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TO: Co-Chairs and members of the Planning Committee

DESTINATAIRE : Co-présidents et membres du comité de Comité de l'urbanisme

FROM: David Wise, Acting Director  
Economic Development and Long  
Range Planning, Planning, Real Estate  
and Economic Development Department

*Contact : Krishon Walker, Planner II,  
Economic Development and Long  
Range Planning, Planning, Real Estate  
and Economic Development Department  
613-580-2424, 24161  
Krishon.Walker@ottawa.ca*

EXPÉDITEUR : David Wise, Directeur  
par intérim,  
Développement économique et  
Planification à long terme, Direction  
planification, de l'immobilier et du  
développement économique

*Personne ressource : Krishon Walker,  
Urbaniste II,  
Direction planification, de l'immobilier et  
du développement économique  
613-580-2424, 24161  
Krishon.Walker@ottawa.ca*

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FILE NUMBER: ACS2022-PIE-EDP-0030

**SUBJECT: City Priorities for Community Benefits at LeBreton Flats and Funding Approaches for City-Owned Facilities – Status Update**

**OBJET : Priorités de la Ville quant aux avantages communautaires des plaines LeBreton et aux modes de financement des installations municipales - le point sur la situation**

## **PURPOSE**

This memorandum provides the Planning Committee with an update on the report 'City Priorities for Community Benefits at LeBreton Flats and Funding Approaches for City-Owned Facilities' which was received by Council on October 13, 2021.

## **BACKGROUND**

The National Capital Commission (NCC) launched its Building LeBreton redevelopment project in 2019. A group called the LeBreton Flats Community Benefits Coalition (the Coalition) formed and asked the NCC to consider a Community Benefits Agreement (CBA) approach to ensure that identified social and sustainability outcomes will be delivered through the redevelopment. These social outcomes include affordable housing, decent work and wages, job training, meeting the needs of indigenous citizens, health services, recreation, accessibility and sustainable energy. The preferred approach by the Coalition is a CBA, which is a legally binding agreement, between the landowner (currently the NCC) and the Coalition. Obligations could be transferred to future developers. The NCC is using a social procurement model in its land transactions at LeBreton Flats as the preferred method of securing the public benefits outlined in the targets section of the LeBreton Flats Master Concept Plan ([MCP](#)). The NCC has also formed a Public Advisory Group ([PAG](#)) including multiple Coalition members to ensure ongoing engagement and monitoring of project outcomes.

City staff reported to Finance and Economic Development Committee and Council in July 2020 with a report titled "National Capital Commission's Building LeBreton redevelopment – Status Update and Principles of Engagement" ([ACS2020-PIE-GEN-0004](#)). As part of the report, staff were directed to establish an interdepartmental working group involving Planning, Real Estate and Economic Development (PRED), the Recreation, Culture, and Facility Services (RCFS) and the Community and Social Services (CSS) Departments to prioritize the community benefits that the City requires from the redevelopment. Staff were also directed to report on how these priorities will be secured. The motion was adopted by Council in July 2020.

As directed by Council, Economic Development Services (ED) staff established the interdepartmental working group with membership from PRED, RCFS and CSS Departments. The working group created an initial list of potential community benefits. ED staff then hosted a two-hour workshop in December 2020 with members of the Coalition. Through the working group and the workshop, and considering the tools available through the planning process, a list of community benefits under six categories

was established and refined. Staff reported to Planning Committee and Council in September 2021 and October 2021, respectively, with a report titled “City Priorities for Community Benefits at LeBreton Flats and Funding Approaches for City-Owned Facilities” ([ACS2021-PIE-EDP-0032](#)) and recommended that the City prioritize six key community benefits within the “Pimisi Station and LeBreton Flats District”.

## **DISCUSSION**

The City has some tools available to secure or fund its identified municipal community benefits at LeBreton Flats. The City can permit specific land uses in municipal policy or regulations, so that they may be delivered by public or private proponents. Through the “City Priorities for Community Benefits at LeBreton Flats and Funding Approaches for City-Owned Facilities” (ACS2021-PIE-EDP-0032), the following Council directions were provided to staff:

1. The Manager of Parks and Facilities Planning of the Recreation, Cultural and Facility Services (RCFS) Department to assess the funding approach for the municipal park and community building within LeBreton Flats, including the possible introduction of area-specific Development Charges or area-specific levies and to report back to Committee and Council on this assessment by no later than Q2 2022;
2. The Director of Children’s Services of the Community and Social Services (CSS) Department to develop a needs assessment for a not-for-profit childcare facility at LeBreton Flats and to report back to Committee and Council with an implementation plan no later than Q2 2022;
3. The Director of Housing of the Community and Social Services (CSS) Department to develop a feasible approach to municipal contributions to the delivery of affordable housing within LeBreton Flats and report back to Committee and Council no later than Q2 2022; and
4. The Director of Economic Development and Long Range Planning of the Planning, Infrastructure and Economic Development (PIED) Department to review funding strategies including the possible introduction of area-specific Development Charges or area-specific levies for public realm, infrastructure and other investments within the National Capital Commission’s (NCC’s) LeBreton Flats Master Concept Plan area, that the City owns or would assume following construction, and to consult with the NCC and to report back with options by no later than Q2 2022.

Staff were unable to report back to Committee and Council in Q2 2022 due to various factors, including implications from the COVID-19 pandemic.

The following are updates on each of the Council Directions.

#### Council Direction #1 – Funding Approach for the Municipal Park and Community Building

RCFS staff have initiated their assessment of a funding approach for a municipal park and community building within LeBreton Flats. Funding for the municipal park and facilities at LeBreton Flats will be sought during the required update and replacement of the Development Charges (DC) By-law which is scheduled for 2024. Through the concept planning phase, the City and NCC were able to confirm general layout and a facility fit plan. However, a new classification for 'Urban District Park' will need to be created, which is proposed to be included in the new DC By-law. Further, funding for a new community building will be identified for the Recreation DC component of the new By-law. As such, the Manager of Parks and Facilities Planning of the RCFS Department will report back upon enactment of the new DC By-law scheduled for 2024.

#### Council Direction #2 – Needs Assessment for a Non-Profit Childcare Facility

COVID-19 pandemic-related child care sector pressures, the prolonged downtown convoy occupation and the phase one implementation of a National Child Care system have delayed Children's Services' ability to contribute staff and/or financial resources towards the community benefits at LeBreton Flats. The Director of Children's Services of the CSS Department will report back early in the next Term of Council.

The current [Children's Services, Child Care and Early Years Service System Plan \(2019-2023\)](#) outlines overall child care capacity and growth projections for Ottawa. The Service Plan continues to serve as the best guide, informing decisions as we continue to invest in childcare services to improve accessibility, affordability, quality, and responsiveness of child care services across all City wards.

Within the Service Plan there is an identified need for this area, especially for culturally relevant Francophone and Indigenous child care. Demand will only increase for child care in this area as residential growth develops and with the recent introduction of the Canada-Wide Early Learning and Child Care System to reduce fees and reach an average parent fee of \$10 a day by 2025-26 for licensed child care spaces. As a result, any development such as LeBreton to include child care should be highly considered and would contribute towards the community benefits, increase social and economic

well-being, and help achieve the strategic priorities outlined in the Council approved Service System plan. Children's Services will continue to work with PRED and report back on next steps early in the next Term of Council.

### Council Direction #3 – City Contributions to Affordable Housing at LeBreton Flats

COVID-19 pandemic-related housing pressures have impacted Housing Services' ability to contribute financial resources towards the community benefits for LeBreton Flats. Recent higher interest rates and significant cost escalations in the construction industry have required staff to prioritize and stabilize current affordable and supportive housing projects as part of the Council-approved Capital Plan and the goals and objectives of the 10-Year Housing and Homelessness Plan. Staff will be reviewing and updating the Housing Services Long Range Financial Plan (LRFP) early in the next Term of Council, which is required before Housing Services can dedicate additional resources for the development of new affordable housing. Engagement with the federal government and stakeholders is ongoing, and these discussions will help inform staff on next Term of Council funding requirements related to providing affordable housing in LeBreton Flats as lands, such as the Library District lands, become ready for development.

### Council Direction #4 – Exploration of Funding Strategies for Public Realm, Infrastructure and Other Investments

PRED staff have been working with the members of the interdepartmental working group and the NCC. The Director of Economic Development and Long Range Planning of the PRED Department will report back once the new DC By-law is enacted and the Housing Services LRFP has been reviewed and updated.

## **CONCLUSION**

PRED staff will continue working with the members of the interdepartmental working group and the NCC in order to report back to the Planning Committee. Depending on when information becomes available, PRED, RCFS, and CSS may report back individually to ensure a more timely response.

*Original signed by*

David Wise

Acting Director, Economic Development and Long Range Planning

CC: Krishon Walker, Planner, Economic Development Services

Sheilagh Doherty, Program Manager, Economic Development Services

Cindy VanBuskirk, Program Manager, Economic Development Services  
Don Herweyer, Acting General Manager, Planning, Real Estate and Economic  
Development

**DOCUMENT 1 -Report ACS2021-PIE-EDP-0032**