



STAFF REPORT ACTION REQUIRED

Parks and Recreation Facilities Master Plan Update and Consultation Plan

Date:	October 5, 2015
To:	Executive Committee
From:	General Manager, Parks, Forestry and Recreation
Wards:	All
Reference Number:	P:\2015\Cluster A\PFR\EX09-102015-AFS#21820

SUMMARY

Parks Forestry and Recreation has initiated the development of a Facilities Master Plan as directed through the Council approved Recreation Service Plan (2012) and Parks Plan (2013).

Recreation Service Plan - Recommended Action 9.3

"Develop a 20-year Parks, Forestry and Recreation facilities plan to guide facility planning and required investments."

Parks Plan - Recommended Action 10.1

"Develop a 20-year Parks, Forestry and Recreation facilities plan."

This 20-year plan will update the Recreation Facilities Report (2004) and will prioritize future investment and opportunities for parks and recreation facility provision. It will be informed by divisional strategic and service plans and strategies, and by City of Toronto strategic directions and documents. A comprehensive community and stakeholder engagement strategy is in place to ensure that residents and stakeholders are informed and engaged throughout the development of the plan.

The Facilities Master Plan will be based on the principles of inclusion, access, equity and quality, which are approved within the contexts of the Parks and Recreation Service Plans. Using an industry based approach to facility and service planning, the Facilities Master Plan will guide the City's future investment and prioritization of facility

provision. The purpose of this report is to provide an overview of the project plan, timelines and consultation plan.

RECOMMENDATIONS

The General Manager of Parks, Forestry and Recreation recommends that:

1. the Executive Committee receive this report for information.

Financial Impact

There is no financial impact arising from the recommendations in this report.

It is expected that the recommendations in the final Facilities Master Plan report will be considered, pending Council approval, as part of subsequent 10 year capital plans beginning in 2018.

Equity Impact

Parks, Forestry and Recreation values inclusion and diversity and aims to improve the quality of life of all Torontonians through the provision of facilities and services that are welcoming and accessible. The Facilities Master Plan will guide future provision of park and recreation facilities and amenities based on principles of inclusion, access, equity and quality. The development of the plan will include a focus on identifying and addressing barriers to access for diverse groups and communities. It will increase the Division's capacity to align facilities and services with measured need and demand, and to improve equity with respect to facility and service access. Increased access to park and recreation facilities improves individual, social and economic well-being.

DECISION HISTORY

The Parks Plan was approved by City Council at its meeting on May 7, 8 and 9, 2013. This five-year plan sets out four areas of priority: communicate and connect with users, preserve and promote nature, maintain quality parks, and strengthen system planning, and directs Parks, Forestry and Recreation to develop a 20-year facilities plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PE20.1>

The Recreation Service Plan was approved by City Council at its meeting on November 27, 28 and 29, 2012. This five-year plan aims to increase participation in recreation, decrease financial barriers, and improve local and geographic access to recreation, and directs Parks, Forestry and Recreation to develop a 20-year facilities plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.CD17.2>

The Facilities Master Plan, as well as the Parks and Recreation Service Plans outlined above build on the following Parks, Forestry and Recreation planning initiatives:

Our Common Grounds: Toronto Parks and Recreation Strategic Plan was approved by City Council at its meeting on July 20, 21 and 22, 2004. This 15-year plan emphasizes the strategic goals of environmental stewardship, child and youth development and lifelong active living and includes recommendations on facility planning.

<http://www.toronto.ca/legdocs/2004/agendas/council/cc040720/cofa.pdf>
<http://www.toronto.ca/legdocs/2004/agendas/council/cc040720/edp5rpt/cl002.pdf>

The Recreation Facilities Report was approved by City Council at its meeting on September 28, 29, 30 and October 1, 2004. It outlines directions for planning and provision of the City's recreation facilities over a five to ten year period.

<http://www.toronto.ca/legdocs/2004/agendas/council/cc040928/cofa.pdf>
<http://www.toronto.ca/legdocs/2004/agendas/committees/edp/edp040913/it005.pdf>

In addition, a Facilities Plan is recommended by the 2012 Parks, Forestry and Recreation Division Service Efficiency Study: Final Report.

http://www1.toronto.ca/City%20Of%20Toronto/City%20Manager's%20Office/Strategic%20&%20Corporate%20Policy/pfr_ses.pdf

ISSUE BACKGROUND

Parks and recreation facilities are physical spaces that support participation in activities that keep people active, healthy and connected to their communities. Parks, Forestry and Recreation (PFR) is embarking on the development of a 20-year Facilities Master Plan in order to support sustainable and equitable access to high quality parks and recreation facilities across the City.

The Facilities Master Plan responds to direction provided in the Council approved Recreation Service Plan (2012) and Parks Plan (2013). It builds on previous Council approved planning initiatives, including Our Common Grounds: Toronto's Parks and Recreation Strategic Plan (2004) and the Recreation Facilities Report (2004), both of which responded to the need for strong planning to continue to meet parks and recreation needs in a City that is experiencing rapid growth and demographic change.

The 2004 Recreation Facilities Report was a ten year plan based on 2001 Census information. The upcoming Facilities Master Plan will refresh and build on this work, providing updated priorities for the next 20 years. It will analyse and address issues such as:

- Significant population and demographic changes since 2001, and revised population projections.
- Changing recreation, leisure and facility trends and needs.
- Aging recreational infrastructure. The average age of a City-owned community centre is over 40 years.
- The increasing costs of maintaining the state of good repair.
- Impact of legislative changes as it relates to facility design (AODA).
- Geographic distribution of facilities across the City.

This long-term planning exercise will enable PFR to align its capital program with City of Toronto strategic goals, the Division's service plans, and concurrent planning and policy processes. It is aimed at identifying key priorities and capital requirements across the city that can be incorporated into future capital plans.

COMMENTS

Need for a Facilities Master Plan

The Recreational Facilities Report (2004) was a ten-year plan based on 2001 Census data. The plan has reached its time horizon and needs to be refreshed. The Recreation Facilities Report has successfully guided major recreation infrastructure development since 2004, and the priorities it identified have resulted in the construction or planned construction of multiple community centres, pools, skateparks and other facilities.

The new Facilities Master Plan will be a comprehensive exercise that considers demographic data, utilization information, considers trends, legislative changes and community, staff and stakeholder inputs to inform recommendations. The Council-approved Recreation and Parks Service Plans, informed by extensive public consultation and Council input, also direct PFR to develop a Facilities Master Plan. The need for a master plan is also driven by the changing landscape in the needs, expectations and service delivery models for both parks and recreation. Urbanization, socio-economics, areas of limited development, service demands, the role of other providers and private sector interests are some of the factors that must be considered in how we rationalize facility provision decisions moving forward. Current data and research, along with the valued input of residents, will result in an informed plan and actionable recommendations.

Alignment

The Facilities Master Plan will update the division's 2004 Recreation Facilities Report and will be integrated into a broader divisional planning framework that includes the Division's service plans and multiple strategic and policy initiatives such as the Sport Strategy, Fitness Services Review, Skateboarding Strategy, and Tennis Strategy. In addition, development of the Plan will consider and, where possible, create linkages with major corporate planning initiatives, for example the City's Seniors Strategy, Strong

Neighbourhoods Strategy 2020, Middle Childhood Strategy, Youth Equity Strategy, Poverty Reduction Strategy, Official Plan Review and TOCore.

Scope

Parks, Forestry and Recreation operates 1,500 parks, 136 community centres, 40 arenas with 48 ice pads, 52 outdoor artificial ice rinks with 65 ice pads, and 65 indoor and 57 outdoor swimming pools. In order to make the Plan comprehensive and realistic it addresses many but not all facility types. The facilities that are in scope for this plan are: community centres; gymnasiums; multi-purpose rooms; weight rooms and fitness rooms; indoor playgrounds; walking tracks; indoor and outdoor pools; splash pads and wading pools; indoor and outdoor arenas and ice pads, curling rinks; lawn bowling, tennis, bocce and outdoor basketball courts; bike and skate parks; sports fields (soccer, multi-use, softball, baseball diamonds, cricket pitches); sports bubbles; dogs off leash areas; and field houses/change rooms.

Plan Development and Timeline

To complete the plan, PFR has engaged the expertise of Monteith Brown Planning Consultants through an open bidding process. A progress update report will be provided to City Council in the second quarter of 2016, followed by the final report in the first quarter of 2017. The project work plan has five phases as outlined below:

Phase 1 - Current state of provision analysis (Fall 2015)

- Review current inventory, and how facilities are provided, used and funded
- Analyse planning context, demographic/recreation trends, role of other providers

Phase 2 - Needs assessment, gap analysis and principles for investment (Winter 2015 – Spring 2016)

- Identify gaps and needs, and develop standards for provision and investment
- Draft facility standards, provision recommendations and opportunities

Phase 3 - Stakeholder review and consultation (Fall 2015 – Fall 2016)

- Engage diverse residents and stakeholders throughout the Plan's development

Phase 4 - Plan financing (Summer 2016)

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

Phase 5 - Draft recommendations and directions (Fall 2016)

- Develop a draft Facilities Master Plan with facility provision and use recommendations, and financing and implementation plans

Phase 6 - Facilities Master Plan approval (Winter 2017)

Community and Stakeholder Engagement

A comprehensive community and stakeholder engagement strategy is in place and a detailed consultation plan has been developed (see Appendix A). The consultation plan provides a summary of the consultation principles, audiences, activities, timing and reporting. Consultation will be based on the principles of openness and inclusivity, transparency, clarity, timeliness, flexibility, coordination and evaluation. It will target four key audiences, each providing an important perspective: the public (facility users and non-users), stakeholder organizations including diverse groups, City of Toronto staff and Toronto City Council.

The consultation process has two phases. The first aims to understand needs and establish principles by gathering feedback on current facility provision, gaps and needs, and investment principles. The second will test and refine the draft master plan by sharing and seeking feedback on identified facility needs, funding options, plan directions and recommendations. Summaries will be created for each consultation activity and a summary report will be developed at the end of each part of the consultation process. These documents will be distributed to participants and posted to the project website.

Throughout the planning process key audiences will be engaged through numerous activities:

- Stakeholder Advisory Group meetings through which 20–30 external groups with a citywide mandate will provide feedback. Membership will include but not be limited to social planning, community development, newcomer and sport umbrella organizations, as well as groups that represent youth, seniors, women, Aboriginal peoples, people with disabilities, racial minorities and the LGBTTT community.
- Two online surveys – the first to learn about gaps and needs, and the second to test and refine the draft Master Plan.
- Stakeholder interviews/focus groups for in-depth discussion.
- Four public/electronic town hall meetings to share information and seek feedback on facility provision, gaps and needs, and investment principles.
- Discussion guide and toolkit to enable individuals and groups to initiate and document conversations, then contribute feedback to the consultation process.
- Electronic survey and workshops to engage City of Toronto staff.
- Engagement of all City Councillors through a project information session and individual interviews.
- A project-specific website with information and materials, and to provide updates and host online surveys.
- Regular e-newsletter updates to project mailing list.

CONCLUSION

Parks and recreation are integral to the quality of life for residents of Toronto. There is a strong relationship between the provision of public recreation and benefits to personal, community, social and economic well-being. As Toronto grows and changes, the recreation needs of residents also change. Planning for parks and recreation facilities and services must be proactive, informed by an understanding of current and anticipated future needs, address the needs of all residents and conducted with the active participation of the public and key stakeholders.

The 20-year Facilities Master Plan will address these needs. The Plan will prioritize investment in parks and recreation facilities over the next 20 years, ensuring residents continue to have access to high quality parks and recreation facilities by recommending and guiding the creation of new facilities, the renewal of existing buildings, and recommending strategies to optimize the use of facilities in order to best meet local and city-wide needs. The Plan will include implementation and financial strategies to support long-term success.

CONTACT

Ann Ulusoy, Director, Management Services Branch, Tel. 416-392-8190, Fax 416-397-4899, Email aulusoy@toronto.ca

Michael Schreiner, Director, Parks Development and Capital Projects Branch, Tel. 416-392-8453, Fax 416-392-3355, Email mschreiner@toronto.ca

Howie Dayton, Director, Community Recreation Branch, Tel. 416-392-7252, Fax 416-397-4899, Email hdayton@toronto.ca

Richard Ubbens, Director, Parks Branch, Tel. 416-392-7911, Fax 416-397-4899, Email rubbens@toronto.ca

Laura Atkins, Manager Policy and System Planning, Policy and Strategic Planning Branch, Tel. 416-397-5361, Fax 416-392-3355, Email latkins@toronto.ca

SIGNATURE

Janie Romoff
General Manager, Parks, Forestry and Recreation

ATTACHMENTS

Appendix A - Consultation Plan

Staff report for action on
Parks and Recreation Facilities Master Plan Update and Consultation Plan