Subject: Community-led Green Initiatives and Garden Program

## File Number: ACS2025-CSS-GEN-007

Report to Community Services Committee on 22 April 2025

#### and Council 30 April 2025

Submitted on April 9, 2025 by Clara Freire, General Manager, Community and Social Services and Dan Chenier, General Manager, Recreation, Cultural and Facility Services

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Ward: Citywide

Objet : Examen du plan d'action sur les jardins communautaires

Numéro de dossier : ACS2025-CSS-GEN-007

Rapport présenté au Comité des services communautaires

Rapport soumis le 22 avril 2025

et au Conseil le 30 avril 2025

Soumis le 2025-04-09 par Clara Freire, Directrice générale, Services sociaux et communautaires et Dan Chenier, Directeur général, Direction des loisirs, de la culture, et des installations

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Quartier : À l'échelle de la ville

## **REPORT RECOMMENDATION(S)**

The Community Services Committee recommend Council approve:

- 1. Formalizing a City-wide mandate for a formal Community-led Green Initiatives and Garden Program, to be managed by the Recreation, Cultural and Facilities Services, as further described in this report; and
- 2. Delegating authority to the General Manager, Recreation, Cultural and Facilities Services, to develop and implement a program that integrates both community-led green initiatives and community gardens, as further described in this report; and
- 3. Expanding the existing community gardens policy statement to recognize community-led green initiatives as valuable community activities that contribute to community development, civic participation, neighborhood revitalization, environmental awareness, and community wellbeing.

#### **RECOMMANDATION(S) DU RAPPORT**

Le Comité des services communautaires recommande au Conseil d'approuver :

- La formalisation d'un mandat à l'échelle de la ville pour un programme officiel de jardins communautaires et d'initiatives vertes menées par la communauté, qui serait géré par la Direction générale des loisirs, de la culture et des installations, comme le décrit plus en détail le présent rapport;
- La délégation du pouvoir au Directeur général des loisirs, de la culture et des installations, afin qu'il puisse élaborer et mettre en place un programme intégrant les jardins communautaires et les initiatives vertes menées par la communauté, comme le décrit plus en détail le présent rapport;
- 3. L'élargissement de l'énoncé de politique actuel sur les jardins communautaires afin de reconnaître les initiatives vertes menées par la communauté comme des activités communautaires utiles qui contribuent à l'enrichissement communautaire, à la participation citoyenne, à la revitalisation des voisinages, à la sensibilisation environnementale et au bien-être de la communauté.

## **EXECUTIVE SUMMARY**

On October 25, 2023, Council approved a Motion (<u>File No. ACS2023-OCC-CCS-0122</u>) which directed City staff to work on a thorough review and update of the Community Garden Action Plan (CGAP), with formal recommendations on processes, scope, lead, and necessary resources for considering and facilitating community gardens and similar community-led green initiatives on City-owned land.

The City contracted an external consultant, Hoffmann Hayes, a leading consultancy firm in urban agriculture and community development, to conduct an internal review, public engagement, and review of best practices from other Canadian municipalities on community gardens and community-led initiatives on municipal lands.

The internal review identified opportunities, risks, and gaps in current programming, policies and departmental processes. Over 50 staff from multiple City departments contributed to the review. Approximately 1,000 residents were consulted as part of the public engagement, through engagement sessions and an online survey on the Engage Ottawa platform. Municipalities were examined, particularly Edmonton, Mississauga, and London, which have dedicated and funded staff including internal budgets for community gardens and community-led green initiatives operations.

Based on all the engagement feedback and research, three recommendations were received from Hoffmann Hayes for the City of Ottawa: to develop a long-term strategic framework, to streamline internal operations, and to expand and diversify partnerships and community engagement.

Staff recommendations proposed in this report build on this review and also take into consideration the current municipal context of competing fiscal and operating priorities.

To address challenges and support a growing demand for community gardens and community-led green initiatives on City land, staff recommend the City transition to a model that strengthens the City's role with greater ability to streamline access to land and ensures ongoing operational support and accountability.

Staff recommend formalizing a City-wide mandate for a formal Community-led Green Initiatives and Garden Program, to be managed by Recreation, Cultural and Facilities Services (RCFS). This includes the creation of dedicated staff, backed by a Department Led Working Group, as per the City's <u>Department-led Working Groups Policy</u>.

City-led programs that address maintenance of City assets, such as Adopt-a- Park, Adopt-a-Road, and Cleaning the Capital as well as the City's community tree planting

and forest health initiatives are not in scope and will continue to be the purview of the Public Works department.

This approval will allow staff to lift the moratorium on access to City lands to begin the review of outstanding community requests. It will also facilitate access to City land through a streamlined intake system with a single point of contact for community-led green initiatives and community gardens on City lands, centralizing communications and issue management within a department with an aligned community development mandate, technical expertise and land and asset management responsibility.

# RÉSUMÉ

Le 25 octobre 2023, le Conseil a approuvé une motion (<u>dossier nº ACS2023-OCC-</u> <u>CCS-0122</u>) qui demande au personnel de la Ville de procéder à un examen approfondi et à une mise à jour du Plan d'action pour les jardins communautaires (PAJC), avec des recommandations formelles sur les processus, le champ d'application, les personnes responsables et les ressources nécessaires pour envisager et faciliter la création de jardins communautaires et la réalisation d'autres initiatives sur des terrains appartenant à la Ville.

La Ville a fait appel à un consultant externe, Hoffmann Hayes, une société d'expertsconseils de premier plan dans le domaine de l'agriculture urbaine et du développement communautaire, afin de procéder à un examen interne, à une consultation du public et à un examen des meilleures pratiques en provenance d'autres municipalités canadiennes concernant les jardins communautaires et les initiatives menées par la communauté sur les terrains municipaux.

L'examen interne a permis de cerner les possibilités, les risques et les lacunes dans les programmes, les politiques et les processus actuels de la direction générale. Plus de 50 membres du personnel de plusieurs directions générales de la Ville ont contribué à l'examen. Environ 1 000 résidents ont été consultés dans le cadre de la mobilisation du public, par le biais de séances de consultation et d'un sondage en ligne sur la plateforme Participons Ottawa. Des municipalités ont fait l'objet d'un examen, en particulier Edmonton, Mississauga et London, qui disposent d'un personnel dédié et financé, incluant des budgets internes pour les jardins communautaires et les initiatives vertes menées par la communauté.

En s'appuyant sur tous les commentaires de la consultation et la recherche, Hoffmann Hayes a formulé trois recommandations pour la Ville d'Ottawa : élaborer un cadre stratégique à long terme, rationaliser les opérations internes et étendre et diversifier les partenariats et la consultation de la communauté.

Les recommandations du personnel proposées dans le présent rapport s'appuient sur cet examen et prennent également en compte le contexte municipal actuel, caractérisé par des priorités financières et opérationnelles concurrentes.

Pour relever les défis et répondre à la demande croissante de jardins communautaires et d'initiatives vertes sur les terrains municipaux, le personnel recommande à la Ville de passer à un modèle qui renforce le rôle de la Ville avec une plus grande capacité à simplifier l'accès aux terrains et à assurer une responsabilité et un soutien opérationnel continus.

Le personnel recommande de formaliser un mandat à l'échelle de la ville pour un programme d'initiatives vertes et de jardins menés par la communauté et gérés par la Direction générale des loisirs, de la culture et des installations (DGLCI). Cela comprend la mise sur pied de personnel dédié, appuyé par un groupe de travail dirigé par une direction générale, conformément à la politique de la Ville à cet effet.

Les programmes dirigés par la Ville qui servent à l'entretien des biens de la Ville, tels que Adoptez un parc, Adoptez une route, et Le grand ménage de la capitale, ainsi que les initiatives communautaires de plantation d'arbres et de santé des forêts de la Ville, ne sont pas visés et resteront du ressort de Travaux publics.

Cette approbation permettra au personnel de lever le moratoire sur l'accès aux terrains de la Ville afin de commencer l'examen des demandes en suspens de la communauté. Elle facilitera également l'accès aux terrains municipaux grâce à un système d'admission rationalisé et à un point de contact unique pour les initiatives vertes menées par la communauté et les jardins communautaires sur les terrains municipaux, en centralisant les communications et la gestion des problèmes au sein d'une direction générale dont le mandat, l'expertise technique et la responsabilité en matière de gestion des terrains et des biens sont harmonisés.

# BACKGROUND

In 2004, City Council approved the Model to Support Community Gardening in Ottawa (ACS2004-CPS-CSF-0016), which included the Community Garden Action Plan (CGAP). The CGAP included collaboration with the Community Gardening Network managed by Just Food Ottawa (JFO) to fund and facilitate community gardening both on and off City land. In 2009, the CGAP was updated, and a formal policy statement was made, recognizing community gardening as a valuable community activity that can contribute to community development, civic participation, neighbourhood revitalization, environmental awareness and a healthier lifestyle (ACS2009-COS-RCS-0005). In 2015, Council approved an increase in funding to Just Food Ottawa (JFO) for the Community Gardening Network. (ACS2015-COS-CSS-0016).

On October 25, 2023, Council approved a Motion (<u>File No. ACS2023-OCC-CCS-0122</u>) which directed Recreation, Cultural and Facilities Services (RCFS) to work with the Community and Social Services Department (CSSD) on a thorough review and update of the Community Garden Action Plan (CGAP), in partnership with the Planning, Real Estate and Economic Development (PRED) and Public Works Departments (PW) with formal recommendations on processes, scope, lead, and necessary resources for considering and facilitating community gardens and similar community-led green initiatives on City-owned land. Following PREDs restructuring in 2024, work continued with Strategic Initiatives (SI) and Planning, Development and Building Services Department (PDBS).

This report provides the results of the review including recommendations for a revised Community-led Green Initiatives and Garden Program, and the resources and leadership required for implementation.

## Community Gardens

In Ottawa, the number of community gardens has grown steadily, from 44 new gardens established before 2015, to 120 food-producing community gardens throughout the city in 2025. There are existing community gardens in every City ward.

Currently, there are 27 community food gardens on City land, including 16 on park land, varying in size from 6 to 350 plots. The Kilborn Allotment Garden is the only City-operated allotment garden. All other gardens are managed by the community, with support from Just Food Ottawa.

The CGAP established a framework for supporting community gardens by outlining and delegating specific actions to internal City staff across multiple departments, including CSSD, RCFS, PW, Infrastructure and Water Services (IWS), PRED (now SI and PBSD).

However, decision making authority, long-term strategy and program oversight remained decentralized across multiple departments. The CGAP did not clearly establish program ownership or leadership, or a defined operational budget to facilitate community access to City land or to support operations and maintenance of gardens. While this approach initially helped expand community gardens, it relied heavily on an external partner to advocate for the development of municipal gardens with limited influence over internal processes, coordination and equitable land access.

Under this organizational context, two community gardens were approved on City land between 2015 to 2019, and since 2019, no new community gardens have been approved on City land.

Access to City land for community gardens and green initiatives remains a community priority.

## Community-Led Green Initiatives VS City-Led Green Initiatives

Green initiatives are a collection of efforts that enhance a healthy and diverse urban ecosystem. These initiatives include the development of ornamental gardens, pollinator gardens, and the protection of naturalized spaces and natural assets to support the long-term sustainability and resilience of Ottawa's urban environment.

The City operates City-led green initiatives where community support is leveraged to achieve greening maintenance objectives, such as Adopt-a-Road, Adopt-a-Park, Cleaning the Capital, community volunteer tree planting projects, Plant Your Place!, Tree in Trust, schoolyard tree planting program, and the coordination of forest health stewardship initiatives. These City-led community-supported programs are managed by the Public Works department. This work is out of scope for this report however, Public Works will participate in the Department-Led Working Group.

Community-led green initiatives, on the other hand, are community initiated, driven, and managed. While some City programs support community-led green initiatives, the operations would benefit from strengthened coordination and streamlined processes. Many encounter similar barriers, including administrative barriers, liability concerns,

insurance requirements, and other challenges in obtaining City approvals. Several requests for community-led green initiatives received since 2019 are awaiting decision.

In 2023, City Departments suspended the applications and approvals for green initiatives and community gardens on City land, pending the results of this review.

# DISCUSSION

Following Council's October 2023 Motion (<u>File No. ACS2023-OCC-CCS-0122</u>) to review and update the CGAP, the City contracted an external consultant, Hoffmann Hayes, a leading consultancy in urban agriculture and community development, to conduct an internal review, public engagement, and review of best practices from other Canadian municipalities (including Edmonton, Mississauga, and London) on community gardens and community-led initiatives on municipal lands. Council was kept apprised on the progress of the CGAP Review through memos to Council were distributed on <u>June 11</u>, <u>2024</u> and <u>March 14, 2024</u>.

Hoffmann Hayes provided recommendations for consideration on a community-led green initiatives and garden framework for the City of Ottawa. Recommendations included considerations for future governance, scope, internal and external processes, and necessary budgetary and staff resources required for the implementation of a framework for community-led green initiatives and gardens on City land.

## Internal City of Ottawa Review

The review identified opportunities, risks, gaps in current programming, policies and departmental processes. It examined historical and current contexts, gathered operational feedback, assessed job roles and responsibilities, examined community relationships and evaluated budgetary and legal implications.

Staff from multiple City departments contributed to the review through meetings, background documents and an internal survey. Half of respondents reported an increase in community garden requests, while 72 per cent noted a rise in community-led green initiative requests.

Staff confirmed that they receive requests from numerous avenues for new garden projects and to address issues with existing projects.

Staff identified a need for a long-term planning model with a well-defined program to manage and approve new and existing projects whilst mitigating City risks.

Staff emphasized the need for a department to take ownership of the program, with sufficient resources to meet the demand for access to City land and for improvement to existing sites. They also emphasized the importance of a centralized administration and intake system with streamlined internal processes under a department that has the mandate for proactive land planning, whilst also facilitating City-wide coordination through an interdepartmental working group.

As part of the original CGAP, the Community and Social Services Department was assigned responsibility to act as a Community Garden Liaison within existing budgets. Staff now agree that with the growth of demand for Community-led green initiatives and gardens, the technical and land use expertise required to facilitate effective responses fall outside CSSD's expertise. CSSD will continue to fund Just Food Ottawa and participate in the new program through the Department Led Working Group, as per the City's Department-led Working Groups Policy.

# **Public Engagement**

Approximately 1,000 residents were consulted as part of the review, through engagement sessions and an online survey on the Engage Ottawa platform. A summary of the findings can be found in the What We Learned Report, attached to this report.

Residents have expressed a desire to expand and improve both green initiatives and community gardens throughout the City of Ottawa. The desire is largely motivated by the community's interest in environmental and ecological health, recreation, physical and mental health, and wellness, food security, food systems learning, and cultural and social connections. According to the survey, 87 per cent of participants want to see more community-led green initiatives and community gardens in their immediate neighbourhoods.

However, residents have identified several issues hindering broader participation and growth of these initiatives. These include challenges related to equitable access to land, decentralized communications, policy barriers and limited funding.

Throughout the review, residents emphasized the need for the City to take a more proactive approach in engaging a diverse range of partnerships in the development of community-led green initiatives and community gardens. Residents are requesting a framework and processes that would allow the City and the community to work effectively on important issues like biodiversity, urban greening, and food sustainability, all through an equity lens; ensuring that community members, especially those in underrepresented and equity denied communities, have equal opportunity to participate.

# **Best Practices from other Municipalities**

Edmonton, Mississauga, and London, all cities with growing and emerging green programs, have committed leadership, coordinated and dedicated staffing. In discussing the design, development, and implementation of programs with other municipalities, several lessons and experiences were shared that provide examples of an effective program design.

These municipalities have dedicated staff including internal budgets for community gardens and community-led green initiatives operations. A staff member serves as a liaison role connecting municipal staff to community-led efforts ensuring clear guidelines, processes, and public-facing information to support community participation. These programs are typically managed under one or two department leads.

The review highlighted the necessity for regular interdepartmental coordination with defined roles and processes that incorporate interdepartmental operations and funding.

# **Strategic Recommendations**

Based on all the engagement feedback and research, three strategic recommendations were received from Hoffmann Hayes for the City of Ottawa:

- 1. <u>Develop a Long-Term Strategic Framework:</u> Establish a structured, phased approach for strategic planning that includes long-term proactive management of new and existing community gardens and green initiatives with clear targets, and guidelines to ensure consistent progress over time.
- <u>Streamline Internal Operations:</u> Establish a dedicated operations team with a clear mandate, resources, and improved coordination, to focus on defining roles, responsibilities, and standardizing internal processes and tools for greater efficiency.
- 3. <u>Expand and Diversify Partnerships and Community Engagement</u>: Enhance collaboration with existing community partners and seek new partners to support the delivery of community gardens and community-led green initiatives.

# **Recommended Program Approach**

To respond to the results of the review and support a growing demand for communityled green initiatives and gardens on City land, staff recommend the City transition to a model that strengthens the City's role with greater ability to streamline access to municipal land and ensure ongoing operational support and accountability.

Staff recommend establishing a City-wide mandate for a formal Community-led Green Initiatives and Garden Program, to be managed by the Recreation, Cultural and Facilities Services (RCFS) department with expertise in land-use planning, public space management, facilitating community partnerships and community development activities on city land, design and construction standards, land use agreements, operational supports and maintenance.

This would include the creation of a team of two staff to work with a Department-Led Working Group, as per the City's Department-led Working Groups Policy.

A new Community-led Green Initiatives and Garden Program would be implemented in phases, as follows:

#### Phase 1: Program Development

- 1. Transfer responsibility for program ownership from CSSD to RCFS.
  - 1.1. Resume the access for green initiatives and community gardens on City land, allowing review of outstanding community requests and applications, approval and planning of new community gardens on City land.
  - 1.2. Develop clear guidance on scope of projects, permissible City lands, partnership criteria, requirements, guidelines and funding opportunities for community-led initiatives.
- 2. Create a streamlined intake system with a single point of contact, for community-led green initiatives and community gardens on City lands.
  - 2.1. Includes two application periods per year to screen, triage, and consider applications, providing clear timelines for community planning, design, construction, and seasonal considerations of permissible projects.
  - 2.2. Centralize communications and issue management.
- 3. Clarify City-community partnerships, including clear criteria, roles and responsibilities, seeking equitable, diverse and sustainable partnership development.

- 3.1. Explore simplified agreements and appropriate insurance provisions that suit community-led green initiatives and community garden projects.
- 3.2. Set clear design, infrastructure, operational standards, refine maintenance processes, address project abandonment, and manage performance metrics, reporting, and evaluation.
- 4. Establish a Department-led Working Group (CSSD, SI, RCFS, PDB, PW, IWS) to advise and support the development and operations of the program.
- 5. Host ongoing localized community engagement with local organizations and community leaders to enhance transparency, adapt the operations based on community needs, inform progress, and increase accountability.

# Phase 2: Program Evolution

- 6. Develop a roadmap for future expansion based on community feedback, including outlining targets, land allocation, and funding strategies to support long-term sustainability of the program directly proportional to Council priorities and contingent on available funding and resources. This may include engaging the private sector or seeking sponsorships.
- 7. Align the program with broader City plans, such as future updates to the Green Master Plan, Climate Change Action Plan, Community Safety & Well-Being Plan, and Parks and Recreation Facilities Master Plan.

## Impacts

The proposed Community-led Green Initiatives and Garden Program would represent a positive response to the Review in addressing staff and community concerns and priorities. The program will evolve as required and within existing budgets and Council directions.

A long-term strategic planning approach with dedicated departmental ownership and sufficient staff resources would provide a transparent, equitable and accountable framework for green initiatives and community gardens on City lands ensuring regular reviews to assess progress, adapt to emerging needs, and align with broader City priorities.

Additionally, a proactive land allocation strategy, staffed in a lead department with proper operational and mandate alignment would allow the City to better identify

suitable municipal sites for different types of community-led greening initiatives and community gardens while streamlining approvals and reducing inefficiencies.

The proposed program would enhance internal coordination and create opportunity for internal and external partners to collaborate, provide feedback while ensuring community involvement is prioritized and mutually supported across departments.

It offers an opportunity to build the capacity of both the City and diverse community groups to work together through a systematic, and sustainable approach that can create a greener, more resilient, diverse and more livable city, and enables future expansion within the private sector and partnership with other non-traditional partners and sponsors.

To implement a Community-led green initiative and gardens program with a new departmental lead, two staff will be allocated within existing resources. This will enable the necessary coordination, oversight, and planning to consider and implement the program.

RCFS will assume the responsibility to lead the Community-led Green Initiatives and Garden Program, as described in this report, and the staff team will work with a Departmental Led Working Group that remains accountable for their key areas of expertise as part of an interdepartmental team.

By adopting the proposed Community-led Green Initiatives and Garden Program, the City has an opportunity to lift the suspension of applications and approvals for community-led green initiatives and community gardens on City land, and foster momentum to further advance its goals for climate resilience, community well-being, and sustainable urban development.

# FINANCIAL IMPLICATIONS

The program will be adapted according to the existing budget, with one temporary fulltime equivalent (FTE) position identified from RCFS for 2025. This temporary position will become permanent through the 2026 budget process.

# LEGAL IMPLICATIONS

There are no legal impediments to Committee and Council approving the recommendations outlined in this Report.

## COMMENTS BY THE WARD COUNCILLOR(S)

Not applicable.

# ADVISORY COMMITTEE(S) COMMENTS

Not applicable.

# CONSULTATION

## **Public Consultation**

In June 2024, the City of Ottawa conducted a series of virtual engagement sessions aimed at gathering community input on community gardens and greening initiatives, attracting a total of 93 participants: 49 for community gardens and 44 for community-led greening initiatives.

Members of the public were invited to participate online through the Engage Ottawa platform which contained information on the review and an online survey. The online survey was available from June 10 to July 11, 2024. The survey was made available in both French and English. This initiative garnered significant interest, with 4,057 visitors engaging with the platform and 946 community members responding to the survey. Notably, the project ranked 9th among the top-performing City projects on Engage Ottawa in 2024, highlighting the community's active involvement and interest in these initiatives.

The public engagement also included submissions from residents and community stakeholders unable to attend the engagement sessions, who provided their feedback via email communitygardens@ottawa.ca and the external consultants.

City staff captured discussion points which are compiled in a What We Learned Report, attached to this report.

#### **Internal Engagement**

Staff members across several city departments as several levels of management contributed to the below findings including CSSD, RCFS, PRED, PWD, SI, IWS, Ottawa Public Health (OPH), Legal Services and the Office of the City Clerk.

# ACCESSIBILITY IMPACTS

As per requirements outlined in the City of Ottawa Accessibility Policy, and in compliance with Integrated Accessibility Standards Regulation of the Accessibility for Ontarians with Disabilities Act, 2005, staff will ensure that the actions included in this report are tailored to people with disabilities in a manner that provides an equitable opportunity to access and ensure accessibility impacts are assessed throughout the development of the program. The leading department will also consult with the Accessibility Advisory Committee, when appropriate.

# ASSET MANAGEMENT IMPLICATIONS

The program could have impacts to natural resources and City infrastructure, including water infrastructure, waste management, and public facilities and spaces. Ensuring that these assets remain functional while accommodating for new initiatives will be taken into consideration in the development of these projects.

## **CLIMATE IMPLICATIONS**

These projects support biodiversity through increasing native plant coverage, diverse ecological landscaping, and increasing pollinator-friendly habitats. The proposed program supports the objectives of the Green Space Master Plan by enhancing environmental stewardship on City land.

## **DELEGATION OF AUTHORITY IMPLICATIONS**

Not applicable.

## **ECONOMIC IMPLICATIONS**

Not applicable.

# **ENVIRONMENTAL IMPLICATIONS**

These projects support biodiversity through increasing native plant coverage, diverse ecological landscaping, and increasing pollinator-friendly habitats. The proposed program supports the objectives of the Green Space Master Plan by enhancing environmental stewardship on City land.

# INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

Proactive development, planning and implementation of this program provides the City with an opportunity to engage meaningfully with Anishinabe Algonquin host nation and urban Indigenous community. This includes creating spaces and opportunity for dialogue, collaboration and stewardship that honor Indigenous knowledge systems and priorities. Additionally, consideration for equity in land, food and resource access are critical to ensure that the program and policies benefit Indigenous peoples and equity deserving groups.

By incorporating equity, inclusion and diversity (EDO) principals into the program the City will ensure that community gardens and community-led initiatives are designed with local and contextual conditions and considerations in mind.

## **TERM OF COUNCIL PRIORITIES**

A city that has affordable housing and is more liveable for all.

A city that is green and resilient.

## SUPPORTING DOCUMENTATION

Attachment 1 – What We Learned Report - Community Gardens and Community-Led Green Initiatives

## DISPOSITION

Following approval at Committee and Council, staff will implement the new Communityled Green Initiatives and Garden Program as described in the report.