

## **Downtown Community Services and Facilities Strategy**

**Date:** April 17, 2018

**To:** Planning and Growth Management Committee

**From:** Chief Planner and Executive Director, City Planning, General Manager, Parks, Forestry and Recreation, Acting General Manager, Children's Services, Director, Real Estate Services and Executive Director, Social Development, Finance and Administration

**Wards:** 20, 27 and 28

### **SUMMARY**

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Community services and facilities (CS&F) contribute to the social, economic and cultural development of the city and are vital in supporting a liveable Downtown. CS&F are publically accessible, non-profit facilities and places where City Divisions, school boards and agencies deliver programs and services. They act as neighbourhood focal points and serve as "urban living rooms" for a diverse Downtown population including residents, workers, students and vulnerable populations. CS&F support a strong network of programs and services that are essential to building community capacity as well as the fostering of complete communities.

Growth in the Downtown has placed significant pressures on the existing community services and facilities sectors, which for the purpose of the Community Services and Facilities Strategy (CS&F Strategy), includes: child care centres, libraries, schools, recreation facilities and human services. The CS&F Strategy outlines directions and actions intended to align service and facility planning with long-term growth in the residential and worker populations. The Strategy identifies growth-related community space and facility needs and priorities to support infrastructure investment through collaboration and alignment with the strategic and capital plans of City divisions, boards and agencies. The CS&F Strategy supports the implementation of the Downtown Plan by informing the Complete Community Assessment and other requirements as part of the Planning Rationale for development applications.

The Downtown Plan provides a blueprint for growth and infrastructure in Toronto's core over the next 25 years. Leveraging opportunities that come with intensification, while addressing challenges often associated with growth, the plan seeks to achieve complete communities, of which CS&F form a critical role. In 2016, Downtown had a population of close to 240,000, with more than 500,000 jobs. By 2041, Downtown has

the potential to grow to as many as 475,000 residents. The Downtown, together with the 'shoulder' areas of South of Eastern and Liberty Village, has the potential to reach between 850,000 and 915,000 jobs by 2041.

## **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning, General Manager, Parks, Forestry and Recreation, Acting General Manager, Children's Services, Director, Real Estate Services and Executive Director, Social Development, Finance and Administration recommend that:

1. Council adopt the Downtown Community Services and Facilities Strategy, attached as Attachment 1 to this report, to guide implementation of the Downtown Plan.
2. Council direct the Chief Planner and Executive Director of City Planning, Director of Real Estate Services, the General Manager of Parks, Forestry and Recreation, the General Manager of Toronto Children's Services, and the Chief Librarian, Toronto Public Library Board in consultation with the Chief Financial Officer to:
  - a. monitor the progress and implementation of the Community Services and Facilities Strategy including updates to the Sector Tables, Actions and Directions contained in the Downtown Community Services and Facilities Strategy; and
  - b. prepare a Community Services and Facilities Implementation Strategy following the completion of work by each of the divisions and agencies on their respective sector strategies, facility master plans, studies and reviews, targeting a report in the first quarter of 2020.
3. Council direct the Director of Real Estate Services the General Manager of Parks, Forestry and Recreation, the General Manager of Toronto Children's Services, and the Chief Librarian, Toronto Public Library Board, to use the Downtown Community Services and Facilities Strategy, to inform future capital plans.
4. Council direct City Staff to use the Downtown Community Services and Facilities Strategy to review development applications within the Downtown Plan area to:
  - a. inform the necessary infrastructure required to support the development application;
  - b. assess the potential cumulative impact of other applications and to determine the City's ability to provide the necessary infrastructure to support development; and
  - c. use planning mechanisms, such as holding by-laws, to ensure that growth and infrastructure needs are aligned.
5. Council direct the Executive Director of Social Development, Finance and Administration, the Director of Real Estates Services, and the General Manager of Parks Forestry and Recreation, in consultation with the Chief Planner and Executive

Director, City Planning, to establish an Inter-Divisional Working Group, to review the future renewal, retrofit and/or expansion needs and opportunities for Association of Community Centres (AOCCS) and other City-owned community facilities (excluding facilities operated by Parks, Forestry and Recreation) serving the Downtown in consultation with AOCCs and Toronto Neighbourhood Centres (TNCs) and to report back by the fourth quarter 2019 with a long-term capital strategy for AOCCS and other appropriate City-owned assets.

6. Council direct the Executive Director of Social Development, Finance and Administration with the Director of Real Estate Services, the Transition Lead of CreateTO, the General Manager of Parks Forestry and Recreation, and the Chief Planner and Executive Director, City Planning in partnership with University Settlement House, to explore opportunities to develop a plan and rationalize City-owned assets such as the University Settlement House, Harrison Pool and St. Patrick's Market sites to better meet the emerging needs of the community and to ensure that further development of these sites are aligned with the forthcoming Downtown West Service Plan as well as parks and public realm improvements, and to report back to Council by the fourth quarter of 2019.

7. Council direct the Executive Director of Social Development, Finance and Administration and Director of Real Estate Services, to prioritize the allocation of space through the Community Space Tenancy policy to address the identified needs in the Downtown Community Services and Facilities Strategy.

8. Council direct the Chief Planner and Executive Director of City Planning, Director of Real Estate Services, the General Manager of Parks, Forestry and Recreation, the General Manager of Toronto Children's Services, and the Chief Librarian, Toronto Public Library Board in consultation with the school boards to report back every 5 years with updates to the Downtown Community Services and Facilities Implementation Strategy to be coordinated with the preparation of the City's future Development Charges By-law updates.

## **FINANCIAL IMPACT**

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There are no direct financial implications resulting from the implementation of the recommendations in this report.

Growth in the Downtown has placed significant pressures on the existing community services and facilities sectors, which for the purpose of the Community Services and Facilities Strategy (CS&F Strategy), includes: child care centres, libraries, schools, recreation facilities and human services. The CS&F Strategy outlines directions and actions intended to align service and facility planning with long-term growth for residential and worker populations. The CS&F Strategy identifies growth-related community space and facility needs and priorities to support infrastructure investment through collaboration and alignment with the strategic and capital plans of City divisions, boards and agencies.

The CS&F Strategy was prepared in partnership with the lead operating divisions and agencies for each of the sectors including: Parks, Forestry and Recreation, Social Development Finance and Administration, Children's Services, Real Estate Services and the Toronto Public Library Board (TPL). Both the Toronto District School Board and the Toronto Catholic District School Board were engaged in the preparation of the CS&F Strategy. Given the diversity of projects identified in the CS&F Strategy, coupled with the 25-year horizon for the Downtown Plan, a CS&F Implementation Strategy will be prepared.

The Implementation Strategy will be informed by the work currently underway by the lead operating divisions including:

- Parks, Forestry and Recreation will be reporting back to City Council in 2019 on the Facilities Master Plan implementation strategy, in light of the City's broader Capital Plan. The findings of the FMP have been integrated in the Downtown CS&F Strategy, hence the report back on the FMP will be integrated in the CS&F Implementation Strategy.
- Toronto Children's Services' 2017 Council approved Children's Services Child Care Growth Strategy was used to develop the Downtown CS&F Strategy. Based on population estimates for the Downtown it is estimated that an additional 3,700 child care spaces will be required to support residential growth in the Downtown to 2031. These spaces are expected to be delivered by existing facility retrofits and through new builds as opportunities arise through the development review process. The provision of child care spaces has been identified as a priority in the Downtown Plan. A specific policy requirement to secure child care facilities in development where it can be accommodated through Section 37 provisions of the Planning Act helps to achieve this objective.
- The TPL Board approved a Strategic Work Plan for 2018 which included the undertaking of a city-wide Library Facilities Master Plan Study (TPL-FMP). The TPL-FMP Study is targeted for completion at the end of 2018. The CS&F Implementation Strategy will be informed as appropriate to reflect any service changes and Capital Plan priorities resulting from the TPL-FMP and any adjustments to branch improvement timelines.
- The Social Development, Finance and Administration Division (SDFA) will be reporting out on two initiatives that will support the human services sector: The Whole-of-Government Framework to Guide City of Toronto Relationships With the Community-Based Not-for-Profit Sector initiative; and the updated Community Space Tenancy Policy which sets out a framework for securing below-market-rent space for eligible non-profit community-based organizations. The Downtown Plan addresses these facilities by requiring developers to replace existing non-profit community service facilities and encouraging, through the use of Section 37, the provision of new human service facilities.
- The provision and required funding of school facilities to address growth rests with the respective school board. The CS&F Strategy identifies 11 elementary school facilities to accommodate anticipated growth in Downtown, which includes schools under construction, those to be rebuilt and proposed new schools. The Strategy also highlights priorities and actions to meet challenges to support growth.

The CS&F Implementation Strategy will both inform and be informed by the above initiatives. Projects will also be assessed in terms of the degree to which they address infrastructure requirements related to growth versus benefit to existing populations. This will ensure that this work informs future Development Charges By-law reviews.

The CS&F Implementation Strategy will involve an analysis of the approved 10-year Capital Plan for the operational divisions involved. This analysis will determine whether the infrastructure elements are addressed, fully or partially, within the Capital Plan, and will point to those elements that may require additional investments as appropriate. Opportunities for alignment of projects will be identified to ensure coordination and synchronization of capital investments across divisions and agencies. Additional opportunities for partnerships with third parties – such as planned investments by Agencies, Boards and Commissions and other orders of government – will be explored.

The Implementation Strategy will identify the appropriate planning, funding and financing tools available to support future investment in parkland and the public realm. These tools include Section 42, Development Charges, Section 37 funds, Site Plan Control, and agreements to enable public access. Alignment and coordination of these individual tools will be reviewed in the preparation of the CS&F Implementation Strategy.

Detailed infrastructure timing and funding will need to be prioritized against other City-wide capital projects and operating impacts both funded and unfunded as well as the City's financial and resource capacity to deliver additional infrastructure works that will inform and guide the future Capital Budget Plan and Operating Budget processes. The timing and provision of the necessary infrastructure to support growth in the Downtown will be a collective responsibility with the development industry for building a liveable Downtown. This may require that the City manage, as appropriate, development to align with the delivery of growth-related infrastructure. The Downtown Plan provides mechanisms to assist in coordinating the provision of infrastructure including: the requirement that developers undertake a Complete Community Assessment for their proposals that will determine and address their infrastructure (physical, community service facility, green and parkland) requirements to support growth; the potential use of a "Holding" symbol in the event that growth is outpacing the necessary infrastructure requirements; and opportunities to integrate and/or provide infrastructure within or in the area of the proposed development.

The CS&F Strategy supports the implementation of the Downtown Plan by informing development applications through the planning approval process

The Interim Chief Financial Officer has reviewed this report and agrees with the financial impact information.

## **DECISION HISTORY**

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## **TOcore**

At its October 2017 meeting, City Council adopted a staff report entitled, 'TOcore: Proposed Downtown Plan'. The report recommended a proposed policy framework for the Downtown for use in stakeholder and public consultation in support of a final Recommendations Report and an Official Plan Amendment on the Downtown Plan in Spring 2018. The report can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG22.1>

## **Community Services and Facilities**

At its meeting of November 9, 2017, City Council adopted a staff report entitled, "Parks and Recreation Facilities Master Plan 2019-2038." The report recommended a full range of recreation facilities, including community recreation centres, indoor pools, outdoor pools, gymnasiums, etc. to address gaps, growth and demand for services over a twenty year time frame. An implementation strategy will be submitted to City Council for approval in 2019. The report can be found at:

<https://www.toronto.ca/legdocs/mmis/2017/ex/bgrd/backgroundfile-107663.pdf>

At its meeting of November 7, 2017, City Council adopted a staff report entitled, "Community Space Tenancy Policy." The report recommended a new Community Space Tenancy (CST) policy to replace the Below Market Rent Policy. The CST Policy retains the main components of the BMR policy while adding new elements to meet the needs of the City and the non-profit sector, including requirements for formal leases, clearer eligibility criteria and four types of tenancies: Legacy, Community Partner, Incubator and Community Hub. The report can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX28.8>

At its meeting of December 5, 2017, City Council adopted a staff report entitled "For Public Benefit: Whole-of-Government Framework to Guide City of Toronto Relationships with the Community-Based Not-for-Profit Sector." The report provides a policy framework to guide the City's interactions with the community-based not-for-profit sector. The vision, objectives, and principles guiding the framework is vibrant, inclusive, engaged and equitably resourced communities that benefit all Torontonians. The framework is intended to enable the City to optimize its relationship with the sector and respond to the sector's contributions to the public good. The report can be found at:

<https://www.toronto.ca/legdocs/mmis/2017/cd/bgrd/backgroundfile-108762.pdf>

## **Policy Framework**

### **Provincial Policy Framework**

The Provincial Policy Statement 2014 (PPS 2014) uses the term "Public Service Facilities" to identify the full range of facilities, programs and services that support and contribute to the achievement of complete communities. The PPS 2014 contains policy guidance for municipalities to inform their community services and facilities planning to achieve coordinated and integrated land use planning (Policy 1.6.1); optimization of existing infrastructure and public service facilities and opportunities for adaptive re-use before consideration of new infrastructure and public service facilities (Policy 1.6.3) and co-location of community hubs to promote cost-effectiveness and facilitate service integration and access to transit and active transportation (Policy 1.6.5).

The Growth Plan for the Greater Golden Horseshoe 2017 (Growth Plan 2017) directs that investment in public service facilities should be planned and located to keep pace with changing needs, maximize existing infrastructure and to support the achievement of complete communities, co-locating services in community hubs and prioritizing strategic growth areas as appropriate. Consistent with the PPS, the Growth Plan policies require coordination of land use planning and planning for public service facilities, prioritize co-location and optimizing existing assets in Policy 2.2.1 and Policy 3.2.8.

### **Official Plan Policies**

The Official Plan recognizes the importance of CS&F and the timely provision of new social infrastructure and access to community services to accommodate growth. The Official Plan requires the preparation of CS&F Strategies for areas experiencing major growth or change and acknowledges the importance of pursuing the most efficient use of existing resources, promoting shared use and identifying and aligning funding. The Official Plan policies implement provincial policy direction and provide the foundation and context for the specific policy direction and needs in the Downtown Plan area. Key policies are found in Chapter 2.3.1 (Healthy Neighbourhoods, Policy 2.3.1.6), Chapter 3.2.2 (Community Services and Facilities, Policies 3.2.2.1-3.2.2.5) and Chapter 4.1 (Neighbourhoods, Policy 4.1.1) and 4.5 (Mixed Use Areas, Policy 4.5.2 g).

## **COMMENTS**

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### **TOcore Overview**

'TOcore: Planning Downtown' (the Study) has been a comprehensive and integrated look at Toronto's Downtown, its relationship to the city and region around it, and the planning framework governing growth, development and the provision of infrastructure. The Study area is bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the East.

Initiating the TOcore Study in 2014, Council recognized that growth was outpacing the City's ability to secure the infrastructure necessary to support growth. It signaled that a new planning direction for Downtown was required and that it should be accompanied by an infrastructure growth strategy. Without integrated planning of growth and infrastructure along with a balancing of residential and non-residential growth, the liveability of Downtown and the competitiveness of the city as a whole was seen to be compromised.

The purpose of the Study is to ensure growth continues to positively contribute to Toronto's Downtown as a great place to live, work, learn, play and invest by determining how future population and employment growth will be accommodated and shaped, and what physical and social infrastructure will be needed, where it will go and how it will be secured.

Led by City Planning, the Study has been a collaboration among sixteen City divisions and two offices, as well as with several supporting agency partners.

Through TOcore, staff has developed a 25-year Downtown Plan to ensure that Downtown Toronto remains the thriving, liveable, and connected heart of a successful and prosperous city and region. To guide implementation, the Downtown Plan is supported by five infrastructure-related strategies that address: parks and public realm, community services and facilities, mobility, energy and water.

## **Strategy Overview**

The Downtown Community Services and Facilities Strategy (CS&F Strategy) identifies community space and facility needs and sets priorities to support residential and non-residential growth by sector. The Strategy supports the implementation of the Downtown Plan by linking its community services and facilities policies to the identified needs, priorities and capital and service plans for five key sectors: schools, child care, recreation, libraries and human services. The Strategy provides the framework to support the policy directions of the Downtown Plan including securing space and/or capital resources to address the sector facility priorities. It is intended to be used as a reference document for all stakeholders to inform and direct the provision of community services and facilities through the planning approval process as well as inform the City's capital planning process.

In the Downtown where growth occurs on infill sites within a built-up environment, the provision of facilities needs to be integrated into the existing mature urban fabric. Building on opportunities as they arise, additional capacity may be created through a new facility as part of a proposed development, as a new stand-alone facility or through the expansion, retrofit or redevelopment of an existing facility. Co-location and integration of facilities within a development is preferred in the Downtown. Coordination and cooperation between multiple property owners to ensure provision of the required services and facilities will be needed to support healthy and complete communities.

The CS&F Strategy implements the CS&F policies contained in the Downtown Plan, taking a comprehensive approach to securing required infrastructure, ensuring collaboration amongst sectors and aligning strategic, capital and operational directions and decisions where possible.

## **Growth and Challenges**

### **Downtown Neighbourhoods**

The Downtown residential population is highly diverse and reflected in the 16 TOcore Neighbourhoods Profile (based on 2006 and 2011 Census, 2011 Household Survey NHS). These Profiles were developed as part of the Phase One CS&F Study work to assess a snapshot of the existing resident population. The Bay-Corridor produced the most newborns in the Downtown between January 2011 and August 2014. The Waterfront West neighbourhood has the most adults aged 25-34 years in the Core while the Yorkville neighbourhood has the oldest population (40% over 55 years) in the Core. The Moss Park neighbourhood has the lowest average income in the Core, over 40% live under the LIM-AT ("low income measure after-tax) and there is a high proportion of



working age adults without a high school diploma. An employment growth profile was also developed based on projected employment growth from 2016-2041. This profile highlights a number of neighbourhoods having an increased worker population based on the highest employment density in 2014 and they include: the Financial District, Bay-Corridor and King-Spadina neighbourhoods. The TOcore Phase One CS&F Study and Neighbourhoods Profile reports can be found on the project website at:

[www.toronto.ca/tocore](http://www.toronto.ca/tocore).

## **Downtown Overall**

Based on the Social Planning Toronto's Report entitled "Demographic Change in Toronto's Neighbourhoods: Meeting Community Needs Across the Life Span" dated June 2017, the Downtown overall has seen an increase from 2006-2016, in various age groups, including:

- Up to 50% increase in the children's population (under age 5 years)
- Up to 50% increase in the working age adult population (25-64 years)
- Up to 50% increase in the senior's population (65 years +)

These significant population increases that have occurred over a ten-year time frame continue to place pressure on the Downtown's CS&F including the need for a full range of child care services for the younger child population; seniors' health care and support services for the aging population, as well as recreation programs for the working adult population.

Toronto's Downtown functions as the economic and cultural hub of the city and region. The Downtown is the most prominent location for development activity in the City and contains the largest percentage of proposed development. Downtown currently accounts for 38% of the residential units and 40% of the non-residential gross floor area (GFA) proposed in the entire city.

Much of the residential growth Downtown between 2012 and 2016 took place south of Queen Street. Almost 50% of all Downtown growth occurred in the King-Spadina and Waterfront West neighbourhoods. The Bay Corridor, King-Parliament and Waterfront Central saw moderate increases accounting for 36% of new residents.

Downtown's population is projected to more than double from approximately 200,000 people in 2011 to a potential population of 475,000 by 2041. Downtown is Canada's largest employment cluster with over 500,000 jobs. By 2041, Downtown, together with the "shoulder" areas of South of Eastern and Liberty Village, has the potential to reach between 850,000 and 915,000 jobs.

The PPS and the Growth Plan require the City to plan for an appropriate range of public service facilities to meet the needs of the resident and worker population resulting from residential and employment growth and to foster complete communities. The Downtown Plan and the CS&F Strategy will put in place the mechanisms to allow the City to more directly tie and associate development approvals with the securing of new CS&F in Downtown's dense urban fabric. It is this linking of growth and infrastructure that will ensure the liveability of Downtown.

## **Process and Engagement**

The Downtown Community Services and Facilities Strategy is the result of a comprehensive review and engagement process undertaken over three years (2015-2018) in collaboration with service providers and representatives of City Divisions, Boards and Agencies.

A Phase One CS&F Study report was released in 2016 which was an assessment of the community services and facilities in the Downtown. This phase included extensive engagement with key internal and external stakeholders to examine needs and gaps in the community services and facilities sector. The engagement involved sector advisory committee meetings, group interviews and focus groups, roundtables, broad community meetings as well as a human services survey to better understand the over 200 non-profit organizations providing programs and services out of 400 sites in the Downtown. The Phase One report identified emerging CS&F priorities and strategic actions that could increase capacity, innovation and collaboration in planning and providing CS&F. Phase Two of the CS&F Study focused on deepening collaboration with and between sectors and improving the connection of sector service and capital plans to estimated growth in the Downtown. The outcome of this work is reflected in the CS&F Strategy which identifies needs, estimated timelines, and key actions and directions for each sector to increase capacity, innovation and collaboration in providing for growth.

While the CS&F Strategy was being prepared, it was introduced to the community and other stakeholders at various stages of its development for feedback, as part of the TOcore public consultation process. This included information provided about the CS&F Strategy on the City's website, at public meetings and presentations, workshops, an exposition, and meetings with other stakeholders. Further details of the TOcore engagement process Phases 1-3A can be found on the project website: [www.toronto.ca/tocore](http://www.toronto.ca/tocore). An update on the consultation undertaken on the proposed Downtown Plan between October 2017 and March 2018 is included under separate cover in the Downtown Plan Official Plan Amendment Staff Report.

## **Challenges for CS&F in the Downtown**

The CS&F Strategy reflects the five sectors (child care, libraries, recreation, schools and human services) involved in providing the community services and facilities necessary to support growth and the achievement of complete communities. All sectors are strained to deliver needed programs and services. Through the CS&F study, sectors identified challenges as a result of small sites which constrain opportunities to expand; ageing facilities that require maintenance and repair; high land costs and rental space costs; increasing demand for more programs and services. Specific challenges identified by sectors include the following:

### **Child Care**

Toronto Children's Services (TCS) identified challenges in ensuring that the child care system can accommodate the residential and office growth in the Downtown. A lack of

subsidies, physical space, limited capital resources and the high cost of land limit Children's Services ability to increase licensed child care capacity in the Downtown.

## **Schools**

Existing school sites are constrained in the dense urban context which limits the ability for School Boards to expand their facilities. The Toronto District School Board (TDSB) identified that there are inadequate school facilities in some areas where significant growth is expected (e.g., Bay Corridor and the area east of Yonge Street and south of Bloor Street). The TDSB is also challenged in terms of finding sustainable capital funding such as Educational Development Charges to build new schools and/or acquire new sites to accommodate growth pressures in the Downtown.

## **Libraries**

The Toronto Public Library (TPL) identified increased use of library services by a wide range of Downtown users including residents, workers, students, small business owners, street-involved people, and clients of the shelter system as a challenge within the Downtown. Many of the neighbourhood branches in the Downtown are undersized and are, or will be, operating at capacity in the near term as the population continues to grow. There is an increased need for a variety of public spaces for work, study, collaboration and play; longer operating hours; and the need to improve technological infrastructure when building and expanding existing facilities.

## **Recreation**

Parks, Forestry and Recreation (PFR) identified that responding to changing demographics and increased growth will require the provision of flexible and multi-purpose facilities such as multiple pool tanks in one location to accommodate learn-to-swim, aquatic fitness, therapy, water play, and lane and competitive swimming. PFR will explore opportunities to redevelop, redesign and renovate existing facilities to respond to growth in addition to proposed new developments that are occurring in the Downtown area.

## **Human Services**

This sector identified the need for affordable, accessible and appropriate space as a key challenge, to keep pace with population growth, facilitate co-location, and to develop and support integrated service delivery and innovative hub models. The many organizations engaged in delivery of programs and services in this sector also noted that there has been an increased demand for programs and services while funding has not kept pace and that increasing property values in Downtown neighbourhoods has resulted in many agencies relocating due to expiring leases and the high cost of rent in their current locations.

## **Strategy Highlights**

The CS&F Strategy will support the implementation of the Downtown Plan by providing a framework to identify CS&F needs by sector, align capital planning, and improve coordination and opportunities for co-location and partnerships. Through collaboration

with partner Divisions, boards and agencies, a number of aligned initiatives have been identified that will support the coordination of future capital and service planning. A common theme across each of the sectors was the need to respond to growth by maximizing existing facilities through program adjustments, redesigning existing space, and entering into partnerships to share or co-locate space before considering expansion/renovation or the construction of new facilities. This approach is in line with both the Official Plan policies and the provincial policy direction that calls for the effective and efficient provision of public service facilities and the creation of community hubs.

To ensure no loss of community space through development, the CS&F policies of the Downtown Plan require development to replace the total gross floor area of any existing community space impacted by an application. The policies also provide for securing any required CS&F as part of the first phase of a development. A snapshot of the key Strategy highlights for each sector follows:

### **Recreation**

PFR have identified the following planned and funded capital projects in their ten year capital plan: Canoe Landing Community Recreation Centre (CRC) (under construction); Lower Yonge CRC (including indoor pool); and the Wellesley CRC indoor pool expansion (under construction).

The FMP identified growth-related needs for the Downtown which are reflected in the CS&F Strategy. These include: three new CRCs (East Bayfront; Downtown North area; and the Port Lands which is outside the Downtown Plan area but will serve the southeast portion of the Downtown); and replacement and expansion of the John Innes Community Recreation Centre as part of the broader Moss Park redevelopment project. A feasibility study for Moss Park (More Moss Park) is currently underway and includes the development of a new community centre for The 519 and enhancements and expansions to the adjacent park.

In addition, two new indoor pools (Waterfront West and one in the Port Lands CRC located outside TOcore Study Area but will serve the southeast portion of the Downtown); and two indoor pool replacements (Scadding Court and John Innes) are identified.

PFR's Facilities Master Plan was approved by City Council in 2017 and provides an updated city-wide facility inventory, updated service levels and identified gaps and growth related capital facility needs to 2038. An implementation strategy will be submitted to City Council for approval in 2019. The CS&F Strategy will be updated as appropriate, to reflect any facility updates respecting location, timing and funding contained in the implementation strategy.

### **Child Care**

There are 83 child care centres providing a total of 5,907 licensed child care spaces and three home child care agencies providing service to families that live and work in the

Downtown. Given the increased residential and non-residential growth, there will be a significant need to provide for additional licensed child care facilities.

Toronto Children's Services' 2017 Council approved Children's Services Child Care Growth Strategy sets a goal of 50% of children aged 0-4 years having access to licensed child care by 2026. Based on population estimates for the Downtown it is estimated that an additional 3,700 child care spaces will be required to support residential growth in the Downtown to 2031. These spaces are expected to be delivered by existing facility retrofits and through new builds as opportunities arise through the development review process.

Given the scale of estimated demand and the importance of child care in supporting complete communities, the provision of child care spaces has been identified as a priority in the Downtown Plan. A specific policy requirement to secure child care facilities in development where it can be accommodated helps to achieve this objective.

## **Libraries**

There are fourteen libraries that serve the Downtown and each plays a critical role in the delivery of programs, services and spaces, some which function as 'urban living rooms' where the community gather and socialize. The Toronto Public Library (TPL) has a variety of initiatives underway at various stages of the planning, design and funding process, all of which will improve the capacity of their branches to support growth.

A number of projects are currently underway or have been identified in TPL's Capital Plan, including the following projects which are approved and fully or partially funded in the 10-year capital plan (2018-2027): redevelopment and possible expansion of the Sanderson Branch; relocation and expansion of the St. Lawrence Branch; and, renovation and expansion of Parliament Street Branch. A number of proposed renovation and expansion projects have also been identified and are referenced in the CS&F Strategy including the College/Shaw, Lillian H. Smith, Spadina, Yorkville, and St. James Town branches.

In January 2018, City Council approved the initiation of detailed designs and plans for Old City Hall which includes the relocation of the existing 5,000 sq. ft. City Hall Branch to a 25,000 sq. ft. branch on the ground floor of Old City Hall. Also, discussions have been initiated to explore the opportunity to relocate the Parliament Street Branch to Regent Park to allow for a larger branch to better serve the Regent Park and surrounding community.

The TPL Board approved a Strategic Work Plan for 2018 which included the undertaking of a city-wide Facilities Master Plan Study (FMP). The FMP Study is targeted for completion at the end of 2018. The CS&F Strategy will be updated as appropriate to reflect any service changes resulting from the FMP and any adjustments to branch improvement timelines.

## **Schools**

The Downtown is served by 26 elementary schools and 13 secondary schools, of which 30 are operated by the Toronto District School Board (TDSB) and 9 by the Toronto Catholic District School Board (TCDSB). The French Secular School Board (Conseil Scolaire Viamonde) operate two schools in the Downtown. The French Catholic School Board (Conseil Scolaire Catholique MonAvenir) serves the Downtown catchment area from school sites located outside the downtown.

The TCDSB's current school inventory and plans for their Downtown sites are expected to serve near and mid-term growth in the Downtown. The TCDSB will continue to monitor growth to inform its long-term planning. As well, the TCDSB has indicated that it will explore opportunities to co-locate child care facilities and other community services within some of their locations that serve diverse school communities, including the former Duke of York site which largely serves the Regent Park community.

The TDSB is responding to the growth pressures in the Downtown primarily through ongoing assessment and evaluation of their existing sites and assets and by pursuing new urban school models such as satellite schools in mixed-use buildings. A 500 pupil space elementary school within a mixed-use development is currently being piloted in the Lower-Yonge Precinct neighbourhood of the Downtown.

The CS&F Strategy identifies 11 new, rebuilt or proposed elementary school facilities to accommodate growth in the Downtown; six are TDSB and five are TCDSB facilities. The Strategy also highlights priorities and actions to meet challenges to support growth including: ongoing assessment of existing school assets to identify and consider opportunities to respond to growth; alternative delivery models such as satellite schools within mixed use development; improved partnerships with other sectors to align programs/services; and to co-locate and share facilities through hub models in partnership with the Province and the development industry.

Regular monitoring and updating of student accommodation needs and capacity is undertaken by both the TDSB and TCDSB. Both of these Boards are also engaged in the development application review process.

## **Human Services**

The Downtown Human Services sector includes more than 200 non-profit community-based organizations with approximately 400 locations in the Downtown. The Downtown has historically attracted these agencies as it is highly accessible by transit and has the highest concentration of hospitals and universities across the GTA. This sector is highly complex and broad with a diverse range of programs and services delivered by the non-profits with short-term capital planning and funding models. Given the breadth of this sector, six sub sectors were identified: large multi-service organizations; specialized multi-service agencies focused on specific groups such as people with disabilities, youth and seniors; health, mental health and support services; housing, homeless services and food banks; employment, training and settlement services; and community development, planning and information referral.

The City plays an important role in the delivery of CS&F by supporting the non-profit sector through a number of programs including funding of community grants, providing Community Space Tenancy (CST) space opportunities and contracting agencies for the provision of specific programs and services through fee for service.

The Downtown Plan includes a policy encouraging development to provide space for non-profit community-based organizations that are eligible for the City's CST policy. This policy, in addition to the requirement to replace community services and facilities space as part of development, provides support to the sector and the City's programs within the sector.

The Social Development, Finance and Administration Division (SDFA) has recently received Council approval to advance two important initiatives that will support the sector: The Whole-of-Government Framework to Guide City of Toronto Relationships With the Community-Based Not-for-Profit Sector initiative; and the updated Community Space Tenancy Policy that sets out a framework for securing below-market-rent space for eligible non-profit community-based organizations. SDFA is the lead Division in establishing partnership tables, creating inventories of organizations and space, and sharing access to information to this sector. The CS&F Strategy identifies these initiatives as important to supporting and responding to the space needs of the sector through the development review process. As well, SDFA has been leading a multi-stakeholder review of the local community services in the downtown west area of the City (the "Downtown West Service Plan"), which overlaps with a portion of the Downtown Plan area (south of College Street, north of Queen Street and west of University Avenue). The intent of the review is to prepare a local community service strategy that identifies current and planned assets, service overlaps and/or gaps and opportunities for service improvements. This work will also be used to inform the understanding of space needs of the sector.

### **AOCCs and TNCs**

The Association of Community Centres (AOCCs) and Toronto Neighbourhood Centres (TNCs) are part of the human services sector, but also play a role in providing a broad range of community, recreation and social service programs in the Downtown. The AOCC model is a hybrid between a City agency and an independent not-for-profit community-based organization. The City funds defined core administrative costs including all salaries and benefits, facility operations, and maintenance costs except those directly associated with a specific program. The program component is funded through user fees, donations and grants and is treated like an independent not-for-profit community-based organization. The AOCC program has been functionally aligned with the Social Development, Finance and Administration Division to reflect the strategic directions outlined in SDFA's Social Development Strategy.

The Downtown is home to four AOCCs and four TNCs. Three out of the four AOCCs are located west of Yonge Street. These community-based facilities serve as the primary community recreation facilities in their communities as there are no PFR facilities in this part of the Downtown. Most, but not all, facilities are located on City-owned land. AOCCs and City-owned TNCs are currently facing increased program and service pressures as they face challenges serving diverse client groups. This has

placed considerable pressures on their existing facilities which are currently operating at capacity.

The City does not have a long-term capital strategy for AOCCs and City-owned TNC facilities, which presents challenges to the agencies offering programming in these ageing facilities that require considerable building renewal and potential building expansions to address the increased demand for programs and services due to growth and changing demographics. This report recommends the establishment of an Inter-divisional Working Group to review the future facility renewal and/or expansion need/opportunities for AOCCs and other City-owned community facilities (excluding those owned by PFR) serving the Downtown in consultation with the agencies (AOCCs and TNCs).

In November 2017, Real Estate Services initiated a feasibility study to explore design options for the redevelopment of the existing Scadding Court Community Centre (an AOCC facility), aligned with the redevelopment/renovation of the adjacent Sanderson Branch of the Toronto Public Library and the replacement of PFR's indoor pool. The study includes a functional building program analysis, conceptual redesigns and high-level costing. The work is guided by a working group comprised of the divisions and agencies involved. Real Estate Services is targeting a status report to Council in the second quarter of 2018.

The University Settlement House, Harrison Pool facility, and St. Patrick's Market and Square are located close to each other and were identified as an area of opportunity in the Phase One CS&F Study. As well, PFR's FMP recommends that the City explore options to enhance programming at the Harrison Bath facility. This report recommends that SDFA, Real Estate Services, PFR, City Planning and University Settlement House explore opportunities to develop a vision and comprehensive plan for these three sites.

## **Implementation Approach**

This report recommends the use of the CS&F Strategy by all relevant stakeholders including City Divisions, Boards and Agencies, the development industry and non-profit community-based organizations, to support growth and achieve the objectives of the Downtown Plan.

Through the development application review process, City Staff will review the Complete Community Assessment (required as part of the Planning Rationale for development applications) to determine the impacts of a proposed development within the existing and planned context of the area. To ensure growth is linked to the timely provision of infrastructure – including physical infrastructure, green infrastructure, community service facilities, and parkland – City Staff will determine whether the proposed development contributes to the creation of a complete community as assessed against the five Downtown Infrastructure Plans and/or Strategies.

The CS&F Strategy is intended to be updated on a regular basis to reflect the most up-to-date capital and service planning information for each of the sectors. This will ensure that the Strategy remains relevant and will continue to act as a framework for coordinating the delivery of community services and facilities across the sectors. Given



the diversity of projects identified in the Strategy, coupled with the 25-year horizon for the Downtown Plan, a CS&F Implementation Strategy will be prepared.

The CS&F Implementation Strategy will be informed by the work currently underway by the lead operating divisions, agencies and boards. This includes the following:

- Parks, Forestry and Recreation will be reporting back to City Council in 2019 on the Facilities Master Plan implementation strategy, in light of the City's broader Capital Plan.
- Toronto Children's Services' 2017 Council-approved Children's Services Child Care Growth Strategy.
- The TPL Board approved a Strategic Work Plan for 2018 which included the undertaking of a city-wide Library Facilities Master Plan Study (FMP). The FMP Study is targeted for completion at the end of 2018.
- The Social Development, Finance and Administration Division (SDFA) will be reporting out on two initiatives that will support the human services sector – The Whole-of-Government Framework to Guide City of Toronto Relationships With the Community-Based Not-for-Profit Sector initiative; and the updated Community Space Tenancy Policy.
- The provision and required funding of school facilities to address growth rests with the respective school board.

The CS&F Implementation Strategy will both inform and be informed by the above initiatives. Projects will also be assessed in terms of the degree to which they address infrastructure requirements related to growth versus benefit to existing populations. This will ensure that this work informs future Development Charges By-law reviews.

## **CONTACT**

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## **ATTACHMENTS**

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Attachment 1: Downtown Community Services and Facilities Strategy