

Master Plan

Executive Summary

for the

Centre for Addiction and Mental Health

1001 Queen Street West
Toronto, Ontario

August 2002



Centre
for Addiction and
Mental Health
Centre de
toxicomanie et
de santé mentale



URBAN STRATEGIES INC.

INTRODUCTION

The redevelopment of 1001 Queen Street West in Toronto provides an opportunity to celebrate a world class mental health and addictions institution and integrate it into the fabric of a vibrant and dynamic city.

CAMH is proposing to redevelop its Queen Street site as a hub for its programs and services. Evidence shows that people with mental illnesses and addictions respond best to treatment in “normalized”, home-like and familiar environments. Therefore, the plan is to replace the existing institutional character of the site with a real community setting for client/patient care by creating an “urban village” that extends the neighbourhood streets and creates a series of blocks with various open spaces and buildings located throughout.



An aerial view of the property, an isolated parcel within an established residential community, showing the existing buildings and their layout on the site.

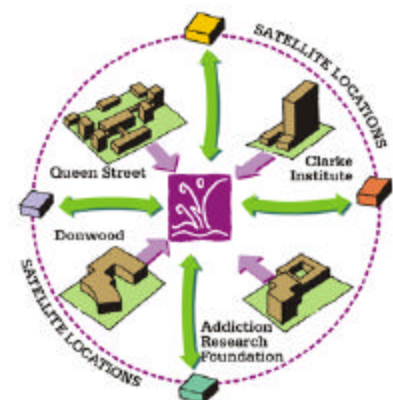
The planning for the Queen Street property has involved over 200 people from the surrounding neighbourhood; as well as CAMH staff, physicians and volunteers, CAMH Board of Trustees; current and former CAMH clients/patients and their families and supporters; partner hospitals and service agencies; representatives from the University of Toronto; Ministry of Health and Long-Term Care staff; City of Toronto staff; and local politicians.

THE CENTRE FOR ADDICTION AND MENTAL HEALTH

The 1998 merger that created the Centre for Addiction and Mental Health brought together the treatment of addictions and mental illnesses under the umbrella of a single organization.

In 1999, CAMH completed an important study as it established strategic directions for its physical space needs. The study recommended that CAMH integrate its main functions of client/patient care, research, education, and health promotion and prevention, on one site to maintain and enhance existing services.

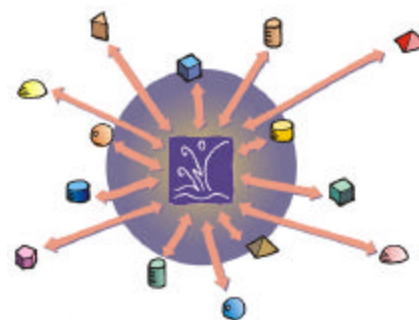
By combining the strengths of its four founding partners, CAMH has created a multi-faceted organization focused on care, research, education, and health promotion and prevention.



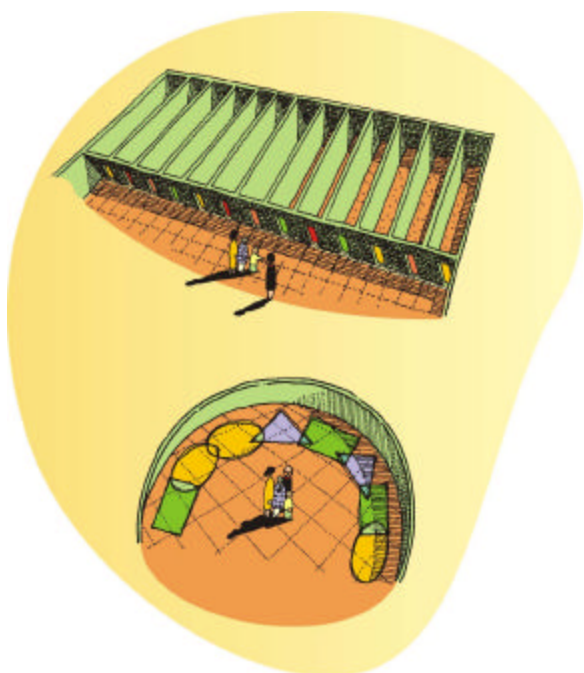
The concept of Hub and Satellites was articulated at this time to emphasize that the move to one site was not about centralizing all functions. Rather, it was about integrating key CAMH functions - the provision of care, research, education and health promotion and prevention - at one location. This would link programs and services, and support community-based satellite services throughout the province.

It was determined that the best location for a central hub was at the Queen Street site. Its size provides the physical space flexibility needed to respond to changing health care needs in the future, and its redevelopment provides an opportunity to contribute to the ongoing revitalization of the surrounding neighbourhood and address decades of stigma around mental health and addictions, particularly given the site's former identity as "999 Queen".

The plans to redevelop the Queen Street property into a hub for CAMH were accompanied by a parallel process involving reconsideration of the way that CAMH's programs and services are delivered. These two planning processes provided an important opportunity for CAMH to address long-standing problems that prevent people from getting proper mental health and addiction care: fragmentation of services; access to care; quality of care; and stigma.



The hub will be integrated with CAMH's satellite locations throughout Ontario, to provide care close to where clients/ patients live.



Today, many programs in CAMH and within the health care system as a whole are unconnected and do not offer the range of services that many clients need (top of image to left).

CAMH is restructuring its programs to provide better integration and break down barriers to care (bottom of image to left).

THE QUEEN STREET PROPERTY

The Queen Street site, approximately 27 acres in size, is located on the south side of Queen Street West between Shaw Street and Dovercourt Road, at the western end of Toronto's downtown. It is situated between the residential neighbourhoods of Niagara to the east, Trinity-Bellwoods to the north, Parkdale to the west and King West Village to the south.

The site is laid out as a campus. Its current gross floor area totals 76,223 square metres or 820,484 square feet. The existing buildings cover approximately 20% of the lot area. There are approximately 500 parking spaces in large surface parking lots covering approximately 20% of the property. The remainder of the property (approximately 60%) consists of internal private roads, driveways and open spaces.

Portions of the original brick wall that was built in 1851 around the original Toronto Lunatic Asylum building remain along the perimeter of the property. Large portions of the walls have been removed over the years. The remaining brick walls are historically designated by City of Toronto By-Law 1997-0085.



The condition of the trees on the property, and the location of significant groups of mature and healthy trees, were important drivers of the Master Plan for the Queen Street site.

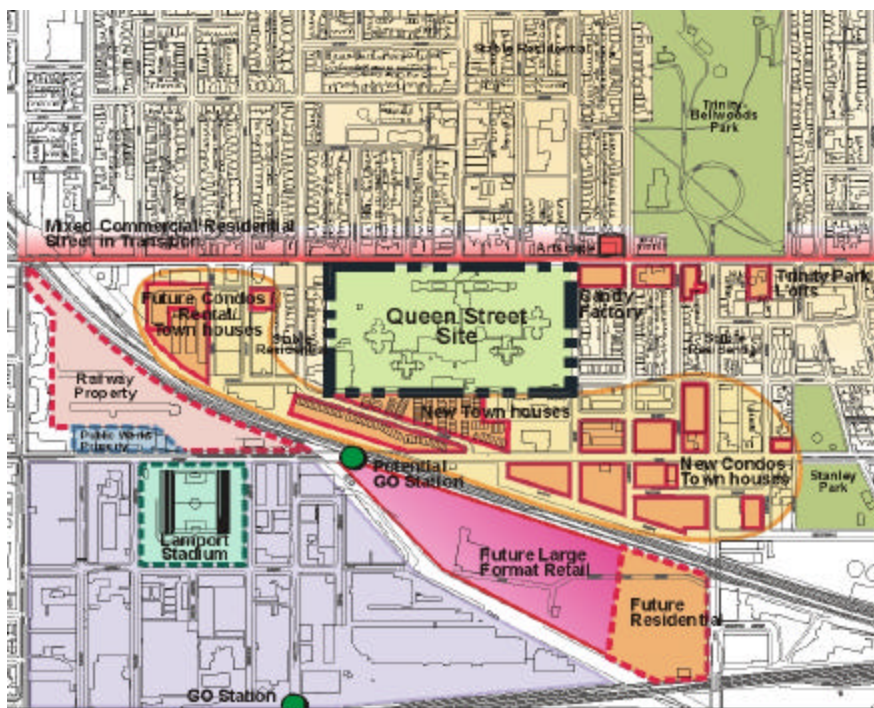


Top: The south wall, with portions missing; historic brick storage building.

Bottom: The east wall along Shaw Street; the west wall abutting a rear lane on Dovercourt.

The area surrounding the Queen Street site consists of a stable residential area to the north and a mixed use area undergoing a significant amount of new development to the east, west and south.

Queen Street West is a typical Toronto “main street” with mixed-use buildings with retail uses on the ground floor and residential apartments on upper floors. Throughout most of its length, Queen Street is an active concentration of shopping, restaurant, and other commercial uses. This main street nature of Queen Street is interrupted along the length of the CAMH site.



The neighbourhood context around the Queen Street site.

THE VISION FOR THE QUEEN STREET SITE

The Vision for the Queen Street site is a series of principles, statements and illustrations intended to guide redevelopment of the Queen Street property. The Vision policies provide criteria by which to evaluate the Master Plan and any development proposals for the site. It is the yardstick by which CAMH can measure whether it is reaching its stated goals for the site’s redevelopment. The Vision for the Queen Street site is based on three premises: creating a hub, designing the hub as an urban village, and respecting the landscape.

A series of stakeholder workshops and consultations led to the creation of a Draft Vision which was distributed to over 17,000 stakeholders. While a few issues elicited debate and differing opinions, the response to the Draft Vision was overwhelmingly positive and enthusiastic. The Draft Vision policies were refined based on stakeholder comments and were posted on the CAMH website for broad public review. These revised policies were adopted by CAMH's Board of Trustees in December 2000.

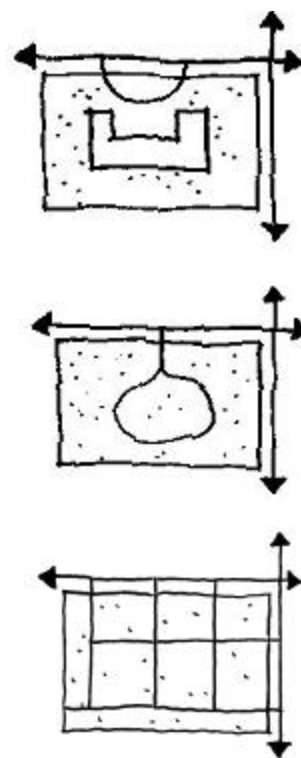
The Draft Vision and the Vision Policies as adopted in December 2000 can be reviewed on the CAMH website: www.camh.net/vision.

The Vision represented a starting point for planning the Queen Street property, and was used to shape thinking about the Master Plan, by outlining the aspirations of CAMH. The policies are propositions that state intent, and are guidelines for evaluating whether the Master Plan is achieving CAMH's goals for the property; they are not meant to be strictly interpreted. Some of the propositions have evolved and changed during the process of developing the Master Plan for the property.

THE MASTER PLAN

The Master Plan for the Queen Street site provides an overall concept for site redevelopment, including street layouts, paths for pedestrians, open spaces, development blocks and general building heights.

The Queen Street property will be a new precinct containing the organizational hub for CAMH. It will be designed as an urban village containing a mix of CAMH and non-CAMH uses and activities, a network of public streets and sidewalks, public and private open spaces and a series of blocks containing buildings each with their own street address. Casual mixing between staff, clients/patients and visitors of CAMH with the surrounding community will occur naturally on public sidewalks, parks, shared community facilities and the cafes, restaurants and shops that will occupy the street level of buildings. CAMH uses will be integrated with other uses to create a safe, comfortable and welcoming place where the stigma of the institution can disappear into the rhythm of normal daily activities associated with city living.



Stakeholders were asked what kind of place the Queen Street site should be: an institutional model (top); a campus model (centre); or an urban village model (bottom). Stakeholders generally preferred the urban village.

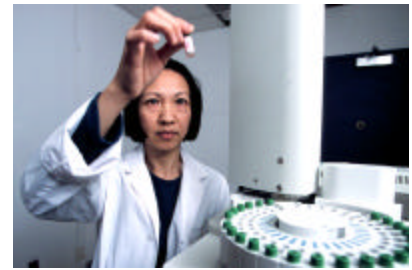
An important goal is to ensure that the new development contributes to an attractive, inviting, comfortable and safe public realm. A high standard of urban design will be encouraged to ensure that the precinct integrates well with the surrounding neighbourhood.

Approximately 4.8 acres (18% of the land) are reserved for open space. Almost 29% (7.8 acres) will be comprised of street rights-of-way, which include paving for vehicles and bicycles, sidewalk spaces, and spaces for street trees and landscaping. The remainder (approximately 53% or 14.2 acres) will be for the development of buildings. The proposed building envelopes (building footprints, maximum heights and minimum setbacks) represent the maximum building area that would be permitted. Often, architecture, additional setbacks and stepbacks result in buildings that do not fill the maximum envelope. The maximum building envelopes represent approximately 2.7 million square feet. Of this area, approximately 1.4 million square feet will comprise the CAMH facilities, and approximately 1.3 million square feet will be available for the various non-CAMH developments.

At the same time that the Master Plan was being developed, a Functional Program outlining CAMH's space requirements was being prepared. It describes the services that will be provided at the Queen Street site; how these services will be delivered; the staff required; the spaces required; and how the spaces should be organized in relation to each other. A summary can be viewed on CAMH's website: www.camh.net/http://www.camh.net/vision/openhouse_oct2002.html and follow the links on the right. A full copy is available at the CAMH library.

Streets and Pedestrian Connections

Neighbourhood streets will be extended into the site, creating a number of routes for pedestrians, cyclists, transit, and cars, and a series of new city blocks. The extensions of Ossington Avenue and Adelaide Street east of Ossington will be collector streets, providing a potential new route for the Ossington Bus. The extensions of Fennings, Brookfield and Givins Streets, and Adelaide Street west of Ossington will be local streets. New Street will also function as a local street. At the north end of the precinct, the extension of Givins Street will become a narrow mews framing a public open space at Queen and Shaw Streets. The streets will be lined up with their extensions north of Queen Street.



A mix of uses, including CAMH facilities, community facilities, retail, restaurants, offices, educational facilities, laboratories and residential uses will be located on the site. This will help create an urban village integrated with the surrounding neighbourhood and help remove the stigma associated with the Queen Street site.



Proposed streets, pedestrian connections and development blocks.

Legend

- Public Open Space
- Private Open Space
- Development Block
- Building to be retained
- Wall



Open Spaces

The Master Plan identifies three sites for public open space: Shaw Park, Adelaide Common East, and Fenning Park, in addition to private open spaces throughout the site. CAMH is also intending to create private open spaces to protect significant stands of mature trees, and to provide some programmed open spaces for CAMH use, including gardens and a greenhouse.

Artist's Impressions:

Left: The Queen Street frontage, looking east, will include typical "main street" buildings and uses.

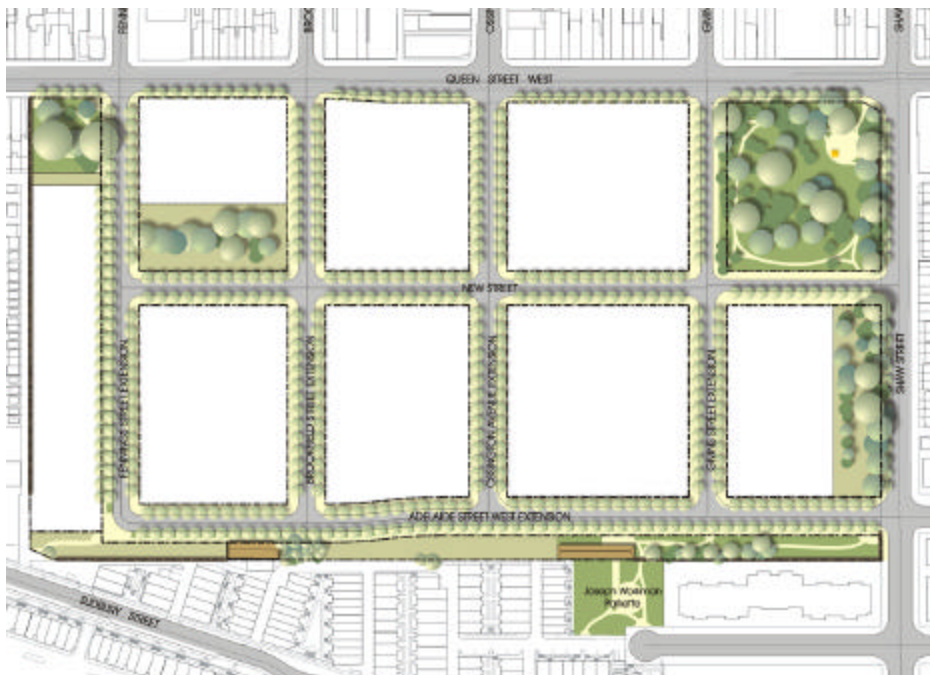
Centre: Buildings along Fenning Street will provide an appropriate transition to the adjacent neighbourhood to the west.

Right: Open space and a public park along Shaw Street will protect mature trees and create a linear green space.



Artist's Impression:

Shaw Park, a 2-acre park at the corner of Queen and Shaw Streets, will be a gateway linking the new precinct to the existing neighbourhood.



Proposed public and private open spaces.

Legend

-  Public Open Space
-  Private Open Space

Land Uses

CAMH requires a number of different types of spaces. The long term goal is to locate 479 beds on the Queen Street site, along with support spaces, administration functions, offices, meeting rooms and classrooms, and various other types of spaces for CAMH use.

In addition to the various CAMH uses, a variety of non-CAMH uses will be encouraged to locate on the site. All land uses will be permitted on all blocks, including institutional facilities, laboratories, offices, community facilities, commercial uses, light industrial uses, or residential uses. Active and publicly oriented uses will be encouraged at the grade level of buildings to activate key streets and open spaces.



The CAMH site will also include non-CAMH facilities. This diagram illustrates the development parcels currently set aside for CAMH and non-CAMH use, however these are subject to change as detailed building designs for the CAMH facilities are refined.

Legend

-  CAMH Development Site
-  Non-CAMH Development Site
-  Public Open Space
-  Private Open Space

Permitted uses will be dispersed throughout the precinct to promote diversity, variety and an active street life. Allowing all land uses in all parts of the precinct also provides the flexibility to respond to changing health care needs over time.

Buildings

Three existing buildings will be retained for the longer term: the two historic brick storage buildings along the south wall; and Unit 3, which contains the Law and Mental Health program. Only the two storage buildings are considered permanent. Unit 3 will continue its current function but in the long term will be removed, allowing the full extension of Brookfield to Adelaide.

Buildings will reflect a range of urban styles, with the lowest heights adjacent to neighbouring houses, a "main street" scale along Queen Street, and the tallest buildings within the centre of the precinct. Some buildings will be stepped back to ensure that heights are compatible with surrounding buildings. There will be a 7.5 m setback from the western property boundary to provide rear yards along Block E and to provide a transition to the houses along the east side of Dovercourt Rd.



Proposed building envelopes (maximum heights in metres, also shown in storeys, and minimum setbacks) for the site.

The Wall

It has become clear through stakeholder comments that the brick walls are important historical elements that should be retained. However, there are strongly divergent views for the east wall's future. The key is to balance preserving history with the ability to create an urban village that provides “eyes on the park” from Shaw Street to enhance a sense of security, provides access to the site, and creates an environment that is welcoming and open.

CAMH proposes to hold an ideas competition for the wall along Shaw Street. A jury selected from a range of interested parties would choose a winning concept, and the idea would be further refined with input from CAMH. Any proposed changes to the wall will be carefully reviewed with all the interest groups including Friends of the Archives, the City of Toronto Planning Department and the City's Heritage Preservation staff.



The wall surrounding the Queen Street site will remain largely intact. There will be minor changes to permit pedestrian connections in the south wall. The east wall will be the subject of an open ideas competition.

Traffic, Access and Parking

The proposed new network of streets will provide a number of potential routes into and through the new precinct for vehicles, cyclists, pedestrians and the TTC.

It will be important to provide enough parking to address the needs of CAMH and other uses, and ensure neighbouring streets are not affected. At the same time, it is important to not oversupply parking, which may discourage transit use, carpooling, cycling or walking, or

other non-auto modes of travel. Minimum and maximum parking standards will be developed to meet the needs of essential drivers employed or seeking health care in the precinct as well as other essential drivers related to the non-CAMH blocks. Parking will be provided below grade, in small areas of surface parking near buildings, street parking, and in parking structures.

Phasing

The full creation of the urban village will require a long-term phased program. The phasing is critical, as CAMH will need to maintain its programs and services during construction. Minimum disruption for clients/patients and staff is a priority.

The phasing would begin with a filling in of vacant land. Subsequent phases would strive to move people and programs only once, into their permanent locations.



BENEFITS OF SITE REDEVELOPMENT

There are a number of community benefits accruing from the redevelopment of the Queen Street property.

- **Integrating a large site into the city fabric.**
- **Supporting the City's employment land base.** The redevelopment will provide a balance of commercial and institutional space for employment.
- **Supporting new job growth in the City of Toronto.** CAMH, non-CAMH uses, spin-off commercial development in the surrounding area, and site construction will create many jobs in the area.
- **Increasing the tax base.** The introduction of non-CAMH uses will create the opportunity for taxable development.
- **Increasing the commercial tax base in the surrounding area.** Spin-off activity will increase the health and assessed value of commercial uses in the neighbourhood.
- **Building Permit revenues.** The proposed development will produce one-time revenue generated from building permits.
- **Efficient use of existing City services.** Encouraging development in infill locations makes efficient use of existing City infrastructure (e.g., sewers, transit, roads, etc.).
- **Potential for improved service levels in the surrounding neighbourhood.** The development will assist in increasing use of the Ossington bus and Queen streetcar, the Exhibition Place GO station and will help create demand for a long-planned new GO station in the area.
- **Improvements to the City street grid.** A street system that connects with existing City streets and improves the overall functioning of the City grid will be created in this area.
- **Improvements to the Ossington Bus Route.** The development will eliminate the need to use Queen Street for this bus route.

- **Parkland dedication.** The proposed development provides for parkland dedication well beyond the City's requirements.
- **A daycare centre.** CAMH proposes to expand the on-site daycare facility and relocate it to a more visible and accessible location.

OFFICIAL PLAN AND ZONING BY-LAW AMENDMENT

The Master Plan will form the basis for an Official Plan Amendment and Zoning By-law Amendment for the property, detailed policies and regulations that will cover all aspects of the redevelopment, including major objectives of the redevelopment; land use; urban structure (streets, blocks, and open spaces); building heights, setbacks and stepbacks; heritage; transportation; parking; and servicing.

The permissions provided by the Official Plan and Zoning By-Law Amendments will regenerate the property, contribute to the revitalization of the surrounding neighbourhood and create a centre for care, research, education, health promotion and prevention that carries a national and international reputation for its focus on client/patient needs.

This document is a summary of a much longer Master Plan Report that outlines the full process of planning for the Queen Street site, the existing City planning regulations for the property, proposed new planning regulations as well as more details on the Master Plan itself.

The full document is available at the CAMH library, at 1001 Queen Street West and at 33 Russell Street.

Questions or comments about the redevelopment of 1001 Queen Street West should be directed to:

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