

**Scarborough Centre – Public Space and Streetscape
Master Plan (Civic and Commercial Precincts) –
Consultant's Report**

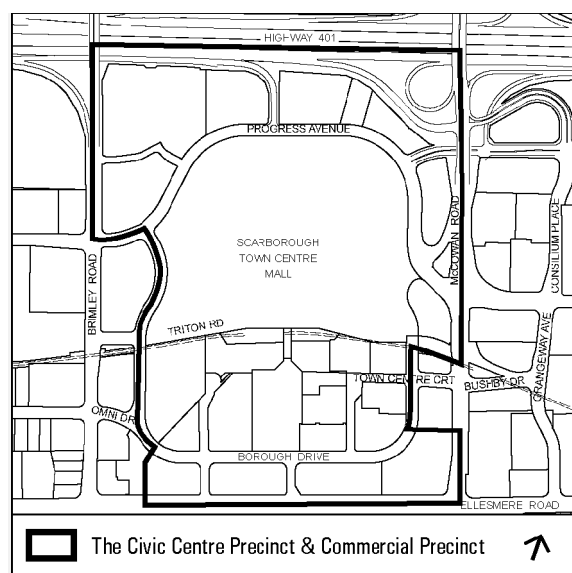
Date:	May 24, 2012
To:	Scarborough Community Council
From:	Acting Director, Community Planning, Scarborough District
Wards:	Ward 38 – Scarborough Centre
Reference Number:	10 323221 ESC 38 TM

SUMMARY

This report presents the conclusions and recommendations of the Scarborough Centre Public Space and Streetscape Master Plan (Civic and Commercial Precincts).

The City Planning Division commissioned this study in 2011 as part of a joint request for proposals for the Etobicoke and Scarborough Centres. The firm of du Toit Allsopp Hillier (DTAH) was retained to undertake the Scarborough Centre Plan. The consultant's work program included a design charette with City staff, site visits, stakeholder meetings and community consultation meetings to solicit ideas and to gather feedback on their findings, draft plans and recommendations.

The purpose of the Master Plan is to establish a vision for the Civic and Commercial Precincts and to identify priority projects and implementation strategies to improve and enhance their public space framework. See Attachment 1: Executive Summary of Study.



RECOMMENDATIONS

The City Planning Division recommends that City Council:

1. Endorse the "Scarborough Centre Public Space and Streetscape Master Plan" and support the implementation of the projects and initiatives identified in this plan, in order to, over time, significantly improve the quality and character of the public spaces and streets in the Civic and Commercial Precincts of Scarborough Centre.
2. Direct the Chief Planner and Executive Director, City Planning Division, along with Transportation Services, Parks, Forestry and Recreation, Real Estate Services, and Facilities Management staff, to pursue the principles, guidelines and implementation strategies identified in the "Scarborough Centre Public Space and Streetscape Master Plan" at every opportunity, including those presented through the development approval process and the City's capital works program.
3. Direct the Chief Planner and Executive Director, City Planning Division, in consultation with Transportation Services, Parks, Forestry and Recreation, Real Estate Services and Facilities Management staff, and the Toronto District School Board, to report back in October 2012 on sources of funding, prioritizing and necessary approvals for the implementation of the following key priority projects identified in the "Scarborough Centre Public Space and Streetscape Master Plan":
 - a. redesign of the Civic Green (Ceremonial Plaza) on the south side of the Scarborough Civic Centre building;
 - b. Borough Drive streetscape improvements for the central portion between the two Borough Approaches opposite the Scarborough Civic Centre, including streetscape enhancements around the new library;
 - c. reconfiguration of the two Borough Approaches (currently public streets with restricted traffic flow and turning movements) allowing for full-moves intersections at Ellesmere Road;
 - d. implementation of the recommendations outlined in the 1989 "Woodlot Management Plan – City Centre Woodlot for Scarborough Centre";
 - e. creation of a signage and way-finding system for the Civic and Commercial Precincts;
 - f. revitalization of Albert Campbell Square; and
 - g. redesign of the Civic Common to open up the view corridor from Ellesmere Road towards the Civic Centre building and the new library.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In December 2005 Council approved a new secondary plan for the Scarborough Centre. This was followed in 2009 by the approval of the Scarborough Centre Civic Precinct Implementation Plan. The Secondary Plan and implementation plan include, in broad terms, the policies and urban design ambitions for the Centre. The Public Space and Streetscape Master Plan is an implementation document that fleshes out how the policies and design ambitions should be implemented, over time, and sets the context for more immediate projects such as the Scarborough Centre Public Library and the new Albert Campbell Park.

ISSUE BACKGROUND

The Scarborough Centre Secondary Plan envisions the creation of a Centre which has a sense of place, is a place to live, work and relax, and is connected and green. To allow for detailed planning in the Centre, it has been divided into four land use precincts: Civic, Commercial, McCowan and Brimley (see pg. ES-4 of Attachment 1). The Plan anticipates that, while each precinct will have its own distinct character in terms of land use, built form and streetscape, they will all be united by the overall policies of the plan to ensure vitality and interest in the Centre as a whole.

Scarborough Centre has many of the ingredients for a successful and meaningful Centre, including a significant resident and employment population, access to higher order transit, a strong civic presence, retail, institutional, entertainment and recreational facilities, natural heritage, green and urban spaces. However, these elements tend to remain fragmented.

The Civic Precinct has grown considerably, primarily with residential development in the form of tall buildings, some with grade-related retail. The Commercial Precinct has also grown with an early expansion of the mall, the cinema complex, and stand-alone retail/restaurant buildings along Progress Avenue. There is now a need to develop a public space and streetscape master plan that shapes a legible, cohesive sequence of outdoor spaces, bringing a strong sense of place to the Scarborough Centre. This can be achieved by creating a pedestrian-scaled grain of public spaces and a connected place with an integrated streetscape and landscape. Building on past efforts, the Scarborough Centre Public Space and Streetscape Master Plan provides direction on strategies and public realm projects to improve the Centre's public space framework for the Civic and Commercial Precincts over the short, medium and long term, along with an implementation strategy.

COMMENTS

The consulting firm of du Toit Allsopp Hillier along with their sub-consultants ARUP (Transportation), SWERHUN Consulting (Public Engagement), Urban Forest Innovations (Arborists), Urban Trees and Soils (Forestry Advisor) and Urban Metrics (Real Estate and Economic Advisor), were selected to undertake the Scarborough Centre

Public Space and Streetscape Master Plan study. They worked closely with a City staff team that included representation from all appropriate City Divisions, as well as with area residents and other stakeholders.

The study was undertaken in two phases. Phase One included background research and analysis of the study area, site visits, meetings with a number of local stakeholders, stakeholder and community meetings, the formation of an advisory group, a design charrette and the formulation of a preliminary public space framework on which future recommendations would be based. Phase One was reviewed by the Design Review Panel (DRP) at its March 29, 2011 meeting.

In Phase Two, the concept plans were refined with further public and staff input. This involved the production of drawings in plan, elevation and section, as well as computer generated 3-D models. Specific priority projects were identified along with a phasing and implementation strategy. Phase Two was reviewed by the DRP at its June 21, 2011 meeting. The DRP were appreciative of the consultant's plan, advising that it was a convincing effort of bringing a pedestrian-focused continuity and identity to the area.

The purpose of the Master Plan is to establish a vision for the Civic and Commercial Precincts and to identify priority projects and implementation strategies to improve and enhance their public space framework. See Attachment 1: Executive Summary of Study.

The consultant's final report is available on the City Planning web page at:
<http://www.toronto.ca/planning/scar-centre-masterplan.htm>

The consultant's report provides detailed analysis and makes recommendations in four key areas for the improvement of the public realms of the Civic and Commercial Precincts:

Principles, Guidelines and Standards

This section describes the overall intent of the public space framework for the Centre and articulates the overall vision for the physical form and character of the public realm. In more specific detail it addresses the following:

a. Urban Design Framework

The proposed urban design framework provides a clear pattern of development blocks connected by unencumbered public streets, spaces and pathways, scaled to pedestrian activity and movement. Key principles include:

- a pedestrian-scaled pattern of streets and blocks;
- a fine-grained network of streets, pathways and mid-block routes;
- continuous building frontages of grade-related uses with direct access to public sidewalks; and
- sustainability.

b. Built Form

The report provides criteria, guidelines and standards for the various building types, which are anticipated to be constructed in the Civic and Commercial Precincts. Key principles include:

- all new development should provide pedestrian scale, shape and a sense of enclosure to the public realm; and
- tall buildings should be located to minimize their visual and micro-climatic impact on the public realm.

c. Public Realm Framework

Recommendations and standards are provided for the various elements which make up the public realm, such as arterial corridors, main streets, local streets and lanes, walkways, public parks and squares, the areas around the Scarborough Town Centre mall and the Civic Centre woodlots. Key principles include:

- designing arterial streets with generous landscaping to balance the needs of all users;
- a hierarchy of streets;
- increased accessibility to Albert Campbell Square (Scarborough's only public urban gathering place);
- improving pedestrian movement and accessibility between the Civic and Commercial Precincts; and
- the protection, expansion and enhancement of the woodlots.

Within the Commercial Precinct, some pedestrian improvements are currently underway. The SRT Scarborough Centre Station bridge, presently under construction, will provide a new western entrance to the SRT station and will improve the north-south pedestrian connection. Improvements for an east-west connection between the bridge and Brimley Road are being pursued by the City. In addition, Oxford Properties Group (property manager for the Scarborough Town Centre mall) has been working on concepts for public realm improvements in the Commercial Precinct. These concepts include new and improved pedestrian pathways linking the mall entrances to the more recently developed stand-alone retail and restaurant buildings clustered along Progress Avenue. This initiative aligns with the City's objectives for a pedestrian friendly network of routes through the Centre and with the objectives of this master plan.

d. Identity of This Place

Scarborough Centre has an iconic, designated building at its core, the Scarborough Civic Centre. The integrity of this symbolically important local landmark should be preserved, and its influence used as a spring board to making recommendations on other high quality features which will continue to make the Centre unique and special. Key principles include:

- the use of a common palette of materials and furnishings in the public realm;
- public art that contributes to the overall cultural vitality of the Centre; and
- the articulation of public spaces by means of way-finding supported by a signage system.

A Demonstration Plan

The purpose of the demonstration plan is to demonstrate how the Civic and Commercial Precincts could be developed over time, how the principles, guidelines, and standards can be achieved, and provides a means for establishing and monitoring implementation progress. Projects are described in detail (ultimate plans and cross-sections) with supporting precedent images. Projects around the Scarborough Civic Centre include:

- Albert Campbell Square revitalization (i.e. re-surfacing, public art, new steps, a playground);
- new streets, squares and walkways; and
- development/redevelopment opportunities (i.e. municipal and federal building parking lot redevelopments).

Projects associated with the new library include:

- the Civic Green redesign;
- Borough Drive streetscape improvements;
- normalization of the Borough Drive Approaches; and
- the Civic Common.

Public Realm Elements

This section of the consultant's report clarifies the design intent for the streets and public spaces. Standards are created for the various streetscape elements which will unite the precincts and enhance their unique character. These include: street tree planting details and a planting strategy; street lights; paving details; street furniture; and other special elements unique to the Scarborough Centre.

Implementation

Decisive action is required to achieve the vision for Scarborough Centre. Implementation should be a logical, incremental process with each step building upon those before it. The consultant's report identifies twenty distinct projects which need to be carried out in the immediate/near-term (0 to 5 years) and mid-term (6 to 16 years) to implement the Master Plan and improve the quality and character of public spaces in the Civic and Commercial Precincts (see Attachment 2: Immediate/Near-Term and Mid-Term Projects. From this list, staff, in consultation with the local Councillor, are recommending the following seven high priority projects:

- a. redesign of the Civic Green (Ceremonial Plaza) on the south side of the Scarborough Civic Centre building to create a useable pedestrian space that serves as a forecourt to the iconic civic building and connects it to the new library;
- b. Borough Drive streetscape improvements for the central portion between the two Borough Approaches opposite the Scarborough Civic Centre, including streetscape enhancements around the new library;
- c. reconfiguration of the two Borough Approaches (currently public streets with restricted traffic flow and turning movements) allowing for full-moves intersections at Ellesmere Road;
- d. implementation of the recommendations outlined in the 1989 "Woodlot Management Plan – City Centre Woodlot for Scarborough Centre" to ensure the overall health and sustainability of the woodlots;
- e. creation of a signage and way-finding system for the Civic and Commercial Precincts. This should be coordinated with current city-wide way-finding efforts to assist visitors to the Scarborough Centre and add greater clarity and unity to the public realm;
- f. revitalization of Albert Campbell Square in association with the development of Albert Campbell Park (to be completed in 2013), including: upgrades to the paving materials, furniture and lighting; preparation of a public art plan; a children's play area; and an interactive water fountain in the existing reflecting pool; and
- g. redesign of the Civic Common, including regrading of topography and replacement of vegetation, to improve the visibility of the park and open up views from Ellesmere Road towards the Civic Centre building and the new library.

Public realm improvements will be undertaken in association with private development in the Centre, but also as part of regular capital works projects undertaken by various Divisions. The Master Plan will be used to inform Section 37 discussions with applicants/owners and should be referenced and considered in evaluating the timing and scope of work for projects to be implemented through the capital budget.

CONCLUSION

The completion of the Public Streetscape and Public Space Master Plan is an important step in advancing the quality and character of the Scarborough Centre. It is key to achieving desired improvements to the public realm in Scarborough Centre that are consistent with the goals and objectives of the Scarborough Centre Secondary Plan and the Official Plan. It comes at an opportune moment in the Centre's history with the planned Scarborough Centre Branch Library scheduled to open in 2014. It will lead to the kind of place envisioned by the Secondary Plan and will create "an urban focal point for eastern Toronto where employment, housing, institutional, cultural, recreational, commercial and community services and transit will be concentrated in a dynamic mixed-use location".

CONTACT

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ATTACHMENTS

Attachment 1: Executive Summary
Attachment 2: Immediate/Near-Term and Mid-Term Projects

Attachment 1: Executive Summary

(see separate attachment)

Attachment 2: Immediate/Near-Term and Mid-Term Projects

CIVIC PRECINCT / IMPLEMENTATION PROJECTS

Identified below are the projects recommended by this study over the next 15 years to improve the public realm in the Civic Precinct of the Scarborough Centre. The order of projects can accelerate with the availability of funding and changing priorities.

In Progress

1. New Public Library¹
2. Pedestrian Link to TTC Station¹
3. Pedestrian Link from Borough Drive along Triton Road¹

Immediate/Near-Term (0 to 5 years)

4. The Link from Borough Drive to Civic Centre Building²
5. The Link from Civic Green and Library to Albert Campbell Square²
6. Civic Green
7. Borough Drive Streetscape-Central Portion
8. Borough Approaches Streetscape
9. Civic Commons
10. Albert Campbell Park
11. Municipal Parking Deck Site³
12. Promenade from Borough Drive to Albert Campbell Square
13. Town Centre Court Streetscape
14. Borough Drive Streetscape – East and West
15. Galleria Enclosure⁴

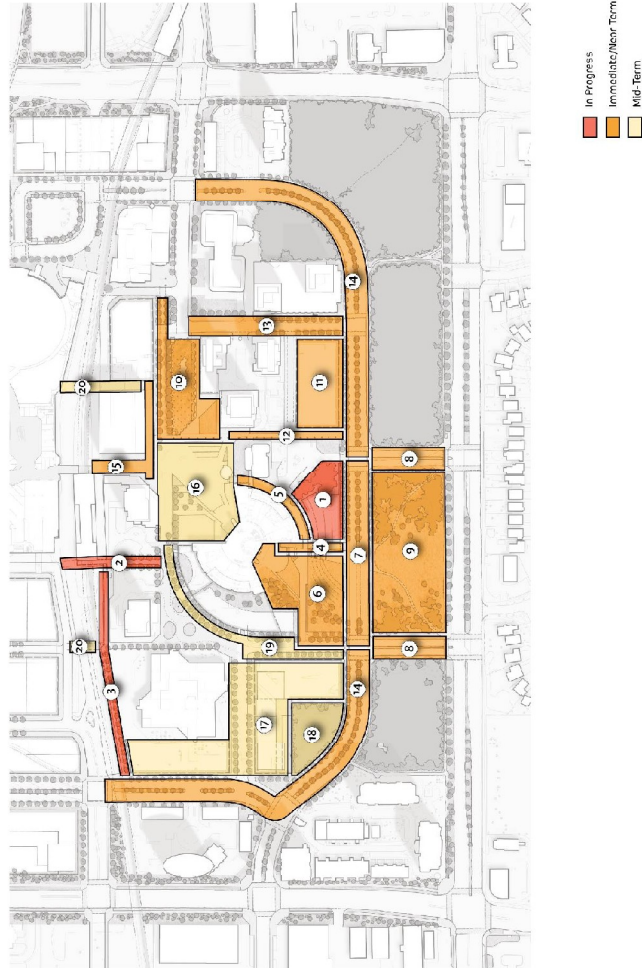
Mid-term (6 to 15 years)

16. Albert Campbell Square Revitalization
17. TDSB/Bell Parking Lot Redevelopment³
18. Western Woodlot Acquisition and Expansion⁴
19. Brian Harrison Way Streetscape
20. Pedestrian Connections across the Triton Road Transit Corridor⁴

Notes

- ¹ Funded, ² Associated with Library Project, ³ Private Development Project, ⁴ Requires further study

DATA / GROUP / SOURCE: HURON / JAMES HURON, LIT / URBANAL HICS



SCARBOROUGH CENTRE PUBLIC SPACE AND STREETScape MASTER PLAN