



## STAFF REPORT ACTION REQUIRED

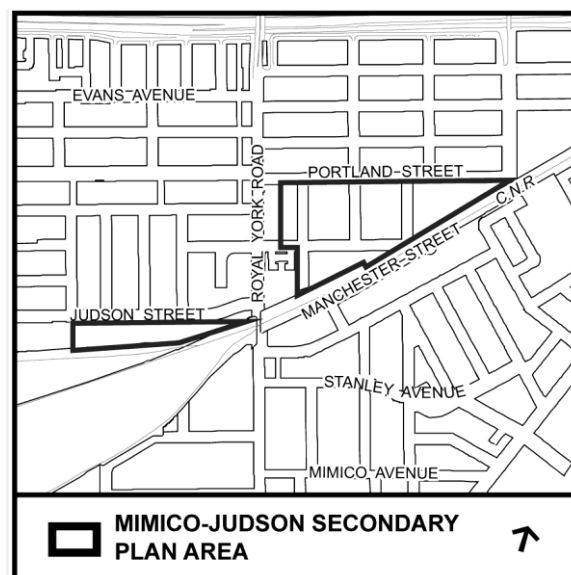
### Mimico-Judson Regeneration Area Study – Directions Report

<b>Date:</b>	October 28, 2015
<b>To:</b>	Planning and Growth Management Committee
<b>From:</b>	Chief Planner and Executive Director, City Planning Division
<b>Wards:</b>	Ward 6 – Etobicoke-Lakeshore
<b>Reference Number:</b>	P:\2015\ClusterB\PLN\PGMC\PG15132

### SUMMARY

This report presents the findings of the Mimico-Judson Regeneration Area Study. The Regeneration Area Study affects lands in South Etobicoke, generally located on either side of Royal York Road, south of Judson Street abutting the Metrolinx Lakeshore West Rail Corridor and south of Portland street on the east side of Royal York Road. Through the adoption of Official Plan Amendment No. 231 (OPA 231), the lands within the study area were redesignated as *Regeneration Areas*. Site and Area Specific Policies 433 and 434 were adopted providing for additional direction to guide for future change.

The Mimico-Judson Regeneration Area Study was undertaken over two years from 2013 to 2015 to establish a detailed policy framework for the lands within the study area. The study included an extensive consultation process involving broad stakeholder and community engagement on issues related to land use, urban design, movement, community services and facilities in addition to an examination of the economic trends and opportunities in the area. Consultants were retained to examine these matters as well as noise and vibration impacts and their findings and conclusions provided direction for a development framework intended to guide the area's revitalization with a mix of land



uses.

The study is completed. This report summarizes the study process, including stakeholder input and feedback as well as the findings and conclusions of the consultant studies. In addition, this report presents a draft Official Plan Amendment (OPA) that proposes to redesignate lands within the study area from *Regeneration Areas* to *Employment Areas* and *Mixed Use Areas*. The proposed OPA includes a Secondary Plan that set out a draft policy framework that provides flexibility to promote business expansion and retention, protects existing operations and expansion opportunities at the adjacent Willowbrook Rail Yard, unlocks underutilized lands for transit supportive development and fosters a reconnected and complete community. The draft OPA proposes to repeal SASP 433 and 434 as these existing policies have been incorporated into the proposed Secondary Plan.

This report recommends that a Statutory Public Meeting under the *Planning Act* be scheduled to consider the proposed Mimico-Judson Secondary Plan at the February 2016 meeting of the Planning and Growth Management Committee.

## RECOMMENDATIONS

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### **The Chief Planner and Executive Director, City Planning recommends that:**

1. Planning and Growth Management Committee direct that this report containing proposed amendments to the Official Plan and the draft Mimico-Judson Secondary Plan be distributed to the public and considered at a statutory public meeting to be held by Planning and Growth Management Committee's at its meeting on February 24, 2016.
2. Notice for the public meeting under the *Planning Act* be given according to the regulations under the *Planning Act*.
3. Planning and Growth Management Committee request staff to bring forward Urban Design Guidelines for the Mimico-Judson Secondary Plan Area for City Council's consideration and adoption in the first quarter of 2016.

### **Financial Impact**

The recommendations in this report have no financial impact.

## DECISION HISTORY

At its meeting on December 16-18, 2013, City Council adopted Official Plan Amendment 231 (OPA 231) at the conclusion of the Municipal Comprehensive Review of Employment Lands as part of the City's Five Year Official Plan Review. OPA 231 brought forward amendments to the Official Plan for economic health and employment lands policies, designations and Site and Area Specific policies. Through the adoption of OPA 231, the lands within the study area were redesignated to *Regeneration Areas*. Site

and Area Specific policies 433 and 434 were brought forward for the lands to provide additional direction for future change.

On July 9, 2014, the Minister of Municipal Affairs and Housing (MMAH) approved OPA 231, with minor modifications. The Minister's decision was subsequently appealed to the Ontario Municipal Board.

The decision history on OPA 231 and the MMAJ decision can be accessed at the following links:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/ministers%20decision%20on%20opa%20231.pdf>

On June 22, 2015, the OMB issued an order partially approving OPA 231. The partial approval brings into effect the *Regeneration Area* designation for the Mimico-Judson study area, along with the associated Site and Area Specific Policies. The OMB Order partially approving OPA 231 can be accessed at this link:

[http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/PL140860\\_Signed%20Board%20Order%20\(June%2022%202015\).pdf](http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/SIPA/Files/pdf/O/PL140860_Signed%20Board%20Order%20(June%2022%202015).pdf)

Mimico-Judson is one of seven areas redesignated to *Regeneration Areas* resulting from City Council's adoption of OPA 231. In advance of the Minister's decision on OPA 231, City Planning initiated six of the seven *Regeneration Areas* studies, including Mimico-Judson. At its meeting on August 25-28, 2014, City Council received a *Regeneration Areas* Studies Status Report from the Chief Planner. The report summarized work and consultation completed and identified emerging issues for this study. The report also identified matters each *Regeneration Areas* study would address. This Status Report can be accessed at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG35.17>

## **BACKGROUND**

### **Study Area Context**

The Mimico-Judson *Regeneration Areas* study area is located within and at the eastern edge of the South Etobicoke Employment Area. The study area is made up of two distinct areas of land separated by Royal York Road:

#### **Judson Street Area**

The lands comprise a rectangular area of approximately 2.2 hectares west of Royal York Road, bounded by Judson Street to the north and the Metrolinx Willowbrook Rail Yard to the south. This area contains six properties with shallow lot depths ranging between 60 metres and 80 metres. The properties are all developed, however, two properties currently have vacant buildings. The other properties have the following active businesses: a concrete batching plant and two small-scale office buildings.

The concrete batching plant at 29 Judson Street, operated by ML Ready Mix, is a legal non-conforming use as it was established prior to the enactment of Zoning By-law 339-2012 which prohibits concrete batching and other impactful uses on the Judson lands. An easement in favour of Metrolinx bisects the 29 Judson Street property to provide the rail operator the ability to access and maintain portions of the abutting rail infrastructure. There are various application processes underway related to building permits and minor variances being adjudicated in multiple legal forums. The site and its operations have been the subject of a number of concerns raised by local residents. To monitor these matters and address these concerns, an interdivisional working group has been convened at the direction of City Council through the adoption of EY 33.13. The working group is also conducting a review of employment lands to identify viable properties where cement batching may be permitted to facilitate the relocation of this facility.

### **Mimico Triangle**

The lands comprise a triangular area of approximately 8.5 hectares east of Royal York Road bounded by Portland Street to the north, and the Metrolinx Lakeshore West rail corridor to the south. The area contains 40 properties of varying sizes and lot dimensions. Currently, the area supports a range of employment uses including creative industries, warehouses, home improvement and food production establishments. There is also an institutional use (a shelter) and some vacant parcels of lands that do not currently contain structures. According to 2014 employment data, the one- and two-storey buildings in the study area are home to over 200 jobs, the majority of which are concentrated within a central area of the Triangle along Windsor Street and Birmingham Street.

The Mimico GO Station is located at the southern end of the Mimico Triangle which is served by all day/two way GO Train service on the Lakeshore West line. The station includes a surface commuter parking lot that was recently expanded and improved. The station is scheduled to undergo significant capital investment including a new station building and pedestrian tunnels to connect to the neighbourhood south of the rail corridor.

### **Surrounding Context**

The area surrounding the study area consists of lands with employment and residential functions as well as a main street commercial character along Royal York Road (See Attachment 1: Context Plan).

Along the southern boundary of the study area, the rail corridor has and continues to be an important structural element of the area that predates the development of the surrounding residential and employment uses. The rail corridor has provided for goods, access and movement to the lands and has been central to the lasting and continued important role the South Etobicoke Employment Area plays as an economic driver within the City of Toronto. The corridor also provides passenger rail service to and through the area with both commuter and intercity trains.

The rail yard has become a major employment use in the surrounding area. At over 23 hectares and nearly two kilometres long, the Metrolinx Willowbrook Yard is the largest commuter rail yard in the country and provides for storage and maintenance of all Metrolinx trains (GO and Union Pearson Express). VIA Rail operates a similarly sized facility to the south of the rail corridor. Currently, over 500 people are employed at the yard, the majority of which are skilled and professional occupations. In the last five years, Metrolinx has invested over \$100 million in the Willowbrook site to upgrade operations to meet the demand placed by improved GO train service across the Greater Toronto and Hamilton Area. These recent upgrades include the construction of an indoor preventative maintenance facility and additional train refueling stations immediately adjacent to the Judson Street area of the Mimico-Judson study area.

The majority of maintenance and refueling activity at Willowbrook Yard happens when commuter trains are taken out of service at the conclusion of the morning and afternoon rush hours. However, the recent addition of the Union Pearson Express trains to the Willowbrook maintenance program has resulted in an increase in late evening and overnight maintenance and refueling work as these trains are generally only able to be serviced between 1:00am and 4:00am when the airport is not operating. With the expansion of commuter train service under the Regional Express Rail (RER) within the next 10 years, Metrolinx has advised that Willowbrook will transition from partial day to 24-hour operations (see Attachment 3).

Directly across from the Judson Street area is the 0.93 hectare Coronation Park. This public park features a small children's playground and the former Lakeshore Mimico Lawn Bowling Club. The park also includes the former Mimico Train Station, a heritage asset relocated from an adjacent property and refurbished in 2008. It currently contains a sales office for a nearby condominium development. To the west of the Judson Street area are low rise office and industrial uses that form part of the large South Etobicoke Employment Area, including an entrance to the Willowbrook Yard. On the north side of Judson Street at Islington Avenue is Ourland Park, which is 3.4 hectares in size and includes a baseball diamond, multipurpose fields, tennis, bocce and basketball courts, a playground and a community centre.

North of Judson Street, the character is defined by a relatively uniform pattern of single detached housing. A broader range of housing types exists on the north side of Portland Street adjacent to the Mimico Triangle, as well as a single commercial property. These established, predominantly low rise neighbourhoods extend from these streets north to the Gardiner Expressway. South of the rail corridor, east of Royal York Road is an established low rise residential neighbourhood with the exception of an 8 storey apartment building and a local restaurant (Blue Goose Tavern).

Royal York Road bisects the study area. This section of Royal York Road has a main street character with development predominantly in one- and two-storey buildings with commercial uses at grade and some residential above. Single detached housing exists on the east side of Royal York Road adjacent to the Mimico Triangle. There is a 15 storey seniors' apartment building on the west side of Royal York Road at Newcastle Street. On

the east side of Royal York Road, south of Newcastle are recently developed townhouses and the Christ Church Cemetery. A 27-storey residential apartment building is currently under construction at 327 Royal York Road, immediately north of the Mimico GO Station.

## **Policy Framework**

### **Provincial Policy Statement, 2014**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land and key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety.

The PPS provides for efficient development and land use patterns that sustain the financial well-being of the Province and municipalities over the long term. Policy 1.1.3.2.a states that land use patterns within settlement areas shall be based on densities and a mix of land uses which are transit-supportive, where transit is planned, exists or may be developed. The PPS also provides direction that healthy and livable communities are sustained by avoiding development and land use patterns which may cause environmental or public health and safety concerns. In particular, Policy 1.6.9.1 states that planning for land uses in the vicinity of rail facilities shall be undertaken so that their long-term operation and economic role is protected and that rail facilities and sensitive land uses are appropriately designed, buffered and/or separated from each other. This is required in order to prevent or mitigate adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities.

City Council's planning decisions are required by the *Planning Act* to be consistent with the PPS.

### **Growth Plan for the Greater Golden Horseshoe**

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

The Growth Plan employment policies also promote economic development and competitiveness by providing for an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs. Further direction for development near rail corridors is found in Policy 2.2.6.9 of the Growth Plan, which states, "Municipalities are encouraged to designate and preserve lands within settlement areas in the vicinity of existing major highway interchanges, ports, rail yards and airports as areas for manufacturing, warehousing, and associated retail, office and ancillary facilities, where appropriate."

City Council's planning decisions are required by the *Planning Act*, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

### **Official Plan**

The lands within the study area are designated *Regeneration Areas*. *Regeneration Areas* are unique areas of the City that present an opportunity to attract investment, re-use buildings, encourage new construction and bring life to the streets. These areas are key to the Official Plan's population and employment growth strategy and offer the opportunity to reintegrate underutilized areas of the City. The Official Plan states that each *Regeneration Area* requires a tailor-made planning framework to help guide future growth that is informed by community consultation and a detailed planning study. Development should not proceed prior to the approval of a planning framework that is informed by that study.

Lands within the study area are also subject to the following Site and Area Specific Policies (SASP):

- SASP 433 applies to the Judson Street area on the east side of Royal York Road. This SASP prohibits specific manufacturing uses (crude petroleum oil or coal refinery; ammunition, firearms or fireworks factory; concrete batching plant; primary processing of limestone or gypsum; and asphalt plant), prohibits major retail developments with 6,000 square metres or more and requires that employment uses be compatible with nearby residential uses.
- SASP 434 applies to the Mimico Triangle area on the west side of Royal York and requires that:
  - Employment uses are compatible with adjacent and nearby residential uses;
  - Major retail developments of 6,000 square metres or more are prohibited, however small scale retail and restaurant uses are provided for;
  - A revitalization study for the area be undertaken to encourage economic growth and increase amenitization by addressing improvements to vehicular access, public realm enhancements, provision of amenities and improved pedestrian and vehicular access to the Mimico GO Station.

In addition to the *Regeneration Areas* policies and SASP 433 and 434, additional Official Plan policies were considered as part of the Mimico-Judson Regeneration Area Study.

The Healthy Neighbourhoods policies of the Official Plan identify the need for new neighbourhoods to provide a high quality of life and sense of community. Policy 2.3.1.2 requires that development in *Regeneration Areas*, amongst other land use designations that are close to lands designated *Neighbourhoods* will be compatible with those neighbourhoods and provide a gradual transition of scale and density, maintain adequate light and privacy, and attenuate resulting traffic and parking impacts. The Official Plan sets out policies on new streets, parks and open spaces establishing a framework for new streets to be public streets designed to provide connections with adjacent neighbourhoods

in a connected grid of streets. New streets should provide access and address for new development, create adequate space for all pedestrians, cyclists, vehicles, utilities and landscaping. The Plan also directs that new parks and open spaces will be located and designed to connect and extend existing parks and open spaces, provide a setting for community life and provide appropriate pace and layout for recreational needs.

The Built Form policies provide direction that new development is to be located and organized to fit with its existing or planned context, frame and support adjacent streets and open spaces while providing attractive and functional amenity in both indoor and outdoor spaces in new development. The Official Plan also provides for the identification and evaluation of properties with potential heritage value to determine if their cultural heritage value is such that it should be included on the City's Heritage Register.

Official Plan policies also establish that neighbourhoods should provide a full range of housing in terms of form, tenure and affordability and seek to ensure that adequate community services and facilities are provided in areas of growth by adding new parks and other amenities. The Economic Health policies identify that economic opportunities in the City will grow by managing growth and change in ways that guide development to parts of the City where it is most suitable, encouraging high quality architecture, urban design and urban infrastructure.

The *Regeneration Areas* Studies Status Report received by City Council in 2014 identified the following matters that each study should address to ensure a comprehensive planning approach was undertaken:

- policies to ensure that there is a net gain of employment or employment gross floor area as well as any residential redevelopment;
- a streets and blocks plan;
- a greening strategy and parks and open space plan;
- a public realm improvement strategy to improve streets, sidewalks and boulevards;
- an affordable housing strategy;
- a community services strategy;
- environmental policies to guide the cleanup of lands and policies for staging;
- buffering from rail corridors and industry or phasing of redevelopment;
- transportation policies that encourage walking and transit, particularly direct and safe pedestrian routes to the rapid transit station; and
- the scale of development and transition to adjacent areas.

### **Zoning**

The former City of Etobicoke Zoning Code zones all of the lands within the Judson Street portion of the study area IC.2 (Industrial Class 2) and zones the lands in the Mimico Triangle Area IC.1 (Industrial Class 1). Both zoning classes permit a range of industrial uses, however Zoning By-law 339-2012 was enacted by City Council for the lands in the



study area zoned IC.2 which prohibits a number of industrial land use permissions including asphalt plants, coal refineries and concrete batching plants that would otherwise be permitted by the IC.2 Zone. With these prohibitions, the use permissions between the IC.2 and IC.1 zones are now fairly similar.

Zoning By-law 569-2013 zones all of the lands within the study area E 1.0 (Employment). By-law 369-2013 was enacted by City Council in 2013 and is under appeal to the Ontario Municipal Board. Exception Number 54 to the E zone applies to the Judson Street portion of the study area which established By-law 369-2012 and the use restrictions contained therein as a prevailing By-law for those lands.

### **Metrolinx: The Big Move / Regional Express Rail**

The Big Move, the regional transportation plan for the Greater Toronto and Hamilton Area (GTAH), was released by Metrolinx in 2008 and updated in 2013. This Plan sets out how to implement a range of new transit lines and improvement to service in the GTAH over a 25 year horizon. As part of The Big Move, the Regional Express Rail (RER) initiative plans to have electric trains running every 15 minutes or better, all day in both directions, within the most heavily travelled sections of the GO rail network.

Metrolinx has been engaged in the Mimico-Judson Regeneration Area study through stakeholder interviews and membership in the Working Group established as part of the study's engagement strategy. Metrolinx has advised that rail ridership is expected to grow from 43 million today to nearly 53 million by 2017 and this growth in ridership and service will demand a larger rail equipment fleet. To meet this growing demand, Metrolinx is expanding its fleet from 52 existing trains consists (locomotive + 12 coaches) to 72 trains, which will be primarily serviced and maintained at Willowbrook Yard. With the implementation of RER in the next ten years, these expanded fleet numbers are expected to double and Metrolinx has advised that Willowbrook Yard will fully transition to a 24 hour-a-day operation.

### **Ministry of Environment and Climate Change – Land Use Compatibility Guidelines**

The Ministry of the Environment and Climate Change (MOECC) land use planning guidelines provides guidance for land use planning authorities to ensure compatibility between new industrial or residential development with existing land uses.

The D-6 Guidelines (Compatibility Between Industrial Facilities and Sensitive Land Uses) classify industrial uses based on their impact and sets out separation distances necessary to ensure compatibility between land uses. The Willowbrook Rail Yard is a Class III facility and the minimum separation distance provided for by the D-6 Guidelines is 300 metres. The D-6 Guidelines recognize that it may not be possible to achieve the required minimum separation distances in areas where infilling, urban redevelopment or transition to mixed use is taking place and sets out a number of considerations for development when uses cannot be separated by distance.

The NPC-300 Guidelines were issued by the MOECC in 2014 to provide guidance on regulations related to MOECC approval of industrial operations that require

Environmental Compliance Approvals (ECAs). They also to be used for land use planning with the objectives of creating compatible land uses and avoid adverse effects due to noise. NPC-300 seeks to create suitable acoustical environments for the protection of users/occupants/residents of a proposed sensitive land use while protecting the lawful operations of any stationary sources located close to a noise sensitive land use. The NPC-300 Guidelines also protect transportation corridors or transportation sources of noise when new development of noise sensitive land uses are introduced in their proximity.

### **Federation of Canadian Municipalities - Rail Proximity Guidelines (FCM-RAC)**

The FCM-RAC Guidelines were issued in 2013 to provide a consistent approach to the design of buildings in proximity to rail corridors. The guidelines provide for standard mitigation measures of separation distance and a (300 metres for a rail yard and 30 metres for a main corridor) and safety features. If standard measures cannot be achieved, a viability assessment is used to evaluate any proposed development in terms of their potential for noise, vibration and safety hazard impact from adjacent rail infrastructure.

## **Study Process**

In 2013, City Planning staff initiated background work and in early 2014 hosted an initial community consultation workshop as part of preliminary consideration of the potential for change and revitalization in the Mimico-Judson study area. City Council's redesignation of the study area to *Regeneration Areas* informed the scope of work for the *Regeneration Areas* study undertaken over the past two years.

City Planning retained consultants to undertake a detailed planning study to inform the preparation of a development framework for the Mimico-Judson Regeneration Area. The consultant team (Urban Strategies Inc. and HDR Inc.) undertook an independent planning study that included analysis of land use, movement (transportation), urban design and community services and facilities. The consultant team hosted a number of community consultation and stakeholder engagement events as part of their work which included the preparation of development options and scenarios. The preferred development option was subsequently tested by Hemson Consulting Ltd to determine the economic feasibility of the recommendations and to develop an economic strategy for the area. GHD Limited was also retained to provide empirical evidence of noise and vibration impacts of the adjacent road and rail infrastructure.

## **Community Consultation and Stakeholder Input**

Community consultation and stakeholder input has played a significant role in informing the proposed Mimico-Judson Regeneration Areas study. Over the last two years staff and the consultants hosted a number of events applying different consultation formats ranging from traditional community meetings to a Planners in Public Spaces (PiPS) pop up consultation event at the Mimico GO Station as well as numerous individual stakeholder interviews. As part of the Economic Trends and Opportunities Study, City Planning and Economic Development and Culture staff co-hosted an open house with the South

Etobicoke Industrial Employers Association (SEIEA) highlighting South Etobicoke as a premier investment destination.

Overall, five community meetings, fifteen stakeholder meetings, four working group meetings, one PiPS event were held and a survey was conducted via registered mail. In total, over 600 community members and interested stakeholders participated in the study process. In addition, the Mimico-Judson Regeneration Study web page experienced over 3100 views since its creation in 2013. The project website, which contains copies of the final consultant reports and summaries of all community and stakeholder input, can be accessed via the following link:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=b5c8edbc901e4410VgnVCM10000071d60f89RCRD&vgnextchannel=82e352cc66061410VgnVCM10000071d60f89RCRD>

Over the course of the two-year study period, staff and the consultants had the opportunity to meet with, discuss and receive input and feedback from residents, landowners, employers and employees in the area. This feedback and input can be summarized into the following key areas of interest and concern:

- General support for the revitalization and redevelopment of the study lands, provided that landowners wishing to develop their lands have the regulatory flexibility and incentives enabling them to provide minimum employment space;
- Ensure existing businesses can continue their operations in a safe and predictable manner, while attracting complementary businesses to locate in Mimico-Judson;
- Provide attractive and safe pedestrian access to and from the Mimico GO Station;
- Reinforce Mimico as a desirable residential neighbourhood to live;
- Protect existing warehouse character on the east side of Royal York Road;
- Balance the importance of the Metrolinx Willowbrook Yards on the west side of Royal York with development interests;
- Provide pedestrian and cycling connections into and through the study area; and
- Increase community infrastructure, including parks, services and facilities.

## **Key Findings**

Urban Strategies Inc. and HDR Inc. prepared a comprehensive study document related to land use, urban design, community services and facilities and movement. The work also included built form models that illustrated a recommended development framework. This work was supported by additional consultant studies on Economic Trends and Opportunities undertaken by Hemson Consulting Ltd. and a Noise and Vibration Assessment undertaken by GHD Limited. The following summarizes their key findings:

- **Land Use and Urban Design Study**

A mixed use, mid rise community was recommended for the Mimico Triangle with greater heights and densities in tall buildings around the Mimico GO Station. Minimum non-residential densities were recommended to ensure the retention and

enhancement of employment uses. Employment uses only were recommended for the Judson Street frontage based on the Provincial Policy framework and the difficulties in achieving separation and mitigation given the proximity to Willowbrook Yard. The area was intended to be connected to the surrounding areas by a pedestrian and cycling greenway across the study area as well as the extension of Grand Avenue and a new local park.

- **Community Services and Facilities Assessment**

The assessment found that although there is sufficient capacity in local social infrastructure, there is no surplus capacity to accommodate new growth. The Assessment identified priorities and opportunities for new parkland, child care spaces, enhanced community recreation spaces and services for seniors.

- **Movement Study**

The study examined movement scenarios for pedestrians, cyclists and vehicles making recommendations for both automobile and goods movement using the local street network. The analysis also examined the preferred development option recommended by Urban Strategies to find there is little impact to the local road network generated by any increase in residential units. The study recommended that alternative travel modes be encouraged in the study area through the provision of new pedestrian and cycling infrastructure to provide transportation choices.

- **Economic Opportunities and Trends Study**

This work updated the economic and employment profiles for the South Etobicoke employment area and reviewed land use policies relevant to the Mimico-Judson area. The analysis confirmed that a small core area of the Mimico Triangle was growing and seeing reinvestment and should continue to be reserved for employment uses. The study also included the development of high level pro forma alternatives to test the market feasibility of requiring non-residential space in new developments. This analysis demonstrated that grade-oriented non-residential use is feasible and a range of minimum non-residential floor space requirements were recommended based on building type. For tall buildings (greater than 12 storeys), minimum non-residential space was recommended to be 0.5 – 0.7 FSI, for mid-rise the range was 0.45-0.60 FSI and a range of 0.15-0.2 FSI was recommended for townhouse development. These requirements would ensure between 15-20% of new gross floor area would be reserved for employment use.

- **Noise and Vibration Study**

The analysis indicates that the predominant source of noise and vibration in the study area are rail and road traffic and the adjacent rail yard. While the vibration impact is within the acceptable limits, the study area experiences elevated noise levels throughout the day and night. When road traffic decreases during night hours, the Judson Street portion of the study area does not see the same decrease in overnight noise levels as the remainder of the study area because of its proximity to Willowbrook Rail Yard.

Two properties within the study area also contain structures which have potential heritage value. At 49 Judson Street, a large factory and kiln room is located at the rear of the property that was formerly used by the Dominion Abrasive Wheel company circa 1916/1917. A building of a similar era exists at 1 Audley Street in the Mimico Triangle. This building was built in 1917 by Augustine Automatic Rotary Engine Company of Canada and later used by Schindler Company of Canada to produce fishing line. Shindler's company name remains on the south building face and there are three distinctive vertical chimneys. City staff will conduct heritage assessments of these properties to determine if there is potential for inclusion on the City's Heritage Registry.

Based on the consultant work and the extensive input provided through the community engagement process, City Planning staff have prepared a draft Secondary Plan for the Mimico-Judson area to provide a planning framework for growth and change. The proposed Secondary Plan is grounded in the comprehensive analysis undertaken by the consultants and fulfills the direction provided by the Official Plan and outlined by the *Regeneration Areas Studies Status Report* received by City Council in 2014.

## **COMMENTS**

### **Draft Mimico-Judson Secondary Plan**

The fundamental outcome of the Mimico-Judson *Regeneration Areas Study* was that the area continues to exhibit characteristics that support a continued employment function and this function should continue within the Mimico Triangle and along Judson Street. There was also a need to protect for the continued viability and further expansion at Willowbrook Rail Yard given the role it plays supporting key regional transportation priorities. At the same time, it was concluded that there are opportunities to introduce residential uses in certain parts of the Mimico Triangle to capitalize on the proximity of these lands to the Mimico GO Station. With these new uses, it is important to ensure that the evolution of the neighbourhood is supported with hard and soft infrastructure and integrated into the surrounding urban fabric.

To achieve these outcomes, an appropriate policy direction on public realm and transportation improvements, additional community infrastructure and appropriate built form is required. The implications of providing for employment and residential uses in close proximity to each other require clarity and certainty with respect to land use, built form and operational considerations that each use requires to be viable.

This report recommends that a Secondary Plan be considered for adoption as a comprehensive policy direction to put in place a development framework to guide the revitalization of the Mimico-Judson study area. A draft Secondary Plan is included as Attachment 2 to this report. The following sections present a summary of the recommended planning framework of the draft Mimico-Judson Secondary Plan.

## Vision

The draft Mimico-Judson Secondary Plan introduces residential permissions on lands previously designated as *Employment Areas*, with the intent of maintaining the area's historic and existing economic and employment function. The policies contained within the draft Mimico-Judson Secondary Plan are underpinned by four guiding principles:

- i. retain and expand business through land use certainty and flexible mixed use policies;
- ii. unlock underutilized lands for transit supportive mixed use development;
- iii. protect existing operations and future expansion opportunities at Willowbrook Rail Yard; and
- iv. foster a connected and complete community by ensuring the hard and soft infrastructure necessary to support growth is secured.

The Mimico-Judson *Regeneration Areas* study has shown that the area historically has been an employment and economic generator. The draft Secondary Plan envisions the continued retention of this employment function by providing land use certainty for existing key employment clusters within the Secondary Plan area and requiring new mixed use development to incorporate non-residential space through a flexible implementation framework.

Intensifying both residential and employment uses within walking distance of the Mimico GO Station will provide the opportunity for increased transit ridership and decreased auto dependency. The draft Mimico-Judson Secondary Plan provides policy direction that outlines a range of achievable built forms, providing for the highest densities adjacent to the GO Station and lower heights and densities closer to the existing low-rise residential community.

The adjacent rail infrastructure plays and will continue to play, a significant role in the regional transportation plans for the Greater Toronto and Hamilton Area (GTHA). Retaining employment lands along Judson Street applies land use separation as a form of mitigation from impactful uses and ensures existing operations at Willowbrook can continue to operate without causing land use compatibility issues. It also will protect for the future expansion of Metrolinx operations and facilities at this rail yard.

The draft Secondary Plan lays out the transportation and public realm improvements required to connect pedestrians and cycling to and through key destinations in and around the Mimico-Judson area while ensuring goods movement can be facilitated to support local businesses. These connections will help to make Mimico-Judson both connected to, but distinct from, nearby communities and potentially garner private sector investment that can generate residential and additional employment uses.

## Land Use

The Regeneration Area study concluded that successful revitalization of the area would be best supported by clarity in the land use permissions. The draft Secondary Plan proposes that the Judson Street area be designated as *Employment Areas* and lands within the Mimico Triangle be designated as *Employment Areas* and *Mixed Use Areas* as shown in Attachment 2.

SASP 433 and 434 include policy direction on uses in both the Judson Street and Mimico Triangle Areas which have been integrated into the Secondary Plan allowing for the SASPs to be repealed. For the Judson Street area, this would prohibit specific industrial uses consistent with the outcome of the South Etobicoke Employment Area Study and Zoning By-law 339-2012 enacted in 2012. A prohibition on major retail development of 6,000m<sup>2</sup> or greater would also be prohibited in the *Mixed Use Areas* within the Mimico Triangle.

The proposed land uses were derived with input from existing businesses, operators and landowners in the study area and are consistent with the findings of the consultants on the economic potential of the area and the noise and vibration profile. In addition to the proposed designations, Map 35-3 identifies five blocks with more specific policy direction as follows.

**Block "A" lands** – The Block "A" lands are roughly bounded by Newcastle Street to the south, Buckingham Street to the east, Portland Street to the north, and Windsor Street to the west and also includes the property at 66 Newcastle Street.

Block "A" lands referenced as the "Centre Block" support the majority of the employment in the Mimico Triangle Area. The economic analysis of the study area indicated that employment figures have increased in the Centre Block area over the past 10 years. This is also the location of the majority of the recent reinvestment that has occurred in the Study Area. These lands are proposed to be designated *Employment Areas* as recommended by the economic consultant as it provides the best way to foster continued reinvestment in employment uses in the Mimico Triangle. .

**Block "B" lands** – The Block "B" lands are located east and west of Block "A" in the Mimico Triangle. To the west, the Block "B" lands are located between Portland Street and Newcastle Street with the exclusion of 66 Newcastle Street. The easterly Block "B" lands are bounded by Portland Street, Buckingham Street, Newcastle Street and Audley Street.

Block "B" lands flank the proposed *Employment Areas* designation in Block "A". Where sensitive land uses, such as residential are proposed on Block "B" lands, mitigation may be required to address any impact from the adjacent employment uses including noise, traffic and odour. The mitigation requirement would be borne by the proponent of any new sensitive land uses who must demonstrate how new sensitive uses will meet or exceed land use compatibility requirements set out in the Provincial planning framework.

Block "B" lands are also proposed to be subject to policies requiring a "net gain" of employment space to provide opportunities to grow employment in the Secondary Plan area. The draft Secondary Plan proposes that all new development within Block "B" provide a minimum of non-residential floor space index (FSI) of 0.45 where a mid-rise building is proposed or 0.15 FSI if a townhouse building is proposed. This non-residential floor area could be integrated into new development or reserved within the block as a stand-alone building. This minimum requirement was tested by consultants through the economic potential analysis and was shown as a viable minimum that could be accommodated in the redevelopment of these *Mixed Use Areas* sites. To allow greater flexibility in implementation, the minimum FSI can be accommodated at the scale of the block which will encourage land owners to work together to achieve a comprehensive redevelopment scheme.

**Block "C" lands** – The Block "C" lands are two triangular shaped areas in the Mimico Triangle generally bound by the Mimico GO Station and rail corridor to the south, Newcastle Street and Portland Street to the north, and Windsor Street and Audley Street to the west and are proposed to be designated *Mixed Use Areas*. As with Block "B" lands, new development on Block "C" lands are proposed to be subject to a "net gain" of employment policy with a minimum non-residential floor space index (FSI) requirement of 0.5 for proposals in the portion of the block where tall buildings are permitted, and 0.45 FSI for the portion of the Block where mid-rise is the building type provided for. Non-residential floor space could be integrated into the development or as a stand-alone building within the Block. This minimum density was determined through the consultant's analysis. Greater flexibility is again provided to implement this at a block-level scale.

**Block "D" lands** – The Block "D" lands include all the lands within the Judson Street area, bound by the rail yard to the south, Judson Street to the north, Royal York Road to the east and Willowbrook Road to the west. Only employment uses will be provided for on Block "D" lands, and these uses must be compatible with the existing established residential community north of Judson Street and protect and support the long term operation and economic role of the Willowbrook Rail Yard.

The presence of the rail yard and its related activities has specific impact on the Block "D" lands. The Noise and Vibration Study provided evidence that receptors on the Judson Street lands continued to experience elevated nighttime noise levels due to ongoing rail activity at Willowbrook, specifically related to trains returning for overnight maintenance and refuelling between 1:00 a.m. and 4:00 a.m.

The planning consultants concluded that the introduction of sensitive uses, even with a mitigation strategy, could create incompatibility issues that would potentially constrain the long term viability of the rail yard and undermine the policy objectives of the PPS, Growth Plan and the Official Plan. The importance of the rail yard was underscored by the economic potential consultants who stressed the importance of the yard to not only the local economy but the regional economy. The *Employment Areas* designation and specific development criteria respond to the policy framework and analysis undertaken



through this study process and ensures long term compatibility of the rail yard with surrounding uses. These measures also addresses concerns raised by local residents and by Metrolinx (Attachment 3).

## **Economic Revitalization**

The Economic Trends and Opportunity study findings identified the relative strengths of the area that support thriving businesses and that Mimico-Judson enjoys locational attributes which could continue to support an economic role in the City including proximity to downtown markets and transportation infrastructure. Feedback and input from the community engagement events indicated support for a continued economic function to ensure a true mixed use community should residential uses be introduced into the Mimico-Judson area as part of a broader revitalization and vision. The draft Secondary Plan proposes a multi-faceted approach to retain and expand employment uses, while providing amenity to the area that supports their operations. This approach will continue to support the economic role of the area as it evolves into a mixed use community and implements the findings of the consultant teams which are reinforced by input from local business owners and operators.

**Business Retention** - The goal of business retention is achieved by providing land use designations and associated policies for *Employment Areas* and *Mixed Use Areas* for the proposed Secondary Plan.

The “Centre Block” or Block “A” lands were identified as housing a stable number of jobs that has increased within the draft Secondary Plan area. Stakeholder interviews confirmed that businesses continue to invest in their properties and operations and wish to remain in Mimico-Judson, given the area’s location and access to major transportation routes. The draft Secondary Plan recommends policies that are intended to provide businesses a level of land use certainty and ensure nearby developments proposing sensitive land uses are designed to mitigate any impacts. The intensification of adjacent sites with residential uses provided for by the draft Secondary Plan should be accompanied with an obligation to mitigate from existing and future impacts on existing employment uses. This balanced approach provides a degree of flexibility that did not previously exist when the entire area was designated *Employment Areas*.

**Employment Growth** - A minimum amount of non-residential floor space is required by the draft Secondary Plan within new development in Mixed Use Areas to enhance the area's economic function by providing for additional businesses and services to locate in the Mimico-Judson area.

The draft Secondary Plan implements the findings of the Economic Trends and Opportunities Study which, through high level pro forma analysis, demonstrated that the provision of non-residential gross floor area in development proposed with residential uses is viable, particularly in the base of larger buildings. However, the consultants concluded that given the type of non-residential space that could be in demand, stand-alone non-residential buildings should be encouraged, where possible, to meet the

minimum non-residential requirements and perhaps combined with other non-residential requirements from other developments to achieve the growth of employment space intended. The draft Secondary Plan policies provide for such an arrangement with off-site provision of non-residential gross floor area allowed at the block level within the Secondary Plan area to give landowners who wish to develop their lands the flexibility to work with each other to help implement this vision.

**Role of GO Transit** - The Mimico GO Station provides access to higher-order transit within walking distance and presents the opportunity for future businesses and offices to locate within the draft Secondary Plan area. This may, in turn, play a role in decreasing commuting times within the GTA particularly as the implementation of Regional Express Rail improves transit service to this local station. Stakeholder interviews confirmed that proximity to the GO Station played a role in the decision to relocate into the area, including a recent building renovation that will provide additional office space for a firm employing approximately 30 professionals within the Block "A" lands. The draft Secondary Plan policies enable continued business investment, while providing a balance of residential development opportunities that did not previously exist.

**Goods Movement** - Prioritizing public realm improvements and connections into the surrounding area will establish a clear structure and order to the street network for both residential and non-residential use. Specifically, the draft Secondary Plan identifies street segments that would prioritize goods movement to service the Block "A" lands and accompanying pedestrian priority areas to reduce potential conflicts between vehicular and pedestrian movements through the study area.

## **Public Realm**

Throughout the study process, the public and business owners expressed concern over the lack of pedestrian amenity throughout the area. The draft Secondary Plan policies are intended to provide policy and urban design direction for future and existing streets, parks and other publicly owned or publicly accessible land. A vibrant public realm will underpin civic life in the Mimico-Judson area and also introduce an organization and structure that will reduce potential conflicts with the business operations by providing pedestrians and cyclists with defined safe places to move through the Mimico-Judson area. Map 35-2 (Structure Plan) and 35-4 (Public Realm) of the draft Secondary Plan identify the key proposed public realm improvements which are summarized as follows:

- a) **A New Public Park** - As the residential and employee population within the Secondary Plan area increases over time, a new park will be required to support this growth and provide the necessary local green space for outdoor passive and active recreation, including dog-walking, eating lunch outside or reading a book. Map 35-4 Public Realm Plan identifies the lands within Block "B" as the recommended location for a new public park. This location is centrally located within the Mimico Triangle where residential uses are proposed to be permitted and where there can be a direct connection established to the proposed Mimico-Judson Greenway linking with other larger public parks in the surrounding

community (Grand Avenue Park and Ourland Park). The draft Secondary Plan proposes that the new public park will be secured as redevelopment occurs through a combination of land dedication and cash-in-lieu contributions. Design and programming principles would be identified as part of the Mimico-Judson Urban Design Guidelines, with detailed work undertaken closer to the time of park development.

- b) **The Mimico-Judson Greenway** - Grand Avenue Park to the east of the Secondary Plan area and Ourland Park to the west serve as community “anchors” on either end of the Mimico-Judson Secondary Plan area. There is an opportunity to connect these two large public parks to Coronation Park, Mimico GO Station and the new public park within the Secondary Plan Area through the introduction of a linear greenway through the Secondary Plan area. The greenway is proposed to be approximately 10 metres wide in most portions through the Mimico Triangle and would include a shared pedestrian and cycling trail with integrated landscape features providing for continuous connections through the Secondary Plan area between Grand Avenue Park and Ourland Park along an extension of Grand Avenue, over Royal York Road and along the south side of Judson Street. The proposed greenway supports the vision of connecting and integrating with the surrounding community.
- c) **Building Setbacks** - The draft Secondary Plan policies set out public realm improvements to reduce pedestrian and vehicle conflict to ensure businesses can continue to safely operate. In addition, the built form policies propose a minimum building setback on lands designated *Mixed Use Areas* that front onto streets with an opposite fronting *Employment Areas* designation. This will support and direct pedestrian activity to the *Mixed Use Areas* side of the street and provide for loading and truck movements to be prioritized on the *Employment Areas* side of the street. This applies primarily to Block "B" sites. Similarly, minimum building setbacks from Judson Street are proposed for lands in Block "D" to support the implementation of the Mimico-Judson Greenway through this part of the Secondary Plan area.
- d) **Pedestrian / Cyclist Bridge over Royal York Road** - Pedestrian access to and from Mimico GO Station to Judson Street is limited to crosswalks located at Newcastle Street, 150 metres north of the station and the intersection of Judson Street and Royal York Road. Although the western access to the station and Judson Street generally align, grade-related crossings cannot be located any closer because of safety issues presented by the change in grade as Royal York Road passes below the rail corridor. As a result, many commuters and Metrolinx employees cross Royal York Road between Judson Street and the western access without the benefit of a protected crosswalk. This was identified through the engagement process as a serious safety concern.

To address this issue, and further the connectivity between the two portions of the draft Secondary Plan area, the draft policies recommends a pedestrian and cycling bridge be

constructed over Royal York Road connected to, or integrated with, the existing rail overpass which is wholly owned by Metrolinx. Capital improvements to the bridge and station are forthcoming and Metrolinx has indicated it would explore with City staff the ability to provide this connection that forms a crucial link in the Mimico-Judson Greenway.

## **Movement**

The movement study undertaken by the consultant team provides a basis for the draft Secondary Plan recommendations for a movement strategy that strikes a balance between encouraging safe pedestrian connections to the Mimico GO Station, while minimizing conflicts with goods movement necessary to service employment uses in the area. Map 35-5 (Movement Strategy) of the draft Secondary Plan identifies the key recommended movement improvements.

- a) **Grand Avenue Extension** – The draft Secondary Plan proposes to extend Grand Avenue from its existing terminus at Portland Street south east along the rail corridor to connect with Newcastle Street at Audley Street. The proposed extension falls within the 30m setback required for buildings from the rail corridor and gives development frontage to lands on the interior of the block. The planned right-of-way for the Grand Avenue extension would accommodate the proposed Mimico-Judson Greenway, a public street and facilitate an alternate and more direct route to the Mimico GO Station for pedestrians, cyclists and vehicles. If implemented, the proposed extension would also allow for the opportunity to re-direct the existing TTC Royal York bus from its existing route along Portland Street to Newcastle Street to the Mimico GO Station which could facilitate an improved and connection between transit systems. TTC will continue to monitor its operations and would make service adjustments as opportunities present themselves.
- b) **Active Transportation** - With the introduction of new residents into the Secondary Plan area and continued growth in the larger Mimico community, the draft Secondary Plan policies prioritize pedestrian and cyclist movement through the area. Map 35-5 identifies blocks that would have pedestrian priority to be achieved through a combination of required minimum building setbacks and public realm improvements. The intended outcome is to direct pedestrians to a safe walking environment, while allowing the goods movement and loading to occur on employment lands on the opposite side of the street with minimal conflict.

The proposed separated bicycle path within the Mimico-Judson Greenway would represent a significant cycling infrastructure improvement in the area, providing for safe movement and connections through the Secondary Plan area. Other recommended improvements include clearly marked and separated bicycle lanes as well as "sharrow" lanes will provide cyclists and motorists sufficient road space to travel through the area safely.

In conjunction with new developments, the draft Secondary Plan policies also encourage increased bicycle parking throughout the area. The draft Secondary Plan policies recommend that Mimico GO Station should be a priority for Bike Share Toronto as it expands beyond the downtown given the potential linkages from the GO Station to nearby destinations such as public parks in the area and further south in Mimico-by-the-Lake.

- c) **Goods Movement and Loading** - Manufacturing and transporting goods into and out of the Secondary Plan area is a key component to ensuring the area's long-term economic prosperity. The draft Secondary Plan Map 35-5 identifies a Loading and Goods Movement Priority route that is intended to direct goods movement into and out of the Secondary Plan area. Adequate signage and wayfinding would be introduced on the route to inform and communicate to pedestrians the priority status for truck movement. In conjunction with the recommended pedestrian priority paths, loading and goods movement priority routes will play a role in minimizing and reducing the conflict that pedestrians and vehicles experience today. Amendments to the current regulatory signage prohibit truck movements would require further investigation by Transportation Services and adoption by Community Council.

## **Built Form**

The draft Secondary Plan sets out built form policies that are focused on extending the existing residential area into the Secondary Plan area with context-based intensification. The range of building heights and densities recommended in the draft Secondary Plan were developed by the consultants and were refined through community engagement and further testing by City staff as it relates to shadow and overlook impact. To support and guide the implementation of the draft Secondary Plan policy framework, this report recommends City Council request staff to develop Urban Design Guidelines for the study area. Map 35-6 lays out the proposed heights and densities to provide for contextually sensitive redevelopment of lands within the Secondary Plan area.

- a) **Height and Density** – The *Employment Areas* designated lands (Blocks "A" and "D") are proposed to have a maximum building height of 4 storeys. The proposed Secondary Plan provides for heights appropriate to the scale of the area while providing flexibility necessary for employment uses to thrive. Within Block "D", development will not exceed 4 storeys in height and will be set back 7.5 metres to ensure landscaping and support the implementation of the Mimico-Judson Greenway.

The *Mixed Use Areas* designated lands in Block "B" provides for a predominantly mid-rise built form, a typology which provides for the flexibility to provide both residential and non-residential uses within the same footprint or on the same block. Building heights within Block "B" are generally to be up to 8 storeys in height. The opportunity for additional height of up to 12 storeys in the interior of

the eastern Block "B" lands may be permitted without amendment to the Secondary Plan subject to appropriate massing and articulation step backs from the street and fit within the context of other development within the block. This additional height will also need to ensure it can be accommodated without any shadow impact on lands designated *Neighbourhoods* north of Portland Street or the future public park within Block "B". To further ensure this transition, height is limited to 6 storeys for lands on the south side of Portland Street.

The draft Secondary Plan policies provide for the greatest heights and densities on the *Mixed Use Areas* designated lands in Block "C" adjacent to Mimico GO Station. The size and dimension of these lands allow for a minimum 30 metre separation distance to be provided from the rail corridor as outlined in the FCM-RAC Rail Proximity Guidelines and is consistent with Provincial Policy and Official Plan objectives for transit oriented development while recognizing the 27 storey building under development at 327 Royal York Road. Maximum building heights on this block are proposed to be no greater than 30 storeys provided the development conforms to the City's Design Guidelines for Tall Buildings and have a maximum base building height of 4 storeys to relate to the height of the existing townhouse development west of Windsor Street. The draft policies for the remainder of the Block "C" lands would provide for a mid-rise built form to a maximum of 6-8 storeys.

- b) **Transition in Scale** – Notwithstanding the maximum heights outline above, development within the Secondary Plan area will need to provide a transition in scale to the existing and planned context and be articulated at an appropriate scale to support the public realm. As indicated on Map 35-6 of the draft Secondary Plan, heights generally step down from the lands immediately adjacent to Mimico GO Station northerly towards lands designated *Neighbourhoods* north of Portland Street.

When lands are proposed to be developed with residential uses, the draft Secondary Plan provides for a height of four storeys along public streets before stepping back to taller heights that may be provided for. This is intended to ensure development is of an appropriate scale to support the public realm within the Mimico Triangle. Across the Secondary Plan area, this four storey base relates to existing low-rise development at Newcastle Street and Windsor Street and the existing low scale *Neighbourhoods* north of Portland Street as well as the low scale employment uses in Block A.

- c) **Character** - Throughout the consultation process, there was support for new development to continue to recognize and enhance the industrial and warehouse character if new uses were to be introduced east of Royal York Road. The mid-rise and tall buildings provided for provide this opportunity for warehouse district and flexible typologies suitable for residential and employment uses. Urban Design Guidelines for Mimico-Judson will introduce key ideas related to materials and form that will further this warehouse character.

## **Livability**

The introduction of residential uses into the Mimico-Judson Secondary Plan area will require a strategy for securing supporting community services and facilities, housing and parks that will support quality of life and will be key in creating a new identity for the neighbourhood.

The planning consultants retained by the City identified a need for a number of facility or service upgrades that will be necessary as the Secondary Plan area intensifies, including: additional childcare spaces; enhanced community recreation spaces; additional support services for seniors, parkland and enhancement or expansion at the Mimico Centennial Library.

To address this, the draft Secondary Plan provides for the adaptive reuse of the Lakeshore Mimico Lawn Bowling Club within Coronation Park. A renewed facility can be programmed with services to address existing and emerging community needs. The proposed policy framework also seeks to secure a neighbourhood scale park within the Secondary Plan area through the dedication of lands through the redevelopment process. This new open space will support the residential uses introduced into the Mimico-Judson area as it redevelops and provide a key public space in the public realm structure of the Secondary Plan for both residents and employees.

In addition to services and parkland, a broad range of unit types, tenure and affordability is also encouraged by the draft Secondary Plan with a provision for a minimum of fifty percent of all new residential units in *Mixed Use Areas* to have three or more bedrooms. New affordable rental and ownership housing is encouraged with a focus on the provision of affordable studio space as a way to support the policy intent of the draft Secondary Plan to enhance employment opportunities within Mimico-Judson, and supporting the area's arts community through the provision of flexible and affordable studio spaces. A monitoring program will be put in place that will regularly provide City Council with an update on any additional services necessary to serve the residents and employees in the Secondary Plan area.

## **Environmental**

The draft Secondary Plan policies are intended to preserve and enhance employment uses, while requiring new sensitive uses to not encroach in such a way that would hinder their continued operations. The noise report prepared in support of the *Regeneration Areas* study identifies road and rail noise as the predominant sources of noise, with rail traffic and the activity of the rail yard being particularly dominant during night time periods.

New residential uses must consider the existing elevated noise levels within the Mimico-Judson area. Proponents of residential development where it is proposed to be permitted area must demonstrate compatibility through appropriate design, buffering or separation from noise sources to prevent or mitigate adverse impacts from these contaminants on

occupants of the new development and lessen complaints and their potential costs to existing businesses.

A legacy of the industrial history of the Mimico-Judson Secondary Plan area is the potential for contaminated soil or other environmental concerns. The proponents of residential development will be required to demonstrate that the lands are suitable for occupancy with sensitive uses. In addition, all lands conveyed to the City for parks or road purposes shall be conveyed free and clear of encumbrances with all contamination issues resolved to the satisfaction of the City.

## **Implementation Tools**

**Detailed Block Plans** - The intensification of residential land uses on some lands within the Mimico-Judson Area will be required to deliver key pieces of neighbourhood infrastructure necessary to fulfill the objectives of the proposed Secondary Plan. An implementation strategy outlined in the policy framework ensures the timely delivery of important structural elements of the Secondary Plan through appropriate tools provided under the *Planning Act* to manage and implement change over the short, medium and long terms.

Central to the implementation strategy is the creation and evaluation of a Detailed Block plan for areas of the draft Secondary Plan where residential uses are provided for. Through the rezoning process, landowners would be required to submit a Detailed Block Plan to be reviewed for conformity with the proposed Secondary Plan policies and forthcoming Urban Design Guidelines.

The Detailed Block Plan will encompass the entire block within which redevelopment of residential uses is proposed. Regardless of ownership patterns, landowners are encouraged to collaborate on the preparation and submission of the required Detailed Block Plans and demonstrate how their proposals will meet key pieces of the development framework including the provision of minimum non-residential floor area. The Detailed Block Plans would be endorsed by City Council and will form a basis for the review and approval of all development applications within the area of the approved Block.

All submitted Detailed Block Plans will demonstrate appropriate built form options for the entire block, as well as areas appropriate for the provision of required non-residential uses, public realm improvements, access, parking and loading arrangements, as well as opportunities for affordable housing or studio space in accordance with the policies of the proposed Secondary Plan. Detailed Block Plans for Block "B" will include the location of a public park, while those submitted for Block "C" will demonstrate lands required to be conveyed to the City to implement the future Grand Avenue Extension. Endorsed Detailed Block Plans will also form the basis for implementing Zoning By-laws.

**Urban Design Guidelines** - This report recommends that City Council direct staff to bring forward for adoption the Mimico-Judson Urban Design Guideline to support the



implementation of the proposed Secondary Plan. The Guidelines will establish a context for co-ordinated development and will address provisions related to public realm and streetscape, built form, character and other issues key to the Secondary Plan Vision of a complete community.

**Other Implementation Tools** - Other key elements of the implementation strategy of the Mimico-Judson Secondary Plan are provisions related to the establishment of a Community Improvement Plan pursuant Section 28 of the *Planning Act*. The Plan could address issues related to infrastructure, streetscape and housing and could include incentive based programs to encourage employment uses and remediation. The Secondary Plan provides for Agreements pursuant to Section 37 of the *Planning Act* to secure community benefits, specifically non-profit community space, affordable studio space for artists and community gardening infrastructure, in return for increases in height or density. Provisions are also included in the Secondary Plan requiring lands to be conveyed for the Grand Avenue Extension via approval by the City of a Plan of Subdivision pursuant to Section 52 of the *Planning Act*. Similarly, holding provisions are also provided for if necessary to ensure orderly development and that buildings not occur prior to the provision of key pieces of infrastructure.

## CONCLUSION

The draft Mimico-Judson Secondary Plan is the outcome of a broad and comprehensive *Regeneration Areas* Study for lands in the vicinity of Mimico GO Station and along Judson Street in South Etobicoke. Detailed analysis of the area has been undertaken by a consultant team informed by extensive consultations with a variety of stakeholders and staff input through a process which has been inclusive and acknowledges the wide range of opinions brought forward. Issues and matters identified have been comprehensively and collaboratively addressed to ensure the long term vision for the Mimico-Judson area balances Provincial and City-wide policy goals with neighbourhood interests. The land use designations and development framework within the draft Secondary Plan are recommended after consideration of the applicable Provincial policy framework expressed through the Provincial Policy Statement and Growth Plan, as well the Official Plan.

The draft Secondary Plan proposes a vision and policy framework that seeks to create a place that is connected to, but distinct from nearby areas and which will encourage investment in employment uses that will be fostered by land-use certainty. The draft Secondary Plan policies will serve to protect the long term viability of the adjacent Willowbrook Yards and Maintenance Facility and the crucial role it plays in the delivery of regional transportation service within the Greater Toronto and Hamilton Area. The draft Secondary Plan also provides the policy framework to unlock underutilized lands enabling a new neighbourhood to emerge that will leverage the presence of Mimico GO Station to support transit oriented redevelopment at appropriate heights and densities. The recommended policies also provide for much needed connections and public realm improvements to the station for areas that lie beyond the boundaries of the proposed Secondary Plan.

These goals will be accomplished while ensuring the long term viability of employment opportunities ensuring the area's economic role as an investment destination will continue. The policy framework outlined in the draft Secondary Plan is a balanced and comprehensive approach to the unique opportunities and challenges presented in the Mimico-Judson area.

Staff recommend that the draft Mimico-Judson Secondary Plan be distributed to the public and that a Statutory Public Meeting under the *Planning Act* be scheduled to consider the proposed Mimico-Judson Secondary Plan at the February 2016 meeting of the Planning and Growth Management Committee.

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## SIGNATURE

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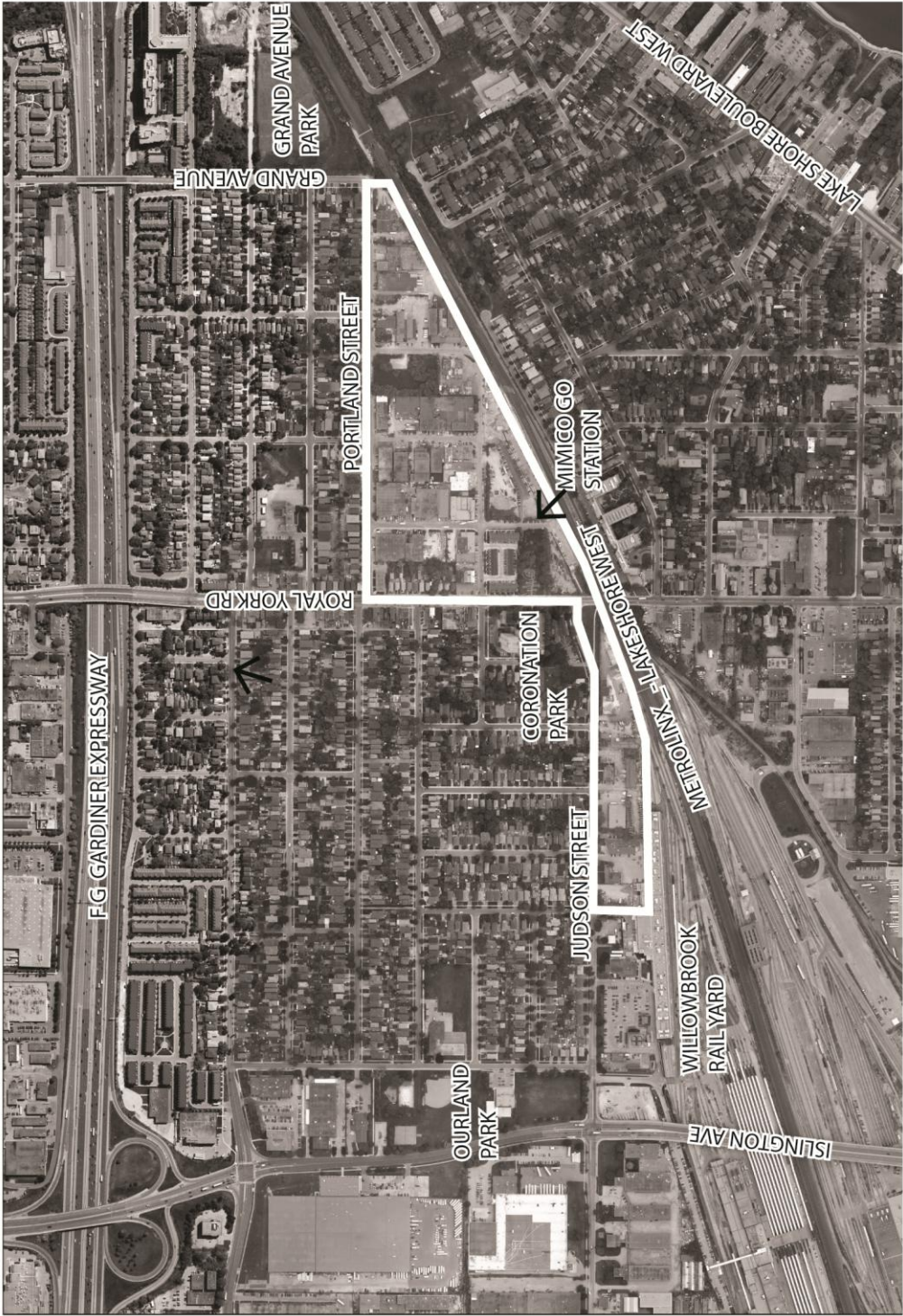
Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director,  
City Planning Division

## ATTACHMENTS

Attachment 1: Context Plan  
Attachment 2: Draft Official Plan Amendment No. 331(Mimico-Judson Secondary Plan)  
Attachment 3: Metrolinx letter (dated: August 8, 2015)  
Attachment 4: Mimico-Judson Business Case Studies

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Attachment 1: Context Plan



Mimico Judson Secondary Plan

Context Plan

Not to Scale  
October 2015

**Attachment 2: Draft Official Plan Amendment 331  
(Mimico-Judson Secondary Plan)**

Authority: Planning and Growth Management Committee Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

**CITY OF TORONTO**

**Bill No. ~**

**BY-LAW No. ~-20~**

**To adopt the Mimico-Judson Secondary Plan as Amendment No. 331 to the Official Plan of the City of Toronto**

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto enacts as follows:

1. The attached Amendment No. 331 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY,  
Mayor

ULLI S. WATKISS,  
City Clerk

(Corporate Seal)

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**DRAFT AMENDMENT No. 331 TO THE OFFICIAL PLAN**  
**Mimico-Judson Secondary Plan**

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The Official Plan of the City of Toronto is Amended As Follows:

1. Map 15, Land Use Plan is amended by re-designating parts of the lands in the Mimico-Judson Secondary Plan Area shown in Map 35-3, attached hereto as follows:
  - a. *Regeneration Areas* to *Employment Areas*
  - b. *Regeneration Areas* to *Mixed Use Areas*
2. Chapter 6 is amended by adding Section 35, the Mimico-Judson Secondary Plan, attached hereto as Schedule II.
3. Schedule 2 of the Official Plan, The Designation of Planned but Unbuilt Roads, is amended by adding the following planned but unbuilt roads:

<b>Street Name</b>	<b>From</b>	<b>To</b>
Grand Avenue (extension)	Grand Avenue terminus at Portland Street	Newcastle Street and Audley Street

## **Schedule II: Mimico-Judson Secondary Plan**

### **1. VISION**

The Mimico-Judson Secondary Plan area is located in South Etobicoke, north of the Metrolinx Rail Corridor and generally bisected by Royal York Road as illustrated on Map 35-1. The Secondary Plan is comprised of two distinct areas: The Judson Area west of Royal York Road, and the Mimico Triangle Area east of Royal York Road.

The Secondary Plan Area is within and at the eastern edge of the South Etobicoke Employment District and has supported employment uses for a number of years. The rail corridor has been a structural feature as residential neighbourhoods were developed on lands surrounding the Secondary Plan area north of Judson Street and Portland Street and south of the rail corridor. The Willowbrook Rail Maintenance Facility is a major transportation facility operated by Metrolinx immediately south of the Judson Area and is integral to the delivery of regional transit service in the Greater Toronto and Hamilton Area.

As part of the 2013 Municipal Comprehensive Review of Employment Lands, City Council identified the Mimico-Judson area as one in need of revitalization. The Mimico-Judson Secondary Plan introduces residential permissions on certain lands previously designated as *Employment Areas*, with the intent of maintaining the area's historic economic and employment function through a development framework to help direct the intended revitalization. The policies contained within the draft Mimico-Judson Secondary Plan are rooted in four guiding principles. These guiding principles provide the intent and summarize the rationale for the implementing policies.

#### **i. Retain and expand business through land use certainty and flexible mixed use regeneration**

The Mimico-Judson Secondary Plan continues to protect the area's economic function by providing land use certainty for businesses who wish to continue their operations in the area and requiring that all new development in *Mixed Use Areas* include an employment component either on-site or within the same block.

#### **ii. Unlock underutilized lands for transit supportive mixed use development;**

Intensifying both residential and employment uses in the Mimico Triangle within walking distance of the Mimico GO Station leverages the presence of existing transit infrastructure to balance transportation choices for new residents and employees. The Mimico-Judson Secondary Plan provides development guidance that outlines a range of achievable built form, with taller buildings provided for are next to the GO Station that transition to lower scale buildings adjacent to the existing low-rise residential community north of Portland Street.

**iii. Protect and support existing operations and future expansion opportunities at Willowbrook Rail Maintenance Facility; and**

The Willowbrook Rail Maintenance Facility plays - and will continue to play - a crucial role in Metrolinx's future plans to expand GO Train service throughout the Greater Toronto and Hamilton Area. Retaining lands adjacent to the yard for employment uses applies land use separation as form of mitigation from impacts that may be generated by this rail yard. This separation protects for future expansion of Metrolinx operations, while ensuring that the lands act as a buffer between the yards and the existing established neighbourhood to the north and making sure that current operations at Willowbrook can continue without causing land use compatibility issues.

**iv. Foster a connected and complete community.**

The Mimico-Judson Secondary Plan provides policy guidance to achieve a complete community where it is possible for people to live, work and undertake activities of daily life within walking distance to higher order transit. An extension to Grand Avenue creates development frontage, while at the same time accommodating the necessary 30-metre setback from the rail corridor. The Mimico-Judson Greenway, cycle/pedestrian overpass and the extension are three major public investments that will help to provide the necessary infrastructure to integrate Mimico-Judson into the larger South Etobicoke area. These connections will help to make Mimico-Judson a neighbourhood connected to, but distinct from, nearby communities.

**Policies**

- 1.1. A net gain of employment uses is required across the Secondary Plan area through the retention of existing employment functions and the replacement or retention of employment uses with redevelopment that will ensure that Secondary Plan area remains a viable place for existing and future businesses.
- 1.2. The policies of the Secondary Plan support the Vision as expressed by the Structure Plan illustrated on Map 35-2. The Structure Plan consists of Community Anchors and Connectors (listed below). The anchors are fixed elements that any plans for change need to consider and strengthen; whereas the connectors provide physical links between places that were not directly connected to each other.
  - a) *Mimico-Judson Greenway*: a pedestrian and cycling connection through the Secondary Plan area between Ourland Park and Grand Avenue Park (refer to Policies 4.2, 4.3, 5.9);
  - b) *Grand Avenue Extension*: a street extension that runs along the rail corridor and expands the street network for access to development blocks and improved mobility towards Mimico GO Station (refer to Policies 5.2, 5.3, 5.4).
  - c) *Pedestrian / Cyclist Overpass*: a pedestrian and cycling overpass will provide safe and direct access over Royal York Road (refer to Policy 5.9);

- d) *Christ Church Cemetery and Coronation Park*: two existing green spaces form part of the open space network (refer to Policy 4.3);
- e) *Mimico GO Station*: is a focal point for the commuters (refer to Policies 5.5, 5.8); and
- f) *Willowbrook Yard*: is a Provincially significant transportation maintenance yard and facility (refer to Policies 2.6.b).
- g) *New public park*: is intended to accommodate existing and future residents, along with area employees (refer to Policies 7.4, 7.5, 7.6, 7.7).

1.3. Map 35-3 identifies a number of sub-areas within the Secondary Plan:

- a) "Block A" is intended to be reserved for employment purposes within the Mimico Triangle.
- b) "Block B" are lands within the Mimico Triangle where additional uses may be permitted subject to development criteria that ensures compatibility between uses found in Block "A".
- c) "Block C" is made up of two triangular shaped blocks within the Mimico Triangle area where land use permissions must be balanced with the proximity to the rail corridor and other development criteria.
- d) "Block D" are the lands within the Judson Area that are intended for employment purposes that area compatible with adjacent land uses.

## 2. LAND USE

The land use strategy for the Mimico-Judson Secondary Plan provides a framework for employment and residential uses to be divided into sub-areas to achieve a balance between compatible land uses that create a dynamic place to live, work, learn and play.

### Policies

- 2.1. Land use designations in the Mimico-Judson Secondary Plan are shown on Map 35-3. The land use policies and development criteria of the Official Plan apply subject to the following policies of this Secondary Plan. In the event of a conflict, the policies of this Secondary Plan shall prevail.
- 2.2. Existing uses lawfully established at the time of the enactment of this Secondary Plan are permitted to continue. New non-industrial development will be required to address impacts on existing employment uses.

### **Mimico Triangle (Blocks "A", "B", and "C")**

- 2.3. Lands identified on Map 35-3 as "Block A" are designated *Employment Areas*.
- 2.4. Lands identified on Map 35-3 as "Block B" are designated *Mixed Use Areas*.
- 2.5. Lands identified on Map 35-3 as "Block C" are designated *Mixed Use Areas*.



- 2.6. To achieve transition and provide for compatibility between lands designated *Employment Areas* and lands designated *Mixed Use Areas*, development with residential uses are subject to the following development criteria:
- a) Any sensitive uses proposed are to demonstrate compatibility with operating or permitted employment uses within "Block A";
  - b) The costs of any compatibility studies and mitigation measures shall be borne by the developer of the new residential or other sensitive land uses;
  - c) Any development containing residential uses shall be set back a minimum of 30m from the rail corridor to the south and provide appropriate mitigation and safety features as required.

### **Judson Street Area (Block "D")**

- 2.7. Lands identified on Map 35-3 as "Block D" are designated *Employment Areas* and are intended for employment purposes and shall:
- a) Be compatible with, and have regard for, the existing established residential community to the north; and
  - b) Support and protect the long-term operation and economic role of the Metrolinx Willowbrook Yard, which is considered major transportation infrastructure under the Provincial Policy Statement, 2014 and the Growth Plan for the Greater Golden Horseshoe.
- 2.8 The following uses are prohibited throughout the Mimico-Judson secondary Plan area:
- a) Major retail developments with over 6,000 square metres or more of retail gross floor area;
  - b) Heavy manufacturing uses;
  - c) Crude petroleum oil or coal refinery;
  - d) Ammunition firearms or firework factory;
  - e) Concrete batching plant;
  - f) Primary processing of limestone or gypsum; and
  - g) Asphalt Plant.

## **3. ECONOMIC REVITALIZATION**

The Mimico-Judson Secondary Plan area will seek a net gain of employment space in the area to continue the area's economic function, leveraging the area's proximity to the downtown, the Gardiner Expressway and the South Etobicoke Employment Area.

### **Policies**

- 3.1. City Council's decisions within the Mimico-Judson Secondary Plan Area will promote a positive and supportive business and investment climate that can lead

firms to be more successful, which translates into increased sales, market share and expansion and employment growth.

- 3.2. The development of vacant lands and the adaptive reuse of buildings for employment purposes are strongly encouraged.

### **Business Expansion and Amenity**

- 3.3. Development of lands with residential uses where they are provided for by this Secondary Plan shall provide a minimum gross floor area for non-residential based on the type of building proposed as follows:
  - a) Tall buildings (greater than 12 storeys) – Minimum 0.5 FSI
  - b) Mid-rise buildings (4 – 12 storeys) – Minimum 0.45 FSI
  - c) Townhouses or low rise buildings (less than 4 storeys) – Minimum 0.15 FSI
- 3.4. Non-residential floor area provided in accordance with Policy 3.3 shall be provided within a development containing residential uses or within the block where the development is proposed.
- 3.5. Non-residential floor area provided in accordance with Policy 3.3 may be consolidated within a block as a stand-alone building provided to be developed concurrently with the residential component of the development scheme. This non-residential use secured shall be required to be replaced with a net gain of space in accordance with this Secondary Plan in the event that the stand-alone building is proposed to be redeveloped with residential uses.
- 3.6. Uses that provide amenities for future and existing employees are encouraged throughout the Mimico-Judson Secondary Plan Area to create an attractive work environment and to support the existing employment function.
- 3.7. The Mimico-Judson Secondary Plan Area will be enhanced to ensure it is attractive and functions well, through investments in key infrastructure outlined in the Secondary Plan to support current and future needs, and facilitating investment through special tools, incentives including tax incentives, and other programs or partnerships.

## **4. PUBLIC REALM**

The public realm is made up of streets, parks and other publicly owned or publicly accessible private lands. The public realm supports a number of key place making objectives of the Secondary Plan, but also creates opportunities to move and connect important destinations internal and external to the Secondary Plan Area. A vibrant public realm will underpin civic life in the Mimico-Judson Area but also work to reduce potential conflicts with the economic functions by providing pedestrians and cyclists with defined safe places to move through the Secondary Plan area.

## **Policies**

- 4.1. The structure of the Public Realm is shown on the Public Realm Structure Plan illustrated as Map 35-4.
- 4.2. Organizing movement and prioritizing pedestrian movements throughout the Secondary Plan area is a key objective to ensure safety and minimizing conflicts between pedestrians and vehicles.
- 4.3. The Grand Avenue extension is a Key Connector which includes a portion of the Mimico-Judson Greenway that will extend the public street network to provide an integrated network of routes for pedestrians to safely access the Mimico GO Station and other destinations within the Mimico-Judson Secondary Plan Area.
- 4.4. The Mimico-Judson Greenway will be a shared pedestrian and cycling trail with integrated landscape features that will provide direct and safe connections through the Secondary Plan Area between Grand Avenue Park to the east and Ourland Park to the West. The Mimico-Judson Greenway will link to existing parks and open spaces such as Coronation Park and Christ Church Cemetery, Mimico GO Station, and a new public park located within the area identified on Map 35-2.
- 4.5. Improvements to the public realm on existing streets will undertaken in accordance with the Mimico-Judson Urban Design Guidelines to green the Secondary Plan Area with the provision of street trees in the public right-of way.
- 4.6. When a street forms a boundary between Block "A" and a Block where sensitive uses are provided for, additional setback and landscaping to development along the side of the street opposite to Block "A" shall be provided to attract pedestrian activity to the non-employment side of the street and provide for safer movement, a reduce conflicts with vehicles servicing the employment uses.
- 4.7. Privately Owned, Publicly Accessible Open Spaces (POPS) will be encouraged in new developments containing residential uses and designed to extend and connect the public realm onto development site in a way that is accessible to members of the public year-round.
- 4.8. Street trees will be planted both on the public right-of-way and on private lands given the important role they play in creating a well-defined, comfortable, and inviting pedestrian realm. In Blocks "A" and "D", tree planting will be co-ordinated with private landscape areas to ensure access needs for businesses are met while furthering goals of greening the Secondary Plan area.
- 4.9. Public Realm and Urban Design Guidelines that will establish a context for co-ordinated development within the Secondary Plan area, provide guidance for

development to support these Public Realm Policies and illustrate cross sections for future works to be carried out in the public right of way.

## **5. MOVEMENT**

The Movement strategy balances active transportation connections to commuter rail station with the need to minimize conflicts with goods movement necessary to service employment uses in the area. A balanced transportation system as provided for by these policies will allow people and goods to travel between important destinations in the Secondary Plan area and better connect Mimico-Judson with the surrounding neighbourhoods. Providing connections to areas beyond the Secondary Plan area will also play an important role in ensuring the success of this Plan.

### **Policies**

- 5.1. The Movement Strategy for the Mimico-Judson Secondary Plan Area is illustrated on Map 35-5.

### **Grand Avenue Extension**

- 5.2. Grand Avenue will be extended with redevelopment from Portland Street to Newcastle Street adjacent to the rail corridor to provide access and address for new development within Block "C" and extend the street network.
- 5.3. Redevelopment within Block "C" will be coordinated to ensure that the Grand Avenue Extension will be secured and constructed in a timely fashion. The Extension will include a public street and a mixed pedestrian-cycling trail connecting Grand Avenue Park with the Mimico GO Transit Station. Details and design of the street and trail will be informed by the Mimico-Judson Urban Design Guidelines.
- 5.4. The exact location and design of the Extension will be refined through the preparation of redevelopment plans for Block "C", and will include a required rail safety infrastructure and noise attenuation features. Development shall not proceed within the portion of Block C that includes the Extension until the alignment and design is acceptable as determined through the evaluation of a Detailed Block Plan. These features will be integrated into the development of the Grand Avenue streetscape.

### **Transit**

- 5.5. The implementation of the Grand Avenue Extension will provide an opportunity for local surface transit service to be rerouted to make an improved connection with the commuter rail servicing Mimico GO Station.

- 5.6. Improvements to the Mimico GO Station should integrate seamlessly with existing or planned public realm improvements, including providing publicly accessible connections across the rail corridor to the existing residential neighbourhood south of the tracks and commuter pick-up and drop-off facilities that minimize queuing and spillover parking on adjacent public streets.

### **Active Transportation**

- 5.7. The Mimico-Judson Greenway will provide safe and direct pedestrian and cyclist routes to the GO Station connecting lands through the Secondary Plan Area between Grand Avenue Park and Ourland Park connecting important publicly accessible open spaces along its route.
- 5.8. A pedestrian overpass crossing at Royal York Road will be implemented through capital improvements to the rail overpass and agreements between Metrolinx and the City of Toronto.
- 5.9. Pedestrian priority areas will be created on the following sidewalks:
- a) West side of Windsor Street between Portland Street and Mimico GO Station;
  - b) East side of Buckingham Street between Portland Street and Newcastle Street; and
  - c) South side of Newcastle Street between the Grand Avenue Extension and Royal York Road.

These pedestrian priority areas will provide minimum building setbacks and generous public realm amenity in accordance with the Mimico-Judson Urban Design Guidelines to attract active transportation users to these areas and avoid conflicts with employment uses in Block "A".

- 5.10. The following cycling infrastructure will be encouraged within the Mimico-Judson Secondary Plan area to facilitate increased cycling safety and ridership:
- a) Separated bicycle lanes, sharrows, signed routes and off-street multi-use trails;
  - b) Increased bicycle parking; and
  - c) Expanded Bike Share network at Mimico GO Station.

### **Goods Movement and Loading**

- 5.11. The following travel routes will be prioritized to facilitate loading and goods movement to and from the existing and future businesses:
- a) From Royal York Road along Portland Street to Buckingham Street;
  - b) From Royal York Road along Newcastle Street to Buckingham Street;
  - c) Windsor Street between Portland Street and Newcastle Street; and
  - d) Buckingham Street between Portland Street and Newcastle Street.

- 5.12. Adequate signage and wayfinding will be implemented to discourage pedestrians along the loading and goods movement priority routes to minimize conflicts between loading vehicles and pedestrians.

## **6. BUILT FORM**

The infill redevelopment opportunities anticipated within the Mimico-Judson Secondary Plan area will take various built forms that will combine with the existing context to extend the existing residential area into the Secondary Plan area with context-based intensification. The new buildings will define the edges of streets, parks and open spaces and will ensure the scale and form will respect the scale of the existing neighbourhoods and be compatible with the permitted employment uses within the Secondary Plan area.

### **Policies**

- 6.1. Development within the Mimico-Judson Secondary Plan area shall be constructed no taller than the maximum building heights illustrated on Map 35-6

### **Context-Based Intensification**

- 6.2. An appropriate transition in height and density will be established between the Secondary Plan area and lands north of Judson Street and Portland Street which are designated *Neighbourhoods*.
- 6.3. Notwithstanding the maximum building heights illustrated on Map 35-6, buildings shall have a maximum height of four storeys along all public streets in the Secondary Plan area before stepping back a minimum of 3.0 metres to the maximum height permitted.
- 6.4. Infill development within the Mimico-Judson Secondary Plan area will be permitted to a maximum of 12 storeys on some lands as provided for by Map 35-6. Development at these permitted heights will be massed and articulated to ensure:
- a) no additional shadow on lands designated *Neighbourhoods* north of Portland Street;
  - b) appropriate built form relationships between development within the same Blocks as articulated in the Urban Design Guidelines; and
  - c) the appropriate framing of the public realm and existing and planned open spaces as articulated in the Urban Design Guidelines.
- 6.5. Tall buildings are only permitted south of Newcastle Street with a maximum building height of 30-storeys, where each residential storey is approximately 3 metres.

- 6.6. Commuter vehicle and bicycle parking will be encouraged as part of new developments within the Mimico-Judson Secondary Plan Area.

### **Urban Design Guidelines**

- 6.7. Mimico-Judson Secondary Urban Design Guidelines will be adopted by Council and will, among other matters establish a context for co-ordinated development and will address:
- a) Public Realm and Streetscape;
  - b) Built Form; and
  - c) Special Character.

## **7. LIVABILITY**

Housing, parks and community services are all pillars of the Livability Strategy of the Mimico-Judson Secondary Plan supporting quality of life goals for the new residential uses and key in creating a new identity for the neighbourhood. To support the achievement of a complete and inclusive community, a full range of housing in terms of form, tenure and affordability will be provided in the Secondary Plan area to meet different and changing household needs over time, including units suitable for families with children, larger households and those with accessibility needs.

### **Policies**

#### **Housing**

- 7.1 A minimum of fifty percent of all new residential units in *Mixed Use Areas* will have three or more bedrooms.
- 7.2 Unit designs to provide for an operable exterior window in each bedroom are encouraged to support the liveability and viability of larger units for families and children with larger households.
- 7.3 Development of new affordable rental and ownership housing is encouraged.

#### **Community Services and Facilities**

- 7.4 The adaptive reuse of the Lakeshore Mimico Lawn Bowling Club within Coronation Park has the potential to serve as a satellite facility to Ourland Community Centre and should house a variety of community service uses including but not limited to:
- a) Pre-school programs
  - b) Senior day programs; and
  - c) Farmers Markets.

- 7.5 Council will regularly monitor the need for additional community services and facilities to serve the residents and employees of the Mimico-Judson Secondary Plan Area. The monitoring process will include a community services and facilities update to address the potential need for these facilities and services.

## **Parks**

- 7.6 The Mimico-Judson Secondary Plan area is in a parkland acquisition priority area, as per Chapter 415, Article III, of the Toronto Municipal Code. All development will be subject to the provisions of the City Wide Alternative Rate Parkland Dedication By-law.
- 7.7 In order to achieve a fully connected and integrated parks and open space system between proposed and existing open space, any new parkland dedication will be of a size and shape that will enable the achievement of a centrally located park suitable for recreation programming and located within the quadrant of Block "B" B identified on Map 35-2.
- 7.8 The public park space will provide a neighbourhood park atmosphere which will allow for a variety of outdoor activity and passive recreation opportunities for workers, residents and visitors to the area, and will assist in creating connectivity between private and public open spaces within the area. To meet the requirements of Policy 7.4, when new development is proposed, the dedication of land is preferred over a dedication through cash-in-lieu.
- 7.9 Where lands are being redeveloped within the Secondary Plan Area outside of Block "B" identified on Map 35-2, proponents of this development should work to secure off-site dedication within the identified quadrant to secure lands as identified through the Detailed Block Plan endorsed by City Council for Block "B".

## **8. ENVIRONMENTAL**

The juxtaposition of land uses within the Secondary Plan area require appropriate regard for environmental compatibility between existing and planned employment uses and the development of lands with residential permissions.

### **Policies**

- 8.1. Residential developments within Block "B" on Map 35-3 shall be appropriately designed, buffered and/or separated from existing and operating industries to prevent or mitigate adverse effects from noise, vibration, odour and other emissions and contaminants upon the occupants of the new development, and lessen complaints and their potential costs to the existing businesses.



- 8.2. All development applications that propose residential uses, where provided for by this Secondary Plan, will require a Noise and Vibration Impact Assessment to assess impacts and recommended mitigation measures required to meet the relevant standards of Ministry of Environment and Climate Change's NPC-300 Guidelines.

## **9. IMPLEMENTATION TOOLS**

Redevelopment of the Mimico-Judson Secondary Plan Area will likely occur over the long term, where existing employment uses will be strengthened through reinvestment opportunities provided by land use-certainty and a net gain of employment space provided via redevelopment. The introduction of residential uses on some lands within the Secondary Plan Area is provided for to deliver key pieces of neighbourhood infrastructure necessary to fulfill the objectives of this Secondary Plan. The following implementation strategy ensures the timely delivery of important structural pieces of the Secondary Plan's structure while providing appropriate tools under the *Planning Act* to establish a legal framework to manage and implement change over the short, medium and long-term.

### **Policies**

#### **Detailed Block Plans**

- 9.1. Proponents for redevelopment in the eastern portion of Blocks "B" and "C" with shall be required to submit Detailed Block Plans as part of their rezoning application encompassing the entire block regardless of ownership patterns.
- 9.2. The Detailed Block Plan required in Policy 9.1 will illustrate one or more options for acceptable built form of development within the Block, including on lands that are not subject to the application. The Detailed Block Plan will include:
  - a) for Block "B", the location of a public park block located within the quadrant identified on Map 35-2; the provision of acceptable massing and articulation in accordance with Map 35-6; consolidated loading and access to minimize curb cuts and interruptions in the public realm; and locations of affordable housing and employment uses.
  - b) For Block "C", the provision of lands to be conveyed to the City to create the Grand Avenue Extension; consolidated loading and access to minimize curb cuts and interruptions in the public realm; and the locations of affordable housing and employment uses.
- 9.3. Landowners are encouraged to collaborate on the preparation and submission of the required Detailed Block Plans which will be reviewed for conformity with the policies of the Secondary Plan, and supporting documents including the Mimico-Judson Urban Design Guidelines and other applicable City of Toronto Urban

## Design Guidelines.

- 9.4. Detailed Block Plans will be endorsed by City Council and form a basis for the review and approval of all development applications within any Area of the Secondary Plan where residential uses are provided for.

## Zoning By-law

- 9.5. Development of the lands that is not as-of-right will not proceed prior to the enactment of an implementing Zoning By-law for all lands within the Secondary Plan Area. Site Specific Zoning By-law amendments for residential uses may be enacted provided they conform with a Detailed Block Plan that has been endorsed by City Council.

## Urban Design Guidelines

- 9.6. City Council will adopt Urban Design Guidelines to:
- a) Guide development and implement the Official Plan and Mimico-Judson Secondary Plan;
  - b) Inform and evaluate the appropriateness of Detailed Block Plans for endorsement by City Council;
  - c) Evaluate the appropriateness of applications for Plan of Subdivision, Consent, Zoning By-law Amendment and any variances to the Zoning By-law as required.
- 9.7. No changes will be made through rezoning, minor variances, consent or any other public action that are out of keeping with the planned physical character of the Mimico-Judson Secondary Plan area.

## Community Improvement Plan

- 9.8. Council may designate by by-law the Mimico-Judson Secondary Plan area as a Community Improvement Project Area as per Section 28 of the *Planning Act*.
- 9.9. In addition to the policies of Section 5.2.2.3 of the Official Plan regarding Community Improvement Plans, the Mimico-Judson Community Improvement Plan should address the following issues to positively affect the public benefit goals as articulated in the Mimico-Judson Secondary Plan policies and vision:
- a) Infrastructure, streetscape and open space improvements;
  - b) Increasing the affordable housing stock;
  - c) Incentive based programs to encourage employment uses and remediation; and
  - d) Marketing and monitoring the employment levels.

### **Section 37 of the *Planning Act***

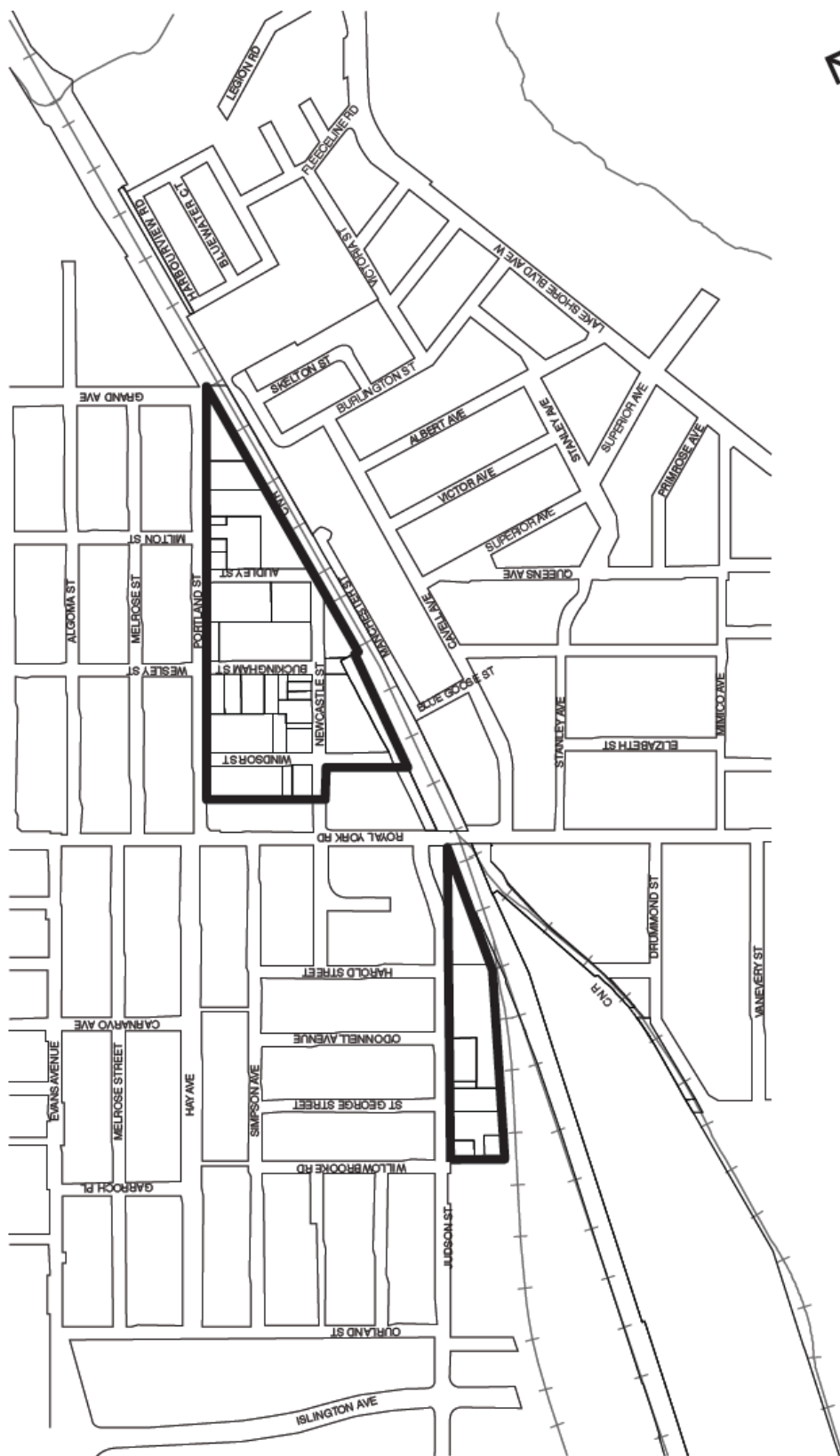
- 9.10. In addition to the policies of Section 5.1.1 of the Official Plan regarding Section 37 of the *Planning Act*, the following policies apply to the lands.
- 9.11. In determining community benefits to be provided in return for any increases in height and density permissions in a zoning by-law, the following will be considered as priorities, though others may also be secured as appropriate:
- a) non-profit community services and facilities, including the acquisition of community service program space;
  - b) non-profit childcare facilities;
  - c) parkland acquisition and improvements;
  - d) community gardening infrastructure; and
  - e) acquisition of affordable housing units.
  - f) affordable studio and employment space for arts and culture based employment uses.

### **Draft Plan of Subdivision**

- 9.12. Development will not proceed within the lands on Block C (Map 35-3) without the approval by the City of a Draft Plan of Subdivision to secure the Grand Avenue extension.
- 9.13. Any division of land will be in conformity with the Mimico-Judson Secondary Plan and will create land parcels that facilitate development consistent with the intent of this Secondary Plan.

### **Holding "H" By-laws**

- 9.14. Holding "H" By-laws will be used where necessary pursuant to Section 36 of the *Planning Act* to secure infrastructure necessary to support new development in the Secondary Plan area, including the Grand Avenue Extension and servicing infrastructure.



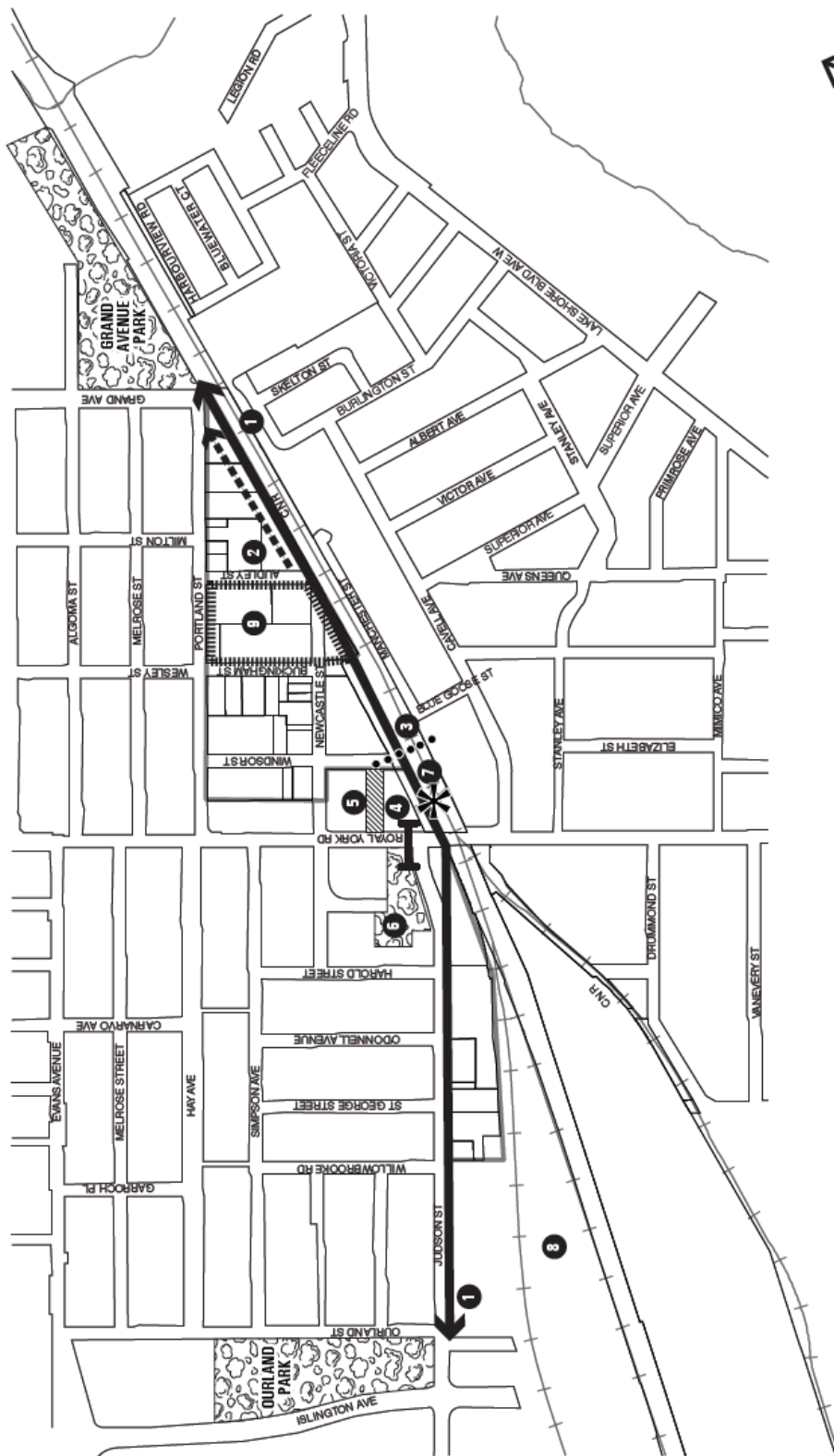
## Mimico - Judson Secondary Plan

MAP 35-1 Secondary Plan Area



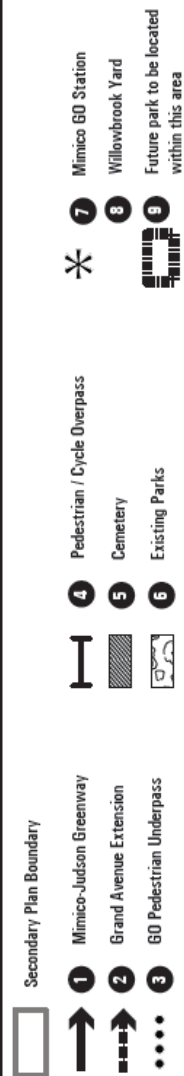
Secondary Plan Boundary

October 2015



## Mimico - Judson Secondary Plan

### MAP 35-2 Structure Plan

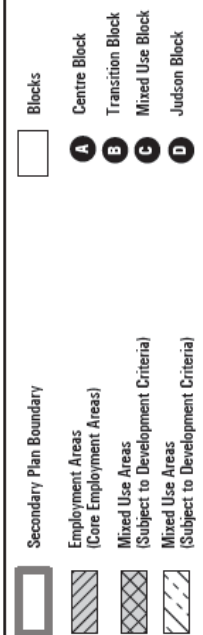


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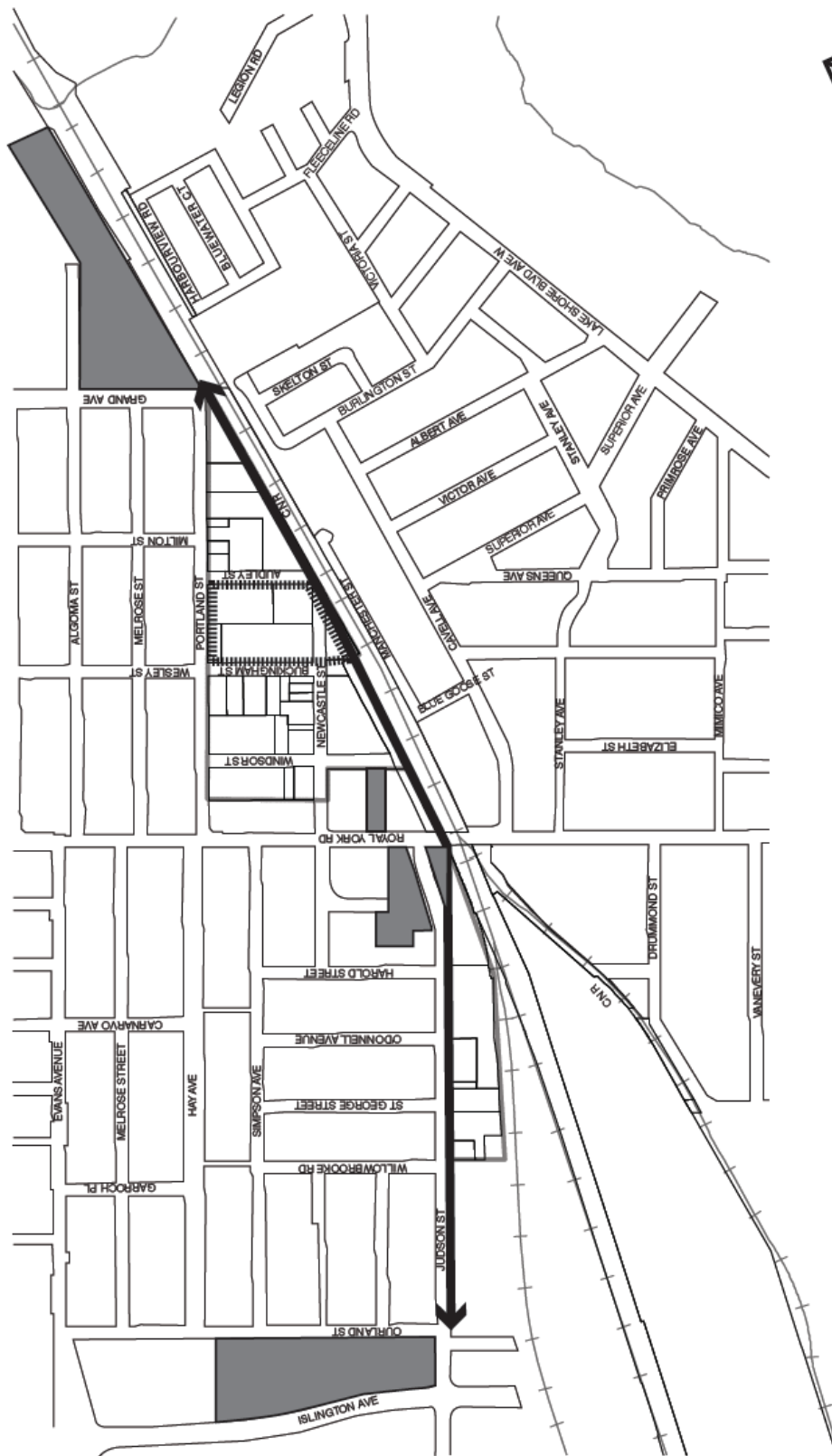


## Mimico - Judson Secondary Plan

### MAP 35-3 Land Use Designations







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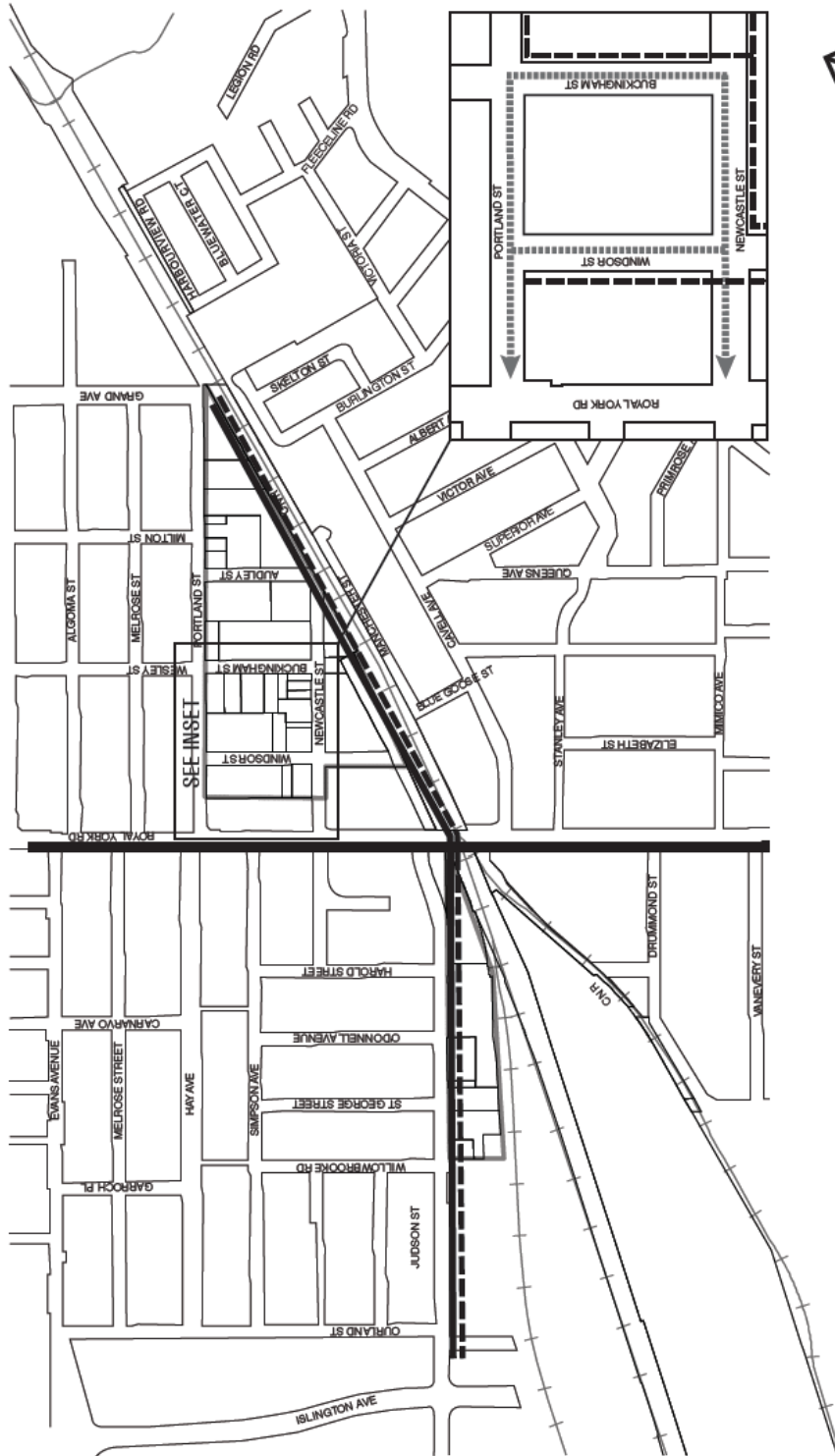


## Mimico - Judson Secondary Plan

MAP 35-4 Public Realm Plan

-  Secondary Plan Boundary
-  Mimico-Judson Greenway
-  Existing Parks and Open Spaces
-  Future park to be located within this area

October 2015

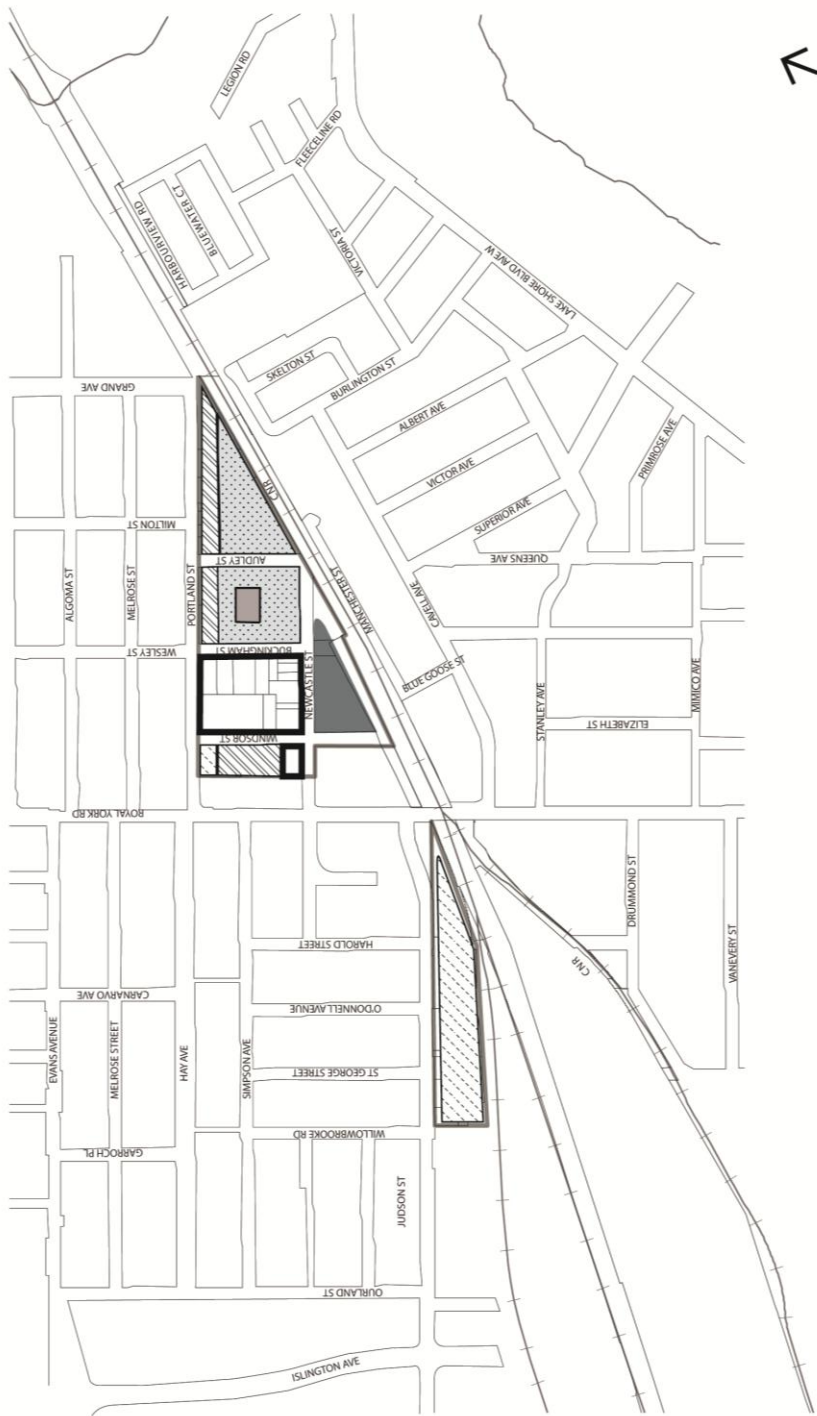


# Mimico - Judson Secondary Plan MAP 35-5 Movement Strategy

- Secondary Plan Boundary
- Cycling Lanes  
(Mixed and Separated Lanes)
- Pedestrian Priority
- Loading and Goods Movement Priority

October 2015





# Mimico - Judson Secondary Plan MAP 35-6 Built Form Typology



- Secondary Plan Boundary
- Maximum Building Heights
  - Up to 4 Storeys
  - 6 Storeys
  - 8 Storeys
  - 12 Storeys
  - Up to 30 Storeys
- Core Employment Area - Central Block

Note: Residential building heights are approximately 3 metres

October 2015

### Attachment 3: Metrolinx letter (dated: August 8, 2015)

Phone: (416) 202-5943  
Email: Leslie.Woo@metrolinx.com

August 8<sup>th</sup>, 2015

Kerri Voumakis  
Director, Strategic Initiatives, Policy, and Analysis  
Toronto City Planning  
Metro Hall  
22nd fl., 55 John St  
Toronto, ON · M5V 3C6

Neil Cresswell  
Director, Community Planning, Etobicoke York District  
Toronto City Planning  
3rd fl., 2 Civic Centre Ct.  
Etobicoke, ON M9C 5A3

Dear Kerri and Neil:

**Subject: Mimico-Judson Regeneration Area**

Thank you for including Metrolinx in on-going discussions in support of the Mimico-Judson Regeneration Area Study. Through a number of meetings with the City and their consultants, as well as discussions with community stakeholders, Metrolinx staff have provided informal feedback regarding future directions for development around Mimico GO Station as well as on Judson Street, in the vicinity of the GO Transit Willowbrook rail facility. I am writing today to formally state our position on these matters. Metrolinx supports the recommendations in the City staff's final report that relate to GO Transit operations.

In general, Metrolinx supports and encourages municipalities to plan for higher density, mixed-use development around our GO Transit stations to maximize the benefits associated with our investment in transit infrastructure and service, as per the objectives of the Metrolinx Mobility Hub Guidelines (2011). Likewise, the City's Mimico-Judson Regeneration Area Study Final Report identifies higher densities and a walkable network of streets north of Mimico GO Station. We therefore agree that this is an appropriate approach for development for the area east of Royal York Road. Plans should integrate well with our current station improvement plans, so as to enhance pedestrian access to the station.

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With respect to development west of Royal York, our interests are focused on protecting for Willowbrook's on-going operations and future expansion, as this is a critical facility within the context of GO Rail activities and our Regional Express Rail (RER) expansion.

Likewise, the City's Regeneration Area Study report "recommends retaining an Employment Areas designation in the narrow Judson lands with a relatively low-scaled employment built form, reflecting the physical constraints of both parcel size and immediate proximity to the Willowbrook Yard." We strongly concur with this recommendation and would have serious concerns should residential development on the south side of Judson Street be considered. Residential development is not advisable due to the potential incompatibility with year round transportation maintenance and operations facilities. Adjacent residential development could affect Willowbrook's current operations and would limit future expansion of the RER program.

The GO Transit Five Year Strategy (2012-2017) projects rail ridership to grow from 43 million today to nearly 53 million by 2017, and this growth in ridership and service will demand a larger rail equipment fleet. The fleet is projected to grow from 590 to 913 coaches and from 65 locomotives to 87 locomotives assembled into 72 train consists (up from 52). With RER, in the next ten years, these expanded fleet numbers will double and Willowbrook will transition from partial day to 24-hour operations. As such, expansion must be protected for at Willowbrook.

As such, Metrolinx staff have indicated, though the Regeneration Area Study project meetings, that we would support the integration of a linear green space along the south side of Judson Street. The space would act as both a community resource as well as a buffer between residential and employment uses.

Thank you for engaging Metrolinx to date and we look forward to continuing the dialogue on this important matter.

Sincerely,



Leslie Woo  
Chief Planning Officer

- c. Andre Lalonde, Director, Rail Fleet & Facilities  
Mike Wolczyk, Vice President, Corridor Infrastructure  
Leon Stambolich, Director, Corridor Infrastructure – Lakeshore West

## Attachment 4: Mimico-Judson Business Case Studies

### CASE STUDY

#### ICO SPORTSWEAR LIMITED | 54 NEWCASTLE STREET, ETOBICOKE

ICO Sportswear is a fashion wholesaler selling to a range of large and small clothing retailers operating in Canada. The products are largely sourced outside of Canada and distributed from ICO's warehouse in Mississauga. Currently the head office and main showroom are located close to downtown on King Street West.

ICO Sportswear purchased the building at 54 Newcastle Street and have extensively renovated the building as well as rebuilt portions of it. ICO intends to provide new head office space as well as showroom space to replace most or all of its operation on King Street. In renovating the building there is sufficient office space that ICO is planning to lease a portion to an architectural firm.

As something of a pioneer in terms of new employment buildings in Mimico, ICO sees it as a very attractive location that balances the desires of its central Toronto and suburban employees with highway, GO Rail and TTC access. It is understood that the architectural firm found this an attractive location for the same reason. The investment by ICO and its tenant indicate a long-term confidence in the area as well as a greater diversity in economic activity.



### CASE STUDY

#### PORTUGUESE CHEESE COMPANY | 2 BUCKINGHAM STREET, ETOBICOKE

The Portuguese Cheese Company located on Buckingham Street is a federally licensed facility that manufactures fresh and semi-soft Portuguese-style cheese. Their products are a staple of the grocers and restaurants serving Toronto's large Portuguese-Canadian population as well as servicing the Latin American, Middle Eastern and Russian communities. Their products are available in a range of retail locations across southern Ontario, as well as in Quebec, Alberta and British Columbia.

Accessibility to the Gardiner Expressway for both incoming ingredients (mainly milk) and outgoing product makes Mimico an attractive location for this operation. And, like other businesses in the area, good road access as well as the GO Train access is important for employees. The Portuguese Cheese Company recently purchased the neighbouring building to the north on Buckingham Street with the intention of expanding operations and allowing the opening of an in-factory retail outlet.

One of the distinguishing features of cheese making is the high level of food safety regulations associated with the food processing facilities. An effect of the strict regulatory environment is that it would be prohibitively expensive for the company to relocate out of its existing location. As a result, the expanded Portuguese Cheese Company can be expected to be a long-term occupant of Buckingham Street.



## CASE STUDY

### QUEEN'S PASTA | 66 NEWCASTLE STREET, ETOBICOKE

Queen's Pasta originally started at a location on The Queensway over 30 years ago and relocated to its Newcastle Street location in Mimico in the mid-1990s. A South Etobicoke food industry success story, Queen's Pasta makes fresh pasta and related products for a wide range of commercial and institutional clients. Most of its client base are restaurants in central Toronto though they do have clients throughout the GTA, other parts of Ontario and in the United States.

According to representatives of the company, Mimico has been a good location for the business as they have a suitable building with good access to the Gardiner Expressway for quick deliveries to central Toronto and allows their clients to get to them quickly when extra product is urgently needed. The location is similarly good for their employees with both transit and auto access. Mimico also affords Queen's Pasta the opportunity to operate a very successful retail store within the building for their products.

Like some other businesses in the area, there are operational and safety concerns related to truck movements on the narrow streets as pedestrian traffic increases in the area and other uses are introduced. With the attractiveness of the location for the business, Queen's Pasta do see themselves as long-term "residents" of the Mimico business community.

