

**7. NATIONAL CAPITAL COMMISSION'S BUILDING LEBRETON
REDEVELOPMENT – STATUS UPDATE AND PRINCIPLES OF
ENGAGEMENT
PROJET DE RÉAMÉNAGEMENT DES PLAINES LEBRETON DE LA
COMMISSION DE LA CAPITALE NATIONALE – RAPPORT DE SITUATION
ET PRINCIPES DE PARTICIPATION**

COMMITTEE RECOMMENDATIONS

That Council:

- 1. Receive an update from Planning, Economic Development and Infrastructure staff on the National Capital Commission's Building LeBreton Project;**
- 2. Approve the City's goals and principles of engagement for Building LeBreton, which adjust the Operating Principles previously approved in the November 2017 Report titled "City of Ottawa Participation in the National Capital Commission's Commercially Confidential Negotiations for the Redevelopment of LeBreton Flats" (ACS2017-PIE-PS-0135); and**
- 3. That, in accordance with their mandates, appropriate Standing Committee be the committees to receive further updates and recommendations regarding the redevelopment at LeBreton Flats.**

RECOMMANDATIONS DU COMITÉ

Que le Conseil approuve ce qui suit :

- 1. Prenne acte d'un rapport de situation du personnel de la Direction générale de la planification, de l'infrastructure et du développement économique sur le projet de réaménagement des plaines LeBreton de la Commission de la capitale nationale;**
- 2. Approuve les objectifs et les principes de participation de la Ville pour le projet « Bâtir LeBreton », ce qui modifie les principes opérationnels approuvés dans le rapport de novembre 2017 intitulé « Participation de la Ville d'Ottawa aux négociations commerciales**

confidentielles de la Commission de la capitale nationale concernant le réaménagement des plaines LeBreton » ([ACS2017-PIE-PS-0135](#)); et

3. **Que les prochaines mises à jour et les recommandations concernant le réaménagement des plaines LeBreton soient communiquées aux comités permanents concernés, conformément à leur mandat.**

DOCUMENTATION/DOCUMENTATION

1. Director's report, Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development dated 24 June 2020 (ACS2020-PIE-GEN-0004).

Rapport du Directeur, Bureau des biens immobiliers municipal, Services de la planification, de l'infrastructure et du développement économique daté le 24 juin 2020 (ACS2020-PIE-GEN-0004).

2. Extract of draft Minutes, Finance and Economic Development Committee, 7 July 2020

Extrait de l'ébauche du procès-verbal, Comité des finances et du développement économique, le 7 juillet 2020

**Report to
Rapport au:**

**Finance and Economic Development Committee / Comité des finances et du
développement économique
July 7, 2020 / 7 juillet 2020**

**and Council / et au Conseil
July 15, 2020 / 15 juillet 2020**

**Submitted on June 24, 2020
Soumis le 24 juin 2020**

**Submitted by
Soumis par:**

Don Herweyer, Director / Directeur

**Economic Development and Long Range Planning / Développement économique
et Planification à long terme**

**Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

Contact Person

Personne ressource:

Report Author / Auteur du rapport:

**Allison Hamlin, Planner II / Urbaniste II, Economic Development and Long Range
Planning / Développement économique et Planification à long terme
(613) 580-2424, 25477, Allison.Hamlin@ottawa.ca**

Ward: SOMERSET (14)

File Number: ACS2020-PIE-GEN-0004

**SUBJECT: National Capital Commission's Building LeBreton redevelopment –
Status Update and Principles of Engagement**

**OBJET: Projet de réaménagement des plaines LeBreton de la Commission de
la capitale nationale – Rapport de situation et principes de
participation**

REPORT RECOMMENDATIONS

That the Finance and Economic Development Committee recommend Council:

1. Receive an update from Planning, Economic Development and Infrastructure staff on the National Capital Commission's Building LeBreton Project;
2. Approve the City's goals and principles of engagement for Building LeBreton, which adjust the Operating Principles previously approved in the November 2017 Report titled "City of Ottawa Participation in the National Capital Commission's Commercially Confidential Negotiations for the Redevelopment of LeBreton Flats" ([ACS2017-PIE-PS-0135](#)); and
3. That, in accordance with their mandates, appropriate Standing Committee be the committees to receive further updates and recommendations regarding the redevelopment at LeBreton Flats.

RECOMMANDATIONS DU RAPPORT

Que le Comité des finances et du développement économique recommande au Conseil ce qui suit :

1. Prendre acte d'un rapport de situation du personnel de la Direction générale de la planification, de l'infrastructure et du développement économique sur le projet de réaménagement des plaines LeBreton de la Commission de la capitale nationale;
2. Approuver les objectifs et les principes de participation de la Ville pour le projet « Bâtir LeBreton », ce qui modifie les principes opérationnels approuvés dans le rapport de novembre 2017 intitulé « Participation de la Ville d'Ottawa aux négociations commerciales confidentielles de la Commission de la capitale nationale concernant le réaménagement des plaines LeBreton » ([ACS2017-PIE-PS-0135](#)); et
3. Que les prochaines mises à jour et les recommandations concernant le réaménagement des plaines LeBreton soient communiquées aux comités permanents concernés, conformément à leur mandat.

EXECUTIVE SUMMARY

STAFF RECOMMEND APPROVAL

This report provides an update of the National Capital Commission's (NCC's) Building LeBreton project. In March of 2019, the NCC launched a new project, Building LeBreton, to create a master concept plan for the undeveloped area of LeBreton Flats. Working with City staff through an integrated design process, the NCC created a preliminary version of the master concept plan for LeBreton Flats, which was approved by the NCC's Board of Directors in January 2020. City staff support the mix of uses, heights and densities proposed by the plan.

It is anticipated that the NCC will apply to the City of Ottawa for amendments to the Official Plan, Central Area and Bayview Station District Secondary Plans (OPAs) to update the policy context and enable the new master concept plan vision to unfold. This application will prompt an evaluation of the potential removal of the planned Preston Street road extension (between Albert Street and Wellington Street) and its replacement with a pedestrian and cycling bridge. It will also involve determining the size and location of the lands to be dedicated to the City for parkland.

Staff are recommending approval of the City's goals and principles of engagement for the redevelopment. This would adjust but essentially reaffirm principles previously approved in the November 2017 report titled "City of Ottawa Participation in the National Capital Commission's Commercially Confidential Negotiations for the Redevelopment of LeBreton Flats" ([ACS2017-PIE-PS-0135](#)). This report recommends the following principles:

1. The redevelopment of the site needs to follow City policies and standards;
2. City of Ottawa taxpayers must be protected; and
3. Clarification of roles and responsibilities for the City and the NCC is required for:
 - (a) coordination of public realm components, infrastructure and other major projects;
 - (b) an understanding of ongoing NCC involvement and other federal government participation; and

(c) development of an implementation strategy, which will include a Master Agreement between the City and NCC.

The requirement that the NCC enter into a Master Agreement with the City was not articulated in the 2017 report, as it was not required when the lands were to be developed by a single entity. This agreement would detail, at a high level, future agreements, phasing, financing mechanisms requiring the City's participation, and how City policy and standards will be met.

Finally, staff recommend that future reports on LeBreton follow the usual reporting processes based on the mandates of standing committees. The anticipated Official Plan amendment application will be heard at Planning Committee and Council. Staff will use new procedures for online statutory public meetings given the ongoing COVID-19 situation and restrictions on large gatherings.

RÉSUMÉ

APPROBATION RECOMMANDÉE PAR LE PERSONNEL

Le présent rapport fait le point sur le projet « Bâtir LeBreton » de la Commission de la capitale nationale (CCN). En mars 2019, la CCN a lancé ce projet en vue d'élaborer un plan directeur conceptuel pour les plaines LeBreton, un secteur non aménagé. En collaboration avec le personnel de la Ville dans le cadre d'un processus de conception intégré, la CCN a préparé une version préliminaire du plan, qui a été approuvée par son conseil d'administration en janvier 2020. Le personnel de la Ville est favorable à la combinaison d'utilisations, de hauteurs et de densités que propose le plan.

On s'attend à ce que la CCN soumette à la Ville d'Ottawa une demande de modification du Plan officiel et de modification des plans secondaires du secteur central et du secteur de la station Bayview pour actualiser le contexte stratégique et concrétiser la vision du nouveau plan directeur conceptuel. Ces demandes mèneront à une évaluation visant à déterminer s'il faut laisser tomber le projet de prolongement de la rue Preston (entre les rues Albert et Wellington) pour plutôt construire une passerelle pour piétons et cyclistes. Cette évaluation permettra aussi de déterminer la taille et l'emplacement des terrains qui seront réservés à la Ville pour l'aménagement de parcs.

Le personnel recommande que soient approuvés les objectifs et les principes de participation de la Ville pour le projet de réaménagement, ce qui viendrait modifier, mais

essentiellement réaffirmer, les principes approuvés dans le rapport de novembre 2017 intitulé « Participation de la Ville d'Ottawa aux négociations commerciales confidentielles de la Commission de la capitale nationale concernant le réaménagement des plaines LeBreton » ([ACS2017-PIE-PS-0135](#)), soit :

1. Le réaménagement du site doit se faire dans le respect des politiques et des normes de la Ville;
2. Les contribuables d'Ottawa doivent être protégés;
3. Les rôles et les responsabilités de la Ville et de la CCN doivent être précisés concernant :
 - a) la coordination des éléments, des infrastructures et d'autres projets majeurs relevant du domaine public;
 - b) toute entente portant sur la participation continue de la CCN et la participation du gouvernement fédéral;
 - c) l'élaboration d'une stratégie de mise en œuvre, qui prévoira une entente-cadre entre la Ville et la CCN.

Le rapport de 2017 ne précisait pas que la CCN devait conclure une entente-cadre avec la Ville, puisqu'une telle obligation n'était pas imposée lorsque l'aménagement était effectué par une seule organisation. Cette entente détaillera globalement les futurs accords, les étapes, les mécanismes de financement nécessitant la participation de la Ville et les mesures qui seront prises pour garantir la conformité aux politiques et aux normes municipales.

Enfin, le personnel recommande que les prochains rapports sur les plaines LeBreton se fassent selon les processus de reddition de comptes habituels, d'après le mandat des comités permanents concernés. La demande de modification du Plan officiel qui devrait être déposée sera examinée par le Comité de l'urbanisme et le Conseil. Le personnel suivra les nouvelles procédures pour les réunions publiques à distance prévues par la loi compte tenu de la situation entourant la COVID-19 et des restrictions concernant les grands rassemblements.

BACKGROUND

In 2014, the NCC launched a procurement process to attract offers to redevelop the remaining undeveloped LeBreton Flats lands west of Booth Street for a mix of uses. In 2016, RendezVous LeBreton Group (RLG) was selected as the preferred proponent with a proposal that included an NHL arena; however, the NCC terminated this process in early 2019 following unresolved internal disputes within the proponent team. In 2017, during the NCC and RLG negotiations, City staff sought direction from Council on the City's role in these confidential negotiations. In the same report (ACS2017-PIE-PS-0135), the Finance and Economic Development Committee was approved to be the Standing Committee delegated the authority to make recommendations to Council related to the redevelopment of LeBreton Flats for any matters requiring Council Approval that cross Standing Committee mandates.

In March 2019, the NCC initiated a new planning and procurement strategy for the remaining lands at LeBreton Flats. In January 2020, the NCC completed a preliminary Master Concept Plan for the redevelopment lands shown in Document 1. This Master Concept Plan is an update of the NCC's 1997 Plan for the area (amended in 2006). Implementation will require amendments to the City of Ottawa Official Plan and Central Area and Bayview Station Secondary Plans (OPAs). It also triggers the need for amendments to existing agreements between the City and the NCC. Additionally, it has direct implications for other capital projects planned and budgeted for based on previous agreements, such as municipal parkland and the extension of Preston Street, north of Albert Street, as well as indirect implications for other City projects, including the Ottawa Public Library and Library and Archives Canada Joint Facility project and realignment of Albert and Slater Streets.

As a result of this renewed process and its implications for the City, staff are now reporting to the Finance and Economic Development Committee with an update and to set out the principles of engagement with the NCC.

Building LeBreton Project Study Area

The study area for the Building LeBreton project is shown in Document 1. The study area excludes lands within LeBreton Flats that have already been redeveloped or sold including the Canadian War Museum, LeBreton Flats Park, the National Holocaust

Monument, the Canadian Firefighters Memorial, Claridge Development's East Flats and the Ottawa Public Library and Library and Archives Canada Joint Facility site.

The study area includes lands bounded by Wellington Street to the north, the Trillium rail corridor to the west, Albert Street to the south and Booth Street on the east. East of Booth Street, the study area also includes Pindigen Park, a temporary park honoring indigenous people, on the south side of Wellington Street, west of Booth, as well as city-owned and NCC-owned lands opposite and west of the Central Library site. The study area shows these lands after the realignment of Slater and Albert Streets.

DISCUSSION

Current status of the NCC's Building LeBreton Project

In January 2020, the NCC Board of Directors approved a preliminary master concept plan containing strategies for land use urban design, parks and public realm, and mobility for the lands slated for redevelopment at LeBreton Flats. Strategies for infrastructure, housing affordability, land division, sustainability, culture and heritage, and indigenous connections are still to come. The NCC expects to provide the complete master concept plan to their Board of Directors later in 2020.

City staff support the vibrant and flexible mixed-use community envisioned by the Land Use Strategy of the preliminary master concept plan. In addition to offering a range of housing forms and tenures, City staff have urged the NCC to enable a strong employment component within the plan. Their plan shows office and institutional uses are clustered around Pimisi Station and a potential major event centre between both transit stations. At the base of the Nepean Inlet, the plan calls for an entertainment or music venue, a cultural institution, or other signature public use, which they have named LeBreton Place.

City staff support the transitions in height and density proposed through the preliminary master concept plan, which positions the tallest buildings closer to the LRT stations and transitions to lower buildings to protect views to Parliament Hill and sunlight protection for the Canadian War Museum.

The preliminary master concept plan creates 12.7 hectares of parks and open spaces divided into capital park, riverfront park, active park, urban playground and neighbourhood parks. It also contains public realm direction for the design of parks. It is anticipated that a minimum of 2.5 hectares of overall parkland will be dedicated for municipal parkland purposes.

It is anticipated that the NCC will apply to the City of Ottawa for amendments to the Official Plan, Central Area and Bayview Station District Secondary Plans (OPAs) to change the policy context and enable the new master concept plan vision to unfold. This and future development applications, such as zoning by-law amendments, plans of subdivisions and site plans, will follow the Council-approved development application review processes. Specifically, the anticipated OPAs and zoning by-law amendments will require decisions by Planning Committee and Council.

At the April 2020 NCC Board meeting, NCC staff advised that their submission of the OPAs would be delayed because of changing circumstances and uncertainty associated with the COVID-19 pandemic. They also advised that they will establish a Public Advisory Committee (PAC) and include representatives of key stakeholder groups, including local community associations, affordable housing, health and social services, arts and culture, tourism, local business and construction.

The City's public consultation on the OPAs will also follow the usual procedures, except that electronic public meetings will be held during the COVID-19 state of emergency and while there are restrictions on large gatherings.

City's role in the redevelopment of LeBreton Flats

As in the previous process, the City of Ottawa is an interested party in the NCC's plans for LeBreton Flats. The City owns critical infrastructure and land in the area, including the Albert, Booth and Wellington Streets rights-of-way, the open and buried aqueducts, the Confederation and Trillium transit lines including Bayview and Pimisi Stations, and major water, sewer and stormwater pipes, pump stations and other infrastructure. As noted above, the NCC's preliminary master concept plan would alter the terms of some previous agreements made and amendments will be required. Furthermore, should any lands be sold to private developers, those developers will continue through the City's municipal planning process, and they will follow provincial legislative requirements in addition to federal ones. Individual plan of subdivision and site plan applications are

expected to result in roads, parks, pathways, and services being built to City standards and transferred to City ownership and maintenance responsibilities.

Additionally, the City of Ottawa has its own goals with respect to redevelopment at LeBreton Flats, including:

- Intensification and city building through an expansion of the downtown westward.
- Development with an appropriate mix of uses and densities given the prime location and wide range of available transportation options.
- Improved connections, especially by active modes, to the surrounding community and waterfront.
- Remediation of contaminated soil at the site, in a manner consistent with Council policies and provincial requirements.
- Use of best practices and testing new technology to achieve development that is flexible, resilient and sustainable over a long planning horizon.
- Celebration of the site's significant heritage, including its rich Indigenous cultural heritage, and protection of the area's built heritage assets, including those that reflect its industrial past.
- Development with a block layout and built form to support a well-designed, accessible public realm and healthy, safe and liveable housing environments.
- Dedication of a minimum of 25 per cent of residential lands to the City for affordable housing (or to an affordable housing provider selected through a competitive or fair and open process in consultation with the City), as well as housing options that meet the needs of people at various stages of life.
- Acquiring at least 2.5 hectares of parkland to build active recreation facilities within a municipal park for new and existing residents of the City.
- Enhanced entertainment, cultural or tourism-related destinations, which support the City's economic development strategy related to the tourism, creative and cultural industries sector.

- Collaboration with development partners, including the private sector, to ensure that the development vision is aligned with market realities.

The achievement of these goals will require the coordinated efforts of several City Departments, including Planning, Infrastructure, and Economic Development, Transportation Services, Public Works and Environmental Services, Community and Social Services and Recreation, Cultural and Facility Services. The steps that City staff are taking to meet these goals are articulated within the principles set out below.

Statement of Principles

Given the City's interests, this report re-iterates the previously articulated principles of engagement, which are as follows:

Principle 1: The redevelopment of the site needs to reflect the goals and intent of the City's Official Plan, Transportation and Infrastructure Master Plans, Pedestrian and Cycling Plans, affordable housing targets and any other relevant City-building policies.

The LeBreton Flats area will contribute significantly to meeting housing and employment intensification targets for the Central Area and Bayview Station areas, within the Official Plan. It is expected that more than 4,000 dwelling units will be constructed here, for an estimated population of 7,200. The City expects that the existing Secondary Plan policies for affordable housing will be carried forward into future policy. Additionally, the City has requested that the NCC consider requiring larger-sized units appropriate for families in the residential mix.

The LeBreton Flats area is planned to include up to 116,000 square metres (1.25 million square feet) of office space and 21,000 square metres (225,000 square feet) of retail space. Along Albert Street, mid-way between Pimisi and Bayview Stations, space is set aside for a major event centre. Up to 6,500 jobs are estimated post-construction for the entire site.

The NCC's master concept plan calls for 12.7 hectares (31.2 acres) or 44 per cent of the study area be developed for parks and open spaces. The City intends to acquire a minimum of 2.5 hectares for municipal parkland and include active recreation facilities such as playing fields, playgrounds, splash pads, and a small community building to

meet the recreational needs of new and existing residents. It would not likely include a recreation centre or multi-pad ice rinks, as envisaged by the RendezVous LeBreton Group or DevCore proposals in 2016, as these facilities are not planned by the City. The preliminary master concept plan does not articulate the exact size and location of the municipal parkland as these matters remain under discussion. Additionally, given existing soil conditions and long-term monitoring that will need to occur, City staff will want to see the results of a risk assessment before agreeing to parkland dedication terms.

The NCC's master concept plan also seeks to create public spaces around the City's open and covered aqueducts, which have heritage value and are critical assets for the delivery of the City's drinking water. The City owns the lands on which the open aqueduct is located. The NCC owns the lands on which the covered aqueduct is located but the City has easements over the lands. The water flowing in the buried aqueduct powers the Fleet Street pumping station. Turbine-driven pumps operate from the differential in water elevation in the Ottawa River, creating "free energy". The open aqueduct contains backup water volumes. This system contributes to water volumes in the tailrace where there is fish habitat. A shut down for maintenance or to redesign to create amenity features would have to account for the electrical costs to run the pump station and mitigate low water flows in the tailrace for environmental and recreation needs. Through the OPA applications and future development applications, the City will work with the NCC to ensure that these valued assets and their servicing functions are preserved.

The master concept plan also emphasizes human-powered or active transportation for the daily needs of residents. The site enjoys access to two LRT stations, in addition to numerous on-road and off-road connections for cyclists and pedestrians. At the same time, the development is located along heavily used east-west and north-south arterial roads.

City staff look forward to better understanding the proposed character of Wellington, Booth and Albert Streets in the master concept plan as they evolve into dynamic downtown streets. It is expected that the final version of the master concept plan will contain cross sections showing surface and subsurface infrastructure and streetscaping treatments. Where new streets and multi-use pathways are proposed, City staff will ensure that they meet City standards to ensure that municipal services such as

emergency response, waste collection and snow removal can occur in an efficient and effective manner. The layout of streets and design of buildings will be subject to more detailed design review through future development applications, such as plan of subdivision and site plan applications. The City will be the planning authority for such approvals.

The NCC's preliminary master concept plan proposes to remove a planned vehicular connection extending Preston Street from Albert Street north to Wellington Street/the Sir John A. MacDonald Parkway, and replace it with a pedestrian and cyclist bridge. This is a departure from the City's 2013 Transportation Master Plan. The extension of Preston Street is also identified on Schedule F of the City's Official Plan and is a project under the 2019 Development Charges By-law. Staff will consider this through the submission of a Transportation Impact Assessment during the OPA review to determine if there are adverse impacts to the overall transportation network's functionality and safety.

Lastly, development at LeBreton Flats should align with the City's Economic Development Strategy. In particular, consideration should be given to the development of tourism, cultural and creative industries, including for example, the development of tourist attractions and amenities and cultural and sporting venues. These industries are important components to Ottawa's economic diversity and quality of life. Additionally, the inclusion of small and mainstreets businesses will be an important facet of the growth, vitality, and character of LeBreton Flats.

Principle 2: City taxpayers must be protected

As previously articulated, the NCC should not look to the City of Ottawa and by extension the property taxpayers of the City of Ottawa for relief on the costs of development at LeBreton Flats. The NCC (and future developers) will be expected to pay the usual fees for development applications, building permit fees and development charges for projects within the LeBreton Flats area. Similarly, construction of infrastructure such as roads and sewers that will ultimately become City assets must be built to City standards. Appropriate terms must be developed to ensure that the City is not left with unacceptable long-term expenses for maintenance or monitoring after lands are sold by the NCC.

Additionally, City staff would not support an application under the Brownfields Redevelopment Program from the NCC. City staff continue conversations with the NCC

about redevelopment incentives for private development under the Brownfields Community Improvement Plan, should they sell the land to third parties. Any Brownfields Redevelopment Program applications received from private development would be subject to approval by FEDCO and City Council. In other cases where federal lands have been redeveloped (such as at the Rockcliffe Air Base and Booth Street Complex), no applications have been made and the City has not awarded brownfields grants, property tax deferrals, or development charge deferrals. City staff will explore other arrangements for supporting redevelopment, such as contra exchanges for property or easements between the City and NCC, while ensuring that City of Ottawa taxpayers are not funding this redevelopment.

Capital Works and Development Charge Funding - Municipal Parks and Recreation Facilities and the Preston Street Extension at LeBreton Flats

There are capital works within the Building LeBreton study area that could be eligible for funding through development charges, specifically municipal parks and recreation facilities and transportation infrastructure.

At this time, however, without the regulations to accompany Bill 108, parks and recreation funding mechanisms remain unclear. Parks and Facilities Planning strongly supports the development of an urban municipal park with active recreation facilities at LeBreton Flats to serve existing and new residents of Wards 14 and 15, while recognizing that its unique site conditions may add expense to development and operations. It should be noted that the proposed LeBreton Flats Urban Park (5.UP01) valued in 2014 at \$4.03 million was not included in the 2019 Development Charges (DC) background study (authored by Hemson, dated March 15, 2019). However, the updated scope and costs associated with the development of municipal parkland at LeBreton Flats could be included in subsequent DC studies.

The DC background study allocates an eligible \$14.2M in development charges for bridge and road works at Preston Street between Albert Street and Wellington Street / the Sir John A MacDonal Parkway. As noted above, the NCC is expected to request the reconfiguration of the proposed Preston Street road extension into a pedestrian and cycling bridge link, requiring amendments to Schedule B of the Official Plan, as part of their OPA requests. If the impacts are found to be acceptable and not constructing the Preston Street road extension can be supported, staff will also investigate the financial

implications associated with the change. City staff have already advised the NCC that the eligible development charge funding allocated to a vehicular bridge on an arterial road cannot be transferred to a pedestrian and cyclist bridge without Council approval. A pedestrian and cyclist bridge within a development of this nature would usually be funded by the private developers, potentially through Section 37 contributions, rather than through development charges.

Principle 3: Clarification of roles and responsibilities is required for (a) coordination of public realm components, infrastructure and other major projects (b) an understanding of ongoing NCC involvement and other federal government participation, and (c) development of an implementation strategy, which will include a Master Agreement between the City and NCC.

The NCC's master concept plan will include an Implementation and Phasing Strategy. City staff support collaboration where appropriate and the clear articulation of roles and responsibilities for implementation over this multi-year and multi-phase project. The redevelopment of LeBreton Flats will require major investments in infrastructure, including new and relocated piped infrastructure, new and redesigned roads and intersections, new pedestrian bridges and new cycling facilities. Most will likely be undertaken by future developers, in phases, after the NCC sells or leases the lands. The City also has works underway in the area, including the Ottawa Public Library and Library and Archives Canada Joint Facility Project and the Albert and Slater Street reconstruction, as well as high-level plans for an Innovation Village on City-owned lands at Bayview Yards. The City will seek to ensure that the works are coordinated, to reduce costs and inconvenience to area residents and commuters and to achieve economic development and city building goals.

As an example, while City staff have advised the NCC that the relocation of the Cave Creek Collector (CCC) sewer in LeBreton Flats is not a DC eligible item, City and NCC staff are exploring bundling the NCC's Cave Creek Collector sewer relocation with the City's streetscaping project along Albert Street (between City Centre Drive and Empress Avenue). The CCC must be moved from NCC lands to enable development to occur along the north side of Albert Street. The City would normally attribute the cost of this type of sewer relocation to a development proponent after staff determine the design meets City standards and is appropriate. Staff are reviewing how to rationalize costs, minimize disruption in the corridor and avoid scheduling conflicts. This coordination and

the authority to enter into an infrastructure agreement will require the authorization of Council, as the cost is expected to exceed limits set out in the Delegated Authority By-law, and this matter will be addressed in a future report.

With the exception of the above-noted municipal park and Preston Street road extension (if retained), roads, infrastructure, parks, and public realm components within LeBreton Flats are expected to be at the landowner's or developer's cost. The City will seek clarification from the NCC on the ongoing stewardship and management of the lands that the NCC expects to retain and the timing of delivery and responsibilities for long term operations of proposed public realm components, such as the capital park, the active park, the urban playground, the urban squares and pathway network. As noted above, public streets proposed within the redevelopment must meet City standards. Where City development standards cannot be achieved, private infrastructure may be pursued instead.

In addition to seeking clarity on the NCC's role in public realm development, the City will require clarity on the additional federal uses that the NCC may intend to locate on the lands. The City will also want more detail on how the lands will be marketed for both employment and non-employment uses.

Furthermore, the City will request clarity on the proposed LeBreton Place, which the preliminary master concept plan suggests could be developed as an entertainment or music venue, a cultural institution, or other signature public use. There is existing City-owned infrastructure in this area, including the headworks of the buried aqueduct, the heritage-designated open aqueduct and the Nepean Bay Storm Sewer. This area also provides the road frontage required for the future municipal park. The City will work closely with the NCC to ensure that access to and operational requirements for existing and future City lands and assets will be possible in this area.

As part of an implementation strategy, and to clearly articulate roles and responsibilities over the multi-year redevelopment, City staff will require that the NCC and City enter into a Master Agreement. This principle was not articulated in the previous report, as it was not required when the lands were to be developed by a single entity. The master agreement would describe the obligations of each party (City, NCC and future developer(s)), prior to any land transactions, with the exception of the Library Parcel, east of Booth Street (as shown in Document 2). Such an agreement would set out the

high-level details of future agreements with the City, describe phasing approaches and the order of the delivery of specific infrastructure, amenities or obligations. It will also outline any financing mechanisms requiring City participation and describe how the City's policies and standards will be met (for example, the dedication of parkland over multiple phases). The agreement would recognize that implementation would occur over an extended period of time and would build in appropriate mechanisms for review if circumstances should change. The Delegated Authority By-law gives the General Manager, Planning, Infrastructure and Economic Development the authority for this agreement provided there is no cost to the City beyond associated operational and administrative costs. However, should the City and NCC wish to participate in contra agreements where there are exchanges for property or easements or other collaborative approaches, staff will report to Council for authorization to enter into such arrangements.

Next Steps

The NCC expects to seek development proposals for the 1.1 ha (2.9 acre) Library Parcel at 665 Albert Street in early 2021, beginning with a competitive procurement process once the market stabilizes from Covid-19 disruptions. These lands are already zoned for mixed-use development up to 83 metres high. The adjacent City-owned parcel at 615 Albert Street was identified as a short-term development site for affordable housing in staff report Interdepartmental Task Force on Affordable Housing Near Transit Stations ([ASC2019-PIE-GEN-0001](#)) approved by Council on April 10, 2019. However, in the immediate term as a cost-saving measure, this property is intended to be used as a staging area for construction of the Central Library until the end of 2024. Following the procurement process and land transactions by the NCC, a future developer will go through a site plan control application with the City for the site. The NCC also intends to make the OPA application on the balance of the study area lands with the City this year. This policy will set out the broad objectives for development at LeBreton Flats and will guide future development, over what is expected to be a multi-year and multi-phased series of land transactions and municipal approvals. In addition to the master concept plan, as part of the OPA application, the City expects to review studies describing transportation impacts, servicing requirements and financial implications, such as changes to capital works previously allocated funding (the district park or Preston Street

road extension) or potential new funding arrangements (Area Specific Development Charges).

As required, future reports on matters requiring decisions of Committees and Council will be forthcoming. It is recommended that reports follow the usual reporting processes based on the mandates of standing committees.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

The NCC has undertaken community consultation as part of the development of their preliminary master concept plan. The development applications that will be submitted to the City for review and decision will be subject to community consultation in accordance with the provisions of the Council-approved Public Notification and Consultation policy.

COMMENTS BY THE WARD COUNCILLOR

Councillor McKenney provided the following comment:

"I look forward to working with the NCC to achieve the goals detailed in the LeBreton Flats Master Concept Plan. This is a chance to create a vibrant downtown community that positively contributes to the surrounding community.

One of the Objectives identified in the City's 10 Year Housing and Homelessness Plan Mid-Point Report is to "Increase the affordable housing supply". One Tactic for reaching this Objective is exploring the use of Community Benefits Agreements (CBA) to provide affordable housing options when existing communities are adversely impacted by redevelopment and gentrification.

LeBreton Flats is an opportune site for a CBA. This large site was once home to an entire community of working-class people with residential neighbourhoods and a successful industrial sector. The redevelopment of this land should pay homage to this community through the provision of affordable housing, childcare opportunities and adequate community gathering space. The health of people and the environment must be considered every step of the way."

LEGAL IMPLICATIONS

There are no legal impediments to receiving and adopting the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives. The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner.

FINANCIAL IMPLICATIONS

There are no direct financial implications. Any agreements-in-principle related to potential financial implications for the City on public realm aspects of the plan (roads, sewers, parks, etc.) or the use of other eligible financial tools would be subject to standard City processes and brought forward to Committee and Council for consideration.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the report's recommendations.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

Economic Growth & Diversification: Encourage economic growth and diversification by supporting business investment and expansion, talent attraction and retention, showcasing the city's bilingual and multicultural character, and branding Ottawa as a place to be.

Integrated Transportation: Enable effective mobility through a sustainable, accessible and connected city transportation system.

Thriving Communities: Promote safety, culture, social and physical well-being for our residents.

Environmental Stewardship: Grow and protect a healthy, beautiful, and vibrant city that can adapt to change.

Sustainable Infrastructure: Ensure sustainable infrastructure investment to meet the future growth and service needs of the city.

SUPPORTING DOCUMENTATION

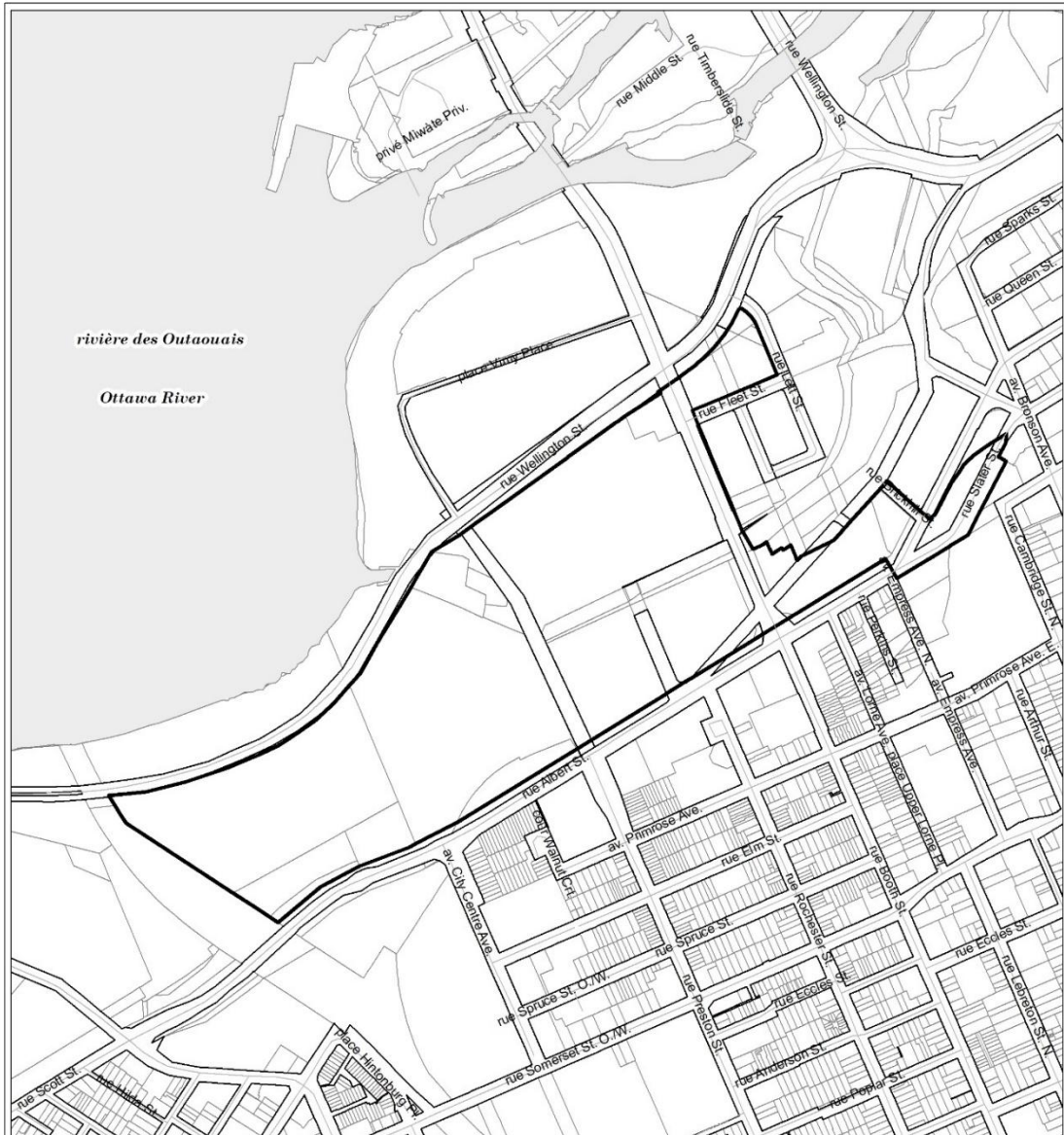
Document 1: Location Map, LeBreton Flats Redevelopment

Document 2: Location Map, 665 Albert Street (Library Parcel) and 615 Albert Street (City-owned lands)

DISPOSITION

General Manager, Planning, Infrastructure and Economic Development to notify the National Capital Commission of City Council's decision.

Document 1 – Location Map, LeBreton Flats Master Concept Plan Area



LOCATION MAP / PLAN DE LOCALISATION

D01-01-20-XXXX 20-0248-B

I:\CO\2020\OPA\LebretonFlatsRedevRevJune12

Parcel data is owned by Teranet Enterprises Inc. and its suppliers
All rights reserved. May not be produced without permission
THIS IS NOT A PLAN OF SURVEY

Les données de parcelles appartiennent à Teranet Entreprises
Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être
reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE

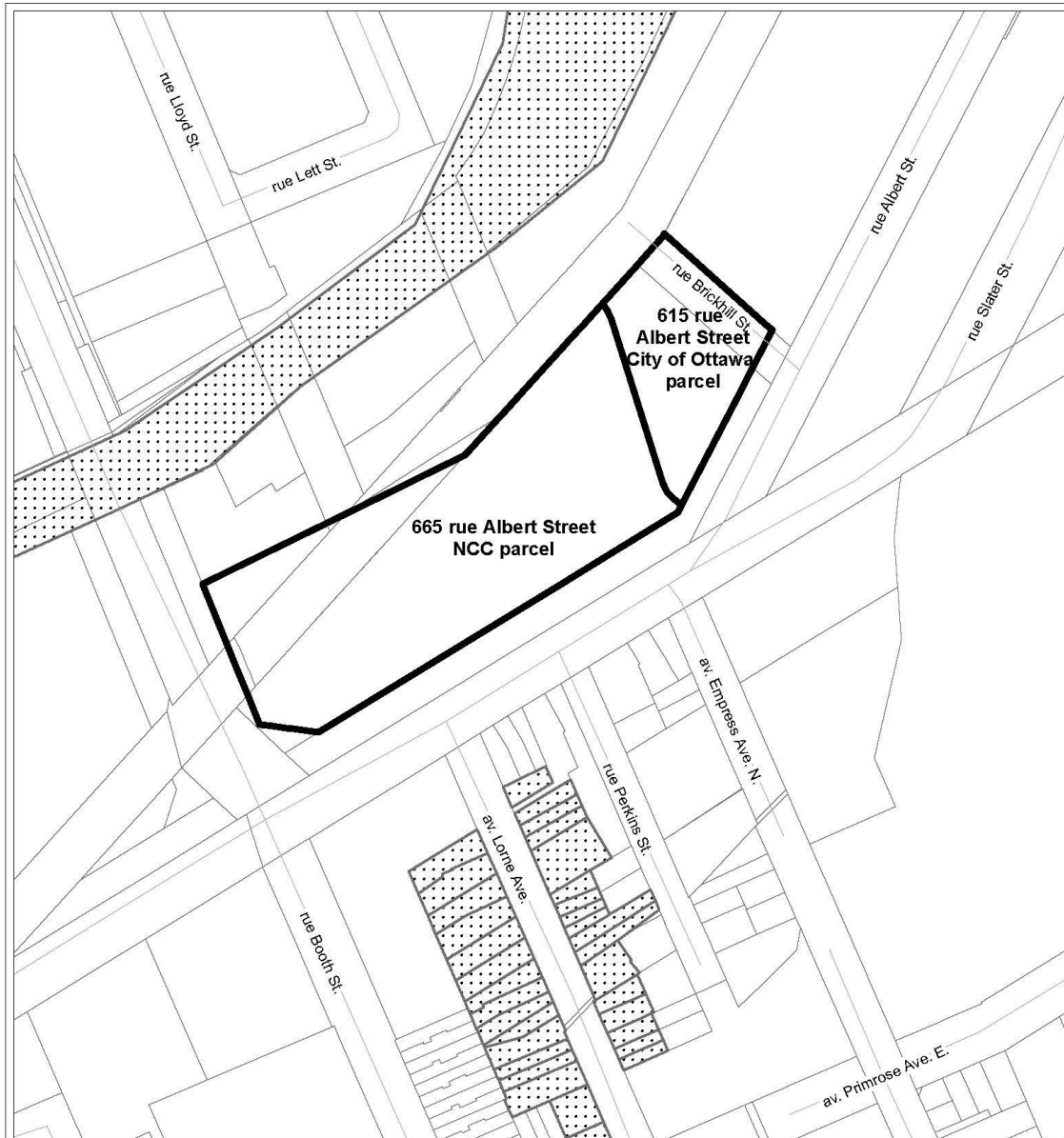
REVISION / RÉVISION - 2020 / 06 / 17






LeBreton Flats Redevelopment



Document 2 – Location Map, 665 Albert Street (NCC-owned lands) and 615 Albert Street (City-owned lands)



		LOCATION MAP / PLAN DE LOCALISATION	
D01-01-20-XXXX	20-0339-D		665, 615 rue Albert Street
I:\CO\2020\Zoning\Albert_655			
©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY			Heritage (Section 60) Patrimoine (Article 60)
©Les données de parcelles appartiennent à Teranet Entreprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE			
REVISION / RÉVISION - 2020 / 06 / 18		Entire map area is affected by the Mature Neighbourhoods Overlay (section 139) / Tout le secteur de la carte est touché par la Zone sous-jacente de quartiers établis (article 139)	
		