

- 3. Parks and Recreation Facilities Master Plan – Preliminary Draft**
- Le Plan directeur des parcs et des infrastructures de loisirs - version préliminaire**

### **COMMITTEE RECOMMENDATIONS**

**That Council:**

- 1. Receive for information the Preliminary Draft Parks and Recreation Facilities Master Plan, as described in this report and attached as Document 1.**
- 2. Direct staff to bring forward a report tabling the Final Draft Parks and Recreation Facilities Master Plan, in consultation with Committee Chairs, to Planning Committee, Community and Protective Services Committee and Council prior to the approval of the New Official Plan.**

### **RECOMMANDATIONS DU COMITÉ**

**Que le Conseil :**

- 1. prenne connaissance de l'ébauche du Plan directeur des infrastructures des parcs et des loisirs, telle que décrite dans le présent rapport et présentée dans le document 1 ci-joint;**
- 2. demande au personnel de présenter, en consultation avec les présidents des comités, un rapport contenant la version finale du Plan directeur des infrastructures des parcs et des loisirs au Comité de l'urbanisme, au Comité des services communautaires et de protection et au Conseil municipal avant l'approbation du nouveau Plan officiel.**

**COMMUNITY AND PROTECTIVE  
SERVICES COMMITTEE  
REPORT 19  
MAY 26, 2021**

**69 COMITÉ DES SERVICES  
COMMUNAUTAIRES ET DE  
PROTECTION RAPPORT 19  
LE 26 MAI 2021**

### DIRECTIONS TO STAFF

As part of the Parks and Recreation Facilities Master Plan – Preliminary Draft, that staff be directed to:

1. Explore best practices for reflecting population context beyond resident populations (workplaces, etc.) for proximity areas to regional amenities and consider population growth since amalgamation;
2. Analyze, consult and report on facility deficiencies per transect (pools, arenas, gyms and turfs/fields), while also considering the Ottawa Neighbourhood Equity Index when determining priorities.

### INSTRUCTIONS AU PERSONNEL

Dans le contexte de l'ébauche préliminaire du Plan directeur des infrastructures des parcs et des loisirs, qu'il soit demandé au personnel :

1. de se pencher sur les meilleures pratiques qui permettront de tenir compte du contexte démographique au-delà des secteurs résidentiels (lieux de travail, etc.) concernant les sites à proximité des aires d'agrément régionales, ainsi que de la croissance de la population depuis la fusion;
2. de mener des analyses et des consultations et de faire rapport sur l'insuffisance des installations (piscines, arénas, gymnases et terrains de sport) dans chaque transect, tout en tenant compte de l'indice de l'équité des quartiers d'Ottawa dans l'établissement des priorités.

### DOCUMENTATION/DOCUMENTATION

1. Manager's report, Parks and Facilities Planning, dated May 6, 2021 (ACS2021-RCF-GEN-0005).

Rapport du gestionnaire, Direction de la planification des parcs et des installations, daté le 6 avril 2021 (ACS2021-RCF-GEN-0005)

2. Extract of Draft Minutes, Community and Protective Services Committee, dated May 20, 2021.

Extrait de l'ébauche du procès-verbal, Comité des services communautaires et de protection, le 20 mai 2021

**COMMUNITY AND PROTECTIVE  
SERVICES COMMITTEE  
REPORT 19  
MAY 26, 2021**

**71 COMITÉ DES SERVICES  
COMMUNAUTAIRES ET DE  
PROTECTION RAPPORT 19  
LE 26 MAI 2021**

**Report to  
Rapport au:**

**Community and Protective Services Committee  
Comité des services communautaires et de protection  
20 May 2021 / 20 mai 2021**

**and Council  
et au Conseil  
26 May 2021 / 26 mai 2021**

**Submitted on May 6, 2021  
Soumis le 6 mai 2021**

**Submitted by  
Soumis par:**

**Kevin Wherry, Manager / Gestionnaire, Parks and Facilities Planning / Direction  
de la planification des parcs et des installations, Recreation, Cultural and Facility  
Services Department / Direction général des loisirs, de la culture et des  
installations**

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**Ward: CITY WIDE / À L'ÉCHELLE DE LA  
VILLE**

**File Number: ACS2021-RCF-GEN-0005**

**SUBJECT: Parks and Recreation Facilities Master Plan – Preliminary Draft**

**OBJET: Le Plan directeur des parcs et des infrastructures de loisirs - version préliminaire**

## **REPORT RECOMMENDATIONS**

**That the Community and Protective Services Committee recommend Council:**

- 1. Receive for information the Preliminary Draft Parks and Recreation Facilities Master Plan, as described in this report and attached as Document 1.**
- 2. Direct staff to bring forward a report tabling the Final Draft Parks and Recreation Facilities Master Plan, in consultation with Committee Chairs, to Planning Committee, Community and Protective Services Committee and Council prior to the approval of the New Official Plan.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité des services communautaires et de protection recommande au Conseil :**

- 1. de prendre connaissance de l'ébauche du Plan directeur des infrastructures des parcs et des loisirs, telle que décrite dans le présent rapport et présentée dans le document 1 ci-joint;**
- 2. de demander au personnel de présenter, en consultation avec les présidents des comités, un rapport contenant la version finale du Plan directeur des infrastructures des parcs et des loisirs au Comité de l'urbanisme, au Comité des services communautaires et de protection et au Conseil municipal avant l'approbation du nouveau Plan officiel.**

## **BACKGROUND**

The preliminary draft of the Parks and Recreation Master Plan (the Plan), presented in this report, was developed with the guidance and influence of several documents previously approved by Council as foundational building blocks. This included the

Greenspace Master Plan (GMP) - Strategies for Ottawa's Urban Greenspaces in 2006 (ACS2006-PGM-POL-0052), the Park Development Manual, Second Edition, 2017 (ACS2017-RCF-GEN-0006), the Recreation Facility Infrastructure Standards, 2019 (ACS2019-RCF-GEN-0013) and the draft 2020 Official Plan series of reports (ACS2019-PIE-EDP-0046, ACS2020-PIE-EDP-0012).

The City of Ottawa Park Development Manual defines park typologies designed to meet the social, recreational and environmental needs of residents. The Park Classification establishes park typologies and outlines standards related to parkland size, location, service area radius, configuration, and amenities in order to inform the selection and subsequent design of park blocks" (City of Ottawa: Park Development Manual, Second Edition, 2017, 4). The Park Classification currently establishes six park typologies: District Parks, Community Parks, Neighbourhood Parks, Parkettes, Woodland Parks, and Urban Parkettes/ Plazas.

The new 2020 draft Official Plan (expected to be approved in September 2021) speaks to the City's strategy for parks and leisure areas. The Plan is a supporting document to the Draft Official Plan (OP). While the OP provides high level direction on parks and green spaces, this Plan provides more specific recommendations and policy direction on municipal parks and recreation facilities, currently available to residents and examines what parks and facilities will be required to serve the needs of the city's residents to 2031.

This Plan has been prepared to fulfill the requirements of a municipal parks plan under section 42 of the Planning Act. The Planning Act places limitations on the amount of parkland dedication that the municipality can require based on the proposed land use. The Act permits a municipality to collect a higher parkland dedication rate based on the number of residential units proposed in the development (the "alternative rate"), but only if the city has a parks plan that examines the need for parkland as well as Official Plan policies and a by-law that provide for the use of the alternative rate.

The COVID-19 Economic Recovery Act, introduced as Bill 197, received Royal Assent in July 2020. Key amendments to the Planning Act and Development Charges Act were proclaimed in September 2020 and came into force at that time. The Province concurrently released Ontario Regulation 509/20, Community Benefits Charges and Parkland, under the Planning Act. A new subsection requires that all current parkland

dedication by-laws that calculate parkland dedication based on the alternative requirement be re-enacted by September 2022, or they will expire on this date.

Once the Plan demonstrating the need for more parkland is approved by Committee and Council, it will be possible to adopt a new parkland dedication by-law which will allow the City to continue to collect parkland dedication funds, based on the alternative rate after September 18, 2022.

## **DISCUSSION**

Parks, open spaces and recreation facilities are critical components and indicators of the quality of life within cities. They provide a distinct identity to a city and distinguish one city from another. The residents of Ottawa value and use parks and open spaces as gathering places, places for play, relaxation or discovery and to engage in active organized sports. Where and how the City of Ottawa grows is expected to change substantially over the coming years. As the City changes and grows, all residents should have access to the benefits and services provided by the City's parks and recreation facilities.

The Parks and Recreation Facilities Master Plan is a supporting document to the City's new Official Plan. The new Official Plan speaks to the growth of the city over the next twenty plus years. The Parks and Recreation Master Plan (the Plan) speaks to the recreation needs of our growing population and how these needs may be met over time. Through consultations related to the Plan, residents and stakeholders frequently expressed concerns about the condition of the City's existing recreation facilities. While the review of the condition of existing facilities falls under the Recreation Asset Management Plan (RAMP), our Plan suggests strategies for consideration in the RAMP. Both this Plan and the RAMP are requirements of the Province, and the schedules for completion are mandated. The condition of existing recreation facilities will be addressed by the RAMP, which will be led by Asset Management, with a target completion date for Q3 2024 (in accordance with O.Reg. 588/17). The RAMP is a strategic document with a 10-year view of the strategies/activities that will be applied to recreation infrastructure assets in order to achieve service-delivery expectations within the City's recognized financial and delivery constraints. Asset Management is bringing forward, to FEDCO, an update to the City's Comprehensive Asset Management – Policy and Framework by the end of Q2 2021.

This Plan examines the planning and regulatory context that influences the direction that the City can take. The Plan includes discussions of the Planning Act, Development Charges Act, Provincial Policy Statement, Official Plan and other relevant City plans.

Key elements of the Parks and Recreation Facility Master Plan include:

1. an inventory of current parkland and recreation facilities citywide, and by the geographic areas (transects);
2. population, growth and demographic projections, and;
3. recommendations by facility type for the amount of new parkland and the number of new recreation facilities needed by 2031

This Plan discusses population and growth trends as well as the implications of growth on parks and recreation facilities. Per capita provision level targets and recommendations, both citywide and by transect (the geographic areas used in the OP), are set within this Plan for active parkland and each of twenty-two facility types (such as recreation complexes, aquatic facilities, sports fields etc.). Recommendations are based on public and stakeholder engagement, staff input, analysis of current inventory, population projections, priority neighbourhood needs, recent usage and recreation trends and municipal benchmarking.

This Plan discusses future parkland needs, provides a parkland provision strategy and explains the methods by which the City can fund capital construction of new parks, indoor and outdoor recreation facilities, the replacement of facilities that are at end-of-life, the redevelopment of existing parks, indoor and outdoor recreation facilities and the addition of new amenities to parks and recreation buildings. These methods include: the use of Development Charge funding; Cash-in-lieu of Parkland funding, tax / rate Support, and third-party funding (such as P3 partnerships or Federal or Provincial grants). Each funding source has their own restrictions and main usage.

This is the preliminary draft of the Plan intended to provide members of Council, Advisory Committees, community stakeholders, the development industry and the general public with a more fulsome document ahead of a second round of consultations, with a final draft Plan coming forward for approval, in consultation with committee chairs, to committee and council in September 2021.



## **RURAL IMPLICATIONS**

Rural implications were taken into consideration in the development of the Draft Parks and Recreation Facilities Master Plan.

## **CONSULTATION**

The City began consultation, specific to the Plan, in January until the end of March 2021. This included surveys, online consultation sessions and targeted meetings. The City also received, accepted and analyzed feedback via phone, fax, mail and email. There has been a high level of interest and engagement in the project.

The City heard from 1,820 residents via online surveys with more participation from downtown, inner and outer urban wards, rather than citywide (all wards were represented). The City hosted six online facilitated consultation sessions open to all members of the public and all interested stakeholder groups. All sessions, including the presentation and breakout discussion, were offered in English and French. A session on February 24 was co-hosted by Ottawa Sport Council and focused on sports fields, outdoor and indoor sports courts, amenities and the needs of sport clubs and organizations. Two hundred and twelve people participated in these online sessions with citywide participation.

The City began targeted stakeholder sessions in March, focused on institutional partners including the City's four school boards and the National Capital Commission to learn how each of these unique stakeholders currently use parks, indoor and outdoor municipal facilities, identify any issues, trends or opportunities for the term of the Plan to 2031. The City of Ottawa report on findings from Women and Gender Equity Strategy consultations in 2019 highlighted the following priorities that have been considered during development of the Plan, including a gender inclusive city, representation, and resident engagement. The information from all response types continues to be collated, analyzed and synthesized. This draft Plan includes an initial analysis of the responses.

Following presentation of the draft Parks and Recreation Facilities Master Plan at Committee and Council, the City will continue to analyze feedback from round one and engage in a second round of staff, public and stakeholder consultations in June 2021. The project team will be seeking review and comments from Accessibility Advisory

Committee and Arts, Cultural and Recreation Advisory Committee before final draft revisions.

### **COMMENTS BY THE WARD COUNCILLOR(S)**

This is a City-wide report.

### **ADVISORY COMMITTEE(S) COMMENTS**

There are no Advisory Committee comments associated with this report.

### **LEGAL IMPLICATIONS**

There are no legal impediments to implementing the recommendations of this report.

There is no appeal process prescribed in the legislation for a master plan such as the one recommended in this report. This Parks and Recreation Facilities Master Plan supports the future updates to the City's Official Plan and Parkland Dedication By-law by providing policy direction but is not itself an amendment to the Official Plan or Parkland Dedication by-law.

### **RISK MANAGEMENT IMPLICATIONS**

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

### **ASSET MANAGEMENT IMPLICATIONS**

The level of service metrics, growth and renewal strategies presented in this report will inform the Recreation Asset Management Plan (RAMP). The first edition of the RAMP (by Q3 2024) will consider existing level of service, and subsequent editions will establish a target level of service in the context of sustainability and affordability (by Q3 2025).

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. Existing asset management strategies focus on renewal needs to meet

established level of services. End-of-life asset replacement is not currently funded and should be considered an incremental pressure on the funds available.

## **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

## **ACCESSIBILITY IMPACTS**

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.

## **ENVIRONMENTAL IMPLICATIONS**

The report includes a discussion of climate change and that parks are important greenspaces that assist with ground water infiltration and contribute to tree cover.

## **TERM OF COUNCIL PRIORITIES**

The Parks and Recreation Facility Master Plan is a supporting document to the new 2020 draft Official Plan (OP). The OP 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.

## **SUPPORTING DOCUMENTATION**

Document 1 – Parks and Recreation Facilities Master Plan – Preliminary Draft

## **DISPOSITION**

Upon receipt of comments from Committee and Council, Recreation, Cultural and Facility Services staff will open round two of public and stakeholder consultation on the draft Parks and Recreation Facilities Master Plan. After consideration of this additional public consultation the preliminary draft Plan will be updated and staff will return with a final draft Plan coming forward for approval, in consultation with committee chairs, to committee(s) and council in September 2021.