

**SUBJECT: City of Ottawa Parks and Recreation Facilities Master Plan – Final
Draft**

File Number ACS2021-RCF-GEN-0018

**Report to Community and Protective Services Committee and Planning
Committee on 27 September 2021**

and Council 13 October 2021

**Submitted on September 16, 2021 by Kevin Wherry, Manager, Parks and Facilities
Planning, Recreation, Cultural and Facility Services Department**

**Contact Person: Selma Hassan, Planner 3, Recreation, Cultural and Facility
Services Department**

613-580-2424, ext. 25192, Selma.Hassan@Ottawa.ca

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

**OBJET : Ville d'Ottawa Plan directeur des parcs et des infrastructures de
loisirs – version finale**

Dossier : ACS2021-RCF-GEN-0018

**Rapport au Comité des services communautaires et de protection et au Comité
de l'urbanisme le 27 septembre 2021**

et au Conseil le 13 octobre 2021

**Soumis le 16 septembre 2021 par Kevin Wherry, Gestionnaire, Direction général
des loisirs, de la culture et des installations**

**Personne ressource : Selma Hassan, planificatrice 3, Direction général des
loisirs, de la culture et des installations**

613-580-2424, poste 25192, Selma.Hassan@ottawa.ca

Quartier : CITY WIDE / À L'ÉCHELLE DE LA VILLE

REPORT RECOMMENDATIONS

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

- 1. Approve the Parks and Recreation Facilities Master Plan, as described in this report and attached as Document 1;**
- 2. Approve the Provision Levels for Parkland and Recreation Facilities, as recommended in the Parks and Recreation Facilities Master Plan, described in this report, and attached as Document 2;**
- 3. Receive for information the Consultation Summary Report: Parks and Recreation Facilities Master Plan, and the Summary of Current Facility Related Impacts on Service Delivery as described in this report and attached as Documents 3 and 4;**
- 4. Delegate authority to the General Manager, Recreation, Cultural and Facility Services Department to approve amendments to the Park Development Manual to reflect the Parks and Recreation Facilities Master Plan and Official Plan (2021) once adopted by Council;**
- 5. Direct staff to publish an English and French, accessible Parks and Recreation Facilities Master Plan once approved by Council including any directed changes;**
- 6. Direct staff to review the Parkland Dedication By-law and bring forward a report to Planning Committee and Council with recommended changes as required by the *COVID-19 Economic Recovery Act, 2020*;**
- 7. Direct staff to review the Cash-in-lieu-of-Parkland Policy and bring forward a report to Planning Committee and Council with recommended changes in concurrence with revisions of the Parkland Dedication By-law and as per the Parks and Recreation Facilities Master Plan;**
- 8. Approve that the Parks and Recreation Facilities Master Plan formally become a background study document in support of the revisions to the Development Charges By-law, as required by the *COVID-19 Economic Recovery Act, 2020*; and**
- 9. Direct staff to develop and bring forward for Council approval, in**

accordance with the Parks and Recreation Facilities Master Plan a:

- a. Land First Policy statement for parkland dedication**
- b. Targeted Parkland Acquisition Strategy**
- c. Parkland and Recreational Facilities Funding Policy.**

RECOMMANDATIONS DU RAPPORT

Que le Comité de l'urbanisme et le Comité des services communautaires et de protection recommandent au Conseil municipal :

- 1. D'approuver le Plan directeur des infrastructures des parcs et des loisirs, décrit dans ce rapport et reproduit ci-joint dans le document 1;**
- 2. D'approuver les niveaux d'aménagement des infrastructures des terrains à vocation de parc et des loisirs, recommandés dans le Plan directeur des infrastructures des parcs et des loisirs, décrits dans ce rapport et reproduits ci-joint dans le document 2;**
- 3. De prendre connaissance, pour information, du Rapport sur la synthèse des consultations du Plan directeur des infrastructures des parcs et des loisirs et de la Synthèse des incidences liées aux infrastructures actuelles sur les services offerts, décrits dans ce rapport et reproduits ci-joint dans les documents 3 et 4;**
- 4. De déléguer au directeur général de la Direction générale des loisirs, de la culture et des installations le pouvoir d'approuver les modifications à apporter au Manuel d'aménagement des parcs afin de tenir compte du Plan directeur des infrastructures des parcs et des loisirs et du Plan officiel (2021) lorsqu'ils auront été adoptés par le Conseil municipal;**
- 5. De demander au personnel de publier, en français et en anglais, la version accessible du Plan directeur des infrastructures des parcs et des loisirs lorsque ce plan aura été approuvé par le Conseil municipal, en tenant compte des changements demandés;**
- 6. De demander au personnel de revoir le Règlement sur l'affectation des terrains à la création de parcs et de soumettre au Comité de l'urbanisme et au Conseil municipal un rapport et les changements recommandés conformément à la Loi de 2020 visant à favoriser la reprise économique face à la COVID-19;**

- 7. De demander au personnel de revoir la Politique sur le règlement financier des frais relatifs aux terrains à vocation de parc et de soumettre, au Comité de l'urbanisme et au Conseil municipal, un rapport et les changements recommandés concordant avec les révisions du Règlement sur l'affectation de terrains à vocation de parc et conformes au Plan directeur des infrastructures des parcs et des loisirs;**
- 8. Approuvé la recommandation selon laquelle le Plan directeur des infrastructures des parcs et des loisirs deviendra officiellement le texte d'une étude contextuelle pour étayer les révisions apportées au Règlement sur les redevances d'aménagement conformément à la Loi de 2020 visant à favoriser la reprise économique face à la COVID-19; et**
- 9. Demander au personnel, conformément au Plan directeur des infrastructures des parcs et des loisirs approuvé, d'élaborer et de soumettre à l'approbation du Conseil municipal :**
 - a. l'énoncé de la Politique priorisant les terrains pour l'affectation des terrains à vocation de parc;**
 - b. la Stratégie d'acquisition ciblée des terrains à vocation de parc;**
 - c. la politique sur le financement des terrains à vocation de parc et des infrastructures récréatives.**

BACKGROUND

The preliminary draft of the Parks and Recreation Facilities Master Plan (the Plan) was received by Community and Protective Services and Council in May 2021 ([ACS2021-RCF-GEN-0005](#)) with direction to table a final draft to Planning Committee, Community and Protective Services Committee and Council prior to the approval of the New Official Plan. The draft final Plan outlined in Document 1 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 2020 Official Plan series of reports ([ACS2019-PIE-EDP-0046](#), [ACS2020-PIE-EDP-0012](#)).

The Official Plan 2021 speaks to the City's strategy for parks and leisure areas. The Plan recommended in this report is a supporting document to the Official Plan (OP). While the OP provides high level direction on parks and green spaces, this 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.

This Plan has been prepared in part to fulfill the requirement for 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 a 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 and included key amendments to the *Planning Act* and *Development Charges Act* that 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 and / or parkland dedication funds, based on the alternative rate after September 18, 2022.

Recreation Facilities were included in the Plan to fulfil the second part of the Recreation Facilities Infrastructure Standards and Strategy and to reflect that new recreation facilities required due to population growth need new Development Charge funding and sometimes new land on which to be built.

DISCUSSION

Parks 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 as gathering places, places for play, relaxation or discovery and to engage in active organized sports and cultural pursuits. Where and how the City of Ottawa grows is expected to change substantially over the coming years. As the City changes and grows, residents should have access to the benefits and services provided by the City's parks and recreation facilities.

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*, the Provincial Policy Statement on land use planning, the Official Plan and other relevant City plans.

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

1. An inventory of all current municipal active parkland and recreation facilities
2. A summary of population, growth, and demographic projections, and
3. Recommendations for the amount of new parkland and number of new recreation facilities needed to 2031 to meet population growth
4. Strategies for achieving the Plan's recommendations

This Plan discusses population growth trends and the implications of growth on parks and recreation facilities. Citywide per capita provision level targets are recommended as a central component of this Plan for active parkland and each of twenty-three facility types (such as recreation complexes, aquatic facilities, gymnasiums, sports fields etc.). Recommendations are based on public, facility user, community organization and stakeholder engagement, staff input, analysis of current inventory, population projections, priority neighbourhood needs, facility usage, recreation trends and municipal benchmarking.

Additionally, 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, as well as the improvement or expansion of parks and recreation facilities. These methods include: the use of Development Charge funding; Cash-in-lieu of Parkland funding, tax support, and third-party funding (such as Federal or Provincial grants and partnership arrangements). Each funding source has their own restrictions, limitations and main uses.

The Plan outlines a series of strategies which, if adopted and applied together, will facilitate the City achieving the recommended parkland and facility provision levels. The strategies include recommendations to:

- Review the Parkland Dedication By-law (By-law No. 2009-95), as required by the Ontario *COVID-19 Economic Recovery Act*, by September 2022. The City's current Parkland Dedication By-law was adopted in 2009. Left unchanged, the By-law would not reflect the shift in growth to higher density development and many parkland and facility needs would be unmet going forward. The goal of

reviewing the By-law is to ensure that, as the city develops and intensifies, the available tools are used to meet the needs identified through the Parks and Recreation Facilities Master Plan.

- Review the Cash-in-lieu of Parkland Funds Policy. The Cash-in-lieu of Parkland (CILP) Funds Policy was approved by Council in 2011 and updated in 2015. Given current levels of infill construction, the Official Plan (2021) projected intensification, the differences in transect level rates of parkland provision per 1,000 residents, and the age of certain facilities, the Plan recommends reviewing the policy to ensure that the City can make the best use of available tools to meet the provision level recommendations of the Plan.
- Include the Plan as one of the background studies required in support of revisions to Development Charges By-law. As required by the *COVID-19 Economic Recovery Act*, the City is required to update the Development Charges By-law by 2024. The City collects Development Charges (DCs) for a range of designated services to pay for the increased capital costs resulting from increased needs for services arising from development. Amongst the designated services are the development of parks and recreation facilities. Only those specific capital projects included in the most current Development Charges Background Study are eligible for funding.

The background study and detailed analysis to support use of DCs to fund growth-related parks and facilities, resulting from intensification, should flow from the Parks and Recreation Facilities Master Plan so that changes may be considered for inclusion as part of the 2024 DC update.

- Develop a Land First Policy Statement for parkland dedication. Through the development review process, and to meet the provision level targets, the Plan recommends that the City request as first priority the dedication of land to increase transect wide parkland provision rates rather than requesting CILP. The intent of the policy is to direct staff wherever possible is to acquire appropriate land that meet the Park Development Manual criteria for suitable park spaces. This ensures that the City collects as much parkland as possible during the development review process to meet the recommendations of this Plan.
- Develop a Targeted Parkland Acquisition Strategy. The Plan recommends that, given the difficulties of acquiring new parkland through the land use planning process and redevelopment in existing neighbourhoods, the City develop a targeted real estate acquisitions strategy for parks. Acquiring land via a real

estate strategy would give the City an additional tool with which to address projected parkland deficiencies and meet the provision level targets of the Plan.

- Develop a Parkland and Recreational Facilities Land Disposal Policy. On occasion, the City owns land that is deemed surplus and is proposed for disposal. For areas where the parkland provision rate is less than 2 hectares per 1,000 people, the Plan recommends the creation of a policy that would provide real property (land) and / or funding for municipal parkland and facilities via the disposal of city-owned lands like the Affordable Housing Land and Funding Policy.

This is the final draft of the Plan intended to meet the *Planning Act* requirements to have an approved Parks plan in advance of the Official Plan. Once approved staff will provide Members of Council a desktop published, translated, accessible final Plan.

Following approval of this report at Committee and Council, staff will amend the Park Development Manual per the recommendations within this Plan and Official Plan (2021).

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

LEGAL IMPLICATIONS

The City is required to prepare and make available a parks plan prior to the adoption of official plan policies that provide for the alternative requirements for parkland and cash-in-lieu of parkland. In the opinion of Legal Services, the adoption of the Parks and Recreational Facilities Master Plan will meet this requirement. While the *Planning Act* provides for the appeal of a parkland dedication by-law which includes the alternative requirement for parkland, the Parks and Recreational Facilities Master Plan is not itself subject to appeal.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a City-wide report.

ADVISORY COMMITTEE(S) COMMENTS

June 15, 2021 at Accessibility Advisory Committee (AAC) received Parks and Recreation Facility Master Plan presentation. Questions and comments were received and incorporated in the final draft Plan. The Arts, Recreation and Culture Advisory Committee (ACRAC) received a presentation from city staff on June 22 pertaining to the

Parks and Recreation Facilities Master Plan. Following the presentation, committee members had the opportunity to ask questions of staff regarding the plan. Two areas of questions/concerns were raised by the committee. First, a need for increased access for gymnasium-based sports such as basketball and volleyball, as well as other sports typically dependent on school facilities. The City should consider an increase in access to gymnasiums through increased inventory or modernization of agreements with school boards to better meet the needs of the community and local sport clubs. Second, the City needs to consider equitable access across all facility types throughout Ottawa. It was noted that the core of the city has the oldest and least programmable spaces/facilities compared to neighbourhoods out of the greenbelt. The City should look at ensuring all communities within the city have access to modern facilities. The Committee would like to thank staff for the presentation and the open dialogue on our questions

CONSULTATION

The City held two rounds of consultation, specific to the Plan, from January to March and from May to July, 2021. This included surveys, online consultation sessions, targeted meetings and submissions from the public or stakeholders via email, phone or mail. There has been a high level of interest and engagement in the project with all wards represented.

Participation included:

- 2450+ completed online surveys
- 200+ in Round 1 and 175+ participants in Round 2 joined facilitated online sessions
- more than 70 residents or community groups or associates' feedback or submissions by email or phone
- more than 20 community organizations led by or working with equity deserving resident attended 1-1 meetings to provide their feedback
- Feedback from GOBHA, City's school boards, the National Capital Commission and College and Universities
- Technical advisory committee of City staff from across departments

The information from all response types was collated, analyzed, and synthesized into a Consultation Summary Report (attached as Document 3).

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.

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.

CLIMATE IMPLICATIONS

The Parks and Recreation Facilities Master Plan aligns with the climate targets and goals of the Climate Change Master Plan and the climate policies in the draft Official Plan. The Plan includes a preliminary analysis of the impacts of climate change on parkland and recreation facilities and recognizes the critical role they play in helping achieve Council's climate change goals and building a city that is livable in future climate conditions. For example, parklands are key in mitigating the urban heat island effect. Shaded outdoor recreation spaces and cooling amenities such as splash pads encourage safe, continued use in much warmer temperatures and provide reprieve from the heat, especially for vulnerable populations. Climate change will be considered, at the outset, in the development of new parks and recreation facilities, and it is expected that existing parks will gradually evolve to reflect changing climate and use patterns.

ENVIRONMENTAL IMPLICATIONS

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

INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

The City of Ottawa recognizes the important nature of these relationships and the invaluable contributions that the Indigenous communities provide when discussing

parks and recreation facilities policies. The Recreation, Cultural and Facility Services Department commits to ongoing dialogue and collaboration with the Algonquin Anishinabe Host Nations, on whose unceded territory Ottawa is built, and with Urban First Nations, Inuit, and Métis peoples that live and work in Ottawa on respectful inclusion and representation of their diverse cultures in the implementation of the Master Plan recommendations. Staff will follow the conversations begun via the Official Plan (2021) project, recommendations from the City of Ottawa – Algonquin Anishinabe Nation Consultative Culture Circle and the Ottawa Aboriginal Coalition for a First Nations, Inuit and Métis engagement framework that are both being developed at the time of printing.

The City of Ottawa [Women and Gender Equity Strategy](#) highlights the following priorities that have been considered during development of the Plan, including:

- a gender inclusive city
- representation, and
- resident engagement

Various resident engagement, outreach and presentation strategies were implemented. For example: online surveys were bilingual to reach francophone residents, online sessions were also held on mornings, afternoons, and evenings to allow for work or care-giving responsibilities, and community organizations serving women and gender diverse persons were invited to one-on-one meetings to increase participation in Plan consultations. The team conducted targeted outreach and met with community agencies working with intersectional groups to improve equal access for language or technology barriers. Equity and gender lenses were used on the development of the Plan recommendations.

The Recreation Facility Infrastructure Standards (RFIS) have been used since approved by Council in 2019 for any major renovations or new builds of recreation facilities by City staff or contractors. The newest design standards include Gender neutral washrooms and alternative needs change rooms that reflect our desire to improve access for all genders and abilities. The recommendations for new recreation facilities in the Plan will, at a minimum meet or exceed the 2019 RFIS.

RISK MANAGEMENT IMPLICATIONS

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

RURAL IMPLICATIONS

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

SUPPORTING DOCUMENTATION

Document 1 – City of Ottawa Parks and Recreation Facilities Master Plan – Final Draft

Document 2 - Provision Levels for City of Ottawa Parkland and Recreation Facilities

Document 3 – City of Ottawa Parks and Recreation Facilities Master Plan: Consultation Summary Report

Document 4 - Summary of Current Facility Related Impacts on Service Delivery

DISPOSITION

Upon receipt of direction from Committee and Council, Recreation, Cultural and Facility Services staff will return with an English and a French desktop published final Parks and Recreation Facilities Master Plan by Q1 2022 and amend the Park Development Manual per the adopted Parks and Recreation Facility Master Plan and Official Plan. Staff will bring forward reports with recommended changes for approval to committee(s) and council the:

- Parkland Dedication By-law
- Cash-in-Lieu-of-Parkland Policy
- Development Charges By-law
- Land First Policy statement
- Targeted Parkland Acquisition Policy
- Parkland and Recreation Facilities Funding Policy