

Etobicoke-Lakeshore Community Planning Group ELCommunityPlanning@gmail.com

June 17, 2013

TO: Councillors on the Etobicoke-York Community Council

Dear Councillors: Re: EY25.15 and EY25.16 - June 18, 2013

Please find attached the <u>MIMICO BEACH SECONDARY PLAN ALTERNATIVE</u> with an accompanying Report. This is a "mid-rise" alternative to the draft Secondary Plan presented by City Planning Dept.

Topics covered are:

- mid-rise, not high-rise buildings for Mimico
- comparison of the Mimico Beach Plan to the City draft plan
- number of new units, size, price, cars, parking spaces
- shadow studies
- property tax rebate incentive scheme
- "Green Parking Lots" and "Curb Appeal"
- Crown Land Patents
- a Toronto public consultation policy and Mimico Stakeholder Advisory Committee
- parkland

The CodeBlueWestTo.com petition for more parkland, no high-rises and other reasonable requirements for a Mimico Secondary Plan has reached more than 900 signatures and continues to climb.

Thank you for your consideration of the following:

Sincerely, Peggy Moulder



MIMICO BEACH - SECONDARY PLAN ALTERNATIVE April 15, 2013 / NTS

MIMICO BEACH SECONDARY PLAN ALTERNATIVE



LAND ZONED AS "OPEN SPACE" TO BE DEDICATED AS PARKLAND

The recommendation from the City Planning Department contained in their draft Mimico Secondary Plan that the land currently zoned as "Open Space" (in pink) on the waterfront be re-zoned as mixed use for the financial benefit of high-rise developers should be rejected.

The highest and best use for the 3.87 acres of filled waterlots zoned as "Open Space" since 1962, from any responsible Urban Planning perspective, is public parkland.

The following is from the report dated October 17, 1989, from the Commissioner of Planning to the Etobicoke Development Committee, providing an update on The Mimico Study conducted in 1983:

"The overall parkland deficiency identified in the Mimico Study has not changed significantly since 1983. The City's department of Parks and Recreation Services reported ... that in 1989 the deficiency in Neighbourhood and community parks in Mimico is over 10 hectares."

My previous letter of April 8, 2013, advised an estimated minimum of 20 acres of additional parkland will be required under any new Secondary Plan - this land is simply not available. Therefore, the addition of even 3.87 acres of waterfront parkland will be for the long-term benefit of the residents of Mimico and will provide a destination for residents of Toronto to visit and enjoy the Toronto waterfront.

The obvious and documented benefits of urban parks are numerous: health, social cohesion, tourism, house prices, biodiversity, air quality and carbon sequestration, water management, and cooling.

NO HIGH-RISE BUILDINGS FOR MIMICO & NO SELLING OF EXISTING PARKLAND

The arguments against high-rises in Mimico are many. First, the Toronto Official Plan, the "Places To Grow", and other provincial and municipal documents identify the Downtown, the Avenues and other locations as suitable areas and places for intensification. It specifically does not target local streets and older established low-rise neighbourhoods for intensification. Because a high-rise building may appear to "fit" on a piece of land, it does not follow that it is appropriate to build a high-rise in that area or location.

For instance, the recommendation by Planning Department that a significant portion of Superior Park be sold to developers to build high-rises should be rejected. A high-rise may "fit" on the site, but selling parkland to build a high-rise that will then cast long shadows in the afternoon hours on the Mimico Linear Park is absolutely unacceptable. It is not unreasonable for residents to visit parks to expect to bask in the sunshine, and not have the sunshine blocked by the shadow of a high-rise. Furthermore, once the Mimico waterfront is opened up to high-rises, developers will soon be demanding heights in excess of 25 meters as they continue to do throughout Toronto.

The historic Town of Mimico is the oldest of the former Lakeshore Municipalities. It was sub-divided from the former Township of Etobicoke in 1911, and remained an independent municipality from 1911 to 1967. It is described as a "character" area that is proud of its cultural heritage, which should be preserved in the form of its older buildings as heritage sites of interest.

Inserting high-rises into the community has the coinciding effects of demolishing Mimico's cultural heritage sites and erasing its unique character, removing opportunities to benefit socially and economically from its history and physical identity.

The Mimico area south of the train tracks was generally known as "Mimico Beach". Indeed, there were sandy beaches located along the lakeshore, and families from downtown Toronto retreated to their cottages at "Mimico Beach" in the summer months. The Mimico Beach Post Office located on Lake Shore Road was opened on August 14, 1911, to serve the southern half of Mimico.



(Photograph courtesy of Paul Chomik)



Mimico Beach Post Office

MIMICO BEACH SECONDARY PLAN ALTERNATIVE

Consequently, we have prepared an alternative to the Planning Department's draft Plan, called the Mimico Beach Secondary Plan.



Mimico Beach Secondary Plan

Planning Dept. draft plan



The Mimico Beach Secondary Plan is similar to the City's draft plan. The principal differences are: (a) the "Open Space" is preserved, while the City transfers "Open Space" and parkland for high-rise development; and (b) the buildings are all mid-rise, as opposed to the City's plan, which includes high-rises up to 25 storeys.

Mimico Beach Secondary Plan





Precincts A and C of the Mimico Beach Secondary Plan include 8 storey buildings on the avenue; two 14 storey buildings, two 10 storey buildings, and two six storey buildings behind the avenue.

Statistics of interest for the Mimico Beach Secondary Plan are:

- Precinct A includes 266 (now existing) rental apartments sized @ 650 sf and 317 new condo units average size @ 850 sf and price \$486,200 (2-Bd) and \$371,800 (1-Bd) @ 650 sf
- Precinct A includes 467 underground parking spaces (ratio 0.8/unit) at a sale price of \$35,000 per parking space
- Precinct A includes 28,181 sf of ground floor retail space on the avenue selling at \$250 psf
- Precinct C includes 432 (now existing) rental apartments sized @ 650 sf and 571 new condo units average size @ 850 sf
- Precinct C includes 802 underground parking spaces (ratio 0.8/unit) at a sale price of \$35,000 per parking space
- Precinct C includes 53,068 sf of ground floor retail space on the avenue selling at \$250 psf

The tallest existing apartment building on the Mimico apartment strip is located at 1 Summerhill Road, at 14 storeys and height of 44.46 meters. The current FSI density for the apartment strip is 1.5. The maximum height for buildings in the Mimico Beach Secondary Plan is 43.5 meters, with maximum FSI of 3.0. So, the plan contemplates a building density of double the current density for the apartment strip.

Shadow Studies



Shadow studies above for the Mimico Beach Secondary Plan, which show 10 storey buildings closest to the "Open Space", would infer that locating 25 storey and 15 storeys within the 50 meters of "Open Space" as recommended by Planning Department will result in significant shadowing on the Mimico Linear Park and waterfront.

Amedeo Garden Court Apartments - Precinct F



With respect to the Amedeo Garden Court property identified as Precinct F, by simply raising the selling price per square foot from \$500 to \$550 for waterfront condominiums, it is possible to create an entirely mid-rise complex of 407 units at 850 square feet and yield an estimated return on investment of more than 15% for the property owners, plus cover the costs of building an entirely new rental building for 363 currently existing rental units. Therefore, the Precinct is included as mid-rise only, with no high-rise buildings included for the apartment strip in the Mimico Beach Secondary Plan. There is also the opportunity to create 48,000+ square feet of stacked townhouses @ 1,000 square feet among the heritage buildings up to 3 or 4 storeys.

The Polish Alliance Hall - in Precinct G



The Polish Alliance located at 2282 Lake Shore Blvd West is a unique property. At around 7,500 square meters, it is a very large property similar in size to that of the Delta Chelsea and the Sheraton Hotels.

It is situated across the street from the Grand Harbour condominiums and a commercial property housing a bank, Rabba and other businesses.

The property is zoned as "Commercial" property, and directly behind it are properties zoned as "Commercial Industrial." Two blocks away in the Humber Bay Shores high-rise complex,

buildings are under construction; at least one is more than 60 storeys in height.

A proposed use would be as a hotel/conference centre. This type of business has been popular for Mimico in the past, and would be a good fit with a beautified waterfront, an expanded park and the heritage aspects of Mimico, New Toronto and Long Branch - i.e., tourism. An interesting comparison is with the Kingsbridge Conference Center in King City, Toronto.

The Mimico Beach Secondary Plan below shows a building with a center tower at 18 stories, a north tower at 14 storeys and south tower at 11 storeys. Housed in the towers are 708 standard sized hotel rooms at 37 square meters each, plus a podium of 4 floors where conference rooms, offices, restaurants and other uses can be accommodated.

The Pan Am Games Cycling event will be taking place at Centennial Park, and one wonders whether the athletes will be housed downtown or the Airport Hotels, or some other location. A hotel/conference center at a location such as that owned by the Polish Alliance would have been convenient for them and a great benefit for Mimico.



Therefore, the Mimico Beach Secondary Plan recommends that this unique property be treated differently from other properties within the boundaries of the Plan.

Up-grading existing apartment properties and "Green Parking Lots"

The properties in the apartment strip (Precincts A,B,C) are all active businesses, and it is not known whether some, all or none are interested in selling their properties in the immediate future.

If Mimico is fortunate and the Open Space is dedicated as public Parkland, then residents will be looking forward to enjoying a beautiful park, with the lake on one side, but with unattractive parking lots on the other.

To assist the apartment building owners upgrade, landscape and create "Green Parking Lots" at the rear of their buildings, we are suggesting a property tax rebate scheme.

- City of Toronto has introduced reduced Property Tax rates to encourage construction of new multi-residential apartment buildings (effectively, a reduction from the "commercial" rate to the "residential" rate)
- the difference represents a savings of approx. 62% in annual property taxes

- apartment owners in Precincts A, B and C currently pay an estimated \$1,520,536 in annual property taxes at the "commercial" rate
- an agreement between the City to provide a property tax rebate, and the owners to upgrade and landscape their properties (power-washing brick buildings) and create "Green" parking lots, could save existing apartment owners an estimated \$903,641 annually and \$3,614,564 savings in property taxes over a 4-year agreement period
- the savings would be spent to: (a) upgrade the landscaping and exterior of buildings, and create "Green" parking (b) the remaining savings 'not spent' would returned to the owners to use as they see fit
- the incentive is to also encourage cooperation with the transfer of the "Open Space" currently owned by the apartment owners for the creation of new public park land - apartment owners will also benefit from the new park and resulting revitalization of the community economically, socially and physically
- estimated annual property taxes savings for Amedeo Garden Court would be around \$450,000 and \$1.7 million over four years. This incentive would include agreeing with the mid-rise zoning and upgrading, landscaping and preserving and restoring the heritage site.



The following is a professional landscape design for the property at 2313 and 2323 Lake Shore Blvd West including Green Parking Lots. The property tax rebate agreement would require professional landscape design assistance for property owners to ensure high-quality results and "curb appeal" for their properties.



The following shows a detailed view of the Green Parking Lot at the rear of the building with screens and trees providing privacy for the apartment property. Alternatives would include wrought iron fencing between brick pillars. There could also be pillars at each entrance to the park stating the date the Town of Mimico was established in 1911 along with its coat of arms,



TRANSFER OF FILLED WATERLOTS FOR PUBLIC PARKLAND

While private corporations and individuals often work single-mindedly towards increasing their financial assets and holdings, the public is often unaware of the details and issues directly affecting their assets and holdings through governments and taxation. The public relies on politicians, and both rely on the competence of public servants/employees, who are well-compensated through salaries, benefits, and job security. The question arises whether public employees are prepared to work as diligently and determinedly to advance and protect public interests as are private corporate interests. In the competition between the two, the public interest quite frequently ends up with the worst end of the bargaining.

The following information is provided to assist in nothing less than a successful outcome for the public interest in securing the waterlots for additional waterfront parkland for Mimico, for the Toronto population, and for the future benefit of all in Toronto.

1. Original Crown Patents

A review of copies of the original Crown Patents ("grants") for the waterlots obtained from the Crown Land Registrar reveal the following clause for Crown Patent 48907 issued to Thomas John Jermyn:

Queen Victoria: "This Grant is made and accepted by the Grantee upon the condition and understanding that should any claim be made or preferred to or in respect of the above premises or any part thereof by or on behalf of the Government of Canada, its grantee or lessee, his or her successors in title involving the validity of this Grant or the title to said premises or otherwise the Grantee hereof his or their successors in title or his or their assigns shall not be entitled to claim compensation or indemnity from Her Majesty as representing the Province, or from the Government of this Province by reason thereof or of this grant."

All the original grants for the waterlots contain the following condition, where the Crown (and by extension, "persons" [the public]) reserves the right of free use, passage and enjoyment of the waterlots:

King George the Fifth: "Saving, excepting and reserving nevertheless, unto Us, Our Heirs and Successors, all ores, mines or minerals which are or shall hereafter be found on or under said land, and the free use, passage and enjoyment of, in, over and upon all navigable waters which shall or may hereafter be found on or under, or be flowing through or upon any part of the said Parcel or Tract and land covered with water, hereby granted as aforesaid, and reserving also the right of access to the shores of all rivers streams and lakes for all vessels, boats and persons."

2. Crown Lands Act

It is clear from the above that the Crown grants for the waterlots neither explicitly state, nor in any way imply, that the waterlots are to be filled to create new land. The purpose for granting the Patents is to allow owners/grantees to erect docks to facilitate boating, swimming and other lake front activities for the grantee, reserving access through the waterlots and to the shore by the Crown and other "persons", the public.

A provision of the Crown Lands Act permits the Minister of Natural Resources to declare a grant null and void if the land is being used in violation of a condition of the grant.

Powers of Minister respecting conditional conveyances

21 (1) Where a grant, deed or other conveyance affecting Crown lands issued pursuant to this Act or any previous Act contains a condition that the land is to be used in a particular manner, the Minister may

(a) declare the grant, deed or other conveyance null and void if the land is being used in violation of the condition;

(2) Where the Minister makes a declaration pursuant to clause (a) of subsection (1), the land reverts to the Crown.

3. Beds of the Navigable Waters Act

The terms of the waterlot Crown grants also do not convey the lake bed. Therefore, it can also be determined that the waterlots which are situated on the lake bed should revert to the Crown based on policy documents issued by the Ministry of Natural Resources including the following:

OWNERSHIP DETERMINATION - BEDS OF NAVIGABLE WATERS

Section 1 of the Beds of Navigable Waters Act states: Where land that borders on a navigable body of water or stream, or on which the whole or apart of a navigable body of water or stream flows, has been heretofore or is hereafter granted by the Crown, it shall be deemed, in the absence of an express grant of it, that the bed of such body of water was not intended to pass and did not pass to the grantee.

The term "express grant" mentioned in the Beds of Navigable Waters Act refers to Crown land grants and includes statements such as "Lot 16, Concession X, together with the bed of Jones River".

General terminology, including the phrase pre-printed on many old patents such as "...together with the woods and waters therein..." does not constitute an express grant.

(vii) where a proprietary interest asserted depends on a Crown grant, navigability is initially to be determined as at the date of the Crown grants.

Therefore, the Crown retains ownership of the lake bed under the waterlots, now covered with land fill, since navigability existed at the date of the Crown grants for the waterlots.

4. Toronto and Region Conservation Authority (TRCA)

As agent for the three levels of government, the TRCA over the past several years has elected to purchase portions of the filled waterlots along the shoreline to create the Mimico Linear Park. The mandate of TRCA is the waterfront in particular, and not public parks in general. No information has been collected for this report to determine how much money has been spent to date to purchase portions of the waterlots.

The purchase of the shoreline alone is too limited in size and width to function appropriately for visitors from the GTA and the directly affected population in Mimico, currently at 13,000 plus another 5,000 or more living at Humber Bay Shores and in the new condominiums on Park Lawn Road. The total population for Mimico according to the 2011 census is at 26,000 and growing. Shortly after the unofficial opening of the Mimico Linear Park in October 2012, there were near accidents and collisions between pedestrians, cyclists and dog walkers reported, due to the restricted width of the shoreline. The congestion will be greatly increased during the summer months and due to future population increases for the area.

The objective of this report is to request the City to claim for its residents, or to purchase, the remaining portions of the waterlots to provide a sufficiently sized waterfront park, which we have named "Mimico Beach Park" based on the historical geographical name, and long-term popular name used by residents, of "Mimico Beach" for the Mimico waterfront.

5. Acreage and Market Value of Waterlots Identified as Future Parkland

It may be deemed practical to purchase the remaining waterlots currently zoned as "Open Space". MPAC provides property value assessments for municipalities. We have been advised by MPAC that the current market value for properties zoned "Open Space", and specifically the waterlots located on the Mimico waterfront, is \$850,000 to \$1 million per acre. Below is an aerial map showing the waterlots on the Mimico waterfront.



Also provided is a schedule providing an estimate of the acreage and cost to purchase the remaining portions of the waterlots zoned as "Open Space" - between \$3.3 to \$3.9 million for approximately 3.87 acres of waterfront parkland. This is a very small price to pay for an irreplaceable public asset and would constitute a wonderful legacy from Toronto City Council for Mimico and the residents of the City of Toronto.

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MIMICO AERIAL MAP - FILLED WATERLOTS SUMMARY

PERMANENT STAKEHOLDERS ADVISORY COMMITTEE FOR MIMICO

- the City of Toronto has no written policy providing standards for Public Consultation
- individual City staff and Councillors are left to handle matters as "they see fit"
- the City of Montreal has a written Public Consultation Policy
- WATERFRONToronto also has an extensive written policy for conducting Public Consultation
- it is proposed that a Mimico SAC be created by City Planning and organized according to the standards set by WATERFRONToronto

Some terms included in the SAC Terms of Reference document are:

SAC members will:

- Advise the Project Team of their organization's/community's/constituency's perspectives relating to the project
- Provide advice, feedback and perspectives on proposals/reports tabled by the Project Team, SAC members, or others
- Help the SAC operate effectively by offering suggestions and alternatives to issues, concerns and problems
- Attempt to anticipate potential problems and offer options for resolving them
- Communicate SAC discussions back to members' organizations and constituencies
- Review all relevant project materials and provide feedback, advice and perspectives
- Attend the SAC meetings whenever possible
- Review the results of SAC discussions to ensure the meetings are accurately recorded in the meeting records, or in additional reports that members may determine are needed.

SAC members would participate in meetings concerning:

- Planning applications
- the Secondary Plan
- public realm, streetscape, parks, cycling routes and other public matters
- meet regularly with City staff concerning employment and industrial lands
- ongoing public items of concern for "revitalizing" Mimico

The standard for public consultation for Mimico 2020 from 2009 forward consisted of Planning Department presenting their views, and then the public was invited to submit written comments. There were no comprehensive group discussions, no exchange of ideas and opinions with or between residents and City Planning. Different stakeholders groups were dealt with separately, so that no one knew what was being said. The WATERFRONToronto SAC permit permits at least one member from the residents groups to attend any meetings held with land owners.

It is clear that staff at the City Planning Department either have had no training in highly competent and effective public consultation, or they have limited interest given it is outside of their urban planning skills.

In any event, the suggestion that only Planning staff have any ideas or ability to create vibrant and successful communities, and no public discussions or exchanges of information are to occur at public meetings is unacceptable.

We request that a comprehensive and effective Public Consultation policy be created for the City of Toronto without delay and a Mimico SAC be created.

Along with the waterfront and heritage sites, we need to consider employment and transit. If the future for Toronto residents to live, work and play in our communities, then we need to start collaborating, and City Staff need to adjust to the idea of working together with residents to achieve success for all Toronto communities.

Cars, Traffic Congestion

With respect to transit, it is noted that the Mimico 2020 Transportation Report indicated that the intersection at Parklawn Road fails with too many vehicles beyond capacity at rush hour. There is no solution. Drivers re-route their vehicles through our local streets and neighbourhoods now, trying to access the Royal York Road and the Queensway to work around the hold-up in traffic. As previously mentioned, there are high-rises under construction at Humber Bay Shores and at least one is more than 60 storeys. No doubt, there will be parking spaces in those new buildings for cars. The Mimico Beach Secondary Plan expects to minimally increase the number of vehicles within its boundaries by more than 1,500 cars for new residents with mid-rise buildings between 8 to 14 stories. Any suggestion from Planning Department that these buildings should be high-rises between 15 to 25 storeys instead, with additional residents and accompanying vehicles, is unreasonable.

This report has tried to identify areas of concern and interest to residents in the community and the Toronto public at large as succinctly as possible.

There is a well-known view held by highly successful business personalities:

"First, you take care of your clients (in this case, the residents of Mimico), next you take care of your employees (City staff), then you take care of the community (again, residents of Mimico), and the corporate 'profits' will take care of themselves."

Insisting on building high-rises on the waterfront in Mimico will not "revitalize" the community, and, will have many negative impacts instead. City Councillors and Planning Department should first and foremost put the best interests of residents and communities well-ahead of any concerns whether developers will "make enough money". Councillors and staff also need to listen more closely and more often to residents on important issues like revitalizing Mimico, a Secondary Plan that is supposed to assist with this objective and the quality of public consultation on these matters.

Heritage Designation for the Ormsby Estate

With respect to the Heritage Designation for the Ormsby Mimico Estates, there have been ongoing delays to designation, simply to give the owners an opportunity to present a plan that demolishes part or all of the heritage buildings, in order to make higher profits. Again, corporate 'profits' are being put ahead of good community planning. Once the heritage buildings are designated, the corporate owners will be able to plan accordingly, and there is no doubt whatsoever that they will make a highly satisfactory profit from both the heritage designation, rental units and any potential future re-development of the property to mid-rise buildings. Furthermore, the Mimico Beach Secondary Plan has proposed a substantial property tax rebate to assist the corporate owners to upgrade the exterior of their property and restore the heritage site.

We trust that Councillors will seriously consider all the comments contained in this report.

Thank you in advance.