedback from past consultations, the visioning workshop and existing policy direction, Project Team drafted the following draft Guiding Principles are proposed. These Guiding Principles will be refined and elaborated through the consultation and planning process.

Enhancing the Capital Experience

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

Creating Community

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

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.

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.

Building Excellence through Innovation

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

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.

4. Options Analysis

Options for the Master Concept Plan will be generated through an integrated design process. A draft Master Concept Plan will reflect the option that best reflects the project's guiding principles.

5. Financial Details

Financial details of the Building LeBreton project budget must remain confidential during the open procurement process for an urban planning consultant.

6. Opportunities and Expected Results

The NCC's new approach to redevelopment of LeBreton Flats is an opportunity to put in place an ambitious, overarching vision for the whole site, based on which a feasible, market-driven phasing strategy will be developed. It is an opportunity for the NCC to show leadership under the recently adopted Sustainable Development Strategy, which commits the NCC to the principles of leadership, public participation, social equity, collaboration, transparency and accountability, and incorporating natural capital in decision making. The NCC also has an opportunity to align itself with the objectives of the Federal Sustainable Development Strategy in setting an ambitious, net zero target for the redevelopment of LeBreton Flats.

7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Planned Response
	H/M/L	H/M/L	
The City of Ottawa may experience delays in processing the secondary plan amendment application or may introduce changes to it, resulting in schedule delay and additional costs.	L	M	<ul style="list-style-type: none"> - The City of Ottawa will be involved from the beginning and the plan will be developed in close collaboration. - A joint design review process is proposed to coordinate both organisations' priorities in an efficient timely way.
Site constraints such as soil remediation and the need for infrastructure	M	H	<ul style="list-style-type: none"> - The NCC possesses a high degree of technical knowledge about the site's soil conditions and this information will inform the planning

investment may affect the economic viability of the development.			process from the beginning. - Baseline information about infrastructure needs will be established at the outset of the project and will guide the planning work. - The Master Concept Plan will be developed concurrently with market analysis input and include a phasing strategy with a financing mechanism for infrastructure investment.
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 has 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

Early engagement with stakeholders, including the Algonquin Nation, the public and advocacy and industry groups is at the forefront of the project approach. In addition to a public consultation event and online survey launching June 18, 2019, the Project Team is also undertaking a Stakeholder Engagement Plan to reach out to groups, officials and industry representatives. To date, meetings have been conducted with:

- Greater Ottawa Homebuilders Association
- Ottawa Board of Trade
- Dalhousie Community Association
- Elected Officials
- City of Ottawa staff
- City of Ottawa and Library and Archives Joint Facility architects and team

The NCC's CEO presented a speech about the Building LeBreton project to a City-Building Summit hosted by the Ottawa Board of Trade and Ottawa Business Journal on June 12,

2019, which provided an opportunity for the Project Team to connect with members of the business community.

In order to achieve the project timelines, close coordination with the City of Ottawa is essential. The Project Team is meeting regularly with counterparts at Ottawa City Hall to ensure efficiency and coordination. The Project Team has also engaged with the team overseeing development of the future Ottawa Public Library and Library and Archives Joint Facility, which will be sited adjacent to the NCC's development lands at Albert and Booth.

Targeted outreach and discussions with stakeholder groups will continue through the summer to feed input into the Master Concept Plan renewal process. These roundtable conversations will target the following topics:

- Sustainability and the Environment with the Canada Green Building Council
- Arts, Culture and Heritage
- Affordable Housing
- Education
- Transportation

Continuing the approach established during the last project, Building LeBreton will benefit from the timely advisory input of a Joint Design Review Panel (JDRP) comprised of members from the NCC's Advisory Committee on Planning, Design and Realty (ACPDR), the City of Ottawa's Urban Design Review Panel (UDRP) and representatives of the Algonquin Nation. The JDRP will not replace the statutory approval authority of either the NCC or the City of Ottawa.

The NCC has had 12 productive meetings with Algonquin Nations representatives since February 2016 in order to undertake and maintain meaningful engagement. This is expected to be ongoing throughout the development of the Master Concept Plan and the ultimate development of the project.

The Project Team is also reaching out to proponents of urban redevelopment projects across the world to learn from best-class examples representing master planning and phased development strategies. On May 29, 2019, the NCC hosted a presentation from the CEO of HafenCity, a 157-hectare waterfront redevelopment project in Hamburg, Germany. The NCC will continue this outreach to ensure the project builds on international best practices.

The NCC will continue to provide regular updates to the public at NCC's Board of Directors meetings. The NCC works proactively with central agencies in order to facilitate the process of the further submissions that would require government approval.

9. Next Steps

- Targeted stakeholder consultations will continue during July and August 2019.

- Meeting with the Algonquin Delegation of Chiefs during summer 2019.
- Board status update in September 2019.
- Presentation of the draft Master Concept Plan to the Joint Design Review Panel in the fall 2019.

10. List of Appendices

Appendix A – Location Map

Appendix B – Project Timeline

11. Authors of the Submission

- Katie Paris, Director, Major Real Estate Development
- Laura Mueller, Chief, Major Real Estate Development
- Caroline Tremblay-Dextras, Real Estate Advisor