


# Parks and Recreation Facilities Master Plan 2019-2038

October 2017



Prepared for the City of Toronto by:


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## **Acknowledgements**

Thank you to everyone who contributed their thoughts, expertise, ideas and time to the development of this Parks and Recreation Facilities Master Plan.

Particular thanks go to the many residents, groups, organizations and other stakeholders from across the city who shared their experience and insight by participating in the public consultation activities. The Parks and Recreation Facilities Master Plan has also been informed and enriched by the guidance and expertise of staff from many City divisions and agencies, as well as representatives from a variety of community, institutional and government partner organizations. Collectively, these contributions have added tremendous value to the plan.

We look forward to continued collaboration with partners, stakeholders and residents as we implement, monitor and update the plan over time to meet Toronto's parks and recreation facility needs over the next 20 years and beyond.



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## Section 1

# Introduction

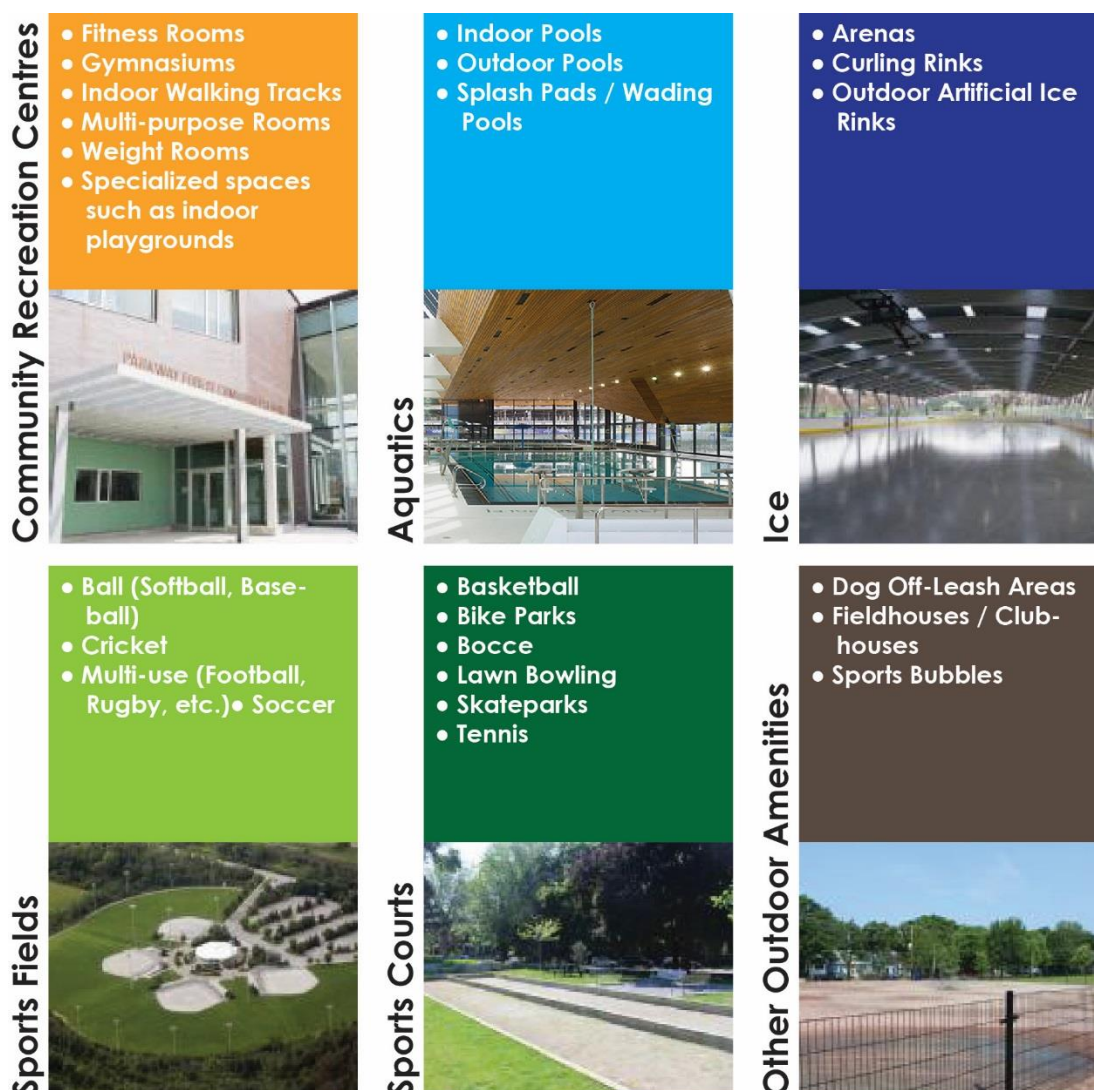


## 1.1 About the Facilities Master Plan

Parks and recreation facilities are integral to Toronto's success. They provide services and programs that benefit residents and families, are venues for community-building and contribute in a significant way to the social, economic and environmental priorities of the City of Toronto. The City has long been a leader in the provision of inclusive, affordable and responsive parks and recreation services, with a focus on providing all residents with access to high quality parks and facilities.

This Parks and Recreation Facilities Master Plan (FMP) builds on past efforts and strengthens the City's ongoing commitment by establishing a vision for facility provision over the next twenty years. Toronto has benefited greatly from several new and renewed facilities – and many more are in the planning stages – but continued focus is needed. The plan guides decision-making and investment in parks and recreation facilities that are owned and or operated by the City of Toronto (see Figure 1).

**Figure 1: Facility types addressed in the FMP**





The plan will improve the ability of the City to align the availability of and access to facilities with measured need and demand, to improve access for residents across the city. It builds on the essential role of parks and recreation facilities as active spaces that inspire and support participation in physical activity, social activity and learning. Filling gaps, planning for growth, optimizing and modernizing existing facilities, addressing aging infrastructure and improving how the City plans and provides parks and recreation facilities are all key aspects of the FMP and subsequent 5-year reviews.

Within the plan are a series of recommended facility projects that: a) address current facility gaps; b) respond to future facility needs that will arise due to population growth; and c) reinvest in existing facilities. Also included are policy recommendations and a financial strategy, both designed to support strategic facility investment and management, as well as long-term success.

The Facilities Master Plan builds upon the progress made through the 2004 Recreation Facilities Report and charts a course for the next twenty years. The major capital projects identified in the 2004 report that remain outstanding have been included in the FMP, along with those ongoing and planned projects within the City's ten-year capital plan. To guide future planning, the FMP identifies additional needs over the next two decades using evidence-based methods.

## 1.2 Importance of Parks and Recreation Facilities

Toronto's residents, households and communities all benefit greatly from universal access to quality parks and recreation facilities and services. These broad and meaningful impacts underscore the need to make informed and strategic investments.

### Personal Growth

Parks and recreation facilities support participation in activities that keep people active, healthy and connected to their communities. Participation benefits both physical and mental health. Parks and recreation promotes social and physical development in individuals, trains future leaders, builds social connections within neighbourhoods and plays a key role in maintaining healthy, strong and vibrant communities. Strong communities, in turn, inspire Torontonians to invest their time and energy in their city.

### Strong Communities

Parks and recreation facilities provide spaces, services and programs that meet needs and engage residents. For example, led by staff and volunteers, City of Toronto community recreation centres provide a common set of learning and recreation experiences open to all, such as learn to swim, summer camps and older adult fitness. They also offer public spaces that create a sense of belonging and encourage communities and cultural groups to come together for celebration, learning and local action. This adds to community wellbeing and quality of life, and enriches the social fabric within neighbourhoods.



## City Building

Parks, facilities and the services they provide play a role in placemaking, inclusion, culture and local history, and many contribute to environmental stewardship and sustainability, economic vitality, public health, poverty reduction and other pressing issues faced by the City of Toronto. New and renewed parks and recreation facilities, for example the award-winning Regent Park Aquatic Centre, provide opportunities to engage institutions and partners in city-building and contribute to the revitalization of surrounding neighbourhoods. World class facilities such as the Toronto Pan Am Sports Centre provide important competitive training opportunities and host high profile events that draw people from around the world to Toronto.

### 1.3 Building Blocks

Four primary reports establish the foundation and direction for this Facilities Master Plan:

1. The Recreation Service Plan (2013-2017) guides the funding and management of City recreation services. It is based on the principles of equity, inclusion, capacity building and quality and aims to increase participation in recreation, decrease financial barriers, and improve local and geographic access to recreation.
2. The Parks Plan (2013-2017) sets priorities for the development, management and operation of City parkland based on four priorities: communicate and connect with users, preserve and promote nature, maintain quality parks and improve system planning.
3. Our Common Grounds (2004) is a 15-year strategic plan for Parks, Forestry and Recreation that emphasizes environmental stewardship, child and youth development and lifelong active living.
4. The Recreation Facilities Report (2004) provides direction for the provision of City parks and recreation facilities over a ten-year period and resulted in the construction or planned construction of eleven community recreation centres, six new and replacement outdoor ice rinks (including five skating trails), and eight skateparks. This Facilities Master Plan builds on this report, providing updated facility priorities for the next 20 years.

This Facilities Master Plan is aligned with, is informed by and supports the achievement of many City of Toronto plans and strategies that identify parks and recreation facilities as important contributors in addressing social development, economic vitality, environmental sustainability and other pressing issues. Examples include the Strong Neighbourhoods Strategy, Poverty Reduction strategy, Seniors Strategy, Climate Change, Clean Air and Sustainable Energy Action Plan, and numerous major city planning initiatives underway including the TOcore initiative, Rail Deck Park and Eglinton Connects.

Furthermore, the plan is aligned with the *Framework for Recreation in Canada: Pathways to Wellbeing* (2015), which is a watershed guideline designed to support coordinated policies and practices in recreation and related sectors across Canada. The fourth goal of the Framework for Recreation in Canada – Supportive Environments – is to ensure the provision of supportive physical and social environments that encourage participation in recreation and help to build strong, caring communities.

Developing this Facilities Master Plan involved an analysis of current facility provision across the city, a detailed needs assessment, a review of funding needs and challenges, and extensive public engagement. This is an evidence-based plan, with recommendations informed by data, including research and analysis on the location, age, condition and use of the City's current inventory of facilities, facility funding levels and sources, other facility providers, demographics and development in the City of Toronto, recreation and leisure trends, public and stakeholder input, and legislation such as the Accessibility for Ontarians with Disabilities Act (2005).

The detailed analysis and findings associated with these research activities were developed through four project phases:

#### **Phase 1: Current State of the Provision of Parks and Recreation Facilities**

- Summarized the planning and policy context, demographic and recreation trends, and the role of other providers.

#### **Phase 2: Comprehensive Needs Assessment, Gap Analysis and Principles for Investment**

- Established the strategic framework, developed standards for provision and investment, identified gaps, needs and opportunities, and established draft facility standards and provision recommendations.

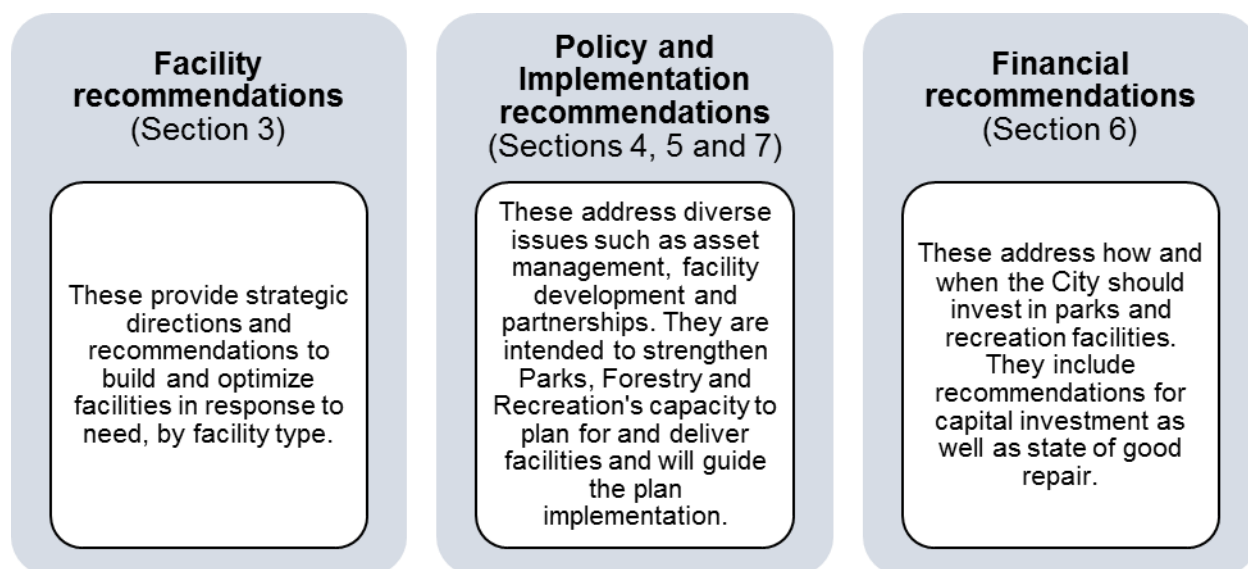
#### **Phase 3: Stakeholder Review and Consultation**

- Summarized the input and feedback received from diverse residents and stakeholders engaged throughout the Plan's development.

#### **Phase 4: Financing the Plan**

- Identified financing requirements, mechanisms and challenges, as well as efficiencies, funding options and opportunities.

There are three types of recommendations identified within this plan:



Collectively these will ensure that the City's provision of parks and recreation facilities meets the needs of all residents and is sustainable and affordable over the long-term.

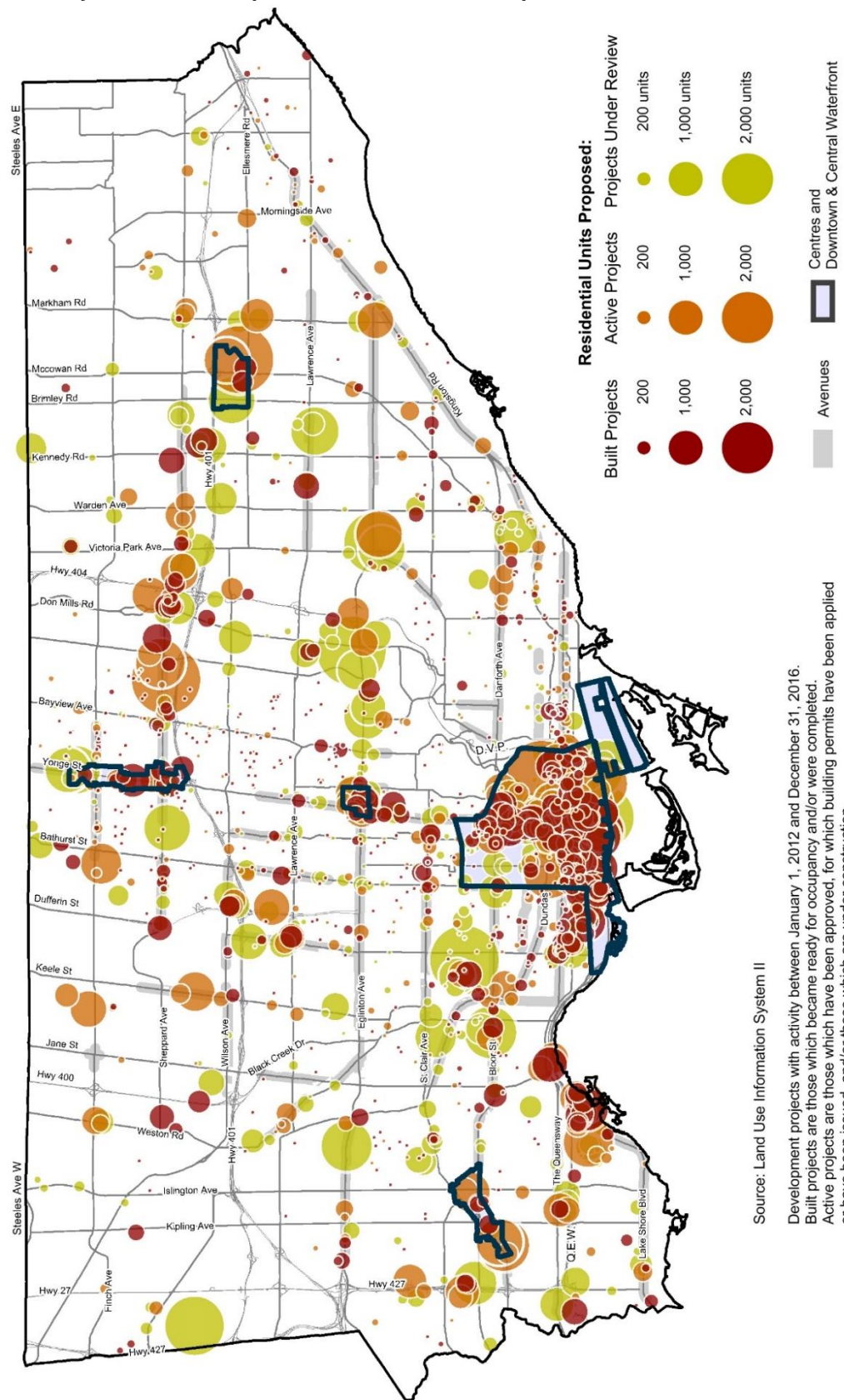
## 1.4 A Citywide Plan

The City of Toronto Parks, Forestry and Recreation (PFR) operates over 1,500 parks, nearly 700 sports fields, 123 community recreation centres of varying sizes, 59 indoor and 59 outdoor swimming pools, 52 outdoor ice rink locations, 41 arenas and hundreds of sport courts and other smaller facilities. Each individual facility serves its users and collectively they provide a system of facilities that offers a range of recreational opportunities and delivers broad benefits to the city. The facilities within this network are closely related – all are located within Toronto, deliver a common set of programs and services, and are operated and/or maintained and funded in part or in full by the City of Toronto.

This Facilities Master Plan addresses facilities within the context of this larger system. It is a citywide plan with a focus on addressing existing gaps in facility provision and ensuring that PFR is positioned to respond to future population growth and emerging recreation needs.

Population growth and distribution are critical to the plan's needs assessment. The map on the following page illustrates proposed residential units across the city.

Figure 2: City of Toronto Proposed Residential Development



Source: Land Use Information System II

Development projects with activity between January 1, 2012 and December 31, 2016. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which building permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Toronto City Planning Division, Research and Information - April 2017





The City of Toronto is projected to grow by 450,000 people over the 20-year Facilities Master Plan period (to 3.3 million in 2036), largely through infill development and intensification.<sup>1</sup> Forty percent of proposed residential development is located in the Downtown area, largely in high-rise condominiums<sup>2</sup>. The Downtown population is projected to almost double from 250,000 in 2016 to 475,000 by 2041<sup>3</sup>. However, current development pipeline data suggests that the Toronto East York District will account for less than one-half of the City's population growth into the foreseeable future<sup>4</sup>. This means that new and renewed facilities will be required to serve growth and existing residents in areas throughout Toronto, not just Downtown.

## 1.5 Systems Approach

Planning for the City's extensive system of parks and recreation facilities is based on a systems approach that emphasizes the appropriate distribution of different facility types across the city. This requires consideration of multiple factors, including:

### **Existing facilities:**

A detailed profile of the City's current inventory of parks and recreation facilities creates a foundation for identifying potential facility gaps – how many and what types of facilities are in place, their geographic distribution, condition, who uses them and how they are used, and whether they are local-serving or city-wide.

### **Other providers:**

The availability of other providers is a factor in determining City of Toronto facility needs and priorities. Toronto is home to many recreation facility providers including the City, non-profit agencies, school boards, institutions and private businesses. Each operates differently and many serve specific user groups, apply a membership model or offer niche services. The City's role within this landscape is to ensure that recreation opportunities are available to all residents.

### **Timelines:**

Facility planning is a long-term process. The 20-year timeframe for this Facilities Master Plan reflects the time needed to plan and execute facility projects, a process that typically involves securing funding, engaging residents, acquiring land, developing partnerships and meeting regulatory requirements, as well as facility design and construction. The implementation of specific capital projects recommended within this plan will require more detailed planning, which will include further public engagement and partnership development.

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<sup>1</sup> Hemson Consulting. Greater Golden Horseshoe Growth Forecasts to 2041. November 2012.

<sup>2</sup> City of Toronto. Report for Action EX21.7. TOcore: Planning Downtown - Legislative Tools to Support Growth. January 4, 2017

<sup>3</sup> City of Toronto. TOcore Proposals Report. November 2016.

<sup>4</sup> City of Toronto, City Planning, SIPA, Research & Information. Development Pipeline base data current to Q4 2015. July 2016.

## 1.6 Public Engagement

Public engagement played an essential role in developing this plan. A variety of consultation activities provided diverse opportunities for people to give their input. Some consultation events targeted specific user and stakeholder groups including youth, seniors, persons with disabilities, facility user groups and City of Toronto partners. Almost 6,000 individuals, groups and organizations participated in the process.

The consultation process took place in two stages. Each stage included various types of activities through which people could share their views. This multi-pronged approach aimed to enhance access to engagement and promote broad representation. Public and stakeholder engagement activities for the FMP included:

- 2 Online Surveys
- 4 Stakeholder Advisory Group meetings
- 4 Public Town Halls and Webcasts
- 6 Stakeholder Focus Groups and 1 Large Stakeholder Working Session
- 7 Youth Focus Groups and 1 Youth Working Session
- 14 Pop-Up Consultations
- 2 meetings with the City's Planning Review Panel
- Feedback collected through the Facilities Master Plan website

### Innovation in Consultation

A **Stakeholder Advisory Group (SAG)** consisting of key parks and recreation facility stakeholders was formed to provide guidance, share the perspectives of their networks and give feedback on project-related matters. This group included representatives of school boards, sport councils, disability organizations, newcomer agencies and other organizations that have a citywide mandate and/or represent a large recreation user base.

**Pop-up consultation booths** at 14 busy community recreation centre and park locations provided on-the-ground opportunities for people to provide input through one-on-one discussion with staff and by taking the second Facilities Master Plan survey. Pop-up locations were in areas of the city with lower response rates to the first Facilities Master Plan survey to ensure that they were represented in the consultation process.

A listing of SAG members and pop-up consultation locations can be found in Appendix B.

The graphic on the following page illustrates the various engagement techniques.

**Figure 3: FMP Engagement Activities**



Broad themes that emerged through consultation are that:

- People are generally satisfied with the number, location and quality of facilities but feel that updates are needed to make facilities more welcoming, modern, functional, youth-friendly and accessible to seniors and persons with disabilities. Some suggestions for community recreation centres include adding community kitchens and casual space for drop-in use and intergenerational activities, such as larger lobbies with natural light. Demand was also expressed for more and/or improved ancillary features such as comfortable seating, change rooms, Wi-Fi, gender-neutral washrooms and shade in parks. Residents are seeking accessible and inclusive spaces that they can animate through social interaction, not just programmed activity.
- Quality facilities are those that are in a good state of repair, clean, safe and appealing. Timely maintenance and capital upgrades can greatly improve the user experience and save the City money in the long-run. Many residents indicated that facilities are in need of renewal. Smaller scale repairs and upgrades can have a big impact, but must be coordinated and undertaken in consultation with the community.
- Facilities should be flexible and able to accommodate a range of uses year-round. They should be located along transit lines and active transportation routes. Support was expressed for converting underutilized facilities to accommodate growing recreational activities.
- There is strong support for co-location and other forms of facility partnerships between the City and other service providers, including City divisions, schools, libraries and non-profit agencies. PFR is one of several service providers that residents rely on for their wide-ranging recreational needs. Effective communication and collaboration between all providers can help to unlock the potential of underutilized spaces through enhancing public access and addressing gaps in programming, especially in areas of high need.
- When planning facilities, the City should consider facility gaps, demographics, population growth and level of need, making sure that facilities are available to marginalized communities. Many residents identified the importance of responding to demographic changes through facility planning, including the needs of older adults, newcomers and low-income communities.
- The value and return on investment that parks and recreation facilities provide – including the countless physical, mental and social health benefits, and the resultant cost savings across sectors – must be considered when making funding decisions. Existing funding tools must be maximized to address the highest priority needs.



There was also strong support from the public and stakeholders for proposed directions for the plan, which were subsequently adopted as the goals for the Facilities Master Plan (and approved by City Council).

## 1.7 Key Challenges

Research and consultation highlight six key challenges that informed, and in turn were addressed by, the Facilities Master Plan.

### 1. Responding to a changing city

Toronto is growing and changing at a rapid pace. Changes in the size, composition and diversity of the city's population have major implications for facility planning. A growing population for example, increases the overall need for facilities, while more older adults, persons with disabilities and newcomers creates growing demand for facilities that support age-related or cultural interests. As the city changes, so too must its facilities.

### 2. Reshaping facilities to fit evolving needs

Parks and recreation facilities are typically built to respond to the needs of the day, often when neighbourhoods are first built. Sports fields and other facilities are typically configured based on current participation preferences. To remain relevant and effective, facility design and operation must evolve in response to broad social and economic trends, changing user expectations and emerging facility demands that are often driven by demographic and recreation trends.

### 3. Providing quality facilities

Many City facilities were built decades ago – the average City community recreation centre is almost 40 years old, and 22% of centres are at least 50 years old. There are significant pressures to keep existing facilities in good working order and the City's state of good repair backlog is growing. This backlog significantly impacts PFR's ability to deliver its services in facilities that safely and reliably meet the needs of Torontonians. Older facilities also typically cost more to operate and may be less responsive to today's demands, or be located on land that restricts expansion or upgrades. Barrier-free access, undersized spaces and lack of support amenities are additional concerns. Facility retrofits may be needed to meet modern performance targets in the areas of climate change, environmental sustainability, energy conservation and accessibility. Sites that offer adequate space and suitable conditions for development can be difficult to secure, but must be a priority in order to provide the flexibility required to meet changing needs.

#### 4. Working with others to meet needs

There are many recreation facility providers in Toronto, including the City, non-profits (e.g. YMCAs), schools and private businesses. Which sector is involved is generally less important to users than the availability of a quality facility or service at an affordable price. When investing in facilities the City must be mindful of other providers so as not to duplicate services while ensuring that facilities are accessible to residents. To maximize investments, the City sometimes partners with others to fund, develop and operate facilities. Partnerships are also critical to the creation of “community hubs”, which are a growing emphasis across Ontario. A variety of approaches are needed to make sure that the right facilities can be provided in the right places at the right times, including co-location opportunities that enhance public convenience and create synergies.

#### 5. Improving accessibility for everyone

Facilities that are accessible to diverse communities, and people of all ages and abilities will create healthier individuals and a stronger community. The City strives to offer parks and recreation facilities that can be used by all, but challenges still exist. Common barriers relate to geography, facility design, services and programming, and cost.

#### 6. Resolving the funding challenge

The pressures on the City's budget are substantial, including state of good repair, growth-related needs and service enhancements. Most new facilities are built with funds from new development. The cost of land is high and the City cannot afford to simply replace facilities once they reach a certain age. New facilities cannot be built (or existing ones upgraded or expanded) without adequate land and funding. Current planning processes and growth patterns can create challenges for facility provision. For example, funding from development can support the upgrade or construction of new local parks and recreation facilities. This can help to meet the demand brought on by new development, however cannot address state of good repair or other City-wide priorities for enhancing access to parks and recreation across the city.



## Section 2

# A Framework to Guide the Plan



This plan is based on a strategic framework that reflects City of Toronto values and articulates how the City will approach investment and set priorities in parks and recreation facilities over the next 20 years. It is supported by consultation and research, including the Recreation and Parks Service Plans and the most recent thinking about recreation in Canada<sup>5</sup>. This framework guides the plan's recommendations and strategic directions, and will support its implementation and future decision-making on City parks and recreation facilities.

## 2.1 Vision & Principles

The vision for the Facilities Master Plan is:

Active Spaces, People Places: Parks and recreation facilities that improve quality of life by inspiring participation, meeting resident needs and strengthening communities.

The Plan is guided by the following principles:



**Quality** – Provide high quality and inspiring facilities to enhance the health, wellbeing and quality of life of residents.

Quality refers to the standard of facilities that provide the greatest benefit to residents, with an emphasis on facilities that are relevant, flexible and barrier-free.



**Innovation** – Encourage progressive strategies and partnerships that respond to changing times, address emerging needs and promote excellence.

Innovation means finding better ways of designing, providing and funding spaces, such as co-located and integrated facilities that reflect the unique needs of each community.



**Sustainability** – Protect the interests of current and future generations through adaptable and resilient facilities that are socially, environmentally and financially sustainable.

Sustainability refers to the many ways that facilities support the City's goals of maximizing utilization, protecting infrastructure and contributing to the quality of the environment on a long-term basis.



**Equity** – Provide an equitable distribution of parks and recreation facilities on a geographic and demographic basis for all residents.

Equitable access means that all Toronto residents should be able to utilize facilities, regardless of their age, location, financial or other barriers.

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<sup>5</sup> 2015 Framework for Recreation in Canada <http://www.cpra.ca/main.php?action=cms.framework>



## 2.2 Goals & Objectives

The FMP has three goals, each associated with a series of objectives to support development of the plan and future decision-making. The achievement of these goals and objectives will be accomplished through implementation of the facility, policy and financial recommendations provided in this plan.

### Goal 1: Renew and upgrade existing facilities



The City has an extensive inventory of parks and recreation facilities that are highly valued by residents. Many facilities are aging – the average community recreation centre is almost 40 years old – and strategies are needed to renovate, enhance, replace or change these facilities to meet community needs and achieve maximum impact.

- 1.1 Be proactive and innovative in making the most of existing facilities (i.e., optimize facilities, improve operational efficiency).
- 1.2 Invest more in renewing and upgrading facilities (i.e., reduce the state of good repair backlog).
- 1.3 Closely monitor facility utilization and make adjustments to ensure alignment with Facilities Master Plan guiding principles.
- 1.4 Seek ways to use facilities year-round and for multiple purposes.
- 1.5 Strengthen asset management practices and enhance facility resiliency.

### Goal 2: Address gaps and growth-related needs



Gaps in facility provision can be the result of population growth, historical development patterns and demographic trends (e.g., a growing population of seniors). To ensure equity with respect to facility and service access, facility provision priorities should be evidence-based – grounded in current data and research and aligned with need and demand.

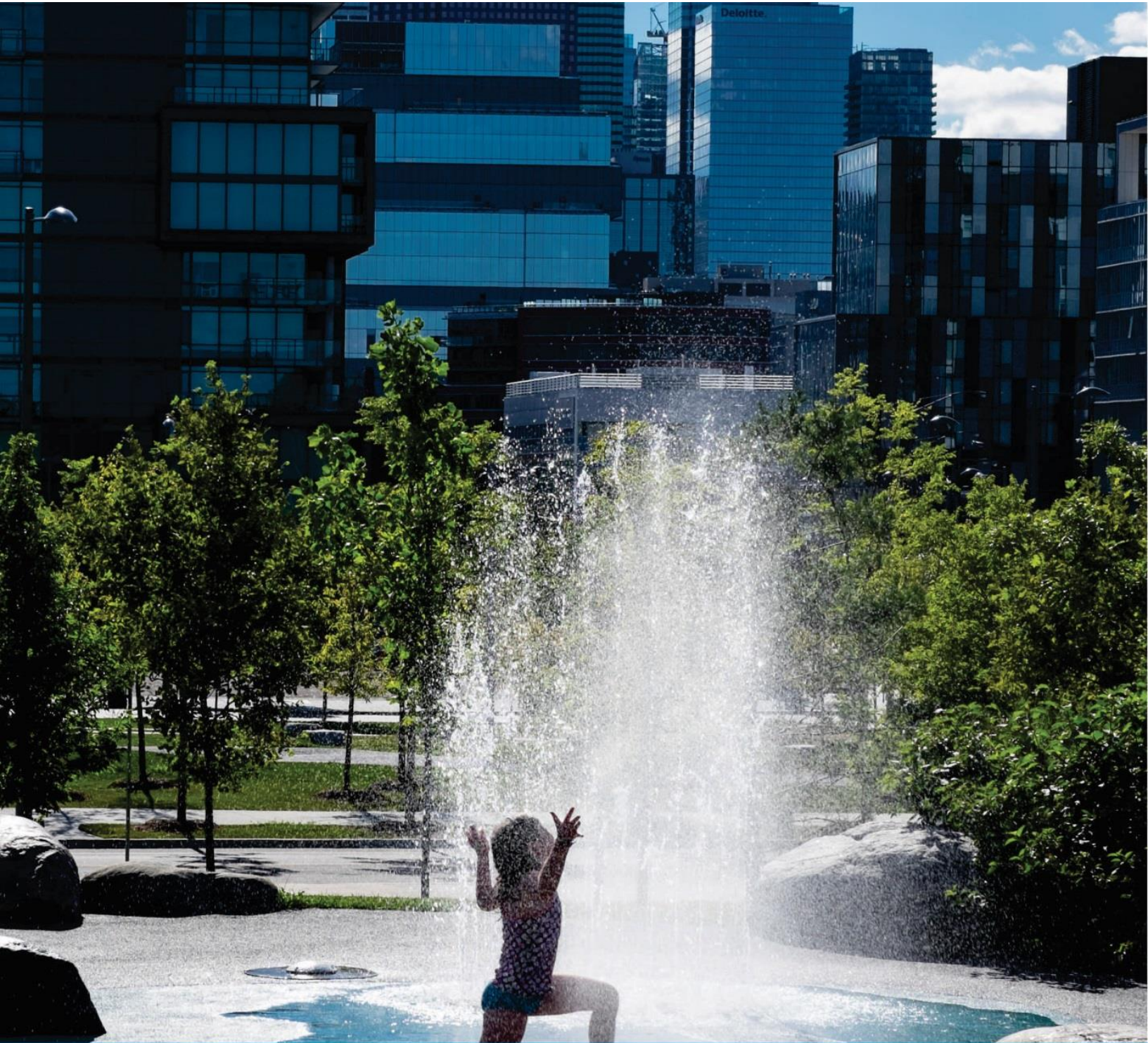
- 2.1 Take an evidence-based to facility planning, using a variety of inputs based on Facilities Master Plan guiding principles.
- 2.2 Expand and develop facilities to serve gap areas and growth areas.
- 2.3 Design facilities that provide appealing spaces, features and amenities and that respond to a broad range of permitted and self-directed activities.
- 2.4 Use the Facilities Master Plan to become project-ready and seek to streamline facility planning, design and construction.

**Goal 3: Work with others and explore new opportunities**

The provision of parks and recreation facilities is an important City mandate. There are many facility and service providers, institutions, funders and others that the City should continue to work with to improve access to parks and recreation facilities across Toronto and to support innovative partnerships and service delivery. Recent examples of partnerships that provide a foundation to build on include the Toronto Pan Am Sports Centre with the University of Toronto and Regent Park Community Centre in partnership with the Toronto District School Board, other City divisions and community partners.

- 3.1 Prioritize co-location and shared space with other City services and community partners and seek partnerships that enhance public access to needed spaces.
- 3.2 Coordinate and align objectives with Divisional, City-wide and Council projects and goals.
- 3.3 Engage communities in the planning and stewardship of local facilities.





## Section 3

# Facility Provision Strategy



### 3.1 Identifying and Prioritizing Needs

The identification of facility requirements was a comprehensive exercise that considered a range of factors. Broadly, the facility recommendations are informed by the FMP strategic framework, service levels identified in the Recreation and Parks Services plans, community input and the best available evidence on facility demand across the city.

More specifically, the needs assessment process examined the current state of facility assets, created evidence-based targets to determine preferred provision rates, and applied these targets in identifying geographic gaps, growth-related needs and opportunities to improve and optimize existing facilities.

For most facility types, the model uses three distinct steps that:

#### 1) Assess what we have

This was achieved by examining:

- a. current supplies, locations and existing levels of provision
- b. facility condition, accessibility and state of good repair requirements
- c. facility size, capacity and level of amenity
- d. facility utilization

#### 2) Determine what we need

This was achieved by creating population and service-based provision targets that consider:

- a. feedback from public and stakeholder consultation
- b. program demand, waitlists and willingness to travel
- c. recreation participation trends
- d. socio-demographic trends
- e. benchmarking against other communities in the Greater Toronto Area, Canada and the United States (see Appendix C)

#### 3) Identify gaps and growth-related requirements

This was achieved by applying the recommended provision targets<sup>6</sup> against:

- a. geographic distribution to identify gaps, with a priority placed on high needs areas (Neighbourhood Improvement Areas, low income, etc.)
- b. areas of future growth
- c. availability of other facility and service providers
- d. alignment with complementary strategies and initiatives

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<sup>6</sup> Provision targets – represented as per capita and/or service radii measures – are commonly used to identify facility needs and gaps. These measurable targets are objectives to work towards over time.



Along with new projects, those facilities that are in various stages of planning and design, including those that were approved as part of the 2004 Recreation Facilities Report (RFR) and those that are contained in PFR's 2017-2026 Capital Budget (having been approved in principle outside of the master planning process) have been integrated into the FMP where appropriate.

For each type of facility, the plan also provides high level strategic directions to guide investment decisions on a case by case basis as the plan is implemented.

### **Setting Priorities**

Prioritization of investments will be ongoing as part of the plan's implementation. Setting priorities is essential as it ensures that residents who would benefit the most are well served. The aligned principles of quality, innovation, sustainability and equity provide a lens through which priorities may be determined. Priorities for the development and replacement of facilities should be further assessed and prioritized based on (but not limited to) the following factors:

- the provision targets established in this plan, including geographic distribution and population levels
- legislative and regulatory compliance (safety, accessibility, liability reduction and environmental impacts, etc.)
- state of good repair requirements, operating cost efficiencies and optimizing existing assets
- community interest and support
- facility utilization and capacity, including participation trends
- availability of alternate providers
- ability to leverage outside funding, including projects backed by multi-sector partners
- timeliness of implementation and alignment with other civic initiatives

It is anticipated that the capital requirements emerging from the facility needs assessment will be incorporated into annual budgets and area-specific City planning over the course of the next 20 years.

### 3.2 What This Plan Recommends – A Summary

The following table summarizes several key metrics and directions – including current supplies, provision rates/targets and new and replacement facilities – for each facility type addressed in this plan. The needs assessment will be updated every five years to reflect changing needs. Additional facilities may be provided by way of other opportunities that may arise, in keeping with the overall principles, goals and strategic directions of the Facilities Master Plan. A more detailed description of these directions can be found in the subsections that follow.

**Table 1: Summary of Recommended Facilities (20-year implementation timeframe)**

Facility Type	Current Supply (City)	Current Per Capita Provision Rate*	Recommended Provision Target (applied to future growth)	Facilities identified in 2017-2026 Capital Plan	Additional FMP-Recommended Facilities	Total Additional Facilities (next 20 years)	Replacement Facilities (next 20 years) - Estimated
<b>Community Recreation Centres (Large and Mid-size)</b>	85**	1:34,000	1:34,000 and 2km to 2.5km radius	14***	3	<b>17</b>	11
<b>Gymnasiums</b>	102	1:28,000	All new and replaced CRCs; 2km radius	16***	7	<b>23</b>	8
<b>Indoor Pools (locations)</b>	59	1:48,600	Site-specific; 2km radius	13***	5	<b>18</b>	7
<b>Outdoor Pools (locations)</b>	59	1:48,600	No additional recommended	0	0	<b>0</b>	6
<b>Splash Pads</b>	119	1:24,000	1:24,000 and 2km radius	7	13	<b>20</b>	0
<b>Wading Pools</b>	101	1:28,400	No additional recommended	0	0	<b>0</b>	tbd
<b>Arenas (pads)</b>	65 (at 51 locations)	1:44,100	1:50,000 (existing and future pop.)	1	0	<b>1</b>	4
<b>Curling Rinks (sheets)</b>	22 (at 3 locations)	1:131,000	No additional recommended	0	0	<b>0</b>	0
<b>Outdoor Artificial Ice Rinks (pads)</b>	62 (at 52 locations)	1:46,300	1:100,000 and 2km radius	0	5	<b>5 (and 2 or more skating trails)</b>	6

Facility Type	Current Supply (City)	Current Per Capita Provision Rate*	Recommended Provision Target (applied to future growth)	Facilities identified in 2017-2026 Capital Plan	Additional FMP-Recommended Facilities	Total Additional Facilities (next 20 years)	Replacement Facilities (next 20 years) - Estimated
<b>Soccer and Multi-use Sports Fields</b>	324	1:8,900	1:10,000	0	45, plus upgrades	<b>45</b>	0
<b>Ball Diamonds</b>	342	1:8,400	No additional recommended	0	Upgrades only	<b>0</b>	0
<b>Cricket Pitches</b>	28	1:102,500	1:100,000	0	5, plus upgrades	<b>5</b>	0
<b>Tennis &amp; Pickleball Courts</b>	602 (at 185 locations)	1:4,800	2km radius	0	20	<b>20 (+ pickleball conversions)</b>	tbd
<b>Basketball Courts</b>	135 (at 104 locations)	1:21,200	1:15,000 and 2km radius	2	30, plus upgrades	<b>32</b>	tbd
<b>Bocce Courts (outdoor)</b>	131 (at 50 locations)	1:21,900	No additional recommended	0	0	<b>0</b>	0
<b>Lawn Bowling Greens</b>	28 (at 17 locations)	1:102,500	No additional recommended	0	0	<b>0</b>	0
<b>Skateparks (outdoor)</b>	14	1:205,000	Parks: 1:100,000 and 5km radius; Spots: 1:25,000	2	4, plus 18 skate spots	<b>6</b>	6
<b>Bike Parks</b>	4	1:717,000	Additional study required	0	1, plus local-level amenities	<b>1</b>	0
<b>Dog Off-leash Areas</b>	68	1:42,200	Site-specific, as per City policy	3	Site-specific evaluation	<b>As needed</b>	0
<b>Sports Bubbles</b>	9	1:319,000	Site-specific	0	Project-specific evaluation	<b>3</b>	0
<b>Clubhouses and Fieldhouses</b>	118	1:24,300	Site-specific	1	As needed	<b>As needed</b>	tbd

\* Based on a 2016 population estimate of approximately 2.87 million persons. Rates are rounded.

\*\* In addition, the City operates 2 City-wide centres, 29 community schools and 7 community recreation spaces for a total of 123 community recreation centres.

\*\*\* Includes 3 community recreation centres (and pools and/or gyms) recommended in the 2004 RFR and 2 proposed in unfunded secondary plans. Additional indoor facilities may be realized through community recreation centre replacement projects, based on demonstrated needs.

### 3.3 Community Recreation Centres

Community recreation centres (CRCs<sup>7</sup>) are prominent community destinations that accommodate a wide variety of registered and drop-in City programming, spontaneous use and bookings, permits and events that reflect the specific needs of area residents. Serving people of all ages and abilities, CRCs are the backbone of Toronto's public recreation system and their usage is on the rise. In a typical year, there are over 500,000 registrations to PFR programs, nearly six million visits to drop-in programs and over nine million hours of time permitted by individuals and community organizations – most of these occur within community recreation centres.

The benefits of CRCs and their services are substantial. They provide publicly accessible space that promotes and supports community engagement, social connections and personal health, wellness and physical activity. Community recreation centres also play an important role in supporting poverty reduction and building strong neighbourhoods. Thirty-eight centres offer free programming, as well as some free permitting for non-profit groups.

The City operates 123 community recreation centres (most are City-owned, though some are school-owned or partnered facilities)<sup>8</sup>. Of these:

- two have City-wide service levels
- 85 are large multi-component to mid-size community recreation centres
- 29 are in community schools where the City has few or no capital obligations
- seven are smaller community recreation spaces

The focus of the FMP analysis is on the 85 facilities that are defined as large multi-component and mid-size community recreation centres.

While community recreation centres are among the most notable facilities, they are supplemented by other City-operated program sites in parks, schools and neighbourhood destinations. In addition, Toronto residents are also served to varying degrees by facilities operated by the Association of Community Centres (AOCCs), Toronto Community Housing Corporation, numerous non-profit providers (e.g., YMCA,

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<sup>7</sup> Historically, the City has referred to many of its indoor community recreation spaces as “community centres”, regardless of facility size, function or level of access. There is significant variation amongst these centres and those managed by other providers (e.g., board-run Association of Community Centres). To more accurately describe the role of these PFR-managed community spaces, they are referred to as “community recreation centres” in the Facilities Master Plan. The City is encouraged to develop a policy pertaining to facility classification and naming.

<sup>8</sup> For the purposes of this Facilities Master Plan, a community recreation centre is defined as a City-operated facility consisting of a minimum of two or more multi-purpose rooms that can be programmed or permitted that may or may not be combined with other facilities such as a swimming pool or arena and generally have a minimum size of 6,000 square feet (560 square metres). This definition excludes most clubhouses and fieldhouses.



Boys and Girls Club, Jewish Community Centres, Neighbourhood Centres, etc.), education sector (schools, colleges and universities), community organizations (including cultural and faith-based groups) and private providers. Collectively, these spaces create an extensive network of community-based facilities that offer a wide range of opportunities to residents and communities.

The enormous impact and high construction and maintenance costs of CRCs requires that decisions regarding capital improvements be evidence-based to achieve maximum value. Decisions must consider factors such as population and growth, usage and nearby facilities, while working to minimize duplication. One of these factors relates to the waitlists for recreation programming.

### **Recreation programming waitlists are growing**

Demand for recreation programs has grown with the addition of new facilities and through the expansion of Centres Where Programs Are Free. Registration in recreational programs has increased by 8% over the past three years. Utilization overall for City programs is high (81% in 2015) particularly in aquatics, summer camps and general programs for preschool and school aged children. Demand is highest in primetime, when most programs are full. Less desirable times, locations and programs do not always operate at capacity, resulting in capacity within the system to accommodate more users.

PFR is working to optimize capacity and address waitlists through service and policy changes. These changes are aimed at consistently adjusting program selection, sizes and schedules based on demand, reducing duplicate registrations and removing clients who are registered in but not attending programs, and by modernizing the registration system to make registration and waitlist management more effective.

As new and redeveloped facilities come on board, PFR's capacity for program delivery will increase and waitlists will be reduced. These facilities are also expected to create new customers that did not previously use community recreation centres, generating additional value for our residents.

The City currently provides one large multi-component or mid-size community recreation centre per 34,000 residents. This provision level has been validated through benchmarking and community input and should be maintained over the next twenty years. Based on a service radius of 2.0-kilometres for mid-size CRCs and 2.5-kilometres for large multi-component CRCs, there are few notable gaps in distribution. Many areas of the city contain more than one CRC and most centres are in accessible locations. Continued improvements to these facilities and optimization of services will allow them to serve a greater number of users in the future, providing value to taxpayers.

With a growing and increasingly diverse population, additional investment in community recreation centres is required. This includes revitalizing existing centres and building new ones to respond to emerging needs. Centres recommended in the 2004 Recreation Facilities Report that have not yet been built have been validated and continue to be

needed. In total, seventeen (17) new CRCs are recommended (listed below and on the following map).

#### **A. Previously approved and planned facilities.**

Demand has been confirmed for the following facilities (listed in alphabetical order, not in priority order) identified through prior planning efforts:

##### CRCs with funding committed in PFR's 10-year capital plan

- Bessarion (Ward 24)
- Canoe Landing (Ward 20) – developer-funded
- Davisville (Ward 22)
- Newtonbrook (Ward 24) – developer-funded
- North East Scarborough (Ward 42)
- One Yonge Street (Ward 28)
- Shops at Don Mills (Ward 25) – developer-funded and third-party operated
- Western North York (Ward 7)
- Wabash (Ward 14)

##### Outstanding CRCs supported by the 2004 Recreation Facilities Report<sup>9</sup>

- Etobicoke City Centre (Ward 5)
- North Rexdale (Ward 2)

##### Growth-related CRCs identified in secondary plans (beyond 10-year capital plan):

- Downsview (Wards 8/9/10)
- East Bayfront (Ward 28)
- Port Lands (Ward 30)

#### **B. Areas without adequate access to facilities.**

This refers to gaps, which are areas that are 2 to 2.5km away from a large multi-component or mid-size CRC, with a minimum population of 25,000 (75% of the current provision target). Resolving these gaps will be a priority.

- Central Etobicoke (Ward 4)
- Southwest Scarborough/McCowan (Ward 36)

#### **C. Growth areas that will require new facilities to meet future needs.**

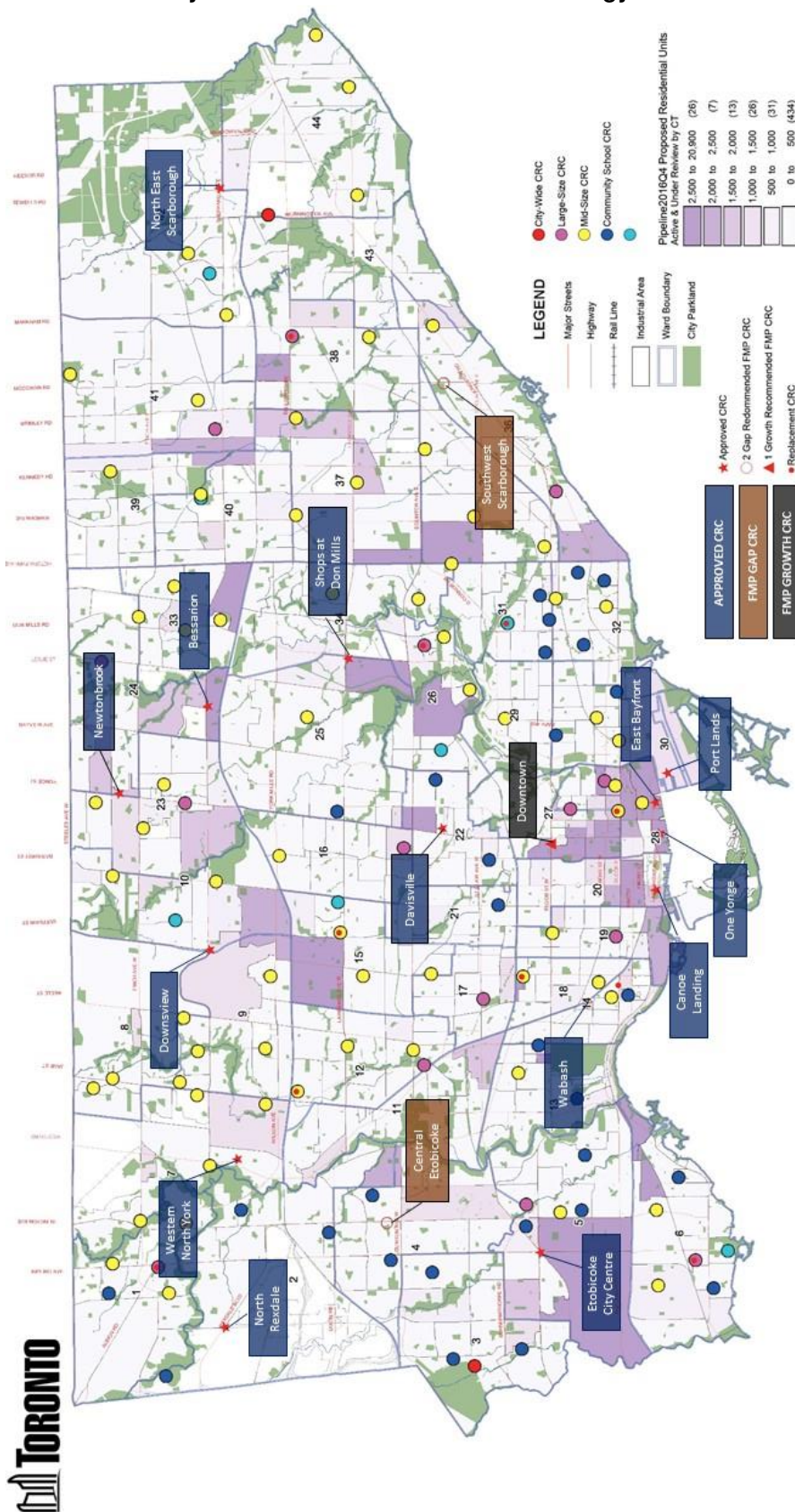
This includes areas with projected population growth that exceeds 34,000 persons over the 20-year planning period and existing facilities that are unable to meet anticipated demand.

- Downtown (Wards 20/22/27)

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<sup>9</sup> The 2004 Recreation Facilities Report recommended the development of fourteen CRCs. Five of these are complete, six are in progress and three remain outstanding. Two other CRCs have been built through development-related opportunities. Scarborough City Centre is one of the outstanding projects; one approach to achieve this is through a replacement of Scarborough Centennial Recreation Centre (Ward 38) as an expanded regional centre.

Figure 4: Community Recreation Centre Provision Strategy



October 2017  
Base Mapping: City of Toronto Parks, Forestry & Recreation

Residents are seeking multi-use, inclusive and inter-generational spaces that provide active spaces and people places. This model allows for increased cross-programming and creates a critical mass that makes CRCs true destinations. Mid-size and large multi-component centres – ranging from about 4,200 to 6,000 square metres (45,000 to 65,000 square feet) – will be the primary models for replacement and new CRCs.

The City's CRCs are aging (the average centre was built nearly 40 years ago) and many have inefficient and ineffectual designs. Replacement facilities can be transformative, as has been the case with projects such as the Regent Park Community Centre and Aquatic Centre. Reinvesting in CRCs makes good economic sense, is supported by the public and will be a priority for the City. Some of the best opportunities for meeting needs are on lands controlled by the City. In other cases, land development proposals provide opportunities to work with the private sector to provide replacement facilities, a scenario that is being proposed for the Wallace Emerson Community Centre. Eleven centres (mapped on the following page) have been identified for replacement using the criteria listed below. The priority and space needs associated with these projects will be evaluated further through the plan's implementation.

#### **CRC Replacement Priorities – Key Criteria**

CRC revitalization or replacement should be considered in cases where the project will:

- enhance access to core services/programs for residents of all ages
- meet demonstrated needs and address latent demand
- employ responsible asset management practices
- emphasize innovative and collaborative approaches that optimize existing assets, including land, buildings, etc.
- achieve the City's financial and environmental sustainability objectives

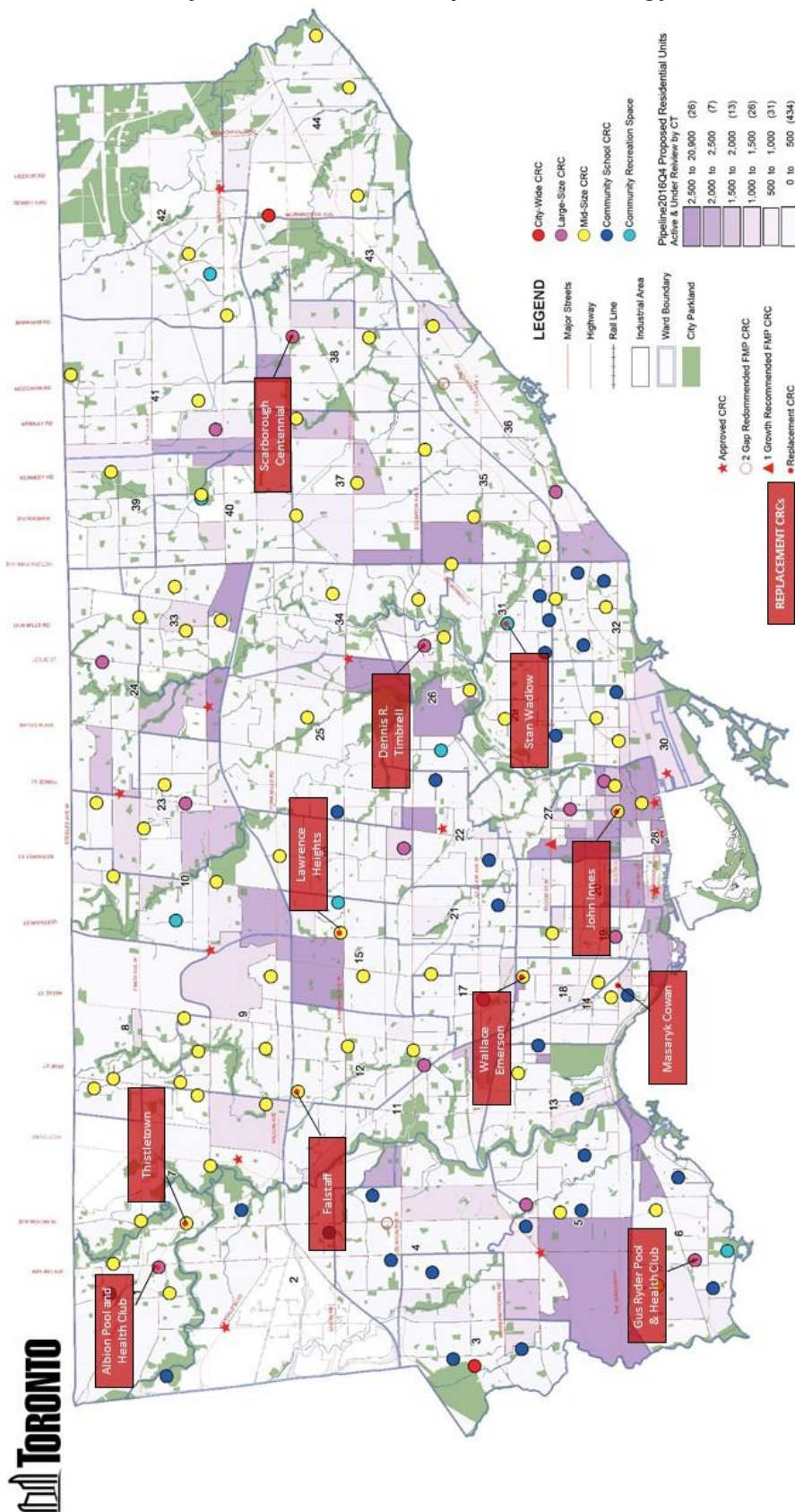
#### **Criteria for CRC Revitalization or Replacement**

- a) there is sustained demand for existing and/or expanded programs
- b) the facility is approximately 40 years old or older, with rising SOGR costs and deteriorating condition
- c) the overall user experience is negatively affected by the facility's poor design, functionality and/or quality of space
- d) there is a lack of suitable alternatives in the vicinity
- e) there is community support for revitalization or replacement
- f) the project is logistically and financially viable, including environmental constraints, space availability and temporary closure
- g) the facility serves one or more high needs areas (high density, low income, NIA)
- h) the facility serves an area that is undergoing significant socio-demographic change
- i) the facility has outstanding barrier-free accessibility requirements
- j) the facility is operationally inefficient (costs, staffing requirements, etc.)
- k) the project will leverage value-added opportunities (e.g., partnership, funding, alignment with other civic initiatives, etc.)

The choice to revitalize or replace a facility is based on degrees to which the above-noted criteria are met. A full facility replacement is a more substantial project and must address a greater number of criteria.



Figure 5: Community Recreation Centre Replacement Strategy



October 2017  
Base Mapping: City of Toronto Parks, Forestry & Recreation

All renewal and construction projects must include high quality public spaces supported by new design and comfort amenities that respond to a broad range of needs, such as larger lobbies/atriums, flexible community and program spaces, natural light, barrier-free spaces and more. Each new and replacement CRC should be anchored by a regulation-size gymnasium and/or indoor swimming pool. Implementation strategies, facility designs and services must reflect local needs and current trends, with input from residents and stakeholders.

Innovative partnerships and collaborations with schools, non-profit organizations, developers and others will be required to realize the full range of future community recreation centre needs. The community school model of the past has served the City well, but does not meet the full range of current and emerging programming needs due to restricted access and aging infrastructure. Schools will however, remain an important partner moving forward and this relationship should be strengthened. Co-location opportunities with other City divisions, agencies, boards and commissions should also be explored and promoted. Opportunities to work with the Toronto Realty Agency on the potential replacement of centres in key areas should be explored, such as those along major transit lines (e.g., Don Montgomery Recreation Centre in Ward 35).

A variety of partnership and funding models should be examined for all proposed community recreation centre construction projects, with consideration given to the following partnership criteria.




#### **Key Considerations for CRC Partnerships**

Key criteria for evaluation of partnered facilities should be established, with consideration of the following factors, at minimum:

1. accessibility (e.g., barrier-free designs, on transit routes, etc.)
2. visibility (e.g., ground-floor placement, signage, etc.)
3. design (e.g., suitable size, configuration, natural lighting, quality of space, etc.)
4. operations (e.g., hours, staffing, etc.)
5. costs (e.g., construction, maintenance, operations, etc.)
6. partnership terms (e.g., responsibilities, ownership, etc.)

#### **Strategic Directions – Community Recreation Centres**

- A. Provision levels will be maintained by investing in existing and new community recreation centres.
- B. Strategic revitalization and replacement will optimize the City's community recreation centres.
- C. Multi-use community recreation centres are responsive to needs and will be emphasized.
- D. Long-term sustainability of the City's system of community recreation centres will require partnerships with others.

Recommendations – Community Recreation Centres		
#1.	<p>Evaluate and pursue the revitalization or replacement of the following eleven (11) community recreation centres (listed in alphabetical order, not in priority order) using the criteria proposed in the Facilities Master Plan. Unless needs suggest otherwise, replacement facilities will be similar in size to existing facilities.</p> <ul style="list-style-type: none"> <li>• Albion Pool and Health Club (Ward 1)</li> <li>• Dennis R. Timbrell Resource Centre (Ward 26)</li> <li>• Falstaff Community Centre (Ward 12)</li> <li>• Gus Ryder Pool and Health Club (Ward 6)</li> <li>• John Innes Community Recreation Centre (Ward 27)</li> <li>• Lawrence Heights Community Centre (Ward 15)</li> <li>• Masaryk-Cowan Community Centre (Ward 14)</li> <li>• Scarborough Centennial Recreation Centre (Ward 38)</li> <li>• Stan Wadlow Clubhouse (Ward 31)</li> <li>• Thistletown Community Centre (Ward 1)</li> <li>• Wallace Emerson Community Centre (Ward 18)</li> </ul>	 <b>Goal 1</b>
#2.	<p>Additional program space requirements may emerge throughout the course of this plan due to high growth and demonstrated needs, such as in the Thorncliffe area (Ward 26). In these cases, opportunities to expand or upgrade existing community recreation centres should be prioritized.</p>	 <b>Goal 1</b>
#3.	<p>Pursue the development of the following seventeen (17) new community recreation centres over the next twenty years (listed in alphabetical order, not in priority order). This includes projects currently in the planning or proposal stage (11), centres required to fill gaps in distribution (2) and facilities to serve longer-term growth (4).</p> <p><u>Community Recreation Centres in Planning or Proposal Stage:</u></p> <ul style="list-style-type: none"> <li>• Bessarion (Ward 24)</li> <li>• Davisville (Ward 22)</li> <li>• Canoe Landing (Ward 20)</li> <li>• Etobicoke City Centre (Ward 5) – proposed in 2004 RFR</li> <li>• Newtonbrook (Ward 24)</li> <li>• North East Scarborough (Ward 42)</li> <li>• North Rexdale (Ward 2) – proposed in 2004 RFR</li> <li>• One Yonge Street (Ward 28)</li> <li>• Shops at Don Mills (Ward 25)</li> <li>• Wabash (Ward 14)</li> <li>• Western North York (Ward 7)</li> </ul> <p><u>Community Recreation Centres Required to Fill Gaps in Distribution:</u></p> <ul style="list-style-type: none"> <li>• Central Etobicoke (Ward 4)</li> <li>• Southwest Scarborough/McCowan (Ward 36)</li> </ul> <p><u>Community Recreation Centres Required to Serve Longer-term Growth:</u></p> <ul style="list-style-type: none"> <li>• Downsview (Wards 8/9/10)</li> <li>• Downtown (Wards 20/22/27)</li> <li>• East Bayfront (Ward 28)</li> <li>• Port Lands (Ward 30)</li> </ul>	 <b>Goal 2</b>

### 3.4 Gymnasiums

Gymnasiums are well-used spaces that offer extensive flexibility in use, including activities such as sports (e.g., basketball, volleyball, badminton, netball, etc.), a wide variety of registered and drop-in programs, special events, community meetings and more. The City provides access to 102 gymnasiums, approximately one-quarter of these are contained in community schools.



A per capita provision target is not recommended for gymnasiums, rather it is recommended that all new and expanded community recreation centres include at least one gymnasium, with a focus on Class A double gyms and Class B single gyms. Stand-alone gymnasium facilities are not recommended. Where there is demonstrated demand, gymnasium additions may be considered for large multi-component and mid-size centres owned by the City, with priority given to facilities in gap areas.

The distribution of gymnasiums across Toronto will be improved by ongoing projects and proposed community recreation centres. However, based on a service radius of 2-kilometres, there are several unaddressed gaps in Scarborough. Additional investigation is required to determine if there are existing centres in these areas with potential for expansion to accommodate a gymnasium.

#### Strategic Directions – Gymnasiums

- A. Provision levels will be maintained by investing in existing and new gymnasiums.
- B. Multi-use gymnasiums are responsive to needs and will be an emphasis of future facility development and revitalization.

#### Recommendations – Gymnasiums

#4.	Revitalize gymnasiums as part of broader community recreation centre projects. Ensure that they have appropriate dimensions, ancillary spaces (e.g., change rooms), natural light and incorporate indoor walking tracks where possible.	 Goal 1
#5.	Evaluate opportunities to add gymnasiums to existing community recreation centres within under-served areas, with a focus on Scarborough.	 Goal 2

### 3.5 Indoor Pools

The City operates and/or permits 59 indoor aquatic facilities (consisting of a total of 75 tanks) with varying aquatic features and designs ranging from small teaching pools to international competition venues. There are several other pool providers in Toronto (such as YMCAs, Neighbourhood Centres, private fitness centres, schools, unsupervised condominiums, etc.), though not all provide aquatic programming.



At present, 26 City-operated pools are co-located with schools and made available to the public on evenings, weekends and in summer months through agreements with the school boards. School pools supplement City pools for the purposes of community programming and permitting. However, school pools tend to be older and smaller, have restricted hours and are not as well used as most City pools. To make better use of existing municipal facilities, the City has been gradually reducing the number of school pools that it operates, while relocating programs to nearby City pools. School pools make up almost one-half of the City's indoor pool locations and play an important role in the delivery of aquatic programs and permits. Where there is a demonstrated need, public access to school pools will be maintained through collaborative efforts that represent a fair balance of benefits and risks. Pool closures initiated by the school board should be monitored and evaluated by the City.

Indoor pools are some of the most highly sought-after recreation facilities as they are accessible to residents of all ages, abilities and socio-economic backgrounds. There were several requests from the public for additional pools to support lessons as waitlists at City pools are common.

Additional investment will be needed to ensure that the City's indoor pools respond to changing and growing needs. This includes revitalizing existing pools and addressing gaps and growth needs through the provision of new pools. However, new and updated indoor pools must be properly justified as they are expensive to operate and users are seeking a wide variety of features. For example, two geographic gap areas were identified that require further study – Western/Central North York and Mid-Scarborough.

Future pool development should be guided by geographic distribution (using a 2-kilometre service radius to identify gaps), demonstrated need and future growth. Residents expect indoor pools to be located with multi-use centres that offer a variety of inclusive and inter-generational spaces and services. New indoor pools are recommended as part of several new, replacement or expanded community recreation centres. New stand-alone indoor pool complexes will be discouraged.

The design of new and replacement indoor pools should focus on Class A and Premier pools with multiple tanks, different water temperatures and modern design standards, as these facilities are best positioned to respond to a wide variety of user groups and support a variety of aquatic programming options, including parallel and multi-generational programming. This strengthens the value and use of these facilities.

Pool quality and supporting amenities are major influences on participation. With respect to existing pools, some have capacity to accommodate additional usage, but are having difficulty attracting more patrons. Strategies to enhance use and efficiencies should be explored. This includes opportunities to elevate Class C pools to a higher class, along with design and comfort amenities that respond to a broad range of needs (e.g., leisure and warmer-water tanks, adequately sized change rooms and barrier-free accessibility).

### Strategic Directions – Indoor Pools

- A. Provision levels will be maintained by investing in existing and new indoor pools.
- B. High quality indoor pools are responsive to needs and will be an emphasis of future facility development and revitalization.
- C. A new model of collaboration is required to ensure that school pools are available to the communities that need them.
- D. Pool utilization and access will be closely monitored.

### Recommendations – Indoor Pools

- #6. Revitalize the indoor pool at Scadding Court Community Centre (Ward 20) and explore options for converting Harrison Pool (Ward 20) to other uses, with programming shifted to nearby facilities. Alternatives may be considered through the TOcore secondary plan.



- #7. Provide indoor pools within the following new community recreation centres (listed in alphabetical order, not in priority order), in addition to replacement centres with existing pools:

- Bessarion (Ward 24)
- Central Etobicoke (Ward 4)
- Davisville (Ward 22)
- Downsview (Wards 8/9/10)
- Etobicoke City Centre (Ward 5)
- Lawrence Heights (Ward 15)
- North East Scarborough (Ward 42)
- One Yonge Street (Ward 28)
- Port Lands (Ward 30)
- Shops at Don Mills (Ward 25)
- Southwest Scarborough (Ward 36)
- Wabash (Ward 14)
- Waterfront West (Ward 20) – partnered site
- Wellesley (Ward 28) – addition
- Western North York (Ward 7)



- #8. Evaluate geographic gaps in indoor pool provision, with a preference for adding aquatic facilities to existing community recreation centres. Gaps include: (a) Western/Central North York; and (b) Mid-Scarborough.



## 3.6 Outdoor Pools

The City's 59 outdoor pool locations provide public swim opportunities during the warm summer months and have long been a staple of PFR's offerings. These pools are largely used for drop-in recreational swimming, but are also available for instructional programs, swim clubs and rentals.

While there are several gaps based on a 2-kilometre service area, no additional outdoor pools are recommended during the timeframe of this Facilities Master Plan. Visits to outdoor pools have been on the rise in recent years, but there remains capacity for greater use. Overall, there is a city-wide surplus of outdoor pools and several new indoor pools and splash pads are coming online. Opportunities to maximize indoor pools year-round should be considered, such as opening them to outdoor deck space.

During the FMP twenty-year timeframe, the City's focus should be on accessibility upgrades and modernization initiatives at key outdoor pool sites. Most of the City's outdoor pools were built decades ago and are aging. Many are not accessible and do not offer a modern aquatic experience. A pool enhancement and/or replacement program is needed to improve the quality and longevity of these facilities and their support structures. Improvements may include bathhouse and accessibility upgrades, pool ramps, added deck space, shade, water features, beach-entry leisure pools and more. Major upgrades should be equitably distributed across the city, with a focus on higher need areas (e.g., Neighbourhood Improvement Areas with prevalence of low income).

Further evaluation of pool usage in relation to capital needs is also required. Attrition is most likely for those pools that are underutilized, require considerable reinvestment, are not associated with complementary facilities, have overlapping service areas and are in areas with smaller youth populations. Proximity to indoor pools and alternatives such as splash pads should also be considered. Repurposing options may include splash pads, other outdoor recreation areas or open space.

#### Strategic Directions – Outdoor Pools

- A. Undertake accessibility upgrades and modernization initiatives at key outdoor pool sites, with a focus on high needs areas.
- B. Low usage levels and rising capital and operating requirements may lead to the repurposing of some outdoor pools.
- C. Additional outdoor pools are not recommended, however indoor pools that open to the outdoors will be considered.

#### Recommendations – Outdoor Pools

#9. Evaluate replacement of the following pools and support buildings to support anticipated population growth, invest in high needs areas and address aging infrastructure (listed in alphabetical order, not in priority order):

- Alexandra (Ward 20)
- Glen Long (Ward 15)
- Irving Chapley (Ward 10)
- Leaside (Ward 26)
- Stan Wadlow (Ward 31)
- Wedgewood (Ward 5)



### Recommendations – Outdoor Pools

- #10. Evaluate the potential to repurpose aging and underutilized outdoor pools into facilities that are in demand. Potential candidates include (listed in alphabetical order, not in priority order):
- Flagstaff (Ward 2)
  - Grandravine, Northwood, Oakdale, Stanley and/or Roding (Ward 9) – all are in proximity and most have lower usage levels
  - Halbert (Ward 36)
  - Knob Hill (Ward 38)
  - Lawrence Heights (Ward 15) upon opening of the proposed indoor pool/community recreation centre



- #11. No additional outdoor pools are recommended.



### 3.7 Splash Pads and Wading Pools

The City maintains 119 splash pads and 101 wading pools, which are popular park amenities for young children and families.

Additional splash pads are required to achieve improved distribution (based on a 2-kilometre radius) and address future growth (by maintaining the current provision level of one per 24,000 residents). Priority should be given to high needs areas, including those with greater numbers of children. Splash pads can be capital-intensive and it is acknowledged that not all gap areas may be addressed, thus prioritization is key.

Different scales of splash pad design should be considered, including larger splash pads in higher density areas and destination parks. In areas with adequate geographic coverage, one larger splash pad is generally preferred over two smaller splash pads. While wading pools serve as neighbourhood amenities, splash pads tend to draw from a larger area, indicating a need for support infrastructure such as parking, washrooms, benches, shade, playgrounds, etc. Impacts on the surrounding neighbourhood and other park uses must be considered.

Nearly one-half of the City's wading pools have exceeded their lifecycle and require replacement, indicating a growing need for reinvestment or removal. For several years, the City has been transitioning away from wading pools in favour of splash pads due to the higher operating costs, deteriorating condition and limited utility of wading pools. This is expected to continue. Like outdoor pools, attrition is most likely for those wading pools that are underutilized, require considerable reinvestment, are not associated with complementary facilities, have overlapping service areas and are in areas with smaller youth populations.



Conversion of wading pools to other in-demand uses should be considered (e.g., splash pads, other outdoor recreation areas, open space, etc.), with consideration given to the criteria identified below. Not all wading pools will be repurposed and not all surplus wading pools will be converted to splash pads. Conditions for maintaining and reinvesting in select wading pools should be identified, recognizing the role that many wading pools play in providing neighbourhood-level amenities. Location characteristics and usage levels should be closely evaluated.

### Wading Pool Conversions – Key Criteria

Candidates for conversion to splash pads include those wading pools that meet most of the following criteria:

- a) overlapping service area with another wading pool (up to 1km)
- b) no splash pads in the immediate vicinity
- c) aging community with lower than average number of children
- d) wading pool is underutilized
- e) wading pool is in poor condition and requires complete replacement
- f) site has amenities to support a splash pad (e.g., parking, accessible washroom, shade, etc.) and is an appropriate use within the park
- g) public support for conversion

### Strategic Directions – Splash Pads and Wading Pools

- A. Splash pad provision levels will be maintained, with a focus on serving gap areas and higher need communities.
- B. Splash pads are not appropriate for all parks. Their design should be locally appropriate.
- C. As additional splash pads are developed, existing wading pools should be evaluated for potential repurposing or replacement.

### Recommendations – Splash Pads and Wading Pools




- #12. Develop a strategy for the renewal of select wading pool locations, including the addition of water features to enhance the participant experience.



- #13. Over time, repurpose wading pools to other uses. The evaluation should reference the criteria identified in the Facilities Master Plan, including low levels of usage, deteriorating condition and proximity to alternatives. Potential candidates for repurposing in the short-term include:



- Coleman Park (Ward 31) – planned
- Geary Avenue Parkette (Ward 17)
- Kempton Howard Park (Ward 30)
- Northumberland Playground (Ward 19)
- Oakcrest Parkette (Ward 32)
- Sackville Playground and/or Sumach-Shuter Parkette (Ward 28)

Recommendations – Splash Pads and Wading Pools		
#14.	Address ten (10) splash pad gaps through wading pools conversions. Potential areas include Wards 3, 13 (Ravina Gardens – planned), 16, 18 (MacGregor – planned), 19 (Fred Hamilton – planned), 25, 27 and 37.	 <b>Goal 1</b>
#15.	Maintain the current level of provision – one splash pad per 24,000 residents – through the development of approximately 20 splash pads. This will be achieved through ten (10) new splash pads and ten (10) wading pool conversions within gap and growth areas, some of which are already identified in PFR's capital plan. New splash pad development should be prioritized in Wards 2, 3, 4, 9, 24, 25, 34, 41 and 43 (it may be possible for one splash pad to address more than one distribution gap).	 <b>Goal 2</b>
#16.	Prioritize splash pad expansion and replacement in growth areas, where feasible.	 <b>Goal 2</b>

### 3.8 Arenas

There are a variety of indoor ice arena providers in Toronto. The City owns 51 indoor arenas (consisting of 39 single pad arenas and twelve multi-pad arenas) providing a total of 65 ice pads. These facilities largely provide for youth sports, public skating and community programming. Ten of these arenas (17 pads) are operated by Boards of Management, which are run by volunteer committees and operationally self-sufficient with minor capital funded by the City. The arena inventory is supplemented by non-municipal indoor ice arena providers, as well as Toronto's many outdoor ice skating rinks and paths, which are popular amenities for casual skating.

Across Canada, participation in organized ice sports is stable to declining – registration in the Ontario Hockey Federation has declined by 16% since the 2008/09 season. Currently, 8% of Canadian children and youth play hockey, less than half the percentage that played twenty years ago. Growth in female hockey participation has helped to slow this trend, but also peaked in 2008/09.<sup>10</sup> Many figure skating organizations have also experienced a slow decline in registration over this time.

Most arenas are well used during prime-time hours; however, off-peak daytime usage is extremely low. There has been no appreciable change in the overall number of youth participants permitting City rinks in the past five seasons and there remains considerable capacity to accommodate more ice use in arenas during both prime and non-prime hours. The unused prime time hours are equivalent to approximately six (6) arenas, suggesting that the current supply could be modestly reduced and all users still

<sup>10</sup> Hockey Canada. Annual General Meeting Reports.

be accommodated, albeit at different hours and locations. Some arenas, most notably in Scarborough, have very low levels of overall usage and should be evaluated further. Strategies to enhance use during non-peak times, including summer, should be evaluated.

Given usage trends and available capacities, the current provision level should be gradually reduced to align supply with demand. Over the long-term, this equilibrium is projected to be one ice pad per 50,000 residents. To achieve this level of provision, only one additional ice pad is recommended by over the next twenty years. This will be achieved by the Don Mills Civitan Arena twin pad project that is underway. While there are some gaps in arena distribution, many are addressed by private providers and/or outdoor artificial ice rinks. Arenas are largely “drive-to” facilities, thus resolving geographic gaps is not a priority.

In the short-term, the City should not add to its supply of 65 indoor ice pads. Under-utilized single-pad arenas should be evaluated for potential conversion to other uses, with consideration given to the repurposing criteria identified below. Up to three ice pads (representing one-half of the current surplus of unused prime time ice) could be removed from the current inventory without unduly restricting the City-wide supply.

Many of the City’s arenas are aging and unable to meet evolving needs. There is a desire for more and larger change rooms, warm viewing areas, energy-efficient mechanical systems and supplementary spaces such as indoor walking tracks and multi-use space. Upgrades should be considered as part of arena renewal projects. New arena development may be considered as part of an arena replacement program and should take the form of multi-pad facilities (two or four pads per arena), with consideration given to co-location with other recreation spaces.

A Service Strategy should also be developed to consider alternative operating arrangements for City-funded arenas to improve utilization and respond to changing demand patterns. This may include modified hours at select arenas, enhanced programming, expansion of the Board of Management model, pursuit of public-private partnerships, etc.

#### **Arena Repurposing – Key Criteria**

Candidates for conversion include those arena facilities that are:

- a) stand-alone single pad arenas
- b) operated by the City (not boards of management)
- c) underutilized, particularly during prime time
- d) aging and in need of substantial capital renewal
- e) have notable design or functional challenges (e.g., small ice surface, insufficient change rooms, lack of barrier-free access, etc.)
- f) located in close proximity to another indoor arena and/or outdoor artificial ice rinks
- g) able to accommodate an alternate use without considerable reinvestment (e.g., dry floor activities such as ball hockey, soccer, gymnastics, court sports, etc. or other community use)

### Strategic Directions – Arenas

- A. Usage of arenas will be closely monitored and opportunities to enhance community use throughout the year will be promoted.
- B. Respond to aging infrastructure and changing needs through the strategic renewal and repurposing of existing arenas.
- C. Multi-pad arenas co-located with other recreation spaces will be the preferred model for future development and replacement.
- D. Alternative arena operating arrangements will be explored as appropriate.

### Recommendations – Arenas

- #17. Explore opportunities to repurpose up to four single pad arenas to other uses over time. The Facilities Master Plan identifies criteria to guide this evaluation and has short-listed the following as potential candidates for consideration (listed in alphabetical order, not in priority order): Albion (Ward 1), Chris Tonks (Ward 12), Gord & Irene Risk (Ward 7), Grandravine (Ward 9), Habitant (Ward 7), Long Branch (Ward 6), Phil White (Ward 21).



- #18. Develop an arena replacement strategy to ensure that the City's arenas can continue to meet long-term needs. Replacements should focus on facilities that are well utilized, but that need substantial capital repair and have significant design/functional challenges that would preclude their re-use. Future arena development should be in the form of multi-pad facilities and should coincide with the replacement of an equivalent number of ice pads from the supply. One potential candidate for replacement as a twin pad is East York Memorial Arena (Ward 31).



- #19. Provide one (1) additional ice pad over the next twenty years, for a total of 66 indoor ice pads (including Board of Management rinks). This will be achieved by the proposed Don Mills Civitan Arena (+1 ice pad) in Ward 26.



## 3.9 Curling Rinks

Curling is a predominantly club-based activity that has traditionally been served by the private sector and supplemented by the City's recreation inventory. Presently, there are eight private curling facilities in Toronto (with 47 sheets), many of which are associated with golf or tennis clubs.

The City owns three indoor curling facilities, consisting of 22 sheets. Two facilities are operated by PFR and another by a community club. These facilities are mainly used by club, permit and rental groups from fall to late spring.

Curling facilities are specialized spaces that do not accommodate broad community use, which is a key part of PFR's service objectives. Demand for the sport has stabilized



following significant declines in recent years. Between 1980 and 2006, seven private curling facilities were closed because of declining usage and rising costs, resulting in the loss of 70 sheets.

The City will continue to accommodate curling within its existing inventory of facilities (including arenas), however, private sector organizations other than the City are well positioned to be the lead provider of curling facilities in Toronto. As a result, a provision target has not been established for curling facilities.

#### Strategic Directions – Curling Rinks

- A. The City will continue to accommodate curling within its existing inventory of facilities, where feasible. Major reinvestment in curling facilities is not a priority.

#### Recommendations – Curling Rinks

- #20. Maintain existing curling facilities and re-evaluate needs prior to major capital investment.



- #21. No additional curling facilities are recommended.



### 3.10 Outdoor Artificial Ice Rinks

The City offers opportunities for refrigerated outdoor ice skating at 52 locations, with 62 outdoor artificial ice pads (referred to as AIRs) and 5 skating trails, most of which are supported by washrooms and change rooms. AIRs are used for recreational skating, ice hockey and City programming during the winter and other recreational purposes, such as sport courts, during the summer.

Usage levels and an improving distribution of rinks suggest that the current provision level can be reduced into the future, while still allowing for new facilities to be established in strategic areas. Based on a growth-related target of one AIR per 100,000 persons, up to five new outdoor rinks will be required to ensure access for all residents and to serve growing communities over the next twenty years. Future development will focus on facilities that accommodate pleasure skating, including both rinks and trails. Designs that encourage year-round (open-air) use of AIRs should also be encouraged, such as multi-use pads that allow for court sports in the warmer months. In assessing gap areas, consideration will be given to the availability of indoor ice arenas that may offset needs through public skating and programming.

Opportunities to increase usage of AIRs should be examined and tested. Some options include expanding the number of skating trails, offering enhanced comfort amenities and services to allow rinks to function as community hubs, improving online schedules




and ice reports, and covering rinks. The latter option may help to mitigate the impact of unpredictable weather, which is a threat to AIRs and can cause wide fluctuations in participation.

Over time, additional funding will be required to address aging ice-making equipment and a replacement fund for built outdoor recreation amenities is highly recommended. Conditions for maintaining and reinvesting in AIRs should be identified.

#### Strategic Directions – Outdoor Artificial Ice Rinks

- A. Access to outdoor skating rinks and trails is a priority and will influence their future provision.
- B. Creative solutions are necessary to ensure that outdoor artificial ice rinks remain sustainable, ranging from facility design to service provision.
- C. The viability of outdoor artificial ice rinks should be assessed when major investment is required. Dedicated funding is needed for the replacement of built outdoor recreation amenities.

#### Recommendations – Outdoor Artificial Ice Rinks

#22.	Seek additional state of good repair funding to address aging ice-making equipment at outdoor artificial ice rinks.	 Goal 1
#23.	Provide up to five (5) additional outdoor artificial ice rinks over the next twenty years, with potential locations in Wards 5, 8, 37, 39 and 43 to serve geographic gaps and future growth.	 Goal 2
#24.	Continue to assess opportunities to add skating trails to existing outdoor artificial ice rinks. Provide a minimum of two (2) additional skating trails through expansions to existing outdoor artificial ice rinks at locations in North York and Scarborough.	 Goal 2

### 3.11 Soccer and Multi-use Fields

There are 324 rectangular sports fields within City parks<sup>11</sup>. Many fields have lights and ten have artificial turf that offers extended use potential. City fields are supplemented by sports fields and open space areas on school grounds.

Soccer registration in Toronto has increased by 3% since 2005<sup>12</sup>, but permitting of City fields is rising faster. Adult players are the fastest growing segment. There is also heightened interest in rugby and lacrosse, and emerging sports such as Ultimate

<sup>11</sup> The inventory includes 233 soccer fields, 85 multi-use fields (used for sports such as soccer, football, rugby, lacrosse, field hockey and ultimate frisbee), three dedicated rugby fields, two dedicated football fields and one dedicated aussie rules football field.

<sup>12</sup> Programs affiliated with the Ontario Soccer Association only.

Frisbee are becoming more popular. Additional full-size soccer, multi-use and non-permitted fields were requested by stakeholders, including supporting amenities.

New fields will be required to serve population growth over the next twenty years – a provision target of one field per 10,000 new residents is recommended, equating to 45 fields over the next twenty years. The City will work with others to achieve this. A range of strategies are recommended, including expanding public access to non-municipal fields (e.g., schools), adding lights and artificial turf to existing fields in strategic locations, and new development (including land acquisition for a multi-field complex). Additional fields for casual use will also be required as Toronto's parks are increasingly being used for social gatherings and special events.

Some sports fields have been built on former landfills and are not of regulation size, impacting both their quality and the level of play. 63% of the current supply is Class C fields, which are unable to accommodate higher levels of use. Sustained efforts are required to improve the quality of fields, which will add capacity and reduce land costs.

#### Strategic Directions – Soccer and Multi-use Fields

- A. Additional rectangular sports fields will be required to serve growth. This will require collaboration with others.
- B. New fields will be achieved through a variety of strategies and provision models.
- C. Sustained efforts are required to improve the quality of fields, including a dedicated sports field redevelopment fund. This will save the City funding on land acquisition.
- D. Opportunities will be evaluated to designate additional fields for casual, non-permitted use.

#### Recommendations – Soccer and Multi-use Fields

- #25. Upgrade 10% of all soccer and multi-use fields within the next twenty years (approximately 32 fields) to increase usage potential. These upgrades, such as converting fields to higher classes through improvements to field quality and supporting amenities, will enhance capacity by the equivalent of 6 to 7 new fields.



- #26. Provide access to 45 new soccer and multi-use fields over the next twenty years. Possible strategies include collaborating with school boards to improve facilities and community access, ball diamond conversions, field upgrades and planning for a future sports complex.



### 3.12 Ball Diamonds

There are 342 ball diamonds within City parks, as well as several small, unpermitted diamonds that are mostly used for casual and junior play. There are also hundreds of ball diamonds at local schools, though many are unable to support organized play.

Sport organizations report that participation in baseball is on the rise following a long period of decline; however, there remains a surplus of diamonds as the supply was built to meet past demands. There is capacity within the City diamonds to meet needs into the future and no additional diamonds are recommended. Some diamonds are not well used because they are not properly sized or outfitted for their intended use (e.g., adult play) and may be considered for conversion to other uses. The following criteria may be used to assess the potential conversion of existing ball diamonds to other uses.

#### Ball Diamond Conversions – Key Criteria

Candidates for conversion to other uses include diamonds that meet most of these criteria:

- a) there are other available ball diamonds in the vicinity (up to 2km radius)
- b) ball diamond is underutilized
- c) ball diamond and supporting amenities are in poor or critical condition and requires considerable investment
- d) demonstrated demand for other park amenities within the subject lands
- e) public support for conversion

As with soccer fields, many ball diamonds are of lower quality and not designed for current usage profiles. It is recommended that the City upgrade selected diamonds and associated amenities – through improving turf quality and drainage, field dimensions, lighting and support infrastructure, etc. – to add capacity and align with user needs.

#### Strategic Directions – Ball Diamonds

- A. City-wide, there is a surplus of ball diamonds. Additional diamonds are not required and lower-use fields may be considered for conversion to other uses.
- B. Sustained efforts are required to improve the quality of diamonds, including a dedicated sports field redevelopment fund.

#### Recommendations – Ball Diamonds

- #27. Upgrade 10% of all ball diamonds within the next twenty years (approximately 34 fields) to increase usage potential. These upgrades, such as converting diamonds to higher classes through improvements to field quality and supporting amenities, will enhance capacity by the equivalent of 10 to 14 new diamonds.



- #28. No additional ball diamonds are recommended.





### 3.13 Cricket Pitches

There are 28 cricket pitches within City parks, some of which are temporary or shared with other activities. Cricket pitches are challenging to establish within a mature park system due to their substantial land base. Many of the City's pitches were designed long after initial park construction and are not of regulation size or condition.

Cricket is a popular activity in Toronto. As a result, there is a great deal of attention being placed on facilities and resources, from community to international cricket. Cricket appeals strongly to the city's diverse population and is one of the faster growing sports in the region.

Presently, the City is providing approximately one pitch per 100,000 residents, a level that is consistent across the GTA. Going forward, it is recommended that this level of provision be maintained. Five new pitches will be required to meet projected needs over the next twenty years.

Although securing sufficient land will be difficult, opportunities to establish new cricket pitches must be identified to keep pace with growth. In the short-term, a priority should continue to be placed on integrating cricket within existing park spaces, such as across two full size soccer fields. In the longer-term, park redevelopment and land acquisition options should be pursued.

#### Strategic Directions – Cricket Pitches

A. Additional cricket pitches will be required to meet growing demand.

#### Recommendations – Cricket Pitches

#29. Upgrade 10% of all cricket pitches within the next twenty years (approximately 3 pitches) to increase usage potential. These upgrades, such as converting fields to higher classes through improvements to field quality and supporting amenities, will enhance capacity.



#30. Provide access to up to five new cricket pitches within the next twenty years. New pitches should be regulation size and may be shared with other uses (e.g., across two full size soccer fields). A variety of strategies such as partnerships with large landholders (e.g., schools, industrial areas, etc.), land acquisition and/or park redevelopment may be required to achieve this goal.



### 3.14 Tennis and Pickleball Courts

There are 602 tennis courts within 185 Toronto parks, the use of which is determined through City policy. Public courts – of which there are 339 – are free and available to all. Club courts – of which there are 263 – are permitted by not-for-profit community tennis clubs, which offer affordable opportunities for members. The management of club courts

is guided by the City's Policy for Outdoor Community Tennis Club Operations. There are also dozens of private tennis clubs within Toronto.

Tennis demand is slowly building after decades of eroding participation and several clubs are interested in expanded complexes and year-round play. While there is presently a City-wide over-supply of public tennis courts and – based on a 2-kilometre service radius – the distribution of courts is good, some gaps exist. Given that the overall supply of tennis courts is adequate, a growth-related provision target has not been established. However, new court development may be considered in developing areas where tennis courts do not exist or where supported by demonstrated club demand, in keeping with the City's tennis policy.

The condition of the City's tennis courts varies considerably and many need repair. New and refurbished public courts will emphasize multi-use sport pads that can accommodate a variety of activities, such as tennis, basketball, ball hockey, ice skating and/or futsal. New court development should generally be offset by court conversions that allow surplus courts to be transformed into other uses.

Pickleball is a fast-growing activity and very popular with older adults. The sport is a cross between tennis and badminton and can be played indoors or outdoors. Due to public requests, Toronto launched a pilot project for pickleball in 2017, which introduced pickleball lines on four courts in the City. Where possible, the sport should be supported through the re-use of underutilized tennis courts and purpose-built facilities.

#### Strategic Directions – Tennis and Pickleball Courts

- A. Access to tennis courts will be realized through investing in selected courts (to meet acceptable City standards) while repurposing others to needed amenities (e.g., pickleball, etc.).
- B. Establishment of club tennis facilities may be considered in response to demonstrated needs (e.g., sustainable membership, validated waiting lists, etc.).
- C. Pickleball is an emerging sport that will be accommodated in response to demonstrated community demand.

#### Recommendations – Tennis and Pickleball Courts

- #31. Identify and evaluate under-utilized public courts in well-served areas for conversion to pickleball, club tennis or multi-use sport courts. Prioritize the establishment of pickleball courts in the short-term through re-lining projects based on demonstrated demand.



Goal 2

- #32. Provide up to 20 tennis courts in growth areas that do not have access to courts, such as Downtown Toronto (Wards 19, 20, 27) and North Scarborough (Wards 38, 39, 40, 41). Where feasible, new courts should be in the form of multi-use sport pads. Additional club courts may be established through club expansions, where feasible and supported by membership levels.



Goal 1

### 3.15 Basketball Courts

There are approximately 135 outdoor basketball courts within City parks and recreation sites. Most courts have one hoop (half court) or two hoops (full court). There are also 20 multi-use sports pads and twelve ball hockey courts. Public basketball courts are also commonly provided by schools and residential complexes. The City recently approved a Basketball Development Plan which aims to build the capacity and sustainability of community-based basketball across Toronto.

Public input, benchmarking and gap analysis support the expanded provision of outdoor basketball courts to serve the needs of youth and residents of all ages. A provision target of one court per 15,000 new residents is recommended (along with a 2-kilometre service radius to identify gaps in distribution), for a total of 30 new courts over the next twenty years. Addressing existing gaps and future needs of growth should be a focus, with a focus on accessible opportunities to all communities.

Many of the City's existing basketball courts need repair. A strategy is required to identify and prioritize improvements. This exercise should also review the use of outdoor courts, including potential construction, maintenance and classification standards. Multi-use designs capable of accommodating activities such as basketball, tennis, ball hockey, netball, ice skating and more should be encouraged, where feasible. These designs allow for a more effective use of these spaces across all age spectrums.

#### Strategic Directions – Basketball Courts

- A. Additional outdoor basketball courts (half and full-size) are required to serve existing needs and gaps in distribution.
- B. A strategy is required to identify and prioritize improvements to existing courts.
- C. Where appropriate, new and redeveloped courts should emphasize multi-use designs capable of supporting a variety of sports.

#### Recommendations – Basketball Courts

- #33. Prepare a strategy to identify and prioritize repairs and improvements to outdoor basketball courts, including opportunities to redevelop some as multi-sport courts.



- #34. Provide 30 new outdoor basketball and multi-sport courts within the next twenty years. Twelve (12) courts are recommended to serve gap areas (Wards 3, 4, 5, 10, 13, 22, 23, 31, 34, 40, 41 and 43) and eighteen (18) are to be provided in response to growth.



### 3.16 Bocce Courts

The City offers 131 outdoor bocce courts at 50 locations, with 20 indoor bocce courts also available at seven locations. Some courts are operated by clubs on a membership-basis, with the City providing basic maintenance. Several clubs have shared or exclusive access to associated clubhouse facilities. Due to deteriorating court conditions, low demand or conversions to alternate uses, some outdoor courts are not within active use.

Bocce locations that are club-based do not allow for broader use. The relatively low participation profile and lack of demonstrated growth suggest that there is no need for additional courts during the timeframe of this plan. Under-utilized bocce courts and associated buildings may be candidates for conversion to other in-demand amenities.

#### Strategic Directions – Bocce Courts

- A. Additional bocce courts are not recommended, unless supported by demonstrated need.
- B. Low usage levels and rising capital and operating requirements may lead to the repurposing of some bocce courts and support buildings.

#### Recommendations – Bocce Courts

- #35. Convert under-utilized bocce courts to other in-demand amenities on an as-needed basis.



- #36. No additional bocce courts are recommended.



### 3.17 Lawn Bowling Greens

Lawn bowling is predominantly a club-based activity that operates out of City parks and clubhouses. The activity has been in decline for several years and many clubs have folded. In 2016, 23 of the City's 28 greens were used by 13 clubs, with five greens being dormant. There are at least six private lawn bowling facilities in Toronto.



There is capacity within the inventory for greater use and there is no demonstrated need for additional lawn bowling greens during the timeframe of this plan. Under-utilized greens and associated buildings may be candidates for conversion to other uses.

**Table 2: Lawn Bowling Greens – Strategic Directions and Recommendations**

#### Strategic Directions – Lawn Bowling Greens

- A. Additional lawn bowling greens are not recommended, unless supported by demonstrated need.
- B. Low usage levels and rising capital and operating requirements may lead to the repurposing of some lawn bowling greens and support buildings.



Recommendations – Lawn Bowling Greens	
#37. Convert under-utilized lawn bowling greens and support buildings to other in-demand amenities on an as-needed basis. Candidates for conversion should be evaluated further, including the Downsview (Ward 7), Humberside (Ward 13), Lakeshore Mimico (Ward 6) and Lawrence Park (Ward 25) lawn bowling greens, many of which are no longer supported by clubs and are not being actively maintained.	 Goal 1
#38. No additional lawn bowling greens are recommended.	 Goal 2

### 3.18 Skateparks

With fourteen skateparks (plus modular equipment in two indoor gymnasiums), Toronto's supply has grown considerably since the first facility was built in 2000. Skateparks are used primarily for skateboarding, although they are also available to other wheeled sports. These venues are now commonly provided by municipalities, with the market expanding beyond teens to include younger children and adults.

In 2016, the City approved a Skateboard Strategy that provides direction on skatepark planning and design, operations, community animation and promotion. The Strategy identified demand for new and improved parks and noted that there are large gaps in skatepark provision across the city<sup>13</sup>. On this basis, it is recommended that the City's level of service be enhanced.

Provision targets of one community skatepark per 100,000 residents and one skate spot/dot per 25,000 residents are recommended to be applied to new growth. This translates into a need for four (4) community-level skateparks<sup>14</sup> – one per district – and eighteen (18) skate spots within local-level parks and trails over the next twenty years. Additional skate dots – small-scale skateable features – should be explored where feasible as part of ongoing park development. Opportunities to convert surplus park amenities into skateparks should be considered in consultation with the Toronto Skateboarding Committee, with a preference for permanent features.

Existing skateparks and support amenities should be kept in a state of good repair and upgraded where supported by usage/user input. Further evaluation is required for skateparks identified as being in poor condition (Cummer in Ward 24 and Smithfield in Ward 1), seasonal/modular structures (Alexandra Park/Dunbat in Ward 20 and

<sup>13</sup> The FMP evaluated gaps using a 5-kilometre service area applied to community-level skateparks; as the skatepark network matures, this radius should be re-evaluated.

<sup>14</sup> This is in addition to the projects currently planned for Neilson Park (Ward 42) and Fundy Bay (Ward 39).





Lawrence Heights in Ward 15) and candidates for replacement (Stan Wadlow in Ward 31 and Port Union in Ward 44).

Indoor skateboarding has become an established level of service for the City. Opportunities to support additional year-round indoor skateboarding through repurposed facilities (e.g., surplus arenas) should be evaluated.

#### Strategic Directions – Skateparks

- A. Utilize the planning framework presented in the Skateboard Strategy to guide capital planning, design and construction of skateparks.
- B. Gaps in skatepark distribution will be addressed through a range of skatepark types and sizes, including skate spots within local-level parks and trails.
- C. Evaluate opportunities to support year-round indoor skateboarding through repurposed facilities.
- D. The condition of existing skateparks and quality of supporting amenities will be prioritized through park upgrades.

#### Recommendations – Skateparks

#39. Evaluate options for skatepark renewal and replacement.	 Goal 1
#40. Consider the development of indoor skateparks within repurposed arenas.	 Goal 1
#41. Provide four (4) additional community-level skateparks, one in each district.	 Goal 2
#42. Develop up to 18 skate spots within smaller gap and growth areas across the city. The planning of these features should consider the site selection criteria identified in the City's Skatepark Strategy, public input and park redevelopment opportunities.	 Goal 2

### 3.19 Bike Parks

Like skateboarding, BMX and related forms of off-road biking are growing in popularity among teens and adults, partially from increased exposure through the X Games and Olympics. The City has responded to this trend through the development of four bike parks, which offer a variety of progressive and technically challenging features such as dirt jumps, ramps and pumptracks. Bike parks also promote responsible riding outside of protected natural areas. Existing facilities should continue to be maintained in a state of good repair.

Additional bike parks are supported by public input. A specific provision target is not recommended; however, an improved distribution of bike parks is required to enhance access across the city. This includes the development of a bike park in Scarborough. Additional monitoring of usage and demand should be completed to inform the next FMP update.

Smaller bike-friendly features may also be introduced within local-level parks – similar to skate spots – which should be phased in as pilot projects to test demand in areas without access to larger bike parks. Different designs appeal to different rider groups. Variety in design is recommended, in keeping with park redevelopment opportunities and the suitability of park sites.

#### Strategic Directions – Bike Parks

- A. Additional BMX bike parks and BMX-friendly features will be provided to improve access across the city.

#### Recommendations – Bike Parks

- #43. Develop a minimum of one bike park in Scarborough to improve geographic access.



- #44. Consider the introduction of smaller bike park features– similar to skate spots – within local-level parks, which may be phased in as pilot projects to test demand.



### 3.20 Dog Off-leash Areas

There are over 200,000 dogs in Toronto and the City provides 68 designated dog off-leash areas (DOLAs) within its parks system. DOLAs provide a place for owners to exercise and socialize their dogs. They range in size and design, with all new areas containing fenced boundaries.

The City has placed a priority on providing DOLAs in higher density neighbourhoods as the needs of these areas are unique (e.g., greater number of dogs, fewer private spaces for dog running, etc.). Irrigation systems have been installed in some parks with a dogs off-leash area to reduce the harmful impacts of urine on trees and turf.

Site selection can be challenging as DOLAs can lead to competing and potentially conflicting use in parks and surrounding areas, particularly in high-density areas. The consultation program found both strong support and opposition for the creation of new dog parks. A public education program may assist in improving awareness regarding DOLA use and pressures.

Opportunities to establish new DOLAs may be considered where they meet the City's People, Dogs and Parks Off-leash Policy. Different models may be required for the

provision of DOLAs in vertical neighbourhoods; PFR is encouraged to revisit its DOLA policy and work with City Planning to identify opportunities to work with others, such as developers and condominium corporations. The distribution of DOLAs in higher density areas is effective, indicating that improvements to existing parks should be a higher priority.

#### Strategic Directions – Dog Off-leash Areas

- A. Balance is required in the provision of dog off-leash areas. The needs of all park users must be considered when evaluating options.
- B. PFR, City Planning and the development community should work together to develop and evaluate solutions for the provision of dogs off-leash areas as part of private development sites.
- C. Moving forward, a greater focus should be placed on improvements to existing dog off-leash areas, rather than establishing new ones.

#### Recommendations – Dog Off-leash Areas

- #45. Develop criteria for improving existing dog off-leash areas. This will require a site-specific analysis.



- #46. Continue to use the City's People, Dogs and Parks Off-leash Policy to evaluate the establishment of new dog off-leash areas. The need for new dog off-leash areas requires neighbourhood and site-specific analysis and should consider opportunities to work with the development community.



### 3.21 Sports Bubbles

Sports bubbles (or domes) are becoming more common in Toronto as demand rises for year-round turf sport and tennis facilities. Bubbles are air-supported membranes that enclose features such as artificial turf fields, refrigerated ice rinks, tennis courts or outdoor pools. These facilities can be seasonal and are more flexible than permanent structures, but do not offer the same comforts and reliability as traditional construction.

Indoor sports facilities are an identified level of service in many communities, often in partnership with multiple sectors. In Toronto, these facilities are principally provided by the private sector, high schools and post-secondary institutions. The City's current involvement with sport domes includes agreements with operators of six tennis bubbles and a private operator for the winter enclosure of the Lamport Stadium turf field. The Park Lawn rink and outdoor rink adjacent to Ted Reeve Arena are also bubbled to allow for indoor ice activities during the winter.



Given Toronto's climate, sports fields and courts are only used for half of the year. When done right, the installation of bubbles allows assets to be maximized, increasing access to residents. The installation of bubbles over outdoor pools and rinks is generally not as effective and should not be a focus of future provision. The aesthetics and impact on views from nearby properties are just some of the potential drawbacks, thus bubbles are not appropriate for all locations.

Existing tennis and sports field bubbles are well used and considerable interest was expressed for additional year-round sport opportunities through the FMP consultation program. The City should consider gradually expanding the number of sport bubbles available to residents and user groups where there is demonstrated demand, favourable site conditions, sustainable partnerships, etc. A variety of different funding and operating models may be considered. Financial sustainability and community access will be important considerations.

#### Strategic Directions – Sports Bubbles

- A. Seasonal sports bubbles may be pursued for selected outdoor soccer fields (e.g., stadiums) and tennis courts, where appropriate, to maximize resources and accommodate year-round use.
- B. Partnerships will be considered for the operation of sport bubbles, with an emphasis on affordable community access.
- C. Criteria will be established to guide decisions relating to sport bubble site selection, funding, operation and partnerships.

#### Recommendations – Sports Bubbles

#47. Confirm the market demand for additional sports bubbles and associated activities and the circumstances under which the City would participate in partnered projects.



Goal 2



Goal 3

#48. Should there be sufficient demand, examine stadium locations for their potential to accommodate winter bubbles for field sports, enabling the City to optimize these locations for year-round use. Lamport Stadium is a potential candidate for revitalization and enhanced capacity based on its location and attributes.



Goal 1

### 3.22 Support Buildings (Clubhouses, Fieldhouses)

The City's 86 clubhouses and 32 fieldhouses are unstaffed stand-alone structures containing washrooms, change rooms, concessions and in some cases meeting rooms. They are necessary to support the activities of various clubs and park users and are typically seasonal in nature.

Many support buildings are aging, not barrier-free and not open to the public. They should be maximized and used for their intended purpose. The continued provision of clubhouses that are underutilized, in poor condition and/or inaccessible to the public requires rationalization. The provision of new buildings is dependent on the establishment of new activity spaces, such as sports fields and tennis court complexes that require washrooms and storage. Where possible, support buildings should be connected to larger community recreation centres; stand-alone, single-purpose buildings should be discouraged.

The public consultation program also yielded requests for park support amenities such as washrooms, seating, shade and access to drinking water. A strategy for support buildings should be developed to: (a) document the various agreements relative to existing clubhouses and fieldhouses; (b) identify current uses and building limitations; (c) establish capital and operational responsibilities for their continued management; (d) identify criteria for reinvestment or repurposing and community use/animation; and (e) identify areas of future provision, including park washrooms.

#### Strategic Directions – Support Buildings

- A. Clubhouses and fieldhouses are critical to supporting major park amenities – the City will take a strategic approach to their maintenance, management, provision and repurposing.

#### Recommendations – Support Buildings

- #49. Develop a strategy for support buildings to identify priorities for reinvestment and repurposing.



- #50. Assess clubhouse and fieldhouse requirements based on the needs associated with the activities that they support.







## Section 4

# Sustaining Public Investment in Existing Facilities





Parks and recreation facilities contribute to the quality of life and health of city residents, provide places for Torontonians to congregate, relax and take part in the physical activities needed to improve health, build community, reduce chronic disease and lessen the burden our healthcare system.

But, aging and deteriorating community recreation assets are of increasing concern across the city. For users, deterioration in the physical condition of facilities raises growing health and safety issues, and affects the quality of their experiences. For the City, deteriorating assets impact on operational efficiency and customer service, raise costs, and create risk and liability.

The City's historic levels of investment in maintaining the state of good repair of existing parks and recreation facilities have been inconsistent and often inadequate, resulting in a significant backlog of deferred maintenance and repairs. In some cases, a facility may reach the point at which the repair load or lack of functionality is so significant that it may be more effective to replace it rather than continue to invest in extending its lifespan.

Going forward, it is essential that the City allocates adequate resources towards the redevelopment, renewal and rehabilitation of its parks and recreation infrastructure.

“Creating supportive environments for recreation has many dimensions including the implementation of policies and guidelines, innovative programming, social action, education and funding. All of these mechanisms are needed to ensure access to safe and effective spaces and places that are required to deliver a comprehensive mix of high quality recreational experiences.”

- A Framework for Recreation in Canada 2015: Pathways to Wellbeing

## 4.1 Aging Facilities

Facilities Master Plan consultation findings indicate that overall, residents are satisfied with the location and condition of indoor and outdoor parks and recreation facilities. However, they also recognize the challenges posed by an aging stock of facilities and the ever-increasing need for facility repairs and upgrades.

Despite widespread acceptance that parks and recreation facilities are essential in supporting a healthy community, the City's infrastructure is aging and is in various stages of disrepair. While most facilities are functional, ongoing maintenance and repair issues continue to mount – such as rusted backstops, fading sport court lines, underperforming refrigeration systems and flaking paint. And, in many cases, the antiquated design of older facilities, such as those with under-sized washrooms and lack of adequate storage spaces, are affecting facility functionality and public perception of the City's ability to stay ahead of the state of good repair curve.

Many of Toronto's major parks and recreation facilities such as community recreation centres, arenas and outdoor pools were built decades ago, are reaching the end of their



lifespans, and are not keeping pace with the needs and expectations of the general public. This reality is impacting PFR's ability to consistently provide the full range of opportunities at the very time when the general public needs them most.

As all levels of government are urging citizens to be more active more often – as an antidote to all sorts of health concerns – the infrastructure that supports active living and community building is deteriorating. The challenge of aging and declining facilities is not unique to Toronto. Throughout Canada's parks and recreation sector, under-funded or unfunded repairs and maintenance work is impacting the consistency of service delivery and creating gaps.



**Figure 6: Cracked tennis court surface**



**Figure 7: Ceiling damage caused by water leak**

Many parks and recreation facilities are nearing or at the end of their useful life meaning that they need increasing levels of attention to their structural elements and building systems. In addition, physical environments within recreation facilities are inherently harsh. Unique infrastructure maintenance and repair requirements are created by high levels of humidity, dramatically different temperature ranges between building zones, several varieties of corrosive chemicals used and stored on-site as well as substantial foot traffic over 16-hour days, most days of the year.

Harsh environments and excessive wear and tear is not the only problem recreation buildings face as they age. Functional obsolescence, which is a loss in utility due to changing demand from its users, affects older buildings that cannot be retrofitted to accommodate new uses. Obsolescence can impair the utility of a facility and diminish public support of existing parks and recreation assets. Obsolescence is caused by adjustments to recreation programming, changes in sports regulations and technical standards, new standards for health and safety or changes in demographics of the local community.

## 4.2 Inadequate Investment over Time

The Canadian Infrastructure Report Card (2016) found that the physical condition of sport and recreation facilities was the lowest of all of the asset categories included in the most recent survey (more so than roads, bridges, water works, transit, etc.), and states that compared to other sectors, repairs and maintenance spending on recreation facilities is the worst of all sectors it has studied. The lack of repair and maintenance funding has resulted in roof issues (including collapses), structural problems, chemical leaks, public health hazards and general safety concerns. Each year since 2010, there have been several recreation facility closures in every province. The authors of the Report Card suggest that increasing reinvestment rates in municipal infrastructure will stop the growth in the backlog of unfunded facility deterioration and save money in the long run.

Within the City of Toronto, an inability to keep up with repairs has led to a substantial backlog of state of good repair initiatives, amounting to \$274.4 million as of 2017 for the facilities addressed in this plan (representing 60.4% of PFR's total backlog of \$454.5 million). This backlog is the result of long-term underinvestment in maintenance and repair, and significantly impacts PFR's ability to deliver its services in facilities that safely and reliably meet the needs of City residents. The larger the backlog, the quicker it grows and more difficult it becomes for the City to manage.

If the City does not increase its rate of annual investment in state of good repair, the backlog will continue to grow and the condition of the City's parks and recreation facilities will continue to decline.



**Figure 8: Sport field irrigation pipe failure**

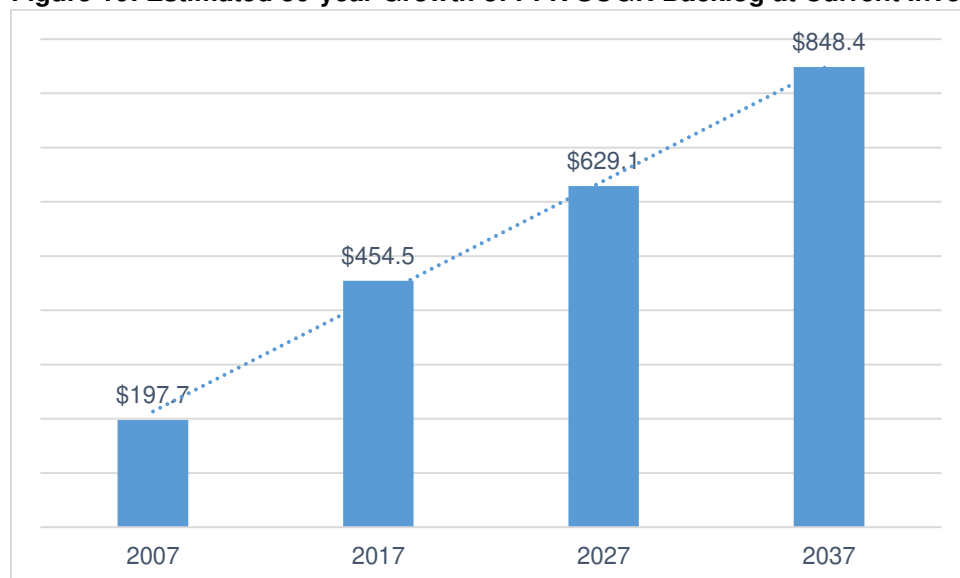


**Figure 9: Turf disruption resulting from irrigation pipe failure**

Projection of the rate of growth in the Division's state of good repair backlog from the past ten years (2007 to 2017) into the future demonstrates the implications of maintaining current levels of annual investment in state of good repair over time. Without an increase in investment levels, PFR's 2017 backlog of \$454.5 (of which

\$274.4 million represents facilities in scope for this Master Plan) would almost double over the next 20 years, reaching nearly \$850 million by 2037 as shown in Figure 10.

**Figure 10: Estimated 30-year Growth of PFR SOGR Backlog at Current Investment Rate (millions)**



Source: City of Toronto. Parks, Forestry and Recreation, 2017.

### 4.3 State of Good Repair Backlog

State of good repair (SOGR) funding extends the useable life of facilities by remediating deficiencies identified by asset condition assessments, such as mechanical systems, roofing, structural systems, flooring and equipment replacement. SOGR excludes projects that predominantly involve upgrades, such as the incremental costs associated with barrier-free improvements or upgraded technologies.

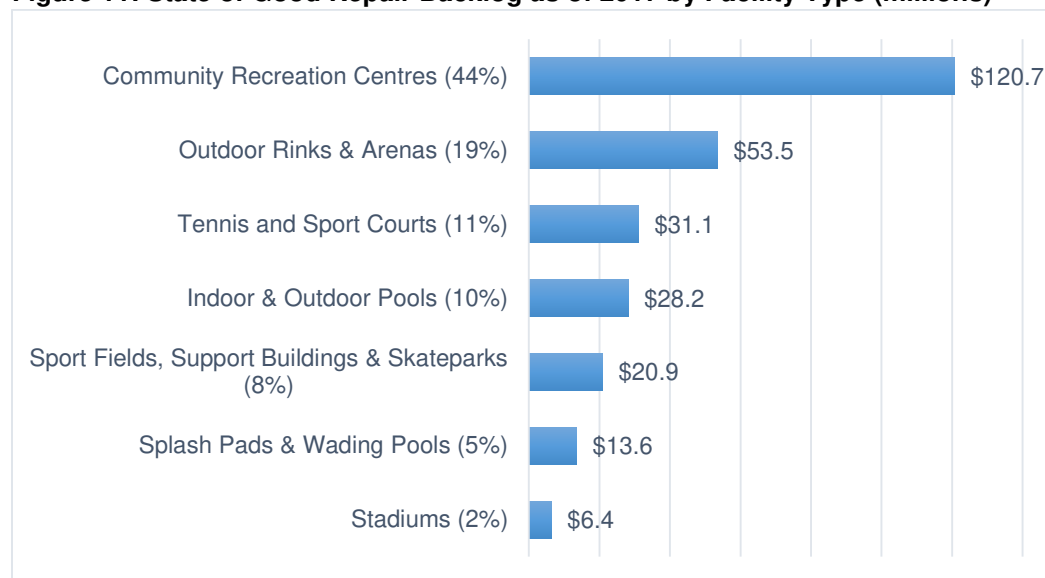
The SOGR backlog represents specific work items that asset condition assessments have identified as necessary in order to ensure that facilities remain in sound working condition and able to operate to their full level of performance, but that have been deferred to a future date due to lack of funding. In order to understand what the backlog means, it is helpful to consider it through the lenses of facility type and facility component, and by the number of projects it represents.

#### Facility type

Of the total backlog amount of \$274.4 million for facilities that are in scope for this Master Plan, almost one-half represents work that needs to be done at community recreation centres. The average City community recreation centre was built in 1978 and many require ongoing repairs to building interiors, washrooms, windows, roofs, heating and cooling systems, and plumbing and electrical systems. Many of the City's arenas and swimming pools were built in the same era and face similar challenges. All facilities age over time and even those built more recently, for example skateparks, also require regular maintenance in order to remain safe and effective.

A summary of the state of good repair backlog by facility type for facilities addressed in this Master Plan is provided in Figure 11.

**Figure 11: State of Good Repair Backlog as of 2017 by Facility Type (millions)**

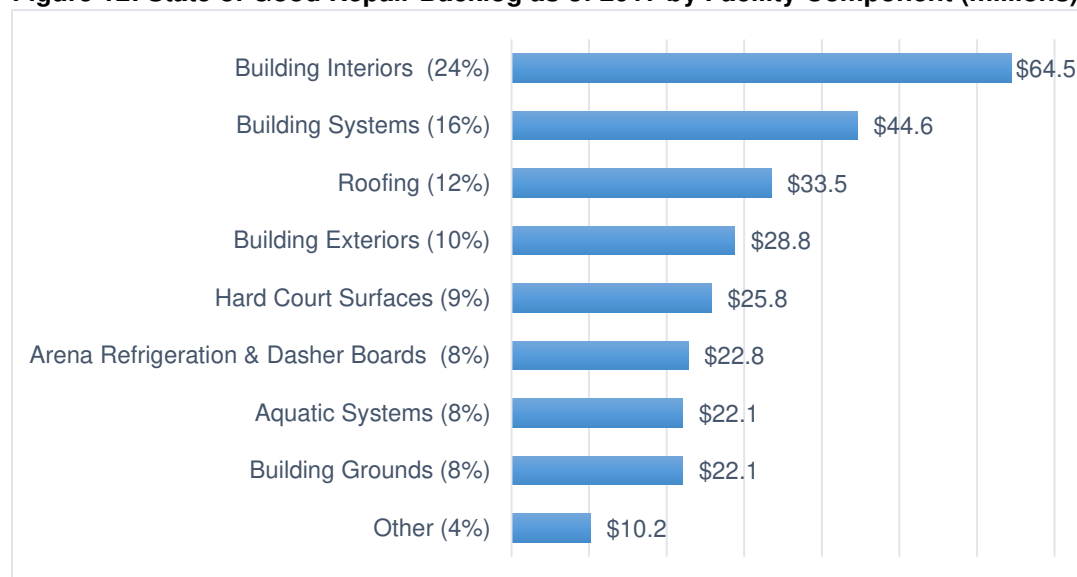


Source: City of Toronto. Parks, Forestry and Recreation, 2017.

### Facility component

The state of good repair backlog by facility component for facilities addressed by this Master Plan is shown in Figure 12.

**Figure 12: State of Good Repair Backlog as of 2017 by Facility Component (millions)**



Source: City of Toronto. Parks, Forestry and Recreation, 2017.

The various facility components include the following elements:

- building interiors such as walls, flooring, stairs and ramps, washrooms, change rooms
- building systems such as mechanical, heating and cooling, plumbing, electrical, lighting, elevators
- roofing including skylights
- building exteriors such as foundations, framing/structural, windows, doors, walls
- hard court surfaces such as tennis courts, basketball courts, skateparks
- arenas including refrigeration and dasher boards
- aquatic systems such as tanks, filtration systems, deck piping
- building grounds such as perimeter surfaces, lighting, signage, fencing, retaining walls
- other components such as fire safety systems, security systems, communications systems, designated substance management

### SOGR Projects

As of 2017, the state of good repair backlog for facilities addressed in this Master Plan represents over 400 projects. This includes approximately: 85 projects at community recreation centres; 50 at outdoor rinks and arenas; 50 at splash pads and wading pools; 65 at sports fields, support buildings and skateparks; 35 at indoor and outdoor pools; and 120 at tennis and sport courts.

#### **4.4 Deferred Maintenance Increases Cost and Risk**

The physical condition of the City's parks and recreation facilities has deteriorated over time and the capital backlog of deferred maintenance is growing. Chronic underfunding of capital repairs and replacements can:

- lead to exponentially more expensive facility repairs than if the maintenance project was undertaken in a planned and strategically sound manner
- impair the City's ability to maintain current service levels, reducing its ability to support growth and economic development
- create risk and liability by posing threats to public health and safety
- increase the potential for unexpected service disruptions, leading to increased social costs and negative press
- lead to quality deficiency and customer service issues, and economic consequences resulting from the potential loss of users and revenues
- reduce the efficiency of building systems, leading to increased operating costs and negative environmental impacts
- delay the construction of new assets because there is not enough revenue to meet identified needs



- reduce the overall lifespan of a facility due to a lack of proper maintenance, causing the City to consider replacement or divestiture as it may be more cost-effective to rebuild than to repair
- create redundancy in the system (i.e., oversupply), as multiple underperforming facilities are required to deliver the same level of service of fewer but higher functioning facilities

## 4.5 Maintenance Issues Affect Users

While major building failures create newspaper headlines, facility maintenance issues that cause service interruptions and program cancellations are the more frequent irritants affecting parks and recreation customers. As well as inconveniencing facility users, these largely preventable facility problems require emergency repairs that are often more expensive than planned and scheduled work. As is normally the case, responding to an unplanned crisis requiring immediate action often results in ill-advised but necessary stopgap measures to get the facility back on-line as soon as possible.

From an operational perspective, there is a steep price to pay for PFR unexpectedly cancelling programs and closing facilities. Costs include unproductive staff time caused by unavailable program space, the need to make up classes or course time because the closures prevented programs to be delivered, foregone revenue caused by the lost program participants, and damage to the City's reputation as a high quality provider of parks and recreational facilities and services.

### Unscheduled Facility Closures

From 2014 to the spring of 2017, PFR staff documented 32 unscheduled facility closures of one week or more at community recreation centres, ice rinks, arenas, swimming pools, wading pools and other facilities. Additional and short-term closures occur regularly, and many closures are prevented by emergency repair. In some cases, the need for very costly repairs can lead to extended closures while decisions are made, funding is secured and communities are consulted on major facility renovation or replacement.

Causes of these unexpected shutdowns included roof leaks, pipe bursts, condenser and chiller failures, and issues with pool liners, pumps, filtration and dehumidification systems. Collectively, these events resulted in approximately 1,900 lost days of public access or program availability at facilities across the city – representing over 5.2 years of accumulated time.

A properly funded recreation facility repair and maintenance program could have prevented many of these closures.

The online survey found that residents strongly prefer renovating existing facilities (66%) over rebuilding them (18%) when significant capital investment is required. State of good repair is an effective way of keeping facilities functional until such time that a major renovation or full facility replacement can be funded. In cases where assets are approaching end of life or under-performing, the FMP provides a framework for making informed, evidence-based decisions about when to renovate, repurpose and rebuild facilities.

#### 4.6 Ongoing Need for Maintenance and Repairs

PFR has a responsibility to keep its facilities operationally sound, safe and appealing to users. This responsibility does not wane even when PFR's repair and maintenance budget is under pressure. Most repair and maintenance items are funded through the annual operating budget rather than long-term capital planning. For most of the past several years, operating budgets have been frozen or reduced, causing the Division to cut back on what some see as non-essential spending. Maintenance also competes for funding with other programs and is sometimes deferred as funds are redirected to other priorities. This has hindered the implementation of much needed preventative building and facility maintenance programs.

An additional complication is the fact that the Division is under resourced from a staffing perspective. As a result, even with available repair funding, PFR is sometimes unable to implement repair and maintenance projects in a timely fashion. The lack of adequate human resources to administer, coordinate, plan and manage repair and maintenance projects reduces that rate at which building repairs or facility enhancements can be implemented.

*"In the end is it not a question of 'if' but of 'when'. We can make smart repairs now or hold off and make increasingly expensive repairs later. Canada needs to accelerate the rate of infrastructure renewal now. Infrastructure investments can have positive impacts on the environment, by reducing energy consumption through the introduction of modern technology and by taking advantage of other efficiencies inherent in modernizing sport and recreation facilities."*

- Canadian Parks and Recreation Association, submission to 2016 Canadian Infrastructure Report Card

## 4.7 Strategic Infrastructure Funding is Essential

Contributing to facilities today will save the City money in the long-run and is an investment in residents. Robust asset management and SOGR programs can produce: lower operating costs through the introduction of new technologies, energy efficiencies, etc.; more capital cost certainty; and the avoidance of quick “band-aid” or emergency responses to equipment or building failures that are sometimes short sighted because they are enacted in a state of crisis. Well maintained facilities are also more appealing to users, better utilized and more aligned with a wide range of City initiatives.

On average, the City’s community recreation centres and arenas (which represent more than two-thirds of the value of all FMP facilities) are over forty years old, the point at which major renovation is typically required. This represents a significant stock of facilities that require ongoing repair and more than half of PFR’s 10-year capital budget is directed to SOGR projects.

Without an increased level of investment, the City’s infrastructure deficit will continue to increase and service quality will suffer. The situation calls for a disciplined reinvestment strategy and a commitment to secure sustainable and predictable funding to support projects that protect the state of good repair of the City’s infrastructure. The FMP provides a framework for making informed, evidence-based decisions about when to renovate, repurpose and rebuild facilities.

Additional SOGR funding would be applied to a wide range of capital projects, such as (but not limited to) repair and replacement of:

- arena mechanical systems, boards and floors to accommodate year-round use
- community recreation centre heating and air conditioning units, lighting, roofing, etc.
- sports field fencing and baseball backstops
- outdoor pool sandblasting
- sport court resurfacing and fencing
- skatepark refurbishment
- clubhouse and fieldhouse washrooms
- parking lot repairs

## 4.8 Sustained Investment in Existing Facilities is a Priority

Toronto's parks and recreation facilities provide critical spaces and meaningful services and experiences for residents at various points of their lives. Each year, there are nearly 500,000 registrations in PFR programs, nearly five million visits to drop-in programs and over nine million hours of time permitted by community organizations. Local opportunities, clean facilities, welcoming spaces and great experiences keep residents coming back in increasing numbers. In a recent survey to support the development of the Recreation Service Plan, 93% of community recreation centre visitors were satisfied to very satisfied with their experience.

FMP consultation findings indicate that most Torontonians are satisfied with the condition of parks and recreation facilities, and feel that they are situated in accessible locations that are near to where they live. As the city's urban fabric intensifies, these facilities should be optimized through renewal, expansion, or other improvements.

Re-imagining, rejuvenating and reinvesting in parks and recreation facilities is a primary goal of this Facilities Master Plan. The Canadian Parks and Recreation Association states the preferred approach well: *"In combination – revitalizing existing facilities and building new infrastructure in response to emerging needs or trends will be key ingredients for a successful sport and recreation infrastructure renewal strategy."*<sup>15</sup>






Like most large North American cities, Toronto has difficulty in meeting all of its state of good repair obligations and no City division is immune to the growing volume of repair and maintenance responsibilities. As maintenance budgets lag, facilities become tired and out-of-date, making it increasingly difficult to offer quality parks and recreation experiences.

The complexity and rising costs of capital projects – from land assembly, to repairs, to the variety of funding and partnership arrangements – is creating challenges for the City. Dedicated funding for smaller-scale facility rehabilitation items is needed – small improvements can make a big difference. Proactive asset management and leading capital planning practices must be adopted, with resources targeted where they are needed the most.

Despite difficult budget decisions, addressing state of good repair needs and reducing the accumulated backlog must remain important priorities for the City. Policy recommendations aimed at ensuring sustainable funding, systems and practices to support state of good repair for existing facilities are listed below. Additional recommendations for state of good repair, including steps to eliminate the backlog and enhance PFR's spend rate are identified in Section 6 – Funding the Plan.

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<sup>15</sup> CPRA. [Key Messages Release of 2016 Canadian Infrastructure Report Card](http://www.cpra.ca/UserFiles/File/EN/sitePdfs/initiatives/CPRA%20Key%20Messages%20for%20FCM%20Report%20Card%20-%20Final.pdf).  
<http://www.cpra.ca/UserFiles/File/EN/sitePdfs/initiatives/CPRA%20Key%20Messages%20for%20FCM%20Report%20Card%20-%20Final.pdf>

Recommendations – Sustaining Public Investment in Existing Facilities	
<p>#51. Revise SOGR financial policies and practices to streamline and strengthen PFR's ability to undertake projects in a timely and cost effective manner.</p> <p><i>Possible strategies include:</i></p> <ul style="list-style-type: none"> <li>a. <i>Revise the current SOGR policy so that the scope of the program is increased to include all potential remedial facility and equipment items to allow staff to proactively plan for and routinely address inevitable maintenance issues in a timely manner.</i></li> <li>b. <i>Expand the definition of state of good repair to include items currently deemed to not have sufficient lifespan to qualify as a SOGR item (e.g. painting).</i></li> <li>c. <i>Increase the Division's purchase order spending limit.</i></li> <li>d. <i>Increase the dollar threshold for distinguishing operating from capital projects so maintenance, repair and improvements that are currently considered capital project can be addressed as operational "minor maintenance" projects.</i></li> <li>e. <i>Bundle capital improvements into a single project to achieve efficiencies and create a greater impact for users.</i></li> <li>f. <i>Revise procedures to allow for the use of "blanket" contracts for common SOGR projects (e.g., mechanical systems, windows, roof replacement, etc.) to facilitate awarding contracts for these items before they fail.</i></li> </ul>	 <p>Goal 1</p>
<p>#52. Maintain facilities in a safe, clean and attractive condition. Develop a process to measure facility condition, unplanned closures and their impacts, and any outstanding safety issues according to a systematic facility visitation program.</p>	 <p>Goal 1</p>
<p>#53. Coordinate facility upgrades and renewal projects to minimize disruptions while maximizing outcomes (e.g., combine multiple work items).</p>	 <p>Goal 1</p>
<p>#54. Establish dedicated funding for small-scale facility rehabilitation items (e.g., painting, sport court lining, lighting, etc.).</p>	 <p>Goal 1</p>
<p>#55. Establish dedicated capital funding for large-scale facility revitalization and replacement projects.</p>	 <p>Goal 1</p>



## Recommendations – Sustaining Public Investment in Existing Facilities

- #56. Develop new tools and practices to further enhance the City's infrastructure management system, ensuring that capital renewal becomes an integral part of planning and prioritization.



Goal 1

*Possible strategies include:*

- a. *Establish a preventative maintenance program to extend the lifecycle of major building components of PFR facilities. The program should address SOGR items based on anticipated useful life or industry standards for the item in question – such as pre-scheduled common area painting and refurbishment.*
- b. *Explore and develop a facility replacement approach to identify and replace facilities that are no longer efficient to maintain or situations where further reinvestment is not recommended.*
- c. *Consider eliminating or repurposing aging facilities that are no longer needed to maintain service levels.*
- d. *Develop strategies to maintain acceptable service levels during the period between when an existing facility is taken off-line and when its replacement is constructed.*
- e. *Develop a more dynamic asset inventory that can be used for strategic planning and tracking by multiple internal stakeholders.*
- f. *Establish qualitative measures that evaluate facilities for risk and criticality to assist with funding decisions.*
- g. *Create assessment management report cards that are shared with Council and the public.*



## Section 5

# Policy Recommendations









The Facilities Master Plan presents an opportunity to rethink how the City approaches public infrastructure, invests strategically and works with others. This section contains a series of policy recommendations developed to guide the implementation of this plan.

## 5.1 Planning for the Future

Toronto is a world class city in part due to its effective infrastructure planning over the course of many decades. High quality facilities help to attract economic development and improve the overall quality of life – an investment in parks and recreation is an investment in community, residents and the public realm.

This Facilities Master Plan has included a comprehensive public consultation program, supported by extensive research and analysis. A tremendous amount of input was gathered that has informed the plan's development. To continue to provide facilities that are responsive to community needs, the analysis within this Facilities Master Plan needs to be acted upon and updated over time, in tandem with other key initiatives such as the Toronto Parkland Strategy.

Recommendations – Planning for the Future	
#57. Adopt the Facilities Master Plan vision, principles and goals and use this strategic framework to guide decision-making.	   Goal 1    Goal 2    Goal 3
#58. Update the Parks and Recreation Facilities Master Plan every five years, aligning with related initiatives (e.g., Parks and Recreation Service Plans, Parkland Strategy, Ravine Strategy, Census release, development planning, etc.) and City Planning studies.	   Goal 1    Goal 2    Goal 3

## 5.2 Informing our Decisions

Evidence-based assessment tools and guidelines – such as improved database management (permitting and registration data, prime and non-prime usage, etc.) and business intelligence (e.g., sport field participants, user profiles, quality of service checks, etc.) – are needed to support new or enhanced projects and service levels.

The National Framework for Recreation in Canada provides strong support for thoughtful data collection, analysis and planning:







*“Recreation integrates the best available research evidence with practitioner expertise and the characteristics, needs, capacities, values and preferences of those who are affected. This requires support for the systematic collection and*

*analysis of data, the sharing of information and the use of both quantitative and qualitative research methods, evaluation and social and economic modeling.”<sup>16</sup>*






PFR undertakes lifecycle condition audits of its major assets on a rolling five-year schedule. The condition data informs the development of capital state of good repair (SOGR) projects that are considered through the City’s capital budget process. In PFR, SOGR is achieved when the infrastructure components are replaced on a schedule consistent with their life expectancy. While lifecycle data only considers existing spaces and systems (not upgrades), it is a useful baseline for comparing the overall condition of one facility to another, as well as change over time. For the purposes of this Facilities Master Plan, the Facility Condition Index (FCI) has been used to help identify facilities requiring replacement and/or major renovation. Enhancing the reliability of this data and coordination with other planning processes will allow the City to employ evidence-based assessment practices with greater confidence.

This Facilities Master Plan supports continued investment to existing lines of business that demonstrate positive short- and long-term demand profiles. With the City’s budgets under significant pressure, the introduction of new types of facilities that extend beyond the City’s traditional parks and recreation services would require further study.

Many residents have expressed demand for newer and higher quality facilities. The City’s newest facilities, such as York Recreation Centre and Regent Park Aquatic Centre, have seen very high registration demand from existing and new customers. While geographic distribution is important, quality should also be a factor in making facility provision decisions. The data collection and management suggestions in this plan can lead to a more sophisticated approach to determining facility catchment areas, which will be an important factor in avoiding competition between municipal facilities.

Recommendations – Informing our Decisions		
#59.	Develop evidence-based facility assessment tools and guidelines to improve database management and business intelligence.	   Goal 1    Goal 2    Goal 3
#60.	Planning for major capital projects will include meaningful community engagement, business plans that validate building program and service requirements (informed by demographic and socio-economic data, local needs, recreation trends and preferences, etc.) and consideration of potential partnerships.	   Goal 1    Goal 2    Goal 3

<sup>16</sup> Canadian Parks and Recreation Association. [A Framework for Recreation in Canada 2015: Pathways to Wellbeing](#). January 2015

Recommendations – Informing our Decisions		
#61.	Establish guidelines for engaging residents, stakeholders and City staff in the planning of local parks and recreation facilities.	 Goal 3
#62.	Support provincial and national initiatives that increase support for facility-based information sharing, research and data collection.	 Goal 3
#63.	Improve the integration and cross-coordination of asset management systems (e.g., inventories, lifecycle costing, state of good repair, etc.).	 Goal 1
#64.	Require business cases (acceptable to the City) to consider new single-use facilities that accommodate sports or activities that have not traditionally been supported by the City. Continue to support existing lines of business that exhibit positive short- and long-term demand.	 Goal 2
#65.	Develop an approach to determine the contribution, economic benefit and impact that parks and recreation facilities have on the City's social, cultural, environmental and economic status.	 Goal 3

### 5.3 Collaborating with Others

The City is a major provider of parks and recreation facilities and services, however it is one of many contributors on the spectrum that makes up the entire recreation environment. The continuum of providers ranges from public sector contributors (e.g., the City), community associations and boards (e.g., arena boards and community tennis clubs), not-for-profit agencies (e.g., Boys and Girls Clubs), charitable organizations (e.g., the YMCA), developers (e.g., residential and commercial buildings with recreation components) and the private sector (e.g., commercially owned and operated arenas and fitness clubs). Throughout the FMP consultation program, Torontonians expressed a strong desire for more multi-sectoral partnerships that leverage resources, avoid duplication, accelerate innovation and enhance user convenience. Nearly seven in ten online survey respondents felt that the City should work with other service providers to provide parks and recreation facilities. In particular, public libraries are a natural partner for parks and recreation services.




PFR actively supports opportunities to work with community groups, corporations, foundations, philanthropists and other levels of government to help fund parks, recreation and urban forestry projects with measurable impact. Partnerships are assessed on a case-by-case basis and encourages those that increase access to public space for all. Effective partnership development requires ongoing communication and



collaborative action that is focused on positive community outcomes. There must also be criteria to evaluate potential partnerships to ensure that they meet community needs.

A variety of organizations and sectors are eager to work with the City in achieving its mutual goals. A common set of rules of engagement and partnership criteria are helpful to establishing a consistent and uniform municipal response to potential relationships with agencies and organizations wishing to partner with the City on facility development or program delivery. A standardized partnership framework could set out why and how the City plans to work with others in fulfilling its parks and recreation mandate and the parameters for these relationships.

In the foreseeable future, relationship building will become more prominent in the City's portfolio of facility development alternatives. Affiliations with others is already a key component in facility development situations in which it may have otherwise been difficult for the City to go it alone. Recent examples include partnerships with City divisions and others at the Regent Park Community Centre, as well as municipal contributions to the new McDonald Family YMCA at 505 Richmond Street and private sector development at One Yonge Street (both of which include recreation facilities within mid to high rise residential developments). See Appendix D for case studies on these facilities.

Recommendations – Collaborating with Others		
#66.	Work with service providers to understand their facility expansion and relocation plans in order to look collectively at the needs within the city as it continues to grow.	 <b>Goal 3</b>
#67.	Regularly communicate the Parks and Recreation Facilities Master Plan to internal and external partners to improve coordination, alignment and implementation.	 <b>Goal 3</b>
#68.	Be proactive in partnership development through regular communication and establishment of a standardized framework and/or criteria to simplify and expedite the partnership process.	 <b>Goal 3</b>

## 5.4 Evolving Facility Standards

Many of Toronto's parks and recreation facilities are tired and showing their age. For example, critical systems in community centres built in 1978 (average year of construction for a community recreation centre) have now reached the end of their useful life and need to be overhauled or replaced. The City's large volume of aging facilities presents a host of challenges including capital funding pressures, service interruptions and inconsistencies in facility quality between new and more established areas of the city.

As new facilities are built and designed to modern standards, the City's older facilities seem even more inadequate, creating additional barriers to access. More work is required to ensure that new facilities are designed using a common set of guidelines supported by business cases and with necessary adjustments to reflect local needs. The establishment of classification systems and facility standards will assist in this regard. Different construction management options may also be considered to expedite facility development and improve the value inherent with recreation facility provision strategies.

#### Recommendation – Evolving Facility Standards

- #69. Regularly review facility classifications, design standards and related guidelines and embed them into facility design and development processes.



Goal 1



Goal 2



Goal 3

## 5.5 Environmental Responsibility

In addition to changing demographics and expectations, environmental concerns and climate shifts are increasing the need for quality infrastructure and facility modernization. Facility retrofits are required to meet modern performance targets in the areas of climate change, environmental sustainability, energy conservation and facility and program accessibility. Flexible designs and strategically aligned construction techniques will allow facilities to adapt to shifting needs and to be transformed to meet the needs of multiple and larger groups of users over their lifecycles. Designs and construction approaches must consider future extreme weather events and climate change. Preventative maintenance programs would assist in ensuring that facilities are able to respond to changing climactic conditions, including those that serve as emergency shelters during extreme weather events.

Energy efficiency (e.g. natural or high-efficiency lighting, automated building systems, etc.) and low environmental impacts (e.g. LEED certification, etc.) are common objectives of most building projects and this can be expected to continue. Environmentally sustainable building methods and features can result in higher initial capital costs, with longer-term payback through operational savings. Implementation of the FMP shall align with the Toronto Green Standard and the Resilient City and Green City reports.

#### Recommendations – Environmental Responsibility

- #70. Embed existing policies and standards into facility design and development processes, including responses to climate change, environmental sustainability, energy conservation, accessibility, etc.



Goal 1



Goal 2



Goal 3

- #71. Ensure that all major retrofits and new construction projects respect the Official Plan and other legislative requirements to protect and enhance the natural environment.



Goal 1



Goal 2



Goal 3

## 5.6 Accessibility for All

Parks and recreation facilities are integral and visible elements of the public realm and must be truly accessible and inclusive to be effective. The general public increasingly expects universally barrier-free facilities that offer exceptional customer service. Furthermore, geographic location that improves accessibility through convenience and fairness in access to resources also supports a quality experience. Whether it be program participants or simply a group playing a pick-up game, opportunities and experiences for all people regardless of ability, age, ethnicity, gender, orientation, income, etc. are vitally important.

### Toronto's First Accessible Baseball Diamond

The City is working with the Jays Care Foundation to construct the city's first accessible baseball diamond at Highview Park in Scarborough.

With a wheelchair-friendly vulcanized rubber infield, flat bases and wider dugouts, this field will open up new opportunities for Torontonians with disabilities.

The facility will be developed as part of a larger revitalization project that includes accessibility upgrades to the park's playground, pathways, washrooms and parking.

The Foundation pledged close to \$2 million for construction, and will support programming at the facility.

For many people, parks and recreation facilities are a safe place where they can learn a skill or escape the pressures of everyday life. A 2016 Social Planning Toronto study<sup>17</sup> found that young newcomers take part in recreation half as often as Canadian-born children because of the hurdles their parents face. This underscores the need for accessible spaces and affordable services, which are also a focus of the City's permit process review.

All residents should have access to facilities and services that maintain or improve their health and wellbeing through all of their life stages. This includes access to parks and recreation spaces, which encourage physical activity, facilitate social connections, support a sense of belonging and contribute to improved mental and physical health in many other ways. Toronto's Vital Signs 2016 report however, indicates that: "*The percentage of Toronto residents reporting good health remains relatively stable, but it isn't improving (four in ten don't report good health). Diabetes rates continue to be a major concern and 15.6% of adult Torontonians now report being obese. The level of youth obesity is troubling...*"<sup>18</sup>

<sup>17</sup> Social Planning Toronto. Newcomer Youth Access to Recreation in Toronto: Relationships, Resources and Relevance. 2016.

<sup>18</sup> Toronto Foundation. Toronto's Vital Signs 2016.

The aging population and emergence of the “new older adult” is being driven by the baby boom population, the leading edge of which is now 70 years of age. Current sector research suggests that today’s older adults are more likely to enjoy amenities like walking tracks and value convenience over traditional club-based activities that were popular with their parents. This ongoing demographic shift will see the number of seniors (age 60+) in Toronto almost double from 2011 to 2041, accounting for nearly 75% of Toronto’s growth during this period.

A recent survey found that the two primary contributors to a youth-friendly community recreation centre environment were somewhere to hang out (56%) and computers (54%), a finding that was echoed by Facilities Master Plan youth consultation participants. More amenities that support people of all ages will be needed, including accessible, age-friendly facility designs, warm water pools, etc. The City must continue to adapt its facilities to serve people of all ages and backgrounds (including youth, seniors, families, newcomers, marginalized populations, etc.), setting priorities based on demographics, utilization and facility design considerations.

*“Recreation has the potential to address challenges and troubling issues such as increases in sedentary living and obesity, decreased contact with nature and inequities that limit recreation opportunities for some population groups.”<sup>19</sup>*

In terms of geographic distribution, many residents travel throughout the city to access quality facilities. However, travel time and distances vary depending on where one lives, the availability of a local facility, mode of travel and other travel considerations. In 2015, the average distance travelled by participants in registered programs ranged from a low of 2.0-kilometres in Toronto East York to 3.4-kilometres in Scarborough. Some people are unable to leave their neighbourhood due to mobility issues, traffic levels, time commitments or challenging public transit routes. Distribution is a key principle of this Facilities Master Plan.

FMP consultation participants pointed out that just because something is physically closer does not make it more accessible; transit routes and transfers have a significant impact on facility usage. The provision of facilities needs to recognize and reflect the differences between how core residents and the more auto-dependent suburban residents move around, now and in the future.

#### Recommendations – Accessibility for All

- #72. Document and make publicly available information about the features at each parks and recreation facility, including those that are accessible to persons with disabilities.



Goal 1



Goal 2



Goal 3

<sup>19</sup> Canadian Parks and Recreation Association. [A Framework for Recreation in Canada 2015: Pathways to Wellbeing](#). January 2015



### Recommendations – Accessibility for All

- #73. Emphasize flexible, age-friendly and barrier-free facility design, where appropriate.



Goal 1

- #74. Wherever possible, ensure that new community-level parks and recreation facilities are located along transit lines and accessible by the trail and cycling network.



Goal 2

## 5.7 Reshaping Facilities

Many of the City's facilities were built during a different era and it is an ongoing challenge to align form with function. Some facilities are used differently today than when they were originally built. Older facilities emphasize activity-specific spaces, while modern facilities are designed to respond to the ways in which people interact and how they access services. This translates into a greater focus on unstructured multi-use public spaces (e.g., atriums, lobbies, gathering spaces, youth spaces, kitchens, open space, etc.) that can be animated. In addition to the increasing value placed on social connections and shared experiences, a growing array of interests and activities is leading to strong demand for gathering spaces and meeting rooms.

Interest in recreation and leisure activities evolves over time, as do participation patterns in organized sports. For example, the City has received a growing number of requests for facilities such as pickleball courts, cricket fields, sports bubbles, year-round sport facilities and youth spaces. Trends should be monitored, residents should be consulted and criteria should be developed to address emerging local needs and guide the repurposing of under-utilized facilities.



The City has many existing single-use facilities, but new or expanded facilities are designed with multiple uses in mind. A shift away from smaller, single use facilities that are operated under exclusive use arrangements would assist the City in focussing its resources on spaces that promote public access and inclusive programming as well as providing more efficient use of staff and other resources. As much as possible, facilities should be designed to be flexible, multi-functional and multi-seasonal. Requests for dedicated spaces and single-use facilities are less likely to be supported in the future.

### Recommendations – Reshaping Facilities

- #75. Place a focus on creating public spaces, meeting rooms and year-round multi-use spaces that are digitally enabled (e.g., WiFi access) and can be animated through unstructured community use and programming.





Goal 1

Recommendations – Reshaping Facilities		
#76.	Establish criteria to guide the optimization and/or conversion of under-utilized facilities into spaces that are a better fit with changing parks and recreation needs.	 Goal 1
#77.	Evaluate smaller, single use facilities to identify opportunities to improve public access and operational efficiency.	 Goal 1

## 5.8 Responding to a Changing Urban Fabric

Vertical residential neighbourhoods, comprised largely of high-rise condominiums, are beginning to dominate the downtown core and major nodes and corridors. More families with young children are living in high-density communities, relying on small unprogrammed, unsupervised private spaces and increasingly crowded public spaces for their recreational activities. As private living spaces shrink, demand for public amenities will grow. Intensification and rising land values require different thinking about infrastructure provision, such as maximizing current assets and doing more with less, new forms of development and partnerships.

The city's aging resident profile, combined with the transitive nature of neighbourhoods and aging infrastructure, is leading to school closures, which create both challenges and opportunities for the City. The school boards are in the process of reviewing their properties, with the potential for dozens of properties to be declared surplus. Some of these sites have shared use arrangements that allow for public access to indoor spaces and outdoor amenities. Although many of these properties may be key contributors to strong and healthy neighbourhoods, the City does not have the financial resources to acquire them all. Potential acquisitions should prioritize the need for green space and outdoor recreation facilities in high growth and high needs areas. A strategy for retaining high priority school sites in public ownership is required, including the potential to repurpose these facilities as community assets (e.g., community hubs).

Recommendations – Responding to a Changing Urban Fabric		
#78.	Consider new facility provision models that reflect the realities of high-density residential communities, while ensuring convenient public access to needed spaces (e.g., recreation centres in condominium podiums).	 Goal 2
#79.	Consider the needs and strategies put forward in the Parks and Recreation Facilities Master Plan in the evaluation of surplus school sites.	 Goal 2

## 5.9 Working as One City

Successful implementation of the Facilities Master Plan will require partnerships with a wide range of internal and external interests. To be effective, this Facilities Master Plan must also align with other City of Toronto strategies, particularly those that share a common vision to enhance the wellbeing of individuals, communities and the environment. The National Framework for Recreation in Canada highlights alignment as a key priority:

*“The opportunity for recreation is to contribute to an integrated community design and infrastructure planning process that considers what is built and where it is located in relation to where people live and how they move through the community to get there.”<sup>20</sup>*




Many City divisions look to parks and recreation facilities as key components in achieving their mandates and this inter-divisional alignment and coordination will grow as the City strengthens its role in community building and place-making. For example, the identification of high level facility needs will assist the City Planning Division in the preparation of secondary plans and area studies, review of planning applications and negotiations with developers (e.g., Section 37). Through advancing discussions between divisions, the provision of certain facility types (e.g., skateparks, basketball courts, etc.) can be guided by strategies that are developed in response to identified issues and priorities.

It is clear that integration improves service performance, programming outcomes and operational efficiency. It is critical to continue to emphasize co-located facilities, shared space arrangements and new service relationships with other City divisions and community partners (e.g., Toronto Public Library, Toronto Hydro, etc.). In this regard, the City’s Community Infrastructure Planning Study includes initiatives to coordinate and integrate inter-divisional planning and facility/service delivery. The City-Wide Real Estate Review is recommending the establishment of a new City-wide real estate agency and model, with enhanced potential to support co-location and other forms of partnership.

A standardized partnership framework would be a valuable addition to guide the City’s work with the Toronto Realty Agency (the City’s real estate service delivery model). The framework could help guide the City and the Toronto Realty Agency in the renewal of aging parks and recreation assets by leveraging their strategic locations, all the while remaining focused on ensuring public access to needed spaces and services. These types of partnership initiatives will become increasingly necessary as ways of providing facilities to respond to the realities of land economics in a rapidly intensifying city.

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<sup>20</sup> Canadian Parks and Recreation Association. A Framework for Recreation in Canada 2015: Pathways to Wellbeing. January 2015.

Recommendations – Working as One City		
#80.	Explore and promote co-location opportunities with other City divisions, agencies and commissions, such as the Toronto Public Library, Children's Services, Toronto Public Health, Employment & Social Services and Toronto Community Housing Corporation.	 Goal 3
#81.	Work with the City Planning Division to establish processes ensuring that the Parks and Recreation Facilities Master Plan is a primary resource in guiding and informing City Planning initiatives, including Secondary Plans, Area Studies and Section 37 (Planning Act) negotiations.	 Goal 3
#82.	Develop evaluation criteria and investigate opportunities with the Toronto Realty Agency for the strategic replacement of under-leveraged assets, while remaining focused on ensuring public access to needed spaces and services.	 Goal 3

### 5.10 Re-imagining City-School Relationships

The City's shared use agreements with local school boards vary in detail, scope and effectiveness. For example, the arrangement with the Toronto District School Board (TDSB) involves a variety of indoor pools, while the Toronto Catholic District School Board (TCDSB) agreement addresses reciprocal use and allows for public access to selected sports fields. Site-specific agreements are negotiated for the provision and maintenance of community schools and specialized facilities – many of these locations are critical for the delivery of PFR services.

The community school model of the past has served the City well, but does not meet the full range of current and emerging programming and community space needs due to restricted access and aging infrastructure. Consistent and long-term availability, capital improvements and quality issues are common concerns requiring attention.

Opportunities to strengthen and modernize relationships with schools must be sought to maximize resources and public access to quality facilities. For example, the Facilities Master Plan has identified sports field needs that cannot be achieved by the City alone. Schools have more sports fields than PFR and targeted improvements to some of these fields, possibly in cooperation with the City, will enhance capacity for both school use and community recreation. Joint planning of sports fields and other assets, such as community recreation centres, provides residents with the best value for their tax dollars. A focus should be placed on opportunities that offer proper municipal oversight and appropriate public access.

The planned Canoe Landing Community Recreation Centre is an example of an innovative and collaborative project involving PFR, two school boards and a childcare centre.

### Canoe Landing Community Recreation Centre




This innovative co-location project involves Parks, Forestry and Recreation (PFR), two elementary schools, and a childcare centre. Scheduled for completion in 2019, it will deliver a mixed-use hub, located between an existing park and a growing high-rise and high-density community. The building design was developed with extensive input from residents and will integrate with the surrounding community.

The partnership features the City of Toronto, PFR as the land and building owner, managing long-term lease agreements with the Toronto District School Board (TDSB) and Toronto Catholic District School Board (TCDSB), and the City of Toronto, Children's Services. Multiple stakeholders and funding sources (local development levies, Section 37 and PFR's capital budget) resulted in complex planning and financing, however also made construction of the facility possible. Operating costs will be divided among the partners based on the floor area they occupy.

The estimated cost to build the new community recreation centre represents 43% of the cost for the entire project. By sharing gymnasiums with the TDSB and TCDSB, PFR anticipates that the cost to run this facility will be lower than for a stand-alone centre.

The public is supportive of partnerships with service providers like schools, libraries and non-profit agencies, including the development of community hubs. Most residents support the co-location of community recreation centres together with other types of spaces and services with facilities such as Regent Park Community Centre (community centre, public school, child care and employment services) and Alderwood Centre (indoor pool, library, child care and public school) often cited as successful models. The creation of community hubs is a key part of the Ontario Government's current mandate and the City has begun partnering with others through the provision of services.

#### Recommendations – Re-imagining City-School Relationships

#83.	Evaluate the potential to negotiate public access to facilities supplied by other providers in areas of the city that lack municipal recreation facilities, for example at schools and YMCAs.	 Goal 3
#84.	Strengthen and modernize agreements with local school boards for achieving guaranteed and adequate public access, consistent maintenance and greater municipal oversight for needed parks and recreation facilities.	 Goal 3
#85.	Encourage partners – including school boards – to assist in meeting parks and recreation facility needs through the protection and renewal of community assets.	 Goal 3





## Section 6

# Funding the Plan





Access to sufficient funding to construct, replace, revitalize and renew parks and recreation infrastructure is a challenge for most municipalities. This concern is magnified in Toronto, which has many facilities approaching – or beyond – the end of their lifecycle. Not only must the City invest in its existing facilities through state of good repair projects, it must also respond to the needs of growth through capital funding for new and enhanced parks and recreation facilities.

The City of Toronto's ability to generate and sustain sufficient levels of funding to develop and maintain its expanding infrastructure will be critically important to the implementation of this Facilities Master Plan. Additionally, adjustments to policies and protocols could help to address additional funding requirements and better align facilities with the needs and expectations of Torontonians.

This section examines the financial environment in which the Facilities Master Plan will be implemented and identifies high-level cost estimates and funding implications. Recommendations have been developed to guide the financial implementation of the plan, including possible strategies that require further exploration, additional work and continued stakeholder involvement.

## 6.1 A Range of Funding Sources

Current funding models and growth patterns can create challenges to the provision and renewal of infrastructure. Most new parks and recreation facilities are made possible through growth-related funding, which means that growing areas receive most new or expanded facilities. Areas of low growth have fewer options for new or expanded facilities and large-scale improvements are unlikely without new or enhanced funding sources. Increasingly, municipalities are seeking different ways to leverage funds to deliver on their infrastructure needs. A sustainable funding model is needed that can meet facility needs across the city, including low-growth areas.

The City's 2017-2026 Capital Budget and Preliminary 10-Year Capital Plan for PFR allocates \$1.2 billion in spending over the next 10 years. Approximately 63% of these funds address items within the scope of this Master Plan, such as community recreation centres, pools, sports fields and skateparks. The capital budget and forecast is primarily funded from the following sources, some of which are held in reserve funds:

- Debt Funding – Municipal taxation and other forms of debt funding accounts for the largest portion of PFR's annual capital budget and are relatively stable and secure sources of funding. Debt is primarily used for state of good repair work and projects that cannot be fully funded by growth-related sources, such as facility replacements and the 10% share of Development Charge funded projects.
- Development Charges – The *Development Charges Act* allows the City to require payments from developers to help cover up to 90% of the growth-related infrastructure costs associated with development. This money can be used for

parks and recreation facility development and improvements, as well as the purchase of land for recreation facilities. It cannot be used for parkland acquisition.

- Section 42 (Cash-in-lieu) – Section 42 of the *Planning Act* allows the City to secure land and/or monies for park purposes from residential (5%) and commercial/industrial (2%) development projects. Where lands are unsuitable for parks, the City will collect cash-in-lieu (CIL) that can be applied to parkland acquisition and development. This money is divided 50/50 between city-wide and district accounts and divided 50/50 again between land acquisition and park/facility development/upgrades. In Parkland Acquisition Priority Areas, the City applies an Alternative Parkland Dedication Rate (equivalent to 0.4 hectares of parkland per 300 units or equivalent cash-in-lieu). CIL payments received in excess of 5% can also be used to acquire or develop parkland or facilities, however, there is no set allocation of these funds between land acquisition and development and the funds must be spent in the vicinity of the development.
- Section 37 and 45 – Section 37 of the *Planning Act* allows increased density and height in a zoning bylaw in exchange for community benefits through negotiations with developers. Section 45 of the *Planning Act* is similar, except that it deals with minor variances to the zoning bylaw through a Committee of Adjustment. These tools are designed to help address the impact of high-density residential development, thus the benefits are typically spent within the vicinity of the development.
- Grants – Funding from Federal and Provincial governments accounts for a small portion of the PFR's capital budget, but is unpredictable and variable.

## 6.2 Principles that Guide the Financial Strategy

The principles that have guided the development of the financial component of the FMP are as follows:

### 1. Growth-related funding will be maximized.

- a) To the greatest degree possible, funds generated through new development will address identified park and recreation facility needs, including required parks space and support amenities.
- b) Financial processes and practices should support the maximization of available funds.

### 2. A variety of approaches will be required outside of growth areas.

- a) Different approaches will be needed in non-growth areas, including land and funding optimization strategies.

### 3. Funding tools will be strategically applied.

- a) The highest priority needs should be addressed by strategically leveraging multiple funding sources and applying tax-funded sources as a last resort.

#### **4. Facilities will be optimized by prioritizing state of good repair and renewal.**

- a) State of good repair work should be coordinated with minor maintenance projects, where possible.
- b) Major state of good repair investment should be accompanied by an evaluation of whether the public interest would better served by a full-scale renewal or replacement project.
- c) Ongoing improvements to barrier-free accessibility and modernization should be a priority.

#### **5. Funding decisions will advance innovation and modernization.**

- a) Partnerships will be sought that leverage assets and resources to provide the best value to residents.
- b) Capital projects should deliver strong design, respond to public expectations, adhere to the City's environmental practices and objectives and be compatible with high levels of use and operational requirements.

#### **6. Funding decisions will be responsible, sustainable and transparent.**

- a) A clear and transparent decision-making process will be applied, with clear communication among all stakeholders.
- b) Decisions will be based on sound data and information, and investment choices will be policy and performance-driven.
- c) Consideration will be given to a comprehensive long-term view of infrastructure costs and operating cost impacts.

### **6.3 Interpreting the Financial Analysis**

PFR's capital plan includes a list of projects to be considered by Council over the next ten years (2017-2026). Commitments within the current 10-year Capital Plan are not affected by the FMP and are not identified in the total costs unless otherwise noted.

The FMP funding analysis focuses on additional projects and funding for the period of 2019 to 2038 that are currently outside of PFR's 10-year capital plan. This includes:

- Funding for State of Good Repair (SOGR)
- Funding for New and Enhanced Facilities

Where possible, projects within both the 10-year capital plan and the FMP have been considered together within this funding analysis to illustrate overall needs and potential funding allocations, opportunities and challenges. FMP-recommended projects (new capital) have been estimated to draw on remaining PFR reserve/budgeted funds after 2017-2026 (existing capital) requirements are met.

The funding model is predicated on the City's current capital budgeting practice, which includes the following assumptions:

- Development Charge funds are directed to support growth-related capital costs.
- Non-growth-related capital costs are estimated to draw on reserve fund balances from traditional Cash-in-lieu of Parkland under Section 42 of the *Planning Act* and have been appropriated in keeping with the City's policy requirements stipulating that 25% of funds collected can be used to develop and upgrade parks and recreation facilities throughout the city (i.e. on a City-wide basis) and another 25% of funds collected may be used to develop and upgrade parks and recreation facilities within Local/District areas. Reserves for parkland acquisition have been excluded from this funding assessment as FMP projects and costs exclude new parkland acquisition.
- Non-growth-related costs were assumed to be supported by new debt funding from the tax base.
- Other revenues such as funds generated under the *Planning Act* per Section 37, Section 42 Alternate Rate Cash-in-lieu and Section 45<sup>21</sup> have geographic restrictions governing use and/or are not predictable year over year. This creates an inability to forecast the availability and application of these funds with any accuracy and, for this reason, have been excluded as core funding for the FMP. Assumptions have been made in Section 3.5 about the potential impact of these reserves/sources to address funding for FMP projects, however the application of these funds is subject to project implementation specifics beyond the scope of this Master Plan.
- Grant-based sources of funding are likewise unpredictable. No assumptions of grant availability have informed the funding assessment for the FMP.
- Assumptions regarding partnerships for capital projects have not been accounted for in the FMP funding assessment.

Figures used in this funding analysis are based on high level assumptions, with the intention of providing a long-range financial forecast of the FMP's full implementation. The assumptions are present day estimates and the timing, costing and funding of each project listed in the program are subject to change. As more detailed information is collected through feasibility studies and business plans, City staff and Council will be better able to assess the financial and service impacts of each individual project. Decisions on specific projects and funding will be made through the annual capital budget process.

The timing of the projects listed in the Facilities Master Plan has recognized a need for phased implementation, guided by four five-year timeframes spanning a twenty-year period. The proposed timing is based on the anticipated need for infrastructure, which

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<sup>21</sup> Due to the above, these sources are deemed to be supplementary sources of funding for the FMP



relies on projected population growth and alignment with associated initiatives, if applicable. Should growth be slowed or accelerated, the timing of implementation may require adjustment.

The timing of the proposed projects represents a best-case scenario that aligns with community needs, but may be adjusted to better match funding or partnership availability. Project timing is generally synonymous with priority, meaning that projects identified in earlier years should generally be higher priorities for the City.

Lastly, the successful implementation of the FMP will require meaningful community engagement, enhanced business management tools, site-specific planning and business cases, partnership development and sustainable funding from existing and new funding tools.

## 6.4 Funding for State of Good Repair

The estimated cost to address SOGR requirements and eliminate the FMP-related SOGR backlog is estimated at \$1.24 billion over the next 20 years, of which \$775.6 million is anticipated to be available through PFR's existing capital budget. An additional \$23.1 million per year over the next 20 years (\$461.6 million) is therefore required to achieve the recommended level of SOGR funding.

State of good repair projects are under-funded, contributing to an increasing backlog of repairs (\$274.4 million as of 2017) and insufficient funding levels moving forward. Discounting for the backlog, PFR's annual reinvestment rate is 1.1% of asset replacement value, whereas a rate of 2.1% is recommended<sup>22</sup>.

To eliminate the FMP-related backlog and enhance the City's ability to maintain facilities so that they are consistently available to residents, \$1,237.2 million is required over the next twenty years. Estimated funding during this period is expected to be \$775.6 million based on current levels. Additional investment of \$461.6 million is required, representing an average of \$23.1 million per year.

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<sup>22</sup> The reinvestment rate recommended for sport and recreation facilities by the Canadian Infrastructure Report Card is 1.7% to 2.5%. The mid-point has been applied within this Facilities Master Plan.

**Table 3: State of Good Repair – Recommended 20-year Funding (in-scope facilities only<sup>23</sup>)**

Category	Amount
Current Backlog (FMP in-scope facilities; data provided by PFR)	\$274.4 M
Ongoing SOGR (2.1% of replacement value)*	\$962.8 M
<b>Total SOGR Funding Requirements</b>	<b>\$1,237.2 M</b>
Anticipated Funding	\$775.6 M
<b>Additional Investment Required</b>	<b>\$461.6 M</b>

Note: all figures are in 2017 dollars and exclude inflation

\* Does not account for changes to supply, such as new facilities being added to the inventory

Recommendations – Funding for State of Good Repair	
<p>#86. Increase spending on SOGR in order to create more resilient infrastructure and avoid higher capital costs in the future.</p> <p><i>Possible strategies include:</i></p> <ul style="list-style-type: none"> <li>a. Address the backlog of deferred rehabilitation projects. This will also help to direct capital investment to higher risk aging assets and reduce the possibility of system failure and service interruption.</li> <li>b. Provide sufficient priority and funding for ongoing renewal and SOGR requirements, including when new assets are added to the inventory. Annual funding for ongoing SOGR requirements should be calculated as 2.1% of facility replacement values (including soft costs) and should be assessed on a regular basis.</li> </ul>	 <p>Goal</p>

## 6.5 Funding for New and Enhanced Facilities

The estimated cost for the new and enhanced facilities recommended in the FMP over the next 20 years is \$860.7 million, of which \$565.7 million is anticipated to be available through PFR's capital budget. Additional investment of \$14.8 million per year over the next 20 years (\$295 million) is therefore required to achieve the new and enhanced facilities recommended in the FMP.

The cost to implement the new and enhanced parks and recreation facilities recommended in the FMP is estimated at \$860.7 million over the next 20-years (excluding SOGR, which is addressed in the previous section). This includes the three unfunded CRCs recommended in the 2004 Recreation Facilities Report (\$88.2 million), but excludes other items identified in PFR's 10-year capital plan (e.g., trails and pathways, environmental initiatives, information technology, special facilities, etc.), which is valued at \$1.2 billion for 2017 to 2026.

Anticipated Development Charge revenues are expected to be sufficient to fund the growth-related projects identified in the FMP if they are maximized. However, Parkland Development Reserves (specifically "City-wide" funds) are insufficient to cover all non-

<sup>23</sup> Facilities that are within the scope of this plan are identified in Section 1.1.

growth-related costs for FMP projects, and the projects are not aligned with the prescribed service area distance thresholds applied to local-level projects.

Additional investment of \$295.0 million is required to achieve the new and enhanced facilities recommended in the FMP. Over the full 20-year period, the average level of investment is \$14.8 million/year. For the FMP to be fully implemented, this amount must be carried by the tax base and/or other unsecured sources. A greater redistribution of funds would also assist in supporting neighbourhoods that are in need.

**Table 4: Additional Investment Required for New & Enhanced Facilities Recommended in the FMP**

Years 1-5	Years 6-10	Years 11-15	Years 16-20	Total
\$67.4 M	\$109.1 M	\$48.2 M	\$70.2 M	<b>\$295.0 M</b>








#### Potential strategies to achieve the FMP's vision for new and enhanced facilities

- 1) Extend the FMP implementation timeframe: If the implementation timeframe for FMP projects is extended from a 20-year period to a 30-year period, an additional base of parkland development reserves would become available to support capital cost needs. This could potentially reduce the unfunded portion by 47% (\$139.6 million or an average of \$7.0 million/year).
- 2) Prioritize discretionary funding sources to FMP projects: If discretionary funding sources – including estimates for Section 42 (CIL alternative rate) and Section 37/45 (community benefits) – were channeled directly into the FMP capital program, this could reduce the unfunded portion by up to 66% (\$194.0 million or an average of \$9.7 million/year).
- 3) Revise funding policies and practices: Discussed in Section 6.7.
- 4) Seek outside funding: Discussed in Section 6.8.

Order of magnitude operating cost estimates<sup>24</sup> for new facilities recommended in the FMP amount to \$8.2 million annualized over the next twenty years (representing a 1.8% increase to PFR's annual budget). The average annual operating cost rises over the implementation period as new facilities are added to the inventory.

<sup>24</sup> Operating costs are based on typical profiles associated with existing City facilities (2016), as provided by PFR. A conservative estimate of revenues has been applied to community recreation centres, recognizing that the City has many facilities where programs are free. All figures are illustrated in current year dollars and do not include inflation, indirect costs or differences associated with facility improvements or new service models. These figures also exclude new facilities currently recommended in PFR's 2017-2026 Capital Budget.

## Recommendations – Funding for New and Enhanced Facilities

<p>#87. Maximize the use of Development Charges (DCs) in funding new capital requirements.</p> <p><i>Possible strategies include:</i></p> <ul style="list-style-type: none"> <li>a. Consider area-based DC levies.</li> <li>b. Explore the applicability of DCs to address investment in facility funding across the city.</li> <li>c. Continue to employ a loan reserve as a funding mechanism when DCs and cash-in-lieu (CIL) are deficient to front-end land purchase, then reimburse when DCs and CIL accrue. Potentially this could be an arrangement with Infrastructure Ontario using the 505 Richmond approach as a model.</li> </ul>	 <p>Goal 1</p>
<p>#88. Prioritize the use of density for benefit contributions (Section 37 and 45) for unfunded portions of planned projects.</p> <p><i>Possible strategies include:</i></p> <ul style="list-style-type: none"> <li>a. Earmark and pool funds for larger scale projects that are supported by the capital plan.</li> <li>b. Direct Section 37 funds to cover the 10% improvement not covered by DC funding.</li> <li>c. Identify local needs and ensure that funds are used for a publicly vetted needs.</li> <li>d. Encourage City staff and elected officials to adhere to the process and priorities outlined in the Section 37 implementation guidelines.</li> <li>e. Discussions between City Planning and PFR must include local needs early in the planning process so that the potential of Section 37 funds can be brought to bear at the Site Plan Application stage (after zoning has been approved but before an actual plan is submitted).</li> </ul>	 <p>Goal 1</p>  <p>Goal 2</p>  <p>Goal 3</p>
<p>#89. Use reserve contributions from the parkland cash-in-lieu (CIL) reserve (Section 42) to offset the costs associated with Facilities Master Plan implementation.</p> <p><i>Possible strategies include:</i></p> <ul style="list-style-type: none"> <li>a. Where possible and after sites are selected, earmark CIL funds for specific projects.</li> <li>b. Enact policy changes to allow more flexibility in where “local portion” can be spent (i.e. explore how much more broadly the current 2-5 km spending boundary can be pushed) and explore possible protocol changes to allow for spending across Ward boundaries.</li> <li>c. Adjust DC forecasts in 10-Year Capital Plan to adopt more aggressive estimates (greater than 80% of past five-year average).</li> </ul>	 <p>Goal 1</p>  <p>Goal 2</p>  <p>Goal 3</p>

**Recommendations – Funding for New and Enhanced Facilities**

- d. *Work with City Planning to consider: (i) increasing the Alternative Rate for parkland acquisition and park/facility development; (ii) increasing the City-wide portion to help fund projects in low growth areas; (iii) revisiting the current allocation between parkland acquisition and parkland development; and (iv) opportunities to align Facilities Master Plan funding and implementation with the Parkland Strategy.*
- e. *Prioritize DCs in high growth areas and CIL in non-growth areas.*

**6.6 Additional Investment is Required**

An additional \$37.8 million per year is projected to be required over the next twenty years to address FMP needs, including both new and enhanced facilities and state of good repair.

The capital facilities and state of good repair programs recommended in the FMP amount to a total funding requirement of \$2.1 billion over the next twenty years. Current funding levels are estimated to provide \$1.3 billion over the next twenty years. This is sufficient to meet nearly two-thirds (64%) of the identified needs. Additional investment of \$756.7 million (\$37.8 million annually) is required to implement the FMP capital program. This represents a 50% increase over the current amount allocated annually to FMP-related items within PFR's 2017-2026 capital budget.

**Table 5: FMP Funding Requirements and PFR Funding Levels (20-year timeframe)**

Category	(Million \$)
<b>FMP-Related Capital Requirements</b>	
New and Enhanced Facilities	\$860.7 M
State of Good Repair	\$1,237.2 M
<b>Total FMP Capital Requirements</b>	<b>\$2,097.9 M</b>
<b>Available FMP-Related Capital Funding (projected based on 2017-26 PFR Capital Budget)<sup>25</sup></b>	
New and Enhanced Facilities	\$565.7 M
State of Good Repair	\$775.5 M
<b>Total FMP Capital Funding</b>	<b>\$1,341.2 M</b>
<b>Additional Investment Required for FMP Implementation</b>	
Additional Funding needed for New and Enhanced Facilities	\$295.0 M
Additional Funding needed for SOGR	\$461.7 M
<b>Total Additional Investment Required over 20-years</b>	<b>\$756.7 M</b>

Note: All costs are in 2017 dollars and have not been adjusted for inflation.

<sup>25</sup> For projection purposes, PFR's ten-year capital budget forecast has been duplicated for the second ten-year horizon of the FMP.



A concerted effort must be made to reduce the capital backlog and sustain increased capital funding throughout the duration of the FMP's implementation phase. Other funding approaches and tools that may be used to address these needs are discussed in various sections of this report.

## 6.7 Strengthening the Capital Spending Rate

PFR's spending rates have been declining and are currently around 50% of annual allocations. The City has been taking steps to address this issue (an improved spending rate around 60% is projected in 2017), however, many capital projects are still inhibited by the lack of internal resources to plan, manage and execute the facility development or rehabilitation process. To improve the efficiency and speed of delivery and capital spending, it is essential that capital investment be supported by an increase in staff and resources in capital planning and construction management.

### Recommendations – Strengthening the Capital Spending Rate

- #90. Increase PFR's capacity to deliver on the volume of planned projects, including those recommended in the Facilities Master Plan.

*Possible strategies include:*

- a. Allow appropriate time for planning projects that reflects realistic spending capabilities.
- b. Explore new building and project management options to accelerate the pace that a new facility can be brought on-line (e.g., design/build, developer-built facilities, etc.).
- c. Explore the use of external project management resources to accelerate the pace that facility maintenance and remedial actions can be implemented.
- d. Develop facility design guidelines to support external services and developer-built facilities.
- e. Increase funding to hire additional purchasing staff to facilitate timely project planning or request for proposals documentation.
- f. Allocate additional staff resources for planning and project management of capital projects.
- g. Continue to ensure staff have the appropriate skills and training and are assigned to the relevant program area.
- h. Initiate public consultation well in advance of the planned start of the project to avoid unnecessary delays.
- i. Regularly review cash flow projects for the "readiness to proceed" and realign project timing where necessary.



Goal 1



Goal 2



Goal 3

## 6.8 Seeking Funding from Outside Sources

Ongoing capital and maintenance costs are under-funded over the long-term. This places a burden on future generations and is problematic for low-growth areas, many of which require new or enhanced facilities such as community recreation centres. The City must continue to proactively take advantage of resources that can accelerate the implementation of high impact projects and expand the reach of the FMP, such as grants, Section 37/45 funding, partnerships and more. Addressing this infrastructure challenge is not something the City can do on its own. The wider the range of funding sources and stakeholders, the greater the potential impact of this Facilities Master Plan.

In the future it is anticipated that there will be several opportunities to partner with or otherwise involve non-traditional project participants. Attracting new funding sources would help to ease some of the financial pressure on the more traditional sources of funding. Partnerships building on past successes – such as the Regent Park Community Centre and One Yonge Street – will be sought. Investment and support from the federal and provincial governments is also required. By identifying key priorities, the FMP allows the City and its partners to identify opportunities, act more quickly and become “funding-ready”.

### Recommendations – Seeking Funding from Outside Sources

- #91. Be proactive in the pursuit of partnerships as part of Facilities Master Plan implementation.



*Possible strategies include:*

- a. *Redefine the first order of project funding priority specified in the Capital Budget Financing Sources Policy to include funding contributions by potential project partners.*
- b. *Pre-establish the parameters that a partner must fulfill so that the expectations are known in advance. Use the One Yonge Street project as an example of a partnership best practice.*
- c. *Establish a standardized partnership framework using existing City approaches and materials.*
- d. *Build on the success of existing partnership models by promoting that the City is open to partnership proposals, but only after that protocols and project evaluation systems are in place.*
- e. *Explore partnership opportunities with the Toronto Realty Agency to maximize the inherent value of existing PFR infrastructure and other assets.*
- f. *Proactively match projects in the pipeline to the needs in local areas so that proposals can be offered to developers.*
- g. *Clearly link new facility provision to evidence-based demand and future growth to ensure that the City does not take on facilities that it does not need.*

## Recommendations – Seeking Funding from Outside Sources

#92. Monitor and actively pursue grant-based funding.

*Possible strategies include:*

- a. *Prepare studies that are routinely required to qualify for government grants.*
- b. *Maintain an updated list of “shovel-ready” projects.*
- c. *Prepare “talking points” that align with the goals of the Framework for Recreation in Canada to be used in future funding applications.*
- d. *Because grant applications are viewed more favourably if there is a partner component, line up partners in advance.*



Goal 1



Goal 2



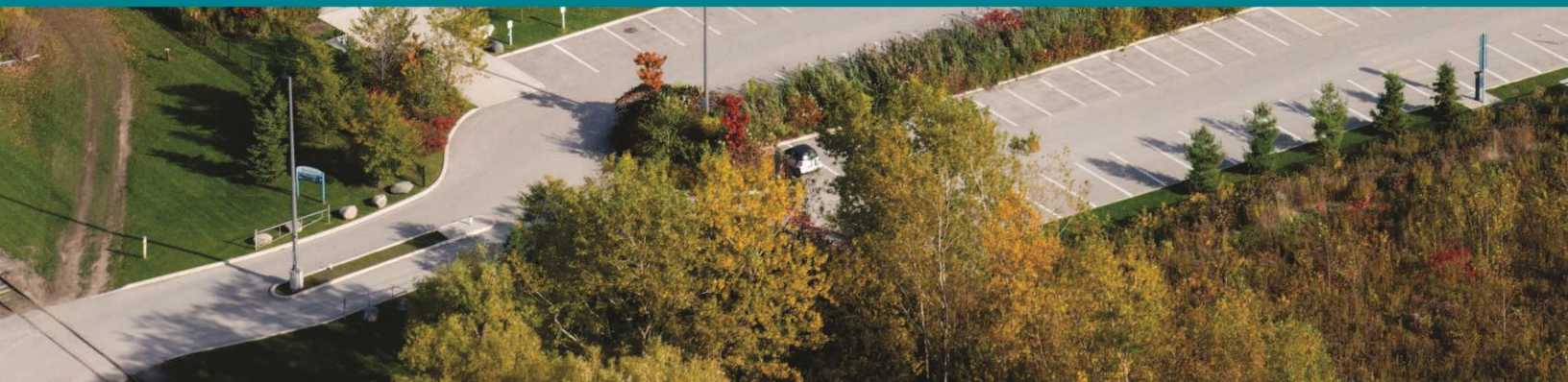
Goal 3





## Section 7

# Ensuring Success





Activation of the Facilities Master Plan is critical to its success, which requires coordinated efforts and a commitment from Council, staff, stakeholders and the public. This section provides guidance on plan implementation.



## 7.1 Implementing and Monitoring the Plan

The Facilities Master Plan sets a general course for meeting the needs as they are presently defined. It is expected that the FMP will be used as a resource in developing the City's annual budget documents, Development Charges reports, secondary plans and related studies, including the five-year FMP review.

Guided by this Facilities Master Plan, the City of Toronto will make decisions on individual projects and funding sources annually through the budget process. In doing so, the City will reconcile the recommendations with its fiscal capacity and align requests to the capital planning program to ensure timing and scope meet the needs of Torontonians. Other factors that might change priorities year to year may include:

- capital lifecycle and considerations of safety
- legislation and mandated requirements
- changes to service standards
- public input and community interests
- emerging trends and changes in participation rates
- availability of alternate providers
- socio-demographic changes and growth forecasts

Sustained and innovative efforts will be required to implement the FMP through a variety of appropriate and acceptable means. The full implementation of this Plan will require the pursuit of alternative funding and the establishment of various arrangements with community organizations, schools, developers and other partners. It is also critical that the City regularly monitor and report progress on the FMP and its recommendations.

Recommendations – Implementing and Monitoring the Plan		
#93.	Develop and implement a system for assessing progress and measuring success of the Facilities Master Plan. This will require understanding facility and program capacities, monitoring of facility usage, customer satisfaction levels, spending rates, dialogue with stakeholders, annual reporting on implementation and more (see Section 7.2).	 Goal 3
#94.	Develop and implement a communications plan following approval of the Facilities Master Plan to create awareness about its key messages and recommendations amongst residents and stakeholders.	 Goal 3



## Recommendations – Implementing and Monitoring the Plan

- #95. Reassess the direction, priorities and accomplishments of the Facilities Master Plan through an update in 2023 and at subsequent five-year intervals, guided by the foundation provided by this comprehensive plan.



Goal 1



Goal 2



Goal 3

## 7.2 Reporting Scorecard

The Facilities Master Plan identifies new parks and recreation facilities that respond to the current and anticipated future needs of all Torontonians, as well as facility enhancements and investments in facility maintenance, replacement and repurposing.

Below is a “scorecard” of performance measures to enable the City to annually report on several important metrics including level of investment, facility utilization and user satisfaction. The scorecard approach to monitoring the implementation of the Facilities Master Plan will enable staff to easily compare performance to pre-established targets. The metrics are intended to highlight where elements of the Plan are achieving success, as well as where potential improvements are necessary.

**Table 6: Facilities Master Plan Reporting Scorecard**

Category	Measure
<b>Investments</b>	<ol style="list-style-type: none"> <li>1. <b>Capital Investment</b> – % of projects implemented in accordance with the development schedule outlined in the FMP</li> <li>2. <b>SOGR Investment</b> – annual investment in SOGR expressed as a % of estimated SOGR requirement</li> <li>3. <b>Creative Investment</b> – % of total projects that are funded by non-traditional sources (drawn from list of funding alternatives)</li> <li>4. <b>Social Investment</b> – annual commitment expressed as an operating expense (or foregone revenue) for access to programs (Welcome Policy and Priority Centres, Poverty Reduction, etc.)</li> </ol>
<b>Utilization</b>	<ol style="list-style-type: none"> <li>5. <b>Facility Utilization</b> – year over year facility traffic (or # of registrations, casual uses, etc.) with a specific focus on traffic increases at facilities that have received SOGR investments</li> <li>6. <b>Program Utilization</b> – program participation expressed as a % of capacity</li> </ol>
<b>Efficiency</b>	<ol style="list-style-type: none"> <li>7. <b>Occupancy Cost</b> – base facility operating cost (exclusive of program delivery expense) expressed as a cost per operating hour</li> <li>8. <b>Visitation Cost</b> – base facility operating cost (exclusive of program delivery expense) expressed as a cost per facility user</li> <li>9. <b>Offset Cost</b> – estimated cost avoided by creative operating relationships (like Community Boards, partnerships, etc.) expressed as a % of projected municipal management cost</li> </ol>
<b>Effectiveness</b>	<ol style="list-style-type: none"> <li>10. <b>Internal Net Promoter Score</b> – staff rank of PFR facilities</li> <li>11. <b>External Net Promoter Score</b> – general public rank of PFR facilities</li> </ol>

### **7.3 Conclusion**

Parks and recreation facilities are active spaces and people places. They provide places for people of all ages and abilities to exercise and learn new skills, and to connect with one another, share their interests, exchange ideas and experience diversity. This helps to build the attachments that are at the heart of a sense of belonging and community.

The audience for this Facilities Master Plan is broad. For Parks, Forestry and Recreation staff it will be an essential tool to inform planning and decision-making on facility locations, partnerships, funding, design and construction. Its facility recommendations will support the development of secondary plans and other urban planning initiatives undertaken by City Planning. The plan is also intended to serve as a resource for other facility and service providers, potential partners, facility funders, elected representatives and others interested and/or involved in the provision of City parks and recreation facilities.

Investing in the right facilities, at the right times and in the right places benefits everyone. This plan represents a unique opportunity for the City, other facility funders and partners to direct funds to the facilities that are needed most to best meet Toronto's diverse and always changing recreation needs into the future.

The city, its population and recreation needs are constantly changing. To ensure that facility priorities are up to date, this plan will be reviewed every five years and updated based on its progress, current data and emerging needs. In this way, it is a living document that will evolve over time.





# Appendix



## **APPENDIX A: Glossary of Key Terms and Acronyms**

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### **Key Terms**

Development – the provision of a new facility through construction or expansion

Facility – indoor recreation buildings and outdoor park spaces within the scope of this Facilities Master Plan (see Section 1.1)

Expansion – the addition of space to an existing facility

Provision – the act of supplying or providing a facility through a variety of means

Provision Level (or Level of Provision) – the quantity of facilities supplied; typically represented on a per capita basis

Provision Target – a measure used to identify facility needs and gaps; typically represented as per capita and/or service radii

Renewal – the repair or replacement of an asset with a similar asset (i.e., state of good repair)

Replacement – the complete replacement of an existing facility, typically involving demolition and rebuilding in a modern form; often used synonymously with redevelopment

Repurposing – the adaptive re-use of an existing facility

Revitalization – major alterations to an existing facility, including upgrades

### **Key Acronyms**

AIR – outdoor artificial ice rink

AOCC – Association of Community Centres

CIL – cash-in-lieu

CIRC – Canadian Infrastructure Report Card

CRC – community recreation centres

DC – Development Charges

DOLA – dogs off-leash area

FCI – facility condition index

FMP – City of Toronto Parks and Recreation Facilities Master Plan

GTA – Greater Toronto Area

PFR – City of Toronto Parks, Forestry and Recreation

RFR – City of Toronto Recreation Facilities Report, 2004

SAG – Stakeholder Advisory Group

SOGR – state of good repair

TBD – to be determined

TCDSB – Toronto Catholic District School Board

TDSB – Toronto District School Board



## **APPENDIX B: Public Engagement Details**

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### **Stakeholder Advisory Committee Members**

- Boys and Girls Club of Toronto Network
- Building Industry & Land Development Association
- CivicAction
- Community Disability Steering Committee, Parks, Forestry and Recreation
- COSTI Immigrant Services
- Disability, Access and Inclusion Advisory Committee, City of Toronto
- Lifesaving Society of Toronto
- Native Child and Family Services of Toronto
- Ontario Ministry of Tourism, Culture and Sport
- Parks and Recreation Ontario
- Social Planning Toronto
- The 519
- Toronto Catholic District School Board
- Toronto District School Board
- Toronto East Quadrant Local Immigration Partnership
- Toronto Foundation
- Toronto Park People
- Toronto Sports Council
- Toronto Youth Cabinet
- United Way Toronto & York Region
- YMCA of Greater Toronto

### **Pop-up Consultation Locations**

#### Scarborough

- Centennial Recreation Centre
- Don Montgomery Community Recreation Centre
- Malvern Recreation Centre

#### North York

- Dennis R. Timbrell Resource Centre
- Driftwood Community Recreation Centre
- Parkway Forest Community Centre

#### Toronto East York

- Regent Park Community Centre
- Wallace Emerson Community Centre
- Jack Layton Ferry Terminal
- East York Community Centre

#### Etobicoke York

- Memorial Pool and Health Club
- High Park
- North Kipling Community Centre
- Amesbury Community Centre

## APPENDIX C: Facility Benchmarking Review

When undertaking plans of this nature, there is often interest in the number of facilities provided in other communities – a way to benchmark the City against others. The following table identifies facility provision levels in other jurisdictions, compiled from a variety of sources. This data is one of several inputs that has informed the development of provision targets for the City of Toronto's Parks and Recreation Facilities Master Plan.

The benchmarking groups include:

- seven of the largest municipalities in the Greater Toronto Area (GTA)<sup>26</sup>;
- the five largest cities in Canada<sup>27</sup>;
- the three largest cities in the United States (U.S.)<sup>28</sup>.

The benchmarking data represents a snapshot in time and must be viewed in context with other factors. For example, the benchmarking data does not address the difference between facility quality, size, access and service, all of which contribute greatly to the value provided by each of these facilities.

What this means, is that while it may seem that the City's provision rate for some facilities is lower than other communities, it is important that the FMP finds balance in considering the needs of future growth, historically underserved areas and changing parks and recreation trends. And while the comparators are helpful in providing a point of reference, there are many unique aspects to the City of Toronto's demographic composition, community interests and facility provision model.

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<sup>26</sup> GTA comparator group: Mississauga, Brampton, Markham, Vaughan, Richmond Hill, Oakville, Oshawa. Facility data collected via most recent master planning exercise (2012-17).

<sup>27</sup> Canadian comparator group: Calgary, Edmonton, Montreal, Ottawa, Vancouver. Facility data collected via survey completed in 2016.

<sup>28</sup> United States comparator group: Chicago, Los Angeles, New York. Facility data collected via "[2016 City Park Facts](#)." Center for City Park Excellence. The Trust for Public Land.

### Average Municipal Facility Provision Levels, Per Capita

Facility Type	City of Toronto*	Large GTA Cities	Large Canadian Cities	Large U.S. Cities
<b>Community Recreation Centres</b>	34,000**	38,000	31,500	29,500
<b>Gymnasiums</b>	28,000	40,000	27,000	n/a
<b>Indoor Pools (tanks***)</b>	36,500 48,600 (locations)	35,000	27,000	76,500 (indoor and outdoor pools combined)
<b>Outdoor Pools (tanks***)</b>	43,500 48,600 (locations)	140,000	53,000	
<b>Splash Pads</b>	24,000	24,600	16,200	n/a
<b>Wading Pools</b>	28,400	628,000	28,000	n/a
<b>Arenas (pads)</b>	44,100	29,000	27,000	721,000 (indoor and outdoor rinks combined)
<b>Outdoor Artificial Ice Rinks (pads)</b>	46,300	228,000	40,000	
<b>Curling Rinks (sheets)</b>	131,000	418,000	127,000	n/a
<b>Soccer and Multi-use Sports Fields</b>	8,900	3,200	2,000	n/a
<b>Ball Diamonds</b>	8,400	5,100	3,300	8,500
<b>Cricket Pitches</b>	102,500	104,500	355,000	n/a
<b>Tennis &amp; Pickleball Courts</b>	4,800	4,500	4,600	9,600
<b>Basketball Courts</b>	21,200	8,100	9,500	3,800 (hoops)
<b>Bocce Courts (outdoor)</b>	21,900	23,000	29,600	n/a
<b>Lawn Bowling Greens</b>	102,500	502,000	92,000	n/a
<b>Skateparks (outdoor)</b>	205,000	86,500	79,500	275,000
<b>Bike Parks</b>	717,000	627,500	888,000	n/a
<b>Dog Off-leash Areas</b>	42,200	199,500	118,000	94,000
<b>Sports Bubbles</b>	319,000	n/a	n/a	n/a
<b>Clubhouses and Fieldhouses</b>	24,300	n/a	n/a	n/a

Note: The table includes facilities that are owned and/or permitted for public use by the municipality, including facilities that are leased or under agreement.

\* Based on a 2016 population estimate of approximately 2.87 million persons. Rates are rounded.

\*\* The City of Toronto operates 123 community recreation centres, 85 of which are large multi-component and mid-size centres.

\*\*\* Some aquatic complexes may contain more than one pool tank (e.g., lane, leisure, therapeutic, diving, etc.).

## **APPENDIX D: Additional Case Studies – Community Recreation Centres**

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### **1 Yonge Street**

The City's Lower Yonge Precinct Plan was initiated in 2014. It identified that 28,000 new people would be coming to the area and that a community recreation centre would be required in this rapidly developing and high-density area. Through an Official Plan amendment, a key new development in the area (3 towers between 65 and 88 storeys with a total of 2,838 residential units) was required to provide a 51,000 square foot community recreation centre over two stories in size, with main floor access, designed by an architectural firm with recreational facility experience and built according to PFR specifications.

The community recreation centre is part of the first (of five) phases of development and is scheduled to be delivered by 2021. Its funding model is based on a combination of Section 37 funds (provided by the developer in return for higher site density) and Development Charge credits (developer pays upfront in exchange for credits toward development charges associated with future phases of the development). PFR may also contribute a small amount of funding to enhance some aspects of the centre. The completed centre will be conveyed to the City as a turn-key freehold strata conveyance and will also be operated by the City. An agreement will be entered into for cost sharing of common elements.

This partnership model is accelerating the delivery of a community recreation centre that had previously been identified as a need in the City's 2004 Recreation Facilities Report and makes a community recreation centre possible in an area in which land is limited and extremely costly.

### **Regent Park Community Centre**

The City's extensive Regent Park Revitalization initiative reconfigured the land use in that area of the city, eliminating two small community recreation centres and creating a need for a new centre in the area. By working together with the Toronto District School Board and various City divisions and agencies including the Toronto Community Housing Corporation, a new community recreation centre was completed in 2016.

The new co-located centre features recreation facilities, an employment centre, the Nelson Mandela Child Care Centre (run by George Brown College) and connections to Nelson Mandela Park Public School. The centre was designed with extensive input from stakeholders and the local community and is widely recognized as having contributed to the neighbourhood's appeal and success.

The funding formula for this facility included Development Charges, Section 42 funds (Parkland Reserves), Section 37 and 45 benefits, specially allocated Corporate Reserve Fund monies and a contribution from the Toronto District School Board toward building the connections between the centre and the school.



**McDonald Family YMCA (505 Richmond)**

Developed in partnership with the City of Toronto, Build Toronto (now Toronto Realty Agency) and the McDonald Family YMCA will play an important role in serving the recreational needs of a rapidly growing and high-density area of the city. Scheduled to open in 2020, this facility is part of the Waterworks Revitalization project which also includes affordable housing units, a 299-unit residential development, a public food hall and an improved St. Andrew's Playground.

The land for this facility is being contributed by Build Toronto, on behalf of the City of Toronto. One-third of construction costs will be provided by the YMCA and community donations, with the remaining two-thirds contributed by the City of Toronto using Section 37 and 45 funds generated in the area. The YMCA will own and operate the facility. Through a 30-year community use agreement, the City is negotiating a degree of public access for all residents.