# **DA TORONTO**



City Budget 2012

## City Planning Capital Budget Analyst Notes

The City of Toronto's budget is presented by program and service, in Analyst Note format. The City's Capital Budget funds major infrastructure.

# 2012-2021 Capital Program

2012 CAPITAL BUDGET ANALYST BRIEFING NOTES BUDGET COMMITTEE NOVEMBER 28, 2011

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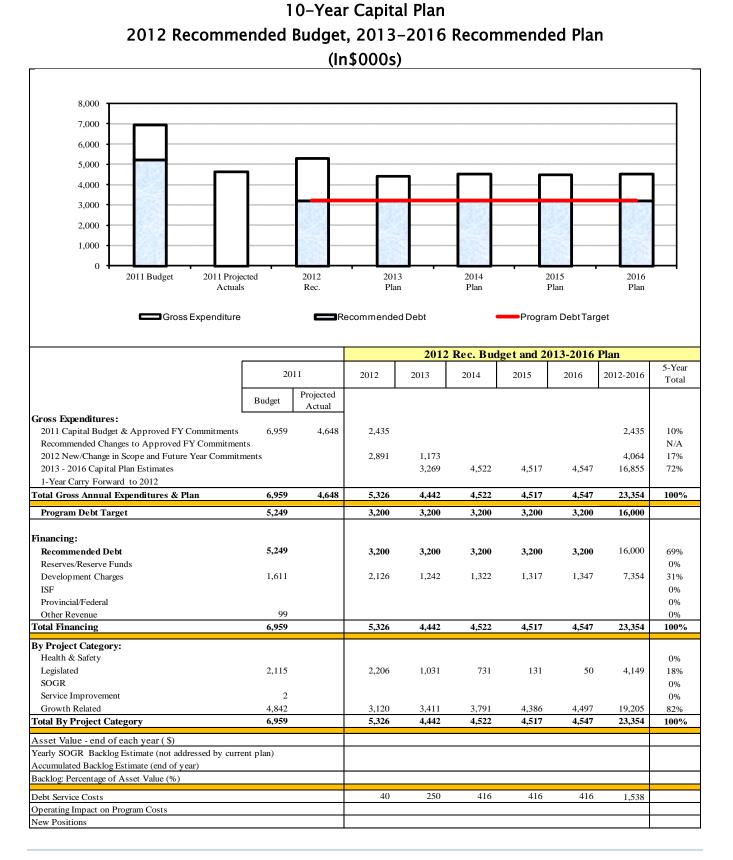
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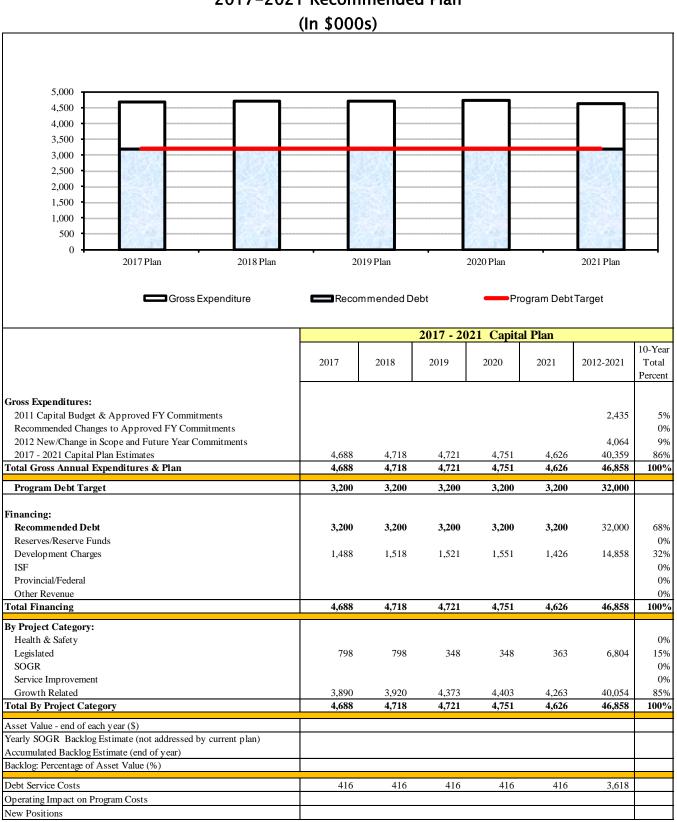
## PART I: RECOMMENDATIONS

The City Manager and Chief Financial Officer recommend that:

- 1. Council approve the 2012 Recommended Capital Budget for City Planning with a total project cost of \$4.064 million and a 2012 cash flow of \$5.326 million and future year commitments of \$1.173 million, comprised of the following:
  - a) New Cash Flow Funding for:
    - i) 7 new/change in scope sub-projects with a 2012 total project cost of \$4.064 million that requires cash flow of \$2.891 million in 2012 and a future year commitment of \$1.173 million in 2013;
    - ii) 3 previously approved sub-projects with a 2012 cash flow of \$2.435 million;
- 2. Council approve new debt service costs of \$0.040 million in 2012, and incremental costs of \$0.250 million in 2013, and \$0.416 million in 2014 to 2021 resulting from the approval of the 2012 Recommended Capital Budget, to be included in the 2012 and future year operating budgets;
- Council approve the 2013-2021 Recommended Capital Plan for City Planning totaling \$40.359 million in project estimates, comprised of \$3.269 million in 2013; \$4.522 million in 2014; \$4.517 million in 2015; \$4.547 million in 2016; \$4.688 million in 2017; \$4.718 million in 2018; \$4.721 million in 2019; \$4.751 million in 2020; and \$4.626 million in 2021;
- 4. The Chief Planner and Executive Director of City Planning continue to work with Financial Planning Division staff to establish capital priorities for a 10-year capital planning horizon for projects outside of the Program's 2012 Recommended Capital Budget and 2013-2021 Recommended Capital Plan prior to the 2013 Capital Budget process; and
- 5. The Chief Planner and Executive Director of City Planning be authorized to work on the "A" list of potential new Civic Improvement projects for 2012 and proceed to the "B" list of alternative projects in the event capital work for an "A" project cannot proceed in the current year.

## PART II: 2012 - 2021 CAPITAL PROGRAM

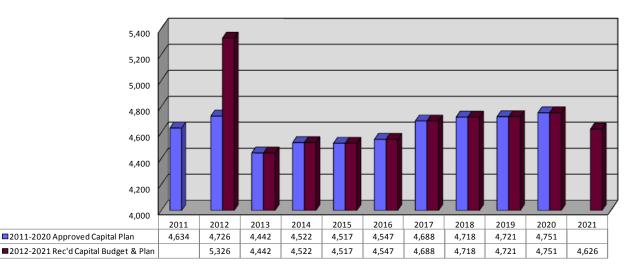




## 10-Year Capital Plan Overview

- City Planning's 10-Year Recommended Capital Plan is directed at achieving and reinforcing the on-going legislated requirements related to the City's new Official Plan, Zoning By-Law and Archaeological Mater Plan, as well as several growth-related planning studies and implementing the Division's Civic Improvement Program.
- Current capital needs are addressed with this Plan through the six major capital programs: Civic Improvements, the Official Plan, the Zoning By-Law, Natural Heritage Studies, Toronto Archaeological Master Plan, and Growth-Related Studies.
- The 2012-2021 Recommended Capital Budget and Plan for City Planning, excluding carry forward funding, totals \$46.858 million of which \$32.00 million or 68% will be funded by debt. Total new debt of \$32.000 million meets the debt affordability target in each of the 10 years.
- The remaining funding, consisting of Development Charges of \$14.858 million, will be used for eligible growth-related projects.
- Growth-Related Projects total \$40.054 million or 85% of the 10-Year Recommended Capital Plan. These projects will focus on undertaking the 5 Year Review of the Official Plan and Municipal Comprehensive Review, as well as local area studies. Growth projects include Avenue Studies, Area Studies and Environmental Assessment Transit Studies.
- Legislated Projects total \$6.804 million or 15% of the 10-Year Recommended Capital Plan. These include the legislated comprehensive 5 year review of the Official Plan and Municipal Comprehensive Review, implementation and legal support of the new Zoning By-Law, as well as projects that will accurately map Natural Heritage Systems and areas that exhibit archaeological potential in Toronto.
- The 2012-2021 Recommended Capital Budget and Plan for City Planning does not have any SOGR backlog.
- There are no operating impacts as a result of City Planning's 2012-2021 Recommended Capital Budget and Plan.
- The Civic Improvement Program creates great public places in strategic locations across the City. The Planning Division partners with other Divisions that are working on infrastructure projects such as street and sidewalk reconstruction.

## Key Changes to the 2011 - 2020 Approved Capital Plan



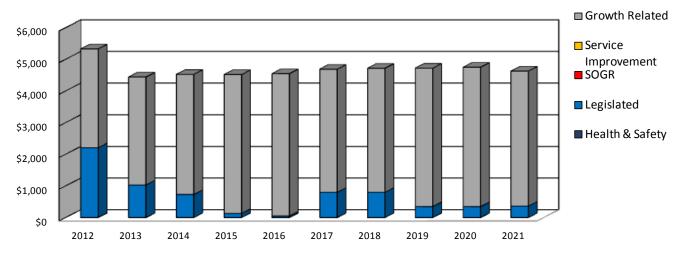
## Changes to the 2011-2020 Approved Capital Plan (In \$000s)

- City Planning's 10-Year Recommended Capital Plan is \$.600 million or 1.4% greater than the 2011-2020 Approved Capital Plan.
  - > The sole change to the 10-Year Capital Plan is attributable to the New Zoning By-law.
  - At its meeting of May 18, 2011, City Council repealed the recommended new Zoning By-law. Revisions to the By-law will extend the project timelines.
  - As a result of the repeal of the New Zoning By-law, the 2012 Recommended Capital Budget includes additional funding of \$0.600 million to defend the new By-law at the Ontario Municipal Board (OMB).
- Details of changes to project cash flow funding reflecting the 2012-2021 Recommended Capital Plan are noted below:

(In \$000s)												
Key Projects	Total Project Cost	2012	2013	2014	2015	2016	2017	2018	2019	2020	2012 - 2020	Revised Total Project Cost
New Zoning By-Law	1,650	600									600	2,250
Total Change	1,650	600	0	0	0	0	0	0	0	0	600	2,250

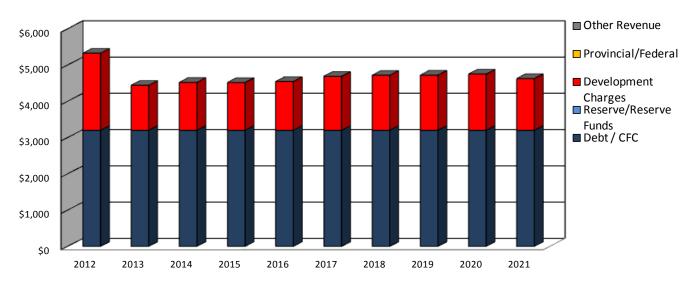
## Summary of Project Changes

#### 2012 - 2021 Recommended Capital Plan



## 2012-2021 Capital Plan by Project Category (In \$000s)

- The 10-Year Recommended Capital Plan of \$46.858 million consists of \$40.054 million or 85% of Growth Related projects and \$6.804 million or 15% of Legislated projects.
- Capital funding for Legislated projects total \$4.149 million or 18% over the first five years and \$6.804 million or 15% over the 10-Year Recommended Capital Plan period.
  - These projects include the 5-Year review of the Official Plan and Municipal Comprehensive Review (2012-2020), legal support for the New Zoning By-law (2012-2014), and \$0.939 million in capital projects that will map Natural Heritage Systems and areas that exhibit archaeological potential in Toronto (2012-2021).
  - The 5-Year review of the Official Plan ends in 2014 and starts up again in 2017, resulting in a decrease in legislated projects in 2015 and 2016.
- Growth-Related projects total \$19.205 million or 82% over the first five years and \$40.054 million or 85% over the 10-Year Recommended Capital Plan planning horizon.
  - These projects focus on the Civic Improvement Program (Places), as well as local area studies. Projects include the Eglinton-Scarborough Crosstown Planning Study, Mimico 2020 and Yonge Street North Planning Study.



## 2012-2021 Capital Plan by Funding Source (In \$000s)

- Debt funding amounts to \$32.000 million, or 68% of the financing for City Planning's 10-Year Recommended Capital Plan. Development Charge (DC) reserve funding totals \$14.858 million or 32%.
- Annually, the 10-Year Recommended Capital Plan includes \$3.200 million of debt funding. Development charge funding ranges between \$1.242 million and \$2.126 million over the 10 year timeframe.
  - DC funded projects were reviewed to ensure the maximum application of eligible recoveries from the DC Reserve accounts, resulting in an increase in 2012 DC reserve funding.

(IN \$000S)												
	Total Project Cost	2012 Rec. Budget	2013 Plan	2014 Plan	2015 Plan	2016 Plan	2017 Plan	2018 Plan	2019 Plan	2020 Plan	2021 Plan	2012-2021 Total
Legislated												
New Zoning By-Law	600	1,200	600	300							315	2,415
New Official Plan	750	750	300	300			750	750	300	300		3,450
Natural Heritage Inventory Studies	200	200	81	81	81							443
Toronto Archaeological Resources Plan	56	56	50	50	50	50	48	48	48	48	48	496
Sub-Total		2,206	1,031	731	131	50	798	798	348	348	363	6,804
Growth Related												
Places - Future Years	1,085	2,170	2,346	2,726	3,146	3,257	3,000	3,030	3,133	3,163	3,163	29,134
Development Charge Funded Studies	575	950	1,065	1,065	1,240	1,240	890	890	1,240	1,240	1,100	10,920
Sub-Total		3,120	3,411	3,791	4,386	4,497	3,890	3,920	4,373	4,403	4,263	40,054
Total		5,326	4,442	4,522	4,517	4,547	4,688	4,718	4,721	4,751	4,626	46,858

## Summary of Major Capital Initiatives by Category

#### Major Capital Initiatives

City Planning's 2012–2021 Recommended Capital Budget and Plan is directed at achieving and reinforcing on-going legislated requirements related to the City's new Official Plan, Zoning By-law and Archaeological Master Plan, as well as several growth-related planning studies and implementing the Division's Civic Improvement Program.

#### Legislated Projects

#### New Zoning By-Law

- The Zoning By-law Project will continue to require funds of \$2.100 million over the first five years for legal support at the OMB.
- On May 18, 2011, Council passed a by-law to repeal the Zoning By-law and directed that the by-law be revised. The revised Zoning By-Law, if adopted by Council, will require legal support at the OMB and will be extended to 2014.

#### Official Plan and Municipal Comprehensive Review

- The Five-Year Official Plan Review and Municipal Comprehensive Review will address the statutory requirement to undertake these reviews and will result in updated policies to address new legislative requirements brought about since adoption of the Official Plan in 2002.
- This initiative will require funding of \$3.450 million over 2012–2021.

#### Natural Heritage Inventory Studies

• Natural Heritage Inventory Studies require funding of \$0.443 million over the 10 year period to verify and map areas of the Natural Heritage Systems in Toronto that are particularly significant including wetlands, areas of natural and scientific interest and environmentally significant areas, for Official Plan purposes.

#### Toronto Archaeological Resources Plan

- The Toronto Archaeological Resources project will continue to require funds into 2012 and beyond as consultants are required to provide services to implement, monitor and update changes to the management Plan for future years.
- This multi-year program involves detailed research in the growth and development of the City, as well as the mapping of areas of archaeological potential including known archaeological sites.

#### Growth Related

#### Civic Improvement Program – Places

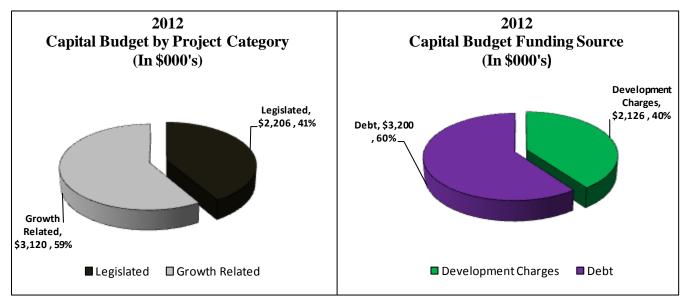
- The Civic Improvement Program Places will require \$29.134 million of funding over the 10-year planning period.
- The Civic Improvement Program enhances the quality of the City's open spaces within the road allowances by improving their physical infrastructure with special emphasis on pedestrian comfort and safety.
- Project locations are chosen in conjunction with those identified in Transportation Services Road Reconstruction Program and are distributed across the City. These projects shape and enhance the urban environment and address communities' needs for improved streets and sidewalks.

#### Development Charge Funded Studies

- The Development Charge Funded Studies will require \$10.920 million of funding over the 10-year planning period.
- These projects focus on the implementation of the Official Plan and undertake growthrelated studies, including: Local Area Studies, Secondary Plan, Avenue Studies and Environmental Assessments, all of which are eligible for a portion of Development Charge Reserve funding.

## PART III – 2012 RECOMMENDED CAPITAL BUDGET

## 2012 Capital Budget by Project Category and Funding Source



- The 2012 Recommended Capital Budget, excluding funding carried forward from 2011 to 2012, requires 2012 cash flow of \$5.326 million gross with funding from debt of \$3.200 million and \$2.126 million from Development Charges.
- The 2012 Recommended Capital Budget, excluding funding carried forward from 2011 to 2012, is \$5.326 million, of which 59% or \$3.120 million is comprised of Growth Related projects and 41% or \$2.206 million is allocated to Legislated projects. The most significant Growth Related project in 2012 is Places, which accounts for \$2.170 million or 70% of total Growth Related projects. The New Zoning By–Law is the most significant 2012 Legislated project, accounting for \$1.200 million or 54% of Legislated projects.
- The 2012 Recommended Capital Budget for City Planning meets the 2012 debt affordability target of \$3.200 million.

	(In \$000s)															
	2010 & Prior Year Carry Forward	2012 Previously Approved Cash Flow Commitments	2012 New Cash Flow Rec'd	2012 Total Cash Flow Rec'd	2011 Carry Forwards	Total 2012 Cash Flow (Incl 2010 C/Fwd)	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total Cost
Expenditures Previously Approved Change in Scope New New w/Future Year		2,435	831 2,060	2,435 831 2,060		2,435 831 2,060	1,173									2,435 0 831 3,233
Total Expenditure	0	2,435	2,891	5,326	0	5,326	1,173	0	0	0	0	0	0	0	0	6,499
Financing Debt Other Reserves/Res Funds Development Charges ISF Provincial/Federal		1,585	1,615	3,200		3,200	743									3,943 0 0 2,556 0 0
Total Financing	0	2,435	2,891	5,326	0	5,326	1,173	0	0	0	0	0	0	0	0	6,499

## 2012 Recommended Cash Flow & Future Year Commitments

\*Please refer to Appendix 4 for detailed project listings

- City Planning's 2012 Recommended Capital Budget is \$5.326 million and provides funding of \$2.891 million for new/change in scope projects, and \$2.435 million for previously approved projects.
  - Places-2012 represents \$1.085 million or 44.5% of previously approved projects, and Places-Future Year represents \$1.085 million or 37.5% of new projects.
- Approval of the 2012 Recommended Capital Budget will result in a cash flow commitment of \$1.173 million in 2013.
- The 2012 Recommended Capital Budget and Future Year Commitments will provide funding for the legal challenges to defend the new Zoning By-law at the OMB, and continue the Civic Improvements Places project.

## 2012 Recommended Capital Project Highlights

#### 2012 Recommended Capital Projects

(In	\$000s)
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(11 \$6665)													
Project	Total Project Cost	2012	2013	2014	2015	2016	2012 - 2016	2017	2018	2019	2020	2021	2012 - 2021
													L
New Official Plan	750	750											750
New Zoning By-law	1,200	1,200											1,200
Places	2,170	2,170	1,173										3,343
Development Charge Funded Studies	950	950											950
Natural Heritage Inventory Studies	200	200											200
Toronto Archaeological Resources	56	56											56
													L
Total (excluding carry forward)		5,326	1,173	0	0	0	0	0	0	0	0	0	6,499

The 2012 Recommended Capital Budget provides funding of \$5.326 million to:

- Continue:
  - The 5-Year Review of the Official Plan and the Municipal Comprehensive Review (MCR) required by the Growth Plan.
  - Undertaking ongoing Development Charge Funded Studies including the Eglinton-Scarborough Crosstown Planning Study, Environmental Assessments, and Growth Related Studies including the Mimico 2020 project and the Yonge Street North Planning Study.
  - Implementing key civic improvement projects that will enhance the quality of the City's open spaces within the road allowance and improve their physical infrastructure with special emphasis on pedestrian comfort and safety.
  - > Accurately mapping Natural Heritage System.
  - > Identifying areas of archaeological potential in Toronto.
- Begin:
  - Considering the new Zoning By-law for enactment by City Council in 2012. The project streamlines the City's 43 different Zoning By-laws.
  - > Defending appeals to the new Zoning By-law at the Ontario Municipal Board (OMB).

## PART IV: ISSUES FOR DISCUSSION

## 2012 Issues

#### The New Zoning By-Law

At its meeting of August 27, 2010 City Council approved the new Zoning By-law, which streamlines 43 existing City zoning by-laws. At its meeting of May 18, 2011, City Council repealed the approved new Zoning By-Law and directed that a new or revised Zoning By-Law be considered for enactment in 2012. Revisions to the By-law will extend the project timelines into 2014 and will require additional funding of \$0.600 million in 2012 to support on-going legal challenges at the Ontario Municipal Board (OMB).

#### Civic Improvement Projects ("A" List & "B" List)

City Planning has provided a copy of its "A" list of potential new Civic Improvement Projects for 2012 and a "B" list of alternative projects to provide work plan flexibility in the event capital work for an "A" project cannot proceed in the current year. It is recommended that the Chief Planner and Executive Director be authorized to undertake the "A" list of capital projects and proceed to the "B" list of alternative projects should it be able to proceed in 2012. These funds have been included in the 2012–2021 Recommended Capital Budget and Plan. The "A" and "B" list includes:

PLACES 2012 – "A" LIST										
PLACE	DESCRIPTION	ESTIMATED COST (000's)								
Kingston Road, Birchmount Avenue to Victoria Park Road (Ward 36)	Public space improvement "Places" along Kingston Road as per City Council directive	\$390								
Coxwell Avenue at Gerrard Street East and Fairford Avenue (Wards 30, 32)	Concrete seat walls and green intersections (Safety and Operational Improvement Program)	\$250								
St. Clair Avenue West and Northcliffe Boulevard (Ward 17)	Landscape improvements at school parkette	\$175								
Scarlett Road Bridge over Humber River (Wards 4, 11)	Streetscape improvement, paving lighting railing	\$330								
Finch Avenue, Yonge Street to Victoria Park (Ward 24)	Entrance trail/gateway improvement	\$295								

Dufferin Street, Springhurst Avenue to Queen Street West (Ward 14)	Intersection improvements	\$220
McCaul Street, from Queen Street West to College Street West (Ward 20)	Streetscape improvement	\$230
Bay Street and Davenport Road (Ward 27)	Streetscape and intersection improvement	\$280
	Total	\$2,170

Places 2012 – "B" List									
PLACE	DESCRIPTION	Estimated Cost (000's)							
Leslie Street, Finch Avenue East to Steeles Avenue East	Trail entrance links to West Don River	\$150							
Bathurst Street – Dupont Street Railway Lands (CPR-Bridge)	Underpass streetscape and façade improvement	\$250							
Adelaide Street West – Spadina Avenue	Streetscape /tree planting improvement	\$100							
Davenport Road, Yonge Street to McAlpine Street	Intersection improvements	\$200							
Midland Avenue, Eglinton Avenue to Lawrence Avenue East	Gateway intersection(s) improvement	\$300							
York Mills Road to Old Yonge Street	Intersection improvement	\$250							
Leslie Street to Queen Street (Eastern Ave)	Intersection improvement	\$200							
The Queensway over CPR, west of Kipling Avenue	Public space streetscape improvement	\$350							
Gerard Street East - Bridge	Bridge improvement	\$350							
Dundas Street - Bathurst Street to University Avenue	Public space improvement	\$250							
Bathurst Street, Bridgman Avenue to Davenport Road	Public space streetscape improvement	\$250							
Overlea Boulevard, Don Mills Road to Millwood Road	Public space streetscape improvement	\$300							
Sherbourne Street, Queen Street East to Shutter Street	Public space streetscape improvement	\$250							

## **Future Year Issues**

### Long Term Strategy / Master Plan

It is difficult for City Planning to predict with a high degree of accuracy the capital needs of the Program beyond 2016. During this period, for example, another review of the Development Charges By-law is anticipated and funding for additional future studies may be required which may affect the cash flow funding requirements for this period. These studies are often detailed Official Plan implementation studies for local areas and communities. For example, with about 160 kilometres of "Avenues" in the City, the Avenue program study will be a core part of the Program's capital budget needs for some time. Other capital budget requirements will include local area revitalization studies. Cash flow projections are estimates based on historical expenditure amounts.

It is recommended that the Chief Planner and Executive Director of City Planning continue to work with Financial Planning Division staff to establish capital priorities for a 10-year capital planning period prior to the 2013 Capital Budget process.

## 2011 Performance

### 2011 Key Accomplishments

New Official Plan

 $\checkmark$  Resolution of three outstanding appeals to the Official Plan.

Official Plan - 5 Year Review and Municipal Comprehensive Review

✓ As required by the *Planning Act*, conducted a Five Year Review of the Official Plan, coupled with the Municipal Comprehensive Review.

#### Zoning By-law Project

✓ Revised the new Zoning By-law that was repealed by Council.

Civic Improvement Program - Places

✓ 21 projects will be completed in 2011.

### 2011 Capital Variance Review

#### 2011 Budget to Actuals Comparison – Total Gross Expenditures

(In \$000s)
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2011 Approved		September 30th Variance)	Projected Actu	als at Year End	Unspent Balance		
\$	\$	% Spent	\$ % Spent		\$	% Unspent	
6,569	1,771	27.0%	4,648	70.8%	1,921	29.2%	

- City Planning is projecting year-end spending of \$4.648 million representing a spending rate of 70.8% of the 2011 Approved Capital Budget.
- The projected year end variance of \$1.921 million is primarily due to \$1.028 million in anticipated unspent funds for Civic Improvement Projects mainly attributable to changes within the scheduling and scope of divisional capital works initiatives.
- City Planning projects to carry forward \$1.921 million of anticipated unspent funds to complete the projects that are currently underway, early in 2012.

## 10 - Year Recommended Capital Plan Project Summary

	Total												
	Project												
Project	Cost	2012	2013	2014	2015	2016	2012-2016	2017	2018	2019	2020	2021	2012-2021
New Official Plan	3,450	750	300	300			1,350	750	750	300	300		3,450
New Zoning By-Law	2,415	1,200	600	300			2,100					315	2,415
Places-Future Years	29,134	2,170	2,346	2,726	3,146	3,257	13,645	3,000	3,030	3,133	3,163	3,163	29,134
Development Charge Funded Studies	10,920	950	1,065	1,065	1,240	1,240	5,560	890	890	1,240	1,240	1,100	10,920
Natural Heritage Inventory Studies	443	200	81	81	81		443						443
Toronto Archaeological Resources	496	56	50	50	50	50	256	48	48	48	48	48	496
Total	46,858	5,326	4,442	4,522	4,517	4,547	23,354	4,688	4,718	4,721	4,751	4,626	46,858

## 2012 Recommended Capital Budget; 2013 to 2021 Capital Plan

## 2012 Recommended Cash Flow and Future Year Commitments

## 2012 Recommended Capital Project with Financing Details

## 2012 Reserve / Reserve Fund Review

#### **Reserve/Reserve Fund Review - Program Specific**

Table 1		Projected	Proposed Withdrawals										
Reserve / Reserve Fund Name	Project / SubProject Name and Number	Balance as at Dec. 31, 2011 *	2012 Rec. Budget	2013 Plan	2014 Plan	2015 Plan	2016 Plan	2017 Plan	2018 Plan	2019 Plan	2020 Plan	2021 Plan	2012 - 2021 Total
	Beginning Balance	\$0	\$999	\$719	\$743	\$713	\$680	\$645	\$610	\$574	\$539	\$506	
XR2301 / XR2121	Places Projects		(\$1,147)	(\$860)	(\$940)	(\$970)	(\$1,000)	(\$1,030)	(\$1,060)	(\$1,090)	(\$1,120)	(\$1,120)	(\$10,337)
Devlopment Charge Reserve													\$0
Fund-Civic Improvements													\$0
													\$0
													\$0
	Total Proposed Withdrawals		(\$1,147)	(\$860)	(\$940)	(\$970)	(\$1,000)	(\$1,030)	(\$1,060)	(\$1,090)	(\$1,120)	(\$1,120)	(\$10,337)
	Projected Contributions		\$867	\$884	\$910	\$937	\$965	\$995	\$1,024	\$1,055	\$1,087	\$1,119	\$9,843
TOTAL RESERVE FUND BALANCE AT YEAR-END		\$0	\$719	\$743	\$713	\$680	\$645	\$610	\$574	\$539	\$506	\$505	

#### **Reserve/Reserve Fund Review - Corporate**

Table 2		Projected	Proposed Withdrawals										
Reserve / Reserve Fund Name	Project / SubProject Name and Number	Balance as at Dec. 31, 2011 *	2012 Rec. Budget	2013 Plan	2014 Plan	2015 Plan	2016 Plan	2017 Plan	2018 Plan	2019 Plan	2020 Plan	2021 Plan	2012 - 2021 Total
Old DC Studies (XR2030/XR2009-XR2012) &	Beginning Balance	\$4,563	\$4,563	\$4,690	\$5,437	\$6,217	\$7,066	\$7,952	\$8,765	\$9,616	\$10,532	\$11,490	\$76,328
	Avenue Studies		(\$200)	(\$112)	(\$112)	(\$126)	(\$126)	(\$84)	(\$84)	(\$126)	(\$126)	(\$110)	(\$1,206)
	EA Transit Studies		(\$128)	(\$70)	(\$70)	(\$70)	(\$70)	(\$52)	(\$52)	(\$70)	(\$70)	(\$56)	(\$708)
Studies(XR2120)	Growth Studies		(\$214)	(\$116)	(\$116)	(\$151)	(\$151)	(\$112)	(\$112)	(\$151)	(\$151)	(\$140)	(\$1,414)
	5-Year Review Official Plan		(\$438)	(\$84)	(\$84)			(\$210)	(\$210)	(\$84)	(\$84)		(\$1,194)
	Total Proposed Withdrawals		(\$980)	(\$382)	(\$382)	(\$347)	(\$347)	(\$458)	(\$458)	(\$431)	(\$431)	(\$306)	(\$4,522)

\* Based on 2nd Quarter Variance Report