

LeBreton Flats Community Benefits Coalition Workshop Summary Report

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Overview

On December 1, 2020, City of Ottawa staff hosted a workshop with members of the LeBreton Flats Community Benefits Coalition. The purpose of the workshop was to provide Coalition members with the opportunity to review and provide feedback on the City of Ottawa’s recommended community benefits for the National Capital Commission (NCC) LeBreton Flats redevelopment.

Attendees

The workshop was attended by members of the LeBreton Flats Community Benefits Coalition as well as representatives from the City of Ottawa’s Interdepartmental Community Benefits Working Group.

Coalition Members

Name	Organization
Adam Melnick	Heat and Frost Insulators Local 95
Catharine Vandelinde	Options Bytown Non-Profit Housing Corp.
Emilie Hayes	Somerset West Community Health Centre
George Brown	Integral North
Kaeli Van Regan	Housing Managers Collective
Kevin Holmes	Social Innovation Lab, Algonquin College
Khaled Nizami	Social Planning Council of Ottawa
Larry Hudon	Hintonburg Community Association
Luc-Anne Salm	Dalhousie Non-Profit Housing Co-operative
Marc Maracle	Gignul Housing and the Ottawa Aboriginal Coalition
Maria-Luisa Marti	Friends of James and Bay
Martin Adelaar	LeBreton Flats Community Benefits Coalition
Mary Huang	Centretown Community Association
Michael Murr	Centre for Social Enterprise Development
Rebecca Aird	Ottawa Community Foundation
Roger Peters	Ottawa Renewable Energy Cooperative
Sarah Lorenz	LeBreton Flats Community Benefits Coalition

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City Participants

Name	Department
Alix Corey	Councillor McKenney's Office
Allison Hamlin	Planning, Infrastructure & Economic Development (Economic Development)
Andrew McCreight	Planning, Infrastructure & Economic Development (Development Review)
Catherine McKenney	Ward Councillor
Jamie Hurst	Planning, Infrastructure & Economic Development (Economic Development)
Kevin Wherry	Recreation, Culture & Facilities Services (Parks Planning)
Lynne Martinez	Community & Social Services Department (Childcare)
Melissa Jort-Conway	Planning, Infrastructure & Economic Development (Policy Planning)
Paul Landry	Recreation, Culture & Facilities Services (Parks Planning)
Saide Sayah	Planning, Infrastructure & Economic Development (Development Review)
Shelley VanBuskirk	Community and Social Services Department (Housing)

Preliminary List of Community Benefits

In July 2020, City Council directed staff to define and prioritize the community benefits the City of Ottawa requires from the LeBreton Flats redevelopment. City staff established an interdepartmental working group comprised of representatives from across the corporation. The group includes representatives from Economic Development, Planning Services, Parks and Facilities Planning, Housing, Childcare, and Procurement. Together, staff have been working to develop a high-level preliminary list of Community Benefit priorities for LeBreton Flats.

Below is the list of Community Benefit priorities that was presented during the first half of the workshop. The priorities reflect five key themes: Equity & Inclusion, Sustainability & Resiliency, Mobility, Parks & Facilities, and Public Realm.

Equity & Inclusion:

- Affordable Housing
- Family Sized Residential Units
- Space for Non-Profits (community organizations, social enterprises)
- Childcare Facility
- Indigenous Recognition and Presence

Sustainability & Resiliency:

- Sustainable and Resilient Site and Building Design (energy conservation and environmental protection measures, specific targets on energy performance and emissions reduction, and the implementation of climate change resiliency measures)

Mobility:

- Active Transportation (multi-use pathways, pedestrian/cycling bridges)
- Accessibility Considerations (beyond universal accessibility requirements)

Parks & Facilities:

- Municipal Park with Fields and Equipment
- Municipal Community Building
- Aquatics, Recreation or Major Events Centre
- Minimum Tree Canopy

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Public Realm:

- Accessible Public Washrooms
- Wayfinding Signage
- Preservation, Restoration and Enhancement of Heritage Bridges and Aqueduct
- Interim Uses on Vacant Lands (community gardens, public art and temporary parks)

Breakout Session Feedback

During the second half of the workshop, participants had an opportunity to provide feedback on the City's preliminary list of community benefits. Facilitators of the breakout sessions were provided with four questions to guide the discussions. Below is a summary of participant responses.

Question 1 - Which three community benefit priorities do you feel are most important to have at LeBreton Flats and why?

While several participants noted that all items on the list should be prioritized, the following were identified as being among the most important at LeBreton Flats:

- Affordable housing, which should include family units
- Space for non-profits (including childcare)
- Indigenous recognition & presence (recommendation to reframe active contemporary Indigenous stewardship & participation)
- Accessibility considerations

Question 2 - Which three community benefit priorities do you feel are least important to have at LeBreton Flats and why?

Items on the list that participants felt were least important included the Major Events Centre and Wayfinding Signage. It was also recommended that City Recreation Centre be separate from Major Events Centre. Municipal Park and Tree Canopy were identified as needing more context.

Question 3 - What/if any community benefit priorities are missing from the list?

Participants noted the following priorities as missing from the list:

- Affordable food access and community garden
- Commercial land trusts
- Free internet connectivity
- Social procurement and diverse workforce
- Equity and inclusion strategy
 - Recognize the early communities
- Inclusionary zoning
- Community recreation and outdoor play
- Wild/natural space
- Economic development strategy/centre
 - Space for small businesses and co-ops
- Preservation, restoration and enhancement of indigenous trails, street names, history (industrial history, lumber yard, falls power generation), etc.
- Community fund (to address community impacts)
- Community health centre satellite site

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Additionally, participants recommended that the City ensure the list of priorities are culturally relevant and reflective of all identities and communities and encouraged City staff to consider how the community could be more engaged and have ownership of the development.

Question 4 - As the NCC begins to move forward on the LeBreton Development and the City is able to obtain greater information, what is the best way and frequency to keep you informed about the City's involvement in the development?

Participants suggested that the City communicate proactively and meaningfully through the Coalition and various other means (not just by email), including:

- Newsletters and/or blogs;
- Social media;
- Tripartite discussions involving the City of Ottawa, NCC and Coalition; and
- Presentations at monthly Board of Directors meetings for nearby Community Associations – Centretown, Dalhousie, Hintonburg, Mechanicsville & the FCA.

Questions & Answers Submitted Through the Chat Function

Several questions were posed using the chat function throughout the workshop. Below is a list of those questions as well as their answers.

From Mary Huang (Centretown CA) to Everyone:

1. What are the main zones for LeBreton Flat East and LeBreton Flats West subdivision?

Allison Hamlin – There are several zones at LeBreton Flats, west of Booth Street, including: R5O H(27), R5O H(20), GM7 [119] H(25), GM7 [119] H(33), GM17 [120] H(40) S94, GM17 [144] H(40) S94, R5O H(40) S94, R5T [245] H(21), O1S S94, and O1.

Andrew McCreight– The development lands known as the “East Flats”, east of Booth Street, includes: GM17 [120] H(40) S94, GM17 [120] H(40) S94 S95, R5O H(40) S94 S95, R5O S253, MD [2503] S386, MD [2504] S386-h, O1 [381], GM7 [119] H(25), GM7 [119] H(33), MD [2509] H(83)-h and O1.

Generally speaking, the O1 zones are open space for parks and the R5 and GM zones permit medium and high-rise, mixed-use buildings. The MD zone in the East Flats also permits high-rise, mixed-use buildings but requires commercial uses at grade.

West of Booth Street, current zoning permits building heights ranging between 20 and 40 metres high (approximately 6 to 12 storeys). It is expected the NCC will submit a rezoning application to permit buildings between 6 and 40 storeys. At the East Flats, the development concept includes five towers at 25, 25, 30, 30 and 45-storeys respectively.

The S denotes schedules for specific height restrictions, sometimes based on protected views to Parliament. The “h” is a holding symbol, requiring conditions to be met for development to proceed.

For full details, please go to <https://maps.ottawa.ca/geottawa>

[Link to the Zoning By-law](#)

[Link to Urban Exceptions](#)

[Link to Schedules](#)

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From Larry Hudon chateaurousemount613 to Everyone: 02:40 PM

2. Is the City coordinating developing plans for the bordering Bayview Yards with similar goals to LeBreton?

Allison Hamlin – The City has not yet undertaken a concept plan for Bayview Yards but the idea of an Innovation Village is being explored. Much more work and community engagement will need to occur on this.

You can read more about this in a report that went to [City Council](#) in November 2019. There is a Secondary Plan for Bayview Station District [HERE](#).

From Michael Murr, CSED to Everyone: 02:46 PM

3. Thanks to City staff for the presentation. You mentioned that social enterprise/local procurement has been identified by staff as a priority but that it falls outside of the planning tools available. Notwithstanding this, are you still planning on bringing this forward to the NCC? Doing so would at least ensure that this interest is on the record with the NCC.

Allison Hamlin – Yes, we will be communicating our findings to the NCC and working with them to achieve common goals.

From Rebecca Aird Ottawa Community Foundation to Everyone: 02:48 PM

4. As noted, the City's planning tools give it most direct leverage on built enviro/infrastructure. But what/how can the City assist the Coalition to bring into play its expertise and interests related to employment/training opps and on-site programs/services?

Allison Hamlin – Programming or procurement matters are outside the scope of the current undertaking, but City staff in Economic Development and Procurement are interested in engaging further on these targets/outcomes.

From Martin Adelaar and Melanie Phillips to Everyone: 02:50 PM

5. What is the status of the Secondary Plan amendments review and when do you anticipate the public will have the opportunity for input?

Allison Hamlin – The NCC will need to amend the Central Area Secondary Plan to implement the vision within the Master Concept Plan. It is unknown when this will occur but there will be community consultation.

6. Can you provide one example of how you would apply one or more of your tools to work towards your priorities, from the tool list you provided?

Allison Hamlin – A decision by City Council would be required to use the other tools for specific priorities. In some cases, development agreements are undertaken by staff through authority delegated from Council. I will provide two existing examples.

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1) Affordable Housing

The requirement to provide 25% affordable housing at LeBreton Flats is within the Secondary Plan, as follows:

In support of the City Council's commitment to achieve affordable housing within the Central Area, City Council shall require:

i That the amount of land to be set aside through the subdivision approval process shall be sufficient to allow 25% of the total housing stock within LeBreton Flats to be affordable Housing to the Action Ottawa criteria, or to the new Official Plan and proposed Municipal Housing Statement when approved;

ii That the City work with the National Capital Commission to facilitate partnerships between non-profit housing providers and commercial developers to explore options for providing affordable housing above ground floor commercial developments, to meet the 25% target;

iii That should affordable housing targets not be met prior to 50% of the building permits being issued, City Council will require that the subdivision agreement provide for the City to be given by the National Capital Commission, the first right to acquire the lands for affordable housing.

iv That Council request the National Capital Commission to explore options for facilitating affordable housing by providing long term leases for one (\$1.00) dollar to developers willing to build and maintain affordable housing. [Amendment #2, September 3, 2003]

2) Childcare

The plan of subdivision agreement for Claridge's East Flats requires that the developer investigate options with the City to ensure that prior to the issuance of the 500th residential building permit, a childcare facility has been constructed for a minimum of 50 children. The proposed development at 301 Lett, which is the next proposed phase of the 'East Flats', includes a day care facility.

From Kevin Holmes to Everyone: 02:51 PM

7. Who determines if the City proceeds to implement a Section 37 Community Benefits Bylaw?

Allison Hamlin – More information is expected from the Province. Then, Staff will work on the strategy and report to City Council. City Council will decide if this approach should be adopted in Ottawa.

From Emilie Hayes (she/her) to Everyone: 02:52 PM

8. The ways in which the City of Ottawa approves housing developments is also critical to healthy communities. Residents self-report improved health outcomes when they have a say in how their neighbourhood changes. Yet there is minimal resident engagement in Ottawa's planning process. Engagement often happens as plans are in their final stages. Strategies such as open houses are often utilized to engage the community, which does not lend itself to critical dialogue. Wondering how the City may be planning to engage the community in these targets?

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Allison Hamlin – For this project, establishing community benefit priorities, in addition to this workshop, we will review our findings with the Ward 14 Councillor and Coalition prior to reporting to Planning Committee. Priorities that require staff resources or City funding will also require future decisions of Council. As they become more detailed in their execution, there will be additional opportunities for engagement.

From Kaeli Van Regan to Everyone: 02:52 PM

9. Do you have a number of affordable housing units that you would like to see developed?

Allison Hamlin – Approximately 1,000 of a total 4,000 housing units (25%) are expected to be affordable.

From Emilie Hayes (she/her) to Everyone: 02:53 PM

10. SWCHC is completing a planning process that engaged many residents in setting priorities for the West Centretown community - many of them are included in the City priorities for LeBreton, which is fantastic! The key piece that I see missing is authentic and meaningful engagement from the surrounding area who will be most impacted by community change.

From Kevin Wherry to Everyone: 02:54 PM

11. Just a note to all that Community Benefits as alluded to by Allison is defined by the Province much more restrictively than what we are talking about today. Not saying we don't want to or can't have this discussion under this terminology - indeed this discussion is needed and very relevant - I'm just pointing out that there is a similar label from the Province that may cause some confusion and just want to point out that there may be 2 similar named streams - as in this is Community Benefits Agreement for LeBreton and the City is mandated by province to deliver a Community Benefits By-Law to apply city wide. Some items in there may definitely apply to LeBreton, but with names being so similar I'm simply trying to help with clarity.

From MariaLuisa to Everyone: 02:56 PM

12. In today's world, I would like to see Free WIFI for the complete zone for residential and commercial as well as the community services.

Jamie Hurst – The City recognizes the importance of connectivity and is committed to working with its partners in enhancing connectivity and access to the internet across Ottawa.

From Luc-Anne Salm to Everyone: 03:03 PM

13. Why is colonialism so entrenched in our city? In an era of reconciliation, on land around an ancient sacred site? On land granted to an Algonquin chief who fought in the war of 1812?

Allison Hamlin – This workshop is about identifying outcomes that would improve the lives of existing and new residents and about using the tools provided within the provincial planning regime to achieve them, as City staff were directed to do by Council. We strive to be equitable and inclusionary in our approach.

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From Luc-Anne Salm to Everyone: 03:03 PM

14. Can we better understand the affordable housing baseline?

Allison Hamlin – This is how the New DRAFT Official Plan defines affordable housing: Housing that is aimed at households whose needs fall within the definitions of deep affordability and market affordability.

- a) deep-affordable housing, which means affordable to a household or individual at or below the 3rd income decile (30th percentile); and
- b) market-affordable housing, which means affordable to a household or individual at the 4th through 6th income deciles (31st through 60th percentiles.)

From Mary Huang (Centretown CA) to Everyone: 03:20 PM

15. or get linked into federal employment programs?

Allison Hamlin – This is a good idea but beyond the scope of the City's project.

From MariaLuisa to Everyone: 03:28 PM

16. Intergenerational homes?

Allison Hamlin – Do you mean intergenerational housing units or overall communities? The City has policy goals for neighbourhoods that are accessible, inclusive and designed for all ages, including children and older adults. Additionally, the City hopes that the NCC will require larger 2+ bedroom units at LeBreton Flats.

From Mary Huang (Centretown CA) to Everyone: 03:38 PM

17. maybe a community garden with rentable plots or raised boxes on some of the city land?

Jamie Hurst – Yes, we will evaluate adding food access/community gardens to the City's list of recommended priorities.

From Mary Huang (Centretown CA) to Everyone: 03:49 PM

18. can we split point 16 to recreation facilities and major event centre since they are different. with what is happening in Lansdowne and the Coventry field I think major event centre is high risk the sports / event centre would likely want tax payer subsidized funding

Jamie Hurst – Yes, we will evaluate differentiating between recreation facility and major event centre.

From Luc-Anne Salm to Everyone: 03:51 PM

19. Dialogue should be with the Algonquin nation as host nation.

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From Luc-Anne Salm to Everyone: 03:52 PM

20. This should happen now, and with traditional, urban, Tribal Council of the Algonquin as well as KZ and Pikwakanagan

Questions & Answers Submitted Through the Comment Form

In addition to the breakout discussions and chat function, participants had the opportunity to submit comments and questions into a comment form. Below is a list of those questions/comments as well as responses from City staff.

1. Given that the NCC will sell off parcels of land to private sector concerns, does the city not have longer-term authority over outcomes?

Allison Hamlin – Yes, private developers will have to follow the City's planning process and be subject to municipal and provincial planning laws. This is why the City and NCC are working closely to articulate roles and responsibilities and to develop an implementation strategy.

2. The NCC's RFQ for the Library Parcel of LeBreton sets out the NCC's requirements for making the Flats a net zero carbon community and the energy requirements for all buildings in parcel to achieve this, including net zero buildings and access to the federal or other district heating system. It would be good if the City's community benefits requirements on sustainability for the whole community matched these NCC requirements

Jamie Hurst – The City's preliminary list of Community Benefits for LeBreton Flats includes 'Sustainable and Resilient Site and Building Design.' This includes energy conservation and environmental protection measures, specific targets on energy performance and emissions reduction, and the implementation of climate change resiliency measures.

3. An important omission from the list of Outcomes for LeBreton is planning for 'commercial space that meets local needs' (such as food retail, etc.) and 'low cost space that can be used for new business enterprises that would provide local employment'. This could be done through zoning and other planning tools. This outcome does not really belong in Equity and Inclusion. It could be included in a new category called Local Economy that could also include a local Community Business Development Centre. Space for Non-Profits and Social Enterprise could also be moved to this category along with a link to the Centre for Social Enterprise Development on Bayview yards. Further elaboration of ALL outcomes should be done in collaboration with adjacent neighbourhoods - perhaps through workshops or open houses arranged with community association and community health centres who have already engaged their constituencies on the issue.

Jamie Hurst – City staff will evaluate adding a new theme to the list of Community Benefits titled 'Local Economy'. The City recognizes that an area such as LeBreton would benefit from food retail (as an example), and it is expected that the future zoning will permit these uses to occur.

The NCC is encouraged to undertake additional consultation with adjacent neighbourhoods.

4. I think it would be helpful to the education of all Coalition members/allies if you were to prepare a few examples of how, in theory, the City could use its planning jurisdiction to influence the NCC to ensure

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some of the community benefit goals that the City is articulating. That is, under the Section 37 tools you identified.

Allison Hamlin – The Community Benefits Charge regime is still evolving and if adopted by Ottawa will likely be a fee similar to a development charge; however some examples within the nearby area of community benefits previously negotiated using the earlier legislation in Section 37 of the Planning Act include:

- 1) Contributions to community gardens, parks and affordable housing and an elevated walkway to Bayview Station at 900 Albert Street; and
- 2) Funds for improvements to Nanny Goat Hill Community Garden, Cambridge Street landscaping and pedestrian amenity improvements, and affordable housing contributions for development at 196 Bronson Avenue.

You can find these and other examples in [Section 19](#) of the Zoning By-law.

5. With regard to the community benefits list you shared with us, I think it would be helpful to further elaborate some of these where you can and possibly use examples of what would be desired outcomes. We understand and were happy to work within the parameters of trying to prioritize community benefits. As I noted, I would urge you to also consider community benefits from an integrated, holistic perspective. As I mentioned, we would urge you to position our Ottawa Indigenous community from the standpoint of achieving multiple outcomes to ensure that LeBreton is a place where Indigenous citizens can live, work and prosper.

Next Steps

The feedback provided by attendees in the workshop as well as the City's list of recommended community benefit priorities will be included in a memo to Planning Committee and Council in Q1 of 2021.