

Scarborough Centre Transportation Master Plan Phase 1 Status Report

Date: January 25, 2017

To: Scarborough Community Council

From: Director Transit and Transportation Planning and Acting Director Community Planning Scarborough District, City Planning

Wards: Wards 37 and 38

SUMMARY

The purpose of this report is to provide an update on the first phase of the Scarborough Centre Transportation Master Plan study (SContheMove). The study will develop a Transportation Master Plan to support the future vision and evolution of Scarborough Centre into a walkable and connected urban centre supported by an efficient, safe, and balanced transportation network. This phase of the study focused on obtaining an understanding of the historic and emerging context of the Scarborough Centre transportation network.

The first phase of SContheMove has resulted in a draft vision, a series of opportunities and constraints, a draft problem and opportunity statement, and eight evaluation principles necessary to advance the next phase of work.

The City Planning Division launched SContheMove in July 2016, with a series of community engagement efforts and a number of Planners in Public Spaces (PiPS) events. The first public consultation meeting was held on November 29th, 2016. At these consultation events many people expressed their opinions about transportation improvements for Scarborough Centre.

FINANCIAL IMPACT

This report has no financial impact.

DECISION HISTORY

In June 2014, City Council considered the Final Report on the McCowan Precinct Plan Study. City Council adopted the recommendation that City Planning in consultation with other Divisions undertake a Scarborough Centre Transportation Master Plan (SCTMP) study to examine the existing and planned transportation network within Scarborough Centre and the surrounding area. The McCowan Precinct Plan Study Final Report and decision can be accessed at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.SC32.20>

Under the direction of City staff, a multi-disciplinary consultant team has been retained to undertake the research, analysis and engagement for the SCTMP study.

BACKGROUND

Scarborough Centre Current Context

Scarborough Centre is located in the middle of an established employment corridor along Highway 401. It is also a focal point of civic uses; retail, institutional, entertainment and recreational facilities; natural heritage; both green and urban open spaces and a destination point for surrounding communities. It contains residential buildings, employment (offices, retail and light industrial), a regional mall, local and interregional transit facilities, municipal and federal government services, and a variety of recreational, educational and community services.

Over the past several decades, Scarborough Centre has grown into a hub for population, employment and transportation for eastern Toronto and the Greater Toronto Area. To date, there are 561 businesses within the Centre, employing 16,400 full and part-time employees (2015 Employment Survey) and approximately 14,250 residents in the Scarborough Centre (2015 estimated) occupying approximately 6,744 dwelling units. Scarborough Centre includes several large sites (many of which are currently vacant) which offer potential for residential and/or employment intensification.

A number of ongoing public investments, strategic initiatives and private developments present a unique opportunity to improve and advance the development of Scarborough Centre into a connected vibrant urban place.

Optimized Network Plan for Rapid Transit in Scarborough

In January 2016, Council adopted the recommendations in [EX11.5 Scarborough Transit Planning Update](#) report. City Planning was directed to study in detail an optimized Scarborough rapid transit network, Figure 1. The report identified two key objectives:

- Support the development of Scarborough Centre as a vibrant urban node; and

- Support the development of complete communities along the Avenues and improve local accessibility.

The optimized network plan includes:

- SmartTrack/GO RER;
- An express extension of Line 2 (Bloor-Danforth Subway) between Kennedy Station and Scarborough Centre; and
- An eastern extension of the Eglinton LRT from Kennedy Station along Eglinton Avenue East, Kingston Road and Morningside Avenue to the University of Toronto, Scarborough Campus (UTSC).

This optimized network plan for rapid transit in Scarborough provides the context for transit service for the SCTMP.

Figure 1: Optimized Network Plan for Rapid Transit in Scarborough



Scarborough Subway Extension

In October 2013, Toronto City Council confirmed support for an extension of the Bloor-Danforth Subway. This subway extension will replace the aging Scarborough Rapid Transit (SRT) line. The City, together with the TTC, is undertaking the Scarborough Subway Extension Project Assessment (SSEPA) to determine key aspects of this rapid transit project, including identifying the preferred alignment and station location.

Durham-Scarborough Bus Rapid Transit (BRT)

In August 2016, the province announced funding for the next phase of work for the proposed Durham-Scarborough Bus Rapid Transit (BRT) to advance planning, design and engineering work for the proposed BRT route between Oshawa and Scarborough. The proposed 36 km BRT route along Highway 2 and Ellesmere Road would provide direct, seamless and convenient transit service between downtown Oshawa, Whitby, Ajax, Pickering and Scarborough Centre.

As part of the regional transit network, the Ellesmere BRT within the City of Toronto will provide an important link connecting eastern Scarborough and UTSC to Scarborough Centre and the Scarborough Subway Extension.

Policy Context

Provincial and municipal plans provide the framework for comprehensive, integrated, place-based and long-term planning. These plans support and integrate the principles of strong communities, a clean and healthy environment, economic growth and prosperity.

Provincial Policy Statement

The [Provincial Policy Statement](#) (PPS) provides the strategic and overarching framework for Ontario's policies on all land-use planning decisions. With a holistic, integrated and long-term approach, the PPS represents the minimum standards that guide planning authorities and decision-makers in developing and implementing specific plans. Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. These land use patterns promote a mix of housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel.

With respect to the SCTMP, the PPS outlines policies that encourage the safe and efficient movement of people and goods, facilitated via a multi-modal transportation system that aims to increase the use of active transportation and transit over other transportation modes.

The Growth Plan

The [Growth Plan](#) for the Greater Golden Horseshoe in the interest of economic prosperity, guides decisions on a wide range of issues (land use, urban form, housing, environment, resource protection, transportation, and infrastructure). The plan addresses specific issues faced by the region through policy directions that encourage the intensification of existing and future urban development, the promotion of transit supportive growth, and the development of a balanced, multi-modal transportation system.

The Growth Plan identifies Scarborough Centre as an Urban Growth Centre. Urban Growth Centres will be planned:

- as focal areas for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses;
- to accommodate and support major transit infrastructure;
- to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses; and
- to accommodate a significant share of population and employment growth.

The Big Move

The Province's Regional Transportation Plan, [The Big Move](#), identifies Scarborough Centre as an Anchor Hub and includes a 25-Year plan for the Regional Rapid Transit and Highway Network. Anchor Hubs have the potential to transform the regional urban structure and act as important areas within the regional transportation system. In December 2015, Metrolinx released the [Scarborough Centre Mobility Hub Profile](#). Mobility hubs have strategic importance due to their relationship with Urban Growth Centres.

Official Plan

The [Official Plan](#) through its growth strategy and land use designations supports and complements the PPS and the Growth Plan. The Official Plan provides a comprehensive policy framework to direct and manage physical, social and economic change. The Official Plan also encourages population and employment growth, recognizing that directing growth to appropriate areas is critical to Toronto's future.

Chapter Two of the Official Plan sets out a growth management strategy and directs major employment and population growth to 'growth areas' including Centres and Avenues. The Centres are areas within Toronto where substantial investment in transit and other infrastructure makes it possible (and desirable) to accommodate a significant portion of Toronto's planned growth over the next 30 years. Scarborough Centre is one of the four designated Centres identified on the Urban Structure Map (Official Plan Map 2). The 'growth areas' are knitted together by the City's transportation network, which is crucial to supporting the growing travel needs of residents and workers over the next 30 years.

The Official Plan is intended to ensure that the City of Toronto evolves, improves and realizes its full potential in areas such as transit, land use development, and the environment. The integration of transportation and land use planning is critical to achieving the overall aim of increasing accessibility throughout the City. Accessibility has two components: mobility (transportation) and proximity (land use). Increasing mobility by providing modal choice and greater connectivity allows more trips to be made within a given time, whereas increasing proximity through greater mixing of uses and/or higher densities achieves the same effect by shortening trip lengths. The policies of the Official Plan reflect the importance of mutually supportive transportation and land use policies that combine the mechanisms of mobility and proximity to maximize accessibility and connectivity.

In August 2014, Council approved Official Plan Amendment 274 to revise the transportation policies primarily dealing with pedestrian and cycling, goods movement, Transportation Demand Management (TDM) measures, and the promotion of 'Complete Streets'.

Toronto Complete Streets Guidelines

Complete streets are streets that are designed to be safe for all users, such as people who walk, bicycle, take transit or drive, and people of varying ages and levels of ability. While not every type of user may be accommodated on every street, the goal is to build a city with a well-functioning street network that supports and sustains the quality of life in Toronto. Complete streets will ensure that social, economic and environmental priorities are integrated in street planning and design.

The [Toronto Complete Streets Guidelines](#) will assist in resolving and balancing the competing demands placed upon the use of street right-of-ways and will be applied when streets are constructed, reconstructed or otherwise improved. These guidelines will help Toronto's communities by:

- ensuring safe and accessible streets for people of all ages and abilities,
- giving people a range of transportation choices,
- creating healthy and livable neighbourhoods,
- creating vibrant and attractive public spaces,
- supporting economic prosperity, and
- improving environmental sustainability.

Scarborough Centre Secondary Plan

The Scarborough Centre is an important mix of retail, government, institutional, cultural, employment and residential uses located in the middle of an established employment corridor along Highway 401.

Since the time of the first Secondary Plan for Scarborough Centre (formerly the City Centre Secondary Plan) in 1968, Scarborough Centre has grown from a vacant land area to an urban centre. The [Scarborough Centre Secondary Plan](#), establishes a vision and strategic implementation policies for the Centre. The Plan sets out broad goals for

the future development of the Scarborough Centre encouraging transit supportive development, pedestrian and cycling routes, and the expansion and improvements to transit. The Secondary Plan contemplates a projected population of upwards of 40,000 residents and 23,000 jobs.

The Secondary Plan recognizes that the Centre is a large geographical area (approximately 180 hectares) in which several development areas have emerged; each with a somewhat different character. To enable detailed planning for the Centre, to provide for a specific growth management strategy, the Secondary Plan divides the Centre into four precincts. Defining Scarborough Centre in this manner provides the opportunity to further define how it would look and function in the future, and how the Centre can be strengthened to meet a wide variety of objectives.

The Secondary Plan contemplates the development of detailed “Precinct Plans” for each of the four precincts. Precinct Plans are intended to articulate the role each precinct would play within the Scarborough Centre and would guide the achievement of the Centre’s broader goals and vision.

Scarborough Centre Civic Precinct Plan

In January 2009, City Council adopted the [Scarborough Centre Civic Precinct Implementation Plan](#). The Implementation Plan sets out a list of priority projects and initiatives which would accelerate the maturation of the Civic Precinct as a focal point.

The Civic Precinct, in particular, has changed dramatically over the past decade, adding high density residential development to its focus on civic, government and commercial offices, community services and facilities, parks, woodlots and open spaces. This Implementation Plan coordinates a variety of projects and initiatives which, together, implement many elements of the Secondary Plan’s vision for the Civic Precinct. Recent projects include the Scarborough Centre Library and Civic Green.

Scarborough Centre Public Space and Streetscape Master Plan

In July 2012, City Council endorsed the [Scarborough Centre – Public Space Master Plan](#) and supported the implementation of the projects and initiatives identified in the plan, in order to, over time, significantly improve the quality and character of the public spaces and streets in the Civic and Commercial Precincts. 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 the public realm.

McCowan Precinct Plan

In June 2014 Council approved the McCowan Precinct Plan and adopted the accompanying urban design guidelines and conceptual master plan, via Official Plan Amendment No. 242.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.SC32.20>

The McCowan Precinct Plan will help transform the area into a vibrant, complete community. The McCowan Precinct Plan will inform future redevelopment in the area, managing growth while identifying needs and opportunities for improving the public and private realm, parks, transportation, and the community.

The McCowan Precinct Plan's vision includes;

- a finer-grained street network to promote comprehensive redevelopment;
- a 'promenade' design linking the Civic and McCowan Precincts along Town Centre Court and Bushby Drive; and
- a hierarchy of public streets with streetscape and cycling infrastructure improvements.

Scarborough Centre Transportation Network – Historical Context

The last comprehensive transportation study of the Scarborough Centre and surrounding area was undertaken over 25 years ago (Milner Avenue Corridor and Malvern Gateway Transportation Study - May 1990). Most recently, a focused transportation assessment of the McCowan Precinct was undertaken as part of the 2014 McCowan Precinct Plan Study. Subsequently, City Council recommended that City Planning undertake a Transportation Master Plan Study for Scarborough Centre and surrounding area.

A detailed illustration and chronology of the Scarborough Centre transportation network is presented in Attachment 1.

Prior to 1970 the street network in the area was relatively straightforward and at grade, the arterial roadways, including Progress Avenue, followed a regular east-west, north-south grid pattern. Uses in the area were largely industrial with the exception of a few institutional sites.

In 1973, the Scarborough Town Centre and Scarborough Civic Centre both opened and the street network between Brimley Road and McCowan Road was reconfigured. Progress Avenue was realigned to flow northbound around the new shopping mall while a new street (Borough Drive) ran from Progress Avenue at Brimley Road and continued around the southern edge of the civic centre before returning northward to rejoin with Progress Avenue near McCowan Road. The intersection of Progress Avenue and McCowan Road was at grade. Secondary streets were added to facilitate connections between Ellesmere, Brimley and McCowan Roads and the civic centre. Uses between Brimley and McCowan were identified as "town centre uses" while the remainder of the lands north of Ellesmere Road were designated for "industrial uses".

In the mid 1980's, there was further expansion of both the shopping mall and the civic centre, with the Scarborough Rapid Transit (SRT) Line connecting Scarborough Centre to Kennedy Station in 1985. Triton Road, which extends between Brimley and McCowan Roads and services both the Scarborough Centre station and the shopping mall, was also introduced. To facilitate these changes, the intersection of Progress Avenue and McCowan Road was also grade separated.

The transportation network within the Scarborough Centre has evolved and changed over the course of time. The current road pattern consists of a coarse grained, vehicle-oriented transportation network. The various ramps, channelized right turns, grade separations and other road infrastructure elements throughout the Centre create barriers and disincentives for pedestrians and cyclists. These conditions do not support the vibrant urban and public realm envisioned in the Secondary Plan and Precinct Plans.

COMMENTS

Study Approach & Draft Vision

The intent of the SCTMP is to provide the framework and direction for a connected multi-modal transportation network to support future City Building within the Scarborough Centre.

The study will address Phases 1 and 2 of the of the five-phase Municipal Class Environmental Assessment (EA) process. Phase 1 intends to identify problems and/or opportunities whereas Phase 2 aims to evaluate alternative solutions and identify the preferred solution. Each phase includes consultation with the public and affected agencies. Phases 3 through 5 are carried out through subsequent EA studies focusing on major transportation infrastructure and detail designs.

A Technical Advisory Committee (TAC) has been established for the study and is comprised of staff from various City Divisions and other government agencies. The TAC established the following values to guide the study:

- Establish a *multi-modal hub* that has a variety of reliable and *connected transportation options*;
- Encourage mixed use *transit-oriented development*;
- Support *active modes of transportation* with an emphasis on moving people;
- Further the development of *TDM programs* such as bike share and auto share; and
- Enhance *safety, comfort and accessibility* for pedestrians and cyclists.

These values form the basis for the analysis, the development of alternative scenarios, and the evaluation framework used to establish a preferred alternative.

Based on the review of existing conditions and consultation with key stakeholders, the following **Draft Vision** was developed:

The Scarborough Centre transportation network will develop in a way that supports the creation of a diverse, attractive and safe mixed use community which is easily accessible by all modes of transportation. This will be achieved by creating an easily navigable and fine grained street network which provides infrastructure and amenities for all street users. This transportation network will be fully integrated into the regional transportation system, including the transit,

pedestrian and cycling networks, and provide clear and easy connections to the surrounding communities.

Public Engagement

An extensive public consultation and engagement plan has been developed for the study. The plan was designed to ensure that the local residents, workers, and businesses in the Centre and surrounding community are afforded multiple opportunities to provide input into the study. The plan includes a wide range of communication methods and opportunities for public involvement.

A Local Advisory Committee (LAC) has been established for the study. The LAC includes identified stakeholders from the community, representatives from resident groups, local employers, and other interested stakeholders.

The notice of Study Commencement was placed in the Scarborough Mirror on August 25th and September 8th, 2016 and was made available on the study website www.toronto.ca/sconthemove. The website has experienced over 2,000 visits since August 2016.

Numerous early engagement activities were held in key areas throughout the Centre. Twelve Planners in Public Spaces (PiPS) events and two days of Roving Information Stations were held during the summer and fall in 2016. These events were designed to inform the public about the study and seek input with respect to areas of concern/focus and the problems/opportunities within the Centre. The Study Initiation & Early Engagement Summary is provided as Attachment 2.

The first Public Consultation Meeting for the study was held on November 29th, 2016. The notice for Public Consultation Meeting #1 was placed in the Scarborough Mirror on November 17th and 24th, 2016 and 14,338 notices were distributed via Canada Post to the local community.

A summary of Public Consultation Meeting #1 is provided as Attachment 3 and includes the Draft Vision, Draft Problem and Opportunity Statement, Scarborough Centre Transportation Master Plan's Emerging Vision, and Evaluation Principles presented to the public.

Opportunities & Constraints

The analysis of the existing conditions and feedback received in consultation with the public and key stakeholders has resulted in the identification of the following opportunities and constraints.

Opportunities

- Enhance the public realm
- Create a safe pedestrian environment
- Accommodate transit-oriented development
- Provide for pedestrians, cyclists, transit riders and drivers

- Leverage other public and private initiatives
- Enhance wayfinding

Constraints

- Coarse street network with large blocks & single-use buildings
- Lack of connections throughout the Centre
- Auto-oriented, irregular intersections, ramps, channelized turning lanes, grade separations
- Harsh, unpleasant, and fragmented pedestrian environment
- No sense of place in the Centre
- Highway 401 corridor and interchange designs are barriers to pedestrians and cyclists movement

The SCTMP will establish the framework to address these constraints and leverage opportunities to achieve the established vision for Scarborough Centre as a vibrant urban node.

Draft Problem and Opportunity Statement

The Municipal Class EA process requires the preparation of a Problem and Opportunity Statement to guide the study. The following draft Problem and Opportunity Statement was developed for the SCTMP:

As one of Toronto's four 'Centres', Scarborough Centre is a key location within the city that combines jobs, housing and services in a dynamic mixed use setting supported by excellent transit accessibility. Located at the heart of Scarborough, the area is expected to be a magnet for future growth over the coming decades.

Currently, Scarborough Centre is less than the sum of its parts:

*The existing transportation network is designed to favour vehicular movement as is defined by big blocks that result in longer travel distances;
Bridges, ramps and grade-separations are barriers to walking and cycling;
Dedicated infrastructure for cyclists is lacking;
Crosswalks are distantly spaced, sidewalks are often too narrow, missing or located in a way that does not support a vibrant and walkable public realm; and
Development parcels are large and not serviced in a manner that supports a finer grain in the urban fabric.*

Given significant public and private investments planned for the area, an opportunity exists to evolve the transportation network in a manner that better supports the policies outlined in the Scarborough Centre Secondary Plan. Key opportunities include developing a fine-grained street network that is safe, accommodates all users and reduces travel distances. Giving priority to infrastructure required to enhance walking, cycling and transit will help build connections throughout the centre as well as to the surrounding community and beyond. Improved transportation facilities, complemented by better wayfinding,

land use diversity and an inviting public realm, will provide greater accessibility to the area's many amenities. The Transportation Master Plan will help guide growth and ensure the emergence of a vibrant, walkable and connected Scarborough Centre.

Evaluation Framework

The eight evaluation principles developed as part of the City's Official Plan transportation policies review, 'Feeling Congested?', will be used for this study. These principles establish a common set of decision-making criteria that will help guide decisions on transportation investments.

The eight principles, identified in Figure 2, are based on three key objectives:

- **Transportation for People;**
- **Transportation for Places;** and
- **Transportation for Prosperity.**

Figure 2: Evaluation Principles



In Phase 2 of the study, a number of criteria and specific measures will be developed for each principle to evaluate the alternatives.

Next Steps

Phase 2 of the SContheMove study will focus on the identification and evaluation of alternative solutions. This information will be presented at upcoming panels and public meetings outlined in Table 1.

Table 1: Upcoming Events

Event	Month
Toronto Planning Review Panel	March 2017
Local Advisory Committee Meeting #2	April 2017
Public Consultation Meeting #2	May 2017
Design Review Panel	June 2017

As the alternative solutions are evaluated, a preferred alternative will emerge in the third phase of the study. At the conclusion of Phase 3, the Scarborough Centre Preferred Transportation Network and Draft Scarborough Centre Transportation Master Plan will be presented to the public in the fall of 2017. Subsequently, staff will use this work to inform the development of appropriate planning and policy documents for Scarborough Community Council consideration.

CONTACT

Alan Filipuzzi, Senior Transportation Planner, alan.filipuzzi@toronto.ca, 416-338-2566

SIGNATURE

James Perttula, Director, Transit and Transportation Planning, City Planning Division

Paul Zuliani, Acting Director Community Planning Scarborough District, City Planning Division

ATTACHMENTS

Attachment 1: Scarborough Centre Transportation Network Chronology

Attachment 2: Study Initiation & Early Engagement Summary

Attachment 3: Public Consultation Meeting #1 Summary