

# EX9.5 Appendix A

## Implementation Strategy for the Parks and Recreation Facilities Master Plan 2019-2038

October 2019

# **City of Toronto Implementation Strategy for the Parks and Recreation Facilities Master Plan 2019-2038**

**October 2019**

Prepared for City of Toronto Parks, Forestry & Recreation by:





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# Executive Summary

## Putting the Facilities Master Plan into Action

Toronto's parks and recreation facilities — our community centres, our sports fields, our courts, our arenas — are building blocks that encourage people to get active, connect and create a shared sense of belonging. They are where Torontonians come together to make connections, develop skills and build the kind of city in which we all want to live. They benefit our communities and residents by serving diverse purposes and needs, offering affordable, high-quality recreation opportunities that are vital to our city's health and prosperity.

The purpose of this Implementation Strategy is to identify the key considerations, tools and priorities that will put the recently approved Parks and Recreation Facilities Master Plan (FMP) into action. This Strategy presents a long-term planning framework and toolbox to help evaluate emerging demands and changing conditions.

Approved in 2017, the Facilities Master Plan is the most ambitious recreation facility development program in the history of the City. The FMP is built on community needs and informed by a citywide assessment that considers demographics (existing and estimated growth), detailed facility analysis and community input from across the city. The Plan's provision targets help us to continually assess geographic gaps, growth-related needs and opportunities to optimize facilities across service areas within the city.

The FMP contains recommendations that direct reinvestment in existing facilities, address facility gaps (due to demographics or high demand) and respond to future facility needs. The FMP also identifies policy recommendations and a financial strategy to support facility investment and management.

This Implementation Strategy prioritizes the FMP's capital projects across five-year time periods to inform capital budgets, and contains evidence-based decision frameworks to help evaluate emerging opportunities. It is the next step in directing the planning and provision of Toronto's parks and recreation assets.

As a guiding document, this Implementation Strategy will strengthen PFR's ability to address gaps in provision, align facility development with growth, pursue facility repurposing opportunities, invest strategically in existing facilities, and advance policy and partnerships. The Strategy will be used to support revitalization projects, state of good repair projects, partnership and co-location opportunities, parkland development, City strategies and master plans, secondary and area plans, development applications and more.

## Building on a Strong Foundation

Building on the FMP vision and guiding principles of quality, innovation, sustainability and equity, the Implementation Strategy provides a strategic framework for implementation and future decision-making. Investing in facilities allows us to increase equity, access and participation rates; enhance social wellbeing and community engagement; strengthen facility and program provision; position facilities as cornerstones of compete communities; optimize existing facilities; maximize financial resources; and demonstrate the benefits of parks and recreation. The result is an approach that builds our capacity to respond to our greatest needs, with a view toward ensuring equity and accessibility for all.

Planning for the City's extensive system of parks and recreation facilities is a comprehensive exercise that considers a range of factors, including detailed facility profiles; current and projected population data; and identification of geographic gaps, growth-related needs and opportunities. Service areas and growth clusters – not political boundaries – were used to help determine gaps.

To the greatest degree possible, capital projects should be addressed in a coordinated manner that considers requirements across the entire facility or park, allowing for an efficient use of resources.

To achieve this, we will consider the following actions for all of our capital projects:

- High-quality design and location
- Safe, clean and attractive condition
- Coordination of facility upgrades
- Community engagement
- Business plans
- Potential partnerships
- Flexible, age-friendly and barrier-free design
- Public spaces that allow for year-round use
- Conversion of under-utilized facilities
- Consideration of new facility provision models
- Co-location opportunities

When setting priorities for investing in facilities, PFR considers key criteria and indicators based on the FMP's strategic framework, including the standards-based gap and provision analyses. Two methodologies are used within this Implementation Strategy to prioritize the vast array of capital needs identified in the FMP:

1. **Indoor recreation facility projects**, having the highest capital and operating costs and identifiable study areas, use a data-driven assessment with weighted measures and scoring which create a prioritized ranking while maintaining flexibility to incorporate emerging priorities.
2. **Park-based amenities** such as outdoor aquatics, sport courts and fields, use a standards-driven, qualitative assessment that involves meeting a general list of criteria.

Due to their unique characteristics – most notably their site-specific nature and needs – further study will be required to guide future investment in dog off-leash areas, sports bubbles, clubhouses and fieldhouses.

### **Creating a Sustainable Approach to State of Good Repair**

Managing an aging asset portfolio with an increasing backlog is an ongoing challenge for the City. The inventory of FMP-related facilities amounts to approximately \$1.2 billion in asset replacement. The average age of community centres, indoor pools and arenas ranges from 42 to 55 years. Significant investment is needed to maintain and sustain these facilities and new facilities included in the FMP.

State of good repair (SOGR) funding extends the usable life of these facilities by remediating deficiencies such as mechanical systems, roofing, structural systems, flooring and equipment replacement.

Historic investment in SOGR has been inconsistent and inadequate given our aging inventory, resulting in a significant backlog of deferred maintenance and repairs. With the addition of new facilities included in the FMP, the need to maintain an ever-larger asset base in the future will only become more challenging.

The majority of SOGR work are projects that have surpassed the expected lifespan with many components at risk of failure. An ongoing threat to SOGR is the reallocation of significant funds to other City priorities. In spite of efforts to address SOGR, the funding shortfall

and deferral of projects can lead to equipment failure causing service interruptions, unplanned closures and cancelled programs. The FMP aims to reverse this trend by demonstrating the value of SOGR spending and align funding with the capital budget and high leverage facility improvements. Through policy and operational adjustments and the allocation of additional funding, the FMP recommends an SOGR strategy that will dramatically reduce PFR's backlog of in-scope facilities by 2038.

Through the 2019 budget, staff examined the potential to include a request for \$161 million in additional SOGR funding for PFR, phased in between 2020 and 2028. Due to the City's current debt targets, this could not be accommodated and was not included in the 2019-2028 Capital Budget and Plan. PFR will continue to analyze and prioritize SOGR projects based on condition audits and will look for opportunities to improve accessibility and energy management, increase utilization, and reduce operating and maintenance costs.

Considerable investment is needed to maintain PFR's public assets. Significantly reducing the backlog and increasing the annual investment to meet industry standards will help ensure PFR's facilities continue to serve the city for generations.

## Implementing our Facility Provision Strategy

Using the FMP's decision-making frameworks, new capital projects recommended in the FMP (many without secure funding, partners and/or sites) have been evaluated and prioritized. Timelines have been created to illustrate recommended priorities within five-year windows over a twenty-year period, to inform capital planning. Although major projects are expected to be undertaken in the order recommended in this Implementation Strategy, facility development may be accelerated by substantial external funding, or delayed by the inability to secure appropriate lands, negotiate necessary partnerships or if anticipated protected funds in the Capital Budget and Plan are not realized.

Prior to initiating the design of any new recreation facility, a planning review of the area must be undertaken to consider factors such as changes in: population and growth, service area, new facilities and park opportunities, usage of existing and nearby facilities, overall trends in recreation demand, design standards and programming and operating efficiencies. The FMP also recognizes the high construction and maintenance costs of community recreation centres. Therefore, decisions regarding capital improvements must be evidence-based to achieve maximum value.

The FMP Implementation Strategy can also serve as a framework to respond to external funding opportunities, such as grants and donations from partnerships, public agencies, non-profits, or other orders of government. An example is the recently-launched Investing in Canada Infrastructure Program: Community, Culture and

Recreation Stream grant program. Such opportunities may allow for accelerated delivery of facilities planned both within and beyond the current 10-year Capital Plan.

### Community Recreation Centres and Related Components

The FMP supports the continued provision of new community recreation centres (CRC) in pace with population growth, with a focus on multi-use centres and partnerships that address existing service gaps and reduce the waitlist for recreation programs. Over the next twenty years, the FMP recommends: developing 17 new CRCs, many with indoor pools; and replacing or revitalizing 11 existing centres, most of which are 40 years old.

Revitalization of a CRC can mean: renovating and expanding a centre to refurbish an existing amenity, combined with SOGR work to give the centre a major refresh; or replacing the centre entirely so that it meets local needs as well as other design best practices and requirements such as AODA. Replacement of existing centres may consider new, more optimal locations to address gap areas or provide better connectivity. Revitalization projects should strive to increase CRCs to a minimum of 45,000 square feet while new CRCs should range from 45,000 to 65,000 square feet. Funding of facility revitalization will be through a combination of Development Charges where qualified for growth-related expansion, cash-in-lieu (community benefits) and debt.



To respond to growing demand for facilities, the FMP recommends maintaining current provision levels by investing in:

- existing and new, high-quality indoor pools that address geographic gaps;
- existing and new gymnasiums, focusing on spaces that accommodate multiple activities for people of all ages and abilities;
- multi-purpose spaces that may take the form of multi-use rooms, meeting rooms, community kitchens, preschool and youth spaces, and active spaces; and
- expanding or upgrading program space at existing CRCs.

### Ice Facilities

In response to the decreasing use and aging stock of City-owned and operated arenas, we are investing in a new twin pad arena to replace the Don Mills Civitan Arena (as part of the new integrated Don Mills CRC). Over time, we will look to find efficiencies within our arena inventory, including strategies that support multi-pad arenas with year-round community spaces and the rationalization of underutilized single pad arenas. To provide more opportunities for outdoor skating and lessons, the FMP recommends addressing gaps in the provision of outdoor artificial ice rinks and skate trails in some areas, supported by site-specific analysis.

### Outdoor Aquatics

Due to their short season and available capacity, the FMP does not recommend additional outdoor pool locations, but emphasizes accessibility upgrades and modernization initiatives for existing facilities. Options for repurposing the space occupied by aging and underutilized outdoor pools into in-demand facilities will be evaluated through a separate study. Funding for upgrades is proposed through a new capital block fund for outdoor recreation centres.

Enhancing access to accessible, family-friendly features that allow for self-scheduled activities, the FMP recommends maintaining the current provision of splash pads with twenty new waterplay facilities in gap and growth areas. Wading pools that have not been converted to splash pads will be evaluated for renewal or repurposing to other uses.

### Sports Fields

Sports fields are not equitably distributed across Toronto, mainly due to the lack of available land in higher density areas – a matter that will be considered through the City's Parkland Strategy. Recognizing this challenge, the FMP emphasizes upgrading and right-sizing existing sports fields. A more detailed strategy will be prepared to identify upgrades to 10% of existing sports fields to improve playability and system capacity, and save money on land acquisition. Additional funding within the sports field block fund is needed to achieve this goal.

The FMP projects that access to 45 additional soccer and multi-use fields will be required to service growth-related needs over the next twenty years. Considering geographic equity, PFR will expand publicly accessible fields through collaborating with school boards, converting underutilized amenities, installing artificial turf where appropriate, completing field upgrades and developing a plan for a future sports complex. In addition, PFR will examine its four stadium locations (Birchmount, Centennial Park – Etobicoke, Esther Shiner and Allan A. Lamport) and for their potential to accommodate winter bubbles for year-round use, exploring the demand for and viability of partnered provision for additional sports bubbles.

Although there is a city-wide surplus of ball diamonds, the growing demand for high quality diamonds has placed the focus on improving existing assets. To accommodate cricket needs, the FMP recommends establishing five new regulation-size pitches, improving geographic equity, and considering strategies such as spanning pitches across soccer fields, partnerships with large landholders, land acquisition, and park expansion and redevelopment.

In tandem with the identification of sports field upgrades, PFR will undertake an assessment of clubhouse and fieldhouse requirements and reinvestment/repurposing options.

## Sport Courts & Zones

The FMP identifies the need for up to twenty new tennis courts in growing areas that are currently without, many in the form of multi-use sport pads. Many public tennis courts are in poor condition, some of which may be redeveloped for pickleball, club tennis or multi-use sport courts. An evaluation of under-utilized public courts in well-served areas will help identify repurposing candidates. The FMP also recommends assessing existing tennis clubhouses for reinvestment/repurposing options; and the demand for and viability of partnered provision for additional tennis bubbles.

Approximately 30 new basketball and multi-sport courts are recommended to serve gaps and future growth. A strategy will be prepared to identify and prioritize court improvements, including opportunities to redevelop some as multi-sport courts. Funding is proposed through a new capital block fund for outdoor recreation centres.

Using the 2017 Skateboard Strategy as a guide, the FMP identifies the need for four additional community-level skateparks, one in each district; and up to 18 skate spots within smaller gap and growth areas. The condition of existing skateparks and quality of supporting amenities should be prioritized through park upgrades. Funding is proposed through a new capital block fund for outdoor recreation centres. In addition, opportunities to support year-round indoor skateboarding through repurposed arenas will be evaluated.

The FMP recommends developing a minimum of one bike park proposed for Scarborough as well as smaller bike features within local-level parks, identified through a site-selection exercise.

Due to low usage levels, the FMP does not support additional bocce courts or lawn bowling greens. Amenities that are no longer supported by clubs and are not being actively maintained are candidate sites for conversion to other in-demand uses.

The FMP supports improvements to existing dog off-leash areas (DOLA). The People, Dogs and Parks Off-leash Policy will continue to guide the establishment of new DOLAs, including neighbourhood and site-specific analysis, and considering opportunities to work with City Planning and the development community.

## **Capital Planning for New and Enhanced Facilities**

The current 10-Year Capital Budget and Plan (2019-2028) for PFR totals \$1.89 billion<sup>1</sup> – approximately 70% of these funds address items within the scope of the FMP. The FMP has been used to guide and prioritize future investments within the Capital Budget and Plan, which includes projects that would address nearly two-thirds of the new and enhanced facilities reflected in the FMP.

The 2019-2028 Capital Budget and Plan advances the first 10 years of the 20-year FMP, at a cost of \$539.4 million for new projects identified in the FMP representing 57% of all new and enhanced facilities in the 20-year FMP. This presents a very strong commitment towards addressing the gaps and growth-related needs identified in the FMP.

However, a comprehensive, city-wide program of reinvesting in Toronto's facilities requires additional financial commitments for SOGR.

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<sup>1</sup> The 10-Year Capital Budget and Plan is based on the current understanding of City Planning's pipeline development. The majority of the FMP investment is dependent on the availability of Section 42 Cash-in-lieu of Parkland Dedication and Development Charges,

which may be impacted by the changes recently introduced by Bill 108. In the event that these amounts fall short of projection levels identified in the Capital Budget and Plan, or competing priorities arise, amendments may be made.

## **Staying on Track**

This Implementation Strategy directs the planning and provision of new and replacement parks and recreation facilities. Strategic planning will be required to bring the FMP to life in light of competing funding priorities.

Opportunities include: facility expansion, integration and co-location; partnered approaches; and alignment with municipal initiatives such as the Parkland Strategy and Real Estate Review which may identify new opportunities. It is recognized that planning and execution of the full range of FMP projects can take several years to complete, as many are complex undertakings that involve multiple partners, funding sources and property considerations.

As trends and opportunities are assessed, various factors that may alter priorities and new requirements may emerge. Several tools will help inform these decisions, including facility condition assessments, accessibility audits, service profiles, strategies such as master plans, policies and by-laws, design guidelines and standards, the annual budget and 10-year capital plan, public input and project assessments.

When considering the full range of capital projects identified in the FMP, it is important to recognise that planning and execution can take several years. While a key goal of the FMP is to improve efficiency, many building projects are complex undertakings, often involving multiple partners, multiple funding sources and various property considerations. Planning for major recreation facilities involves a facility development

process of planning; design; and implementation. These phases include several steps such as planning frameworks, acquisition and dedications, developer-led or City-initiated design, park master and revitalization plans, capital projects and construction, SOGR and partnerships. Engagement occurs throughout the development process.

The FMP will be flexible and responsive in its implementation, expanding and developing facilities to serve gap and growth areas based on reliable information and reviews at the local level. Significant upward adjustments to population projections and the location of growth may lead to the consideration of additional facilities beyond what is recommended in the FMP.

Further, building programs are site-specific, driven by community needs, and must be validated by business cases, community analysis and public engagement. Land requirements will vary depending on the form of development, urban structure, shared uses and zoning requirements. Facilities will adhere to relevant design parameters, such as Toronto Green Standard, Toronto Accessibility Design Guidelines, Ontario Building Code and applicable legislation.



The following actions will help maintain the FMP as a living document:

1. Using this **FMP Implementation Strategy as a framework** to consider timing and order of capital plans, including developer-delivered projects.
2. Placing a high priority on implementing the FMP's **policy recommendations**, including those concerning partnerships, spend rates and funding.
3. Using the FMP's "**reporting scorecard**" to monitor and report annually on FMP implementation.
4. Using the FMP's **evidence-based methodologies** to evaluate new opportunities that emerge from new growth estimates, partner opportunities, internal review and community requests.
5. Including meaningful **community engagement, business plans** that validate building program and service requirements, high quality facilities that meet or exceed contemporary **design standards**, and considering **potential co-locations and partnerships** when planning for major capital projects.

At this stage, PFR will create and update the FMP's reporting scorecard and begin to collect data. Potential measures include: investments such as capital, SOGR, creative investment and social investment; facility and program utilization; efficiency measures such as occupancy, visitation and offset costs; and effectiveness measures for PFR facilities.

PFR will reassess the direction, priorities and accomplishments of the FMP through five-year updates, beginning in 2023; and reporting to City Council in 2024 with an update on the first five years of implementation.

# 1. Putting the Facilities Master Plan into Action

Toronto's parks and recreation facilities — our community centres, our sports fields, our courts, our arenas — are building blocks that encourage people to get active, connect and create a shared sense of belonging. They are where Torontonians come together to make connections, develop skills and build the kind of city in which we all want to live. They benefit our communities and residents by serving diverse purposes and needs, offering affordable, high-quality recreation opportunities that are vital to our city's health and prosperity.

The purpose of this Implementation Strategy is to identify the key considerations, tools and priorities that will put the recently approved Parks and Recreation Facilities Master Plan into action.

This Strategy presents a long-term planning framework by providing a toolbox that can be used to evaluate emerging demands and changing conditions.

There are several processes or events that may trigger the use of this Strategy. Examples include the annual budget process, major development applications and partnership opportunities, secondary and area plans, changes in facility demand and capital delivery. It is important to note that further consultation will be required for most projects, as well as site-specific analysis.

## Using this Strategy

This Implementation Strategy defines the priorities emerging from the FMP. It identifies practical ways and supports creative opportunities to ensure that the FMP remains a living document.

This Strategy will be used to support:

- facility revitalization projects;
- state of good repair projects;
- partnership, integration and colocation opportunities;
- parkland acquisition, master plans and development;
- City strategies and master plans, such as the Parkland Strategy, Ravine Strategy, Seniors Strategy and Resiliency Strategy;
- planning frameworks such as Secondary and Area Plans;
- development applications; and more.

## 1.1 The Facilities Master Plan (FMP) was Approved in 2017

To manage investment and facility provision over the next twenty years, the City of Toronto prepared a 20-year Parks and Recreation Facilities Master Plan (FMP), which was unanimously adopted by City Council on November 9, 2017. This Plan is the most ambitious recreation facility development program in the history of the City.

The FMP reflects our ongoing commitment to providing high quality parks and recreation facilities, taking a proactive, city-wide approach to provide for all our current and future residents. It will ensure everyone has an opportunity to create the sense of vitality and community that make Toronto such a vibrant city, now and well into the future.

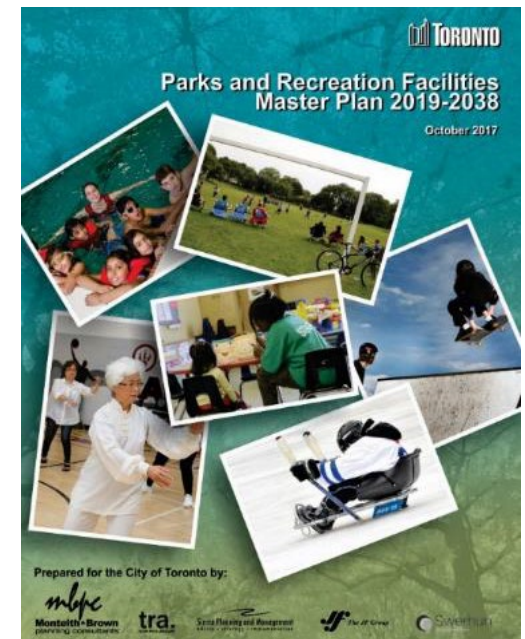
Depth of public consultation and evidence-based research were central to the success of the FMP, including the Recreation and Parks Service Plans and the most recent thinking about recreation in Canada<sup>2</sup>.

The FMP contains recommendations that direct:

- a) reinvestment in existing facilities through replacement, repurposing and state of good repair renewal;
- b) addressing facility gaps caused by geographic distribution or large waitlists; and
- c) responding to future facility needs that will arise due to population growth.

### A Plan for our Present and Future

The FMP is the guiding document for the provision and delivery of parks and recreation facilities in the City of Toronto. It builds on Our Common Grounds and is supported by Recreation and Parks Service Plans.



<sup>2</sup> 2015 Framework for Recreation in Canada <http://www.cpra.ca/main.php?action=cms.framework>

Facility types considered in the FMP and this Implementation Strategy are shown below.

Figure 1: Facility types addressed in the FMP



The FMP also identifies policy recommendations and a financial strategy to support strategic facility investment and management. These recommendations – including those relating to partnerships, community engagement, accessibility and more – influence decision-making and will be considered through implementation and related initiatives (see **Appendix A** for a listing of all FMP recommendations). Financial impacts will be considered through the annual budget process and as projects come forward for approval.



## 1.2 This Strategy Provides an Implementation Framework for the FMP

As part of the FMP's approval, Council directed Parks, Forestry and Recreation (PFR) to develop a Facilities Master Plan Implementation Strategy.

This Implementation Strategy directs the planning and provision of our parks and recreation assets. A key deliverable is a list of parks and recreation capital projects prioritized across five-year time periods that will inform capital budgets. This report also contains decision-making frameworks that will assist us in delivering these projects and evaluating emerging opportunities.

The FMP and this Implementation Strategy strive to achieve the following:

- focus on **gaps** in provision to address the uneven distribution of facilities across the city;
- align facility development with **growth** to ensure the creation of complete communities, guided by the FMP provision targets;
- pursue facility **repurposing** opportunities as they arise, recognizing that under-utilized assets can be transformed to support new and enhances uses;
- invest strategically in **existing facilities** to optimize the value of our assets; and
- advance **planning, policy and partnership** development to improve our processes and provide value to our residents.

This Implementation Strategy places a focus on those capital projects identified in the 2019-2038 Parks and Recreation Facilities Master Plan. Additional projects – justified through unanticipated growth, changing demands, emerging opportunities or partnerships – may be considered as part of the next five-year FMP review or on a case-by-case basis using the tools identified in this Strategy.

External funding opportunities, such as grants and donations from partnerships, public agencies, non-profits, or other orders of government may allow for accelerated delivery of facilities planned both within and beyond the current 10-year Capital Plan.

### City Council Directed the Development of this Implementation Strategy

City Council on November 7, 8 and 9, 2017, adopted the Parks and Recreation Facilities Master Plan 2019-2038 and directed that PFR develop a Facilities Master Plan implementation strategy with consideration of the City's broader Capital Budget and Plan.

To help inform the Implementation Strategy, Council also directed staff to have further conversations with councillors on opportunities to combine and/or co-locate recommended facilities, including officials representing areas of extremely high growth.

Council has asked that PFR report on the progress of the FMP every five years.

## 2. Building on a Strong Foundation

The FMP is based on a strategic framework that reflects City of Toronto values and articulates how the City will approach investment and set priorities in parks and recreation facilities over the next 20 years. This framework supports the FMP's implementation and future decision-making regarding the planning and provision of parks and recreation facilities.

### 2.1 Parks and Recreation Facilities Help us Achieve Great Things

Facility investment allows us to:

- a) increase **equity and access** by addressing facility distribution gaps and growth-related needs;
- b) increase **participation rates** in lifelong learning and skill development activities through providing additional capacity and convenience;
- c) enhance **social wellbeing and community engagement** by delivering the right facilities, in the right places, at the right times;
- d) strengthen **facility and program provision** in areas with high-risk social, economic and physical conditions;
- e) position facilities as cornerstones of **complete communities** by ensuring they are situated centrally to the population served and designed as extensions of peoples' living space;
- f) optimize existing facilities and their **long-term sustainability** through strategic and timely investment;
- g) maximize **financial resources** by leveraging non-municipal funding and emphasizing innovative and collaborative approaches; and
- h) demonstrate the **benefits of parks and recreation** by supporting the City's strategic initiatives and sustainability objectives.

## 2.2 Focussing our Parks and Recreation Facility Decisions

The strategic framework consists of the following vision, guiding principles and goals.

### FMP Vision

#### **Active Spaces, People Places:**

Parks and recreation facilities that improve quality of life by inspiring participation, meeting resident needs and strengthening communities.

### FMP Guiding Principles



#### **Quality**

Provide relevant, flexible, inspiring facilities to enhance the health, well-being and quality of life of residents.



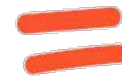
#### **Innovation**

Encourage progressive strategies and partnerships that respond to changing times, address emerging needs and reflect the unique needs of each community.



#### **Sustainability**

Protect the interests of current and future generations through adaptable and resilient facilities that maximize utilization, protect infrastructure and contribute to the quality of the environment on a long-term basis.



#### **Equity**

Provide parks and recreation facilities for all residents, regardless of their age, location, financial, or other barriers.

## FMP Goals

### **Goal 1:**

#### **Renew and upgrade existing facilities**

The City has an extensive inventory of parks and recreation facilities highly valued by residents, but many facilities are aging. Strategies are needed to renovate, enhance or repurpose these facilities to meet community needs.

#### Objectives:

Invest more in renewing and upgrading facilities. Be proactive in making the most of existing facilities, by monitoring usage and finding ways to use facilities year-round and for multiple purposes.

### **Goal 2:**

#### **Address gaps and growth-related needs**

Growth, demographic shifts and historical patterns all contribute to gaps in access to facilities and programs. To ensure equity, the planning and construction of new facilities must be grounded in current data and research, aligned with need and demand.

#### Objectives:

Take an evidence-based approach to facility planning, using this plan to streamline the design and development of facilities that serve gap and growth areas with a broad range of activities.

### **Goal 3:**

#### **Work with others to explore new opportunities**

The City should expand on its partnerships with other facility and service providers, institutions and funders to improve access to parks and recreation facilities and services across Toronto.

#### Objectives:

Prioritize collaboration with community partners that enhance public access to needed spaces and engage communities in the planning and stewardship of local facilities.



## 2.3 Addressing Long-term Needs through Evidence-based Planning

Planning for the City's extensive system of parks and recreation facilities is a comprehensive exercise that considers range of factors.

A detailed profile of the City's inventory of parks and recreation facilities – including distribution, classification, age/condition and usage – was compiled to create a foundation for analysis. This information was cross-referenced with current and projected population data to determine gaps. It is anticipated that Toronto's population will grow from 2.9 million to 3.4 million by 2041. Public input, demographic and leisure trends, the availability of other providers, were then layered into the analysis to create evidence-based targets. These targets enabled the identification of geographic gaps, growth-related needs and opportunities to improve and optimize existing facilities to be considered further in this Implementation Strategy.

Service areas and growth clusters – not political boundaries – were used to help determine gaps. The FMP – which was prepared under the City's former 44-ward model – uses ward and district references to indicate general locations within the city. The determination of needs and potential locations was and will continue to be based on the service area for each facility.

**Figure 2: Facility Needs Assessment Model**



### Ward References

All references to wards in this Implementation Strategy have been updated to reflect the new 25-ward model that came into place on December 1<sup>st</sup>, 2018. As the FMP focussed on facility service/catchment areas, the change in the number of wards and boundaries has not changed facility gaps, needs or priorities for reinvestment. The identification of specific locations for new and improved facilities will continue to be evaluated as part of FMP implementation through the service/catchment area lens.

## 2.4 Strengthening our Approach to Planning and Implementation

To the greatest degree possible, our parks and recreation capital projects should address all relevant elements of the FMP in a coordinated manner. Piecemeal planning, design and construction should be avoided – when we make decisions to invest in assets, we must be mindful of all requirements across the entirety of the facility or park. This will help to create a complete experience for our users and also make the best use of our resources.

For example, the FMP recommends upgrades to existing sports fields to enhance our capacity to serve existing and new users. In undertaking such a project, we must not only consider enhancements to the sports field turf, lighting and player/spectator areas, but also supporting elements such as washroom/storage/concession buildings, pathways, parking areas, signage and other recreational features within the park such as playgrounds, splash pads and more.

To achieve this, we will consider the following actions for all of our capital projects (at a minimum):

1. ensuring a **high quality of design and location** for all new facilities to provide accessible, robust and responsive spaces that support community needs (FMP recommendation #52);
2. keeping facilities in a **safe, clean and attractive condition** (FMP recommendation #52);
3. **coordination** of facility upgrades and renewal projects, including combining logical work orders (FMP recommendation #53);
4. meaningful **community engagement** (FMP recommendation #60);
5. **business plans** that validate program and service requirements, informed by demographic and socio-economic data, local needs, recreation trends and preferences, etc. (FMP recommendation #60);
6. consideration of **potential partnerships** (FMP recommendations #60 and #91);
7. emphasizing **flexible, age-friendly and barrier-free** facility design (FMP recommendation #73);

### Facility Planning is a Long-term Process

The FMP's 20-year timeframe reflects the time needed to plan and execute facility projects, a process that typically involves securing funding, engaging residents, acquiring land, developing partnerships and meeting regulatory requirements, as well as facility design and construction.

The implementation of specific capital projects recommended will require more detailed planning, which will include further public engagement and partnership development.

8. creation of **public spaces, meeting rooms and year-round multi-use spaces** that are digitally enabled (e.g., WiFi access) and can be animated through unstructured community use and programming (FMP recommendation #75);
9. optimization and/or **conversion of under-utilized facilities** into spaces that are a better fit with changing parks and recreation needs (FMP recommendation #76);
10. consideration of new **facility provision models** that reflect the realities of high-density residential communities, while ensuring convenient public access to needed spaces (FMP recommendation #78); and
11. exploration and promotion of **co-location opportunities** with other City divisions, agencies and commissions (FMP recommendation #80).

## 2.5 Factors that Support Investment in Facilities

The FMP identifies facility requirements based on demonstrated needs. Creating a sustainable and equitable recreation network for all residents is complex and need can be relative from one community and one facility type to the next. Setting priorities is essential as it ensures that residents who would benefit the most are well served.

This Implementation Strategy uses evidence-based decision frameworks that enable the prioritization of FMP projects and provides a process we can use to assess needs that may arise over time. Prioritization criteria are aligned with the FMP's guiding principles of quality, innovation, sustainability and equity.

The use of key criteria assists in determining facility development and redevelopment priorities. These indicators are based on the FMP's strategic framework. Equity is heavily emphasized through a standards-based gap and provision analysis that prioritizes areas of higher need. Timing may also be influenced by the facility's status (where it is in the development "pipeline"), future population growth, and alignment with approved civic initiatives or partnerships.

### Ongoing Projects will Maintain their Position in the Queue

This Implementation Strategy does not impact projects in advanced stages of planning, such as those that have initiated their design process. These will proceed as planned and will generally be expected to remain priorities within the queue.

Projects that are in process are not included in the prioritization exercise.

## **The Prioritization Framework uses Two Different Methods with Similar Criteria**

This Strategy uses two approaches to prioritizing capital needs and growth identified in the FMP, both of which rely on similar criteria. Different methods are necessary because we have a wide spectrum of facilities types and challenges can arise when comparing and prioritizing between “apples and oranges”.

For **Indoor Recreation Facility projects**, a data-driven assessment is used – this involves a matrix that uses weights, measures and scoring. Community recreation centres have the ability to serve local area residents and – depending on their amenities – can also serve a broader geographic area. They also represent the largest portion of PFR’s capital budget. Most projects have a site location that allows for demographic analysis to be completed. Planning and review for these facilities will occur as they are initiated to ensure that the most up-to-date information and analysis is undertaken to inform facility priorities, potential co-location considerations, and funding partnerships and opportunities.

For **Park-based amenities**, a standards-driven assessment is used – this involves meeting a general list of criteria (either yes or no). Many park-based facilities have a specific market (such as youth) and most amenities recommended in the FMP have not yet been assigned to specific park sites. These facilities will require further planning analysis to assess opportunities within the overall park system, including location and design. Where appropriate, this work will need to be aligned with the Parkland Strategy.

### **1) Indoor recreation facilities are assessed using a data-driven methodology.**

Given that new or replacement indoor recreation facilities have the highest capital and operating costs among FMP facility types, a rigorous and consistent approach to facility planning across the city is necessary. Most major capital projects also have identifiable study areas, which is necessary to support detailed evaluation.

To support this detailed approach, a priority ranking matrix – which is a common technique that has been used in several City of Toronto planning frameworks, including the Strong Neighbourhoods Strategy – has been developed. This approach involves the collection of key data and inputs, weighting of criteria, and scoring and validation of rankings. By placing importance on the factors that matter the most, this method removes subjectivity and promotes evidence-based planning.



In this way, we can create a prioritized ranking among a defined group of projects to inform our long-term capital program (using the “evaluation criteria”), while also maintaining flexibility to incorporate emerging priorities (using the “readiness scan”).

**Table 1: Indoor Recreation Facility Prioritization Criteria (Data-driven Method)**

Evaluation Criteria	Measure	Weight
A. Addressing Aging Infrastructure	condition of the facility (replacement facilities only)	Highest
B. Improving Accessibility, Functionality and Efficiency	qualities of the facility (replacement facilities only)	Highest
C. Filling the Gaps	distribution of existing facilities	High
D. Balancing Provision	current population to facility ratio	Medium-High
E. Enhancing Accessibility for those in Need	low income population	Medium-High
F. Strengthening our Communities	Neighbourhood Improvement Areas	Medium
G. Increasing our Capacity to Serve	waitlists, service hours, unmet demand	Medium
H. Targeted Reinvestment	condition of nearby facilities	Low
I. Considering Others	existence of alternate providers	Low

Readiness Scan	Measure	Weight
1. Current Project Status	Status of land, funding, planning/construction process	n/a
2. Future Population Changes	Development pipeline figures	n/a
3. Alignment with Civic Initiatives or Partnerships	Known factors that may accelerate project initiation	n/a

The following graphic illustrates the four-step process that has been used to evaluate the priority of indoor recreation facility projects in this Implementation Strategy. It is detailed further in **Appendix B**.

Figure 3: Prioritizing Indoor Recreation Projects



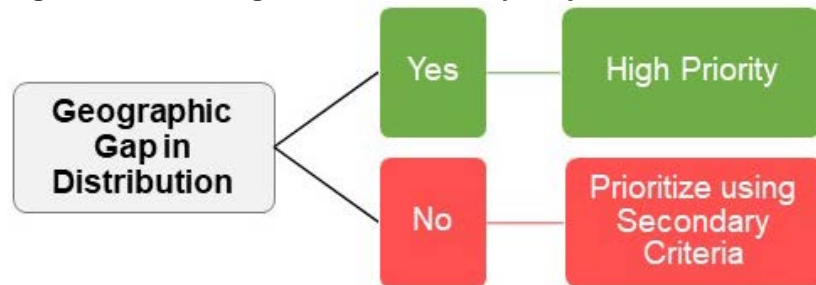
## 2) Park-based facilities are assessed using a standards-driven method.

To identify priorities for facilities in parks such as outdoor aquatics, sport courts/zones and sports fields, this Implementation Strategy uses a qualitative approach based on a project's ability to meet key criteria (pass/fail). The approach relies on a similar but abbreviated list of indicators as the indoor recreation facility prioritization. This simplifies and streamlines the evaluation, while ensuring that the most relevant demand factors are considered.

**Table 2: Park-based Facility Prioritization Criteria (Standards-driven Method)**

Primary Criterion	Measure
1. Geographic Gap in Distribution (automatically considered a high priority, to be addressed within the first ten years of implementation)	distribution of existing facilities
Secondary Criteria	Measure
2. Current Per Capita Facility Provision Level	current population to facility ratio
3. Future Per Capita Facility Provision Level	future population to facility ratio based on population projections
4. Neighbourhood Improvement Area	designated Neighbourhood Improvement Areas
5. Public/User Feedback	public input received through relevant consultation initiative
6. Alternate Providers	existence of alternate providers
7. Child and Youth Population (where applicable)	proportion of child and youth population in the service area
8. Coordinated Project / Civic Initiative	active or planned civic initiative that may impact timing and/or provision

Figure 4: Prioritizing Park-based Facility Projects



This method is described in more detail in **Appendix B**.

Once projects are identified as priorities, implementation analysis is required to identify readiness. The most critical element is identifying an appropriate site for facility development, which will vary by facility type and community requirements. For example, splash pads are not appropriate for all park types due to their intensity of use and need for support amenities (e.g., washrooms, parking, etc.). Inserting facilities into existing parks (where the “fit” is appropriate) will likely expedite the implementation process, as opposed to gap areas that require land acquisition. Park facility priorities should be referred to the park planning process to evaluate options and identify land-based needs.

### 3) Some Facility Types Require Additional Study

Due to their site-specific nature, some facilities examined in the FMP – such as curling rinks, sport bubbles, clubhouses and fieldhouses – will require further analysis to manage future investment and establish priorities. Asset-specific studies should examine need and provision options, with consideration given to:

- existing supplies and distribution;
- demonstrated demand;
- partnership and alignment opportunities;
- site impacts; and
- relevant policy frameworks.

### Additional Parkland May be Required to Accommodate New Amenities

The FMP recommended several new and enhanced park amenities, from sports fields to splash pads, and outdoor rinks to sport courts. Some of these will serve address growth-related needs, while others will make it easier for residents to access the needed facilities.

In order to provide for these amenities, parkland is needed within areas identified as priorities in the FMP. Successful implementation requires that we align the park planning process with the FMP and the priorities that are emerging from this Strategy. In priority areas without locations to accommodate the recommended facilities, parkland acquisition may be required.

### 3. Creating a Sustainable Approach to State of Good Repair

Managing an aging parks and recreation asset portfolio with an increasing backlog is an ongoing challenge for the City. The inventory of FMP-related facilities amounts to approximately \$1.2 billion in asset replacement. The average age of our community recreation centres is 42 years, while indoor pools are 47 years and arenas are 55 years. With the addition of new facilities included in the Facilities Master Plan, the need to maintain an ever-larger asset base in the future will only become more challenging.

Significant investment is needed to maintain and sustain these important public assets. While the FMP recommends major revitalization of 11 large and mid-size community recreation centres, this leaves 74 additional centres that require sustainable state of good repair funding, in addition to most of our 100+ indoor and outdoor ice rink locations, 600+ tennis courts, 16 skateparks and many more facility types. Financial constraints require decision-makers to prioritize capital expenditures and focus limited resources where they will have the greatest impact.

#### 3.1 How SOGR Requirements are Identified

State of good repair (SOGR) funding extends the useable life of facilities by remediating deficiencies identified by asset condition assessments, such as mechanical systems, roofing, structural systems, flooring and equipment replacement. SOGR excludes projects that predominantly involve upgrades, such as the incremental costs associated with barrier-free improvements or upgraded technologies.

Our historic levels of investment in maintaining the state of good repair of existing parks and recreation facilities have been inconsistent and often inadequate, resulting in a significant backlog of deferred maintenance and repairs. The SOGR backlog represents specific work items that are necessary to ensure that facilities remain in sound working condition and able to operate to their full level of performance, but that have been deferred to a future date due to lack of funding.

#### SOGR and Preventative Maintenance

The FMP recommends that PFR “Develop new tools and practices to further enhance the City’s infrastructure management system, ensuring that capital renewal becomes an integral part of planning and prioritization.” (Recommendation #56)

One way to put this into action is to develop a **preventative maintenance program** to extend the lifecycle of major building components of PFR facilities.

SOGR projects are rated and ranked based on condition assessments and projected lifespan of the facility. The list and priority order are constantly changing through ongoing review. Funding is allocated first to facilities that are in the poorest condition and/or were closed as a result of equipment failure; however, funding can be reallocated to other projects when unexpected issues arise.

### 3.2 SOGR Funding is a Smart Investment

The majority of SOGR Capital Asset Management Program (CAMP) projects are comprised of work that has already surpassed the expected lifespan, and many components are increasingly at risk of failure. In spite of these efforts, the funding shortfall and deferral of projects can lead to equipment and component failure, causing service interruptions and unplanned closures. For example, several outdoor rinks required immediate work to operate during the 2018/19 season and two facilities were closed as a result. As a result, projects are constantly being reprioritized to address unplanned work, which are costlier to implement and increase the burden on resources.

In the past, parks and recreation users have often been negatively affected by the deteriorated physical condition of assets and facility components (e.g., stairs, elevators, lighting, irrigation, HVAC systems, etc.) due to chronic underfunding of capital repairs and replacements. Responding to an unplanned emergent situation requiring immediate action often results in less strategic but necessary stopgap measures to get the facility up and running as soon as possible. The majority of public complaints received by PFR are largely preventable facility maintenance problems which can partially be traced back to SOGR and facility failures that result in service interruptions and cancelled programs. The FMP aims to reverse this trend.

Community recreation centres represent almost one-half of the total backlog costs for facilities identified in the FMP. From 2014 to spring of 2017, PFR documented 32 unscheduled facility closures of one week or more at CRCs, ice rinks, arenas, pools and other facilities – an average of eight per year. Causes included roof leaks, pipe bursts, condenser and chiller failures and issues with pool liners, pumps, and

### Design Standards have Changed

Our understanding of state of good repair requirements is informed by building condition assessments. These are point in time visual inspections that are based on typical lifecycle component thresholds.

These assessments are “like for like” – most do not address upgrades, such as best practices relating to barrier-free designs.

When assessments become outdated, they tend to underestimate our obligations. Maintaining a timely update schedule is critical to providing the best information.

Most importantly, we need to move beyond SOGR and seize these investment opportunities to do more – make our facilities accessible, upgrade to the latest technologies, and focus on items that add value and capacity.



filtration and dehumidification systems. These events result in lost days of public access or program availability at facilities across the city.

**Table 3: Impact of SOGR Investment**

<b>Objective</b>	<b>Result</b>
Undertake projects in a planned and strategically sound manner	Reduce expensive facility repairs
Maintain current service levels	Support growth and economic development
Addressing potential threats to public health and safety	Reduce risk and liability
Reduce the potential for unexpected service disruptions	Reduce impact to customers and economic consequences resulting from the potential loss of users and revenues
Improve quality	Improve customer experience and our competitiveness in the marketplace
Improve building system and energy efficiencies (Toronto Green Standard)	Reduce operating costs and environmental impacts, and improve sustainability (helping to achieve the City's Green Standard)
Implement preventative maintenance	Increase overall facility lifespan, reducing the need to consider replacement or divestiture as it may be more cost-effective to rebuild than to repair

### 3.3 Prioritizing SOGR Projects

As of year-end 2018, the state of good repair backlog for facilities addressed in the Facilities Master Plan is \$301.8 million. At the current rates of funding, this number increasing every year – it has risen by 10% in the two years since the FMP was approved. The backlog is the result of an imbalance between what is needed to maintain, repair or replace assets in an effective, proactive timeline and the amount that has been allocated in the budget. Reduction of the backlog will improve the quality of facilities, reduce the pressure of increasing costs from deteriorating components and failed equipment due to deferring work that has been identified as being at the end of its projected life-cycle.

At present, the backlog contains over 400 projects distributed across Toronto. This includes approximately:

- 85 projects at community recreation centres;
- 50 at outdoor rinks and arenas;
- 50 at splash pads and wading pools;
- 65 at sports fields, support buildings and skateparks;
- 35 at indoor and outdoor pools; and
- 120 at tennis and sport courts.

Of those projects listed above, the SOGR backlog can be divided out into the following components:

- 32% building, aquatic and arena systems
- 27% building exteriors, hard courts and grounds
- 24% building interiors
- 12% roofing
- 5% other projects

While tennis and sport courts represent the greatest volume of deferred SOGR projects, the large majority of funds are associated with community recreation centres, arenas and indoor pools.

#### **FMP Recommendations relating to SOGR**

The Council-approved FMP included the following recommendations relating to SOGR:

**#51. Revise SOGR financial policies and practices** to streamline and strengthen PFR's ability to undertake projects in a timely and cost effective manner.

**#55. Establish dedicated capital funding** for large-scale facility revitalization and replacement projects.

**#86. Increase spending on SOGR** in order to create more resilient infrastructure and avoid higher capital costs in the future...Address the backlog of deferred rehabilitation projects...Provide sufficient priority and funding for ongoing renewal and SOGR requirements...

The growing backlog has been well documented. A 2009 report from the Auditor General (“Parks, Forestry and Recreation – Capital Program – The Backlog in Needed Repairs Continues to Grow”) indicated that PFR’s capital program did not adequately address the SOGR backlog and that the Division’s capital spending rate had been an issue. Through the provision of additional staff resources, PFR’s spending rate has been increasing and is at its highest rate in recent years.

SOGR is an investment that improves facility condition, efficiency, capacity and access equitably across the entire city. The quality and functionality of our facilities is very visible to the public and residents have high expectations that the work will be done quickly and comprehensively.

One threat to SOGR is the reallocation of funds to other capital priorities, which impacts our ability to upgrade parks and recreation assets, accelerates their deterioration and increases the accumulated SOGR backlog. This challenges our operations and affects the public directly through restricted access and unplanned closure of facilities. In recent years, approximately \$42.0 million in debt funding previously planned for SOGR has been redirected to other City priorities; this trend has continued in the 2019-2028 Capital Budget and Plan, with nearly \$18.9 million being redirected from SOGR to other priorities including island ferry replacement and information and technology projects.

To assist in meeting the enhanced spending targets and ensure that funding is directed at the right facilities and is consistent with an overall plan, the FMP seeks to demonstrate the value of SOGR spending and align funding with the capital budget and high leverage facility improvements.

Capital facility renewal projects are prioritized based on condition audits and inspections, with high priority projects proceeding first. While some may perceive that certain areas get more than their share of SOGR funding, the engineering assessment ensures that this is not the case. Where possible, multiple components are grouped together into one project to minimize disruption and create economies of scale that can generate a larger impact across the entire facility. This approach is reasonable and will remain in place.

## Competing Priorities

SOGR funding levels for FMP facilities are not keeping pace with needs. One reason is that there are additional SOGR priorities beyond the traditional improvements that have arisen that are also funded through debt. Recent examples include ferry replacement and improvements to the Division’s IT system that support program registration. As a result, the same allocated funding envelope needs to address a broader range of improvements.

SOGR is almost exclusively funded by debt. Growth-related funding such as Development/ Community Benefits Charges or Section 42 funds cannot be used to repair or replace existing infrastructure, though upgrades that increase capacity may receive partial funding.

However, an approach is needed to connect SOGR investment to the FMP's goals and provision targets. Due to changing needs, participation trends and facility standards, reinvesting in all facility types equally may not be the best way to respond to current or future needs. Consideration of component upgrades, facility redesigns and the installation of new features may be required. Reinvestment in under-utilized facilities or components that the FMP recommends for phase-out should also be re-evaluated.

There is a growing need to think beyond existing designs and functions to create 21<sup>st</sup> century facilities that provide better outcomes for our communities. This requires that we consider the impact on our users, the broader system of facilities, changing demographics and trends, the benefits of co-location and year-round use, innovation in asset management, facility resiliency and long-term sustainability.

Through implementation, PFR will continue to analyze and prioritize SOGR projects equitably across the city using criteria such as:

- the facility condition index (FCI) rating (guided by technical lifecycle analysis);
- the number of years the project has been deferred; and
- the priority condition ranking that prioritizes urgent over non-urgent projects (e.g., repairing a roof would take priority over repairing cabinetry).

In addition, factors such as opportunities to improve accessibility, increase utilization, and reduce operating and maintenance costs will also be considered. Projects that are scheduled for redevelopment would take priority, and there may be bundling opportunities to complete several projects together. Finally, opportunities to improve energy management will be considered as there may be a potential for return on investment.

## **Minor Capital can make a Big Difference**

Repairs and upgrades to minor capital items within our parks and recreation system are under-funded. Examples include painting and refurbishing old parking lots, lighting, pathways, washrooms and more.

Many project budgets do not have allowances for these items, even when other parts of a community centre are upgraded. Our users notice this and are left feeling that the project is “incomplete”.

Presently, these items receive about \$4.383 million per year in our budget. As more people use our parks and as these amenities get older, more investment is needed.

FMP recommendation #54 directs the City to establish dedicated funding for small-scale facility items. SOGR funding should include these items, as they directly improve the use, experience and maintenance of the facilities.

Beyond these factors, when evaluating the priority of investing between different facility types – such as a splash pad versus a wading pool – the following questions should be considered. High priority projects should be able to respond positively to most questions.

1. Most important, does the project align with FMP guiding principles and provision targets?
2. Is the project necessary to offer continued support to key stakeholders or neighbourhood?
3. Does the facility serve a substantial market/population?
4. Is usage of the facility type trending upward?
5. Would the project result in a substantial improvement to facility accessibility, efficiency or functionality?
6. Can the project be bundled as part of a larger project, resulting in cost savings or efficiencies?

### **3.4 Sustainable Funding is Needed to Address our Growing SOGR Backlog**

The FMP is notable for recommending a state of good repair strategy that will eliminate Parks, Forestry and Recreation's SOGR backlog on facilities identified within the FMP by 2038. If followed, this will allow us to get ahead of the costly impacts of deferred maintenance over time.

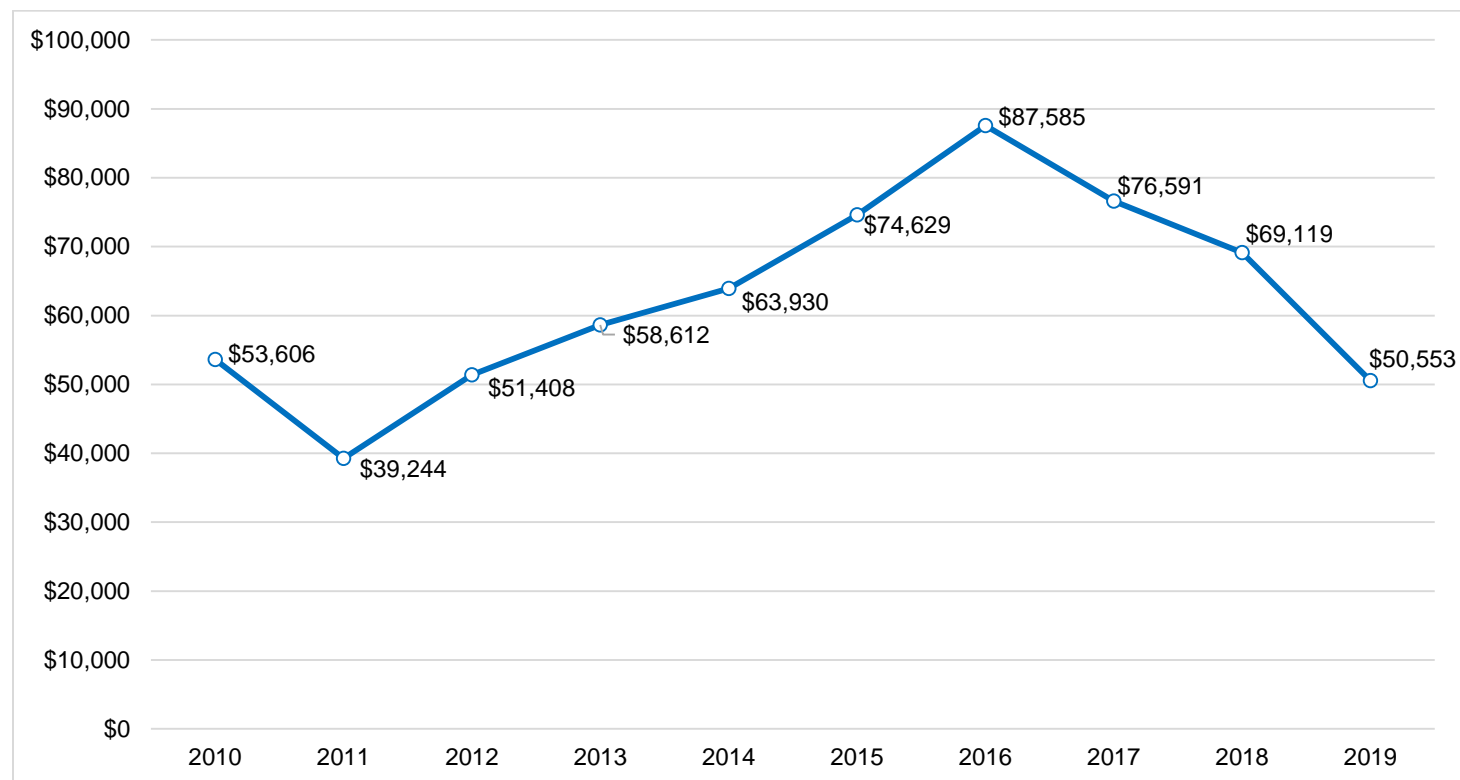
We are committed to ensuring resources and plans are in place so that our facilities can be maintained in a safe, clean and attractive condition. The FMP identifies steps we can take to prevent our current backlog from growing, and to avoid more significant capital costs as minor repairs grow into major issues. The FMP recommends increasing investment in overall repair funding, developing new tools and practices to ensure we clear our repair backlog and address new problems as they arise.

The need for significant capital reinvestment increases as facilities age and as new community requirements emerge. Thus, as our stock of facilities grows, so too must funding for state of good repair projects that ensure access to safe and effective spaces that contribute to high quality recreation experiences.

From 2010-2018, the average annual PFR SOGR investment was \$63.9 million – the 2019 allocation of \$50.6 million is 26% less than this average.



**Figure 5: Historical Investment in State of Good Repair (all PFR, including FMP in and out of scope items), \$000s**



For facilities within the scope of the FMP, there is \$404.1 million allocated to SOGR in the 2019-2028 Capital Budget and Plan, for an average of \$40.4 million annually. Between 2018 and 2028, we project that the accumulated backlog for FMP facilities will increase 25% from \$301.8 million to nearly \$380.0 million based on the current rate of investment. If the backlog is not addressed and grows, the likelihood of unplanned facility closures and program/service disruptions will increase, leading to more repairs, higher costs, lower levels of public satisfaction and greater uncertainty.

Significantly reducing the SOGR backlog for major capital facilities and increasing PFR's annual investment to meet industry standards will help to ensure PFR's existing facilities continue to serve the city for generations.

Through the 2017 FMP, the estimated cost to address SOGR requirements and reversing the FMP-related SOGR backlog for major capital facilities was estimated at \$1.24 billion over the next 20 years, of which \$775.6 million was anticipated to be available through PFR's 10-year Capital Budget and Plan (through the 2019 Capital Budget and Plan, this figure can be revised to \$808.3 million). **The FMP recommended an additional \$23.1 million per year between 2019 and 2038 (\$461.6 million) to achieve the recommended level of SOGR funding<sup>3</sup> (due to inflationary factors, this figure stands at \$23.5 million per year in 2019).** Of this amount, approximately two-thirds would go towards reducing the SOGR backlog over a 20-year timeframe, while one-third would allow for increased annual investment in scheduled SOGR projects, allowing the City to meet industry standards for asset management.

Through the 2019 budget, staff examined the potential to include a request for \$161 million in additional SOGR funding for PFR, phased in between 2020 and 2028. Due to the City's current debt targets, this could not be accommodated and was not included in the 2019-2028 Capital Budget and Plan. Any delay in achieving this enhanced level of SOGR funding (such as phasing in increases over several years) will hinder our ability to significantly reduce the SOGR backlog by 2038.

The following chart depicts two scenarios: (1) status quo funding; and (2) FMP recommended funding.

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<sup>3</sup> This represents the base year funding level and should be indexed to address annual inflationary impacts.

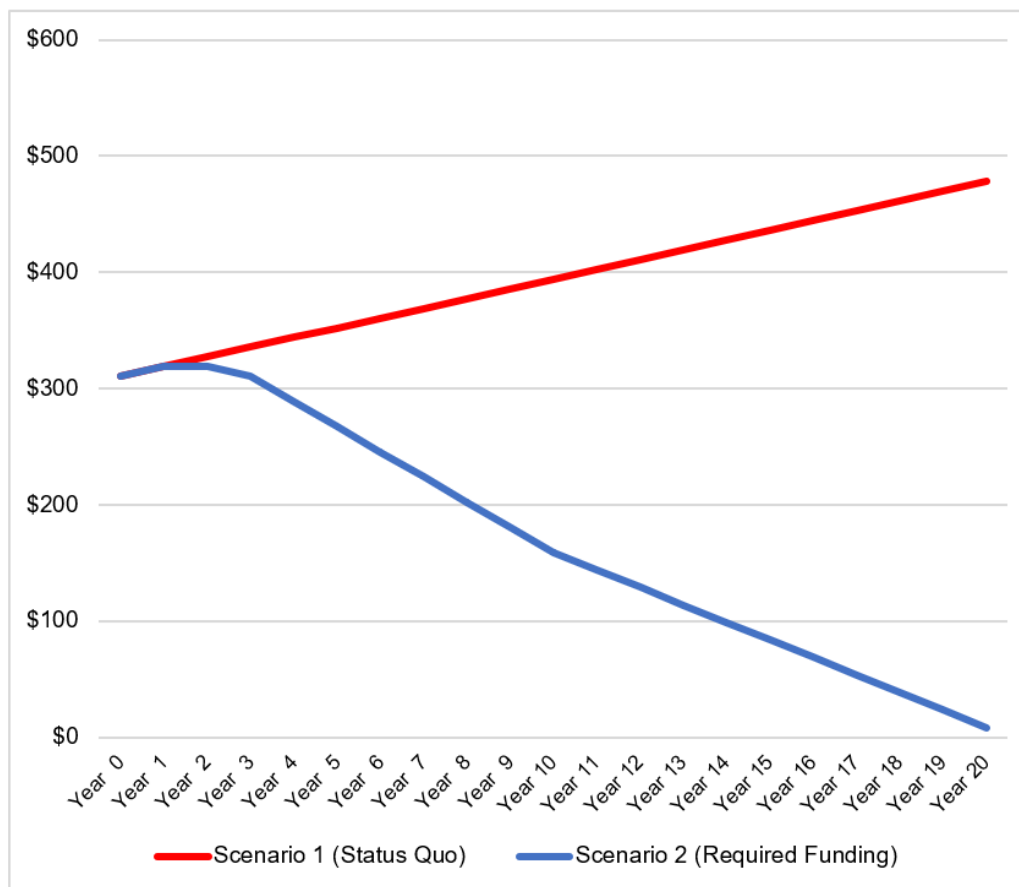
### **Scenario 1 (Status Quo)**

The current SOGR spending level for in-scope FMP items is approximately \$40.4 million per year (a 4% increase over the \$38.8 million figure used in the FMP). This allows us to initiate an average of 64 SOGR projects per year across all facility types. If funding remains at this level, the backlog will continue to grow – it is estimated to climb to over \$450 million in twenty years under this scenario – an increase of approximately 60%. The number of deferred projects (currently estimated at 405) would grow substantially, increasing the risk of unplanned closures. On average, PFR experiences eight unexpected facility closures per year.

### **Scenario 2 (Required Funding)**

The SOGR spending level required to eliminate the backlog in twenty years – as recommended in the FMP – is approximately \$63.9 million per year (adjusted to current year dollars). This is \$23.5 million more than the current annual funding amount. This scenario increases investment to a sustainable level over the short-term and maintains it at appropriate levels moving forward. With an annualized average funding level of \$63.9 million, this scenario allows us to initiate an average of 96 SOGR projects per year across all facility types – a 55% increase. Under this scenario, the backlog will be eliminated in twenty years, allowing us to stabilize funding at a level that allows for the sustainable management of our assets.

**Figure 6: FMP Backlog Projection, 20-year timeframe (\$millions)**



**Table 4: SOGR Projects Initiated Annually – Current and Proposed**

Facility Type	Projects in Backlog (2017)	Typical Costs per SOGR Project (note: these costs are lower than a full renewal project)	Projects Initiated Annually	
			Current Funding (\$40.4/yr)	Required Funding (\$63.9M/yr)
Community Recreation Centres	85	\$2,100,000 (can be as high as \$9 million)	13	20
Outdoor Rinks and Arenas	50	\$750,000 (can be as high as \$4 million)	8	12
Splash Pads and Wading Pools	50	\$100,000 (can be as high as \$500,000)	7	11
Sports Fields, Support Buildings and Skateparks	65	\$100,000 (can be as high as \$700,000)	11	17
Indoor and Outdoor Pools	35	\$700,000 (can be as high as \$500,000)	5	8
Tennis and Sport Courts	120	\$150,000 (can be as high as \$750,000)	18	28
<b>Total</b>	<b>405</b>	<b>Average: \$675,000 Total: \$301.8 M</b>	<b>64 projects</b>	<b>96 projects (~55% increase)</b>

### 3.5 Keeping Pace through an Improved Spending Rate

If SOGR funding levels are increased, our capacity to spend the funding must as well. PFR presently spends approximately 77% of its annual capital budget and is projected to spend 79% by year-end 2019, up from 47% in 2016. This increase is a result of adding more staff, creating dedicated buyer positions, better management of in-year cash flow and variance reporting, and improved alignment between the budget and our capacity to deliver. As of 2018, the SOGR spend rate was approximately 90%.

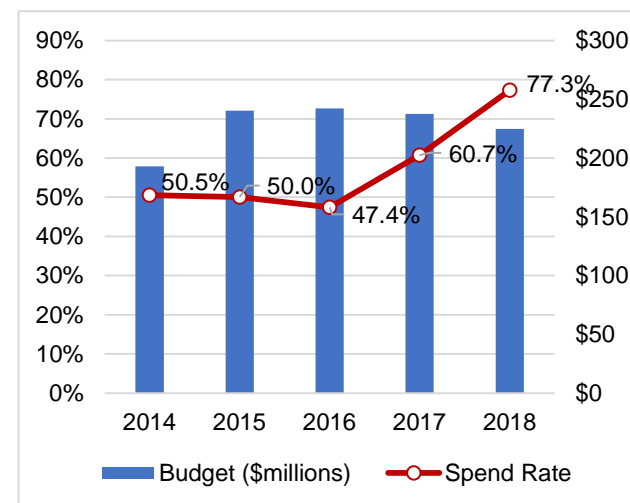
Capital spending rates are still challenged by internal resources to plan, manage and execute the facility development or rehabilitation process. New capital investment must be supported by sufficient capital planning staff and construction management resources, as well as internal practices that improve efficiency and speed of delivery. There is a direct correlation between the number of staff delivering capital projects and capital expenditures.

In addition to staffing, other common factors that may create delays in the completion of capital projects include:

- availability of facility components;
- labour disruptions;
- unanticipated contract award delays and increasing construction costs;
- programming constraints and fluctuating weather, particularly for work scheduled around programming or seasons;
- unforeseen conditions (e.g., complications encountered in aging facilities) and increasing project scope to address deteriorating and failing equipment;
- economic markets (e.g., projects utilizing developer funds);
- third-party approvals; and
- impact of community consultation, shifting demand or political direction.

When projects change direction, the process becomes extended (e.g., change orders) and expenditures are deferred without an ability to move the funding between project categories. FMP recommendation #90 directs the City to “Increase PFR’s capacity to deliver on the volume of planned projects, including those recommended in the Facilities Master Plan” and presents a number of strategies to achieve this, such as allocating additional staff resources, using new building and project management approaches, engaging external project management resources, developing common facility design guidelines, initiating public consultation well in advance and more.

Figure 7: PFR Annual Spending Rate, 2014-2018





## 4. Implementing our Facility Provision Strategy

This section examines all facility types addressed in the FMP and provides direction on their planning and provision. It is structured to be a “one-stop” resource for the planning and provision of specific parks and recreation facility types.

Multi-page “detail sheets” are used to tell the story about facility provision, from what we currently have to what we need as directed by the approved FMP. Key facility-specific planning objectives, decision criteria and design considerations are identified, as are strategies and implementation tools to achieve the FMP provision targets.

Timelines have been created for many facility types to illustrate the recommended priorities within five-year windows. Using the decision-making frameworks described in Section 3, new capital projects recommended in the Facilities Master Plan – many without secure funding, partners and/or sites – have been evaluated and prioritized. Projects that are already in progress (i.e., where design has been initiated) are shown within their respective implementation timeframes. The timelines also identify the status of funding for each FMP-recommended capital project, current as of Q3 2019.

Categories within the timelines include:

- **In Progress** (2019-2023): Projects that are generally in design or construction; these will be identified in the 2019-2028 Capital Budget and Plan.
- **Planned** (2024-2028): Projects that are in the Capital Plan, but not initiated.
- **Anticipated** (2029-2038): Projects supported by the FMP to be considered as part of capital plans beyond 2028.

The FMP also recommends several strategies to confirm future provision approaches – these initiatives are illustrated on the timelines across the various timeframes.

These timelines will be used to inform capital planning. If a project cannot be funded or achieved in the five-year timeframe that it is proposed, it will retain its ordered ranking and become the highest priority in the subsequent timeframe. Notwithstanding this, the availability of substantial external funding is one factor that may accelerate facility development. Conversely, the inability to secure appropriate lands/sites or negotiate necessary partnerships may delay facility development.

## 4.1 Community Recreation Centres



# Community Recreation Centres (CRCs) *Service Profile*

### OUR SUPPLY & PROVISION TARGET

As of 2019, the City operates **85 Community Recreation Centres (CRCs)** that are categorized as Large Multi-use or Mid-size CRCs. These CRCs are part of a larger network of 123 centres and over 400 program sites that the City uses for programming and community use across Toronto.

We will strive to maintain our current provision level of **one large or mid-size CRC per 34,000 residents** by providing facilities in gap and growth areas. A service radius of 2.0 to 2.5km should be used for evaluating demand.

The average CRC is nearly 40 years old. We will strive to keep all of our centres in a state of good repair and work to replace or revitalize those that are in the greatest need.

### HOW THEY BENEFIT OUR COMMUNITY

- They provide publicly accessible space that promotes and supports community engagement, social connections and personal health, wellness and physical activity.
- They offer a broad range of services, including programs, permits and events. CRCs account for most of the PFR's over 500,000 program registrations, six million drop-in program visits and nine million hours of rental time.
- They accommodate diverse people of all ages and abilities through multi-use, inclusive and intergenerational activities and spaces.
- They enhance equity across the city – 39 of the City's centres offer free programs, accounting for 33% of all registrations.
- CRCs are often co-located with other services – such as library branches, children's services, etc. – offering convenient, one-stop shopping service models.

### STRATEGIC DIRECTIONS

The following will direct our investment decisions:

- A. Provision levels will be maintained by investing in existing and new community recreation centres.
- B. Strategic revitalization and replacement will optimize the City's community recreation centres.
- C. Multi-use community recreation centres are responsive to needs and will be emphasized.
- D. Long-term sustainability of the City's system of community recreation centres will require partnerships with others.



Regent Park Community Centre



Edithvale Community Centre



## Community Recreation Centres (CRCs) Needs

### FACILITY NEEDS TO 2038

The FMP supports reinvesting in existing CRCs, with a focus on those centres that are in the greatest capital need and offer opportunities to enhance and expand services to residents in areas of high need.

- **11 CRCs will be revitalized or replaced by 2038**; detailed planning review including site-specific analysis and consultation will be completed to further define this work.

The FMP supports the provision of new CRCs in pace with growth using a target of one CRC per 34,000 residents. Gaps were identified using a 2.0 to 2.5km radius.

- **17 new CRCs are planned to be built by 2038**; 10 of these projects are currently in the planning or construction stage (Davisville is categorized as a pool in the capital plan).

Demand for additional CRCs may emerge over the course of the planning period due to changing growth/market conditions or partnership opportunities. The criteria contained in this report should be used to evaluate future need.

### WHY WE NEED THEM

- Residents are seeking close-to-home recreation options. New CRCs will resolve geographic gaps in service.
- The City's recreation programs are in high demand. New and redeveloped CRCs will add capacity and reduce the waitlist for recreation programming.
- New and redeveloped CRCs will help us keep pace with growth-related needs and meet the City's objective of creating complete communities.
- The average CRC is about 40 years old, the point at which major renovation is typically required. Reinvestment initiatives will modernize our assets, respond to emerging needs, increase our capacity to serve and enhance the experience for users. (see Appendix C – Community Recreation Centre Technical Analysis – for a description of the difference between an older CRC and a replacement CRC)

### HOW WE'LL GET THERE

- CRCs (gap/growth-related and replacement) will be designed as **multi-use centres** (large multi-use and mid-size). The target size for new CRCs is generally 45,000 to 65,000 square feet.
- Where possible, CRCs will seek to **co-locate** with civic services (e.g., public library, children's services, etc.) and consider third-party partnerships (e.g., developers, etc.).
- **New CRCs** will largely be funded through growth related sources including Development Charges, Section 42 and developer contributions. They will be dependent on both the provision of funds and meeting the anticipated recreation growth targets.
- **Replacement CRCs** will involve significant revitalization or outright replacement. These projects are largely funded by debt and will be dependent on the available debt funding as well as advancing creative partnerships. Most will likely remain on the same site, but should also consider options for meeting the size target and serving the intended market.



## Community Recreation Centres (CRCs) *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

Funded CRCs will proceed in step with the timelines projected in the Capital Budget and Plan. Availability of projected funds, land acquisition, site conditions, partner negotiations, market conditions and contractor availability all have an impact on overall project timing.

As of 2019, the 10-year Capital Budget and Plan projects funding to the following CRCs:

*In progress (planning, design or construction stage)*

- City-initiated (new): Canoe Landing, Bessarion, North East Scarborough, Western North York, Don Mills, Etobicoke City Centre, Wabash, Downtown
- Developer-initiated (new): Lower Yonge, East Bayfront
- City-initiated (replacement): John Innes
- Developer-initiated (replacement): Wallace Emerson

*To be initiated with projected funding in Capital Budget and Plan*

- City-initiated (new): Central Etobicoke, SW Scarborough, North Rexdale
- Developer-initiated (new): Newtonbrook
- City-initiated (replacement): Lawrence Heights, Masaryk-Cowan, Scarborough Centennial, Falstaff

Future CRC priorities to be considered as part of future Capital Plans include:

- New CRCs: Downsview, Port Lands
- Replacement CRCs: Dennis R. Timbrell, Stan Wadlow, Albion, Gus Ryder, Thistletown



**Canoe Landing Community Centre  
(concept)**



**Lower Yonge Community Centre  
(concept)**



	IN PROGRESS (design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
			2029 to 2033	2034 to 2038
NEW CRCS (gaps and growth)	Canoe Landing (2019)	Central Etobicoke	Downsview	<p>Note: Timing of anticipated projects may be advanced by funding, partnerships and inter-governmental discussions.</p>
	Bessarion (2019)	SW Scarborough	Port Lands	
	NE Scarborough	North Rexdale		
	Western North York			
	Don Mills			
	Etobicoke City Centre*			
	Wabash			
	Downtown			
	Developer-initiated – Timing tbd			
	Lower Yonge	Newtonbrook		
East Bayfront				
Placement CRCS	John Innes	Lawrence Heights	Dennis R. Timbrell	Gus Ryder
	Developer-initiated – Timing tbd	Masaryk-Cowan*	Stan Wadlow	Thistletown
	Wallace Emerson/Galleria	Scarborough Centennial	Albion	
		Falstaff		

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.

City of Toronto – Parks and Recreation Facilities Master Plan  
Implementation Strategy (October 2019)





## Community Recreation Centres (CRCs) *Implementation Tools*

### PRIORITIZATION CRITERIA

Capital projects identified in the FMP – both new and replacement – have been assessed using the following criteria:

- A. Addressing Aging Infrastructure (condition of replacement facility)
- B. Improving Accessibility, Functionality and Efficiency (qualities of replacement facility)
- C. Filling the Gaps (distribution of existing facilities)
- D. Balancing Provision (current population to facility ratio)
- E. Enhancing Accessibility for those in Need (low income population)
- F. Strengthening our Communities (Neighbourhood Improvement Areas)
- G. Increasing our Capacity to Serve (waitlists, service hours, unmet demand)
- H. Targeted Reinvestment (condition of nearby facilities)
- I. Considering Others (existence of alternate providers)

### TYPICAL PROJECT IMPLEMENTATION PROCESS

Taking a major CRC project from inception to completion takes a minimum of five years and usually more. Timing can be impacted by need and alignment with growth, funding availability, project complexity (e.g., site, design, partners, etc.) and other priorities. A typical process includes:

1. High-level planning and identification of need relative to other priorities (e.g., Facilities Master Plan)
2. Allocation of budget and funding sources
3. Partnership considerations and alignment with other needs
4. Detailed planning including a needs and facility assessment, business case and site selection process (including co-location analysis)
5. Development of design options and concept plans
6. Community engagement on the project and design
7. Construction and commissioning (typically two years depending on the size of the facility)



**Lawrence Heights Community Centre**



**John Innes Community Centre**



## Community Recreation Centres (CRCs) *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

We will work to ensure that new and redeveloped CRCs meet the following design guidelines at a minimum:

- 45,000 to 65,000 square feet (if feasible)
- Fully accessible, highly functional and flexible (good flow, well-sized spaces, natural light, at grade, connection to outdoor spaces, etc.)
- Anchored by full-size gymnasium and/or multi-tank pool
- Containing large public space lobby, multiple multi-purpose and fitness/dance/studio spaces, including active spaces
- Co-located with other civic uses and park space, if possible
- Average capacity of 20,000 hours of program, drop-in and permitted use per year

### SITE SELECTION CRITERIA

Once the need for a project and general service area have been established, we will assess potential locations using criteria such as:

- A. Proximity to Population
- B. Site Suitability (size and shape) & Visibility
- C. Site Development Costs
- D. Compatibility with Surrounding Uses
- E. Accessibility by Road (major street)
- F. Accessibility by Transit & Active Transportation
- G. Ownership
- H. Zoning
- I. Opportunity Cost & Operational Efficiency
- J. Distance to Comparable Facilities
- K. Potential for Expansion and Ability to Accommodate Outdoor Amenities

### PARTNERSHIP CRITERIA

Key criteria for evaluation of partnered facilities should be established, with consideration of the following factors, at minimum:

- A. Accessibility (e.g., barrier-free designs, on transit routes, etc.)
- B. Visibility (e.g., ground-floor placement, signage, etc.)
- C. Design (e.g., suitable size, configuration, natural lighting, quality of space, etc.)
- D. Operations (e.g., hours, staffing, etc.)
- E. Costs (e.g., construction, maintenance, operations, etc.)
- F. Partnership terms (e.g., responsibilities, ownership, etc.)



**Wallace Emerson Community Centre**

## 4.2 Indoor Pools



### Indoor Pools Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City operates and/or permits **Indoor Pools** at **61 locations**, consisting of a total of 76 tanks. Aquatic features and designs range from small teaching pools to international competition venues. Many (28) of these pools are co-located with schools and made available to the public on evenings, weekends and in summer months through agreements with the school boards.

The supply is supplemented by other pool providers, such as YMCAs, Neighbourhood Centres, private fitness centres, schools, unsupervised condominiums and private pools, though not all provide aquatic programming.

We will identify gaps in distribution using a 2-kilometre service radius. A provision target is not recommended for indoor pools, rather a site-specific analysis of supply and demand is required. Currently, Toronto East York has the highest per capita indoor pool provision rate, while Scarborough has the lowest.

#### HOW THEY BENEFIT OUR COMMUNITY

- Indoor pools are some of the most highly sought-after recreation facilities as they are accessible to residents of all ages, abilities and socio-economic backgrounds. They support instructional swimming, recreational swimming, rehabilitative programs and training/ competition. Most important, pools offer important lifesaving and physical health services.
- Swimming (registered programs and drop-in) represents nearly 30% of PFR's service hours, representing nearly 4 million visits and one-third of PFR's waitlist in 2018. The City is currently implementing a strategy to reduce waitlists and grow recreation services.
- The demand for aquatic services is expanding. Broader uses and users require higher levels of design (e.g., multi-tanks, different configurations, etc.) and functionality (e.g., different water temperatures). Accessible, inclusive and high quality indoor pools are responsive to needs and emphasized in the City's capital program.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions:

- A. Provision levels will be maintained by investing in existing and new indoor pools.
- B. High quality indoor pools are responsive to needs and will be an emphasis of future facility development and revitalization.
- C. A new model of collaboration is required to ensure that school pools are available to the communities that need them.
- D. Pool utilization and access will be closely monitored.



Parent and Tot Swimming



## Indoor Pools Needs

### FACILITY NEEDS TO 2038

The FMP recommends 18 new pools and the replacement/redevelopment of 7 indoor pools over the next twenty years. Nearly all of these will be realized through the construction, expansion or redevelopment of community recreation centres. New stand-alone indoor pool complexes are discouraged.

Additional investment is needed to ensure that the City's indoor pools respond to changing and growing needs, including revitalizing existing pools.

### WHY WE NEED THEM

- Residents expect indoor pools to be located with multi-use centres that offer a variety of inclusive and inter-generational spaces and services. New indoor pools are recommended as part of several new, replacement or expanded community recreation centres.
- The design of pools has changed significantly over the years, with a focus on welcoming, safe, bright and inclusive spaces.
- Premier pools with multiple tanks, different water temperatures and modern design standards respond to a wide variety of user groups and aquatic programming options, including parallel and multi-generational programming. This strengthens the value and use of these facilities.
- School pools play an important role in the delivery of aquatic programs and permits, but tend to be older and smaller, have restricted hours and are not as well used as most City pools. To make better use of existing municipal facilities, the City has been optimizing the use of its capacity at City pools where possible.

### HOW WE'LL GET THERE

New and updated indoor pools must be properly justified as they are expensive to operate and users are seeking a wide variety of features and services. Future pool development will be guided by geographic distribution (using a 2-kilometre service radius to identify gaps), demonstrated need and future growth. Locations for pools in the gap areas of Western/Central North York (2) and Mid-Scarborough will be identified through future study.

Strategies to enhance use and efficiencies at existing pools will be explored. This includes opportunities to elevate Class C pools to a higher class, along with design and comfort amenities that respond to a broad range of needs (e.g., leisure and warmer-water tanks, adequately sized change rooms and barrier-free accessibility). An example is the revitalization of the Scadding Court Community Centre indoor pool.

Where there is a demonstrated need, public access to school pools will be maintained through collaborative efforts that represent a fair balance of benefits and risks. Pool closures initiated by the school board should be monitored and evaluated by the City.



## Indoor Pools *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

Funded indoor pools will proceed in step with the timelines projected in the Capital Budget and Plan. Availability of projected funds, land acquisition, site conditions, partner negotiations, market conditions and contractor availability all have an impact on overall project timing.

As of 2019, the 10-year Capital Budget and Plan projects funding to the following indoor pools:

*In progress (planning, design or construction stage)*

- New Pools as part of New CRCs (7): Bessarion, North East Scarborough, Western North York, Davisville, Etobicoke City Centre, Wabash, Lower Yonge (developer-initiated)
- New Pools as part of Expanded CRCs (2): Wellesley, Waterfront West
- Redeveloped Pools (2): John Innes, Wallace Emerson (developer-initiated)

*To be initiated with projected funding in Capital Budget and Plan*

- New Pools as part of New CRCs (4): Central Etobicoke, SW Scarborough, Downsview, Don Mills
- New Pools as part of Expanded CRCs (1): North York (site to be determined)
- New Pools as part of Redeveloped CRCs (2): Scadding Court, Lawrence Heights
- Redeveloped Pools (1): Scarborough Centennial

Future indoor pool priorities to be considered as part of future Capital Plans include:

- New Pools as part of New CRCs (1): Port Lands
- New Pools as part of Expanded CRCs (2): Scarborough (site to be determined), North York (site to be determined)
- Redeveloped Pools (3): Dennis R. Timbrell, Albion, Gus Ryder
- Other: Repurposing of Harrison Pool to alternate uses



Albion Pool and Health Club



## Indoor Pools Proposed Timing

FMP Recommendations # 6, 7, 8

	IN PROGRESS (design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
			2029 to 2033	2034 to 2038
Additions	Wellesley CC	North York (west – site tbd)	Harrison Pool (repurpose) Scarborough (central)	North York (central)
New (part of new CRCs)	Bessarion (2019) NE Scarborough Western North York Don Mills Davisville Pool (stand-alone) Etobicoke City Centre* Wabash Developer-initiated – Timing tbd Lower Yonge	Central Etobicoke Lawrence Heights SW Scarborough Waterfront West	Downsview Port Lands	
Replacements	Wallace Emerson/Galleria John Innes	Scadding Court Scarborough Centennial	Dennis R. Timbrell Albion	Gus Ryder

**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.

\*City building initiative





## Indoor Pools *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- The swimming pool is an anchor component for many CRCs, along with gymnasiums.
- The pool and change room environment must respond to the needs of the full demographic range of users, accommodating cultural, religious, gender and age requirements. Convertibility from open transparency to privacy is a program requirement in the natatorium, viewing area and change room zone.
- Pool quality and supporting amenities are major influences on participation. The design of new and replacement indoor pools should focus on premier pools with multiple tanks, different water temperatures and modern design standards. The basic natatorium configuration will consist of an accessible (ramped entry) 25-metre, 5 to 6 lane fitness pool and an accessible leisure pool (with warmer water; movable floor may be considered) with a variety of depths for teaching and water play.
- New pools require design and comfort amenities that respond to a broad range of needs, such as leisure and warmer-water tanks, adequately sized change rooms and barrier-free accessibility.
- New and revitalized pools will be served by gender-inclusive and universal change rooms to address safety and security issues for all users, respond to demand for gender-neutral spaces, and are accessible for persons with disabilities and mobility issues.
- Viewing areas near the shallow or leisure basin end of the natatorium allows for benches and loose furniture.
- Features such as climbing walls, tarzan ropes, slides and other play / splash features may be considered with deeper water areas.



**Toronto Pan Am Aquatics Centre**



**Children using Inflatable Tubes**

### 4.3 Gymnasiums & Multi-Purpose Space



## Gymnasiums & Multi-Purpose Space Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **103 Gymnasiums** of varying sizes and classifications. Approximately one-quarter of these are contained in community schools.

We will strive to include **one gymnasium in each new and replacement community recreation centre** (along with a 2-kilometre service radius to identify gaps in distribution). Currently, Etobicoke York has the highest per capita gymnasium provision rate, while Scarborough has the lowest.

#### HOW THEY BENEFIT OUR COMMUNITY

- Gymnasiums are well-used spaces that offer extensive flexibility in use, including activities such as sports (e.g., basketball, volleyball, badminton, netball, etc.), a wide variety of registered and drop-in programs, special events, community meetings and more.
- A significant amount of programming, activities and community meetings take place in community and multi-purpose rooms, which are a necessary amenity within any CRC.
- Indoor walking tracks help to build healthy communities and foster active lifestyles.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions:

- Provision levels will be maintained by investing in existing and new gymnasiums.
- Multi-use gymnasiums are responsive to needs and will be an emphasis of future facility development and revitalization.



Children playing indoor soccer



Adults practicing Tai Chi



## Gymnasiums & Multi-Purpose Space Needs

### FACILITY NEEDS TO 2038

The FMP recommends that all new and expanded community recreation centres include at least one gymnasium (as well as multi-purpose program spaces), with a focus on Class A double gyms and Class B single gyms. Several new and redeveloped CRCs are recommended within the FMP.

In addition, there are some areas of the City that require improved access to gymnasiums; this will be achieved through additions to large multi-component and mid-size centres owned by the City, with priority given to facilities in gap areas (most notably Scarborough – 2, North York and Etobicoke York). Additional investigation is required to determine if there are existing centres in these areas with potential for expansion to accommodate a gymnasium.

Multi-purpose spaces (e.g., general multi-purpose rooms, fitness-oriented spaces and specialty rooms) will be expanded on an as-needed basis, with four major CRC expansions (one per district) recommended over the next twenty years, including in the Thorncliffe area.

### WHY WE NEED THEM

- There are geographic gaps in the provision of gymnasiums across Toronto, including several unaddressed gaps in Scarborough. Multi-purpose space is also in demand across the City.
- The City's recreation programs and drop-in activities – such as basketball, volleyball, pickleball, badminton, etc. – are in high demand. New and redeveloped gymnasiums will add capacity and reduce the waitlist for recreation programming. They will also help us keep pace with growth-related needs and meet the City's objective of creating complete communities.

### HOW WE'LL GET THERE

Gaps in gymnasium provision and growing demand will be addressed by ongoing projects, proposed community recreation centres and adding gymnasiums at selected locations.

We will revitalize gymnasiums as part of broader community recreation centre projects. Where possible, we will ensure that they have appropriate dimensions, ancillary spaces (e.g., change rooms), natural light and incorporate indoor walking tracks.



**Regent Park Community Centre Gymnasium**



**A Typical Multi-Purpose Room**



## Gymnasiums & Multi-Purpose Space *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

New Gymnasiums and Program Space will be provided as part of all new and redeveloped CRCs.

As of 2019, the 10-year Capital Budget and Plan projects funding to the following additional gymnasiums and multi-purpose space projects:

*In progress (planning, design or construction stage)*

- New Gymnasiums as part of Expanded CRCs (1): Central Scarborough (site to be determined)
- New Program Space as part of Expanded CRCs (1): Thorncliffe area (site to be determined)

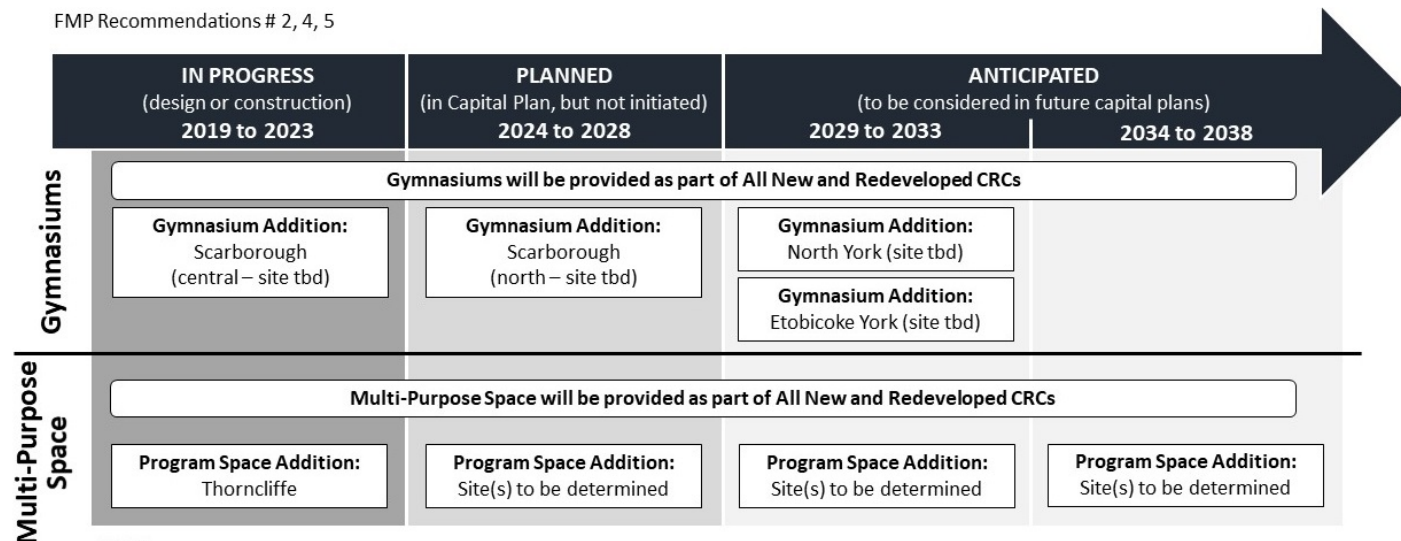
*To be initiated with projected funding in Capital Budget and Plan*

- New Gymnasiums as part of Expanded CRCs (1): North Scarborough (site to be determined)
- New Program Space as part of Expanded CRCs (1): one additional site (to be determined)

Future gymnasiums and multi-purpose space priorities to be considered as part of future Capital Plans include:

- New Gymnasiums as part of Expanded CRCs (2): North York (site to be determined), Etobicoke York (site to be determined)
- New Program Space as part of Expanded CRCs (2): sites to be determined

FMP Recommendations # 2, 4, 5



Notes:

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.

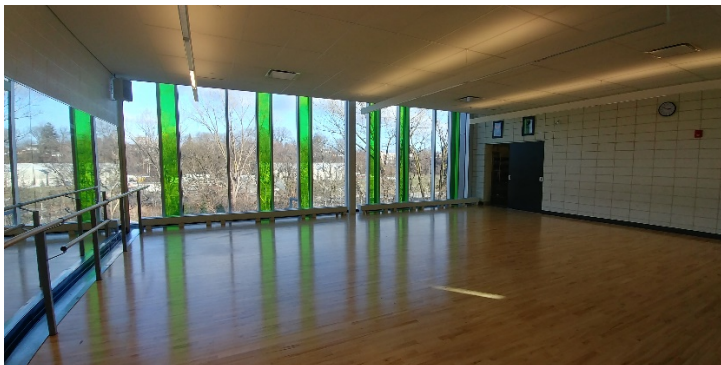




## Gymnasiums & Multi-Purpose Space *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- The gymnasium is a multi-use component that forms a major public room within CRCs. It should be designed for maximum flexibility in order to accommodate a high occupancy for events and activities. Stand-alone gymnasium facilities are not recommended.
- It is important that gymnasiums have appropriate dimensions (double gyms wherever possible), adequate storage, ancillary spaces and natural light. The dimensions, equipment and floor material (e.g., sport court, sprung wood, etc.) should be selected with an understanding of the sports anticipated.
- A walking jogging track is often paired with the gymnasium, usually circling the gym at an upper level.
- Change rooms for the gymnasium are smaller than for aquatics, but still can use the gender-inclusive / universal concept.
- Multi-purpose rooms form the core of community recreation program provision and should be designed to meet a broad variety of uses; each should include storage. The sizing and design of these rooms should be validated against community needs and anticipated program delivery. Examples include general multi-purpose rooms, fitness-oriented spaces and specialty rooms.



**York Recreation Centre Dance Studio**



**Edithvale Community Centre  
Boardroom**



**Edithvale Community Centre  
Gymnasium**

## 4.4 Arenas



### Arenas Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City owns **50 Indoor Arenas** (consisting of 39 single pad arenas and 12 multi-pad arenas) providing a total of **65 indoor ice pads**. Ten of these arenas (17 pads) are operated by Boards of Management, which are run by volunteer committees with minor capital funded by the City. City-owned arenas are supplemented by non-municipal indoor ice arena providers.

We anticipate we will be able to meet current and long-term needs with a provision target of **one indoor ice pad per 50,000 residents**. Toronto East York has the lowest per capita arena provision rate, yet has the highest provision of outdoor artificial ice rinks (AIRs).

The City also owns many AIRs and skating trails (which are addressed in the following section) as well as three indoor curling facilities (one of which is operated by a community club). The FMP suggests that the City accommodate curling within its existing inventory of facilities, where feasible. Major reinvestment in curling facilities is not a priority due to current demand levels and availability of alternate providers.

#### HOW THEY BENEFIT OUR COMMUNITY

- Arenas provide opportunities for learn to skate programs (including hockey, sledge hockey and figure skating), youth ice sports, public skating and community use.
- Skating is a traditional Canadian pastime and is an affordable, accessible activity for children, families and people of all ages and abilities.
- Although skating is popular with long-time residents and newcomers alike, participation in organized ice sports is stable to declining across Canada. Currently, 8% of Canadian children and youth play hockey, less than half the percentage that played twenty years ago.
- Use of the City's arenas has decreased over the past decade as newer, more functional private sector options have entered the market. Booking hours have decreased by 3.5% between 2010 and 2018, while program utilization has remained steady.

#### STRATEGIC DIRECTIONS

Most arenas are well used during prime-time hours; however, off-peak daytime usage is very low. There is capacity to accommodate more ice use in arenas during both prime and non-prime hours, most notably in Scarborough. The following will direct our investment decisions:

- A. Usage of arenas will be closely monitored and opportunities to enhance community use throughout the year will be promoted.
- B. Respond to aging infrastructure and changing needs through the strategic renewal and repurposing of existing arenas.
- C. Multi-pad arenas co-located with other recreation spaces will be the preferred model for future development and replacement.
- D. Alternative arena operating arrangements will be explored as appropriate.





## Arenas Needs

### FACILITY NEEDS TO 2038

The FMP sets a target of **one ice pad per 50,000 residents** (existing and future population). Over the next twenty years, only one additional ice pad will be required to reach this target. This will be achieved by the proposed **Don Mills Civitan Arena** replacement and twinning project (part of the Don Mills CRC).

City-owned and operated arenas are aging and demand for ice sports is evolving. The FMP supports the development of an **arena replacement and repurposing strategy** to ensure that the City's arenas can continue to meet long-term community needs.

In the short-term, the FMP projects that up to three ice pads could be removed from the current inventory (and converted to other uses, such as indoor skateparks) without unduly restricting the City-wide supply.

### WHY WE NEED THEM

- Although no additional ice pads are required (beyond the Don Mills Civitan Arena project), this doesn't mean investment isn't required. Just the opposite – facility renewal and repurposing are necessary to foster a sustainable arena supply that addresses the changing needs of Torontonians.
- Future arena investments need to respond to a wider array of community needs (both ice and non-ice related) and find ways to extend usage throughout the entire year. Options for accommodating all ice sports – including curling – should be considered, as should alternative arena operating arrangements.
- Co-locating arenas with other community recreation spaces broadens their appeal and provides the City with more program locations to serve a multitude of local needs year-round.

### HOW WE'LL GET THERE

- A **service strategy** is required to consider alternative operating arrangements for City-funded arenas to improve utilization and respond to changing demands. This may include modified hours at select arenas, enhanced programming, expansion of the Board of Management model, pursuit of partnerships, etc.
- **Arena renewal** should focus on creating multi-pad arenas – with programmable community spaces that can be accessed year-round – in place of older and obsolete arena facilities. Selecting arenas to upgrade and replace should consider facilities that are well utilized, but that also need substantial capital repair and have significant design/functional challenges that would preclude their re-use.
- Given usage trends and available capacity, provision should be gradually reduced to align supply with demand. Clever **repurposing or converting** under-utilized single pad arenas to other year-round uses over time makes the best use of past investments as avoids demolition and ensures these existing structures are transformed into facilities that will serve Toronto's residents in new ways.



Single Pad Arena



Sledge Hockey Player



## Arenas Proposed Timing

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following arenas:

*In progress (planning, design or construction stage)*

- Replacement of the Don Mills Civitan Arena with a twin pad facility (part of the Don Mills CRC), with completion anticipated in 2024

*To be initiated with projected funding in Capital Budget and Plan*

- Repurposing of two single pad arenas to other community uses
- Replacement of one arena facility in Toronto East York with a twin pad arena, in conjunction with the repurposing on one arena to balance the supply

Future arena priorities to be considered as part of future Capital Plans include:

- Replacement of one arena facility in North York with a twin pad arena; additional study is required to identify potential sites
- Repurposing of two single pad arenas to other community uses; potential candidate sites are listed above

FMP Recommendations # 17, 18, 19

IN PROGRESS (design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
Replacement/Addition: Don Mills Civitan (part of Don Mills CRC)	Replacement: Toronto East York (site tbd) (redevelop two singles as twin pad)		Replacement: North York (site tbd) (redevelop two singles as twin pad)
Evaluation of Arena Repurposing Options (candidate sites identified in FMP)			
	Repurposing (2): Two single pad arenas (to be determined)	Repurposing: One single pad arena (to be determined)	Repurposing: One single pad arena (to be determined)

**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.



## Arenas *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- Designs must emphasize broader community use, greater accessibility and the ability to use facilities year-round for a variety of ice and non-ice activities. Arenas are ideally co-located with other recreation spaces.
- Modern arena design is characterized by regulation size ice pads (Premier or Class A). Currently, 24% of the City's indoor ice pads do not meet this standard. Demand is greatest for Premier size rinks.
- Future arena development should be in the form of multi-pad facilities (two or four pads per arena) to respond to user needs, support tournaments, and offer efficiencies in operation and should coincide with the replacement of an equivalent number of ice pads from the supply.
- Upgrades should be considered as part of arena renewal projects. This includes (but is not limited to) more and larger change rooms (a minimum of six change rooms per pad), warm viewing areas, barrier-free accessibility, energy-efficient mechanical systems and supplementary spaces such as indoor walking tracks and multi-use space. Viewing in the arena space is typically provided for about 200 persons, though this may vary depending on the intended user groups and programming.
- Toronto's arenas are operated through a mixed model of City-run and Board-run facilities. Decisions regarding arena operating models should be guided by a service strategy and facility-specific business plans.

### REPURPOSING CRITERIA

A preliminary review of potential candidates for repurposing include Albion (Ward 1), Chris Tonks (Ward 5), Gord & Irene Risk (Ward 7), Grandravine (Ward 6), Habitat (Ward 7), Long Branch (Ward 3) and Phil White (Ward 12) arenas. This list may be refined and/or expanded through consideration of the following criteria for repurposing:

- A. Stand-alone single pad arenas
- B. Operated by the City (not boards of management)
- C. Underutilized, particularly during prime time
- D. Aging and in need of substantial capital renewal
- E. Have notable design or functional challenges (e.g., small ice surface, insufficient change rooms, lack of barrier-free access, etc.)
- F. Located in close proximity to another indoor arena and/or outdoor artificial ice rinks
- G. Able to accommodate an alternate use without considerable reinvestment (e.g., dry floor activities such as ball hockey, soccer, gymnastics, court sports, etc. or other community use)



**Centennial Arena, Scarborough**

## 4.5 Outdoor Artificial Ice Rinks (AIRs) & Skating Trails



### Outdoor Artificial Ice Rinks (AIRs) & Skating Trails Service Profile

#### OUR SUPPLY & PROVISION TARGET

The City is the primary provider of outdoor ice skating opportunities. As of 2019, the City maintains approximately **63 Outdoor Artificial Ice Rinks (AIRs)** at 52 locations, along with **seven Skating Trails**. Most of these amenities are supported by washrooms and change rooms.

PFR also regulates the use of natural ice rinks on City property; these facilities supplement the inventory of AIRs and are not part of this analysis.

We will strive to meet a growth-related provision target of **one AIR per 100,000 new residents**. Scarborough has by far the lowest per capita AIR provision rate amongst City districts.

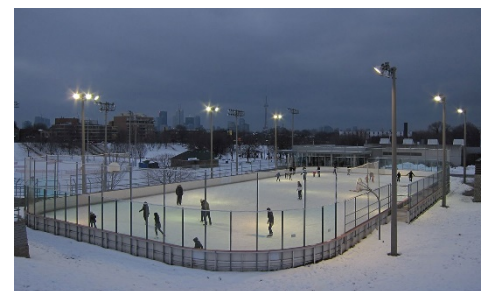
#### HOW THEY BENEFIT OUR COMMUNITY

- Skating outdoors is a uniquely Canadian tradition and Toronto is widely known for its large supply of outdoor rinks – the most of any city in the world.
- AIRs and skating trails provide opportunities for everyone across the city to participate in recreational skating, ice hockey and City programming. Refrigerated rinks are typically open for twelve to sixteen weeks per year.
- Community-based rinks help to enhance local connections and build strong communities, while providing an affordable opportunity for residents to learn how to skate.
- AIRs are used for during the winter, but can also serve other recreational purposes (such as sport courts) during the summer.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- A. Access to outdoor skating rinks and trails is a priority and will influence their future provision.
- B. Creative solutions are necessary to ensure that outdoor artificial ice rinks remain sustainable, ranging from facility design to service provision.
- C. The viability of outdoor artificial ice rinks should be assessed when major investment is required. Dedicated funding is needed for the replacement of built outdoor recreation amenities.



Christie Pits Park – Outdoor Rink



Colonel Sam Smith Park - Skating Trail





## Outdoor Artificial Ice Rinks (AIRs) & Skating Trails Needs

### FACILITY NEEDS TO 2038

The FMP sets a target of **one AIR per 100,000 new residents**, translating into a need for up to **five new AIRs** by 2038. Equitable access is a goal, and a **2km service radius** is used to identify gaps in provision.

In addition, the FMP recommends **two additional skating trails** by 2038.

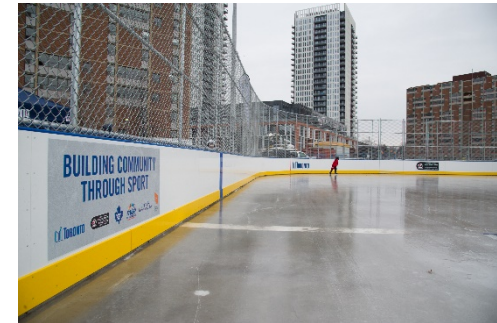
Excluded from these requirements are recently developed AIRs at McCowan District Park and Riverdale Park East, as well as a skating trail at College Park.

### WHY WE NEED THEM

- AIRs offer affordable and unstructured opportunities for outdoor skating within established and growing communities. However, there are gaps in the distribution of outdoor artificial ice rinks that need to be addressed. In assessing gap areas, consideration will be given to the availability of indoor ice arenas that may offset needs through public skating and programming.
- Expanding the number of skating trails, improving online schedules and ice reports, covering rinks, and offering enhanced comfort amenities and services can increase usage of our rinks and allow them to function as community hubs.

### HOW WE'LL GET THERE

- Usage levels and an improving distribution of rinks suggest that the current provision level can be reduced into the future, while still allowing for new facilities to be established in strategic areas.
- The FMP identifies high priorities for AIR development based on gaps and demographic/ growth factors. Site-specific analysis will be required to confirm the suitability of park sites for outdoor skating facilities, which require support buildings for washrooms, change rooms and mechanical systems.
- Additional **funding** is required for the renewal of existing outdoor artificial ice rinks, several of which lack change rooms / washrooms and have refrigeration components well past their life expectancy.



Regent Park Athletic Grounds - Ice Rink



Skating Trail



## Outdoor Artificial Ice Rinks (AIRs) & Skating Trails *Proposed Timing & Implementation Tools*

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following outdoor artificial ice rinks:

- New AIRs in priority order: Ward 6/7 (including a skating trail) and Ward 21

Future outdoor artificial ice rinks priorities to be considered as part of future Capital Plans include:

- New AIRs: Wards 24/25, 3, and 22, as well as a skating trail in Scarborough (site to be determined)

FMP Recommendations # 22, 23, 24

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
AIR and Skating Trail: Ward 6/7 (site tbd)	AIR: Ward 21 (site tbd)	AIR: Ward 24/25 (site tbd)	AIR: Ward 3 (site tbd)
		Skating Trail: Scarborough (site tbd)	AIR: Ward 22 (site tbd)
New ORC Block Fund and SOGR Funding to address aging Outdoor Artificial Ice Rinks			

#### Notes:

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.

### DESIGN & OPERATIONAL CONSIDERATIONS

- Future development will focus on facilities that accommodate pleasure skating, including both rinks and trails. Decisions regarding rink boards and size/shape will consider PFR program requirements and the site context.
- AIRs require accessible support buildings for washrooms, change rooms and mechanical systems. Opportunities to co-locate them with other community buildings (e.g., community recreation centres) may generate efficiencies and enhance accessibility.
- Designs that encourage year-round (open-air) use of AIRs should be encouraged (e.g., multi-use pads that allow for court sports in the summer).
- Options to cover (but not enclose) select AIRs may be considered to provide a more consistent and predictable skating surface in response to fluctuating weather patterns and climate change, which is a threat to AIRs and can cause wide fluctuations in participation.
- New skating trails may be provided in conjunction with AIRs to take advantage of shared infrastructure; not all AIRs should have skating trails.
- Implementation for park-based amenities should also have regard to the City's Parkland Strategy, Ravine Strategy and related guidelines.



## 4.6 Soccer Fields



### Soccer & Multi-Use Fields Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **320 Soccer and Multi-use Fields** of varying sizes and classifications. Many fields have lights and ten have artificial turf that offers extended use potential.

These fields are used for sports such as soccer, football, rugby, lacrosse, field hockey and ultimate frisbee. They are supplemented by sports fields and open space areas on school grounds; a Shared Use Agreement is currently being developed to manage public access.

We will strive to meet a provision target of **one soccer and multi-use field per 10,000 residents**. Currently, Scarborough has the highest per capita sports field provision rate, while Toronto East York has the lowest.

#### HOW THEY BENEFIT OUR COMMUNITY

- Sports fields are a core element of the City's parks system. They serve thousands of residents ranging from children's recreational programs to adult leagues to internationally sanctioned competitions.
- Soccer is among the most popular team sports in the world. Adult soccer players are among the fastest growing segment. Interest in other field sports is also growing.
- Fields are increasingly being sought for casual use to support gatherings and special events.
- PFR's sports fields (including soccer and multi-use fields) accommodated 244,000 hours or permitted use in 2018.

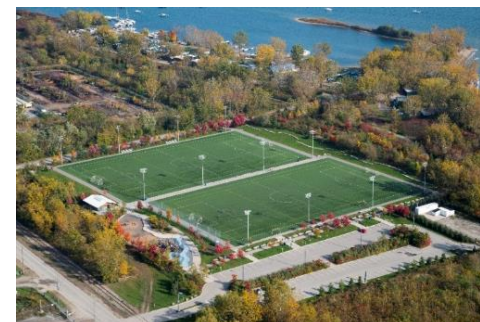
#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- Additional rectangular sports fields will be required to serve growth. This will require collaboration with others.
- New fields will be achieved through a variety of strategies and provision models.
- Sustained efforts are required to improve the quality of fields, including a dedicated sports field redevelopment fund. This will save the City funding on land acquisition.
- Opportunities will be evaluated to designate additional fields for casual, non-permitted use.



Rugby Players



Cherry Beach Sports Fields



## Soccer & Multi-Use Fields Needs

### FACILITY NEEDS TO 2038

The FMP recommends securing public access to **45 new soccer and multi-use fields** by 2038 to assist in meeting growth-related needs.

The FMP sets a target of **upgrading 10% of all soccer and multi-use fields** by 2038 (approximately 32 fields). Presently 63% of the current supply are Class C fields, which are unable to accommodate higher levels of use. Updates will increase usage potential by the equivalent of six to seven new fields.

The potential to optimize stadium locations (Birchmount, Centennial Park – Etobicoke, Esther Shiner and Allan A. Lamport) for year-round field sport use through **seasonal bubbles** is also supported by the FMP. To further this initiative, an assessment of partnership options is required, with consideration to public access, cost and feasibility, local impacts and more.

### WHY WE NEED THEM

- Expanding access to quality fields will enhance our ability to meet needs for a variety of team sports, such as soccer, football, rugby, lacrosse, ultimate frisbee and more.
- Sports fields are not equitably distributed across Toronto due to the lack of available land in higher density areas. Optimizing our existing assets helps to ensure access for all.
- Sports fields require large blocks of land, which are becoming harder to assemble. By improving field quality, we can accommodate greater use, saving the City money on land acquisition.
- Upgrades will improve playability and the quality of experience for field users.
- Many of the City's sports fields are on former landfills and/or of non-regulation size. Others are shared with ball diamonds, prohibiting simultaneous play. Not all will be candidates for upgrading to higher field classes. We need to make the most of the fields that we have.

### HOW WE'LL GET THERE

**Upgrades** will focus on converting fields to higher classes through improvements to turf quality and support amenities. An increased sports field block fund will be required to achieve this goal. Upgrades will depend on factors such as location, current condition and deficiencies, and local needs. Upgrades should prioritize areas that have below average access to Premier and A-Class fields.

For access to **new fields**, a variety of approaches are necessary. Specific sites will be evaluated with consideration to geographic equity. Consideration will be given to different strategies and models, such as:

- collaborating with school boards and other providers/land-owners;
- converting underutilized amenities, such as under-utilized ball diamonds;
- installation of lighting and artificial turf where practical; and
- planning for a future sports complex.

Opportunities to designate select fields for **casual, non-permitted use** will also be explored.



## Soccer & Multi-Use Fields *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

The capital forecast contains a projected block fund for sports field improvements and also identifies new park construction, some of which may contain soccer and multi-use field development. The 2019-2028 Capital Plan and Budget including funding for eight new soccer/multi-use fields, as well as four new artificial turf fields; site acquisition and/or selection is required.

To achieve our goals of upgrading 10% of our fields and providing access to 45 additional fields, a variety of strategies are required. Key steps include:

- incorporation of fields as a priority for current and future master planning within appropriate park types, including existing parks and new park dedications;
- an audit of existing park sites and fields to determine upgrade potential; and
- exploring opportunities to enhance public access to sports fields on non-municipal sites, such as schools.



Jim McPherson Park

FMP Recommendations # 25, 26, 47, 48

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
4 New Soccer/Multi-use Fields	4 New Soccer/Multi-use Fields	New Soccer/Multi-use Fields (tbd)	New Soccer/Multi-use Fields (tbd)
2 New Artificial Turf Fields	2 New Artificial Turf Fields		
New Sports Field Block Fund: Upgrades to 10% of Sports Field inventory (sites to be determined)			
Stadium Winter Bubble Strategy			
1 New Sports Bubble	1 New Sports Bubble	New Sports Bubble(s) (tbd)	New Sports Bubble(s) (tbd)

**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.



## Soccer & Multi-Use Fields *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- We do not have the land base to accommodate all of our field needs. Various strategies – including field upgrades, maximizing under-utilized lands, and working with school boards to improve fields and facilitate public access – will be required.
- By providing different classes of fields, we can ensure that they are used for their intended purpose. Fields in neighbourhood-level parks seldom have structures or seating, but fields in City-level complexes may have fieldhouses, concessions, benches, shelter structures, etc. Fencing should be installed where necessary to protect the turf from non-permitted usage.
- Demand is greatest for high quality full-size lit fields that can accommodate competitive play. Providing multiple fields at one location helps to facilitate league and tournament play, and makes the best use of supporting infrastructure (fieldhouses, parking, etc.). The FMP recommends that we start planning for a large multi-field complex (with a minimum of four rectangular fields) by assembling land over time, possibly in an industrial area; the assistance of City Planning and other Divisions will be necessary to achieve this vision.
- New stand-alone, single-purpose fieldhouses will be discouraged; where possible, they should be connected to community recreation centres.
- Artificial turf fields require less maintenance than conventional grass surfaces and can accommodate much higher levels of use throughout the year. They should be considered in cases where site conditions and anticipated usage would prevent the maintenance of healthy natural turf.
- The Long Term Player Development model has introduced several new standards specific to each age group associated with affiliated soccer organizations. This can impact soccer field dimensions and standards of play, placing pressure on high quality regulation-size fields.
- Designs should give consideration to field orientation (ideally running north-south), player benches, spectator seating and field lighting.
- The City's sport field maintenance program establishes field usage thresholds that help to guard against damage caused by overuse, which may require major field renovation or reconstruction. Turf management/permitting practices should be considered during the field design stage.
- A strategy for the development or conversion of fields to casual non-permitted use is required. Priority should be given to locations with lower quality and under-utilized fields, strong demand for picnics and events, and conditions that will support enforcement.
- Improving our tools for sports field planning, management and scheduling must also be a priority. Accurate registration and inventory data can be very useful to identifying trends and projecting future needs.

### WHAT AN UPGRADED SPORTS FIELD LOOKS LIKE

#### BEFORE

- Class C Field
- May or may not be sized for adult play
- No lighting and no irrigation
- Potential for inaccessible features
- Basic level field base, turf quality and drainage
- Basic level of maintenance (aerated, over-seeded and fertilized 1x per year, cut 1x weekly)
- Maximum recommended capacity of 550 hours per season

#### AFTER

- Class A or B Field
- Sized for adult play
- Lighting and irrigation
- Compliant with accessibility requirements
- Improved field base, turf quality and drainage
- Increased level of maintenance (aerated, over-seeded & fertilized 3-4x per year cut 2x per week)
- Maximum recommended capacity of 800 hours per season



## 4.7 Ball Diamonds



### Ball Diamonds Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **342 Ball Diamonds** of varying sizes and classifications that are used for softball, hardball, fastpitch and slo-pitch. Many diamonds have lights for extended use potential.

These fields are supplemented by several small, unpermitted diamonds that are mostly used for casual and junior play, as well as diamonds on school grounds. Many school diamonds are unable to support organized play; a Shared Use Agreement is currently being developed to manage public access.

We anticipate that we will be able to meet current and long-term ball diamond needs by leveraging the existing inventory. A provision target has not been set as new diamonds are not recommended during the FMP timeframe.

#### HOW THEY BENEFIT OUR COMMUNITY

- Ball diamonds are a core element of the City's parks system. They are predominantly used for youth recreational and competitive play, as well as adult leagues (baseball, softball, fastpitch, slo-pitch, etc.).
- PFR's sports fields (including ball diamonds) accommodated 244,000 hours of permitted use in 2018.
- Working with community agencies, the City recently installed a fully-accessible baseball diamond in Highview Park, a place where anyone with any level of physical or intellectual ability can play barrier-free team baseball.

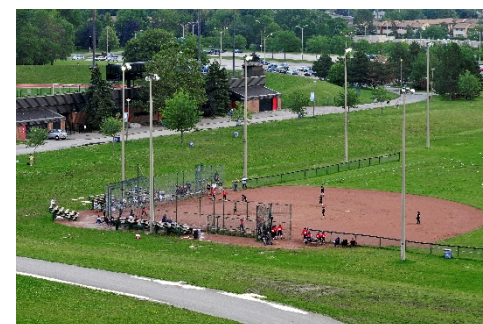
#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- City-wide, there is a surplus of ball diamonds. Additional diamonds are not required and lower-use fields may be considered for conversion to other uses.
- Sustained efforts are required to improve the quality of diamonds, including a dedicated sports field redevelopment fund.



East Point Park Ball Diamonds



Centennial Park Etobicoke



## Ball Diamonds Needs

### FACILITY NEEDS TO 2038

Additional ball diamonds are not required as there is a **city-wide surplus**; however, with growing demand for high quality diamonds, the focus will be on improving existing assets.

The FMP sets a target of **upgrading 10% of all ball diamonds** by 2038 (approximately 34 diamonds). Presently 69% of the current supply are Class C diamonds, which are unable to accommodate higher levels of use. Updates will increase usage potential by the equivalent of ten to fourteen diamonds.

### WHY WE NEED THEM

- Expanding access to quality diamonds will enhance our ability to meet needs for a variety of team sports.
- After a multi-decade decline, interest in baseball has grown recently, but remains below peak levels when many of the City's diamonds were initially built.
- Ball diamonds require large blocks of land, which are becoming harder to assemble. By improving diamond quality, we can accommodate greater use, saving the City money on land acquisition for development.
- We need to make the most of the diamonds that we have. Upgrades will improve playability and the quality of experience for diamond users. Not all diamonds will be candidates for upgrading to higher classes.

### HOW WE'LL GET THERE

**Upgrades** will focus on converting diamonds to higher classes through improvements to diamond quality and support amenities. An increased sports field block fund will be required to achieve this goal.

Upgrades will depend on factors such as location, current condition and deficiencies, and local needs. Upgrades should prioritize areas that have below average access to Premier and A-Class diamonds.



Ball Diamond



Christie Pits Park





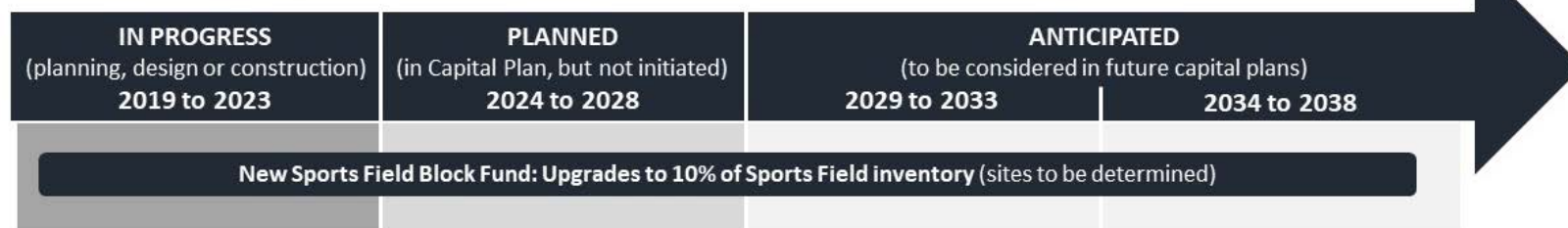
## Ball Diamonds *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

The capital forecast contains a projected block fund for sports field improvements. To achieve our goals of upgrading 10% of our diamonds, a variety of strategies are required. Key steps include:

- incorporation of diamonds as a priority for current and future master planning within appropriate park types, including existing parks and new park dedications;
- an audit of existing park sites and diamonds to determine upgrade potential; and
- exploring opportunities to enhance public access to ball diamonds on non-municipal sites, such as schools.

FMP Recommendations # 27, 28



Notes:

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.

### WHAT AN UPGRADED BALL DIAMOND LOOKS LIKE

#### BEFORE

- Class C Diamond
- May or may not be sized for adult play
- No lighting
- No irrigation
- Basic level infield base, turf quality and drainage
- Basic level of maintenance (aerated, over-seeded and fertilized 1x per year, cut 1x weekly)

#### AFTER

- Class A or B Diamond
- Sized for adult play
- Lighting
- Irrigation
- Improved infield base, turf quality and drainage
- Increased level of maintenance (aerated, over-seeded & fertilized 3-4x per year cut 2x per week)



## Ball Diamonds *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- By providing different classes of diamonds, we can ensure that they are used for their intended purpose. Diamonds in neighbourhood-level parks seldom have structures or seating, but diamonds in City-level complexes may have fieldhouses, concessions, benches, shelter structures, etc.
- Demand is greatest for high quality full-size lit diamonds that can accommodate competitive play. Providing multiple diamonds at one location helps to facilitate league and tournament play, and makes the best use of supporting infrastructure (fieldhouses, parking, etc.).
- New stand-alone, single-purpose fieldhouses will be discouraged; where possible, they should be connected to community recreation centres.
- Diamond dimensions can differ according to sport variation and age group; thus, a wide range of designs are necessary (including some with pitching mounds). Demand is greatest for regulation-size fields that can accommodate competitive play and use by older youth and adults.
- Designs/upgrades should give consideration to infield materials (clay mix is a best practice), diamond orientation (ideally facing north/northwest), player benches (covered dugouts are a best practice), spectator bleachers, field lighting and batting cages at premier sites.
- A strategy for the development or conversion of under-utilized diamonds is required. Priority should be given to locations with lower quality and under-utilized diamonds, as well as demand for alternate amenities.
- Improving our tools for sports field planning, management and scheduling must also be a priority. Accurate registration and inventory data can be very useful to identifying trends and projecting future needs.

### CONVERSION CRITERIA

Lower-use fields may be considered for conversion to other uses, such as soccer/multi-use fields or other in-demand park amenities. Candidates for conversion to other uses include diamonds that meet most of these criteria:

- A. There are other available ball diamonds in the vicinity (up to 2km radius)
- B. Ball diamond is underutilized
- C. Ball diamond and supporting amenities are in poor or critical condition and require considerable investment
- D. Demonstrated demand for other park amenities within the subject lands
- E. Public support for conversion



**Ball Game**

## 4.8 Cricket Pitches



### Cricket Pitches Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **27 Cricket Pitches** of varying sizes and classifications. These fields are used for different forms of cricket. They are supplemented by a small number of pitches provided by private clubs.

We will strive to meet a provision target of **one cricket pitch per 100,000 new residents**, consistent with provision levels across the GTA. Currently, North York has the highest per capita cricket pitch provision rate, while Toronto East York has the lowest.

#### HOW THEY BENEFIT OUR COMMUNITY

- Cricket pitches accommodate youth and adult programming that ranges from instructional play to recreational and competitive levels to international events.
- The sport has strong appeal amongst the city's multinational population and is one of the faster growing sports in the region.
- Cricket games are played predominantly on weekends, with some spanning multiple days (although short-format cricket is becoming more common). Games are popular social events for non-participating family members and should be supported by picnic areas and other recreational amenities.
- PFR's sports fields (including cricket pitches) accommodated 244,000 hours or permitted use in 2018.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- A. Additional cricket pitches will be required to meet growing demand.



Cricket Practice



Cricket Game



## Cricket Pitches Needs

### FACILITY NEEDS TO 2038

The FMP recommends securing public access to **5 new cricket pitches** by 2038 to assist in meeting growth-related needs. To improve geographic equity, new pitches are required most in Toronto East York and Etobicoke York.

The FMP sets a target of **upgrading 10% of all cricket pitches** by 2038 (approximately 3 pitches). Presently 57% of the current supply are Class C pitches, which are unable to accommodate higher levels of use.

### WHY WE NEED THEM

- Expanding access to quality pitches will enhance our ability to meet needs for a variety of team sports.
- Cricket pitches are not equitably distributed across Toronto due to the lack of available land in higher density areas. Optimizing our existing assets helps to ensure access for all.
- Cricket pitches require especially large blocks of land, which are becoming harder to assemble. By improving pitch quality, we can accommodate greater use, saving the City money on land acquisition for development.
- Upgrades will improve playability and the quality of experience for pitch users.
- Many of the City's pitches were designed long after initial park construction and are not of regulation size or condition. Not all will be candidates for upgrading to higher classes.

### HOW WE'LL GET THERE

**Upgrades** will focus on converting pitches to higher classes through improvements to field quality and support amenities. An increased sports field block fund will be required to achieve this goal.

Upgrades will depend on factors such as location, current condition and deficiencies, and local needs. Upgrades should prioritize areas that have below average access to Premier and A-Class pitches.

For access to **new pitches**, a variety of approaches are necessary. Specific sites will be evaluated with consideration to geographic equity. Consideration will be given to different strategies and models, such as:

- collaborating with school boards and other providers;
- spanning pitches across soccer fields; and
- converting underutilized amenities, such as under-utilized ball diamonds.



## Cricket Pitches *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

The capital forecast contains a projected block fund for sports field improvements and also identifies new park construction, some of which may contain cricket pitch development. The 2019-2028 Capital Plan and Budget including funding for two new cricket pitches; site acquisition and/or selection is required.

To achieve our goals of upgrading 10% of our fields and providing access to five additional pitches, a variety of strategies are required. Key steps include:

- incorporation of pitches as a priority for current and future master planning within appropriate park types, including existing parks and new park dedications;
- an audit of existing park sites and fields to determine upgrade potential; and
- exploring opportunities to enhance public access to cricket pitches on non-municipal sites.

FMP Recommendations # 29, 30

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
1 New Cricket Pitch	1 New Cricket Pitch	2 New Cricket Pitches	1 New Cricket Pitch
New Sports Field Block Fund: Upgrades to 10% of Sports Field inventory (sites to be determined)			

Notes:

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.



## Cricket Pitches *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- By providing different classes of pitches, we can ensure that they are used for their intended purpose. Demand is greatest for high quality full-size pitches that can accommodate adult play. Providing pitches at sports parks makes the best use of supporting infrastructure (fieldhouses, parking, etc.). It may be possible to overlay a cricket pitch over two soccer fields, with the wicket placed between them.
- Cricket pitches require a larger land base than most other sports fields – they consist of a large oval field that varies between 135 metres and 185 metres in diameter – and finding suitable locations is a substantial challenge. While it is common to consider cricket as an interim use for lands with a longer-term purpose, this discourages investment and can be detrimental to the growth of the sport.
- Some levels of cricket require a high standard of turf/grass maintenance, as well as proper grading. Turf management/permitting practices should be considered during the field design stage.
- Batting cages/tunnels may also be considered as an enhanced design feature at select cricket pitch sites.
- Improving our tools for sports field planning, management and scheduling must also be a priority. Accurate registration and inventory data can be very useful to identifying trends and projecting future needs.

### WHAT AN UPGRADED CRICKET PITCH LOOKS LIKE

#### BEFORE

- Class C Pitch
- No irrigation
- Basic level field base, turf quality and drainage
- Basic level of maintenance (aerated, over-seeded and fertilized 1x per year, cut 1x weekly)
- Limited capacity to accommodate high levels of use

#### AFTER

- Class A or B Pitch
- Irrigation
- Improved field base, turf quality and drainage
- Increased level of maintenance (aerated, over-seeded & fertilized 3-4x per year cut 2x per week)
- Greater capacity to accommodate high levels of use



## 4.9 Outdoor Pools



### Outdoor Pools Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains **59 Outdoor Pools**, most of which are in public parks.

Outdoor pools are also commonly provided by the hospitality sector, as well as through backyard/homeowner pools; unlike City pools, most of these facilities are not supervised by lifeguards and are not programmed.

A provision target has not been set as new outdoor pools are not recommended during the FMP timeframe.

#### HOW THEY BENEFIT OUR COMMUNITY

- Outdoor pools provide public swim opportunities during the warm summer months and have long been a staple of PFR's offerings. These pools are largely used for drop-in recreational swimming, but are also available for instructional programs, swim clubs and rentals.
- High quality outdoor pools and support spaces enhance the health, quality of life and wellbeing of residents.
- Outdoor pools offer affordable opportunities to participate in recreational, fitness and instructional swimming, as well as special events. They are well used by local communities, with many children walking or biking to them.
- Pools offer opportunity for cooling during heat alerts and their hours are often extended during times of extreme heat.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- Undertake accessibility upgrades and modernization initiatives at key outdoor pool sites, with a focus on high needs areas.
- Low usage levels and rising capital and operating requirements may lead to the repurposing of some outdoor pools.
- Additional outdoor pools are not recommended, however indoor pools that open to the outdoors will be considered.



**Donald D. Summerville Pool**



**Giovanni Caboto Pool**



## Outdoor Pools Needs

### FACILITY NEEDS TO 2038

Additional outdoor pool locations are not recommended. However, the FMP recommends a pool enhancement and redevelopment program to improve the quality and longevity of these facilities and their support structures.

Most of the City's outdoor pools were built decades ago and are aging. Though highly popular, the age of many facilities creates barriers to wider use. Nearly two-thirds of pools are not accessible and many do not offer a modern aquatic experience. A focus will be placed on undertaking accessibility upgrades and modernization initiatives at selected sites within higher needs areas.

### WHY WE NEED THEM

- Swimming is a life skill and every person should have an opportunity to learn to swim. Swimming instruction can take place in either indoor or outdoor environments, as long as the facility meets the program requirements.
- Visits to outdoor pools have been on the rise in recent years, but there remains capacity for greater use. Due to their seasonal nature, outdoor pools also have a limited window for use. Weather conditions can vastly affect attendance at outdoor pools each year, although weather patterns are trending toward warmer summers.
- Recent investment in outdoor aquatics has been focused on the development of new splash pads, with few outdoor pool projects. The majority of the City's outdoor pools were built in the 1970s or earlier.
- Due to their age and changing design standards, modernizing existing indoor and outdoor pools is a major priority. Increasing accessibility with new change rooms and pool ramps, as well as incorporating leisure features like shade, zero-depth entry pools and waterplay features will give everyone a chance to enjoy the water.

### HOW WE'LL GET THERE

Overall, there is a city-wide surplus of outdoor pools and several new indoor pools and splash pads are coming online. Opportunities to maximize indoor pools year-round should be considered, such as opening them to outdoor deck space.

The FMP recommends the redevelopment or significant upgrade/enhancement to six (6) pool sites based on their current condition, moderate to strong usage levels, proximity to high needs areas and future growth potential. Funding is proposed through a new capital block fund for outdoor recreation centres and should be applied equitably across the city.

Improvements may include bathhouse and accessibility upgrades, pool ramps, added deck space, shade, water features, zero-depth entry leisure pools and more.

Options for repurposing surplus outdoor pools into in-demand facilities will require further study. Candidates include those pools that:

- are underutilized
- require considerable reinvestment
- are not associated with complementary facilities
- have overlapping service areas
- are in areas with smaller youth populations
- are proximate to existing and planned indoor pools and alternatives such as splash pads



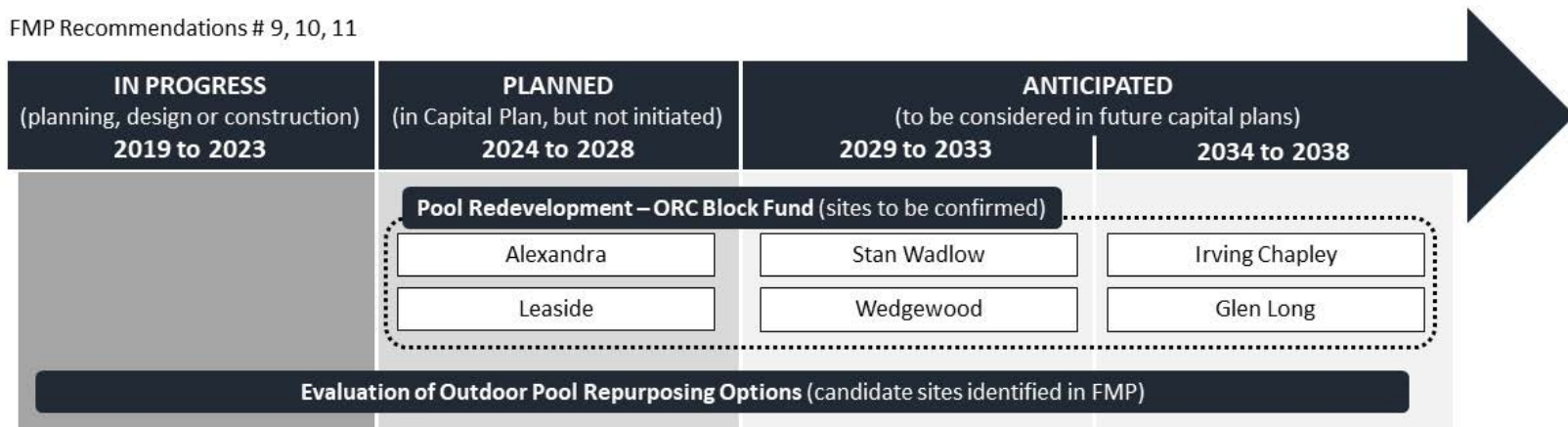
## Outdoor Pools *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding for the redevelopment of Alexandra (Ward 10) and Leaside (Ward 15) outdoor pools.

Future outdoor pool priorities to be considered as part of future Capital Plans include Stan Wadlow (Ward 19), Wedgewood (Ward 2), Irving Chapley (Ward 6) and Glen Long (Ward 8). Changing pool conditions and/or aligned projects may affect the timing of redevelopment, and may also lead to the consideration of new sites.

FMP Recommendations # 9, 10, 11



**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.



## Outdoor Pools *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- The focus on outdoor pool design is on accommodating recreational use, often through leisure pool designs with larger shallow ends that can accommodate more bathers at one time. Competitive swimming may be accommodated where possible through regulation-size rectangular pools, but should not be the primary design objective. Design should consider operational and staffing requirements. Accessible single basin designs with larger shallow ends and variable depths are most operationally efficient and capable of supporting all users.
- Demand is greatest for pools with variable depths that can accommodate all ages and programs. Fun elements such as waterplay features, slides and diving boards appeal to children and youth, while 25-metre lanes offer flexibility to support both recreational swimming for youth and adults, as well as instructional swim lessons. Open water with appropriate depth is necessary to support aqua-fitness and learn to swim programs. These functions can often be combined within a lane/leisure combination pool.
- Water temperature is a determinant in use for many, as heated pools offer extended seasons and are generally better used overall.
- Modern pools offer extended deck space, shade opportunities on-deck or in close proximity, beach or zero-depth entry to facilitate accessibility of all (including ramps), and water features (e.g., sprays, umbrellas, etc.).
- Outdoor pools require seasonal support structures with change rooms (with consideration of gender-inclusive designs), washrooms, and space for staff, mechanicals and storage.

### WHAT AN UPGRADED OUTDOOR POOL LOOKS LIKE

#### BEFORE

- Single, rectangular tank, often shallow with ladder entry
- No waterplay features
- Little shade
- Limited deck space and grassy area
- Poor facility condition
- Poor accessibility
- Limited capacity for programming
- Poorly vented, gender-specific changerooms

#### AFTER

- Modern design with lane/leisure tank and zero-depth entry
- Waterplay features (e.g. sprayers, bucket dumps)
- Shade areas
- Large deck space and picnic/grassy area separate from pool
- Good condition
- Fully accessible
- Improved capacity for programming
- Gender-inclusive changerooms with updated fittings and fixtures

## 4.10 Splash Pads & Wading Pools



### Splash Pads & Wading Pools Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **137 Splash Pads** and **99 Wading Pools**. Splash pads are unstaffed park amenities that spray water from a variety of features activated by the user. Wading pools contain shallow water that is drained daily and are staffed by attendants.

We will strive to meet a provision target of **one splash pad per 24,000 new residents** and that gaps be evaluated using a 2km service radius. Currently, Scarborough has the highest per capita splash pad provision rate, while Toronto East York has the lowest.

No additional wading pools are recommended. Currently, Toronto East York has the highest per capita wading pool provision rate, while North York and Scarborough have the lowest.

#### HOW THEY BENEFIT OUR COMMUNITY

- Both spray pads and wading pools are free to use and provide affordable water play opportunities for children and families.
- Splash pads provide opportunities for unstructured, spontaneous play, and are an ideal way to activate public spaces. Enhancing access to low-cost, family-friendly features such as splash pads increases opportunities for affordable and self-scheduled activities.
- Splash pads facilitate casual play amongst children – both individually and as a group. They are popular summertime amenities that operate over a longer season than outdoor pools and wading pools due to their self-activated features, and most are more operationally-efficient.
- Wading pools offer safe opportunities for young children to play outdoors and become comfortable in a low-depth pool environment.
- Splash pads and wading pools offer opportunity for cooling on warm days and during heat alerts.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- A. Splash pad provision levels will be maintained, with a focus on serving gap areas and higher need communities.
- B. Splash pads are not appropriate for all parks. Their design should be locally appropriate.
- C. As additional splash pads are developed, existing wading pools should be evaluated for potential repurposing or replacement.



Amos Waites Park Splash Pad



Dufferin Grove Park Wading Pool



Hendon Park Splash Pad





## Splash Pads & Wading Pools Needs

### FACILITY NEEDS TO 2038

The FMP recommends twenty (20) new waterplay facilities to meet future needs within gap and growth areas. Ten (10) of these projects will be achieved through new development – recent additions to the supply have addressed two of these – and ten (10) more through the conversion of wading pools (reducing the number of wading pools by at least 10%). Splash pad expansion and replacement in growth areas will be prioritized, where feasible.

A provision target has not been set as new wading pools are not recommended during the FMP timeframe. Over time, many of our wading pools will be converted to splash pads (or other in-demand uses) or removed from the inventory through attrition. The FMP recommends that we develop a strategy for the renewal of select wading pool locations, including the addition of water features and shade to enhance the participant experience.

### WHY WE NEED THEM

- Adjustments to the current inventory of outdoor aquatic assets is necessary to respond to changing needs and trends, such as the evolution from wading pools to splash pads.
- Wading pools have higher operating costs, aging designs/components and limited utility compared to splash pads. We will continue to place a priority on splash pad development.
- Splash pads are community-level features and an equitable distribution is required to encourage use by children and youth across the city. Priority will be given to high needs areas, including those with greater numbers of children. As splash pads are capital-intensive, not all gap areas may be addressed.
- Nearly one-half of our wading pools have exceeded their lifecycle and require replacement, indicating a growing need for reinvestment or removal. Common concerns include drainage and water supply issues, and structural cracks.

### HOW WE'LL GET THERE

Additional splash pads are required to address population growth and gaps – these will be provided through new development and wading pool conversions.

Planned/ongoing wading pool conversion projects include Fred Hamilton, Ravina Gardens and Centre Island West. Specific Wards have been identified for the remaining splash pad projects. Site-specific analysis will be required to confirm the suitability of park sites for splash pads and the provision of developer-delivered assets may also be explored.

Over time, wading pools that have not been converted to splash pads should be evaluated for renewal or potential repurposing to other uses. Through implementation, we will assess and identify specific locations, although the FMP does identify several candidate sites based on low levels of usage, deteriorating condition and proximity to other facilities. Not all wading pools will be repurposed and not all surplus wading pools will be converted to splash pads.



## Splash Pads & Wading Pools *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following splash pads:

- New Splash Pads in priority order: Ward 24, Ward 3, Maple Leaf Park (Ward 5), Ward 16, Ward 23, Ward 2, Ward 6, Ward 15
- Wading Pools converted to Splash Pads in priority order: Fred Hamilton (Ward 10), Ravina Gardens (Ward 4), Centre Island W. (Ward 10), Ward 11, Ward 8

Future splash pad priorities to be considered as part of future Capital Plans include:

- New Splash Pads: Ward 2, Ward 1, Ward 17
- Wading Pools Converted to Splash Pads: Ward 21, Ward 2, Ward 15

FMP Recommendations # 12, 13, 14, 15, 16

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
Wading Pool Conversion: Fred Hamilton	New Splash Pad: Ward 16 (site tbd)	New Splash Pad: Ward 2 (site tbd)	
Wading Pool Conversion: Ravina Gardens	New Splash Pad: Ward 23 (site tbd)	New Splash Pad: Ward 1 (site tbd)	
Wading Pool Conversion: Centre Island West	New Splash Pad: Ward 2 (site tbd)	New Splash Pad: Ward 17 (site tbd)	
New Splash Pad: Ward 24 (site tbd)	Wading Pool Conversion: Ward 11 (site tbd)	Wading Pool Conversion: Ward 21 (site tbd)	
New Splash Pad: Ward 3 (site tbd)	Wading Pool Conversion: Ward 8 (site tbd)	Wading Pool Conversion: Ward 2 (site tbd)	
New Splash Pad: Ward 5 (Maple Leaf Park)	New Splash Pad: Ward 6 (site tbd)	Wading Pool Conversion: Ward 15 (site tbd)	
	New Splash Pad: Ward 15 (site tbd)		
Wading Pool Renewal and Repurposing Strategies (selected sites)			

Notes:

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.



## Splash Pads & Wading Pools

### *Implementation Tools*

#### DESIGN & OPERATIONAL CONSIDERATIONS

- Variety in splash pad design and size is important as they allow for unique experiences across the city. Splash pads may generally range in size from 2,000 to 6,000 square feet, with larger splash pads in higher density areas and destination parks. In areas with adequate geographic coverage, one larger splash pad is generally preferred over two smaller splash pads. Small spray/fountain features may be considered in unique circumstances, such as urban plazas.
- Splash pad surfaces may be rubber or concrete. Rubber surfacing improves slip resistance and allows for colour and pattern application, whereas concrete provides a more consistent surface and is more economical.
- Splash pads and wading pools within the parks system should be supported by bike racks, shade to protect users from sun exposure and seating.
- While wading pools serve as neighbourhood amenities, splash pads tend to draw from a larger area, indicating a need for support infrastructure such as parking, bike racks, trail and transit access, washrooms, playgrounds, etc. Impacts on the surrounding neighbourhood and other park uses must be considered.
- Splash pads and wading pools require access to municipal water and sewer systems. Most will be directly connected to the water supply, rather than using treated, recirculated water systems.
- Where required, redeveloped wading pools will consider designs that facilitate multi-season use, such as labyrinths, etc.

#### CONVERSION CRITERIA

Candidates for conversion to splash pads include those wading pools that meet most of the following criteria:

- A. Overlapping service area with another wading pool (up to 1km)
- B. No splash pads in the immediate vicinity
- C. Aging community with lower than average number of children
- D. Wading pool is underutilized
- E. Wading pool is in poor condition and requires complete replacement
- F. Site has amenities to support a splash pad (e.g., parking, accessible washroom, shade, etc.) and is an appropriate use within the park
- G. Public support for conversion



**Splash Pad**

## 4.11 Tennis & Pickleball Courts



### Tennis & Pickleball Courts Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **602 Tennis Courts** within 185 parks. Just over half (56%) of these are public courts that are free and available to all. The remaining are club courts, which offer affordable opportunities for members of not-for-profit community tennis clubs, as guided by the City's Policy for Outdoor Community Tennis Club Operations.

These facilities are supplemented by tennis courts at schools and private tennis clubs across Toronto. We will strive to ensure that tennis courts (public and/or club) are within a **2-kilometre service radius** of all residential areas; a growth-related target has not been established as the overall supply of tennis courts is adequate. Currently, Etobicoke York and North York have the highest per capita tennis court provision rates, while Scarborough has the lowest.

There are presently **no dedicated pickleball courts** within Toronto's parks system, although some tennis courts are being relined to accommodate pickleball. Pickleball is also increasing being played in indoor gymnasiums.

#### HOW THEY BENEFIT OUR COMMUNITY

- Racquet sports such as tennis and pickleball foster physical activity, skill development and community sport for residents of all ages. Public courts are accessible and affordable for all.
- Interest in tennis at the community level, particularly for youth, has seen a resurgence in recent years after decades of eroding participation. Several clubs are seeking expanded facilities and additional opportunities for year-round play.
- Pickleball is a cross between tennis and badminton and can be played indoors or outdoors. It is Canada's fastest growing sport and many private clubs are converting courts from tennis. The sport is very popular with older adults – key benefits for this age group include enhanced levels of physical activity and social connectedness.
- Accommodating pickleball within Toronto's parks may lead to greater daytime use. Also, courts are space efficient as two or more pickleball courts can fit within a similar footprint as one tennis court.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- A. Access to tennis courts will be realized through investing in selected courts (to meet acceptable City standards) while repurposing others to needed amenities (e.g., pickleball, etc.).
- B. Establishment of club tennis facilities may be considered in response to demonstrated needs (e.g., sustainable membership, validated waiting lists, etc.).
- C. Pickleball is an emerging sport that will be accommodated in response to demonstrated community demand.



## Tennis & Pickleball Courts Needs

### FACILITY NEEDS TO 2038

Across most of the city, the provision of tennis courts is sufficient. The FMP recommends a focus on improving existing courts, either through repairs and redevelopment or conversion to other uses. A strategy to prioritize investment is recommended.

For areas that are currently without adequate access to tennis courts, the FMP identifies the need for up to twenty (20) new courts over the next twenty years. New court development should generally be offset by court conversions that allow surplus courts to be transformed into other uses.

In addition, the FMP allows for the expansion of club court locations where feasible and supported by membership levels. A clubhouse renewal and development strategy is recommended.

### WHY WE NEED THEM

- It is important that we maximize use of our existing assets. The City's Tennis Excellence Framework identifies strategies for capacity-building, enhancing programming and increasing the use of courts, and more.
- Changes to our supply of tennis courts are required to enhance longevity and resiliency of infrastructure and improve supply and demand alignment. We will focus on addressing gaps in public court provision and working with clubs to ensure that community needs are addressed.
- Many of our public tennis courts are in poor condition, with aging surfaces, lighting and fencing. Some may be candidates to be redeveloped as pickleball, club tennis or multi-use sport courts.
- Toronto launched a pilot project for pickleball in 2017 based on public requests; this project introduced pickleball lines on four courts in the City. Increases in pickleball participation are outpacing our ability to provide appropriate outdoor venues. Additional opportunities for pickleball will be needed in the future.

### HOW WE'LL GET THERE

There is presently a City-wide over-supply of public tennis courts, though some geographic gaps exist. New court development may be considered in developing areas where tennis courts do not exist or where supported by demonstrated club demand, in keeping with the City's tennis policy. This Implementation Strategy identifies the highest priorities, recognizing that monitoring of local needs is required to identify longer-term demand.

An evaluation of under-utilized public courts in well-served areas will assist in identifying repurposing candidates. Site-specific analysis will be required to confirm the suitability of park sites for tennis court renewal and development.

The creation of additional opportunities for pickleball should be made a priority. In the short-term, this can be achieved through re-lining project, while purpose-built facilities may be considered over time.

An assessment of reinvestment/ repurposing options for existing tennis clubhouses is also recommended, as well as an assessment of the demand for and viability of the partnered provision of additional tennis bubbles.





## Tennis & Pickleball Courts *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following tennis and pickleball courts:

- New courts (up to 15) in priority order: Wards 22/23, 11, 10/11, 23/24 and North York (site to be determined); most will be public courts within gap areas
- Redeveloped courts: as required
- Tennis clubhouse: one location (to be determined)

Future tennis and pickleball court priorities to be considered as part of future Capital Plans include:

- New courts (5 or more): distributed throughout the city, with a focus on expanding existing club sites where feasible and supported by membership levels
- Redeveloped courts: as required
- Tennis clubhouse: one location (to be determined)

FMP Recommendations # 31, 32, 47, 49, 50

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
Tennis Courts (2 to 4) Ward 22/23 (site tbd)	Tennis Courts (2 to 4) Ward 23/24 (site tbd)	Tennis Courts (2 to 4) Scarborough (site tbd)	Tennis Courts (2 to 4) Etobicoke York (site tbd)
Tennis Courts (2 to 4) Ward 11 (site tbd)	Tennis Courts (2 to 4) North York (site tbd)	Tennis Courts (2 to 4) Toronto East York (site tbd)	Tennis Courts (2 to 4) North York (site tbd)
Tennis Courts (2 to 4) Ward 10/11 (site tbd)		Tennis Courts (2 to 4) Etobicoke York (site tbd)	
Tennis Court Conversion Strategy, e.g., pickleball, club tennis, multi-use sports (sites to be determined)			
Clubhouse Renewal and Development Strategy			
Tennis Court Clubhouse: 1 (site tbd)		Tennis Court Clubhouse: 1 (site tbd)	

**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.



## Tennis & Pickleball Courts *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- We will strive to provide multiple courts at each site. Presently, there are an average of four (4) courts at each club location and two (2) to three (3) courts at each public tennis location. The needs of the community and/or club, space within the park, and mix of other sport courts may influence the number of courts developed at new locations.
- The City's practice is to construct tennis courts using asphalt, with tennis clubs upgrading to coloured acrylic surfaces at their own cost (requires City approval). The establishment of club tennis facilities may be considered in response to demonstrated needs (e.g., sustainable membership, validated waiting lists, etc.).
- Where feasible, new public tennis courts will be built with multiple uses already integrated, both across activities (e.g., multiple lines and nets) and seasons. An example is multi-use sport pads capable of accommodating sports such as tennis, pickleball, basketball, ball hockey, netball, ice skating, futsal, etc.
- The lifespan of outdoor courts is typically around fifteen years, during which the City will take relatively minor and low-cost actions, such as replacing nets/stanchions and repairing major cracks. Condition assessments and visual observations will be relied upon to determine timing for court resurfacing (overlay) or reconstruction; park renewal projects may also provide redevelopment opportunities.
- A design standard for outdoor pickleball courts should be established. Opportunities include overlaying them with tennis courts through the use of separate markings (though the net heights differ slightly) or developing purpose-built courts (possibly through the conversion of under-utilized tennis courts); the former is likely more of an interim solution. A regulation pickleball court has the same exterior dimensions as a badminton doubles court.
- The City's Tennis Court Construction Guidelines provide additional detail regarding technical specifications and should be read in conjunction with the City's Policy for Outdoor Community Tennis Club Operations and applicable levels of service.



**Birch Park Tennis Courts**



**Cedarvale Park Tennis Courts**

## 4.12 Basketball Courts



### Basketball Courts Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **137 Basketball Courts** within 105 City parks and recreation. Most courts have one hoop (half court) or two hoops (full court). There are also **20 multi-use sports pads** and **12 ball hockey courts**. Public basketball courts are also commonly provided by schools and residential complexes.

The provision target is **one basketball court per 15,000 new residents**, along with a 2-kilometre service radius to identify gaps in distribution. Currently, Etobicoke York has the highest per capita basketball court provision rate (though localized gaps exist), while Toronto East York has the lowest.

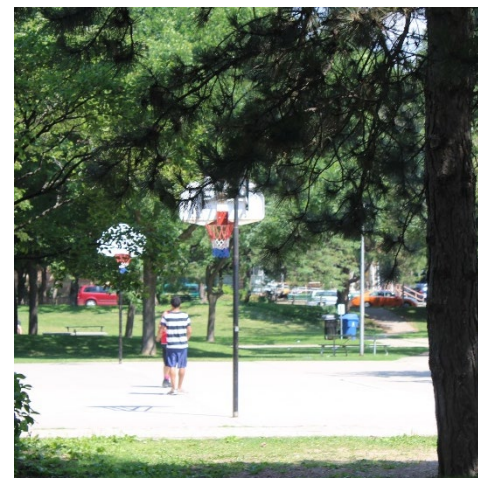
#### HOW THEY BENEFIT OUR COMMUNITY

- Basketball is one of the most popular team sports in Toronto and demand is anticipated to increase. The sport can be played in a casual or competitive environment, either individually and as part of a group. It is also a low-cost sport that can be played indoors or outdoors by people of all ages and abilities.
- Basketball is popular with female and newcomer children and youth, making it an important opportunity for these groups. PFR is partnering with MLSE to continue to increase opportunities for basketball participation at indoor and outdoor facilities with a focus on neighbourhood improvement areas.
- Wheelchair basketball is the most popular team sport for people with disabilities.
- The majority of registrants in PFR basketball programs (predominantly indoor) are children and youth. Over half of registrants live in neighbourhoods with a high cultural-diversity index, while almost one-third live in neighbourhoods designated as low-income.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, as well as implementation of the Parkland Strategy:

- Additional outdoor basketball courts (half and full-size) are required to serve existing needs and gaps in distribution.
- A strategy is required to identify and prioritize improvements to existing courts.
- Where appropriate, new and redeveloped courts should emphasize multi-use designs capable of supporting a variety of sports.



Stanley Avenue Park - Basketball



St. James Town - Basketball





## Basketball Courts *Needs*

### FACILITY NEEDS TO 2038

The FMP supports expanded provision of outdoor basketball courts. A total of 30 new courts are recommended over the next twenty years, with a focus on addressing existing gaps, growth and accessible opportunities for people of all abilities and across all communities.

### WHY WE NEED THEM

- Due to recent success of the NBA Raptors, an increase in interest can be anticipated.
- The City of Toronto approved a Basketball Development Plan which aims to improve program quality, address gaps in service, and build the capacity and sustainability of community-based basketball across Toronto.
- A key principle of the Basketball Development Plan is to provide equitable access on a geographic and demographic basis for all residents of Toronto, including youth.
- The deteriorating condition of nets, backboards and court surfaces are common concerns expressed by stakeholders. Many of the City's existing outdoor basketball courts need repair in order to offer a safe, consistent and quality experience.
- Demand is also growing for other court sports. Multi-use designs allow for a more effective use of spaces.

### HOW WE'LL GET THERE

Approximately 30 new basketball and multi-sport courts are recommended within the next twenty years. Twelve (12) of these courts are needed to serve gap areas and eighteen (18) are to be provided in response to growth. This Implementation Strategy identifies the highest priorities, recognizing that monitoring of local needs is required to identify longer-term demand.

A strategy will be prepared to identify and prioritize improvements to existing courts, including opportunities to redevelop some as multi-sport courts. Funding is proposed through a new capital block fund for outdoor recreation centres.



**Birunthan Park - Basketball**



## Basketball Courts *Proposed Timing*

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following basketball courts:

- New courts (15) in priority order: Wards 2 (first of two), 19, 24, 3, 12, 22, 16, 2 (second of two), 23, 4, 18, 6 and three additional courts at locations to be determined; most courts are within gap areas
- Redeveloped courts: as required

Future basketball court priorities to be considered as part of future Capital Plans include:

- New courts (15): locations to be determined
- Redeveloped courts: as required

FMP Recommendations # 33, 34

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
Ward 2 (site tbd)	Ward 2 (site tbd)	New Courts (7 to 8) (sites tbd)	New Courts (7 to 8) (sites tbd)
Ward 19 (site tbd)	Ward 23 (site tbd)		
Ward 24 (site tbd)	Ward 4 (site tbd)		
Ward 3 (site tbd)	Ward 18 (site tbd)		
Ward 12 (site tbd)	Ward 6 (site tbd)		
Ward 22 (site tbd)	3 additional courts (sites tbd)		
Ward 16 (site tbd)			
New ORC Block Fund: Basketball and Multi-use Sport Court Improvement Strategy (sites to be determined)			

**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.





## Basketball Courts *Implementation Tools*

### DESIGN & OPERATIONAL CONSIDERATIONS

- The design of basketball courts can vary depending on the site context and programmatic needs. Key considerations include court dimensions, number of hoops, multi-use functionality, court surface (primarily asphalt) and supporting amenities (e.g., benches, lighting where appropriate, etc.).
- Where possible, new court facilities can be designed as multi-sport courts or with different configurations for basketball (e.g., half courts, full courts, etc.). These will typically be designed to traditional half or full court specifications, but may be provided in a variety of shapes and sizes depending on the other activities to be accommodated (e.g., basketball, tennis, pickleball, ball hockey, netball, ice skating, futsal, etc.).
- The lifespan of outdoor courts is typically around fifteen years, during which the City will take relatively minor and low-cost actions, such as replacing hoops/stanchions and repairing major cracks. Condition assessments and visual observations will be relied upon to determine timing for court resurfacing (overlay) or reconstruction; park renewal projects may also provide redevelopment opportunities.
- A Court Improvement Strategy will be undertaken to review the use of outdoor courts, including potential construction, maintenance and classification standards.



**Person Playing Basketball**

### WHAT AN UPGRADED BASKETBALL COURT LOOKS LIKE

#### BEFORE

- Single-purpose basketball court
- Poor condition (e.g., cracked and pitted surface)
- Rusty hoops, no netting
- Poor drainage, pooling water
- No lighting
- No amenities
- Court lifespan is exceeded, asset is at risk for failure

#### AFTER

- Multi-purpose court (basketball, ball hockey, skateboarding, etc.)
- Smooth surface with no condition issues
- Upgraded hoops and nets
- No water pooling
- Lighting (as appropriate)
- Amenities where appropriate (e.g., benches, drinking water)
- Asset is within its lifespan

## 4.13 Skateparks & Bike Parks



### Skateparks & Bike Parks Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains **16 Skateparks and 4 Bike Parks** of varying sizes and classifications.

We will strive to meet a provision target of **one skatepark per new 100,000 residents** (with gaps assessed using a 5-kilometre radius; as the skatepark network matures, this radius should be re-evaluated) and **one skate spot per new 25,000 residents**. Currently, Toronto East York has the highest per capita skatepark provision rate, while Scarborough has the lowest.

A provision target for bike parks has not been established, although an improved distribution is required to enhance geographic accessibility. Currently, Etobicoke York has the highest per capita bike park provision rate, while Scarborough has the lowest (no bike parks).

#### HOW THEY BENEFIT OUR COMMUNITY

- Skateboarding and off-road biking are established activities that are gaining mainstream popularity.
- Skate and bike parks provide safe spaces for users (largely youth) to develop their skills and connect with others, while deterring property and environmental damage and nuisance from illegal skating/biking by providing a purpose-built environment.
- These facilities represent a relatively new level of service; Toronto's first skatepark was built in 2000. These venues are now commonly provided by municipalities, with the market expanding beyond teens to include younger children and adults.
- A diverse network of recreation amenities for all ages and interests – including skateboarding and biking – provides accessible and engaging activity choices for all Torontonians.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- Utilize the planning framework presented in the Skateboard Strategy to guide capital planning, design and construction of skateparks.
- Gaps in skatepark distribution will be addressed through a range of skatepark types and sizes, including skate spots within local-level parks and trails.
- Evaluate opportunities to support year-round indoor skateboarding through repurposed facilities.
- The condition of existing skateparks and quality of supporting amenities will be prioritized through park upgrades.
- Additional BMX bike parks and BMX-friendly features will be provided to improve access across the city.



Skatepark



Centennial Park Bike Park



## Skateparks & Bike Parks Needs

### FACILITY NEEDS TO 2038

Using the City's Skateboard Strategy as a guide, the FMP identifies the need for four (4) additional community-level skateparks, one in each district and up to 18 skate spots – small-scale skateable features – within smaller gap and growth areas across Toronto.

The FMP recommends that we develop a minimum of one bike park as well as smaller bike park features – similar to skate spots – within existing or new parks. Additional monitoring of usage and demand should be completed to inform the next FMP update.

Opportunities to support year-round indoor skateboarding through repurposed arenas will be evaluated further as prospects arise.

### WHY WE NEED THEM

- The City's Skateboard Strategy identified demand for new and improved parks and noted that there are large gaps in skatepark provision across the city. Equity is critical as most users travel to skateparks by walking, skateboarding or transit.
- Existing skateparks and support amenities should be kept in a state of good repair and upgraded where supported by usage/user input.
- Interest in skateboarding exists year-round. Indoor skateboarding has become an established level of service for the City, often through the interim use of gymnasiums leading up to renewal projects. Accommodating indoor skateboarding through repurposed facilities makes the best use of surplus spaces.
- Different designs appeal to different rider groups. As identified in the City's Go Forward BMX Strategy, bike parks offer a variety of progressive and technically challenging features such as dirt jumps, ramps and pumptracks.

### HOW WE'LL GET THERE

Following the establishment of planned skate parks in Fundy Bay and Neilson Parks in Scarborough (2019), new community-level skateparks in Wards 6/18 (North York) and 20/24 (Scarborough) are rated as high priorities. Longer-term priorities for community skatepark provision include Wards 2 (Etobicoke York) and 11/12 (Toronto East York). The planning of these features – as well as the proposed skate spots – should consider the site selection criteria identified in the City's Skatepark Strategy, public input and park redevelopment opportunities.

The condition of existing skateparks and quality of supporting amenities should be prioritized through park upgrades. Further evaluation is required for skateparks identified as being in poor condition (Cummer and Smithfield), seasonal/modular structures (Alexandra Park/Dunbat and Lawrence Heights) and candidates for replacement (Stan Wadlow 31 and Port Union). Funding is proposed through a new capital block fund for outdoor recreation centres.

To improve access across the city, the next bike park is proposed for Scarborough within the next five years; a site selection exercise will be undertaken to identify an appropriate location. Selecting locations for local-level BMX-friendly features will require a site-specific analysis and may be phased in as pilot projects to test demand.



## Skateparks & Bike Parks

### *Proposed Timing*

#### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following skateparks and bike parks:

- New Community Skateparks (4, plus two ongoing projects at Fundy Bay and Neilson Parks in Scarborough) in priority order: Ward 6/18, Ward 20/24, Ward 11/12, Ward 2
- Redeveloped Skateparks: sites to be determined
- New Skate Spots (11): sites to be determined
- New Bike Parks (1): Scarborough (site to be determined)
- New Local-level Bike Amenities (2): sites to be determined

Future skatepark and bike park priorities to be considered as part of future Capital Plans include:

- New Community Skateparks: none
- Redeveloped Skateparks: sites to be determined
- New Skate Spots (7): sites to be determined
- New Bike Parks: strategy to be determined
- New Local-level Bike Amenities: strategy to be determined



Person Using Bike Park





## Skateparks & Bike Parks *Proposed Timing*

FMP Recommendations # 39, 40, 41, 42, 43, 44

IN PROGRESS (planning, design or construction) 2019 to 2023	PLANNED (in Capital Plan, but not initiated) 2024 to 2028	ANTICIPATED (to be considered in future capital plans)	
		2029 to 2033	2034 to 2038
	<b>Bike Park</b> (community): Scarborough (tbd)		
	<b>Skatepark</b> (community): Ward 6/18 (site tbd)		
	<b>Skatepark</b> (community): Ward 20/24 (site tbd)		
	<b>Skatepark</b> (community): Ward 11/12 (site tbd)		
	<b>Skatepark</b> (community): Ward 2 (site tbd)		
<b>Skate Spots:</b> 5 sites (tbd)	<b>Skate Spots:</b> 6 sites (tbd)	<b>Skate Spots:</b> 4 sites (tbd)	<b>Skate Spots:</b> 3 sites (tbd)
<b>Bike Park</b> (local features): 2 sites (tbd)			
<b>New ORC Block Fund: Skatepark Renewal and Replacement Strategy</b> (sites to be determined)			
<b>Indoor Skatepark Strategy</b>			

**Notes:**

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.





## Skateparks & Bike Parks

### *Implementation Tools*

#### DESIGN & OPERATIONAL CONSIDERATIONS

- Thoughtful skatepark and bike park design is important in creating environments that are welcoming, safe, challenging and fun for users. The design process should include users, such as the Toronto Skateboarding Committee, which can help to foster a spirit of community and mentorship.
- The City's Skateboard Strategy provides additional direction on skatepark planning and design, community engagement, partnerships and promotion. It establishes two typologies to classify skateparks: (1) by style of terrain (skateable art, transition/bowl, street plaza and hybrid); and (2) by hierarchy (city-wide skateparks, community skateparks and skate sports). A strong network includes skateparks of varying terrains and sizes.
- The Skateboard Strategy identifies a strong preference for skateparks made of poured concrete (particularly for large community and city-wide facilities), rather than those made from modular steel or wood features. Poured-in-place concrete allows for design flexibility and smoother rides, and although more expensive from the outset, they present a cost effective and functional option in the long run.
- Variety in bike park design is recommended, in keeping with park redevelopment opportunities and the suitability of park sites. The City's BMX Go Forward Strategy (2009) identifies various features such as dirt jumps, ramps and pumptracks. Design guidelines should be prepared to guide the establishment of smaller bike-friendly amenities that provide more introductory features within the parks system.
- Supporting amenities such as lighting, water, washrooms and shade are important considerations and should be provided where appropriate. Signage is also critical in ensuring that these facilities are safe for the public.



**Person Using Bike Park**



**Person Using Skatepark**

#### 4.14 Dog Off-Leash Areas (DOLAs)



### Dog Off-Leash Areas Service Profile

#### OUR SUPPLY & PROVISION TARGET

As of 2019, the City maintains approximately **73 Dog Off-Leash Areas** (DOLAs) of varying sizes and designs.

The FMP does not establish a provision target for DOLAs. Currently, Toronto East York has the highest per capita DOLA provision rate; all other areas have similar levels of provision.

#### HOW THEY BENEFIT OUR COMMUNITY

- There are approximately 300,000 dogs in Toronto and DOLAs provide a place for owners to exercise and socialize their dogs.
- DOLAs can be designed to meet the unique needs of all communities, particularly higher density neighbourhoods that have fewer options for dog running and socialization.

#### STRATEGIC DIRECTIONS

The following will direct our investment decisions, along with the implementation of the Parkland Strategy:

- A. Balance is required in the provision of dog off-leash areas. The needs of all park users must be considered when evaluating options.
- B. PFR, City Planning and the development community should work together to develop and evaluate solutions for the provision of dogs off-leash areas as part of private development sites.
- C. Moving forward, a greater focus should be placed on improvements to existing dog off-leash areas, rather than establishing new ones.



**Dog Off-Leash Area**



**Dog Off-Leash Area**



## Dog Off-Leash Areas Needs

### FACILITY NEEDS TO 2038

The FMP found that the distribution of DOLAs in higher density areas is effective. It does not establish a target for the provision of dog off-leash areas, but recommends that we continue to use the criteria contained in the City's People, Dogs and Parks Off-leash Policy to evaluate the establishment of new DOLAs.

To maximize our investments, a greater focus will be placed on improvements to existing DOLAs.

### WHY WE NEED THEM

- We recognize the social benefits of dogs and their owners having access to and being accommodated within the parks system. Trends suggest that pet ownership is on the rise and DOLAs have become places where people come together to socialize and celebrate their common interests.
- With an estimated four to eight pets occupying each floor within new high-rise residential buildings, there is an increased reliance on public space for exercising and toileting dogs. We must work with others to respond to these needs, while also designing spaces that can support the full range of community uses.
- Dogs must be kept on leash at all times in all City Parks unless otherwise posted. DOLAs can help to reduce conflict within shared park spaces by providing designated areas for off-leash activities.

### HOW WE'LL GET THERE

The People, Dogs and Parks Off-leash Policy will continue to be used to evaluate the establishment of new DOLAs. The need for new dog off-leash areas requires neighbourhood and site-specific analysis. Residents interested in establishing an off-leash area must establish a local dog owners' association.

Priority will be placed on working with the development industry to ensure that condominiums provide amenities to reduce the impact and challenges the city faces by having parks used as pet washroom facilities.

In many areas of the city, particularly those that are park deficient, DOLAs compete with other park facility priorities. To foster more pet friendly environments, the City Planning Division is currently (2019) developing Pet Friendly Design Guidelines for High Density Communities that will inform the future design of buildings and spaces.

A public education program should be considered to improve awareness regarding DOLA use and pressures.



**Confederation Park Dog Off-Leash Area**



## Dog Off-Leash Areas *Proposed Timing & Implementation Tools*

### PROPOSED SEQUENCING & TIMING

As of 2019, the 10-year Capital Budget and Plan projects funding to the following dog off-leash areas:

- New sites (3): preliminary sites proposed at Red Canoe, Huron Street and Scarlett Mills

Future dog off-leash area priorities to be considered as part of future Capital Plans include:

- New sites: to be determined through site-specific evaluations

FMP Recommendations # 45, 46



#### Notes:

Items listed in priority order of implementation within five-year time periods. Construction is anticipated to be initiated within the identified timeframes, subject to land availability, funding and site conditions. Projects may be accelerated through further analysis (growth, SOGR etc.), new funding and/or partnership opportunities.

### DESIGN & OPERATIONAL CONSIDERATIONS

- Selecting effective sites for dog off-leash areas is critical to their success and community support. Sites must be assessed and reviewed for suitability by appropriate Divisions and outside agencies, as necessary. Consideration must be given to balancing the needs and interests of the community, impact on the natural environment and sustainability of the off-leash area, when identifying appropriate locations for off-leash areas. The Off-Leash policy contains additional direction on locating DOLAs.
- The design of DOLAs should comply with the City's general standard guidelines and Off-Leash Policy. For example, all new DOLAs contain fenced boundaries (minimum of 5-feet in height) and irrigation systems (where permitted) to reduce the harmful impacts of urine on trees and turf. Surface materials are determined on a site-specific basis and may be influenced by site conditions and accessibility requirements. These guidelines will be updated from time to time to incorporate options for innovation and design.

## **4.15 Other Facilities Addressed in the FMP**

### **CURLING RINKS**

Curling rinks are traditionally provided by the private sector – many are associated with golf or tennis clubs – though there are a small number of legacy facilities within the City's recreation inventory. Changing supplies, demand and market conditions are impacting the sport and provision of curling facilities, with many non-municipal venues closing their doors in recent years. Recognizing this, the FMP did not establish a provision target for curling facilities. More study is required to identify strategies for accommodating this sport.

### **SPORT BUBBLES**

Sports bubbles (or domes) allow us to take summer activities (such as tennis, soccer and other field sports) indoor during the winter by covering the same all-weather playing surface. They are becoming more common in Toronto as demand rises for year-round turf sport facilities. These facilities can be seasonal and are more flexible than permanent structures, but do not offer the same comforts and reliability as traditional construction. In Toronto, these facilities are principally provided by the private sector, high schools and post-secondary institutions. The City's current involvement with sport domes includes agreements with tennis bubble operators and the winter enclosure of the Lamport Stadium turf field. The Park Lawn rink and outdoor rink adjacent to Ted Reeve Arena are also bubbled to allow for indoor ice activities during the winter.

Looking to the future, it is recognized that domes create a more intense use that necessitates the need for site-specific review. Our stadium locations (Birchmount, Centennial Park – Etobicoke, Esther Shiner and Allan A. Lamport Stadiums) and tennis courts offer a great opportunity for sports bubbles as may other sites, which should be assessed further alongside partnership and business opportunities, with an emphasis on affordable community access. When City Council adopted the FMP on November 7, 8 and 9, 2017, they also requested that PFR conduct an environmental scan of bubble enclosure innovations and update life cycle estimates and operating impacts of such enclosures as part of the evaluation of sports bubbles. Criteria will be established to guide decisions relating to sport bubble site selection, funding, operation and partnerships.

### **CLUBHOUSES AND FIELDHOUSES**

Clubhouses and fieldhouses support active parks across the city that accommodate sports fields, tennis court complexes and more. They are unstaffed stand-alone (and typically seasonal) structures containing washrooms, change rooms, concessions and in some cases meeting rooms. Many of these support buildings are aging, not barrier-free and not open to the public – a strategic approach to their maintenance, management, provision and repurposing is required. An assessment of clubhouse and fieldhouse requirements and reinvestment/repurposing options will be undertaken in tandem with the identification of sports field and club tennis court upgrades and future Park Master Plan reviews.

### **BOCCE COURTS AND LAWN BOWLING GREENS**

Additional bocce courts or lawn bowling greens are not recommended due to low usage levels and available system capacity. Amenities that are no longer supported by clubs and are not being actively maintained are candidate sites for conversion to other in-demand amenities. At the time the FMP was prepared, lawn bowling facilities in Downsview, Humberstone, Lakeshore Mimico and Lawrence Park were exhibiting low usage, but additional discussion and site-specific assessments are required prior to making a decision to repurpose them to other uses.



## 5. Capital Planning for New and Enhanced Facilities

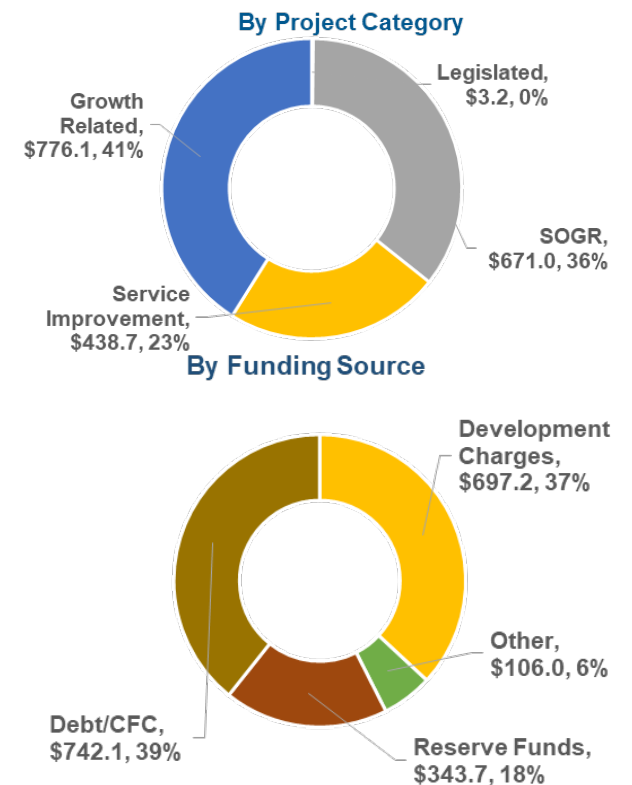
The City of Toronto Capital Budget includes projects that are underway and those with confirmed funding. The 10-Year Capital Budget and Plan contains a forecast of facilities that are planned to be advanced should the funding be realized through a variety of sources. The 2019-2028 Capital Budget and Plan addresses nearly two-thirds of the funding needed for new and enhanced facilities recommended in the FMP.

### 5.1 Funding Sources

Current funding models and growth patterns can create challenges to the provision and renewal of infrastructure. Most new parks and recreation facilities are made possible through growth-related funding, which means that growing areas receive most new or expanded facilities. Areas of low growth have fewer options for new or expanded facilities and large-scale improvements are unlikely without new or enhanced funding sources. Increasingly, municipalities are seeking different ways to leverage funds to deliver on their infrastructure needs. A sustainable funding model is needed that can meet facility needs across the city, including low-growth areas.

PFR has a \$1.89 billion 10-year Capital Budget and Plan. The FMP is being used to direct and prioritize future investments and the 2019-2028 Capital Budget and Plan presents a strong commitment to fulfilling the objectives and vision of the FMP. Approximately 70% of these funds address items within the scope of the FMP.

**Figure 8: 2019-2028 Staff Recommended Capital Budget and Plan**



The capital budget is primarily funded from the following sources, some of which are held in reserve funds:

- **Debt Funding** – Municipal taxation and other forms of debt funding accounts for the largest portion of our capital budget. Debt is primarily used for state of good repair work and projects that cannot be fully funded by growth-related sources, such as facility replacements and the 10% share of Development Charge funded projects.
- **Development Charges** – The *Development Charges Act* allows us to require payments from developers to help cover up to 90% of the growth-related infrastructure costs associated with development. This money can be used for facility development and improvements, as well as the purchase of land for recreation facilities. It cannot be used for parkland acquisition.
- **Section 42 (cash-in-lieu)** – The *Planning Act* allows us to secure land and/or monies for park purposes from most development projects. Where lands are unsuitable for parks, we collect cash-in-lieu (CIL) that can be applied to parkland acquisition and development. A portion of these funds is made available for park/facility development and upgrades through the City's Alternative Parkland Dedication Policy (note: upon proclamation of Bill 108, the alternative parkland rate will be removed from the Planning Act).
- **Section 37 and 45 (community benefits)** – In the past, these *Planning Act* tools have allowed increased density and height in a zoning bylaw in exchange for community benefits through negotiations with developers. Bill 108 is removing development charges (DCs) for growth-related parks and capital facilities from the Development Charges Act and rolling these into a capped community benefit charge regime in Section 37 of the Planning Act.
- **Grants** – Funding from Federal and Provincial governments accounts for a small portion of the PFR's capital budget, but is unpredictable and variable.

With the FMP now approved, we must strive to direct our funding sources towards our prioritized needs.

## Guiding our Financial Decision-making

The FMP established the following guidelines to ensure that we will make the most of both new and existing funding.

1. Growth-related funding will be maximized.
2. A variety of approaches will be required outside of growth areas.
3. Funding tools will be strategically applied.
4. Facilities will be optimized by prioritizing state of good repair and renewal.
5. Funding decisions will advance innovation and modernization.
6. Funding decisions will be responsible, sustainable and transparent.

## 5.2 Factors Influencing Funding

The Facilities Master Plan included cost estimates for new and enhanced facilities, state of good repair and the potential impact on funding levels at that time. Since the Plan's approval in November 2017, several assumptions built into the FMP's financial model have changed or are under review. This includes, but may not be limited to:

- a) the FMP has been used to inform the 2019 budget – **changes to the current budget and long-term capital forecast** will have an impact on the FMP's funding strategy and long-term requirements;
- b) the **sequencing and timing of facilities** has been established in this Implementation Strategy, which may have an impact on the timing of municipal expenditures;
- c) all costs in the FMP are shown in 2017 dollars; evolving market conditions have caused **increases to some unit cost factors**, most notably for major facilities such as community recreation centres;
- d) the City adopted a **new Development Charges By-law** in 2018, which may impact the level of funding available for growth-related infrastructure;
- e) the City has initiated a review of its **Alternative Parkland Dedication Rate** along with a Parkland Strategy – together with the City's review of Bill 108 and resultant policy changes, these reports are likely to result in adjustments to funding amounts for parks and recreation facilities derived from the development approvals process;
- f) updated **lifecycle assessments, facility replacement values**, and changes to the **facility inventory or asset management practices** may impact SOGR requirements; and
- g) the FMP identifies several **potential funding sources**; however, the opportunity to leverage grants, discretionary funds and contributions from partners were not explicitly calculated.

PFR will work with staff in PFR Financial Planning and Corporate Finance to understand and plan for the implications of these initiatives and impacts to enable full implementation of the FMP.

### **5.3 Addressing New and Enhanced Facilities through the Capital Plan**

The 2019-2028 Capital Budget and Plan advances the first ten years of the 20-year FMP – implementing 57% of the recommended new and enhanced facilities, at a cost of \$539.4 million.

The 10-Year Capital Budget and Plan is based on City Planning's current pipeline development. The majority of the FMP investment identified in the 2019-2028 Capital Budget and Plan is dependent on the availability of Section 42, Section 37 and Development Charges.

With the passage of the More Homes, More Choice Act, 2019 (Bill 108), PFR will address funding through the annual capital planning process. In the event that these amounts fall short of projection levels identified in the Capital Budget and Plan, amendments may be made. Future competing priorities may also affect the ability to fund the projects within the recommended timelines of the 2019-2028 Capital Budget and Plan.

The projection does not include potential future funding from non-municipal sources such as grants and donations. New and enhanced facilities may be accelerated by future funding, partnerships and intergovernmental discussions as directed by Council.

### **5.4 Planning for Operating Cost Impacts**

With the development of new facilities comes the cost to operate them so that residents continue to benefit from universal access to quality parks and recreation services. One of PFR's guiding principles for the FMP's financial strategy to ensure funding decisions are responsible, sustainable and transparent. In an effort to support this principle, PFR needs to consider the long-term view of infrastructure costs and operating cost impacts.

New or replacement indoor recreation facilities have the highest capital and operating costs among FMP facility types. It is crucial that PFR secures funding to address these budget pressures as they come on board, so that the division is not faced with the decision to reallocate other committed funding sources or delay the opening of facilities.

## 6. Staying on Track

### 6.1 Operationalizing the Plan

This Implementation Strategy creates a framework for the planning and provision of new and replacement facilities. We need to be strategic and strike the proper balance in bringing the FMP to life as the City has many competing funding priorities. For example, our funding is shared with other important goals such as acquiring, expanding and improving parks.

As mentioned throughout this Strategy, solutions may be found in the **expansion, integration and co-location of facilities**, as well as **partnered approaches** that maximize shared potential. Alignment with recent and ongoing **municipal initiatives** such as the Parkland Strategy, Ravine Strategy and Real Estate Review may also identify new opportunities.

Frequently reviewing and assessing emerging trends and opportunities concerning facility investment is critical. As noted in FMP Section 7.1, other **factors that might alter priorities year to year** may include:

- capital lifecycle and considerations of safety
- legislation and mandated requirements
- changes to service standards
- public input and community interests
- emerging trends and changes in participation rates
- availability of alternate public providers
- socio-demographic changes and growth forecasts
- market-readiness (in the case of developer-delivered projects)

### Performing our Due Diligence

Prior to initiating the design of any new recreation facility, a planning review of the area must be undertaken to consider factors such as changes in: population and growth, service area, new facilities and park opportunities, usage of existing and nearby facilities, overall trends in recreation demand, design standards and programming and operating efficiencies. The FMP also recognizes the high construction and maintenance costs of community recreation centres. Therefore, decisions regarding capital improvements must be evidence-based to achieve maximum value.



## Our Commitment – Part 1

The following actions will assist in maintaining the Parks and Recreation Facilities Master Plan as a living document.

1. **Using this FMP Implementation Strategy as a guide**, PFR will consider the timing and order of capital plans annually at budget time or as new information becomes available. This includes developer-delivered projects that are more susceptible to changes in timing due to the market and construction schedules.
2. A high priority will be placed on implementing the **process and policy recommendations contained in the FMP**, including (but not limited to) those concerning partnerships (FMP Sections 3.3 and 5.3, 5.9, 5.10 and 6.8), spending rates (FMP Section 6.7) and funding (FMP Sections 6.4 and 6.5).
3. We will utilize the “**reporting scorecard**” contained in FMP Section 7.2 to report back annually on FMP implementation. This includes key metrics relating to level of investment, facility utilization, efficiency and effectiveness.

## 6.2 The Toolkit

We use several tools to inform our decisions, including (but not limited to) the following:

### a) **Facility Condition Assessments and condition metrics (e.g., FCI)**

Condition assessments are prepared for most facility types to determine deferred and ongoing maintenance, lifecycle and replacement costs. They use typical lifecycle milestones to identify the health of our equipment, systems and facilities. This informs the 10-year Capital Budget and Plan, with priorities adjusted to respond to urgent needs and available funding. Assessments are completed on a rolling cycle, approximately every five to ten years. New information from updated condition assessments tend to result in increased costs, causing upward pressure on SOGR requirements.

Deferred maintenance forms part of the backlog. Total lifecycle costs are divided by the facility replacement value to determine the facility condition index (FCI), which is a measure of the viability of the entire facility (excellent, good fair, poor, critical).

**b) Accessibility Audits**

Most facility condition assessments are “like for like”, thus they may not capture those AODA requirements that are considered to be upgrades. We complete accessibility audits on major facilities to identify areas requiring improvement and to allow us to communicate accessibility levels to the public.

**c) Service Profiles and evidence-based reports**

We develop service profiles to inform our planning and allow for comparative reporting. Reports often include metrics such as number of service hours, visits, permits, registrations, etc. Increasingly, we are working to identify outcome-based metrics that illustrate the value of our programs, services and facilities to our residents and community.

**d) Strategies such as Master Plans**

The Parks and Recreation Facilities Master Plan is an excellent example of a long-range, citywide plan that sets a high-level strategy for the future. Such strategies recognize that additional topic- or site-specific assessments will be required, but they set the stage by identifying core principles and broad directives to be implemented consistently across the city.

**e) Policies and By-laws**

There are a wide variety of policies impacting the planning, design, construction and management for parks and recreation facilities. Some, such as planning or funding policies, may be connected to legislation such as the Planning Act, Municipal Act or Development Charges Act. Others may be municipal-level policies that have been established to guide the allocation of space, application of fees, provision of amenities or several other wide-ranging items.

**f) Design Guidelines and Standards**

Beyond the AODA and Ontario Building Code, we use an informal set of guidelines to ensure a minimum level of design for all of our facilities. In some cases, such as the size and provision of community recreation centres, the FMP establishes standards to be considered through renovations, expansions and new builds. We also use technical reports such as Toronto's Green Standard (environmental performance measures) and Resilient City (climate change adaptation) to inform design.

**g) Annual Budget and 10-year Capital Plan**

The City's 10-year Capital Budget and Plan are approved annually by City Council. These financial documents determine the level of service provided to Toronto residents and identify the timing and level of infrastructure investment, as well as funding sources. The FMP is a key guiding document that is being used to inform PFR's contributions to the City Budget.

**h) Public Input**

Parks and recreation facilities are provided for the enjoyment and wellbeing of our residents, and their input is vital to ensuring that our services are continuing to meet their needs. Public engagement was a foundational element of the FMP and will form an important building block of future planning, including decisions regarding the FMP's implementation through the development of business plans, park master plans, concept design designs, etc.

**i) Project Assessments**

Topic- and site-specific planning makes high-level citywide master plans and strategies actionable. By identifying sites, costs, designs, services, etc. for specific projects, these local-level assessments confirm the details necessary to give us the rationale to move projects forward. Examples include facility planning rationalization, needs assessments (including CS&F Studies), business cases, park/site master plans, area studies, etc.

### 6.3 Facility Development Process

We employ a number of project planning and management techniques to ensure that capital works are delivered on time, on budget and to our satisfaction. When considering the full range of capital projects identified in the Facilities Master Plan, it is important to recognize that planning and execution can take several years – some of the community centre projects approved in the 2004 Recreation Facilities Report are only now being built, while others remain years away. While a key goal of the FMP is to improve the efficiency and speed of delivery and capital spending, it needs to be recognized that many building projects are complex undertakings, often involving multiple partners, multiple funding sources and various property considerations. Below is a typical facility development process and site selection criteria that might be considered when planning major municipal recreation facilities. The City of Toronto may use alternative techniques at its discretion.

**Figure 9: PFR Project Planning Process**



#### Facility Development Process

Projects will only proceed when funding has been confirmed. Major capital projects proceed through the **five stage-gating approach**, with funding approvals at each stage:

1. Project Approval through the budget process
2. Public consultation
3. Design and engineering
4. Tendering/procurement
5. Construction

The public engagement process is a vital step and can represent a significant portion of the project timeline. Projects are structured this way to ensure the best use of public dollars on improvements that meet the long-term needs of the community.

## 6.4 Addressing Emerging Opportunities

Planning for capital projects is a dynamic and continuous cycle that involves identifying priorities, evaluating needs and opportunities, and implementing projects while remaining nimble and responding quickly when things change. PFR is regularly analyzing new information as it becomes available and assessing new opportunities as they arise. This Implementation Strategy is the starting point for building on our 20-year facilities master plan.

The FMP's capital requirements were established based on the information available at that time and are consistent with the FMP's strategic framework. Gaps in facility provision were thoroughly analyzed according to the provision targets established in the FMP, while growth-related facilities were identified based on the population projections at the time. Analysis of aging infrastructure and state of good repair needs were based on our most recent lifecycle data, though not all assets – such as sports fields – have condition assessments.

New requirements may emerge that were not contemplated in the FMP due to:

- shifting participation trends;
- changes in growth patterns;
- deteriorating facility conditions or facility closures, lease expiry, etc.;
- new opportunities identified through other civic initiatives (e.g., co-location, master plans, etc.) or developer-proposed projects;
- the securement of outside funding or partnerships; or
- other factors that cannot reasonably be contemplated at this time.

These factors could impact not only the timing of projects, but also the need for growth-related projects. This Implementation Strategy will be used to advise the facility development process, including the identification of priorities and related considerations.

FMP objective 2.2 states that we will expand and develop facilities to serve gap areas and growth areas. Reliable information and reviews at the local level are required to inform this. Should there be significant upward adjustments to population projections or similar

### Staying Nimble

The FMP provides a high-level vision and strategy for identifying and acting upon our highest priority facility needs. But we know that things change!

We must react and respond to changing growth patterns, participation and program needs, or new opportunities that emerge. This Implementation Strategy contains the tools necessary to evaluate these possibilities and place them into context.

Facility planning is never stagnant. We are constantly collecting and assessing new information as we move towards implementation.

This Implementation Strategy provides the roadmap to success. More detailed planning will help us put it into action.



intervening factors, additional facilities may be considered above and beyond what is recommended in the FMP. The FMP guiding principles of quality, innovation, sustainability and equity provide a foundation for decision-making and priority-setting, recognizing that responsiveness and flexibility in implementation will be the keys to success.

Further, as building programs are site-specific and driven by community needs, they must be validated by planning analysis, business cases, community analysis and public engagement (FMP recommendation #60). Land requirements will vary depending on the form of development, urban structure, shared uses and local zoning requirements. Facilities must conform to the latest versions of all relevant design parameters, such as Toronto Green Standard, Toronto Accessibility Design Guidelines, the Ontario Building Code and applicable provincial legislation.

The FMP is a living document that provides insight and point in time direction. Requirements may change, whether through unanticipated developments in growth patterns, new trends in recreation, opportunities to partner and/or co-locate facilities with other organizations or city divisions, or the ability to secure funding for planned projects. Future circumstances will influence decisions on location, funding and timing of the approved FMP capital projects over the next 20 years as the Plan is implemented.

## Our Commitment – Part 2

The following actions will assist in maintaining the Parks and Recreation Facilities Master Plan as a living document.

4. The **evidence-based methodologies** in this FMP Implementation Strategy will be used to evaluate new opportunities that may arise from time to time, including those that emerge from new estimates of growth, partner opportunities, internal review and community requests.
5. Planning for major capital projects will include meaningful **community engagement, business plans** that validate building program and service requirements (informed by demographic and socio-economic data, local needs, recreation trends and preferences, etc.) high quality facilities that meet or exceed contemporary **design standards**, and consideration of **potential co-locations and partnerships**. (FMP rec. #60)

## 6.5 Building Towards the Five-year FMP Review

FMP recommendation #95 directs us to reassess the direction, priorities and accomplishments of the FMP through an update beginning in 2023 and at subsequent five-year intervals. PFR will report back to City Council in 2024 with an update on the first five years of implementation of the Parks and Recreation Facilities Master Plan 2019-2038.

In the meantime, we will work to create and update the FMP's reporting scorecard by fine-tuning the measures and collecting data to show change over time.

**Table 5: FMP Reporting Scorecard – Potential Measures**

Category	Measure
<b>Investments</b>	<ol style="list-style-type: none"> <li>1. <b>Capital Investment</b> – % of projects implemented in accordance with the development schedule outlined in the FMP</li> <li>2. <b>SOGR Investment</b> – annual investment in SOGR expressed as a % of estimated SOGR requirement</li> <li>3. <b>Creative Investment</b> – % of total projects that are funded by non-traditional sources (drawn from list of funding alternatives)</li> <li>4. <b>Social Investment</b> – annual commitment expressed as an operating expense (or foregone revenue) for access to programs (Welcome Policy and Free Centres, Poverty Reduction, etc.)</li> </ol>
<b>Utilization</b>	<ol style="list-style-type: none"> <li>5. <b>Facility Utilization</b> – year over year facility traffic (or # of registrations, casual uses, etc.) with a specific focus on traffic increases at facilities that have received SOGR investments</li> <li>6. <b>Program Utilization</b> – program participation expressed as a % of capacity</li> </ol>
<b>Efficiency</b>	<ol style="list-style-type: none"> <li>7. <b>Occupancy Cost</b> – base facility operating cost (exclusive of program delivery expense) expressed as a cost per operating hour</li> <li>8. <b>Visitation Cost</b> – base facility operating cost (exclusive of program delivery expense) expressed as a cost per facility user</li> <li>9. <b>Offset Cost</b> – estimated cost avoided by creative operating relationships (like Community Boards, partnerships, etc.) expressed as a % of projected municipal management cost</li> </ol>
<b>Effectiveness</b>	<ol style="list-style-type: none"> <li>10. <b>Internal Net Promoter Score</b> – staff rank of PFR facilities</li> <li>11. <b>External Net Promoter Score</b> – general public rank of PFR facilities</li> </ol>

## Appendix A – Quick Reference Guide to FMP Recommendations

The following table is taken from the FMP and summarizes several key metrics and directions – including current supplies, provision rates/targets and new and replacement facilities – for each facility type.

**Table 6: Summary of Recommended Facilities (20-year implementation timeframe) – adapted from FMP**

Facility Type	2019 Supply (City)	FMP Recommended Provision Target (applied to future growth)	Facilities included in Approved 2019-2028 Capital Budget and Plan	To be Included in Future Capital Plans (2029-2038)	Total New Facilities (2019-2038)	Replacement/ Revitalized Facilities (2019-2038)
<b>Community Recreation Centres and Related Components</b>						
<b>Community Recreation Centres (Large and Mid-size)</b>	85**	1:34,000 and 2km to 2.5km radius	15	2	<b>17</b> (includes Davisville Pool)	11
<b>Indoor Pools (locations)</b>	61	Site-specific; 2km radius	15	4	<b>19</b>	7
<b>Gymnasiums</b>	103	All new and replaced CRCs; 2km radius	17	7	<b>24</b>	7
<b>Ice Facilities</b>						
<b>Arenas (pads)</b>	65 (at 50 locations)	1:50,000 (existing and future pop.)	1	0	<b>1</b>	4
<b>Curling Rinks (sheets)</b>	22 (at 3 locations)	No additional recommended	0	0	<b>0</b>	0
<b>Outdoor Artificial Ice Rinks (pads)</b>	63 (at 52 locations)	1:100,000 and 2km radius	2 (and 1 skating trail)	3 (and 1 skating trail)	<b>5 (and 2 or more skating trails)</b>	6
<b>Outdoor Aquatics</b>						
<b>Outdoor Pools (locations)</b>	59	No additional recommended	0	0	<b>0</b>	6
<b>Splash Pads</b>	137	1:24,000 and 2km radius	13	6	<b>19</b>	0
<b>Wading Pools</b>	99	No additional recommended	0	0	<b>0</b>	tbd

Facility Type	2019 Supply (City)	FMP Recommended Provision Target (applied to future growth)	Facilities included in Approved 2019-2028 Capital Budget and Plan	To be Included in Future Capital Plans (2029-2038)	Total New Facilities (2019-2038)	Replacement/ Revitalized Facilities (2019-2038)
<b>Sports Fields</b>						
<b>Soccer and Multi-use Sports Fields</b>	320	1:10,000	12	33, plus upgrades	<b>45</b>	0
<b>Ball Diamonds</b>	342	No additional recommended	0	Upgrades only	<b>0</b>	0
<b>Cricket Pitches</b>	27	1:100,000	2	2, plus upgrades	<b>5</b>	0
<b>Clubhouses and Fieldhouses</b>	118	Site-specific	2	As needed	<b>As needed</b>	tbd
<b>Sports Bubbles</b>	9	Site-specific	2	1, plus project-specific evaluation	<b>3</b>	0
<b>Sport Courts &amp; Zones</b>						
<b>Tennis &amp; Pickleball Courts</b>	602 (at 185 locations)	2km radius	15, plus pickleball conversions	5, plus pickleball conversions	<b>20 plus pickleball conversions</b>	tbd
<b>Basketball Courts</b>	137 (at 105 locations)	1:15,000 and 2km radius	15, plus upgrades	15, plus upgrades	<b>30, plus upgrades</b>	tbd
<b>Skateparks (outdoor)</b>	16	Parks: 1:100,000 and 5km radius; Spots: 1:25,000	4, plus 11 skate spots	7 skate spots	<b>4, plus 18 skate spots</b>	6
<b>Bike Parks</b>	4	Additional study required	1, plus local-level amenities	Local-level amenities	<b>1, plus local-level amenities</b>	0
<b>Bocce Courts (outdoor)</b>	131 (at 50 locations)	No additional recommended	0	0	<b>0</b>	0
<b>Lawn Bowling Greens</b>	28 (at 17 locations)	No additional recommended	0	0	<b>0</b>	0
<b>Dog Off-leash Areas</b>	73	Site-specific, as per City policy	3	Site-specific evaluation	<b>As needed</b>	0

\* Based on a 2016 population estimate of approximately 2.87 million persons. Rates are rounded.

\*\* In addition, the City operates 2 City-wide centres, 29 community schools and 7 community recreation spaces for a total of 123 community recreation centres.

The following are all recommendations from the City of Toronto Parks and Recreation Facilities Master Plan 2019-2038, listed in numerical order.

Note: All references to wards have been updated to reflect the new 25-ward model that came into place on December 1<sup>st</sup>, 2018.

### **Community Recreation Centres**

- #1. Evaluate and pursue the revitalization or replacement of the following eleven (11) community recreation centres (listed in alphabetical order, not in priority order) using the criteria proposed in the Facilities Master Plan. Unless needs suggest otherwise, replacement facilities will be similar in size to existing facilities.
  - Albion Pool and Health Club (Ward 1)
  - Dennis R. Timbrell Resource Centre (Ward 16)
  - Falstaff Community Centre (Ward 5)
  - Gus Ryder Pool and Health Club (Ward 3)
  - John Innes Community Recreation Centre (Ward 13)
  - Lawrence Heights Community Centre (Ward 8)
  - Masaryk-Cowan Community Centre (Ward 4)
  - Scarborough Centennial Recreation Centre (Ward 24)
  - Stan Wadlow Clubhouse (Ward 19)
  - Thistletown Community Centre (Ward 1)
  - Wallace Emerson Community Centre (Ward 9) *Ed. note: project now referred to as Galleria*
- #2. Additional program space requirements may emerge throughout the course of this plan due to high growth and demonstrated needs, such as in the Thorncliffe area (Ward 15). In these cases, opportunities to expand or upgrade existing community recreation centres should be prioritized.
- #3. Pursue the development of the following seventeen (17) new community recreation centres over the next twenty years (listed in alphabetical order, not in priority order). This includes projects currently in the planning or proposal stage (11), centres required to fill gaps in distribution (2) and facilities to serve longer-term growth (4).

#### Community Recreation Centres in Planning or Proposal Stage:

- Bessarion (Ward 17)
- Davisville (Ward 12) *Ed. note: will consist of a stand-alone pool; no longer categorized as a CRC*
- Canoe Landing (Ward 10)
- Etobicoke City Centre (Ward 2) – proposed in 2004 RFR
- Newtonbrook (Ward 18)
- North East Scarborough (Ward 25)



- North Rexdale (Ward 1) – proposed in 2004 RFR
- One Yonge Street (Ward 10) *Ed. note: project now referred to as Lower Yonge*
- Shops at Don Mills (Ward 16) *Ed. note: project now referred to as Don Mills*
- Wabash (Ward 4)
- Western North York (Ward 7)

Community Recreation Centres Required to Fill Gaps in Distribution:

- Central Etobicoke (Ward 2)
- Southwest Scarborough/McCowan (Ward 20/21) *Ed. note: project now referred to as Southwest Scarborough*

Community Recreation Centres Required to Serve Longer-term Growth:

- Downsview (Wards 6)
- Downtown (Wards 11/13)
- East Bayfront (Ward 10)
- Port Lands (Ward 14)

## **Gymnasiums**

- #4. Revitalize gymnasiums as part of broader community recreation centre projects. Ensure that they have appropriate dimensions, ancillary spaces (e.g., change rooms), natural light and incorporate indoor walking tracks where possible.
- #5. Evaluate opportunities to add gymnasiums to existing community recreation centres within under-served areas, with a focus on Scarborough.

## **Indoor Pools**

- #6. Revitalize the indoor pool at Scadding Court Community Centre (Ward 10) and explore options for converting Harrison Pool (Ward 10) to other uses, with programming shifted to nearby facilities. Alternatives may be considered through the TOcore secondary plan.
- #7. Provide indoor pools within the following new community recreation centres (listed in alphabetical order, not in priority order), in addition to replacement centres with existing pools:
  - Bessarion (Ward 17)
  - Central Etobicoke (Ward 2)
  - Davisville (Ward 12) *Ed. note: project will be a stand-alone pool*
  - Downsview (Wards 6)
  - Etobicoke City Centre (Ward 2)
  - Lawrence Heights (Ward 8)

- North East Scarborough (Ward 25)
- One Yonge Street (Ward 10) *Ed. note: project now referred to as Lower Yonge*
- Port Lands (Ward 14)
- Shops at Don Mills (Ward 16) *Ed. note: project now referred to as Don Mills*
- Southwest Scarborough (Ward 20/21)
- Wabash (Ward 4)
- Waterfront West (Ward 10) – partnered site
- Wellesley (Ward 13) – addition
- Western North York (Ward 7)

#8. Evaluate geographic gaps in indoor pool provision, with a preference for adding aquatic facilities to existing community recreation centres. Gaps include: (a) Western/Central North York; and (b) Mid-Scarborough.

### **Outdoor Pools**

#9. Evaluate replacement of the following pools and support buildings to support anticipated population growth, invest in high needs areas and address aging infrastructure (listed in alphabetical order, not in priority order):

- Alexandra (Ward 10)
- Glen Long (Ward 8)
- Irving Chapley (Ward 6)
- Leaside (Ward 15)
- Stan Wadlow (Ward 19)
- Wedgewood (Ward 2)

#10. Evaluate the potential to repurpose aging and underutilized outdoor pools into facilities that are in demand. Potential candidates include (listed in alphabetical order, not in priority order):

- Flagstaff (Ward 1)
- Grandravine (Ward 6), Northwood (Ward 7), Oakdale (Ward 7), Stanley (Ward 7) and/or Roding (Ward 6) – all are in proximity and most have lower usage levels
- Halbert (Ward 20)
- Knob Hill (Ward 21)
- Lawrence Heights (Ward 8) upon opening of the proposed indoor pool/community recreation centre

#11. No additional outdoor pools are recommended.

## **Splash Pads and Wading Pools**

- #12. Develop a strategy for the renewal of select wading pool locations, including the addition of water features to enhance the participant experience.
- #13. Over time, repurpose wading pools to other uses. The evaluation should reference the criteria identified in the Facilities Master Plan, including low levels of usage, deteriorating condition and proximity to alternatives. Potential candidates for repurposing in the short-term include:
  - Coleman Park (Ward 19) – planned
  - Geary Avenue Parkette (Ward 9)
  - Kempton Howard Park (Ward 14)
  - Northumberland Playground (Ward 9)
  - Oakcrest Parkette (Ward 19)
  - Sackville Playground and/or Sumach-Shuter Parkette (Ward 13)
- #14. Address ten (10) splash pad gaps through wading pools conversions. Potential areas include Wards 2, 4 (Ravina Gardens – planned), 8, 9 (MacGregor – planned), 10 (Fred Hamilton – planned), 11, 15 and 21.
- #15. Maintain the current level of provision – one splash pad per 24,000 residents – through the development of approximately 20 splash pads. This will be achieved through ten (10) new splash pads and ten (10) wading pool conversions within gap and growth areas, some of which are already identified in PFR’s capital plan. New splash pad development should be prioritized in Wards 1, 2 (2), 6, 15, 16, 17/18, 23 and 24 (it may be possible for one splash pad to address more than one distribution gap).
- #16. Prioritize splash pad expansion and replacement in growth areas, where feasible.

## **Arenas**

- #17. Explore opportunities to repurpose up to four single pad arenas to other uses over time. The Facilities Master Plan identifies criteria to guide this evaluation and has short-listed the following as potential candidates for consideration (listed in alphabetical order, not in priority order): Albion (Ward 1), Chris Tonks (Ward 5), Gord & Irene Risk (Ward 7), Grandravine (Ward 6), Habitant (Ward 7), Long Branch (Ward 3), Phil White (Ward 12).
- #18. Develop an arena replacement strategy to ensure that the City’s arenas can continue to meet long-term needs. Replacements should focus on facilities that are well utilized, but that need substantial capital repair and have significant design/functional challenges that would preclude their re-use. Future arena development should be in the form of multi-pad

facilities and should coincide with the replacement of an equivalent number of ice pads from the supply. One potential candidate for replacement as a twin pad is East York Memorial Arena (Ward 19).

- #19. Provide one (1) additional ice pad over the next twenty years, for a total of 66 indoor ice pads (including Board of Management rinks). This will be achieved by the proposed Don Mills Civitan Arena (+1 ice pad) in Ward 16.

### **Curling Rinks**

- #20. Maintain existing curling facilities and re-evaluate needs prior to major capital investment.
- #21. No additional curling facilities are recommended.

### **Outdoor Artificial Ice Rinks**

- #22. Seek additional state of good repair funding to address aging ice-making equipment at outdoor artificial ice rinks.
- #23. Provide up to five (5) additional outdoor artificial ice rinks over the next twenty years, with potential locations in Wards 3, 6/7, 21, 22 and 24/25 to serve geographic gaps and future growth.
- #24. Continue to assess opportunities to add skating trails to existing outdoor artificial ice rinks. Provide a minimum of two (2) additional skating trails through expansions to existing outdoor artificial ice rinks at locations in North York and Scarborough.

### **Soccer and Multi-use Fields**

- #25. Upgrade 10% of all soccer and multi-use fields within the next twenty years (approximately 32 fields) to increase usage potential. These upgrades, such as converting fields to higher classes through improvements to field quality and supporting amenities, will enhance capacity by the equivalent of 6 to 7 new fields.
- #26. Provide access to 45 new soccer and multi-use fields over the next twenty years. Possible strategies include collaborating with school boards to improve facilities and community access, ball diamond conversions, field upgrades and planning for a future sports complex.

### **Ball Diamonds**

- #27. Upgrade 10% of all ball diamonds within the next twenty years (approximately 34 fields) to increase usage potential. These upgrades, such as converting diamonds to higher classes through improvements to field quality and supporting amenities, will enhance capacity by the equivalent of 10 to 14 new diamonds.

#28. No additional ball diamonds are recommended.

### **Cricket Pitches**

- #29. Upgrade 10% of all cricket pitches within the next twenty years (approximately 3 pitches) to increase usage potential. These upgrades, such as converting fields to higher classes through improvements to field quality and supporting amenities, will enhance capacity.
- #30. Provide access to up to five new cricket pitches within the next twenty years. New pitches should be regulation size and may be shared with other uses (e.g., across two full size soccer fields). A variety of strategies such as partnerships with large landholders (e.g., schools, industrial areas, etc.), land acquisition and/or park redevelopment may be required to achieve this goal.

### **Tennis and Pickleball Courts**

- #31. Identify and evaluate under-utilized public courts in well-served areas for conversion to pickleball, club tennis or multi-use sport courts. Prioritize the establishment of pickleball courts in the short-term through re-lining projects based on demonstrated demand.
- #32. Provide up to 20 tennis courts in growth areas that do not have access to courts, such as Downtown Toronto (Wards 10/11) and North Scarborough (Wards 22/23/24). Where feasible, new courts should be in the form of multi-use sport pads. Additional club courts may be established through club expansions, where feasible and supported by membership levels.

### **Basketball Courts**

- #33. Prepare a strategy to identify and prioritize repairs and improvements to outdoor basketball courts, including opportunities to redevelop some as multi-sport courts.
- #34. Provide 30 new outdoor basketball and multi-sport courts within the next twenty years. Twelve (12) courts are recommended to serve gap areas (Wards 2 (2), 3, 4, 6, 12, 16, 18, 19, 22, 23 and 24) and eighteen (18) are to be provided in response to growth.

### **Bocce Courts**

- #35. Convert under-utilized bocce courts to other in-demand amenities on an as-needed basis.
- #36. No additional bocce courts are recommended.



## **Lawn Bowling Greens**

- #37. Convert under-utilized lawn bowling greens and support buildings to other in-demand amenities on an as-needed basis. Candidates for conversion should be evaluated further, including the Downsview (Ward 7), Humberside (Ward 4), Lakeshore Mimico (Ward 3) and Lawrence Park (Ward 15) lawn bowling greens, many of which are no longer supported by clubs and are not being actively maintained.
- #38. No additional lawn bowling greens are recommended.

## **Skateparks**

- #39. Evaluate options for skatepark renewal and replacement.
- #40. Consider the development of indoor skateparks within repurposed arenas.
- #41. Provide four (4) additional community-level skateparks, one in each district.
- #42. Develop up to 18 skate spots within smaller gap and growth areas across the city. The planning of these features should consider the site selection criteria identified in the City's Skatepark Strategy, public input and park redevelopment opportunities.

## **Bike Parks**

- #43. Develop a minimum of one bike park in Scarborough to improve geographic access.
- #44. Consider the introduction of smaller bike park features— similar to skate spots – within local-level parks, which may be phased in as pilot projects to test demand.

## **Dog Off-leash Areas**

- #45. Develop criteria for improving existing dog off-leash areas. This will require a site-specific analysis.
- #46. Continue to use the City's People, Dogs and Parks Off-leash Policy to evaluate the establishment of new dog off-leash areas. The need for new dog off-leash areas requires neighbourhood and site-specific analysis and should consider opportunities to work with the development community.

## **Sports Bubbles**

- #47. Confirm the market demand for additional sports bubbles and associated activities and the circumstances under which the City would participate in partnered projects.
- #48. Should there be sufficient demand, examine stadium locations for their potential to accommodate winter bubbles for field sports, enabling the City to optimize these locations for year-round use. Lamport Stadium is a potential candidate for revitalization and enhanced capacity based on its location and attributes.

## **Support Buildings**

- #49. Develop a strategy for support buildings to identify priorities for reinvestment and repurposing.
- #50. Assess clubhouse and fieldhouse requirements based on the needs associated with the activities that they support.

## **Sustaining Public Investment in Existing Facilities**

- #51. Revise SOGR financial policies and practices to streamline and strengthen PFR's ability to undertake projects in a timely and cost effective manner. Possible strategies include:
  - a. Revise the current SOGR policy so that the scope of the program is increased to include all potential remedial facility and equipment items to allow staff to proactively plan for and routinely address inevitable maintenance issues in a timely manner.
  - b. Expand the definition of state of good repair to include items currently deemed to not have sufficient lifespan to qualify as a SOGR item (e.g. painting).
  - c. Increase the Division's purchase order spending limit.
  - d. Increase the dollar threshold for distinguishing operating from capital projects so maintenance, repair and improvements that are currently considered capital project can be addressed as operational "minor maintenance" projects.
  - e. Bundle capital improvements into a single project to achieve efficiencies and create a greater impact for users.
  - f. Revise procedures to allow for the use of "blanket" contracts for common SOGR projects (e.g., mechanical systems, windows, roof replacement, etc.) to facilitate awarding contracts for these items before they fail.
- #52. Maintain facilities in a safe, clean and attractive condition. Develop a process to measure facility condition, unplanned closures and their impacts, and any outstanding safety issues according to a systematic facility visitation program.

- #53. Coordinate facility upgrades and renewal projects to minimize disruptions while maximizing outcomes (e.g., combine multiple work items).
- #54. Establish dedicated funding for small-scale facility rehabilitation items (e.g., painting, sport court lining, lighting, etc.).
- #55. Establish dedicated capital funding for large-scale facility revitalization and replacement projects.
- #56. Develop new tools and practices to further enhance the City's infrastructure management system, ensuring that capital renewal becomes an integral part of planning and prioritization. Possible strategies include:
  - a. Establish a preventative maintenance program to extend the lifecycle of major building components of PFR facilities. The program should address SOGR items based on anticipated useful life or industry standards for the item in question – such as pre-scheduled common area painting and refurbishment.
  - b. Explore and develop a facility replacement approach to identify and replace facilities that are no longer efficient to maintain or situations where further reinvestment is not recommended.
  - c. Consider eliminating or repurposing aging facilities that are no longer needed to maintain service levels.
  - d. Develop strategies to maintain acceptable service levels during the period between when an existing facility is taken off-line and when its replacement is constructed.
  - e. Develop a more dynamic asset inventory that can be used for strategic planning and tracking by multiple internal stakeholders.
  - f. Establish qualitative measures that evaluate facilities for risk and criticality to assist with funding decisions.
  - g. Create assessment management report cards that are shared with Council and the public.

### **Planning for the Future**

- #57. Adopt the Facilities Master Plan vision, principles and goals and use this strategic framework to guide decision-making.
- #58. Update the Parks and Recreation Facilities Master Plan every five years, aligning with related initiatives (e.g., Parks and Recreation Service Plans, Parkland Strategy, Ravine Strategy, Census release, development planning, etc.) and City Planning studies.

### **Informing our Decisions**

- #59. Develop evidence-based facility assessment tools and guidelines to improve database management and business intelligence.

- #60. Planning for major capital projects will include meaningful community engagement, business plans that validate building program and service requirements (informed by demographic and socio-economic data, local needs, recreation trends and preferences, etc.) and consideration of potential partnerships.
- #61. Establish guidelines for engaging residents, stakeholders and City staff in the planning of local parks and recreation facilities.
- #62. Support provincial and national initiatives that increase support for facility-based information sharing, research and data collection.
- #63. Improve the integration and cross-coordination of asset management systems (e.g., inventories, lifecycle costing, state of good repair, etc.).
- #64. Require business cases (acceptable to the City) to consider new single-use facilities that accommodate sports or activities that have not traditionally been supported by the City. Continue to support existing lines of business that exhibit positive short- and long-term demand.
- #65. Develop an approach to determine the contribution, economic benefit and impact that parks and recreation facilities have on the City's social, cultural, environmental and economic status.

### **Collaborating with Others**

- #66. Work with service providers to understand their facility expansion and relocation plans in order to look collectively at the needs within the city as it continues to grow.
- #67. Regularly communicate the Parks and Recreation Facilities Master Plan to internal and external partners to improve coordination, alignment and implementation.
- #68. Be proactive in partnership development through regular communication and establishment of a standardized framework and/or criteria to simplify and expedite the partnership process.

### **Evolving Facility Standards**

- #69. Regularly review facility classifications, design standards and related guidelines and embed them into facility design and development processes.

## **Environmental Responsibility**

- #70. Embed existing policies and standards into facility design and development processes, including responses to climate change, environmental sustainability, energy conservation, accessibility, etc.
- #71. Ensure that all major retrofits and new construction projects respect the Official Plan and other legislative requirements to protect and enhance the natural environment.

## **Accessibility for All**

- #72. Document and make publicly available information about the features at each parks and recreation facility, including those that are accessible to persons with disabilities.
- #73. Emphasize flexible, age-friendly and barrier-free facility design, where appropriate.
- #74. Wherever possible, ensure that new community-level parks and recreation facilities are located along transit lines and accessible by the trail and cycling network.

## **Reshaping Facilities**

- #75. Place a focus on creating public spaces, meeting rooms and year-round multi-use spaces that are digitally enabled (e.g., WiFi access) and can be animated through unstructured community use and programming.
- #76. Establish criteria to guide the optimization and/or conversion of under-utilized facilities into spaces that are a better fit with changing parks and recreation needs.
- #77. Evaluate smaller, single use facilities to identify opportunities to improve public access and operational efficiency.

## **Responding to a Changing Urban Fabric**

- #78. Consider new facility provision models that reflect the realities of high-density residential communities, while ensuring convenient public access to needed spaces (e.g., recreation centres in condominium podiums).
- #79. Consider the needs and strategies put forward in the Parks and Recreation Facilities Master Plan in the evaluation of surplus school sites.



## **Working as One City**

- #80. Explore and promote co-location opportunities with other City divisions, agencies and commissions, such as the Toronto Public Library, Children's Services, Toronto Public Health, Employment & Social Services and Toronto Community Housing Corporation.
- #81. Work with the City Planning Division to establish processes ensuring that the Parks and Recreation Facilities Master Plan is a primary resource in guiding and informing City Planning initiatives, including Secondary Plans, Area Studies and Section 37 (Planning Act) negotiations.
- #82. Develop evaluation criteria and investigate opportunities with the Toronto Realty Agency for the strategic replacement of under-leveraged assets, while remaining focused on ensuring public access to needed spaces and services.

## **Re-imagining City-School Relationships**

- #83. Evaluate the potential to negotiate public access to facilities supplied by other providers in areas of the city that lack municipal recreation facilities, for example at schools and YMCAs.
- #84. Strengthen and modernize agreements with local school boards for achieving guaranteed and adequate public access, consistent maintenance and greater municipal oversight for needed parks and recreation facilities.
- #85. Encourage partners – including school boards – to assist in meeting parks and recreation facility needs through the protection and renewal of community assets.

## **Funding for State of Good Repair**

- #86. Increase spending on SOGR in order to create more resilient infrastructure and avoid higher capital costs in the future. Possible strategies include:
  - a. Address the backlog of deferred rehabilitation projects. This will also help to direct capital investment to higher risk aging assets and reduce the possibility of system failure and service interruption.
  - b. Provide sufficient priority and funding for ongoing renewal and SOGR requirements, including when new assets are added to the inventory. Annual funding for ongoing SOGR requirements should be calculated as 2.1% of facility replacement values (including soft costs) and should be assessed on a regular basis.

## Funding for New and Enhanced Facilities

- #87. Maximize the use of Development Charges (DCs) in funding new capital requirements. Possible strategies include:
- a. Consider area-based DC levies.
  - b. Explore the applicability of DCs to address investment in facility funding across the city.
  - c. Continue to employ a loan reserve as a funding mechanism when DCs and cash-in-lieu (CIL) are deficient to front-end land purchase, then reimburse when DCs and CIL accrue. Potentially this could be an arrangement with Infrastructure Ontario using the 505 Richmond approach as a model.
- #88. Prioritize the use of density for benefit contributions (Section 37 and 45) for unfunded portions of planned projects. Possible strategies include:
- a. Earmark and pool funds for larger scale projects that are supported by the capital plan.
  - b. Direct Section 37 funds to cover the 10% improvement not covered by DC funding.
  - c. Identify local needs and ensure that funds are used for a publicly vetted needs.
  - d. Encourage City staff and elected officials to adhere to the process and priorities outlined in the Section 37 implementation guidelines.
  - e. Discussions between City Planning and PFR must include local needs early in the planning process so that the potential of Section 37 funds can be brought to bear at the Site Plan Application stage (after zoning has been approved but before an actual plan is submitted).
- Ed. note: Section 37 of the Planning Act has since been amended by Bill 108, the More Homes, More Choice Act, 2019*
- #89. Use reserve contributions from the parkland cash-in-lieu (CIL) reserve (Section 42) to offset the costs associated with Facilities Master Plan implementation. Possible strategies include:
- a. Where possible and after sites are selected, earmark CIL funds for specific projects.
  - b. Enact policy changes to allow more flexibility in where “local portion” can be spent (i.e. explore how much more broadly the current 2-5 km spending boundary can be pushed) and explore possible protocol changes to allow for spending across Ward boundaries.
  - c. Adjust DC forecasts in 10-Year Capital Plan to adopt more aggressive estimates (greater than 80% of past five-year average).
  - d. Work with City Planning to consider: (i) increasing the Alternative Rate for parkland acquisition and park/facility development; (ii) increasing the City-wide portion to help fund projects in low growth areas; (iii) revisiting the current

allocation between parkland acquisition and parkland development; and (iv) opportunities to align Facilities Master Plan funding and implementation with the Parkland Strategy.

- e. Prioritize DCs in high growth areas and CIL in non-growth areas.

*Ed. note: Use of Alternative Rate for parkland acquisition within the Planning Act has since been amended by Bill 108, the More Homes, More Choice Act, 2019*

### **Strengthening the Capital Spending Rate**

- #90. Increase PFR's capacity to deliver on the volume of planned projects, including those recommended in the Facilities Master Plan. Possible strategies include:
  - a. Allow appropriate time for planning projects that reflects realistic spending capabilities.
  - b. Explore new building and project management options to accelerate the pace that a new facility can be brought on-line (e.g., design/build, developer-built facilities, etc.).
  - c. Explore the use of external project management resources to accelerate the pace that facility maintenance and remedial actions can be implemented.
  - d. Develop facility design guidelines to support external services and developer-built facilities.
  - e. Increase funding to hire additional purchasing staff to facilitate timely project planning or request for proposals documentation.
  - f. Allocate additional staff resources for planning and project management of capital projects.
  - g. Continue to ensure staff have the appropriate skills and training and are assigned to the relevant program area.
  - h. Initiate public consultation well in advance of the planned start of the project to avoid unnecessary delays.
  - i. Regularly review cash flow projects for the "readiness to proceed" and realign project timing where necessary.

### **Seeking Funding from Outside Sources**

- #91. Be proactive in the pursuit of partnerships as part of Facilities Master Plan implementation. Possible strategies include:
  - a. Redefine the first order of project funding priority specified in the Capital Budget Financing Sources Policy to include funding contributions by potential project partners.
  - b. Pre-establish the parameters that a partner must fulfill so that the expectations are known in advance. Use the One Yonge Street project as an example of a partnership best practice.

- c. Establish a standardized partnership framework using existing City approaches and materials.
  - d. Build on the success of existing partnership models by promoting that the City is open to partnership proposals, but only after that protocols and project evaluation systems are in place.
  - e. Explore partnership opportunities with the Toronto Realty Agency to maximize the inherent value of existing PFR infrastructure and other assets.
  - f. Proactively match projects in the pipeline to the needs in local areas so that proposals can be offered to developers.
  - g. Clearly link new facility provision to evidence-based demand and future growth to ensure that the City does not take on facilities that it does not need.
- #92. Monitor and actively pursue grant-based funding. Possible strategies include:
- a. Prepare studies that are routinely required to qualify for government grants.
  - b. Maintain an updated list of “shovel-ready” projects.
  - c. Prepare “talking points” that align with the goals of the Framework for Recreation in Canada to be used in future funding applications.
  - d. Because grant applications are viewed more favourably if there is a partner component, line up partners in advance.

### **Implementing and Monitoring the Plan**

- #93. Develop and implement a system for assessing progress and measuring success of the Facilities Master Plan. This will require understanding facility and program capacities, monitoring of facility usage, customer satisfaction levels, spending rates, dialogue with stakeholders, annual reporting on implementation and more (see Section 7.2).
- #94. Develop and implement a communications plan following approval of the Facilities Master Plan to create awareness about its key messages and recommendations amongst residents and stakeholders.
- #95. Reassess the direction, priorities and accomplishments of the Facilities Master Plan through an update in 2023 and at subsequent five-year intervals, guided by the foundation provided by this comprehensive plan.

## Appendix B – Detailed Prioritization Framework

Two distinct decision-support tools have been developed to assess priorities for capital projects identified in the FMP.

- Indoor recreation facilities (CRCs, pools, gyms, arenas) are assessed using a data-driven method; and
- Park-based facilities are assessed using a standards-driven method

These methodologies may also be used to assess opportunities that emerge through the FMP's implementation phase. Projects that are already in progress (including those with secure funding, partners and/or sites) are not included in the prioritization exercise.

### Evaluating Priorities for Indoor Recreation Facilities

There are four steps involved in establishing priorities for indoor recreation facilities.

Figure 10: Evaluating Priorities for Indoor Recreation Facilities



#### Step 1 – Confirm the Study Area

For indoor recreation facilities, establishing the study area is an important first step as it allows for the unique and specific characteristics and needs of the community to be considered. The area will vary depending on the type of facility and its intended size and/or function, as well as geographic factors (e.g., municipal boundaries and barriers such as highways, rivers, etc.). The availability or lack thereof of municipal land should not be a determinant at this stage.

The FMP provides guidance in relation to facility-specific catchment areas, which are up to 2.5-kilometres for major indoor recreation facilities (note: this distance can vary by centre classification). By defining the study area, various data can be collected and analyzed to support the decision-making process, such as demographic and growth forecasts, existing service levels and more. To the degree possible, the study area should align with pre-established units such as Census Tracts.

For the purposes of this Implementation Strategy, a 2.5-kilometre radius has been used to define the study area for new and replacement community recreation centres. For new centres that do not have an identified site, the radius has been applied to the general location.

#### Step 2 – Collect Area-specific Data

Specific criteria have been established to assist in determining facility development and redevelopment priorities. These indicators are based on the FMP's strategic framework. Equity is heavily emphasized through a gap analysis that prioritizes under-supplied areas, as well as areas of lower income and designated Neighbourhood Improvement Areas.

Evaluation criteria include:

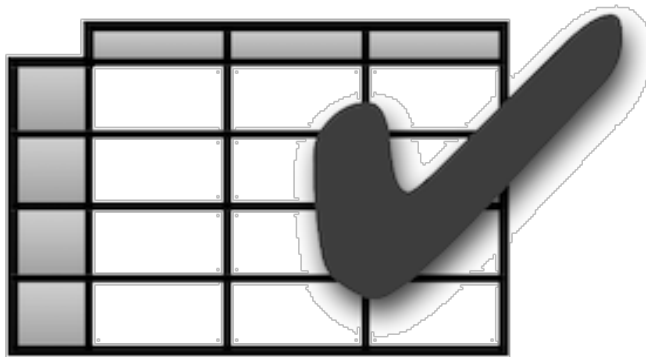
- Addressing Aging Infrastructure (Condition of the Facility) – replacement facilities only
- Improving Accessibility, Functionality and Efficiency (Qualities of the Facility) – replacement facilities only
- Filling the Gaps (Distribution of Existing Facilities)
- Balancing Provision (Current Population to Facility Ratio)
- Enhancing Accessibility for those in Need (Low Income Population)
- Strengthening our Communities (Neighbourhood Improvement Areas)
- Increasing our Capacity to Serve (Waitlists, Service Hours, Unmet Demand)
- Targeted Reinvestment (Condition of Nearby Facilities)
- Considering Others (Existence of Alternate Providers)

The data required to undertake this analysis is readily available from sources such as the Facilities Master Plan, City Divisions (e.g., PFR, City Planning, SDFA, etc.) and Census of Canada. In most cases, the data is available at a local level to allow for greater reliability and accurate comparisons.



### Step 3 – Scoring Analysis

Standard ratings have been identified for each criterion, using a scale of 0 (no/low), 1 (partial/average) and 2 (yes/high). Weights are applied to the evaluation criteria depending on their level of importance in influencing the identified outcomes. The criteria, measures, ratings and weights are shown in the tables on the following pages.



Application of the ratings and weights generates scores for each proposed project. Based on the identified weights, the maximum score is 100. The higher the score, the greater the current level of need. Regardless of the score, all facilities are deemed necessary based on the needs analysis contained within the FMP. New facilities are assessed and ranked separately from replacement facilities due to the differences in funding models and community impacts.

*Note: This listing is an **interim result** – an additional step is required to align the recommended facilities with growth projections and other factors that may influence timing.*

### Step 4 – Validation and Rank (within Five-year Timeframes)

Priorities based on current needs and circumstances were identified in the previous step. Through a “readiness scan”, projects are placed in the appropriate sequence (within five-year time periods) with consideration of:

- current project status (including land and funding);
- future population changes; and
- alignment with approved civic initiatives or partnerships.

#### *Current Project Status (including land and funding)*

Several projects recommended in the FMP are in various stages of planning and design, including those that were approved as part of the 2004 Recreation Facilities Report and those that are contained in PFR’s Capital Budget, while others have been proposed for future budget cycles. **Projects with fixed timing will proceed as planned. Other projects that are in advanced stages of planning (with allocated funding, partner commitments, identified sites, etc.) will generally be expected to remain priorities within the queue.**

#### *Future Population Changes*

For each remaining project, the timeframe during which a new facility in the study area will meet the recommended provision target should be identified. For example, if an area currently has one CRC for 50,000 people, it will not require another until it reaches 68,000 people (based on a provision target of 1:34,000) – forecasts will be examined to determine the five-year period that this target population will be achieved. New facilities should not proceed until there is sufficient population to support them.

#### *Alignment with Approved Civic Initiatives or Partnerships*

Other factors beyond population growth may enable projects to be accelerated, including coordinated civic projects and partnerships. Alignment with approved civic initiatives or partnered projects are considered at this stage. As a general guideline, projects that receive majority funding from non-municipal sources (such as grants, private donations, etc.) may be accelerated to align with the availability of outside funding, all other factors being equal.

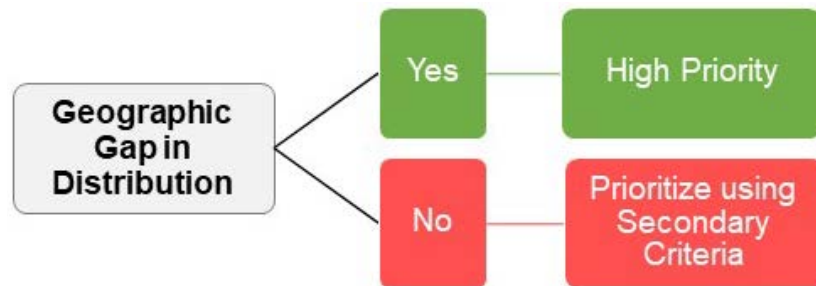
For projects such as replacements that are not tied to population thresholds, the Implementation Strategy seeks balance in allocating these across the twenty-year timeframe of the FMP based on our capacity to deliver. Funding availability and site/building conditions are among the many factors that may influence timing.

Any projects not implemented in the recommended timeframe should become the highest priorities in the subsequent timeframe, unless there is cause for re-evaluation. For example, some projects will require land acquisition which has the potential to create delays. Guidelines for implementing each project – including more detailed study and consultation – are contained in the Implementation Strategy.

## Evaluating Priorities for Park-based Facilities

To identify priorities for facilities in parks such as outdoor aquatics, sport courts/zones and sports fields, this Implementation Strategy uses a qualitative approach. The approach relies on a similar but abbreviated list of indicators as the community recreation centre prioritization. This is intended to simplify and streamline the exercise, while ensuring that the most relevant demand factors are considered.

Figure 11: Evaluating Priorities for Park-based Facilities



**Primary criterion** – All projects meeting the primary criterion will be considered a high priority, generally within the first ten years of the FMP’s implementation.

- 1) Does the project respond to a legitimate geographic gap in current distribution?

Note: For most facilities in parks, the recommended catchment areas of 1 to 2-kilometres (residential areas), although some facilities are district-based. Study areas should be established for all recommended facilities to assist with the assessment of priorities.

**Secondary criteria** –The number of “yes” answers will elevate a project’s priority. All secondary criteria have equal weighting.

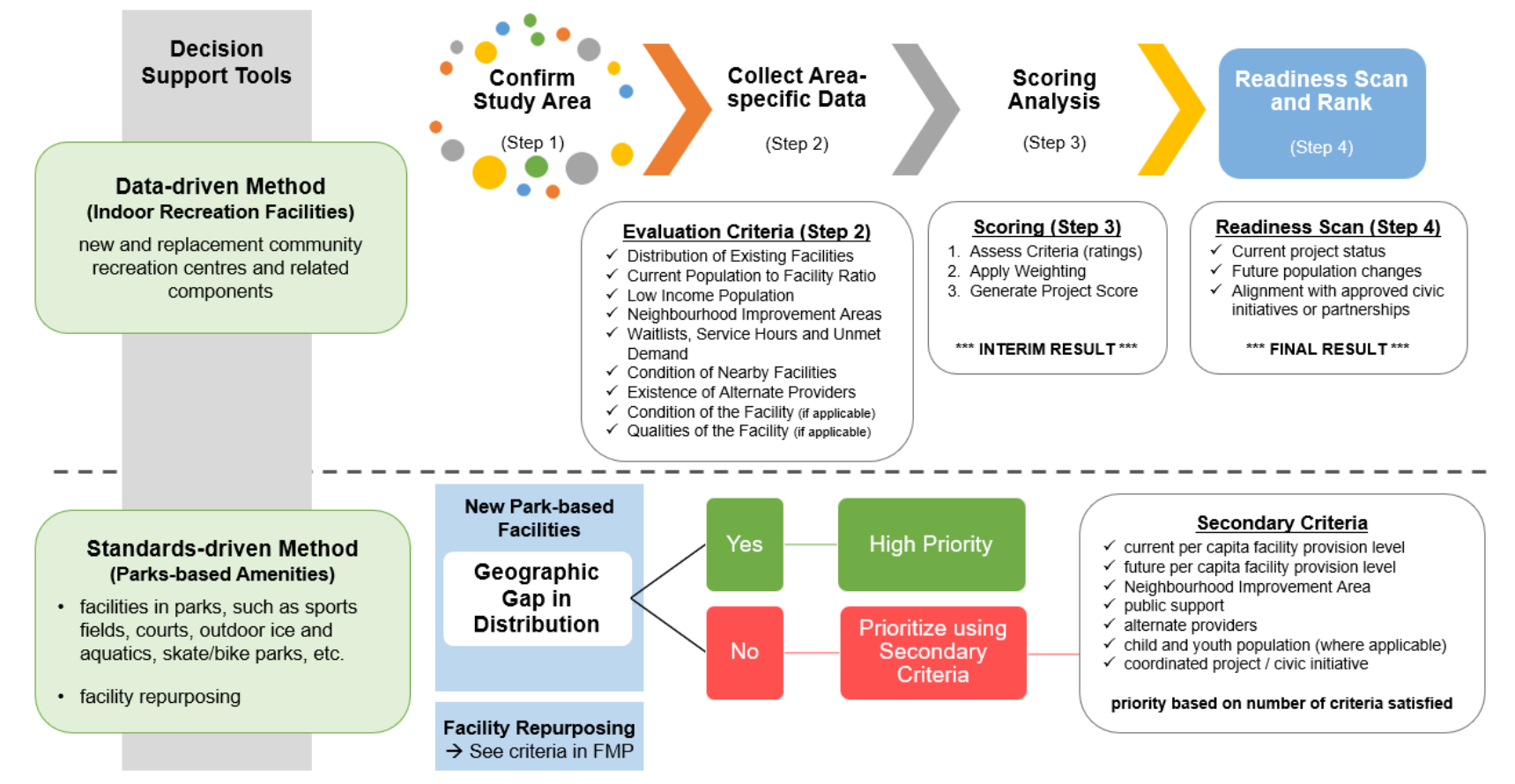
- 2) Does the study area’s current per capita level of facility provision fall short of the provision target recommended in the FMP (where applicable)?
- 3) Is the study area’s population projected to grow to a point facility provision will be supported by the recommended FMP provision target (where applicable)? If so, it should be a goal to align facility development with growth.
- 4) Is the study area or part of the study area designated as a Neighbourhood Improvement Area?

- 5) Was positive public/user feedback expressed for this project or investment in this facility type through a relevant public consultation process?
- 6) Is there a lack of alternate providers in the study area that could otherwise provide a comparable level of service?
- 7) For facilities where children and youth are the target market, does the study area have a considerably higher than average (>25%) child and youth population?
- 8) Is there an active or planned civic initiative (e.g., park renewal project, adjacent community recreation centre redevelopment, partnered project, time-sensitive opportunity, etc.) that could impact the timing and/or provision of the proposed facility?

There are many factors that may impact timing of provision, such as a desire to coordinate with broader civic or partnered projects, availability of a suitable site location (e.g., land availability), availability of funding, etc. The prioritization method outlined above uses available information to prioritize the park facility projects recommended in the FMP based on the degree of need. Active monitoring of factors that may influence timing of facility provision is required.

Figure 12

## Evaluating and Prioritizing Capital Projects Identified in the Parks and Recreation Facilities Master Plan



**Table 7: Evaluation Criteria for NEW Indoor Recreation Facilities**

Criteria	Measure	Rating	Weight (potential score)	Data Source
<b>1. Filling the Gaps</b> (Distribution of Existing Facilities)	Size of geographic gap compared to FMP target	0 = no gap 1 = minor gap (<2.5km) 2 = major gap (>2.5km)	15 (30)	PFR inventory, FMP catchment area
<b>2. Balancing Provision</b> (Current Population to Facility Ratio)	Per capita provision rate compared to FMP target	0 = above target (>25%) 1 = at target (-25% to 25%) 2 = below target (<-25%)	10 (20)	2016 Census, PFR inventory, FMP provision targets
<b>3. Enhancing Accessibility for those in Need</b> (Low Income Population)	Percentage of low-income population (LIM-AT) compared to city-wide average	0 = below average (>25%) 1 = average (-25% to 25%) 2 = above average (<-25%)	10 (20)	2016 Census
<b>4. Strengthening our Communities</b> (Neighbourhood Improvement Areas)	Percentage of population living in designated Neighbourhood Improvement Areas	0 = no NIAs 1 = some NIAs (<50% of area) 2 = many NIAs (>50% of area)	5 (10)	SDFA NIAs
<b>5. Increasing our Capacity to Serve</b> (Waitlists, Service Hours and Unmet Demand)	Size of 2017 waitlist at existing/nearby CRCs compared to city-wide average	0 = below average (<-25%)* 1 = average (-25% to 25%) 2 = above average (>25%)	5 (10)	PFR waitlist data
<b>6. Targeted Reinvestment</b> (Condition of Nearby Facilities)	Condition of nearby CRCs compared to city-wide average	0 = above average (>25%) 1 = average (-25% to 25%) 2 = below average (<-25%)*	2.5 (5)	FCI (SOGR divided by replacement value)
<b>7. Considering Others</b> (Existence of Alternate Providers)	Existence of alternate providers in area (community schools, AOCCs, YMCAs)	0 = three+ alternate providers 1 = one-two alternate providers 2 = none	2.5 (5)	FMP-generated list
<b>Total Score – New Facilities</b>			<b>100</b>	

\* areas with no nearby CRCs will receive a score of 2.



**Table 8: Evaluation Criteria for REPLACEMENT Indoor Recreation Facilities**

Criteria	Measure	Rating	Weight (potential score)	Data Source
<b>1. Addressing Aging Infrastructure</b> (Condition of the Facility)	Condition of the facility compared to city-wide average	0 = above average (>25%) 1 = average (-25% to 25%) 2 = below average (<-25%)	10 (20)	FCI (SOGF divided by replacement value)
<b>2. Improving Accessibility, Functionality and Efficiency</b> (Qualities of the Facility)	Degree to which facility design, layout and spaces affects its functionality	0 = good functionality 1 = average functionality 2 = poor functionality	10 (20)	staff input, barrier-free accessibility audits
<b>3. Filling the Gaps</b> (Distribution of Existing Facilities)	Size of geographic gap compared to FMP target	0 = no gap 1 = minor gap (<2.5km) 2 = major gap (>2.5km)	8 (16)	PFR inventory, FMP catchment area
<b>4. Balancing Provision</b> (Current Population to Facility Ratio)	Per capita provision rate compared to FMP target	0 = above target (>25%) 1 = at target (-25% to 25%) 2 = below target (<-25%)	5 (10)	2016 Census, PFR inventory, FMP provision targets
<b>5. Enhancing Accessibility for those in Need</b> (Low Income Population)	Percentage of low-income population (LIM-AT) compared to city-wide average	0 = below average (>25%) 1 = average (-25% to 25%) 2 = above average (<-25%)	5 (10)	2016 Census
<b>6. Strengthening our Communities</b> (Neighbourhood Improvement Areas)	Percentage of population living in designated Neighbourhood Improvement Areas	0 = no NIAs 1 = some NIAs (<50% of area) 2 = many NIAs (>50% of area)	4 (8)	SDFA NIAs
<b>7. Increasing our Capacity to Serve</b> (Waitlists, Service Hours and Unmet Demand)	Size of 2017 waitlist at existing/nearby CRCs compared to city-wide average	0 = below average (<-25%)* 1 = average (-25% to 25%) 2 = above average (>25%)	4 (8)	PFR waitlist data
<b>8. Targeted Reinvestment</b> (Condition of Nearby Facilities)	Condition of nearby CRCs compared to city-wide average	0 = above average (>25%) 1 = average (-25% to 25%) 2 = below average (<-25%)*	2 (4)	FCI (SOGF divided by replacement value)
<b>9. Considering Others</b> (Existence of Alternate Providers)	Existence of alternate providers in area (community schools, AOCCs, YMCAs)	0 = three+ alternate providers 1 = one-two alternate providers 2 = none	2 (4)	FMP-generated list
<b>Total Score – Replacement Facilities</b>			<b>100</b>	

\* areas with no nearby CRCs will receive a score of 2

## Appendix C – Community Recreation Centre Technical Analysis

The following contains information on the status of ongoing Community Recreation Centre projects and the technical analysis supporting the prioritization of planned Community Recreation Centre projects (new and replacement).

### New Community Recreation Centres

Note: The timing of projects that are already in progress is generally anticipated to occur within the next five years; however, this represents a significant capital program and some projects may be impacted by site, funding and partnership suitability. The timing of the developer-initiated projects may also be impacted by market conditions.

**Table 9: Status of Projects in Progress – New Community Recreation Centres**

In Progress CRCs	Site Status	Funding Status	Development Status
<b>Eight (8) City-initiated Projects in Progress</b>			
<b>Canoe Landing</b>	Secured	In capital budget/plan	Under construction; estimated completion Spring 2020
<b>Bessarion</b>	Secured	In capital budget/plan	Under construction; estimated completion December 2021
<b>North East Scarborough</b>	Secured	In capital budget/plan	In design; estimated completion December 2023
<b>Western North York</b>	Secured	In capital budget/plan	In design; estimated completion Spring 2024
<b>Don Mills</b>	Secured	S37 agreement (partial funding)	Council endorsed the Celestica site in 2019
<b>Etobicoke City Centre</b>	Secured	In capital budget/plan	Preliminary planning underway; estimated completion December 2024
<b>Wabash</b>	Secured	In capital budget/plan	In design; estimated completion December 2024
<b>Downtown</b>	Under negotiation	In capital budget/plan	Preliminary planning underway
<b>Two (2) Developer-initiated Projects in Progress</b>			
<b>Lower Yonge</b>	Secured	Partial developer funding anticipated by 2021; in capital budget/plan	In design; estimated completion December 2022

In Progress CRCs	Site Status	Funding Status	Development Status
East Bayfront	Secured	Partially funded by developer; in Waterfront Toronto capital budget	In design; estimated completion December 2023

Following the development of the eight (8) City-initiated CRC projects that are in progress, phased implementation of the five (5) additional CRC projects recommended in the FMP will begin. These projects are listed below in order of proposed implementation based on our evaluation criteria, with additional details provided on subsequent pages. Note: Years denote timeframe in which construction is anticipated to be initiated, subject to funding and site conditions

**Table 10: Ranking of CRC projects that have not yet been initiated** (excludes projects that are in the design or construction pipeline)

**Central Etobicoke CRC – New Facility**

<b>Rank</b>	1
<b>Timing</b>	2024-2028
<b>CRC Type:</b>	Large multi-purpose
<b>Ward:</b>	2
<b>Project Status:</b>	Not yet initiated. In capital budget/plan
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	tbd
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- nearest facilities are community schools</li> <li>- indoor pool, gymnasium and other activity and support spaces are recommended</li> <li>- site selection and securement should be resolved in the near term</li> </ul>

**Prioritization Criteria**

Filling the Gaps	Balancing Provision	Enhancing Accessibility for those in Need	Other Considerations
●	●	◐	Increasing our Capacity to Serve, Strengthening our Communities (partial), Targeted Reinvestment (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

### Southwest Scarborough CRC – New Facility

<b>Rank:</b>	2
<b>Timing:</b>	2024-2028
<b>CRC Type:</b>	Mid-size
<b>Ward:</b>	20/21
<b>Project Status:</b>	Not yet initiated. In capital budget/plan
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	tbd
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- a multi-tank indoor pool, gymnasium and other activity and support spaces are recommended</li> <li>- site evaluation process is underway</li> </ul>

### Prioritization Criteria

Filling the Gaps	Balancing Provision	Enhancing Accessibility for those in Need	Other Considerations
◐	●	◐	Strengthening our Communities, Increasing our Capacity to Serve, Considering Others

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

### North Rexdale CRC – New Facility

<b>Rank:</b>	3
<b>Timing:</b>	2024-2028
<b>CRC Type:</b>	Mid-size
<b>Ward:</b>	1
<b>Project Status:</b>	Not yet initiated. In capital budget/plan
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	tbd

### Prioritization Criteria

Filling the Gaps	Balancing Provision	Enhancing Accessibility for those in Need	Other Considerations
●	◐	◐	Targeted Reinvestment, Considering Others, Strengthening our Communities (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)



### Downsview CRC – New Facility

<b>Rank:</b>	4
<b>Timing</b>	2029-2033
<b>CRC Type:</b>	Large multi-purpose
<b>Ward:</b>	6
<b>Project Status:</b>	Not yet initiated.
<b>Growth-Related Demand:</b>	Moderate
<b>Alignment or Partnership:</b>	tbd
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- smaller catchment population than most new recommended facilities, but is expected to grow</li> <li>- multi-tank indoor pool, gymnasium and other activity/support spaces are recommended</li> </ul>

### Prioritization Criteria

Filling the Gaps	Balancing Provision	Enhancing Accessibility for those in Need	Other Considerations
●	○	●	Strengthening our Communities, Targeted Reinvestment, Considering Others (partial)

● = full score; ● = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

### Port Lands CRC – New Facility

<b>Rank:</b>	5
<b>Timing</b>	2029-2033
<b>CRC Type:</b>	Large multi-purpose
<b>Ward:</b>	14
<b>Project Status:</b>	Not yet initiated.
<b>Growth-Related Demand:</b>	Moderate
<b>Alignment or Partnership:</b>	tbd
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- two facilities were identified in the Port Lands Precinct Plan</li> <li>- <b>intended to serve longer-term needs of the broader downtown area and/or city (dependent on proposed services)</b></li> <li>- multi-tank indoor pool, gymnasium and other activity/support spaces are recommended</li> </ul>

### Prioritization Criteria

Filling the Gaps	Balancing Provision	Enhancing Accessibility for those in Need	Other Considerations
○	○	●	Increasing our Capacity to Serve (partial), Strengthening our Communities (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## Replacement Community Recreation Centres

Based on the results of the evaluation, each project is listed below according to its proposed order of implementation, excluding the one project (Wallace Emerson/Galleria) that is currently in progress.

### 1. John Innes Community Recreation Centre – Replacement Facility (2019-2023)

<b>Size:</b>	28,000 sf
<b>CRC Type:</b>	Mid-size
<b>Year Built:</b>	1951
<b>Ward:</b>	13
<b>Designated Free Centre:</b>	Yes
<b>Project Status:</b>	Will be submitted for consideration in the 2020-2029 Capital Budget and Plan
<b>Growth-Related Demand:</b>	High
<b>Alignment or Partnership:</b>	Park redevelopment
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- indoor pool, gymnasium, weight room &amp; dance studio</li> <li>- various program rooms (kitchen, multi-purpose room, games room, craft room, preschool room, lounge)</li> <li>- youth-specific programming</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies relate to age and design of building, including safety concerns due to poor accessibility (reception area, elevator, pool area, etc.), small rooms/ gymnasium, sub-standard support spaces (lobbies, washrooms and change rooms), leaking roof, windows unable to open, outdated HVAC;</li> <li>- building has undergone several renovations, but is unable to keep pace with needs of a growing community</li> <li>- located in Moss Park, adjacent but not connected to the Moss Park Arena (Board-operated ice pad)</li> <li>- has the second largest catchment population amongst the replacement candidates</li> <li>- shortage of parking</li> <li>- <b>this project has been elevated in priority due to the availability of funding and growth that is occurring in the vicinity</b></li> </ul>

#### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
◐	●	○	Enhancing Accessibility for those in Need, Balancing Provision (partial), Strengthening our Communities (partial), Increasing our Capacity to Serve (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## 2. Lawrence Heights Community Recreation Centre – Replacement Facility (2024-2028)

<b>Size:</b>	21,800 sf
<b>CRC Type:</b>	Mid-size
<b>Year Built:</b>	1961
<b>Ward:</b>	8
<b>Designated Free Centre:</b>	Yes
<b>Project Status:</b>	In capital budget/plan
<b>Growth-Related Demand:</b>	High
<b>Alignment or Partnership:</b>	TCHC
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- fitness space</li> <li>- gymnasium</li> <li>- outdoor pool</li> <li>- various program rooms (nine multi-purpose rooms, preschool room, computer room)</li> <li>- kitchen</li> <li>- youth-specific programming</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include detached program building, safety concerns due to poor internal circulation and sightlines, inaccessible facility design (narrow hallways, washrooms, etc.), lack of central gathering space, sub-standard room/amenity sizes (including small gymnasium), outdated HVAC, leaking roof, lack of windows, lack of parking</li> <li>- through the Lawrence-Allen Secondary Plan, the centre is to be replaced on another site nearby in conjunction with the Toronto Community Housing Corporation (TCHC)</li> <li>- planning is underway to develop a new community hub featuring an indoor pool, double gymnasium, track, multi-purpose rooms, skateboard area and fitness spaces</li> <li>- <b>this project has been elevated in priority due to the timing of the related TCHC project</b></li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	◐	◐	Balancing Provision (partial), Enhancing Accessibility for those in Need (partial), Strengthening our Communities (partial), Increasing our Capacity to Serve (partial), Targeted Reinvestment (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

### 3. Masaryk-Cowan Community Centre – Replacement Facility (2024-2028)

<b>Size:</b>	21,000 sf
<b>CRC Type:</b>	Mid-size
<b>Year Built:</b>	1898
<b>Ward:</b>	4
<b>Designated Free Centre:</b>	Yes
<b>Project Status:</b>	In capital budget/plan
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	n/a
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- gymnasium</li> <li>- weight room</li> <li>- four dressing rooms</li> <li>- various program rooms (six multi-purpose and meeting rooms, kitchen and lounge)</li> <li>- enhanced youth space</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies relate to age and design of building, including sub-standard room/amenity sizes; an updated facility would reduce barriers and potential hazards, provide better sightlines, make the facility more accessible and enable better use of space</li> <li>- acquired by the City in 1979 and located adjacent to Masaryk Park</li> <li>- designated heritage building (candidate for major revitalization, not replacement).</li> <li>- funding is allocated in the long-term capital budget for state of good repair</li> <li>- demand for homeless services in the area</li> <li>- <b>this project has been elevated in priority to align with a City building initiative and SOGR funds allocated in the capital budget</b></li> </ul>

#### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	●	○	Balancing Provision (partial), Enhancing Accessibility for those in Need (partial), Strengthening our Communities (partial), Targeted Reinvestment (partial)

● = full score; ● = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

#### 4. Scarborough Centennial Recreation Centre– Replacement Facility (2024-2028)

<b>Size:</b>	91,000 sf
<b>CRC Type:</b>	Large multi-component
<b>Year Built:</b>	1967
<b>Ward:</b>	24
<b>Designated Free Centre:</b>	Yes
<b>Project Status:</b>	In capital budget/plan
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	n/a
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- two ice pads (including a dedicating figure skating rink)</li> <li>- indoor dry pad</li> <li>- indoor pool</li> <li>- weight room</li> <li>- auditorium</li> <li>- various program rooms (two multi-purpose and meeting rooms, two lounges, kitchen and preschool room)</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include poor accessibility, sub-standard support spaces (lobbies, washrooms, change rooms), sub-standard room/amenity sizes, safety and security concerns, lack of HVAC in weight room, inadequate lighting</li> <li>- facility lacks a gymnasium and sufficient multi-purpose rooms – requires major capital investment</li> <li>- area was identified as a priority in the 2004 Recreation Facilities Report</li> <li>- has a facility condition index of 0.41, the worst of the replacement candidates</li> <li>- adjacent to Confederation Park</li> <li>- dedicated figure skating rink is well used by clubs and should be maintained as part of redeveloped facility</li> <li>- City has invested in structural improvements in recent years</li> </ul>

#### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	●	●	Increasing our Capacity to Serve, Targeted Reinvestment, Enhancing Accessibility for those in Need (partial), Strengthening our Communities (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)



## 5. Falstaff Community Centre– Replacement Facility (2024-2028)

<b>Size:</b>	15,600 sf
<b>CRC Type:</b>	Mid-size
<b>Year Built:</b>	1971
<b>Ward:</b>	5
<b>Designated Free Centre:</b>	Yes
<b>Project Status:</b>	In capital budget/plan
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	TCHC
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- gymnasium</li> <li>- weight room</li> <li>- various program rooms (three multi-purpose and meeting rooms, craft room, games room)</li> <li>- kitchen</li> <li>- youth space</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include lack of accessibility (lacks elevator, receiving area), poor internal design (lacks multi-use rooms, storage), sub-standard room/amenity sizes (small gymnasium, weight room, kitchen), safety and security concerns, leaking roof, outdated HVAC, shared parking</li> <li>- recent state of good repair investment has extended lifecycle for the short-term</li> <li>- necessary to coordinate with TCHC (space is leased by City); current location may not be conducive to attracting the widest range of users</li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	●	●	Considering Others, Enhancing Accessibility for those in Need (partial), Strengthening our Communities (partial), Targeted Reinvestment (partial)

● = full score; ● = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## 6. Dennis R. Timbrell Resource Centre– Replacement Facility (2029-2033)

<b>Size:</b>	34,300 sf
<b>CRC Type:</b>	Large multi-component
<b>Year Built:</b>	1980
<b>Ward:</b>	16
<b>Designated Free Centre:</b>	Yes
<b>Project Status:</b>	Not yet initiated
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	TPL, TCHC, Children's Services
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- indoor pool</li> <li>- gymnasium</li> <li>- weight room &amp; fitness room</li> <li>- various program rooms (four multi-purpose rooms, preschool room, computer room and lounge)</li> <li>- kitchen</li> <li>- youth-specific programming</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include poor accessibility, sub-standard support spaces (lobbies, washrooms, change rooms, offices), sub-standard room/amenity sizes (kitchen, gymnasium, weight room, etc.), safety and security concerns, inefficient internal design, lack of natural light, lack of storage, dated features and fixtures throughout</li> <li>- has a facility condition index of 0.38, the second worst of the replacement candidates</li> <li>- necessary to coordinate with TCHC, Library, Children's Services</li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	●	○	Enhancing Accessibility for those in Need, Considering Others, Strengthening our Communities (partial), Increasing our Capacity to Serve (partial), Targeted Reinvestment (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## 7. Stan Wadlow Clubhouse – Replacement Facility (2029-2033)

<b>Size:</b>	7,800 sf
<b>CRC Type:</b>	Community Space
<b>Year Built:</b>	1965
<b>Ward:</b>	19
<b>Designated Free Centre:</b>	No
<b>Project Status:</b>	Not yet initiated
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	n/a
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- auditorium</li> <li>- kitchen</li> <li>- lounge</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include sub-standard room/amenity sizes</li> <li>- smallest of the centres proposed for replacement – stand-alone facility that lacks an anchor facility such as an indoor pool or gymnasium; full replacement is needed to meet needs of growth and changing demographics</li> <li>- has a facility condition index of 0.37, the third worst of the replacement candidates</li> <li>- located within Stan Wadlow Park and in proximity to East York Memorial Arena and Kiwanis Outdoor Pool</li> <li>- very limited space to serve the community catchment</li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	◐	◐	Enhancing Accessibility for those in Need, Balancing Provision (partial), Strengthening our Communities (partial), Targeted Reinvestment (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## 8. Albion Pool and Health Club – Replacement Facility (2029-2033)

<b>Size:</b>	20,200 sf
<b>CRC Type:</b>	Large multi-component
<b>Year Built:</b>	1964
<b>Ward:</b>	1
<b>Designated Free Centre:</b>	No
<b>Project Status:</b>	Not yet initiated
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	n/a
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- indoor pool</li> <li>- fitness centre &amp; weight room</li> <li>- meeting room</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include poor accessibility (internal and external), sub-standard support spaces (lobbies, washrooms, change rooms, storage), sub-standard room/amenity sizes and lack of needed spaces (large gymnasium, track, studios, multi-tank pool, etc.), poor visibility and sightlines, safety and security concerns</li> <li>- on the same site as the stand-alone Albion Arena (single pad), but disconnected by a parking lot</li> <li>- poor flow, accessibility, highly inefficient site</li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
○	●	○	Strengthening our Communities, Enhancing Accessibility for those in Need (partial), Targeted Reinvestment (partial), Considering Others (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## 9. Gus Ryder Pool and Health Club – Replacement Facility (2034-2038)

<b>Size:</b>	22,500 sf
<b>CRC Type:</b>	Large multi-component
<b>Year Built:</b>	1952
<b>Ward:</b>	3
<b>Designated Free Centre:</b>	No
<b>Project Status:</b>	Not yet initiated
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	n/a
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- indoor pool</li> <li>- fitness centre &amp; weight room</li> <li>- multi-purpose room</li> <li>- kitchen</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include poor accessibility, substandard support spaces (lobbies, washrooms, change rooms), sub-standard room/amenity sizes and lack of program space (multi-use rooms, community rooms, etc.), safety and security concerns, ventilation in pool enclosure and lack of floor drains, change room accessibility, internal circulation and sightlines, outdated HVAC, inadequate lighting, leaking roof</li> <li>- has the smallest catchment population amongst the replacement candidates</li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
◐	●	○	Enhancing Accessibility for those in Need (partial)

● = full score; ◐ = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)

## 10. Thistletown Community Centre– Replacement Facility (2034-2038)

<b>Size:</b>	45,000 sf
<b>CRC Type:</b>	Mid-size
<b>Year Built:</b>	1947
<b>Ward:</b>	1
<b>Designated Free Centre:</b>	
<b>Project Status:</b>	Not yet initiated
<b>Growth-Related Demand:</b>	Low
<b>Alignment or Partnership:</b>	n/a
<b>Current Features:</b>	<ul style="list-style-type: none"> <li>- gymnasium</li> <li>- auditorium</li> <li>- various program rooms (seven multi-purpose and meeting rooms, two craft rooms, preschool room)</li> <li>- kitchen</li> </ul>
<b>Other Notes:</b>	<ul style="list-style-type: none"> <li>- functional deficiencies include sub-standard room/amenity sizes, inaccessible design and layout that restricts ability to make optimal use of space, inadequate lighting, flooring issues, substandard support spaces (lobbies, washrooms, change rooms, storage) and lack of program space, safety and security concerns</li> <li>- serves as a multi-service centre, including a seniors' centre (with two games rooms) and community agency offices</li> <li>- building is a former converted three-storey middle school originally built in 1874</li> <li>- adjacent to Village Green Park</li> </ul>

### Prioritization Criteria

Addressing Aging Infrastructure	Improving Accessibility, Functionality and Efficiency	Filling the Gaps	Other Considerations
●	●	○	Strengthening our Communities, Enhancing Accessibility for those in Need (partial)

● = full score; ● = partial score; ○ = no score (for more detail, see Section 2.5 and Appendix B)