



STAFF REPORT ACTION REQUIRED

City Services in Intensifying Areas – Toronto and East York District

Date:	May 26, 2017
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Wards in TEY
Reference Number:	17-148529 SPS 00 TM

SUMMARY

This report responds to a motion (TE23.121) passed by the Toronto and East York Community Council on April 4, 2017. The motion requested the Director, Community Planning, Toronto and East York District, and other appropriate staff, to report to the June 13, 2017 meeting of the Toronto and East York Community Council on any instances where a City recreation service, park or child care centre has been closed, defunded or removed from services without a replacement plan in an area undergoing significant intensification within the boundaries of the Toronto and East York Community Council district.

Since the motion was passed, City Planning staff, in collaboration with Children's Services and Parks, Forestry and Recreation, have researched and provided an analysis in response to the April 4, 2017 motion.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council receive for information the report (May 26, 2017) from the Director, Community Planning, Toronto and East York District, entitled "City Services in Intensifying Areas – Toronto and East York District".

Financial Impact

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

On April 4, 2017, the Toronto and East York Community Council adopted TE23.121 requesting the Director, Community Planning, Toronto and East York District, and other appropriate staff, to report to the June 13, 2017 meeting of the Toronto and East York Community Council on any instances where a City recreation service, park or child care centre has been closed, defunded or removed from services without a replacement plan in an area undergoing significant intensification within the boundaries of the Toronto and East York Community Council district.

This report provides information on recent service changes in the Toronto and East York District with respect to Parks, Forestry and Recreation and Children's Services. It also provides data on population growth in Wards 30 and 32 in the context of other areas of Toronto and East York, to respond to the local concerns of the Ward Councillors who moved the motion.

COMMENTS

Population Growth

The chart below illustrates the population growth in Ward 30 from 1996 to 2016. The data is sourced from the City Planning Ward Profiles, census data, and the 2016 population counts from Statistics Canada.

Year	Total Population	Change from Previous Census	Change (%) from Previous Census
1996	54,505		
2001	56,450	+1,945	+3.5%
2006	52,815	-3,635	-6.4%
2011	53,290	+475	+0.9%
2016	55,440	+2,150	+4.0%

Population in Ward 30 has fluctuated between Census periods. Over the 20 year period, the population has grown 1.7%.

The chart below illustrates the population growth in Ward 32 from 1996 to 2016. The data is sourced from the City Planning Ward Profiles, Census data, and the 2016 Population counts from Statistics Canada.

Year	Total Population	Change from Previous Census	Change (%) from Previous Census
1996	54,520		
2001	56,270	+1,750	3.21%
2006	55,835	-435	-0.77%
2011	57,365	+1,530	2.74%
2016	59,190	+1,825	3.18%

Population in Ward 32 has risen fairly steadily, with the exception of the 2001-2006 census period. Over the 20 year period, the population has grown 8.5%.

Growth Estimates for Ward 30 and 32

As of March 31, 2017, there were 23 projects with a residential component in the development pipeline for Ward 30. These projects propose a total of 3,274 residential units. These projects include development applications under review and development that has been approved but not yet built. The projects can be broken down as follows:

Project Status	Number of Projects	Number of Residential Units
Under Review	7	2,277 units
Approved, Not Built	15	949 units
Built after May 1, 2016 (not captured in 2016 Census)	1	48 units
Totals	23	3,274 units

If all of these projects were approved, built and occupied in the future, the estimated potential population growth would be between 5,700 and 6,300 persons or a change of 9.3 to 10.2%. It is important to note, however, that all of these units are unlikely to be constructed at the same time. Rather, past analysis on development proposals suggests that these residential units will be built and occupied over a period of 15 years. The total number of residential units also includes the proposed development at 309 Cherry Street in the Port Lands which accounts for 31% (1,013 units) of the total number of residential units. It should also be noted that the Port Lands is being master planned with new community services and facilities, which is unlike the pattern of infill development elsewhere in the area.

As of March 31, 2017, there were 24 projects with a residential component in the development pipeline for Ward 32. These projects propose a total of 1,972 residential units. These projects include development applications under review and development that has been approved but not yet built. The projects can be broken down as follows:

Project Status	Number of Projects	Number of Residential Units
Under Review	6	272 units
Approved, Not Built	16	1,591 units
Built after May 1, 2016 (not captured in 2016 Census)	2	109 units
Totals	24	1,972 units

If all of these projects were approved, built and occupied in the future, the estimated potential population growth would be between 3,400 and 3,900 persons or a change of 5.5 to 6.1%. As noted above, all of these units are unlikely to be constructed at the same time. Rather, past analysis on development proposals suggests that these residential units will be built and occupied over a period of 15 years.

It should also be noted that the average number of persons per household across the City has been declining over time due to demographic change and the construction of physically smaller housing units which tend to appeal to smaller households.

Although Wards 30 and 32 are experiencing growth, neither ward is considered an area of high intensification. The Official Plan targets areas intended for intensification, which include the Downtown and Central Waterfront Area and the Centres. Other areas targeted for intensification include the Avenues and other *Mixed Use Areas* outside of the Downtown, the Centres, and the Avenues; however, these growth areas are intended to take on more sensitive infill, such as midrise buildings generally no taller than the width of the adjacent right-of-way, creating a main street character, and that are massed and scaled to fit harmoniously and are compatible with the surrounding contexts, which are typically low-rise *Neighbourhoods*. With regard to employment uses, the Official Plan also designates areas and protects for intensification strictly for employment growth.

The slow and steady projected rate of growth allows service divisions like Parks, Forestry and Recreation and Children's Services to plan for and accommodate that growth within their existing service footprint or look to invest the capital where needed, in the future, in accordance with their service and capital plans.

Growth Estimates for Queen Street East, between Broadview and Coxwell Avenues

The motion on April 4, 2017 spoke to the recent growing intensification along Queen Street East between Broadview and Coxwell Avenues. As of March 31, 2017, there were 19 projects with a residential component in the development pipeline for the area within 500 metres of Queen Street East, between Broadview Avenue and Coxwell Avenue. These projects propose a total of 1,807 residential units. If all of these projects were built and occupied in the future, the estimated potential population growth would be between 3,200 and 3,600 persons. As stated above, these residential units are not likely to be built and occupied at the same time and their development will occur throughout the next 15 years.

Growth Areas

There have been several recent instances where City staff have undertaken infrastructure planning in response to areas in the Toronto and East York District that are experiencing unprecedented growth. For example, Downtown Toronto has grown from 200,000 residents in 2011 to approximately 250,000 in 2016. It is estimated that the development pipeline would bring the population to between 380,000 and 393,000 people, which is an increase of approximately 52% from 2016.

In response to this growth, the City is undertaking a study known as TOcore, which is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary physical and social infrastructure to remain a great place to live, work, learn, play and invest. TOcore is in its second phase, which involves drafting policies, plans and strategies.

In addition to TOcore is the second phase of the Midtown in Focus planning study in the Yonge-Eglinton Secondary Plan area. The Yonge Eglinton Secondary Plan area has a population of 61,209 in 2016, with 19,807 being located in the centre of Yonge-Eglinton. It is estimated that the development pipeline would bring the population to between 87,200 and 92,200 people in the Yonge-Eglinton Secondary Plan area (an approximately 42% increase) and between 38,800 and 41,800 people in the Yonge-Eglinton centre (an approximately 96% increase). The second phase of the Midtown in Focus is currently undertaking a growth, built form and infrastructure review, which will result in the identification of service gaps for community infrastructure to inform the review of development applications, capital planning and the development of implementation strategies.

In addition to the above, a Community Services and Facilities Study is typically required for a zoning by-law amendment application. A CS&F study identifies current and required levels of social infrastructure needed in order to support the health, safety and well being of local residents. A CS&F study generally includes information on local elementary and secondary schools, public libraries, community and recreation centres, arenas, swimming pools, social services and community spaces. Not all development applications require a CS&F study, and the study is generally required if the application is of a significant scale and thus providing the potential for impacts on the provision of appropriate levels of community services and facilities. A CS&F study, for example, may not be required for a townhouse development or some midrise buildings depending on the number of proposed residential dwelling units. Other instances in which a CS&F study may be required is if few community services and facilities are known to exist in the area; if little information is known of the capacity of the existing facilities and services in the area; or if the site of the proposed development is located in a *Regeneration Area* or *Avenue* in the Official Plan.

Interdivisional Coordination

City Planning, Parks, Forestry and Recreation (PFR) and Children's Services participate in a number of shared, coordinated planning exercises related to growth in the Toronto and East York District including TOcore, King-Spadina, and Yonge and Eglinton as well as divisional growth plans including but not limited to PFR's Facilities Master Plan. In areas of more moderate growth, these divisions address growth-related issues through their own service and capital plans.

PFR Recreation Programming

PFR has not closed, relocated or defunded any programs in areas of high intensification over the last five years without a relocation plan. In the last five years, one program has been relocated successfully. Decisions related to any service change for PFR are accompanied by implementation and replacement plans. Community Recreation programming in the Toronto and East York District has in fact increased over the past five years with new centres opening and others replaced with larger buildings and increased programming. PFR has opened three new recreation facilities in Toronto and East York:

- Wellesley Community Centre, opened 2005
- Regent Park Aquatic Centre, opened 2012
- New Regent Park Community Centre, opened 2016

There has been one instance within the Toronto and East York District in the last five years where the aquatic programming at Brown Junior public school (454 Avenue Road) was relocated to City facilities within the community. There was a relocation plan in place with all programming successfully relocated, without incurring any loss in service.

Children's Services

Children's Services has not closed, relocated or defunded any programs in areas of high intensification over the last five years. During that time span, two directly operated child cares were closed, one in the Kensington Market area, and one at Queen and Lansdowne. Kensington Market, while located Downtown, was not and is not an area of substantive development activity or planned for development in the future. Queen and Lansdowne is not considered an area of high intensification. During that five year period Children's Services has opened two directly operated child cares in other areas of the City.

When closing programs a number of factors are considered including building condition, whether the property is up to or can be brought up to current licensing and regulatory standards, enrollment in and demand for the program, and services and population in the local area. During the 2017 budget process, Children's Services received direction from Council to report back on any proposed program or centre closures of directly-operated child care programs prior to the 2018 and future budget processes and will report out as required in the future regarding any proposed closures.

Conclusion

City Divisions, such as City Planning, Children's Services and Parks, Forestry and Recreation, among others, work together to plan for growth areas as targeted in the City of Toronto's Official Plan, namely, the Downtown and Central Waterfront Area, the Centres, the Avenues, and *Mixed Use Areas*.

Community services and facilities have not been relocated or reduced in areas of significant growth. Service relocations, when necessary, do include an appropriate replacement plan. Service planning including capital programs ensure a sufficient level of service for residents.

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SIGNATURE

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