Downtown Coyote Action Plan

Date: April 22, 2025
To: Economic and Community Development Committee
From: Executive Director, Municipal Licensing and Standards
Wards: All

SUMMARY

Since November 2024, there have been an increasing number of coyote sightings, issues, and incidents in the Liberty Village and Fort York communities of Toronto ("downtown communities").

Coyotes have lived in the downtown area for many years. However, conflicts have increased recently due to several factors, including a high density of humans and domestic dogs, lack of per-capita green space compared to other City neighbourhoods, sparse foliage, increase in the number of construction and redevelopment projects (including Ontario Place), the presence of rail corridors (which generally enable coyotes to move about out of human sight), and the availability of food (with some intentionally left for wildlife). Discarded food can also attract rats, which in turn draws in coyotes as they feed on rodents.

The City is actively managing the situation in Toronto's downtown communities. In response to City Council direction (2025.EC18.8), staff are using this opportunity to communicate best practices for coyote management and lessons learned from actions in downtown communities and have developed a Downtown Coyote Action Plan (Attachment 1 to this report) to guide future responses in the area. This staff report recommends that the Economic and Community Development Committee receive the Downtown Coyote Action Plan for information. This report also provides information on wildlife regulations and municipal authority, an assessment of options to manage coyote activity, reviews best practices in other jurisdictions, and provides information on tools and technology to support diversion.

The Downtown Coyote Action Plan will also be used to inform broader updates to the City of Toronto's 2013 Coyote Response Strategy ("the Strategy"), which will be brought to the Economic and Community Development Committee for endorsement later in 2025. This will provide a City-wide update on the City's coyote response approach, as requested by Council (2024.EC16.10).

When staff are responding to coyote reports, they follow an operational approach consistent with the 2013 Strategy. This entails conducting investigations, providing public education, carrying out habitat modification, applying aversion conditioning (i.e. utilizing behavioural techniques used to reinforce the low tolerance of wildlife for humans) on coyotes encountered, and continually assessing the efficacy of response options. Public participation in coexistence programs is crucial to meeting the common objective of maintaining safe boundaries between humans and wildlife. Staff have identified the need for collective effort in managing wildlife concerns, with plans to address this through intensive public education.

This report was prepared in consultation with Engineering and Construction Services and Legal Services.

RECOMMENDATIONS

The Executive Director, Municipal Licensing and Standards recommends that:

1. The Economic and Community Development Committee receive this report for information.

FINANCIAL IMPACT

There are no financial impacts arising from the recommendation in this report.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as identified in the Financial Impact section.

EQUITY IMPACT

The City of Toronto's 2022 – 2032 Reconciliation Action Plan lays out a commitment to integrate Indigenous worldviews into corporate strategic approaches. The City of Toronto's Indigenous Affairs Office (IAO) has been involved in discussions of wildlife management in support of application of principles supporting interconnectedness of the ecosystem. These discussions and findings will be incorporated into the City's upcoming updates to the 2013 Coyote Response Strategy. The City will continue building partnerships with community groups to strengthen its ability to address issues with wildlife before conflict situations arise and to reframe the ways in which residents interact with animal life in the city.

DECISION HISTORY

On March 27, 2025, City Council adopted EC18.8 - Developing an Urgent Downtown Coyote Action Plan. Council directed the Executive Director of MLS to distribute public

educational material targeting downtown residents and Councillor offices. Council also directed the development of a Downtown Coyote Action Plan, to include a review of best practices, technology and tools for diversion, an assessment of different approaches to manage issues and how wildlife management is planned for ahead of, during, and following construction on all City-led projects, as well as authorities, regulations, and expert input.

On October 23, 2024, Economic and Community Development Committee adopted EC16.10 - Updating the City's Coyote Strategy, which requested Toronto Animal Services to review and update the City's Coyote Response Strategy, 311 intake processes for reports, and available public information on coyotes.

On July 22, 2022, City Council adopted EC31.5 - Updates to Chapter 349, Animals. Council, which made amendments to Chapter 349, Animals, including prohibiting wildlife feeding and requiring dog owners to remove excrement on the property of the owner within 24 hours.

On October 11, 2013, City Council adopted LS23.3 - Coyote Response Strategy, which adopted Toronto Animal Services' Coyote Response Strategy.

COMMENTS

Purpose of Report

This report responds to a directive from City Council in March 2025 (2025.EC18.8) to develop a Downtown Coyote Action Plan following recent issues with coyotes in Toronto's downtown communities that began in November 2024. Staff have developed the Downtown Action Plan to guide staff responses to coyote activity in Toronto's downtown, using lessons learned from recent actions taken in the Liberty Village and Fort York communities.

Additionally, this report provides information on wildlife regulation and enforcement, best practices for coyote management, and tools and technology for coyote diversion, as well as an assessment of available responses to coyote incidents and standards for planning for wildlife in City-led development projects.

Background
Overview of regulations

City of Toronto staff work to prevent wildlife conflicts, and investigate and enforce the following by-laws in the Toronto Municipal Code:

- Chapter 349, Animals (the Animals Bylaw) prohibits the feeding and attempted feeding of wildlife.

- [Chapter 608, Parks](#) (the Parks Bylaw) explicitly prohibits the feeding of wildlife in parks and killing or attempting to kill, maim, injure, trap or disturb wildlife without a permit.

- [Chapter 629, Property Standards](#) (the Property Standards Bylaw) sets out minimum standards for property maintenance, including that properties and yards must be well-maintained. This includes requiring any openings in an exterior wall of a building not protected by a door or window to be maintained in weather-tight condition to prevent the entry of rodents.

- [Chapter 548, Littering and Dumping](#) (the Littering and Dumping Bylaw) prohibits garbage accumulation and dumping.

When prevention fails, the province's [Fish and Wildlife Conservation Act, 1997](#) ("FWCA") sets out rules for managing wildlife conflicts. The FWCA positions municipalities to determine the appropriate situation-specific response to coyote activity on municipal land or private property, provided that any activity that poses a threat to public safety is referred to police services. Otherwise, provincial rules for coyote incident-specific responses are as follows:

- **Trapping:** Must comply with all prescribed humane and precise technical standards and must generally be carried out by licensed agents (for example, trappers, hunters).

- **Relocating**: Permitted within 1-kilometer of the trap site for wild animals. In the case of coyotes, however, this option is reserved for rare situations (for example, rehabilitating a young, injured coyote, and a sanctuary is available to care for them long-term). This is because wild canids have large territories, with eastern coyote territory in particular ranging from approximately 13 to 65 square kilometers.

- **Killing:** Cannot cause unnecessary suffering and cannot be implemented using adhesives or poison.

Investigative approach to coyote reports

When MLS staff receive coyote reports for investigation, they follow an approach consistent with the Council-approved 2013 Coyote Response Strategy and best practices. The Strategy prioritizes deterrence and public education to minimize coyote encounters. Consistent with the Strategy, officers follow up with the caller to confirm and document information, gather available visual evidence, and provide support. Depending on the situation, staff may visit the site for an inspection for attractants and to conduct aversion conditioning on coyotes they encounter. Investigative findings may prompt additional responses, such as broader or more intensive public education, habitat modification (including referrals to divisional partners in the City to lead responses), and response escalation depending on the severity and frequency of the activity and degree of potential impact to the surrounding community.

MLS does not have dedicated resources to respond to coyote or wildlife incidents, which means that any urgent responses to coyote incidents are implemented through

overtime coverage and/or redeploying staff from other service lines. Redeploying staff has a direct impact on the Division's ability to meet other service levels.

Recent incidents in Toronto's downtown communities

Beginning in November 2024 and continuing through April 2025, residents of Liberty Village and Fort York began reporting an increase in coyote sightings and pet-coyote and human-coyote encounters. Specifically, the City received 335 reports of coyotes in Ward 10 (Spadina Fort-York) between November 1, 2024, and April 22, 2025, including 106 reports of public safety encounters (e.g. menacing behaviour) and 43 reports of dangerous acts by a coyote (attack/bite). These numbers are calls submitted to 311 and are not verified incidents or investigations. Since November 2024, incidents in the Ward have resulted in the deaths of two dogs.

When reports first emerged in November 2024, MLS staff took prompt action. Officers followed up with community members to verify, collect documentation, and provide support in addition to conducting assessments onsite. Investigations revealed the presence of up to four coyotes, one of whom is identifiable due to hair loss characteristic of a canid skin infection called mange.

Consistent with the City's 2013 Coyote Response Strategy, and alongside a review of best practices employed by jurisdictions facing similar wildlife concerns, MLS staff worked quickly to respond to these reports. Staff deployed a three-pronged strategy: (i) Conducting aversion conditioning when encountering coyotes to return the animals to a low tolerance for humans; (ii) Modifying landscapes to remove food sources and opportunities for shelter, including making referrals to divisional partners, and; (iii) Providing education and support to the public on how to conduct aversion, modify properties to deter coyotes, and limit the potential for an encounter by preventing wildlife feeding and keeping pets on leash and under close supervision.

Community member concerns about coyotes downtown persisted and MLS convened a panel of wildlife experts to validate and review the City's response, evaluate the situation in the area, and to determine whether an escalation (i.e. relocation or lethal removal) was warranted. Panel members were selected based on their extensive field-based and scientific research experience in urban coyote management, biology, ecology, and animal behaviour, with some possessing 30 years of experience and national recognition.

In March 2025, panelists reviewed 311 reports, interviewed residents, the local Councillor's office, City staff, reached out to other affected parties, and conducted a community-guided walkabout of coyote hotspots to inform their assessment. Their analysis and recommendations were released via the City's webpage on March 18, 2025. They also presented findings to an organization of concerned residents (Coyote Safety Coalition), the local Councillor's Office, and City staff. Through the panel's research and study of the area their analysis concluded the following:

- Coyotes in the area are exhibiting food-conditioned behaviour (for example, approaching humans when a hand goes into a bag, circling, and returning to a spot periodically, which signals a repeat feeding site).

- Eliminating food sources is key to stabilizing the situation, as the coyotes will return to avoiding humans once food becomes unavailable and the humans they encounter consistently deter them.

- Various food sources are contributing to the issue, including improperly disposed of household waste, humans feeding wildlife, litter, and the potential for food available along rail corridors, on construction sites, or at encampment locations. Discarded food can also attract rats, which in turn draws in coyotes as they feed on rodents.

- The City's approach of conducting aversion, habitat modification, and public education align with best practices and research on coyote management from other North American cities.

The panel recommended the following:

- The City should immediately hire a specialized aversion conditioning team to assess the coyotes, apply adaptive aversion, and monitor results to determine if coyotes with problematic behaviours are present (i.e. do not display avoidant behaviours when confronted) and escalation is warranted.
    - Should the criteria for escalation be met, the most humane and safe practice would be to identify the problematic coyote(s) and selectively kill by firearm. The teams should also assess for food attractants and contributing factors to heightened activity.

- There may be a need to consider additional staffing resources to support the long-term prevention programs that will enable a return to stability (i.e. aversion, habitat modification including assessing for food attractants, and public education).

- Community involvement is critical, including preventing wildlife feeding, taking care of pets to minimize dog-coyote encounters, maintaining properties, and conducting aversion techniques.

Following receipt of this analysis and recommendations, the City hired a hunter/trapper company (Critter Gitter) and specialized aversion conditioning team (Coyote Watch Canada) to evaluate the coyotes. Both teams conducted onsite assessments from March 23 – April 7, 2025. Updates on this work are being published on the City's webpage.

Coyote service request trends

At the beginning of 2025, to respond to a 2024 Council directive for staff to review and consider enhancements to the contact intake process for coyote incidents (2024.EC16.10), MLS worked with 311 to improve the online reporting platform, promoting easy access and accurate information for coyote sightings. 311 staff are aware of the importance of directing instances of all wildlife feeding, not just coyotes, and of dogs harassing coyotes to MLS for appropriate action.

A brief overview of service request (complaint) volumes for coyote sightings and incidents (citywide and for Ward 10) is provided in Table 1 below. Service requests for a

bite or attack made to a domestic dog or human, dogs killed by coyotes, and public safety were verified by staff. Verification was done by staff to ensure accuracy. For example, callers may report a "bite" or "attack" but staff investigations will reveal that no injury has occurred. Verifying data to be consistent with bylaws ensures service requests are being appropriately triaged and assessed for monitoring and action.

Table 1: Service request (complaint) volumes for coyote sightings and incidents in Toronto (2019-2024)

Category	2019	2020	2021	2022	2023	2024
CITY-WIDE						
Coyote Sightings* (Sightings and Public Education)	1263	1788	3510	3729	2452	2584
Coyote Encounter (Public Safety - no Bite/Attack)	73	70	79	121	180	303
Attack or Bite to Dog by Coyote	36	20	30	29	49	91
Attack on Human by Coyote (Injury Other than Bite)	0	1	1	1	0	0
Bite to Human by Coyote	0	1	3	2	1	1
WARD 10 (SPADINA-FORT YORK)						
Coyote Sightings* (Sightings and Public Education)	19	33	51	111	47	167
Coyote Encounter (Public Safety - no Bite/Attack)	1	0	0	2	3	57

Category	2019	2020	2021	2022	2023	2024
Attack to Dog by Coyote	0	0	0	0	1	5
Bite to Dog by Coyote	0	0	0	0	1	7
Dogs Killed by Coyote	0	0	0	0	1	2
Attack on Human by Coyote (Injury Other than Bite)	0	0	0	0	0	0
Bite to Human by Coyote	0	0	0	0	0	1

*Note: Data is not qualified for coyote sightings – this could mean multiple sightings for the same coyote in the area or could be a dog and not a coyote.

Downtown Coyote Action Plan

Specific attributes of Toronto's downtown communities are increasing the potential for conflict between humans, pets and coyotes. They include: a high density of humans and domestic dogs, lack of per-capita green space compared to other City neighbourhoods, sparse foliage, increase in the number of construction and redevelopment projects (including Ontario Place), the presence of rail corridors (which generally enable coyotes to move about out of human sight), the availability of food (with some intentionally left for wildlife), and the presence of encampments (which, at times, may physically block corridors where coyotes travel or have food sources available). Discarded food can also attract rats, which in turn draws in coyotes as they feed on rodents. The overlap of these conditions means that coyote activity in downtown Toronto can require an earlier and more intensive evaluation of actions to take when determining appropriate responses compared to other areas of the city.

As requested by City Council in March 2025 (2025.EC18.8), staff have developed a Downtown Coyote Action Plan (Attachment 1 to this report), which is an operational framework that:

i. Details the full range of response options available to staff in the immediate and long-term when addressing coyote activity in downtown communities.

ii.   Summarizes actions taken during the case study of Liberty Village and Fort York completed as of April 22, 2025, and lessons learned to support staff in assessing which options to use and when.

Communication and engagement

Ongoing public communication and engagement informed the development of this Action Plan. The City's website remains an important resource, with information available on how and where to report coyote sightings, how to respond during encounters, and updates on City work in hot spot areas. Staff also use corporate-wide social media channels to socialize educational content.

Staff worked with community members, the local Councillor's office, and academic and field-based external partners when implementing response programs to recent coyote activity downtown. Specific activities included the following:

- Staff met with an organized group of residents to provide updates, collect feedback, and co-design new signs for hot spot areas from February through March 2025.

- Staff participated in a guided walkabout of coyote hotspots in the Liberty Village and Fort York communities alongside members of the expert panel to better understand concerns.

- Staff conducted education sessions in both Fall 2024 and Winter 2025 alongside wildlife experts. Questions raised by residents during the winter session were consolidated and answered in a [community guide](#) posted on the City's dedicated [webpage](#).

- Staff consistently distribute educational materials to buildings and businesses when conducting enforcement-related activities and utilize these opportunities to provide 1-1 public support.

These efforts are ongoing, and staff are committed to deepening engagement and building community capacity for participation in coexistence programs. These efforts will be outlined in more detail in the City's updated Coyote Response Strategy.

Development of the Action Plan was informed by several inputs, including the following:

- A review of best practices for coyote management from comparable jurisdictions: British Columbia, Burlington, Calgary, Collingwood, Markham, Mississauga, Niagara, Oakville, Ottawa and Vaughan in Canada and Chicago, Los Angeles, Phoenix, Portland, San Francisco, Seattle, Town of Superior (Colorado), and Tucson in the US.

- Findings, analysis and recommendations from an independent, third-party panel of wildlife experts procured in March 2025 to validate and evaluate the City of Toronto's response to coyotes in Liberty Village and Fort York communities and provide the City with options for potential next steps.

- Engagement with an organization of residents via meetings and communications, a community guided walkabout of coyote hot spots, and consultation with the local Councillor's office.

- A review of relevant regulations and guidelines set out for wildlife management by the Government of Ontario.

Public Education and Communications

Public participation in coexistence programs is crucial to meeting a common objective of maintaining safe boundaries between humans and wildlife. Staff have identified the need for collective and persistent efforts to manage wildlife concerns following the expert panel's finding that social amplification of risk has occurred, where fear and uncertainty about coyotes made residents in several downtown communities hesitant to participate in coexistence programs. Clear and factual messaging about coyote coexistence programs can reduce anxieties about the presence of coyotes in Toronto.

Annual winter public education is conducted on safely coexisting with coyotes, and staff will be launching a paid public education campaign in spring/summer of 2025 by reallocating existing resources. The campaign objective will be to educate residents on how to coexist with coyotes peacefully and actions residents can take to keep themselves and their pets safe.

Staff are also running the annual "Leash Your Dog" campaign in spring 2025, and this year's campaign will include messaging on how keeping dogs leashed helps reduce negative encounters with wildlife to keep pets safe and promote coexistence. The 2025 campaign will go further than previous routine annual communications by utilizing high-exposure tactics to reach a broader audience in Toronto.

Updated Coyote Response Strategy

The Downtown Coyote Action Plan will also be used to inform broader updates to the City of Toronto's citywide Coyote Response Strategy, an operational framework developed by staff, which will be brought to the Economic and Community Development Committee for endorsement later in 2025.

The update will outline the necessity of coexistence programs, provide information on coyote identification, behaviour, deterrence, and what to do in the event of an encounter. It will also introduce a Human-Coyote Incident Classification and Response Framework to guide City responses to confirmed coyote reports and provide clarity to the public about the thresholds for when the City will escalate its responses. To support this work, staff will be engaging with Councillors' offices on its strategic approach and content.

Additional Responses to Outstanding Directives

Summary of options to manage coyote issues

Per direction from Council (2025.EC18.8), Table 2 below outlines the benefits and drawbacks to different approaches to manage coyote issues. Cities have a range of options at their disposal to respond to confirmed reports of coyote activity. Deciding which strategy to employ is dependent on the presence of contributing factors to conflict, assessment of the coyote's problematic behaviours, available evidence, and the severity and frequency of interactions given the complex impacts of each response.

Table 2: Summary of Response Options and Considerations for Coyote Incidents

Response Option	Considerations
Deterrence (Aversion Conditioning, Habitat Modification, Public Education) **Goal:** Non-lethal means of deterring coyotes so they do not remain in place	• Consistent with best practices used in other jurisdictions • Requires public participation to be effective • Is a cost-effective long-term strategy • Requires intensive staff resources to implement
Trapping (Lethal) **Goal:** Humane lethal means of removing coyote(s) from problem area	• Requires engaging a licensed hunter/trapper • May require restricting public access to the area for the entire duration of the process to protect public safety • May be distressing for members of the public who witness trapping • Netting a coyote requires being in the right location at the right time to be successful • Using a leghold trap carries the risk of capturing an unintended being, such as another animal or person • Has animal welfare implications (coyotes can maim themselves to escape, pups are left behind if a parent is removed)
Removal (Lethal) **Goal:** Selective lethal means of removing coyote(s) from problem area	• Requires engaging a licensed hunter/trapper and the support of the Toronto Police Service (TPS) given the use of a firearm, if planned ahead of time (TPS does not hunt and will only dispatch an animal posing a safety risk in real time) • Removal must be animal-specific, as research shows that the indiscriminate removal of coyotes can cause a rebound effect with larger litters and expanded territory sizes

	• May require restricting public access to the area for the entire duration of the process to protect public safety • May be distressing for members of the public who view removal • Has animal welfare implications (coyotes can maim themselves to escape, pups are left behind if a parent is removed)
Relocation* **Goal:** Non-lethal means of removing coyote(s) from problem area	• New/different green space must be available • Government of Ontario limits relocation to 1 km of trap site and this option is only rarely used for wild canids • Coyotes are territorial and may return to trap site • If successfully relocated, may be killed by other coyotes that lives on the territory they were placed in • If successfully relocated, may engage in problematic behaviour against people in the new area or model such behaviours for other coyotes • If successfully relocated and ill, could facilitate disease spread

*While relocation is an option employed by other jurisdictions typically as a last resort, it is not appropriate for the Toronto context given the geographical features of the City. Because it is not a viable option, it is not considered by staff during assessment of responses and is only outlined here for informational purposes.

Additional research

Per direction from Council (2025.EC18.8), staff reviewed best practices for coyote management across comparable jurisdictions and tools and technologies for diversion. Efforts are broadly categorized into two types: preventative (to maintain healthy boundaries) and low/moderate intensity (to assess and deter coyotes). More details are provided in Attachment 2.

Carrying out aversion conditioning requires testing techniques in succession to find what works for a target coyote. Coyotes learn quickly and respond differently, so widespread and consistent use of techniques by the public is necessary for them to be effective.

Wildlife management for City-led development projects

As requested by City Council (2025.EC18.8), this section summarizes how wildlife management is planned for ahead of, during, and following construction on all City-led projects. Staff in the City's Engineering and Construction Services (ECS) Division provided information on how the City plans for wildlife management before, during and after construction. ECS units take various actions to protect and sustain all natural habitats in construction projects where there may be potential impacts, but generally the

project proponent is responsible for contracting an environmental consultant or biologist to conduct a wildlife study (if required under provincial law).

Pre-construction:

- Staff from the client division conduct a needs assessment, including whether an environmental assessment (EA) is needed under Ontario's Environmental Assessment Act.

- Carrying out an EA would involve identifying all natural habitats, and the expected indirect or direct impacts and actions to prevent, change, mitigate or remedy possible negative impacts.

- Resulting requirements, including special provisions catered to protecting, maintaining and improving a specific animal/species or habitat at risk, would be laid out as contractual obligations for the vendor.

- If an EA is not required, acquiring a permit from the Ministry of Natural Resources (MNR), Ministry of Environment, Conservation and Parks (MECP), Toronto and Region Conservation Authority (TRCA), the Ravine and Natural Feature Protection (RNFP) by-law or related authorities or agencies may be, which may necessitate a wildlife study and resulting conditions (for example, exclusion periods for sensitive species, work restrictions in protected areas, alternative habitat provisions and cautionary zones for hazardous plants).

During construction:

- With respect to actions taken during the procurement and construction phase, the special provisions created and included in the contracts, as a result of EAs, wildlife studies or permit conditions, are adhered to by the relevant contractor.

After construction:

- Confirm the contractor adhered to contractual obligations for wildlife management, if any.

To further understand the impacts of development (including additional types of construction) on wildlife and resulting human-wildlife interactions, MLS staff intend to further collaborate with Development and Growth divisions to review options on how wildlife planning can be considered before, during, and after development projects, and will bring forward any relevant recommendations as part of the staff report on the citywide Coyote Response Strategy later in 2025.

In March 2025, City Council made a request to the Province of Ontario to conduct environmental assessments when undergoing planning of major projects, such as the redevelopment of Ontario Place, to assess and address impacts to wildlife including coyotes (2025.EC18.8). Staff will build on this request by initiating discussions on available options for advancing this work, which may include requesting the Government of Ontario to consider providing additional information to the public on when a coyote-specific study might be included in an Environmental Assessment (EA),

or other relevant measures. Findings and recommendations will be included in the staff report on the Coyote Response Strategy later in 2025.

Next Steps

The City is committed to continuous improvement of its response to reports of coyote activity and to support the prevention of human-wildlife conflicts. Staff will continue to implement the actions identified in this report and Downtown Coyote Action Plan and monitor outcomes.

Immediate measures such as encouraging the public to report coyote activity and participate in coexistence programs, reinforcing fencing, improving site maintenance, increasing enforcement of wildlife feeding and leash bylaws to enable compliance, and carrying out education campaigns are essential for enhancing public safety and restoring harmony in shared urban spaces.

Staff will amplify existing public educational efforts throughout 2025 and are preparing an update to the City's 2013 Coyote Response Strategy. The updated Strategy will include engagement with other cities, authorities, and wildlife experts to outline an incident classification framework for different types of coyote activity.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Downtown Coyote Action Plan
Attachment 2: Additional Research