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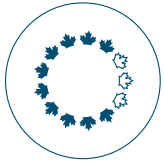


# LeBreton Flats

MASTER CONCEPT PLAN

# LeBreton Flats Master Concept Plan

January, 2020



**NCC  
CCN**

## Foreword

I'm very pleased to present the preliminary Master Concept Plan for the redevelopment of LeBreton Flats. This plan will guide the development of the site as the National Capital Commission (NCC) begins the project's implementation.

If I had to distill the plan's seven guiding principles to articulate what our planning team has achieved, I would focus on three crucial objectives.

First, we aspire to the creation of inspiring, Capital-building attractions and activities that capture the imagination of residents of the Capital and the millions who visit us every year.

Second, these attractions and activities will complement a vibrant, liveable, mixed-use community that includes diverse housing in all dimensions (type, size, affordability), that is a showcase of sustainability in terms of its low-carbon footprint and focus on active mobility, and that demonstrates design excellence.

And third, the site will be enriched by fantastic, open, public green spaces that act both as destinations in their own right and as connections between elements of the site and the waterways in and around it, such as the Ottawa River and the aqueducts.

I'd like to acknowledge the incredible effort the NCC's Building LeBreton team has made on this project in a short period of time. The NCC has moved expeditiously to develop the new Master Concept Plan, and it is thanks to the hard work of our staff, the cooperation of our partners, and the contribution of thousands of citizens who participated in our public engagement and consultations that we are able to present this plan.

We offer it as a vision and a guide for a site that has a vital role to play for the future of both the city of Ottawa and Canada's Capital.

**Tobi Nussbaum**

Chief Executive Officer  
National Capital Commission

# Executive Summary

The Building LeBreton project is an opportunity for a renewal and reinvigoration of LeBreton Flats that can change how Canadians live, work and play in our cities. Setting a bold carbon neutral standard, this resulting Master Concept Plan will guide development over the next 25 to 35 years, laying a framework for how the public and private sector will work together to rebuild LeBreton Flats under the direction of the National Capital Commission (NCC). In this plan, four unique districts create a Capital destination and thriving mixed-use community that will celebrate liveability and placemaking year-round. Driven by seven guiding principles, the Building LeBreton project embraces the role of LeBreton Flats as a part of the nation's capital, a destination for all, and a place for Ottawans to call home.

**The Aqueduct District:** A vibrant cultural hub and entertainment district spilling out onto public space along the two aqueducts, part of the historic Ottawa Waterworks Complex.

**The Flats District:** A predominantly residential community defined by intimate, pedestrian-oriented streets and a variety of housing types.

**The Albert District:** A mixed-use main street neighbourhood anchored by the future library to the east and a potential event centre or major facility to the west, the Albert District provides space for homes and offices, as well as shops and services along Albert Street.

**The Park District:** The Park District combines the community's industrial heritage with its defining natural elements, creating a unique park and public realm experience that will draw visitors from near and far to the western end of the community.

These districts are brought to life by the Master Concept Plan's strategies. Starting with comprehensive Parks and Public Realm Strategy, Land-Use Strategy, and Mobility Strategy, LeBreton Flats will be built out in a way that is both equitable and sustainable, setting precedents in affordability, carbon neutrality and recognition of Indigenous, cultural and heritage elements.

To make this happen, the Building LeBreton project will be grounded in a strategic implementation approach supported by market feasibility. The NCC is committed to collaboration with partners to support timely progress that will generate social, environmental and economic returns through project completion and beyond.



Figure 1 LeBreton Flats Master Concept Plan.  
 This Concept Plan is for illustrative purposes only and is subject to change.

\*Refer to Appendix 10.1 for the full alternative site option plan.

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# 1 Introduction

# Introduction

The prominence of LeBreton Flats and the public desire to see this area improved in a smart and ambitious manner are matched only by the complexity of tackling the project. From challenging soil conditions to infrastructure encumbrances and more, these challenges have drawn out the rebuilding of LeBreton Flats — a 29-hectare site wholly owned by the NCC.

Now is the moment to seize — with the launch of the light rail transit system, including two stations at LeBreton Flats, and planning for a new federal–municipal joint library facility well under way, there is an opportunity to build momentum at LeBreton Flats.

Following the cancellation of a LeBreton Flats redevelopment project in 2019, the NCC saw the opportunity to establish a renewed, cohesive vision for the site that puts the desires and interest of the public and Canadians at the forefront. The resulting Master Concept Plan outlined in this document responds to the dual goals of establishing LeBreton Flats as both a destination and a place of pride for all Canadians, as well as a sustainable community for local residents — a place that anyone can call home. Importantly, this new vision puts the focus on a compact urban form that prioritizes active transportation and transit by creating a complete community.

The vision is built on input from the public. Early in the process, the NCC asked for feedback on draft guiding principles, which form the foundation for how the NCC will approach everything from planning the project to its implementation — balancing social, environmental and economic returns. The public’s ideas for features and important elements to include at LeBreton Flats were reflected in the draft Master Concept Plan — for which we again

sought the public’s reactions. Insights and perspectives from the public have been critical in ensuring that the NCC establishes a visionary — and feasible — plan.

Also crucial in the planning and implementation of this project will be the NCC’s ongoing dialog with the Algonquin Nation as key partners. The NCC will continue to strive to reflect the perspective of Algonquins in the project, in everything from cultural representation to partnership in the implementation. As the people who originally inhabited this territory, they will continue to have an important role to play. The City of Ottawa will also continue to be an important partner, continuing the collaboration that established the formative vision for this plan.

This Master Concept Plan sets the stage for future work to ensure that the vision becomes a reality. Detailed implementation planning, including further technical studies and a phasing strategy, will be developed over the coming months. This will be done with a focus on the project’s seventh guiding principle, “Make It Happen,” responding to the public’s desire to see progress. Implementation planning will outline a strategic approach to phasing commercial, institutional and residential development (including a range of housing affordability options), along with construction of parks and public realm features that will bring LeBreton Flats back to life.

In all of this work, we are anchored by the understanding of what came before — layers of trade, transport, habitation, industry and community, eliminated by expropriation. Reflecting this story and connecting it to the site’s future through art, architecture, interpretive elements and more will help ensure that these memories are not lost.





THE HOME OF  
**Connor**  
WASHERS  
OFFICE 10 LLOYD ST

## 2 Background

# Background

LeBreton Flats is part of the region identified as ancestral territory of the Anishinabe peoples. Directly connected to the Ottawa River (the Kitchissippi) and its tributaries, LeBreton Flats is part of a large homeland that contains a complex network of travel routes and sites for livelihood, habitation and celebration.

The Indigenous history and heritage of LeBreton Flats is also connected to its place at the heart of a trade and communications network that stretched through eastern North America, and lasted thousands of years.

LeBreton Flats is the founding location of the city of Ottawa. Beginning with the landing of Loyalists in 1816 and the building of the Richmond Road to the west, it was the site that put the place that became Ottawa on maps. The first lot was patented to John LeBreton in 1819. For decades after that, the livelihoods of residents in the Flats and beyond were connected to the transportation and power potential of the Ottawa River.

As the site of the early timber trade and electric power generation infrastructure that stretched across the Ottawa River through the

bridging of the islands along what is now Booth Street, LeBreton Flats remained central to the social, economic and industrial development of Ottawa and Canada’s Capital Region for 150 years. In its direct connection to Gatineau (formerly Hull), LeBreton Flats helped create a regional identity for Ottawa–Gatineau that has been formalized in plans for Canada’s Capital.

On April 26, 1900, the Great Fire, which destroyed much of Ottawa and Hull, severely damaged LeBreton Flats. The community — both residential and industrial — was rebuilt. Layers upon layers of industry, railway development, public works, bridges and residential construction created a dynamic landscape that was distinct from other places in the Capital and connected directly to sources of hydroelectric power.

Prominent individuals and families associated with LeBreton Flats include Thomas Ahearn, John R. Booth, Ezra Butler Eddy, the Bronsons and the Pinheys, all of whom left important legacies that transformed Ottawa into a modern city and a distinguished national capital.

As far back as 9,000 years ago, Indigenous people inhabited the region. Nomadic peoples lingered here to portage and to exchange goods. Archaeological evidence shows that this region was a lively trade hub some 6,000 years ago. Current place names reflect the names that the Anishinabe peoples gave to locations for meeting and exchanges, such as Ottawa (the road that walks) and Kitchissippi (great river). Obstacles to navigation led to settlements on portage heads. One of the mightier obstacles was the Chaudières Falls (Akikodjiwan or Kîshkâbikedjiwan), a place of ceremony, as witnessed by Samuel de Champlain in the early 1600s. (The Plan for Canada’s Capital, 2017–2067)



Figure 2 Historical LeBreton Flats rail yards.



Figure 3 LeBreton Flats clearance and demolition.

The clearing of LeBreton Flats by the NCC in 1962 with a plan to build federal offices is also an important part of the site's significance. It formed part of the vision of the Gréber Plan for the Capital that was fully articulated in 1950 and is a powerful symbol of the strident philosophy of urban renewal that has marked and marred many North American cities.

The vision for a federal office campus at LeBreton Flats was never realized, and subsequently a number of planning efforts were undertaken to determine the future for this important site. In the 1970s, the Canada Mortgage and Housing Corporation planned the area for housing. However, only a demonstration project south of Albert Street was constructed. In 1989, the NCC, the former Regional Municipality of Ottawa-Carleton and the City of Ottawa launched a new joint planning process, which resulted in a land agreement that consolidated land ownership to the NCC. That process culminated in the LeBreton Flats Plan, 1997, which forms the basis for the existing policy that applies to the site today. Other progress at LeBreton Flats during this time included the realignment of the Ottawa River Parkway (now the Sir John A. Macdonald Parkway), the construction of the Canadian War Museum and the initiation of residential development at LeBreton Flats, east of Booth Street.

In 2014, motivated to enhance the attractiveness of the national capital by attracting a new public anchor use and to bring civic life back to the area, the NCC launched a competitive process to seek a development proposal for the entire LeBreton Flats redevelopment site. With the cancellation of that process in 2019, the NCC decided to lead a process to establish a new comprehensive vision for LeBreton Flats that can be developed over time to accelerate the re-establishment of a Capital destination and vibrant community at LeBreton Flats.

## LeBreton Flats Master Concept Plan Area



The LeBreton Flats Master Concept Plan area is located within the core area boundary, directly adjacent to the Ottawa River, and in close proximity to downtown Ottawa and many cultural resources, including Confederation Boulevard and Parliament Hill.

The LeBreton Flats plan area is located 1.6 km (an 18-minute walk) from Parliament Hill.

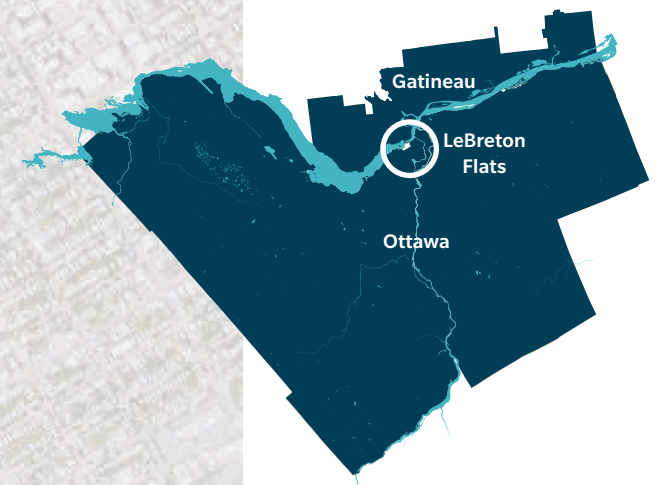


Figure 4 LeBreton Flats is located within close proximity to downtown Ottawa and Confederation Boulevard, within the core area boundary.



## 3 Guiding Principles

# Guiding Principles

Inspired by past plans for LeBreton Flats and informed by input from the public, the following seven guiding principles were established in 2019 to guide the Building LeBreton project. These guiding principles anchored the process of developing the Master Concept Plan, and will continue to steer the project through implementation.



## 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.



## 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.



## 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.



## Foster Sustainability and Innovation

Embed a culture of excellence throughout the life cycle 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.



## 4 The Plan Structure

# The Plan Structure

The Master Concept Plan for LeBreton Flats is a cohesive vision for a new Capital destination and complete urban community where anyone can live, work and play. Built on public feedback, this plan envisions a place that is pedestrian friendly and surrounded by lively and active parks and plazas, including public spaces along the aqueducts and the Ottawa riverfront. A diverse, mixed-use community will include a variety of housing options supported by retail and employment opportunities, capitalizing on direct access to two light rail transit (LRT) stations. Importantly, this plan also creates the opportunity for destination uses and experiences that celebrate the role of LeBreton Flats as an important site in the heart of the Capital.







Figure 5 LeBreton Flats Master Concept Plan.  
This Concept Plan is for illustrative purposes only and is subject to change.

\*Refer to Appendix 10.1 for the full alternative site option plan.

Foundational to the plan's success is the idea of incorporating and celebrating the distinct identities of LeBreton Flats as part of the Capital, a place to visit, but also a place to live. Together, these identities create three key experiences that are reflected throughout the Master Concept Plan.

- + **Capital Experience:** LeBreton Flats will continue to have a symbolic and iconic role in Canada's Capital as a gateway and entry point to Parliament Hill and Ottawa's downtown core. National institutions, monuments and event spaces will continue to punctuate this Capital realm along the Ottawa River, reflecting the importance of this area as the seat of government and a place of inspiration for all Canadians.
- + **Destination Experience:** A vibrant, urban experience along two heritage aqueducts will link to a destination park and riverfront, establishing a thriving cultural activity hub that attracts residents and visitors alike.
- + **Civic Experience:** Existing neighbourhoods will be knit together with a reborn residential community and amenities in a walkable mixed-use district. The Civic Experience will support community connections at the local scale, and create a place that anyone can call home.

Intended to guide development over the next 25 to 35 years, the Master Concept Plan lays a framework for how the public and private sector will work together to rebuild LeBreton Flats under the NCC's direction. This plan is structured to enable implementation of public realm and buildings concurrently in phases, ensuring that LeBreton Flats is a complete and connected community as it continues to build out and evolve.

The Master Concept Plan is structured around four districts to bring the Capital, Destination and Civic Experiences to life, with each district contributing a core element to the plan's overall identity. These districts work together to make LeBreton Flats a thriving cultural hub and diverse community grounded in a sense of history and place.

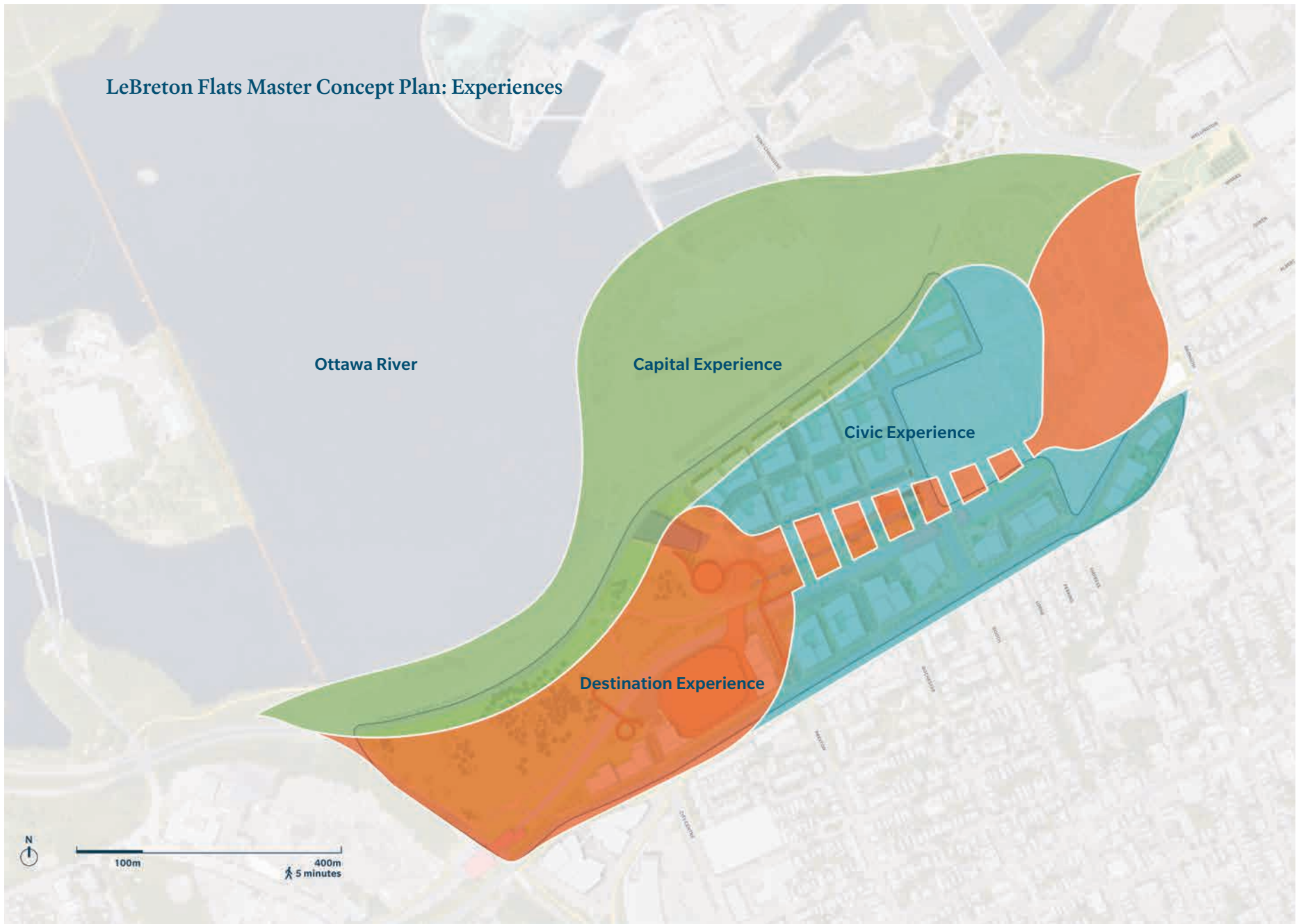


Figure 6 LeBreton Flats Master Concept Plan: Experiences.

\*Refer to Appendix 10.1 for the full alternative site option Experiences plan.



Figure 7 The four main districts of LeBreton Flats include the Flats District, Aqueduct District, Albert District and Parks District.

\*Refer to Appendix 10.1 for the full alternative site option Districts diagram.

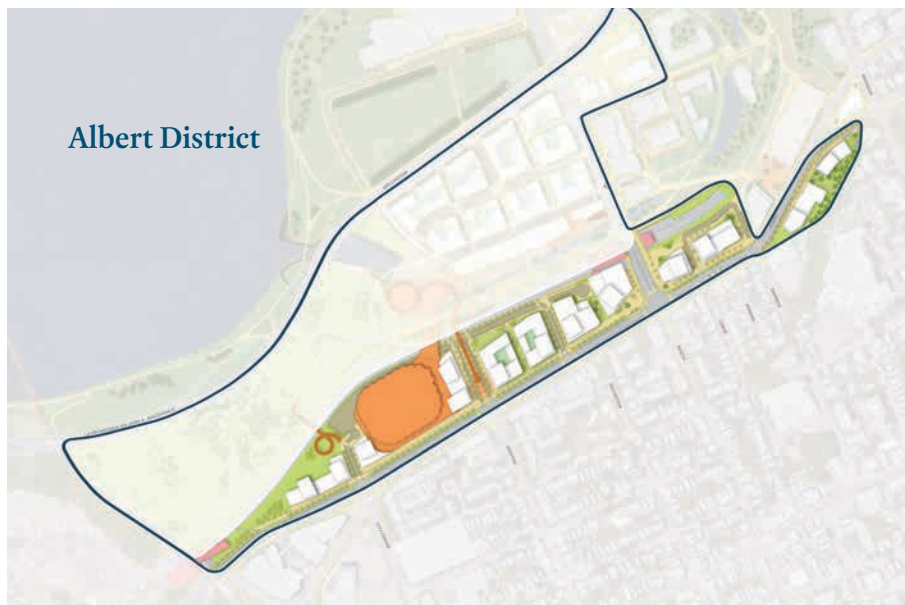
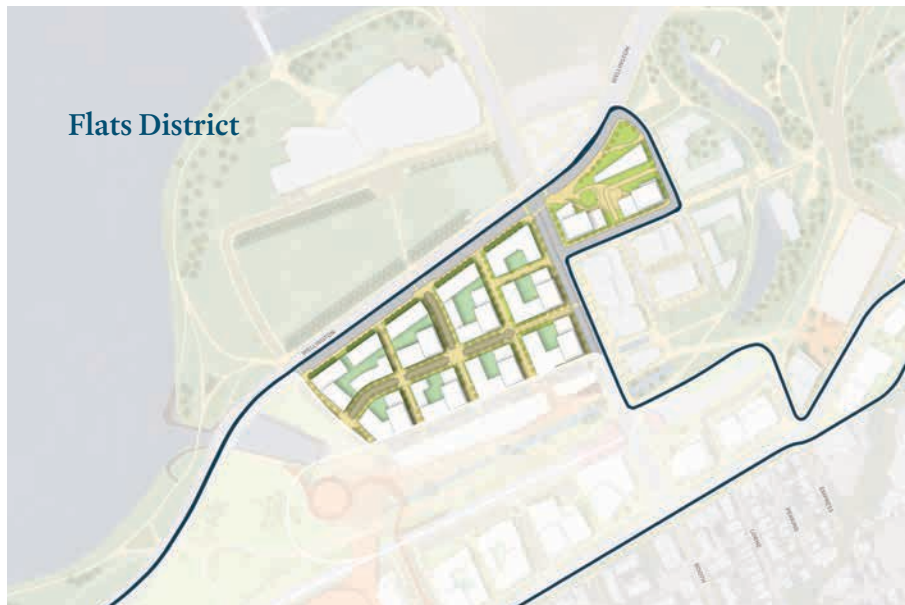


Figure 8 The four main districts of LeBreton Flats.

## 4.1 The Flats District

A predominantly residential community defined by intimate, pedestrian-oriented streets and a variety of housing types.

- + The Flats District will be defined by its street typology that prioritizes active mobility and de-emphasizes the dominance of vehicles.
- + Streets will be designed as shared spaces with very slow travel speeds (10 to 30 km/h), through measures such as narrow widths, textured (including pervious) surface pavement, flush curbs, and use of trees and street furniture to define pedestrian-only space adjacent to buildings.
- + The size and orientation of blocks and buildings will be designed to facilitate pedestrian and cyclist movements and protect the streets and public realm from winds.
- + Almost all parking will be provided in underground lots, with garage entrances located to facilitate entry into parking garages at the edges of the Flats to discourage traffic from circulating through the neighbourhood.
- + Buildings within the Flats will generally be designed as six-storey mid-rise buildings with towers on top of the mid-rise podiums at key locations.
- + Building heights will respect the established view protection of Parliament Hill along the Sir John A. Macdonald Parkway, as well as solar protection for the November 11 Remembrance Day ray of sunlight at the Canadian War Museum's Memorial Hall.

- + In general, towers will be shorter near Wellington Street, rising upwards toward the Aqueduct District.
- + Residential buildings with courtyards will create spaces for play and gathering with neighbours.
- + Wellington Street presents a unique interface between the civic experience of the Flats District and the national experience of the Capital realm across the street. Architectural design standards should reflect the prominence of this location.
- + The Booth Street edge presents an opportunity for office, commercial or institutional buildings. Buildings along this edge should mediate the grade difference between Booth Street and the Flats by providing access from both ground floors.
- + The southeast corner of Wellington and Booth streets is a future development site currently occupied by a temporary greenspace known as Pindigen Park. Pindigen Park was established in 2017 as an interim use in collaboration with representatives of the Algonquin Nation in order to improve the appearance, use and functionality of the site in advance of future development implementation. The Master Concept Plan outlines policies for future mixed-use buildings on the site, which would be pursued in discussion with representatives of the Algonquin Nation and include a strategy to replace interpretive elements in other parks and public realm within LeBreton Flats.

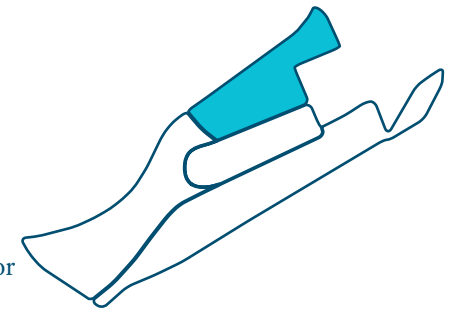




Figure 9 Flats District Demonstration. Narrow, pedestrian-oriented streets form the urban fabric of the Flats District, accommodating multiple modes of transportation.

Diverse housing options

Slow vehicle speeds

Retail storefronts

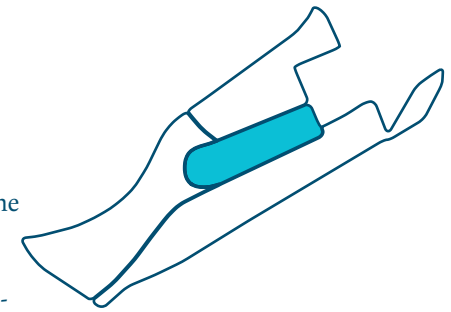
Narrow pedestrian-oriented streets

Potential to uncover the buried aqueduct

## 4.2 Aqueduct District

A vibrant cultural hub and entertainment district spilling out onto public space along the two aqueducts.

- + Two aqueduct waterways will anchor and frame this district, creating a unique public realm that celebrates and is defined by the historic Ottawa Waterworks Complex, which continues to play a crucial role in the city's infrastructure. The waterworks complex is a key feature of this area, which is defined by water through its proximity to and connection with the Ottawa River.
- + The southernmost aqueduct is protected by heritage designation under the Ontario Heritage Act, and will be preserved and enhanced in a way that respects and celebrates its heritage status.
- + The northern aqueduct is currently buried, and presents an opportunity for rehabilitation and interpretation that enhances and respects its active role in the city's waterworks system. The potential to uncover this aqueduct and create an open water feature should be explored.
- + The space surrounding both aqueducts will be designed as urban public realm that prioritizes pedestrians, while offering space for patios, seating, public art, trees and plantings, and programming.
- + A grand staircase linking the Aqueduct District with Booth Street above will create a pedestrian link, as well as a placemaking opportunity and gathering space. The staircase will be paired with an elevator in the adjacent building to ensure universal accessibility.
- + Between the two aqueducts, a series of low-rise six-storey buildings will be situated within the public realm along the aqueducts.
- + These buildings are envisioned to be constructed in a loft-style format, with generous floor-to-ceiling heights and flexible floorplates that reflect an industrial building typology reminiscent of LeBreton Flats' industrial past. A modern interpretation of this building form, using sustainable mass timber construction is proposed.
- + The buildings will offer opportunities for small-scale boutique retail, lively cafés and restaurants on the ground floor, which take advantage of both interior and exterior space. The buildings' upper levels will be creative flexible spaces that could welcome anything from artists' studios to offices.
- + Consideration should be given to permeability for pedestrians through the buildings by introducing passageways that connect the public realm of both aqueducts.
- + The west end of the Aqueduct District is anchored by LeBreton Place, a signature opportunity site for an entertainment/music venue, cultural institution or other signature use in the heart of LeBreton Flats, at the nexus of the Nepean Inlet and the aqueducts.
- + LeBreton Place will be an architecturally significant and iconic building within LeBreton Flats and the Capital Region.
- + The design of LeBreton Place should take advantage of vistas to and from important surrounding sites, including the Ottawa River and Nepean Inlet and the Park District within LeBreton Flats.





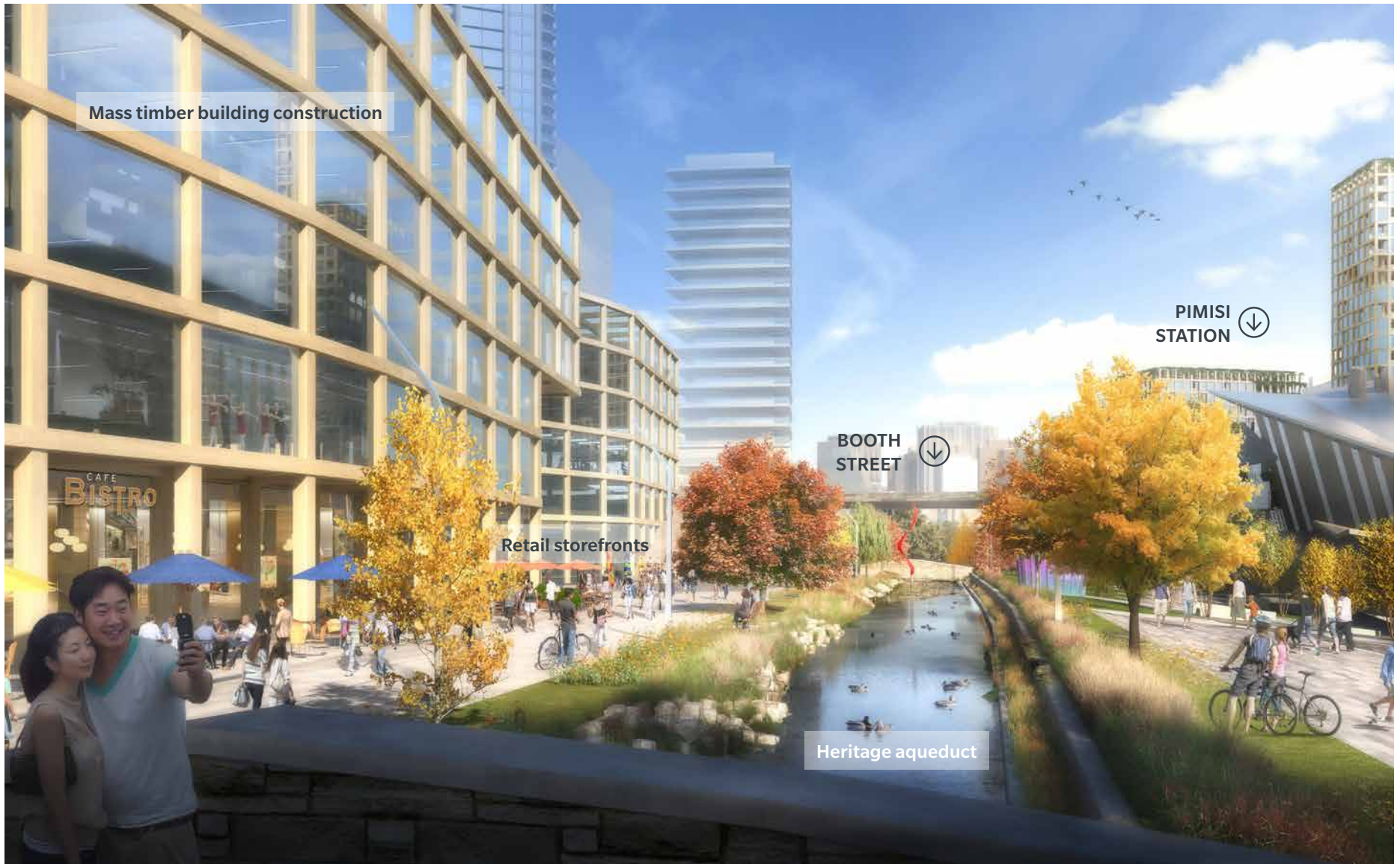


Figure 10 Aqueduct District Demonstration.  
View of the Aqueduct District, looking toward  
Booth Street and Pimisi LRT Station.

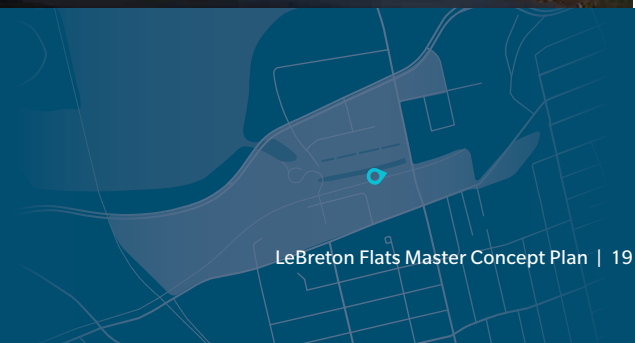




Figure 11 Aqueduct District Demonstration.  
View of the Aqueduct District from the grand staircase.

### 4.3 Albert District

A mixed-use neighbourhood anchored by the future library to the east and a potential event centre or major facility to the west, the Albert District provides space for homes and offices, as well as shops and services along Albert Street.

- + This is a transit-oriented district, with density that responds to the close proximity of two LRT stations: Bayview and Pimisi.
- + Buildings along the Albert Street edge will have a six-storey mid-rise podium form, topped with towers above, set back from Albert Street to provide a transition toward the existing low-rise neighbourhood to the south.
- + Land uses in this district will be flexible, and could include a mix of residential, commercial and institutional buildings, with a focus on retail and commercial uses at-grade.
- + Development opportunities on NCC-owned land south of Albert Street across from the library will facilitate connectivity, and integrate LeBreton with the escarpment and neighbouring communities.
- + This plan identifies a strategic site on the north side of Albert Street between City Centre Avenue and Preston Street that could support a potential major event centre within the Albert District. This location prioritizes transportation demand management by enabling the dispersion of crowds to both LRT stations, an existing arterial roadway (Albert Street) and the Aqueduct District. If an event centre or other major facility is not forthcoming, this area could be developed as a continuation of the Albert District mixed-use neighbourhood.

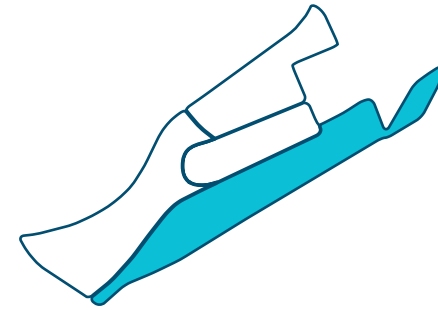
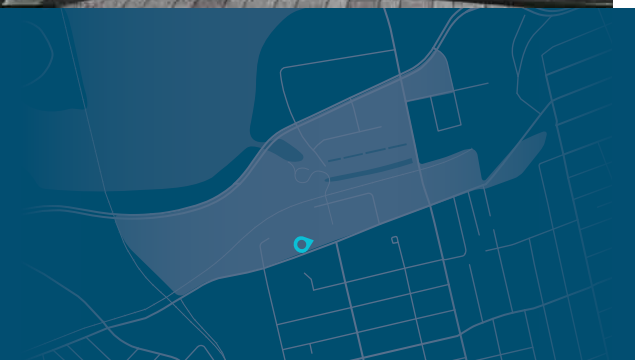




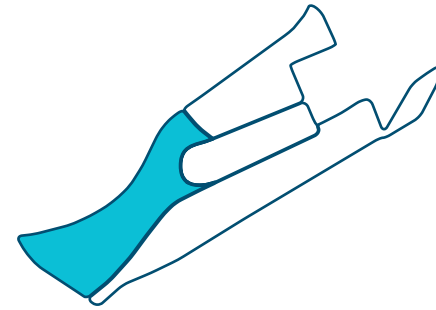
Figure 12 Albert District Demonstration. Albert District is a pedestrian- and cycling-friendly space that provides connections into the Flats via a pedestrian bridge.



## 4.4 Park District

The Park District combines the community's industrial heritage with its defining natural elements, creating a unique experience that will draw visitors from near and far to the western end of the community.

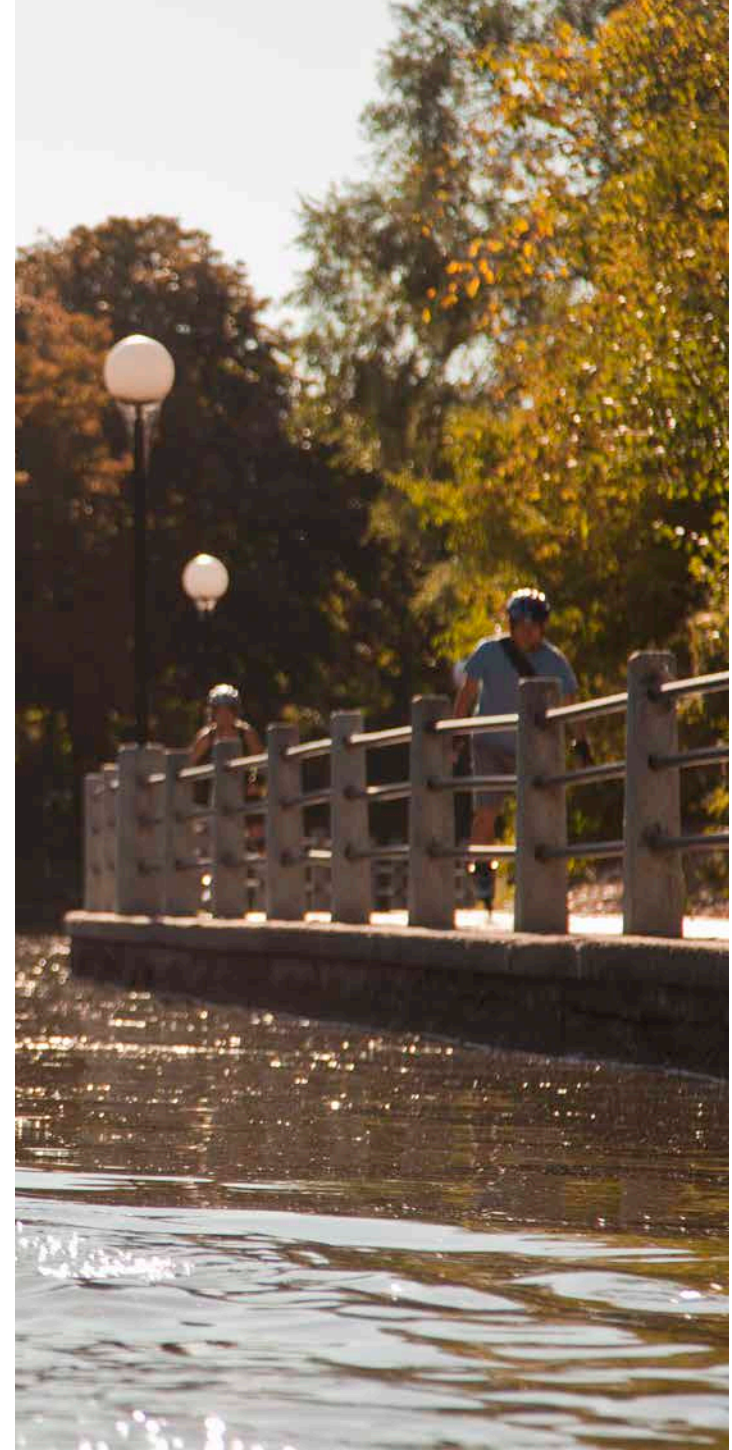
- + The Park District is composed of three connected but distinctly programmed parks:
  - + Capital Park
  - + Active Park
  - + Urban Playground
- + The location of the parks and pathway links creates easy access to nature and the Capital Pathway network for residents, employees and visitors to LeBreton Flats.
- + The parks system protects and enhances natural spaces in order to preserve valuable ecosystems.



## 4.5 Development Targets

Once fully developed, LeBreton Flats will be both a destination experience and a complete community, meaning that residents will be able to meet all their daily needs within walking distance of where they live. In order to achieve this objective, the following targets are intended to guide long-term development at LeBreton Flats to ensure that an appropriate mix of land uses is provided.

- + 29-hectare total plan area (71.7 acres)
- + 12.7 hectares (31.2 acres) of parks and open spaces (44 per cent of total plan area)
- + 557,000 square metres (6 million square feet) of gross floor area
- + 418,000 square metres (4.5 million square feet) of residential space
- + 116,000 square metres (1.25 million square feet) of office space
- + 21,000 square metres (225,000 square feet) of retail space
- + 4,000 dwelling units
- + 7,200 estimated population
- + Up to 6,500 estimated jobs post-construction





## 5 Strategies





## Strategies

The Master Concept Plan is anchored by the Parks and Public Realm Strategy, which defines the structure of the community. The Mobility Strategy expands on the public realm and open space, laying the groundwork for how people move throughout and interact with their community. The Land Use Strategy then adds structure to LeBreton’s built form, orchestrating office, residential, retail and other land uses into a functioning and thriving neighbourhood.

### 5.1 Parks and Public Realm Strategy

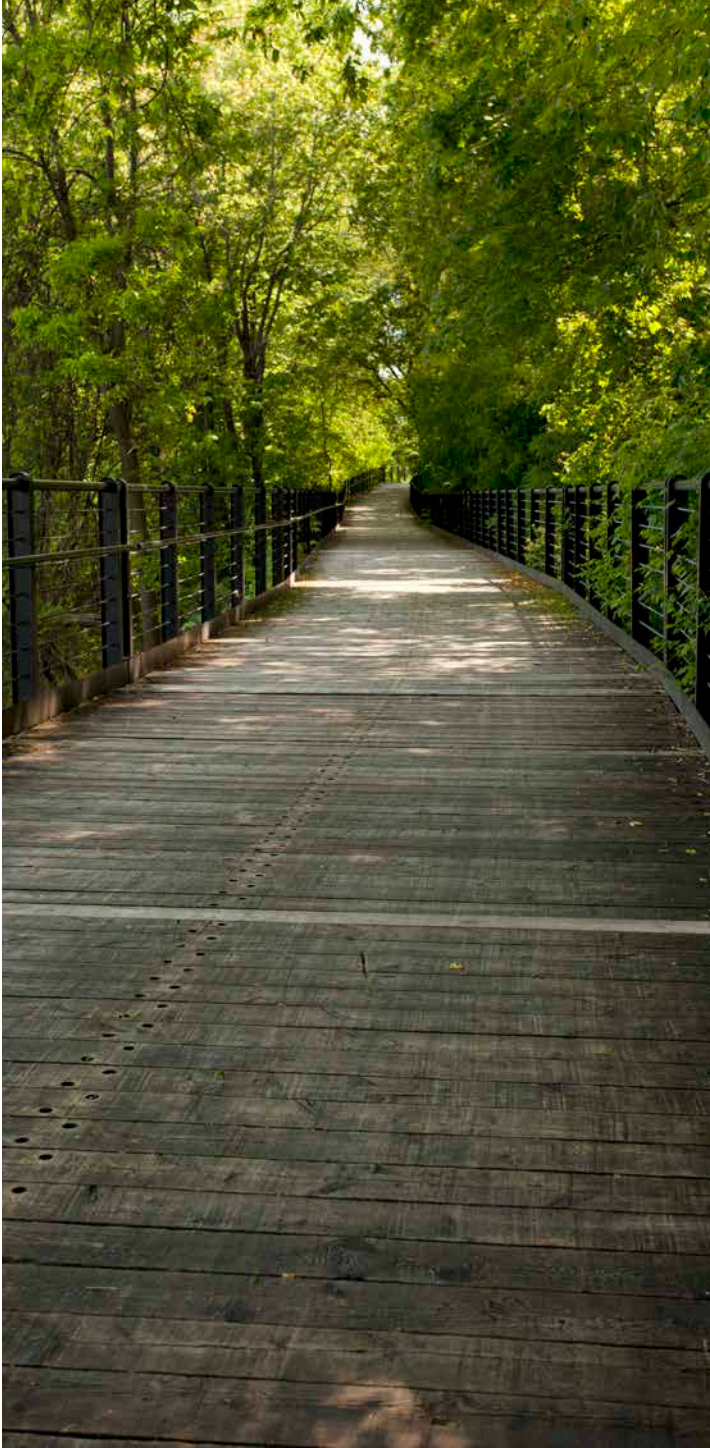
LeBreton’s parks and open spaces demand a delicate balancing act — the plan must provide a destination worthy of LeBreton Flats’ place in the nation’s capital, while still providing intimate moments and places of retreat and recreation for locals who call it home. A combination of thoughtfully designed and programmed parks, waterfront and public realm form the cornerstones for this approach.





Figure 13 LeBreton Flats Master Concept Plan: Parks and Public Realm Strategy.

\*Refer to Appendix 10.1 for the full alternative site option.



### 5.1.1 Parks

Building on the existing waterfront green space Ottawa River South Shore Riverfront Park and adjacent LeBreton Flats Park event space, a new Capital Park will draw visitors from near and far to the western end of the community, utilizing the Aqueduct District as a natural conduit from Pimisi Station and the future public library to the east. Conversely, the Urban Playground and Neighbourhood Parks provide local open space in the centre of the plan area and in the Albert District to offer more intimate spaces for recreation, relaxation and interaction at the interface between the existing and emerging communities.

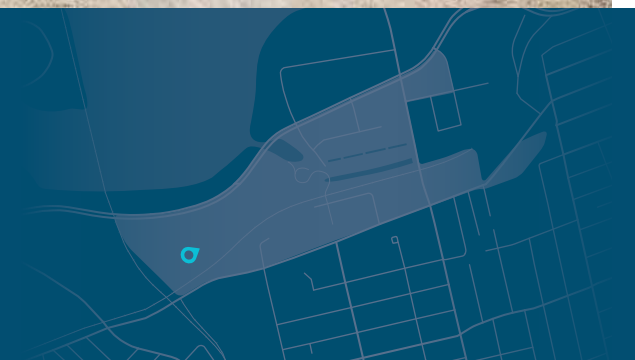


Figure 14 This image presents a detailed example of potential future parks and public realm design options, and is subject to change based on future public consultation.

\*Refer to Appendix 10.1 for the full alternative site option.



Figure 15 Capital Park Demonstration.



### 5.1.1.1 Park District

This park district will offer a sequence of experiences — from active recreation and playing fields to landscaped and programmed areas that take advantage of Capital-worthy views, and connect to the waterfront. Largely located in what was previously part of the Ottawa River, this area was filled in with landfill and construction debris over the 20th century, resulting in geotechnical conditions that make the construction of buildings difficult.

#### Capital Park

- + This park should include design and landscape features representing Canada’s vast and varied landscapes placed around the parkway to create a threshold to the Capital.
- + With large open spaces and proximity to Bayview Station, this park could be a natural home for an outdoor amphitheatre and event spaces.
- + Connecting with the Ottawa River South Shore Riverfront Park at multiple arrival points, this park will create seamless integration of the Capital Pathway network and features along the Ottawa River shoreline.

#### Active Park

- + Implementing the NCC’s South Shore Riverfront Park Plan, access to the shoreline could be improved by adding boardwalks and portage points around Nepean Inlet.
- + Recreational facilities will include features such as playgrounds, water play features, playing fields, sports courts, public washrooms and change areas.
- + Amenities will be designed to provide four-season functionality, enabling easy access to activities such as outdoor skating rinks, winter sports and cross-country skiing in the winter.
- + The NCC will work in partnership with the City of Ottawa to fulfill municipal recreational needs in this area.

#### Urban Playground

- + An urban play space will provide active recreation opportunities for people of all ages and abilities.
- + This park will be a continuation of the public space at the Pimisi LRT station, making best use of the narrow area between the LRT tracks and the southern heritage aqueduct.
- + The NCC will work in partnership with the City of Ottawa to fulfill municipal recreational needs in this area.

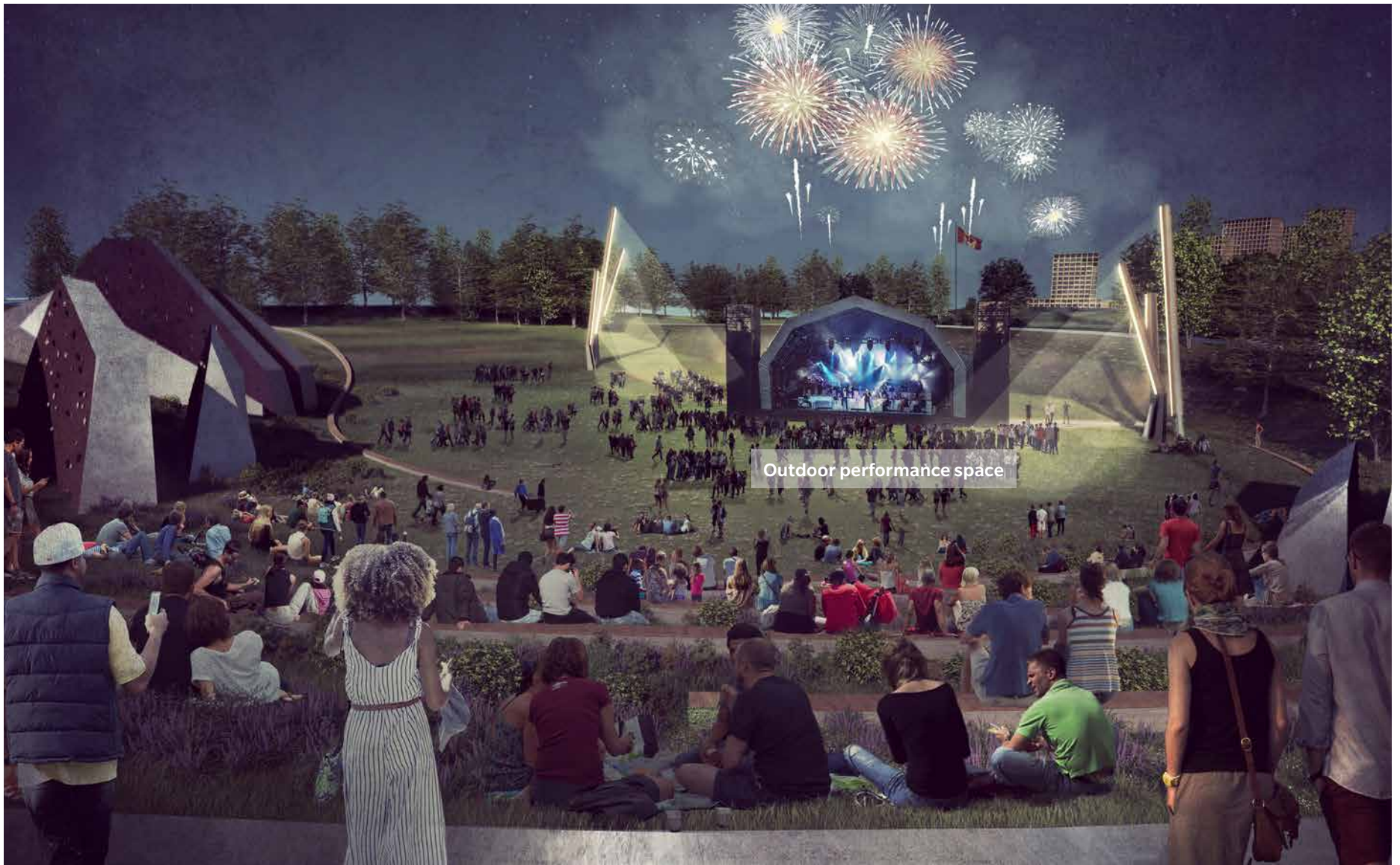


Figure 16 Capital Park Demonstration.  
Outdoor performance space at night.

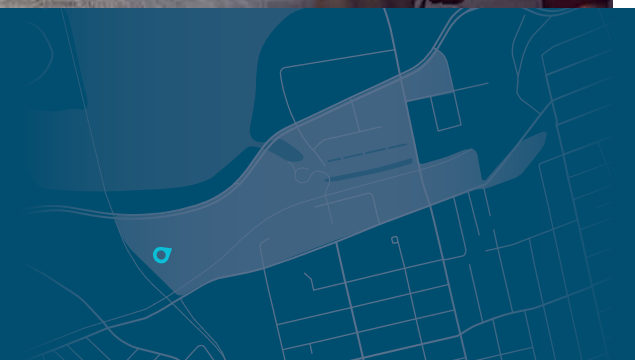




Figure 17 Urban Beach Demonstration.  
Activation of the park space surrounding Nepean Inlet.



Figure 18 Boardwalk Demonstration.  
Connectivity and placemaking at Nepean Inlet.

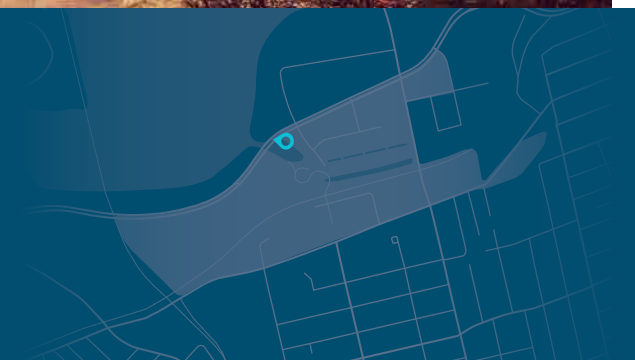






Figure 19 Active Park Demonstration.  
City Centre Avenue Connection descending into the park.

## 5.1.2 Public Realm

Composed of streets, urban squares, plazas, green spaces and other outdoor places that are publicly accessible, the public realm in LeBreton Flats is meant to engage and inspire. With a winter cities approach to design, the public realm will promote a year-round, active and environmentally friendly lifestyle, creating a community that is enjoyable to experience and visually striking.

- + Intimate neighbourhood parks and urban squares will be provided throughout the Albert District, and will feature locally focused amenities such as trees and plantings, playgrounds and seating areas for residents to play, gather and relax.
- + Opportunities to enhance the public realm through the provision of privately owned public spaces (POPS) should be explored through the development approval process.
- + Historic assets such as the Ottawa Waterworks Complex (including the aqueducts) at LeBreton Flats will be preserved and will act as prominent landmarks in the public realm.
- + Parks and open spaces will link developed urban areas directly to naturalized spaces and pathways.

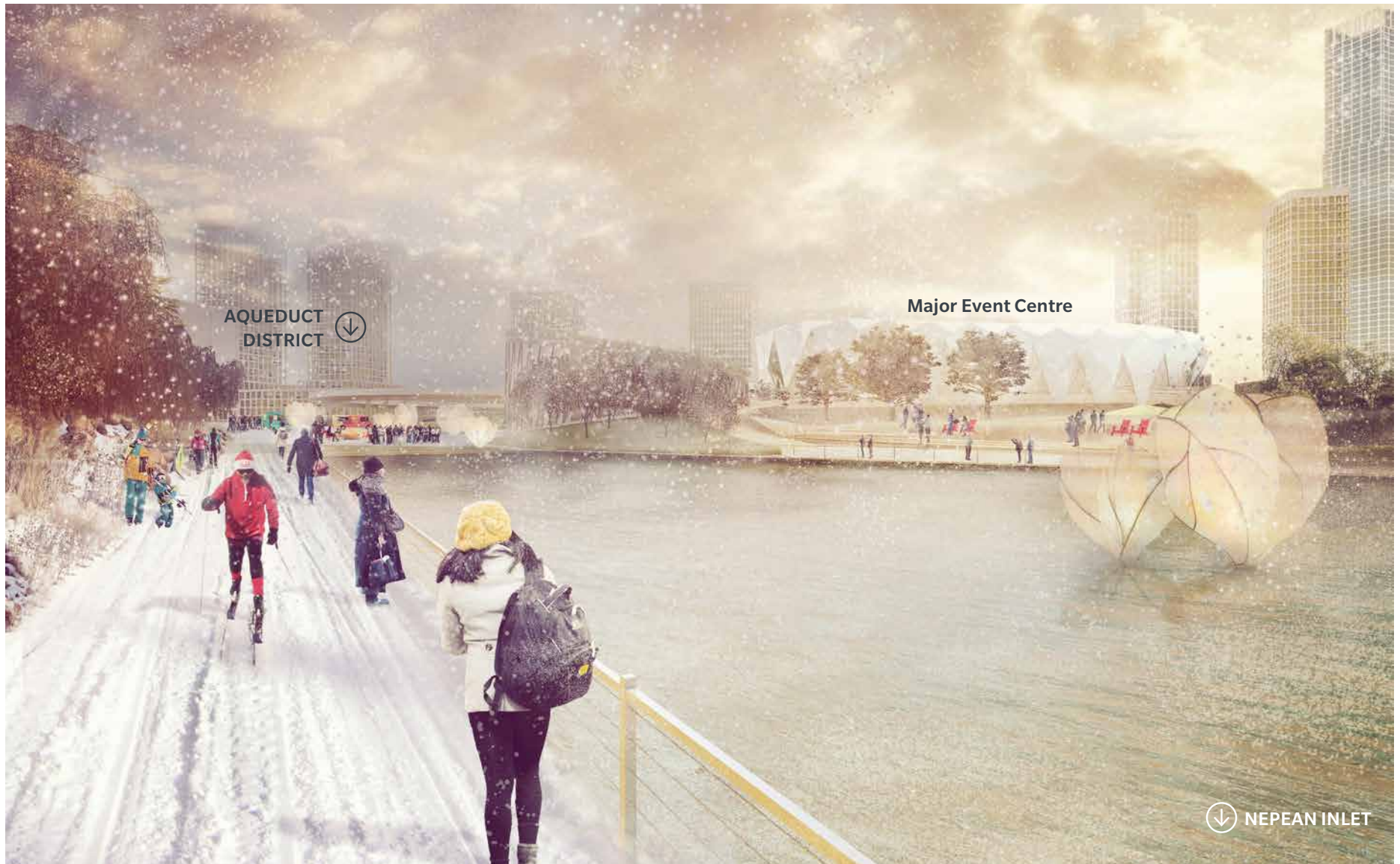


Figure 20 Boardwalk Demonstration.  
Connectivity and placemaking at Nepean Inlet.

### 5.1.3 Parks and Public Realm Urban Design Guidelines

Parks and the public realm are the heart of what will make LeBreton Flats unique. Water forms the spine of the Parks and Public Realm Strategy, connecting LeBreton Flats from east to west through its heart at the Aqueduct District. All public realm considerations at LeBreton Flats contribute in some way to celebrating and connecting people to the Ottawa River and Nepean Inlet and the historic waterworks complex and aqueducts, incorporating elements that recognize the area's overlapping roles as a destination, part of the nation's capital and a home for Ottawans. Regardless of location, all public realm spaces and parks must aspire to create these experiences.

- + Outdoor public spaces should be designed for public enjoyment through both passive and active leisure features.
- + Seasonal, temporary public realm improvements should be considered to activate and bring variety to the public realm.
- + Intuitive wayfinding signage will be incorporated throughout LeBreton Flats, connecting visitors and residents to key points of interest and amenities.
- + Visual permeability should be provided in public spaces and buildings to facilitate spatial orientation toward parks and public realm.
- + Buildings should contribute to the public realm through public art or other features that beautify and help create a sense of place.
- + The public realm should be clearly delineated from private residential courtyards.
- + Commercial programming such as farmers' markets and other markets, food trucks and other temporary vendors will be permitted to sell goods at key nodes in the community.
- + Low-impact development and on-site retention of stormwater through green features such as swales will be prioritized.
- + Sustainability measures incorporated throughout LeBreton Flats should be made public facing and incorporate education components where possible.
- + Native plant species that are suited to the region's climatic conditions will be prioritized. Plant material should be compatible with the specific environmental conditions of the National Capital Region, and provide year-round interest.
- + Trees should be planted throughout the public realm with the intention of developing a dense canopy that provides shade and wind protection.
- + All public realm spaces will be universally accessible. Where stairways are required to navigate grade changes, they will be paired with ramps and/or elevators.



Figure 21 Urban Playground Demonstration.

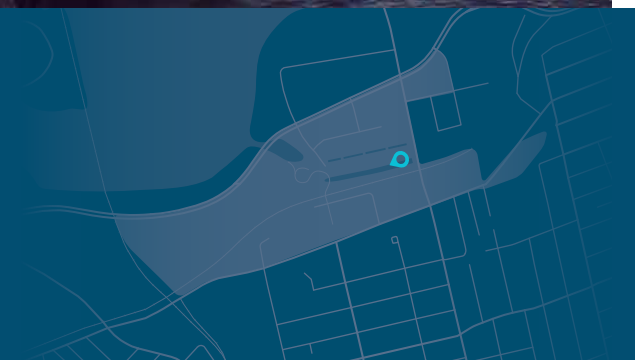


Major Event Centre

Preston Street pedestrian/  
cycling bridge

Heritage aqueduct

Figure 22 Urban Playground Demonstration.





## 5.2 Mobility Strategy

The Master Concept Plan has been designed to encourage active mobility above all other modes of transportation. Using a “Vision Zero” approach that aims to eliminate traffic collisions causing serious injury and fatalities, the mobility network prioritizes active modes by offering a higher degree of connectivity for pedestrians and cyclists, while de-emphasizing priority for vehicle access. Supported by a forthcoming comprehensive transportation impact assessment (TIA), the Master Concept Plan celebrates human-powered mobility throughout its design, incorporating woonerf-style shared-street designs on all internal roads. By intentionally building LeBreton as a universally accessible, transit-oriented, active-mode-priority neighbourhood, the community’s design enables a fully urban lifestyle that provides for the daily needs of residents without requiring automobile travel.

### Grand Staircase

- 1 A focal-point staircase and adjacent elevator will connect Booth Street to the Aqueduct District.

### Pimisi Underpass

- 2 An accessible ramp and staircase that will connect Albert Street under Pimisi Station to the urban playground.

### Preston Street Connection

- 3 A pedestrian and cyclist bridge extension over the LRT from Albert Street to the Aqueduct District and the Flats District.

### City Centre Avenue Connection

- 4 A pedestrian and cyclist bridge extension over the LRT from Albert Street to the Capital Park.

### Pathway Connections

- 5 Several underpasses and intersections will connect the river pathway network to the site.

### Flexibility for a Major Event Centre

- 6 The site is well connected to two LRT stations as well as pedestrian and cycling facilities and roadways to accommodate and disperse large crowds.

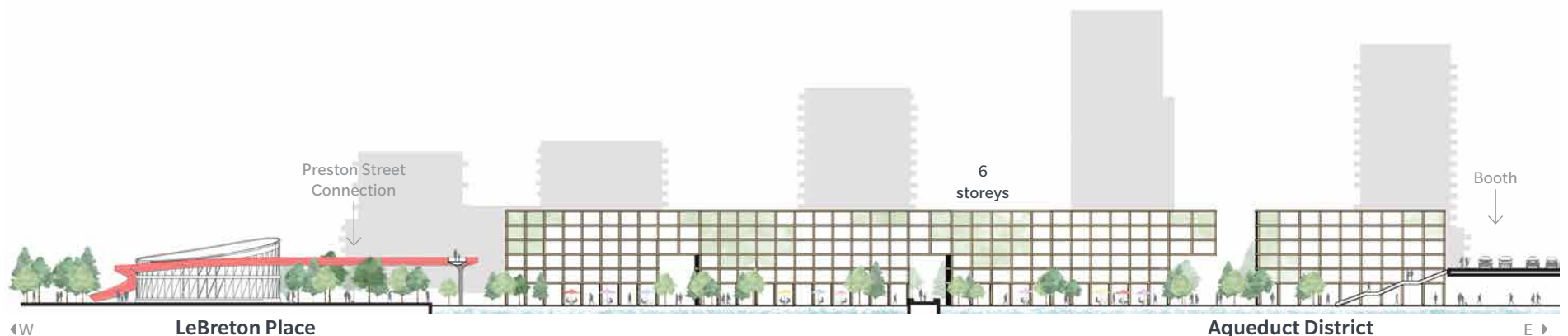


Figure 23 Sectional elevation (east to west) illustrating the Preston Street Connection and the Aqueduct District.



## Mobility Strategy

- Master Concept Plan area
- Pedestrian sidewalk/pathway
- Multi-use pathway
- Separated cycle route
- Shared street (10 km/h)
- Traffic calmed local street (30 km/h)
- Arterial road (50-60 km/h)
- Pedestrian crossing
- LRT crossing
- LRT station entrance
- Formal portage locations
- Informal portage locations

### Flexibility for a Major Event Centre



Figure 24 Mobility Strategy.

\*Refer to Appendix 10.1 for the full alternative site option.

### 5.2.1 Active Mobility

The primary modes of transportation throughout LeBreton Flats will be active. This means that transportation infrastructure will favour pedestrians and cyclists throughout, by offering a more connected and fine-grained mobility network for active modes, versus a less-connected network of streets for vehicles. LeBreton Flats will be a true transit-oriented neighbourhood, with a mobility network that ensures all locations within the Master Concept Plan area are no further than 600 metres (a five- to 10-minute walk) from an LRT station. This will enable residents and visitors to feel safe and have the most comfort and convenience when they choose active and sustainable modes of travel.

#### **Pedestrian- and Cyclist-Oriented Neighbourhood**

The interior of the neighbourhood will include a network of narrow streets designed for slow vehicle speeds (i.e. 10 to 30 km/h).

#### **Pathways**

More than 4.5 km of multi-use pathways will be added to the area.



Figure 25 Building LeBreton Master Concept Plan prioritizes active mobility through the provision of a ubiquitous pedestrian and cycling networks, to establish a vibrant public realm.

\*Refer to Appendix 10.1 for the full alternative site option.

### 5.2.1.1 Bridges

In order to create superior connectivity for active modes, all new north–south connections over the LRT line and aqueducts will be for active modes only.

- + **City Centre Avenue Connection:** A pedestrian and cyclist bridge over the LRT from Albert Street to the Destination Park.
- + **Preston Street Connection:** A pedestrian and cyclist bridge over the LRT and aqueducts from Albert Street to LeBreton Place and/or the Aqueduct District will be provided in the Preston Street / Vimy Place corridor.
  - + If a major event centre is built in the Albert District, it should be designed to include an additional wide bridge/ ramp across the LRT line, connecting to the Aqueduct District.
- + **Southern heritage aqueduct:** Existing heritage bridge structures will be maintained in situ for pedestrian and cyclist access over the aqueduct. The historic aqueduct bridge at Pimisi Station also serves as an underpass under Booth Street.
- + **Northern aqueduct:** If uncovered, connectivity over this aqueduct should be considered at three points where the new north–south local streets in the Flats District meet the northern aqueduct.

- + **Grand Staircase:** The different grade levels of the Booth Street bridge and the Aqueduct District will be linked with a grand staircase, paired with a 24/7 accessible elevator in the adjacent building.
  - + Other opportunities to improve access between the different grades of Booth Street and the Flats and Albert districts should be explored, such as providing public connections through buildings.
- + **Trillium Rail Corridor:** Consider future opportunities to create a link (bridge, underpass or at-grade connection) from the Park District to Bayview Yards.



Figure 26 LeBreton Flats Master Concept Plan, Preston Street Connection and LeBreton Place.

## Preston Street Connection Alternative Options



Figure 27 The configuration of a pedestrian/cycling bridge in the Preston Street corridor will be subject to a future design process. These images illustrate a number of potential options for the configuration of a bridge in this location.

### 5.2.1.2 Underpasses

- + Existing pathway connections to the Ottawa River Shoreline Park will be maintained under the Sir John A. Macdonald Parkway:
  - + Trillium pathway near the Prince of Wales Bridge
  - + Pathway link west of Nepean Inlet, at the former Transitway ramp alignment
- + Existing pathway connections under the LRT line will be maintained and linked with future pathways and active-mobility facilities:
  - + Pathway link east of Bayview Station
  - + Pathway link west of Bayview Station
  - + Pathway link at Pimisi Station
- + Explore opportunities to link boardwalks and/or pathways along the shores of the Nepean Inlet, under the Sir John A. Macdonald Parkway to connect the pathway system at LeBreton Flats with the Capital Pathway network along the Ottawa River.

### 5.2.1.3 Pathways

- + A key pathway link will run through LeBreton Flats from west to east, from Bayview Station along the north side of the LRT line, through the Urban Playground, connecting to the Library and Archives Canada and Ottawa Public Library Joint Facility.
- + A pathway network in the Park District should be designed to complement and create ease of access to the uses in the park, as well as through the park.



Figure 28 LeBreton Flats is well connected to surrounding neighbourhoods and the region via the LRT and existing bus routes.

\*Refer to Appendix 10.1 for the full alternative site option.



Figure 29 Albert District Demonstration. Separated cycle tracks.



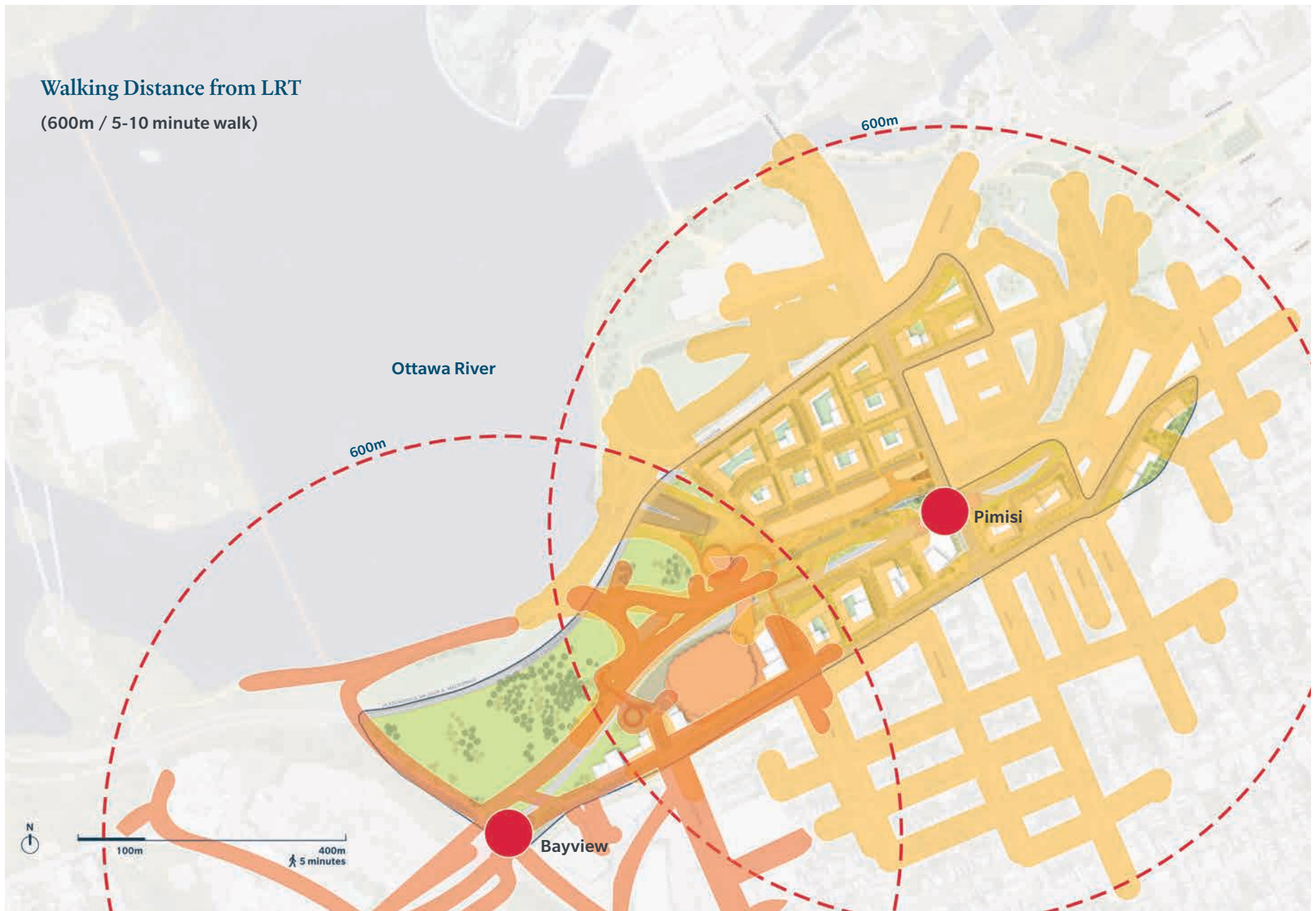


Figure 30 Walksheds from the Bayview and Pimisi LRT stations illustrate the connectivity of LeBreton Flats and the surrounding neighbourhoods within a five- to 10-minute walk.

\*Refer to Appendix 10.1 for the full alternative site option.

## 5.2.2 Street Network

LeBreton Flats is framed by existing roadways: Albert Street to the south, Booth Street connecting north and south, and the Sir John A. Macdonald Parkway and Wellington Street to the north. This existing road network provides convenient regional automobile connectivity. In contrast, the street network within LeBreton Flats will be designed as a disconnected grid of slow-speed local streets to minimize traffic cut-through. Deference to active transportation and public transit have been given throughout the community.

- + All new streets within LeBreton Flats will be designed as “woonerfs”: narrow, shared streets designed for very slow vehicle speeds, i.e., 10 to 30 km/h. This creates intimate human-scaled streets that slow down traffic and create a safer environment for all road users.
- + Automobile parking will be limited throughout LeBreton Flats, and almost all parking will be provided underground, freeing the streets for active living, rather than vehicle storage.
- + Parking garage entrances will be positioned as close as possible to the perimeter of the community (Albert Street and Wellington Street).
- + No new north–south vehicle connections between Wellington Street and Albert Street are proposed, limiting cut-through traffic through LeBreton Flats.
- + Opportunities to evolve the design of existing roadways (Albert, Booth and Wellington streets and the Sir John A. Macdonald Parkway) to redistribute space to active modes should be explored.



Figure 31 The street network emphasizes small, traffic-calmed local streets with a focus on slow vehicle speeds.

\*Refer to Appendix 10.1 for the full alternative site option.

### 5.2.3 Mobility Network Urban Design Guidelines

A compact, efficient urban form will promote a highly walkable district where active mobility and accessibility throughout LeBreton Flats are prioritized. Ensuring easy access to the amenities of the Park District, Aqueduct District, transit and retail uses along Albert Street will contribute to the creation of a truly complete community, while multiple opportunities to access public transportation via the LRT and bus service (including ParaTranspo) provide connectivity throughout the National Capital Region and beyond. Particularly important to the Master Concept Plan are the Grand Staircase, Pimisi Underpass, Preston Street Connection and the City Centre Avenue Connection. Through thoughtful design and attention to human-scaled details, the connections throughout LeBreton Flats will also become destinations and placemaking opportunities.

- + Priority must be given to pedestrian movement throughout the district, with safe and convenient access to and from pathways, sidewalks and public transportation.
- + The mobility network will be designed to make LeBreton Flats a universally accessible community. Where stairways are required to navigate grade changes, they will be paired with ramps and/or elevators.
- + Development must provide direct connections to the pathway network detailed in the Master Concept Plan's Mobility Strategy.
- + Consider opportunities to develop vistas and accentuate important destinations and features with view terminuses, including the Aqueduct District, Pimisi Station, joint library facility and library plaza.
- + For bridges and connections, consider design elements that contribute to placemaking, such as viewing platforms, outlooks, seating, plantings and public art.
- + Internal vehicle movement will be configured as shared, pedestrian-priority streets designed for speeds of 10 to 30 km/h.
- + Streets and pathways should be designed to shelter people from winds.
- + Pedestrian connectivity between LeBreton Flats and existing neighbourhoods should be incorporated into improvements to the existing streets as they occur.
- + Connections and typologies of pathways will be consistent with the NCC's Capital Pathway Strategic Plan. Pedestrian and cyclist pathways should be separated from each other where appropriate to further enhance the safety of active transportation modes.



Figure 32 The LeBreton Flats Master Concept Plan parking concept reduces the amount of surface parking to encourage a vibrant public realm by locating the majority of parking underground.

\*Refer to Appendix 10.1 for the full alternative site option.

## 5.3 Land Use Strategy

LeBreton Flats will be a thriving hub with diverse housing options, offices, shops, restaurants, services and cultural offerings. The land uses proposed throughout LeBreton Flats help cultivate a dynamic and mixed-use community, while remaining flexible to be able to adapt to changing needs and opportunities. The Master Concept Plan uses the following land use concept to target a balance of uses that will enable LeBreton Flats to develop as proposed:

- + Mixed Use – Office / Institutional
- + Mixed Use – Retail
- + Mixed Use – Residential
- + Flexible Innovation Zone – Aqueduct District
- + Mixed Use Opportunity Site – LeBreton Place
- + Major Event Centre
- + Parks and Open Space

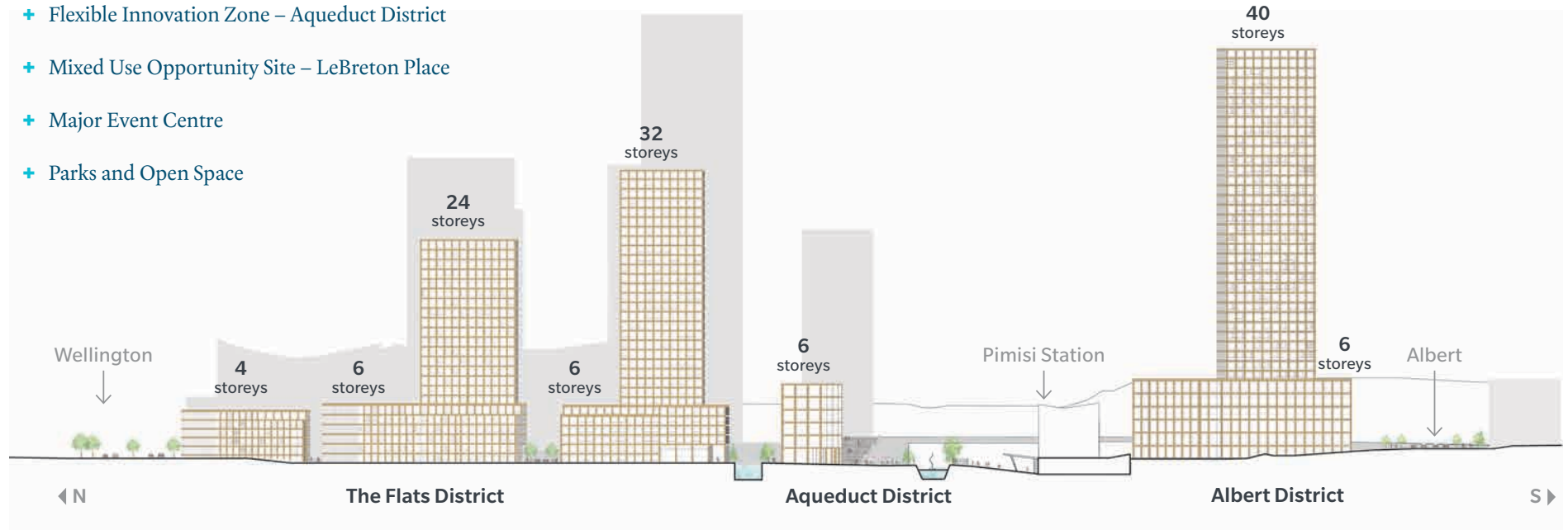


Figure 33 Sectional elevation (north-south) illustrating the transition of height from the Flats District to Albert District.

## Land Use Strategy

- Master Concept Plan area
- Mixed use (office / institutional)
- Mixed use (retail)
- Mixed use (residential)
- Flexible innovation zone (Aqueduct District)
- Mixed Use Opportunity Site - LeBreton Place
- Major Event Centre
- Parks and Open Space

## Flexibility for a Major Event Centre

1



Ottawa River

1



100m

400m  
5 minutes

Figure 34 Land Use Strategy.

\*Refer to Appendix 10.1 for the full alternative site option.

### 5.3.1 Mixed Use – Office / Institutional

Although office and institutional employment areas can be located throughout LeBreton Flats, office space will be primarily targeted at the corner of Booth and Albert streets to take advantage of Pimisi Station and access to transit, including north–south bus transit links with Gatineau across the Chaudière Bridge. The remainder of the Booth Street edge could also welcome office uses, with a secondary goal of utilizing the common areas of the buildings to provide connectivity between the two different grade levels of Booth Street and the Flats District.

Institutional uses that contribute to ensuring that LeBreton Flats is a live-work-play community for all ages, such as schools, medical clinics and long-term care facilities will be permitted throughout LeBreton Flats, provided that they comply with the Urban Design Strategy. Larger-scale institutional uses such as educational campuses, research facilities, or government services may be considered, at the NCC’s discretion.

Incorporating office space into LeBreton Flats will help contribute to the overall vitality of the neighbourhood and viability of the community’s retail uses. Class A office space will be the primary office use encouraged, while emerging trends in workplace flexibility should also be considered during the development of office uses. This includes uses such as co-working spaces, business incubators, and research and innovation facilities.

### 5.3.2 Mixed Use – Retail

A retail zone at the ground floors of buildings at Albert and Booth streets can provide goods and services to support the daily life of nearby residents and commuters. Targeted for this area are a medium-sized grocery store and small- to medium-format commercial spaces that will cater to functional community needs, such as restaurants, gyms, hair salons, convenience stores, laundromats and other locally oriented retail and service uses. Other pockets of local commercial uses could be accommodated along Preston Street, particularly if a major event centre is developed.

The rate of retail mixed-use space provided for LeBreton Flats is supported by existing City of Ottawa policy regarding transit-oriented development, and detailed commercial retail market analysis conducted as part of this plan’s preparation.

### 5.3.3 Mixed Use – Residential

Restoring residential uses to LeBreton Flats is an important component of respecting the area’s past. A range of housing types and tenures is proposed for LeBreton Flats, including ground-oriented townhome units and apartment-style units in a range of sizes (including two+ bedrooms) to contribute to a diverse community. Flexibility of housing types is critical to ensuring that the project can adapt to changing market demand. Housing affordability targets and implementation tools to achieve housing affordability will be defined in the forthcoming affordable housing strategy to be added as an appendix to the Master Concept Plan.



## Retail at Ground Level

- Master Concept Plan area
- Mixed use (office /institutional)
- Mixed use (retail)
- Mixed use (residential)
- Flexible innovation zone (Aqueduct District)
- Mixed Use Opportunity Site - LeBreton Place
- Major Event Centre
- Parks and Open Space
- Ground-floor retail required
- Ground-floor retail permitted

## Flexibility for a Major Event Centre



Figure 35 Building LeBreton, Land Use Strategy, retail at ground level.

\*Refer to Appendix 10.1 for the full alternative site option.

### **5.3.4 Flexible Innovation Zone – Aqueduct District**

The Aqueduct District is envisioned as a destination and focal point that will attract creative industries, studios, boutique retail, innovation hubs, makerspaces, restaurants and entertainment uses. This district is designed to establish a fun and exciting heart in LeBreton Flats that fosters social cohesion, bringing together residents and visitors alike. The uses in this district will take advantage of the location and surrounding public realm. An implementation and operational model that can attract and support these lively uses will be important to this district's success.

### **5.3.5 Mixed Use Opportunity Site – LeBreton Place**

This key location at the nexus of the Aqueduct District, Nepean Inlet, Destination Park and Preston Connection is envisioned as an opportunity site for an entertainment or music venue, cultural institution, or other signature public use.

### **5.3.6 Major Event Centre**

A site along Albert Street between City Centre Avenue and Preston Street could support a potential major event centre, while offering flexibility in the timing of development, as this location could be reserved for this use until a later implementation phase. This is an ideal location in terms of size, and proximity to both nearby LRT stations, as well as the pathway network and Albert Street, a major arterial roadway. The site can also link to the Aqueduct District, providing eventgoers with dining possibilities and amenities. If a major event centre or other large attraction does not materialize in the future, this site can be developed in the mixed-use format of the rest of the Albert District.

## Building Heights Concept

- Master Concept Plan area
- 1-5 Storeys
- 6-10 Storeys
- 11-20 Storeys
- 21-30 Storeys
- 31-40 Storeys

## Flexibility for a Major Event Centre

1



\*Alternative site option



This building heights concept presents an example of how the maximum building heights could be implemented. The configuration of buildings is subject to change.

The potential event centre assumes a height of approximately 40 metres.

Figure 36 LeBreton Flats Master Concept Plan building heights demonstration.

\*Refer to Appendix 10.1 for the full alternative site option.



↓ CANADIAN WAR MUSEUM

↓ NEPEAN INLET

LeBreton Place

Green roofs

Aqueduct District

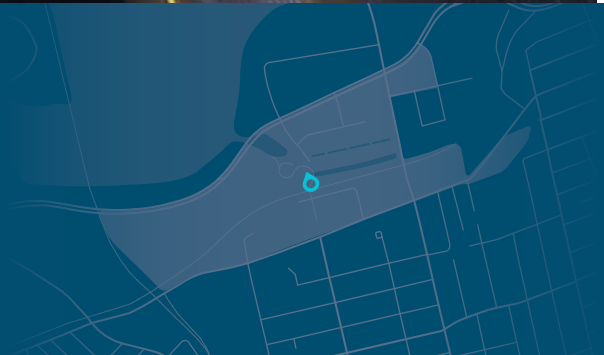
Preston Street pedestrian/cycling bridge

Flexible public space

Heritage aqueduct

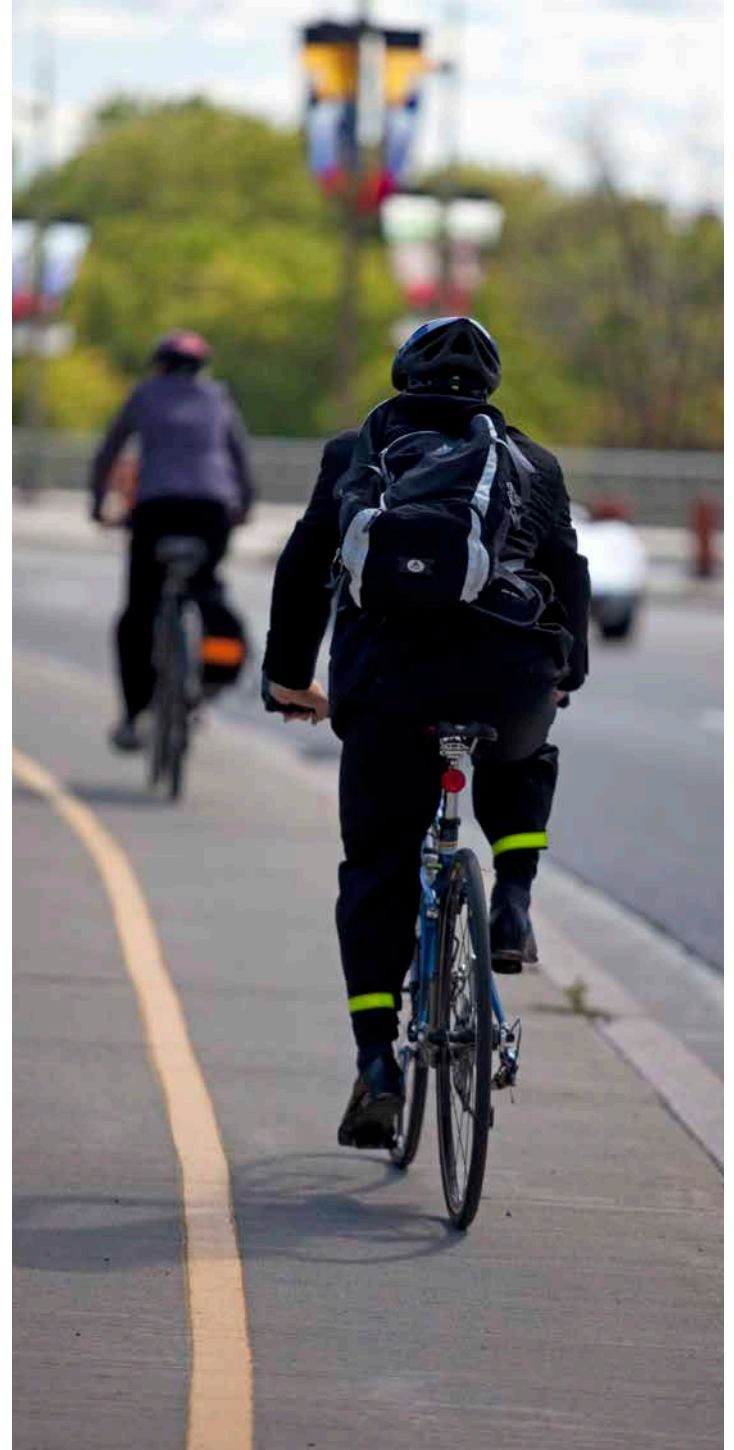
↓ PRESTON STREET

Figure 37 Preston Street Connection and LeBreton Place Demonstration. Winter activation of the Preston Street Connection bridge and plaza around LeBreton Place.



## 5.4 Infrastructure

- 5.4.1. District Energy
- 5.4.2. Sanitary Services
- 5.4.3. Stormwater
- 5.4.4. Utilities





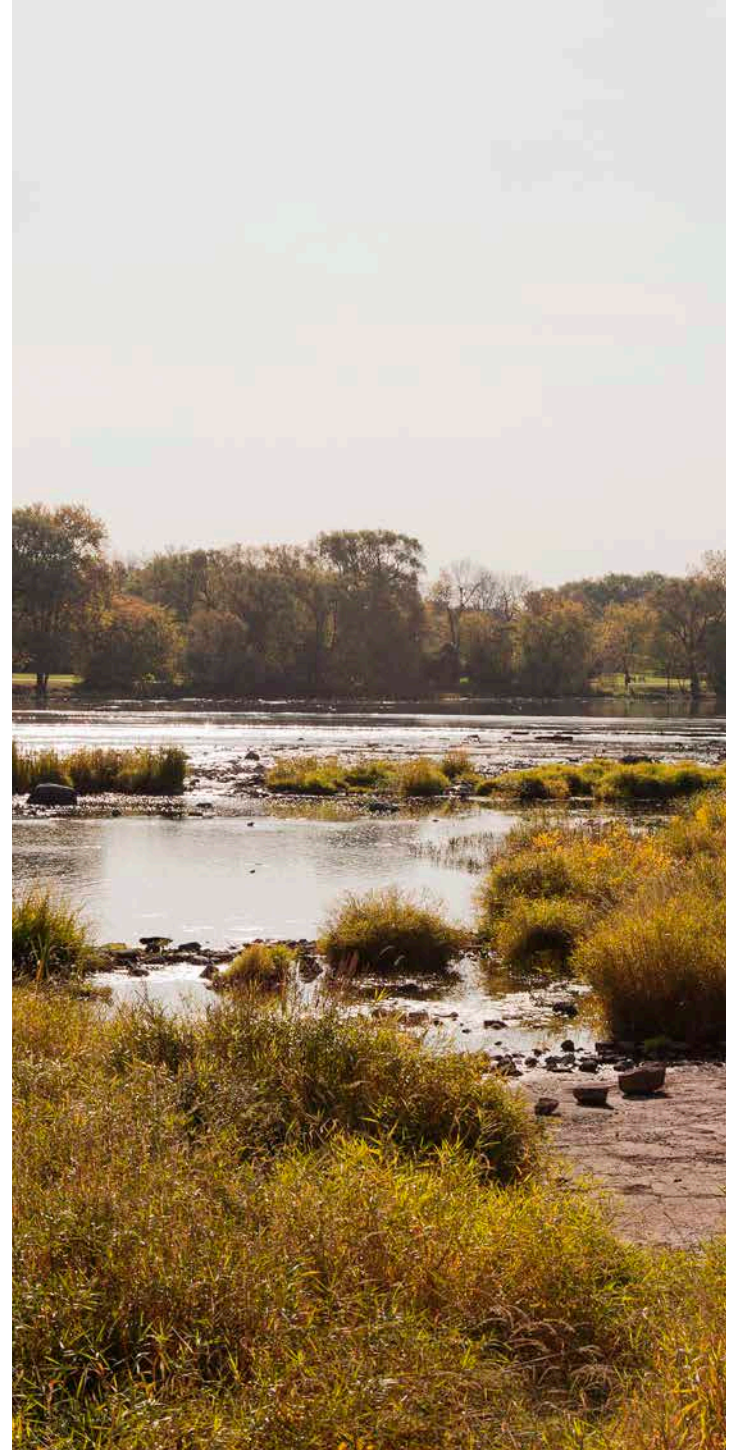
## 5.5 Indigenous Connections

## 5.6 Culture and Heritage Strategy

## 5.7 Sustainability Strategy



## 5.8 Affordability Strategy







## 6 Urban Design Strategy: Built Form Guidelines

# Urban Design Strategy: Built Form Guidelines

The Urban Design Strategy is intended to be a flexible set of performance guidelines that will protect the vitality of this plan, while allowing for design innovation and changing market conditions over time.

In general, the built form at LeBreton Flats is proposed to be mid-rise podiums of up to six storeys, topped with taller buildings in key locations to augment density in this transit-oriented community. The built form of the community should be designed to contribute to a pedestrian-friendly public realm by mitigating shadowing and reducing wind impacts. Tower floorplates will be slim and incorporate wide tower separation distances.

Buildings throughout LeBreton Flats will be required to provide active frontages along publicly accessible areas to ensure an animated public realm. In locations where there is no commercial use at-grade, ground-oriented townhome units with active entrances will be required.



## 6.1 Urban Design Guidelines

- + Active commercial uses or townhome-style residential units are required at ground level where they face streets, pathways, parks or other publicly accessible areas.
- + Retail and commercial uses at-grade will be targeted in locations identified in the Land-Use Strategy (Section 5.3).
- + Higher-intensity and larger-format retail uses, such as a grocery store, should be located on prominent street corners.
- + Setbacks should be provided where additional space is required to support a healthy public realm by providing amenity and retail spill-out space.
- + Development in the Aqueduct District should feature high visual permeability at-grade and active frontages on both aqueducts to facilitate the development of a dual-sided district.
- + Building uses above-grade will be a mix of office and residential space, according to the Master Concept Plan's Land Use Strategy (Section 5.3).
- + Alterations to buildings identified in the Land Use Strategy (Section 5.3) due to changing market conditions will be permitted at the discretion of the NCC and will not require an amendment to the Master Concept Plan.

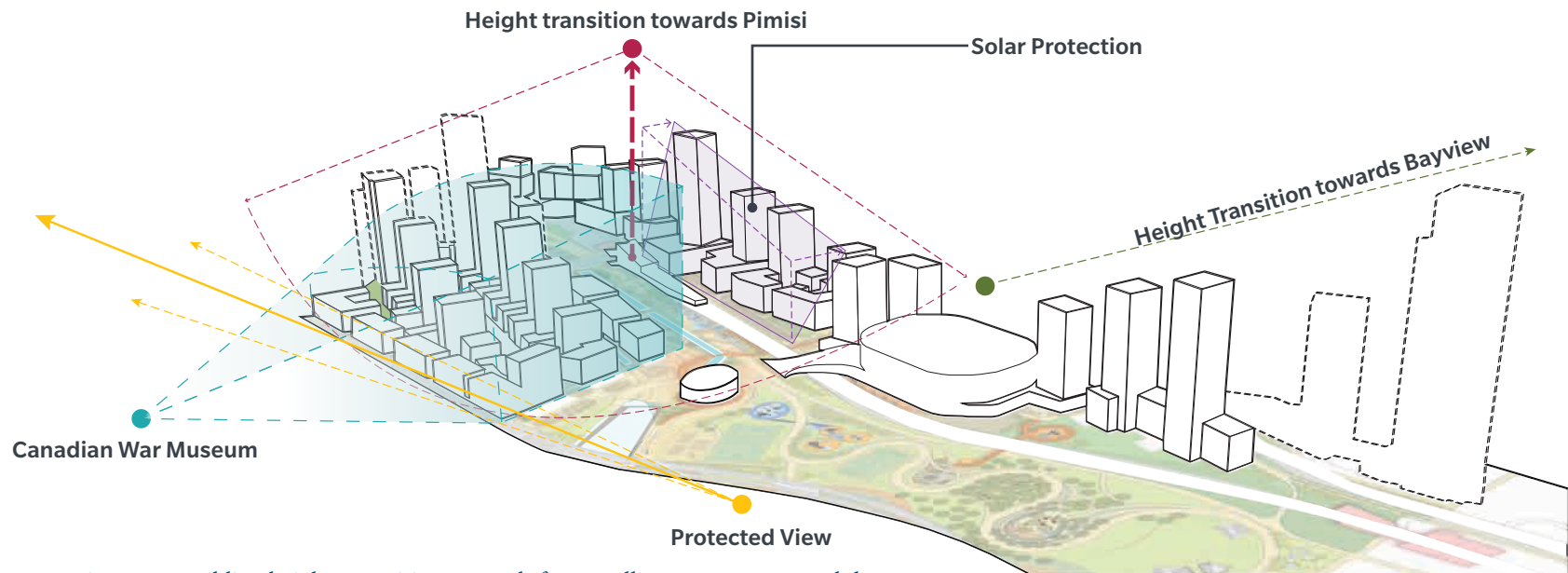
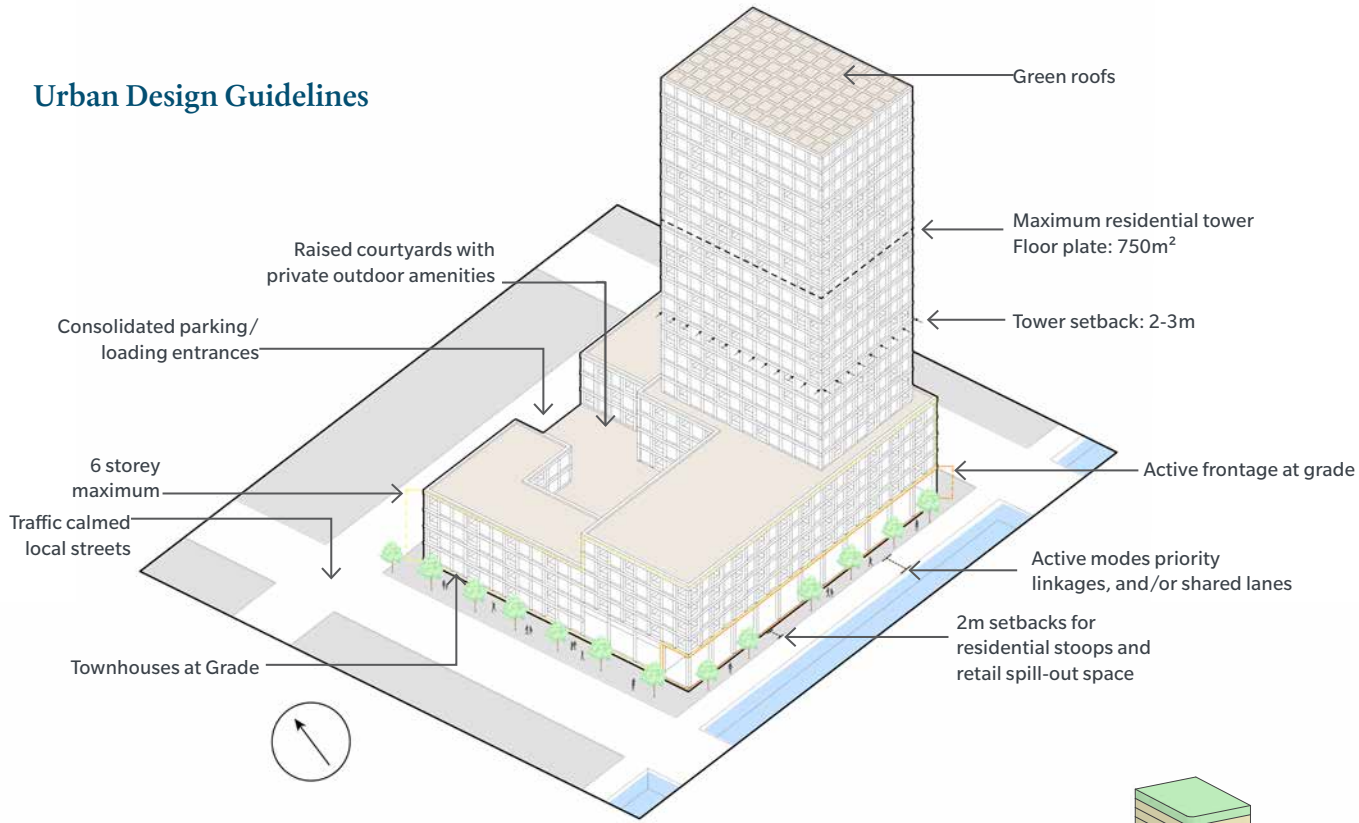


Figure 38 Building heights transition upwards from Wellington Street toward the LRT stations, preserving important view corridors to Parliament Hill and sunlight protection for the Canadian War Museum.

- + Buildings will have podiums, maximum six storeys in height, except for where large-scale institutional uses are proposed.
- + Large-scale institutional uses may build podiums to a maximum of nine storeys, but must provide facade articulation that generates visual interest.
- + At or before the sixth storey, buildings must incorporate stepbacks of a minimum of three metres from the building's facade at-grade.
- + The maximum residential tower floorplate is 750 square metres.
- + The maximum office/institutional tower floorplate is 1,200 square metres.
- + Buildings will frame public spaces in a manner that contributes positively to the public realm, and does not detract from its enjoyment.
- + Development along Albert Street should be appropriately scaled and articulated in a way that reflects the lower-density community to the south.
- + Public art and interpretation should be integrated at the building design stage where possible.
- + Parking and loading access must be provided through a single consolidated entrance for each block.
- + Except for minimal accessible parking or loading areas, all parking will be provided underground.
- + Courtyards with private outdoor amenities will be provided within each block. Courtyards can be built at a raised level (one to two storeys above-grade) to emphasize that the amenity space is for the building's occupants, while maintaining visual permeability to the surrounding public realm.
- + Green roofs and rooftop gardens will be incorporated whenever possible and integrate native pollinator plant species where feasible.

## Urban Design Guidelines



## Design Flexibility

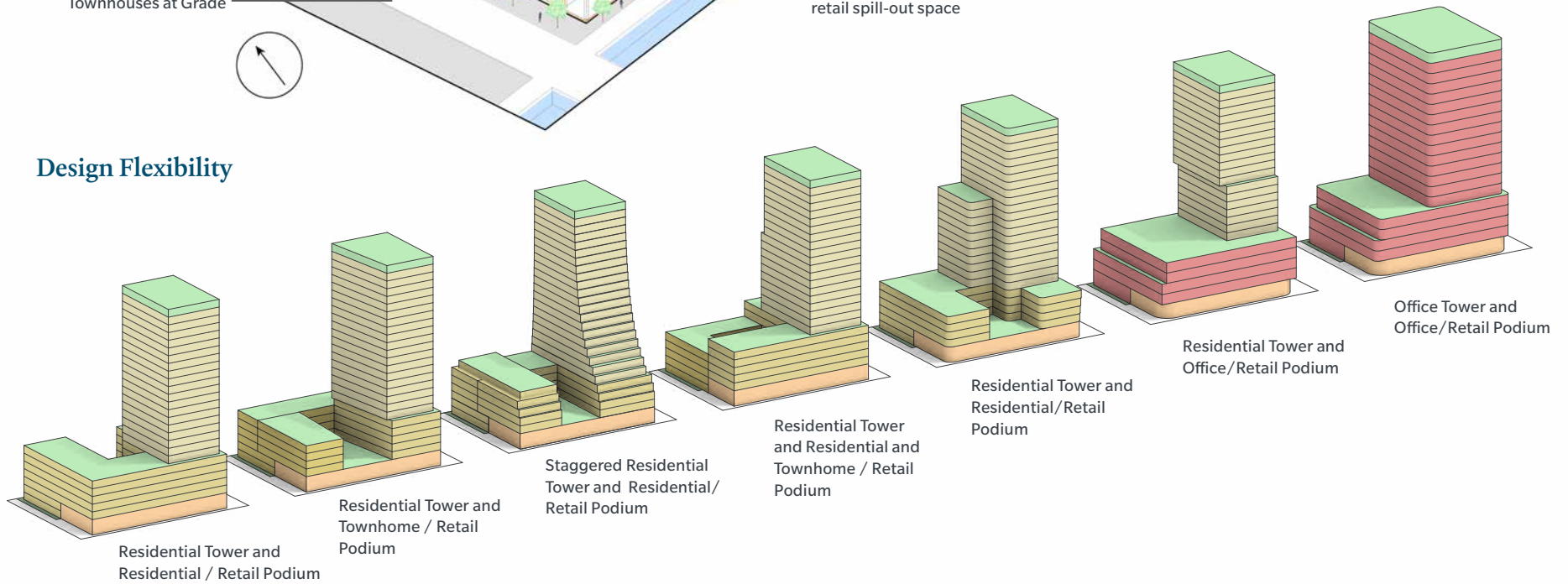


Figure 39 The Urban Design Guidelines enable design flexibility, facilitating various building design options within a typical block.



## 7 Guiding Principles





Figure 40 Enhance the Capital Experience.

# Guiding Principles

## 7.1 Enhance the Capital Experience

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

The Master Concept Plan will enhance the Capital experience through the following:

- + **Protecting views:** View and sunlight corridors to Parliament Hill and the Canadian War Museum will be preserved.
- + **Creating a continuous public realm:** Public space accessible to everyone will connect the developed urban areas to more naturalized spaces and pathways.
- + **Supporting national institutions:** Lands north of Wellington Street will be reserved for future national institutions and monuments.
- + **Enriching the visitor experience:** This vibrant focal point will be a new destination for visitors to the Capital.
- + **Celebrating heritage:** The master concept plan features the Ottawa waterworks complex and its heritage bridges and aqueducts. Opportunities to celebrate the site's diverse Indigenous, industrial, cultural and natural heritage will be included in the plan and developed through consultation during the development of the site.

## 7.2 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.

The Master Concept Plan will build community through the following:

- + **Establishing a mix of uses:** A combination of residential, employment and retail opportunities will create a vibrant and diverse area.
- + **Integrating a variety of housing options:** A diverse mix of housing types will provide inclusive options.
- + **Promoting well-being:** The plan encourages and supports healthy, active lifestyles, and provides opportunities for amenities and resources that promote well-being for residents and visitors.
- + **Enhancing social infrastructure:** The parks, LRT, LeBreton Place and library will provide social infrastructure and community spaces to foster interaction and connections.



Figure 41 Build Community.



Figure 42 Create connections.

### 7.3 Create Connections

Connect people and place by creating interactive public spaces and linking to amenities and surrounding communities. Build on access to the LRT, and establish active transportation networks using a Vision Zero approach.

The Master Concept Plan will create strong connections through the following:

- + **Supporting multi-modal transportation:** An integrated network of bike lanes, sidewalks, pathways and easy access to transit will provide a range of sustainable travel options.
- + **Creating a safe, pedestrian-friendly experience:** Pathways and streets designed for slow, safer vehicle speeds will create a walkable environment.
- + **Supporting a five-minute community:** Close proximity to amenities will support a walkable lifestyle.
- + **Connecting to the river:** Pathways through LeBreton Flats will connect the surrounding neighbourhoods and LRT stations to the parks and river.

### 7.4 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.

The Master Concept Plan will value nature through the following:

- + **Supplying a high proportion of open space:** More than 40 per cent of the plan area will be dedicated to parks.
- + **Supporting natural features:** Preserving and enhancing ecological features, including Nepean Inlet, will support natural ecosystems in an urban setting. The tree canopy will be increased.
- + **Accessing the river:** Preserving and enhancing riparian and wetland habitats, while allowing for increased public access and recreational activities.
- + **Emphasizing sustainable water management:** Integration of natural features into the built environment will sustainably manage stormwater on-site.
- + **Creating access to natural spaces:** Residents, employees and visitors to LeBreton Flats will have easy access to natural spaces due to the close proximity to the park and riverfront.
- + **Minimizing the urban footprint:** Compact urban form will minimize the area of built footprint, saving land for recreation and nature.



Figure 43 Value Nature.



Figure 44 Foster sustainability and innovation.

## 7.5 Foster Sustainability and Innovation

Embed a culture of excellence throughout the life cycle 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.

The Master Concept Plan will foster sustainability and innovation through the following:

- + **Becoming carbon neutral:** Targets for zero emissions will be established in the implementation plan, combined with stringent performance requirements for buildings.
- + **Supporting transit-oriented development:** A multi-modal network will allow residents to choose more sustainable options for everyday travel.
- + **Sustainably managing water:** Sustainable buildings and site design will capture, attenuate, treat and re-use water.
- + **Using resources efficiently:** Designs will prioritize the use of local and environmentally friendly materials, and maximize the lifespan of buildings.

## 7.6 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.

The Master Concept Plan will honour the past through the following:

- + **Celebrating Indigenous cultures:** Ongoing Indigenous consultation will establish the ways in which Indigenous heritage and culture can be celebrated on the site.
- + **Uncovering the past:** Enlivening the historic Ottawa Waterworks Complex (including aqueducts and bridges) will present a living history of the site, integrated into the fabric of the new design and everyday use.
- + **Sharing stories of the site:** Stories of the industrial history, the role of water and power generation, and lives of previous community members will be shared through interpretive features, such as artifacts, signage, wayfinding and naming.





Figure 45 Honour the past.



Figure 46 Make it Happen.

## 7.7 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 Master Concept Plan will make it happen through the following:

- + **Working with partners:** Close collaboration between all levels of government, non-governmental organizations, community groups, private sector partners and Indigenous stakeholders will be needed to make the Master Concept Plan a reality.
- + **Phasing the project:** The plan will be phased over time in a step-by-step fashion that will allow development to finance the creation of new public assets such as the park.
- + **Understanding the economics:** An economically feasible business plan will support the Master Concept Plan to ensure that implementation is phased strategically using sound project management principles.





## 8 Policy Context

# Policy Context

The Building LeBreton project fits within a framework of existing legislation, policies and plans that regulate how the site can be redeveloped. While a comprehensive analysis of this framework will support the Central Area Secondary Plan amendment with the City of Ottawa, which is required to implement this plan’s vision, the following section evaluates the current site context and relation to the NCC’s policy and planning framework.

## 8.1 Existing Land Use

The majority of the 29-hectare LeBreton Flats site is currently vacant and largely inaccessible to the public due to the presence of contaminated soils throughout the site. With the site having been cleared of residential and industrial uses following expropriation in the 1960s, incremental development has occurred in the surrounding area over the past few decades, including the construction of the Canadian War Museum, realignment of the Ottawa River Parkway (now the Sir John A. Macdonald Parkway), building of residential developments and construction of the Confederation Line LRT through the site, which was put into service in 2019.

## 8.2 NCC Policy

The NCC is a unique federal entity in the National Capital Region, serving as the principal steward of nationally significant public places, creative partner in development and conservation, and long-term planner. As the LeBreton Flats lands are controlled by the NCC, the Master Concept Plan must comply with the objectives and policies of the applicable plans. The NCC plans applicable to LeBreton Flats include the Plan for Canada’s Capital, 2017–2067, and the Core Area Sector Plan.

### 8.2.1 The National Capital Act

The National Capital Act established the National Capital Commission and its mandate, which includes the responsibility “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.”

For the NCC to achieve its mission, Parliament granted the corporation several key powers, including the acquisition and disposal of lands. The Act also authorizes the NCC to undertake the following tasks consistent with the planning for and the implementation of the LeBreton Flats Master Concept Plan:

- + Construct, maintain and operate parks, squares, highways, bridges, buildings and any other works;
- + Maintain and improve any property of the Commission, or any other property under the control and management of a department, at the request of the authority or minister in charge thereof;
- + Cooperate or engage in joint projects with, or make grants to, local municipalities or other authorities for the improvement, development or maintenance of property;
- + Construct, maintain and operate, or grant concessions for the operation of, places of entertainment, amusement, recreation, refreshment, or other places of public interest or accommodation on any property of the Commission.

## 8.2.2 The Plan for Canada's Capital 2017-2067

In 2017, the NCC released The Plan for Canada's Capital, 2017–2067, a 50-year vision for the National Capital Region. Balancing the oftentimes competing interests of natural and cultural heritage with economic and population growth, the plan aspires to establish a National Capital Region that reflects the following attributes: inclusive and meaningful, picturesque and natural, and thriving and connected. The LeBreton Flats Master Concept Plan directly responds to the NCC's Plan for Canada's Capital and addresses its identified emerging trends and challenges in many ways, including the following.

### 8.2.2.1 Creating a Resilient, Dynamic, and Liveable Capital Region

- + Contributes to the development of complete and compact walkable neighbourhoods.
- + Ensures that residents have mobility choices, including walking, cycling, transit or driving.
- + Improves the quality and inclusiveness of the urban public realm.
- + Enhances the National Capital Region's environmental sustainability and economic vitality.

### 8.2.2.2 Facilitating the Integration of Long-Term Transportation and Land Use Planning

- + Promotes more compact development patterns.
- + Focuses on accessible and sustainable mobility.
- + Incorporates the increasing prominence of active modes of transportation within the inner core area.
- + Addresses air quality deterioration by reframing the prominence of automobile-focused transportation networks.
- + Increases the efficiency and sustainability of infrastructure systems.

### 8.2.2.3 Providing Federal Accommodations

- + Continues the shift toward federal accommodations that are accessible by the rapid transit network, and to the development of mixed-use sites.
- + Contributes to regional planning objectives and urban vitality.
- + Provides modern workplace accommodations that allow the federal administration to adapt to new methods of communication and collaboration.

#### 8.2.2.4 Respecting Nature, Climate, and Sustainability

- + Focuses on greening infrastructure, increasing energy efficiency and the proactive reversal of environmental deterioration.
- + Ensures resilience in the economic and social spheres in order for people to have equal and fair access to employment, choice of dwelling, improved mobility and quality of life.
- + Focuses on preserving and protecting urban biodiversity.

#### 8.2.2.5 Adapting to a Growing, Aging, and More Diverse Population

- + Prepares for the projected population increase to beyond 2 million by 2067.
- + Plans accessibility of public spaces and natural areas for all ages and abilities.
- + Considers the needs of persons with disabilities.
- + Addresses the demographic shift toward households with fewer members.
- + Considers increasing immigration.

Beyond these trends and challenges, the Plan for Canada's Capital also contains several "milestone" objectives to be achieved over the next 50 years. The development of LeBreton Flats is specifically identified as a milestone achievement, and the Master Concept Plan supports this and other plan policy objectives.

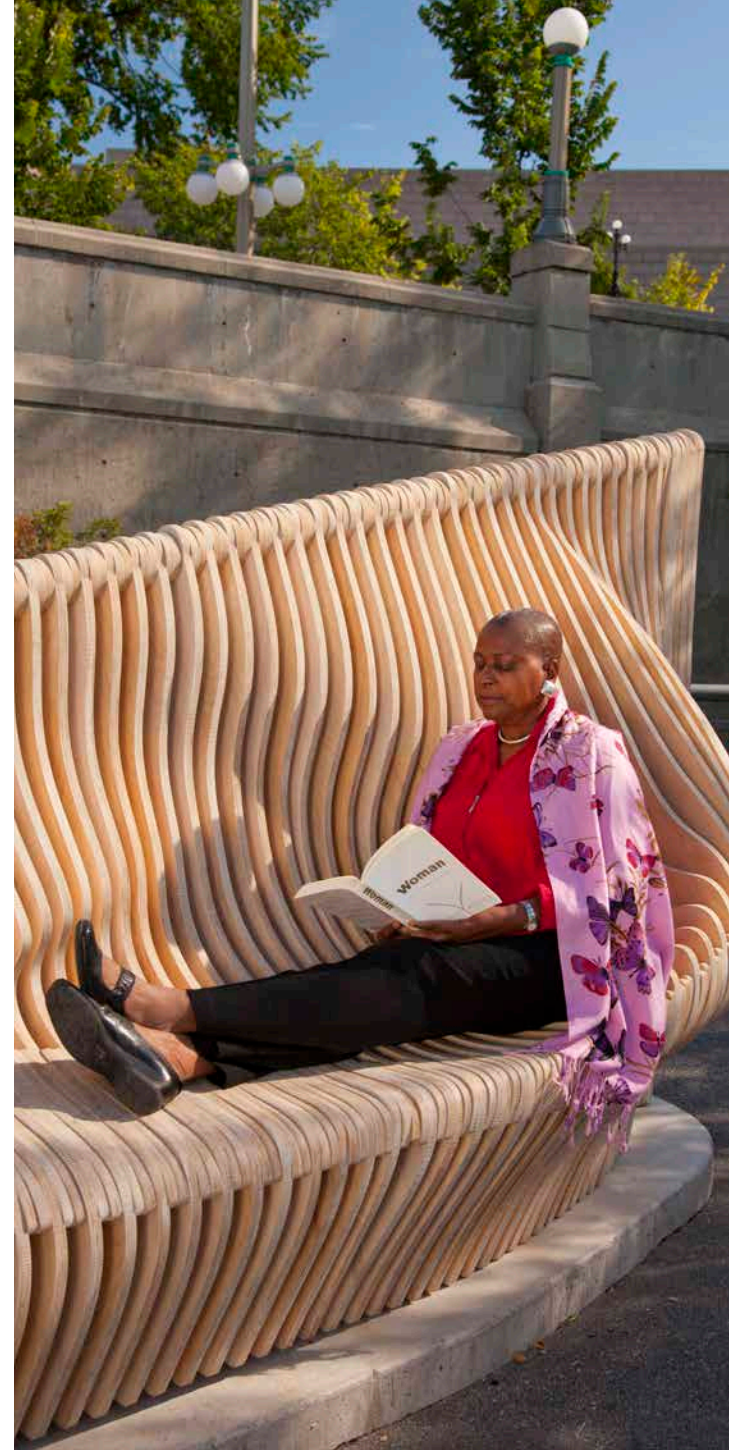
#### 8.2.2.6 The Capital and Regional Economy

- + Developing LeBreton Flats as the nucleus of a revitalized district in the Capital.
- + Supporting PSPC in its role to provide federal accommodation in locations that will contribute to Capital- and city-building, planned in a coherent manner to support municipal growth management priorities.
- + Achieving regional objectives of consolidation and intensification within the existing urban boundaries.
- + Locating federal accommodation facilities near readily available transit, and building energy-efficient and accessible buildings that will contribute to regional sustainability and reduce environmental impacts.



### 8.2.2.7 Waterways and Shorelines

- + Maintaining riverfront green spaces as primary public green spaces, and incorporating new structures and partnerships to foster greater public access, activity and amenities, while improving the quality of natural habitats in areas that are not actively used.
- + Transforming parkway corridors into linear green spaces serving a dense urban core as places for people in riverfront parks.
- + Working in partnerships to allow activities that are compatible with existing waterfront parks, and maintaining sites available for national programming.
- + Improving waterway lands to reimagine the flourishing water culture that was lost over the past century.
- + Providing greater capacity for pedestrians and cyclists along the shorelines.
- + Encouraging more activity at the riverfront at LeBreton Flats.



### 8.2.2.8 Indigenous Representation in the Capital

- + Contributing to the recognition of Indigenous peoples in the toponymy of the region, as well as through national commemorations.
- + Strengthening Anishinabe cultural traditions through placemaking and partnerships that bring Algonquins to the forefront of life in Canada's thriving and connected capital.
- + Showcasing Indigenous arts in the landscape and architecture of the Capital.

### 8.2.2.9 Capital Urban Green Spaces

- + Retaining open space lands of national significance that perform Capital functions.
- + Developing ecological linkages from urban parks and open space networks to broader ecological networks.

### 8.2.2.10 A Living Culture and Heritage

- + Protecting heritage sites and bringing them to life with new uses that respect their character, are compatible with the heritage features to be preserved and have well-integrated accessibility features.
- + Promoting quality of design to ensure the creation of responsive, accessible, enduring and responsible places, buildings, structures and landscapes over time.
- + Prioritize the use of NCC lands for national cultural activities, and support artistic creation.
- + Working with federal partners to add to and enhance art of the highest quality in the public realm of the Capital, both as stand-alone installations and as art that is integrated into other development projects.
- + Supporting the diversity of arts in the Capital by allowing the use of NCC lands, where appropriate, by non-profit organizations and educational institutions for temporary events.

### 8.2.2.11 Connections and Mobility

- + Investing in the prudent stewardship of the parkway network to protect and enhance its intrinsic qualities as robust and interconnected federal "green infrastructure."
- + Balancing the modal split of transport in the Capital to make walking, cycling and car sharing more attractive alternatives to the use of private automobiles.

### 8.2.2.12 Promoting Design Excellence

- + Taking a leadership role in the region to promote inspiring quality projects that are context-sensitive, responsive to users, coherent and flexible, aesthetically engaging, durable and appropriate for the intended uses, universally accessible, and energy-efficient.
- + Encouraging integrated design approaches to foster the best outcomes for each individual project, and ensuring the participation of design and land use planning specialists to achieve the highest quality results.
- + Addressing both the built form and public realm surrounding it with an integrated character, addressing views, built form relationships and street character.
- + Maintaining and preserving views of national symbols.
- + Supporting innovation and inclusiveness in architecture, design, and planning, while also enhancing heritage.
- + Incorporating renewable energy into the project.



## 8.2.3 Core Area Sector Plan

The Core Area Sector Plan, adopted in 2005, governs the planning and development of federal lands in the core area (which includes LeBreton Flats) through to 2025. The Master Concept Plan supports several of the Core Area Sector Plan's key priorities, including the following:

- + Enhancement and expansion of the public experience in the core area, for national and international visitors, as well as for residents, through the addition of new Capital stages, increased commemorations and public art, interpretation, and programming;
- + Completion of the LeBreton Flats mixed-use community redevelopment project;
- + Promotion of new Canadian cultural and public institutions, and consolidation of existing facilities at LeBreton Flats north and west; and
- + Preparation of area plans for LeBreton Flats.

The lands of the Master Concept Plan are given special consideration in Section 4.8 of the Core Area Sector Plan, where the lands are identified as LeBreton Flats South. The goal for LeBreton Flats South is to “develop a vibrant mixed-use community that functions as an independent neighbourhood, but is well connected to the Ottawa central business district, Sparks Street, and the islands and LeBreton Flats North areas.” The Core Area Sector Plan then provides specific policies for ensuring that future development realizes this goal.

### 8.2.3.1 Preserving and Enriching Character

- + Ensure the development of a well-designed mixed-use neighbourhood comprising mid- and high-rise residential development and commercial and office uses, together with services and amenities, to support the community, complemented by a generous system of well-connected public open spaces.

### 8.2.3.2 Improving Connectivity

- + Work with the City of Ottawa to establish clear pedestrian connections to the central business district, up the escarpment and through the Garden of the Provinces and Territories. Explore the potential for a connection to Sparks Street from Pooley's Bridge at LeBreton South, via the NCC-owned park on the upper escarpment or alternative means.
- + Develop a network of park and open spaces at LeBreton South that link with adjacent areas.

### 8.2.3.3 Enhancing Use, Enjoyment, Animation, and Safety

- + Develop a compelling public space along the heritage aqueduct.

## **8.2.4 Ottawa River South Shore Riverfront Park Plan**

The Ottawa River South Shore Riverfront Park Plan aims to transform the riverfront lands adjacent to the Sir John A. Macdonald Parkway into a Capital park. The subject lands include those north and west of the parkway as it passes along the lands that are subject to the LeBreton Master Concept Plan. The Ottawa River South Shore Riverfront Park Plan establishes a series of public activity and event areas, including the shoreline adjacent to LeBreton Flats. It enhances connectivity with LeBreton Flats and other adjacent neighbourhoods. One of the sectors identified is Sector D: Parkdale to Nepean Bay. This sector identifies two activity nodes that will enhance the park visitor's Ottawa River experience, including a node at Nepean Bay. The LeBreton Flats Master Concept Plan is consistent with the policy directions in the Ottawa River South Shore Riverfront Park Plan, including the Nepean Bay node.

## **8.2.5 Capital Pathway Strategic Plan**

The Capital Pathway Strategic Plan serves as the NCC's primary reference for the planning and management of the Capital Pathway system. This network of more than 220 kilometres of off-road multi-use trails passes through diverse settings that include urban landscapes, suburbs, pastoral rural surroundings and wooded areas. A section of the Capital Pathway passes the northern edge of LeBreton Flats along the Ottawa River shoreline.

At the time of the creation of the LeBreton Flats Master Concept Plan, the 2006 Capital Pathway Strategic Plan was under review. An update to this plan is scheduled for completion and approval in the spring of 2020. A key priority for the updated pathway plan includes efforts that support regional harmonization with other mobility networks, including those offered by the Ville de Gatineau and City of Ottawa.

### 8.3 Provincial Policy

### 8.4 City of Ottawa Policy



## 9 Implementation and Phasing Strategy

# Implementation and Phasing Strategy





# 10 Appendices

# Appendices

## 10.1 Alternative Site Options

The following maps illustrate the two possible scenarios for the Albert District: a design incorporating a major event centre or large anchor use, and a design for a mixed-use neighbourhood without a major event centre or anchor.

The Master Concept Plan – Alternative Site Option illustrates the alternative option for the Albert District without a major event centre or anchor.

**Major Event Centre**



**Alternative Site Option**





Figure 47 Alternative Master Concept Plan. This Concept Plan is for illustrative purposes only and is subject to change.



Figure 48 Experiences of Building LeBreton.



Figure 49 Master Concept Plan – Alternative Option: Districts.



Figure 50 Alternative Master Concept Plan Parks and Public Realm Strategy.

## Parks and Public Realm design example

- Master Concept Plan area
- Edge of open space area
- Open space entry points
- LRT station open space entrances



Figure 51 Master Concept Plan – Alternative: This image presents a detailed example of potential future parks and public realm design options, and is subject to change based on future public consultation.

## Mobility Strategy

- Master Concept Plan area
- Pedestrian sidewalk/pathway
- Multi-use pathway
- Separated cycle route
- Shared street (10 km/h)
- Traffic calmed local street (30 km/h)
- Arterial road (50-60 km/h)
- Pedestrian crossing
- LRT crossing
- LRT station entrance
- Formal portage locations
- Informal portage locations

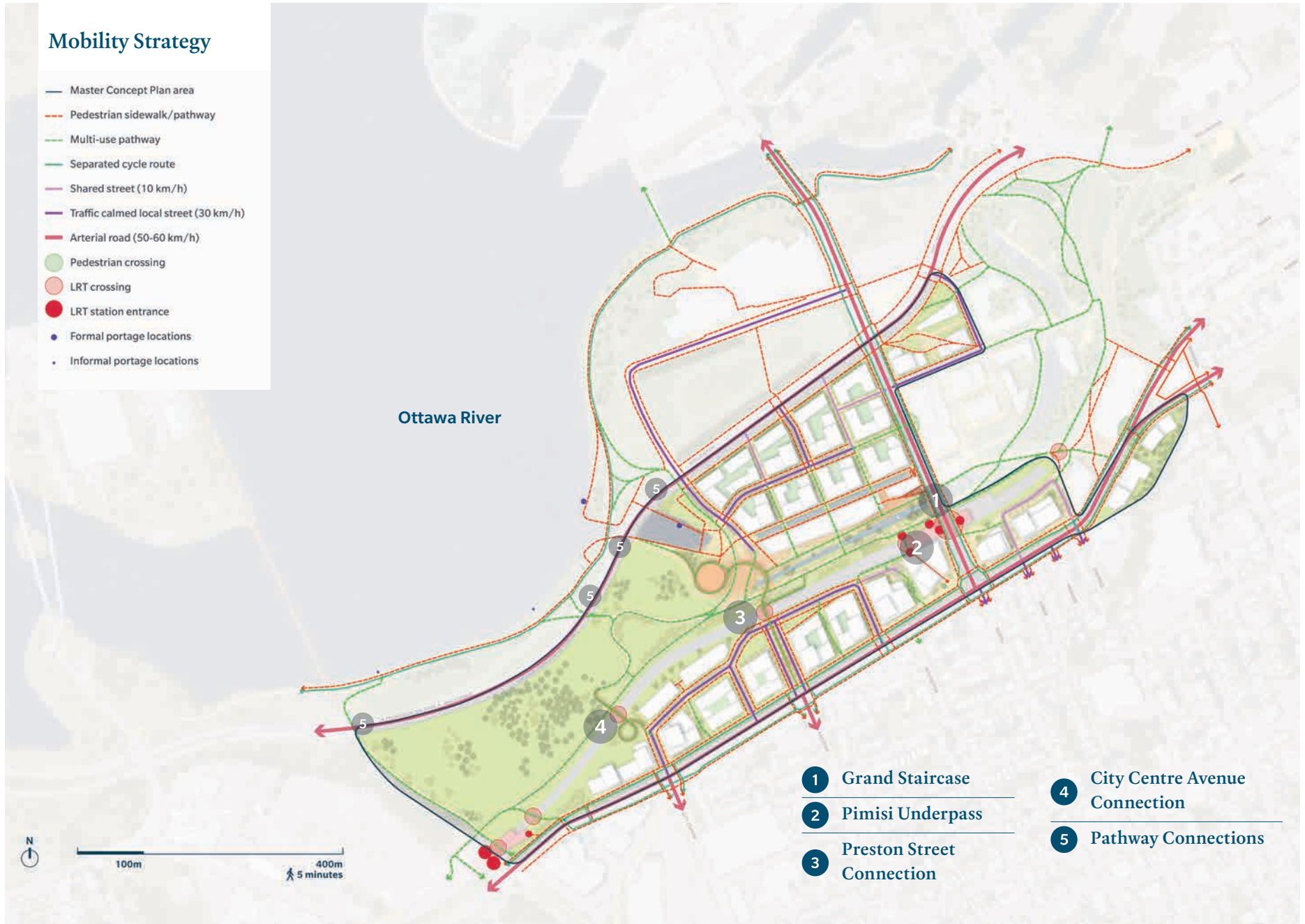


Figure 52 Master Concept Plan – Alternative: Mobility Strategy.



## Active Mobility

- Master Concept Plan area
- - - Pedestrian sidewalk/pathway
- - - Multi-use pathway
- Separated cycle route
- Shared street (10 km/h)
- Traffic calmed local street (30 km/h)

Ottawa River



Figure 53 Master Concept Plan – Alternative: Active Mobility.

## Transit Network

- Master Concept Plan area
- █ LRT
- LRT Station
- Existing Bus Routes
- Existing Bus Stops



Figure 54 Master Concept Plan – Alternative: Transit Network.

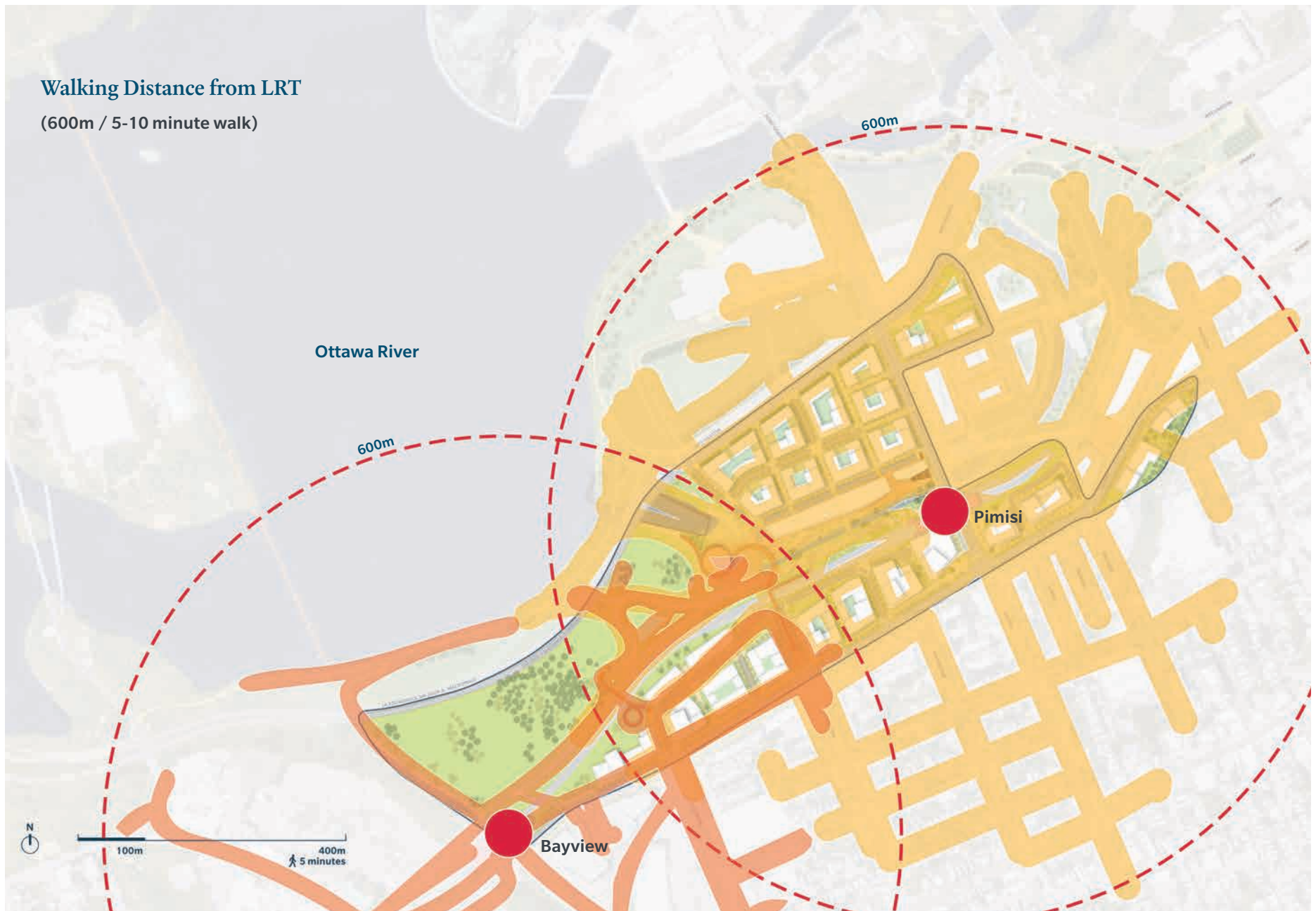


Figure 55 Master Concept Plan – Alternative: LRT walksheds illustrate the connectivity of LeBreton Flats and the surrounding neighbourhoods within a 5-10 minute walk.



Figure 56 Master Concept Plan – Alternative: Street Network.



Figure 57 Master Concept Plan – Alternative: Parking Strategy.

## Land Use Strategy

- Master Concept Plan area
- Mixed use (office / institutional)
- Mixed use (retail)
- Mixed use (residential)
- Flexible innovation zone (Aqueduct District)
- Mixed Use Opportunity Site - LeBreton Place
- Major Event Centre
- Parks and Open Space



Figure 58 Master Concept Plan – Alternative: Land Use Strategy.

## Retail at Ground Level

- Master Concept Plan area
- Mixed use (office /instiutional)
- Mixed use (retail)
- Mixed use (residential)
- Flexible innovation zone (Aqueduct District)
- Mixed Use Opportunity Site - LeBreton Place
- Major Event Centre
- Parks and Open Space
- Ground-floor retail required
- Ground-floor retail permitted



Figure 59 Master Concept Plan – Alternative: Land Use Strategy, Retail at ground level.

## Building Heights Concept

- Master Concept Plan area
- 1-5 Storeys
- 6-10 Storeys
- 11-20 Storeys
- 21-30 Storeys
- 31-40 Storeys



This building heights concept presents an example of how the maximum building heights could be implemented. The configuration of buildings is subject to change.

The potential event centre assumes a height of approximately 40 metres.

Figure 60 Master Concept Plan – Alternative: Building Heights Concept.



- 10.2 Consultation Report 1 (June 2019)**
- 10.3 Consultation Report 2 (November 2019)**
- 10.4 City of Ottawa Central Area Secondary Plan Amendment**
- 10.5 Planning Rationale**
- 10.6 Design Brief**
- 10.7 Environmental Impact Statement**
- 10.8 Environmental Management Plan**
- 10.9 Transportation Impact Assessment**
- 10.10 Master Servicing Study and Adequacy of Public Services / Site Servicing Report**
- 10.11 Community Energy Plan**
- 10.12 Noise Impact Study**
- 10.13 Vibration Study**
- 10.14 Geotechnical Study**
- 10.15 Archaeological Report**

