

LAKESHORE PSYCHIATRIC HOSPITAL LAND USE STUDY



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THE LAKESHORE PSYCHIATRIC HOSPITAL
LAND USE STUDY

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BOROUGH OF ETOBICOKE PLANNING DEPARTMENT

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DATE: May 27, 1983.

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BOROUGH OF ETOBICOKE

PLANNING DEPARTMENT

416 / 626-4150

CIVIC CENTRE
ETOBICOKE, ONTARIO
M9C 2Y2

REPLY TO:

May 27, 1983.

Chairman and Members of
Development Committee:

RE: THE LAKESHORE PSYCHIATRIC HOSPITAL LAND USE STUDY

The Borough of Etobicoke has recognized the potential significance of the Lakeshore Psychiatric Hospital site since the Ministry of Health's announcement of its closure in 1979. The major implications at a local community level of a change in use or ownership of this land holding necessitate that the Borough of Etobicoke have a major role in resolving the future disposition of these lands.

The Lakeshore Psychiatric Hospital Land Use Study has been undertaken as part of the Planning Department's 1982 Work Programme to review the land use potential of this site and recommend the most advantageous redevelopment/re-use concept available to this Municipality.

The Lakeshore Psychiatric Hospital site is a major "public resource" which, in conjunction with adjacent public lands, must be comprehensively planned and controlled to derive the maximum benefit to Etobicoke's residents. It is the conclusion of this report that the optimum use of the Hospital site is a mixed-use development combining institutional, residential, commercial/office, and open space uses. The unique features of the Hospital site, particularly the historical buildings and the waterfront location, offer an opportunity to attract innovative and high quality development that could be a key element in stimulating redevelopment in other parts of the Lakeshore area. Both the private and public redevelopment and re-use of the Hospital site should retain the public orientation of the site and create a "people place" that will benefit the Lakeshore area and Etobicoke.

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Chairman and Members of
Development Committee

-2-

May 27, 1983.

It is emphasized that the submission of this report is only the initial phase of the planning and approval process for the redevelopment/re-use of the Lakeshore Psychiatric Hospital site. In addition to the public input and local decision-making on the future of the Hospital site, extensive involvement will be required in joint planning with other affected groups and agencies. Further detailed studies of various components of the concept plan will be required. A final land use plan will have to be resolved and an implementing body established to monitor and control development activity on the site.

On this basis, it is recommended that:

1. The Lakeshore Psychiatric Hospital Land Use Study be received by Development Committee and made available to interested parties as a basis for discussion.
2. A public hearing be held by Development Committee in order to permit all concerned citizens, groups, and governmental agencies to comment on the recommendations of the report.
3. Council authorize the Planning Commissioner to approach the Ministry of Government Services with this study to discuss the Borough of Etobicoke's position with respect to the Hospital site and initiate a joint planning process.

Respectfully submitted,



B. J. Morrison, M.C.I.P.
Commissioner of Planning

CN/tc

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1.0 INTRODUCTION

The Lakeshore Psychiatric Hospital site comprises 25.9 hectares (64 acres) of prime waterfront land in a beautifully landscaped open setting. The site is centrally located in the Lakeshore area, offering a refreshing break from the developed urban environment which characterizes District 7. A property offering the amenities of the Hospital site cannot be found anywhere else in Etobicoke or in the Metropolitan Toronto Waterfront area.

The Lakeshore Psychiatric Hospital was declared surplus to the needs of the Ministry of Health in 1979, after operating in the Lakeshore community since 1890. At this time, the future use of the site has not been determined and the buildings have been vacated except for some out-patient services which are in the process of relocating.

The Ministry of Government Services, which acts as the Provincial property agent, has recently completed a study called "The Metro Plan", which evaluates Provincial Government accommodation throughout Metropolitan Toronto. The study has received Cabinet approval. According to the Ministry, "The Metro Plan" recognizes the Lakeshore Psychiatric Hospital site as a significant property resource, capable of much higher utilization. It recommends that a comprehensive Master Development Plan be prepared for the Hospital lands, taking into account the various concerns of all interested groups. Ministry staff have indicated that preliminary research is taking place with respect to this Master Plan; therefore, it is urgent that the Borough develop an official position on the future of the Hospital lands in preparation for discussions with the Ministry of Government Services and other interested agencies.

The potential significance of the Hospital site has been recognized since the announcement of closure in 1979. The Planning Department had recommended an amendment to the Official Plan designation of the lands from Institutional to Special Study Area. On May 1, 1979, Planning Board Resolution No. 43 was adopted stating that a public hearing was to be held to consider the proposed redesignation; however, no further action was taken because of further consideration being given to the closure of the Hospital at the Provincial level. Recognizing the importance of resolving the Borough's position, Planning Board's 1982 Work Program recommended that a review of the Lakeshore Psychiatric Hospital grounds be undertaken, giving the direction for this study.

The closure of the Hospital was consistent with the Provincial Government policy of de-institutionalization of Mental Health Services. Alternative forms of community care for mental health patients, however, have met with some opposition. It is not known at this time whether the Provincial Government may decide to re-establish or maintain some degree of psychiatric care on the site.

In the event that the site is surplus to the needs of the Province, every effort should be made to retain the "public resource" aspect in its re-use and development. In association with the adjacent Humber College lands, the Metropolitan Toronto Filtration Plant, and the proposed Metropolitan Toronto and Region Conservation Authority Waterfront Park, this 74.0 hectare area constitutes a substantial "public resource" which must be reviewed and planned on a comprehensive basis. The study area, consequently, has extended beyond the bounds of the Hospital site itself, to consider these adjacent public

facilities. In view of the major implications at the local level of a change of use, status, or ownership of these lands, the Borough of Etobicoke must have a major role in the future disposition of these lands.

This report is organized in four parts. Part I discusses the features of the site and provides background information on the Hospital lands and the surrounding area. Part II discusses the major planning considerations in the future use of the site. Part III evaluates the land use potential of the entire site and provides a detailed review of the various portions of the site. Part IV recommends the preferred redevelopment/re-use scenario from the Municipality's perspective.

The major conclusion of this report is that the optimum use of the Hospital site is a mixed-use development that emphasizes the open space and waterfront character of the Hospital site. The uses contemplated include institutional, residential, commercial/office, open space, and utilities. A comprehensive and innovative approach will be required to maximize and retain the existing features of extensive open space and historical buildings, while accommodating and assimilating new development.

The Lakeshore Psychiatric Hospital site is a unique resource in the Borough. With careful planning, it could become a keystone in the redevelopment of the Lakeshore area. The Hospital site offers a "once in a lifetime" opportunity for the Borough and immediate consideration must be given to its future use, or the opportunity may be lost forever.



Part 1

*Introduction to Site
& Surrounding Area*

2.0 SITE ANALYSIS

The Lakeshore Psychiatric Hospital site is situated south of Lake Shore Boulevard West, between Thirteenth Street and Twenty-Third Street (see Map 1).

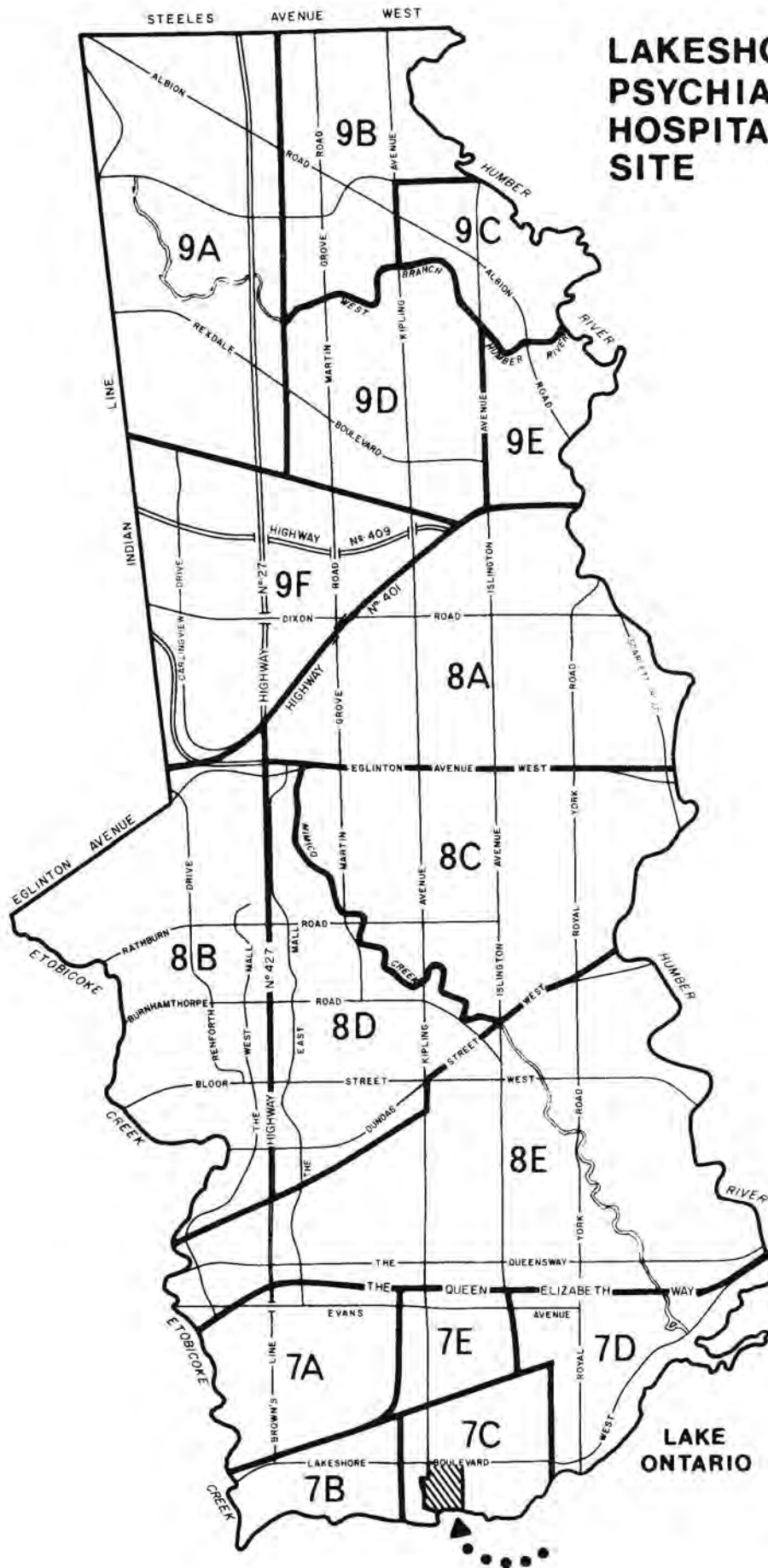
The Hospital site is presently 25.9 hectares in size and basically rectangular in shape. It has a frontage of 393 metres on Lake Shore Boulevard and a depth of 609 metres to Lake Ontario.

The Hospital itself originally occupied 50.6 hectares, but the western portion of the site has been disposed to other public agencies. At present, the R. L. Clark Filtration Plant to the south-west of the Hospital occupies 10.5 hectares and the Humber College of Applied Arts and Technology directly to the west of the site occupies 14.2 hectares (see Map 2). These uses to the west buffer the Hospital from the low density residential areas adjacent to Twenty-Third Street in Long Branch. To the east of the Hospital site are the backyards of residences on Thirteenth Street in New Toronto. The eastern edge of the Hospital site is relatively undeveloped, buffering the Hospital from the adjacent residential area.

The Metropolitan Toronto and Region Conservation Authority (M.T.R.C.A.) will be developing the Colonel Samuel Smith Waterfront Area directly south of the site, consisting of 19.6 hectares of landfill. The park will effectively eliminate the shoreline of the Hospital site. At this time, there is a 3.8 hectare area of landfill adjoining the Humber College and Filtration Plant lands at the Lake. This area will be incorporated into the waterfront park.

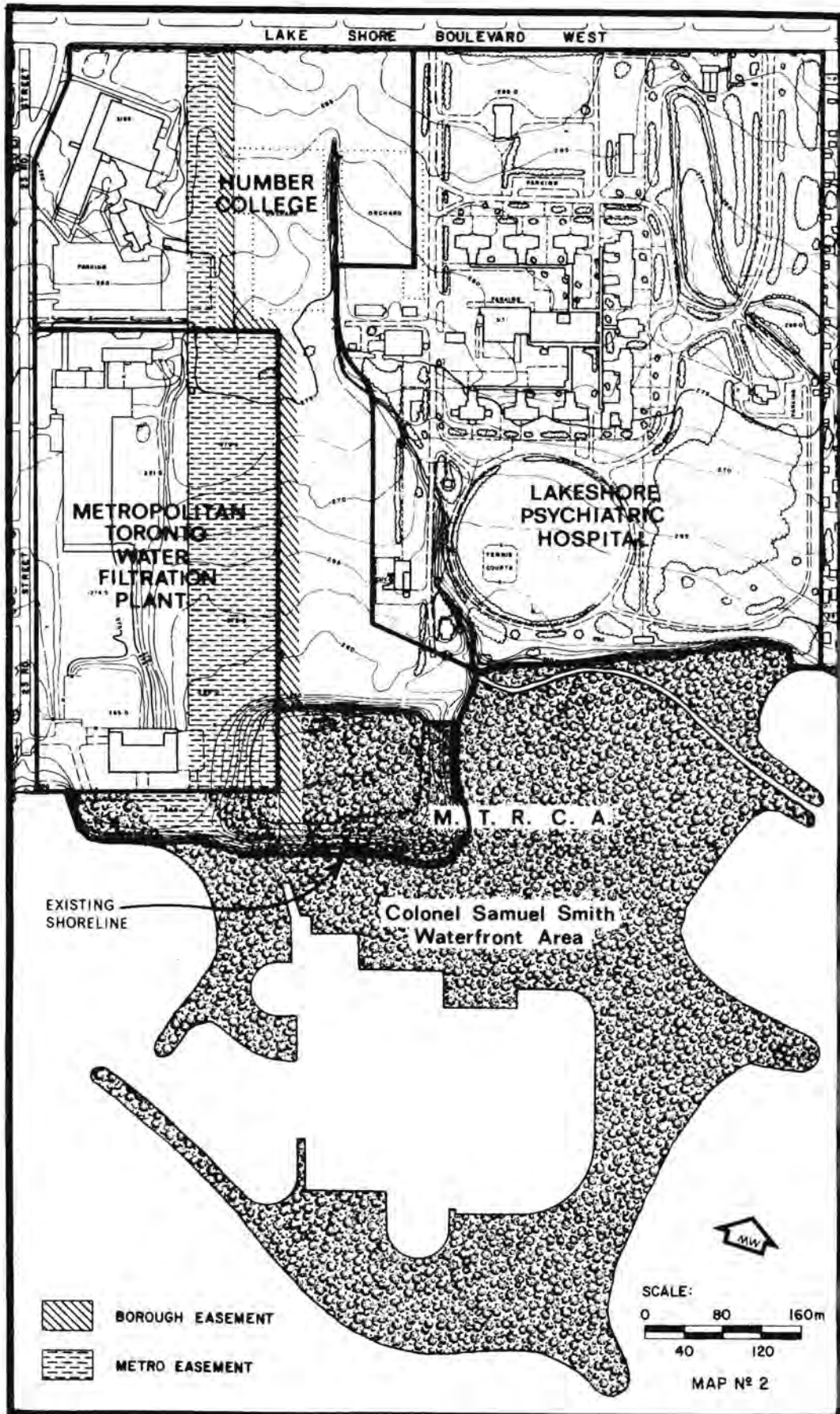
Negotiations have taken place between the M.T.R.C.A., the Ministry of Government Services, Humber College, and the Borough Works Department, concerning the extension of Kipling Avenue to provide access to the proposed

LAKESHORE PSYCHIATRIC HOSPITAL SITE



MAP No 1

ADJACENT PUBLIC LAND OWNERS



waterfront park. At the present time, a 61 metre extension of public road allowance into the site has been approved. The Ministry of Government Services has made an arrangement whereby the M.T.R.C.A. has obtained a license from the Province allowing them to use the Hospital grounds for access to the Lake to begin landfilling. Construction of the access road to the park has begun. The road constructed by the Authority will be of a temporary nature and subject to change pending a decision regarding the future use of the Hospital site. Filling is expected to begin in the spring of 1983.

There are 24 buildings on the site, the majority dating back to 1890 when the Hospital first opened. The buildings are predominantly two and three-storey, red brick structures. The major grouping of buildings in a square configuration containing the patient residences, administration, and service buildings, occupies approximately 5.5 hectares or approximately 21% of the site. The buildings contain approximately 26 012 square metres (280,000 square feet) of gross floor space.

Visual inspection of the buildings by staff revealed that the majority of the buildings are in reasonably good condition. The structures are quite stable except for two which have been damaged by fire since the closure of the Hospital. Some deterioration has taken place since 1979 when the buildings were closed and left unused.

In terms of interior servicing, information from the administrators of the Hospital indicates that improvements and updating of services has taken place. New plumbing and hydro were installed in 1978. A complete fire alarm system was installed shortly before the Hospital closed. A new sewer system was installed in the mid 1970's. It would appear that on-going improvements

to the site services were being made under the assumption that the Hospital would be functioning at full capacity for some time.

A large playground is located at the southerly extension of the site. The playground includes a baseball diamond and tennis courts. Bordering the Lake are two gazebos. The site is well landscaped with mature trees throughout the grounds. The predominant species is Norwegian maple, with areas of Norwegian spruce and willow. In the south-west corner is an abandoned watercourse. In the north-east section of the grounds is a former creek bed. This has resulted in a long swale in the landscape surrounded by trees.

Aesthetically speaking, the site is quite beautiful and offers a refreshing break from the relatively urban area surrounding it. The Lake can be seen from many places on the site. (See Appendix 'A' for photographs of site).

3.0 OFFICIAL PLAN AND ZONING

The Hospital site is located in Sub-district 7c and is designated Institutional in the Official Plan. According to the Official Plan, permitted uses on Institutional lands include government buildings and structures, fire halls, police stations, medical clinics and hospitals, schools, libraries, churches, public halls, and recreation buildings and structures.

The site is Zoned 'I' (Institutional and Public) in the Zoning Code sections applicable to New Toronto. The permitted uses are as follows: municipal offices; water filtration plants or water towers; fire halls; police stations; libraries; museums; parking lots; public hospitals; street car turning loops; any use accessory to a permitted use; day nurseries or nursery schools.*

*Schools other than nursery schools and medical clinics are excluded from the Zoning Code, although allowed in the Official Plan designation.

4.0 ACCESSIBILITY

The Lakeshore Psychiatric Hospital site forms the south-east quadrant of the intersection of Lake Shore Boulevard West and Kipling Avenue; two major arterial roads. At this time, Kipling Avenue terminates at Lake Shore Boulevard and access to the site is by a Hospital service road which is aligned with Kipling Avenue.

4.1 Vehicular Access

Kipling Avenue is a north/south arterial road running throughout the Borough, which also provides direct access to the Queen Elizabeth Way which, in turn, connects with Highway No. 427 and the Gardiner Expressway, providing easy access to the site from a regional perspective.

Islington Avenue, another major arterial road located to the east of the site, has been extended to connect with Lake Shore Boulevard West. Brown's Line (the southern portion of Highway No. 427), Thirtieth Street, and Royal York Road cross to the Canadian National Railway tracks to provide north/south accessibility to the site. Lake Shore Boulevard West (the old Highway No. 2) connects to Mississauga and downtown Toronto.

4.2 Public Transit

The Bloor Street subway line extends to Kipling Avenue and from this station, a bus route services Kipling Avenue, south to Lake Shore Boulevard. The Kipling subway station connects to the commuter rail service on the Canadian Pacific Railway line to Streetsville. The Long Branch streetcar route following Lake Shore Boulevard provides public transit along the frontage of the site. This route would involve a transfer at the Humber Loop, to connect to downtown. The GO commuter rail line operates between Toronto and Oakville and there are two GO stations in the vicinity of the Hospital site at Long Branch and Mimico.

The existing vehicular and public transportation network provides good accessibility to the site from the rest of Etobicoke, Metropolitan Toronto, and the Region.

4.3 Pedestrian and Bicycle Access

At this time, pedestrian and bicycle access to the site is limited to the Lake Shore Boulevard frontage. It is difficult to enter the site along the waterfront because of fencing on the Metropolitan Toronto Works Department land to the west and private property to the east. With the completion of the waterfront park, access along the waterfront from the west will be possible.

Various proposals have been made to develop a bike path across the southern part of the site joining Thirteenth Street to Twenty-Third Street. The proposed bike route would link up with north/south routes to provide a Borough-wide bicycle route system connected to other regional parks.

5.0 HISTORICAL SIGNIFICANCE

The Lakeshore Psychiatric Hospital was previously known as the Mimico Lunatic Asylum. Originally, the Hospital site was a model Government farm, called the Mimico Farm, until the Toronto Hospital (Queen Street) took it over to utilize the farmland for therapeutic, as well as economic reasons. Dr. Clark, a prominent psychiatrist of the day, was convinced that recreation and useful employment were valuable as curative agents; "work is conducive to mental recovery and physical health".¹ The farm site was suitably located and was also a "healthful and beautiful site". The authorities at the Toronto Hospital also wanted more space in order to separate the hopeless (chronic) patients from the hopeful (acute) patients.²

In the spring of 1888, the Government farm near Mimico was assigned to the Toronto Asylum and plans were made for the erection of cottages to house the working patients, as well as the chronic patients. Farming operations began immediately and by 1889, two patient residences were completed. The Mimico Lunatic Asylum officially opened in January, 1890.

The Mimico Hospital was originally planned only as an annex to the Toronto Asylum, to be farmed and to accommodate the chronic care patients; however, it was decided that it was not effective to label the entire Mimico Asylum incurable.

In November, 1894, Mimico Hospital was made an independent institution with its own territorial district. More cottages were built and, consequently, the Toronto Institution stopped using the farm.

The Mimico Hospital layout was based on a very innovative plan and incorporated many new ideas with respect to mental health care (see Map 3).

The patient residences were grouped on each side of the central administration building forming three sides of a square. Other buildings were located throughout the site including accommodation for the superintendent, doctors and nurses, and a large auditorium. Extensive gardens, parks, and open space surrounded the buildings. The "garden community" theory was stressed and the site was thought to be the ideal setting for a healthy environment. The patient residences were named "cottages" in keeping with the recreational and garden atmosphere. The cottages were 24.4 metres by 12.2 metres and were designed to house 50 patients each. They were constructed of red brick and had decorative features such as gables, towers, ornate brickwork, and verandas. Each cottage was connected to the central building by an underground passageway which also served as an above-grade walkway.

There was no large main building, but many detached buildings connected together. This was an experiment, as it was thought that the smaller buildings would be less imposing and better for the patients. Greenhouses were built and pavilions and gazebos were constructed along the Lake for the patients.

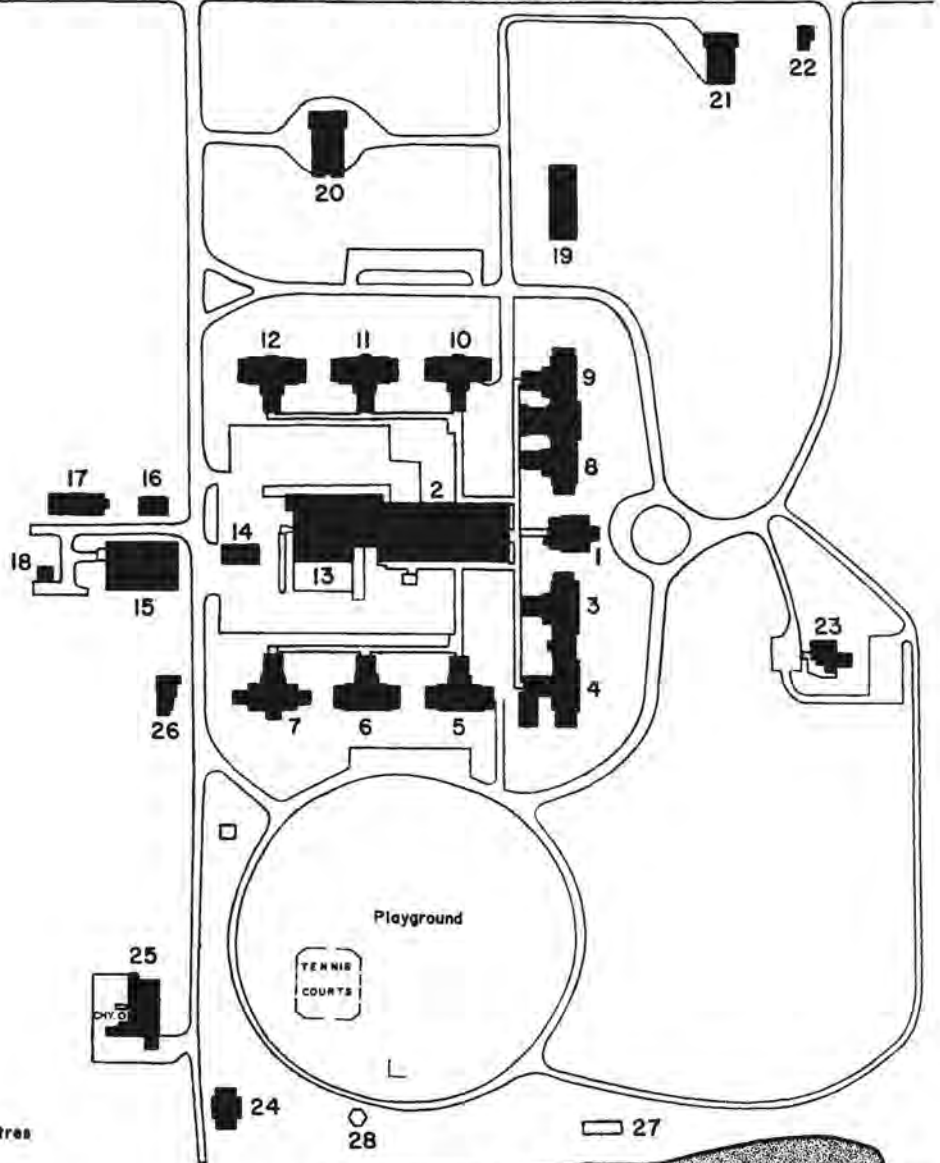
Kivas Tully, a prominent architect of the day, designed the buildings. He is also responsible for many other historic government buildings in Ontario.

Mimico Asylum grew its own food supply and was completely self-contained in the early days. The staff lived on the grounds and the Hospital had its own blacksmith shop, fire department, farm, and other services.

SITE LAYOUT & BUILDINGS

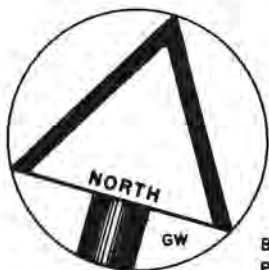
LAKESHORE BOULEVARD WEST

1. ADMINISTRATION
2. SERVICE BUILDING
3. FEMALE COTTAGE
4. FEMALE COTTAGE
5. FEMALE COTTAGE
6. FEMALE COTTAGE
7. FEMALE COTTAGE
8. MALE COTTAGE
9. MALE COTTAGE
10. MALE COTTAGE
11. MALE COTTAGE
12. MALE COTTAGE
13. WORK SHOP
14. GARAGE
15. LAUNDRY BUILDING
16. PAINT SHOP
17. ROOT HOUSE
18. INCINERATOR
19. NURSES HOME
20. ASSEMBLY HALL
21. GREENHOUSE
22. GATEHOUSE
23. CUMBERLAND HOUSE
24. LAKE HOUSE
25. POWER HOUSE
26. MOORHOUSE
27. PAVILION
28. GAZEBO



SCALE 0 36.0 72.0 108.0 144.0 metres

MAP N° 3



BOROUGH OF ETOBICOKE
PLANNING DEPARTMENT 83.5.98

In 1902, an experimental school was established in one of the buildings and proved to be quite successful. In 1903, the farm to the west of the site was bought and an apple orchard was started in co-operation with the Agricultural Department.

Considerable time was given to the ornamenting of the premises, planting trees, and making walks. A large recreation ground was developed south of the cottages in the form of a circle 61.0 meters in diameter. East of this, a park was laid out. It is interesting to note that most of the construction, repairs, alterations, and improvements were done by the patients, along with the farming and gardening.

Today, the Hospital remains relatively intact, with only the central building having been replaced. The layout and the tunnels have not changed and the Hospital is virtually in its original state.

The site has two significant aspects from an historical perspective. First, the Hospital was one of the earliest developed areas in the Lakeshore. The Ontario Hospital and the Post Office were the first buildings bearing community status in New Toronto. The buildings were constructed in the 1880's and 1890's, making them some of the oldest buildings in Etobicoke; therefore, the Hospital site is significant in the early development of New Toronto and the Lakeshore area.

Second, the Hospital site has historic value as an example of psychiatric hospital architecture and layout of the day. It typifies a very innovative approach to planning and design, experimenting with new ideas and theories regarding psychiatric care.

6.0 INTER-RELATIONSHIP WITH LAKESHORE COMMUNITIES

The Lakeshore communities, generally situated south of the Canadian National Railway tracks, consist of Long Branch, New Toronto, and Mimico. The Hospital site is within New Toronto, borders on Long Branch, and is readily accessible to all of the Lakeshore area. This section will provide a brief overview of the Lakeshore area in terms of history, population, land use, and social services to explain the past relationship of the Hospital site within the Lakeshore area and its present context within it.

6.1 History of the Area

Originally, the Lakeshore area, like the rest of Etobicoke, was primarily agricultural. The Great Western Railway was extended to the Lakeshore area in 1855, while connecting Toronto to Hamilton. A street railway system was built in 1894, along what is now Lake Shore Boulevard.

The shortage of developable land in the City of Toronto, combined with the introduction of the railway and transit to the area, made the Lakeshore area very attractive to industry. To accommodate the influx of industrial workers, residential suburbs were developed. The Lakeshore area transformed from a rural to an urban community with the Psychiatric Hospital in its midst providing a link with its rural beginnings.

Long Branch evolved as a resort area attracting residents from the city because of the attractive waterfront location. Summer homes and cottages were built on the lakefront and further inland. A sizable amusement park developed in the area. Later, residential areas developed to house the growing number of industrial workers in the area.

New Toronto grew as an industrial town because industry was attracted to the railroad. In 1906, the Grand Trunk Railway decided to build a major freight yard in the area called the Mimico Yard (the yard is actually located in New Toronto). For the next fifty years, railroading was the livelihood of many in the area. Small brick houses were built on small lots to accommodate the workers. The area attracted people from Britain and Europe because of the employment opportunities and the availability of affordable housing.

The Town of Mimico grew primarily as a residential area with beautiful estates on the waterfront. These estates originated as summer villas, but eventually became permanent homes. Residential suburbs were developed in Mimico to house the growing influx of people to the area. Toronto residents also established summer homes in Mimico, taking advantage of the beaches and views.

In 1954, the Lakeshore municipalities became three of thirteen municipalities in the newly formed Metropolitan Toronto. In 1967, the three municipalities were amalgamated within the Borough of Etobicoke when Metropolitan Toronto went from thirteen to six municipalities.

6.2 Population

District 7 reached its peak population in 1966 with 64,514 people. Since that time, the population has been steadily decreasing as can be seen from the following chart:

DISTRICT 7 POPULATION

Year	1966	1971	1976	1981	1982
Population	64,514	57,755	53,767	51,162	49,560

The following chart shows the population by Sub-district:

1982 POPULATION BY SUB-DISTRICT

Sub-district	7a	7b	7c	7d	7e	TOTAL
Population	12,305	9,577	9,134	18,437	107	49,560

SOURCE: Borough of Etobicoke Assessment Information, 1981, 1982.
Census of Canada.

District 7's population, like the rest of Etobicoke, can be described as aging, with the number of people over 55 years increasing since 1956.

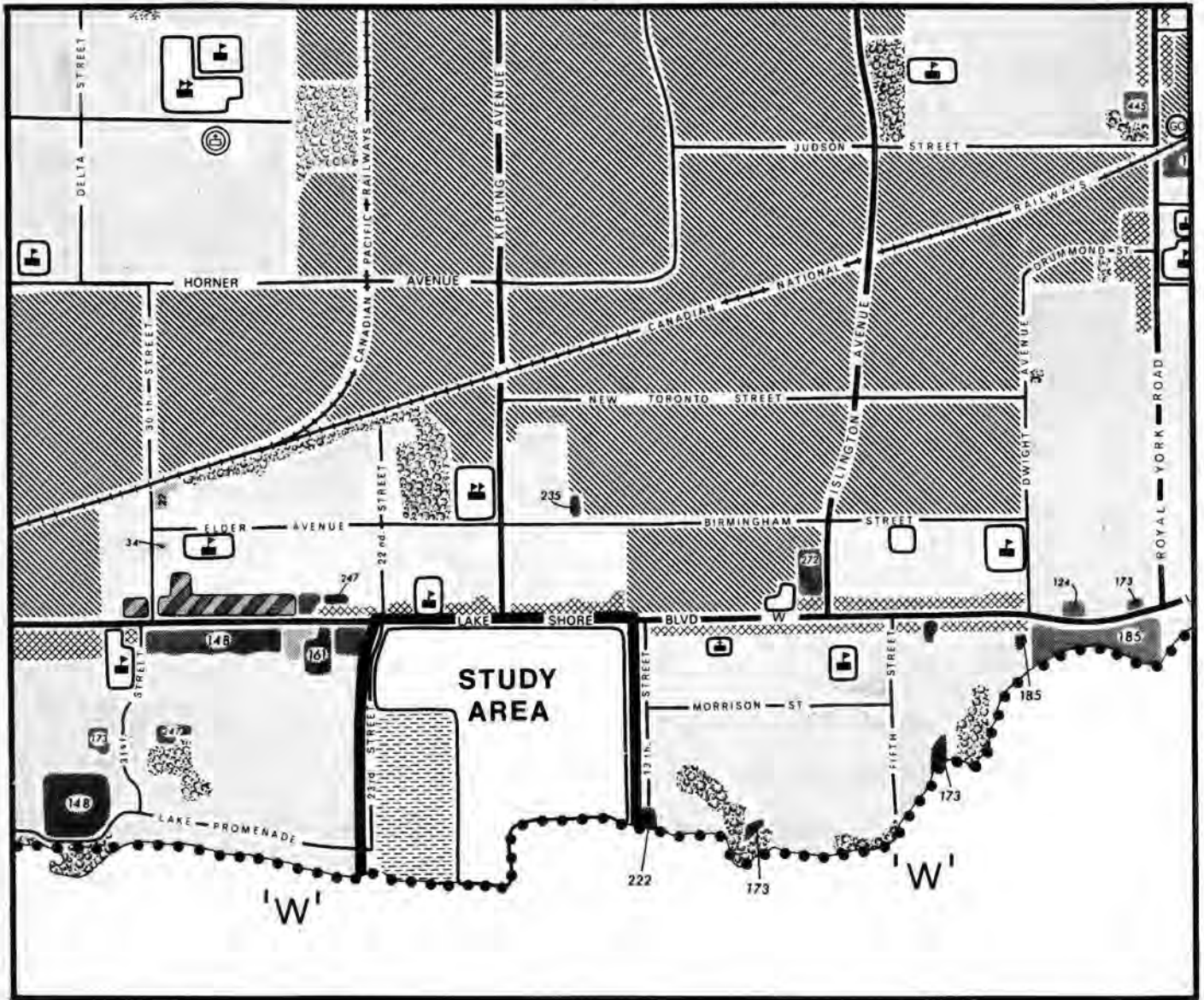
6.3 Land Use

The three Lakeshore municipalities are diverse in terms of land use, combining a variety of dwelling types interspersed with commercial and industrial uses. This diversity has resulted in a very urban area, integrating a number of uses in a relatively small area. This mixed-use character is not found, for the most part, in the rest of Etobicoke, making the Lakeshore area interesting and unique (see Map 4).

6.3.1 Commercial

Historically, commercial development evolved in a linear fashion along Lake Shore Boulevard West, which as Highway No. 2, was a major route into Toronto. The commercial areas developed to serve the needs of the local residents and highway commercial uses. Over the past decade, the commercial strips have experienced serious decline, especially in Long Branch and Mimico.

OFFICIAL PLAN



Land Uses

- | | | | |
|--|----------------------------|-----|--|
| | Residential Low Density | | Utilities |
| | Residential Medium Density | | Parkway Belt West |
| | Residential High Density | 'W' | Waterfront |
| | Commercial | | Residential Medium Density with High Density |
| | Industrial | | Public School |
| | Institutional | | Separate School |
| | Public Open Space | | High School |
| | Private Open Space | | Separate High School |
| | | 62 | Units per Hectare |



MAP N° 4



The introduction of shopping centres, combined with increased mobility, has resulted in the decline of commercial strip areas, a phenomenon which has been experienced throughout Metropolitan Toronto. The Lakeshore area has also experienced a decreasing population since 1966, which has contributed to the decline in the commercial strips. With the development of other access highways into Toronto, Lake Shore Boulevard has been reduced in status to an arterial road.

The Hospital site is in the middle of a continuous commercial strip stretching from Dwight Avenue in New Toronto to Forty-Second Street in Long Branch. This strip is approximately 4.2 kilometres in length and provides retail employment for approximately 1,000 people (see Appendix 'B').

A portion of the New Toronto commercial strip, between First and Ninth Streets, is generally considered to be the most successful commercial area in the Lakeshore. The area was designated a Business Improvement Area (B.I.A.) and this has resulted in a reasonably attractive shopping area. The Business Improvement Association recently commissioned a landscape architecture firm to prepare a study recommending improvements to revitalize the New Toronto B.I.A.

The Lakeshore Psychiatric Hospital site and the Goodyear Tire Plant break up the commercial uses along Lake Shore Boulevard. The Hospital site, combined with the College site, represents approximately 750 metres of frontage. The Goodyear Tire Company on the north side of Lake Shore Boulevard, directly east of the site, represents approximately 390 metres of frontage. In combination, these two frontages result in a considerable length of commercial strip with commercial use on only one side of the street (1.14 kilometres). Consequently, there are "dead" areas in the commercial strip on both the north and south sides of Lake Shore Boulevard.

The Long Branch commercial strip is generally located between Twenty-Third and Forty-Second Streets, with the majority of shops located on the south side of Lake Shore Boulevard West. "The Lakeshore Study: Long Branch" identified three viable commercial nodes that catered to the immediate population. The less viable commercial areas have been designated for residential redevelopment.

6.3.2 Industrial

The Lakeshore municipalities have attracted a high degree of industrial development located between Lake Shore Boulevard and the railroad. Industry was attracted to the Lakeshore area because of the large tracts of vacant land, the introduction of the railroad, and the accessibility to major transportation routes.

New Toronto grew primarily as an industrial area and, therefore, has a high proportion of industrial land. The area north of Lake Shore Boulevard is characterized by large tracts of industrial development mixed with small pockets of residential uses. New Toronto employs approximately 6,000 people in the industrial sector, accounting for approximately one-third of District 7's industrial employment.

In Long Branch, the largest industries front directly onto Lake Shore Boulevard. The Long Branch industrial sector employs approximately 1,000 people.

6.3.3 Residential

The three Lakeshore municipalities developed quite differently in terms of residential character, as discussed in the history of the area.

Low Density housing is the most significant component of the housing stock in the Lakeshore area, occupying approximately 68% of the total housing

units, while high density housing accounts for approximately 32% of the housing stock. The highest concentration of apartment development is located in Mimico, east of Royal York Road and south of Lake Shore Boulevard West.

The residential area surrounding the Lakeshore Psychiatric Hospital site is mainly low rise, with few buildings over four storeys in height.

The Lakeshore area has generally been viewed as a source of affordable housing within the Borough. Although there is no assisted family housing in the area, the older residential buildings and the smaller lots have kept the rents and the housing prices down, making it an attractive area to lower income households. The only type of assisted housing south of the C.N.R. tracks are two Metro Senior Citizen apartment buildings.

6.3.4 Open Space

The Borough standard for the provision of public open space is expressed as a ratio of parkland to population. Borough parks are divided into five categories depending on the function they serve. The following definitions are used:

Neighbourhood Parks - serve a local need.

Community Parks - serve a community function, as well as a neighbourhood function, to the immediate residential area.

District Parks - serve a district, as well as a community and/or neighbourhood function to the immediate residential area and may contain major recreational facilities.

Borough Parks - serve a Borough function, as well as a district, community, or neighbourhood function, where appropriate.

Regional Parks - serve a regional function that is supplementary to the recreational opportunities supplied by the Borough, District, Community, and Neighbourhood Parks. Regional Parks are under the ownership of a higher level of government.

P2.

The Borough's goal is to provide parkland based on the following ratios:

- Neighbourhood Park - standard of 0.4 hectares/1,000 population;
- Community Park - standard of 0.6 hectares/1,000 population;
- District Park - standard of 1.0 hectares/1,000 population;
- Borough Park - standard of 0.4 hectares/1,000 population;
- Regional Park - standard of 1.6 hectares/1,000 population.

In total, this represents 4 hectares of parkland per 1,000 population.

The existing Neighbourhood, Community, and District Parkland for District 7 (south of the Queen Elizabeth Way) can be summarized as follows:

DISTRICT 7 PARKLAND (HECTARES)

Neighbourhood Parks	17.11 hectares
Community Parks	29.56 hectares
District Parks	7.83 hectares

TOTAL	54.50 hectares
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SOURCE: Etobicoke Parks and Recreation Services Department Information.

The only Borough Park in Etobicoke is Centennial Park, located in District 8, containing 103.15 hectares.

There are two Regional Parks located in District 7; Humber Bay Waterfront Area West and East containing 42.4 hectares, and Marie Curtis Waterfront Area containing 23.6 hectares. These two waterfront areas are the only open space areas in the Borough that provide regional access to Lake Ontario. The proposed Colonel Samuel Smith Waterfront Area will be the third regional access point along the Etobicoke shoreline.

The Parks and Recreation Services Department has indicated that District 7 is the most deficient area in Etobicoke with respect to meeting the open space objectives. This issue will be discussed in more detail in Part II.

6.3.5 Institutional

District 7 has 21 schools; 14 public elementary, 3 public secondary, and 4 separate elementary.

In terms of the structural adequacy of the schools in the area, only one school is on the replacement list. Seventh Street School in New Toronto was built in 1922, and is scheduled to be rebuilt because of substandard facilities.

Parkview Junior School closed in 1982, and Vincent Massey Junior School is scheduled to close in the spring of 1983. Eventually, the three Lakeshore secondary schools are to be amalgamated into one school at New Toronto Collegiate. The Board of Education has advised that the remaining schools in the area are adequate until at least 1990.

At the present time, the Board has surplus space and it is not anticipated that new school sites will be needed unless a large number of new families are introduced in the area.

Humber College of Applied Arts and Technology has a campus in New Toronto, directly west of the Hospital.

6.3.6 Community Services

The Lakeshore area has numerous community services providing for a wide range of needs. The majority of the community facilities available to the Lakeshore community residents are affiliated with L.A.M.P. (Lakeshore Area Multi-Service Project). The physical, emotional, social, and recreational needs of the people are met through services co-ordinated by L.A.M.P. It is the largest multi-service centre in Ontario. The following services are available: counselling for individuals and families through various agencies; medical and dental care; information; legal aid; financial assistance; day care; seniors services; children and youth groups; adult programs; and self-help programs. The Y.M.C.A. also has programs operating out of L.A.M.P.

Other community services available to the Lakeshore community include a branch of Metro Social Services and a Canada Employment Centre office.

There are three public libraries in the Lakeshore area. Discussions with the Etobicoke Library staff indicate that only a basic level of library services are being offered at these three branches.



Part 2

Planning Considerations

7.0 LOCATIONAL ADVANTAGES

The location of the Hospital site is very important in terms of defining a range of possible future uses. Two locational aspects will be considered: the centrality of the site, and the waterfront location.

7.1 Centrality of the Site

The Hospital site is centrally located in the Lakeshore community. The site itself is in New Toronto, however, the western boundary of the site, Twenty-Third Street, marks the eastern boundary of Long Branch. This convenient location offers the potential for the site to be a community-wide resource.

In "The Lakeshore Study", prepared by the consulting firm of Wyllie, Ufnal, Weinberg, and Scheckenberger in 1968, the importance of the Lakeshore Psychiatric Hospital site (known as the Ontario Hospital) was identified. It was recommended that the Ontario Hospital be relocated in an institutional complex elsewhere, leaving this important central site to be used as the main community park for the Lakeshore area.

It was also recommended that the Borough of Etobicoke approach the Provincial Government at the earliest opportunity to secure the Ontario Hospital site. The Study stated that "this valuable addition to the study area's recreational assets would form a central park recreation core for development of the entire plan...another site as well placed in the centre of the study area could not be found".

This study formed a background report in the preparation of the District 7 Plan; however, no action was taken with respect to acquiring the Hospital site as the Hospital was in full operation at that time.

These recommendations are important in that they document the historical interest and recognize the significance of the location of this facility.

Although the consulting firm's recommendations are mostly for open space/recreational uses which may not be appropriate for the entire site at this time, they serve to emphasize the potential of the site as an important community resource. The centrality of the site in relation to the Lakeshore municipalities gives it the opportunity to be an anchor in the community.

7.2 Waterfront Location

One of the unique characteristics of the Lakeshore Psychiatric Hospital site is that it borders on Lake Ontario. Waterfront property is a very limited resource in Metropolitan Toronto, as most of the land is already developed or privately owned. The importance of the waterfront as a recreational asset has only recently been realized and, consequently, public access points are limited. The last decade has seen a rediscovery of the urban waterfront in Metropolitan Toronto.³ With more leisure time and the increasing cost of travel, people are looking for recreational facilities closer to home.⁴ Waterfronts can offer an exciting environment for active and passive recreational activities. The renewed interest in the waterfront has made the site very attractive to both the public and private sectors.

In Etobicoke, Lake Ontario has previously been a backdoor to development on Lake Shore Boulevard. It is finally being realized as one of the most important assets of the Borough.

"The Etobicoke sector is characterized by urban development which has neither taken advantage of the lakeside setting, nor provided adequate public access to the Lake. As a result, the waterfront community is strongly oriented to Lake Shore Boulevard, a commercial street, while the lakefront, with a potential for beaches and walkways, is just a backdoor view for the lakeshore development."⁵

Due to the residential community which has developed adjacent to the shoreline throughout Etobicoke, there is little vacant land for recreational or other purposes. A study done by the Planning Department in 1980, called "The Boating and Marina Study", documents the uses along the Etobicoke waterfront:

ETOBICOKE WATERFRONT LAND USE

LAND USE	LENGTH OF SHORELINE	PERCENT
Regional Open Space (Marie Curtis & Humber Bay)	1.2 km	11.9
Local Open Space	1.6 km	15.8
Lakeshore Psychiatric Hospital	0.6 km	5.9
Filtration Plant	0.4 km	4.0
Residential Low Density	3.2 km	31.7
Residential High Density	1.6 km	15.8
Commercial	0.3 km	3.0
Motel Strip	1.2 km	11.9
TOTAL	10.1 km	100.0

It can be seen that two-thirds of the length of the waterfront is privately owned, with residential uses occupying the highest percentage of the waterfront. The total study area accounts for about 10% of the shoreline. Public access to the waterfront from the Hospital site is restricted to entry from Lake Shore Boulevard.

Although public access to the waterfront in Etobicoke can be described as limited at best, recent developments are opening up the previously ignored lakefront.

The Metropolitan Toronto and Region Conservation Authority has been responsible for developing two waterfront areas which have provided public access to the Lake. The Colonel Samuel Smith Waterfront Area will be the third major public access point to the Lake.

It is interesting to note that even with the existing and proposed waterfront parks, Etobicoke compares poorly in terms of waterfront open space with other municipalities under the M.T.R.C.A. jurisdiction.

Etobicoke, like many cities, can find its oldest developed areas located adjacent to the waterfront in a state of decline and making little positive use of the water. The Lakeshore Psychiatric Hospital site has the tremendous potential of making active public use of the waterfront. It is the last remaining portion of developable waterfront land in the Borough and, thus, can be viewed as the Borough's "last chance" to do something creative in terms of waterfront planning.

8.0 ADJACENT USES

The Hospital site is adjacent to the Colonel Samuel Smith Waterfront Area, Humber College, and the R. L. Clark Filtration Plant. These adjacent land uses will potentially affect the compatibility of types of re-use of the Hospital site and offer a number of opportunities for inter-relationships with these public facilities.

8.1 Colonel Samuel Smith Waterfront Area

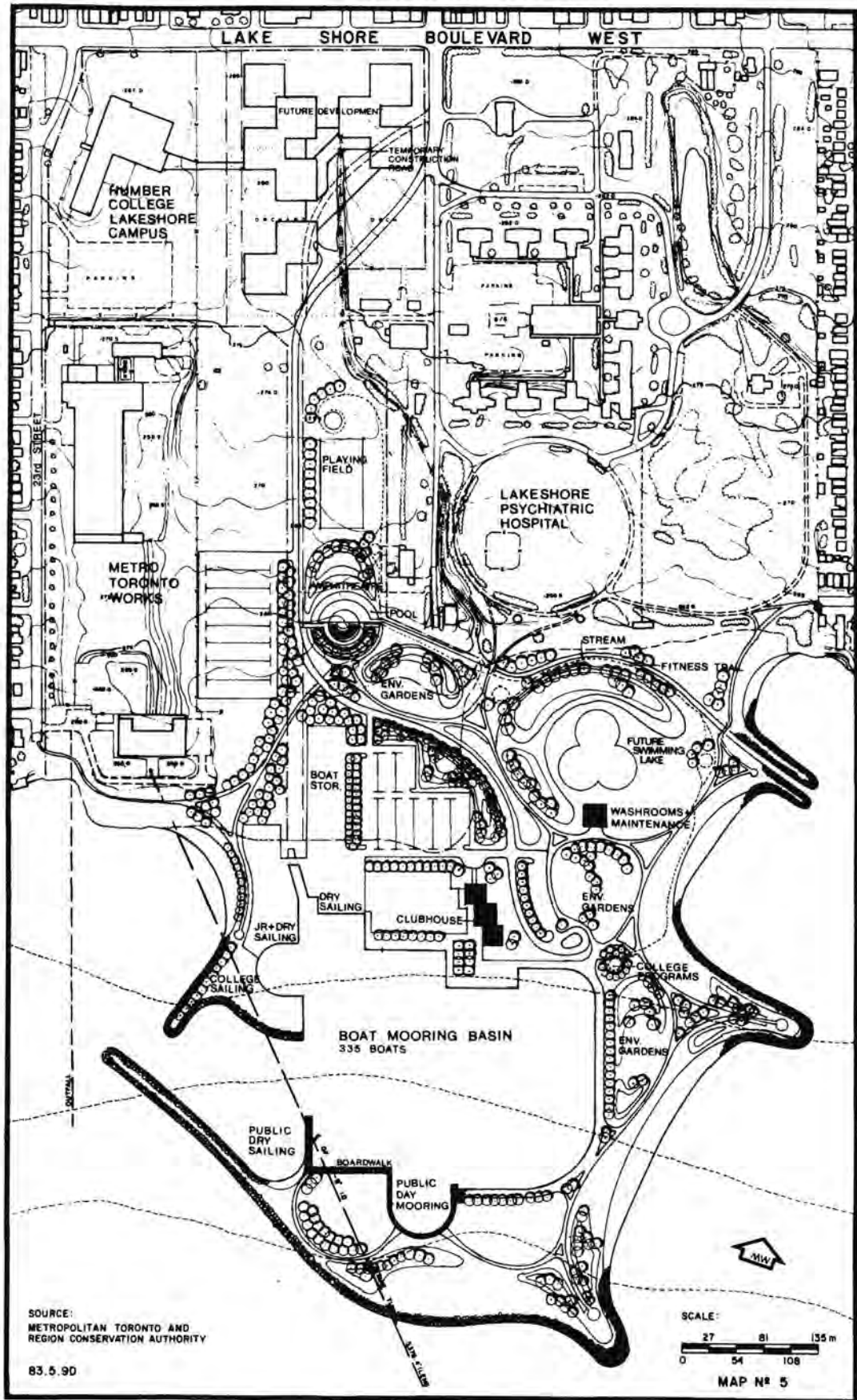
The Colonel Samuel Smith Waterfront Area is a component of the Metropolitan Toronto and Region Conservation Authority's Waterfront Plan for the Etobicoke sector. It is expected that filling will begin this year and take four years to complete. Surface development will take an additional two years; therefore, the park will not be effectively operating until 1990 (see Map 5).

The total project will provide 28.5 hectares of parkland. Of this, 19.6 hectares will be landfill and the remaining 8.9 hectares will utilize existing land.

The park will have an educational theme because of the proximity to Humber College. The park will have a major boating component, including mooring facilities for 500 boats, a club house, and a dry sail area. Other proposed components will include an artificial swimming lake, an amphitheatre, environmental gardens, a fitness trail, and passive areas for picnicking, viewing, and sunbathing. It is expected that Humber College will play an extensive role in the programming and management of the facilities.

MASTER PLAN

COLONEL SAMUEL SMITH WATERFRONT AREA



8.2 Humber College of Applied Arts and Technology

The Humber College site was originally part of the farm that belonged to the Hospital. In 1958, the Lakeshore Teachers College was built on the north-west portion of the site. In 1975, Humber College obtained 15 hectares of land from the Ministry of Community and Social Services, including the Teachers College and the apple orchard, in exchange for a similar sized parcel of land south of Humber College's North Campus in the Highway No. 27/Rexdale Boulevard area.

The College property is zoned 'I' (Institutional and Public) in the New Toronto Zoning By-law; however, under this designation, schools are excluded making the College a legal non-conforming use.

Temporary access to the College has been permitted off Twenty-Third Street until the Kipling Avenue extension issue has been resolved and a permanent access road can be constructed.

It should be noted that the Humber College site is not completely developable because of a Metropolitan Toronto and a Borough easement which crosses the property from Lake Shore Boulevard between Twentieth and Twenty-First Streets down to the Lake. This easement area could be used for parking, open space, or landscaping.

Humber College is a community college with a multi-campus structure. It is anticipated that Lakeshore 1 Campus will be playing a greater role in the future, as the main campus will be decentralizing, increasing the enrolment of the Lakeshore Campus. The program focus of the Lakeshore 1 Campus is in the applied arts, business, and social services. The campus strives to achieve a high degree of community involvement. Humber College would like to play a more significant role in the Lakeshore area, integrating with other services and facilities.

8.3 The R. L. Clark Filtration Plant

The Metropolitan Toronto Works Department occupies the land to the southwest of the Hospital site for the R. L. Clark Water Filtration Plant. This land was also part of the Hospital's farm. The Plant was constructed from 1962 to 1968 on property acquired by purchasing a portion of the Hospital grounds.

Existing buildings on the site include a filtration building to the north, a pumping plant to the south, and a small sewage pumping station to the east of the filtration building. Underground structures include a clear well and sedimentation plants located between the filtration building and the pumping plant.

Future plans will include an addition of one filter building on top of an existing clear well, construction of a reservoir to the north-east of the site, construction of a service building to the south-east of these, and extension of the pumping station. These expansion plans will possibly take place between 1990 and 2000.

Humber College and the Colonel Samuel Smith Waterfront Area will utilize the easement part of the plant property for parking.

9.0 OPEN SPACE DEFICIENCIES

As discussed in Section 6.3.4, District 7 is the most deficient area in the Borough in terms of the availability of parkland. This section will discuss the specific areas of deficiency and the potential role of the Hospital site in alleviating these deficiencies.

9.1 Parkland

For all categories of parkland in the Lakeshore area, there is an overall deficiency of approximately 88.6 hectares (219 acres). The following breakdown indicates the deficiencies in the various park categories:

District Parkland	43.3 hectares
Regional Parkland	30.7 hectares
Community Parkland	7.7 hectares
Neighbourhood Parkland	6.9 hectares
<hr/>	
TOTAL DEFICIENCY	88.6 hectares
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SOURCE: Etobicoke Parks and Recreation Services Department.

In terms of sub-districts, 7c (New Toronto) is the best serviced area; however, it was emphasized by the Parks staff that surplus parkland in one area does not necessarily offset a deficiency in another area, especially with respect to the smaller parkland classifications.

Sub-district 7d (Mimico) is the area in greatest need for additional parkland in the Neighbourhood and Community categories.

The Parks and Recreation Services Department has provided this Department with a list of priorities with respect to acquiring additional parkland. The first priority states "statistically, the most deficient category is that of District Parkland and should be top priority when consideration is given to additional parkland acquisitions for District 7. As indicated, 43.3 additional hectares of parkland at this level of service are required (anywhere in District 7) to offset the existing deficiency".

The second priority is for Regional Parkland (operated by another level of government). It is stated that "an additional 30.7 hectares are needed to meet the standards for this level of public parkland. Any additional provision for parkland for this category should relate to natural areas, such as rивervalleys and waterfront areas, within the Planning District".

With respect to the second priority, the completion of the Colonel Samuel Smith Waterfront Area will provide 28.5 hectares of parkland. This will offset the Regional Park deficiency in District 7, except for 2.2 hectares.

9.2 Alternative Open Space Resources

Although other land uses may, in part, provide some open space opportunity, the Lakeshore area is deficient in these secondary open space resources as well.

9.2.1 School Sites

School sites can provide an important open space function in a community to supplement the existing parkland.

District 7 has 21 schools. In terms of average school size, District 7 schools are smaller than the Borough average for each type of school. The average public elementary school size is 1.6 hectares, as compared to the Borough average of 2.4 hectares. Similarly, the hectareage for public secondary and separate elementary schools in District 7 is substantially smaller than the average Borough size, as can be seen by the following chart:

ETOBICOKE SCHOOLS: AVERAGE SITE AREA (Hectares)

DISTRICT	PUBLIC ELEMENTARY	PUBLIC SECONDARY	SEPARATE ELEMENTARY	SEPARATE SECONDARY
7	1.6	3.1	1.0	-
8	2.6	4.9	1.7	2.2
9	3.0	5.5	1.5	2.2
AVERAGE	2.4	4.5	1.4	2.2

Park/school combinations are also an important open space resource in a community as they provide a large open space area and supplement smaller parks. Forty-two schools in the Borough are adjacent to parks; however, only 6 of these are in District 7. On a district basis, District 7 has the lowest percentage of park/school combinations.

The comparably smaller school sites in District 7, together with the low percentage of park/school combinations, contribute to the existing overall deficiency of open space opportunities in District 7.

9.2.2 Lot Sizes

In residential areas, lot sizes can contribute to the overall feeling of open space. The three Lakeshore municipalities developed before the rest of Etobicoke and they exhibit characteristics of a more urban area similar to the City of Toronto with smaller lot sizes in the residential areas.

According to an inventory of housing types by lot size in New Toronto done by the Planning Department in 1977, the majority of dwellings (66%) in Second Density Residential areas have less than 9.2 metres of frontage. In terms of single family dwellings, 90% of all units have frontages of less than 12.2 metres, while the minimum requirement in the Township area is 12.2 metres.

The majority of the residential lots are small in the Lakeshore area. The minimum lot area requirement for single family housing in Etobicoke is 464.5 square metres, while the minimum lot area requirements in Long Branch, New Toronto, and Mimico are 371.6 square metres, 232.3 square metres, and 325.2 square metres respectively.

This type of development on small sized lots emphasizes the need for public recreational space for active and passive uses.

9.2.3 Cemeteries

Cemeteries, in some communities, can be considered as an open space resource depending on their size and accessibility. The Lakeshore area has only two cemeteries. The Ontario Hospital Cemetery which is located at the north-east corner of Horner and Evans Avenues and a church-related cemetery located in Mimico.

Neither cemetery can be considered as a recreational resource. The Ontario Hospital Cemetery, while large in size, is located in a totally industrial area where demand for an open space function is limited. The Christ Church Cemetery is relatively small and also located in a primarily industrial area. These cemeteries are precluded from significantly contributing to the open space inventory in the area.

9.2.4 Golf Courses

Golf courses can supplement the open space supply in an area, especially in the winter months for tobogganing and cross-country skiing when large tracts of land are required. The Lakeshore area does not have any golf courses within its boundaries. There is a golf course bordering Etobicoke on the Mississauga side of the Etobicoke Creek.

9.2.5 Valleylands

Valleylands come under the jurisdiction of the M.T.R.C.A. The lands are protected and designated as Public Open Space. Although they are not calculated in the Parks Department open space inventory, they complement the existing parks and serve a Regional Parkland function. In terms of the Lakeshore area, the only significant valleyland is on the western boundary of Etobicoke and forms an extension to the Marie Curtis Waterfront Area that was discussed earlier.

9.2.6 Discussion

It is evident from the foregoing discussion that the Lakeshore area is seriously deficient in open space. Not only is there a deficiency in designated parkland, but the area is also poorly served in all types of open space indicators. This has resulted in an overall feeling of compactness without relief of open space areas.

It is important to emphasize that the park ratios relate to population figures. The population levels in District 7 are down; however, this trend could reverse. The Lakeshore area, because of its older structures, is an appropriate area for redevelopment. If more housing units are introduced and more families move to the area, then the strain on the existing park services will be even greater.

Redevelopment in the Lakeshore area is desirable; however, it must not add to the burden on the existing park facilities. Redevelopment cannot occur until more parkland is provided. The deficiency of parkland in the Lakeshore area is one of the most serious impediments to residential redevelopment occurring.

The older development in the Lakeshore area predates the parkland contribution requirements of The Planning Act. There is limited opportunity to buy parkland to compensate for existing deficiencies because there is so little vacant land available that could be acquired for park purposes.

Given the existing deficiencies, the lack of available land to acquire for park purposes, and the requirement of only 5% park dedication for development/redevelopment, the parkland shortage will continue until some other means of acquiring parkland is implemented. Recognizing this, the Borough, in conjunction with private developers, should take whatever innovative measures are possible to acquire more parkland in the Lakeshore area.

Under Section 41 of the new Planning Act, as an alternative to the maximum 5% park dedication for land proposed for development or redevelopment for residential purposes, the Municipality may require that land be conveyed for park or other recreational purposes at a maximum rate of 1 hectare for

each 300 dwelling units proposed. The Act also provides for a 2% park dedication for commercial and industrial development. This alternative was based on the principle that it is desirable to provide parkland in relation to population and need. This is especially applicable in older areas where high density redevelopment, infill housing, and residential renovation may be changing the population structure and, therefore, the demands for parkland. To implement this alternative, the Municipality must have an Official Plan that contains specific policies dealing with the provision of land for park purposes and the use of the alternative requirement. This could be implemented by an Official Plan Amendment which acknowledges the existing parkland deficiencies and indicates the Municipality's expectations of parkland contributions from new residential development. The Municipality may require cash-in-lieu of the land otherwise required to be conveyed.

This higher parkland contribution applied to the Lakeshore area would provide the Municipality with a means to ensure a higher on-site parkland dedication or cash-in-lieu payment that could be utilized to purchase parkland off-site.

From this analysis, it would appear that the Lakeshore Psychiatric Hospital site represents the major opportunity to alleviate the parkland and open space deficiency in the Lakeshore area. The Hospital site, because of its size, waterfront location, and park atmosphere, has been functioning and perceived as an open space resource.

The Borough, through its park fund, could acquire part of the Hospital site for park or other recreational purposes. When redevelopment takes place as expected in the Lakeshore area, cash-in-lieu of park dedication could be accepted and put back into the park fund which originally paid for the site. If residential or commercial development occurs on part of the Hospital site itself, then a portion of the site should then be required to be dedicated for park purposes. If any other type of development takes place on the site, the revenues generated could also be put back into the fund. A significant portion of the Hospital site could be secured for parks purposes by this approach. The parks fund could act as a revolving fund, with redevelopment of the Hospital site encouraging other development/redevelopment in the Lakeshore area. The money for park dedications from these projects could be put back into the parks fund for other acquisitions/improvements which would again encourage redevelopment.

10.0 WATERFRONT PLANNING

The Lakeshore Psychiatric Hospital site is a waterfront site and, as discussed, public waterfront land is very limited in Etobicoke. Some of the current thoughts and trends regarding urban waterfront development may provide direction for use of the Hospital site and its setting.

Gordon Cullen writes in his book The Concise Townscape, "towns that live by the sea should live on the sea".⁶ For a town to truly "live on the sea" implies that it be oriented towards the water and have a variety of activities concentrated in the waterfront area, making water an integral part of the town and a focal point of activity. For this to be true, historical development of a town must have taken advantage of the waterfront setting, or else very careful planning and redevelopment must take place to reclaim the water's edge. In the case of Etobicoke, the latter is necessary.

Waterfront planning is different from any other type of land use planning because the waterfront is unique in terms of physical condition, constituencies, and government jurisdiction.⁷ Planning of urban waterfronts raises some unique problems because of the many parties involved and because each waterfront has a different set of circumstances.

Waterfronts must be viewed as special areas within the city. Each planning effort must be unique and take advantage of the special character of the waterfront. Unfortunately, many waterfront developments have been built with their backs to the water ignoring it. High-rises have been built blocking the view and highways have been built along the shoreline leaving the water totally inaccessible. Even new projects have made the mistake of physically and psychologically isolating the water from the people.

There has recently been a renewed interest in waterfront planning and, consequently, a substantial amount of research has been done.

The waterfront is a very valuable asset to a community and should be viewed as a public resource. Uses should be encouraged that will bring people to the waterfront. The uses and activities should be related to, or take advantage of, the theme of water and be aware of the history of the area. "When considering the introduction of new land and water activities, two quintessential waterfront assets should be encouraged - the presence of water and the historical link with the city's past."⁸ Fisherman's Wharf in San Francisco is a good example of a very active waterfront with activities associated with the fishing industry, which historically evolved in the area.

Current waterfront projects have proved that buildings do not necessarily need to be removed or restricted from the waterfront. Depending on the uses and the activities they encourage, they can draw people to the water. The once famous Boston Waterfront staged a come-back in the 1960's. Their very successful waterfront emphasizes conversion and rehabilitation of old buildings. This has set a precedent for all cities that are planning for their waterfronts. Re-use can be an effective way to adapt to modern-day trends.

Parks and open space uses are important to waterfront developments and are usually the first use that comes to mind; however, the open space must be restricted to a reasonable scale and should be carefully considered. "The usual form of rescue for a decayed, obsolete waterfront vacuum is to replace it with a park which, in turn, becomes a border element - usually apallingly underused as might be expected and this moves the vacuum effect inland."⁹ Parks and open space systems must be planned carefully to connect with other uses and other systems and encourage activities that will attract people year-round.

Waterfront parks can be very exciting as compared to inland parks. Typical parks and open space uses associated with the waterfront include picnicking, boating, fishing, swimming, skating, sunbathing, strolling, cycling, and relaxing. Park uses alone would not be using the waterfront to its full potential; therefore, more intensive uses combined with the open space would be more appropriate.

Commercial uses can play an important role in a waterfront development. Commerce supplies goods and services for waterfront activity, increases the daytime and evening population, thus reinforcing transportation and recreational facilities, increases local employment for residents, and increases the draw and general activity on the waterfront.¹⁰ Financially, commercial uses can make the project economically viable by introducing the private sector. Public and quasi-public projects should integrate the private sector. Many of the most exciting waterfronts have a certain degree of commercial development in their make-up.

Many waterfront projects have used obsolete buildings and converted them to commercial uses. Ghirardelli Square in San Francisco is a unique shopping area that was once an old chocolate factory. Included in this complex are offices, boutiques, restaurants, and cafes combined with courtyards to view the water. The Cannery, another project in San Francisco, is an old factory that has been converted to a multi-use commercial complex. Commercial uses that would be appropriate to a waterfront include markets, concessions, boutiques, hotels and convention centres, restaurants and pubs, cafes, offices, and commercial/recreational activities. The provision of food stands and outdoor cafes with adequate seating has proved to be successful in attracting people and encouraging activity.

The commercial uses should respond to the cultural identity of the area and the theme of the water.

Residential uses along the waterfront are important to encourage people and activity. Housing will give people more of a stake in the waterfront area, create more activity throughout the year, reinforce the need for recreation and transportation facilities, and create a reliable year-round market for retail concerns on the waterfront.¹¹

The re-use of old buildings for housing, regardless of their original function, has become very fashionable. In Toronto, the terminal warehouse project at Harbourfront has a residential element incorporated in it. Uses in the terminal warehouse will include luxury condominiums, a dance theatre, shops, restaurants, offices, and a private club. In Boston, one of the first cities to reclaim its waterfront, deserted warehouses have been converted into condominium units and luxury residential uses. In Akron, Ohio, there is a proposal to convert Quaker Oats grain silos into apartments on the waterfront as a component in a mixed-use project.

Many of the housing projects are associated with the history of the area. In England, St. Katharines Docks, London's oldest remaining dock basin, is being developed for a mixed housing project. The docks have been preserved and the richness of character associated with old docks has largely been retained. A museum of Victorian architecture and engineering has been proposed as part of the project.

Closer to home, the Town of Oakville is rediscovering their waterfront. The remains of an old tannery have been renovated and a townhouse project has been developed by utilizing the existing structure and building new units using the original frame of the tannery and incorporating the original architectural features.

New housing projects being built on the waterfront are sensitive to design, often orienting the units towards the water and terracing the buildings. Terraced housing can be very effective in a waterfront setting because it can increase views, reduce shadowing, and be more in scale with the waterfront and surroundings.

Recent residential developments are combining the public and private sector and are often on a mixed income basis. In New York, the Battery Park City proposal will contain 1,600 new apartment units to be built on landfill. This will be part of a mixed-use, 24-hour community for middle and upper income people. Harbourfront in Toronto will eventually incorporate 5,000 housing units on a mixed-income basis.

The waterfront offers a unique opportunity to try some type of innovative housing project in terms of design, mix, and energy conservation.

Many waterfront proposals require complicated land assemblies which can postpone or ultimately destroy the possibilities of a project. It is fortunate that the Lakeshore Psychiatric Hospital site is in public ownership. This can aid in the introduction of public amenities such as park space, information signs, and water's edge walkways, as well as making public projects possible such as moderate income housing and cultural centres.

Existing public buildings offer the opportunity to do something innovative on the waterfront. Buildings that have lost their original function can often be converted to a new public use, depending on the needs of the community. Museums, art galleries, community buildings, theatres, government offices, and educational facilities are typical uses for converted public buildings.

The Town of Oakville has converted old estates on the waterfront to museums and art galleries. Recently, a feasibility study was done to determine the future possibilities for the "Erchless Estate", a large estate on the waterfront containing a number of buildings. The Town hopes to renovate the buildings and use the estate for craft organizations, outdoor exhibits, special community events, a museum, historical displays, meetings and receptions, and other community uses in conjunction with the Oakville Historical Society.

The trend to adapt public buildings for community and cultural events has been increasing as it is seen as a realistic way for public organizations to establish themselves. In a waterfront setting, public uses such as those discussed should be encouraged. The Hospital site has historically been used for public purposes and, therefore, some type of continuing public use would be appropriate.

European cities are famous for having active waterfronts with uses concentrated around the harbour and North American cities are realizing that activity is the key to a lively, colourful, exciting, and successful waterfront. Contemporary waterfront developments strive for a mixture of uses, often combining public, private, and non-profit interests.

Mixed use is slowly returning to the Toronto waterfront. The most prominent example of this is Harbourfront which has been mentioned earlier.

Harbourfront is owned by the Federal Government and comprises 28.7 hectares of land and 8.10 hectares of waterlot. The Federal Government bought the land in 1972, and gave it to the City of Toronto to allow development of a park. In 1979, a report entitled "Harbourfront Development Framework" established four goals for the area:

11.0 ADAPTIVE RE-USE OF BUILDINGS

The preceding section briefly discussed the idea of adaptive re-use of buildings on the waterfront. The nature of the existing buildings on the Hospital site warrant a more extensive discussion of this concept.

The case for adaptive re-use of older buildings has recently been the subject of much discussion for economic, as well as social and historical reasons. Renovation is becoming increasingly important as many of our existing buildings are becoming obsolete with changing social and economic factors.

Historically, buildings that have lost their function have been demolished in the name of progress. The emphasis was on preserving the attributes of the physical space, not the structures.

The advantages of adaptive re-use are becoming clear and recent Provincial interest has initiated a number of programs supporting re-use. These programs will be discussed at the end of this section.

Both the private and public sectors have realized that adaptive re-use can produce interesting and unique residential, office, retail, and recreational space.

The premise for re-use of an old structure is continuity, keeping a link to the past. The past role of a structure in an urban setting can be very important in understanding the development of the area. Furthermore, through restoration and re-use, an area's image is enhanced, its distinctive identity strengthened. Community acceptance of adaptive re-use is often greater than for demolition and redevelopment because the historical and physical status of the building remains. A successful re-use project preserves the architecture of an area in a productive way and extends the useful life of the building.

Adaptive re-use is also a means of effectively dealing with changing land use patterns in an area and introducing new uses without significantly altering the character of the area. This can be evidenced in industrial areas where large industrial buildings have lost their function due to new technology that demands different facilities. These buildings then evolve into residential and commercial space. This can also be true of other buildings such as churches, schools, and public buildings which have become obsolete in an area. The before/after possibilities are endless. In Ontario, there are many examples of adaptive re-use of all types of structures.

The City of Ottawa has done a planning study dealing with the issue of historic preservation/adaptive re-use. This study has identified and summarized the value of preservation:

1. Cultural, Educational - heritage structures and old buildings reflect our history, past values, and contribute to the identity of an area.
2. Physical, Social - old buildings offer rich, irreplaceable architectural styles providing the character and variety essential to a vital urban environment. They provide an identifiable, cohesive sense of "place" within the city.
3. Economic - the re-use of an old structure can be an economic alternative to new construction. The preserved building(s) can become significant tourist attractions.¹²

It should be pointed out that an alternative use must be a realistic use. Every old building cannot become a museum. The re-use should be economically viable and not depend on donations and grants to continue operating.

The key to adaptive re-use is to provide a vital use to the community by adapting to the changing needs of that community. Renovating a building in an older area can have spin-off effects and can lead to the upgrading of other buildings in the area.

Some waterfronts are rich with historic buildings, whereas Toronto, with the exception of Harbourfront, has a minimum of these structures.

Old buildings can be a very valuable asset to the waterfront:

Old buildings that may long since have lost their function will enrich the atmosphere of the waterfront. Very often, these buildings can be converted for new uses. They should certainly not be unnecessarily demolished.¹³

The buildings on the Lakeshore Psychiatric Hospital site have the potential to be converted to new uses. They may have lost their function in terms of serving psychiatric patients, but they are not necessarily obsolete. The buildings are one of the unique and interesting features of the site and they should be retained and re-used if possible. To determine the exact state of the buildings and measures necessary to bring them into compliance with the Building Code, detailed assessment would be required. The economics of retrofitting the buildings may be a major factor in determining which, if any, buildings can be re-used.

It is important to realize that it is not only architecturally significant, or heritage buildings that merit consideration, but any old building that has been a part of the community.

There are a variety of Provincially and semi-Provincially funded programs which encourage and support preservation/re-use of buildings.

Ministry of Citizenship and Culture, Building
Rehabilitation and Improvement Campaign (B.R.I.C.)

The building Rehabilitation and Improvement Campaign is a series of grant programs created under the Board of Industrial Leadership and Development (B.I.L.D.). B.I.L.D. is a comprehensive strategy designed to assist economic development throughout Ontario. Under this program, B.R.I.C. will provide financial assistance for architectural conservation. The B.R.I.C. program will make

\$8.5 million available in grants over a 5-year period. This program is intended to complement the work of the Ontario Heritage Foundation and various Wintario programs that provide assistance for the conservation of structures considered to be of particular importance to the Province. There are four components of B.R.I.C. The applicability of any of these components to the Lakeshore Psychiatric Hospital buildings will be dependent on the ultimate ownership of the site.

Ontario Heritage Foundation (O.H.F.)

The Ontario Heritage Foundation is an agency of the Province of Ontario which was created to assist and encourage the preservation of our heritage and culture. The work of the Foundation falls into four categories. The one of interest with respect to the Hospital lands is the Conservation of Buildings of Historical Importance and Architectural Value. Under this program, grants or loans may be made to encourage renovation and restoration. The Foundation will consider requests from public bodies for financial assistance in regard to renovation or restoration. Some of the grants have been used for feasibility studies for new uses in various buildings. The grants available through the O.H.F. emphasize the exterior condition of the buildings.

Wintario

The Ministry of Culture and Recreation set up Wintario in 1975, funded by the proceeds of the Wintario Lottery. Wintario grants are intended to support cultural and recreational pursuits in Ontario. The grants are available for two types of projects; non-capital and capital.

Non-capital projects are activity-oriented and designed to enhance the development of a number of services including Heritage Conservation. These grants are more applicable to buildings that are already operating.

The Wintario Capital Grants program is designed to provide support for the purchase, construction, or renovation of cultural and recreational facilities and for the conservation of heritage buildings across Ontario. One of the objectives set by Wintario to determine eligibility of a proposal is to encourage effective use of existing community resources through support of projects which renovate, remodel, or expand existing cultural and recreational facilities or other physical plant with a potential cultural or recreational use, or preserve properties which have a demonstrated heritage value.

The following project costs are eligible for assistance (only those relevant to the Hospital site are listed):

1. Purchase of land and buildings;
2. Professional fees (including architect and engineer for structural testing);
3. Design competition costs;
4. Costs associated with renovation (only those structures related to cultural or recreational program activities);
5. Costs associated with special amenities for people with disabilities;
6. Energy conservation costs;
7. Fixed equipment (including internal servicing).

Ontario will provide a grant of 1/3 of the first \$1.5 million of the net eligible cost of a project after all other Provincial and Federal grants are deducted, together with 1/10 of the remaining net eligible cost which exceeds \$1.5 million. There must be a demonstrated ability to finance the remaining balance of the project cost.

Ontario Renews Awards

The Ministry of Municipal Affairs and Housing sponsors an award to acknowledge outstanding achievements in housing renovation throughout the Province. The program was created as part of the Provincial effort to encourage renovation. The Housing Renovation and Energy Conservation Unit of the Ministry is responsible for creating ways of initiating housing renovation and energy saving measures.

The objectives of this unit through the Renews Awards are to encourage and recognize excellence in the innovative renovation of buildings, groups of buildings, or related projects throughout Ontario, and to make both the industry and the public more aware of the benefits of renovation and energy conservation. There are a variety of award categories including single family housing renovations, mixed-use projects, and government-implemented strategies that will facilitate renovation.

12.0 INTER-GOVERNMENTAL RELATIONSHIPS

Many governmental agencies are interested in the Lakeshore Psychiatric Hospital site because of its size, facilities, waterfront location, and surrounding uses. This combination of interests offers the chance for an economically viable, diverse project. If the various interests are complementary, then many inter-relationships between the agencies can develop. The co-ordination of these interests will be a major factor in the successful re-use of the Hospital site.

The following section will discuss the various agencies interested/involved in the site and the possibilities for inter-governmental co-operation.

The Ministry of Government Services owns the site and is responsible for its future use. The Ministry has stated that they will do a comprehensive study in 1983 to determine an appropriate use for the site. The Ministry has a variety of options including selling the entire site, selling a portion of the site and retaining a portion for Provincial use, or retaining the entire site. Obviously, this decision will be the major factor in the future use of the site.

Government offices are a possible use being considered and are permitted under the Institutional designation. If government offices are developed, then the office workers could take advantage of the waterfront park and the facilities and programmes at Humber College. The commercial strip along Lake Shore Boulevard could offer goods and services catering to the workers.

The Ministry of Health has historically occupied and controlled the site. There is a possibility that there will be a continued need for some type of psychiatric facility in the community, considering that the existing psychiatric services still operating at the Hospital are having problems finding suitable alternative locations. The "de-institutionalization" program of the Province has met with strong opposition in some municipalities, including Etobicoke. The Etobicoke Mental Health Services Agency (E.M.H.S.A.) has indicated that there is a shortage of suitable facilities for the mentally ill in Etobicoke. The Hospital site could possibly continue to serve some type of psychiatric function by the Ministry of Health.

The Metropolitan Toronto and Region Conservation Authority has expressed an interest in acquiring the southern portion of the site to use in conjunction with the Colonel Samuel Smith Waterfront Area. This interest was stated immediately after the announcement of closure of the Hospital in 1979. The Authority is also concerned with the future use of the site in terms of how it will affect access to the park. The Metropolitan Toronto Parks Department will be administering the waterfront area.

The Metropolitan Toronto Housing Company has been looking for suitable locations along Lake Shore Boulevard for senior citizen housing. The Company has been trying to negotiate a section of the Hospital site for housing since 1973, while the Hospital was still operating. The surrounding residential community and the view to the Lake make the site suitable for certain types of housing.

There are three schools within the vicinity of the Hospital site; two are operated by the Etobicoke Board of Education and one is operated by the Metropolitan Separate School Board. It is possible some type of shared recreational and/or cultural facilities could be developed. The Etobicoke Public Library is considering the possibility of a new library in the Lakeshore area that will offer a higher level of service to the residents of the Lakeshore community. The Hospital site would be ideal because of its centrality. The Etobicoke Public Library is interested in some type of shared facilities with another agency. Other boroughs in Metropolitan Toronto have intergrated a public library with other uses such as community centres and Parks and Recreation facilities.

The Ministry of Citizenship and Culture, Heritage Planning Branch, is interested in historically and architecturally significant public buildings in Ontario. Under the Heritage Properties Program, the Ministry prepares an historical report on surplus public buildings forty years and older to determine their significance to the community and to the Province. Through this Ministry, funds are available for programs and studies dealing with rehabilitation and re-use of old buildings and grants are available for establishing museums of local history. The Ministry has done some preliminary research on the buildings and will do more extensive work if an historical report is requested by the Ministry of Government Services. The Etobicoke Historical Boad is also interested in the buildings on the site in terms of their historical significance to the Borough.

Humber College, directly west of the Hospital site, is interested in the possibility of using a portion of the site in conjunction with their Lakeshore Campus. The College is in the process of evaluating their facilities and land holdings to determine their future needs. Within the scope of this study, the

Hospital site is being considered as a potential expansion site. Humber College could possibly use the existing buildings on the Hospital site for such uses as student residences, classrooms, seminar and conference facilities, concerts, and theatre space. Private agencies may also be interested in using these buildings in conjunction with Humber College for convention and other facilities.

The College, because of the prestige associated with it, contributes to the attractiveness of the study area and its ability to attract high quality development and uses.

Humber College offers a wide variety of programs that could be incorporated with other uses on the site creating a mutually beneficial arrangement. The College offers courses in psychology and health sciences, including mental health nursing. If the Ministry of Health continues some psychiatric services on the site, then some type of co-operative program could be established.

Humber College offers a Third Age College which is a series of programs for older adults in an attempt to offer college programs to the entire community. If a section of the Hospital site or the existing buildings on the site are used for senior citizen housing, Humber College may be interested in providing courses and programs in the buildings.

The Conservation Authority and Humber College have discussed co-operative programming at the Colonel Samuel Smith Waterfront area. Humber College offers a sailing and marine studies program and this programme will use the waterfront area facilities. The Colonel Samuel Smith Waterfront Area Master Plan discusses the potential programs with Humber College at the park, relating to community recreation and water-related programs.

Humber College is hoping to initiate an energy conservation and research program, using the waterfront area facilities. Any new development could take advantage of the energy conservation program and try some type of innovative, energy efficient project, especially in view of the opportunities provided by the unobstructed southerly exposure provided by the lakefront location.

Arts Etobicoke is interested in space for craft workshops, art studios, and galleries for local artisans. Arts Etobicoke could use some of the buildings for their programs. Humber College offers creative arts courses which could also use the facilities. The artists could display their work outside in the summer for the users of the park to enjoy. Humber College has also expressed interest in some type of library facility, perhaps in conjunction with the Etobicoke Public Library.

Within the scope of this discussion, the role of the private sector and the relationship with the public sector should be addressed. Private art galleries or craft stores could be incorporated on the site. Restaurants and pubs could be established, perhaps associated with Humber College's cooking program, or the Samuel Smith Sailing Club. Stores and boutiques with a nautical theme are a possibility. These private sector potential uses would serve the office workers, the local community, as well as visitors to the park. Some type of private residential project could be developed on the site, either along the Lake Shore Boulevard frontage, or by converting some of the existing buildings. Other commercial uses could also be developed taking advantage of and complimenting the other uses on the site.

Economies of scale should be considered when planning for services and facilities. Joint amenities should be encouraged between all uses and agencies to make the best use of the study area, to minimize duplication, and to reduce costs. For example, parking should be provided on a joint basis taking advantage of easements and other areas where appropriate in order to reduce the need for this facility on prime areas of land.

This discussion has shown some of the potential inter-relationships that could exist if the Hospital site is available to a combination of interest groups and uses.

It is evident that the site has great potential for inter-governmental and public/private involvement. The successful co-ordination of the activities of these interested parties could result in an exciting, unique project.



Part 3

*Analysis of
Land Use Potential*

13.0 SUMMARY OF OBJECTIVES

On the basis of this review of the characteristics of the study area and the factors that may influence the potential use of the Hospital site, the following general objectives for the future use of these lands have been formulated:

- i) To utilize the key location and significance of the Hospital site within the Lakeshore area as a catalyst for revitalizing the Lakeshore area.
- ii) To retain the public aspect of the Hospital site in its re-use and to create a "people place" that will benefit the Lakeshore area and Etobicoke.
- iii) To incorporate the adjacent public lands in the planning for the site.
- iv) To maximize the amount of open space on the site and to use the site as a means to help alleviate the parkland deficiency in District 7.
- v) To increase public access to the waterfront.
- vi) To re-use the existing buildings where possible and to maintain the significant components of the Hospital layout in recognition of the historical and aesthetic importance of the site.

14.0 POTENTIAL LAND USES

As there is no specific proposal for the use of the Hospital site at this time, this analysis of land use potential has involved consideration of the full range of possible land uses. This review has evaluated if a certain use may be accommodated, as well as its appropriateness on the site.

14.1 Industrial

Although the Lakeshore area supports a high degree of industrial development, it is generally confined to areas north of Lake Shore Boulevard which are adjacent to the railroad.

The Hospital site would be large enough to accommodate industrial development, but such development would be isolated from other industrial areas. Industrial development would not take advantage of any of the unique features of the Hospital site such as the waterfront location, historical buildings, or existing vegetation. Industrial use would also be incompatible with the adjacent low density residential neighbourhoods and the waterfront park.

Industrial development would result in minimal park dedication which would not help to alleviate the park deficiency in District 7. Industrial use of the Hospital site would not promote redevelopment in the adjacent Lakeshore area and would likely have a negative effect on further redevelopment.

Consequently, industrial land use is not considered an appropriate use for the Hospital site.

14.2 Commercial

Commercial uses could be accommodated on the Hospital site to some degree.

Major retail uses could not be supported in the area because of the declining population and the proximity to major shopping centres. As discussed, the existing commercial strip along Lake Shore Boulevard is in a state of decline. Limited retail uses related to other uses on the site and unique to the area may be feasible.

Office uses could be accommodated on the site, however, there is not a major demand for this type of use in the area. The site is removed from any major office node or business district in the Borough and it is not located on a major highway or adjacent to a subway station. The site, therefore, does not have any strong drawing features to attract office development at this time. Some type of major facility would have to locate on the site to provide the required seeding to attract office development. If the Provincial Government decides to develop a major government office facility or other related government facilities on the site, then the potential to attract commercial uses to locate on the site would be greater. Commercial uses that would be suitable for the site include offices, boutiques, pubs, restaurants, hotel/convention facilities, commercial recreational facilities, art galleries, and theatres. These uses would bring people to the area during the day which would benefit the commercial strip and some uses would also attract people to the area in the evening.

The types of commercial uses that locate on the site will depend on the direction of development on the rest of the site and will probably evolve as a second stage, responding to the demand for such uses and the market conditions. It is not anticipated that commercial use would take up the majority of the site.

Commercial uses should be encouraged to incorporate with other uses on the site. New commercial developments should be permitted to locate along major arterial roads including the proposed Kipling Avenue extension.

14.3 Residential

Residential use would be very suitable on these lands and would be readily attracted by the amenities of the Hospital site. Residential use would be compatible with the predominant residential character of the area south of Lake Shore Boulevard. New residential units would bring additional population into the area to support and maintain the existing level of services, such as the commercial strip, public transportation routes, and recreational facilities. Although new residential development would increase the need for park facilities, this form of development also provides the largest possible parkland contribution.

Residential use would provide a resident population on the site to utilize other facilities and observe the site throughout the day. Residential use on the majority of the site, however, would reduce the amount of public access to major portions of the site and detract from the potential for "public use".

The size of the Hospital site is a very significant feature in its consideration for residential use in terms of the number of units that could be accommodated.

The Hospital site could be subdivided for low density housing. This would consume most of the site and result in a major public land holding being dispersed to many private owners. This would not be a creative solution to re-using the site and would not achieve many objectives for the redevelopment

of the site. Low density housing would not be a catalyst to further redevelopment in the Lakeshore and would destroy the potential to create a unique "people place" that maximized the waterfront location. Low density housing could result in the loss of the historical buildings, the loss of the mature vegetation, and would generate only a small park dedication.

Residential development at higher densities, particularly apartment development, has the potential to generate many more housing units and more population on smaller land parcels. The entire Hospital site could not realistically be developed for high density apartments because of the substantial park shortage in the area. Residential development at a density of 148 units per hectare and with a parkland dedication, as previously discussed, of 1 hectare per 300 dwelling units would require that approximately 50% of the site be dedicated as parkland. Apartment development at such a large scale would have a significant effect on the Lakeshore community and may detract from the potential to attract residential redevelopment on other sites in the Lakeshore which have limited land use potential.

High density residential uses would be suitable on portions of the Hospital site and could have very positive effects on the community by introducing additional population into the area, supporting the commercial strip, and yielding a parkland dedication. High density development provides the flexibility to preserve many of the sites attributes.

High density housing such as market rental apartments, condominium apartments, and senior citizen apartments, would be appropriate.

14.4 Institutional

Institutional uses are appropriate for the site because of the historic public nature of the site and the surrounding institutional uses. The Hospital site has been viewed as a public resource and has provided open space benefits and access to the waterfront. Continued institutional uses would reinforce the public aspect of the site and be consistent with the historic designation of the site.

Humber College may be interested in using portions of the site for various uses relating to community education. If Humber College expands, an influx of students will come to the area daily, increasing the activity patterns on the site and on Lake Shore Boulevard. The Ministry of Government Services is contemplating the use of a portion of the site for government offices. This facility would provide the necessary stimulus to attract other uses. The Ministry of Health may decide to retain services and programmes for community mental health. The site would also be suitable for community uses, including libraries, cultural facilities, sports facilities, and museums. Institutional uses may include government uses, teaching facilities, nursery schools, medical clinics, nursing homes, and homes for the aged.

14.5 Open Space

The Hospital site has excellent potential for open space use. It would be ideal to maximize its use for open space purposes given the waterfront location, the mature trees, and the open space deficiency in District 7. Open space use would complement and indeed enhance the waterfront park, particularly in the southern portion of the site. It would significantly reduce the open space deficiency in District 7 and provide an opportunity for

residential redevelopment to occur on other Lakeshore sites. Open space by itself would not create a unique people place or stimulate a lot of activity on the site.

As the Hospital site is Provincially owned and the Borough may have to negotiate to acquire land for park purposes, it may be unrealistic to expect the entire site to be available for park use. In view of the proximity of the proposed Colonel Samuel Smith Waterfront Park and the lack of topographical features on the site, it must be considered if it is appropriate or desirable to have a total of 54.5 hectares of open, flat parkland in this area.

The Hospital site certainly is appropriate to be used as parkland; however, it should be some type of unique open space, incorporating other uses and activities. Most recent waterfront developments have sought to achieve open space and other goals through a careful mixture of park and other activities. Typically, a certain amount of land is reserved for open space, including access to the waters edge and the remainder of the land is used for other activities. Harbourfront is a good example of an area which incorporates a variety of uses and activities, yet still maintains a park atmosphere, although it is not specifically designated as such. This type of project would be more appropriate in the Lakeshore area where activity-generating uses are desirable. Developing areas of the site for other uses would be a means of securing money to acquire a portion of the site for parkland.

A hierarchy of open space should be established, providing for major parkland, smaller squares and meeting places, and pathways to promote a general open space feeling. Activities and uses should be connected together through an open space system. This system should draw people through the site and to the water.

14.6 Summary

It is apparent from this analysis that there are a variety of uses which could be accommodated on the Hospital site. Although no single use is appropriate for the entire site, different uses are suitable for certain areas of the site. A combination of these would use the site to its best advantage and maximize the benefit to the Lakeshore area.

Based on this discussion, therefore, a mixed-use development is recommended for the Hospital site in order to use it to its optimal potential. The uses should include a combination of open space, residential, institutional, and commercial to encourage activity in the study area, introduce people to the area, provide access to the waterfront, help alleviate the parkland deficiency, stimulate redevelopment in the area, and create an interesting and unique area.

15.0 DETAILED STUDY AREA ANALYSIS

The land use analysis has extended to a detailed review of the study area to determine the development opportunities of various sections and their appropriate use. This exercise has included the lands owned by Humber College, Metropolitan Toronto, the M.T.R.C.A., and the Ministry of Government Services because of the potential for a co-operative, jointly planned project. The following map (Map 6) identifies the various parcels of land according to their development/redevelopment opportunities.

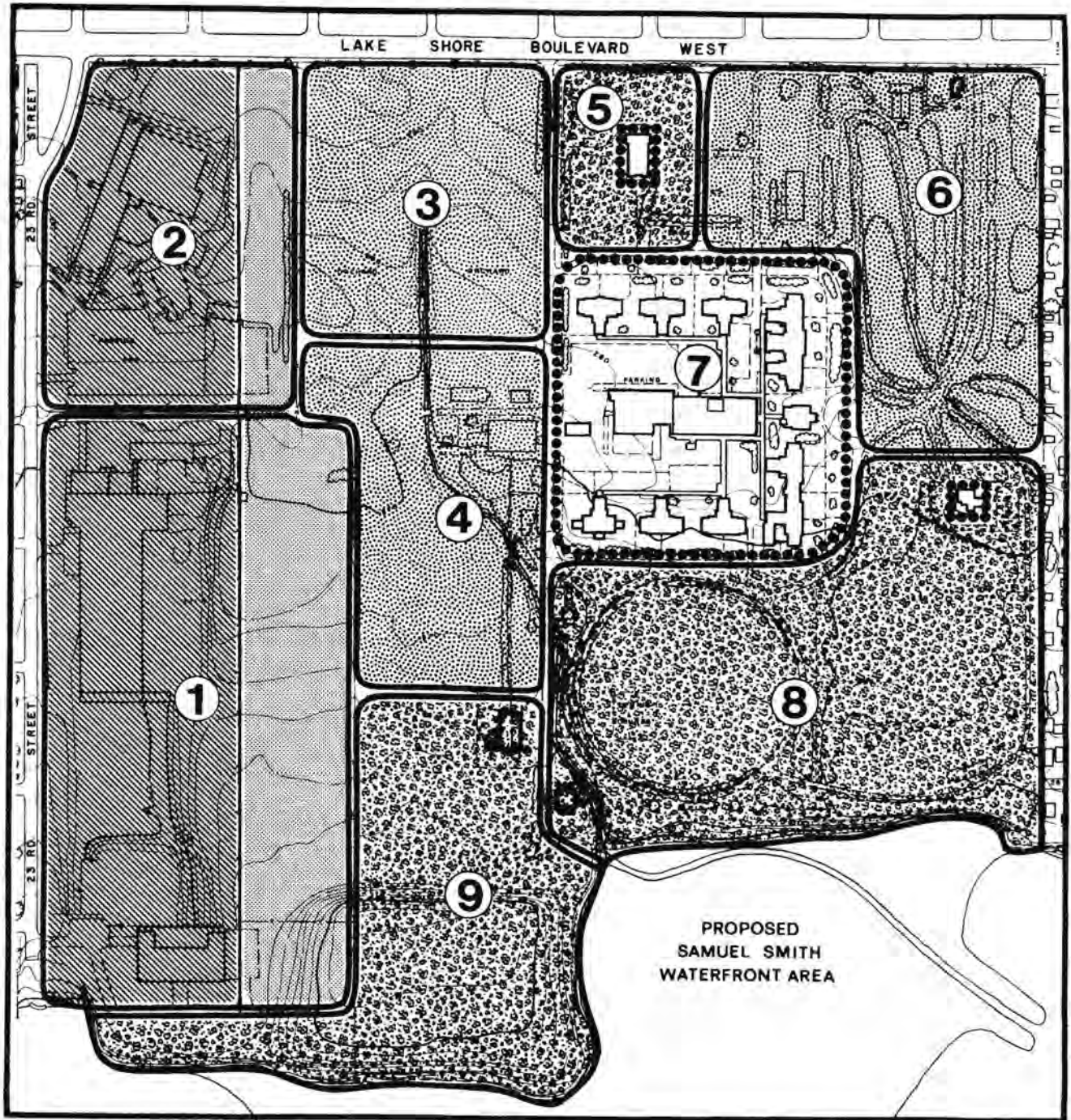
Area 1, the Metro Water Filtration Plant, containing 11.1 hectares, is identified as non-developable because of the existing underground facilities and the future development plans. An area over the Metro Easement on this site will be used by the waterfront park for parking.

Area 2, the Humber College building and parking lot, contains approximately 5.0 hectares. This site appears to be fully developed with the existing building unless the parking lot area is developed or additional storeys are added to the building.

Area 3, directly east of the Humber College building, fronting Lake Shore Boulevard, contains 4.0 hectares. This vacant site is considered a redevelopment site because of its prime location fronting a major arterial road. This site will also front onto Kipling Avenue if it is extended straight down to the Lake.

Area 4, containing 4.5 hectares, is also considered a potential redevelopment site. The existing buildings in this area are generally in poor condition and not significant in terms of the Hospital layout. Uses in this area would also draw people down to the waterfront, as it would front the Kipling extension. This area does not contain any significant natural elements which merit preserving.

DEVELOPMENT OPPORTUNITIES



LEGEND

-  EXISTING DEVELOPMENT
-  REDEVELOPMENT OPPORTUNITY
-  RE-USE OPPORTUNITY
-  OPEN SPACE OPPORTUNITY
-  EASEMENT

SCALE: 0 48 96 144 192m

MAP N° 6

Area 5, at the intersection of Lake Shore Boulevard and Kipling Avenue, is considered an important site in terms of open space and re-use potential. The area contains 1.8 hectares and provides an important vista into the site and maintains the open space character of the site. This area can be seen as a "gateway" to the site. The existing building appears to be in good structural condition and contains an auditorium. It has many interesting features and is considered desirable to retain. The building could be re-used as an auditorium and serve an administrative function for the site. This building is in a predominant location along Lake Shore Boulevard and is important in keeping the historic character of the site and in potentially linking any new development to the old buildings. This site also provides a pleasant break in the streetscape along Lake Shore Boulevard.

Area 6, to the north-east of the Hospital site, contains approximately 6.8 hectares and has considerable redevelopment potential, in view of its proximity to Lake Shore Boulevard and transit services. The area contains three old buildings which are in fair condition and could possibly be incorporated into any new development.

Area 7, containing the patient residences and administrative buildings, was the central activity area of the Hospital. It contains approximately 5.5 hectares, including considerable parking area. The buildings appear to be in good condition and are historically important; therefore, the area is considered as having excellent re-use potential and could continue to be the central focus of the site.

Area 8, encompassing the remaining Hospital lands, is approximately 9.3 hectares. The Cumberland House, located in this area, is a beautiful building and should be maintained if possible. The area south of this was developed by the Hospital as a park and contains a baseball diamond, tennis courts, a playing field, many mature trees, and two gazebos. This open space area would complement and provide access to the Colonel Samuel Smith Waterfront Area and provide additional parkland for the area. The view to the water from the existing buildings and the rest of the site would be preserved. This open space area would also serve as a transitional zone between the waterfront park and the development on the site. The existing gazebos and the Lake House should be incorporated into the plans for the park if possible.

Area 9, containing 6.4 hectares, is an undeveloped site, the majority of which is incorporated into the Master Plan for the Waterfront Area. The power house in the area serves the buildings on the Hospital site and must be maintained if the Hospital buildings are re-used with the present heating system.

16.0 URBAN DESIGN CONSIDERATIONS

The mixed-use concept of development/redevelopment that has been recommended attempts to maximize the potential of the site by introducing complementary and inter-related land uses. The success of the re-use of the study area will depend on the location and design of the new uses, their inter-relationships with the existing buildings and uses, and their compatibility with the surrounding area.

Many new development projects start with a vacant parcel of land in a relatively new area without the benefit of historic buildings from which to develop a theme. The Hospital site is fortunate in having both an interesting history and interesting buildings. These features should be incorporated into an historical theme for the study area. The old buildings are a unique feature and should be used to their full advantage. If retained, they could act as a marketing tool to attract prestigious development. The flavour and setting of the Hospital site will attract uses that would otherwise not be attracted to this area. New buildings should incorporate an historical element or theme in their design. This would complement the existing buildings, maintain the historic flavour of the site, and create a unique high quality project.

The Old Mill in Etobicoke is a good example of an historic landmark which has provided a theme for new development in the area. The actual remains of the Old Mill are still intact as a drawing attraction. Other examples of projects that incorporate an historical theme can be found in Appendix 'C'.

This concept of an historical theme will require a comprehensive plan for the study area to ensure an integrated, high quality, working development. Specific design guidelines and principles must be established with regard to site planning, orientation, design, phasing, form, mixture, and accessibility.

17.0 GENERAL LAND USE PLAN

Based on the development objectives, the general land use parameters, the redevelopment/re-use opportunities, and the relationship with other uses, a generalized land use plan has been developed for the study area.

Basically, the study area has been assigned five main land uses: institutional; commercial; residential; open space; and utilities, and these have been distributed as illustrated on Map 7.

An essential element to any land use plan for the study area is the extension of Kipling Avenue. It is recommended that Kipling Avenue be extended straight down to the Lake, bisecting the study area. This extension could act as the spine of the project with secondary roads leading into different areas. This would result in large, cohesive parcels of land, while retaining the essential aspects of the Hospital site. Kipling Avenue would serve as a direct link to the water, both visually and physically pulling people down to the Lake.

Areas 1 and 2

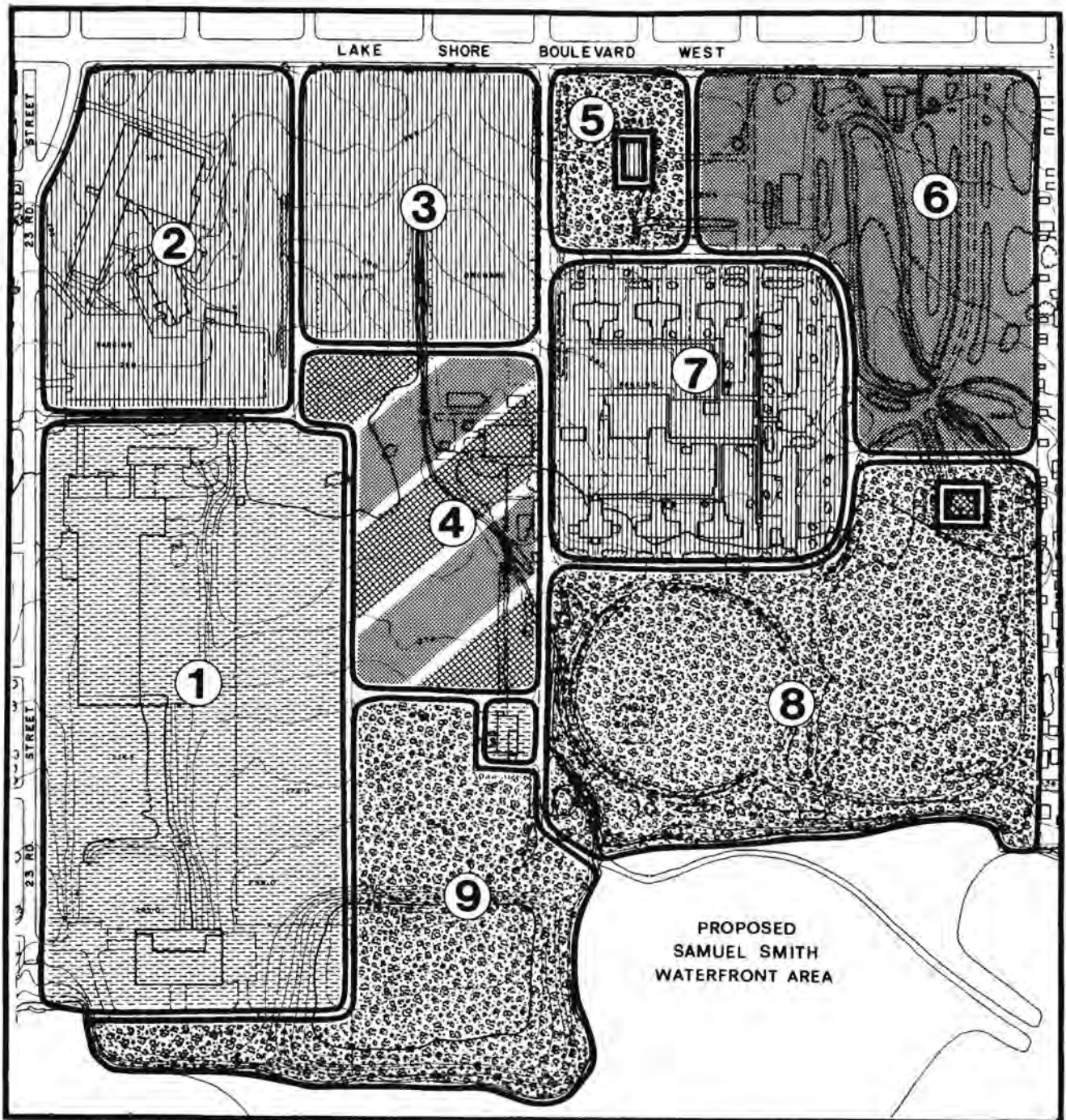
Areas 1 and 2 have retained their existing designations of Utilities and Institutional to reflect their current uses.

Area 3







This parcel of land between Humber College and Kipling Avenue was identified as having redevelopment potential.

This area is recommended for Institutional uses such as government offices, or other government facilities because of its proximity to Humber College and its location at the junction of two arterial roads, providing easy access. Some type of joint facilities with Humber College could be possible.

PROPOSED CONCEPT PLAN



LEGEND

-  HIGH DENSITY RESIDENTIAL
-  COMMERCIAL and/or RESIDENTIAL
-  COMMERCIAL
-  INSTITUTIONAL
-  OPEN SPACE
-  UTILITIES

Note: Refer to Section 17 of the text for explanation of intended uses.



MAP N° 7

The site is approximately 4.0 hectares and at a Floor Space Index (F.S.I.) of 1.5, could accommodate over 55 740 square metres (600,000 square feet) of Provincial office space. Buildings located along major frontages should be pedestrian and street-oriented. A minor retail component may be incorporated if appropriate.

Area 4

This area, west of Kipling Avenue, comprises 4.5 hectares. It has been identified as a potential redevelopment site, recommended for Commercial and/or Residential uses. This site will front on the Kipling Avenue extension. Development of this site will probably take place in the second phase of this project and may be held as open space with the potential option for development at a later date. This area is oriented towards the institutional uses and may ultimately be related to these uses.

Area 5

This area, east of Kipling Avenue, south of Lake Shore Boulevard, has been identified as having open space/re-use potential. This site is recommended for Institutional/Open Space use. The building could be re-used by the College, possibly in conjunction with Arts Etobicoke, or in conjunction with some other use on the site. The area surrounding the building will provide a visual link to the rest of the site and maintain the open space character by providing a break along Lake Shore Boulevard. This area, as the entrance to the site, would help create an historical theme for the project.

Area 6

This area, containing 6.8 hectares, is recommended for Residential uses. This will be compatible with the adjacent residential community and serve as a transitional zone between the low density residential uses and the other uses on the site. The site is located along Lake Shore Boulevard, providing direct access to public transit. This site will potentially have unobstructed views to the Lake as no new development has been designated south of it. This site also connects with the major open space area that has been identified on the southern portion of the site which, in turn, leads into the waterfront park. The existing buildings in this area should be incorporated into the project if possible.

Area 7

This area, containing the patient residences and administration buildings, has been identified as a potential re-use site and is recommended for Institutional uses such as those discussed. This area should remain the central activity area of the site with direct connections to the other areas on the site. Humber College may use the buildings as an extension of their campus and incorporate a variety of Institutional-related uses in conjunction with other agencies. A residential and/or commercial component may also be suitable for these buildings, complementing the institutional uses. A broad range of uses could be integrated into these buildings. Institutional, residential, and commercial uses that should be considered include classrooms, studios, condominiums, senior citizen and student housing, boutiques, restaurants, convention facilities, and professional offices.

Area 8

This major open space area (9.3 hectares), encompassing the southern section of the Hospital site, has been assigned to Open Space use. Two buildings are located in this area; the Cumberland House and the Lake House. The Cumberland house has been identified as having re-use potential. It is recommended for Commercial uses and would be suitable for a restaurant, pub, museum, or gallery. This building has a direct view to the Lake. The Lake House also has re-use potential and should be retained in conjunction with the waterfront area. This park area will complement the Colonel Samuel Smith Waterfront Area, provide a major open space area on the site, and help alleviate the deficiency of parkland in the area.

Area 9

This area, containing the power house, has been assigned to Open Space uses and is incorporated into the Master Plan for the Waterfront Area.

This proposed development plan attempts to achieve a balance of uses which relate to each other, as well as to the surrounding community. The suggested land use plan distributes the land uses as follows:

Institutional	14.5 hectares	35.8 acre
Residential	6.8 hectares	16.8 acres
Commercial	4.5 hectares	11.1 acres
Open Space	17.5 hectares	43.2 acres
Utilities	11.1 hectares	27.4 acres
TOTAL	54.4 hectares	134.3 acres

The total existing Hospital site contains 54.4 hectares, including Humber College and the Filtration Plant. The Colonel Samuel Smith Waterfront Area will supply an additional 19.6 hectares of parkland which will result in a total area of 74.0 hectares.



Part 4

*Conclusions &
Recommendations*

18.0 CONCLUSIONS

This review of the Lakeshore Psychiatric Hospital site has identified the following significant features of the site that will affect the re-use/redevelopment potential of the site.

1. The Hospital property is significant in size and is one of the largest redevelopment sites in Metropolitan Toronto.
2. The Hospital is one of the first developments in the Borough and is important in the historical development of southern Etobicoke.
3. The site is located on the waterfront and, as such, is a limited resource in Etobicoke and Metropolitan Toronto.
4. The site is in public ownership.
5. The Hospital grounds contain many interesting buildings that are important to the heritage of Etobicoke and Ontario. These buildings can be used as a marketing feature to attract prestigious development.
6. The site is conveniently accessible from Etobicoke and Metropolitan Toronto.
7. The site is centrally located in the Lakeshore area.
8. The site has substantial open space potential which could help alleviate the substantial park deficiency in District 7 which is hampering the Lakeshore area from attracting redevelopment.
9. There are many agencies interested in acquiring all or part of the Hospital site for various uses.

The Hospital site is obviously an important asset to the Borough and many opportunities exist for redevelopment. It is important that the site is used to its full advantage and this will require recognizing the site's unique attributes and incorporating these into a project that will benefit the Lakeshore area and Etobicoke.

A mixed-use development is recommended for the study area in order to achieve its optimal potential. This concept incorporates open space, residential, institutional, commercial, and utilities uses and distributes them throughout the study area on a separate, as well as combined basis.

The suggested land use plan introduces a mixed-use development, while emphasizing the open space and waterfront character of the Hospital site and, where possible, retaining the historic buildings. This mixed-use scenario is an innovative approach to planning in Etobicoke, but has proven successful in many other locations which possess similar features.

This study has emphasized the uniqueness of the Hospital site and its potential role as a catalyst for redevelopment in the Lakeshore area. Any project must maintain the distinctive identity of the Hospital site and be innovative and creative, making it a landmark in the Lakeshore area and an asset to the entire Borough. Any new development must be of high quality and adhere to comprehensive design guidelines which must be developed for the site to ensure compatibility and distinctiveness. In terms of residential development, specific types of housing projects that sacrifice good design and amenities should be disregarded in favour of high quality, unique development that will encourage other quality redevelopment in the area. If a project is typical in design, type and tenure, and will only be marketable for a few years, then its positive impact on the area will likely be minimal.

The Hospital site should be viewed as a potential keystone in redeveloping the Lakeshore area and, thus, the Borough will benefit from the spin-off effects throughout the Lakeshore of development on the site, as well as from creating a unique mixed-use area. When a final plan is developed for the study area, further review of the urban structure of the immediate area will be necessary in order to guide spin-off development.

It is recognized that the adjacent public lands, in combination with the Hospital site, constitute a significant public holding that must be co-operatively planned and controlled. It is important that re-use/redevelopment of the study area does not take place on an ad hoc basis, or compromise the potential of this huge public resource.

The suggested land use plan incorporates the ideas and concerns that have been discussed in this report. It is based on the assumption that the adjacent public land owners are in support of a comprehensive plan for the area. The general plan has been developed for discussion purposes and subject to further refinement when the Province and the public have contributed their comments and concerns.

On the basis of public discussions in conjunction with this report, it is hoped that Etobicoke will adopt the general principles of introducing a mixed-use development and maximizing the amount of open space.

Further meetings with the property owners and the public will be necessary to achieve an ultimate land use plan for the study area.

19.0 RECOMMENDATIONS

On the basis of this comprehensive review of the Lakeshore Psychiatric Hospital and surrounding lands, it is recommended that Council adopt the following recommendations and guidelines with respect to the Lakeshore Psychiatric Hospital site:

1. In recognition that the Lakeshore Psychiatric Hospital site is an important resource to the Borough of Etobicoke and that the site has redevelopment potential, it is recommended that the Official Plan be amended by the addition of a Special Site Policy applicable to the Hospital site. In the event that redevelopment does occur on the site, the Special Site Policy will guide development and ensure that the Borough's intent for alternative use of the lands is clear.

The following will form the text of the Special Site Policy:

Any re-use/redevelopment of the Hospital site shall be consistent with the intent of the generalized land use plan with respect to uses, location and size as shown on Map 7 and explained in Section 17.0. The following Development Guidelines will apply to any re-use/redevelopment that is proposed:

Development Guidelines

- i) The urban waterfront should have a mixture of uses and provide spaces for working, living, and leisure. A mix of residential, recreational, commercial, cultural, and institutional uses should be encouraged to promote a multi-use project with strong inter-relationships between each use.
- ii) Public access to the waterfront is crucial. This will involve linking the Hospital site with the rest of Etobicoke and Metropolitan Toronto by bicycle, public transit, car, foot, or boat. The shape of the Hospital site is such that activities, linkages, and uses must draw people into the site and down to the waterfront; Kipling Avenue should be extended into the site as a central park boulevard. The paths and routes must connect with the views to the water and to other main attractions. There should be several vantage points to the Lake to emphasize the presence of water and the feeling of a waterfront site. It is

important that an open space system is developed that will physically connect each use to each other and to the main park area and waterfront. This system should, where possible, incorporate the interesting features of the site such as the swale to the north-east of the Hospital site.

- iii) The existing buildings should be retained whenever feasible and adapted to other uses.
- iv) The site should offer activities and spaces to permit use at all times of the day and year. This will involve indoor, as well as outdoor space, for recreational and cultural events. The activities should be water-related or derive benefit from the water whenever possible.
- v) Any new developments should take full advantage of views and retain any existing visual connections to the Lake.
- vi) Any re-use/redevelopment should be sensitive to and take advantage of the surrounding uses. In the case of the Lakeshore Psychiatric Hospital lands, Humber College and the proposed waterfront park should be incorporated into the plans for the site.
- vii) New development should be sensitive to the natural elements on the site such as the vegetation and the topography.
- viii) New development must be sensitive to the surrounding low density residential community and the existing buildings on the site. The size, scale, architecture form and detail, and orientation of new buildings must be considered.
- ix) The project should encourage participation from the public, private, and non-profit sectors to promote an economically viable, diverse, and interesting development catering to many needs. Joint use of facilities should be encouraged.

2. It is recommended that a comprehensive plan be developed to ensure an intergrated, cohesive, working development. Specific design guidelines and principles must be established with regard to site planning, form, mixture, accessibility, joint and complementary parking, landscaping, movement, water's edge, and transitional zones. A phasing plan must be done to determine the timing and relationships of the project, especially when new buildings are planned and existing ones retained. A co-ordinating body should be established to oversee and manage activity and development on the site.
3. It is recognized that the opportunity exists for a jointly planned project incorporating the Humber College lands. To provide for this redevelopment opportunity, it is recommended that the preceding Special Site Policy be applied to the Humber College lands. This will allow for a comprehensive approach to development, possibly involving land exchanges and joint developments.
4. This review has recognized the need for further studies in order to implement the objectives, guidelines, and recommendations of this report. It is, therefore, recommended that the following studies be undertaken with consultants as necessary:
 - a) A detailed study of the existing buildings be done to determine their re-use potential and improvements needed to bring them up to acceptable building standards. Further study must also be done to examine the range of uses which could be accommodated and integrated into the buildings; to determine appropriate users for the buildings; and to investigate funding sources with respect to preserving and converting the buildings.
 - b) A study of the feasibility of using solar energy in the study area be done. The Borough should approach the Ministry of Municipal Affairs and Housing with the idea of using the Hospital site as a prototype for a solar energy project in recognition of the Ministry's initiatives to encourage energy efficient developments. The Borough should request funding from the Province to study the feasibility of converting the existing system to take advantage of solar energy.

- c) Subsequent to the adoption of the general principles of this report, a joint study between the Borough, the Ministry of Government Services, and Humber College be initiated to prepare a detailed, comprehensive plan for the study area. By participating in this study, the Borough's position will be represented in all aspects of the planning process. This study group should co-ordinate and implement the recommended studies discussed above.
5. It is recommended that Planning staff, in conjunction with Parks and Recreation staff, be directed to prepare an Official Plan Amendment for District 7, establishing a new policy for park dedication. It will enable the Borough to require up to 1 hectare of parkland per 300 dwelling units or cash-in-lieu of parkland for residential development in conjunction with the requirement of 2% of the land area for industrial or commercial development as per Section 41 of the new Planning Act, as an alternative to the 5% parkland dedication requirement. This step will help alleviate the park deficiency in District 7.

LJM/tc/jm



Appendices

APPENDIX A

PHOTOGRAPHS OF THE HOSPITAL SITE



CUMBERLAND HOUSE



ADMINISTRATION BUILDING



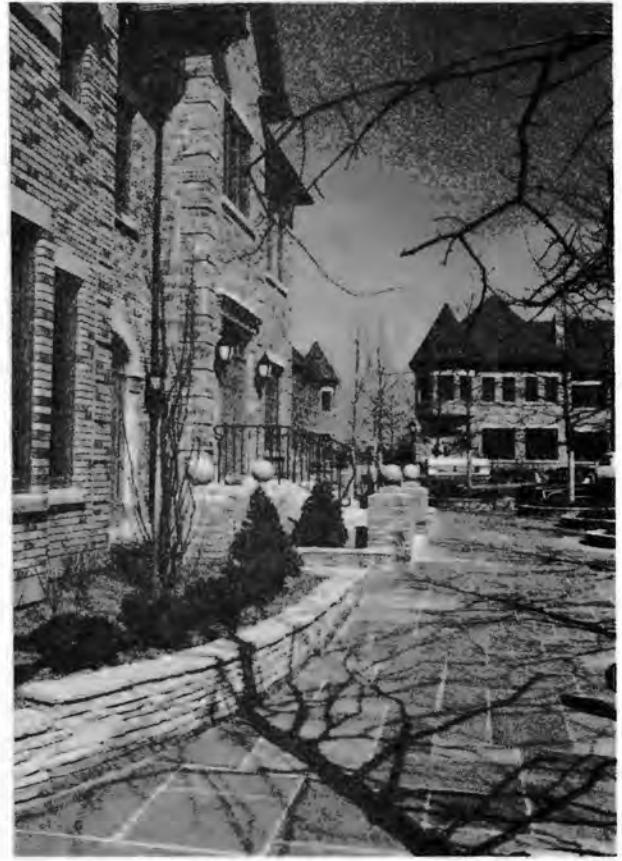
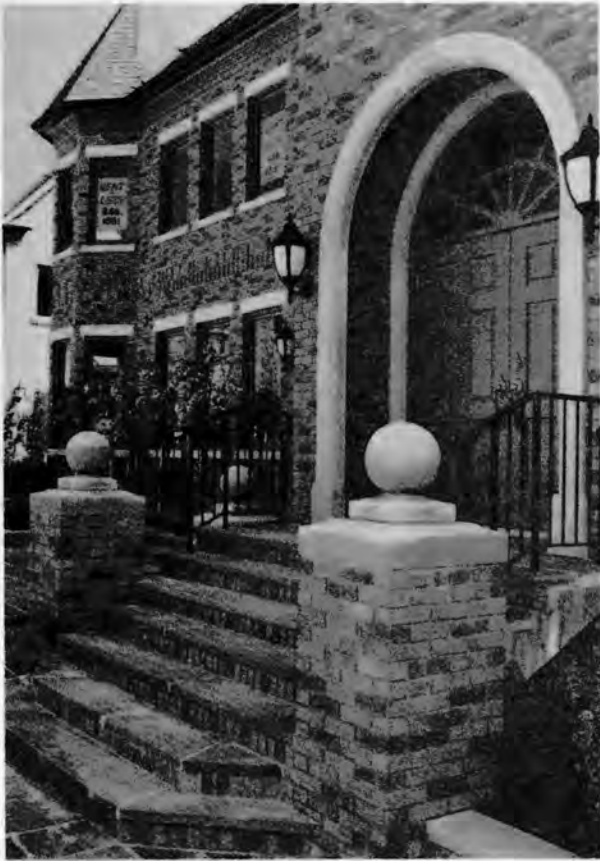
PATIENT RESIDENCE

DISTRICT 7
EMPLOYMENT BY TYPE

SUB-DISTRICT	MANUFACTURING	RETAIL	OFFICE	OTHER*	TOTAL
7a	4,267	930	1,211	309	6,717
7b	1,006	490	480	119	2,095
7c	6,185	538	723	381	7,827
7d	2,203	861	1,774	519	5,357
7e	5,328	463	1,895	160	7,846
TOTAL	18,989	3,282	6,083	1,488	29,842

*Institutional, recreation, and service accommodation.

SOURCE: Metropolitan Toronto Planning Department,
1981 Employment and Land Use Data Bank.



SHERWOOD FOREST OFFICE DEVELOPMENT, MISSISSAUGA



MEADOWVALE COURT OFFICE DEVELOPMENT, MISSISSAUGA



ST. LAWRENCE PROJECT
CO-OPERATIVES,
TORONTO



OLD MILL ROAD
CONDOMINIUMS,
ETOBICOKE



SHERBOURNE STREET
CONDOMINIUMS,
TORONTO

ENDNOTES

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