

**Report to
Rapport au:**

**Finance and Economic Development Committee / Comité des finances et du
développement économique
April 6, 2021 / 6 avril 2021**

**and Council / et au Conseil
April 14, 2021 / 14 avril 2021**

**Submitted on March 18, 2021
Soumis le 18 mars 2021**

**Submitted by
Soumis par:**

**Lee Ann Snedden
Director / Directrice**

Planning Services / Services de la planification

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

Contact Person

Personne ressource:

Richard Buchanan

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Ward: RIVER (16) / RIVIÈRE (16)

File Number: ACS2020-PIE-PS-0020

SUBJECT: Brownfield Grant Application – 1354 and 1376 Carling Avenue

**OBJET: Demande de participation au Programme de subvention pour la
remise en valeur des friches industrielles - 1354 et 1376, avenue
Carling**

REPORT RECOMMENDATIONS

That Finance and Economic Development Committee recommend Council:

1. Approve the Brownfield Redevelopment Grant application submitted by Royal Host GP Inc., owner of the property at 1354 and 1376 Carling Avenue, for a Rehabilitation Grant under the Brownfield Redevelopment Community Improvement Plan (2015), not to exceed a total of \$414,334 for which the grant payment period will be phased over a maximum of ten years of development, subject to the establishment of, and in accordance with, the terms and conditions of the Brownfield Redevelopment Grant Agreement; the maximum deferral of Development Charges of \$352,184 under the Development Charge Deferral Program; and the estimated contribution of \$183,189 towards the Municipal Leadership Strategy fund; and
2. Delegate the authority to the General Manager, Planning, Infrastructure and Economic Development, to execute a Brownfield Redevelopment Grant Agreement with Royal Host GP Inc., establishing the terms and conditions governing the payment of the grant for the redevelopment of 1354 and 1376 Carling Avenue, to the satisfaction of the General Manager, Planning, Infrastructure and Economic Development Department, the City Solicitor and the City Treasurer.

RECOMMANDATIONS DU RAPPORT

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

1. Approuver la demande de participation au Programme de subvention pour la remise en valeur des friches industrielles présentée par Royal Host GP Inc., propriétaire du bien-fonds situé aux 1354 et 1376, avenue Carling, pour une subvention de remise en valeur versée en vertu du Plan d'améliorations communautaires pour le réaménagement des friches industrielles (2015) n'excédant pas 414 334 \$ au total, sur une période de versement échelonnée sur dix ans au maximum, sous réserve de l'adoption des modalités de l'Entente de subvention pour la remise en valeur des friches industrielles, et conformément à celles-ci; le report maximal des redevances d'aménagement fixé à 352 184 \$ en vertu du Programme de report des redevances d'aménagement; et la contribution estimée à 183 189 \$ au fonds de la Stratégie municipale de leadership, et;

2. **Déléguer au directeur général de Planification, Infrastructure et Développement économique le pouvoir de conclure une entente de subvention pour la remise en valeur de friches industrielles avec Royal Host GP Inc., laquelle établira les modalités de paiement de la subvention pour le réaménagement des 1354 et 1376, avenue Carling, à la satisfaction du directeur général de Planification, Infrastructure et Développement économique, du greffier municipal et avocat général et de la trésorière municipale.**

BACKGROUND

Brownfields are properties where past actions have resulted in actual or perceived environmental contamination and/or derelict or deteriorated buildings. They may be vacant, abandoned or underutilized. They are usually, but not exclusively, former industrial or commercial properties.

The Brownfield Redevelopment Community Improvement Plan (BRCIP) was adopted by Council on April 27, 2007 and amended by Council on May 12, 2010, and October 14, 2015. This report is in conformance with the 2015 BRCIP.

The BRCIP presents the rationale behind the redevelopment of Brownfield in Ottawa, and the actions and strategies that will promote brownfield redevelopment. The BRCIP contains a comprehensive framework of incentive programs which include the Property Tax Assistance, Rehabilitation Grant, Project Feasibility Study Grant, Environmental Site Assessment Grant, Building Permit Fee Grant, and Development Charge Deferral Programs.

The site qualifies to be eligible for a Brownfield priority area candidate due to its location along an arterial mainstreet and meets the criteria under the BRCIP.

The purpose of this report is to bring the application before the Finance and Economic Development Committee and Council for consideration and approval.

DISCUSSION

The Ottawa BRCIP specifies grants available to the development industry. The total grant from this program shall not exceed 50 per cent of the eligible cost (with the provision that eligible items seven to 12 cannot exceed 15 per cent of the total eligible items being submitted for a grant) specific to the program for rehabilitating said lands and buildings. These items can be seen in Document 4 of this report. If the development does not proceed, no grants are paid.

Royal Host GP Inc. filed an application under BRCIP for the clean-up and redevelopment of portion of 1354 – 1376 Carling Avenue.

The Site

The property has a lot area of approximately 18,900 square metres (1.89 hectares) with approximately 172.55 metres frontage along Carling Avenue, approximately 107.9 metres frontage along Archibald Street and approximately 120.1 metres frontage along Meath Street (see Documents 1, 2 and 8). The property's previous uses were listed as commercial. It is located along an Arterial Mainstreet.

Proposed Redevelopment

Royal Host GP Inc. is redeveloping the property at 1354 – 1376 Carling Avenue. Phase 1 (for which the Brownfields application is being submitted) includes two proposed buildings on the east side of the site. The building fronting Carling Avenue is a proposed 20-storey residential apartment tower consisting of 274 residential units and 580 square metres of ground-floor commercial retail space. The building fronting Archibald Street is a proposed 8-story residential building with 130 units. Both buildings will be connected by a two-level parking garage consisting of 249 car stalls.

The related Site Plan Control application D07-12-17-0041 has been approved under the delegated authority.

Brownfield Grant Application

Royal Host GP Inc. filed an application under the BRCIP for the clean-up and redevelopment of 1354 and 1376 Carling Avenue Property.

A Phase I and II Environmental Site Assessment was prepared by Patterson Group Inc. on October and December of 2016, which identified that the fill material at the subject site is impacted with petroleum hydrocarbon fractions (F2, F3, and/or F4) and various polycyclic aromatic hydrocarbons (PAHs) parameters exceeding the Ontario Ministry of the Environment, Conservation and Parks (MECP), Table 3 Standards.

Groundwater on this site was tested and the samples did not exceed Ontario Ministry of the Environment, Conservation and Parks (MECP), Table 3 Standards.

This application is for the Rehabilitation Grant and Development Charge Deferral Programs, as well as the Municipal Leadership Strategy Program.

The required documents that are to be submitted to the City as part of a Brownfield Redevelopment Grant Program application are described in Document 3. Staff reviewed the submissions and deemed the application to be complete as of September 25, 2020.

Proposed Remediation

The suggested remedial action plan consists of using a generic approach to be used. This will involve excavation to depths up to approximately 2.5 m below grade and to dispose of any impacted soil from within the boundaries of the subject site. It is anticipated that the remediation work will take one year to complete.

Calculating the Brownfield Redevelopment Grant

Under the Brownfield Redevelopment Grant Program, the applicant is required to submit various technical documents to determine eligibility as well as the costs eligible for the Grant. Staff has reviewed the submissions and has determined that the total costs eligible for a grant under the program is \$828,667.

The BRCIP specifies that the total eligible costs be capped at 50 per cent of the total costs (with the provision that eligible items 7 to 12 cannot exceed 15 per cent of the total eligible items being submitted for a grant). A breakdown of the eligible costs is shown in Document 4. Applying this cap results in the calculation of the grant to be \$414,334 (see Document 5).

Rehabilitation Grant

Grants would be capped at 85 per cent of the municipal share of the increase in property taxes that result from the redevelopment, payable annually for up to ten years or up to the time when the total grant payments equal the total eligible grants, whichever comes first. The City will only pay the annual grant after the property taxes have been paid in full each year and all terms and conditions specified in the registered legal agreement between the City and the applicant have been met. The anticipated maximum Rehabilitation Grant for this project is \$414,334.

Municipal Leadership Strategy Program

As part of the Brownfield Grant Program, a Municipal Leadership Strategy is a general program of municipal property acquisition, investment and involvement in pilot projects with the private sector to remediate and rehabilitate Brownfield sites in Ottawa. The program is funded from 15 per cent of the municipal share of the increase in property taxes that resulted from the redevelopment that is retained by the City as a result of properties participating in the Rehabilitation Grant Program and is placed into a Municipal Leadership Account. This account will function as a revolving fund. The allocation of 15 per cent of the tax increment that is retained by the City to the Municipal Leadership Account will end when the Rehabilitation Grant Program ends. At that time, the City may return funds remaining in the Municipal Leadership Account to general revenues or continue to utilize these funds for Leadership activities until the Municipal

Leadership Account is exhausted. The anticipated funding under this program for this site is estimated at \$183,189 and collection will commence after the first taxation year after the final Property Tax payment of the new development occurs.

Development Charge Deferral Program

Under the Development Charge Deferral Program, the owner of the property is eligible for a 50 per cent deferment of eligible items costs towards development charges (items 1 to 7, see Document 4), by entering into a Deferral Agreement with a preferred annual interest charge of the issued index interest rate with the City of Ottawa. The term of the agreement would be subject to a maximum of either two years after issuance of a building permit or three years after the approval by the Council of the BRCIP application by the developer, whichever one occurs first, at which time the payment of the Development Charge deferred amount, plus interest, would be made by the developer. The maximum eligible amount for deferral is estimated at \$352,184 (subject to all terms and conditions specified in the registered legal agreement between the City and the applicant have been met).

Under the Development Charges By-law 2014-229, Collection Procedures, Section 13 (2), the ability to enter an agreement between the City of Ottawa and the owner is established, and the City Treasurer is assigned to collect the applicable development charges.

Under the Delegated Authority By-law 2016-369, the City Solicitor has delegated authority to enter into an agreement with the owner for a Deferral of Development Charges.

Economic Benefits to the Community

The overall economic impact of the proposed residential development is estimated at over \$80 million in direct construction value. During the development of the site, direct and indirect economic benefits to the local economy will be experienced as a result of site remediation, the construction period through payroll, purchased material supplies, services, and equipment rentals.

Over \$124 million in new residential/commercial assessment would be added to the property tax assessment roll at full development. The developer's taxation consultant estimates that over \$1,490,939 per year in increased municipal property and education taxes can be expected at the completion of the project (2025), after the brownfield grant ends, which would subsequently go to the City's general revenues (see Document 6).

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

There was no public consultation for this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor Riley Brockington has received the report and concurs with the recommendations.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendations.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with this report.

FINANCIAL IMPLICATIONS

The maximum grant under the 2015 Brownfield Redevelopment Community Improvement Plan Program is \$414,334. In addition, the estimated Municipal Leadership Strategy contribution is \$183,189, for a total requirement of \$597,523. Budget authority requirements will be brought forward through the annual budget process. Development Charges of \$352,184 are eligible for deferral under the Development Charge Deferral Program. Deferred DCs would be subject to interest.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

ENVIRONMENTAL IMPLICATIONS

The approval of this grant will assist with the redevelopment of this brownfield property and ensure that this contaminated site is properly remediated prior to development. A Record of Site Condition will be required as per the funding agreement. Brownfield redevelopment is identified as a key strategy for promoting reinvestment in existing urban areas and for reducing the need to expand into greenfield sites. The remediation

and redevelopment of brownfield sites assist in meeting the Environmental Strategy's goal of clean air, water and earth.

TERM OF COUNCIL PRIORITIES

This application is directly related to the 2019-2022 Term of Council Priorities:

- Economic Growth and Diversification: Encourage economic growth and diversification by supporting business investment and expansion, talent attraction and retention, and branding Ottawa as a place to be.
- Environmental Stewardship: Grow and protect a healthy, beautiful, and vibrant city that can adapt to change.

SUPPORTING DOCUMENTATION

Document 1	Location Map
Document 2	Aerial View
Document 3	Brownfield Redevelopment Grant Application Requirements
Document 4	Brownfield Redevelopment Grant - Eligible Costs
Document 5	Calculating the Brownfield Redevelopment Grant
Document 6	Estimated Future City Property Tax Increment and Annual Municipal Grant Payable
Document 7	Payment Option Scenario
Document 8	Elevation Drawings

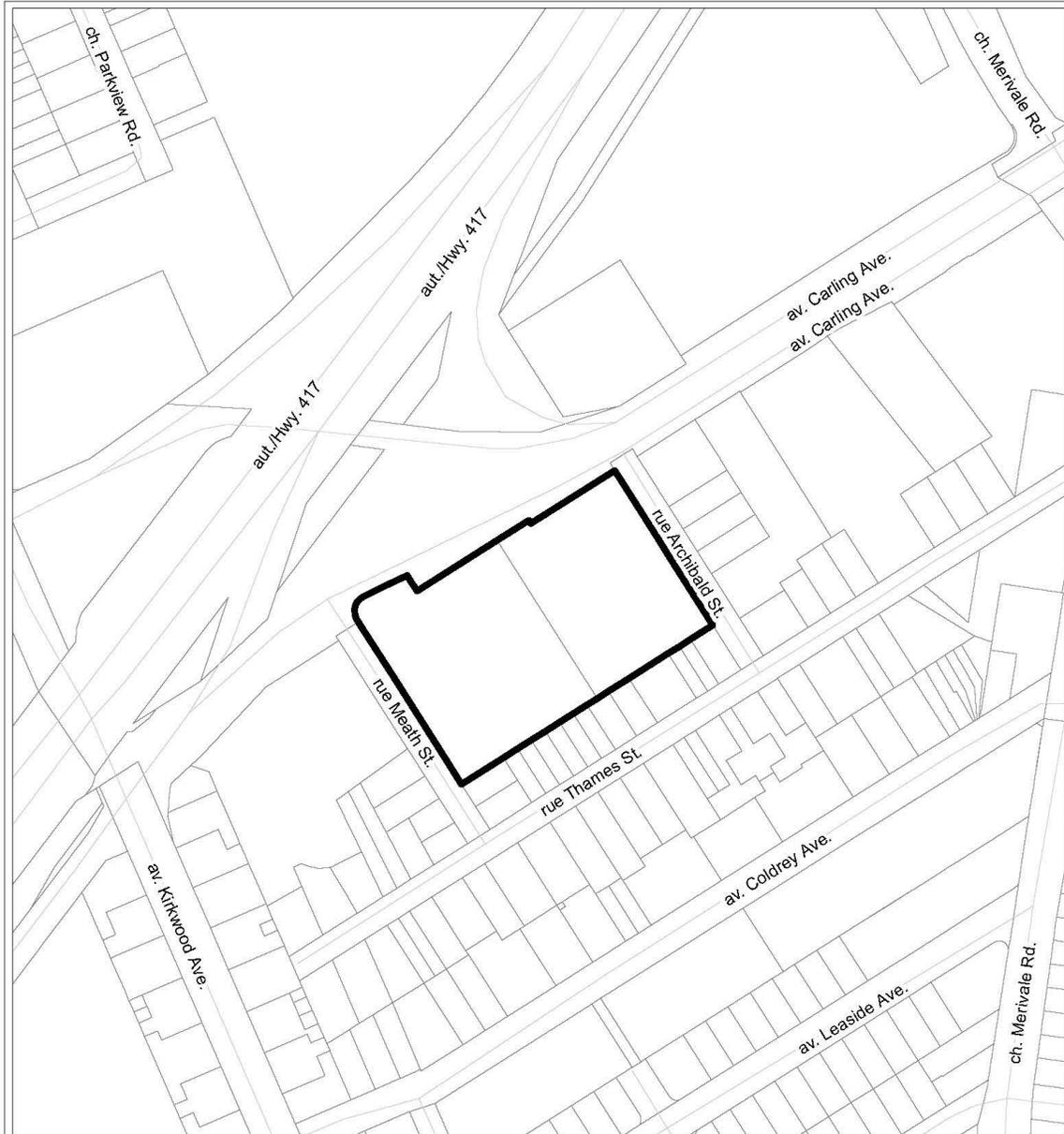
DISPOSITION

Innovative Client Services, Legal Services, to prepare the Brownfield Rehabilitation Grant Agreement.

Planning, Infrastructure and Economic Development Department and Finance Department, Revenue Branch to develop a general administrative approach to implement the Brownfield Redevelopment Financial Incentive Program and more specifically for this application.

Planning, Infrastructure and Economic Development Department to notify the applicant of Council's decision.

Document 1 – Location Map



F18-04-20-CARL

20-1122-X

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REVISION / RÉVISION - 2020 / 12 / 16

LOCATION MAP / PLAN DE LOCALISATION
BROWNFIELDS REDEVELOPMENT PROGRAM /
PROGRAMME DE RÉAMÉNAGEMENT DES FRICHES INDUSTRIELLES



1354, 1376 avenue Carling Avenue



- Detailed work plan and cost estimate prepared by a qualified person (as defined by the *Environmental Protection Act* and Ontario Regulation 153/04, as amended), for all eligible environmental remediation and risk assessment/risk management works;
- A cost estimate provided by a bona fide contractor for eligible rehabilitation/redevelopment and demolition costs;
- A set of detailed architectural/design and/or construction drawings; and
- An estimated post-project assessment value prepared by a private sector property tax consultant.

The applicant (registered owner) or agent acting on behalf of the registered owner is required to fully complete the application including all required signatures and complete the sworn declaration.

Document 4 – Brownfield Redevelopment Grant – Eligible Costs

Table 1 – Eligible Cost and Estimated Cost - 1354 and 1376 Carling Avenue

	Eligible Items	Estimate Cost
1	Environmental studies, Remedial Work Plan and Risk Assessment not covered by Environmental Site Assessment Grant Program	\$45,500
2	Environmental Remediation including the cost of preparing a Record of Site Condition	\$658,867
3	Placing clean fill and grading	
4	Installing environmental and/or engineering controls/works as specified in the Remedial Work Plan and/or Risk Assessment	
5	Monitoring, maintaining and operating environmental and engineering controls/works as specified in the Remedial Work Plan and/or Risk Assessment	
6	Environmental Insurance Premiums	
7	Leadership Program	
	Sub-Total Costs eligible for 50% of DC deferral program	\$704,367
8	Cost of Feasibility Study	\$10,000
9	30% of Building Permit Fee	\$117,803
10	50% Building demolition costs	\$63,909
11	50% Building rehabilitation costs	\$97,106
12	50% of the upgrading costs for on-site infrastructure including water services, sanitary sewers and stormwater management facilities	
	Sub-total 7 to 12 - Actuals	\$288,818
	Items 7 to 12 maximum amount allowable based on 15% of total	\$124,300
	Total costs eligible for Rehabilitation Grant	\$828,667

Document 5 – Calculating the Brownfield Redevelopment Grant

The Ottawa Brownfield Redevelopment Community Improvement Plan (BRCIP) specifies that the total of all grants shall not exceed 50 per cent of the cost of rehabilitating said lands and buildings (with the provision that eligible items 7 to 12 cannot exceed 15 per cent of the total eligible items being submitted for a grant). *

Table 2 – Total eligible costs

1	Total eligible Costs- from Document 4	\$828,667
2	Total capping at 50 per cent of line 1	\$414,334
3	Total of Redevelopment Grant Payable	\$414,334

The land is located within a priority area. This location is therefore eligible for the Rehabilitation Grant equivalent to 85 per cent of the municipal property tax increase that results from the redevelopment, payable annually for up to ten years or until the maximum grant has been paid, whichever comes first.

The total Brownfield grant payable is \$414,334 (line 3 above).

Document 6 – Estimated Future City Property Tax Increment and Annual Municipal Grant Payable

Recent (2019 tax year) Value Assessment on the property at 1354 and 1376 Carling Avenue is \$9,884,000, classified as Commercial tax class. Recent (2019 tax year) property taxes are approximately \$238,780 broken down as follows:

Table 3 – Recent (2019 tax year) Property Taxes

Municipal Property Tax portion	\$143,615
Education Property Tax portion	\$95,165
Total Pre-Project Property Taxes	\$238,780

Based on a post-project assessment valuation prepared by Altus Group consultant, as submitted as part of the application, it is estimated that once the entire project is complete, the proposed development could have a post-project assessment value of \$124 million (based on an effective valuation date of 2021). The estimated taxes (Municipal and Education) to be generated from full build-out is \$1,490,939 (2025 tax year for complete development constructed), see Table 4.

Table 4 – Estimated Annual Post-Project Municipal\Education Property Taxes

Tax Class	Estimated assessment (2021)	Estimated Municipal Tax (2025)	Estimated Education Tax (2025)	Estimated Total Tax (2025)
Commercial	\$124,000,000	\$1,387,444	\$103,495	\$1,490,939

Document 7 – Payment Option Scenario

Project Address: 1354 - 1376 Carling Ave - Royal Host GP Inc. - F18-04-20-CARL
Brownfield Calculation Template

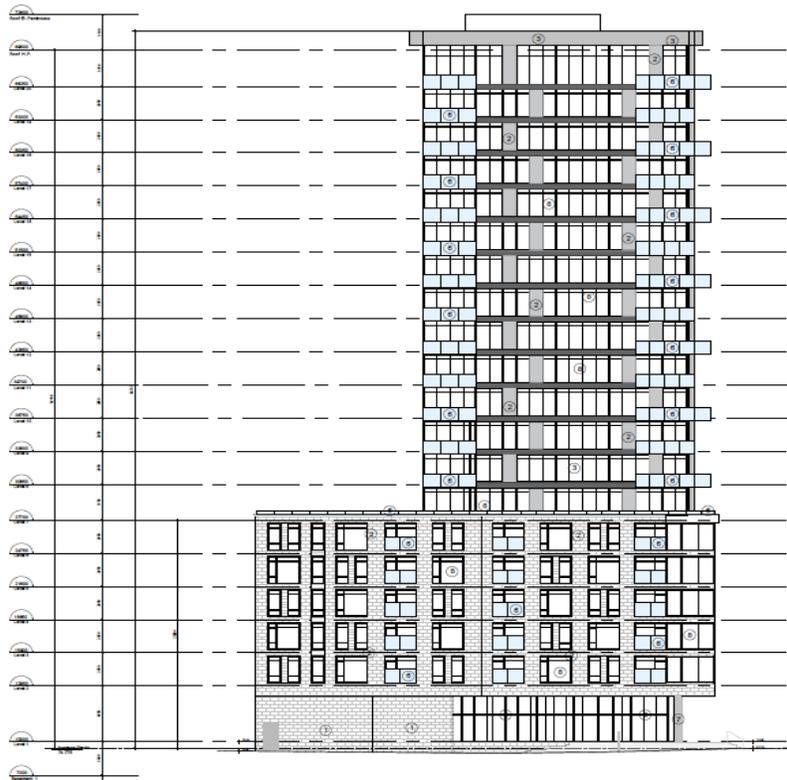
Project #	Year	Calendar Year (from report)	Calendar Year (expected payout)	Existing Municipal Property Tax portion	Estimated Municipal Property Tax portion	Municipal Tax Increment	Rehab Grant (85% of property tax increase)	BML Revolving Fund	Max contribution	Additional Revenue to City	Cumulative Grant Amount
	1	2025	2026	\$ 166,182	\$ 1,387,444	\$1,221,262	\$ 414,334	\$183,189.30	\$414,334	\$806,928	\$414,334
	2	2026	2027	\$ 171,167	\$ 1,429,067	\$1,257,900	\$ -	\$ -	\$0	\$1,257,900	\$414,334
	3	2027	2028	\$ 176,302	\$ 1,471,939	\$1,295,637	\$ -	\$ -	\$0	\$1,295,637	\$414,334
	4	2028	2029	\$ 181,592	\$ 1,516,098	\$1,334,506	\$ -	\$ -	\$0	\$1,334,506	\$414,334
	5	2029	2030	\$ 187,039	\$ 1,561,580	\$1,374,541	\$ -	\$ -	\$0	\$1,374,541	\$414,334
	6	2030	2031	\$ 192,650	\$ 1,608,428	\$1,415,777	\$ -	\$ -	\$0	\$1,415,777	\$414,334
	7	2031	2032	\$ 198,430	\$ 1,656,681	\$1,458,251	\$ -	\$ -	\$0	\$1,458,251	\$414,334
	8	2032	2033	\$ 204,383	\$ 1,706,381	\$1,501,998	\$ -	\$ -	\$0	\$1,501,998	\$414,334
	9	2033	2034	\$ 210,514	\$ 1,757,573	\$1,547,058	\$ -	\$ -	\$0	\$1,547,058	\$414,334
	10	2034	2035	\$ 216,830	\$ 1,810,300	\$1,593,470	\$ -	\$ -	\$0	\$1,593,470	\$414,334
40	Total			\$1,905,090	\$15,905,491	\$14,000,400	\$414,334	\$183,189.30	\$414,334	\$13,586,067	

It is important to note that the tax increment is only an estimate and provides guidance on the order of magnitude of the possible payment under the assumption that the project would be completed, reassessed and taxes levied and paid in this period. The tax rates and all of the assessment valuation parameters are held constant for illustration purposes. In practice the assessed value would likely increase reflecting increasing property values. As well, there would likely be some increase in the annual municipal levy during the projection period.

The administration of the Brownfield Redevelopment grant program would require that any grants to be paid be based on actual Municipal Property Assessment Corporation (MPAC) property assessment (including any resolution of appeals) of improved properties. The prevailing tax rate would be applied and only after taxes are paid in full for one year and only when the City is satisfied that all terms and conditions have been met as specified in the legal agreement between the City and the applicant would a tax rebate be issued. This rebate would be capped at 85 per cent of the municipal share of the increase in property taxes over the pre-project municipal property taxes paid.

In the administration of this grant each row would be calculated every year based on the new assessment, tax rate, taxes paid and actual municipal tax increment to establish the actual grant payment.

Document 8 – Elevation Drawings



East Elevation Phase 1 Carling Building



East Elevation Phase 1 Archibald Building