



**STAFF REPORT
ACTION REQUIRED**

**Parks and Recreation Facilities Master Plan -
Progress Report**

Date:	September 8, 2016
To:	Executive Committee
From:	General Manager, Parks, Forestry and Recreation
Wards:	All
Reference Number:	P:\2016\Cluster A\PFR\EX17-092216-AFS#22295

SUMMARY

Parks Forestry and Recreation is currently developing a Parks and Recreation Facilities Master Plan, as directed through the City Council-adopted 2013-2017 Recreation Service Plan (2012) and Parks Plan 2013-2017 (2013). The Parks and Recreation Facilities Master Plan will update the Recreation Facilities Report, which has successfully guided major recreation infrastructure development since 2004.

The Parks and Recreation Facilities Master Plan will prioritize investment in parks and recreation facilities over the next 20 years to ensure that residents have continued access to high quality parks and recreation facilities. The Parks and Recreation Facilities Master Plan will guide the location and creation of new parks and recreation facilities, the renewal of existing facilities, and recommend strategies to optimize the use of facilities in order to best meet local and City-wide needs.

The Parks and Recreation Facilities Master Plan development is being informed through a comprehensive process that considers demographic data, the condition and utilization of City facilities, recreation and leisure trends, legislation such as the Accessibility for Ontarians with Disabilities Act, as well as public and stakeholder input gathered through extensive engagement. The Parks and Recreation Facilities Master Plan will include implementation and financial strategies to support long-term success. The Plan will be reviewed every five years and updated based on progress, current data and emerging needs.

The purpose of this report is to provide an overview on the progress of the project, to provide a summary of consultation findings to date, to introduce guiding principles and emerging directions for the Parks and Recreation Facilities Master Plan, and to outline planned consultation activities that will take place in Fall 2016. The final Parks and Recreation Facility Master Plan Report will be submitted to City Council in Spring 2017.

RECOMMENDATIONS

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

1. City Council receive this report for information.

Financial Impact

Although this is a progress report for information, the final Parks and Recreation Facilities Master Plan report will have significant financial implications.

Once the final report is completed, the challenge will be to adjust the 10-year Capital Plan and Operating Budget to best achieve the updated objectives within available resources starting with the 2018 budget cycles.

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 parks and recreation facilities and services that are welcoming and accessible. The Parks and Recreation Facilities Master Plan will guide future provision of park and recreation facilities and amenities based on principles of quality, sustainability, innovation and equity. Identifying and addressing barriers to access for diverse groups and communities has been a focus in developing the plan. The Parks and Recreation Facilities Master Plan will increase the Division's capacity to align parks and recreation facilities and services with measured need and demand, and improve equity with respect to facility and service access. Increased access to parks and recreation facilities improves individual, social and economic well-being.

DECISION HISTORY

The Parks and Recreation Facilities Master Plan Update and Consultation Plan was adopted by City Council's Executive Committee at its meeting on October 20, 2015, and describes a schedule of consultation activities and project reports to City Council.

To view the decision document follow the hyperlink:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX9.8>

The Parks Plan 2013-2017 adopted by City Council at its meeting on May 7, 8 and 9, 2013 and, among other items, recommends the development of a 20-year facilities plan.

To view the decision document follow the hyperlink:

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

The 2013-2017 Recreation Service Plan adopted by City Council at its meeting on November 27, 28 and 29, 2012 and, among other items, recommends the development of a 20-year facilities plan.

To view the decision document follow the hyperlink:

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

The Parks and Recreation Facilities Master Plan, as well as the Parks Service Plan and the 2013-2017 Recreation Service Plan outlined above build on the three Parks, Forestry and Recreation planning initiatives highlighted below.

Our Common Grounds: Toronto Parks and Recreation Strategic Plan adopted by City Council at its meeting on July 20, 21 and 22, 2004.

To view the associated document follow the hyperlink below:

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

The Recreation Facilities Report adopted by City Council at its meeting on September 28, 29, 30 and October 1, 2004.

To view the associated documents follow the hyperlinks below:

<http://www.toronto.ca/legdocs/2004/agendas/council/cc040928/cofa.pdf> (City Council Decision - Economic Development and Parks Committee, Report 6, Clause 4)

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

The Parks, Forestry and Recreation Division Service Efficiency Study: Final Report (2012), which recommends a Facilities Plan.

To view the associated document follow the hyperlink:

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

ISSUE BACKGROUND

Parks, Forestry and Recreation is currently developing a 20-year Parks and Recreation Facilities Master Plan to guide future planning and investment for indoor and outdoor parks and recreation facilities across the City.

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 Parks and Recreation Facilities Master Plan comprehensive and realistic it addresses many but not all facility types.

The parks and recreation facilities that are within the 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 greens; tennis, bocce and outdoor basketball courts; bike and skate parks; sports fields (soccer, multi-use, softball, baseball diamonds, cricket pitches); sports bubbles; dog off-leash areas; and field houses/change rooms.

Titled "Active Spaces – People Places", the Parks and Recreation Facilities Master Plan, recognizes that parks and recreation facilities support participation in activities that keep people active, healthy and connected to their communities. These facilities add to quality of life, enrich the social fabric within neighbourhoods, and contribute significantly to the social, economic, and environmental priorities of the City. The Parks and Recreation Facilities Master Plan will support sustainable and equitable access to high quality facilities across the City by guiding the location and creation of new facilities, the renewal of existing facilities, and recommending strategies to optimize the use of facilities in order to best meet local and City-wide needs.

The Parks and Recreation Facilities Master Plan responds to direction provided in the City Council-adopted Recreation Service Plan (2012) and Parks Plan (2013), and will update the Recreation Facilities Report (2004), a 10-year plan based on 2001 Census information.

The Parks and Recreation Facilities Master Plan will refresh and build on this work, providing updated priorities. The Plan will analyse and address issues such as population changes and trends, recreation and facility needs and trends, aging parks and recreation infrastructure and increasing costs of maintaining the state of good repair, distribution of facilities, and the impact of legislation such as the Accessibility for Ontarians with Disabilities Act.

The Parks and Recreation Facilities Master Plan is built upon an extensive engagement process to ensure recommendations are based upon the needs of residents and stakeholders. The first phase of consultation is complete, and a second phase is planned for Fall 2016. A summary of findings to date are included in this progress report (refer to Appendix A).

COMMENTS

Development of the Parks and Recreation Facilities Master Plan - Progress Update

The Parks and Recreation Facilities Master Plan is on schedule to be completed in Spring 2017. The project work plan is outlined in Figure 1 below:

Figure 1



Phase 1 and 2 deliverables include:

- A review of recreational assets, and their utilization and condition,
- An assessment of current facility provision levels and demand,
- An analysis of the responsiveness of existing parks and recreation facilities, particularly in areas of the City identified as having high growth, low/no growth, higher rates of socioeconomic marginalization, and those that have been historically underserved, and
- An inventory of other facility providers.

Phase 3 deliverables include a comprehensive consultation plan and summary reports of public and stakeholder consultation activities. Phase 4 will deliver a financial plan for the Parks and Recreation Facilities Master Plan.

The Parks and Recreation Facilities Master Plan aligns with divisional service plans and strategic reports, and with work currently in progress for major City Planning initiatives underway including: TOcore, the Growing Up: Planning for Children in New Vertical Communities study, and ongoing secondary plan processes. The Plan's engagement process has two phases - the first aims to understand facility needs and establish principles, and the second will test and refine the Plan's emerging directions. This approach is outlined in the 'Parks and Recreation Facilities Master Plan Update and Consultation Plan' staff report that was received for information by the Executive Committee on October 20, 2015.

Engagement - Activities and Key Findings (Fall 2015 – Spring 2016)

The first phase of consultation took place between November 2015 and June 2016. Over 3,500 residents and stakeholders provided input through four town hall meetings, an online survey, thirteen stakeholder focus groups, and an online feedback form. A Stakeholder Advisory Group was established to provide input at key milestone points and feedback has been received from the resident-based Toronto Planning Review Panel of the City Planning Division. Additional consultation activities were held to gather feedback from City staff, agencies, and Councillors. Public consultation activities were widely promoted through multiple channels: online via the PFR website, City of Toronto social media, and stakeholder networks; onsite at community recreation centres, civic centres and libraries; through traditional media; and by Councillors.

A summary of public and stakeholder consultation activities and feedback is provided in the 'Parks and Recreation Facilities Master Plan Interim Consultation Process Report' (refer to Appendix A). Individual consultation activity reports are publicly available on the Parks and Recreation Facilities Master Plan website (www.toronto.ca/parks/facilitiesplan). These reports provide additional detail on the consultation dates, activities, and associated findings.

The input received confirmed that parks and recreation facilities are highly valued and play an important role in connecting people to their communities, improving quality of life, and contributing to city-building. Residents recognize that many facilities are aging and may not meet the needs of a diverse and changing population. Participants stressed the importance of ongoing investment to ensure that high quality facilities are responsive to the current and future needs of residents.

High-level feedback includes the following:

- The Parks and Recreation Facilities Master Plan should prioritize areas of greatest need:
 - Based on gaps in facility provision, demographics, and estimated population growth, with consideration of high growth areas as well as areas of lower growth that lack parks and recreation facilities.
- The City should optimize parks and recreation facilities:
 - Explore co-location of parks and recreation facilities with other City services and community organizations, and
 - Enhance existing parks and recreation facilities through additional investment (e.g. low cost repairs, renovation, repurposing, operational practices, etc.).
- Parks and recreation facilities should be designed to be:
 - Flexible and multi-purpose, to accommodate a range of uses,
 - Well maintained, with adequate support amenities, and
 - Welcoming, inclusive, safe and energy efficient.

- Parks, Forestry and Recreation should develop a financial plan that will:
 - Continue to invest in existing parks and recreation facilities,
 - Include a variety of funding sources including funding from other levels of government, partnerships, and sponsorships, and
 - Maximize current capital funding sources.

Guiding Principles and Emerging Directions

Consultation findings, data on the current state of provision, and needs assessment findings to date have informed the development of guiding principles, and point to three broad emerging directions for the Parks and Recreation Facilities Master Plan.

The guiding principles for the Parks and Recreation Facilities Master Plan are: 1) Quality; 2) Sustainability; 3) Innovation; and 4) Equity. These principles are relevant to facility planning, funding, design, construction and operation, and align with Parks, Forestry, and Recreation's Recreation Service Plan and Parks Plan as well as City Council's Strategic Plan.

The three emerging directions for the Parks and Recreation Facilities Master Plan are:

1. Renew and upgrade existing parks and recreation 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 centre is over 40 years old – and strategies are needed to renovate, enhance or repurpose these facilities in order to meet community needs.

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). In order 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.

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 equitable 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.

A long term innovative financial strategy is required to implement the Parks and Recreation Facilities Master Plan. This work will be guided by corporate financial objectives, existing service and strategic plans, and will align with the goals of Parks, Forestry and Recreation's upcoming Parkland Strategy that will guide future parkland

acquisition initiatives. Development of the financial strategy is currently underway and will be outlined in the final report.

Upcoming Engagement (Fall 2016 – Winter 2017)

As outlined in the consultation plan submitted with the October 20, 2015 staff report 'Parks and Recreation Facilities Master Plan Update and Consultation Plan', this phase of consultation will test and refine the Plan's emerging directions. Consultation activities will continue to engage four key audiences, each providing an important perspective: the public (facility users and non-users); diverse communities and stakeholder organizations; City of Toronto staff and Councillors.

A communication and promotion strategy, including a social media campaign, will ensure that information about the Parks and Recreation Facilities Master Plan and the opportunities to participate are available to residents and stakeholders in all areas of Toronto, with emphasis on including diverse and marginalized groups and communities.

Public and stakeholder consultation will include an online survey, large stakeholder working session, consultation toolkit, and pop-up consultations at locations across the City. In addition, activities initiated in the first phase of consultation will continue, including E-updates, Stakeholder Advisory Group meetings, and the online feedback form. Parks, Forestry and Recreation staff will continue to be engaged through stakeholder meetings and working groups.

Conclusion

Parks and recreation facilities are highly valued by residents, and support individual, social and economic well-being. The Parks and Recreation Facilities Master Plan will prioritize facility investment over the next 20 years to ensure that residents and communities across the City have equitable access to high quality parks and recreation facilities. The Parks and Recreation Facilities Master Plan will guide the location and creation of new facilities, the renewal of existing facilities and recommend strategies to optimize the use of facilities in order to best meet local and City-wide needs.

The Parks and Facilities Master Plan recommendations will be evidence-based, taking into consideration facility provision, condition and utilization, other service providers, growth estimates, trends, and legislation such as the Accessibility for Ontarians with Disabilities Act. Public and stakeholder feedback collected through an extensive engagement process will inform the development of the Plan.

The Parks and Recreation Facilities Master Plan will be submitted to City Council in Spring 2017.

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SIGNATURE

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ATTACHMENTS

Appendix A: Parks and Recreation Facilities Master Plan Interim Consultation Process Report.