

Subject: Official Plan Amendment – Preston Street Extension

File Number: ACS2026-PDB-PS-0021

Report to Planning and Housing Committee on 4 February 2026

and Council 11 February 2026

**Submitted on January 26, 2026 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

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Ward: Somerset (14)

Objet : Modification du Plan officiel – Prolongement de la rue Preston

Dossier : ACS2026-PDB-PS-0021

Rapport au Comité de la planification et du logement

le 4 février 2026

et au Conseil le 11 février 2026

**Soumis le 26 janvier 2026 par Derrick Moodie, Directeur, Services de la
planification, Direction générale des services de la planification, de
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REPORT RECOMMENDATIONS

That the Planning and Housing Committee recommend that Council:

- 1. Approve an amendment to the Official Plan as detailed in Document 2 to replace the Preston Street Extension from the City’s Road network with an active transportation bridge; and**

2. **Direct staff to remove the Preston Street Extension from the Needs Based Road Network and Ultimate Road Network in the Transportation Master Plan Capital Infrastructure Plan; and**
3. **Direct the General Manager of Planning, Development and Building Services to execute the Memorandum of Understanding with the National Capital Commission, attached as Document 4, immediately following the By-law coming into effect, with all appeals exhausted; and**
4. **Direct staff to work with the National Capital Commission and Capital Sports Development Inc. to finalize a three-Party Memorandum of Understanding, as described in this report, and bring forward a report to Planning and Housing Committee for approval; and**
5. **That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* ‘Explanation Requirements’ at the City Council Meeting of February 11, 2026,” subject to submissions received between the publication of this report and the time of Council’s decision.**

RECOMMANDATIONS DU RAPPORT

Que le Comité de la planification et du logement recommande ce qui suit au Conseil :

1. **Approuver une modification du Plan officiel, décrite en détail dans le document 2, ayant pour objet de permettre le remplacement du prolongement de la rue Preston dans le réseau routier de la Ville par une passerelle réservée aux modes de transport actifs;**
2. **Enjoindre au personnel de supprimer le prolongement de la rue Preston du Réseau routier d’après les besoins et du Réseau routier absolu figurant dans le Plan des infrastructures du Plan directeur des transports;**
3. **Enjoindre à la directrice générale de la Direction générale des services de la planification, de l’aménagement et du bâtiment de signer le protocole d’entente avec la Commission de la capitale nationale, ci-joint en tant que document 4, dès l’entrée en vigueur du règlement municipal et une fois épuisées toutes les possibilités d’appel;**

4. **Enjoindre au personnel de collaborer avec la Commission de la capitale nationale et Capital Sports Development Inc. en vue de finaliser un protocole d'entente tripartite, décrit dans le présent rapport, et de soumettre un rapport au Comité de la planification et du logement pour approbation; et**
5. **Que le Comité de la planification et du logement approuve que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux « exigences d'explication » aux termes de la *Loi sur l'aménagement du territoire*, lors de la réunion du Conseil prévue le 11 février, 2026 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.**

EXECUTIVE SUMMARY

Planning staff recommend approval of an Official Plan Amendment to remove the Preston Street Extension as a planned arterial road and replace it with a planned active transportation bridge. Staff also support related amendments to the Transportation Master Plan and the execution of Memorandum of Understanding with the National Capital Commission, as outlined in this report.

Staff are of the opinion that the proposed amendment is necessary to enable the continued advancement of the LeBreton Flats Plan of Subdivision and represents an appropriate and policy-consistent transportation solution for this strategic area.

The recommendation is informed by and consistent with Council-approved policy direction, including:

- The **Official Plan**, which prioritizes walking, cycling, and transit within the Downtown Core Transect, supports reduced automobile dependence, and advances climate change mitigation, public health, and complete communities.
- The **West Downtown Core Secondary Plan**, which establishes LeBreton Flats as a compact, highly connected, transit-oriented district and requires resolution of the Preston Street Extension prior to draft approval of subdivision.

- The **Transportation Master Plan**, which recognizes the limitations of road expansion in the Downtown Core and diverse mobility needs.

The Transportation Impact Assessment demonstrates that constructing the Preston Street Extension as an arterial road would attract additional traffic, worsen congestion on surrounding streets, and provide limited mobility benefits due to downstream network constraints. Conversely, replacing the extension with an active transportation bridge improves pedestrian and cyclist connectivity, enhances access to rapid transit stations, and supports the Secondary Plan's transit, walking, and cycling mode share targets.

The proposed approach aligns with the NCC's Master Concept Plan for LeBreton Flats and supports the creation of a high-quality public realm and a complete, 15-minute neighbourhood. Transit operations, emergency access, and the functional requirements of a potential Major Event Centre are referenced in the Memorandum of Understanding, and will be reviewed during the ongoing Plan of Subdivision, and subsequent development applications.

Staff are satisfied that the proposed amendment, together with supporting agreements and implementation tools, appropriately addresses risks and protects the City's interests while advancing Council-approved growth and transportation objectives.

RÉSUMÉ

Le personnel de la planification recommande l'approbation d'une modification du Plan officiel visant à supprimer le prolongement prévu de la rue Preston en tant qu'artère et à le remplacer par l'aménagement d'une passerelle de transport actif. Le personnel appuie aussi les modifications du Plan directeur des transports qui en découlent et l'application du Protocole d'entente avec la Commission de la capitale nationale (CCN), comme le décrit le présent rapport.

Le personnel croit que la modification proposée est nécessaire à la mise en œuvre du plan de lotissement des plaines LeBreton et représente une solution de transport adéquate, conforme à la politique, pour ce secteur stratégique. La recommandation repose sur l'orientation de la politique approuvée par le Conseil et respecte celle-ci, notamment :

- Le **Plan officiel**, qui accorde la priorité à la marche, au vélo et au transport en commun dans le transect du cœur du centre-ville, encourage la réduction de la dépendance à l'automobile et accorde plus d'importance aux mesures

d'atténuation des changements climatiques, à la santé publique et aux communautés complètes.

- Le **Plan secondaire du centre-ville ouest**, qui définit les plaines LeBreton comme un secteur dense, hautement connecté et axé sur le transport en commun, et exige que la question du prolongement de la rue Preston soit réglée avant la rédaction du document d'approbation du lotissement.
- Le **Plan directeur des transports**, qui reconnaît les limites de l'expansion routière dans le cœur du centre-ville et les besoins variés en mobilité

L'évaluation des répercussions sur les transports montre que construire le prolongement de la rue Preston pour en faire une artère attirerait plus de véhicules, augmenterait la congestion sur les rues environnantes et offrirait des avantages limités quant à la mobilité, à cause des contraintes en aval du réseau. À l'inverse, remplacer le prolongement par une passerelle de transport actif améliorerait la connectivité pour les piétons et les cyclistes, accroîtrait l'accès à des stations de transport en commun rapide et favoriserait l'atteinte des objectifs du Plan secondaire en matière de parts modales des déplacements à pied, à vélo et en transport en commun. L'approche proposée suit le plan directeur conceptuel de la CCN élaboré pour les plaines LeBreton et permet la création d'un domaine public de haute qualité et d'un quartier du quart d'heure complet.

Les opérations du transport en commun, les accès d'urgence et les exigences fonctionnelles d'un potentiel Centre pour la tenue d'événements d'envergure sont mentionnés dans le Protocole d'entente et feront l'objet d'un examen lors de la mise en œuvre du plan de lotissement et du traitement des demandes d'aménagement subséquentes.

Le personnel croit que la modification proposée, ainsi que les ententes connexes et les outils d'implantation, permettent de bien gérer les risques et de protéger les intérêts de la Ville, tout en favorisant l'atteinte des objectifs de croissance et de transport approuvés par le Conseil municipal.

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

BACKGROUND

Site location

Preston Street Extension (on part of 813 Albert Street and 2 Wellington Street)

Owner

National Capital Commission (NCC)

Applicant

National Capital Commission

Description of site and surroundings

The long-planned northerly extension of Preston Street (the “Preston Street Extension”) is located at the northern terminus of the existing Preston Street right of way between Albert and Wellington Streets to the north within Somerset Ward (Ward 14). It is located within the larger Master Concept Plan area for LeBreton Flats (the “LeBreton Flats MCP area”), in an area bound generally by Kichi Zibi Mikan Parkway/Wellington Street on the north, Booth Street to the east, Albert Street to the south, and Bayview Station to the west.

The LeBreton Flats Master Concept Plan area west of Booth Street has remained largely undeveloped since being cleared in the mid-1960s with the majority of the site consisting of vegetation, rapid transit infrastructure, and sub-surface infrastructure. Recently, active transportation pathways have been developed linking the O-Train Line 1 stations.

Summary of proposed development

A Master Concept Plan (MCP) for LeBreton Flats has been completed by the NCC (their [Final Concept is included as Annex 5 on page 135 of the West Downtown Core Secondary Plan](#)), which included a comprehensive consultation and urban design process. Through this process, the MCP identified the proposed active transportation bridge, as compared to the planned arterial road, as a more appropriate way to connect the districts within LeBreton Flats and for crossing the east-west O-Train corridor.

A [plan of subdivision application](#) (D07-16-24-0026) has been submitted by the NCC and staff and the applicant continue to work through issue resolution. The LeBreton Flats District will be an important future downtown area, a key designation with the National Capital Region with a variety of housing and employment opportunities. The lands subject to the plan of subdivision are anticipated to include 10 mixed-use blocks, five

residential blocks, one non-residential use block, two park blocks, one open space block, seven private lanes, and six public roads totaling approximately 4,500 dwelling units, 80,000 square metres (860,000 square feet) of commercial or office space and a potential Major Event Centre. The plan envisions a mixed-use complete community that meets the daily needs of both residents and visitors. Through the plan of subdivision application, City staff are reviewing proposed infrastructure, parkland dedications, and transportation networks to support this future community, and determining obligations for the NCC and subsequent developers. The plan of subdivision application submission provides supporting material with the assumption of an active transportation bridge replacing the Preston Extension arterial. Policy 10.2.5 of Chapter 4 of the West Downtown Core Secondary Plan of the Secondary Plan speaks to a decision on the Preston Extension prior to any draft approval of subdivision. A decision on this requested Official Plan Amendment will allow for the continued work on the detailed plan of subdivision.

Summary of requested Official Plan Amendment

The proposed Official Plan Amendment is to replace the Preston Street Extension from the Official Plan as a planned arterial road with a planned active transportation bridge and amend associated policies within the West Downtown Core Secondary Plan. This bridge will link the existing and planned neighbourhoods north and south of the east-west O-Train corridor and the open aqueduct. -

The Official Plan Amendment is required for development applications to proceed with the concept as developed to date.

Other Matters

The application was not processed on time due the significance of making a decision to remove the Preston Extension, and in part was premature until it was known and confirmed that a Major Event Centre would be planned for in LeBreton Flats. The NCC and Capital Sports Development Inc. (CSDI) announced on August 11, 2025, the acquisition by CSDI of the land along Albert Street, which included confirmation of the intent for a new Ottawa Senators arena generally at the corner of Preston and Albert. Since this announcement, the City and the NCC have worked collaboratively to address the broader planning considerations that result from removing the Preston Extension arterial road and its replacement with an active transportation bridge. While this report is primarily focused on the policy details of replacing the arterial road with an active transportation bridge, the success of this approach is also captured in a Memorandum of Understanding (MOU) between the NCC and City, as shown in Document 4. The high-level summary of the MOU commitments includes the following:

City of Ottawa – National Capital Commission MOU

- Regular transit services and access to NCC-owned roads;
- Transit and City service vehicle detours;
- Transportation needs associated with a new Major Event Centre;
- Agreement concerning relocation of the Cave Creek Collector;
- Protecting City infrastructure; and
- Items being addressed via Plan of Subdivision.

Additionally, the City, NCC and CSDI are in active discussions to collaborate and coordinate on items of mutual interest to develop LeBreton Flats with the Preston Extension removed. The intent is to enter into a separate three-party MOU prior to developing the new active transportation bridge or Major Event Centre and would focus on construction phasing (such as moving the Cave Creek collector), managing the timing and design of Albert Street, traffic/intersection impact mitigation during and after construction, etc. Specific to the new Major Event Centre there would also be a clear understanding of items to address through the subsequent site plan applications such as new Transportation Impact Assessment and Parking Strategy for the new arena, and confirmation of how each block will be serviced.

While removal of the Preston Extension arterial to be replaced with an active transportation bridge is one part of the broader building LeBreton Flats initiative, it is important to note that the recommended site-specific policies (Document 2) along with the MOUs and conditions that will arise via the Plan of Subdivision and subsequent development review processes enables a clear vision for developing this important site as being supportive for active transportation design and network resiliency.

DISCUSSION

Public Consultation

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation and policies

Within the Official Plan (OP), the Preston Street Extension is located within the Downtown Core Transect and designated as a Hub with an Evolving Neighbourhood Overlay pursuant to Schedule B1. The following policies are applicable.

Section 2.2.1 speaks to designing a transportation system that will move people efficiently and sustainably and promote walkable liveable neighbourhoods.

Section 2.2.3 on energy and climate change recognizes that transportation represents the second highest source of emissions in Ottawa and that, to reduce greenhouse gas emissions, reliance on vehicles must be replaced with sustainable transportation modes, including walking, cycling, and transit.

Section 2.2.4 on healthy and inclusive communities speaks to support for active transportation and transit, reduced car dependency and creating human scale urban design that includes a public realm inviting for people to be in.

Section 4.1 on mobility recognizes that the City will “take a more deliberate approach to the allocation of space for automobiles and prioritizes the role of public transit and active transportation”. Through this approach, management and improvements to the transportation network that support healthy and complete neighbourhoods will be made by the City, with the intent that more Ottawa residents can live with less reliance on private vehicles.

Section 4.1.4 (1) requires that transportation demand management strategies shall be used to incentivize and remove barriers to sustainable transportation.

Pursuant to Schedule C5 – Downtown Core Road Network, the Preston Street Extension is a planned arterial road. Table 4 within Section 4.1.1 identifies that arterial roads within the Downtown Core Transect are to function for access and flow. Section 4.1.3(5) permits that arterial roads shown on Schedule C5 may be deleted without an amendment to the Official Plan. Furthermore, Section 4.1.2(13) permits that the Active Transportation Network may be modified to provide better levels of service, without an amendment to the Official Plan. For clarity, an official plan amendment was required for this application given the specific policies in the Secondary Plan concerning the Preston Extension.

Section 5.1 is where the Downtown Core Transect is recognized as the historic, geographical, physical cultural, symbolic and employment hub of Ottawa. In this transect, the transportation network shall prioritize walking, cycling and transit over private motor vehicle access and movement (Policy 5.1.2(2)).

Section 5.6, the Evolving Neighbourhood Overlay signifies areas identified for context appropriate change over time. -

Section 6.1 is where Hubs are recognized as areas that are centred on planned or existing rapid transit stations and/or frequent street transit stops. Hubs are planned for a higher density of development with a public realm that is high quality and comfortable

and prioritizes transit users, cyclists and pedestrians (Policy 6.1.1 (3) e), with a mix of uses and connectivity to public transit.

Other applicable policies and guidelines

West Downtown Core Secondary Plan

Within Volume 2A of the new Official Plan, Chapter 4: Pimisi Station and LeBreton Flats District of the West Downtown Core Secondary Plan contains direction and policies specific to the LeBreton Flats area. Policies applicable to the subject site and proposed removal of the Preston Street Extension are as follows:

Section 3: Vision and Planning Principles speaks to compact development with a highly connected network that prioritizes active transportation and transit.

Section 4.1: Albert Corridor Character Area recognizes the NCC and the City will continue to work together on options for a connection along the Preston alignment.

Section 6: Public Realm and Mobility speaks to prioritizing pedestrians and cyclists, while also providing space for emergency services.

Section 10: Implementation speaks to the requirement for a Transportation Impact Assessment (TIA) be submitted to analyze the network impacts of any changes to this planned arterial road. This section speaks to resolution of this issue prior to approval of future development applications.

Transportation Master Plan

The Transportation Master Plan (the “TMP”) is a supporting plan of the Official Plan. As a supporting plan, it is consistent with the growth management policies of the Official Plan and sets the direction for the city’s transportation programs to support future growth. It also serves as the basis for prioritization and budgeting of these transportation programs. The TMP Policies and Active Transportation Projects were approved by Council on April 26, 2023. The Capital Infrastructure Plan that provides a detailed update on transportation infrastructure expansion projects and investments was approved by Council July 23, 2025. Within the [Capital Infrastructure Plan](#), Table B1, Map B1, and Map D5 contain an extension of Preston Street within the Needs-Based and Ultimate Road Network, based on its potential role in providing access to development in LeBreton Flats. However, it received a low score on its importance for addressing mobility needs and was therefore not included in the Priority Road Network.

The TMP documentation also noted that refined road infrastructure requirements could be identified through development review processes; TIAs for large-scale developments

can provide more detailed analysis of a specific area's transportation network needs compared to the high-level modeling conducted as part of the TMP.

Within the TMP approved in 2023, guiding principles include reducing automobile dependence and integrating transportation and land use, as well as meeting diverse mobility needs of all.

Policy 5-2 speaks to prioritizing modes of travel that are space-efficient, that adding vehicular capacity to accommodate peak period travel demand is financially and spatially unfeasible. Road expansion is contrary to City objectives related to climate change mitigation, urban design, health, and safety and is referenced as having higher per-capita costs than the use of sustainable modes. There is a recognition that adding road capacity to address congestion usually results in "induced demand", or that by making driving more attractive, residents may drive more frequently. Section 5-2 also references that road capacity will still be required in certain contexts, one of which is to support public transit. Access for transit is addressed below.

Planning rationale

Key findings of the TIA associated with the amendment were as follows:

- Constructing the Preston extension as an arterial road would attract additional traffic to the area, worsening traffic conditions around LeBreton Flats on Preston Rochester, and Booth Streets.
- Constructing the Preston extension as an arterial road would require a bridge nearly twice as long as Booth Street and a grade difference that would compromise access and permeability to adjacent parcels illustrated in the MCP.
- Constructing the Preston extension as an active transportation bridge increases pedestrian and cyclist accessibility to the O-Train stations to ensure achievement of high transit mode share targets.

The proposed removal of the Preston Street Extension as an arterial road and replacement with an active transportation bridge supports the City's vision for growth as outlined within the OP. The proposed active transportation bridge will maintain permeability within LeBreton Flats while also supporting the creation of 15-minute neighbourhoods. Through this active transportation bridge, people will move efficiently and sustainably, active transportation modes are prioritized, and public realm in LeBreton space surrounding will benefit, in accordance with OP polices 2.2, 4.1 and site designation policies outlined above.

Further to the above, the creation of a pedestrian and cycling bridge supports the visions and policies for the LeBreton Flats MCP area as detailed within the West Downtown Secondary Plan. The Amendment supports the 80 per cent modal share for transit, walking, and cycling found in the Secondary Plan. The entire LeBreton Flats MCP area is within 400.0 metres from a transit station and 11 bus stops are located within walking distance of the site. Emergency services have been consulted and recognize that the path network in LeBreton is being developed to support emergency service vehicles including fire trucks and ambulances. In recent years, downtown fire stations have been testing out vehicles that are smaller and deployed in denser areas with pedestrian connections.

Policies to ensure the City's interests are maintained have been included in the amendment as detailed in Document 2. General risks and concerns for the proposed amendment and how they have been considered are as follows:

1. Reduction in road capacity

- The TIA has illustrated that increasing road capacity through the addition of the Preston Street Extension as a new arterial road link will not improve traffic conditions in the area, because additional traffic diverted or attracted to the Preston extension becomes congested at the capacity constraints created by the interprovincial bridges north of the site.
- Lanes will be adjusted through the Albert Street Streetscaping Project to convert one of the eastbound through lanes to an additional eastbound left turn onto Booth Street from Albert Street, as recommended in the Transportation study.
- A Transportation Demand Management Strategy will be implemented through the Plan of Subdivision application to ensure that alternative methods of transportation from private vehicles are the majority of trips.

2. Transit operational flexibility

- Intersection modifications to ensure reliable bus service will be analyzed by the applicant as part of subsequent development applications.
- An MOU has been drafted between the City and the NCC to ensure OC Transpo and STO bus access to NCC-owned roads, to provide for the same connectivity as the Preston Street extension would have provided, and to allow for good bus service to the developing communities on the north side of the east-west O-Train corridor and also for event-based bus

service between the Major Event Centre and locations away from the O-Train network.

3. Obligation for future road modifications

- Road and intersection modifications required as a result of development within the LeBreton Flats MCP area shall be implemented through the development review process, including the current Plan of Subdivision application with the NCC.

4. Access to the potential Major Event Centre

- Access to the Major Event Centre for emergency vehicles, loading and other functional requirements will be accommodated through future development applications and will not adversely impact pedestrian and cycling facilities along Albert Street.
- Bus stops at the Major Event Centre and pedestrian routes between the Major Event Centre and Pimisi and Bayview O-Train stations will be planned and approved through future development applications.
- There would be risk in delaying this OP Amendment until provision of more detail on the Major Event Centre. The plan of subdivision application including proposed road network, relying assumptions and proposed public road network is dependent on this decision for the Preston Street extension. A delay in the plan of subdivision means delaying the provision of 4,000 dwelling units and 3,750 jobs post construction. As a result of consideration of risk, this report is recommending proceeding with the amendment in the absence of a site plan control application on the Major Event Centre, with policies as part of the OPA that ensures the City's concerns have been addressed.

The proposed amendment maintains the intent of the OP and will ensure the advancement of LeBreton Flats as a destination experience and complete community in accordance with the NCC's Master Concept Plan.

Provincial Planning Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2024 Provincial Planning Statement.

RURAL IMPLICATIONS

There are no rural implications associated with the recommendations in this report.

CONSULTATION

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan amendments. Further information can be found in Document 3 below.

COMMENTS BY THE WARD COUNCILLOR

Ward Councillor Ariel Troster supports removal of the arterial road for an active transportation bridge.

LEGAL IMPLICATIONS

With the passage of Bill 185, as amended, an official plan amendment is only subject to appeal by “specified persons”, essentially utility providers, and government entities, and the registered owner of a parcel of land subject to the amendment.

If Council determines to refuse the amendment, reasons must be provided. In the event of an appeal, it is anticipated that a hearing of one to two weeks would be required. It would be necessary for an external planner to be retained and also an external transportation engineer.

There are no legal impediments to signing the Memorandum of Understanding with the National Capital Commission.

RISK MANAGEMENT IMPLICATIONS

There are risk implications. These risks have been identified and explained in the report and are being managed by the appropriate staff.

ASSET MANAGEMENT IMPLICATIONS

There are asset management implications.

The planned arterial road extension on Preston Street was previously listed as a Development Charge item and would have been paid for and assumed by the City as a public road.

The intent at this time is for the active transportation bridge paid for and constructed by the applicant. Details associated with obligations will be confirmed through other Planning Applications, including but not limited to the Plan of Subdivision process.

FINANCIAL IMPLICATIONS

There are no direct financial implications associated with removing the Preston Street Extension as it has not been budgeted for and is not included in the Development

Charge Background Study. There are no financial implications associated with the active transportation bridge as the intent is that it will be paid for and constructed by the applicant. In the event the applications are refused and appealed, it would be necessary to retain an external planner and external transportation engineer. This expense would be funded from within the existing Planning Service operating budget.

The commitments described in the MOU are expected to be funded from within existing resources.

ACCESSIBILITY IMPACTS

This amendment is subject to Official Plan policies. Accessibility will be further considered at the Plan of Subdivision stage and subsequent development applications that detail the design of access and pathways. The new active transportation bridge will be required to meet accessibility standards.

CLIMATE IMPLICATIONS

In January 2020, Council unanimously approved the Climate Change Master Plan (CCMP), which is the overarching framework for how Ottawa will mitigate and adapt to climate change over the coming decades. It set short, mid, and long-term targets to reduce community greenhouse gas (GHG) emissions by 100 per cent by 2050 and corporate emissions by 100 per cent by 2040.

Applying a climate lens to the new OP and its supporting documents was one of eight priority actions within the CCMP, to be undertaken during the period 2020-2025. Energy and Climate Change was one of six cross cutting issues identified in the plan with strategic directions that guided and helped inform the policy framework within many sections of the Plan. Planning a compact and connected city is one such priority, by planning sustainable communities that consume less energy for transportation.

Given that almost half of the city's total emissions originate from the transportation sector and that the location of the proposed arterial road replacement with an active transportation bridge is within an area that can support and enable higher mode shares by transit and sustainable modes, the proposed OPA is appropriate.

TERM OF COUNCIL PRIORITIES

This project addresses the following [2023-2026 Term of Council Priorities](#)

- Is more connected with reliable, safe and accessible mobility options.

APPLICATION PROCESS TIMELINE STATUS

The Council approved timeline **has not been met**. This application (Development Application Number: D01-01-20-0010) was not processed by the "On Time Decision Date" established for the processing of Official Plan amendments due to the complexity of issues and departments involved.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Official Plan Amendment

Document 3 Consultation Details

Document 4 City of Ottawa – National Capital Commission MOU

DISPOSITION




Planning, Development and Building Services Department will prepare an implementing by-law and forward it to Legal Services.

Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL	
D01-01-20-0010	2026-0006-A		
I:\CO\2022\OPA\Prop Preston St extenRev2026		 Preston Street extension / Prolongement de la rue Preston	
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REVISION / RÉVISION - 2026 / 01 / 05		 <small>NOT TO SCALE</small>	

Document 2 – Details of Recommended Official Plan Amendment

Official Plan Amendment 55 to the Official Plan for the City of Ottawa

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THE STATEMENT OF COMPONENTS

PART A – THE PREAMBLE introduces the actual amendment but does not constitute part of Amendment No. 55 to the Official Plan for the City of Ottawa.

PART B – THE AMENDMENT constitutes Amendment 55 to the Official Plan for the City of Ottawa.

PART A – THE PREAMBLE

Purpose

Location

Basis

PART B – THE AMENDMENT

Introduction

Details of the Amendment

Implementation and Interpretation

PART C – THE APPENDIX

Schedule A of Amendment 55 – Official Plan for the City of Ottawa

Schedule B of Amendment 55 – Official Plan for the City of Ottawa

PART A – THE PREAMBLE

PURPOSE

The Official Plan Amendment would replace the Preston Street Extension from the City’s road network in the Official Plan with an active transportation bridge and amend associated policies within the West Downtown Core Secondary Plan.

LOCATION

The planned northern extension of Preston Street (the “Preston Street Extension”) is located at the northern terminus of the existing Preston Street right of way between Albert Street and Wellington Street to the north within Somerset Ward (Ward 14).

BASIS

The proposed removal of the Preston Street Extension and replacement with an active transportation bridge supports the City’s vision for growth as outlined within the OP. The proposed active transportation bridge will maintain permeability within LeBreton Flats while also supporting the creation of 15-minute neighbourhoods. Through this potential active transportation bridge, people are being moved efficiently and sustainably, active transportation modes are prioritized, and public realm in LeBreton space surrounding will benefit.

PART B – THE AMENDMENT

1. Introduction

All of this part of this document entitled Part B – The Amendment consisting of the following text and the attached Schedules constitutes Amendment No. 55 to the Official Plan for the City of Ottawa.

2. Details of the Amendment

The following changes are hereby made to the Official Plan for the City of Ottawa:

In Official Plan Volume 1:

- 2.1 Amend Schedule C5 – Downtown Core Road Network by removing the segment “Arterial-Proposed (alignment defined)” as shown in Schedule B.
- 2.2 Amend Table 1 within Schedule C16 – Road Classification and Rights of Way Protection by removing the row pertaining to the “Preston extension”.

In Official Plan Volume 2A, West Downtown Core Secondary Plan, Schedules and Annexes:

2.3 Amend West Downtown Core Secondary Plan Schedule P – Pimisi Station and LeBreton Flats District Mobility Network from “Preston Street Connection (planned arterial road or future active transportation connection to be confirmed)” to “Preston Street Active Transportation Bridge” as shown in Schedule A.

In Official Plan Volume 2A, West Downtown Core Secondary Plan, Chapter 4: Pimisi Station and Lebreton Flats District:

2.4 Amend West Downtown Core Secondary Plan “Preston Street corridor” and “Preston Street Connection” references found in Chapter 4, Subsection 4.1 Albert Corridor Character Area, (Policy 10), and Subsection 6.4 Privately-Owned Public Spaces (POPS) and other features of the Public Realm, (Policy 9 b) to “Preston Street Active Transportation Bridge”.

2.5 Amend West Downtown Core Secondary Plan, Chapter 4, Subsection 4.5 Aqueduct Character Area, (Policy 44), from “under the future Preston Street connection” to “at the future Preston Street Active Transportation Bridge”.

2.6 Amend West Downtown Core Secondary Plan, Chapter 4, Subsection 4.1 Albert Corridor Character Area, under heading ‘Public Realm and Mobility’, to add the following policies and re-number subsequent policies:

“9) Where a potential large-scale facility is proposed:

a) The internal road network south of the east-west O-Train corridor and north of Albert Street between Preston and Booth Streets shall be assessed for local transit service access during the development review process; and

b) The site shall support access for transit service, municipal, emergency, and commercial vehicles. Turning movements shall not conflict with pedestrian and cycling facilities on Albert Street. Any roadway or intersection modifications required to enable special event transit service will be implemented through the development review process.”

2.7 Amend the West Downtown Core Secondary Plan, Chapter 4, Subsection 10.2 Review of Development Applications (Policy 11) by adding the bold and underlined text as follows:

“11) Streets, pathways, **active transportation bridges**, and other aspects of the mobility network shown on Schedule P; Pimisi Station and LeBreton Flats District – Mobility Network, shall be implemented through the development review process, unless provided for in a development charge background study or other capital project.”

2.8 Amend the West Downtown Core Secondary Plan, Chapter 4, Subsection 10.2 Review of Development Applications, by deleting current policies 4), 5) and 6), replacing them with the following, and re-numbering subsequent policies starting with existing policy 7) accordingly:

“4) In the LeBreton Flats District, motor vehicle parking regulations in the Zoning By-law shall support the prioritization of transit, walking and cycling, including maximum limits on parking supply.

5) Road and intersection modifications required as a result of development within the LeBreton Flats Master Concept Plan area shall be implemented through the development review process.

6) The LeBreton Flats District west of Booth Street has an overall Transportation Demand Management Strategy submitted as part of the Plan of Subdivision application for these lands. To support LeBreton Flats’ high sustainable mode share targets and to maintain acceptable traffic and transit operations at all times, including during weekday peak hours and during events, individual development applications will implement a Transportation Demand Management Strategy through the development review process.

7) Transportation studies associated with the Plan of Subdivision and subsequent development review process applications shall include an analysis of required intersection modifications that ensure reliability and operational flexibility for transit services, including, but not limited to, the

intersections of Booth and Wellington Streets, and the Kichi Zibi Mikan Parkway and Slidell Street/Onigam Street.”

3. Implementation and Interpretation

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

**PART C – THE APPENDIX
SCHEDULE A**



Prepared by: Planning, Infrastructure and Economic Development Department,
Services de la planification, de Géospatial Analytics, Technology and Solutions



Préparé par: Infrastructure et du développement économique,
Analyse géospatiale, technologie et solutions

D01-01-20-0010 24-0480-A

M Master/0220/PAs OPA 55 Downtown Core Road Network/SchedB

Revision:

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**SCHEDULE A to
AMENDMENT NO. 55**

to the OFFICIAL PLAN
for the CITY OF OTTAWA
**Amending West Downtown Core
Secondary Plan - Schedule P**

Pimisi Station and LeBreton Flats District -
Mobility Network

2 DESIGNATION CHANGED FROM "PRESTON STREET CONNECTION (PLANNED ARTERIAL ROAD OR FUTURE ACTIVE TRANSPORTATION CONNECTION TO BE CONFIRMED)" TO "PRESTON STREET ACTIVE TRANSPORTATION BRIDGE" /

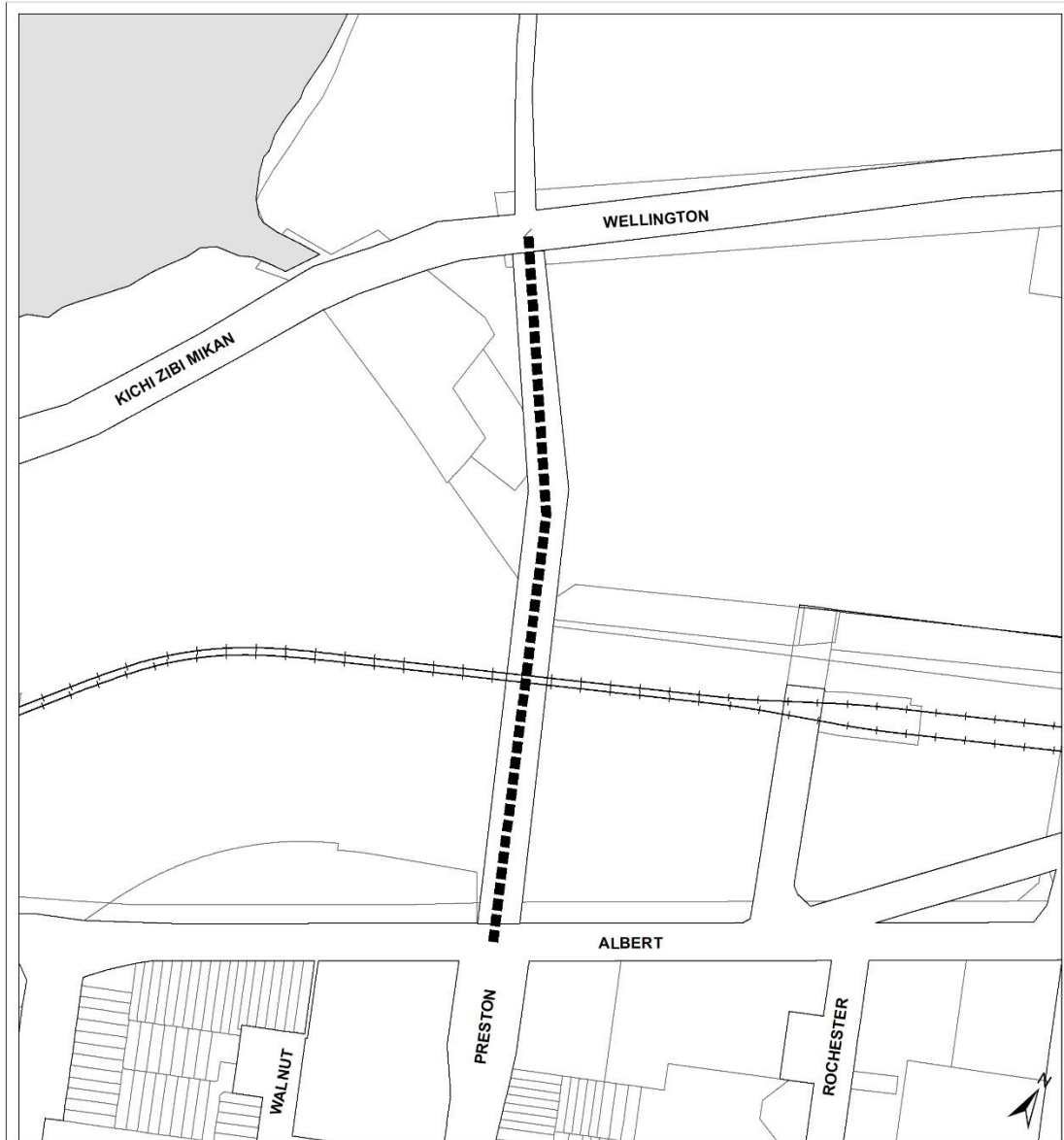
LA DÉSIGNATION A ÉTÉ MODIFIÉE DE "CONNEXION DE LA RUE PRESTON (ARTÈRE PRÉVUE OU FUTUR LIEN DE TRANSPORT ACTIF À CONFIRMER)" AU "PONT DE TRANSPORT ACTIF DE LA RUE PRESTON"

**ANNEXE A de
L' AMENDEMENT No. 55**

au PLAN OFFICIEL
de la VILLE D'OTTAWA
**Modification du plan secondaire
Centre-ouest - Annexe P**

Secteur de la station Pimisi et des
plaines LeBreton - Réseau de la mobilité

SCHEDULE B



Prepared by: Planning, Infrastructure and Economic Development Department
 Services de la planification, de Géospatial Analytics, Technology and Solutions



Préparé par: Infrastructure et du développement économique,
 Analyse géospatiale, technologie et solutions

D01-01-20-0010 24-0480-A

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**SCHEDULE B to
 AMENDMENT NO.55**
 to the OFFICIAL PLAN
 for the CITY OF OTTAWA
 Amending Volume 1
 Schedule C5 - Downtown Core Road Network

**ANNEXE B de
 L' AMENDEMENT No.55**
 au PLAN OFFICIEL
 de la VILLE D'OTTAWA
 Modification du volume
 Annexe C5 - Réseau routier de Centreville

■■■■■■■■ "ARTERIAL - PROPOSED (ALIGNMENT DEFINED)" DESIGNATION TO BE REMOVED /
 DÉSIGNATION "ARTÈRE - PROPOSÉ (ALIGNEMENT DÉTERMINÉE)" À SUPPRIMER

Document 3 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan amendments. In 2019, prior to the submission of this subject Official Plan Amendment, The NCC held consultation on their Master Concept Plan including two open houses at the Canadian War Museum and Bayview Yards, and online interactive surveys with approximately 5,000 people participating. This public consultation led to the creation of guiding principles and validated the direction of the community structure and land uses proposed in the Master Concept Plan including land uses, parks and open space, and mobility networks. Interactive elements of the open house held at Bayview Yards in 2019 included activity walls, guiding principle “voting” stations, map drawings, and an immersive virtual reality experience. The online survey was fully accessible, available in both official languages, and took approximately 10 minutes to complete. The NCC has also formed the Building LeBreton Public Advisory Group, which meets approximately quarterly. This consultation completed by the NCC is extensive. Through the city run circulation for this specific Official Plan Amendment, seven comments of support, three comments of concerns, and two requests for information were received.

Public Comments and Responses

Comment: Support for amendment including preference for pedestrianized spaces, recognition of positive contribution to human well being and ecological health, increased path connection.

Response: Staff concur as per the recommended amendment.

Comment: Concern with new multi-use pathways. Desire to see grade separated bike lanes and sidewalk for safety.

Response: The design of the proposed active transportation bridge is still to be determined.

Comment: Concern for land use, building heights, building design.

Response: Those elements are outside the scope of this Official Plan Amendment.

Comment: Concern that potential double left turn lane from Albert onto Booth promotes peak hour car commuting and makes the intersection hostile to pedestrians.

Response: The purpose of the double left turn lane is to improve safety for pedestrians and cyclists. The current north crossing occurs at the same time of the eastbound left, which creates conflict between eastbound left turning drivers and crossing pedestrians and cyclists. The additional eastbound left turn lane allows for the separation in time of this turning movement from the east-west pedestrian crossing and therefore removes the conflict. In addition, the additional eastbound left turn lane is created through reallocation of an underutilized eastbound through lane. Therefore, the overall intersection size and crossing distance will not be increased, and pedestrian level of service will not be degraded.

Comment: Concern that cars are idling too long. A road extension and more road capacity is the obvious solution to traffic congestion.

Response: The Transportation Impact Assessment submitted as part of the application has illustrated that constructing the Preston extension as an arterial road would divert additional traffic to the area, worsening traffic conditions around LeBreton Flats on Preston, Rochester, and Booth Streets. Additionally, the existing bridges over the Ottawa River (the Portage Bridge and the Chaudière Crossing) would remain as the area's major "bottleneck", and the Preston Street extension would not alleviate this capacity constraint in the network. The OP speaks to designing a transportation system that will move people efficiently and sustainably and promote walkable liveable neighbourhoods. Moving people sustainably in a dense urban environment means consideration of a variety of space-efficient means of transportation including transit, pedestrian and cycling as an alternative to vehicular priority. Per Policy 9-4 of the Transportation Master Plan, "in the Downtown Core and Inner Urban transect, it is recognized that road widening is not a viable solution to peak period congestion. Where vehicular volumes exceed the road capacity in these locations, mitigation may be limited to shifting travel to other modes or less congested travel times or the optimization of traffic signals using intelligent transportation systems such as advanced traffic control systems to maximize efficiency."

Comment: Walk signals should only be triggered by pedestrians in the area, not automatically.

Response: In the urban core, pedestrian and vehicle volumes warrant automatic walk signs for pedestrians, as opposed to being triggered by demand.

Community Organization Comments and Responses

The Dalhousie Community Association provided the following comments:

The Traffic Impact Assessment prepared for this application states in the Executive Summary:

Constructing the Preston extension would divert 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 and result in an increase in traffic in both directions on Preston Street, Rochester Street and Booth Street.

On this basis, the DCA supports the NCC application to delete the Preston vehicular extension from the OP. This support is provided with qualifications, however.

“Status Quo” on Booth

The TIA argues that the elimination of the Preston vehicular extension will not change the status quo on Booth. We have two concerns with this statement:

- The city describes Booth as an “arterial.” It is, north of Albert, but south of Albert it is a “major collector,” or “minor corridor.” The difference is significant.
- The “status quo” on Booth south of Albert does not meet city standards for major collectors. According to the TIA for 665 Albert, Booth south of Albert currently exceeds the “acceptable volume threshold” (600 vehicles during the peak hour).

Whether the Preston vehicular extension is removed from the OP or not, significant changes are needed to reduce vehicular traffic on Booth south of Albert, just to meet acceptable city standards.

Westbound Left Turn, Parkway to Booth

One of the effects of interprovincial traffic on neighbourhoods in and south of LeBreton Flats has been the prohibition of turns from the westbound lane of the Parkway south on Booth. It has been argued (including by the DCA) that permitting this turn would result in a significant increase in traffic in local residential areas. For hundreds (soon to be thousands) of residents on Lett, however, vehicular access to the rest of the Dalhousie neighbourhood is denied.

However, since the end of May this year the city has permitted the westbound left turn from the Parkway while the Chaudiere crossing is being repaired. Because the southbound through lane on Booth has been closed and vehicular movement prohibited in this direction at the intersection of Booth and Albert, traffic on residential streets south

of Albert has been reduced, including on Booth. Residents of this neighbourhood have reported no increase in southbound traffic on Preston as a result of this temporary closure.

The DCA recommends that the city and the NCC assess the merits of maintaining as permanent the traffic changes announced by Public Services and Procurement Canada in May. This assessment is a condition of DCA support for the removal of the Preston vehicular extension.

Booth Street Corridor Study

The BSCS was completed in May 2004. It was intended then to resolve the vehicular traffic problems on Booth, and with significant community participation, major changes to the corridor were recommended.

The city, the NCC and the community should revisit the BSCS as part of the TIA for the Preston vehicular extension, as part of its analysis of neighbourhood traffic management requirements.

It is essential to know whether the recommendations of the BSCS have been fully implemented and the effectiveness of those recommendations that have been put in place. Without this information the TIA is incomplete.

“Aggressive” Mode Share Splits

The TIA recommendations are based on what it describes as “aggressive mode share splits are targeted, with 15 per cent auto driver, five per cent auto passenger, 60 per cent transit and 20 per cent walking and cycling.”

The experience on Lett, where underground parking for vehicles is provided for every unit, suggests that reaching these targets will be a challenge, and that significantly increased vehicular traffic on residential streets will be difficult to avoid. Vehicular parking supply at 301 Lett will add 340 spaces underground. Developments approved or proposed for 555 Albert and 665 Albert will increase underground parking adjacent existing residential neighbourhoods by 192 and 202 spaces, respectively. Other developments planned for the LeBreton Flats development will add to this number. For example, at 900 Albert (south side), 1,183 above ground and underground parking spaces are planned.

Intense vehicle parking provided on LeBreton Flats will challenge the forecast mode share split and put pressure on the traffic capacity of adjacent residential streets. Again, the city and the NCC must study this impact to determine how it is to be managed if the Preston vehicular extension is eliminated.

Some Background

At the time of LeBreton Flats clearance in the 1960s, Preston Street, an arterial road, and Rochester Street, a minor collector, were no longer directly connected to the area north of Albert/Scott. As a result, the majority of vehicular traffic travelling to and from the Chaudière Bridge crossing was channeled onto Booth Street, designated a major collector.

This was intended to be a temporary development, pending the construction of both a Bronson extension and a Preston extension. The Bronson extension was removed from the OP and Transportation Master Plan in the early 2000s, but no alternative means of moving interprovincial traffic from a collector to adjacent arterial roads was introduced at that time.

Through 'benign' neglect, this "temporary" channeling of traffic onto a single collector has lasted close to five decades, creating significant hardships for residents of neighbourhoods south of Albert and especially for those living along the Booth Street corridor. Booth carries a heavy volume of commuter traffic that results in daily queues at the intersection of Booth and Albert as the TIA makes clear.

A study carried out in 2019 by the Southern Ontario Centre for Atmospheric Aerosol Research at the University of Toronto identified commuter vehicles and large trucks as the source of air-borne pollution (including diesel exhaust, nitrogen oxide and ultra fine particles) that may well approach levels hazardous to health. Given that housing along Booth is less than 20.0 metres from vehicle exhaust pipes, residents of this neighbourhood are particularly vulnerable to the effects of these emissions.

In addition, despite not being a designated heavy vehicle route, Booth Street experiences a high volume of heavy vehicle traffic. The TIA notes that measures have been taken to slow traffic on Booth and to discourage truck traffic. Unfortunately, for local residents, these measures have proven largely ineffective, as have appeals to the Ottawa Police Service for greater enforcement.

Following the BSCS in 2004, two speed humps were installed on Booth Street, one between Albert and Primrose, and the second between Elm and Primrose. The former hump seems to have been effective in slowing traffic. However, the second hump, located on a hill, has created additional difficulties for residents. Each time any vehicle goes over the hump at a speed greater than 30 kilometres per hour, vibrations shake adjoining residences. A study conducted in 2019 by the City of Ottawa indicated that there are an average of 283 such vibrations within each 24 hour period. Again, mitigating measures have been proposed, and again these have been ineffective.

It should be emphasized that the effects of high volumes of commuter traffic and heavy vehicle use are not limited to Booth. Seeking to avoid queues, traffic leaks to surrounding streets, and the vibrations are felt in buildings between Booth and Rochester Streets.

In light of the traffic volumes on Booth Street, a decision was made in 2003 during the construction of the first phase of LeBreton Flats development to prohibit westbound left turns from the Sir John A Macdonald Parkway. This measure, intended to prevent traffic travelling west from the core to cut through Booth Street to access Highway 417, resulted in an unintended consequence: those living in residences on Lett Street have limited means to exit the development and must take a circuitous route to travel southbound.

Although the TIA lays out a series of recommendations for changes to intersections in the affected areas, and despite a long history of traffic issues in this area, the study does not provide nor point to a clear roadmap for resolving current traffic problems on Booth, and those to come with further development on LeBreton Flats.

A solution to current traffic problems in Dalhousie is needed. The deletion of the Preston vehicular extension from the OP may provide a partial solution, but only if the additional measures like those outlined above accompany the approval of this application.

Additional Comments provided December 2025:

The DCA continues to support the application by the National Capital Commission to amend the Official Plan to remove the "Preston Street Extension" and replace it with the "Preston Pedestrian and Cycling Bridge," as stated in our letter to Kersten Nitsche November 30, 2022.

Our support is provided with qualifications, outlined in the letter. To these we would like to add two concerns that have been raised by our members since the time of writing to Kersten.

First, it has been proposed by the city, as part of the development of the New Zoning By-law, that Booth Street, between Albert and Gladstone, be changed from the predominant R4UD zone to CM1 to encourage more intense development. This new zoning has the potential to further increase Booth Street traffic, already beyond its capacity.

A second concern is the long-delayed reconstruction of Albert between Empress and City Centre. When we provided our comments in 2022, city staff had informed the city's Transportation Committee (November 16, 2020) that the reconstruction was in the design phase with construction to begin in 2024. In addition, staff reported, Booth and

Albert was to be constructed as a protected intersection. This followed the city's earlier commitment that the bus lanes on Albert would be removed and the road width reduced when the LRT opened in 2019. The bus lanes are still there.

Over the past several years we have heard regularly from DCA members and other local residents about the traffic conditions on Albert, and the dangers to cyclists and pedestrians posed by the wide street and speeding traffic. The intersection at Preston and Albert has been a particular concern for pedestrians.

If the elimination of the Preston Extension is approved, we hope this won't provide a rationale for further delays, but will give more impetus to the reconstruction project, and the improvement of Albert and the intersections at Booth and Preston.

Response:

Staff appreciate the concerns expressed by the Community Association. Staff have concluded that the provision of the Preston extension as an arterial road would not alleviate traffic congestion and challenges in the area as illustrated in the provided Transportation Impact Study. However, there are existing challenges that will be reviewed through future development applications. At the request of the Ward Councillor, the Transportation Study submitted in support of active Plan of Subdivision application includes an expanded scope of intersection review. The Albert Street reconstruction timing is related to the progression of the LeBreton Flats development, of which this report is a step forward. Discussion on potential changes to existing intersections continues.