

NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE



# Planning Rationale

PRESTON STREET EXTENSION  
OFFICIAL PLAN AMENDMENT

July 29, 2022

Canada

# Executive Summary

Ottawa's new Official Plan and updated Transportation Master Plan will guide Ottawa to become the most livable mid-sized city in North America. The City's vision for walkable 15-minute neighbourhoods can be realized at LeBreton Flats, which is poised to become an exemplar of the model the new Official Plan (OP) presents if the area is able to be developed as envisioned in the LeBreton Flats Master Concept Plan (MCP). However, the outdated intent to divide LeBreton Flats with a new arterial road, the Preston Street Extension, would severely compromise the success of the redevelopment LeBreton Flats. Instead, the NCC's MCP proposes a focus on active mobility and places for people by providing a bridge in the Preston corridor for active mobility only, connected to a local street network where pedestrians are prioritized.

Urban planning has evolved significantly since the Preston Street Extension was originally conceived in the 1970s and incorporated into the previous plan for LeBreton Flats in 1997. Taking notes from the City's current OP and the new OP's Five Big Moves, the LeBreton Flats MCP proposes a new community that is unlike any other in Ottawa (or Canada) today and will become a leader for Canadian urbanism. The MCP is a blueprint for a new type of community, built on principles of sustainability, accessibility, and community wellbeing. Through the MCP, LeBreton Flats is poised to deliver on the ambitions the City has articulated in its OP. Both the OP and the MCP posit a new approach to urban planning in Ottawa, one which reflects the global best practice of declining to cede precious urban space to automobiles and instead prioritizing space and investment in places for people.

Key to the MCP's success is the prioritization of active modes by creating a safe, segregated and direct pedestrian and cycling network that offers the most convenient and direct routes to people who use transit and active modes. At the same time, the success of this vision relies on the discouragement of fast and facilitated automobile movement through the plan area. The embedded incentives and disincentives in this filtered permeability approach are key to enable the outcomes envisioned in the MCP

and the OP. The MCP was developed to promote a true 15-minute neighbourhood that is safe and accessible for everyone, provides attractive and efficient active mobility options, discourages local automobile trips and offers a pleasant, quiet and safe environment for people of all ages and abilities.

The NCC's application to amend to the Official Plan to remove the proposed Preston Street Extension in favour of an active-modes bridge supports provincial objectives and City of Ottawa planning policies and priorities as detailed in the following policy documents:

- + Ontario Planning Act (1990)
- + Ontario Provincial Policy Statement (2020)
- + City of Ottawa Official Plan (2013), including Central Area Secondary Plan
- + City of Ottawa new Official Plan (2021), including the West Downtown Core Secondary Plan
- + City of Ottawa Transportation Master Plan (2013)
- + City of Ottawa updated Transportation Master Plan policy direction (2022)

Approval of the requested amendment represents good planning and is essential in order to:

- + Make bold and progressive infrastructure decisions that help to achieve stated City policy objectives;
- + Support the sustainable transportation infrastructure investments of the City within the area;
- + Increase the share of trips by sustainable modes of transportation to meet the City's climate change goals;
- + Creating a healthier and more equitable and inclusive city, where anyone can get to work, to school and to daily activities without needing a private vehicle;
- + Build a truly visionary and inspiring new community at LeBreton Flats;
- + Capitalize on the vast park space and recreational potential of LeBreton Flats; and
- + Make decisions today that align with the trajectory of urban development and support the future of Ottawa.

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# 1 Introduction

# Introduction

Ottawa’s new Official Plan and updated Transportation Master Plan will guide Ottawa to become the most liveable mid-sized city in North America. LeBreton Flats is poised to become an exemplar of the aspirations of the new Official Plan (OP), including walkable 15-minute neighbourhoods, as it reflects the vision and goals of the LeBreton Flats Master Concept Plan (MCP).

The re-envisioning of the 29-hectare undeveloped area of LeBreton Flats, largely owned by the National Capital Commission (“NCC”), has been long-anticipated and is now finally coming to fruition. The MCP approved by the NCC in 2021 builds on the momentum of the launch of the Confederation light-rail line, including two stations anchoring LeBreton Flats, and the construction of Ādisōke, the future Ottawa Public Library and Library and Archives joint facility. The MCP proposes a new community that is unlike any other in Ottawa (or Canada) today, and one which will become a leader for Canadian urbanism. It offers a blueprint for a new type of community built on principles of sustainability, accessibility, and community wellbeing. Through the MCP, LeBreton Flats is poised to reflect the ambitions the City has articulated in its OP.

The MCP responds to the NCC’s dual goals of establishing LeBreton Flats as 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 updated vision puts a focus on a compact urban form that prioritizes active transportation and transit by creating a complete community. The MCP is built on input from the public, sought through stakeholder roundtables and two public consultations in 2019 that attracted more than 5,000 participants. Early in the process, the NCC asked for feedback to develop the project’s guiding principles, which form the foundation for how the NCC approaches everything from planning to implementation — balancing social, environmental and economic returns. Priorities and perspectives from the public are reflected throughout the MCP and have been critical in

ensuring that the NCC establishes both a visionary and feasible plan.

Taking cues from the site’s surrounding natural environment and advantageous location near the south shore of the Ottawa River, the MCP features a landmark Park District and open space network comprising approximately 12.5 hectares (43 per cent) of the 29-hectare site. The MCP provides the framework for developing a comprehensive mixed-use community that is currently planned to provide approximately:

- + 520,000 m<sup>2</sup> of gross floor area divided amongst:
  - + 430,000 m<sup>2</sup> of residential space;
  - + 65,000 m<sup>2</sup> of office/hotel/loft space; and
  - + 25,000 m<sup>2</sup> of retail space;
- + 4,000 dwelling units;
- + 7,500 estimated new residents; and
- + 3,750 jobs post-construction.

The MCP also contains implementation targets to ensure the creation of public benefits such as parks and public realm, community amenities and economic benefits for local businesses and workers, particularly for equity-deserving people and members of the Algonquin Nation.

Importantly, the City of Ottawa shares many of these goals and objectives, as demonstrated through the new Official Plan and new West Downtown Core Secondary Plan. Both of these documents incorporate the majority of the planning policies of the Master Concept Plan, while their overarching guiding principles and visions are closely aligned with those found in the MCP. Both the OP and the MCP posit a new approach to urban planning in Ottawa, one which reflects the global best practice of declining to cede precious urban space to automobiles and instead prioritizing space and investment in places for people.

The outdated intent to divide LeBreton Flats with a new arterial road, the Preston Street Extension, would severely compromise the success of the redevelopment LeBreton Flats. Urban planning has evolved significantly since the Preston Street Extension was originally conceived in the 1970s and incorporated into the previous plan for LeBreton Flats in 1997. As reflected in the City’s current OP and the new OP’s Five Big Moves, the MCP proposes a focus on active mobility and places for people by providing a bridge in the Preston corridor for active mobility only, connected to a local street network where pedestrians are prioritized.

## 1.1 Purpose of the Application

Both the City’s Official Plan (OP) and Transportation Master Plan (TMP) include a planned northern extension to Preston Street that would connect between Albert Street and Wellington Street (the “Preston Street Extension”). This Official Plan Amendment (OPA) application presents the National Capital Commission’s (NCC) request to remove the planned Preston Street Extension from the City of Ottawa’s OP, which would then need to be reflected in other City planning documents, including the Transportation Master Plan (TMP).

The Preston Street Extension would be an arterial road approximately 350 metres long and require an elevated bridge running north-south in order to cross the O-Train corridor. For numerous reasons, the Preston Street Extension is deleterious to achieving the LeBreton Flats Master Concept Plan (MCP) vision for the community, as well as to achieving overarching City policy objectives.

Through development of the MCP the Preston Street Extension was deemed unnecessary and ultimately, detrimental to the future community. In place of the Preston Street Extension the MCP proposes two local roads on the Preston Street alignment joined by a pedestrian and cycling bridge (the “Preston Pedestrian and Cycling Bridge”) that would cross the O-Train corridor to connect the two future local roads. The Preston Pedestrian and Cycling Bridge would allow for a transportation network designed using the principle of filtered permeability, prioritizing active transportation connections but not vehicular connections between Albert Street and Wellington Street along the Preston alignment.

The new Official Plan, including the West Downtown Core Secondary Plan, which encompasses LeBreton Flats, were approved by City Council in fall 2021. The new Official Plan is

currently before the Minister of Municipal Affairs and Housing for approval at the time of this application. Therefore, this Planning Rationale addresses both the current 2013 and the Council-adopted but not yet Minister-approved 2021 Official Plans.

Importantly, while subsection 22 (2.1) of the Planning Act imposes a two-year moratorium on applications to amend the new Official Plan, Policy 4 of Section 10 of the Pimisi Station and LeBreton Flats chapter of the West Downtown Core Secondary Plan authorizes this application within said two-year moratorium.

*“10.2.4) The NCC may submit an Official Plan Amendment to address the future of Preston Street between Albert Street and Wellington Street. This application will be accompanied by a transportation impact assessment, following the City’s Terms of Reference, and analyzing the network impacts of the conversion of the planned arterial road connection extending Preston Street between Albert Street and Wellington Street, as proposed by the NCC’s LeBreton Flats Master Concept Plan.”*

Furthermore, Schedule P - Pimisi Station and LeBreton Flats District Mobility Network, references Preston as either an arterial road or a future active transportation connection, to be confirmed in accordance with Policy 4, Section 10.

As this OPA is regarding a planned arterial road, its approval would also necessitate an amendment to the TMP. The City is currently undertaking the development of an updated Transportation Master Plan. A draft set of policies is available for public review and indicates the likely direction this document will be taking transportation matters in the City of Ottawa over the coming 20 years. For the purposes on this Planning Rationale, the current TMP (2013) and the draft TMP (2021) are both addressed with recommendations of what would require amendment to support this OPA. To facilitate the request, the following amendments are required.

Official Plan (2013):

- + Remove Preston Street Extension from Schedule F
- + Remove Preston Street Extension from Table 1 in Annex 1

Official Plan (2021):

- + Remove “Arterial – Proposed” between Albert and Wellington streets shown on Schedule C5: Downtown Core Road Network
- + Remove row “Preston extension” on Table 1 from Schedule C16: Road Classification and Rights-of-way Protection
- + Add Preston Pedestrian and Cycling Bridge alignment to Schedule C3: Active Transportation Network

Supported by the following TMP (2013) amendments:

- + Remove “Arterial - Proposed (alignment defined)” between Albert and Sir John A. MacDonald streets from Map 7: Road Network – Central Area/Inner City in Annex B
- + Remove “New Arterials” between Albert and Sir John A. MacDonald streets from Map 10: Road Network – 2031 Network Concept in Annex B
- + Remove “Phase 3 (2026 - 2031) New Road” from Map 11: Road Network – 2031 Affordable Network in Annex B
- + Add “Major Pathway” alignment between Albert and Sir John A. MacDonald streets to Map 1: Cycling Network – Primary Urban in Annex B

A Transportation Impact Assessment (TIA) has been prepared to examine the impact of the proposed change to the future of Preston Street Extension, while an updated Master Servicing Report outlining the existing and proposing servicing (water, sewer and stormwater) anticipated to be required to support development within LeBreton Flats has also been provided. This Planning Rationale should be read alongside the TIA, MCP, and Master Servicing Plan which are supporting documents to this application.



Preston Street Extension



100m



400m  
5 minutes

Figure 1: Location Map of Preston Street Extension and LeBreton Flats Master Concept Plan area.



It is important to note that the MCP will provide guidance for next 30 years of development in LeBreton Flats, through 2050. Conversely, the Preston Street Extension was originally proposed over 40 years ago and historically has never been prioritized as a capital project in municipal TMPs since then. The OP and TMP provide limited rationale for the need for the Preston Street Extension or how the extension would be integrated into a comprehensive plan for LeBreton Flats. Rather, the extension represents an outdated idea that does not fit with the modern vision for LeBreton Flats.

This report:

- + Describes the MCP’s vision for Preston Street and the impact the Preston Street Extension would have on the plan and the community;
- + Demonstrates how the Preston Street Extension would have significant detrimental impacts on the vision and viability of the Master Concept Plan; and
- + Demonstrates how the Preston Pedestrian and Cycling Bridge fulfills the goals and requirements of municipal policies and Council direction, and ensures that LeBreton Flats will become a vital neighbourhood in Ottawa that is well integrated and connected.

For the purposes of this report the terms below are defined as:

**“Preston Street Extension”**: the Official Plan and Transportation Master Plan identified “Arterial – Proposed” planned northern extension to Preston Street that would connect between Albert Street and Wellington Street.

**“Preston Street Pedestrian and Cycling Bridge”**: the pedestrian and cycling bridge along the Preston Extension ROW that would connect from the future Preston “loop” local street to the future extension of Vimy Place over the Confederation O-Train line and aqueducts, as proposed in the LeBreton Flats MCP.

## 1.2 Site and Context

### Site Description

The Master Concept Plan area is located south of Sir John A. Macdonald Parkway and Wellington Street, north of Albert Street and east of the existing Trillium railway corridor, north of Bayview Station. The eastern boundary is generally defined by Booth Street, with two exceptions: first, an extension to include the Pindigen Park area, between Lett and Fleet Street, and second, to include the land south of the Confederation Light Rail Transit (LRT) corridor, between Booth Street and Empress Avenue. An additional piece of land extends south of Albert Street, between Empress Avenue and Bronson Avenue, reconfiguring the land currently between Albert and Slater streets.

Preston Street reaches its northern terminus at Albert Street. To the north of the intersection of Preston Street and Albert Street are the O-Train tracks and the aqueducts of the historic Ottawa Waterworks System. Further north is the point where Wellington Street becomes the Sir John A. Macdonald Parkway, at the Vimy Place intersection.

### Surrounding Context

**North**: The Sir John A. Macdonald Parkway separates the Flats from the Ottawa River and the Ottawa River South Shore Riverfront Park (the natural area along the shoreline). The parkway ends and becomes Wellington Street east of Vimy Place. North of Wellington Street, the lands are comprised primarily of cultural, institutional, and public uses including the LeBreton Flats Park, the Canadian War Museum, the National Holocaust Monument, the site of the future National Monument to Canada’s Mission in Afghanistan, and a network of open spaces and pathways that connect to the Capital Pathway along the Ottawa River. North of the Canadian War Museum are the Chaudières, Albert, and Victoria islands. The Master Plan for the Zibi development project

encompasses Chaudières and Albert Islands. This area is connected to LeBreton Flats via Booth Street and the Chaudières Crossing, which also serves as an important north-south corridor for bus public transit service between Ottawa and Gatineau.

**South:** Albert Street is the southern edge of the site and abuts the neighbourhoods of Dalhousie/West Centretown. This area is directly adjacent to existing homes on the south side of Albert, including those built as part of a LeBreton Flats redevelopment plan led by the Canada Mortgage and Housing Corporation in the 1980s. Within the Dalhousie neighbourhood, Little Italy and Chinatown define the main streets of Preston and Somerset respectively. The Bayview LRT Station, located at the southwest corner of the plan area, is a transfer station connecting both the east-west Confederation Line LRT and the north-south Trillium Line. A second Confederation Line station, Pimisi, is located on Booth Street just north of Albert Street. A transit priority corridor currently runs along Albert Street connecting the plan area to various communities and destinations throughout the city. Adjacent to the Bayview Station and south of Albert Street is the site for an approved mixed-use development at 900 Albert Street that includes multiple towers up to 65 storeys.

**East:** The East Flats neighbourhood is located directly east of Booth Street, between Wellington Street and the open heritage aqueduct. The first two phases of the East Flats development were completed by Claridge Homes and include a condominium apartment building that ranges from 6 to 14 storeys north of Fleet Street, and two apartment buildings of 6 and 8 storeys bookending a row of townhouses south of Fleet Street. The second phase of East Flats is under construction immediately east of Booth Street and north of the heritage aqueduct and LRT corridor. This phase will consist of five mixed-use buildings ranging in height from 25 to 45 storeys. The Canadian Firefighters Memorial, the open heritage aqueduct, the Pumphouse white-water kayaking course, the Ottawa River Runners Association Pumphouse facility, and the

future Ottawa Public Library and Library and Archives Canada joint facility (“Ādisōke”) site are located further east.

**West:** The western edge of the plan area is defined by the existing Trillium railway corridor, which includes a municipal multi-use pathway called the Trillium Pathway and the Chief William Commanda Bridge, the former rail bridge that will soon be converted into a multi-use active transportation interprovincial link. The southwest corner is defined by the Bayview LRT station, which connects the Confederation Line with the Trillium Line. The Bayview Yards as well as largely vacant, industrial land immediately west of the plan area are part of the Bayview Station District Secondary Plan, which intends to transform the municipal lands located between the Trillium railway corridor and Bayview Station Road into a mixed-use community with heights up to 30 storeys.



*Figure 2: View of LeBreton Flats and the Nepean Inlet looking east.*



*Figure 3: View of LeBreton Flats looking east from Bayview Station.*



*Figure 4: View of LeBreton Flats looking west from the East Flats community.*



*Figure 5: View of the Canadian War Museum, north of the Flats.*

## Nearby Development Activity

Recently, there have been many significant developments built, approved, or proposed near the MCP. Together, they are redefining the physical context of the larger area in support of intensification policies that seek to leverage public investment in the new Confederation Line LRT and direct higher densities of residential, office, and mixed-use development toward public transit corridors. A summary of nearby developments follows:

### 1. 192 Bronson Avenue (The Beckett)

Bronson Ltd. is finalizing construction of a 19-storey residential apartment building with roughly 250 units and ground floor retail.

### 2. 900 Albert Street

Trinity Development Group Inc. is proposing to construct three residential towers of 65, 56, and 26 storeys at 900 Albert Street. The approved development would include a total of 1,241 residential units complemented by 10,680 m<sup>2</sup> of retail space and 33,910 m<sup>2</sup> of office space.

### 3. Ādisōke

Named Ādisōke, the new Ottawa Public Library and Library and Archives Canada joint facility will be located on 555 Albert Street at the eastern edge of LeBreton Flats. The new facility is designed to be “an innovative and iconic building that will serve as a city-wide service, a local branch and a destination”. It is currently under construction and scheduled to open in 2026.

### 4. Zibi (Chaudière and Albert Islands)

The Zibi project by Theia Partners and Dream Ltd. Envisions a mixed-use waterfront development that straddles both sides of the Ottawa River and is located in both Ottawa and Gatineau. At completion Zibi will include the construction of more than a dozen new residential and mixed-use buildings on Chaudières Island alone. The entire development is proposed to construct approximately 278,710 m<sup>2</sup> (3,000,000 square feet), with one third of that footage proposed for the Ottawa side of the Ottawa-Gatineau site. The master plan for the community indicates that

the proposed proportions for the mix of uses is 78% residential, 5% retail (primarily at-grade), 12% commercial/office, 3% hotel, 1% community uses and 1% cultural uses. Construction is currently underway with early development already occupied.

### 5. 665 Albert Street

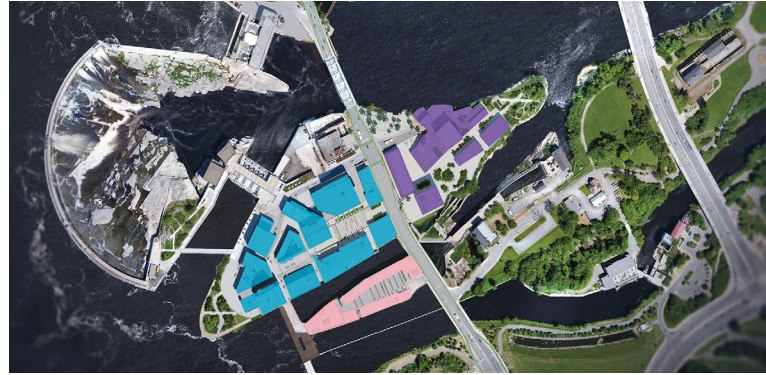
In early 2022, the NCC and Canada Mortgage and Housing Corporation (CMHC), selected Dream LeBreton as the successful proponent to acquire the Library Parcel. Official Plan Amendment, Zoning By-law Amendment and Site Plan Control applications for 665 Albert Street (the “Library Parcel”) have been submitted for the lands at the northeast corner of Albert Street and Booth Street. In early 2022, the NCC in partnership with Canada Mortgage and Housing Corporation (CMHC), selected Dream LeBreton as the successful proponent to acquire the Library Parcel following a RFQ and RFP procurement process. The proposal envisions a mixed-use, mixed-income, transit-oriented, zero-carbon community comprised of two high-rise towers (36 and 31 storeys). The proposal contains 601 rental units with 41% designated for affordable housing. The site is the first development planned under the MCP and represents a reflection and implementation of the Plan’s ambitious social and environmental goals.

### 6. East Flats

Claridge Homes’ concept for the East Flats development is a mixed-use district of five residential towers with podium elements comprised of a mix of retail, institutional, and residential uses. The proposed continuation of East Flats development (133 Booth Street and 301-324 Lett Street) will add to the existing residential community initiated in the mid-2000s, when Claridge Homes acquired the land from the NCC. The proposed development will include five mixed-use buildings ranging in height from 25 to 45 storeys. The total number of units will be approximately 1,950, with a residential floor area of approximately 143,500 m<sup>2</sup>, and non-residential floor area of approximately 21,500 m<sup>2</sup>.



*Figure 6: 900 Albert Street.*



*Figure 7: Chaudière and Albert Islands (Zibi).*



*Figure 8: East Flats Neighbourhood.*



*Figure 9: Ādisōke Ottawa Public Library and Library and Archives Canada joint facility.*

## Site Evolution and History

The larger area of LeBreton Flats is part of the ancestral territory of the Algonquin Anishinaabe 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.

More recently, LeBreton Flats is the founding location of the City of Ottawa. Beginning with the landing of Loyalists in 1816 and the building of Richmond Road to the west, it was the site that became Ottawa on maps. The first lot was patented to John LeBreton in 1819. For decades after that, the livelihoods of residents within LeBreton Flats and beyond were connected to the transportation and power-generating 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 properties throughout 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.



*Figure 10: Historical LeBreton Flats rail yards.*



Figure 11: Historical LeBreton Flats rail yards.



Figure 12: 38-40 Lloyd Street.



Figure 13: LeBreton 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 developed 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 several planning efforts were undertaken to determine the future for this important site. In the 1970s, CMHC 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 of the East Flats.

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 LeBreton Flats. With the cancellation of that process in 2019, the NCC decided to lead a process to establish a new comprehensive vision and master concept plan that can be developed and phased over time to accelerate the re-establishment of a Capital destination and vibrant community that knits together the various elements that now comprise LeBreton Flats.



## 2 LeBreton Flats Master Concept Plan



# LeBreton Flats Master Concept Plan

LeBreton Flats is a neighbourhood on the bank of the Ottawa River, southwest of Ottawa's downtown core. The 29-hectare site has a history characterized by episodes of sweeping change, disaster, expansions of road and rail, and misguided attempts at so-called "urban renewal". These episodes have left enduring marks on the area, forming real and perceived barriers to redevelopment. Now, these challenges are outweighed by a strong public desire to see LeBreton Flats improved in a smart and ambitious manner, one that mirrors the City's goals and objectives for its next 20 years of urban growth. The NCC's plan for LeBreton capitalizes on the City's two new O-Train stations at LeBreton Flats as well as new central library.

The plan's vision was built on input and priorities sourced in the community. Early in the process, the public helped drive the project's guiding principles, balancing environmental, social and economic outcomes:



## 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 amenities and surrounding communities. Build on LRT access to establish active transportation network 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 approach supported by market feasibility. Consult with the public and collaborate with partners to support timely progress and generate social, environmental and economic returns.

While all of these guiding principles are well-aligned with the overarching spirit and intent of the new OP and TMP, particularly poignant to this planning rationale are the guiding principles, Building Community and Creating Connections, are compromised by the Preston Street Extension if it remains as a planned arterial road. As such, it is within this context that the proposed amendments to remove the Preston Street Extension are requested.

Throughout the development of the Master Concept Plan, the public's input was further ingrained as drafts were released, vetted and revised. Approximately 5,000 participants helped shape the MCP vision by participating in open houses, online consultations and stakeholder roundtables. Insights and perspectives from the public have been critical in ensuring that the plan is both visionary and feasible, and these perspectives will continue to inform the neighbourhood's growth as it pursues the vision.

## 2.1 Master Concept Plan Vision

The MCP 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 O-Train stations.

The proposed Preston Street Extension presents a significant challenge to realizing this vision for LeBreton Flats, as this road extension through the heart of the plan area is directly contradictory to the many supporting strategies that comprise the MCP, including those focused on mobility, ecological integrity, and reaching zero carbon.

### Districts

In this plan, four unique districts create a Capital destination and thriving mixed-use community that will celebrate liveability and placemaking year-round.

The **Aqueduct District** will be 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** will be a predominantly residential community defined by intimate, pedestrian-oriented streets and a variety of housing types.

The **Albert District** will be 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, with areas for homes and offices, as well as shops and services along Albert Street.

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.



Figure 14: The Districts of the LeBreton Flats MCP.

## **Mobility Strategy**

The MCP encourages active mobility above motorized modes of transportation, empowering residents and workers to make sustainable decisions in how they work, live, and play within the community. These decisions must be inherent through the design of the community, including through the provision of a significant amount of open space, supporting active movement, improving connections to the river, reducing vehicle movement speed, and reducing reliance on automobiles. To achieve these goals the MCP pursues a “Vision Zero” approach that aims to eliminate traffic collisions causing serious injury and fatalities while increasing safety, healthy, and equitable mobility for all. The approach seeks to prioritize the safe passage of the most vulnerable road users, whether they are walking or using any number of light mobility devices from bicycles to wheelchairs. The approach also seeks to design people-centric spaces that anticipate human errors and ensures they do not result in catastrophic outcomes, such as serious injury or loss of life.

Specific to Preston Street, achieving Vision Zero requires a re-imagining of the proposed Preston Street Extension into an active modes-only bridge. Building an arterial road through this area instead, would severely compromise the core ideas of Vision Zero and more broadly an active modes-first community.

## **Ecological Integrity**

The NCC’s approach to developing LeBreton Flats will reduce the negative impacts of human activity and development on ecological systems through design that restores, enhances, and protects natural habitat and biodiversity while simultaneously minimizing or altogether removing unnecessary large-scale infrastructure projects that would negatively impact ecological integrity and its enjoyment. Reimagining the Preston Street Extension into a much more human-scaled active modes-only link helps achieve this vision.

## **Zero Carbon**

LeBreton Flats will be a zero-carbon community that embeds a culture of excellence and sustainability throughout the life cycle of developments. This will require a multi-pronged, coordinated approach, within which reducing carbon emissions from transportation is an important component. Building the Preston Street Extension stands in opposition to helping achieve these goals by prioritizing an automobile-focused arterial road that cuts through the heart of LeBreton Flats.



Figure 15: The LeBreton Flats MCP with the Preston Pedestrian and Cycling Bridge and Vimy Place Extension shown.

## 2.2 Vision for the Preston Street Extension Alignment

The MCP conveys a vision for LeBreton Flats in direct opposition to a version of development that would include the Preston Street Extension. North of the O-Train, the Preston Pedestrian and Cycling Bridge is truly at the heart of the plan. It is the nexus of the community where the unique cultural and water-related heritage infrastructure is on full display (Figure 15).

This is also where the plan’s expansive open spaces meet the unique urban edge of the Aqueduct District. This unique spatial prominence provides the rationale for locating LeBreton Place, an exciting future cultural venue, which could also serve to support the park functions surrounding it. In this precise location, the Preston Pedestrian and Cycling Bridge connects residents and visitors to the south side of the O-Train tracks. The intention is for the bridge and surrounding area to be immediately legible as an important and iconic place in the Capital. The role of the bridge is to act as a destination signalling through its elegance, and connective function, the area’s role in a bold, and sustainable future of Ottawa.

The plan concentrates experiential value along the Preston Pedestrian and Cycling Bridge where the park meets the active frontage of the Flats District. This area has been designed to minimize the speed and number of vehicles and maximize pedestrian safety and comfort to create a place incomparable to any other in the country.

In contrast to the Preston Street Extension, the MCP proposes that the Vimy Place Extension (Figures 16 and 17) be built as an enhanced local road situated at the same grade as the development parcels, offering connections to the east for all transportation modes. The Vimy Place Extension would be designed with

thoughtful traffic-calming characteristics such as raised intersections, textured surface treatments, curb extensions, tightly spaced street trees, providing slow speed vehicular access and dedicated on-street parking to serve the parks and surrounding destinations. Additionally, to the east this road would provide access to the mixed-use developments in the Flats District and potentially underground public parking. The Vimy Place Extension would terminate in a turn-around nearest the proposed loft buildings in the Aqueduct District. The active modes components of the roadway would continue into a series of high-quality pedestrian routes (including the Preston Pedestrian and Cycling Bridge) connecting the area’s destinations and amenities in a safe environment, free from the risk of vehicular conflicts.

### 30km/h Vimy Place Street (19m)

Between Wellington & the Aqueduct District

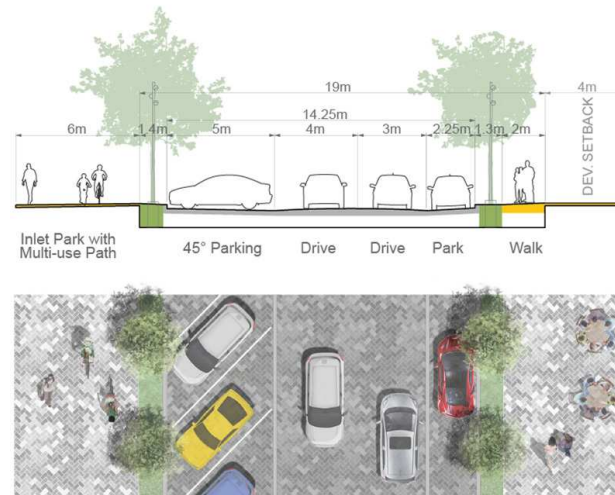
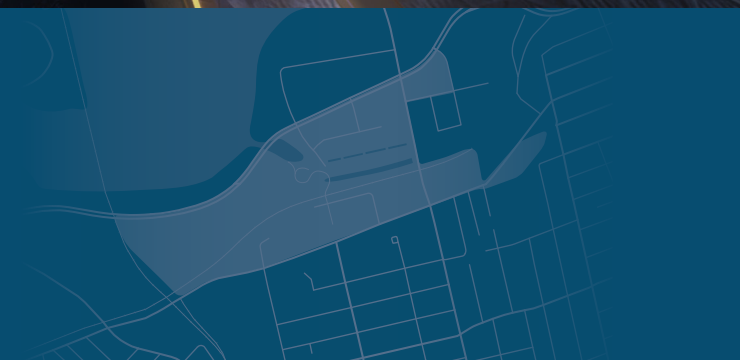


Figure 16: Proposed Vimy Extension Cross-Section.



*Figure 17: The proposed Preston Pedestrian and Cycling Bridge shown at the heart of the MCP area, with LeBreton Place to the left (west) and the Flats and Aqueduct districts in the background.*



South of the O-Train Confederation Line, the Preston alignment would become an exciting new type of street for Ottawa: a traffic-calmed local street with a generous linear open space as its median, modeled after La Rambla in Barcelona, Spain (see Figure 18).

Centred within this linear open space is the proposed iconic pedestrian and cycling bridge. This bridge's central alignment is purposely intended to become a prominent corridor aligned with views from the south along Preston Street. The Preston Pedestrian and Cycling Bridge is situated and designed to act as a landmark, visually and physically creating a sustainable modes linkage with the Dalhousie community to the south and the Aqueduct, Flats, and Park Districts to the north within the plan area.



Figure 18: La Rambla in Barcelona, Spain.

North of Albert Street, the proposed Preston Street will gently descend along the site's existing grades toward a local road slightly elevated from the existing O-Train tracks. This will allow retail uses nearer to Albert Street to transition to residential frontages with elevated stoops as the grades increase.

Adjacent to the O-Train tracks, at this slightly elevated local street, Preston Street terminates with a new small local park on the east and a minor entrance to the major event centre (the major loading entrance will locate off City Centre Ave) to the west. A cross-section of the proposed Preston Street section between Albert Street and the O-Train corridor is shown in Figure 19.

Whereas the Preston Street Extension is proposed as a major arterial road cutting through LeBreton, the Preston Pedestrian and Cycling Bridge planned in the MCP would create spaces capable of generating unique cultural, social, environmental, and economic value. This is achieved by focusing on creating meaningful human-scaled public spaces that create ideal places for urban life and mobility networks where people are incentivized to make sustainable modal choices.



Figure 19: Preston Street Cross Section within the Proposed Plan.



## 2.3 Public Consultation and Engagement

The NCC launched the Building LeBreton project in March of 2019 with a commitment to ensure early and ongoing public engagement to help shape the vision in the Master Concept Plan. Two large-scale public consultations were held in 2019 during the Plan's development, and approximately 5,000 people participated in person or online.

The first consultation took place in June and July of 2019 and included both an open house at the Canadian War Museum, as well as an interactive online survey. Approximately 400 people participated in the open house and the online public survey received 2,089 replies. During this consultation, the NCC sought input and ideas for the transformation of LeBreton Flats. The primary objective for both exercises was to provide an opportunity for members of the public to share input on key ideas for features they wanted to see as part of the Plan, as well as the values that should shape the vision for the Master Concept Plan. This phase of engagement revealed the following feedback, which helped shape the draft Master Concept Plan:

- ✦ A priority to create a mixed-use, human-scale development that balances business, residential and possible entertainment areas.
- ✦ An intent to prioritize sustainability in the Master Concept Plan.
- ✦ An ambition to create a connected transportation network that emphasizes transit, cycling and pedestrian access, with limited vehicle use throughout the site.

The second round of public consultation for the Building LeBreton project took place in November and December of 2019 and included an online public survey and an interactive open house at Bayview Yards to unveil the draft Master Concept Plan and gather feedback on the proposed concept. The interactive open house



Figure 20: Second Consultation, Open House.



Figure 21: Second Consultation, Open House.



Figure 22: Second Consultation, Open House.

received approximately 400 participants and the online public survey received 2,050 replies.

The primary objective of the second public consultation was to seek the public's reaction to the community structure and land uses proposed in the draft MCP and gather feedback on key elements of the draft plan, including land uses, parks and open space, and mobility networks. Participants in both the survey and the open house were invited to discover the components of the plan through maps, images, videos, and immersive experiences.

Overall, public feedback was positive and validated the direction of the Master Concept Plan, with the active modes prioritization and minimization of internal through-roads a noted and appreciated feature of the overall MCP. Importantly, this input helped to refine the MCP into its current version. The development of the MCP was a continuously collaborative process between the consulting team, the NCC and the City of Ottawa, relevant stakeholders, and the public, and reflects a shared and embraced vision from all involved.

Full reports for each of the consultation phases are attached as Appendix C.

The NCC has also maintained a dialog with community stakeholders, including the local community association, the Dalhousie Community Association, participating in association meetings and inviting representatives to present feedback to the NCC.

The Dalhousie Community Association is one stakeholder group represented on the NCC's [Building LeBreton Public Advisory Group](#), which meets approximately quarterly to advise on the project.

Membership in the Public Advisory Group includes representatives from the following groups/interests:

- + Acorn Canada
- + Algonquin representative
- + Dalhousie Community Association
- + EnviroCentre
- + Greater Ottawa Homebuilders Association
- + Healthy Transportation Coalition
- + Heat and Frost Insulators and Allied Workers Local 95
- + Heritage Ottawa
- + LeBreton Flats resident
- + National Arts Centre
- + Origin Arts and Community Centre
- + Ottawa Board of Trade
- + Ottawa Social Housing Network
- + Ottawa Tourism
- + Preston Street Business Improvement Area
- + Somerset West Community Health Centre



Figure 23: First Consultation, Open House.



## 3 Policy Framework Alignment

# Policy Framework Alignment

Through a detailed review of the City's existing policy framework it is clear that the Preston Pedestrian and Cycling Bridge is better aligned with the City's policy goals and objectives than the Preston Street Extension. Consequently, the removal of the Preston Street Extension from City policy in favour of the inclusion of the Preston Pedestrian and Cycling Bridge is appropriate and will help ensure that the LeBreton Flats area reflects the City of Ottawa's policies and priorities.

The relevant provincial and municipal policy documents that the Preston Pedestrian and Cycling Bridge is directly aligned with include:

- + The Planning Act, R.S.O. 1990;
- + The Provincial Policy Statement (2020);
- + The City of Ottawa Official Plan (2003);
- + The City of Ottawa Official Plan (2021);
- + The Pimisi Station and LeBreton Flats District chapter in the West Downtown Core Secondary Plan (2021)
- + The City of Ottawa Transportation Master Plan (2013);
- + The City of Ottawa Transportation Master Plan update (draft 2021); and
- + The City of Ottawa Climate Change Master Plan (2020).

These documents, from high-level planning legislation to detailed mobility plans, contain similar policies intended to achieve a more sustainable, safer, and more resilient Ottawa. The Preston Street Pedestrian and Cycling Bridge directly contributes to the realization of many of these policy goals, including the support and promotion of:

- + Active transportation and healthy communities;
- + Climate resilience and emissions reductions;
- + Reducing private automobile reliance through a shift to sustainable transportation options;
- + Placemaking and urban activation;
- + Innovation and sophistication in urban and community design;
- + Safe, accessible, and inclusive communities,
- + Public spaces for residents and visitors; and
- + Increased community access to the parks, open spaces, and the Ottawa River.

## 3.1 Planning Act

The Planning Act (1990) establishes the overall regulatory framework for land use planning in Ontario. Section 1.1 provides that the purpose of the Act is:

- + a) To promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;
- + b) To provide for a land use planning system led by provincial policy;
- + c) To integrate matters of provincial interest in provincial and municipal planning decisions;
- + d) To provide for planning processes that are fair by making them open, accessible, timely, and efficient;
- + e) To encourage co-operation and co-ordination among various interests; and
- + f) To acknowledge the decision-making authority and accountability of municipal councils in planning.

Section 2 of the Act discusses matters of provincial interest that decision makers shall have regard to. The matters of provincial interest most relevant to the proposed Official Plan Amendment (OPA) include:

- + f) The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- + h) The orderly development of safe and healthy communities;
- + i) The adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- + j) The adequate provision of a full range of housing, including affordable housing;
- + l) The protection of the financial and economic wellbeing of the Province and its municipalities;
- + m) The co-ordination of planning activities of public bodies;
- + n) The resolution of planning conflicts involving public and private interests;

- + o) The protection of public health and safety;
- + p) The appropriate location of growth and development;
- + q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and
- + r) The promotion of built form that,
  - + a) is well-designed,
  - + b) encourages a sense of place, and
  - + c) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The Act integrates matters of provincial interest into provincial and municipal planning decisions by requiring that all decisions be consistent with the Provincial Policy Statement when decision makers exercise their planning authority or provide advice on planning matters.

Removing the Preston Street Extension in favour of the Preston Pedestrian and Cycling Bridge has regard to the provincial interests described in Section 1 and 2 of the Planning Act. In particular such a shift respects the policies of the Planning Act by:

- + Supporting the development of a complete, safe, and healthy community in a settlement area with a variety of residential, institutional and employment uses;
- + Increasing the accessibility of community facilities and services, including parks, and open spaces;
- + Prioritizing intensification and development of an emerging active modes neighbourhood that leverages existing municipal and provincial investments in transit and servicing infrastructure; and
- + Focusing growth in an appropriate location, served by multiple transit routes including O-Train and bus service.

## 3.2 Provincial Policy Statement

The Provincial Policy Statement, 2020 (PPS) is a policy document issued under the Planning Act. It provides direction on matters of provincial interest related to land use planning and development. All decisions on planning matters “shall be consistent with” the PPS. The PPS is to be read in its entirety and the relevant policies are to be applied to each situation. When more than one policy is relevant, a decision-maker should consider all relevant policies to understand how they work together.

At its core, the PPS advocates for “Building Strong Healthy Communities” (Section 1), the “Wise Use and Management of Resources” (Section 2), and “Protecting Public Health and Safety (Section 3). The proposed amendments are consistent with the PPS, with the following sections of the PPS specifically applicable to the removal of the Preston Street Extension:

- + 1.1.1 Healthy, liveable and safe communities are sustained by:
  - + a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
  - + e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- + 1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
  - + e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
  - + f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.
- + 1.5.1 Healthy, active communities should be promoted by:
  - + a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;
- + 1.6.1 Infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs. Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are:
  - + a) financially viable over their life cycle, which may be demonstrated through asset management planning; and
  - + b) available to meet current and projected needs.
- + 1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation
- + 1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:
  - + b) promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas.

### 3.3 City of Ottawa Official Plan (2003)

The 2003 City of Ottawa Official Plan is the current in-effect Official Plan while the Official Plan adopted by Ottawa City Council in 2021 awaits ministerial approval. The Official Plan implements the provincial interests of the Planning Act and PPS through City policy, and features five strategic directions that frame the document and guide all policy. These directions are:

- 1 Patterns of Growth
- 2 Managing Growth
- 3 Providing Infrastructure
- 4 Maintaining Environmental Integrity
- 5 Building Liveable Communities

Removal of the Preston Street Extension is consistent with the policies underlying the strategic directions in the 2003 City of Ottawa Official Plan, in particular:

- + Promoting the development of LeBreton Flats as a new downtown community (2.1);
- + Communities where people can walk or cycle safely and conveniently are very liveable. They are also healthy, supporting a more active lifestyle and more opportunities for socializing. When designing new communities and undertaking community design plans, the City will incorporate support for walking and cycling, and plan for direct routes that connect transit and community destinations, and provide off-road pathways and lighting geared towards pedestrians and cyclists (2.3.1.2);
- + Priority will be given to pedestrians and cyclists within an 800-metre walking distance of rapid transit stations and within areas 400 metres from the Transit Priority Network. Priority will apply to the allocation of public rights-of-way, wait-times at traffic signals and City investment in pedestrian infrastructure (2.3.1.8);

The Preston Street Extension compromises the achievement of these policies by creating a hostile physical barrier that separates the majority of the parkland (the Parks District on Figure 14) from residents, prioritizing arterial vehicular travel through an area adjacent to the City's highest-order transit service.

- + The City will reduce GHG emissions in the development and building sector by (2.4.1.1):
  - + a. Promoting compact urban form and an energy efficient pattern and mix of land uses through the strategic direction for managing growth and related intensification targets and community design plans
- + The City will reduce air emissions and GHG emissions resulting from the transportation sector by (2.4.1.2):
  - + a. Providing opportunities for the use of energy efficient transportation modes in order to minimize individual motor vehicle travel in favour of walking, cycling and transit.
  - + b. Establishing aggressive modal split targets and a transportation demand management program through the Transportation Master Plan and related policies.
  - + c. Supporting the rapid transit Network within the Official Plan through targets and policies for intensification of Mixed-Use Centres at rapid transit stations.

The Preston Street Extension would negatively impact the ability for the City and NCC to meet these targets for GHG emissions, as the extension would facilitate automotive vehicle travel through LeBreton to the detriment of comfortable active transportation. Greater GHG emissions would be created through the process of constructing the Preston Street extension as an arterial road than through building a more lightweight active transportation bridge (see Section 4 later in report). Constructing the Preston Street Extension would also make modal split targets more difficult to achieve both within LeBreton Flats and in the broader City by reducing likelihood of residents making transit- or active-mode choices.

- + New parks provided in urban areas and villages will have the following characteristics (2.5.4.4):
  - + Contribute to the equitable distribution of these areas within the community;
  - + Be easily accessible by foot or by bicycle from homes and linked to other greenspaces;
  - + Are visible from many vantage points within the community;
  - + Have significant street frontage, in proportion to their size, often fronting on two or more streets depending on their shape and function.
  - + Designed to be engaging and useful spaces for people across a wide spectrum of age, socio-economic demographics and recreational interests.
- + The City will enhance the appearance and liveability of the Central Area and the surrounding residential neighbourhoods by: improving the image of the Central Area and assisting in visitor orientation by enhancing major gateways into the Central Area and Nodes within it. Nodes are points of

intensive activity, which provide a focus to public life, such as a marketplace or a significant commemoration landmark. The location of these features are identified on Annex 9 – Central Area Gateways, Nodes and Distinctive Streets (3.6.6.5.c).

As demonstrated in the Preston Street Extension Impact Analysis later in this report, the Preston Street Extension introduces a significant grade challenge that reduces the overall street frontages in LeBreton Flats and imposes a substantial barrier for residents trying to access the parkland west of the proposed alignment. Instead of enhancing the appearance and livability of the area, the Preston Street Extension actively detracts from the overall quality of life and desirability of this community.

### Central Area Secondary Plan

The Central Area Secondary Plan is incorporated within the 2003 Official Plan and contains additional guidance and policies related to development in this area. Specific to LeBreton Flats is section 1.11 of the secondary plan. Removal of the Preston Street Extension is consistent with the secondary plan's vision for LeBreton as a people-place that reduces reliance on automobiles and is pedestrian-friendly. Policies supporting the removal of the Preston Street Extension in the secondary plan include:

- + City Council shall encourage the incorporation of a continuous pedestrian/cycle path system within the Greenway, to encourage non-automobile movement; and, shall ensure its integration with facilities in the rights-of-way, and linkage with pathways outside LeBreton Flats (1.11.4.1.g);
- + City Council shall encourage publicly accessible pathways to the waterfront area through the northern Cultural/Office lands, and the “LeBreton Common” (1.11.4.1.h); and
- + City Council shall encourage the provision of adequate pedestrian and cycle connections across Scott/Wellington/Albert Street, to encourage the safe movement of people between LeBreton Flats and the existing community (1.11.4.1.q).



### 3.4 City of Ottawa Official Plan (2021)

The City of Ottawa’s Official Plan is the primary long-term policy document that guides growth and development within the City. The City recently adopted the new Official Plan in fall 2021 and awaits approval by the Minister of Municipal Affairs and Housing at the time of this submission. The following provides an overview of how removal of the Preston Street Extension conforms to the intent, goals, and expectations of the new Official Plan.

#### The Five Big Moves

The policy direction of the new OP is described in the “Five Big Moves,” all of which are reflected within the LeBreton Flats MCP.

Perhaps most directly relevant to the proposed Preston Pedestrian and Cycling Bridge is the Mobility “big move”:

*By 2046, the majority of trips in the City of Ottawa will be made by sustainable transportation (walking, cycling, transit or carpool).*

This policy direction aims to ensure that the planning and design of streets, intersections and street networks, including the allocation of space in the road right-of-way, is supportive of community context and policy objectives, and is considered from an equity perspective.

Providing the Preston Pedestrian and Cycling Bridge instead of the Preston Extension is aligned with the City’s objective to plan mobility networks that support safe and convenient trips by walking, cycling and transit.

The MCP and the Preston Pedestrian and Cycling Bridge are also well-aligned with other Big Moves, particularly the focus on good urbanism in the Urban and Community Design move, and the

sustainability goals reflected in the Climate, Energy and Public Health move.

Throughout the new OP, 15-Minute Neighbourhoods is a foundational concept that is well-reflected in the MCP. This concept is defined in the OP as meaning:

*“Compact, well-connected places with a clustering of a diverse mix of land uses where daily and weekly needs can be accessed within a 15-minute walk; this includes a range of housing types, shops, services, local access to food, schools and child care facilities, employment, greenspaces, parks and pathways. They are complete communities that support active transportation and transit, reduce car dependency, and enable people to live car-light or car-free.”*

Policy 1 of Section 2.2.4 in the OP clearly articulates a vision for the future of Ottawa’s communities that is contrary to the impact that the Preston Street Extension would have on LeBreton Flats. By introducing an additional arterial road to the community, the Preston Street Extension will sever east-west active mode connections that cross the extension’s path, creating barriers for residents trying to access the Parks District. Additionally, the extension’s impact on adjacent parcel developability in the Flats would reduce the amount of housing possible to deliver in the community and increase car dependency.

#### Transect Policy Areas

Schedule A of the OP identifies LeBreton Flats within the Downtown Core Transect. Section 5.1 provides policies specific to the Downtown Core Transect, with the following review demonstrating how the proposal conforms to the applicable policies of that section.

- + 5.1.1 Maintain and enhance an urban pattern of built form, site design and mix of uses
  - + 4) The public realm in the Downtown Core should be of a consistently high quality that compensates for the smaller public, private and semi-private spaces available in the core.
  - + 5) To offset its inherently dense built environment and the high proportion of built-up and hardscaped land, particular measures to ensure climate resilience in the Downtown Core Transect should consider the following:
    - + a) Reducing the urban heat island effect through [...] retention of mature trees, tree planting and other urban greening;
    - + b) Shaded sidewalks, streets, transit stops, bike lanes and paths [...];
    - + c) High-quality and intensive urban greenspace, such as parks, shaded public realm and access to cooling amenities [...].

The Downtown Core Transect is characterised by a fine-grained street grid system. The elevated nature of the Preston Street Extension would preclude opportunities for new internal roads and paths within LeBreton Flats to connect with the bridge. Moreover, it would be more challenging for an elevated arterial road bridge to support the growth of large street trees and the bridge's extensive footprint would limit the ability to provide landscaping and street trees in adjacent areas.

Conversely, the Preston Pedestrian and Cycling Bridge allows for pathway permeability and extensive greenspace and tree planting without sacrificing active mobility.

- + 5.1.2 Prioritize walking, cycling and transit within, and to and from, the Downtown Core
  - + 2) The transportation network for the Downtown Core shall prioritize walking and cycling for short

trips, and cycling and transit for longer trips, such that convenience and safety for pedestrians, cyclists and transit users shall take priority over private motor vehicle access and movement in the Downtown Core

The Preston Street Extension is a decades-old proposal that does not align with today's context and transportation priorities. It prioritizes driving and vehicular movements over all other considerations. In contrast, the Preston Pedestrian and Cycling Bridge is a prime example of the principle of filtered permeability in a local context, benefitting users who choose active transportation modes over those who choose the vehicular mode. The Preston Pedestrian and Cycling Bridge prioritizes walking and cycling in proximity to two O-Train stations within the Downtown Core.

### Downtown Core Transect

Schedule B1 designates LeBreton Flats as a Hub with an Evolving Neighbourhood Overlay within the Downtown Core Transect. Booth and Wellington are designated as Corridor-Minor, and Albert Street is a Corridor - Mainstreet. The Preston Street Extension is not shown on Schedule B1. Schedule C1 designates LeBreton Flats as a Protected Major Transit Station Area. Schedule C5 designates Booth as an Arterial and the Preston Street Extension as an Arterial – Proposed. The following demonstrates how the proposal conforms to the applicable policies of the designations:

- + 6.1.1 Define the Hubs and set the stage for their function and change over the life of this Plan
  - + 3) Development within a Hub
    - + d) Shall establish safe, direct and easy-to-follow public routes for pedestrians and cyclists between transit stations and all locations within the Hub;
    - + e) Shall create a high-quality, comfortable public realm throughout the Hub that prioritizes the needs

of pedestrians, cyclists and transit users;

- + f) Shall establish buildings that:
  - + i) Edge, define, address and enhance the public realm through building placement, entrances, fenestration, signage and building facade design;
  - + ii) Place principal entrances so as to prioritize convenient pedestrian access to the transit station and the public realm.

Hubs have minimum area-wide density targets. The Downtown Hub, where LeBreton is located, has the highest target of 500 people and jobs per gross hectare and for intensification, 350 dwellings per net hectare (Table 3a).

Schedule C7-A designates LeBreton Flats as a design priority area. The Preston Street Extension is expected to require extensive retaining walls along lands slated as part of the LeBreton Flats development area. This would further fragment LeBreton Flats and diminish permeability and design opportunities across the entire community. If it is feasible to have buildings that have active entrances onto both the elevated Preston Street Extension and the at-grade local streets, the Flats District would be characterized by a disjointed two-tiered pedestrian experience of navigating buildings and stairs throughout the development area. Buildings along both sides of the Preston Street Extension south of the O-Train corridor will front onto a raised arterial bridge, while buildings along what would otherwise be the east side of the Vimy Street extension will lose the opportunity to face an at-grade pedestrian street adjacent to the Nepean Inlet. The Preston Street Extension will diminish opportunities for an intimate, at-grade pedestrian realm, which has been evident nearby at the Booth Street bridge and further analyzed in Section 4.

Alternatively, the Preston Pedestrian and Cycling Bridge will establish safe, direct and easy-to-follow public routes for pedestrians and cyclists without sacrificing a high-quality public

realm. A consistent, intuitive, at-grade public realm will be well defined through building placement that is not interrupted by an elevated bridge and buildings that struggle to provide ways for pedestrians to navigate a disjointed multi-level public realm.

### **West Downtown Core Secondary Plan (2021)**

Chapter 4 of the West Downtown Core Secondary Plan presents the Pimisi Station and LeBreton Flats District, which provides the most detailed policy guidance for LeBreton Flats. Schedule P acknowledges the potential of the Preston Pedestrian and Cycling Bridge to replace the Preston Street Extension, as the Schedule notes “Preston Street Connection (planned arterial road or future active transportation connection to be confirmed). The following demonstrates how the proposal conforms to the Secondary Plan:

- + “Develop a highly connected grid-like street network that prioritizes active transportation and transit with a minimum 80 per cent modal share target for transit, walking and cycling.” (SP Chapter 4: Pimisi Station and LeBreton Flats District Secondary Plan); and
- + “The Preston Street corridor is a gateway from the south into the district. The NCC and the City shall continue to explore design, funding, and implementation options for a critical connection across the O-train Lines 1 and 3 along the Preston alignment.” (SP Chapter 4: Pimisi Station and LeBreton Flats District Secondary Plan).

The Preston Pedestrian and Cycling Bridge is a prime example of the principle of filtered permeability, as the bridge will benefit users who choose active transportation modes over those who choose the vehicular mode. The Preston Pedestrian and Cycling Bridge prioritizes walking and cycling and will assist in achieving the City’s ambitious 80 per cent mode share target for transit, walking, and cycling. The Preston Street Extension, conversely, will induce additional demand for vehicular traffic and undermine transportation demand management efforts.

The Preston Street Extension will require a large footprint and extensive retaining walls. While these can accommodate a pedestrian and cyclist link to pass underneath, the quality of the user experience will be significantly poorer than is feasible with the Preston Pedestrian and Cycling Bridge. The extensive retaining walls required for the Preston Street Extension will also negatively impact the user experience of the future LeBreton Flats Municipal (Active) Park, as the park would be divided from the Flats District by a long blank concrete wall. The Preston Pedestrian and Cycling Bridge requires a significantly smaller footprint and will allow more points of permeability between the park and the Flats District, along with buildings being able to present active frontages onto the Vimy Extension and open onto the park.

### 3.5 Transportation Master Plan (2013)

The City of Ottawa Transportation Master Plan (TMP) emphasizes the importance of maximizing walkability and developing a great cycling city. The TMP provides guidance on how to expand and improve the pedestrian and cycling network and prioritizes projects that are affordable. The following policies demonstrate how the Preston Pedestrian and Cycling Bridge better supports the objectives of the TMP than the Preston Street Extension.

- + Action 3-1: Enable walking, cycling and transit through community design plans and development review
- + Action 4-3: Maximize pedestrian level of service in selected areas
- + Action 6-2: Provide walking and cycling opportunities within and across rapid transit corridors

The TMP identifies areas where the City desires to emphasize walking, which includes downtown, near O-Train stations, and in areas of intensification. LeBreton Flats is a large and unique site in the heart of the Nation's Capital. The site is anchored by two

O-Train stations at Pimisi and Bayview and will be a showcase for future urban development in Canada. The Preston Pedestrian and Cycling Bridge enables walking and cycling, prioritizes pedestrian level of service in a transit-oriented intensification area, and facilitates access to the O-Train stations. The Preston Street Extension would prioritize vehicular traffic and limit the ability to achieve a high-quality pedestrian and cyclist experience.

- + Action 7-5: Implement the Affordable Road Network by 2031
- + Action 9-1: Follow an affordable investment schedule

Given the City's limited funding for the construction, operations, and rehabilitation of the road network, the TMP recognizes that the City must be financially prudent in constructing new infrastructure. For that reason, the TMP recommends the implementation of a subset of the 2031 Road Network Concept, referred to as the Affordable Road Network. While the Preston Street Extension is displayed on Map 10 of the TMP as a new arterial on the 2031 road network, it is shown on Map 11, being the 2031 Affordable Network, under the last phase, 'Phase 3 (2026-2031)'. To date, the City has not planned or initiated an environmental assessment for the Preston Street Extension. The City has many competing capital projects for limited funds – as the TMP discusses in Action 7-5, the City must focus efforts on increasing person-capacity over vehicular capacity. The Preston Street Extension is an expensive project that works against sustainable transportation goals. The Preston Pedestrian and Cycling Bridge is an affordable, sustainable, lower-life-cycle cost project that prioritizes active mobility.

## 3.6 Cycling & Pedestrian Plans (2013)

The Ottawa Cycling Plan and Ottawa Pedestrian Plan were prepared to support the Official Plan, Transportation Master Plan, and Infrastructure Master Plan.

The visions of these two documents clearly articulate a future state for Ottawa where cycling and walking are not just preferred and prioritized modes of travel, but enjoy world-class infrastructure:

### Ottawa Cycling Plan Vision

*“Develop a city-wide, connected network of cycling facilities actively used by all types and ages of cyclists to meet their transportation needs. This network will be supported by policies and programs that establish Ottawa as having one of the best cycling networks in North America, while maximizing the synergy of transit and cycling. Cycling facilities will be selected to complement local land uses and matching the needs of all areas of the City.”*

### Ottawa Pedestrian Plan Vision

*“Transform Ottawa into a world-class pedestrian city where an equally vibrant and functional pedestrian realm encourages people to walk all year-round.”*

Both plans take a focused look at combining cycling and active modes to the City’s transit network. The Cycling Plan in particular states that its focus is on “building comfortable linkages to transit, establishing secure parking facilities at transit stations, and promoting multimodal travel.”

By providing greater connectivity and permeability both through, across, and within LeBreton Flats the Preston Pedestrian and Cycling Bridge will be a critical conduit for interconnecting cycling and pedestrian movement between O-Train stations, park spaces, jobs, and other attractions in the area. Conversely, the Preston Street Extension would introduce a barrier that compromises overall site permeability for active modes and diminishes the

comfort and experience of crossing the site on Preston for these users.

Both the Cycling and Pedestrian Plans also speak to the environmental and social benefits of supporting active modes of transportation. The Preston Street Extension would privilege only those who are able to afford and use personal automobiles, the Preston Pedestrian and Cycling Bridge will provide many more Ottawans with an affordable personal mobility option that is lower in cost. At the same time, the Preston Pedestrian and Cycling Bridge will support the overall reduction of GHG emissions, specifically within the LeBreton Flats community, thus improving the overall air quality and environment in comparison to the Preston Street Extension.

Above and beyond broad considerations, the Cycling Plan and Pedestrian Plan both set aggressive modal share targets for the inner city. The achievement of these targets requires decision-making that reflects a desire to foster an environment where walking and cycling are natural first choices. The Preston Pedestrian and Cycling Bridge will actively contribute to developing such an environment, increasing ease of access and comfort to active modes-only infrastructure in an amenity, density, and transit-rich community while the Preston Street Extension would not support these goals.

## 3.7 Transportation Master Plan Update

The City of Ottawa is currently undertaking the development of an updated Transportation Master Plan. With approval targeted for Q4 2024, the document is not yet in effect, but a draft set of policies is available for public review and indicates the likely direction this document will be taking transportation matters in the City of Ottawa over the coming 20 years.

The draft TMP divides its guiding principles into two distinct parts: The City We Want and How We'll Get There. Under The City We Want the draft TMP explicitly identifies reduced automobile dependence as a guiding principle, as well as the need to improve safety, better promote public health, protect the environment, enhance the economy, recognize and meet the diverse needs of all residents, businesses, and visitors, and integrating transportation and land use policy.

These aspirational guiding principles are directly aligned with the overarching vision for the MCP. More specifically when comparing the Preston Street Extension to the Preston Pedestrian and Cycling Bridge it becomes clear that the latter is much closer aligned with the direction the City is moving towards with this new TMP. The following “cross-cutting” policies reinforce this perspective from a high level:

- + Apply a “climate change lens” to transportation project planning, design, and construction (Policy 1-3)
- + Apply an “equity lens” to transportation planning (Policy 2-1)
- + Continue to pursue affordable housing near transit stations and along frequent bus routes (Policy 2-4)
- + Support regional improvements to sustainable transportation (Policy 3-1)
- + Create lively, people-friendly streets (Policy 3-4)

The draft TMP also contains a range of “focused” policies that address specific modes of travel. These continue to reinforce that the Preston Pedestrian and Cycling Bridge should be the preferred form of transportation infrastructure:

- + Prioritize modes of travel that are space-efficient (Policy 5-2)
- + Encourage sustainable transportation through community planning and design (Policy 5-4)
- + Align development tools to support targets for travel mode shares (Policy 5-5)
- + Apply a long-term affordability lens to transportation investments (Policy 5-7)
- + Improve and expand the pedestrian network (Policy 6-2)
- + Make it easier to cross the road (Policy 6-4)
- + Invest in neighbourhood “shortcuts” (Policy 6-5)
- + Improve and expand the cycling network (Policy 7-1)
- + Target missing links and barriers (Policy 7-3)
- + Provide safe and comfortable facilities and routes (Policy 7-4)
- + Continue to advance design and construction standards (Policy 7-5)
- + Avoid adding new road or highway capacity that competes with rapid transit (Policy 8-2).

In part 2 of the TMP, the Capital Infrastructure Plan will be developed to identify the needs and priorities for the modification of the road network to support travel demand to 2046 in the context of the new Official Plan and the TMP’s vision and guiding principles (Policy 9-3). In recognition of the new Official Plan target to have the majority of trips made by sustainable modes of transportation, “the Capital Infrastructure Plan will prioritize making the most efficient use of existing road capacity and increasing the use of sustainable modes and before considering the addition of new capacity” and “previously proposed projects will be reviewed against updated network criteria to confirm project

need and justification, with a climate change mitigation, adaptation and equity lens”.

The first step in the TMP’s Road Project Evaluation Criteria is to screen out projects that are infeasible or inconsistent with City objectives such as projects that directly compete with rapid transit. In addition, part of the evaluation is the consideration of project capital costs, ease of implementation, and ability to cost-effectively maintain to ensure that the capital projects are deemed affordable.

By shifting from an arterial road to an active modes-only bridge, the Preston Pedestrian and Cycling Bridge will be significantly more space- and cost-efficient than the Preston Street Extension by a large order of magnitude, as discussed under Section 4: Preston Street Impact Analysis later in this document. Additionally, this transition supports the City’s broader modal share targets by enhancing infrastructure that directly encourages greater uptake of active modes of transportation.

## 3.8 Additional City Plans & Guidelines

In addition to the above core plans and policies, the City has developed several other documents that further support removal of the Preston Street Extension from the OP and TMP, such as:

### **Transit-Oriented Development Guidelines (2007)**

The purpose of these guidelines is to provide guidance to assess, promote and achieve appropriate Transit-Oriented Development within the City of Ottawa. The guidelines are clear that enhanced cycling facilities and cycling infrastructure such as the Preston Pedestrian and Cycling Bridge should be considered within a 1500-metre cycling distance. Guideline 16 in particular is clear that pedestrian connections should be designed to be convenient, comfortable, safe, easily navigable, continuous and barrier-free.

### **Infrastructure Master Plan (2014)**

The purpose of the City of Ottawa’s Infrastructure Master Plan is to support the overall city-wide OP goals of creating more vibrant, healthy and complete neighbourhoods across the municipality while ensuring long-term affordability for both the City government and residents. While this plan focuses primarily on water-related infrastructure, it further reinforces the City’s commitments to focusing on the affordability of major infrastructure projects and supporting inner-city intensification and transit-oriented development.

### **Climate Change Master Plan (2020)**

The Climate Change Master Plan is the City’s overarching framework to reduce greenhouse gas emissions and respond to the current and future effects of climate change. The plan aims to take unprecedented collective action to transition Ottawa into a clean, renewable and resilient city by 2050, including applying a climate lens to the new Official Plan and its supporting documents and applying a climate lens to asset management and capital projects such as the future Preston Pedestrian and Cycling Bridge.



# 4 Preston Street Extension Impact Analysis



# Preston Street Extension Impact Analysis

The original Preston Street Extension predates master planning in LeBreton Flats by several decades, as it was originally proposed in transportation master planning from the 1970s. Over time the extension became institutionalized in policy throughout the City, including as part of the 1997 LeBreton Flats Master Plan when the spine of Ottawa's transit system was a bus rapid transit (BRT) network and road crossings at LeBreton Flats were at street grade, including for the Preston Street extension. The decision to transform east-west public transit to light rail was not made until 2012 and the Confederation Line was constructed through LeBreton Flats generally following the former busway alignment and at a similar grade. The Preston Street Extension remained in the City's OP and TMP but is now outdated with the new LeBreton Flats Master Concept Plan (2021), new OP (2021), and an upcoming updated TMP. Given these substantial changes in the site conditions and planning context under which the Preston Street Extension was originally proposed and carried forward over time, it is necessary to reconsider its appropriateness in its modern context. Constructing the Preston Street Extension today is a much different condition than if it was built in the 1990s, with the main challenge now being to construct it as an arterial road bridge in order to have height clearance from the light-rail line.

To examine the impact of the Preston Street Extension as an arterial road bridge, the consultant team modelled a conceptual design for the street through LeBreton Flats based on available information. For the purposes of this exercise, the bridge was designed to meet the arterial road right-of-way and functionality requirements of Annex 1 of the OP and the TMP within the alignment of Preston Street extension – the assumed width

was 26 metres and the assumed length of the roadway was 350 metres (from Albert Street to the Sir John A. Macdonald Parkway/Wellington Street). The assumed height of the Preston Extension Bridge was based on the Booth Street clearance, approximately 8 metres high. The conceptual profile assumed that the roadway would need to conform to: truck route standards for turning movements to/from Albert Street, height clearance from the Confederation Line, and allowance for adequate pedestrian space beneath the aqueducts. Based on these assumptions, a 3D model showing the Preston Street Extension was developed using existing site elevations to test the impact of the Preston Street Extension.

Based on this massing, the Impact Analysis describes the impact of the Preston Street Extension on the plan from the following perspectives:

- + Active Transportation
- + Parks and Open Space
- + Developability – Density and Design
- + Noise, Air Pollution and Sustainability
- + Financial Feasibility

The broader network-wide impacts are analysed in this application's associated Transportation Impact Assessment (submitted under separate cover).

## 4.1 Active Transportation

The key infrastructure investment to address the MCP vision of a progressive, people and pedestrian-focused community is the provision of the Preston Pedestrian and Cycling Bridge over the O-Train tracks and the heritage aqueduct. This bridge will connect people from south of the Confederation Line to the new community in LeBreton Flats, including the parks, riverfront, Aqueduct District and LeBreton Place. This connection point is a vital nexus of activity for a people-centric travel route that celebrates active living through design. The proposed Preston Pedestrian and Cycling Bridge will encourage people to make routine but meaningful decisions about active lifestyles and mobility. Leading by example, this essential infrastructure will become a testament to a commitment to accessible, safe, attractive, healthy, and sustainable mobility in LeBreton Flats and the City of Ottawa. Residents and visitors will take pride in this infrastructure and in the active connected lifestyle it helps to promote.

The MCP ensures that all new north-south connections through LeBreton Flats are accessible by active modes only. These options include pedestrian and cycling bridges over the O-Train tracks at City Centre Avenue and at Preston Street. The area is surrounded by several other infill development sites between two O-Train stations, and within proximity to the Parliament and Confederation Boulevard Special District. The MCP is within the new OP's Metropolitan Downtown Core, where significant focus for achieving walking, cycling and transit within, and to and from, the Downtown Core is expected to be demonstrated. It is essential that the plan area is connected in multiple ways to the rest of the city. The MCP prioritizes the movement of people in a comfortable and pleasant setting by replacing road access with continuous, uninterrupted active-mobility connections.

As a bridge that provides a route for pedestrians and cyclists that is separated from vehicles, the Preston Pedestrian and Cycling Bridge will provide increased safety and comfort for cyclists beyond traditional facilities like bicycle lanes or cycle tracks. Completely

separating pedestrians and cyclists from motor traffic offers a higher level of comfort and will be more attractive to a wider spectrum of the public. In contrast, the Preston Street Extension, if designed as a complete street, would provide sidewalks and cycling infrastructure (likely cycle tracks). Such cycling facilities in a “complete street” format would still offer a substantially reduced level of comfort and safety for pedestrians and cyclists compared to a completely separate active-modes bridge.

Another advantage of the Preston Pedestrian and Cycling Bridge is that it can be designed with smaller curve radii, allowing the bridge to reach grade in the middle of LeBreton Flats. The Preston Street Extension would have to be much longer in order to reach grade, with the raised road extending almost to Wellington Street, limiting the connectivity provided by the Preston Extension and constraining the permeability of the local street grid within LeBreton Flats that could otherwise have been achieved.

### Supporting Policies for Active Transportation

Policies supporting the Preston Pedestrian and Cycling Bridge from an active transportation perspective exist in several City documents, including the OP, Pimisi Station and LeBreton Flats District Secondary Plan, and the draft TMP, including:

- + “Develop a highly connected grid-like street network that prioritizes active transportation and transit with a minimum 80 per cent modal share target for transit, walking and cycling.” (OP Chapter 4: Pimisi Station and LeBreton Flats District Secondary Plan)
- + “The transportation network for the Downtown Core shall prioritize walking and cycling for short trips, and cycling and transit for longer trips, such that convenience and safety for pedestrians, cyclists and transit users shall take priority over private motor vehicle access and movement in the Downtown Core.” (OP 5.1.2)
- + “By 2046, the majority of trips in the city will be made by

- sustainable transportation.” (OP 2.1)
- + “Prioritize a shift to energy efficient transportation modes” (OP 2.2.3)
  - + “Advance human health through decision-making on the built environment” (OP 2.2.4)
  - + “Provide mobility options to safely and equitably navigate the city” (OP 4.1.1)
  - + “Provide safe and convenient pedestrian routes and facilities in Hubs and Corridors” (OP 4.1.2)
  - + “The City may augment or modify the Active Transportation Network to provide similar or better levels of service, without an amendment to this Plan.” (OP 4.1.2)
  - + “Parts of the street and road network may be repurposed and dedicated, on a permanent or temporary basis, to certain modes of transportation, uses of land or streetscaping if it contributes to the implementation of transportation and land-use objectives of this Plan, including improving safety for the most vulnerable road users.” (OP 4.1.4)
  - + “Improve and expand the pedestrian network.” (Draft TMP Policy 6-2)
  - + “Invest in neighbourhood ‘shortcuts.’” (Draft TMP Policy 6-5)
  - + “Improve and expand the cycling network.” (Draft TMP Policy 7-1)
  - + “Target missing links and major barriers.” (Draft TMP Policy 7-3)
  - + “Provide safe and comfortable facilities and routes.” (Draft TMP Policy 7-4)
- + “Plan for an increase in e-bikes, cargo bikes, e-scooters, and other users.” (Draft TMP Policy 7-6)
  - + “In recognition of the new Official Plan target to have the majority of trips made by sustainable modes of transportation, the Capital Infrastructure Plan will prioritize making the most efficient use of existing road capacity and increasing the use of sustainable modes and before considering the addition of new capacity ... Previously proposed projects will be reviewed against updated network criteria to confirm project need and justification, with a climate change mitigation, adaptation and equity lens.” (Draft TMP Policy 9-3)

## 4.2 Parks & Open Space

The MCP identifies over 12.5 hectares of parks and open spaces, at various scales, with different functions and dynamic programming. These spaces are integral to the success of the community. Creating unencumbered interfaces between these open spaces and the development parcels is fundamental to realizing the maximum potential of the plan.

### Park Interface

An elevated Preston Street Extension directly through the centre of the community would create substantial connectivity issues within LeBreton Flats. The Preston Street Extension would effectively cut the MCP area in two, disconnecting the parkland in the northwest from the development areas in the rest of the plan area.

The Booth Street bridge provides a clear example of the effect of the Preston Street Extension. The constricted experience under Booth Street will forever separate redevelopment lands at the East Flats from the rest of LeBreton. Although public space improvements can be made under Booth to improve its placemaking potential, it is an undesirable urban condition that should not be repeated. Figures 24 & 25 provide a comparison of the current condition under the Booth Street bridge and the proposed conditions under the Preston Pedestrian and Cycling Bridge.



### Park Access

A future municipal park, located in the MCP Parks District and shown on Schedule C12 of the new OP and Schedule J of the West Downtown Core Secondary Plan, will require public street access. The Preston Pedestrian and Cycling Bridge will allow for an at-grade Vimy Extension public street that runs along the length of the eastern edge of the future municipal park, creating a “gateway” and allowing for direct access to the future park. Conversely, the Preston Street Extension would create an elevated roadway along most of the eastern park edge that would require stairs, ramps, or regrading and/or terracing of the municipal park to meet the elevated street level of the Preston Street Extension. To mitigate the similar grade change challenge of the Booth Street Bridge, the MCP proposes a “Grand Staircase” and public elevator integrated into the future adjacent building to allow access from the bridge down to the aqueduct level. If this public infrastructure had to be duplicated at Preston Street, it would require significant municipal investment, coordination, and legal agreements, which could be mitigated by converting the corridor to an active-modes only bridge.



Figures 24 & 25: Comparing underside of Booth Street Bridge with proposed Preston Pedestrian and Cycling Bridge.

## Nepean Inlet Access

The presence of the Preston Street Extension would also significantly reduce the public realm opportunities and connectivity to the Ottawa River that the MCP proposes along Nepean Inlet by functionally building a wall directly adjacent to the inlet. In contrast, the Preston Pedestrian and Cycling Bridge and Vimy Extension public street will permit direct access to the inlet to allow for maintenance vehicle access.

The proposed alignment of the Preston Street Extension would create a barrier to access Nepean Inlet as it would require a retaining wall or steep embankment to support the bridge directly adjacent to the inlet. Providing access to the inlet with the Preston Street Extension would require widening local roads and turning radii to accommodate large vehicle access under the bridge. This would impose significant additional infrastructure costs, municipal access issues, or a re-alignment of the Preston Street arterial connection in addition to a parallel service road to access the Inlet, which could reduce the area of land available for either/both parkland and/or development.

## Heritage Ottawa Waterworks System

A key element of the MCP's people- and pedestrian-focused design is the substantial public realm and open space network. Critical to the success of this vision are spaces and connections that are inviting, open and pleasing, particularly along the heritage aqueduct. The extent of bridge infrastructure over the Confederation Line and heritage aqueducts that would be required for the Preston Street Extension would impose significant barriers to the MCP's commitment to heritage. Figure 26 demonstrates the massing and imposition of the bridge at the O-Train and heritage aqueduct location. The heritage asset and public open space potential of the heritage aqueduct would be significantly diminished, creating both a physical and visual disconnect between the open space system and municipal park to the west of a Preston Street arterial bridge and the urban connections, open spaces, and retail and residential experience to the east.

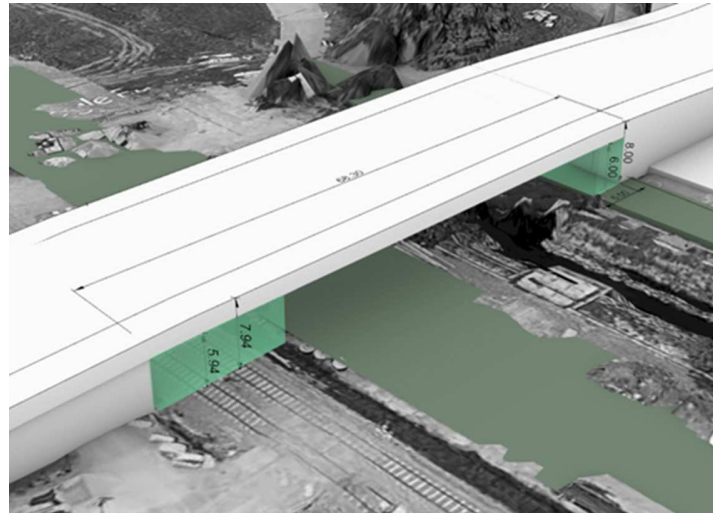


Figure 26: Preston Bridge Clearance Across the O-Train Tracks and Heritage Aqueduct.

A key advantage of LeBreton Flats is the area's unique relationship with water, from the tailrace through the aqueducts and to Nepean Inlet. This system can be understood as a part of the overall cultural heritage landscape. Since the existing Booth Street Bridge has already imposed extremely compressed connections at the lower aqueduct level, it is critical that the entire Ottawa Waterworks System, including both aqueducts (open and closed) and the inlet, be able to be read as one cultural experience. Recreating the Booth Street condition through the development of the Preston Street Extension would create a series of interrupted elements, cutting up the area's heritage experience. The MCP seeks to create a unique urban experience in the capital, where city-building innovation can celebrate the heritage of the site (see Figure 27, following page).



Figure 27: Public space activation around Nepean Inlet.

## Supporting Policies for Parks and Open Space

Policies that support the Preston Pedestrian and Cycling Bridge from a parks and open space perspective include:

- + “Be free of encumbrances above and below ground when land for parks is obtained by parkland dedication” (OP 4.4.1)
- + “A preferred minimum of 50 per cent of the park perimeter shall be continuous frontage on abutting streets; Sidewalks shall be provided along the entirety of a park’s street frontages in all cases in all transects and required on local roads that lead directly to parks.” (OP 4.4.6)
- + “The City shall promote equity and inclusivity by recognizing, protecting and honouring sites of cultural heritage value associated with the diverse historical experiences, and prioritizing the identification of underrepresented historic places.” (OP 4.5.1)

## 4.3 Developability - Density & Design

The construction of the Preston Street Extension would dramatically negatively impact the developability of adjoining parcels, reducing the ability of LeBreton Flats to achieve density goals and requirements as a designated Hub (500 persons and jobs per hectare) and TOD area in the new Official Plan. The MCP vision for LeBreton Flats is of a tight-knit dense urban district, where streets are prioritized for active modes users. Fundamentally, the Preston Street Extension would impact the overall character, reduce developability and therefore overall densities, and limit the development and design potential of the area.

The Preston Street Extension north of the O-Train Confederation Line would repeat the condition created by the Booth Street Bridge and its effect on its adjacent lands. The Preston Street Extension would present a large, wide wall that limits windows and overall developable land (and therefore building uses and density) and developable space along the west edge of the development sites. Buildings would be forced to have two entrances: one at the Preston Street elevation and the other at grade – a challenging development condition that already exists at the Booth Street edge. To allow for direct public access to the aqueduct from Preston, ramps, staircases and/or elevators would be required that meet accessibility standards, decreasing overall developable area and increasing overall development costs. Both impacts negatively contribute to decreased affordability in LeBreton Flats. From a design perspective, the Preston Street Extension would also negatively affect views to, from, and within the area. Units that face directly onto the Preston Street Extension would experience lower quality of living or potentially be unbuildable depending on the ultimate bridge design.

South of the Confederation Line, the Preston Street Extension would create a grade separation as it rises to cross the O-Train tracks. This would require additional sidewalks at grade level adjacent to the ramped retaining wall. The extra sidewalks would

widen the right-of-way and take up developable land as well as limit the desirability of ground floor spaces adjacent to Preston Street.

### Supporting Policies for Developability

Policies that support the Preston Pedestrian and Cycling Bridge from a developability perspective include:

- + Minimum area-wide density requirement/target of 500 people and jobs per gross hectare (OP Table 3A)
- + Space on streets may be reallocated from vehicular use in favour of pedestrians, to provide a wide range of elements that promote liveability through pedestrian safety, community interaction, greenery, creative and cultural expression and opportunities for rest and play. Locations will generally be guided by Design Priority Areas (OP 4.6.3.3)
- + “Reinforce neighbourhood and place identity through architecture and urban design” (OP 2.2.6)
- + “Create lively, people-friendly streets.” (Draft TMP Policy 3-4)
- + “Prioritize modes of travel that are space-efficient.” (Draft TMP Policy 5-2)
- + “Encourage sustainable transportation through community planning and design.” (Draft TMP Policy 5-4)
- + “Improve quality, security, and vibrancy of the pedestrian environment.” (Draft TMP Policy 6-7)
- + “Continue Efforts to Minimize Traffic Impacts on Neighbourhoods.” (Draft TMP Policy 9-6)



## 4.4 Noise, Air Pollution, & Sustainability

A natural by-product of the Preston Street Extension as a high-volume arterial road is the addition of unnecessary noise and air pollution. In contrast to active modes, the Preston Street Extension would result in greater noise and air pollution levels in LeBreton and surrounding area than the Preston Pedestrian and Cycling Bridge. Due to slope impacts on the operations of vehicles, especially large vehicles, it can be assumed that Preston Street Extension would produce elevated noise and air pollution levels as vehicles would have to accelerate and brake to navigate the changes in the road's elevation. Additional noise and pollution would present acute impacts to several of the plan's development parcels, which are currently intended to be adjacent to local streets and open spaces. The elevation required for the Preston Street Extension would also increase the range of transmission of this increased noise, further impacting nearby residents.

From an environmental and climate crisis perspective, it is also safe to assume that the construction of the Preston Street Extension would require significantly more embodied carbon than the Preston Pedestrian and Cycling Bridge given its size and structural capacity requirements. Beyond this unnecessary increase in carbon pollution, the arterial road bridge would reduce the overall ability of this right-of-way to support street trees at grade in contrast to the narrower, lower impact Pedestrian and Cycling Bridge. Such a reduction from the MCP's anticipated landscaping along the local road connecting to Preston Pedestrian and Cycling Bridge will result in decreased on-site carbon capture and an increase in local urban heat island effect.

### Supporting Policies on Noise, Air Pollution and Sustainability

Policies that support the Preston Pedestrian and Cycling Bridge from a noise, air pollution and sustainability perspective include:

- + "Ottawa's growth will need to align with Council approved community and corporate greenhouse gas emissions reduction targets and take steps to adapt to a changing climate." (OP 1.1)
- + "Apply sustainable and resilient site and building design as part of development." (OP 2.2.3)
- + "Protect health from natural and human-made hazards, including buffering sensitive land uses from traffic-related air pollution" (OP 2.2.4.3)
- + "Make a sustained transition away from a dependence on fossil fuels" (Climate Change Master Plan Ch. 2)
- + "Design a transportation system to meet GHG emission reduction targets" (Draft TMP Policy 1-1)
- + "Ensure that transportation is resilient to future climate conditions." (Draft TMP Policy 1-2)
- + "Apply a "climate change lens" to transportation project planning, design, and construction." (Draft TMP Policy 1-3)
- + "Continue the transition to clean vehicle technologies." (Draft TMP Policy 1-4)
- + "Create Lively, People-Friendly Streets." (Draft TMP Policy 3-4)

## 4.5 Financial Feasibility

The implementation of the MCP will occur in phases. This multi-decade phased project must reduce risk and complexity where possible to ensure its long-term financial viability. The potential requirement of the Preston Street Extension introduces economic uncertainty into the viability and potential success of developments directly impacted by its negative externalities. Therefore, the Preston Street Extension would undermine the NCC's ability to create a desirable and sustainable community and would also further impact the ability to meet overall density and housing affordability targets at LeBreton Flats.

The community proposed in the MCP is high-density development that will maximize the benefit of the nearby O-Train stations to meet the minimum density targets of the OP for Downtown Hub locations. It is expected that the market will react favourably to the emerging plan, but only if the development costs are consistent with comparable lands in the downtown or at other transit station sites where competitive lands can be found. The complications and costs associated with the Preston Street Extension would significantly erode the development appeal of impacted parcels, especially where comparable sites are available nearby.

The new Official Plan directive towards intensification and greater use of non-auto modes has significant asset management and maintenance benefits for the City, reducing overall per-capita costs. The Preston Street Extension would impose a high initial capital cost on the City along with higher ongoing lifecycle maintenance costs. In contrast, the proposed Preston Pedestrian and Cycling Bridge is anticipated to cost significantly less while creating better alignment between planning objectives and economic realities.

### Supporting Policies for the Financial Feasibility

Policies that support the Preston Pedestrian and Cycling Bridge from a financial feasibility perspective include:

- + “Mitigate the effects of growth on land consumption, avoid spaces of agricultural or ecological importance, efficiently use public services and moderate the impacts to municipal financial resources to service growth” (OP 2.1)
- + “Coordination is needed amongst all long-term municipal plans, including land use, transportation and infrastructure master plans; the Comprehensive Asset Management program; and the long-range financial plan to ensure a strategic, harmonized approach” (Climate Change Master Plan, Ch. 2)
- + “Apply a long-term affordability lens to transportation investments.” (Draft TMP Policy 5-7)
- + “Considers project capital costs, ease of implementation, and ability to cost-effectively maintain.” (Exhibit 19: Evaluation Criteria - Road Projects, Draft TMP Policy 9-3)



# 5 Technical Study Summaries

# Technical Study Summaries

In addition to this Planning Rationale, a pair of studies were submitted with this application to determine whether removal of the Preston Street Extension would impact the broader functionality of Ottawa's transportation network. These include a comprehensive site Transportation Impact Assessment (TIA) for LeBreton Flats and a Master Servicing Report for the MCP area.

## 5.1 Transportation Impact Assessment

The Building LeBreton Flats TIA was prepared by Morrison Hershfield in July 2022. This TIA was prepared in accordance with the City of Ottawa's 2017 Transportation Impact Assessment Guidelines, as required by the City of Ottawa in support of the Master Concept Planning process. Typically, TIA studies do not delve into assessing the implications of removing a planned arterial link, as there are regional implications that would require more robust/advanced modelling, scenario testing and stakeholder consultation. It is recommended that for this system-wide level of analysis the City further study regional impacts through its ongoing TMP planning. Despite this, through discussions with the City it was agreed that an analysis of the removal of the Preston extension should be conducted as part of this TIA.

For the TIA, a number of modelling scenarios were developed and tested, as informed through discussions with City of Ottawa staff. The assumptions in the scenarios:

- + Used the City's 2031 Network Concept Plan per the City's 2013 Transportation Master Plan
- + Assumed full build-out of the LeBreton Flats lands even though the full buildout is not expected to occur until the year 2050.
- + Assumed that the Tunney's Pasture Complex will be redeveloped to add 3,718 persons and increase employment from 11,440 jobs to 13,091. The redevelopment of the Tunney's Pasture Complex, a federal government office complex located approximately 2.0 km to the west, is the largest planned nearby development that does not yet have a TIA completed (as previously mentioned, 900 Albert Street and Zibi have TIAs completed). It is expected that at its ultimate completion, the redevelopment will have employment somewhere between 22,000 and 25,000 people.

The foundation of the TIA is an analysis of the trips expected to be generated from the developments proposed in the Master Concept Plan. The Master Concept Plan provides a vision for a future community, with a likely range of development yield scenarios. To help decision makers assess the potential traffic impacts of the Master Concept Plan, four land use scenarios were reviewed and Scenario 4 was selected for evaluation, as it is the most ambitious development scenario, with the highest predicted trip generation. The City's TRANS Trip Generation Manual was used to calculate residential trips, with the ITE Trip Generation Manual used for all other trips. The LeBreton Flats development is expected to generate approximately 4,800 person trips in the weekday morning peak hour, and 8,100 person trips in the weekday afternoon peak hour. Aggressive mode share splits are targeted, with 15% auto driver, 5% auto passenger, 60% transit and 20% walking and cycling. These mode share targets are comparable to those in similar Transit Oriented Developments in Ottawa, such as 900 Albert Street, the Zibi development, and Wateridge Village. These scenarios were evaluated using a network assessment relying on the City's EMME Travel Demand Mode, a screenline analysis, an intersection operations analysis, and a review of impacts to pedestrians, cyclists, heavy vehicles, transit, and emergency vehicles.

Modelling and analysis show that the drawbacks of the Preston extension far outweigh the benefits. Constructing the Preston extension would divert and potentially induce additional traffic to the area, worsening traffic conditions around LeBreton Flats. The Preston extension would draw traffic away from roads that are well beyond the influence area of LeBreton Flats (i.e., as far west as Pinecrest Road), but would not relieve traffic on Booth Street south of Albert Street. It would also result in an increase in traffic in both directions on Preston Street, Rochester Street and Booth Street and cause a deterioration in intersection operations on the Preston Street corridor (including one intersection operating with a LOS 'E' and one with a LOS 'F') that are more significant than the marginal improvement in intersection operations along the Booth Street corridor. In addition, the removal of the Preston extension avoids the need to designate Wellington Street as a Truck Route, which is consistent with the prohibition of heavy vehicles on the SJAMP, and increases accessibility to the LRT stations to ensure the achievement of the high transit mode share targets set as part of the development. For these reasons, the deletion of the Preston vehicular extension from the City's Official Plan is recommended.

The complete TIA is submitted under separate cover.

## 5.2 Master Servicing Report

The Master Servicing Report (MSR), prepared by CIMA+, is broken down into three separate components of servicing, including (1) Water Servicing, (2) Sanitary Servicing, and (3) Stormwater Management and Servicing. Recommendations and findings are presented under each of the categories below.

### Water Servicing

The water demands modelled in this report identify that, pending updated boundary conditions and actual fire protection requirements, that the City of Ottawa hydraulic objectives will be respected and that the plan area will be able to be serviced by the City's water supply network. Actual fire flow demands will need to be assessed at the time of detailed design, which will be required to meet the existing network capacity of provide additional measures to these requirements.

### Sanitary Servicing

The report identifies one critical sanitary system upgrade required to service the full development build-out of the plan area, being:

- + Relocation of the Cave Creek Collector to accommodate development along Albert Street;
  - + The preferred location for the re-alignment is within the City easement along Albert Street from City Centre Avenue to Rochester Street;
  - + Additional analysis will be conducted to assess the feasibility of the relocation within the Albert Street right-of-way prior to development;

## Stormwater Management and Servicing

The report identifies a number of key findings, as well as upgrades to provide for the necessary stormwater management system associated with the Master Concept Plan proposal, including:

- + Major system stormwater quantity control infrastructure will not be required for the proposed development given the proximity to the Ottawa River;
- + Minor system stormwater quantity control will be required for individual developments to accommodate a 100-year event;
- + Sump pumps will likely be required to manage basement drainage in all buildings that include underground parking;
- + Any modifications to the covered aqueduct in order to facilitate public realm upgrades should, in the view of City of Ottawa staff, maintain the existing cross-sectional area of the aqueduct; and
- + Stormwater quality control will employ a combination of oil and grit separators and low-impact-development (LID) methods (e.g. bio-swales, rain gardens, and green roofs).

The complete MSR is submitted under separate cover.



## 6 Conclusion

# Conclusion

Ottawa's new Official Plan and updated Transportation Master Plan will guide Ottawa to become one of the most liveable mid-sized city in North America. The City's vision for walkable 15-minute neighbourhoods can be realized at LeBreton Flats, which has all the features necessary to become an exemplar of the model the new OP presents if the area is able to be developed as envisioned in the LeBreton Flats Master Concept Plan. However, the outdated intent to divide LeBreton Flats with a new arterial road, the Preston Street Extension, would severely compromise the success of the redevelopment of LeBreton Flats.

Urban and transportation planning paradigms have evolved significantly since the previous plan for LeBreton Flats was created in 1997 and the Preston Street Extension was originally conceived in the 1970s. Taking notes from the City's new OP and its Five Big Moves, the LeBreton Flats Master Concept Plan proposes a new community that is unlike any other in Ottawa (or Canada) today, and will be a leader for Canadian urbanism. The MCP is a blueprint for a new type of community, built on principles of sustainability, accessibility, and community wellbeing. Through the MCP, LeBreton Flats is poised to deliver on the ambitions the City has articulated in its new OP. Both the new OP and the MCP posit a new approach to urban planning in Ottawa, one which reflects the global best practice of declining to cede precious urban space to automobiles and instead prioritizes space and investment in places for people.

Key to the MCP's success is the prioritization of active modes by creating a safe, segregated and direct pedestrian and cycling network that offers the most convenient and direct routes to people who use transit and active modes. At the same time, the success of the vision relies on the discouragement of fast and facilitated automobile movement through the plan area. These embedded incentives and disincentives are key to enable the outcomes envisioned in the MCP and the new OP. The MCP was developed to promote a true 15-minute neighbourhood that is safe and accessible for everyone, provides attractive and efficient active mobility options, discourages local automobile trips and offers a

pleasant, quiet and safe environment for people of all ages and abilities.

The NCC's application to amend to the Official Plan to remove the proposed Preston Street Extension in favour of an active-modes bridge supports provincial objectives and City of Ottawa planning policies and priorities as detailed in the following policy documents:

- + Ontario Planning Act (1990)
- + Ontario Provincial Policy Statement (2020)
- + City of Ottawa Official Plan (2013), including Central Area Secondary Plan
- + City of Ottawa new Official Plan (2021), including the West Downtown Core Secondary Plan
- + City of Ottawa Transportation Master Plan (2013)
- + City of Ottawa updated Transportation Master Plan policy direction (2022)

Approval of the requested amendment represents good planning and is essential in order to:

- + Make bold and progressive infrastructure decisions that help to achieve stated City policy objectives;
- + Support the sustainable transportation infrastructure investments of the City within the area;
- + Increase the share of trips by sustainable modes of transportation to meet the City's climate change goals;
- + Creating a healthier and more equitable and inclusive city, where anyone can get to work, to school and to daily activities without needing a private vehicle;
- + Build a truly visionary and inspiring new community at LeBreton Flats;
- + Capitalize on the vast park space and recreational potential of LeBreton Flats; and
- + Make decisions today that align with the trajectory of sustainable and liveable urban development and support the future of Ottawa.

Planning Rationale Authors:



Hieu Nguyen, RPP, MCIP  
Senior Planner, Building LeBreton  
National Capital Commission



Chris Hardwicke, RPP, MCIP  
Principal  
O2





# Appendix A

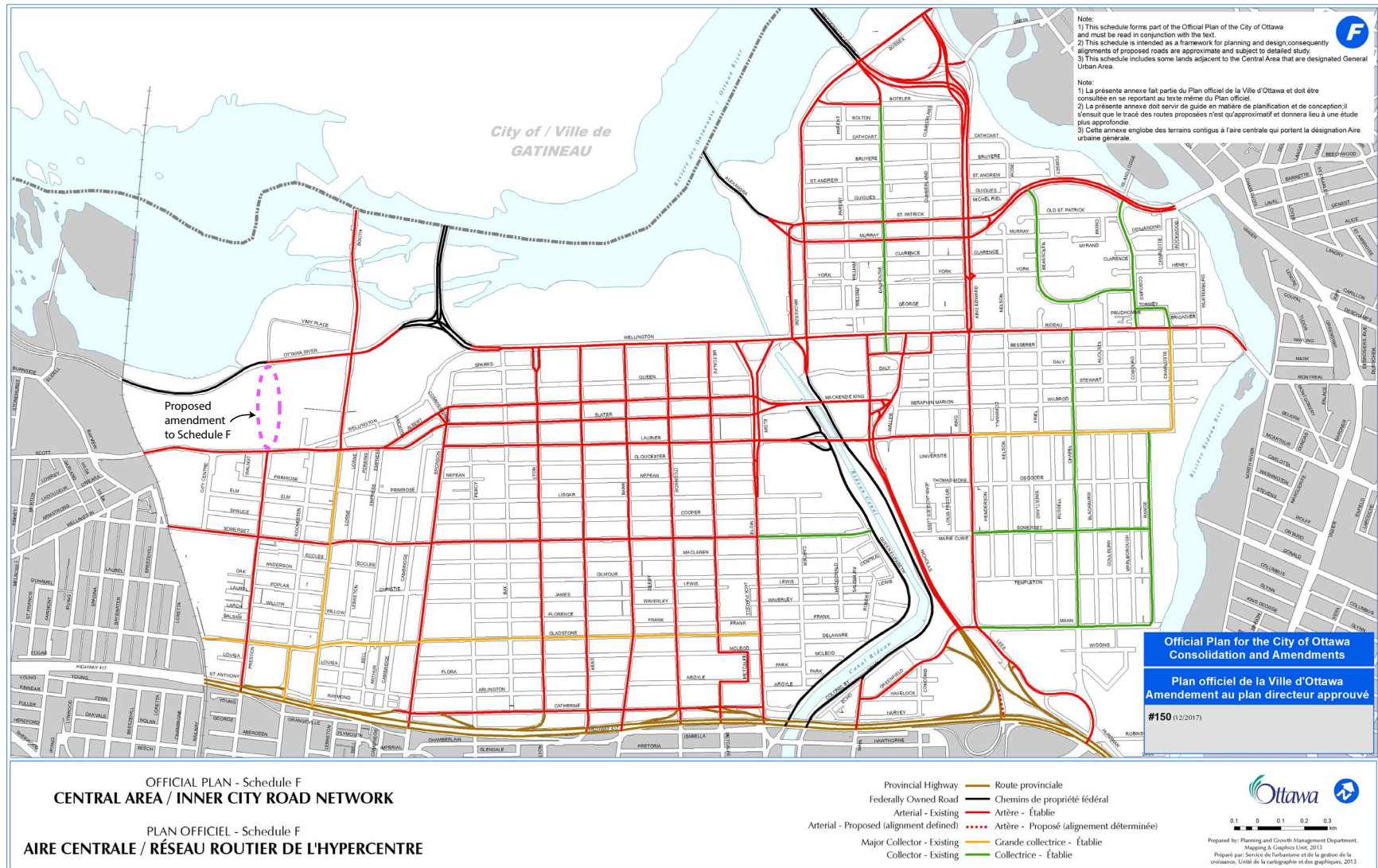
## 2003 Official Plan Amendments

# 2003 Official Plan Amendments

The 2003 City of Ottawa Official Plan is amended as follows:

- + By amending Schedule F (Central Area / Inner City Road Network) by removing the “Arterial – Proposed” designation from the portion of Preston Street between Albert Street the Ottawa River Parkway, and by removing the conceptual roadway right-of-way from that same portion of Preston, as described below.

- + By amending Table 1 within Annex 1 (Road Classification and Rights-of-Way) by removing rows ‘Preston’ between Ottawa River Parkway and Albert and ‘Preston extension’ between Albert and Ottawa River Parkway as an urban arterial road.





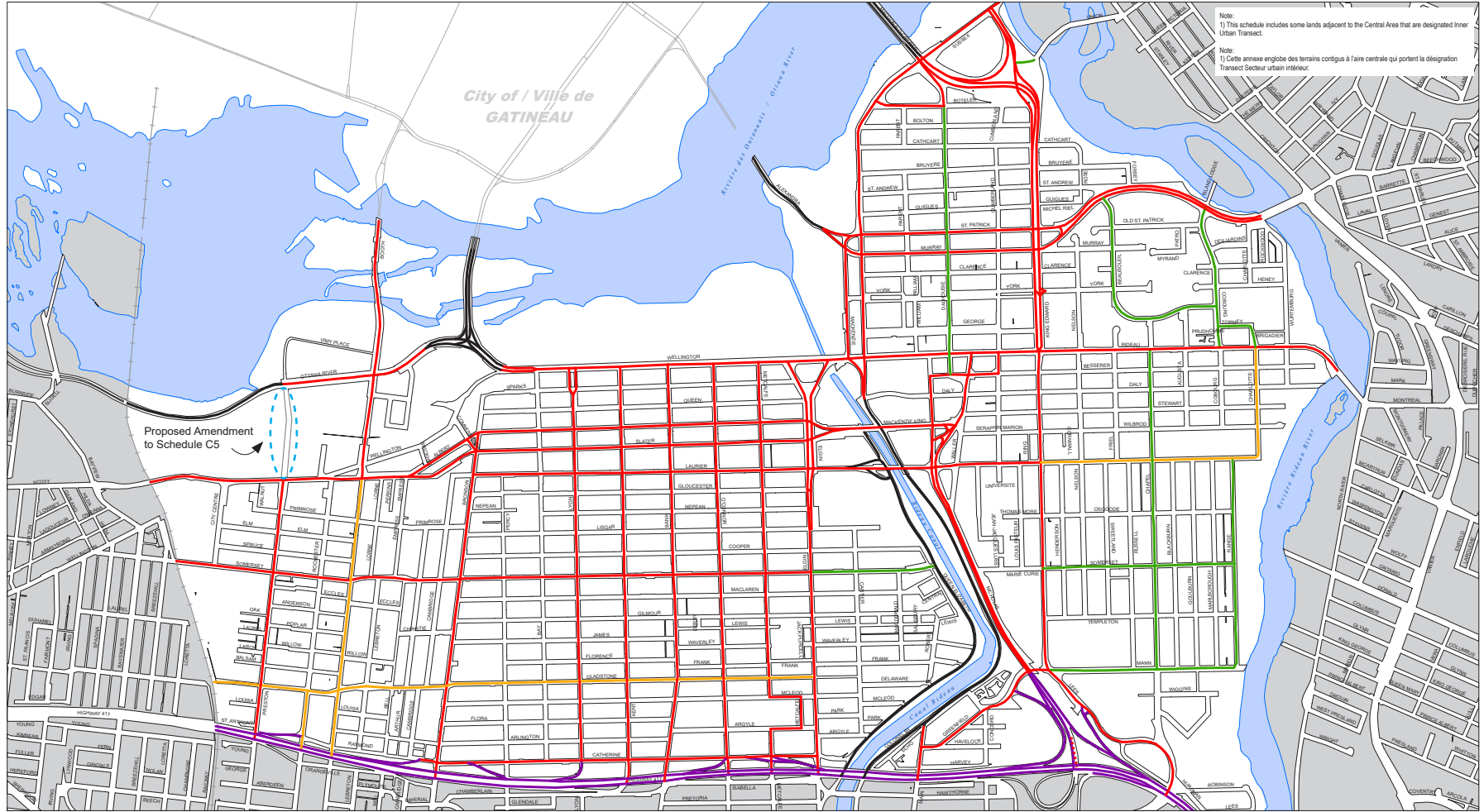
# Appendix B

## 2021 Official Plan Amendments

# 2021 Official Plan Amendments

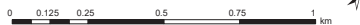
The 2021 City of Ottawa Official Plan is amended as follows:

- + By removing from Schedule C5: Downtown Core Road Network the “Arterial – Proposed” segment between Albert and Wellington Streets.



Note:  
1) This schedule includes some lands adjacent to the Central Area that are designated Inner Urban Tract.

Note:  
1) Cette annexe englobe des terrains contigus à l'aire centrale qui portent la désignation Tracteur Secteur urbain intérieur.



Consolidation and Amendments / Consolidation et amendements

- Provincial Highway
- Federally Owned Road
- Arterial - Existing
- Arterial - Proposed (alignment defined)
- Major Collector - Existing
- Collector - Existing
- Route provinciale
- Chemins de propriété fédéral
- Artère - Établie
- Artère - Proposé (alignement déterminée)
- Grande collectrice - Établie
- Collectrice - Établie



**Official Plan / Plan officiel**  
Schedule C5 - Downtown Core Road Network  
Annexe C5 - Réseau routier de Centreville

Planning, Infrastructure and Economic Development Department, Geospatial Analytics, Technology and Solutions  
Services de la planification, de l'infrastructure et du développement économique, Analyse géospatiale, technologie et solutions

November 24, 2021

# 2021 Official Plan Amendments

The 2021 City of Ottawa Official Plan is amended as follows:

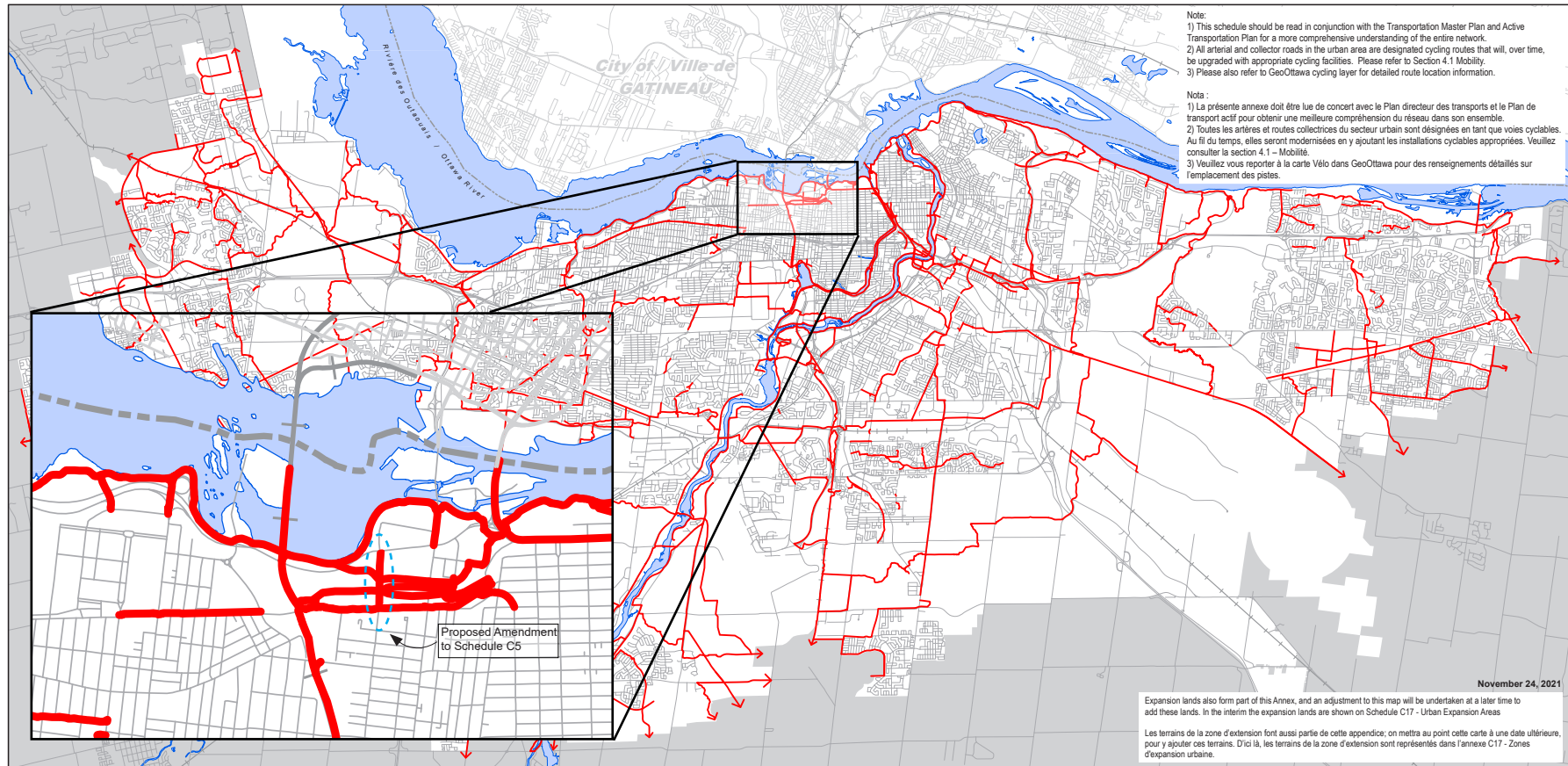
- By removing from Schedule C16: Road Classification and Rights-of-Way Protection the “Preston extension” row on Table 1.

| Road                         | From  | To                         | ROW to be Protected (m)   | Classification      | Sector           |
|------------------------------|---|----------------------------|---|---------------------|------------------|
| Patricia                     | Richmond                                      | 40m north of Richmond Road | 15.24<br>Note: widening only on west side   | major collector     | urban            |
| Penfield                     | Teron   | Teron                      | 24  | collector           | urban            |
| Perry                        | Fieldrow                                      | Meadowlands                | 24  | collector           | urban            |
| Perth                        | Village boundary (west)                       | Eagleson                   | 30  | arterial            | village          |
| Pickford                     | Kakulu  | Kakulu                     | 24  | collector           | urban            |
| Pinecrest                    | Carling                                       | Richmond                   | 37.5  | arterial            | urban            |
| Place d'Orléans              | St. Joseph                                    | St. Joseph                 | 37.5  | arterial            | urban            |
| Potter                       | Bankfield                                     | Eastman                    | 26  | collector           | village          |
| <del>Preston extension</del> | <del>Wellington / Sir John A. Macdonald</del> | <del>Albert</del>          | <del>26</del>   | <del>arterial</del> | <del>urban</del> |
| Preston                      | Albert  | Carling                    | 23  | arterial            | urban            |
| Prestone                     | Tompkins                                      | Amiens                     | 24  | collector           | urban            |
| Prestwick                    | Amiens  | Innes                      | 26  | collector           | urban            |
| Pretoria Bridge              | Elgin   | Colonel By                 | 23  | arterial            | urban            |
| Prince of Wales              | Preston                                       | Heron/ Baseline            | 26  | arterial            | urban            |
| Prince of Wales              | Fisher  | Rideau Shore               | 40  | arterial            | urban            |
| Prince of Wales              | Rideau Shore                                  | Colonnade                  | 42 to 72<br>Note: Varies and subject to unequal widening requirements of the Prince of Wales Dr. Widening ESR | arterial            | urban            |
| Prince of Wales              | Colonnade                                     | Rideau Heights Lane        | 32 to 58<br>Note: Varies and subject to unequal widening requirements of the Prince of Wales Dr. Widening ESR | arterial            | urban            |

# 2021 Official Plan Amendments

The 2021 City of Ottawa Official Plan is amended as follows:

- + By adding to Schedule C3: Active Transportation Network the Preston Pedestrian and Cycling Bridge alignment.



Major Pathway — Sentier principal



**Official Plan / Plan officiel**  
 Schedule C3 - Active Transportation Network  
 URBAN - MAJOR PATHWAYS

Annexe C3 – Réseau de transport actif  
 PRINCIPAUX SENTIERS URBAINS

Consolidation and Amendments / Consolidation et amendements

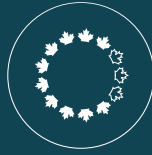


Planning, Infrastructure and Economic Development Department, Geospatial Analytics, Technology and Solutions  
 Services de la planification de l'infrastructure et du développement économique, Analyse géospatiale, technologie et solutions



# Appendix C

## Public Consultation Summary Reports



NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

# Building LeBreton

PUBLIC CONSULTATION REPORT  
NOVEMBER 21 TO DECEMBER 6, 2019

Canada



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## I. Project Description

### A. Background

LeBreton Flats is a 29-hectare (over 71-acre) site owned by the National Capital Commission (NCC). The development area is bounded by the Sir John A. Macdonald Parkway and Wellington Street to the north; Albert Street to the south; the rail tracks north of the Trillium O-Train line to the west; and Booth Street and the future Ottawa Public Library and Library and Archives Canada joint facility site to the east.

On March 7, 2019, the NCC's Board of Directors announced the development of a Master Concept Plan and Development Phasing Strategy for LeBreton Flats. Together, these will provide a refreshed vision for LeBreton Flats: to create a new Capital destination and a vibrant, mixed-use community where people can live, work and play.

From June 18 to July 2, 2019, the NCC conducted a public consultation to seek input and the public's ideas to transform the site. The consultation report is available on the NCC's website. The feedback helped set directions and inform the development of the draft Master Concept Plan for LeBreton Flats, which was released to the public on November 21, 2019. The high-level input on "big ideas" for LeBreton Flats included the following:

- Preserve and enhance green spaces, and connect people to water features such as Nepean Inlet and the heritage aqueduct.
- Create opportunities for housing that is diverse and affordable, and that helps knit LeBreton Flats together with surrounding neighbourhoods.
- Provide amenities to support existing and future residents, such as recreational opportunities, and businesses, such as a potential grocery store.
- Plan for the possibility of a future anchor in a transit-accessible location, such as an event/concert space or other major facility, but ensure that the plan is flexible enough to be successful without relying on an anchor.

The June/July 2019 public consultation also sought feedback on guiding principles for the project. The revised final guiding principles are as follows.

|                                       |  |
|---------------------------------------|--|
| <b>Enhance the Capital Experience</b> | Reflect the national significance of LeBreton Flats by creating an ambitious new Capital destination that celebrates Canada.   |
| <b>Build Community</b>                | 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. |
| <b>Create Connections</b>             | 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.   |
| <b>Value Nature</b>                         | 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.                        |
| <b>Foster Sustainability and Innovation</b> | 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.  |
| <b>Honour the Past</b>                      | 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. |
| <b>Make It Happen</b>                       | 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.  |

## B. Project Objectives

**Project objective:** *Create a renewed vision for the redevelopment of LeBreton Flats as a place of national significance and local pride.*

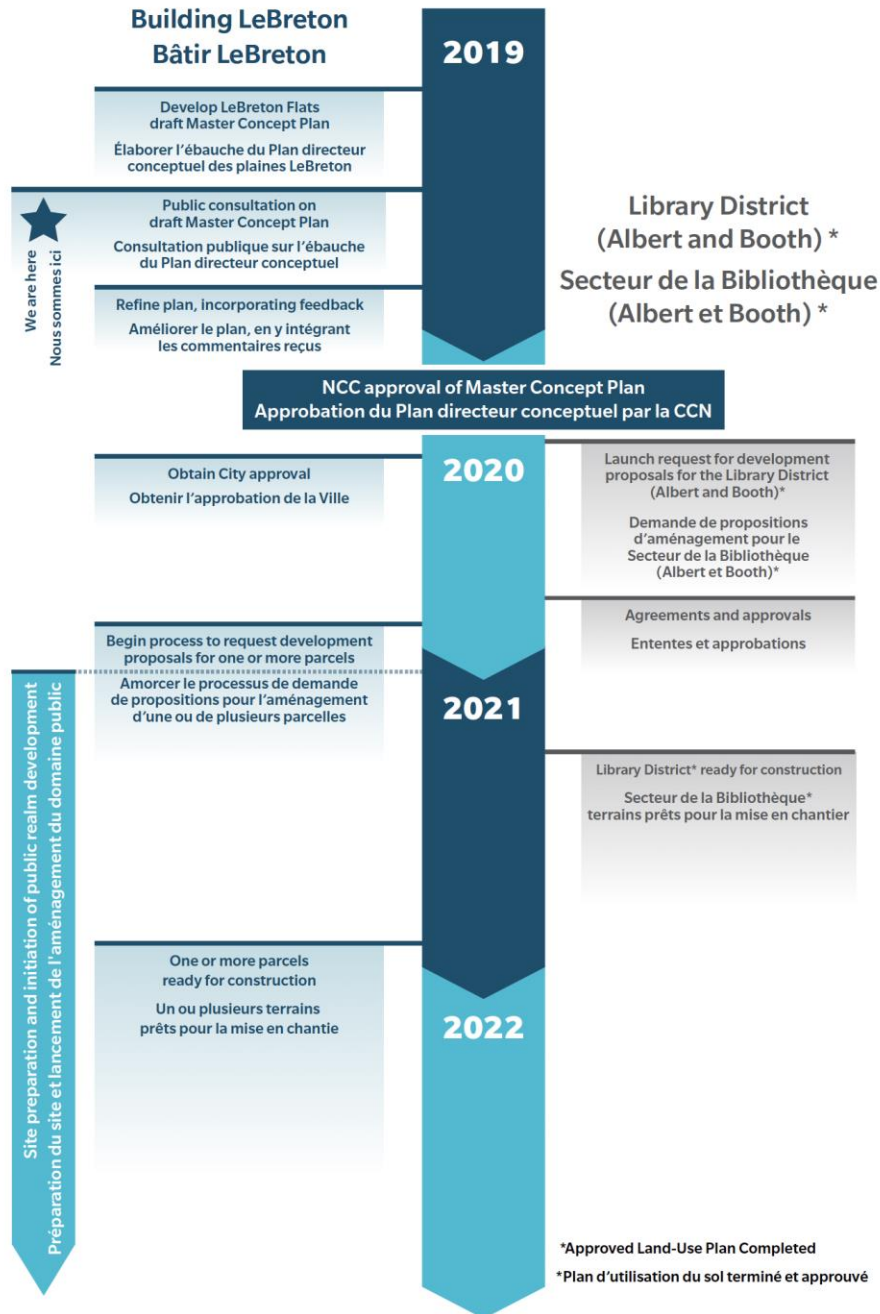
The NCC is creating a renewed Master Concept Plan for LeBreton Flats that will guide the implementation of the project in a strategically phased approach over the coming decades, beginning in 2020. This plan ensures an ambitious, cohesive and feasible vision to create a dynamic community and capital destination. Informed by public input, the draft plan identifies land uses, building heights and massing, parks and public spaces, an integrated and connected mobility network, and major anchor uses.

## C. Project Timeline

The NCC held a public consultation in June–July 2019 to identify key ideas and important values for the redevelopment of LeBreton Flats. This input helped to shape a renewed Master Concept Plan, developed with the assistance of [O2 Planning + Design Inc.](#), a planning consultant hired by the NCC through an international competitive public tender process. In November 2019, the NCC held a second round of public consultations about the draft Master Concept Plan. The public feedback collected and outlined in this report will help to inform the final recommendations of the Master Concept Plan.

An overview of the proposed project timeline (*see Figure 2*) indicates where the creation of the Master Concept Plan fits within the broader redevelopment process. An additional important upcoming milestone in early 2020 will include the launch of a request for proposals to redevelop a mixed-use site of approximately 1.21 hectares (three acres), east of Booth Street and adjacent to the future location of the Ottawa Public Library and Library and Archives Canada joint facility.

Figure 1: Building LeBreton project timeline



## II. Public Consultation Process

### A. Overview and Objectives

The second round of public consultation for the Building LeBreton project took place from November 21 to December 6, 2019, and included an online public survey and an interactive open house to unveil the draft Master Concept Plan and gather feedback on the proposed concept.

| Format                        | Details  | Participants                   |
|-------------------------------|--|--------------------------------|
| <b>Interactive Open House</b> | Bayview Yards, 7 Bayview Station Road<br>November 21, 2019, 5 pm to 9 pm           | Approximately 400 participants |
| <b>Online Public Survey</b>   | Available on the Building LeBreton website from<br>November 21 to December 6, 2019 | 2,050 participants             |

The primary objective of the public consultation was to validate the direction of the community structure and land uses proposed in the draft Master Concept Plan, and gather feedback on key elements of the draft plan, including land uses, parks and open space, and mobility networks. Participants in both the survey and the open house were invited to discover the components of the plan through maps, images, videos and immersive experiences. Information about the draft plan and opportunities to provide feedback were organized into four main topics: Mixed-Use Community, Parks and Open Space, Connections, and Guiding Principles.

### B. Consultation Format

#### Interactive Open House

An interactive, drop-in open house was held on November 21, 2019, at Bayview Yards. More than 400 participants were introduced to the draft Master Concept Plan, and were able to provide feedback on the Mixed-Use Community, Parks and Open Space, Connections, and Guiding Principles. Interactive elements included activity walls, guiding principle “voting” stations, map drawings, and an immersive virtual reality experience. Project staff and subject matter experts were available to answer questions and discuss the proposed plan.

The stations and activities at the open house included the following.

**Process and Context:** Provided background information on the project process, the history of the site, the project’s guiding principles, as well as feedback collected during the first round of public consultation.

**Master Concept Plan:** Provided an initial overview of the draft Master Concept Plan through a large annotated map of the site.

**Immerse Yourself in LeBreton Flats:** Participants were invited to view a 3-D model of the site through virtual reality goggles, providing a new, immersive perspective of the proposed concept.

**Mixed-Use Community:** Maps and renderings of various areas of the mixed-use community demonstrated key proposed features of the plan, including proposed target land uses and building heights and massing.

*Activity*

- Participants were asked to identify which uses, services and amenities they thought were most important to incorporate into the site, by placing a dot sticker next to a list of example images.
- If they felt something was missing, new ideas could be shared on a sticky note.

**Parks and Open Space:** Maps and renderings of various areas of the parks and open space network highlighted the types of park spaces proposed in the plan.

*Activity*

- Participants were asked to identify the types of park features and amenities they thought were most important to incorporate into the site, by placing a dot sticker next to a list of example images.
- If they felt something was missing, new ideas could be shared on a sticky note.

**Connections:** A map displayed the proposed mobility network map, and highlighted key proposed connections to/within the site for various modes.

*Activity*

- Participants were asked to place dots to identify how satisfied they were with the proposed mobility network for each mode of transportation.
- Map handouts were provided if participants wanted to identify additional connections they felt were required.

**Guiding Principles:** Panels outlined how the plan would address each guiding principle.

*Activity*

- Tokens were provided for participants to place into jars to “vote” on how well they felt the plan reflected each of the guiding principles. Additional thoughts could be shared on a sticky note.

**Ensuring Success / Other**

*Activity*

- Comment cards were available for participants to provide any final thoughts or ideas on how to ensure the project’s success.

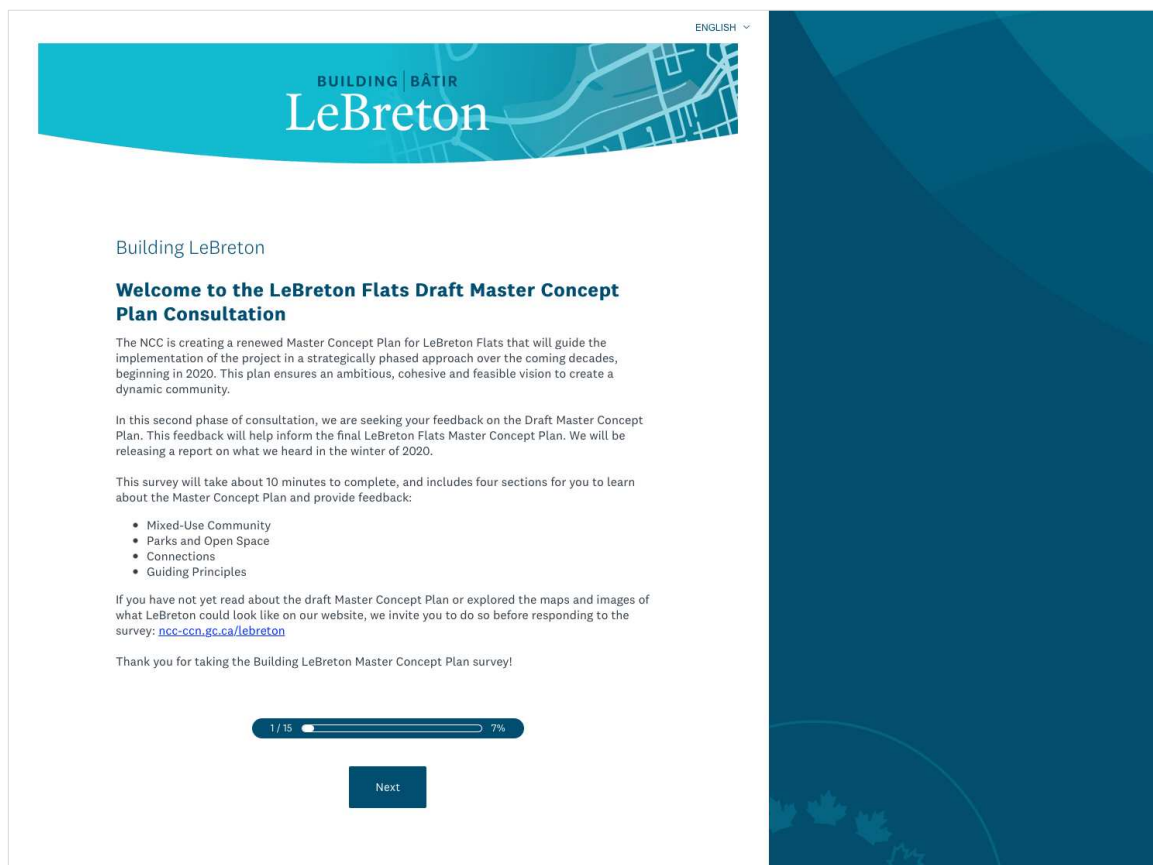
**Online Public Survey**

An online survey was developed, and 2,050 interested Canadians from across the country and in the National Capital Region participated, providing input through the project website. The survey was fully accessible, available in both official languages, and took approximately 10 minutes to complete. All questions were optional.

To ensure that all participants (both in-person and online) had the same engagement opportunities, the format and content presented on the online public survey largely mirrored that of the open house. The survey was divided into the following sections:

- Welcome
- Getting to Know You
- Master Concept Plan
- Mixed-Use Community
- Parks and Open Space
- Connections
- Guiding Principles
- Ensuring Success / Other

Materials that were not available within the survey, such as the open house panels, video or immersive images, were accessible through the project website.



Public online survey welcome page

## C. Invitation and Promotion

The open house and online survey were promoted on the NCC's website and on social media. In addition, printed advertisements were placed in the *Ottawa Citizen* and *Le Droit* newspapers, as well as displayed on bus-shelter posters on Albert and Preston streets, and on 30 OC Transpo



buses. Digital advertisements were posted on the websites of the *Ottawa Citizen*, *Le Droit* and the *Ottawa Business Journal*. Facebook and Google ads and social media posts were also used to promote both the open house and the online consultation to local and national audiences. Live Tweets were posted during the open house itself. The release of the draft Master Concept Plan and the consultation were covered in the media, including the *Ottawa Citizen* and *Ottawa Sun* newspapers, local radio stations (including CBC, CFRA, CKCU and 1310), and trade publications.

An email invitation was sent to contacts on the NCC Public Affairs Division's distribution lists, which included residents' associations, interest groups and individuals. An invitation to media was also distributed.

Members of the project team hosted pop-up events in high-traffic areas around Ottawa (including at the Best of Ottawa Business Awards, Lansdowne Christmas Market and a City of Ottawa Official Plan consultation in the local municipal ward) to engage with new audiences, present the draft plan in a quick format and encourage passersby to complete the online survey.

## IV. Analysis of Public Feedback

Based on in-depth analysis of the feedback and comments collected through the online survey and at the open house, the following section summarizes the key insights and findings from each question/topic area.

### A. Overview: Consultation Highlights

The findings from this public consultation have provided the NCC with valuable insights that will inform the refinement of the Master Concept Plan. Results across the different engagement methods and questions found that the public is generally very supportive of the Master Concept Plan. However, there are still several key areas where public input will be used to further refine the plan so that it better reflects the needs and desires expressed by participants.

#### **Outdoor Amenities and Public Space**

Participants in the public consultation were clear that all-season outdoor amenities and a well-programmed open space network is fundamental for plan success. This includes providing adequate facilities in public parks, better access to the Ottawa River, and more trees and natural spaces.

#### **Liveability**

A desire for maintaining the liveability of LeBreton Flats and surrounding neighbourhoods was also a consistent theme. This means integrating the surrounding neighbourhoods cohesively with LeBreton Flats, providing a range of community amenities and social infrastructure, and making LeBreton physically, financially and socially accessible for all.

#### **Connectivity**

The prioritization of active transportation, while challenged by some participants, was generally seen as a worthy initiative that should be expanded on in the Master Concept Plan. Participants in the public consultation wanted to ensure that motor vehicle traffic does not negatively impact the existing surrounding neighbourhoods or the future community at LeBreton Flats. They also expressed a desire to separate pedestrian and cyclist pathways to further enhance safety and accessibility for active modes. The proposed shared streets (“woonerfs”) were a topic of interest, with some participants seeking more detailed information about their design and function.

### B. Mixed-Use Community

#### **What features do you think are most important?**

There were clear features that participants deemed most important for inclusion at LeBreton Flats. Overall, the features most endorsed by participants included housing, destination retail and services, and local retail and services — with grocery stores receiving the most support overall. Restaurants, farmers’ markets, affordable housing, an event centre and family-size residential units rounded out the top five proposed features. The least popular features included condominiums and innovation space / business incubators, with offices and

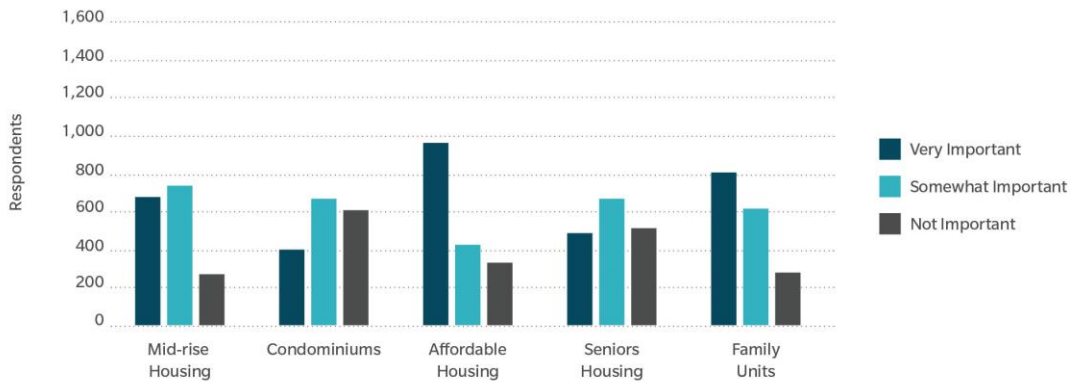
workspaces receiving the least number of votes out of the listed options, both online and in-person. The clear mix of local amenities and destination features highlights the need to accommodate a diverse range of uses and users within the site.

The charts below show the distribution of responses for the different types of proposed uses and amenities.

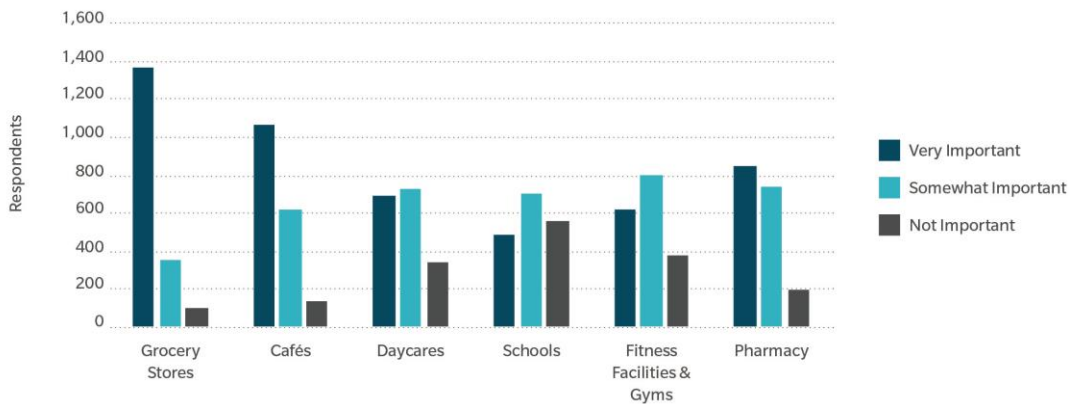
*(Note: Survey and open house responses have been separated, as the feedback collection method varied slightly. "Don't know" and skipped responses have not been included in the survey charts below.)*

### Online Survey

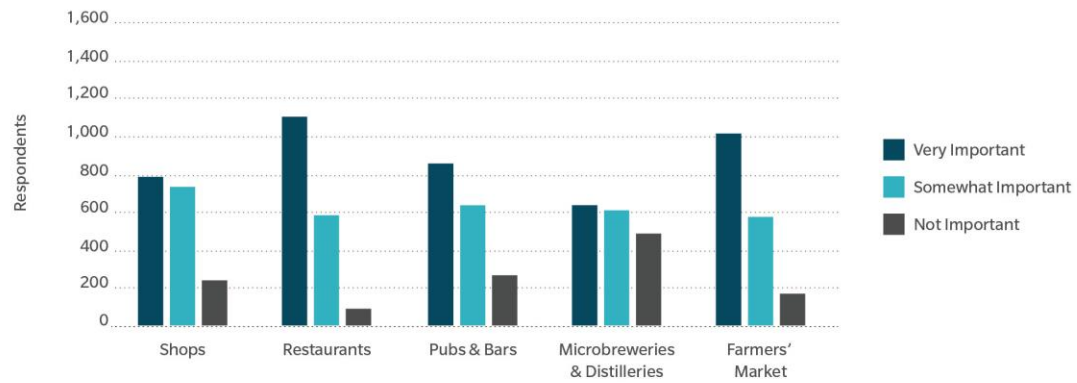
#### Housing



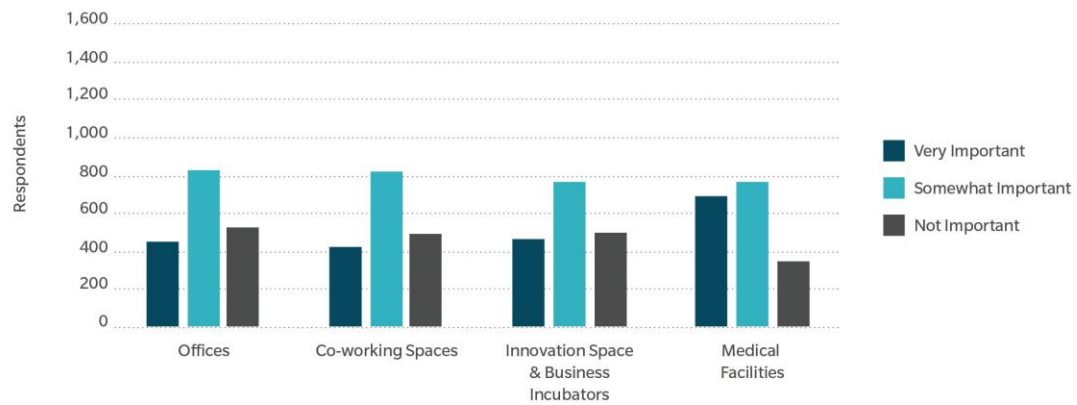
#### Local Retail and Services



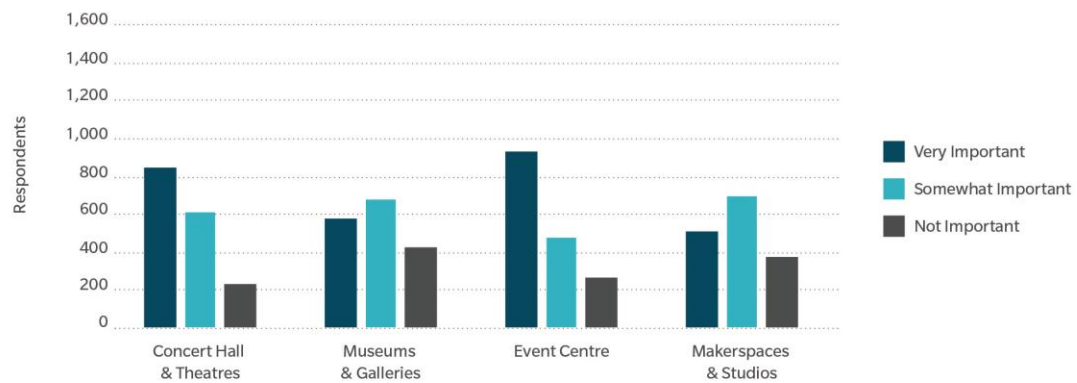
### Destination Retail and Services



### Offices and Workspaces



### Arts and Culture



# Open House

## Mixed-Use Community



## What's missing?

When asked about elements that were missing from the mixed-use component of the plan, participants provided a wide range of feedback. The bulk of these comments touched on five themes: major attractions, parks and open space, community services, active modes of transportation, and arts and culture.

**Major Attraction:** The most frequently cited examples of a potential major attraction were a new hockey arena or major event centre. While there is not unanimous support for such a facility, it was the most frequently discussed topic. Many participants spoke about LeBreton Flats becoming a city-wide destination, suggesting that attractions like an aquarium, a zoo, botanical gardens, a Ferris wheel or a planetarium could help achieve this.

**Parks and Open Space:** Many participants indicated that public space, parks, trails and connections to the Ottawa River should be prioritized. There was a mix of feedback on the types of parks and open space that were preferred, with some participants wanting larger park spaces, while others preferred smaller parks distributed throughout the community. Overall, participants indicated that parks and open spaces will serve a dual purpose of helping the area become both a great place to live and a great place to visit.

**Community Services:** Many participants would like to ensure that community services feature prominently in the redevelopment of LeBreton, including community programming, gathering spaces, social service providers and schools. Participants suggested that putting these types of services in place is a necessary step in the creation of an inclusive community that is supportive of families, seniors and people from all walks of life.

**Active Mobility:** Ensuring that LeBreton does not become a vehicle-oriented community is a top priority for many participants. Multiple participants commented on the importance of cycling infrastructure, walking paths, car-sharing services, and a land-use pattern that promotes walkability. Participants acknowledged that proximity to two LRT stations, along with the right mix of housing, employment and local amenities and services, will reduce dependency on private vehicles.

**Arts and Culture:** Participants wanted to see public art featured throughout LeBreton Flats, with many people suggesting that the area should feature Indigenous art in particular. Beyond public art, participants expressed an interest in creative spaces, artist studios, galleries, classes and workshops, and performance venues (including outdoor performance spaces). Recognizing the significance of the LeBreton Flats redevelopment, many feel that showcasing local history, as well as Canadian art and culture should be a priority.

The following table includes a summary of the remaining comments that fell outside of the top five themes.

| Mixed-Use Community: Comment Summary  |   |
|---|---|
| <ul style="list-style-type: none"><li>• <b>Housing</b><ul style="list-style-type: none"><li>○ Integrated mix of housing types (e.g. affordable, rental, market, cooperative, social, senior, student, tourist accommodation)</li><li>○ Family-oriented housing of various sizes</li></ul></li></ul> | <ul style="list-style-type: none"><li>• <b>Offices and workspaces</b><ul style="list-style-type: none"><li>○ Small-scale offices integrated within neighbourhood</li><li>○ Potential competition with downtown businesses</li></ul></li></ul> |

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### Mixed-Use Community: Comment Summary

- High density and high-rise for efficient use of land
  - Low-/mid-rise built form for human scale
  - Innovation spaces (e.g. tech, start-ups, incubator spaces) to complement, not compete, with downtown
- 
- **Local retail and services**
    - Local businesses rather than “big box” retailers
    - Grocery stores to benefit new development and surrounding neighbourhoods
    - Fitness facilities (e.g. gym, pool, yoga)
    - Basic services to support daily life (e.g. medical clinics, post office, banks, salon/barber)
    - Other retail (e.g. hardware, liquor, general)
    - Community spaces and social services
    - Access to park space
  - **Destination retail and services**
    - Places to eat and gather (e.g. restaurants, pubs, cafés)
    - Public market, farmers’ market
    - Local, unique businesses to attract visitors to the area
    - Event centre or other feature attraction
- 

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### Mixed-Use Community: Sample Comments

*“Mix of uses and people from all walks of life is essential to positive city building. This includes the integration of affordable housing, shared housing, more high-end housing and retirement homes.”*

*“We need a fully serviced neighbourhood; all of these things are very important — especially to encourage older people and families to live here.”*

*“Interesting and innovative retail “experiences” — avoid all chain stores. Make this retail area unique in the city and the country.”*

*“Facilities for artistic/cultural programming would be welcome. However, offering several smaller options instead of one large space might be more efficient. The “event centre,” which I suppose is code for a new Sens arena, would be nice, but shouldn’t be the focal point of this extremely important development.”*

*“Built-in affordability mechanisms to ensure that this is a vibrant, mixed community and not just another Lansdowne where only elites can live and shop. This made the Glebe an expensive place to live, work and visit. What works so well in Montréal to make it a fun and diverse place is that it’s affordable for many different types of people. It would be nice to not create a homogeneous area in the downtown of Ottawa.”*

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## C. Parks and Open Space

### What features do you think are most important?

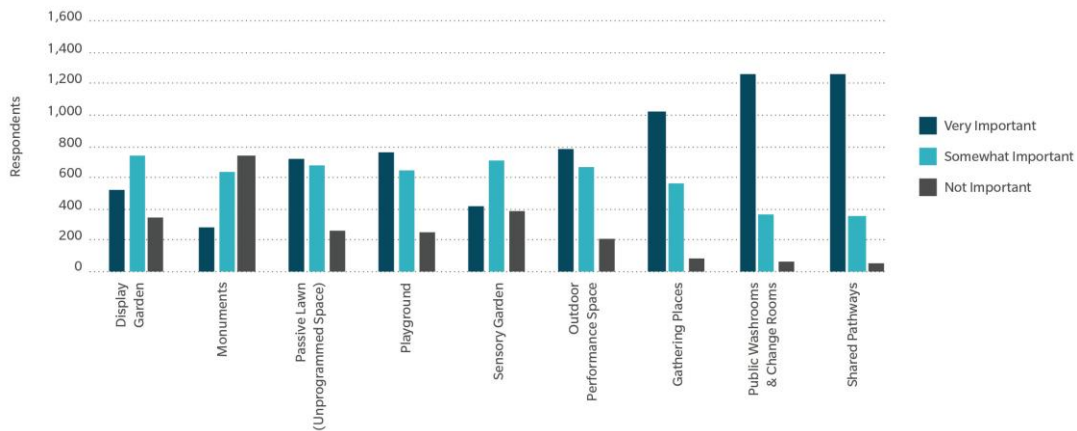
Overall, the features that participants considered to be most important fell within the Riverfront Park and Capital Park categories, with public washrooms and change rooms, shared pathways, and boardwalks receiving the highest level of support. This was closely followed by gathering places in both Capital Park and Neighbourhood Parks. The Urban Beach had the lowest level of feedback of all the parks and open space features. Outdoor fitness and monuments also received lower levels of feedback.

The charts below show the distribution of support for the different types of uses and amenities.

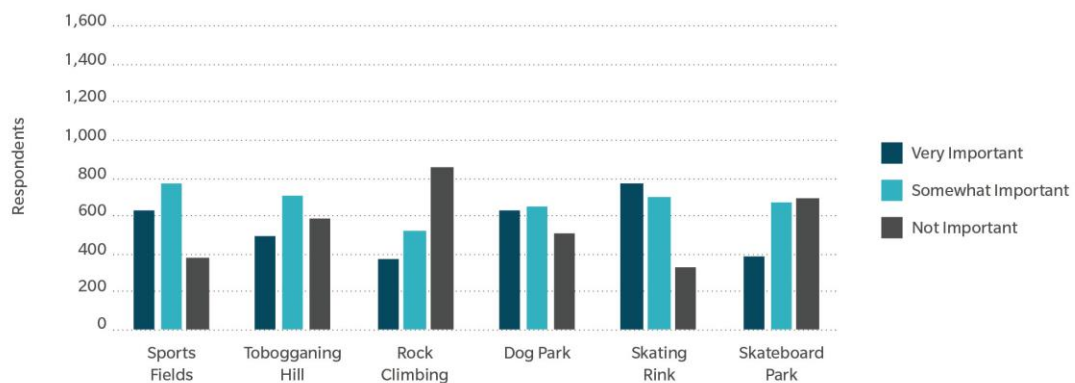
*(Note: Survey and open house responses have been separated, as the feedback collection method varied slightly. "Don't know" and skipped responses have not been included in the survey charts below.)*

#### Online Survey

##### Capital Park

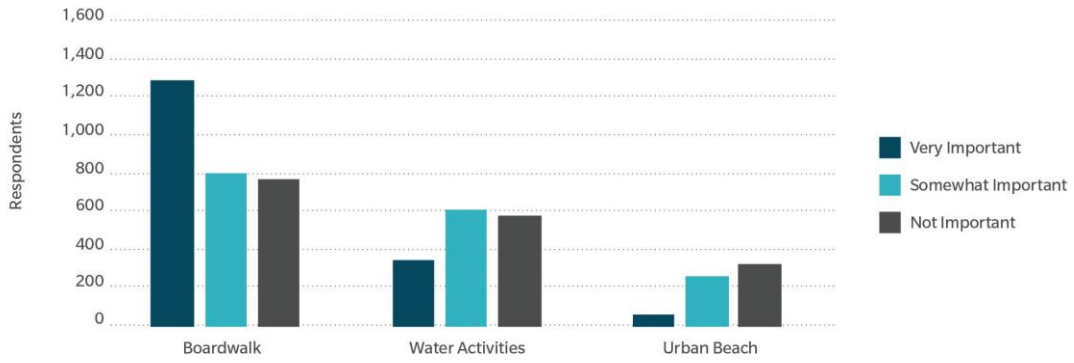


##### Active Park

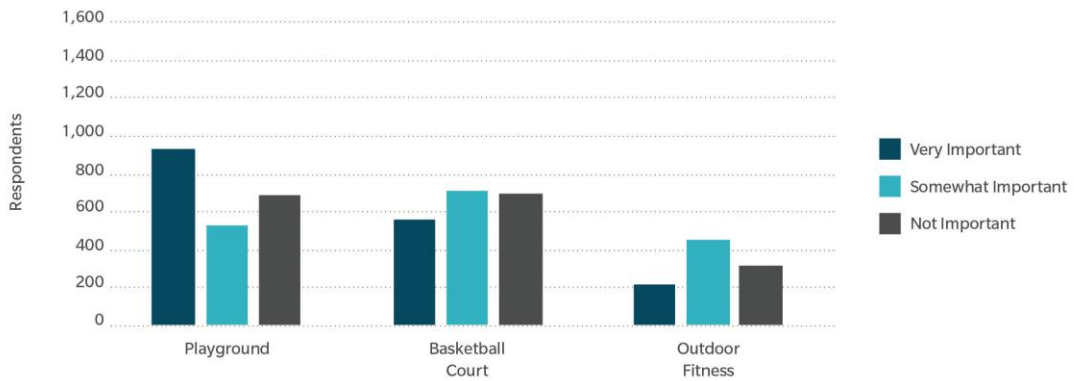




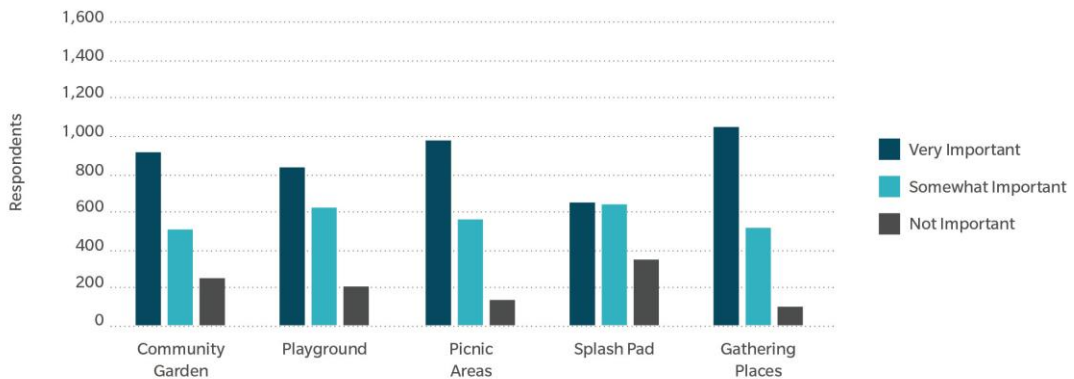
### Riverfront Park



### Urban Playground

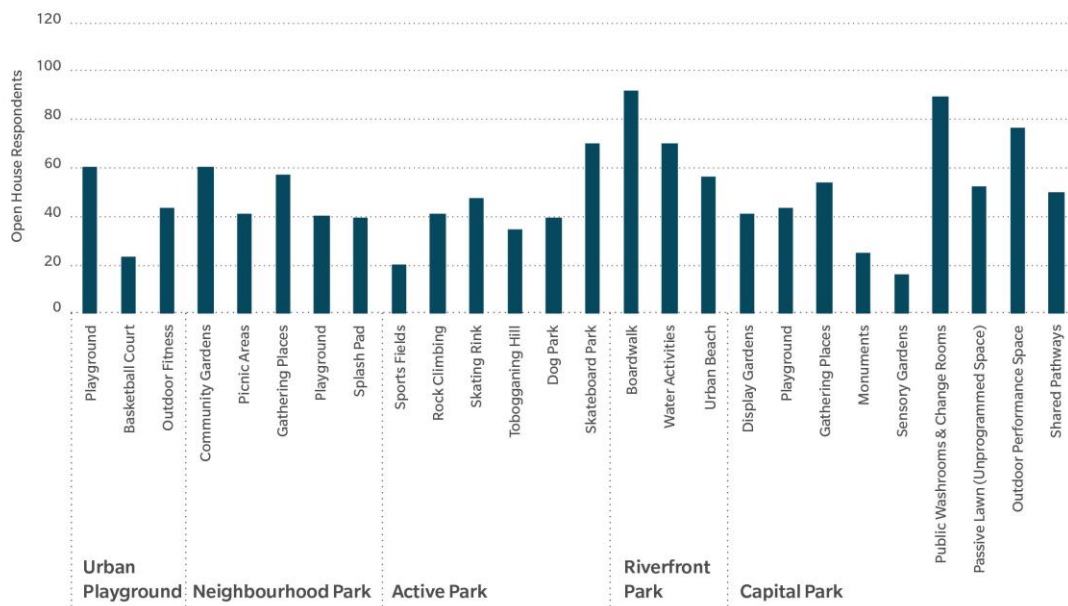


### Neighbourhood Parks



## Open House

### Parks and Open Space



### What's missing?

When asked to identify the types of features they would like to see incorporated into the parks and open space at LeBreton Flats, participants pointed to four major elements: the incorporation of greenery and nature, year-round access to pathways and amenities, the size and location of park space across the site, and specific design ideas.

**Natural Spaces:** One of the most frequent comments made by participants on this subject was that there was a need for more trees and natural areas at LeBreton Flats. Some participants expressed a desire for more natural spaces that are designed for unstructured play and nature-based recreation, while others emphasized the need to provide important habitat for wildlife. Others specifically supported naturalizing the riverfront for both human enjoyment and associated ecological benefits. In addition to more natural spaces and trees, many participants suggested various forms of gardens. Some participants suggested native plantings and wildflowers to create habitat for pollinators. Others suggested adding community gardens, botanical gardens, educational gardens and cultural gardens, including traditional Indigenous medicine or food gardens.

**Year-Round Animation:** Participants wanted to see care taken to ensure that the design of LeBreton Flats is welcoming in all seasons. Suggestions to achieve this included building a sufficient number of covered and protected areas, providing public washrooms and water fountains, and regularly clearing snow from pathways. Many participants wanted to see winter activities incorporated into open spaces, including an outdoor skating rink, firepits, warming huts, and ski and snowshoe trails. Aside from winter features, several participants indicated that they would like to see more opportunities to interact with water through the rest of the year, suggesting features such as water fountains, water slides and an outdoor swimming pool, as well as increased access to the river for recreation such as kayaking and canoeing.

**Scale and Distribution of Parks:** In addition to highlighting what was missing, some participants commented on the overall scale and distribution of the parks and open space in the Master Concept Plan. Many of those who commented were appreciative of the amount of open space in the plan. However, there were also mixed opinions about whether there was enough or too much open space in the plan. Some participants felt that the open spaces themselves were too large for an urban area, or that they should be smaller and more interconnected throughout the redevelopment. Others thought that the integration of large parks and of outdoor event spaces on this site would make the existing LeBreton Flats Park redundant, and suggested that the parks on this site be more local in scale. A few participants wanted to see even more or larger open spaces.

**Design Guidelines:** Some participants commented on the design of some amenities in the parks and open spaces. A common desire expressed by participants focused on separated-use pathways. Several participants felt that separating pedestrians from other faster transportation modes, such as cycling and in-line skating, would be safer and more enjoyable for all users. Additionally, others mentioned the need for temporary use and programming of the site to animate the space, and provide public access prior to full redevelopment.

The following table includes a summary of the comments on parks and open space.

| Parks and Open Space: Comment Summary  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• <b>Better access to the river</b></li> <li>• <b>Gardens and urban agriculture</b> <ul style="list-style-type: none"> <li>○ Community gardens</li> <li>○ Traditional medicine gardens</li> <li>○ Other cultural gardens</li> <li>○ Pollinator gardens</li> <li>○ Botanical gardens</li> </ul> </li> <li>• <b>Gathering spaces</b> <ul style="list-style-type: none"> <li>○ Picnic areas</li> <li>○ Food trucks / cafés</li> <li>○ Washrooms and drinking fountains</li> <li>○ Public art</li> <li>○ Heritage interpretive elements</li> <li>○ Cafés and restaurants</li> <li>○ Outdoor performance spaces</li> <li>○ Dancing/music venues</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• <b>Winter activities</b> <ul style="list-style-type: none"> <li>○ Skating</li> <li>○ Warming huts</li> <li>○ Ski/snowshoe trails</li> <li>○ Firepits</li> <li>○ Tobogganing hills</li> </ul> </li> <li>• <b>Outdoor recreation</b> <ul style="list-style-type: none"> <li>○ Outdoor swimming pool / outdoor beach</li> <li>○ Sports fields / courts</li> <li>○ Sports / recreation equipment rentals</li> <li>○ Dog parks</li> <li>○ Indoor and/or outdoor rock climbing</li> <li>○ Skateboard parks</li> </ul> </li> </ul> |

| Parks and Open Space: Sample Comments  |
|--|
| <p><i>"I love all the proposed green space. This is a very attractive feature that has me interested in moving here. The details of the content of the green space are less important to me but having a view of water would be for me worth making the move."</i></p> |
| <p><i>"The area should be naturally developed with walking paths — the less concrete, the better. If cycling paths are built, they should be separate from walking paths."</i></p>   |
| <p><i>"Trees...lots of trees. A forested section would be nice. Permeable surfaces vs. pavement and concrete. Ponds for wildlife, bird-feeding stations, focus on natural elements."</i></p>   |

### **Parks and Open Space: Sample Comments**

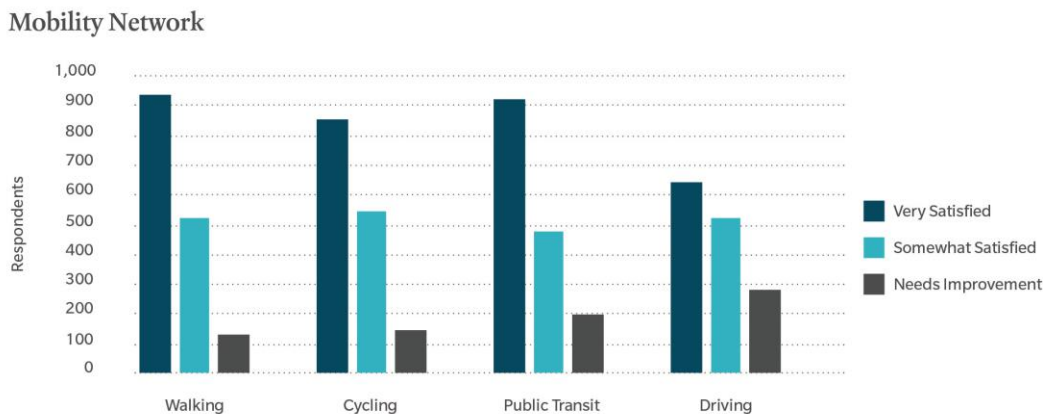
*“Passive forest (unprogrammed wild places), pollinator gardens, trees integrated into urban landscape, pollinator flower corridors and wooded wildlife passages integrated into urban landscape, make the capital park a model of biodiversity and a wild space!”*

*“A natural park-type space, where children and families can engage in creative and some ‘risky’ play and explore the natural world. Use natural building materials.”*

## D. Connections

### How satisfied are you with the proposed mobility network?

Overall, participants were very satisfied with the proposed mobility network. More than 80 percent of participants indicated that they were either “very satisfied” or “somewhat satisfied” with the proposed walking, cycling and public transit networks. Even for driving — the mode that had the highest share of “needs improvement” responses (16 percent) — more than 68 percent of participants indicated that they were very or somewhat satisfied with the proposed road network. The graph below illustrates the distribution of satisfaction by mode of transportation.



*(Note: Survey and open house results have been combined. “Don’t know” and skipped responses have not been included in the charts above.)*

### What additional connections are needed?

In their comments, participants stressed the importance of prioritizing pedestrians and cyclists, connecting the prioritization of active modes with the success of the redevelopment. Many supported the idea of limiting and removing cars from the interior streets altogether, and provided suggestions for ways to reduce reliance on private vehicles within the community by providing local access to amenities and services. Universal accessibility was also a recurring topic noted by many participants, who expressed a strong desire to ensure that all users with limited mobility are able to use the pathways and public spaces throughout the site.

Reflecting the relatively lower rate of satisfaction with provisions for motorized vehicles, participants raised a number of concerns related to the road network within and surrounding LeBreton Flats. Some participants wondered how safe and efficient connections would be established across the busy arterial roads surrounding the site (Albert, Booth and Wellington streets and the Sir John A. Macdonald Parkway) and how growing congestion would be addressed. Those who commented were divided about parking issues, with some advocating for less parking to encourage alternative modes of travel, and others arguing that sufficiently ample parking will be required to accommodate visitors from across the city and those with limited mobility.

The following table includes a summary of the comments on the proposed mobility network.

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## Connections: Comment Summary

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- **Active transportation**
  - Prioritize pedestrians
  - Support a “car-free” lifestyle
  - Consider removing cars from shared streets to limit conflicts
  - Consider other ways to limit traffic, including alternative transportation options (e.g. drop-off locations, buses, shuttles, boating)
  - Separate bike lanes from shared paths
  - Provide other bike facilities (e.g. bike racks, bike rentals)
- **Accessibility**
  - Ensure accessibility throughout the site to accommodate all users
- **Safety**
  - Traffic calming (e.g. reduced speeds on interior streets and arterial roads)
  - Pathway lighting and maintenance
- **Weather mitigation**
  - Provide winter maintenance
  - Create covered connections (e.g. LRT, library) for inclement weather
- **Parking**
  - Reduce/limit the amount of parking so alternative modes are preferred to travel to/within the site
  - Provide some parking (e.g. underground, perimeter) for those who need to drive
  - Ensure that parking is available for those who cannot walk far
- **Improved connections**
  - To the future library from Pimisi Station
  - Across LRT tracks
  - Across arterial roads into surrounding neighbourhoods and downtown
  - Integration with existing street network
  - Circulation and traffic congestion on Booth, Albert and SJAM Parkway
  - To the river (access across SJAM Parkway)
  - Across the river (to Gatineau)

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## Connections: Sample Comments

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*“Please, no cars near this thing. Let’s prioritize pedestrians, cyclists and transit users, without compromise.”*

*“Greater emphasis on making sure these connections are accessible should be made. While nice to have ‘walking’ or ‘cycling’ access, these do not always reflect the needs of people in wheelchairs or who are visibly impaired.”*

*“Interconnection is good, but the residential areas feel like they’re bound by roads. A plan should be worked on to better integrate these roads into the development. Right now, Booth, Wellington and Albert act more as boundaries than connections.”*

*“Seems to be no discussion of the emerging mobility options and what criteria/standards will apply, car share, autonomous vehicles, not just cars, but also delivery drones etc., real opportunity here.”*

*“Love the parking will be underground and the living above ground. This is forward thinking.”*

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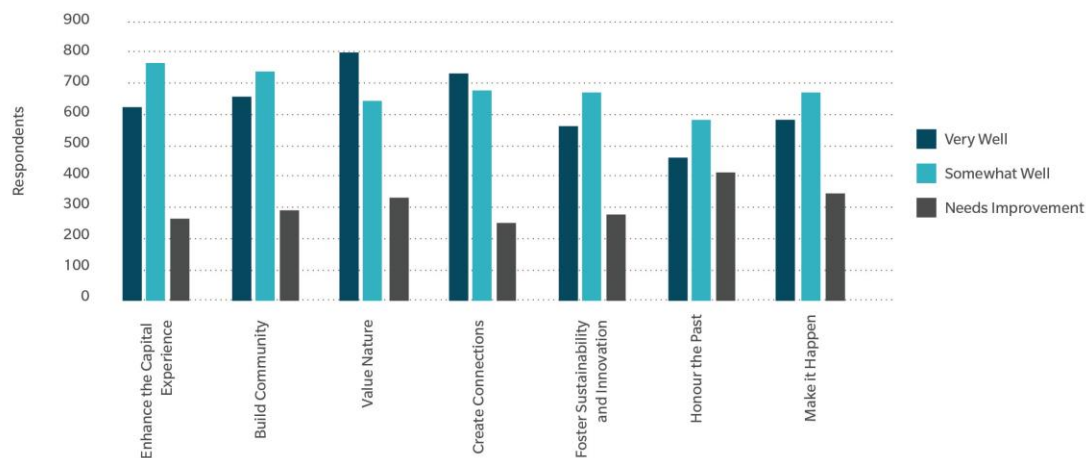
## E. Guiding Principles

### How well do you feel the draft Master Concept Plan reflects this guiding principle?

The draft Master Concept Plan guiding principles were generally well received by the public. More than 70 percent of participants indicated that each of the seven guiding principles was either “very well” or “somewhat well” reflected in the draft Master Concept Plan.

Confidence in the plan was highest with regard to Create Connections and Enhance the Capital Experience, which shared the highest proportion of “very well” and “somewhat well” responses combined (85 percent and 84 percent, respectively). Value Nature received the highest share of “very well” responses. Interestingly, confidence in the plan’s provisions to Make It Happen was the highest out of all seven guiding principles at the open house, receiving over 200 “very well” or “somewhat well” responses. Honour the Past received the highest share of “needs improvement” responses, followed by Make It Happen and Value Nature. The graph below illustrates the distribution of responses for each guiding principle.

Guiding Principles



*(Note: Survey and open house results have been combined. “Don’t know” and skipped responses have not been included in the charts above.)*

At the open house, participants made a total of 64 comments about the guiding principles. Comments pertaining to the two guiding principles that participants felt were least reflected in the Master Concept Plan reveal that many participants simply felt they did not have enough information to have an informed opinion, or that the Master Concept Plan was not clear how it supported the achievement of the objectives. This was particularly true for measures related to sustainability and memorializing/honouring the expropriation of LeBreton Flats and its Indigenous heritage.

## F. Ensuring Success and Other Comments

### How can the NCC ensure that the project is undertaken successfully?

Participants provided a diverse range of feedback on how to ensure the success of the project. The two most common response themes were timing and transparency. Participants indicated that they wanted to see the project move forward and produce tangible results on a near-term horizon. Others wanted to ensure that temporary uses were put in place to activate the area until full build-out is complete. Some said that, rather than see the site remain empty, they would prefer to see anything happen at LeBreton Flats, while others emphasized the need to be efficient, but to “get it right.”

On the theme of transparency, many participants indicated that they would like to see continued engagement and communication with the public and stakeholders throughout the redevelopment process. Some participants suggested having measurable targets and deadlines as a basis on which to report back to communities about the project and to promote accountability.

Others specifically mentioned the need for more engagement and direct involvement of First Nations, community stakeholders and marginalized groups. For many participants, transparency also meant sticking to what is promised in the plan. There were many comments emphasizing the need for the NCC to ensure that the plan’s principles are not diluted or lost due to changing political, private or economic climates.

Generally, participants saw value in the phased approach to implementation, though there were some concerns that the promised public amenities and improvements could get lost if private development is initiated first. Some suggested creating a legally binding community benefits agreement. Others felt that the NCC will need to ensure that it selects the right partners to redevelop the site.

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#### Ensuring Success: Sample Comments

*“Exciting project and just what the city needs! Focus on densification and public transit / walkability. Encourage independent and local retail opportunities to create a unique feel.”*

*“The site can’t be a 20-year construction zone. If the full plan will take many years to complete, interim measures must be taken to make the undeveloped spaces attractive and accessible.”*

*“Please ensure that when you focus on ‘building community,’ you don’t forget a community already exists in the neighbourhood and will be impacted by the decisions being made. Where possible, ensure that existing communities are not massively negatively impacted by the new development (for example, increased traffic, 40-storey tower near existing low-rise housing).”*

*“Boy. It’s about the best plan I’ve seen in the thirty years I’ve lived in Ottawa. I think there may be risks to safety with the separation of the riverfront from the buildings. It would be great to integrate some of that space with the built environment. I would strongly resist excessive artificial spaces along the river itself: we need to learn to allow those spaces to have natural estuaries, wetlands and drainage. I would undertake the project with clear goals but with innovative architecture.”*

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## Ensuring Success: Sample Comments

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*"There needs to be progress. This area has sat vacant for so long. The NCC needs to push the program and get started. Take risks and be creative."*

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### Final Comments

In addition to the comments on implementation, participants suggested a variety of amenities and specific features that they felt would make the plan a success. Many of these comments reiterated the ideas and sentiments put forward in responses to the questions about the Mixed-Use Community, Parks and Open Space, and Connections.

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## Other: Comment Summary

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- **Outdoor amenities and open space**
    - Climbing structures
    - Skateboard park
    - Urban outdoor recreational opportunities (e.g. kayaking, community gardens)
    - Retail/cafés along the riverfront
    - Mixed opinion on whether there should be more public or green space or that there is too much open space or too many large spaces
  - **Design/architecture**
    - High-quality and interesting building architecture and materials
    - Buildings to be "bird-friendly," universally accessible and sustainable (e.g. district energy, carbon neutral)
    - Appropriate scale/height of buildings
    - Heritage elements included in design
    - Mixed opinions on whether or not sightlines should be conserved
    - Mixed opinions on whether contracts should go to international or to local developers
  - **Large-scale amenities**
    - Mixed opinions on whether or not the site should include a hockey arena / major event centre
    - Additional large amenities or tourist attractions (e.g. museums, aquariums)
    - Ensure that event spaces do not conflict with proposed residential uses
  - **Liveability**
    - Design the community to be accessible to all (e.g. families, young professionals, lower-income, seniors, students) with diverse options (e.g. affordable housing, condos, variety of housing types/sizes)
    - Local businesses over large chains or corporations
    - Community amenities and uses (e.g. grocery store, community centre, schools)
    - Integration and connectivity to surrounding neighbourhoods and transportation networks
    - Winter-city features, such as covered or heated pathways
    - Prioritize pedestrians over cars
-

## V. Integration of Results

Overall, public feedback on the structure of the Master Concept Plan and the ideas presented was positive and validated the direction of the NCC's work. Highlights of key changes to the Master Concept Plan arising from public feedback include the following.

- Locations for neighbourhood parks, public squares and potential POPS (privately operated public space) will be identified.
- Tree canopy coverage will be increased throughout the plan area.
  - Strategies will be included in the plan to require the planting of trees in parks and public spaces, including street trees.
  - Right-of-way design guidelines will be drafted to ensure that street trees can be accommodated.
- All-season activation will be emphasized in the plan, including the prioritization of interim, temporary or seasonal programming of public spaces.
- Pedestrian and cyclist pathways will be separated where appropriate, in line with the NCC's Pathway Network for Canada's Capital Region.
- The plan will clearly state a requirement for universal accessibility of the mobility network and public realm (particularly the pairing of any staircases with ramps and/or elevators).
- Emphasis will be placed on microclimate protection, including building orientation and design guidelines that aim to protect pedestrians from wind and inclement weather.
- Towers will be set back further from building podiums by increasing setbacks to three metres (rather than two metres). This will help reinforce a mid-rise built form at the street level, and provide for appropriate transitions to surrounding existing development, while maintaining transit-oriented density.
- While the Master Concept Plan's strategies will focus on active retail frontages with small retail footprints, larger footprint retail areas will be permitted at key intersections to promote the inclusion of uses such as grocery stores at LeBreton Flats.
- Locations for institutional uses will be identified.

While this input will help the NCC refine the plan, there is also a large amount of feedback that provides useful direction and ideas for the implementation planning work that the NCC will undertake through the first half of 2020. Comments related to sustainability measures, housing types and affordability, Indigenous presence and participation, art, heritage and cultural elements, and more will all feed into the implementation planning process.

## VI. Next Steps

With the conclusion of the public consultation on the Master Concept Plan, the project team's first priority is to incorporate the results into a revised version of the Master Concept Plan. This version, including a document outlining the structure of the community and strategies for its design, will be brought to the NCC's Board of Directors in January for its consideration.

Following the Board's consideration of the preliminary Master Concept Plan, the project team will proceed to develop supporting technical studies and an implementation strategy. Over the first half of 2020, this phase of the project will put in place the remaining chapters of the Master

Concept Plan, such as a Heritage and Culture Strategy, Sustainability Plan, Transportation Impact Assessment, and more. These documents will support the NCC's application to amend the City of Ottawa's Central Area Secondary Plan, allowing development to happen according to the NCC's Master Concept Plan. The City of Ottawa is expected to consider the application in the summer of 2020, which will include an opportunity for the public to provide input to the City.

Following the completion of the Secondary Plan amendment, the Master Concept Plan document will be finalized with all technical studies and implementation strategy attached as appendices. This final document will be brought to the NCC's Board of Directors a final time, expected to be in the fall of 2020.

Development implementation will begin with a call for development proposals for the NCC's property at Albert and Booth streets (known as the "Library District") in early 2020. The next phase of redevelopment could proceed before the end of 2020, in line with the implementation strategy which will be developed in the first half of 2020.



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