



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2019-LB01-1
To	Board of Directors
Date	2019-11-21

For	INFORMATION
Subject/Title	
Building LeBreton - Draft Master Concept Plan	
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 worked collaboratively with staff from the NCC and City of Ottawa to develop a draft Master Concept Plan for LeBreton Flats. The public is invited to provide feedback on the draft plan at an open house on Nov. 21, 2019 and via an online survey from Nov. 21 to Dec. 6, 2019.</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 (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 NCC is moving forward with the timely development of a concept plan that will provide a renewed vision for LeBreton Flats. Benefitting from early engagement with the public, the Algonquin Nation, stakeholders, the surrounding community and the City of Ottawa, the NCC will build on lessons learned in order to create synergies and ensure greater connectivity.
- **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.

Input from the public has helped to shape a new draft Master Concept Plan: a cohesive vision for the future development of LeBreton Flats. In line with international best practices, this roadmap will guide development of the vacant 24-hectare site while remaining flexible to changing conditions.

The draft Master Concept Plan for LeBreton Flats is based on a set of seven Guiding Principles established through public input.

Guiding Principles

Enhance the Capital Experience

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

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.

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.

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.

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.

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.

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.

The public's "big ideas" for LeBreton Flats, sought during a public consultation in June 2019, provided key direction for the development of the draft plan. Highlights of the feedback in the consultation report (available on the NCC's website) include:

- 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 connected and safe transportation network that capitalizes on the introduction of two light rail stations at LeBreton Flats.
- A desire to connect the future of LeBreton Flats to its heritage, by honouring historical and cultural aspects of the site.

Building on a deep knowledge of the site and past planning work, the NCC, along with consultant O2 Planning + Design, partners at the City of Ottawa and key stakeholders, undertook an Integrated Design Process in August 2019. The directions and ideas generated from this collaborative approach have been refined based on feedback from a Joint Design Review Panel including members of the NCC's Advisory Committee on Planning, Design and Realty and members of the City of Ottawa's Urban Design Review Panel.

4. Options Analysis

The draft Master Concept Plan presented in this submission will lay the groundwork for an ambitious integrated new community and destination experience. It outlines a cohesive and flexible framework for a live-work-play community and destination experience that capitalizes on proximity to important features such as the Ottawa River, light-rail transit, the future joint City of Ottawa-Library and Archives Canada joint library, LeBreton Flats Park and the Canadian War Museum.

The draft plan is also shaped by constraints on the site, including:

- The LRT line, which bisects the site from east to west
- Contaminated soil, including unconsolidated fill in a former landfill at the western end of the site
- Booth Street bridge, a roadway built over the LRT line, which creates a dramatic grade separation and break in the urban fabric
- Infrastructure encumbrances, including critical underground sewer and water infrastructure that prevent construction above.

In responding to the public's input and the site's constraints, the draft Master Concept Plan envisions LeBreton Flats would be anchored by a unique, activated public space at its heart: the Aqueduct District. This urban waterfront destination experience would link to the east with the future joint city-federal library and the existing whitewater kayaking course, and to the west where a large signature park space would be located, with opportunities for a range of recreational and naturalized spaces. Along this axis, there are opportunities to restore a residential community to the Flats, as well as potential for

employment and institutional uses along the Booth Street corridor, with excellent proximity to transit service. At the south end of the site, the Albert corridor offers an opportunity to knit the existing neighbourhood together with a new retail street that can offer mixed-use buildings, including business and services that will help this area thrive, while retaining the flexible opportunity for a potential anchor use such as a major event centre. While the business case is being refined, overall this draft plan could create the potential for more than 4,000 residential units, 800,000 square feet of employment and 200,000 square feet of retail space.

The key character areas (identified on a map in Appendix A) that define this draft vision are as follows:

- **Aqueduct District:** The heritage aqueduct is a unique feature that offers amazing potential for innovative public space and destination experience. Restaurants, cafes, boutique retail and other destination uses could spill out into a welcoming public realm facing the heritage aqueduct. This area also holds the potential to frame the district with a second water feature by reopening the parallel buried aqueduct, if feasible. The proposed mass-timber loft-style building form speaks to the area's industrial past and introduces flexible spaces that could house anything from offices to artist studios above ground-floor retail.
- **The Flats:** The Flats District offers the potential of creating a unique, pedestrian-oriented neighbourhood with narrow shared streets ("woonerfs") designed for slow vehicular speeds. The majority of vehicles will enter underground parking lots at the extents of the district freeing the streets for active living. Courtyard housing will create intimate public/private spaces for family units.
- **Albert District:** Albert Street offers an opportunity to provide mixed-use development with ground-floor commercial spaces for services and retail to serve existing residents and link the community with a new LeBreton Flats community, while leveraging close proximity to thousands of people on the LRT.
- **Flexibility for potential events centre:** A potential future major events centre would be located along Albert Street in proximity to the Preston corridor, creating an opportunity for a promenade that links eventgoers with the Aqueduct District. This site, which would be developed later in the Development Phasing Strategy, provides accessibility to both the Bayview and Pimisi LRT stations for transportation demand management. This site can be reserved until a later development phase. If an event centre is not forthcoming, the plan would allow for a continuation of mixed-use development along Albert Street.
- **Capital Park:** The former landfill at the northwest portion of the site reveals an opportunity for a sizeable park that can feature high-quality recreational and natural spaces as well as opportunities for commemoration. As part of the Sir

John A. Macdonald Parkway corridor, this park can play a role in interpreting the story of Canada and its people as a gateway to the Capital and Parliament Hill.

Other key elements and connections in the draft plan will respond to the guiding principles and contribute to creating a unique sense of place:

- **Parks:** The draft Master Concept Plan envisions a variety of active and passive parks and green spaces that can contribute to restoring natural areas and supporting community health and wellbeing.
 - Capital Park: A large, high-quality programmed and naturalized park space taking advantage of a hill to create spectacular views of Parliament Hill and the Ottawa River.
 - Active park: Including recreational spaces, playing fields and/or courts,
 - Urban playground: An extension of the new plaza near the Pimisi LRT station, with opportunities for playgrounds and recreational facilities for all ages.
 - Neighbourhood parklets: Intimate green spaces interspersed through the community at key nodes to provide opportunities for greenery and social interaction.

- **LeBreton Place:** A signature opportunity site for a landmark building at a key location at the heart of the community, at the nexus of the Aqueduct District, the Capital Park, the Nepean Inlet waterfront and a key pedestrian and cycling link over the LRT at Preston Street. An architecturally significant building at this location could support implementation of ideas the public wanted to see:
 - Entertainment/music venue
 - Cultural institution
 - Sports complex

- **Pedestrian/cyclist-focused mobility network:** The proposed transportation network within LeBreton Flats is designed to create more connections and accessibility for pedestrians and cyclists to move around the community, while limiting access and speed for vehicles. This is in line with a Vision Zero approach, as outlined in the Guiding Principle: Create Connections. Examples of this include:
 - Pedestrian/cyclist-only bridges across the LRT line – no north-south cut-through opportunities for vehicles.
 - A continuous east-west multi-use pathway through the heart of the site, connecting the future library with the Aqueduct District and the Capital Park and Ottawa River pathway system. This pathway has no road equivalent.
 - Local streets internal to the community will be designed as shared, pedestrian-oriented streets (“woonerfs”) with slow vehicle speeds.

5. Financial Details

N/A

6. Opportunities and Expected Results

The draft Master Concept Plan will be refined into a final recommended version based on feedback from the public during the Nov. 21 to Dec. 6, 2019 consultation period. The final recommended Master Concept Plan for LeBreton Flats will be presented for the NCC Board of Directors' consideration in January 2020.

In spring 2020, the project team will develop a phasing and implementation strategy to create a roadmap for the sequence of development, as well as implementation of the parks and public realm. This phasing and implementation strategy will be based on a thorough business case that includes a number of options for delivery models, in line with the flexible approach requested by the Board of Directors. The NCC intends to leverage the land value of the site to achieve the Guiding Principles, including by investing in Capital parks and public realm.

Following the Board of Directors' consideration of the Master Concept Plan, the NCC intends to launch a call for development proposals for the first phase of the project, called the Library District, located at the northeast corner of Albert and Booth streets, adjacent to the future federal-city public library joint facility. Updated land-use policies are already in place for this district. The competitive procurement process timeline would intend to target construction readiness in 2021.

In summer 2020, the City of Ottawa's Planning Committee is expected to consider an application to amend the City's Official Plan (Central Area Secondary Plan) to update the City's land-use planning policies to be in line with the Master Concept Plan.

7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Planned Response
	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.
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8. Consultations and Communications

Stakeholder Engagement

This project is being undertaken in close collaboration with the City of Ottawa. City staff have been invited to participate in all aspects of the project, including an Integrated Design Process to generate initial directions and ideas for the draft Master Concept Plan.

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, in the summer of 2019 the NCC proposed establishing a working group which would allow for increased frequency of meetings with Algonquin representatives. The NCC will continue to offer opportunities to engage in a dialog about the plan's design and implementation with Indigenous stakeholders.

Implementation of the targeted stakeholder outreach strategy continues. Targeted outreach has been conducted with the following groups:

- Arts, culture and heritage groups
- Affordable housing providers and advocates
- Local homebuilders
- Educational institutions, including school boards and post-secondary institutions

The project team continues to maintain a dialog with other key stakeholder groups, including the Ottawa Board of Trade, Ottawa Tourism, community groups, environmental and renewable energy groups, and the newly formed LeBreton Flats Community Benefits Coalition.

A full list of the organizations and groups the Building LeBreton project consulted is attached as Appendix B.

Public Consultation

In order to ensure that early public feedback shaped the direction of the Master Concept Plan, the NCC conducted a consultation on June 18, 2019. Approximately 400 people attended the event at the Canadian War Museum, participating in activities of their choice. An interactive online survey was developed to allow interested Canadians from across the country to participate online from June 18 to July 2, 2019. More than 2,000

people participated online, with 1,243 surveys completed and 846 partially completed. The consultation report is available on the NCC's website.

The second public consultation will take place on Nov. 21, 2019 at Bayview Yards. The open house format will invite participants to provide input on the overall draft Master Concept Plan, with a focus on four areas: the mixed-use community, the destination park, the mobility network and the responsiveness of the plan to the project's Guiding Principles. An interactive online survey will be available from Nov. 21 to Dec. 6, 2019.

Feedback from the second public consultation will be used to refine the plan into a version to be recommended for approval by the NCC Board of Directors in January 2020. The feedback will also be helpful in identifying options for future next steps, such as potential directions for the implementation and phasing plan to be developed in the spring of 2020.

9. Next Steps

- November 21, 2019: Public Consultation on the draft Master Concept Plan
- November 2019: Presentation of the revised Master Concept Plan to the Joint Design Review Panel
- January 2020: Board of Directors consideration of the recommended Master Concept Plan
- January 2020: Launch of a call for development proposals for the Library District (NCC property at the northeast corner of Booth and Albert)
- Spring 2020: Development of and engagement on the phasing and implementation strategy
- Summer 2020: Target for City of Ottawa consideration of an application to amend the Official Plan

10. List of Appendices

Appendix A – Draft Master Concept Plan

Appendix B – Organizations and Groups Consulted by the Building LeBreton project

11. Authors of the Submission

- Katie Paris, Director, Building LeBreton
- Laura Mueller, Chief, Building LeBreton
- Caroline Tremblay-Dextras, Real Estate Advisor, Building LeBreton

1 Capital Park

Subject to future consultation, this park could include landscape features representing Canada's vast and varied landscapes placed around the parkway to create a threshold to the Capital.

Parc de la capitale

Sous réserve de futures consultations, ce parc pourrait inclure des éléments paysagers représentant les paysages vastes et variés du Canada qui pourraient être placés autour de la promenade Sir-John-A.-Macdonald pour créer une porte d'entrée de la capitale.

2 Riverfront Park

This riverfront public space could provide an opportunity to interact with the water at the Nepean Inlet. Access to the shoreline could be improved by adding boardwalks and portage points.

Parc riverain

Cet espace public riverain peut donner l'occasion d'interagir avec l'eau dans la baie de Nepean. L'accès au rivage pourrait être amélioré par l'ajout de promenades et des sites de portage.

3 Active Parks

Subject to future public consultation, recreational facilities could include features such as natural playgrounds, sports courts, public washrooms, and change facilities.

Parc actif

Sous réserve de futures consultations, des installations récréatives qui pourraient comprendre des terrains de jeux, des terrains de sport, des toilettes publiques et des vestiaires.

4 LeBreton Place

A signature opportunity site for an entertainment/music venue, cultural institution or sports complex in the heart of the Aqueduct District.

Place LeBreton

Un site offrant une opportunité emblématique pour un lieu de divertissement, une institution culturelle, ou un complexe sportif au cœur du secteur des aqueducs.

5 Urban Playground

Urban play space that provides opportunities for active recreation to people of all ages and abilities.

Terrain de jeux urbain

Espace de jeu urbain qui offre des loisirs actifs aux personnes de tous âges et de toutes capacités.

6 Aqueduct District

A vibrant entertainment district with boutique retail, lively cafés and restaurants lining the aqueducts.

Secteur des aqueducs

Un quartier de divertissement branché avec des boutiques, des cafés et des restaurants animés bordant les aqueducs.

7 The Flats District

A pedestrian oriented, primarily residential neighbourhood.

Secteur des plaines

Un quartier piétonnier, principalement résidentiel.

8 Library District

An extension of Ottawa's downtown, which anchors the eastern end of LeBreton Flats beside the library.

Secteur de la bibliothèque

Un prolongement du centre-ville d'Ottawa, qui sert d'ancrage à l'extrémité est des plaines LeBreton, à côté de la bibliothèque.

9 Albert District

A mixed-use main street neighbourhood that provides space for homes and offices, as well as shops and services along Albert Street.

Secteur Albert

Un quartier d'usages mixtes à une échelle de rue principale qui comprend des espaces pour des logements et des bureaux, ainsi que des commerces et des services le long de la rue Albert.

10 Potential Events Centre

A flexible site that could accommodate an events centre or other large anchor near Albert and Preston streets.

Centre événementiel potentiel

Un site flexible pour accueillir un potentiel centre événementiel ou un autre grand équipement structurant près des rues Albert et Preston.



Alternative site option
Autre option d'aménagement



100m

400m
5 minutes

Building LeBreton/ Bâtir LeBreton

Stakeholder Consultations/ Consultations des intervenants

Affordable Housing / Logement abordable

- Cahdco
- Canada Mortgage and Housing Corp (CMHC)/ Société canadienne d'hypothèques et logement (SCHL)
- Centretown Citizens Ottawa Corporation (CCOC)
- Co-operative Housing Association of Eastern Ontario
- City of Ottawa/ Ville d'Ottawa
- Gloucester Housing Corporation
- Housing Managers Collective
- Live Work Play
- Multifaith Housing Initiative
- Options Bytown Non-Profit Housing Corp
- Ottawa-Carleton Lifeskills Inc.
- Ottawa Community Housing
- Somerset West Community Health Centre

Arts, Culture and Heritage / Les arts, la culture et le patrimoine

- ARTSFILE
- Bluesfest
- Bronson Centre
- Bytown Museum/ Musée Bytown
- Canadian Museum of History
- Canadian War Museum/ Musée canadien de la guerre
- City of Ottawa/ Ville d'Ottawa
- Gallery 101 / Galerie 101
- Gallery of Canadian Identity
- Galerie SAW Gallery
- Ottawa Tourism/ Tourisme Ottawa
- School of the Photographic Arts: Ottawa
- Royal Canadian Academy of Art
- Zibi
- More than 20 individual artists and stakeholders / Plus de 20 artistes et intervenants individuels

LeBreton Flats Community Benefits Agreement Coalition

- ACORN
- Alex Laidlaw Housing Cooperative
- Alliance to End Homelessness
- Causeway Work Centre
- Centre for Social Enterprise Development (CSED)

- Centretown Community Association
- Childcare Now in Ottawa
- CoEnergy
- Co-op Housing Association of Eastern Ontario
- Dalhousie Community Association
- Ecology Ottawa
- Gignul Non-Profit Housing Corporation
- Healthy Transportation Coalition
- Hintonburg Community Association
- Housing Managers Collective
- Mechanicsville Community Association
- Ottawa District Labour Council
- Ottawa Renewable Energy Coop
- Ottawa Social Housing Network
- Ottawa Supportive Housing Network
- Plant Pool Recreation Association
- Social Innovation Lab/Algonquin College
- Somerset West Community Health Centre

Education

- Algonquin College
- Carleton University
- La Cité Collégiale
- Conseil des écoles catholiques du Centre-Est (CECCE)
- Conseil des écoles publiques de l'Est de l'Ontario (CEPEO)
- Herzing College
- Ottawa-Carleton District School Board (OCDSB)
- Ottawa Catholic School Board
- St-Paul University/ Université St-Paul
- University of Ottawa/ Université d'Ottawa
- Université du Québec en Outaouais
- Willis College

Corporate/ Les entreprises

- Canada Lands Company
- Capital 2020 Task Force
- GOHBA (Greater Ottawa Home Builders' Association)
- OBOT (Ottawa Board of Trade)
 - Capital Build Task Force