PARKLAND STRATEGY

Growing Toronto Parkland

Phase 1 Report - November 2017

TORONTO

Parks, Forestry and Recreation

Executive Summary

Toronto's Parkland Strategy will guide long-term planning for new parks, expansions and improved access to existing parks throughout the city over the next 20 years. This Phase 1 Report represents the Strategy's midpoint and summarizes the work completed to date.

The Parkland Strategy is being developed with an understanding that parkland provision is impacted by demographic and growth projections that place increasing pressure on the city's parks system. The Strategy also satisfies the Planning Act requirement that municipalities complete a parks plan in order to inform and enable an alternative rate by-law (see the "Planning and Policy Context" section of this Report) that helps the City grow the parks system in densifying areas.

Additionally, a comprehensive public and stakeholder engagement process that builds on past parkland consultation findings will inform how the Parkland Strategy measures parkland supply and approaches parkland acquisitions.

An innovative parkland measurement and assessment methodology has been developed to support decision-making and the prioritization of parkland investment across Toronto, including:

- An updated reporting unit that is fine-grained and replicable;
- An updated parks classification system that classifies parks by size without limiting functionality to classification type; and
- A new approach to measure parkland called the Park Catchment Tool, which considers access to parks by using walkability as an evaluation metric.

Using this updated measurement and assessment methodology, Phase 1 of the Parkland Strategy reports the following major findings of the parkland supply assessment:

- **Parkland supply is currently low** (under 12 m^2 per person) in several parts of the city, while supply is sufficient in areas near the rivers, ravines, Scarborough Bluffs and Rouge Park.

- **Large parts of the city have a low supply of District and City parks**, especially the corridor between Downtown and North York, and parts of Northwest Scarborough and Etobicoke.

- **There are pockets of very low parkland supply (under 4.0 m^2 per person) throughout the city**, including Downtown, the Danforth, Yonge and Lawrence, North York Centre and St. Clair West.

- **Without new parkland, estimated population growth will cause per capita supply to decline** from the current city-wide average of 28 m^2 per person to 23.5 m^2 per person by 2032.

Phase 2 of this Strategy will build on this understanding of parkland supply and distribution to inform the development of a planning, financing and policy framework for future parkland acquisition, reinvestment and development.

Table of Contents

Executive Summary i

Introduction **2**
Project Themes 4

Parkland Strategy Background **5**
City Council Direction 5
Planning and Policy Context 7
Parkland Planning Framework 10

Engagement Summary **12**

Existing Parkland Measurement System **17**
Parkland Acquisition Strategic Directions Report 17
Opportunities for Improvement 19

Updated Parkland Measurement and Assessment Methodology **20**
Updated Reporting Unit 21
Updated Parks Classification System 22
Park Catchment Tool 24

Assessment of Parkland Supply **26**
Supply and Gaps 26
Highlights of Analysis 29

Summary of Findings **33**

Next Steps & Emerging Directions **34**

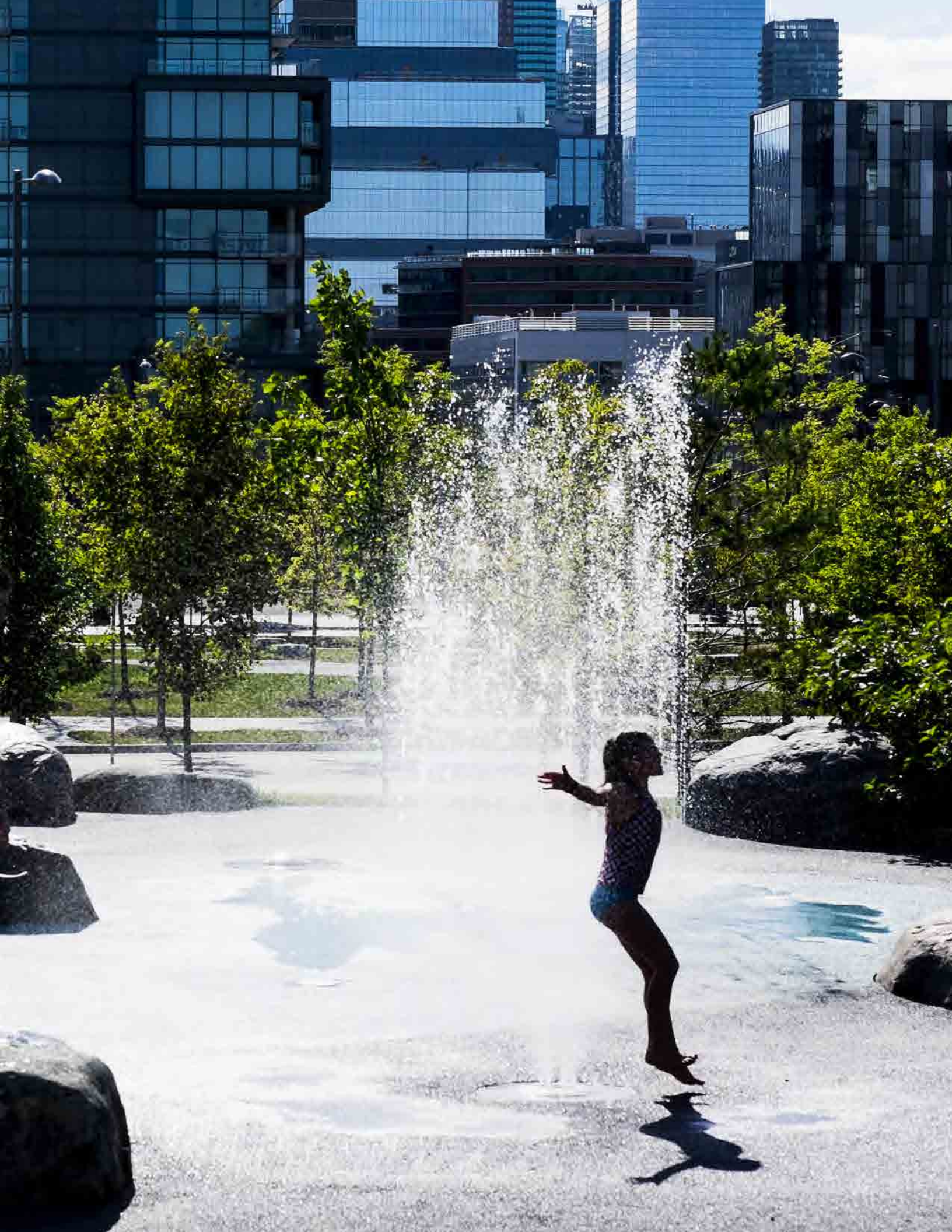
Appendix A
Existing Parks Classification Systems **37**

Appendix B
Study Area Maps **39**

Appendix C
Employment Population Impact on Parkland Supply **43**

List of Figures

Figure 1: Existing Parkland 3
Figure 2: 2001 PASDR LPAC Map 18
Figure 3: Reporting Unit Comparison 21
Figure 4: Updated Parks Classification System 22
Figure 5: Park Catchment Tool 24
Figure 6: Toronto Parkland Supply (2016) 29
Figure 7: Toronto Parkland Supply (2032) 30
Figure 8: Parkland Supply of District and City Parks (2016) 31
Figure 9: Parkland Supply of District and City Parks (2032) 32
Figure 10: 2001 PASDR Parks Classification System 37
Figure 11: Existing 2013–2017 Parks Plan Parks Classification System 38
Figure 12: Study Area Comparison 40
Figure 13: Parkland Supply (2016) 41
Figure 14: Parkland Supply (2032) 41
Figure 15: Parkland Supply of District and City Parks (2016) 42
Figure 16: Parkland Supply of District and City Parks (2032) 42
Figure 17: Parkland Supply (2016) - Residential Population Only 43
Figure 18: Parkland Supply (2016) - Employment Only 44
Figure 19: Parkland Supply (2016) - Residential Population + Employment 44



Introduction

The strategy's three themes of Expand, Share and Connect have been used in developing the Parkland Strategy and its parkland measurement and assessment methodology to ensure clarity and consistency.

Project Overview

Parks and natural environments are among Toronto's most cherished assets. Toronto's population is expected to reach 3.2 million by 2032, which will result in a greater demand on parks. As the city grows, parkland provision (i.e. supply per person) must respond to ensure a livable Toronto for future generations.

The Parkland Strategy is a 20-year plan that will guide long-term planning for new parks, park expansions, and improved access to existing City-owned and -operated parks. The Strategy will include a decision support methodology to help prioritize investment in parkland across the city, and will examine how parks planning, acquisition and development can ensure a sufficient and sustainable supply of parkland into the future.

The Parkland Strategy is being developed over two phases. The first phase, summarized in this report, focuses on developing a parkland measurement and assessment methodology. The application of this methodology provides an accurate picture of Toronto's current supply and

distribution of parkland. This picture will inform the development of a planning, financing and policy framework that will occur during the Strategy's second phase.

The work completed to date for the Parkland Strategy is summarized in this Phase 1 Report, and includes the following sections:

Parkland Strategy Background – Provides context for the Parkland Strategy in terms of Council direction, relevant policies and plans, and the current City parkland planning framework.

Engagement Summary – Summarizes Phase 1 public and stakeholder engagement and outlines how feedback will be incorporated into the Parkland Strategy.

Existing Parkland Measurement System – Reviews the current approach the City uses to measure parkland supply.

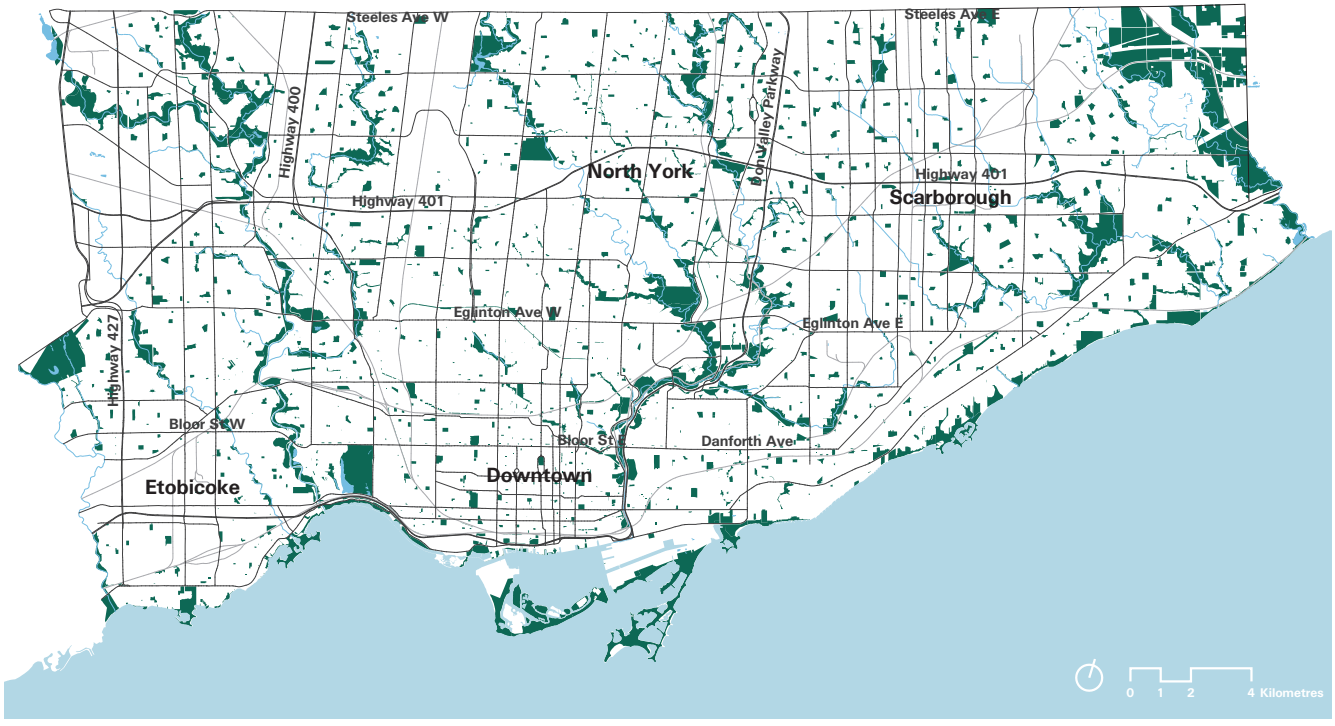
Updated Parkland Measurement and Assessment Methodology – Presents a proposed alternative to measure and assess parkland supply, including its Park Catchment Tool.

Assessment of Parkland Supply – Analyzes current parkland supply* across the city and highlights existing gaps within the parkland system.

Summary of Findings – Provides a brief overview of the key provision findings from the preceding chapter.

Next Steps & Emerging Directions – Outlines the next steps and emerging directions in the development of the final Parkland Strategy.

Figure 1: Existing Parkland



*For the purposes of this Phase 1 Report, Rouge Park and Trillium Park have been included in the analysis.

Project Themes

Three project themes guide the Parkland Strategy:

EXPAND

Growing Parkland for a Growing City

Toronto's parks are its common grounds: places where people come together as a city to play, celebrate and explore. Toronto's population is expected to grow to 3.2 million people by 2032, and as the city grows, its parks system must expand and improve to meet demand.

SHARE

Growing Parkland for an Equitable City

Toronto was created out of six former municipalities, each with its own way of previously measuring and acquiring parkland. As a result, the park system looks different in each corner of the city. There are gaps in the parkland system where improvements are necessary to ensure equitable access to parks so that everyone can share in the benefits of parks.

CONNECT

Growing Parkland for a Connected City

Parks should be easily accessible to Torontonians. As the city's population grows, it is important that access to quality public spaces and places is improved. Improved connections to parks through a variety of green spaces (including hydro corridors, green streets and conservation lands) will not only have a positive effect on biodiversity and ecological functions, but will also create a more livable and green city.

Parkland Strategy Background

The Parkland Strategy will coordinate with, and inform, a number of City plans and policies. It will also provide direction to refine the City's current parkland planning framework, so that parkland acquisition better responds to a growing city.

City Council Direction

In 2013, City Council adopted the Parks Plan 2013-2017, which included recommendations authorizing the initiation of the Parkland Strategy. The Plan called for an update to the Parkland Acquisition Strategic Directions Report (2001) that would continue to prioritize parkland acquisitions in underserved areas, and identify opportunities to expand the park system.

Following Council direction, in 2014 the City Planning Division and Parks, Forestry and Recreation Division established the Interdivisional Parkland Acquisition Initiative for the Growth Areas working group to steer development of the Parkland Strategy.

In 2016, Council adopted the Rail Deck Park Plan, which provided direction to assess the feasibility of constructing a new park above the rail corridor between Blue Jays Way and Bathurst Street. Additionally, Council has requested that an update to the 2001 Parkland Acquisition Strategy be considered concurrently with the Rail Deck Park Implementation Strategy.

Toronto Official Plan

Parks Plan
2013–2017 →

PARKLAND STRATEGY

Growing Toronto Parkland
2018

← **Our Common Grounds**
2004

UPDATE

CITY-WIDE PLANS:

Park Acquisition Strategic Directions Report 2001

COORDINATE WITH

CITY-WIDE PLANS:

Parks and Recreation Facilities Master Plan 2019-2038

Ravine Strategy 2017

Recreation Service Plan 2013–2017

Strategic Forest Management Plan 2012-2022

AREA PLANS:

Midtown in Focus: Building a Livable Yonge-Eglinton

Rail Deck Park Plan

TOcore: Planning Toronto's Downtown

INFORMED BY

OTHER PLANS:

City of Toronto Strategic Actions 2013-2018

Surplus School Sites: Community Asset Evaluation Framework 2016

Toronto Bike Plan & Bikeway Network Implementation 2016-2025

Resilient City - Preparing for a Changing Climate

Wet Weather Flow Management Master Plan 2003

INFLUENCE* / INFLUENCED BY

POLICIES AND BY-LAWS:

The Planning Act

Provincial Policy Statements and Growth Plan

Toronto Municipal Code Chapter 415, Development of Land

Alternative Rate Bylaw*

Planning and Policy Context

The Parkland Strategy will identify the supply and distribution of parkland across the city through coordination with other city-wide and area-specific plans. These plans will inform and be informed by the Parkland Strategy. They include the following:

Statutory Plan

Toronto Official Plan

The City of Toronto Official Plan sets out a vision for where and how Toronto will grow to ensure that the city evolves, improves and realizes its full potential in areas such as transit, land use development, and the environment. As required by legislation, the Official Plan also includes the required alternative parkland dedication rate for development in parkland acquisition priority areas.

Guiding Plans

Our Common Grounds 2004

Our Common Grounds is a 15-year strategic plan that proposes a vision for Toronto to become known as the "City within a Park". The Plan's 53 recommendations focus on parks and recreation services, programming and facilities, but provide limited guidance on the expansion and future evolution of the parks system – guidance which the Parkland Strategy seeks to supply.

Parks Plan 2013–2017

The Parks Plan guides the development, management and operations of Toronto's public parkland. The Plan aims to connect people and communities with parks, advance environmental sustainability, improve the quality of parks, and strengthen the parks system. Recommendations within the Plan include updating the City's parkland acquisition strategy; working with City Planning and other City divisions to identify opportunities to expand the park system; and updating the inventory of parks and assets.

City-Wide Plans

Parkland Acquisition Strategic Directions Report 2001

The Parkland Acquisition Strategic Directions Report (PASDR) guides parkland acquisition decision-making for Parks, Forestry and Recreation staff. The report provided general directions and established principles and priorities for parkland acquisition. The methodology applies a parkland provision index to a specific geography called a Local Parkland Assessment Cell (LPAC). Within each LPAC, the amount of local serving parkland is measured and compared to the local population, generating a local parkland provision level for that cell. While the PASDR report addresses a range of parkland needs, its primary focus is on local park provision across the city.

Parks and Recreation Facilities Master Plan 2019-2038

(In Development)

The Parks and Recreation Facilities Master Plan provides a vision and guide investment in parks and recreation facilities, such as community centres and sports fields, over the next 20 years. The Plan identifies gaps and develop strategic investment priorities by facility type based on a principle of equitable distribution across the city. The Parkland Strategy will provide direction on the land requirements needed to construct the facilities recommended in the Parks and Recreation Facilities Master Plan.

Ravine Strategy 2017

The Toronto Ravine Strategy provides a framework to guide management, use, enhancement and protection of the city's ravines. It will help manage the multiple pressures and interests within Toronto's ravine system by balancing the ongoing maintenance of a healthy ravine system with improving connections and amenities for people to connect with nature. The Strategy calls for an increase in the amount of public land within the ravine parkland system.

Recreation Service Plan 2013–2017

The Recreation Service Plan will guide Parks, Forestry and Recreation's delivery of recreation programs and services based on four guiding principles: equitable access, quality, inclusion and capacity building. While the Plan does not speak directly to future requirements for new parkland, one of the recommended actions was to develop the Parks and Recreation Facilities Master Plan to guide facility planning and required investments. The Parkland Strategy will be aligned with and support the Parks and Recreation Facilities Master Plan.

Strategic Forest Management Plan 2012–2022

Toronto's Strategic Forest Management Plan sets a goal of achieving a 40% tree canopy target. Several of the Plan's strategic goals align with the Parkland Strategy, including increasing canopy cover, supporting biodiversity and environmental resilience, promoting awareness and stewardship, and improving monitoring of the urban forest.

Area Plans

Midtown in Focus: Building a Livable Yonge-Eglinton

(In Development)

In 2014, City Council adopted a Parks, Open Space and Streetscape Plan for the Yonge-Eglinton area to inform parkland acquisition priorities and local capital investment, as well as to guide the review of development applications. The present phase of the Midtown in Focus study is building on this vision with additional parkland priorities that respond to the significant growth anticipated in the area.

Rail Deck Park Plan

(In Development)

In October 2016, Council directed City staff to undertake the Rail Deck Park Plan, a work plan for a major new park over the rail corridor between Bathurst Street and Blue Jays Way. The Park is being studied as a possible solution to supply additional parkland in the Downtown core. Technical analysis from the Parkland Strategy is included in the rationale for the Rail Deck Park – City-Initiated Official Plan Amendment.

TOcore: Planning Toronto's Downtown

(In Development)

The City is currently developing a Parks and Public Realm Plan that will define a connected and expanded parks and public realm system in the downtown. The Plan will identify parkland improvement and acquisition priorities within the TOcore study area. Analysis work conducted for the Parkland Strategy will be used to support the implementation of the Parks and Public Realm Plan's recommendations.

Other Plans

City of Toronto Strategic Actions 2013–2018

The Parkland Strategy will be informed by the various City of Toronto strategic actions, including city building through investment in infrastructure that is fundamental to the city's quality of life.

Surplus School Sites: Community Asset Evaluation Framework 2016

The Schools as Community Assets: Review and Prioritization of 23 Toronto District School Board Properties Report evaluates surplus school sites, which are a potential source of land for new parks and recreation facilities.

Toronto Bike Plan & Bikeway Network Implementation 2016–2025

The Cycling Network Plan outlines how the City will invest in cycling infrastructure with the mandate of connecting, growing and renewing the existing cycling infrastructure in Toronto. The Toronto Bike Plan and Bikeway Network will be considered in a gaps and connections analysis for the Parkland Strategy to identify locations within the recreational multi-use trail system where land may need to be acquired to provide a trail connection to improve access to or through parks.

Resilient City – Preparing for a Changing Climate

Toronto's Resilient City initiatives will align well with the Parkland Strategy, strongly linking green infrastructure with corresponding adaptation and resilience benefits. The Parkland Strategy can support Toronto's Resilient City initiatives by protecting and maintaining parklands to provide hydrological and temperature regulation functions, especially during extreme weather events.

Wet Weather Flow Management Master Plan 2003

The Wet Weather Flow Master Plan is a 25-year plan to control the amount of pollution and debris that enters Toronto's stormwater system. The Master Plan has identified several locations across the City where stormwater ponds or riparian restoration are proposed. There may be other opportunities where Toronto Water and Parks, Forestry and Recreation have a mutual interest in acquiring land.

Policies and By-laws

The Planning Act

The enabling legislation that grants municipalities authority to require parkland dedications or cash-in-lieu from development. The Strategy satisfies the Planning Act requirement that municipalities complete a Parks Plan before enabling an alternative parkland dedication rate through the Official Plan.

Provincial Policy Statements and Growth Plan

The Province provides guidance on the inclusion of parkland in developing healthy and complete communities through the Provincial Policy Statement and the Growth Plan.

Toronto Municipal Code Chapter 415, Development of Land

Chapter 415 of the Toronto Municipal Code provides additional details on the parkland dedication requirements found in the Official Plan and provides details on how cash-in-lieu is allocated. It also contains the Alternative Rate By-law, which implements the policy in the Official Plan regarding where and how the alternative dedication rate is applied to development across the city.

Parkland Planning Framework

The City of Toronto uses a range of tools to acquire land for parks, including parkland dedication requirements from development, purchases, internal transfers of City-owned land, and leasing and partnerships with other agencies and levels of government.

Primary Parkland Acquisition Tools:

- Parkland Dedication as a condition of development or redevelopment
- Cash-In-Lieu Allocation Policy
- Alternative Parkland Dedication Rate (including land dedication, or provision of cash-in-lieu of parkland)
- Purchases
- Transfers of Operational Management (internal transfers of City-owned land)
- Off-site parkland dedications
- Partnerships

Other Tools:

- Park improvements
- Leases including hydro corridors and school yards
- Expropriation

Policy Framework

Parkland acquisition is directed by the provisions of the provincial Planning Act (Section 42) and the policies in the City of Toronto's Official Plan. The Planning Act sets the parkland dedication requirements for new developments and allows municipalities to set Alternative Rate by-laws appropriate to their local contexts. The Planning Act also allows municipalities to accept cash-in-lieu of parkland dedication and prescribes that cash-in-lieu shall be used for the acquisition of land to be used for parks or other public recreational purposes.

The Official Plan provides direction on parkland acquisition strategies, including decisions about whether to accept parkland or cash as a condition of development. When determining the optimal form of parkland dedication requirement as part of the development review process, the City considers the amount of parkland, characteristics of the property, neighbourhood characteristics, anticipated development, land availability and cost.

Cash-in-Lieu of Parkland Reserve Funds

The City's Cash-In-Lieu Allocation Policy directs funds from development to local and city-wide park improvements and acquisition. Cash-in-lieu is put into reserve funds that provide funding for park projects, including land acquisition, park development and park facilities. The capital projects that are funded by the cash-in-lieu contributions are approved by Council through the adoption of the annual Capital Budget. In April 2017, the Status of Cash-In-Lieu of Parkland Staff Report provided Executive Committee with an update on the spending and reserves of cash-in-lieu funds over the past 10 years. See the Staff Report for further detail about recent, current and projected future cash-in-lieu reserves.

Successfully Securing Parkland

Within the current policy framework, the City has been successful in securing new parkland, using such acquisition tools as parkland dedication, jurisdictional transfer or purchases. Since amalgamation in 1998, the City has acquired a total of 245.7ha of parkland, including:

- 27.7 ha in Etobicoke York,
- 54.6 ha in North York,
- 119.5 ha in Scarborough, and
- 44.1 ha in Toronto East York.

The amount of land acquired in each district varies for many reasons. Under the guidance of PASDR (since Council approval in 2001), the City has been directing acquisition resources towards areas with below average rates of parkland provision and areas with high population growth rates. The City does not typically direct acquisition resources to industrial areas, where there is little to no residential population, or in areas with high rates of parkland provision.

Challenges to Securing New Parks

Even though the City can leverage a suite of tools to secure new parkland (or park redevelopment), a number of factors challenge its ability to acquire the quantity and quality of parks required for a growing city.

The City's current alternative rate for parkland dedication is 0.4 hectares per 300 units with caps based on the size of the development site. A large site over five hectares will provide a park of one hectare (20% of site area), an adequate size for a neighbourhood park. By contrast, a condo with 300 or more units on a site 2,000 m^2 in size will provide 200 m^2 of land for parks. A park of this size does not provide much space for amenities or activities. If securing an on-site parkland dedication is not appropriate, then staff will recommend accepting cash-in-lieu instead.

Due to the intensity of development in Toronto and the small size of development parcels in many high growth areas, the City is less likely to secure larger parkland dedications that are of usable shape and size. As a result, development growth has generated significant cash-in-lieu of parkland dedication. However, this high growth also creates challenges to using these funds for parkland acquisition:

1. Land values – In parts of the city, land values are high and have been increasing rapidly. As a result, funds in the parkland acquisition reserve accounts lose purchasing power.
2. Land availability – Many areas of the city where new parks are most needed have a lack of underdeveloped land, which makes park acquisition difficult.
3. Market Value – City policy requires that land be purchased at market value. Often, property owners wish to sell their property at values that exceed the City's appraisals.
4. Process – The private sector can act faster when purchasing land as the City must follow internal policies, procedures and regulations, which slows down the park acquisition process.
5. Coordinating Planning – Parkland dedication requirements are determined during each development application. It is often difficult to coordinate parkland dedication requirements of different development sites that are owned by different parties and are at different stages of planning approval.

Engagement Summary

Approximately 4,000 people participated through public and stakeholder engagement to provide feedback into the development of the Parkland Strategy. The results and analysis of this input will be presented in a What We Heard Report.

Between May and October 2017, the City of Toronto held a series of engagement events to gather input and direction on the development of the Parkland Strategy. In addition to previous engagement feedback about the City's parks and recreation facilities and services, insights and feedback from these engagement sessions have contributed to the development of the first phase of the Parkland Strategy and is reflected in this Report.

A comprehensive What We Heard Report (WWHR) will be published on the Parkland Strategy website (toronto.ca/parklandstrategy) which will summarize and analyze all the engagement feedback and comments. Additional details on how the engagement feedback has shaped the development of the Parkland Strategy will also be presented in the WWHR.

Four categories of groups were engaged throughout the Phase 1 consultation process:

- External Stakeholders – Community groups, businesses and non-profit organizations;
- Internal Stakeholders – City staff;
- Advisory Boards and Councils; and
- Residents from across Toronto.

Specific engagement approaches were used that tailored the information presented and the questions to each group, so that information and feedback collected could directly inform the development of the Parkland Strategy. These approaches are outlined below.

Internal and External Stakeholder Engagement

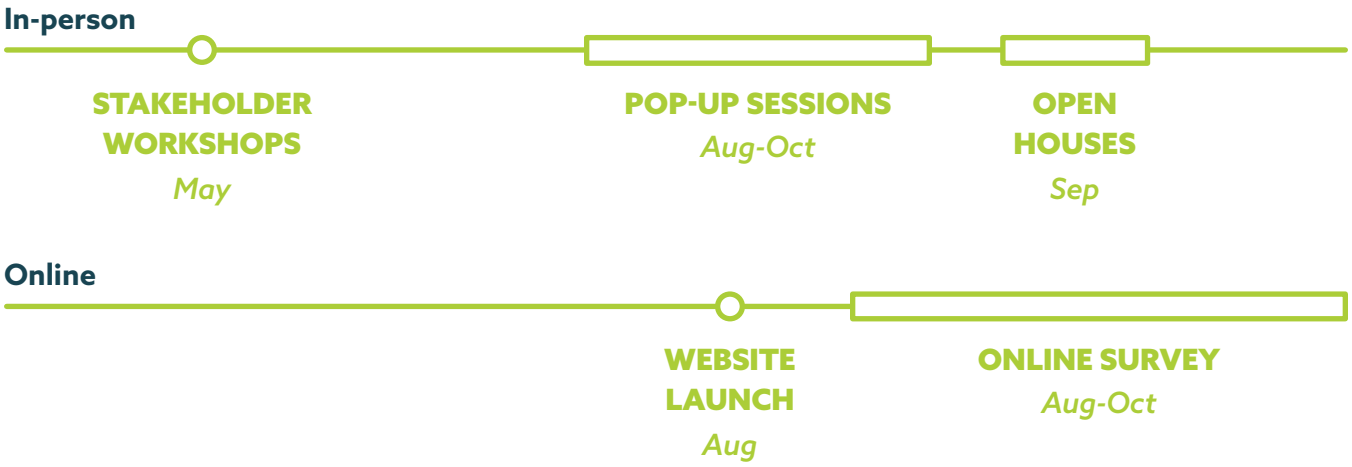
Two stakeholder workshops were held with key representatives from the City, public and private sector, and non-profit organizations in May 2017. A total of 31 City staff representing different divisions and sections attended the internal workshop, and 32 stakeholders from various organizations attended the external stakeholder workshop.

The purpose of both stakeholder engagement workshops were to introduce the Parkland Strategy, explore challenges and solutions to parkland provision from the perspective of the stakeholders; and identify criteria for evaluating parkland supply.

City staff at the internal workshop provided useful information about what has worked in the past, what is needed to ensure a successful Parkland Strategy, and how best to integrate other City policies and direction. Participants from non-profit organizations, government agencies, companies, and property owners at the external stakeholders workshop provided their unique perspective on how to develop a responsive, needs-oriented Parkland Strategy.

The feedback from the internal and external workshops helped refine the preliminary development of the Parkland Strategy's measurement and assessment methodology, and in particular, the Park Catchment Tool (see Figure 5). This additional feedback will be used during the second phase to develop criteria to address equitable access to parkland, and reducing barriers to parkland acquisition through implementation.

PHASE 1: ENGAGEMENT TIMELINE (2017)



Public Engagement

The public was invited to share their insights and perspectives on Toronto's parkland and the development of the Parkland Strategy. In order to reach a broad group of residents three different avenues of public engagement were used. They included an online survey, pop-up events and five open houses.

The purpose of the public engagement was to educate and inform the public about the Parkland Strategy; collect input on public perception of the gaps and needs in parkland provision in their neighbourhood and across the city; and understand public preferences and habits with regards to park use, frequency of visits and park amenities/size.

Initial feedback from the public engagement has been used in creating a needs and gaps analysis for parkland provision, as well as informing how to more accurately reflect people's behaviours, preferences and patterns of park usage in the parkland measurement and assessment methodology.

Pop-Up Events

City staff visited 21 community events, festivals and community centres across the city throughout the late summer and early fall. These pop-up events allowed staff to reach a broader and more diverse range of Toronto residents, and increase public knowledge about the development of the Parkland Strategy.

The team connected with the public through one-on-one conversations using an interactive mapping exercise, and distributed project postcards to bring awareness to the Strategy. City staff encouraged people to complete the online survey by visiting the project website. Altogether, approximately 1,300 people interacted with City staff at the pop-up events.

Online Survey

A ten-minute online survey hosted on the project website was available to the public from August 23 to October 10, 2017, with almost 2,400 respondents. The survey enabled people to respond to questions about the amount of parkland that is available to them near their

home or place of school or work, and how they use city parks.

Open Houses

In September, the City of Toronto facilitated four open house events in each of the four Toronto districts in Scarborough, Toronto East York, Etobicoke York, and North York. Open houses took place on weeknight evenings, in public spaces such as civic and community centres. An additional open house engaged Live Green Toronto Volunteers. A total of 104 individuals participated at the open house events.

The open houses were set up with project information panels and three Activity-Feedback Stations where individuals had the opportunity to provide input based on the Parkland Strategy's three themes of Expand, Share and Connect.

Advisory Group Engagement

Toronto Planning Review Panel

The Toronto Planning Review Panel is a resident advisory group that provides input into the City's planning process. On September 16, 2017, City staff gave a presentation on the Parkland Strategy and its development. The presentation focused on the Parkland Strategy's four park functions: ecology, sport and play, health and wellbeing, and community.

The diverse group of panelists provided comments on how the Parkland Strategy should incorporate support and strengthen these park functions to create safer, more accessible parks.

Phase 1 Engagement Numbers

2400
SURVEY PARTICIPANTS

1300
POP-UP EVENT ATTENDEES

100+
OPEN HOUSE ATTENDEES

60+
STAKEHOLDER PARTICIPANTS

Aboriginal Affairs Committee

On September 25, 2017, City staff gave an information presentation on the development of the Parkland Strategy to the Aboriginal Affairs Committee (AAC), an advisory body to the Mayor and City Council.

The comments and feedback from members of the committee address the importance of incorporating elements of Indigenous land-based education in the Parkland Strategy to encourage understanding and appreciation of Indigenous traditional use and culture.

Next Steps

Public and stakeholder engagement has informed the development of the Parkland Strategy in this first phase of work, and will also inform the analysis in Phase 2. The collected comments and analysis will assist in developing policies and recommendations related to the themes of Expand, Share and Connect, specifically:

- Expanding parkland supply in areas where there are existing or future need;
- Determining how barriers to parkland can be addressed or resolved so that all residents can share in the benefit of parks; and
- Identifying mobility gaps to or through parks to improve connections.

Data collected from public engagement will also be used to confirm park catchment sizes based on how far people have said they are willing to travel to reach parks of a certain size or with more amenities.

In Phase 2, the consultation and engagement plan will include Councillor consultation and additional opportunities for the public to engage, with more attention on engaging harder to reach populations. Phase 2 will continue to assess how to best connect and engage with sectors not directly reached in the first phase of work.

Existing Parkland Measurement System

The existing parkland measurement system has been used by the City for the past 15 years to prioritize parkland acquisition. Advancements in technology and improvements in mapping analysis, coupled with a better understanding of how people access parks, necessitates an update of the system today.

Parkland Acquisition Strategic Directions Report

The City of Toronto currently uses a system from the 2001 Parkland Acquisition Strategic Directions Report (PASDR) to measure the amount of local parkland available to residents. For over 15 years, this report has provided an understanding of the differences in parkland provision throughout the city. The resulting identification of parkland supply gaps informs where parkland acquisition should be directed to improve the overall provision of parks in Toronto.

The PASDR organized the City's parkland system into two primary categories: local parkland, which included parkettes and local parks; and city-wide parkland, which included district and city parks.

The report measured the amount of local parkland in hectares per 1,000 people using a custom reporting unit called Local Parkland Assessment Cells (LPACs). The boundaries of the more than 300 LPACs were determined by using major arterial roads, highways, rail corridors and significant sloped areas which

would inhibit access to local parkland. Within each cell, the amount of local parkland was measured relative to the population based on 500 metre radius around each park (approximately a 5 to 10 minute walk).

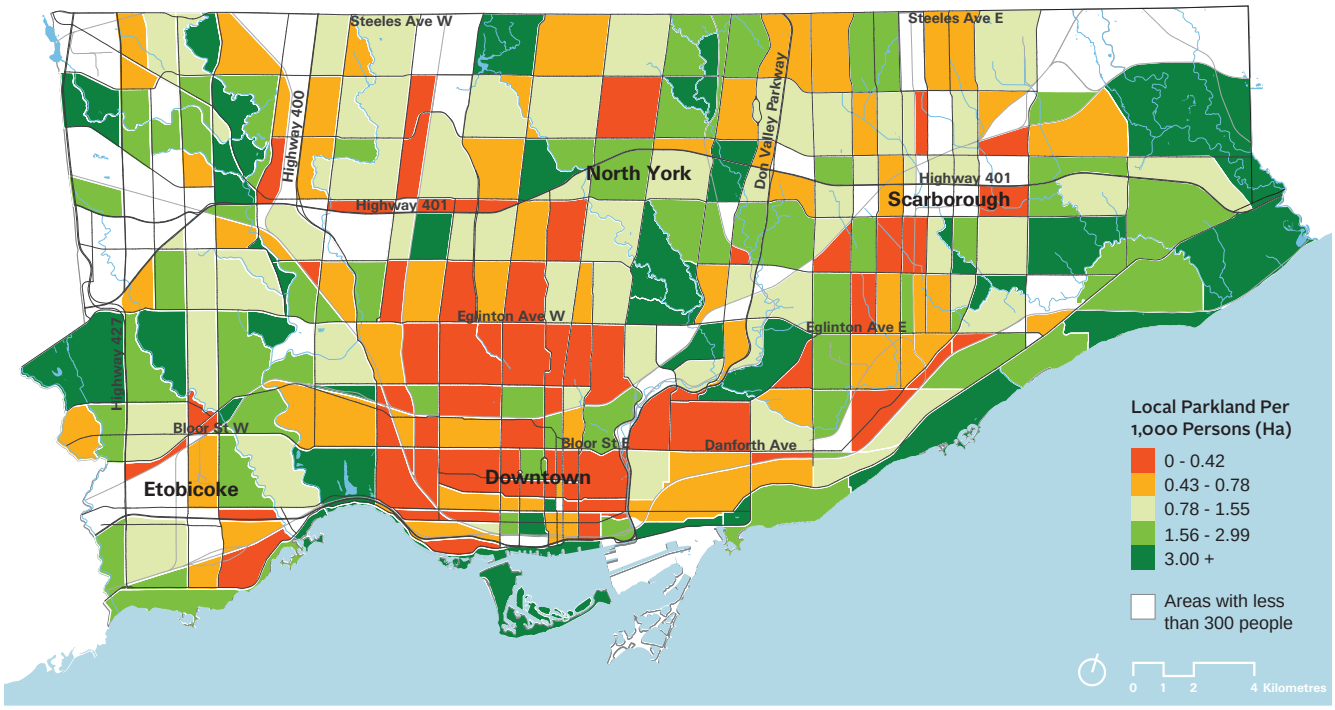
Although public and private school properties, University and College lands, privately owned publicly-accessible spaces (POPS), and parks where access is restricted due to an admission fee do provide recreational opportunities, they were excluded in the PASDR calculations because these properties can be sold or developed at any time, reducing the amount of open green space in a particular area. Including these lands would have resulted in a skewed assessment that shows an adequate provision of parkland, even though these spaces may not be publicly accessible in the future.

LPACs were mapped and divided into five "quintiles" (see Figure 2), which represented relative parkland provision across the city. A Parkland Acquisition Priority Area map was created based on the lowest two quintiles on the LPAC. This is where the Alternative Rate is currently applies across Toronto.

PASDR also mapped city-wide parkland by applying a 1000- and 1500-metre radius around the perimeter of each park. These maps illustrated the relationship between population density and city-wide parkland distribution, and were used to inform more detailed area-specific assessments. Together with other data and inputs, these maps provided an understanding of city-wide parkland needs across the city.

PASDR recognized the importance of these city-wide serving parks and the need to grow a system of parkland with unique amenities or features. Priority acquisition areas were identified to improve the continuity and connectivity of parkland.

Figure 2: 2001 PASDR LPAC Map



Opportunities for Improvement

The City's existing parkland measurement method, which uses the LPAC map (see Figure 2) as its primary reporting tool, has provided a consistent approach for identifying areas with lower levels of local parkland provision. Today, new mapping technologies and a broader understanding of the role of parks allow for more precise measurements of access than what was available when the LPAC system was developed.

Due to their larger size, the LPACs cannot indicate parkland supply variations within their boundaries. This can be problematic if the LPAC is quite large. For example, one area within the LPAC could be well served by parkland, while other areas in the same LPAC could be under-served. LPACs were also created using a quantitative and spatial distribution analysis that incorporates the assumption that major arterial roads are barriers to accessing parks. In reality, there are instances where LPAC boundaries are local roads and residents can safely cross over and access parks in neighbouring LPACs.

Additionally, an LPAC may have a high percentage of parkland within walking distance just outside its boundary, but the PASDR methodology considers only parkland within the LPAC boundary. This results in a map that shows some LPACs as having low parkland supply despite being adjacent to a large park. The PASDR also applies a 500-metre "as the crow flies" walking radius to parks, which is now, because of advancements in data availability and geographic information systems, a less accurate account of "actual" walking distance.

To gain a more accurate picture of parkland provision within Toronto, the Parkland Strategy will update the LPAC measurement method using lessons learned from City staff, international best practices and advanced geographic information systems. The methodology is explained in further detail on the following pages.

Updated Parkland Measurement and Assessment Methodology

An updated parkland measurement and assessment methodology provides rationale and evidence regarding parkland requirements to meet the needs of a growing and city.

The Parkland Strategy proposes a revised parkland measurement and assessment methodology. The newly-developed methodology has been built on past successes, best practices and geospatial analysis. Feedback from City staff during the development of the methodology has resulted in an approach which is replicable and easy to use and implement.

The updated parkland measurement and assessment methodology has three primary innovative components:

- An updated reporting unit that is fine-grained and replicable;
- An updated parks classification system that classifies parks by size without limiting functionality to classification type; and
- A new approach to measure parkland called the Park Catchment Tool, which considers access to parks by using walkability as an evaluation metric.

Updated Reporting Unit

Through input with City staff, census dissemination blocks have been selected as the reporting unit to replace LPACs for the Parkland Strategy when measuring and assessing parkland provision.

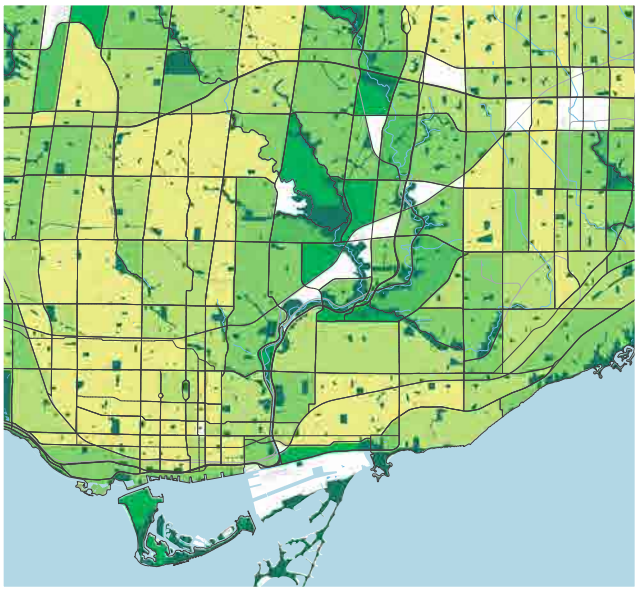
Statistics Canada's census dissemination blocks are the equivalent of a city block bound by intersecting streets or boundaries of standard geographic areas. These are used by Statistics Canada as the smallest geographic areas to disseminate census population and dwelling counts.

There are two key benefits in using dissemination blocks over LPACs (Figure 3). First, dissemination blocks are delineated at a finer scale than the LPACs, resulting in a more detailed parkland supply map that provides an accurate picture of local variation. Second, because they are a reporting unit for Statistics Canada, census population and dwelling counts can be easily applied to dissemination blocks.

By using dissemination blocks, City staff will be able to more accurately determine parkland provision across the city, and better propose where parkland acquisition should be prioritized.

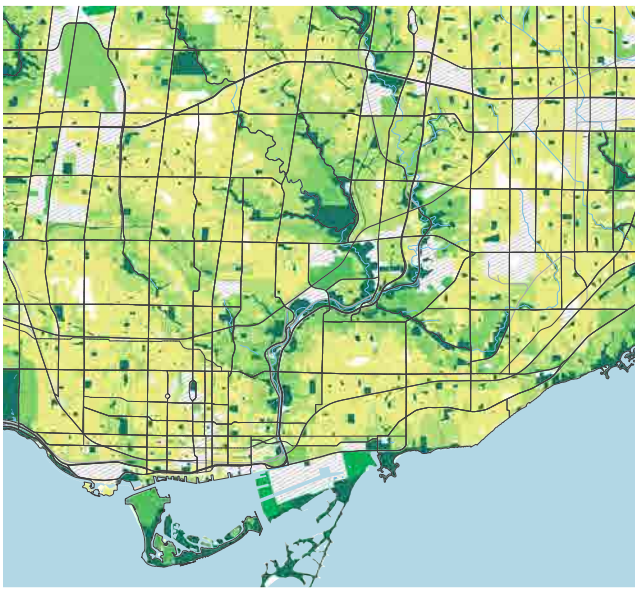
Figure 3: Reporting Unit Comparison

Local Parkland Assessment Cells



Over 300 Local Parkland Assessment Cells (LPACs) are bound by major arterials, ravines, highways and rail lines

Dissemination Blocks



With 12,722 dissemination blocks city-wide, maps using these reporting units show a greater level of detail and accuracy

Updated Parks Classification System

A rational and simple parks classification system is required to provide a clear and adaptable framework for making decisions related to the planning, operation and maintenance of parks. It is also important for the City to clearly and broadly communicate this classification system.

In 2001, the PASDR defined a parks classification system based on two categories (local parkland and city-wide parkland) and four park classifications. The 2013–2017 Parks Plan proposed a parks classification system to provide a consistent framework for managing and operating the parkland system. It expanded the PASDR's classification system by adding a fifth parks classification, Community Parks. However, the classification system has been difficult to implement because of the need to consider both the size and function of a park. For example, while many parkettes are small (under half a hectare); in older areas of the city they function as neighbourhood parks with amenities such as splash pads and playgrounds. See Appendix A for details about these classification systems.

The Parkland Strategy's updated parks classification system removes function as a key indicator and instead, uses size as the primary metric. This system is informed by a review of practices from other municipalities across Canada, the United States, Australia and Europe, as well as input from workshops with Parks, Forestry and Recreation staff. Focusing on parkland size allows the analysis to more precisely inform parkland acquisition and isolates size as the primary measurement of comparison. The size of the park will, in turn, inform the functions it can perform and the amenities or infrastructure it can accommodate.

Figure 4: Updated Parks Classification System

Classification	Size	Catchment Area (Walking distance)
PARKETTE	≤ 0.5 ha	0.5 km (5 min)
LOCAL PARK	> 0.5 and ≤ 3	1 km (10 min)
COMMUNITY PARK	> 3 and ≤ 5	1.5 km (15 min)
DISTRICT PARK	> 5 and ≤ 15	3 km (30 min)
CITY PARK	> 15	NA

Further, catchment areas are determined for each park classification, based on a reasonable distance to travel to access the park; the catchment area of parks increases with park size. As seen in Figure 4, Local Parks serve a catchment of one kilometre, and District Parks serve a catchment area of three kilometres. Increasing catchment size with park size is based on two assumptions: first, the larger the park, the more space it has to accommodate leisure, recreation, social and environmental amenities or attractors; and second, people are generally willing to travel further distances to parks with more or unique amenities. For example, a person may travel a longer distance to visit a park with a greater area of natural cover to spend time accessing nature.

City Parks, however, have not been given a specific catchment area due to the special features they contain, attracting people from across the city and beyond, as they have more space to offer unique amenities.

The updated classification system allows for flexible implementation because in addition to using park size when developing or renovating parks, amenities and programming can be attributed to the parks on a case-by-case basis, depending on local, district and city needs. Parks can also be "tagged" within the system to give them a sub-classification such as natural park, linear park, or destination park.

Additionally, the Parks and Recreation Facilities Master Plan 2019-2038 incorporates catchment areas in the form of service radii for facilities. For example, large multi-component community recreation centres have been assigned a service radius of 2.5 kilometres. These will be identified and addressed in the final Parkland Strategy.

Park Catchment Tool

The Parkland Strategy recommends a parkland measurement tool based on access to parkland through the city's local road, sidewalk and pathway network. In the context of a growing urban area that will need to manage growth through intensification supported by transit and active transportation, it is appropriate to use walking distance, rather than driving times for example, as the key metric for parkland access.

The revised measurement tool, referred to as the Park Catchment Tool, uses catchment areas to capture an accessible distance around parks, which are shared by the population within the catchment.

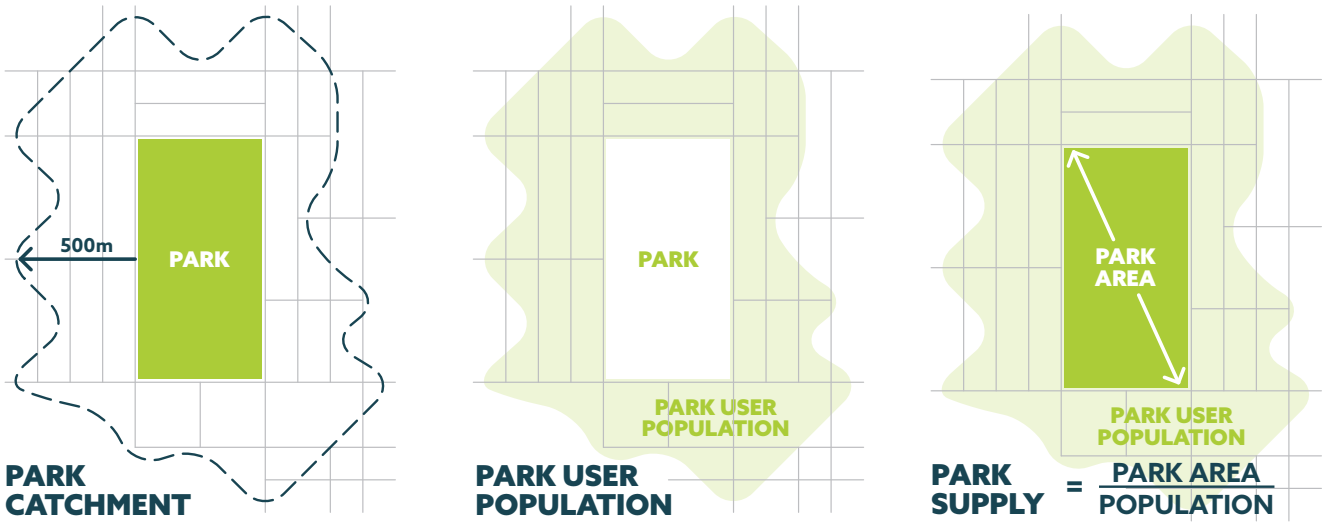
This tool is a key improvement in the methodology, as it provides a more realistic picture of parkland provision by accounting for actual travel distances between people and the parks serving them, and more accurately represents the total population that shares the park asset.

The Park Catchment Tool incorporates the following components to calculate parkland provision (see Figure 5):

- **Park Catchment**: A park catchment is determined by calculating the actual travel distance (e.g. 500 metres or 5 minute walk) to parks using the local road, sidewalk and pathway network.
- **Park User Population:** Park user population is the number of people within the park catchment.
- **Park Supply**: Park supply is the total amount of parkland accessible to the park user population.

Parkland provision is then calculated by totaling the park supply per person by dissemination block. This methodology is reflected in the maps and preliminary findings presented in the next chapter, "Assessment of Parkland Supply".

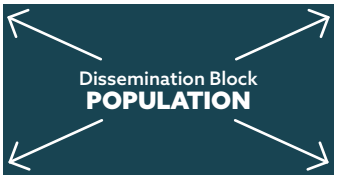
Figure 5: Park Catchment Tool



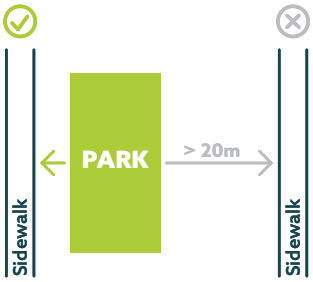
In addition, the following assumptions were used in applying the Park Catchment Tool:

- City-owned or operated parkland is included in the overall parkland supply of a dissemination block when they can be accessed by local roads, sidewalks or paths.
- Dissemination blocks are treated as though population density is constant throughout the entire reporting unit.
- To capture the effect of private property acting as a physical barrier to park access, pathways and sidewalks are not used in the analysis if they are more than 20 metres away from the edge of a park. The distance of 20 metres was chosen as a logical separation distance, but does not represent average or median lot depth. This distance may be refined with further analysis during Phase 2 of the Parkland Strategy.
- As comprehensive park entrance data was not available at the time of release of this report, the Park Catchment Tool has accounted for steep slopes along the edges of parks to more accurately reflect how people access parkland. Some parks, especially those within ravines, have steep slopes on one or more edges which limits access. To recognize this limited access, and for the purposes of this analysis only, park boundaries that have a slope greater than 45% have not been included in the tool, resulting in parks with steep slopes along their edges having smaller catchment areas.

CITY-OWNED OR OPERATED PARKLAND



POPULATION DENSITY



DISTANCE TO SIDEWALK

ACCESS ON SLOPES

Assessment of Parkland Supply

The parkland supply assessment documents existing and future parkland supply, and current gaps in the parkland system to determine the scope, scale and location of parkland need within Toronto.

Supply and Gaps

The updated parkland measurement and assessment methodology has been used to identify supply and gaps in the park system. Assessing current and future parkland supply levels through mapping illustrates the varying levels of parkland supply across the city, and is the precursor for addressing the Parkland Strategy's themes of Expand, Share and Connect.

Information about the amount of parkland in the city, where it is located, and its availability in relation to the amount of people that can access it are the key elements of any parkland assessment.

To provide equitable access to Toronto's parkland and the functions that it provides, parkland should be distributed across the city within traveling distance to residential areas and places of work. Toronto's population is expected to increase by more than 500,000 people by 2032, so understanding how this growth will impact the city's supply of parkland will aid in

developing solutions to maintaining or increasing access to parkland.

The maps within this section have been informed by data available at the time of release of this report, and are not based on information provided by direct observation. The maps have been created using the Park Catchment Tool shown in Figure 5. Unless otherwise stated, the maps rely on Toronto's street and sidewalk network data. Park catchments for the majority of the maps have been capped at 500 metres, or approximately a five-minute walk based on flat topography. All maps have been created using Statistics Canada's census dissemination blocks, and estimated population (2032) maps have been informed by development pipeline data provided by City Planning. Areas showing no population are corresponding dissemination blocks from Statistics Canada's 2016 census indicating no residential population.

For the purposes of the Phase 1 analysis, parkland provision has been measured in relation to the city-wide average of 28 m^2 of parkland per person. This city-wide average has been calculated using a "per capita" approach: by dividing the total park area by the total population within the city boundary. Dissemination blocks with under 12m^2 per person are considered to have low parkland provision, while parkland provision is considered very low in those with less than 4m^2 per person.

While the city-wide average can be useful as a standard unit, or benchmark, to compare the provision of different areas or neighbourhoods against, it should not be considered a goal or target for directing future action. Phase 2 of the Parkland Strategy will further explore an appropriate approach for establishing achievable metrics.

Existing and Future Parkland Supply

The Existing and Future Parkland Supply maps (Figure 6 and Figure 7) show park area per person, both for existing (2016) and estimated (2032) populations. These maps identify parkland supply, and show the requirements for parkland to meet the needs of communities city-wide.

The maps highlight which areas of the city have a parkland provision below the current city-wide average of 28 m^2 per person. Areas of the city with more population density will create more demand for parkland, but may have fewer open spaces as more of the land base is developed. Further, in areas where higher densities are accommodated in multi-storey buildings, residents typically do not have access to backyards, and rely on local parks for outdoor space.

The estimated population map (Figure 7) illustrates how an increased population in 2032 would impact parkland provision based on the 2016 parks system.

It is important to note that interpretations of parkland that are above or below the city average should account for local context, other open space characteristics, and City policy direction. For example, there are low levels of parkland in industrial areas, since these areas are not typically a focus for new parkland development. Areas with parkland provision above the city average suggest an opportunity to improve connections to these parks and open spaces from areas of lower parkland supply, resulting in these areas being provided with greater access to parkland.

Supply of Large Parks

When considering equitable access to parkland, it is also important to strive for a relatively equal spread of parks by size across the city, so that all residents have access to Local, Community and District Parks, as well as the different amenities and functions that these parks provide. As identified in the Parkland Strategy's updated parks classification system (Figure 6), parks have been classified into five categories based on size, each with an associated catchment area.

Large parks, including both District and City Parks, have more space for the amenities and infrastructure that can support different parkland functions. The Parkland Strategy has identified four key functions of parkland:

- Ecology – Spaces that support and enhance biodiversity and the natural environment
- Sport & Play – Spaces that support organized or programmed active play, sport and recreation
- Community – Spaces that support community activities and foster community interaction
- Health & Wellbeing – Spaces that support physical and mental health and relaxation, general enjoyment of the outdoors and trail-related activities

A parkland system should support these functions through individual parks contributing positively to one or more functions. Generally, larger parks have more space and amenities to do this. Small parks may still support these functions, but may do so in a limited and non-contiguous way. Small parks are also unable to handle the large numbers of people at the same time. As large parks have the capability to provide a wide range of experiences and amenities, they often become highly desirable destinations for residents and visitors. However, it is also important to note that while District and City Parks may attract residents from across the city, for those living within 500 metres of the park, they act as a local park.

To determine the supply of large parks across the city, a spatial analysis was conducted using the Park Catchment Tool. The following analysis only included District and City Parks, and used the associated park catchment of 3 km. The resulting maps, Figure 8 and Figure 9, show park area per person of large parks (District and City Parks) for both 2016 and 2032 conditions.

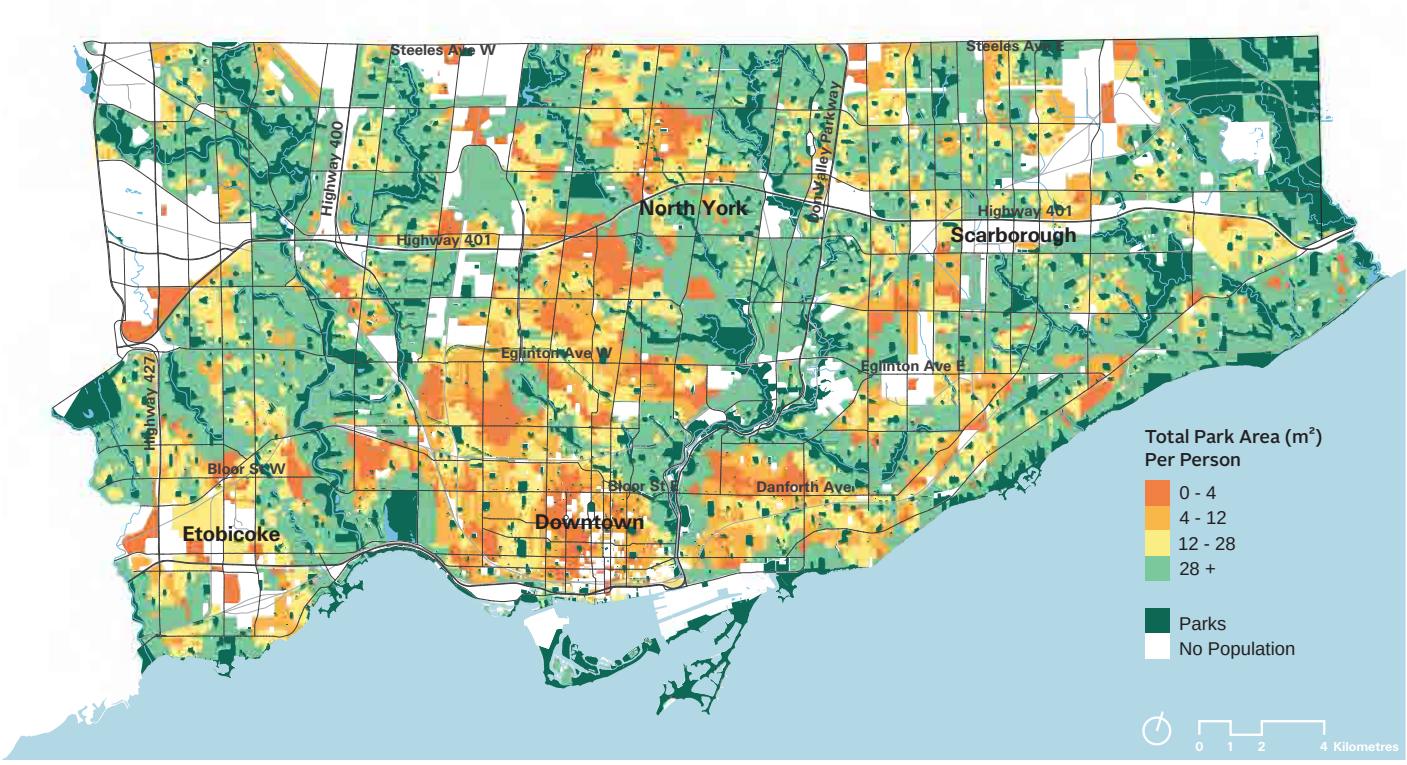
Access to Other Open Spaces

Aside from City-owned or operated parkland, other types of other open space are also part of Toronto's green network. They may be provincially, federally, or privately-owned land, and include cemeteries, hydro corridors, wood lots, and greenbelts along roadways.

These spaces often support, or have the potential to support, recreation, social or ecological functions. Open spaces therefore present an opportunity to improve parkland supply through acquisition of private lands, partnerships with utility companies, and special use agreements. Phase 2 of the Parkland Strategy will explore how these other open spaces could be used, and by what means, to increase parkland supply in areas where there is either an existing or future below average supply of parkland.

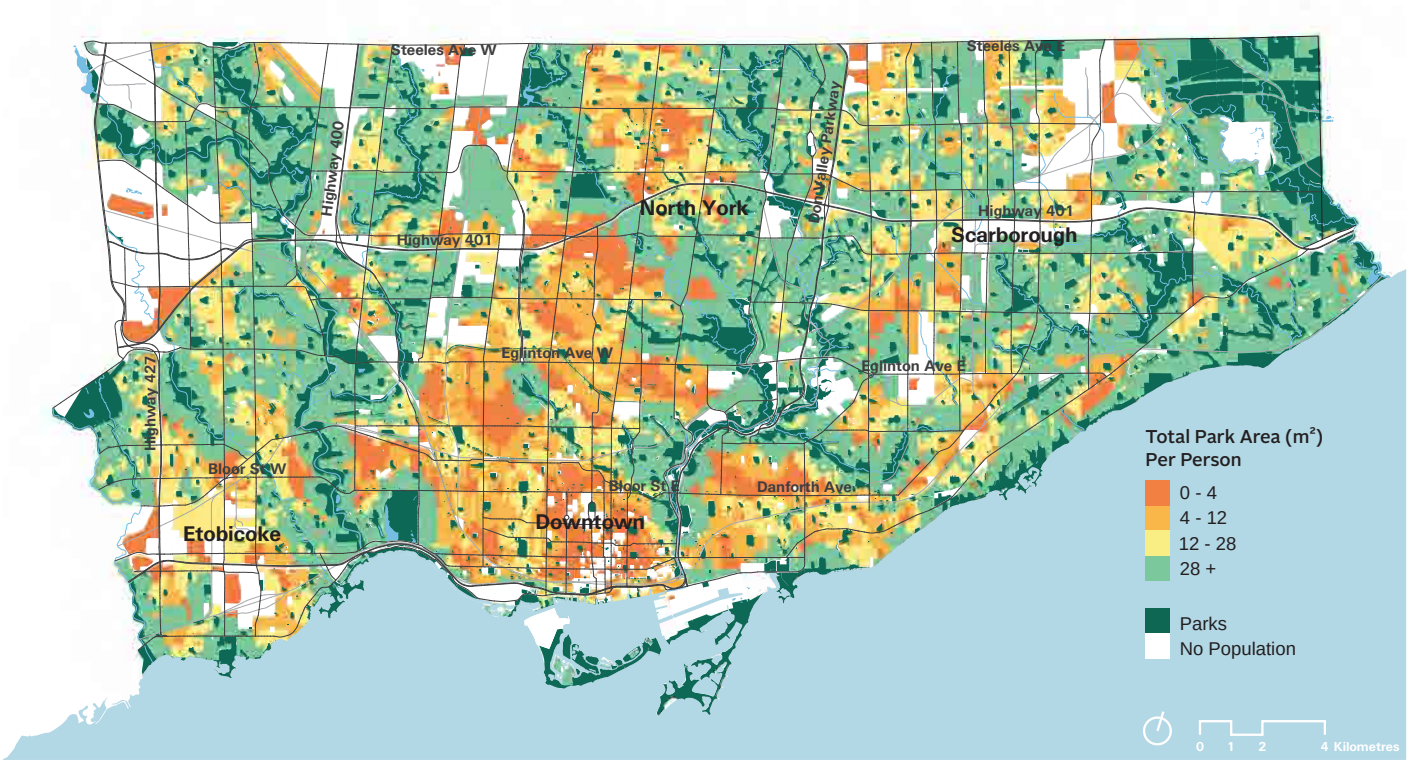
Highlights of Analysis

Figure 6: Toronto Parkland Supply (2016)



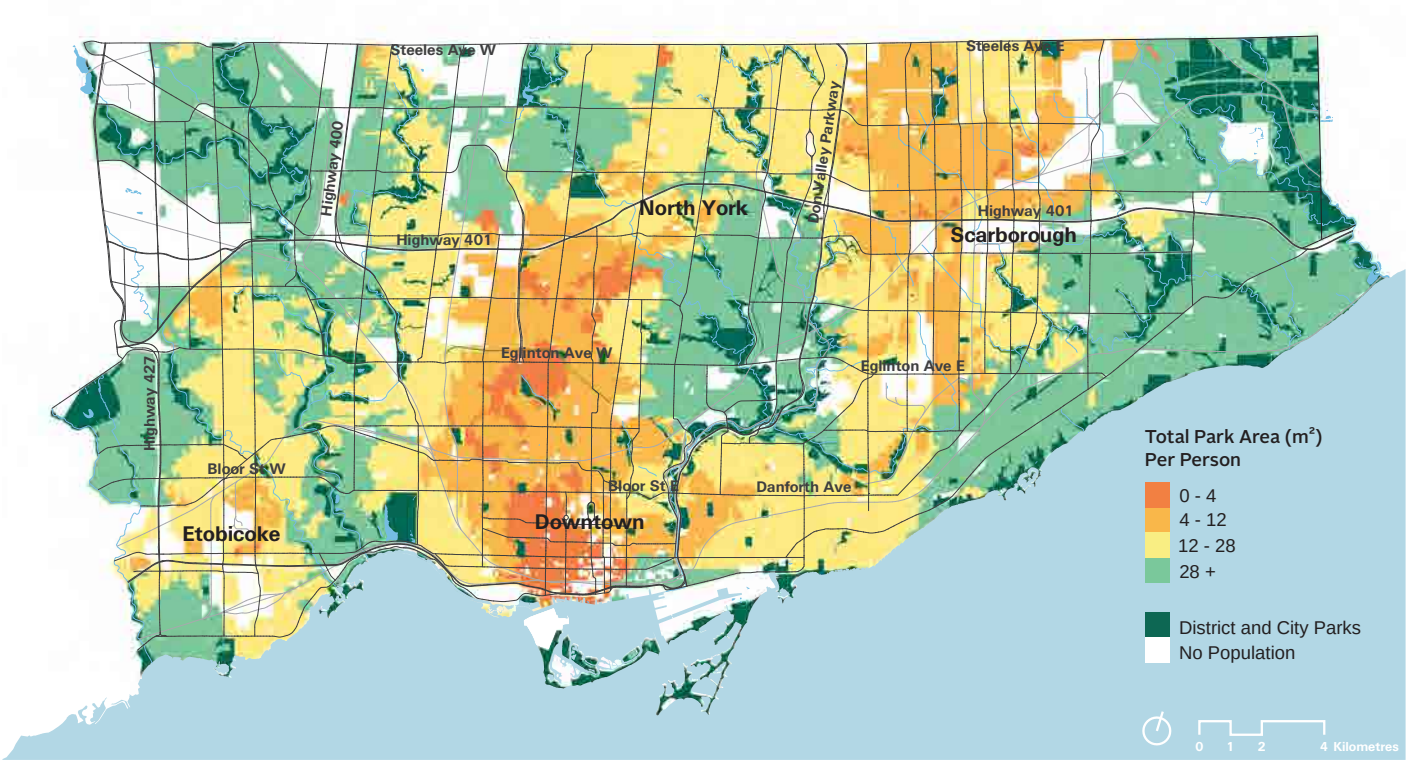
- Figure 6 presents the park area per person across the city for 2016, reported through dissemination blocks.
- Provision is shown as dissemination blocks that are below the city-wide average of 28m^2 per person, which, for the purposes of the Phase 1 analysis, acts as a benchmark for comparison.
- The map uses four scales to show park area per person, relative to the city-wide average.
- Areas in light green have a parkland supply that is at or above the city-wide average.
- Generally, the amount of parkland per person is highest when located near large parks, the ravines or the waterfront where there is large amounts of parkland.
- Neighbourhoods with both high amounts of parkland and lower population densities are shown on the map as areas where the light green stretches for a wider distance.
- Areas with high amounts of parkland and higher population densities are shown on the map as areas where the light green is narrower, north and east of Cabbagetown for example.
- Areas of the city with some of the highest parkland supply include Scarborough adjacent to Rouge Park and Lake Ontario, neighbourhoods along the Don and Humber rivers, and neighbourhoods bordering other ravines.
- Areas of the city with some of lowest parkland supply include Downtown, the Danforth, Yonge and Eglinton, Willowdale-North York Centre, Northcliffe Village-St. Clair West Village, central Etobicoke and Wexford.

Figure 7: Toronto Parkland Supply (2032)



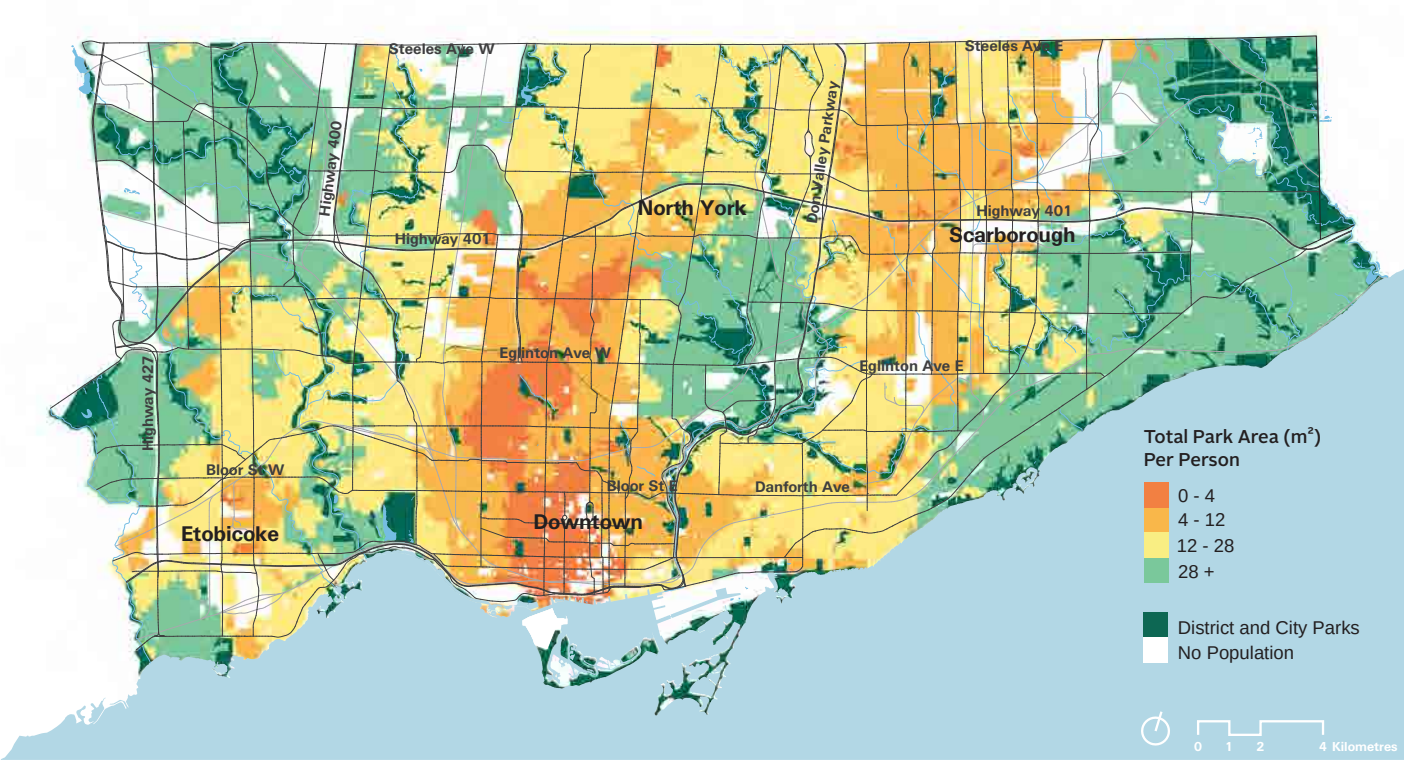
- Figure 7 presents the park area per person across the city for 2032 using development pipeline data provided by City Planning.
- This map illustrates what will happen to the parkland supply city-wide in 2032 when the population increases by approximately 500,000 people, and no new parkland is acquired.
- Under these conditions the city-wide parkland supply would drop from 28 m^2 per person to 23.5 m^2 per person.
- Parkland supply would decrease in every City District by 4-5 m^2 per person.
- The most striking difference between this estimated population map and the existing population map (Figure 6) is the expansion of yellow, orange and red areas, and the contraction of green areas, signaling a decrease in per capita supply.
- The decrease in per capita supply occurs in many areas of the city and across the scale of current provision, which shows as a transition from the green or yellow areas of the map further toward the red end of the spectrum.
- Some of the worst impacts of decreasing per capita supply will occur in growth centres like Downtown or North York Centre, where planned population growth will place severe pressures on an already strained existing supply of parkland.

Figure 8: Parkland Supply of District and City Parks (2016)



- Like the Toronto parkland supply map (Figure 6), this map also illustrates parkland supply. However, to get an understanding of the distribution and supply of large sized parks, this map only includes District and City Parks.
- Instead of a 500 m catchment, the analysis conducted to create this map used a 3 km catchment in keeping with the updated parks classification system. The larger catchments can be observed by the smaller amount of variation between dissemination block colours compared to what has been seen in previous maps.
- With all parks smaller than 5 ha removed from the analysis, the parkland supply of large parks city-wide is much lower as noted by the large proportion of the map coloured in red, yellow, and orange.
- Stretching from Downtown north to North York, as well as including East York, Northwest Scarborough, and parts of Etobicoke all have a low supply of large parks.
- Neighbourhoods adjacent to the Don and Humber Rivers, Rouge Park, High Park, the Scarborough Bluffs, and Centennial Park have a much higher amount of large park space per person as noted by the light green colour on the map.
- While consolidating and building large parks is challenging in a developed city like Toronto, this map is helpful in identifying where they are most needed, and where improved connections could be made between large sized parks and neighbourhoods that are currently isolated from them.

Figure 9: Parkland Supply of District and City Parks (2032)



- Figure 9 presents District and City park area per person across the city for 2032 using development pipeline data provided by City Planning.
- This map illustrates what will happen to the supply of District and City parks city-wide in 2032 when the population increases by approximately 500,000 people, and no new parkland is acquired.
- Assuming that no new large (District and City) parks are constructed, supply of these parks declines in several areas of the city, most notably the corridor between Downtown and Yonge-Eglinton, parts of Toronto east and west of Downtown, and some parts of North York.
- In high-growth neighbourhoods, the increase in population decreases the supply of large parks per person even in places with larger parks nearby, resulting in low (4-12 m^2 per person) or very low (0-4m^2 per person) supply of large parks in Parkdale and Roncesvalles (close to High Park), and in Bathurst Manor/Clanton Park in North York (close to Earl Bales Park).
- Downtown Toronto continues to have very low supply of parkland (0-4m^2 per person, shown in red), and population growth expands this deficiency northward through the Midtown and Uptown areas as well.

Summary of Findings

Benchmarking enables findings of relative strengths and weaknesses in provision

- Instead of an established goal or target, the provision analysis in this Report compares per capita supply by dissemination area against the city-wide average of 28 m^2 per person.

Parkland supply varies widely across the city

- Areas of the city with some of the highest parkland supply include Scarborough adjacent to Rouge Park and the Scarborough Bluffs, neighbourhoods along the Don and Humber Rivers, and neighbourhoods bordering other ravines.
- Areas of the city with some of lowest parkland supply (under 12 m^2 per person) include Downtown, the Danforth, the Eglinton corridor, North York Centre, St. Clair West and parts of Scarborough.

Large parts of the city have a low supply of District and City parks.

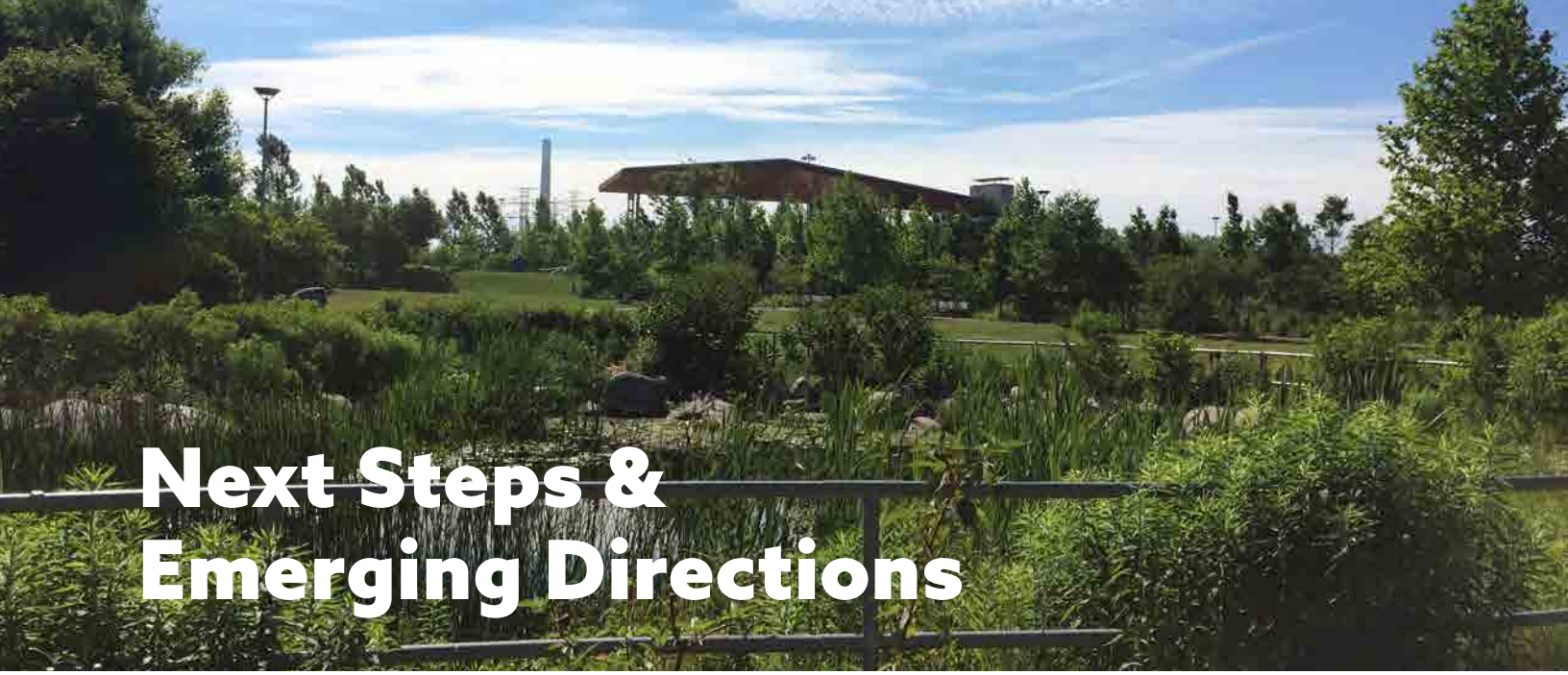
- Many areas of the city have a low supply (under 12 m^2 per person) of large parks within 3 km, stretching in a corridor from Downtown to North York, and including parts of Northwest Scarborough and Etobicoke.

There are pockets of very low parkland supply throughout the city.

- Areas such as the Danforth, St. Clair West and Yonge-Lawrence have a number of dissemination blocks with a very low supply of parkland.
- Downtown represents an area where a large concentration of dissemination blocks have a high population and, consequently, a very low supply per person.

Without new parkland, estimated population growth will cause per capita supply to decline.

- With population growth estimated to reach 500,000 new residents by 2032, the city-wide average supply would decline from 28 m^2 per person to 23.5 m^2 per person.
- Areas experiencing higher growth rates, already well below the city-wide average, would decline even further in per capita parkland supply.
- Parkland supply would decline in every District by between 4 and 5 m^2 per person.



Next Steps & Emerging Directions

Phase 1 Report introduces an updated parkland measurement and assessment methodology for determining parkland provision across the city. This Report identifies three innovative components that distinguish this methodology: an updated reporting unit that is fine-grained and replicable; an updated parks classification system that classifies parks by size without limiting functionality to classification type; and a new method to measure parkland, the Park Catchment Tool, which considers access to parks by using walkability as an evaluation metric.

Building on Phase 1 findings and recommendations, the Parkland Strategy's Phase 2 work will focus on the development of implementation guidelines, policies and tools to address the parkland needs identified through this report and the work completed to date.

Specific topics that will be addressed include:

Parkland Metrics – Using best practices, analysis, and public and stakeholder engagement, various parkland acquisition scenarios will be tested to determine which metrics of success are attainable for determining how effective the City is at meeting the parkland needs of its current and future residents.

Parks Classification System – The parks classification system proposed in this report will be refined through public and stakeholder engagement.

Parkland Requirements from Concurrent City Projects – The City is currently developing plans, including the Parks and Recreation Facilities Master Plan and TOcore: Planning Toronto's Downtown, that identify specific needs for additional parkland. For example, the Parks and Recreation Facilities Master Plan identifies additional recreation and parks facilities that are needed across the city. Phase 2 will explore how and where the City can accommodate these additional parkland needs through the Parkland Strategy.

Land Analysis – A spatial and quantitative analysis of City-owned land and open space that is owned and maintained by other public and institutional bodies will be conducted. This

analysis will seek to identify opportunities where areas of lower parkland supply overlaps with other public or institutional land ownership that might represent opportunities for parkland partnerships. Recommendations on opportunities for City partnership with other organizations, agencies and levels of government will be produced to create more accessible parks and open space to better meet the needs of communities. These recommendations will include cost-effective solutions for parkland provision.

Financing and Policy Framework – Phase 2 work will provide recommendations and a rationale for any planning policy changes related to parkland supply and acquisition. A financial strategy will be developed that assesses and sets out recommendations to ensure City's financial capability to successfully implements the priorities and targets identified in the Parkland Strategy. Parkland acquisition priorities will be identified in short, medium, and long-term time frames.

Creative Solutions to Providing Parkland in High Density Areas – Providing parkland in high density areas where vacant land is limited, land values are high, and there is a growing demand placed on parkland will require creative solutions. A combination of interventions will be recommended to help ensure residents in the City's high growth areas have access to parkland.

Equitable Access to Parkland – Parks are a key part of community infrastructure. The benefits of high quality parks, including public health and economic vibrancy, are well documented. Children, youth, seniors and new Canadians, in particular, benefit from having safe and comfortable parks within easy walking distance of their homes.

Future work in Phase 2 will look at how the Parkland Strategy can incorporate social and cultural equity into parkland acquisition, so that all residents, regardless of their socio-economic or culturally background have access to high-quality parks.

Refining Functional Analysis – During the first phase of the Parkland Strategy, a functional analysis tool was developed that assesses how well a park or series of parks perform at four functions:

- Ecology – Spaces that support and enhance biodiversity and the natural environment
- Sport & Play – Spaces that support organized or programmed active play, sport and recreation
- Community/Civic – Spaces that support community activities and foster community interaction
- Health & Wellbeing – Spaces that support physical and mental health and relaxation, general enjoyment of the outdoors and trail-related activities

Work during Phase 2 will use feedback from City staff to develop an implementation system to use the functional analysis for future parks planning and programming.

Engagement Plan – Following from the success of engagement during Phase 1, a consultation and engagement plan will be developed to include Councillors, stakeholders and the public – especially communities that have been hard-to-reach or underrepresented during engagement activities to date – in the ongoing conversation about supporting parkland provision and access into the future.

Appendix A Existing Parks Classification Systems

Figure 10 shows the Parkland Acquisition Strategic Directions Report's parks classification system that is based on two categories and four park classifications. The 2013–2017 Parks Plan parks classification, in Figure 11, expanded PASDR's classification system by adding a fifth parks classification, Community Parks.

Figure 10: 2001 PASDR Parks Classification System

LOCAL PARKLAND

Serves communities within a reasonable walking distance

PARKETTES:

Smaller parks with seating and other passive recreation amenities

LOCAL PARKS:

Parks which offer a range of neighbourhood-oriented recreational opportunities

CITY-WIDE PARKLAND

Serves residents from across the city

DISTRICT PARKS:

Larger parks that draw population from beyond the local community and contain general and specialized recreational opportunities

CITY PARKS:

Parks which provide unique or specialized recreational amenities that draw users from across the city

Figure 11: Existing 2013–2017 Parks Plan Parks Classification System

PARKETTES
Generally less than 0.5 ha

Purpose/Function

- Primarily serves local residents
- Mainly used as quiet retreat and for passive recreation
- Supplement a neighbourhood's parkland supply, but are not intended to substitute for larger, more programmable Neighbourhood parks

Typical Activities/Events

- Informal play where space allows
- Aesthetic enjoyment through public art and feature plantings
- No programmed uses or events

NEIGHBOURHOOD PARKS
Generally not less than 0.5 ha

Purpose/Function

- Primarily serves local residents
- Acts as a focal point of the neighbourhood that brings residents together
- Used for passive enjoyment and limited amounts of active recreations

Typical Activities/Events

- Passive enjoyment, retreat and informal play
- Limited organized active recreation and special events
- Activities and programming respond to local needs

COMMUNITY PARKS
Generally not less than 3 ha

Purpose/Function

- Serves several neighbourhoods
- Acts as a focal point and gathering space for neighbourhoods
- Provides specialized features, functions, programming, and a higher level of use compared to neighbourhood parks

Typical Activities/Events

- Programmed and non-programmed sports/recreation
- Community events and gathering
- Local passive use

DISTRICT PARKS
Generally not less than 5 ha

Purpose/Function

- Serves several communities
- Acts as a recreation hub providing specialized functions and programs
- Higher level of use and activity than Community and Neighbourhood Parks

Typical Activities/Events

- Specialized passive and active recreation activities
- Programmed and non-programmed sports/recreation
- Gardening, enjoyment of nature, and local passive use

CITY PARKS
Generally not less than 15 ha

Purpose/Function

- Serves users from across the city
- Acts as a destination for tourists
- Provides natural environment connections, specialized functions, features and programming, and accommodates higher level of activity for the entire city

Typical Activities/Events

- Specialized passive and active recreation activities
- Programmed and non-programmed sports/recreation
- Gardening, enjoyment of nature, and local passive use

Appendix B
Study Area Maps

Determining the Parkland Strategy' s Study Areas

To test and refine the proposed parkland measurement and assessment methodology, three geographic study areas were selected to demonstrate a range of scenarios representative of the diversity of parkland supply challenges (Figure 13 through Figure 16).

Two of the study areas, TOcore and Yonge-Eglinton, were selected to support the ongoing work of the Downtown Parks and Public Realm Plan and Midtown in Focus projects, respectively. The location and scale of the third study area, Eglinton West, was chosen to contrast the other two study areas considering the following criteria:

- Growth (low to high)
- Type of Development (vertical to low density)
- Density (low to high)
- Availability of land (low to high)
- History of zoning (residential to industrial)
- Degree of future estimated population change (low to high)
- Degree of future estimated demographic change (low to high)
- Land costs (low to high)
- Average parcel size (small to big)
- Current LPAC rating
- TDSB school surplus status

The three selected study areas are delineated as follows:

» TOcore – bounded by Lake Ontario, Bathurst St., Rail Corridor, Rosedale Valley Rd., and the Don River

» Yonge-Eglinton – bounded by Blythwood Rd., Bayview Ave., Mt Pleasant Cemetery, Kay Gardner Beltline Park, and Briar Hill Ave.

» Eglinton West – bounded by St. Clair Ave. E., Weston Rd., Black Creek Dr., Eglinton Ave W., and Dufferin St.

Approaches to Reporting Study Area Parkland Supply

The Parkland Strategy measurement and assessment methodology calculates parkland provision through the Park Catchment Tool as described in Figure 5. This method also allows supply figures to be calculated for an area within an identified boundary. These three study areas were used to assess two approaches to measure parkland supply within identified boundaries.

The simplest is a straightforward relation between total park area and population, which is a "per capita" approach (Approach 1). A second method is by calculating the average of the parkland supply results of all dissemination blocks within the set boundary, or an "averages" approach (Approach 2). The resulting parkland supply figures for the three study areas are shown in Figure 12.

Preliminary draft parkland supply figures using the "averages" approach were released through the public engagement of Parkland Strategy. Through Phase 2 work additional analysis will take place to determine the best approach moving forward. This will include expanding test cases on other areas and boundaries in the city.

Figure 12: Study Area Comparison

	TORONTO	TOCORE	YONGE-EGLINTON	EGLINTON WEST
Size (Ha)	68,935	1,647	658	501
Existing Parkland (Ha)	7,705	91	17	18.5
Residential Population (2016)	2,731,571	237,247	62,019	34,488
Employment Population (2016)	1,460,853	501,862	32,024	3,335
Existing Parkland Per Person (m^2) (Approach 1)	28	10.71	18.55	21.77
Existing Parkland Per Person (m^2) (Approach 2)	146	8.57	12.58	13.75

Figure 13: Parkland Supply (2016)

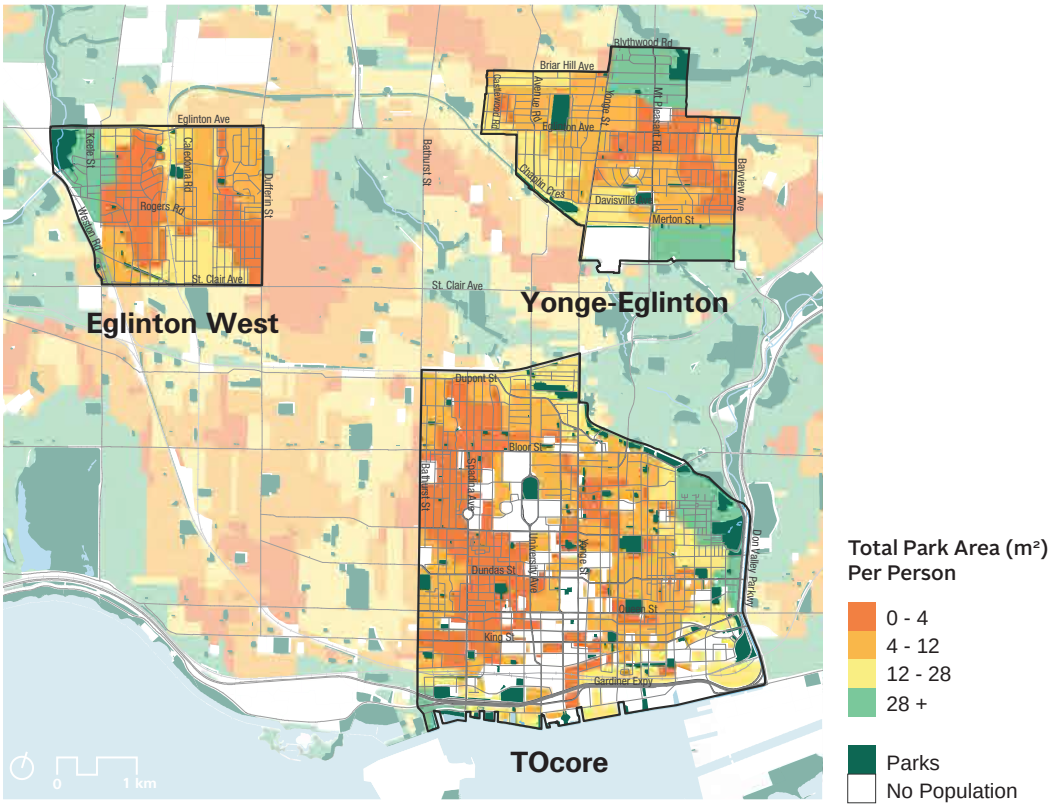


Figure 14: Parkland Supply (2032)

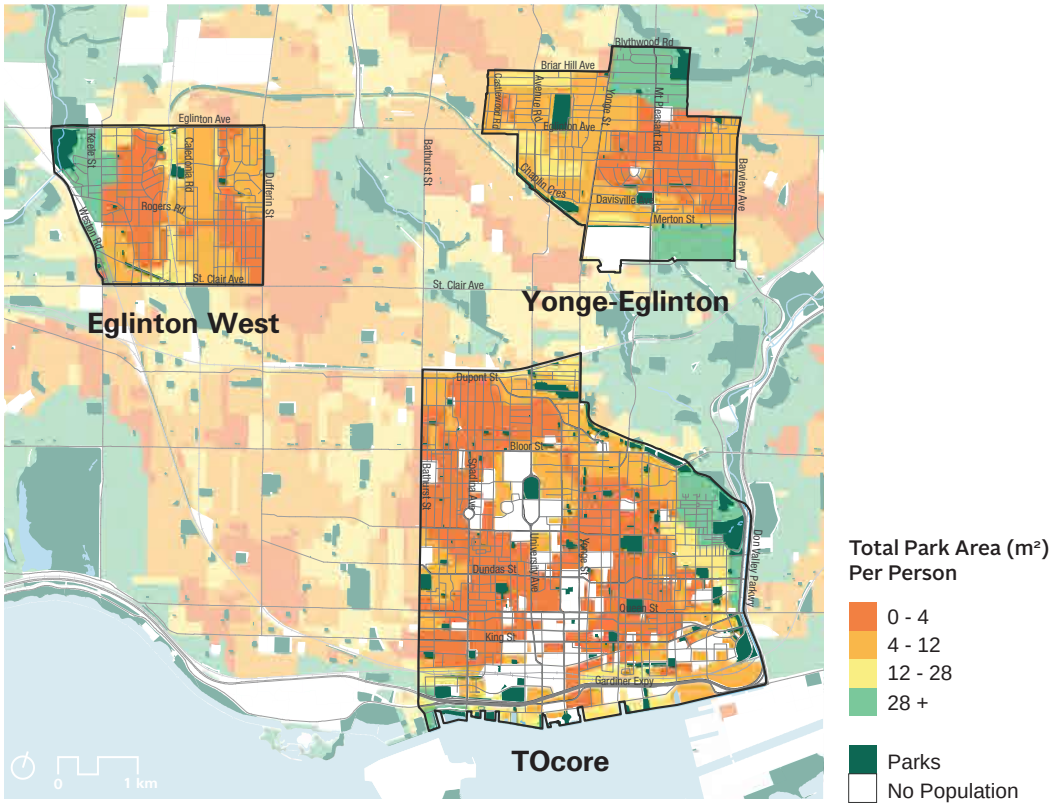
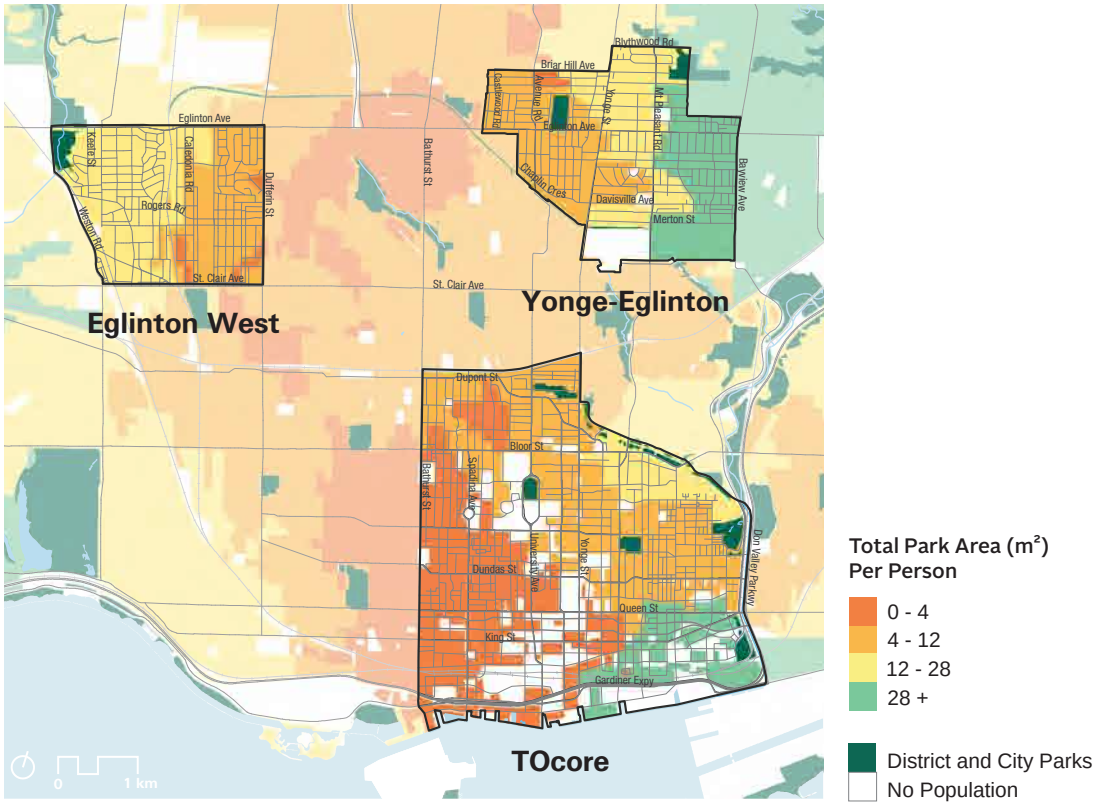


Figure 15: Parkland Supply of District and City Parks (2016)

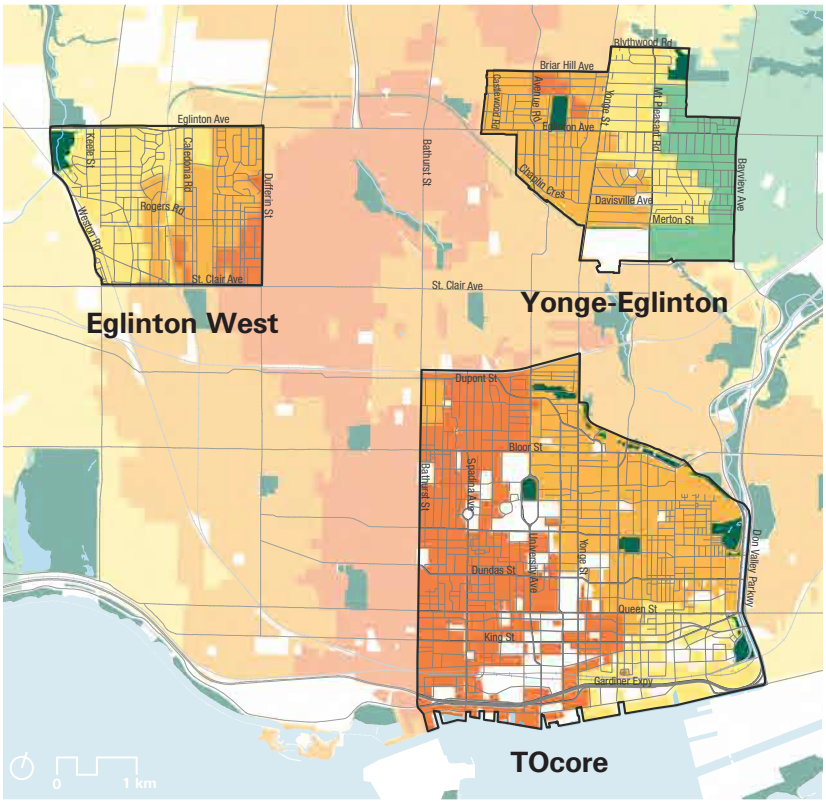


Total Park Area (m²) Per Person

- 0 - 4
- 4 - 12
- 12 - 28
- 28 +

- District and City Parks
- No Population

Figure 16: Parkland Supply of District and City Parks (2032)



Total Park Area (m²) Per Person

- 0 - 4
- 4 - 12
- 12 - 28
- 28 +

- District and City Parks
- No Population

Appendix C
Employment Population Impact on Parkland Supply

The Parkland Strategy uses residential population to consider and analyze city-wide parkland supply. This is the standard approach that all municipalities take to report and assess parkland needs. Further, an important tool to achieve parkland acquisition is the Section 42 of the Planning Act, where alternative rates are set against residential population.

However, there are benefits to assessing how additional population can add pressure to existing parkland and impact provision levels. While Toronto does not have reliable data on tourism or student resident population, current and estimated employment population data is available. This data set can inform the degree of cumulative use and pressure on Toronto parks system. Growth centres, where Toronto's Official Plan encourages mixed residential and employment population, are a good indicator of this cumulative pressure. For the purposes of this analysis, Figures 17 through 19 highlight how employment population impacts parkland provision, as demonstrated through this Report's three study areas.

Figure 17: Parkland Supply (2016) - Residential Population Only

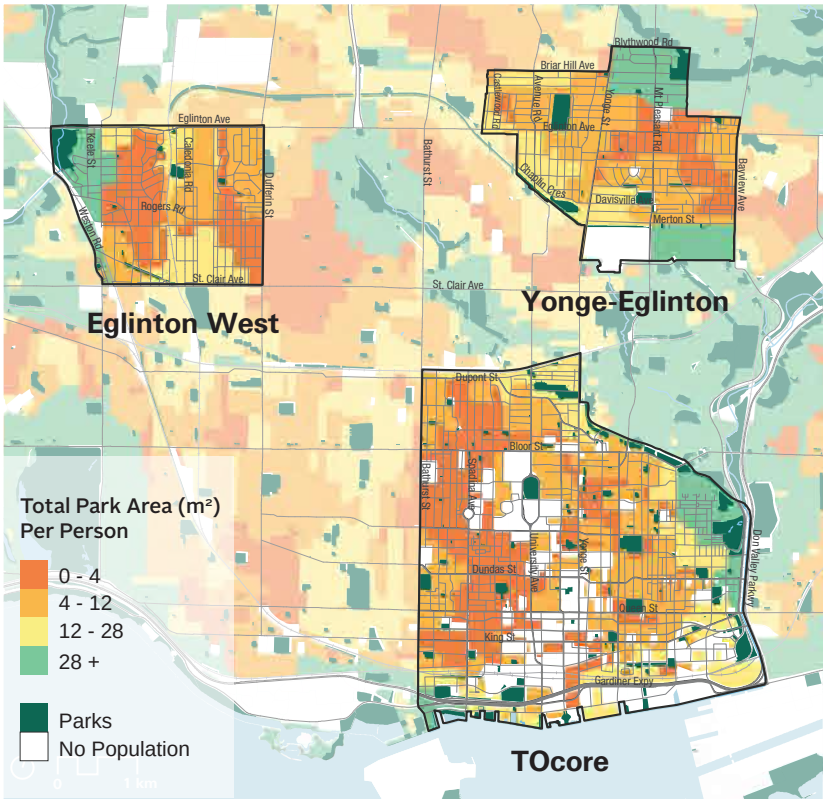


Figure 18: Parkland Supply (2016) - Employment Only

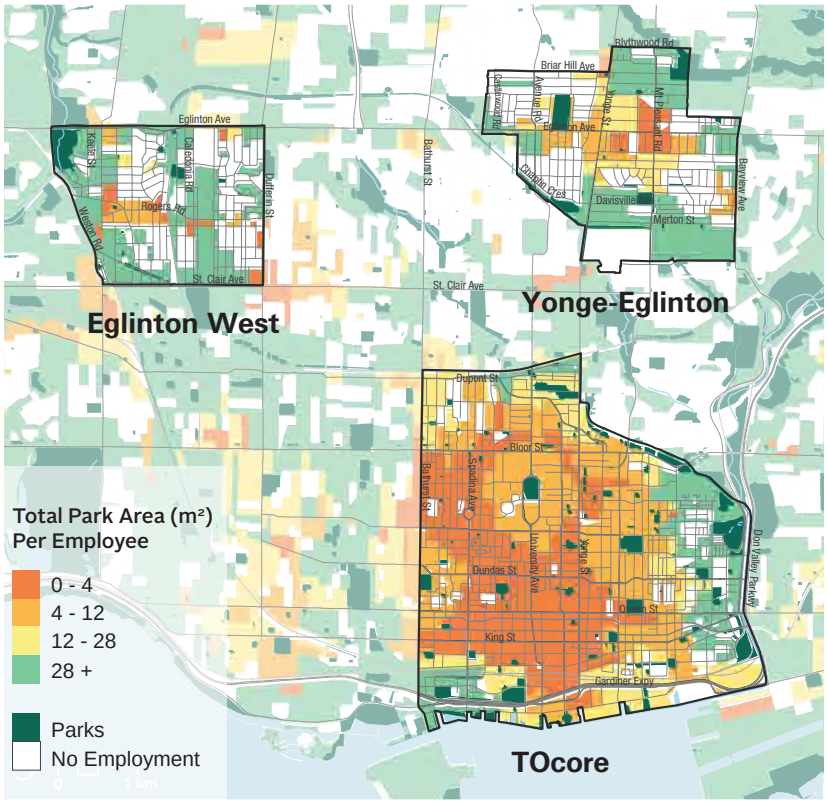
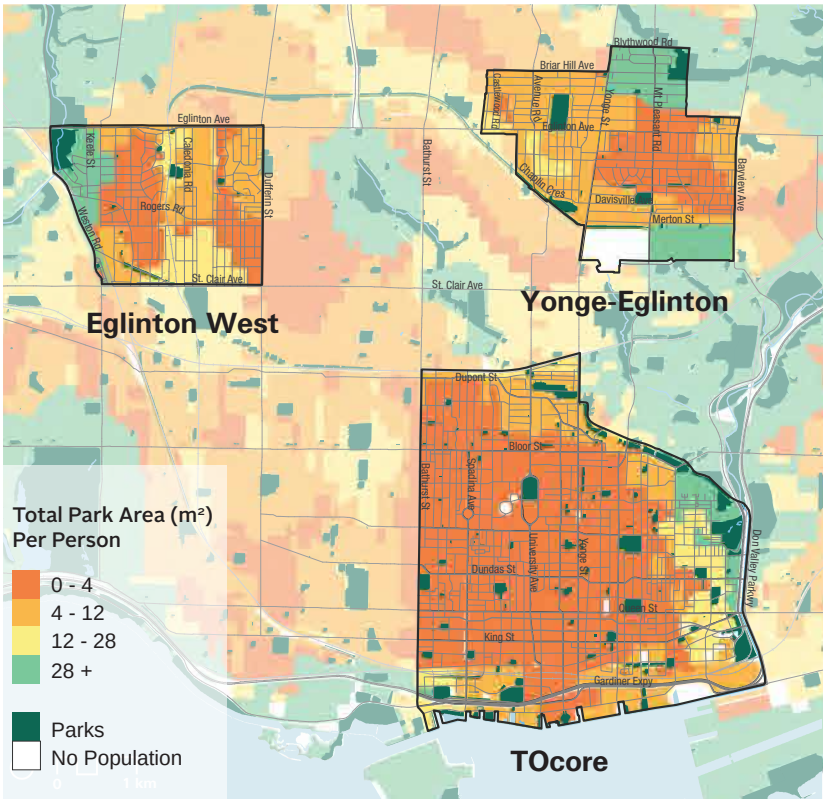


Figure 19: Parkland Supply (2016) - Residential Population + Employment



- Parkland supply per employee (Figure 18) follows similar patterns to parkland supply per resident (Figure 17) in some parts of the city, especially in the TOcore study area, where high density residential and employment populations result in low per capita supply (under 12 m^2 per person) for both employees and residents.
- Areas with a lower density of employment uses generally have a better per capita supply for employees than for residents, especially around Davisville Ave in the Yonge-Eglinton study area, and along Caledonia Rd in the Eglinton West study area.
- Combining residential and employment populations (Figure 19) reveals that the majority of each study area provides low or very low parkland supply per capita.
- In contrast to Figure 17, nearly all of the TOcore area provides a very low supply to its combined residential and employment population; only dissemination blocks near the Don River Valley have moderate or good supply.
- The majority of the pressure on parks in the Eglinton West and Yonge-Eglinton areas comes from their residents (i.e. Figure 17 and Figure 19 are very similar). The area west of Mt. Pleasant Rd surrounding Davisville Ave shows a decreased per capita supply of parkland relative to the residential-only population when considering employment as well.


TORONTO