

Mimico 20/20 Revitalization Initiative – Terms of Reference Outline – Project Update

Date:	June 18, 2008
To:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 6 – Etobicoke Lakeshore
Reference Number:	File No.: 07 103514 STE 30 TM

SUMMARY

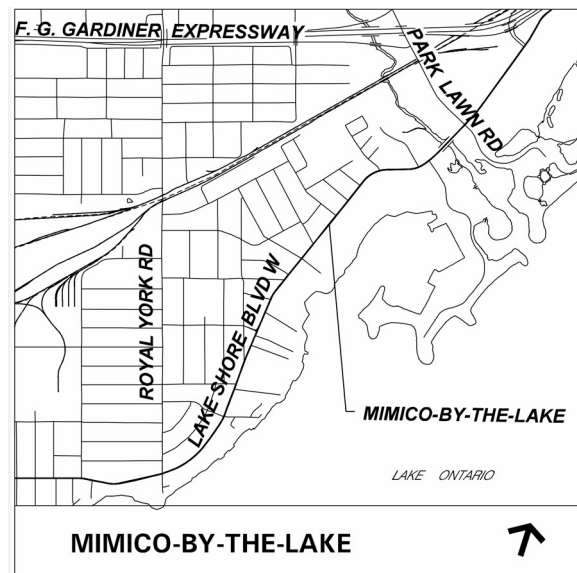
On September 13, 2006, Etobicoke York Community Council requested the Director, Community Planning, Etobicoke York District to report on the next steps involved in implementing “Mimico by the Lake Project 20/20: A Perfect Vision for our Community”. Since then, Planning staff has convened two public consultation meetings and are now prepared to proceed to the next phase.

This report provides background information and enables issuance of a Request For Proposals to retain consultants who will prepare a detailed implementation strategy to advance the project. Upon hiring the successful consultants in the summer of 2008, staff anticipate initial public contact in the Fall and completion of the report in the first quarter of 2009.

Financial Impact

There are no financial implications resulting from the adoption of this report.

Funds for this project are available in Account CUR028-14 (Growth Studies 2008).



DECISION HISTORY

“Mimico by the Lake Project 20/20: A Perfect Vision for our Community” was brought forward to initiate a community revitalization process following discussions between Councillor Mark Grimes and area residents. It identified some of the opportunities, challenges and potential implementing mechanisms to revitalization of the Mimico apartment strip and the surrounding area. The document also proposed broad participation from all stakeholders throughout the process.

On February 13, 2007, Etobicoke York Community Council directed Planning staff to facilitate a public consultation process, and report to Council on the results. A public workshop was convened on June 16, 2007 by Sue Cumming, a consultation facilitator. On January 15, 2008, staff reported to Community Council on the results of the community consultation workshop contained in her report entitled “Mimico 20/20 Workshop Report and Recommendations for Next Steps”.

Staff identified 7 broad priority areas and noted a strong desire for a continued public participatory process. An Information Session/Open House under the theme “Moving Forward: Process, Priorities, Participation” was held on February 25, 2008. Attendees were encouraged to complete a questionnaire (see Attachment 1) designed to affirm the community ‘vision’; rank the 7 broad study priority areas; obtain community input regarding future public involvement and key study elements. The results of the questionnaire were used to rank priorities in the proposed Term of Reference and provide insight to methods of consultation that are supported by the community.

Further information and project updating has been provided through the City-maintained Mimico 20/20 website. <http://www.toronto.ca/planning/mimico2020.htm>

Staff Report: Request for Directions, January 30, 2007:
<http://www.toronto.ca/legdocs/mmis/2007/ey/bgrd/backgroundfile-1332.pdf>

Results of June 16, 2007 workshop:
http://www.toronto.ca/planning/pdf/mimico2020_wkshop_report_16june07.pdf

Staff Report for Information December 18, 2007:
<http://www.toronto.ca/legdocs/mmis/2008/ey/bgrd/backgroundfile-9557.pdf>

ISSUE BACKGROUND

Planning staff last studied the Mimico area in detail in 1983, producing a directions report entitled “The Mimico Study”. Although the study area was generally bounded by Lake Ontario to the south, the Queen Elizabeth Way to the north, the Mimico Creek to the east and Dwight Avenue to the west, the Study’s main focus was on the lands lying south of the Canadian National Railway. While some elements of the Study have been advanced, the majority of the report recommendations were not implemented by the former City of Etobicoke. Little revitalization has occurred since then, especially along an approximately 3 kilometre section of Lake Shore Boulevard West between Miles Road

to the west and Luisa Street to the east. Many of the conditions identified in 1983 are still present today and will likely form the focus of any revitalization project. These include: blocked public access/view corridors to the waterfront; the dilapidated appearance of the commercial strip; the need to protect and upgrade the quality of the rental apartment housing stock; the need for enhancement of local parklands; and the need for public infrastructure improvements.

In 2000, City Council passed a by-law designating the Commercial (C) zoned lands fronting onto Lake Shore Boulevard West between Allen Avenue to the west and Burlington Street to the east as the “Mimico-by-the-Lake Community Improvement Project Area”. In 2001, Council adopted the “Mimico-by-the-Lake Community Improvement Plan”. The purpose of the Plan is to implement a range of public and private property improvement projects. The Plan provides any future study process with an additional implementation tool and potential community improvement resources made eligible under this designation.

The Official Plan identifies the lands abutting Lake Shore Boulevard West from Royal York Road to Mimico Creek as an *Avenue* on Map2 – Urban Structure. *Avenues* are important corridors along major streets where reurbanization is anticipated. The Plan encourages the creation of new housing and job opportunities while improving the pedestrian environment, shopping opportunities and transit service for community residents. A formal *Avenues* Study has not been undertaken for this section of Lake Shore Boulevard West as the capital budget for *Avenues* Studies is allocated on a priority basis and Mimico is considered a lower priority at this time. However, the consultant’s study process will review and make recommendations on many of the issues normally dealt with by an *Avenues* review.

The latest major local initiatives are the expansion of Amos Waites Park and construction of the Mimico Waterfront Linear Park project, both being referenced/proposed in the 1983 study. Funded under the Toronto Waterfront Revitalization Initiative through a contribution agreement between the federal, provincial and municipal governments and the Waterfront Revitalization Corporation, Phase 1 of the Park is now nearing completion. The expansion and improvement of Amos Waites Park is an ongoing initiative of the City’s Parks, Forestry and Recreation Division and is presently in the concept design stages. These projects represent a direct multi-million dollar investment in the community, and can provide a timely opportunity to review the integration of these initiatives within the context of wider community objectives, including those identified through the Mimico 20/20 exercise.

COMMENTS

TERMS OF REFERENCE OVERVIEW

Purpose

The consultants will develop a revitalization strategy or action plan for the Mimico community within the context of the Vision created through the community consultation

process. The action plan should determine preferred options and approaches to new development and reinvestment within the community, and identify appropriate funding strategies, mechanisms, implementation tools and public or private actions necessary to facilitate their implementation.

Community Vision

“Mimico is an historic Toronto Community that is known for its unique lakeside location within Toronto’s waterfront. It has exemplary public spaces and connections to and along the waterfront with trails, parks and places for community gathering and play; an accessible, attractive and vibrant main street that supports transit and a mix of shops, services, employment opportunities and community activities and is a draw for residents and others outside the area; housing choices and opportunities for renewed rental and ownership; and inclusive participation from an active mixed income community which celebrates its history, diversity, environment, arts and culture.”

Study Rationale

Proceeding with this initiative now is timely for the following reasons:

- 1) capitalizes on a strong public demand with an expressed eager desire to actively participate;
- 2) study completion that includes land use principles and implementation tools will enable Planning staff to take a proactive approach in response to future development applications;
- 3) capitalizes on the positive momentum generated by the completion of the Mimico Waterfront Linear Park;
- 4) provides an opportunity to implement the Official Plan ‘Avenues’ designation along Lake Shore Boulevard West;
- 5) the life cycle stage and general condition of the rental housing supply as well as the commercial areas require attention; and
- 6) examines the future of this community within context of other nearby major initiatives referenced below.

Official Plan and Policy Context

City of Toronto Official Plan:

http://www.toronto.ca/planning/official_plan/introduction.htm

Land Use

Lake Shore Boulevard is identified as an ‘Avenue’ on Map 2, Urban Structure. ‘Avenues’ are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents. A framework for change will be developed to tailor future development to the *Avenue* and the surrounding community. Future development will

occur incrementally over time, and will be supported by improvements to public facilities and the streetscape.

Properties fronting Lake Shore Boulevard, between Allen Avenue and Mimico Creek, are generally designated as *Mixed Use Areas*. Properties on the south side of the street, between Miles Road and the Mimico Creek, are designated as an *Apartment Neighbourhood*. The future waterfront park link is designated as *Parks and Open Space Areas - Parks*. The surrounding community, generally north of Lake Shore Boulevard, is designated as *Neighbourhoods*.

Mixed Use Areas provide for a broad range of commercial, residential and institutional uses. Growth in *Mixed Use Areas* will make more effective use of existing and future transit, and will encourage a mix of uses that encourages walking and cycling for local trips.

Not all lands along an *Avenue* will be intensified. The lands along the south side of Lake Shore Boulevard which are designated *Apartment Neighbourhoods* are generally intended to be stable, with limited opportunities for redevelopment. *Apartment Neighbourhoods* will, in some instances, provide opportunities for intensification, provided that the new development is appropriate to the site and its surrounding context.

The Official Plan also provides for the extension of the waterfront park system, along the shore of Lake Ontario. The plan seeks to protect and enhance environmental resources and generally prohibits development, with the exception of compatible public uses.

Transportation

Lake Shore Boulevard is classified as a Major Arterial Road, with a designated right-of-way ranging from 27 to 36 metres as shown on Map 3 of the Official Plan. Policies in the Plan provide for the efficient use of existing roads, the enhancement of transit, and the expansion of the bicycle lane network. Proponents of future development are required to demonstrate that adequate parking can be provided and to identify any measures required to mitigate traffic impacts.

Lake Shore Boulevard West is designated as a Surface Transit Priority segment on Map 5 of the Plan, which provides for increased transit priority by giving buses and streetcars priority at signalized intersections, and other potential priority measures including reserved or dedicated lanes.

The Waterfront West light-rail transit line, which would extend light-rail service in a dedicated right-of-way from Exhibition Place to Browns Line, is a component of the proposed Transit City light-rail transit network. The line would be within the Lake Shore Boulevard West right-of-way from a point just west of the Humber River to Browns Line. An environmental assessment has been initiated for this line.

Housing Policy

Both the Official Plan policies and City of Toronto Act authority concerning rental housing are described at: <http://www.toronto.ca/planning/housing.htm>

The City of Toronto Official Plan has numerous policies that provide protection for Neighbourhoods and more specifically rental housing.

Section 2.3.1 of the Official Plan sets out the policies to protect and maintain stable *Neighbourhoods* and *Apartment Neighbourhoods*. New development should be encouraged in *Mixed Use Areas*, where transit and other public facilities support intensification. In Mimico, significant development potential appears to exist in the *Mixed Use Area*. Criteria need to be developed, consistent with the Plan, to demonstrate how future development can occur while still providing adequate protection for the surrounding *Neighbourhoods*.

Housing in the “apartment strip” is a high priority issue for residents of Mimico. More respondents to the City questionnaire placed housing as their most important issue than any other. While they generally agree that the stock of rental units in the *Apartment Neighbourhood* should be protected, it is clear that some form of redevelopment or intensification could provide the opportunity to upgrade the quality, and perhaps quantity, of the existing rental stock. The Terms of Reference direct the consultants to explore and develop an approach that will achieve these parallel and potentially conflicting objectives.

Section 3.2.1 of the Plan provides a context for the preservation of existing rental units. In general terms, the Plan seeks to provide a range and mix of residential unit type across the City and within *Neighbourhoods*. Protecting existing housing is fundamental to the Plan policies. New development in *Apartment Neighbourhoods* is generally not supported unless the existing rental units are retained and improved, or if proposed to be demolished, comparable new units are provided through redevelopment. The City also has powers under section 111 of the City of Toronto Act to prohibit and regulate the conversion (e.g. to condominium, co-ownership or other non-residential uses) or demolition of residential rental properties.

Traffic and transportation issues are equally high-priority issues for residents. There is a perception that new development and through-traffic, primarily oriented to the Park Lawn/Lake Shore Boulevard West intersection, has created traffic congestion and other impacts on Mimico. The Terms of Reference provide for an overall review of this issue. The consultants should be cognizant of the Waterfront West light-rail transit environmental assessment currently underway and any traffic issues results from the operation of the proposed light-rail line operating in a dedicated right-of-way.

Section 3.2.2 of the Plan addresses the need to provide a full range of community services and facilities to meet the needs of an area’s population. Locally delivered community services encourage greater levels of equity, access, participation and social

cohesion. These services are as important to the community as “hard services” such as sewers, water, roads and transit. Accordingly, the consultant will review levels of community services and facilities and determine required improvements in order to meet the needs of existing and future residents.

Study Area

The larger study area is generally bounded by Royal York Road to the West, the CNR tracks to the north, the Mimico Creek to the east, and Lake Ontario to the south. However, the focus is the commercial, mixed use and high-density residential uses abutting Lake Shore Boulevard West. Where appropriate, topics should be reviewed in the context of the surrounding neighbourhoods.

Study Area Context

Many of the conditions identified when staff last reviewed the Mimico area in 1983 still exist. Finding a solution and taking action on those issues will form the focus of this project. These conditions include: blocked access/view corridors to the waterfront; the dilapidated appearance of the commercial strip; the need to enhance the rental housing stock; the need for local parkland enhancements, and the need for public infrastructure and transportation improvements.

Other recent or on-going major public initiatives in or within the vicinity of the Mimico community that the consultants should consider include the Humber Bay Shores Secondary Plan and revised Urban Design Guidelines; the Bonar Creek Environmental Assessment; the TTC Transit City feasibility study; the Lakeshore Avenues Study (west of Royal York Road); the Mimico Waterfront Linear Park project; current development applications, and proposals for the expansion and improvement of Amos Waites Park.

Study Approach/Guiding Principles

Area residents are strongly in favour of a process that maximizes public participation, including public meetings / workshops and regular communication through newsletters and the web. The consultants will be evaluated on their proposal for such a strategy.

Mimico is a long-established, stable community. However, residents acknowledge the need to consider ways to upgrade the quality of the apartment neighbourhood, while protecting the existing residents. Similarly, many residents pointed to the need to upgrade the commercial strip, and provide more, higher-quality shops and services. Essentially, the revitalization strategy must strike a balance between new development and preserving the character of the existing community.

Study Priority Areas

The study consultant must include within their proposal reference to the manner in which the 7 Study Priority Areas, as refined and prioritized below will be addressed.

1. Parks, Recreation and Waterfront - Opportunities to link, expand and improve existing parks and recreational facilities with a focus on waterfront locations, including the completion of the Waterfront Trail Linear Park;
2. Housing – How to maintain a mix of housing that meets existing and future needs, including an exploration of options to upgrade current rental housing stock;
3. Land Use/Built Form - Establishment of principles to guide future development with a particular emphasis on the waterfront, the Apartment Strip, key sites and major streets (eg. The Lake Shore Boulevard “Avenues” designation);
4. Transportation – Examine transit connections, parking, bike lanes, pedestrian movements, and traffic impacts;
5. Business/Economic Development and Promotion - attraction and marketing on local and regional levels and the establishment of a community identity;
6. Infrastructure/Public Realm – Needed improvements and beautification measures on public lands including roads, sidewalks, lighting, utilities and signage; and,
7. Social Services – Develop a community assessment to identify needs.

Key Study Elements

A Terms of Reference outlining key study elements is appended as Attachment 2 to this Report.

CONCLUSIONS

Based largely in part on the results of 2 major community consultation exercises discussed in this report, City Planning staff is in the process of preparing a Request For Proposals including a detailed Terms of Reference based on the above overview. Staff aim to release the Request For Proposals in the summer of 2008 and target fall of 2008 for work commencement upon selection of the successful study consultant(s).

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1: Questionnaire With Result Summary

Attachment 2: Terms of Reference Outline

Attachment 1: Questionnaire With Result Summary



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***Fax Alert:** Sending personal information by fax is not a secure means of transmission. It is recommended you complete and return the form by regular mail.

MIMICO 20/20-OPEN HOUSE QUESTIONNAIRE (with result summary)

FEBRUARY 25, 2008

TOTAL SUBMISSIONS: 64

INSTRUCTIONS:

Please complete and return to City Planning **no later than March 10, 2008**. Your input will assist staff in the next project phases: Terms of Reference preparation and Study consultant selection.

VISION AFFIRMATION:

The Mimico 20/20 June 16/07 Workshop Report identifies a future community vision as follows:

“Mimico-By-The-Lake is a historic Toronto Community that is known for its unique lakeside location within Toronto’s waterfront. It has exemplary public spaces and connections to and along the waterfront with trails, parks and places for community gathering and play; an attractive and vibrant main street that supports a mix of shops, services and community activities and is a draw for residents and others outside the area; housing choices and opportunities for renewed rental and ownership; and inclusive participation with active community life which celebrates its history, diversity, arts and culture.”

Acknowledging the complex and wide ranging interests that exist, would you agree that the above generally captures the essence of a shared future vision for the Mimico-By-The-Lake community?

Agree _____ Disagree _____

57 entries: 47 agreement
10 disagreement (typically minor)
7 left blank

Resulted in minor revisions proposed at this point, can be modified as Project progresses if warranted.

STUDY PROCESS FOCUS QUESTIONS:

1. Public involvement will be critical to the revitalization process. What are the preferred/best ways to keep you informed and involved during the Study process?

1. email notification/updates (34 responses)
2. website postings (12)
3. door to door mail/flyer delivery (11)

It is well noted by staff that not everyone has email/internet access and therefore, notification of major events will be made through other means.

For public participation, public meetings and working groups were most commonly identified.

2. Do you have any advice on what needs to be done or what key elements must be included within the future Study? Are there any specific projects that can be started now?

Key Elements: Case Studies/Examples (international/local), Transportation Study (traffic and transit), Development Concept Plans/Alternatives, Population Study, Housing Study, Mainstreet Revitalization Plan, Parks Masterplan

Projects/Actions Now: By-law enforcement of existing standards, Individual private property beautification measures, Support of local BIA initiatives, Expropriation for completion of waterfront trail

3. What resources (non-monetary such as time, skills, knowledge, community outreach, etc.) might you be prepared to contribute to the Study process?

47 entries indicated willingness for active participation/contributions including a wide range skills.

Based on this result and attendance levels at the 2 community events thus far, future Study consultants should be prepared to accommodate a relatively high degree of active public participation within their work plan. This will be an important consideration for Planning staff in the consultant selection process.

4. The City will be retaining consultants to lead/develop a revitalization strategy. What issues should the consultant(s) focus on ?

- maintain an equitable, multi-stakeholder study process
- maintain a balance of community preservation and new development
- include short term and long term measures
- focus favouring action plans and incentive strategies over studies
- focus on waterfront and mainstreet areas

MIMICO 20/20 – STUDY PRIORITY AREA RANKINGS
(Please identify at least the top 3 priorities)

In your opinion, what are the top three priorities in the revitalization of Mimico-By-The-Lake ? Are there any that we have missed ?

Priority Rank	ISSUE AREA
2	HOUSING – How to maintain a mix of housing that meets existing and future needs, including an exploration of options to upgrade current rental housing stock;
	Comment:
1	PARKS AND RECREATION/WATERFRONT - Opportunities to expand and improve existing parks and recreational facilities with a focus on waterfront locations, including the completion of the Waterfront Trail Linear Park;
	Comment:
6	INFRASTRUCTURE/PUBLIC REALM – Needed improvements and beautification measures on public lands including public roads, sidewalks, lighting, utilities and signage;
	Comment:
5	BUSINESS/ECONOMIC DEVELOPMENT+PROMOTION - attraction and marketing on local and regional levels and the establishment of a community identity;
	Comment:
3	LAND USE/BUILT FORM - Establishment of principles to guide future development with a particular emphasis on the waterfront, the Apartment Strip, key sites and major streets (eg. Lake Shore Blvd. “Avenues” designation);
	Comment:
4	TRANSPORTATION – Examine transit connections, parking, bike lanes, pedestrian movements, and traffic;
	Comment:
7	SOCIAL SERVICES – Develop a community assessment to identify needs.
	Comment:

Do you have any further comments regarding the identification of Study Priority Areas?

Wide range of comments collected in this and preceding section to be reflected in the detailed Study Terms of Reference.

If you wish to be informed as the study proceeds, please provide the following information:

Name: _____

Address: _____

Community Affiliation(s) if any: _____

The personal information on this form is collected under the authority of the *City of Toronto Act*, 2006, s. 136(c), and Etobicoke York Community Council Meeting on January 15, 2008, item EY13.25. The information is used to maintain an update notice mailing list and to incorporate public input respecting the Mimico 20/20 project.

Questions about this collection can be directed to Matthew Premru, City Planning, Etobicoke York District, 2 Civic Centre Court, 3rd Floor, Etobicoke, ON M9C 5A3, or by telephone at 416-394-6004.

Attachment 2: Terms Of Reference Outline

Study Area

- Describe the study area; land use; demographics; important physical features and historical development pattern
- Describe recent development in Mimico and vicinity

Study Priority Areas

Parks, Recreation and Waterfront - Opportunities to link, expand and improve existing parks and recreational facilities with a focus on waterfront locations, including the completion of the Waterfront Trail Linear Park:

- Describe existing parks and facilities
- Review potential improvements / linkages with particular attention to appropriate connections from the Lake Shore Boulevard commercial strip to the Linear Park
- Review potential improvements / additions to facilities
- Coordinate and integrate the ongoing Amos Waites redevelopment plan with the overall objectives of this initiative
- Review and recommend the preferred location and type of multi-destinational community focal point (public square, etc.)

Housing – How to maintain a mix of housing that meets existing and future needs, including an exploration of options to upgrade current rental housing stock:

- Establish an updated housing inventory
- Identify strategies for improving/revitalizing existing rental housing
- Review and evaluation of current relevant incentive policies and programs related to promoting revitalization of rental housing
- Examination of the existing policy and regulatory mechanisms that apply to the existing rental housing stock
- Examine the opportunities and constraints in achieving a balanced mix of housing which meets the needs of existing residents for rental, senior's, etc., but provides opportunities for housing in alternate tenure/ownership forms

Land Use/Built Form - Establishment of principles to guide future development with a particular emphasis on the waterfront, the Apartment Strip, key sites and major streets (eg. The Lake Shore Boulevard "Avenues" designation):

- Develop a Planning Framework to guide future development and revitalization and identifying appropriate tools such as Zoning standards, Community Improvement Plan, design guidelines, public realm plan, etc.
- Develop appropriate options to assess the viability of achieving a balanced mix of housing in terms of tenure type, form, and affordability, while implementing the other stated prime study objectives including opening of views and creating linkages to the Lake, referring to case studies/comparisons where appropriate

- Identification of key redevelopment sites

Transportation – Examine transit connections, parking, bike lanes, pedestrian movements, and traffic impacts:

- Co-ordinate with TTC Transit City Environmental Assessment
- Parking strategies
- Examination of traffic impacts from new development

Business/Economic Development and Promotion - attraction and marketing on local and regional levels and the establishment of a community identity:

- Identify recommendations to establish an area marketing strategy in cooperation with the local BIA and community

Infrastructure/Public Realm – Needed improvements and beautification measures on public lands including roads, sidewalks, lighting, utilities and signage:

- Develop a public realm plan to guide future public investment with particular regard to beautification and public amenity upgrades

Social Services – Develop a community assessment to identify needs:

- Establish an updated inventory of existing community services and facilities
- Develop an updated population profile with population projections