

Subject: Parkland Funding and Retention Policies

File Number: ACS2022-RCF-GEN-0003

Report to Finance and Economic Development Committee on 28 June 2022

and Council 6 July 2022

**Submitted on June 16, 2022 by Kevin Wherry, Manager, Parks and Facilities
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Ward: Citywide

Objet : Politiques de financement et de conservation des parcs

Dossier : ACS2022-RCF-GEN-0003

Rapport au Comité des finances et du développement économique

le 28 juin 2022

et au Conseil le 6 juillet 2022

**Soumis le 16 juin 2022 par Kevin Wherry, Gestionnaire, Direction général des
loisirs, de la culture et des installations**

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REPORT RECOMMENDATION(S)

That Finance and Economic Development Committee recommend Council:

- 1. Approve the Parkland Acquisition and Funding Through Property Disposal Policy detailed in Document 1.**
- 2. Approve the Retention of Municipal Parkland Policy detailed in Document 2**
- 3. Approve the creation of a Parks and Recreation Facilities Reserve Fund by adopting the by-law attached as Document 3, with funding to be allocated as per the Parkland Acquisition and Funding Through Property Disposal Policy.**

RECOMMANDATION(S) DU RAPPORT

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

- 1. d'approuver la Politique sur l'acquisition de terrain à vocation de parc et le financement au moyen de l'aliénation de propriétés, comme l'explique en détail le document 1; et**
- 2. d'approuver la Politique sur la rétention des terrains municipaux à vocation de parc, comme l'explique en détail le document 2; et**
- 3. d'approuver la création d'un fonds de réserve pour les infrastructures des parcs et des loisirs en adoptant le règlement municipal présenté en pièce jointe comme document 3, en permettant l'attribution de financement conformément à la Politique sur l'acquisition de terrain à vocation de parc et le financement au moyen de l'aliénation de propriétés.**

BACKGROUND

The Parks and Recreation Facilities Master Plan (the Plan) was approved at a joint meeting of Planning Committee and Community and Protective Services Committee in September 2021 ([ACS2021-RCF-GEN-0018](#)), and subsequently approved by Council in October 2021. The Plan is a supporting document to the Official Plan (OP). While the OP provides high level direction on parks and green spaces, the Plan provides more specific recommendations and policy directions on municipal parks and recreation facilities and examines what parks and facilities will be required to serve the needs of the city's residents to 2031.

The Plan outlined a series of strategies which, if adopted and applied together, would facilitate the City in achieving the Plan's recommended per capita parkland and facility provision levels. Included within the strategies, were a series of recommended new policies. These new policies would aid in the acquisition and funding of new municipal parkland and recreational facilities, while also ensuring the retention and maximum use of existing municipal parkland to serve the recreational needs and interests of residents.

Recommendations from the Plan identified the need for a Parks and Recreational Facilities Funding Policy, as well as a policy with respect to the retention of existing City-owned parkland.

DISCUSSION

In 2015 Recreation, Cultural and Facilities Services (RCFS) investigated parkland provision in the urban context and observed that there is a growing need for more parkland to serve the increasing numbers of residents resulting from infill and intensification. As part of the work, RCFS established a minimum size of parkland that needed to create a viable public park and developed and formalized an approach with Development Review staff to prioritize taking parkland over Cash in Lieu of Parkland funds on development sites of 4,000m² or greater. This practice has resulted in the creation of a number of new urban parks.

In 2021 both the new Official Plan and the Parks and Recreation Facilities Master Plan (the Master Plan) were completed. The Official Plan indicates that there will be significant increases in the urban population. From the direction of the Official Plan, the Master Plan makes projections to 2031 and demonstrates a need to acquire new parks in the urban area to meet the needs of a growing population. The Master Plan validates the concerns that were noted in 2015. As a result, staff recommended, via a report to Planning Committee (ACS2022-RCF-GEN-0003), that the current practice be formalized into a Parkland First Policy that will add to the City's inventory of new parkland.

While, the Parkland First Policy is intended to increase the acquisition of parkland obtained through development, the Master Plan identified the additional need for the City to take advantage of its own land resources to increase the provision level of recreational facilities in new and existing parks. The policies in Documents 1 and 2 will assist the City in doing so.

The Parkland Acquisition and Funding Through Property Disposal (Document 1) states that where surplus City land is proposed for disposal, a prescribed portion of land to be

disposed of, and / or a prescribed portion of funds resulting from the disposal sale be transferred to Recreation Cultural and Facilities Services (RCFS). This policy directive mirrors the Affordable Housing Land and Funding Policy, which provides real property, or funding, to Housing Services to support the delivery of Affordable Housing. The City cannot rely solely on parkland dedication through development in order to meet the provision rates outlined in the Plan and through adoption of this policy can use of its own resources to help address the deficit of parkland.

The Retention of Municipal Parkland Policy (Document 2) establishes that existing municipal parkland should maintain recreation as its primary function and that the land should not be sold or built upon. As detailed in the Plan, the City must protect investments made into existing parkland and enhance parkland use where space and funds are available. As with Document 2, this policy recognizes that the City must look to its own resources to help achieve parkland provision rates.

As per the recommended Parkland Funding Policy, City owned land sales should allocate 25 percent of the total municipal land parcel to RCFS for the development of municipal parks and recreation facilities, or 25 percent of the net proceeds received from City owned land sales will be transferred to the Parks and Recreation Facilities Reserve. RCFS will use this reserve to fund the development of municipal parks and recreation facilities Document 3 contains the by-law required to establish the Parks and Recreation Facilities Reserve.

Please note, Documents 1 and 2 will be updated with hyperlinks to the new Official Plan, the published version of the Parks and Recreation Facilities Master Plan and the new Parkland Dedication By-law once they are available.

FINANCIAL IMPLICATIONS

As per the Parkland Acquisition and Funding Through Property Disposal Policy, City owned land sales will allocate 25 percent of the total municipal land parcel to RCFS for the development of municipal parks and recreation facilities, or 25 percent of the net proceeds received from City owned land sales will be transferred to the Parks and Recreation Facilities Reserve. RCFS will use these funds to fund the development of municipal parks and recreation facilities, and they cannot be used to fund ongoing operating costs. Document 3 contains the by-law required to establish the Parks and Recreation Facilities Reserve.

LEGAL IMPLICATIONS

There are no legal impediments to the adoption of the recommendations in the report.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a City-wide report.

ADVISORY COMMITTEE(S) COMMENTS

Advisory Committees were consulted through the Parks and Recreation Facilities Master Plan process. The items in this report implement the Council approved direction of the Master Plan.

CONSULTATION

The policy direction detailed in Documents 1 and 2 is identified in the Parks and Recreation Facilities Master Plan and was outlined in the report to Committee and Council entitled Parks and Recreation Facilities Master Plan – Final Draft (ACS2021-RCF-GEN-0018). The Parks and Recreation Facilities Master Plan process included consultation with a Technical Advisory Committee, as well as extensive consultation with external stakeholders. There was widespread public support for initiatives that resulted in more parks and recreational facilities.

The policies in Documents 1 and 2 apply to processes and procedures internal to the City. The policies were drafted in consultation with staff from Planning, Real Estate and Economic Development Department, Financial Services, Public Works and Environmental Services, Community and Social Services; and in consultation with CREO and Legal Services. Following the internal consultations, the draft policy was provided to all departments for comment.

ACCESSIBILITY IMPACTS

The recommendations make no changes to current accessibility policies and provisions. When built, all new parkland, indoor and outdoor recreation facilities will meet current accessibility design standards. The City of Ottawa continues to retrofit buildings to improve accessibility.

ASSET MANAGEMENT IMPLICATIONS

The recommendations are anticipated to result in the retention of existing parkland and the acquisition of new parkland. When considering new and upgraded facilities, the City

should consider cost of ownership. The lifecycle implications of these changes include pressures for increased resources to inspect, operate, maintain, and renew, as well as end-of-life replacement costs.

CLIMATE IMPLICATIONS

Climate Implications were addressed through the Parks and Recreation Facilities Master Plan process. The items in this report implement the Council approved direction of the Plan.

ENVIRONMENTAL IMPLICATIONS

Environmental implications were addressed through the Parks and Recreation Facilities Master Plan process. The items in this report implement the Council approved direction of the Plan.

INDIGENOUS GENDER AND EQUITY IMPLICATIONS

An indigenous, gender and equity lens was applied through the development of the Parks and Recreation Facilities Master Plan. The items in this report implement the Council approved direction of the Plan.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

RURAL IMPLICATIONS

Rural implications were taken into consideration in the development of the Parks and Recreation Facilities Master Plan. The items in this report implement the Council approved direction of the Plan.

TERM OF COUNCIL PRIORITIES

The Parks and Recreation Facilities Master Plan is a supporting document to the Official Plan (2021). The Official Plan is an action under Economic Growth and Diversification Priority and investing in recreation infrastructure is an action under the Thriving Communities priority. This plan supports the future vision of growth for the city that positively affects community livability and investment in parks and facilities across all wards. The items in this report implement the Council approved direction of the Parks and Recreation Facilities Master Plan.

SUPPORTING DOCUMENTATION

Document 1 – Parkland Acquisition and Funding Through Property Disposal Policy

Document 2 – Retention of Municipal Parkland Policy

Document 3 – Parks and Recreation Facilities Reserve By-law

DISPOSITION

Following approval at Committee and Council, staff will implement the approved policies.

Document 1

Parkland Acquisition and Funding Through Property Disposal Policy attached.