

COMMUNITY INFRASTRUCTURE

Community infrastructure is a central component and integral building block for complete and vibrant places. Future residents, workers and visitors must have access to high quality services, facilities, and amenities for the transformation of the area to be successful.

Community infrastructure refers to public spaces and buildings that accommodate a range of services and facilities, such as educational, recreational, cultural and health-related services, to support people in meeting their social needs and enhance their well-being and quality of life. Community infrastructure, among others, includes schools, municipal community recreation centres, standalone recreation facilities, child care centres, libraries, and a wide range of human and emergency services.

The Port Lands has a dual role to play from a community infrastructure perspective. Due to its significance as part of Toronto's waterfront, the Port Lands is, and will continue to be, a city-wide resource and asset for all Torontonians. Its proximity to the downtown makes it accessible for visitors from across the city. Further, the size of the Port Lands, availability

of land, and mix of uses creates the opportunity to build new cultural spaces and recreational facilities that will draw visitors across the city and regionally to the area. In some instances, the community infrastructure will be housed in some of the city's most impressive heritage industrial buildings, providing yet another draw for people from across the city.

Locally, the Port Lands will have a series of new, connected communities and renewed employment clusters. Each of these will need the services and facilities that contribute to complete communities and a high quality of life for residents, as well as provide socio-economic supports for area workers. As this Framework spans a long time horizon, the spaces and facilities developed will need to have the flexibility to evolve with the changing needs of the population and future-proof the significant, one-time investments. If delivered in the early phases of development, community infrastructure can act as a catalyst for further investment and renewal.

In all instances, beautifully designed community infrastructure will provide an important civic contribution and help to define the Port Lands' identity and

DIRECTIONS AND RECOMMENDATIONS - 4.4 - COMMUNITY INFRASTRUCTURE



character. The buildings and spaces will be required to elevate the experience of the public realm and provide significant contributions to placemaking. The Port Lands also presents an opportunity to pioneer innovative models of service delivery that could emerge as city-wide, or even global, best practices.

Directions for the provision of community infrastructure in the Port Lands builds on policies and guidance from the Central Waterfront Secondary Plan (CWSP), which emphasizes innovative service delivery models and co-location. A Community Infrastructure Strategy for the Port Lands was also undertaken to inform this Framework.

The Strategy took into account the broader community infrastructure needs for the Port Lands so that future planning is not done in isolation on a precinct by precinct basis, leading to the potential for inefficient or inadequate infrastructure. The Strategy

was completed in 2015 with assistance and input from service providers. It looked specifically at the needs of the communities in the Port Lands, as well as at a broad geography that extended north to Danforth Avenue.

The Strategy explored:

- · What community infrastructure is in the broad geography now, who it serves, how well it works, and could any of this existing infrastructure be capitalized on;
- How many potential people will live in the Port Lands, where they will be housed, and when they will arrive;
- What will be needed to provide for the future communities in the Port Lands, but also to contribute to servicing the needs of people across the city;
- What is the best way for the community infrastructure to be provided; and
- · How can community infrastructure be potentially phased and paid for.

The Strategy included consultation with human services agencies and detailed review with a technical advisory committee comprising: Emergency Services (Fire, Police, EMS), school boards, Toronto Public Library, Children's Services (child care), Parks, Forestry and Recreation, Economic Development and Culture, and Public Health. The Strategy was tested through public and stakeholder consultation, which led to overall improvements and refinements to the initial Strategy, leading to the recommendations presented in this Framework.



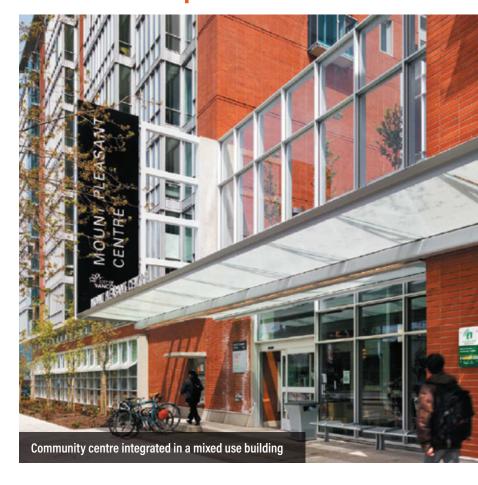
4.4.1 Community Infrastructure Principles

The Official Plan and CWSP emphasize that planning for community infrastructure is as important as planning for hard infrastructure in building successful and liveable places. These Plans recognize that achieving high standards of community living requires investment in community infrastructure in conjunction with new development.

Recognizing the Port Lands' unique context and challenges, Port Lands' specific principles were developed to inform the provision of community infrastructure. The principles will ensure consistency in the delivery of community infrastructure and define its contribution to the identity and character of the Port Lands, while also recognizing the inherent challenges in delivering infrastructure in the face of competing demands for scarce land and resources. The principles are:

Community infrastructure in the Port Lands will serve a dual purpose and meet both local and city-wide needs.

The Port Lands has a dual role to play in provision of community infrastructure. Not only does it need to meet the local needs of the new communities and renewed employment clusters, but it is also required to address key city-wide gaps. The Port Lands is, and will continue to be, a destination for visitors from across Toronto. Within the Port Lands, there is some capacity to meet current unmet city-wide needs for certain facilities that serve a broader catchment area, such as emergency services and sports complexes.



Locally-oriented community infrastructure will be conveniently located to promote walkability and create hubs of activity.

Community infrastructure in the Port Lands will encourage a walking culture and contribute to creating hubs of activity and community focal points. The facilities and services should be located adjacent to, or in proximity to, parkland and co-located with other facilities.



Community infrastructure will be geographically distributed across new communities, and in some instances strategically located in employment areas to promote animation and activity.

While it's important to create hubs of activity, it's equally important to geographical distribute community infrastructure across the Port Lands to ensure good access to services and facilities. Some community

infrastructure should also be strategically located to both serve the needs of residents and workers, but also to capitalize on opportunities for improving public access across the Port Lands geography.

Locally-oriented community infrastructure will be provided to coincide with new development and be multi-functional.

The timely provision of community infrastructure to coincide with development is a critically important aspect for ensuring complete communities. In initial phases of development, there is unlikely to be the critical mass of people needed to justify operational costs associated with the upfront delivery of all of the necessary locally-oriented community infrastructure. At the same time, it's also problematic to deliver infrastructure in later phases of development as initial residents may be without support and services for an extended period of time.

Nimbleness and flexibility will be needed for infrastructure delivery in initial phases to serve multiple roles. Early development of flexible and adaptable cultural and recreational spaces can serve as anchors for the ongoing regeneration of the Port Lands, but also meet the needs of initial residents.

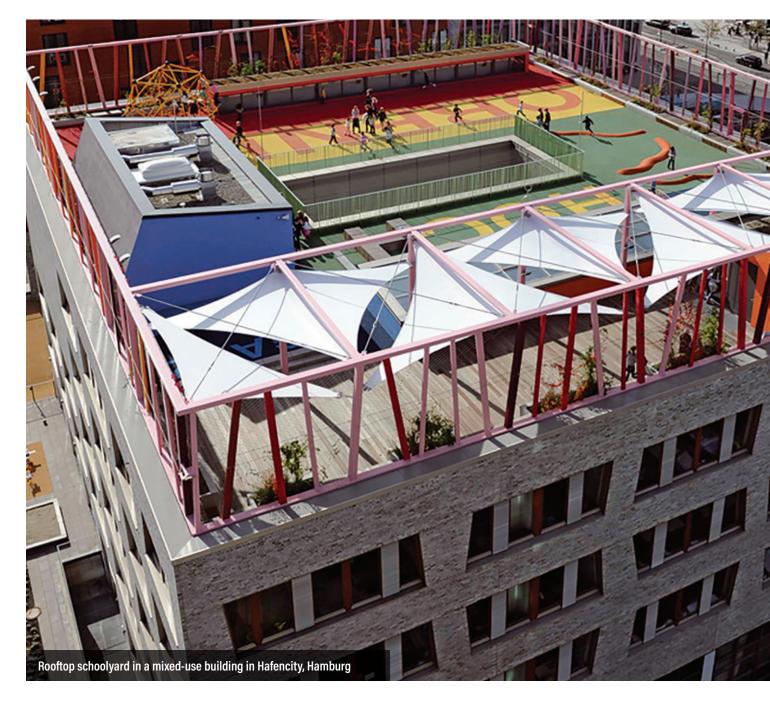
Sound decision-making about the planning, funding and delivery of community infrastructure is required. Capital planning for community infrastructure will need to be initiated early in anticipation of future population growth and in recognition of the length of time its takes to secure funding, plan and design facilities.





Community infrastructure will be provided with frontage on major streets and have good visibility and access.

A city's schools, community centres and other community facilities are civic assets enabling social cohesion while contributing to enlivening and animating the public realm. New community infrastructure, whether co-located with other facilities or integrated in new mixed-use buildings will be provided with frontage on major streets and have good visibility and access. Linkages to/from community infrastructure will be provided to pedestrian and cycling networks. Community infrastructure will also have good accessibility to public transit.





Community infrastructure will be located and designed to ensure compatibility with future neighbourhoods.

More regionally serving or city-wide community infrastructure, such as arenas, can have unintentional negative impacts on neighbourhoods. For instance, they may have higher vehicular trip generation rates

creating additional traffic in neighbourhoods or use scarce, on-street neighbourhood parking.

Additionally, some facilities are not conducive to creating an outward public presence. Emergency medical services buildings, for instance, are typically functionally designed to serve their primary purpose of emergency response and do not offer public



access. Strategically locating some citywide servicing community infrastructure away from areas within neighbourhoods intended as hubs of community activity can reduce the potential tension and friction some types of community infrastructure can create.

Community infrastructure will have a compact, urban form, be integrated in mixed-use buildings and utilize innovative delivery models.

While the Port Lands is a large geographic area, land is scarce and needs to be judiciously used. New community infrastructure will be required to have a compact urban form, including but not limited to, being designed as multi-storyed buildings or integrated in mixeduse buildings. Buildings and all their components will be capitalized on in the planning and design of community infrastructure. Ideassuch as locating play areas for schools on rooftops with the necessary safety precautions, as is done in other cities around the world, will be considered.

Additionally, innovative delivery models need to be advanced. Partnerships, established in early capital planning, alongside with maintenance and operational agreements to reduce tensions between service providers, using lessons learned from elsewhere in the city, will be required.

Community infrastructure will have the highest quality of design and/or leverage unique resources to contribute to placemaking in the Port Lands.

The unique resources of the Port Lands provides exciting opportunities for

future community infrastructure. The Port Lands is abundant with resources that are suited for adaptive reuse or locating community infrastructure.

Two buildings in particular are considered to be ideal for conversion to community infrastructure: the Hearn and the Commissioners Incinerator.

These large, monolithic structures can accommodate a wide range of different uses and are ideal for adaptive reuse. Catalytic or other destination uses should also be located adjacent to major parks and open spaces and areas identified as destinations.

Community infrastructure will be delivered considering the high-costs to redevelop the lands and future operational costs.

A balanced approach to the delivery of community infrastructure is required. On the one hand, the provision of community infrastructure is only a fraction of the full costs to redevelop the lands. At the same time, future operational costs need to be considered from the outset. While multi-storeyed facilities are encouraged, distributing some infrastructure across too many floors requires additional staffing and places increased burdens on operating budgets.

Additionally, monitoring and periodic service reviews will be needed to establish the extent of existing and future demand levels, and potential modifications that may be needed to be made to funding and service model arrangements as regeneration and renewal unfolds. Research tools such as post-occupancy surveys can be used to monitor changing demographic profiles and social needs over time.



4.4.2 Community Infrastructure Priorities

The Community Infrastructure
Strategy for the Port Lands explored
a range of different types of services
for the Port Lands to ensure complete
communities and the provision of
services to address city-wide gaps.
Additionally, using the population and
employment estimates generated,

the optimum size for the different facilities were also identified. The process involved extensive community and agency consultation. The section defines the types of community infrastructure to be delivered in the Port Lands, as well as minimum size thresholds for different facilities.

Locally-oriented Community Infrastructure Priorities

A minimum level of locally-oriented community infrastructure is needed in each new community proposed in the Port Lands to meet basic needs and ensure the health and wellbeing of future communities. Examples of locally-oriented community services are identified in Figure 48.

Often these services are provided in multi-purpose buildings or facilities. Additionally, there are synergies by providing certain services together. For instance, schools often include a child care component. This provides opportunities for before and after school care in proximity to the school, limiting the need to walk children off-site, and providing the ability to share resources.

Community recreation centre is an umbrella term capturing a facility providing a multitude of municipally run programs and services such as community meeting spaces, gymnasiums, and pools. These Cityowned spaces provide locations for physical activity and promote connection within communities by providing formal locations for many types of gatherings. They differ from stand-alone facilities that would provide a single, focused service such as an aquatic facility. Other municipally-operated services often

Figure 48: Examples of Locally-oriented Community Infrastructure

COMMUNITY MEETING SPACES	CHILDCARE	JOB SKILLS AND TRAINING PROGRAMS		
MATERNAL AND CHILD HEALTH SERVICES	NEIGHBOURHOOD LIBRARIES	YOUTH SPACES		
COMMUNITY ARTS AND ACTIVITY SPACES	GYMNASIUMS	POOLS		
COMMUNITY GARDENS	COMMUNITY KITCHENS	HEALTH CENTRES		
SENIOR CARE FACILITIES AND SUPPORT PROGRAMS	PRIMARY SCHOOLS	DENTAL SERVICES		

operate like defacto community centres. Neighbourhood libraries, for instance, not only provide an important service for people, but they often act as community gathering places and provide community meeting spaces when not used for library programming.

A number of the different community services important to everyday life are provided by non-for-profit human or community agencies, rather than the City. The services provided can be diverse and could include health services, senior care and support programs, youth programs and job skills and training. Space of a sufficient size is required to accommodate service providers, often requiring multiple service providers in a facility for greater economies of scale.

Based on the anticipated population, each new community in the Port Lands will generally require:

- A community recreation centre of a minimum of 3,250 m² (35,000 square feet);
- A public elementary school capable of accommodating 400-500 students;
- Two child care centres consisting of a minimum of 62 spaces; and
- A minimum of 1,850m² of human service space capable of accommodating one or more notfor-profit providers to enable the diversification of services that will be provided in the Port Lands.

Additionally, a neighbourhood library branch with at least 2,325 m²

(25,000 square feet) of floor area and a catholic elementary school is required for the anticipated residential population, and particularly if residential uses will be permitted in Polson Quay and South River.

While one community recreation centre is generally required in each community, this is not optimal from an operating perspective. One large community recreation centre with a minimum floor area of 4,650m² (50,000 square feet) coupled with a small community centre and neighbourhood library that provides space for a range of different services and programs would ensure each new and potential community has the necessary infrastructure. This also enables a range of infrastructure to be distributed across the Port Lands and affords the City with flexibility and greater efficiencies.



City-serving Community Infrastructure Priorities

City-serving community infrastructure caters and serves a number of different neighbourhoods and/or the broader city. The services and facilities have larger catchment areas. Examples of broader city-serving community services are identified in Figure 49.

While future residents and workers in the Port Lands will need access to all of these services, not all need to be located in the Port Lands. For instance, future residents are anticipated to rely on secondary schools elsewhere in the city. The Community Infrastructure Strategy for the Port Lands identified

Figure 49: Examples of City-serving Community Infrastructure

DISTRICT LIBRARIES	HOSPITALS		
SECONDARY SCHOOLS	ARENAS		
MUSEUMS	SHELTERS AND DROP-IN PROGRAMS		
EMERGENCY SERVICES - POLICE STATIONS, EMERGENCY MEDICAL SERVICES AND FIRE STATIONS	CATHOLIC SCHOOLS		
INDOOR SPORTS FACILITIES	PERFORMANCE AND EXHIBITION SPACES		

that it would be desirable for a new secondary school based on provision levels and growth anticipated within the broader Central Waterfront area. However, a city-wide review of schools was being undertaken at the time, and as such a secondary school site was not specifically identified in the Port Lands.

City-wide community infrastructure identified for the Port Lands focused on infrastructure requirements in the Port Lands while at the same time acknowledging key gaps in service provision elsewhere in the city. Further, the transformation of the Port Lands is an endeavor intended to benefit the entire city, not just the future residents who will call the area home.

The infrastructure priorities for the Port Lands that will also serve the broader city include:

- · Arts and cultural facilities;
- The continued need for a regional arena and sports facility;
- A small emergency medical facility (EMS) that will also provide much needed service for many eastern neighbourhoods. Access to adjacent areas is a key consideration for locating an EMS facility in the Port Lands. The current standard for EMS stations is 930m² in a stand-alone facility; and
- A 930 m² fire station located north of Commissioners Street to serve both the Port Lands, but also other new waterfront communities such as East Bayfront, Keating Precinct and the West Don Lands.





4.4.3 Locating Community Infrastructure in the Port Lands

Figure 50 illustrates the conceptual locations and, in some instances, potential options, for locating different community infrastructure in the Port Lands. The precise location of each facility will be determined through continued detailed planning, and will be refined, as necessary, during precinct planning. The

conceptual locations identified provide good access and visibility and were established in consideration of the principles established, such as co-locating facilities with either other facilities or in mixed-use buildings. Key considerations for locating the needed community infrastructure are outlined below.

Locally-Oriented Community Infrastructure

Villiers Island

In Villiers Island, there are two potential elementary school locations both strategically colocated with complementary uses and concentrated along the Keating Channel Promenade — the civic heart and activity hub for the Island and Keating Channel precinct to the north. Option one, locates the school adjacent to Villiers Park and would be co-located with a child care centre. The second option, located west of Cherry Street, would be co-located with a child care centre and a community centre discussed below.

The community centre for the Island has been earmarked as an aquatic centre with multi-purpose rooms. Depending on the ultimate location of the elementary school, the recreation centre could either co-locate on Villiers Street in the Island's western edge, or be located across the street from Villiers Park.

The second child care centre should be located elsewhere in the Island and preferably located in a mixed-use building in a central location or close to a transit stop. Two potential options exist for a human services space. A private not-for-profit recreation centre or other human service could be advanced as a catalytic community use as part of the Silo Square and adaptive reuse of the silos. The space could be delivered as flexible space early in the Island's development similar to the The Hub@Docklands in Melbourne. The second option would be to integrate 20,000 square feet of human services space in a mixed-use building within the Island.

McCleary District

A key feature of the McCleary District is the expanded McCleary Park and potential adaptive reuse of the Commissioners Incinerator building pending the relocation of the Waste Transfer Station. This building has approximately 70,000 square feet of floor area and has many re-use opportunities. A large community centre with gymnasium space and multi-purpose rooms of varying size can be accommodated, alongside a child care centre. The building could

Lake Shore Boulevard E. Carlaw Ave. Leslie St. Don Roadway Queens Quay E. Unwin Ave

Figure 50: Community Infrastructure



Public School Options



Public/Catholic School



Community Centre/Pool



Community Centre/Hub



Libraries



Child Care Centre



Human Agency Space



Catalytic/Cultural



Fire Station Options



Emergency Medical Services Options



Arena Options

*Community Infrastructure is conceptually shown. Precinct planning or concept planning would define the final location, size and programming for these spaces

also accommodate other arts and cultural uses.

The public elementary school for the McCleary District is proposed to be located either adjacent to the Don Roadway and include a child care space, or potentially co-located in the adaptive re-use of the Commissioners Incinerator building.

Polson Quay and South River

Polson Quay and South River may evolve into a third mixed-use community in the Port Lands, subject to appropriate source and receptor mitigation of nearby industrial operations. Additional community infrastructure will be needed to support this evolution.

A public school with a child care centre is conceptually shown in the proposed local park and adjacent to the Don Greenway. A neighbourhood library, needed for a total residential population in the Port Lands of approximately 25,000 people, is likewise identified. This library would also provide community meeting space. The second child care centre would be co-located in a mixed-use building in Polson Quay, along with human agency space.

Catholic Elementary School

The catholic elementary school has been conceptually co-located and envisioned as a multi-storey, compact hub with the library and public elementary school in South River within the local park.

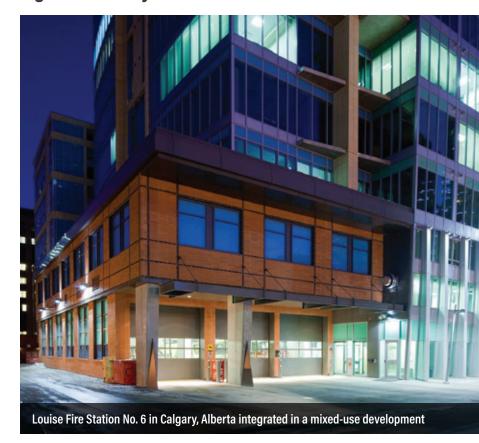
Port Lands wide and City-Servicing Community Infrastructure

Cultural Facilities

A number of the destinations proposed as part of the vision for the Port Lands are anticipated to provide a range of cultural attractions, with three sites in particular highlighted on Figure 50 — Promontory Park and the catalytic use, Basin Promenade and the Hearn. Additional cultural facilities will be encouraged and are addressed in Section 4.8 Arts and Culture.

Fire Station

Toronto Fire Service indicated the need for a new fire station in the Port Lands. As previously noted, this station would not only serve the Port Lands, but also new emerging communities elsewhere along the waterfront. The Fire Station would need to be located north of, or adjacent to, Commissioners Street.





In accordance with the principles detailed earlier, the fire station is proposed to be co-located within a mixed-use development, a model that has proven successful in Calgary's Louise Station No. 6, the Lincoln Towers in Wilmington, Delaware and 125 High Street in Boston, Massachusetts.





Emergency Medical Services

The new EMS station will be located in the East Port Precinct, with two possible locations on either side of Commissioners Street at either 545 Commissioners Street or 560 Commissioners Street. 545 Commissioners Street houses a Toronto Water laboratory that will remain. However, the site is generally underutilized and infill on the site could be feasible whereby both the water monitoring and an EMS station could be accommodated. 560 Commissioners Street is currently leased by the CanRoof Corporation. Should CanRoof relocate, this site could accommodate a range of new uses, including a new EMS facility. These locations allow EMS to operate their own stand-alone facilities without disrupting the block character of mixed-use area in relative proximity and with good access to areas outside of the Port Lands.

Arena and Sports Complex

The history of planning for a multisport facility in the Port Lands dates back to 2004, when the Federal government allocated funds toward its construction. Since that time, various options have been presented for the size, design and location of a multisport facility. In 2011, City Council directed that The Hearn Generating Station be considered as a potential location for a multi-sports complex. At a minimum, a twin-ice pad with ancillary uses is needed. A facility in the Port Lands should also provide the opportunity for other community programming and non-ice sports uses. Three potential locations have been identified for this complex.

4.4.4 Recommendations

Community infrastructure is an essential building block for complete, vibrant communities. The Port Lands provides the added opportunity for supporting broader city-wide community infrastructure needs. Community infrastructure needs were assessed holistically. The delivery of the community infrastructure will be guided by the recommendations below. Precinct planning will be used to establish preferred locations for community infrastructure, which will also include ongoing assessment and monitoring of needs as the Port Lands transformation unfolds.



The following principles will guide the provision of community infrastructure in the Port Lands:

- Recognizing that community infrastructure in the Port Lands needs to meet both local and some city-wide needs. It can also serve as emergency reception centres during emergencies;
- Conveniently locating locally-oriented community infrastructure to promote walkability and create hubs of activity;
- Geographically distributing community infrastructure across new communities, but also locating some suitable community infrastructure in identified areas of employment to promote animation and activity;
- Providing locally-oriented community infrastructure to coincide with new development and ensuring the infrastructure is designed to be multi-functional;
- Siting community infrastructure to front on public streets and ensuring good visibility and access;
- Locating and designing community infrastructure to ensure compatibility with future neighbourhoods. Community infrastructure with a more regional draw and substantial vehicular parking requirements should be located in non-residential areas;







Innovative approaches for providing the required community infrastructure will be explored, including shared use of schools, vertical integration of community infrastructure in mixed-use buildings, and/or the co-location of multiple services and facilities to create a community hub.



Schools situated adjacent to public parks will provide their own outdoor play space. The play space will not be counted towards satisfying parkland dedication requirements. Some access for school use of adjacent parks may be accommodated.



The community infrastructure priorities and approximate facility size, based on population and employment estimates, for the Port Lands are as follows:

- · Villiers Island:
 - a) One (1) small 3,250 m² Community Recreation Centre containing an indoor pool and multi-purpose space;
 - b) Two (2) licensed non-profit child care facilities with a minimum of 62 spaces each;
 - c) One 1,850 m² centre for human services space; and
 - d) One (1) public (TDSB) elementary school.
- McCleary District:
 - a) One (1) large 4,650m² Community Recreation Centre with multipurpose space and a double gymnasium that will both serve the McCleary District and entire Port Lands area;
 - b) One (1) 1,850 m² centre for human services space;
 - c) One (1) public (TDSB) elementary school; and
 - d) Two (2) licensed non-profit child care facilities with a minimum of 62 spaces each;









- **Emergency Services:**
 - a) One (1) Fire Station integrated into a mixed-use development in either Villiers Island or the McCleary District; and
 - b) One (1) Emergency Medical Services building, with an urban character and entrance fronting onto a public street, preferably north of, or adjacent to Commissioners Street.
- · Other city-wide community infrastructure priorities for the Port Lands include:
 - a) Cultural facilities in Villiers Island, and as part of the adaptive reuse of the Hearn and Commissioners Waste Transfer building; and
 - b) A twin-pad arena and/or sports complex in a compact, urban form consisting of a multi-storeyed building and limited surface parking at grade located either in the Warehouse District, the Hearn or south of Unwin Avenue to the west of the Cherry Beach Sports Fields.



Other facilities that will be encouraged as either transitional or permanent community infrastructure include:

- · A discovery centre to showcase and educate residents, employees and visitors on the naturalized river valley and other natural features in the Port Lands;
- · A destination or cultural facility as part of the Polson Point and Turning Basin Plazas identified as Inner Harbour Special Places on Map E;
- · Institutional and post-secondary uses; and
- · Public boat clubs and launches.



Should residential uses be permitted in the Polson Quay and South River Districts, a full range of community infrastructure will be required. Priorities and the approximate size of facilities are:

- One (1) public (TDSB) elementary school;
- · One (1) public (TCDSB) elementary school;
- One (1) 1,850 m² centre for human services space;
- One (1) 1,595 m² public library with multi-purpose space; and
- Two (2) licensed non-profit child care facilities (one in Polson Quay and one in South River) with a minimum of 62 spaces each.







DIRECTIONS AND RECOMMENDATIONS - 4.4 - COMMUNITY INFRASTRUCTURE





The specific type of community infrastructure may be refined and/or revised at precinct planning or through a city-wide review of recreational facilities without the need to amend the Official Plan policies and at the sole discretion of the City. Refinements to the community infrastructure priorities during precinct planning will include consideration of the following:

- The actual land uses and densities proposed, or that has been developed, in each district;
- The identification of any changes in need and demand; and
- · Consultation with service providers and the public.



The City, Waterfront Toronto and the Province should collaborate on undertaking a feasibility study for the adaptive reuse of the Hearn, including the inclusion of cultural facilities and sports facilities.



Further exploration of potential locations and the form for a new multisports complex should be undertaken which includes developing a financial strategy, identifying a preferred location, preparing an updated schematic design and advancing a financial strategy that integrates funding previously allocated for a sports complex in the Port Lands.



The City should establish a partnership table to determine optimal methods of delivering co-located community infrastructure.



Continue to consult with City Divisions and Agencies, the Toronto District School Board, Toronto Catholic District School Board, human service agencies, child care providers, and other community groups as appropriate, during precinct planning and as the Port Lands transformation unfolds.



