

# **An Evergreen Plan for Glebe Parks**

## **September 2020**

**Prepared by the Glebe Community Association  
Parks Committee**

## **Acknowledgements**

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## **An Evergreen Plan for Glebe Parks Table of Contents**

### **Introduction**

### **Chapter 1: The Glebe**

### **Chapter 2: Existing Parks**

- i. Parks Typology**
- ii. Brown's Inlet**
- iii. Capital**
- iv. Central (East and West)**
- v. Chamberlain**
- vi. Dalhousie South**
- vii. Exploration Garden**
- viii. Fire Hall**
- ix. Glebe Memorial**
- x. Lionel Britton**
- xi. Patterson Creek Lagoon**
- xii. Senator Eugene Forsey**
- xiii. Sylvia Holden**
- xiv. Other Green Spaces**
  - a. Seasonal Wooden Parkettes**
  - b. Privately-owned Green Spaces**

### **Chapter 3: Issues and Challenges**

- 1. Additional green space**
- 2. By-law enforcement**
- 3. Dog waste disposal**
- 4. Maintenance**
- 5. Parks funding**

### **Chapter 4: Conclusions and Summary Recommendations**

- 1. Additional Green Space**
- 2. By-law enforcement**
- 3. Dog waste disposal**
- 4. Maintenance**
- 5. Parks funding**

### **Figures**

### **Tables**

### **Annex 1.**

### **Annex 2.**

## Introduction

Urban parks enrich our community in many ways. They are places where we can enjoy fresh air and exercise. They contribute to the physical and mental health of persons of all ages and to the aesthetic quality of our neighborhoods as well their economic value. They provide green spaces which improve our natural environment and a setting for community members to gather and interact for cultural activities and social events. They help build social capital. Urban spaces are an integral part of our cities.

Therefore, it may surprise people to know that the GCA is one of the few community organizations in Ottawa which has established a committee devoted to parks issues. The committee is comprised of volunteers: parks stewards for each of the Glebe's neighbourhood parks, a committee chair and a few dedicated ex-officio members. Over the course of each year, the committee meets regularly to discuss emerging issues, plan events like spring and fall parks clean-ups as well as initiatives such as new parks and parks improvements. The committee works with city officials, elected representatives, local businesses and fellow citizens to bring these projects to fruition.

Until recently, our discussions and the work we undertake have taken the form of meeting minutes and to a large extent corporate memory. Last spring the committee decided to organize our thoughts in a more structured, written form. We developed a proposal for a Glebe parks plan that was presented to the GCA Board and approved by them in June 2018.

The plan provides the GCA with an opportunity to collaborate and build consensus and serves as a reference point for discussions with the residents, business groups, city of Ottawa staff and elected officials. It will preserve valuable corporate memory. Each park will be described in terms of its history, location, size, overall topography, type, its zoning and usage. The plan will also discuss how parks funding is currently sourced, managed and allocated. Finally, the plan will identify current issues and challenges facing Glebe parks and make recommendations to address them. In keeping with the parks theme, it will be an evergreen document that will be updated every year as new issues and challenges arise.

Our parks are valuable assets. Let's make the best use of them today and preserve them for future generations.

## Chapter 1: The Glebe

The Glebe is a neighbourhood located just south of Ottawa's downtown core. The Glebe was established in 1837, when much of the land was allocated to St. Andrew's Presbyterian Church, 'glebe' being a term that refers to lands belonging to the church. Therefore, when this area was first developed as a residential district in 1870, the neighbourhood was simply referred to as 'The Glebe'. The neighbourhoods considered for the purposes of this plan include the Glebe, Dow's Lake and the Glebe Annex which are bounded by the Queensway to the north, the Rideau Canal and Dows Lake and Lebreton Street and Bronson Avenue to the west.

According to 2016 Census data contained in the *Ottawa Neighbourhood Study*<sup>1</sup>, the Glebe-Dow's Lake neighbourhood had a population of 12,675 persons. In terms of age, 14.4% of the population were between 0 and 14 years of age, 14.1% between 15 and 24 years old, 55.5% between 25 and 64 years old, and 16.1% were over 65 years old. Fifty-five percent were married or living common law while 33.8% were never married, and 11% were separated, divorced or widowed. According to the 2016 census, the neighbourhood consisted of 5920 households.

Glebe residents have access to green space in a variety of forms. A strip of parkland comprised of grass, flower beds, trees and pedestrian and bike pathways run along the banks of the Rideau Canal. This green space, as well as Commissioners Park (8.95 hectares), located along the shores of Dow's Lake, is owned and maintained by the federal National Capital Commission. Lansdowne Park is a 16.6-hectare district park located in the southeastern corner of the Glebe and is comprised of a mixture of commercial, recreational, residential buildings as well as public space including green space consisting of the .9 hectare 'Great Lawn'. District parks have a larger city wide and district service radius. They are generally designed as major destinations for residents and tourists and may contain major sports facilities and have a tourism focus with parking provided on site. Lansdowne Park is owned by the city and operated in partnership with the private sector Ottawa Sports and Entertainment Group (OSEG).

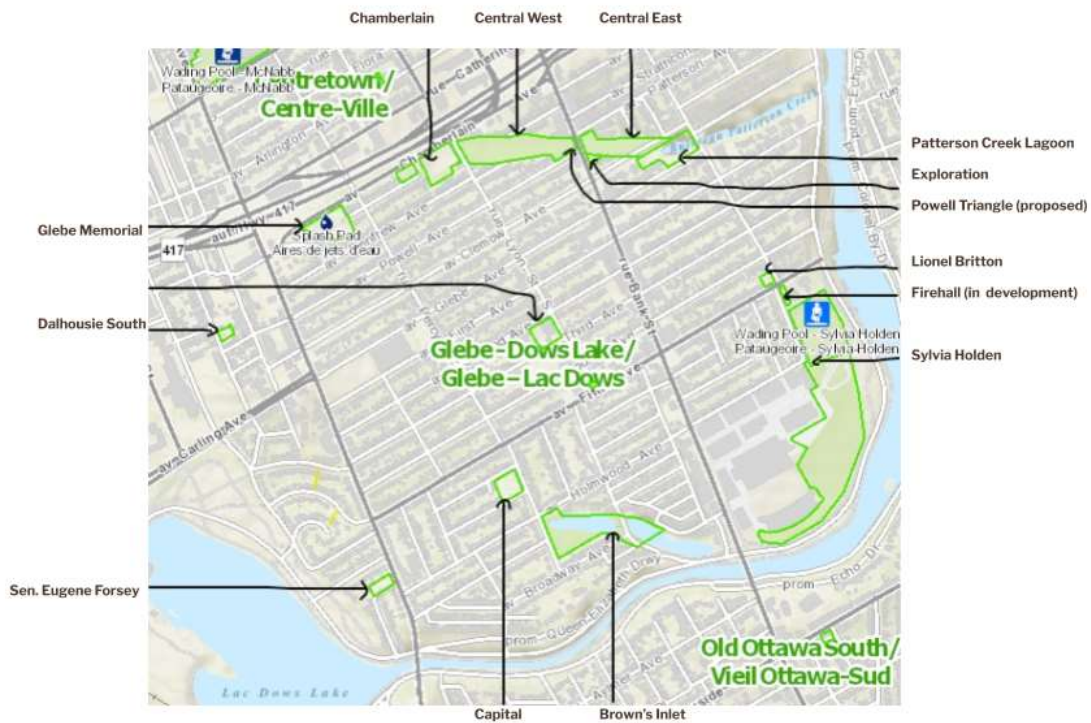
In addition to these green spaces, the Glebe has 12 city-owned 'neighbourhood' parks as well as a small green space at the Glebe Community Centre. This comprises roughly 10.5 hectares of parkland. Based on 2011 Census data, the Ottawa Neighbourhood Study calculated the total area of all parks and pathways located in the Glebe as 25.4 square metres per person compared

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<sup>1</sup> Statistics Canada Census of Population 2016; Ottawa Community Data Consortium, Community Data Program of the Canadian Council on Social Development, accessed from the [Ottawa Neighbourhood Study](#) under their [Terms of Use](#).

to an average of 55.7 square metres per person nationally.<sup>2</sup> As we will see, this neighbourhood appears to have a large number of parks but most of these are quite small in size.

## MAP OF GLEBE PARKS



Source: geoOttawa (City of Ottawa; Teranet)

<sup>2</sup> The Ottawa Neighbourhood Study refers to this neighbourhood as The Glebe - Dows Lake but it includes the Glebe Annex.

## Chapter 2: Existing Parks

**Park Typology:** The city of Ottawa defines six types of parks.<sup>3</sup>

1. District parks are defined as a minimum of 10 ha. in size and have a city wide and district service radius. They are generally designed as major destinations for residents and tourists and may contain major sports facilities and have a tourism focus with parking provided on site.
2. Community parks, by definition, service a specific community or group of neighbourhoods. They are a minimum of 3.2 ha. in size and may contain a community building or field house.
3. Woodland parks are established where existing woodlands already exists. They generally serve neighbourhoods within an 800 metre (10 minute) walking distance and vary in size between 1.2 ha. and 3.2 ha... They aim to preserve the natural habitat and are predominantly treed but depending on the context may contain facilities such as trails and seating.
4. Neighbourhood parks are meant to serve as a focal point for a neighbourhood, are between 1.2 ha. and 3.2 ha. in size and are generally within 800 metres (10 minutes) walking distance of the neighbourhoods they serve. They may contain smaller recreational facilities such as outdoor rinks, splash pads and unlit, mini sports fields.
5. Parkettes are small parks defined as between 0.4 ha. and 1.2 ha. in size and generally within 200-450 metres (2-5 minutes) walking distance from the neighbourhoods they serve.
6. Urban Parkette/Plazas are between 400 square metres to 4,000 square metres in size. They are located in the urban core and generally hard surfaced and may contain water features or recreational facilities like basketball courts. Like Parkettes, they are within 200-450 metres (2-5 minutes) walking distance from the neighbourhoods they serve.
7. Parks are also classified as 'active' and 'passive' recreation depending on the types of activities that are permitted in them.

The largest parks located in the Glebe are Lansdowne Park, a city-owned district park and the federally-owned Commissioners Park. Federally-owned green space also includes a narrow strip along the eastern and northern banks of the Rideau Canal. This report will focus on smaller parks (less than 3.2 ha. in size), those defined by the city as neighbourhood parks, parkettes and urban parkette/plazas. A list of Glebe neighbourhood parks, arranged by size and type is presented below in Table 1. The following discussion will describe the current state of these

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<sup>3</sup> <https://ottawa.ca/en/city-hall/planning-and-development/new-park-development>

types of parks in the Glebe and enumerate park-specific issues and challenges facing each of them.

<b>Table 1: Glebe Neighbourhood Parks by Area</b>			
<b>Park</b>	<b>Area (hectares)</b>	<b>Size Category*</b>	<b>Park Type</b>
<b>Central (East &amp; West)</b>	2.9	Medium 4	Neighbourhood
<b>Brown's Inlet</b>	2.2	Medium 4	Neighbourhood
<b>Sylvia Holden</b>	2.0	Medium 4	Neighbourhood
<b>Chamberlain</b>	0.9	Medium 2	Parkette
<b>Patterson Creek Lagoon</b>	0.8	Medium 2	Parkette
<b>Glebe Memorial</b>	0.7	Medium 1	Parkette
<b>Capital</b>	0.4	Medium 1	Parkette
<b>Senator Eugene Forsey</b>	0.2	Small	Urban Parkette
<b>Dalhousie South</b>	0.1	Very Small	Urban Parkette
<b>Lionel Britton</b>	0.09	Very Small	Urban Parkette
<b>Exploration Garden</b>	0.07	Very Small	Urban Parkette
<b>Fire Hall (proposed)</b>	0.07	Very Small	Urban Parkette
<b>Glebe Community Centre</b>	0.04	Very Small	Urban Parkette
<b>Total neighbourhood park area</b>	10.47		
*One element used to rank parks is available space for dogs (smaller parks are considered less suitable)			

## Brown's Inlet Park

**Classification:** Active Recreation

**Location:** This park is located in the southern part of the Glebe and stretches from Queen Elizabeth Driveway at the Bank Street bridge to the corner of Craig and Holmwood Avenues

**Description:** Brown's Inlet is a body of water (a former creek) emptying into the Rideau Canal near the northern end of the Bank Street Bridge. The inlet is divided into two ponds which are connected underground. The ponds of the inlet are surrounded by parkland and are home to a variety of wild life including amphibians, fish and birds.

**Area:** 2.2 ha.

**History:** We are unsure at this time when it was established. The best guess is some time after the Glebe became a fashionable place to live around 1906 and the development of the Driveway which was built by the Ottawa Improvement Commission between 1900 and 1905.

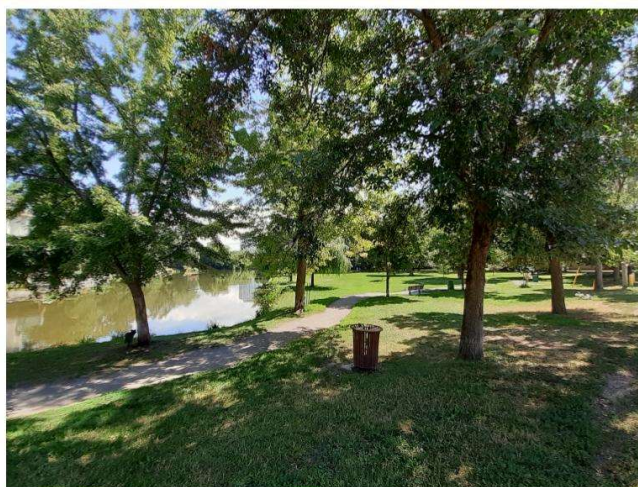
**Zoning:** Mixed. Dogs allowed on leash 9am – 11 am; 2 pm – 7 pm, Monday to Friday; 11 am – 7 pm, Saturday and Sunday, April 1 to October 31. No dogs are allowed on toboggan hill from December 1st to March 31st.

**Use:** This park is used by seniors, young children, teenagers, adults, dog owners, fishermen and model boat clubs. It is occasionally used as a site for weddings.

**Issues/Challenges:** Some wild life species are at risk. There are invasive species like yellow heart. Ongoing maintenance and poor drainage are also issues as is disposal of dog waste and dog urine which is damaging trees.

**Input provided by:** Brenda McCagherty Date: July 2018

Brown's Inlet Park



## Capital Park

**Classification:** Active Recreation

**Location:** This park is bounded by a row of houses on its western side and by Ella, Craig and Newton Streets to the north, east and south.

**Description:** Park space is well shaded with trees and contains a surface cover of grass and sand. A pathway crosses the park diagonally and separates a play area from a large grass-covered field. It contains 5 picnic tables (embedded tables with four chairs) 6 swings: 4 for children, 2 for toddlers; a tire-swing; a play structure for children 18 months plus; a teeter-totter; a rocking horse and a spider web climbing structure.

**Area:** 0.4 ha.

**History:** This park is named for Capital Ward, the ward in which it is located.

**Zoning:** Dogs are not allowed at any time.

**Use:** The main users of the park are teenagers (Spider web, swings, playing field); adults (playing field, picnic tables); toddlers and young children (play structure, swings); seniors (benches); family groups; home daycares and occasionally, GCA-based children groups.

**Issues/Challenges:** Several trees have been cut down recently and four ash trees are visibly quite sick. Only one tree has been replaced. The park is generally well maintained by neighborhood volunteers. Dogs are an ongoing issue. Although dogs are not permitted in this park, dogs on leash/off leash is almost a daily occurrence. Dog waste is also very common, especially in the winter which restricts use of the park particularly in the playing field. The park is not well adapted for 12 -24-month-old children. There is no fenced-in area or play structure for that age group.

**Input provided by:** Emelie Braschi with input from Brenda Sheshnicky and other park users,

**Date:** July 2018

Capital Park



## Central Park (East and West)

**Classification:** Passive Recreation

**Location:** The Park is bounded by O'Connor Street on the east, Lyon Street on the west, Powell and Clemow Avenues on the south and Rosebury and Patterson Avenues on the north. Northern and southern boundaries of the park are adjacent private dwellings and back yards. It is divided into eastern and western sections by Bank Street.

**Description:** The Park is located below street level in the former drainage basin of Patterson Creek. Entrance stairs are located on either side of Bank Street. Service ramp provide access off Patterson Avenue and Lyon Street. Cast iron fencing divides the street level pedestrian side walk from the border of the park along both sides of Bank Street. Vegetation consists of a mixture of deciduous and coniferous trees and shrubs, maple, oak, ash, elm, willow and cedar and pine with large expanses of grass. Winding gravel paths are located mainly along the park's perimeter. In the west they were upgraded in 2007. Formerly, a series of circular flower beds were located throughout the park. With the exception of one bed located at the foot of the western set of stairs the other flower beds have been planted with lower maintenance trees or shrubs. Lighting was upgraded in the western section in 2007 and in the eastern section in 2018. In 2019/2020, the city undertook a major engineering project to address recurring spring flooding issues. This will include creating a 'water garden' along the park's western edge to divert excess run off.

**Area:** 2.9 ha.

**History:** Originally, the entire area of the park was that area around Patterson Creek: a necklace of green space reached along Patterson Creek from Memorial Park on Chamberlain Ave through Central Park and along to the Rideau Canal. Eventually the Bank Street Bridge over Patterson Creek was removed and Central Park was separated into West/East sections, resulting in drainage challenges through the years. In the 1890s, work began on landscaping the area. The construction of streets like Clemow Avenue further blocked the creek drainage and created a sunken open space of the park. The park was completed in 1907 as part of the National Capital Improvement Commission. The park has two sections, Central Park East and West divided by Bank Street. Patterson Creek Lagoon Park lies across Clemow Avenue, to the southeast, and east of that, the NCC's Patterson Creek parkland reaches to the Rideau Canal. In 2019, Central park West and the Ambassador Court condominium building which overlooks the park were both individually designated under Part IV of the Ontario heritage Act. An underutilized section of Central Park is located just west of Bank Street on the north side of Powell Avenue on the southern side of the park. This street level triangle is mainly grassy with a few shade trees. Old wire fencing with decorative pipe caps is found on top of a cement retaining wall and, along with a treed slope, establishes a visual and access barrier separating the area from the lower park. Much of it was overgrown with weeds which have been cleared out by GCA volunteers. A

proposal is being developed to provide seating, a flower bed and perhaps a historical plaque honouring an early landscape designer Alexander (Sandy) Stewart, who was responsible for building parks and related infrastructure throughout the city, including along the historic Patterson Creek.

**Zoning:** Dogs are allowed on leash in the eastern section of park between 12 Noon and 4pm, daily, April 1 to October 31. In the western section of the park dogs are allowed off leash 7am to 11pm, daily, April 1 to October 31.

**Use:** The eastern section of the park is used for a variety of activities (slack lines, unorganized kicking and throwing of balls and Frisbees, croquet, sun bathing, reading, exercise groups, theatre productions, individual and small group picnics, kid's parties, wedding photos, gardening, organized volunteer clean ups, kids day camp programming and dog walking. One of the newer additions to the park, the massive stump left from the downed silver maple, has proven a feature that draws spontaneous individual and small group performances or other activities. It also hosts special events on a regular basis such as 'Art in the Park' and 'Shakespeare in the Park'. These events are popular and very well attended. The western section of the park is primarily used by pedestrians, joggers and persons exercising their dogs off leash on a daily basis. To a lesser extent, it is used by persons simply walking through the park or sitting on park benches to relax, read or eat lunch. Occasionally children from local schools use the park to jog around the perimeter pathways. In December, 2018, unusual weather saw a week of ice skating materialize on both sections of the park.

**Issues/Challenges:** Drainage in the western section of the park has been an issue for many years. Each spring this section of the park can be subject to flooding where water makes the park inaccessible to use. As noted, in 2019, the city undertook major work to address the drainage problem. Dog waste is disposed of in park trash containers producing extremely unpleasant smells and attracting flies in the warm months. The western section of the park is poorly maintained, slopes are overgrown with weeds, vines and saplings. Therefore, ongoing maintenance is an issue. Graffiti was a problem along some of the park's retaining walls but an art installation has helped discourage this. Early morning and late-night noise can be an issue caused by shouting dog owners, barking dogs and late-night partiers. Thanks to eight years of spring and fall clean ups by volunteers, the eastern section's perimeter plantings are cleared annually, but both sections of the park are infected with the invasive dog-strangling vine. Parts of the pathways (particularly in the park's eastern section) are muddy and overgrown and need edging, widening and resurfacing.

**Input provided by:** Elizabeth Ballard/Bruce Jamieson/Peter McKenzie **Date:** May 2018.



**Central Park West 1911 (Source: Library and Archives of Canada, PA-009988)**



**Central Park East 1911 (Source: Library and Archives of Canada, PA-010130)**

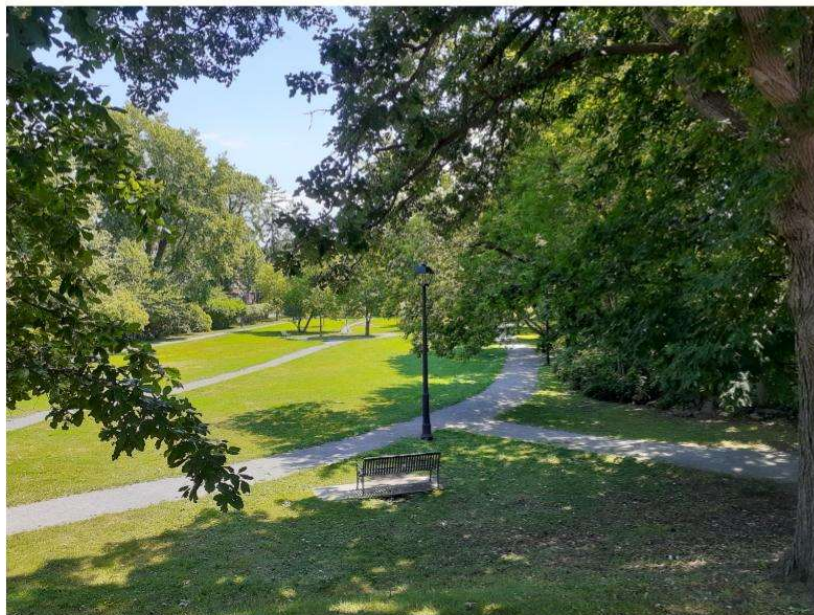
**Central Park West**

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**Central Park East**

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## **Chamberlain Park**

**Classification:** Active Recreation

**Location:** This park is located at the north end of the Glebe and is bounded by Chamberlain Avenue (north), Lyon Street (east) and Glendale Avenue (west); the south side abuts the backyard fences of homes on Renfrew Avenue.

**Description;** The main design feature of the park is the playing field which occupies most of the space, primarily used for soccer but also suitable for ultimate, football and other athletics. Two tennis courts are located immediately to the west. An east-west pedestrian pathway also passes through the park, between Lyon Street and Glendale Avenue, connecting the pathway from Central Park West to Glendale Avenue and Glebe Memorial Park or the north-south bicycle path on Percy Street. South of this pathway is a gently sloping hill leading up to the south side fence, often used for sledding and snowboarding in the winter. Trees planted on this hill are doing well.

**Area:** 0.9 ha.

**History:** The park is named for its location on Chamberlain Avenue.

**Zoning:** Dogs allowed off leash daily, Dogs-in-Parks Designation: Mixed; Dogs-in-Parks Designation Details: Dogs allowed between Lyon Street South and Glendale Avenue.

**Use:** Primary users are dog owners, sports teams, schools, pedestrians and cyclists.

**Issues/Challenges:** Challenges include proper disposal of dog waste, graffiti along the fence at the south side of the park, dogs escaping the park and occasional acts of vandalism. The tennis courts are showing signs of wear as surfaces are cracked with weeds growing through in several places.

**Input provided by:** Jason and Janine Anderson, **Date:** July 30, 2018

## Chamberlain Park

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## **Dalhousie South Park**

**Classification:** Active Recreation

**Location:** This park is located at 343 Bell St South, between Powell Avenue and Henry Street. It abuts the Senator Apartments at 470 Cambridge Street South.

**Description:** The park contains shrubs along the fence lines, particularly on the north side, with mainly honey locust trees throughout the park and some maple trees on the south side (as well as a maple tree that is located front and centre). A major renewal took place in the latter half of 2018 which incorporated a number of smaller play structures including a larger structure equipped with a slide. The park also contains two spring toys, a saucer swing and a sand box. These amenities are generally meant to accommodate children between 2 and 12 years of age. The park also has a gazebo with picnic table with two benches located at the front of the park, one in front of the play structure and two behind the play structure facing an open play area.

**Area:** 0.1 ha.

**History:** The Park was established in 1995 as a result of a great community effort to develop the site of buildings located on Bell St. South which had become derelict in the mid-1980s, with the properties subsequently seized by the city. When one of the houses burnt down, it was clear that there was an opportunity to do something new on this land. Local residents banded together to fight for a park. They created the Dalhousie South Residents Association which lobbied the city to use the property that it had seized to build a neighborhood park.

Such a park was considered crucial for a number of reasons. Dalhousie South, in the southern part of the then-called Dalhousie Ward (1888-1994), already had a high population density. There were a number of high-rise apartments in the area, and many of the residents had children. However, there was nowhere nearby for those children to play. The residents created a community association, the Dalhousie South Residents' Association, and lobbied the city to use the property to establish a neighbourhood park. Although, it was hoped the city would also purchase an adjacent house at 341 Bell St. South to make a larger park, and there were some competing visions of what amenities the park should contain, at the end of the day, the primary goal was met, and a park was created.<sup>4</sup> In 2018, the existing play equipment in the park was replaced as a life cycle renewal project. At that time the opportunity was taken to reconfigure some of the site to better suit the needs of the neighbourhood.

**Zoned Use:** No dogs are allowed at any time.

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<sup>4</sup> [http://www.glebereport.ca/wp-content/uploads/2016/01/GR\\_Jan\\_2016\\_web.pdf](http://www.glebereport.ca/wp-content/uploads/2016/01/GR_Jan_2016_web.pdf)

**Use:** Seniors/adults often sit under the gazebo or at the picnic table or benches at the front of the park. Playground equipment is used by children about 5-12 years old. The space is too small for team sports.

**Issues/Challenges:** The community is very excited about the renewal. However, this is the community's only park and this represents a challenge for the neighbourhood – all the other neighbourhood parks in the area require crossing busy streets (such as Bronson or Carling) and are difficult to access.

**Input provided by:** Sue Stefko **Date:** June 2018

### Dalhousie South Park

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## Exploration Garden

**Classification:** Active Recreation

**Location:** This small preschooler play area is located in the southwest corner of Central Park East with an entry set back from Bank Street.

**Description:** The park provides an enriched, natural play area with unique features to encourage preschoolers' creative exploration of a safe, secure and diverse natural environment. Amenities include a dinosaur fossil sandpit, musical instruments, a chalk-drawing wall, paths, stepping logs and climbing rocks centred around an impressively large tree that provides dappled shade. The park's proximity to Bank Street at sidewalk level ensures accessibility, and adult seating invites relaxation for caregivers while young children play.

**Area:** .07 ha.

**History:** After several years of community consultation to select a site and agree on a design concept (provided *pro bono* by Brett Cardinal and David Lashley), a *Children's Exploration Garden* was completed in 2014 in the elevated southwest corner of Central Park East above the bowl of the larger park. The project was funded from Capital Ward's Cash-in-lieu of Parkland funds and included installation of a power supply intended to bring the lighting in Central Park East up to city standards as funds became available.

**Zoning:** Not designated (dogs on leash)

**Use:** This park is used mainly by young children and toddlers supervised by their parents or guardians.

**Challenges/Issues:** Over time, elements of the original installation have been damaged and have needed to be repaired. Planned construction of a five-storey building within a metre of the Exploration Garden's southern boundary has raised concerns about shadowing, reduced airflow and damage to the centrepiece tree's root system.

**Input provided by:** Elizabeth Ballard **Date:** March 2020.

## Exploration Park

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**Fire Hall Park** (name approval anticipated)**Classification:** Passive recreation? (tbd)**Location:** (pending legal address is 18 Fifth Avenue); the park is located at the corner of Fifth Avenue and O'Connor Street, immediately west of and adjacent to the Glebe Fire Hall on Fifth Avenue.**Description:** This is a new park located between two children's parks and intended to be attractive to adults. The park features a large maple tree at the northwest corner, cedar trees along the O'Connor Street side and a lawn that extends eastward from the trees toward the Fire Hall, sloping south to above the Fire Hall driveway. A concrete sidewalk leads from the Fire Hall to O'Connor Street.**History:** In 2014 the Mayor and Councillor endorsed a GCA proposal to establish a new park on city-owned land at the southeast corner of Fifth Avenue and O'Connor, adjacent to the Glebe Fire Hall. On August 24, 2015, the zoning for the parcel of land was changed from institutional to parkland. Community discussions held in 2016 through local media and formal consultations confirmed broad support for an adult-oriented park with variety of benches, tables, seating and garden spaces. Half a dozen diseased trees and their stumps were removed from the centre of the park before 2019. A capital assets budget of \$90,000 from Cash in Lieu of Parkland ward funds was announced in 2017, and a draft design was shown to the Glebe Parks Committee at a meeting in winter 2017/2018. Requested revisions, including a two-phase approach to amenity installation, have yet to be provided, although a copy of the original draft design was reissued. Soil contamination requires remediation before amenities will be provided and a design finalized. Informally known as the Fire Hall Park the Glebe Parks Committee proposes that name be formalized.**Area:** 0.072 ha.**Zoning:** Not designated (dogs on leash)???**Use:** Over the course of 2015-2017, several consultations, news articles and an opinion survey asked what the community wished to see in a new park that was sandwiched between active junior and senior parks to the north and south which provide junior play areas, a wading pool, basketball court and small-field soccer. There was strong support for an adult-centred park. Amenity suggestions included an adult active exercise park, adult seating and meeting spaces, a summer theatre practice space, and community gardening opportunities. Further discussions recommended that the small space be a passive adult park supporting conversation and small gatherings and perhaps raised-bed gardens. Mindful of costs, a two-phase design was proposed.

**Challenges/Issues:** Dialogue with city staff on project design has been positive but has faced year-long gaps in the discussion, perhaps because of limited departmental resources. Two-phased revisions to the draft design have not yet been provided and would be welcome. Early in 2020, soil testing revealed the presence of contaminated soil that requires removal and remediation. This has created uncertainty over timing, funding, and the design budget.

**Input provided by:** Elizabeth Ballard **Date:** March 2020.

### **“Firehall Park” (in development)**

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## **Glebe Memorial Park (also known as Glendale Park)**

**Classification:** Active Recreation

**Location:** Glebe Memorial Park is located at the end of Glendale Avenue at Percy, where its main access point can be found. It can also be accessed at entry points along Chamberlain.

**Description:** The park includes a heated hut primarily used as a changing area for skaters during the winter months, but also for some storage when organized sporting events (i.e., GNAG soccer practices, etc.) are held there. The field, though not full-sized, is sufficient to host soccer practices for younger teams, as well as two sizable skating rinks (one for hockey, without boards). The park also features two swing sets (including one equipped for differently-abled swingers), a full play structure and additional slide, as well as a relatively updated splash pad. There are several park benches, a drinking water fountain, and garbage cans. A portable toilet is in place at certain times during the year. There are spotlights for night-time activities. The park also features a well-maintained and aesthetically pleasing Community Garden. The park is surrounded by fencing, shrubbery, taller maples, etc., as well as well-placed spruce trees. The Hwy. 417 Interchange project and Bronson-Chamberlain-Imperial realignment may provide an opportunity to modestly expand the park, as Chamberlain Avenue is realigned north to line up with the extension of the Bronson off ramp.

**Area:** 0.7 ha.

**History:** Currently, we do not know when this park was established and what it commemorates.

**Zoned Use:** No dogs are allowed at any time.

**Use:** In the last 15 years, the park has been used primarily by parents with young children, organized sports teams such as GNAG soccer, and skaters (primarily pick-up hockey players) during the winter months. It is also the occasional hangout for older teenagers, and, from time to time, people in need of community care/social housing, etc.

**Issues/Challenges:** Park Clean-ups over the last two decades have revealed a few instances of hypodermic drug needles. The park is sometimes subject to graffiti (on the sign and/or hut). A picnic table would be a valued addition. A gate-enclosure was, in recent years, installed at the request of the Parks Committee to prevent young children having access to Chamberlain Street from the middle of the park. Longer term, the community will continue to monitor the impacts of any changes to the Bronson Street Queensway Exit onto Chamberlain. There may be an opportunity for the park to expand its size in the event a widened thruway is built as a direct off-ramp from the Queensway. Consultation between the City Councillor and the province is recommended.

**Input provided by** Angus McCabe **Date** October 28, 2018

## Glebe Memorial Park

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## **Lionel Britton Park**

**Classification:** Active Recreation

**Location:** Northwest corner of Fifth Avenue and O'Connor Street

**Description:** The entire park is enclosed by fences and secured with a gate. The play area features a play structure, small hills, a sand-filled play area with donated sand and ride-on toys, a picnic table, benches bordering play area, swing sets and a water fountain. Vegetation includes large maple and basswood trees; Mountain Ash, serviceberries and some shrubs.

**Area:** 0.09 ha.

**History:** The park is named after Mr. Lionel Britton. Owner and founder of Britton's Smoke Shop, Britton was a great supporter of Little League baseball within the community. The site had become vacant when houses had burned down in the late 60s or early 70s. It was overgrown with weeds and littered with junk. Three women, Mary Kovaks, Lynn Cuddy (or Curly?) and Pat Close, came up with the idea of a playground. They, along with Elaine Marlin, held many meetings with city officials in her home on Regent Street. Sylvia Holden was also very helpful and Dave Steele (sp?), a city employee also facilitated things. Despite major push back from some city officials, the park was finally approved and eventually fenced in for safety reasons. Both planning and landscaping was very much a community affair. Also known as the Tot Lot, the park opened in late August - early September 1975, an event covered in the Glebe Report's issue following that date.

**Zoning:** No dogs allowed at any time.

**Use:** Primary users are young children: toddlers, children up to 5-6 years old, parents of young children

**Issues/Challenges:** Ongoing maintenance by the City: leaf raking & blowing, sand raking. Often families will bring unwanted or broken toys to the park and leave them there. Half-way through the summer it is necessary to reduce the number of toys by throwing out the broken or unsafe ones. Sand in play area is very fine and many parents dislike the sand-dirt mix that makes up the highly used part of the park. The drinking fountain is rarely used for drinking water and often sand and dirt is found in it, clogging the drain holes

**Input provided by:** Meghan Schreiner **Date:** September 2018.

## Lionel Britton Park

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## **Patterson Creek Lagoon Park**

**Classification:** Passive Recreation

**Location:** This park is bounded by Glebe Avenue, Clemow Avenue and O'Connor Street and is bounded in the west by three private properties. The park, the lagoon and over 40 heritage properties having a reciprocal view with the park and Central park East, form the Clemow Estate East Heritage Conservation Districts created in 2011 under Part V of the Ontario Heritage Act.

**Description:** Main design features include a heritage designated concrete and iron bridge over Patterson Creek inlet at O'Connor Street designed by Ottawa Architect Francis Conroy Sullivan (associated with Frank Lloyd Wright) in the early 1900's and a restored, stone-lined pond or lagoon immediately to the west of the O'Connor Street bridge. The lagoon terminates Patterson Creek inlet which is navigable to the Rideau Canal. There are three substantial sets of concrete stairs (at the southeast and northeast ends of the bridge and off of Clemow near O'Connor) that descend to the grassed areas surrounding the lagoon. The grassed area to the south of the lagoon terminates at a slope (covered by low bushes and a few large trees) rising to the level of Glebe Avenue. The grassed area to the north extends to the sidewalk at Clemow and contains a magnificent weeping willow near the pond and a significant number of trees of varying varieties and age. To the west, the grassed area extends to the private properties and contains numerous old growth trees. There are two painted metal heritage benches on the south side of the lagoon and two on the grassed area at the west end. The original landscaping included crushed white stone paths surrounding the lagoon and were linked to the staircases. The stone wall surrounding the lagoon is topped by a black metal railing with wire fencing that replicates the original fence design. The post-mounted heritage plaque is located on the grassed area to the west of the lagoon. There are two memorial trees with plaques on the south side of the lagoon and at least 8 new plantings that replace trees that have died in recent years. The wooded area to the south has a large area of a dwarf-type of sumac, two mature evergreens, numerous mature hardwood and bushes that are mostly immature maples and honeysuckle shrubs.

**Area:** 0.8 ha.

**History:** Patterson Creek is named after early landowners in this area by the name of Patterson. The creek was originally a navigable swamp that extended from the canal to just beyond Bank Street. Landscaping by the Ottawa Improvement Commission in the early 1900's created Central Park East and West and Clemow Avenue, Monkland Avenue, Linden Terrace, the lagoon and the walled Patterson Creek to the Rideau Canal. The streets and parks in this area were transferred to the City of Ottawa in the 1980's from the NCC except for Patterson Creek and

surrounding park land from O'Connor to the canal. The City of Ottawa carried out a complete restoration of the stone walls of the lagoon and its railing around 2008

**Zoning:** Dogs are allowed on leash between 12 noon and 4pm, daily, April 1 to October 31.

**Use:** The park is used by neighbours and visitors of all ages to feed or catch fish, play, take in the view of the Patterson Creek Lagoon, skate on self-cleared ice in winter, take photographs, kayak/canoe/paddleboard, walk dogs, read or sunbathe. Art in the Park uses this space for some of its exhibitors. This park has also been used as location for several television and movie productions and occasionally for guerilla weddings.

**Issues/Challenges:** The south and west areas around the lagoon are very slow to dry in the spring. Dog waste in garbage containers is a problem. The wooded area to the south needs to be aggressively thinned and dog strangling vine should be removed to improve walker and visitor safety. Volunteers do their best in this regard twice per year as part of Cleaning the Capital.

**Input provided by:** William R. Price **Date:** September 5, 2018 and December 1, 2019.



**Patterson Creek Lagoon 1916 (Source: Library and Archives of Canada, PA 03432)**

## Patterson Creek Lagoon

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## Senator Eugene Forsey Park

**Classification:** Active Recreation

**Location:** This park is bounded by Bronson Avenue on the east and Lakeview Avenue to the south. Northern and western sides of the park are surrounded by private homes.

**Description:** The park is gated and fenced on all four sides. It features a play structure which allows children can climb, slide, and play music); a tire swing; a field on each side of the play structure so children can run around; and a basketball court.

**Area:** 0.2 ha.

**History:** Originally the location of the Ottawa Juvenile Detention Centre (1912-1960), the park was created on the demolished building site in the 1960s. The park is named in honour of Senator Eugene Forsey (1904-1991), a prominent parliamentarian and constitutional expert.

**Zoned Use:** No dogs are allowed at any time.

**Use:** Primary users are seniors, young children, teenagers, adults, sports teams, dog owners,

**Issues/Challenges:** No issues or challenges were identified for this park.

**Input provided by:** Bruce Jamieson, **Date:** September 2018

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### Senator Eugene Forsey Park



## **Sylvia Holden Park (formerly Lansdowne Community Park)**

**Classification:** Active Recreation

**Location;** The park is located between O'Connor and Queen Elizabeth Drive at Fifth Avenue, south to Holmwood Avenue and Princess Patricia Way, the Lansdowne Park entrance from Queen Elizabeth Driveway.

**Description:** The park contains a large playing field, play structures, basketball court, a field house which provides change room and toilets during the summer season; two baseball diamonds; a fenced in dog park. The park is crossed by a pathway connecting Queen Elizabeth Drive and O'Connor Streets. It contains mostly evergreen trees. It is adjacent the Glebe Parents' Daycare Centre built in the early 1990's.

**Area:** 2.0 ha.

**History:** This park was formerly known as the Lansdowne Community Park. As a result of the Lansdowne Park redevelopment (2012-2015) the original Sylvia Holden Park located at the southeast corner Bank Street and Holmwood Avenue was removed.

In 2013, the commemoration of Sylvia Holden Park was transferred to the nearby Lansdowne Community Park, providing an alternative honour for Sylvia Holden and differentiating the park from the new Lansdowne urban park. Sylvia Holden was a chairperson of the GCA Recreational Committee and circulation manager of the Glebe Report from 1973 to 1989. Her goal was to improve and expand the recreation facilities in order to provide a space where people could come together in the Glebe. Working with groups of young parents, she helped to establish the Tot Lot at Fifth and O'Connor Avenues (later named Lionel Britton Park after another local supporter of recreation). She was the chairperson of the Glebe Community Association' Recreation Committee and the circulation manager of the Glebe Report from 1973 until 1989. There had been ongoing problems with dog owners using the ball diamonds and leaving dog waste. By law officers had been ticketing dog owners regularly. Three neighbors on Adelaide Street approached the city with the idea of putting in fence and gates to enclose the back area to create a dog run. They collected money and gave it to the city as partial payment for the costs. In the mid 1990s, the dog run went from an idea to reality thanks to this initiative.

**Zoning:** Dogs are allowed on leash.

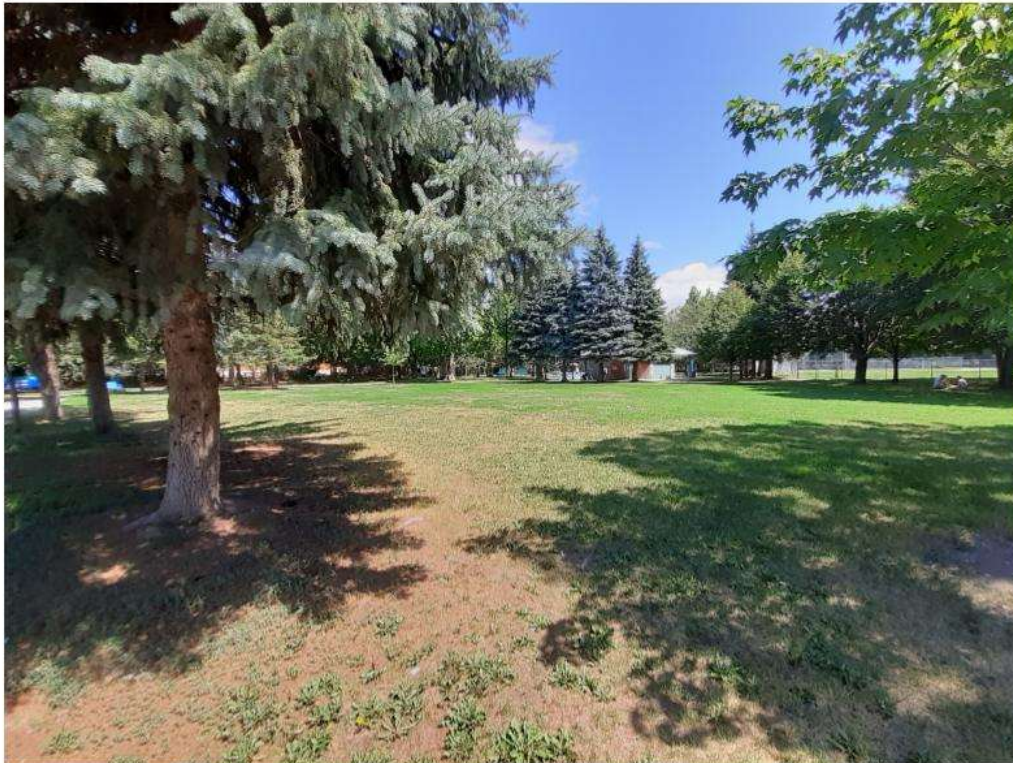
**Use:** This park is mainly used by toddlers, young children and their families. The wading pool typically has about 20,000 users over the summer. It is very popular for dogs and their owners and is one of only three fenced dog parks in the city (Jack Purcell and Hampton Park being the others). The Glebe Little League is the main user group of the baseball diamonds. The park's two baseball diamonds are booked throughout the summer.

**Issues/Challenges;** Volunteers who clean the park for the Spring and Fall cleanup typically see graffiti in the pool and on field house walls. They find broken glass along the bleachers at the baseball diamond adjacent to the Queen Elizabeth Drive (although the trimming of branches at the base of evergreen trees by city maintenance crews has increased visibility into the park and acted as deterrent to vandals). Dumping of snow into park near the gate at the QED entrance by the Canal Ritz parking lot snow removal company leaves broken glass and mess every spring (occasional damage to the park fence). Damage to the cement along the edge of the pool by vandals occurred in spring 2018. The basketball court equipment is dated and the backboards and rims are old and need to be replaced. New ones would last 10 years+ and cost very little. There are also no nets (the mesh net) as these have essentially rotted off of the rims. Nothing is catching/stopping a ball that goes through the hoop. In an ideal world, the court should be lengthened as relative to the courts at Lansdowne and Elgin, it is quite small.

**Input provided by** Katrina Geary, Heather Duggan **Date:** July 2018

### Sylvia Holden Park

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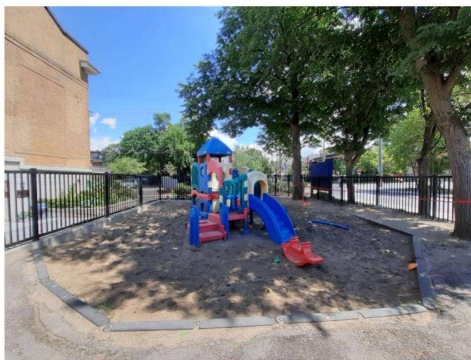
## Other Green Spaces

**Seasonal Wooden Parkettes:** The GCA and the Glebe BIA, taking advantage of a city parkette initiative, established two seasonal wooden parkettes in existing parking spaces. They are installed in late spring by volunteers and removed in the fall. The parkette at the southwest corner of Bank Street and Third Avenue proved very successful and will be reinstalled annually. The other parkette, on the northeast corner of Bank Street and Second Avenue proved less successful and has been decommissioned.

**Privately-owned Green Spaces:** Because finding new green space in the Glebe is a challenge, we need to maximize the green spaces we already have. Green spaces do not necessarily need to encompass large tracts of land or be comprised of city-owned land. Students at Glebe Collegiate (TWIGS) have undertaken a number of environmental projects over the years – planting a pollinator garden, building raised vegetable beds and enhancing street planters with flowers on and adjacent to their high school property.

Recently, portions of a few church-owned properties along the Bank Street have been turned into small but shady green spaces with the addition of a few benches, trees and flowers (Fourth Avenue Baptist Church, St Giles Presbyterian Church and the Ottawa Chinese United Church). These projects in addition to a temporary wooden parklet located at Third Avenue and Bank Street were funded from monies raised by a group of Glebe citizens known as Underground Sound. That being said, green space with shade trees and comfortable seating along the Bank Street corridor is generally at a premium. As the previous examples suggest, greening of our streetscapes can be undertaken in partnership with businesses, institutions like schools and churches, private developers and with the city in the case of city owned lands. The realignment of Chamberlain Avenue located at the northern limit of the Glebe, also presents an opportunity to add new green space to existing city-owned land along this important east west traffic corridor.

Glebe Community Centre



## Chapter 3: Challenges for Glebe Parks

### 3.1 Additional Green Spaces

According to a brief drafted for the GCA Parks Committee on May 26, 2013, *Parkland % in Glebe*, the City's 'Inner Area', referenced in the Official and Master Plans link below, has just under 2 hectares of park plus leisure land/1000 pop. The 'Inner Area' includes the Glebe, Glebe Annex, Dows Lake (not the Exp. Farm), Centretown (south of Laurier and excluding Bytown), Sandy Hill, Old Ottawa South, south to about Alta Vista, but not Vincent Massey Park. This estimate includes all the open federal lands, which are ineligible for sports or any formally structured recreation or play equipment. The City map shows that in the Glebe, the 5<sup>th</sup> Ave Fire Hall and the nearby Preschool are included in the City's count of 'park plus leisure land' so there is perhaps an over inclusive interpretation of this green space designation. The City's target of total adequate green space is 4.0 hectares/1000.

As Figure 2 shows, the Glebe doesn't seem to have a disproportionate amount of green space or supporting space compared to the other 'Inner Area' neighbourhoods, and like the rest of the 'Inner Area' the Glebe appears to fall short of this 4.0-hectare target by about 50%. The total land in the Glebe's City held parks, omitting Lansdowne, is 11.350137 hectares. Another 5 hectares will be returned to the City park area total when the Lansdowne Great Lawn (which includes the Aberdeen and Horticulture buildings and the Farmers Market) is established, for a total of 16.35 hectares of park land in 2015. The City's target for new and expanding communities calls for 2 hectares of park land/1000 persons. The Planning Act calls for 1.2 hectares/1000 persons. The 'Inner Area' as a whole appears to have roughly 1 hectare of park land/1000 persons, or about 50% of the City's target.<sup>5</sup>

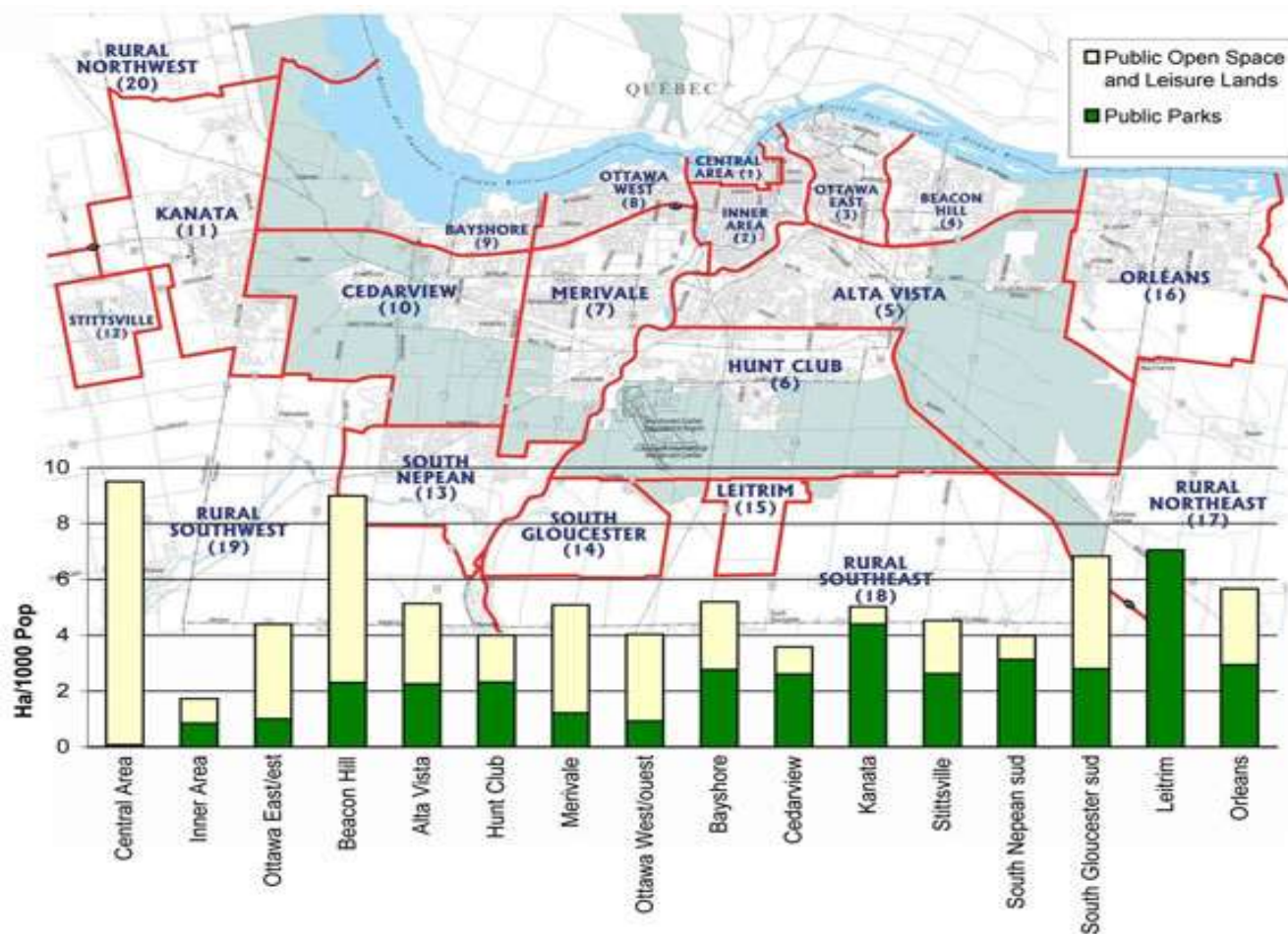
The City's Official Plan sets a target of 4.0 ha of total green space (i.e., natural land and open space and leisure land) for every 1000 residents and this target has been achieved throughout most of the urban area. In new communities, the target for total green space includes a target of at least 2 hectares of park and leisure land for every 1000 residents. This target, which reflects the amount of park space in established communities, is ambitious in that the parkland dedication provided under the Planning Act yields about 1.2 hectares per thousand population, and the balance must be created through land acquisition and negotiation. These targets have guided the development of recently approved community design plans for the expanding suburban areas.

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<sup>5</sup> <http://ottawa.ca/en/city-hall/planning-and-development/official-and-master-plans/greenspace-master-plan/3-achieving/32>

Figure 2: Public Open Space/Leisure Lands and Public Parks

Source: Elizabeth Ballard



The chart at the bottom of Figure 2 shows the population of large districts of the city and the amount of park and total green space within each district. It also shows the amount of park and total green space per thousand persons. In this table, park space comprises city-owned parks and federal land recognized by the NCC as a park. These lands comprise the primary lands shown on the Inner Area, Section 2. Total green space, for this analysis, includes all park space plus active and passive open space in public ownership identified in the 2005 Land Use Survey. These lands are generally shown as the supporting lands on Map 2 in Section 2. School property and land in the Greenbelt is not included in this analysis.<sup>6</sup> In general, most communities achieve the targets of the Official Plan. While some of the older neighbourhoods have less park land than newer suburban areas, they meet or exceed the target for total green space because communities inside the Greenbelt on the whole have access to a considerable amount of

<sup>6</sup> <http://ottawa.ca/sites/ottawa.ca/files/migrated/files/con022192.pdf>

federally owned green space. The exception is the densely populated Inner Area, which does not achieve the Official Plan target for total green space or park space.<sup>7</sup>

In communities like the Glebe which are located in or near the city's core, public space, particularly green space, is limited. Unlike other less densely developed neighbourhoods in Ottawa, there is less opportunity to develop new parkland. Therefore, it is extremely important to maximize the use of the green space which already exists and to insist that any new residential development that results in an increase in population density includes green space.

Green spaces do not necessarily need to encompass large tracts of land or be comprised of city-owned land. Students at Glebe Collegiate (TWIGS) have undertaken a number of environmental projects over the years – planting a pollinator garden, building raised vegetable beds and enhancing street planters with flowers on and adjacent to their high school property. Recently, portions of a few church-owned properties along the Bank Street have been turned into small but shady green spaces with the addition of a few benches, trees and flowers (These sites include Fourth Avenue Baptist Church, St Giles Presbyterian Church and the Ottawa Chinese United Church). These projects in addition to a temporary wooden parklet located at Third Avenue and Bank Street were funded from monies raised by a group of Glebe citizens known as Underground Sound. That being said, green space with shade trees and comfortable seating along the Bank Street corridor is generally at a premium. As the previous examples suggest, greening of our streetscapes can be undertaken in partnership with businesses, institutions like schools and churches, private developers and with the city in the case of city owned lands.

### **Challenge:**

Because finding new green space in the Glebe is a challenge, we need to continue to look for ways to maximize the green space we already have. Three spots are currently proposed for amenity development. A city-owned property next to the Fire Hall has been designated parkland, a preliminary park design prepared, soil quality testing and funding secured for the Fire Hall Park (a.k.a. Sylvia Holden Annex) at the corner of O'Connor Street and Fifth Avenue. A grassy, shaded, elevated, sidewalk-level triangle of land above the bowl of Central Park West, running west from Bank St along Powell is another city-owned green space that can be made more inviting and useable with benches and plantings. The realignment of Chamberlain Avenue at the north western limit of the Glebe, also presents an opportunity to add new green space to existing city-owned land along this important east west traffic corridor. Identifying these sites is a first step followed by planning and securing funding.

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<sup>7</sup> <http://ottawa.ca/en/official-plan-0/410-greenspace-requirements>

**Recommendations:**

**1a) Glebe businesses, public institutions and private developers be encouraged to include publicly-accessible green space in the planning and development of their property.**

**1b) The city of Ottawa create new green spaces on city-owned lands and maximize public access, amenity enhancement and use of existing green spaces (no matter how small) located in the Glebe, including in particular the Fire Hall Park, The Powell Triangle, and the Chamberlain Park.**

“Powell Triangle” (Proposed)



View of Chamberlain Street Realignment (potential additions to Memorial)



289-291 Carling

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### 3.2 By-law Enforcement

Bylaws relating to city parks and facilities are outlined in By-law No. 2004-276 and are enforced by police officers or by-law officers for City of Ottawa By-law and Regulatory Services (BLRS).<sup>8</sup> In general, officers are not assigned to serve specific parks and during the summer months, instead seasonal staff are assigned to patrol parks across the city. “Largely given resources and considering the significant volume of service requests, BLRS typically uses a reactive enforcement model which further dictates our approach. Having pointed that out, BLRS does through its seasonal enforcement programming, undertake proactive patrols of parks that have identified complaints and other means, as being problematic. For example, [they] conduct patrols of parks during times that dog handlers would typically use them.”<sup>9</sup>

The by-laws most relevant to this report relate to the public use and access to city parks. The general hours of operation for parks are 5 am to 11 pm. Parks are closed to visitors outside of these hours unless otherwise specified. Sports activities are only permitted in designated areas. Use of sports fields is prohibited between November 1<sup>st</sup> and March 31<sup>st</sup> and the use of baseball diamonds between October 16<sup>th</sup> and April 30<sup>th</sup>, unless specified. A wide range of commercial and recreational activities require a permit, including sale of food and drink, merchandise, art, skills or services, staging of public events and organized team sports.

Trees, shrubs, buildings and structures located in parks may not be cut, broken, injured, defaced or disturbed. No person shall leave or deposit waste. Unless authorised, no person shall undertake any maintenance activities or alter existing grounds or facilities.<sup>10</sup> Loud, boisterous, threatening, abusive or indecent language or disorderly conduct is also prohibited. Smoking is not permitted in parks at any time or within 9 metres of parks access points. By-laws do not apply to City of Ottawa agents, employees or contractors during the course of performing their duties, or to police officers or emergency service providers.

By-laws relating to dogs in parks are covered by the Animal Care and Control By-law No. 2003-77.<sup>11</sup> Dog owners are required to register their dogs with the City of Ottawa and have dogs’ tags renewed annually. With specific reference to parks, dogs are not permitted within five metres of play structures, wading pools or spray pads and must be on-leash at all times unless on private property or in an off-leash park. Leashes must be a maximum of three metres in length and dogs must be under the control of someone when the dog is in an area designated on-leash by signage. No owner of a dog shall have a dog on park land that is designated an area where dogs are prohibited during certain times of day; certain days of the week or certain months of the year. If a dog owner has a dog in a designated off-leash park, the owner must keep the dog in sight and under voice control at all times and shall promptly leash the dog

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<sup>8</sup> Parks and Facilities By-law: 2004-276 - City of Ottawa.

<sup>9</sup> Email response from BLRS, January 30, 2020.

<sup>10</sup> GCA maintenance activities are undertaken through the city’s Adopt-a-Park Program.

<sup>11</sup> Animal Care and Control (By-law No. 2003-77) City of Ottawa

when confrontations with humans or other animals develop. No person shall keep an animal which makes or causes noise that disturbs or are likely to disturb the peace, quiet, rest, enjoyment, or comfort of any person in a dwelling, apartment or residence, in the neighbourhood; any person in the vicinity; or the neighbourhood.

According to Ottawa city policy<sup>12</sup>, park designations are based on a number of elements that include park size, park facilities and proximity to schools or community centres associated with higher park use often by young people. Parks are awarded points based on these elements - the higher the point score, the less compatible a park is considered for dogs. Designations include:

- no dogs;
- no dogs with 5m of play areas/ wading pools/spray pads;
- dogs on leash;
- timed designation;
- mixed designation;
- stoop and scoop (dogs allowed).

The city has discretion to impose a 'no dogs' designations in parks where there is a chronic disregard for stoop and scoop bylaws resulting in health concerns or maintenance problems. Parks can also be re-designated by an application which clearly outlines the reasons for the requested change.

Citizens are encouraged to report barking dogs, dogs running loose or at large, stoop and scoop violations, unlicensed dogs, dogs in prohibited parks by creating a service request online, by calling 3-1-1 or by emailing Ottawa.ca.<sup>13</sup> In response to our query, BLRS indicated that officers conduct on site visits proactively or in response to complaints. However, without more detailed information from BLRS it is not possible to estimate how often these take place.<sup>14</sup>

According to BLRS there are 31,800 active dog licences for the City of Ottawa. However, the actual number of dogs in Ottawa is probably higher given that some people do not obtain the necessary licences for their dogs.<sup>15</sup> As dog owners are major users of city parks, it is in the best interest of the community to develop an approach that accommodates people with and people without dogs. Again, Ottawa can learn from the experience of other Canadian cities. *People, Parks and Dogs: a strategy for sharing Vancouver parks*, is a comprehensive policy document

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<sup>12</sup> Dogs-in-Parks Designation Policy, 2019.

<sup>13</sup> Animal Care and Control (By-law No. 2003-77) City of Ottawa.

<sup>14</sup> "BLRS is not at liberty to disclose a schedule of visits, as it may affect enforcement capabilities and efficacy." Email response August 2019.

<sup>15</sup> According to BLRS, how much higher is not possible to estimate without accurate census data, Email response from By-law and Regulatory Services, August 2019

exploring how people and dogs can best coexist in Vancouver's off-leash parks.<sup>16</sup> The report found that large, clearly defined off-leash dog areas play an important role in fostering community, providing a common space where people with and without dogs can visit and socialize.<sup>17</sup> However, the study also found that:

- managing dog waste was the number one challenge for off-leash dog areas;
- field observations and public consultation indicate significant off-leash dog activity in on-leash areas as well as lack of compliance with time-of-use restrictions;
- increased noise where many dogs and people meet which may disturb neighbourhood residents;
- aggressive and poorly trained dogs may scare or injure humans and dogs confined in small fenced off areas may fight;
- off-leash areas may also produce increased enforcement and maintenance costs.<sup>18</sup>

The report also identifies issues such as the unequal distribution of off-leash areas across the city, confusing and inconsistent signage and a lack of clear on-the-ground boundaries for off-leash areas.<sup>19</sup>

To our knowledge the City of Ottawa has not conducted a study similar to Vancouver's. However, "BLRS tracks enforcement and compliance activity in a number of ways for a wide range of by-law topics within its area of responsibility."<sup>20</sup> BLRS was able to provide us with statistics on the number of complaints received in 2017 (61), 2018 (56) and 2019 (61). Complaints included dogs at large, dogs in prohibited areas, failure to stoop and scoop, dog bites, smoking, noise, injured animals, sign violations such as the dumping of waste and unauthorized activities (such as being in parks after hours).<sup>21</sup> Statistics provided by BLRS are presented in the table below. As the statistics highlighted in red demonstrate many of the complaints that related to animals (dogs) occurred in parks where no dogs are allowed at any time. It is unclear what complaints related to 'parks' which are listed in the table below indicate. As shown, in 2017, about 50% of complaints related to animals (dogs) in parks, whereas in 2018 only about one third of the complaints involved dogs.<sup>22</sup>

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<sup>16</sup> *People, Parks and Dogs: A strategy for sharing Vancouver's parks*, Vancouver Board of Parks and Recreation, 2018

<sup>17</sup> *Ibid.*, p.8.

<sup>18</sup> *Ibid.*, p.9.

<sup>19</sup> *Ibid.*, p.9

<sup>20</sup> BLRS Email response August 2019.

<sup>21</sup> *Ibid.*

<sup>22</sup> *Ibid.*

<b>Glebe Park</b>	<b>Animals 2017-2018- 2019</b>	<b>Noise 2017-2018- 2019</b>	<b>Parks* 2017-2018- 2019</b>	<b>Signs/Smoking 2017-2018- 2019</b>
<b>Brown's Inlet</b>	7-5-35	2-0-0	4-5-7	0-0-1
<b>Capital</b>	10-4-2		2-2-1	0-0-1
<b>Central Park East</b>	2-1-2		2-3-1	
<b>Central Park West</b>	2-3-1		2-1-1	
<b>Chamberlain</b>	1-1-2		2-1-1	
<b>Dalhousie South</b>			1-1-1	0-0-1
<b>Sen. E. Forsey</b>	4-6-1		0-6-1	
<b>Glebe Memorial</b>	1-1-1	0-1-1	1-1-1	
<b>Lionel Britton</b>	0-3-1		0-0-1	
<b>Patterson Creek Lagoon</b>	1-0-0			
<b>Sylvia Holden</b>	1-1-1	0-1-1	1-2-1	
* 'Parks' complaints can include unauthorized activity (fireworks or camping for example), damage to property, dumping, being in the park after hours, driving a vehicle in the park or golfing in a park. It also includes permit holder complaints – so when someone has rented a field at a specific time and another person is using it and refuses to leave.				
Source: Email response from Ottawa By-law and Regulatory Services, August 2019; February 2020.				

It should be noted that dogs are allowed in only five Glebe parks: Brown's Inlet, Central Park, Chamberlain, Patterson Creek and Sylvia Holden (Sylvia Holden Park also includes a fenced in dog run where dogs are allowed off-leash).<sup>23</sup> A quick review of specific by-laws relating to dogs in Glebe parks (as outlined below) indicates that they are not always consistent and in some cases confusing. For example, according to the dog park by-laws listed online,<sup>24</sup> in Brown's Inlet Park dogs are allowed on leash between 9am -11am; 2 pm - 7 pm, Monday to Friday; 11am – 7pm, Saturday and Sunday, April 1 - October 31. Dogs are allowed off leash at all other park hours that is between 11am and 2pm and after 7pm Monday to Friday. The rationale is not clear. In Central Park West, dogs are allowed off-leash at all times but in Central Park East dog are allowed on-leash 12 noon to 4 pm, seven days a week, April 1 to October 31. In reality, dogs are off -leash in both sections of this park on a daily basis. If bylaws are not being regularly enforced, dog owners who see other dogs off -leash may think it is permitted. Given this confusion, how are dog owners supposed to understand when, where and under what circumstances dogs are and are not allowed off leash.

<sup>23</sup> The Sylvia Holden Park fenced in dog run is one of nine dog runs located across the city.

<sup>24</sup> <https://ottawa.ca/en/residents/recreation-and-parks/parks-and-green-space/dog-parks>

<b>Brown's Inlet</b>	Dogs allowed <u>on leash</u> 9am -11 am; 2 pm - 7 pm, Monday to Friday; 11 am – 7 pm, Saturday and Sunday, April 1 - October 31. Dogs are allowed during all other park hours. No dogs are allowed on toboggan hill December 1 - March 31.
<b>Capital</b>	<b>No dogs at any time.</b>
<b>Central Park East</b>	Dogs allowed <u>on leash</u> , between Bank Street and Clemow Avenue 12 NOON to 4 pm, seven days a week, April 1 to October 31.
<b>Central Park West</b>	Dogs are allowed between Lyon Street South and Bank Street.
<b>Chamberlain</b>	Dogs allowed between Lyon Street South and Glendale Avenue.
<b>Dalhousie South</b>	<b>No dogs at any time.</b>
<b>Senator Eugene Forsey</b>	<b>No dogs at any time.</b>
<b>Glebe Memorial</b>	<b>No dogs at any time.</b>
<b>Lionel Britton</b>	<b>No dogs at any time.</b>
<b>Patterson Creek</b>	Dogs allowed <u>on leash</u> between 12 NOON and 4pm, daily, April 1 to October 31.
<b>Sylvia Holden</b>	Within the fenced in dog run dogs allowed off-leash. Dogs are allowed <u>on leash</u> in the rest of the park. Dogs are not permitted within 5 metres of play structures.
<b>Source :</b> <a href="https://ottawa.ca/en/residents/recreation-and-parks/parks-and-green-space/dog-parks">https://ottawa.ca/en/residents/recreation-and-parks/parks-and-green-space/dog-parks</a>	

### Challenge:

While most dog owners act responsibly some do not. Some parks users may fear for their own safety and that of their children when they come in contact with dogs. Owners of small dogs may fear larger dogs. This may lead to conflict between persons using parks or some people avoiding parks all together. As the recent stabbing of a dog in Patterson Creek Park demonstrates, conflicts between dog owners can escalate with unfortunate results.<sup>25</sup>

The extent of the problem often depends on one's perspective. For example, according to a survey conducted by the City of Vancouver, opinions are divided on whether or not most dog owners comply with stoop and scoop rules; 42% of respondents agreed that dog owners do a good job, 43% disagree.<sup>26</sup> Field studies and parks reviews in other cities like Vancouver indicate there is a low level of compliance with on-leash rules; yet 46% of dog owners agreed there was 'enough enforcement of dog activity', while only 10% of non-dog owners agreed with this statement.<sup>27</sup> If by-laws are not regularly enforced, dog owners who observe dogs in 'no dogs allowed' parks or dogs off-leash in on leash only parks may believe this behaviour is

<sup>25</sup> *Dog stabbed to death in Glebe park leaves owners distraught*, Olivia Chandler, CBC News, August 1, 2019.

<sup>26</sup> *People, Parks and Dogs: a strategy for sharing Vancouver's parks*, Vancouver Board of Parks and Recreation, Appendix, p. 7, 2018.

<sup>27</sup> *People, Parks and Dogs: a strategy for sharing Vancouver's parks*, 2018

permissible. The result may be a low level of compliance with on leash or no dogs allowed by-laws. Furthermore, some dog related bylaws in the Glebe are inconsistent and confusing.

Low levels of dog licensing also make it hard for cities to plan for dogs.<sup>28</sup> Many dog owners may not know the city requires pets to be licensed and currently there seems to be no systematic effort to inform them. Anecdotal evidence suggests that some owners believe the chip implant provided by veterinarians is all that is required. Without accurate data the size of the dog population is very hard to estimate. Furthermore, according to Ottawa BLRS, the City of Ottawa does not offer dog owners information on training their animals when a licence is issued. Information on pet training is available through the Ottawa Humane Society.<sup>29</sup> Therefore, the onus is on the owners to be aware of their responsibilities under the Animal Care and Control By-law.

### **Recommendations:**

**2a) By-laws relating to dog activity need to be reviewed and where appropriate revised to make them consistent and easy to understand. Signage indicating dog-related restrictions in parks should be clear.**

**2b) By-law requirements to licence dogs and to adhere to restrictions on their activity need to be more widely disseminated. This could be undertaken by the city when dog tags are issued and renewed and in partnership with third parties such as veterinarians and the Ottawa Humane Society. Information should be available in the form of bilingual, easy-to-read pamphlets and posters.**

**2c) In parks where dog owners persistently violate by-laws (do not stoop and scoop; take their dogs to parks where dogs are not allowed; allow dogs off-leash in on-leash only parks, permit incessant barking, etc....) by-laws should be strictly and regularly enforced.**

**2d) The City of Ottawa should develop a people and dog parks sharing strategy similar to *People, Parks and Dogs*, the study recently completed by the City of Vancouver. Failing this, the city should review this report and other findings from other municipalities and act on their recommendations where appropriate.**

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<sup>28</sup>People, parks and Dogs: a strategy for sharing Vancouver's parks, 2018, Appendix, p. 7

<sup>29</sup> Email response from Ottawa BLRS, August 2019.

### 3.3 Dog Waste Disposal

The number one challenge identified by Glebe Community Association parks stewards is the disposal of dog waste. This is not surprising as the same challenge is being faced by many municipalities across Canada.<sup>30</sup> Waste audits in different cities report that dog waste can account for between 40 to 80% of waste found in park refuse receptacles.<sup>31</sup> Based on 2014 data, it is estimated that about 4,000 metric tonnes of dog waste goes into city dumps each year (based on an audit of 100 homes).<sup>32</sup>

Dog waste is not just an inconvenience it can also be harmful to small children and other dogs. Research indicates, it is also a leading cause of pollution given that as much as 20% to 30% of all bacteria in urban watersheds can be traced back to dog waste.<sup>33</sup> This is harmful to both wild life and waterway ecosystems. The most commonly employed treatment methods for dog waste are: 1) anaerobic digestion, 2) composting and 3) a combination of the two. Anaerobic digestion produces a bio-fuel, methane as well as bio-solids; composting produces a nutrient rich soil fertiliser; a combination of these two methods produces both methane and a smaller amount of fertiliser but with equal nutrient value.<sup>34</sup>

In 2017, the Canadian Animal Health Institute estimated that 41% of households in Canada own at least one dog.<sup>35</sup> According to Ottawa By-law and Regulatory Services there are 31,800 active dog licences for the entire City of Ottawa.<sup>36</sup> However, the dog population is probably much larger given the number of un-licensed dogs in the city of Ottawa. Without accurate data the size of the dog population is very hard to estimate. With approximately 5,920 households in the Glebe-Dow's lake neighbourhood, a very rough estimate would indicate a population of well over 2,000 dogs. Therefore, how to effectively dispose of dog waste is not a small challenge.

The city has tried a number of approaches. As early as 2012, the city conducted a pilot project installing special receptacles for dog waste in two city parks. However, it was decided to discontinue the project because, "it wasn't a priority and there was no direction from council".<sup>37</sup> In 2014, four receptacles were installed on a trial basis in Windsor Park (located in

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<sup>30</sup> People, Parks and Dogs: a strategy for sharing Vancouver's parks, Vancouver Board of Parks and Recreation, 2018.

<sup>31</sup> *A Comparative Analysis of Dog Waste Processing Methods*, Kaitlin Lovering, August 2018.

<sup>32</sup>, *Ottawa Citizen*, March 2018.

<sup>33</sup> *The Scoop on Poop*, The Canadian Public Health Agency, 2019, info@cpha.ca.

<sup>34</sup> *A Comparative Analysis of Dog Waste Processing Methods*, Kaitlin Lovering, August 2018: 4-5.

<sup>35</sup> Latest Canadian Pet Population Figures Released, Canadian Animal Health Institute, January 23, 2017.

<sup>36</sup> By-law and Regulatory Services email response August 2019.

<sup>37</sup> Dog waste bin pilot project shelved, *Ottawa Citizen*, November 25, 2012

Ottawa South) at a cost of \$4,000 for receptacles and signage.<sup>38</sup> An evaluation of this pilot project was supposed to be undertaken. However, we were unable to obtain a copy.

Other cities in Canada have tried different approaches to address the problem. In April 2017, Waterloo installed three waste containers in city parks. After 4 months of testing, the containers were found to have diverted 2,350 kilograms of dog waste from landfill. Furthermore, according to Mayor Dave Jaworsky, the pilot project diverted half a tonne of CO<sup>2</sup> from the atmosphere and generated enough electricity to power 100 homes for a month.<sup>39</sup>

In 2018, Mississauga installed twelve in-ground dog waste bins designed by Sutera Inc. at a cost of \$3,000 each. In this case, the process involves separating waste from its bag and storing it in underground containers away from direct sunlight; the containers are emptied by vacuum truck and taken to an anaerobic digester to be converted into energy and fertilizer. The cost of installation is \$90,000 and if successful, will involve the installation of eighteen more containers around the city.<sup>40</sup>

In Vancouver, bagged dog waste is placed in designated dog waste receptacles and taken to a waste water treatment plant. In 2017, 110.71 tonnes of dog waste were diverted from landfills using this method, while producing bio-fuels and soil additives.<sup>41</sup> This approach was adopted after testing other treatment options with limited success such as in ground septic tanks from which waste could be pumped and dog litter sand boxes. One outstanding challenge for the use of anaerobic digestion remains – the disposal of the plastic bags used to contain the dog feces. Unless they are truly ‘biodegradable’, plastic bags must be separated from the feces and processed at a separate facility.<sup>42</sup>

In 2018, the city changed its green bin policy on animal waste. As of July 2, 2019, dog feces and kitty litter will be accepted in household Green Bins.<sup>43</sup> It is also looking at a number of different options for collection of dog waste from city parks. In 2019, the city of Ottawa also launched a pilot project which involved installing special green bins for dog waste in ten parks across the city:

1. Clarke Fields (Barrhaven);

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<sup>38</sup> *Information: Dog Waste Collection Program Windsor Park*, Public Works/Emergency & Protective Services, March 2014

<sup>39</sup> *What to do with all that dog poop? Ontario cities come up with creative solutions*, Noella Ovid, *Globe and Mail*, March 12, 2018.

<sup>40</sup> *Sustainable dog waste containers to be installed in Mississauga parks*, Rachel Williams, *Mississauga News*, February 18, 2018. *What to do with all that dog poop? Ontario cities come up with creative solutions*, Noella Ovid, *Globe and Mail*, March 12, 2018.

<sup>41</sup> *Comparative Analysis of Dog Waste Processing Methods for Metro Vancouver*, Kaitlin Lovering, August 2018: 2.

<sup>42</sup> *Comparative Analysis of Dog Waste Processing Methods for Metro Vancouver*, Kaitlin Lovering, August 2018: 22

<sup>43</sup> *Service Ottawa Website*.

2. Greenpointe (Barrhaven);
3. Ken Ross Park (Barrhaven);
4. Brewer Park North (Capital);
5. Legacy Skate Park (College);
6. Mountain Meadows (Gloucester-South Nepean);
7. Byron Linear Park (Kitchissippi);
8. Champlain park (Kitchissippi);
9. Ben Franklin East (Knoxdale-Merivale);
10. Rideau View (River).

The off-site processing of collected dog waste involves shredding open the plastic bags containing the waste which is then sent through an additional screening process that ensures that the bags are captured and removed while the waste that remains can be composted.<sup>44</sup> City staff is measuring the success of the pilot by setting indicators and aims to report back to city council in the first quarter of 2021.

#### **Challenge:**

Dogs can provide both physical and emotional benefit to their owners. Many dog owners enjoy to exercising their dogs and themselves in city parks. When dogs relieve themselves in parks current by-laws require owners to dispose of dog waste at home. In practice, most dog owners contravene these by-laws and dispose of dog waste in city park waste receptacles, a practice which is environmentally detrimental, a health hazard and a public nuisance. The disposal of dog waste at home in toilets, green bins or as compost means it can be processed along with other forms of waste at little additional cost to the taxpayer.

#### **Recommendations:**

**3a) The city of Ottawa should learn from the experience and best practices of other Canadian municipalities with regard to the effective disposal and recycling of dog waste.**

**3b) The city of Ottawa should implement an environmentally friendly system for the collection, disposal and re-cycling of dog waste that is cost effective and easy for dog owners to use. If economically feasible, dog waste recycling receptacles should be installed in all Glebe parks where dogs are allowed.**

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<sup>44</sup> Green Bin Program Service Enhancement Questions and Answers, City of Ottawa, March 26, 2018.

### 3.4 Parks Maintenance

The City of Ottawa Asset Management uses an established asset management approach in identifying needs, prioritizing these needs against limited budgets, programming interventions relative to other works and funding pressures and project implementation. The life cycle program is presented annually and approved through the City's Annual Budget process. Asset management works closely with staff from Recreation, Culture and Facility Services (RCFS) to identify the needs and ensure that the City's park assets remain safe until the life-cycle renewal takes place. In addition, they work with RCFS who are typically engaged with Community Groups to coordinate any life cycle requirements that might be aligned with Community lead initiatives.<sup>45</sup>

The City of Ottawa Maintenance Quality Standards for parks and Sports Fields approved in November 2005, define the desirable level of service that the City aims to achieve under normal conditions. Maintenance Quality Standards have the following objectives:

- To provide safe, dependable and affordable service levels;
- To preserve the infrastructure assets;
- To protect the natural environment;
- To enhance the appearance and health of the community;
- To provide a reference framework to measure performance;
- To provide a basis of "Peer Review" with other comparable cities; and
- To provide Council and citizens with a reference of expectations.<sup>46</sup>

A report submitted to the city in October 2004, *Report to Health Recreation and Services Committee and Council*, identified the following foci for maintenance activities:

- Turf management in parks and playing fields;
- Remedial repairs to site furniture and fencing, play structures, re-lamping light standards, turf and drainage;
- Care of newly planted trees, maintenance of trees and shrub beds;
- Cleanup of parks and sports fields, collection of litter containers, sand and hazardous items and graffiti;
- Sports field infield maintenance and irrigation.<sup>47</sup>

Public opinion research undertaken by EKOS in conjunction with this report indicated that 83% of residents considered parks and green space maintenance important; 7 in 10 people were satisfied with parks and green space maintenance and reasonably satisfied with the City as a service provider, however, some respondents expressed concern for a lack of upkeep and regular maintenance and issues of pest control.<sup>48</sup>

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<sup>45</sup> Email response from Shelley MacDonald, February 3, 2020.

<sup>46</sup> Report to Health Recreation and Services Committee and Council, 20 October 2004.

<sup>47</sup> Ibid.

<sup>48</sup> 2004 EKOS Citizen Satisfaction Survey.

Parks inspections conducted by the city are primarily visual with an emphasis on any obviously damaged elements, or excessive wear. Visual inspections include the monitoring and reporting of the conditions listed below. All City facilities are visually inspected and visual inspections are documented. These inspections are carried out between April and November, subject to seasonal weather conditions and are addressed in accordance with the standards defined for each of these conditions.

- Site Furniture;
- Playground equipment;
- Fences;
- Signs;
- Turf;
- Plant material;
- Litter and graffiti
- Pathways (summer conditions);
- Light standards (fixtures not bulbs).

**Life Cycle Renewal:** According to the *Capital Life Cycle Renewal* policy document prepared by Pierre W. Jolicoeur for the city, in December 2003 Ottawa owned and maintained in excess of 735 parks, grounds and outdoor public spaces.<sup>49</sup> In addition to annual ongoing maintenance, city parks are subject to what is termed ‘life cycle renewal’. Specific, life cycle renewal programs are established for each park. This program includes a range of repairs and replacements including: play structures; park lighting; landscaping; replacement work related to water play facilities; fencing; re-construction of asphalt parking lots; concrete and stone rehabilitation work in park settings.

Condition audits of parks’ assets also form part of the planned program in order to ensure that park life cycle renewal projects are documented and implemented in accordance with stated priorities. The lifecycle of an asset is defined as the period of time between the initial conceptual design through design, construction, operation, maintenance, renewal and ultimate replacement of the asset.<sup>50</sup> There are many maintenance activities associated with the lifecycle of real property; these are defined in Annex 1.

Capital budgeting in the Comprehensive Asset Management (CAM) Division has evolved into a more structured process. CAM has developed a comprehensive “events forecasting system” to create and track work interventions related to the capital repair and replacement of all components and systems in City buildings and parks. This computerized application (City of Ottawa Asset Management System or COAMS) tracks over 15,000 individual interventions and has a multitude of retrievable data elements associated with the event. Scheduled dates for

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<sup>49</sup> Capital Life Cycle Renewal Policy Document, Pierre W. Jolicoeur, Corporate Services Department, City of Ottawa, December 2003, p. 10.

<sup>50</sup> Ibid, p. 5-8.

life-cycle renewal for Glebe parks are outlined in the table below. City staff has indicated that the following is a tentative plan for Glebe parks; however, the plan can change based on emerging priorities and pressures and would require Council approval to implement.<sup>51</sup>

<b>Table 4: Glebe Parks Life-Cycle Renewal</b>		
<b>Glebe Park</b>	<b>Planned Life-cycle Renewal Work</b>	<b>Date</b>
<b>Brown's Inlet</b>	Replace Electrical Kiosk	2022
<b>Capital</b>	No events planned for next 3 years	
<b>Central Park East</b>	New pathway lighting installed; No planned renewal work for next 3 years	2018-2019
<b>Central Park West</b>	\$800,00 invested in drainage remediation which includes new pathways, accessible ramp from Lyon Street and community flower beds; No planned renewal work for next 3 years	2019-2020
<b>Exploration Garden</b>	Monitor condition of stone stairs entering park; No planned renewal work for next 3 years	
<b>Chamberlain</b>	Anticipate replacing asphalt surfaces of tennis courts	2021
<b>Dalhousie South</b>	Entire parks replaced at cost of \$130,000, including new play equipment, gazebo, fencing and mini soccer nets; No planned renewal work for next 3 years	2018
<b>Sen. Eugene Forsey</b>	Structure replaced with an expected life of 20 years; New swings and pathways installed at a cost of \$51,000; No planned renewal work for next 3 years	2005 2015
<b>Glebe Memorial</b>	No planned renewal work for next 3 years	
<b>Lionel Britton</b>	Anticipate replacing pathways	2021
<b>Patterson Creek Lagoon</b>	No planned renewal work for next 3 years	
<b>Sylvia Holden</b>	No planned renewal work for next 3 years	

**The Adopt a Park Program:** In addition to city staff, volunteers lend a hand to help maintain city parks. To this end, the GCA participates in the City of Ottawa Adopt a Park program. GCA volunteers have been participating in park cleanups in all the Glebe's parks as part of this program. In 2014, the GCA passed a motion that it should formally adopt all the parks in the Glebe and it has been working towards this goal. Currently, only six parks are adopted by the GCA through signed agreements: Capital Park, Central Park West, Chamberlain Park, Glebe Memorial Park, Lionel Britton Park, and Patterson Creek Lagoon Park. The length of these

<sup>51</sup> Email response from Shelley McDonald, February 3, 2020.

agreements is five years and agreements with the GCA were renewed in 2019. Five parks have had other ‘adopters’: Brown’s Inlet has been adopted by The Mortgage Company, although GCA volunteers have been performing clean ups for the past several years. Central Park East has been adopted by a local group, Friends of Central Park East, which operates in collaboration with the GCA Central Park East Park Steward; Dalhousie South Park has been adopted by the Glebe Annex Community Association. The details of adopt-a-park agreements for Brown’s Inlet, Senator Eugene Forsey and Sylvia Holden Parks were not known at the time of writing (2020).

<b>Park</b>	<b>Expiration Date</b>	<b>Adopt-a-Park Sponsor</b>
<b>Brown’s Inlet</b>	<b>?</b>	<b>?</b>
<b>Capital</b>	<b>May 11, 2024</b>	<b>Glebe Community Association</b>
<b>Central Park East</b>	<b>?</b>	<b>Friends of Central Park East</b>
<b>Central Park West</b>	<b>May 11, 2024</b>	<b>Glebe Community Association</b>
<b>Chamberlain</b>	<b>May 11, 2024</b>	<b>Glebe Community Association</b>
<b>Dalhousie South</b>	<b>Feb 13, 2024</b>	<b>Glebe Annex Community Association</b>
<b>Sen. Eugene Forsey</b>	<b>?</b>	<b>?</b>
<b>Glebe Memorial</b>	<b>May 11, 2024</b>	<b>Glebe Community Association</b>
<b>Lionel Britton</b>	<b>May 11, 2024</b>	<b>Glebe Community Association</b>
<b>Patterson Creek</b>	<b>May 11, 2024</b>	<b>Glebe Community Association</b>
<b>Sylvia Holden</b>	<b>?</b>	<b>?</b>

### **Challenge:**

As city parks and parks infrastructure age, they may require increased levels of maintenance, replacement and upgrades. In addition to the natural deterioration of parks assets, invasive species of insects such as Emerald Ash Borer, Brown Spruce and Asian Long-horned Beetles threatened to damage our existing tree cover. With limited budgets, proper maintenance of our parks is also becoming an increasing challenge. It is important that deterioration of parks and parks infrastructure is carefully monitored and reported. Because they undertake bi-annual parks clean-ups, GCA parks volunteers are well positioned to do this.

### **Recommendations:**

**4a) The Councillor for Capital Ward should provide the Glebe Community Association each year with a copy of the report of the Asset Management Program presented and approved through the City’s Annual Budget process.**

**4b) In conjunction with their fall parks clean-ups, the GCA parks committee should prepare a summary report enumerating maintenance issues it observes in Glebe parks and submit it to the city annually in time for maintenance and capital asset renewal consideration.**

### 3.5 Parks Funding

**Asset Renewal Funding:** The bulk of funding for parks is through the Asset Management Branch/Building and Park Assets Unit. Most cities in North America face a significant shortfall in infrastructure renewal funding. The city defines shortfall as “Deferred Maintenance”. The 2019-202 total Deferred Maintenance city wide for parks assets is \$60.5M.<sup>52</sup>

Pierre W. Jolicoeur, Manager of Comprehensive Asset Management, who is responsible for strategic asset management, building accessibility and capital life cycle renewal for the City of Ottawa, has suggested that this funding challenge requires a significant infusion of capital funds as a first response as well as the development of a comprehensive asset management strategy.<sup>53</sup> According to Jolicoeur, a comprehensive asset management strategy focuses on:

1. Preventative Maintenance: the planned day- to-day maintenance of buildings and parks components and systems;
2. Life Cycle Renewal: the planned replacement of components and systems that no longer function as originally intended and are at the end of their useful life; and
3. Asset Capacity: the attainment of a financially sustainable portfolio, through analysis of investment options, that respect the programming needs of client departments and the overall interest of the city/public agency.<sup>54</sup>

In an Ottawa Citizen piece published in July 11, 2015, Jolicoeur indicated that the city’s long-range financial plan has identified a significant shortfall in parks life cycle renewal funding based on a conservative annual funding amount of \$3 million. He added that Life Cycle Renewal requirements of parks are significant considering the multitude of fixed assets to be replaced, such as play structures, lighting systems, fencing, tennis court re-surfacing, pathways and sports fields. Inadequate funding of Life Cycle Renewal work will likely trigger a more rapid depreciation of the assets, impacting the net worth of the city’s holdings, one of the key elements of its financial foundation.<sup>55</sup>

The Asset Management Branch keeps a database of all assets and the maintenance and repair demands for each asset. This list of demands, including those that have been deferred, is reviewed and prioritized on an annual basis. The highest ranked items are then selected for inclusion in the budget for the coming year based on available funding for that year.

According to city staff, not all requirements make it to the coming budget, and when they don’t, they are added to the deferred maintenance list for consideration throughout the year as

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<sup>52</sup> City staff response to email enquiry, October 2018

<sup>53</sup> Life Cycle Renewal for Buildings and Parks – Developing a Comprehensive Asset Management Strategy (Article 2 of 3), Public Sector Digest Inc, Public Sector Digest Inc., June 2006.

<sup>54</sup> Ibid.

<sup>55</sup> Maintaining park infrastructure much more than a coat of paint, Pierre W. Jolicoeur, *The Ottawa Citizen*, July 11, 2015.

additional funds become available or for review as part of the annual budget process for subsequent years. It is important to note that end of life issues and health and safety issues typically rate near the top of the annual list with “nice to haves” and new asset requirements ranked lower. An effort is made to take care of existing assets before new assets are considered.

Budget decisions prioritizing which park asset renewal work gets funded each year are made during the regular City Budget planning process and are presented to Council for approval on an annual basis following the priority setting process described above. Council may accept those recommendations or change the priorities as they deem appropriate.

**Recent Asset Renewal Funding for Capital Ward:** Recent asset renewal funding received by Capital Ward included:

- Springhurst Park – Basketball Resurfacing (2016);
- Lansdowne Park - Outdoor Rink Compressor (2017);
- Brewer Park – Dock replacement (2017).

Glebe neighbourhood parks specific projects included:

- Dalhousie South Park – Design playground replacement (2017)
- Dalhousie South Park – Replace Playground (2018)
- Central-Patterson’s Creek Park – Replace Lighting (2017)
- Central Park – Design Surface Drainage Remediation (2018)

Parks infrastructure renewal in Capital Ward (demand) for 2019 and 2020 as are follows:

- 2019 – Continuing Drainage Work at Central Park
- 2021 – Kaladar Park – Replace Spray Pad
- 2021 – Springhurst Park – Replace Playground
- 2022 – Kaladar Park – Replace Electrical Pole Mounted Kiosk

**Grants:** City of Ottawa grants are also available for parks related projects.<sup>56</sup>

The Community Partnership Minor Capital Program is an initiative available for minor capital improvements to city-owned parks, recreation and cultural facilities on a cost-sharing basis with community groups. Examples include play equipment, basketball courts, park furniture, tree planting, landscape improvements, minor community facility improvements, etc. Projects on school board land and other public lands that are accessible to the public may also be eligible.

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<sup>56</sup> City of Ottawa, Parks and Recreation Grants, 2019.

The Community Partnership Major Capital Program is an initiative to implement major capital improvements and additions to facilities related to parks and recreation on a cost-sharing basis between the City and community groups. The project may relate to an asset that is owned by the City, or operated by a community partner who delivers a service on behalf of the City, or assists the City in the delivery of programs and services. The funding program applies to major capital programs for new facilities, renovations and expansions. It only applies to fixed assets. It does not fund other components such as furniture, equipment, feasibility or fundraising studies.

**Cash-in-Lieu of Parkland Funding:** By definition Cash-in-lieu means the payment of funds equivalent to the value of the amount of land that the City would otherwise have been entitled to require to be conveyed for park purposes as part of a development. The payment of cash-in-lieu is usually required as a condition of development approval and is assessed as the value of the land the day before the City grants approval for the development, as specified in the Planning Act.<sup>57</sup>

All planned work comes from annual Life Cycle capital funding. However, “where a Councillor has Cash-in-Lieu (CIL) funding available and has an “immediate” need that is not in the parks renewal program for the current or coming year a discussion is held between Asset Management staff and the Councillor to see what could be accomplished if CIL funds were to be added to the funding. CIL funding is not to be used for Life Cycle replacements as a matter of course. CIL funding is better suited and ideal for park enhancements and/or new capabilities for the park in question.”<sup>58</sup>

Legislative authority for Cash-in-lieu funding derives from the *Ontario Planning Act, R.S.O. 1990*. As CILP policy states: “Cash-in-lieu funds collected and allocated to both Ward and city-wide use shall not be used to offset, or as a substitute for, normal yearly budgets for parks and recreation growth, repair or renewal. CILP funds are to be viewed as supplemental to regular budgeting to support more projects or projects with larger scope than would have been possible using regular budgets.”<sup>59</sup>

Cash-in-lieu shall only be used for eligible projects permitted by the Planning Act as further defined by this Policy. Cash-in-lieu funds collected through the development review will be allocated as follows:

- Sixty percent (60%) of the funds paid will be allocated to use in the Ward in which the development is located and forty percent (40%) of the funds paid will be allocated for citywide purposes.

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<sup>57</sup> City of Ottawa, Cash-in-Lieu of Parkland Policy.

<sup>58</sup> Email response from City of Ottawa, October 2018

<sup>59</sup> City of Ottawa, Cash-in-Lieu of Parkland Policy.

- In a special administrative area identified in the Parkland Dedication Bylaw, one hundred per cent (100%) of the funds paid will be allocated to use in the special administrative area where the development is located.<sup>60</sup>

The City Council has delegated authority to Staff and Councillors to establish budgets, access cash-in-lieu funds and approve expenditures of cash-in-lieu funds for 'eligible projects. It delegates authority to the General Managers of Parks, Recreation and Cultural Services and Infrastructure Services to access and use cash-in-lieu funds for any eligible project associated with an existing park or for the creation of a new park that is not associated with the development review process. This delegation as well as provisions related to monitoring and reporting and eligibility, are outlined in greater detail in Annex 2.

**Bill 108:** On June 6, 2019, Ontario Government Bill 108<sup>61</sup> received Royal Assent. It effectively eliminates CILP funding and replaces it with a yet-to-be defined formula for funding. It is unclear whether the parks funding generated by this new act will be allocated using the same guidelines as for CILP.

**Recent CILP Funding History:** Table 6 below provides a perspective on recent cash-in-lieu funded projects located in the Glebe.

<b>Table 6: Glebe Parks CILP Project Funding (2015-2019) *</b>		
<b>Glebe Park Project</b>	<b>Committed \$</b>	<b>Actual \$ Spent</b>
Exploration Garden	163,100.00	144,100.00
Glebe Memorial Park	4,000.00	?
Senator Eugene Forsey Park	51,100.00	?
Sylvia Holden Park fencing vestibule for dog run	3,300.00	2,991.74
Central Park East Lighting	100,000.00	80,542.60
Dalhousie South Park Redevelopment	162,000.00	128,1697.58
10% for temporary planner for Dalhousie South Park Project	18,000.00	18,000.00
Sylvia Holden Rink Upgrades	99,000.00	1,595.80
Fire Hall Park**	90,000.00	tbd
*These figures taken from annual CILP report to Councillor and other sources.		
**Not listed in 2019 Councillor's Report but GCA informed that money earmarked for this project.		

In 2019, Capital Ward Counsellor Sean Menard announced the establishment of a Ward Council consisting of community associations with the ward. In June of that year, he proposed that

<sup>60</sup> Email response from City of Ottawa, October 2018.

<sup>61</sup> Bill 108 is *An Act to amend various statutes with respect to housing, other development and various other matters*.

future cash-in-lieu funding allocations be based on need which will be determined by criteria such as existing green space, current amenities, development pressures and income levels.<sup>62</sup> Going forward, community associations will be invited to submit funding proposals to the councillor with a description, cost estimates and rationale based on need.

### **Challenge:**

Given the importance of development generated parkland funding for the establishment of new parks and the improvement and maintenance of existing parks, it is important for citizens to have a better understanding of the amount of funding generated by development each year, where the funding is allocated, on what basis funding decisions are made, and using what process.

Cash in Lieu of Parkland (CILP) is intended to compensate neighbourhoods for unfunded parklands in the face of intensification, crediting communities experiencing intensification with CILP unless the intensification itself provides green space amenities. Several allocation principles seem to have been in operation in the past. One principle applied to the allocation of CILP has been population: that over time, the neighbourhoods making up the ward would receive funds commensurate with their relative populations and intensification patterns. Historically, there has also been a ward-wide intention of 'fairness' of distribution of CILP funds so that parts of the ward with fewer resources, population or intensification would not be left behind. This was coupled with intention to balance this over the longer term so that the neighbourhoods experiencing intensification that generates CILP without receiving CILP commensurate with development would eventually receive parkland amenities to support their increased density. Finally, although wards earning most CILP funds are typically in the urban core, the City allocates 40% of all CILP funds to a city-wide fund. This exacerbates the relative disadvantage in park availability, including sports fields, experienced by communities in the core. By decreasing city-wide access to funds generated in urban wards the city could substantially increase park amenities in the wards which are experiencing intensification without catching up to the City's own ratio of parks to population.

### **Recommendations:**

**5a) The City of Ottawa should develop a comprehensive asset management strategy for parks which focuses on: preventative maintenance; life cycle renewal; and, Asset Capacity.**

**5b) The City of Ottawa and the Capital Ward Council should develop a protocol for the allocation, tracking and annual reporting on all remaining cash-in-lieu of parkland funding (both 60% discretionary ward specific fund and 40% city wide funds) and on all development-generated parkland funding going forward that is transparent to neighbourhood associations and the general public.**

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<sup>62</sup> Email from capital Ward Councillor's office, August 22, 2019.

**5c) Increase the proportion of CILP revenue going to the ward earning the CILP to improve the park area and amenities in accordance with the development occurring in that ward.**

**5d) Designate Capital Ward as a Special Administrative Area, identified in the Parkland Dedication Bylaw, whereby 100% of the CILP funds paid will be allocated to use in the special administrative area where the development is located.**

## Chapter 4: Conclusions and Summary Recommendations

As stated in the introduction to this report, urban parks enrich our community in many ways. The GCA recognizes this important fact and has established a committee devoted to parks issues. The committee works with city officials, elected representatives, local businesses and fellow citizens to address parks issues and bring parks projects to fruition. The plan presented here provides an opportunity to collaborate and build consensus and serves as a reference point for discussions with residents, business groups, City of Ottawa staff and elected officials. In keeping with the parks theme, it will be an evergreen document that will be updated every year as new issues and challenges arise.

In communities like the Glebe which are located in or near the city's core, public space, particularly green space, is scarce. Unlike other less densely developed neighbourhoods in Ottawa, there is less opportunity to purchase and develop new parkland. Therefore, it is extremely important to maximize the use of the green space which already exists and to insist that any new residential development that results in an increase in population density includes green space.

As city parks and parks infrastructure age, they may require increased levels of maintenance, replacement and upgrades. With limited budgets, proper maintenance of our parks is becoming an increasing challenge. It is important that deterioration of parks and parks infrastructure is carefully monitored and reported. Given the importance of development generated parkland funding for the establishment of new parks and the improvement and maintenance of existing parks, it is important for citizens to have a better understanding of the amount of funding generated by development each year, where the funding is allocated, on what basis funding decisions are made, and using what process.

One challenge identified by Glebe GCA parks stewards is the disposal of dog waste. This is not surprising, given the same challenge is being faced by many municipalities across Canada. Dog waste is not just an inconvenience it can also be harmful to the environment. While most dog owners act responsibly some do not. Conflicts between dog owners can escalate. By-law enforcement is key to addressing this and other parks issues. If by-laws are not regularly enforced, the result may be a low level of compliance with on-leash or 'no dogs allowed' rules. Current dog related by-laws in the Glebe are sometimes inconsistent and confusing.

Our parks are valuable assets. Let's make the best use of them today and preserve them for future generations.

## Summary of Recommendations

### 1) Additional Green Space

**Challenge:** Because finding new greenspace in the Glebe is a challenge, we need to continue to look for ways to maximize the green spaces we already have. Three spots are currently proposed for amenity development. A city-owned property next to the Fire Hall has been designated parkland, a preliminary park design prepared, soil quality testing and funding secured for the Fire Hall Park (a.k.a. Sylvia Holden Annex) at the corner of O'Connor Street and Fifth Avenue. A grassy, shaded, elevated, sidewalk-level triangle of land above the bowl of Central Park West, running west from Bank St along Powell is another city-owned greenspace that can be made more inviting and useable with benches and plantings. The realignment of Chamberlain Avenue at the north western limit of the Glebe, also presents an opportunity to add new green space to existing city-owned land along this important east west traffic corridor. Identifying these sites is a first step followed by planning and securing funding.

#### Recommendations:

**1a) Glebe businesses, public institutions and private developers be encouraged to include publicly-accessible green space in the planning and development of their property.**

**1b) The city of Ottawa create new green spaces on city-owned lands and maximize public access, amenity enhancement and use of existing green spaces (no matter how small) located in the Glebe, including in particular the Fire Hall Park, The Powell Triangle, and the Chamberlain Park.**

### 2) By-law Enforcement

**Challenge:** While most dog owners act responsibly some do not. Some parks users may fear for their own safety and that of their children when they come in contact with dogs. Owners of small dogs may fear larger dogs. This may lead to conflict between persons using parks or some people avoiding parks all together. If by-laws are not regularly enforced, dog owners who observe dogs in 'no dogs allowed' parks or dogs off-leash in on leash only parks may believe this behaviour is permissible. The result may be a low level of compliance with on leash or no dogs allowed by-laws. Furthermore, some dog related bylaws in the Glebe are inconsistent and confusing. Low levels of dog licensing also make it hard for cities to plan for dogs. Many dog owners may not know the city requires pets to be licensed and currently there seems to be no systematic effort to inform them. Anecdotal evidence suggests that some owners believe the chip implant provided by veterinarians is all that is required. Therefore, the onus is on the owners to be aware of their responsibilities under the Animal Care and Control By-law.

#### Recommendations:

**2a) By-laws relating to dog activity need to be reviewed and where appropriate revised to make them consistent and easy to understand. Signage indicating dog-related restrictions in parks should be clear.**

**2b) By-law requirements to licence dogs and to adhere to restrictions on their activity need to be more widely disseminated. This could be undertaken by the city when dog tags are issued and renewed and in partnership with third parties such as veterinarians and the Ottawa Humane Society. Information should be available in the form of bilingual, easy-to-read pamphlets and posters.**

**2c) In parks where dog owners persistently violate by-laws (do not stoop and scoop; take their dogs to parks where dogs are not allowed; allow dogs off-leash in on-leash only parks, permit incessant barking, etc....) by-laws should be strictly and regularly enforced.**

**2d) The City of Ottawa should develop a people and dog parks sharing strategy similar to *People, Parks and Dogs*, the study recently completed by the City of Vancouver. Failing this, the city should review this report and other findings from other municipalities and act on their recommendations where appropriate.**

### **3) Dog Waste Disposal**

**Challenge:** Dogs can provide both physical and emotional benefit to their owners. Many dog owners enjoy to exercising their dogs and themselves in city parks. When dogs relieve themselves in parks current by-laws require owners to dispose of dog waste at home. In practice, most dog owners contravene these by-laws and dispose of dog waste in city park waste receptacles, a practice which is environmentally detrimental, a health hazard and a public nuisance. The disposal of dog waste at home in toilets, green bins or as compost means it can be processed along with other forms of waste at little additional cost to the taxpayer.

#### **Recommendations:**

**3a) The city of Ottawa should implement an environmentally friendly system for the collection, disposal and re-cycling of dog waste that is cost effective and easy for dog owners to use. If economically feasible, dog waste recycling receptacles should be installed in all Glebe parks where dogs are allowed.**

**3b) The city of Ottawa should learn from the experience and best practices of other Canadian municipalities with regard to the effective disposal and recycling of dog waste.**

### **4) Parks Maintenance**

**Challenge:** As city parks and parks infrastructure age, they may require increased levels of maintenance, replacement and upgrades. In addition to the natural deterioration of parks assets, invasive species of insects such as Emerald Ash Borer, Brown Spruce and Asian Long-

horned Beetles threatened to damage our existing tree cover. With limited budgets, proper maintenance of our parks is also becoming an increasing challenge. It is important that deterioration of parks and parks infrastructure is carefully monitored and reported. Because they undertake bi-annual parks clean-ups, GCA parks volunteers are well positioned to do this.

#### **Recommendations:**

**4a) The Councillor for Capital Ward should provide the Glebe Community Association each year with a copy of the report of the Asset Management Program presented and approved through the City's Annual Budget process.**

**4b) In conjunction with their fall parks clean-ups, the GCA parks committee should prepare a summary report enumerating maintenance issues it observes in Glebe parks and submit it to the city annually in time for maintenance and capital asset renewal consideration.**

#### **5) Parks Funding**

**Challenge:** Given the importance of development generated parkland funding for the establishment of new parks and the improvement and maintenance of existing parks, it is important for citizens to have a better understanding of the amount of funding generated by development each year, where the funding is allocated, on what basis funding decisions are made, and using what process. Cash in Lieu of Parkland (CILP) is intended to compensate neighbourhoods for unfunded parklands in the face of intensification, crediting communities experiencing intensification with CILP unless the intensification itself provides green space amenities. Several allocation principles seem to have been in operation in the past. One principle applied to the allocation of CILP has been population: that over time, the neighbourhoods making up the ward would receive funds commensurate with their relative populations and intensification patterns. Historically, there has also been a ward-wide intention of 'fairness' of distribution of CILP funds so that parts of the ward with fewer resources, population or intensification would not be left behind. This was coupled with intention to balance this over the longer term so that the neighbourhoods experiencing intensification that generates CILP without receiving CILP commensurate with development would eventually receive parkland amenities to support their increased density. Finally, although wards earning most CILP funds are typically in the urban core, the City allocates 40% of all CILP funds to a city-wide fund. This exacerbates the relative disadvantage in park availability, including sports fields, experienced by communities in the core. By decreasing city-wide access to funds generated in urban wards the city could substantially increase park amenities in the wards which are experiencing intensification without catching up to the City's own ratio of parks to population.

#### **Recommendations:**

**5a) The City of Ottawa should develop a comprehensive asset management strategy for parks which focuses on: preventative maintenance; life cycle renewal; and, Asset Capacity.**

**5b) The City of Ottawa and the Capital Ward Council should develop a protocol for the allocation, tracking and annual reporting on all remaining cash-in-lieu of parkland funding (both 60% discretionary ward specific fund and 40% city wide funds) and on all development-generated parkland funding going forward that is transparent to neighbourhood associations and the general public.**

**5c) Increase the proportion of CILP revenue going to the ward earning the CILP to improve the park area and amenities in accordance with the development occurring in that ward.**

**5d) Designate Capital Ward as a Special Administrative Area, identified in the Parkland Dedication Bylaw, whereby 100% of the CILP funds paid will be allocated to use in the special administrative area where the development is located.**

## **Annex 1: Activities associated with the Lifecycle of Real Property**

(Capital Life Cycle Renewal Policy Document, Pierre W. Jolicoeur, City of Ottawa, 2003, pp. 5-8)

(Source: COMPREHENSIVE ASSET MANAGEMENT DIVISION, REAL PROPERTY ASSET MANAGEMENT BRANCH Capital Life Cycle Renewal Policy– December 2003)

Life Cycle Lifecycle of an asset is defined as the period of time between the initial conceptual design through design, construction, operation, maintenance, renewal and ultimate replacement of an asset. There are many activities associated with the lifecycle of real property and they are described below.

### General Maintenance

General Maintenance improves or preserves the appearance of an asset and is completed at discrete intervals based on seasonal considerations, accumulated experience or aesthetic preferences. It is considered as routine maintenance and is normally funded from the operating budget. Typical General Maintenance activities include stripping and waxing floors, re-painting walls, planting flowerbeds, performing artificial ice maintenance functions, etc.

### Preventive Maintenance

Preventive maintenance is performed to an operational device or asset to continue operating at its optimum efficiency without interruption. Preventive maintenance work is completed at regular intervals and if it is continually neglected may result in dramatic and costly failures.

### Deferred Maintenance

The degree to which spending on routine repair and maintenance falls below what is required to achieve the building or park component's designed service life.

### Repair Work

Repair work involves restoring to operation some component of the building or park after it has failed. Typically, repairs do not result in a significant extension of the expected useful life of the building or park. Capital Repair Capital Repair is a periodic expenditure which corrects a defect with a cost exceeding \$10,000. It is expected that Capital Repair work will help extend the service life of the building or park; however, it will not expand the building or park's capabilities (i.e. improvement).

### Life Cycle Renewal (Replacement)

Planned replacement is performed when the building or park component has reached the end of its useful life, when it can no longer perform due to degradation of its internal or external components and repair is no longer cost effective, or due to obsolescence and a shortage of performance that meets minimum standards. Included in the replacement category is the major re-building of a component, since re-building restores performance. Life Cycle Renewal is the final step in an orderly maintenance program, which has extracted the most cost-effective use out of a building or park component. It involves the exchange or substitution of one base building or base park component by another having the capacity to perform the same function. Life Cycle Renewal usually refers to a building or park system or component, not the entire replacement of the building or park itself.

### Capital Rust Out

The physical deterioration of Real Property, causing degradation in the building or park component's performance below service requirements, which in turn may cause increased operating and maintenance costs and a negative impact upon service delivery. Premature Capital Rust Out occurs as a result of the deferral of routine maintenance or inadequate funding of Capital Repairs and Life Cycle Renewal during the period of the building or park's designed service life. Capital Rust Out for a building is normally assessed by means of a Facility Condition Index (FCI).

### Facility Condition Index (FCI)

The Facility Condition Index is the sum of the identified deficiencies (in dollars) divided by the estimated current replacement cost of the building. Depending on the type of building surveyed, the facility condition is rated "good" if the condition index is 0.05 or lower. The FCI is used in two principal ways. First, to establish priorities for project funding based on the index value for each facility. Second, to project the amount of reinvestment that will be required to either maintain the FCI at its measured level or to reach a target index over a prescribed investment period.

### Obsolescence

Obsolescence is a loss in value due to reduced desirability and usefulness of a building or park asset because its design and construction has become out-dated. A time is reached eventually in the life of the park or building asset when it is not practicable to continue investing capital funds in the asset. Increased maintenance and repair (patching) is typically then implemented to keep the facility operational over the short term. With the onset of obsolescence, no further investments should be made pending disposal and the services supported by the asset should be relocated.

Obsolescence can be subdivided into two main components:

- Structural
- Functional

Structural obsolescence refers to the diminishment of asset performance below a level to which it was designed to deliver and reflects deterioration with age. Functional obsolescence refers to the inability of the asset to meet a (changed) service requirement due to ongoing technological developments, or performance standards, or emerging program trends.

### Disposal

Disposal is the process which occurs when a facility has effectively reached the end of its useable life and can no longer be sustained by means of an affordable maintenance and life cycle renewal effort. In the case of real property, the requirement for disposal is signaled by a disproportionate or excessive Facility Condition Index (FCI) and/or a threshold cost to address Capital Rust Out greater than 40-50% of the replacement cost of the facility. Disposal may also be predicated in the event that continued operation of the facility presents an unacceptable financial and liability risk to the City. Disposal may involve the sale of the real property or its decommissioning and demolition. The decision to dispose of property is based on the results of an asset rationalization review undertaken by CAM, in consultation with the affected client department. When disposal is identified as the preferred option, the client

department will complete a program review to justify the requirement for a replacement facility (new construction). It is the responsibility of the client department to justify and fund any real property acquisition and development.

#### Improvement

Improvement work enhances the operation or reduces the operating costs of a building or park. They are not considered as Life Cycle Renewal projects but may be configured and added as part of a larger Life Cycle Renewal effort in order to achieve cost efficiency and lower the impact on the occupants and users of the facility. Energy conservation work is an example of an improvement project.

#### Modification

A modification project is an enduring increase to the service potential of an asset. It alters the park or building in order to accommodate a new function or corporate initiative. An artificial ice arena, for example, may undergo a renovation in order to support indoor soccer.

## **Annex 2: Cash-in-Lieu of Parkland Funds Policy [City of Ottawa website]**

### **Policy Statement**

The City shall ensure the consistent and wise use of all funds collected for the provision of park and recreational purposes, pursuant to Sections 42 and 51.1 of the Planning Act, by defining the purposes for which 'cash-in-lieu' may be used and by establishing the mechanisms by which the 'cash-in-lieu' funds are accessed and accounted for was approved by Council in February 9, 2011.

### **Purpose**

The purpose of this policy is:

- To identify the purposes for which funds, in the City's 'cash-in-lieu' of parkland accounts, may be used.
- To ensure that funds in 'cash-in-lieu' accounts are only used for eligible projects.
- To ensure that funds accumulated in 'cash-in-lieu' accounts associated with an individual ward are used only for eligible projects in that ward unless two or more of the Ward councillors agree to contribute to a common project that benefits one or more of the Wards.
- To identify the circumstances under which Senior Staff and Ward Councillors have delegated authority from Council to access and use funds in 'cash-in-lieu' accounts.
- To ensure that users and stakeholders have a complete understanding of the responsibilities and full knowledge of the policy content.

### **Application**

This policy applies to the Council of the City of Ottawa, Ward Councillors and City Staff.

### **Policy Requirements**

1. Cash-in-lieu shall only be used for eligible projects permitted by the Planning Act as further defined by this Policy.
2. Cash-in-lieu funds collected through the development review will be allocated as follows:
  1. Sixty percent (60%) of the funds paid will be allocated to use in the Ward in which the development is located and forty percent (40%) of the funds paid will be allocated for citywide purposes.
  2. in a special administrative area identified in the Parkland Dedication By-law, one hundred per cent (100%) of the funds paid will be allocated to use in the special administrative area where the development is located.

3. Cash-in-lieu funds collected and allocated to both Ward and citywide use shall be free for use for any eligible project defined by this policy except for the following:
  1. Funds that are subject to an appeal. These funds shall not be committed to or used for any purpose until the appeal is resolved.
  2. Funds that are collected through the development process in new communities and that are required to contribute to the acquisition of specific parkland already identified in a later phase of the community's development. These funds shall be reserved for that purpose only and may not be used for any other eligible purpose.
  3. Funds collected for a development project that is abandon will be returned to the proponent unless they are committed to a specific eligible project. If they are committed to a project, the funds will be permanently credited to the development rights for that address.
4. Cash-in-lieu funds collected and allocated to both Ward and citywide use shall not be used for any purpose that is an 'ineligible project' as defined by this policy.
5. Cash-in-lieu accounts cannot be used in a manner that could result in negative balances at any time. Projects selected to be paid from CILP accounts must not have the potential to exceed available funds in the account at the time the project is chosen.
6. This policy does not apply to funds collected pursuant to the Development Charges Act.
7. Cash-in-lieu funds collected and allocated to both Ward and city-wide use shall not be used to offset, or as a substitute for, normal yearly budgets for parks and recreation growth, repair or renewal. CILP funds are to be view as supplemental to regular budgeting to support more projects or projects with larger scope than would have been possible using regular budgets.

## **Responsibilities**

### **Delegation for use of cash-in-lieu funds**

1. Subject to policies 1-5 above the Council of the City of Ottawa hereby delegates authority to Staff and Councillors to establish budgets, access cash-in-lieu funds and approve expenditures of cash-in-lieu funds for 'eligible projects' subject to the following:
  1. Delegates authority to the General Managers of Parks, Recreation and Cultural Services and Infrastructure Services to access and use cash-in-lieu funds for any eligible project associated with an existing park or for the creation of a new park that is not associated with the development review process. This delegation is subject to the following:
    - i. the use of cash-in-lieu funds from a Ward account requires the concurrence of the Ward Councillor;
    - ii. the acquisition of land requires the concurrence of the Director, Real Estate Partnership and Development and the General Manager, Planning and Growth Management is to be advised;

- iii. the General Manager shall confirm the availability of funds with the General Manager, Planning and Growth Management prior to committing funds to any project.
- 2. Delegates authority to the General Manager, Planning and Growth Management to access and use cash-in-lieu funds for any eligible project associated with the development review process including the acquisition of parks in new communities. This delegation is subject to the following:
  - i. the use of cash-in-lieu funds from a Ward account requires the concurrence of the Ward Councillor;
  - ii. the acquisition of land requires the concurrence of the Director, Real Estate Partnership and Development and the General Manager, Parks, Recreation and Cultural Services is to be advised.

### **Monitoring and Reporting**

1. The General Manager, Planning and Growth Management will maintain a record of all cash-in-lieu funds paid and allocated to Ward and to citywide use and a record of all funds subject to appeal or intended for specific land acquisition projects in new communities. The General Manager may appoint a delegate to maintain this record.
2. The General Manager, Planning and Growth Management or delegate will provide the General Manager, Parks, Recreation and Cultural Services with a bi-monthly copy of the record of available cash-in-lieu funds.
3. The Treasurer will present a cash-in-lieu of parkland financial report to the Planning Committee and Council in the first quarter of each year. The report will contain a statement that summarizes the status of the various cash-in-lieu reserve funds, interest earned on each account and fees collected on a ward and city-wide basis. The statement will document land acquired using the funds, basic details of all works paid for by the funds, costs for each project, and information on where other funds that went to support these projects came from.
4. The Treasurer will inform Councillors of cash-in-lieu account balances quarterly via memorandum and the memorandum will be published as Information Previously Distributed on the next Planning Committee Agenda.
5. Post budget, the General Manager of Parks, Recreation and Cultural Services in conjunction with the Infrastructure Services General Manager will provide each Councillor lists of project in the four-year schedule escalation window of prioritized forecast works identified as part of renewal planning and programming undertaken in accordance with the City's Comprehensive Asset Management Policy and programs for the Councillors' consideration for funding using ward cash-in-lieu of parkland funds.

### **Legislative Authorities**

Ontario Planning Act, R.S.O. 1990, CHAPTER P.13

## Definitions

**cash-in-lieu** – means the payment of funds equivalent to the value of the amount of land that the City would otherwise have been entitled to require to be conveyed for park purposes as part of a development. The payment of cash-in-lieu is usually required as a condition of development approval and is assessed as the value of the land the day before the City grants approval for the development, as specified in the Planning Act.

**citywide** – means something having relevance to or providing services for the population of the City as a whole or a part of the City that is larger than a single ward.

**eligible project** – means:

- Acquisition of land for public park purposes
- Capital projects for the development of new public parks which may include any associated site preparation and drainage; the provision of park facilities, such as, play equipment, sports fields and pathways: or the provision of recreation facilities, such as community centres, indoor pools and arenas.
- Capital projects to increase the capacity of existing public parks and/or recreation facilities to accommodate more intensive public use; the provision of additional park facilities, for example play equipment, splash pads and site furniture; and /or the provisions of additional recreation facilities, for example the expansion or upgrading of program spaces in community centres, indoor pools and arenas.
- The non-growth component of growth-related capital projects, for Parks Development and Recreation Facilities, identified in the City's Development Charges Background Study.
- Projects for repair, renewal and lifecycle replacement in relation to fixed recreation and park assets and the total project costs (planning, design and implementation) associated with these works.
- Projects within prioritized forecasts or work plans of scheduled works identified as part of renewal planning and programming undertaken in accordance with the City's Comprehensive Asset Management Policy but unfunded as part of the current year's normal budget, may be brought forward for implementation using CILP funds but require no pay-back from future renewal budgets. The schedule escalation window will be limited to no more than four years ahead of the current year respecting the need for full scope and design requirements in setting targeted implementation expectations.

**ineligible project** - means:

- Any non-capital costs (studies, ongoing operations, maintenance. etc.).
- Any project that will require operating budgets.
- Any costs associated with the acquisition of non-fixed or portable recreational assets for example sports equipment, exercise equipment etc.
- Any cost or work associated with facilities or property not owned by the City.

- Any capital project associated with facilities operated through a public private partnership to deliver City recreational services.
- Any capital project associated with land that is not a public park.
- Any capital project associated with land that is not either one of a public park or being used for recreational purposes.
- Plaques, engravings etc. acknowledging the funding source as a cash-in-lieu of parkland account are not permitted on items with a total value of less than \$10,000.