



OUR SCARBOROUGH CENTRE

# PHASE 2 BACKGROUND REPORT

OCTOBER 2021



**City of Toronto**

Our Scarborough Centre Study

October 2021

**Project Website:**

[www.toronto.ca/OurScarboroughCentre](http://www.toronto.ca/OurScarboroughCentre)

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# EXECUTIVE SUMMARY

## OVERVIEW

The City of Toronto is undertaking a comprehensive planning study referred to as Our Scarborough Centre (OurSC), formerly the Scarborough Centre Focused Review (SCFR), to refine and update its 2005 Scarborough Centre Secondary Plan. The goal of the Study is to prepare a robust policy direction for Scarborough Centre guided by a vision to transform the area into a complete community. Phase 1 of the Study was completed in March 2019 and developed a vision, guiding principles and a preliminary public realm plan for Scarborough Centre.

This Background Report captures and summarizes the planning review and analysis, development concepts explored and consultation undertaken as part of Phase 2 of the Study. The report will serve as a foundation of the preferred development scenario and Study components that will inform the Secondary Plan update for Scarborough Centre.

The Background Report is structured as follows:

### Background and Assessment of Existing Conditions

Chapters 1-3 capture the project background, existing policy and planning framework and existing and planned infrastructure and servicing conditions.

- Chapter 1: Project Background and Study Area
- Chapter 2: Policy & Planning Background
- Chapter 3: Review of Transportation, Servicing, Energy and Community Infrastructure

### Assessment of Context, Planned Conditions and Built Form

Chapters 4-5 undertake a broad urban design and planning analysis of Scarborough Centre's existing and Phase 1 planned conditions and assesses opportunities and constraints.

- Chapter 4: Opportunities and Constraints
- Chapter 5: Scarborough Centre Area

### Preliminary Concepts and Visioning

Chapters 6-7 capture the revised vision and guiding principles for the Centre as well as preliminary development ideas and concepts.

- Chapter 6: Vision, Guiding Principles and Updates to Phase 1 Work
- Chapter 7: Preliminary Development Ideas and Concepts

### Consultation Summary and Next Steps

Chapters 8-9 capture the summary of community and stakeholder consultation undertaken as part of Phase 2 and summarizes next steps for the Study.

- Chapter 8: Consultation Summary
- Chapter 9: Next Steps

## STUDY PURPOSE

The purpose of the Our Scarborough Centre Study is to update the 2005 Secondary Plan to:

- Strengthen the role of Scarborough Centre as one of Toronto's key Centres and destination points;
- Foster a complete community and a mix of uses that serves residents, employees, and visitors within the area and beyond;
- Encourage a built form and uses that take advantage of infrastructure investments, particularly the Scarborough Subway Extension (SSE);
- Build on the unique identity of Scarborough Centre and foster a sense of place through a vibrant public realm supported by a network of parks and open spaces;
- Enable a true multi-modal transportation system with an emphasis on active transportation; and
- Create a sustainable and resilient built environment.

## STUDY TIMELINE AND PHASING

The Our Scarborough Centre Study is divided into four Phases (see Figure 1). Phase 1 of the Study was completed in March 2019 and developed a vision, planning principles and preliminary public realm plan for Scarborough Centre. Gladki Planning Associates (GPA), in association with DTAH, Arup, The Municipal Infrastructure Group (TMIG) and RWDI have been retained by the City of Toronto for Phases 2-4 of the Study, which will develop a comprehensive planning framework complementing the vision and preliminary public realm plan developed in Phase 1.

Phases 2-4 work consists of an updated Secondary Plan, Land Use Strategy, Public Engagement Strategy, Public Realm Strategy, Density Strategy, Built Form Strategy, Urban Design Guidelines, 3-D model, Conceptual Master Plan, Public Art Master Plan refinements, Community Services and Facilities Strategy, Employment Strategy, Community Energy and Emissions Plan, Transportation Master Plan refinements and a Master Servicing Plan.

In recognition of the profound challenges posed by climate change, the theme of sustainability and resilience will be integrated throughout the Study as well as specifically addressed in various Study components including urban design, servicing, energy and transportation planning.

## STUDY AREA

Scarborough Centre (see Figure 2) is designated as an Urban Growth Centre (UGC) in the Provincial Growth Plan for the Greater Golden Horseshoe. It is one of four designated 'Centres' in the City of Toronto. The Official Plan describes Scarborough Centre as an important regional gateway to the rest of the city. Located in the middle of an established employment corridor along Highway 401, it is a focal point of civic uses; retail, institutional, entertainment and recreational facilities; natural heritage; both green and urban open spaces and is a destination point for surrounding communities. The land on which Scarborough Centre now sits is part of the traditional territory of many First Nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples.

Over the past half century, Scarborough Centre has grown from an agricultural area to become the civic, commercial, and employment heart of Scarborough. The evolution of Scarborough Centre has been closely tied to transportation infrastructure. The initial wave of urbanization occurred when Ontario Highway 401 was built through the area in the



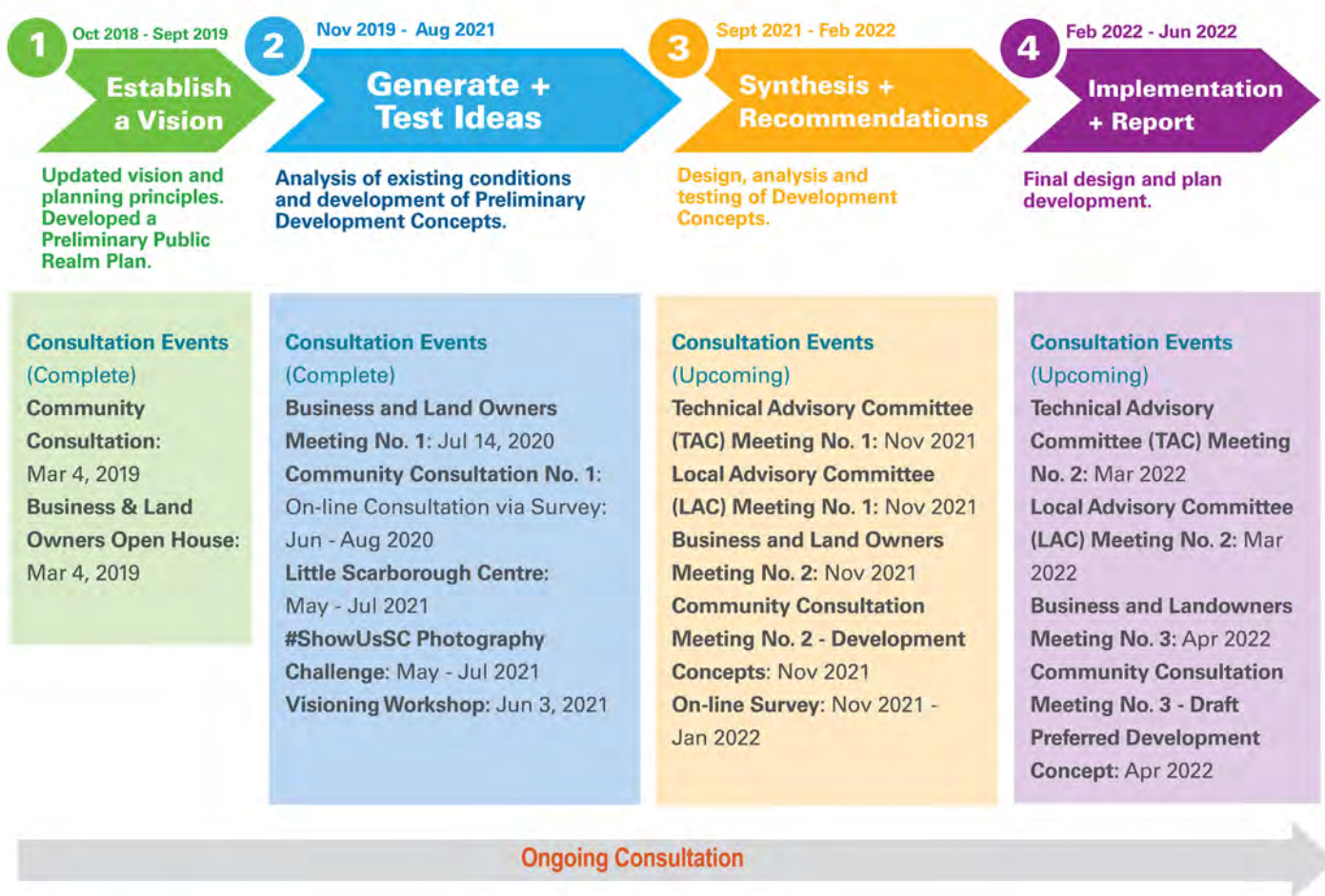


Figure 1 Study Phases and associated consultation activities

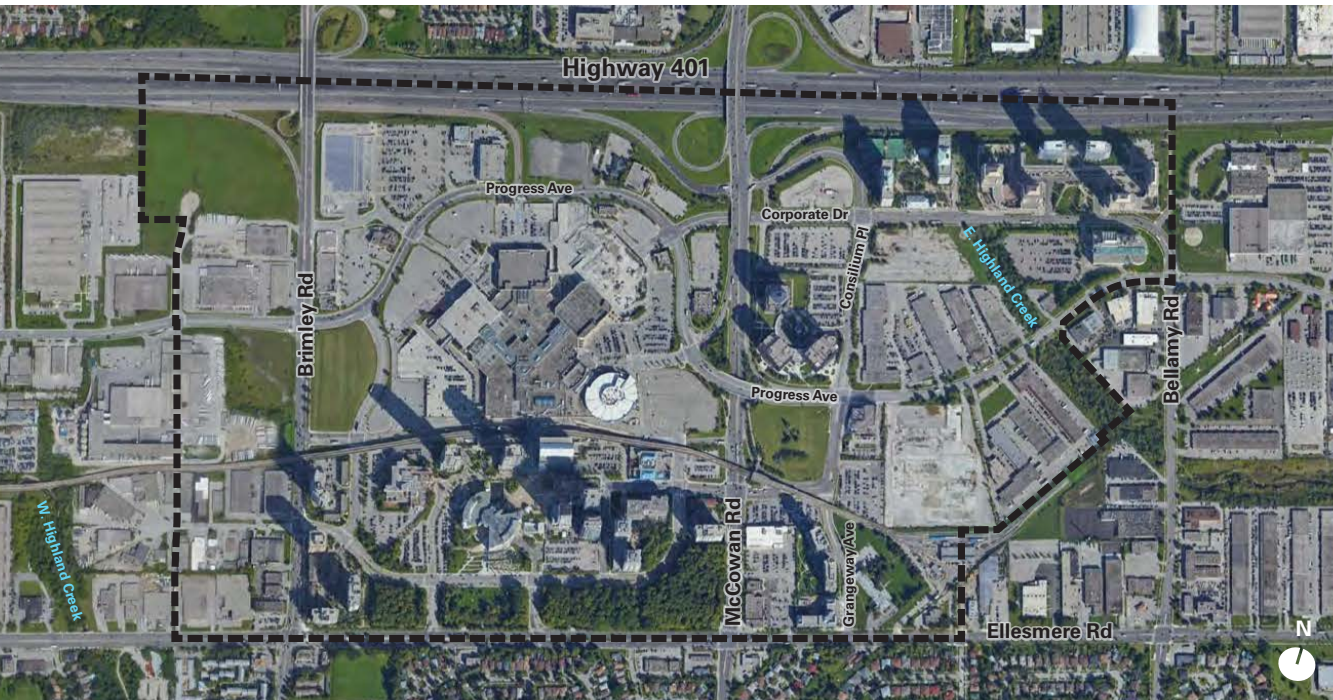


Figure 2 Our Scarborough Centre Study Area (Source: Aerial imagery, Google Earth, 2020)

 OurSC Study Area

1950s, followed by the construction of TTC Line 3 Scarborough (originally known as the Scarborough RT) and the Bus Terminal in 1985. The next wave of development in the area will, in part, be triggered by the construction of the Scarborough Subway Extension (SSE), including a new station and bus terminal in Scarborough Centre.

SCARBOROUGH CENTRE TODAY

Currently, there are 536 businesses within the Centre, employing 15,816 full and part-time employees (2016 Employment Survey) and approximately 14,105 residents occupying approximately 7,218 dwelling units (2016 Census). Another 6,766 additional units are approved and 6,388 units are proposed. Scarborough Centre includes several large sites (many of which are vacant), offering potential for residential and/or employment intensification.

The current density in the Centre is 168 residents + jobs combined per hectare. Once built, recent approvals and proposals will result in an increase

in residents and jobs per hectare. The minimum density target for each Urban Growth Centre in the City of Toronto by 2031, according to the Growth Plan, is 400 residents + jobs combined per hectare. This target is reflected in the City’s Official Plan.

POLICY AND PLANNING BACKGROUND

Scarborough Centre is subject to policy direction from the Province of Ontario and the City of Toronto to guide change and growth. Figure 3 captures the key policy, planning and regulatory frameworks applicable to Scarborough Centre.

The current Scarborough Centre Secondary Plan contains detailed local development policies to guide growth and change within the Centre. It was last updated in 2005 and contains a vision and strategic implementation policies for the Centre. The Plan encourages transit supportive development, pedestrian and cycling routes, and the expansion and improvements to transit. The 2005 Secondary Plan contemplates a projected population of upwards of 40,000 residents and 23,000 jobs.



Figure 3 Scarborough Centre is subject to policy direction from the Province of Ontario and the City of Toronto to guide change and growth



## RELATED PLANS AND STUDIES

A number of plans and studies specific to Scarborough Centre have recently been undertaken or are currently underway that will shape the Centre. These are captured in Figure 4. However, the Our Scarborough Centre Study and the Scarborough Subway Extension are the most critical planning projects that will define the future of the Centre for decades to come.

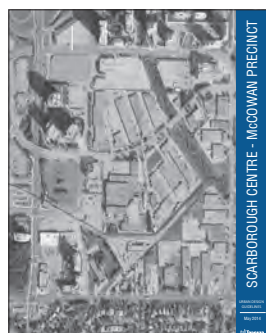
## Our Scarborough Centre (OurSC), 2019 - ongoing

Phase 1 of OurSC was completed in April 2019. It led to the development of a Preliminary Public Realm Plan that provides direction for achieving a well-connected and expanded network of streets and public spaces. Phase 1 was premised in anticipation of the Scarborough Subway Extension (SSE), which proposed a one-stop extension of TTC Line 2 Bloor-Danforth to Scarborough Centre. Currently, a three-stop extension is being pursued (including a station and bus terminal in Scarborough Centre).



### **Scarborough Centre Public Space + Streetscape Master Plan (2012)**

City Council endorsed the Scarborough Centre Public Space + Streetscape Master Plan at its meeting in July 2012. The Master Plan establishes a vision for the Civic and Town Centre Commercial Precincts and identifies priority projects and implementation strategies to improve and enhance the public space framework.



### **McCowan Precinct Plan (2014)**

The Final Report (including OPA 242) and the Urban Design Guidelines were adopted by City Council in June 2014. The plan put in place the framework to guide future growth and development of the McCowan Precinct and promote a finer grid of new public streets and the creation of small- and medium-sized development blocks.



### **Scarborough Centre Public Art Master Plan (2018)**

City Council endorsed the Scarborough Centre Public Art Plan at its meeting in April 2018. The Scarborough Centre Public Art Master Plan Study (SCPAMP) provides strategic direction to the City on a public art program for Scarborough Centre. The SCPAMP builds on many of the City's existing policies, guidelines and ongoing initiatives.



### **Scarborough Centre Transportation Master Plan (2018)**

City Council adopted the Scarborough Centre Transportation Master Plan (SCTMP) in May 2018. The SCTMP provides the framework and direction for achieving a balanced, multi-modal transportation network.



### **OurSC (Scarborough Centre Focused Review): Phase 1 (2019)**

At its May 22, 2019 meeting, Scarborough Community Council adopted the Phase 1 Status Update Report. This first Phase of the Study builds on the work prepared to date in developing a Preliminary Public Realm Plan for all of Scarborough Centre.

Figure 4 Key plans and studies related to Scarborough Centre in recent years

The Preliminary Public Realm Plan provides a direction for the area based on its key structuring elements and describes a public realm network comprised of public parks, open spaces and streetscapes. During Phases 2-4, the City of Toronto will build on this framework to update the Scarborough Centre Secondary Plan to transition the area towards a dynamic, attractive and sustainable urban centre.

### Scarborough Subway Extension, 2017 - ongoing

The proposed Scarborough Subway Extension (SSE) will bring the TTC's Line 2 Bloor-Danforth subway service nearly eight kilometres farther into Scarborough with a three-stop extension along McCowan Road, including a new station and bus terminal in Scarborough Centre. Metrolinx and Infrastructure Ontario are working to deliver the SSE, which is estimated to be completed by 2030.

## TRANSPORTATION, SERVICING, ENERGY AND COMMUNITY SERVICES INFRASTRUCTURE REVIEW

An assessment of existing and planned transportation, servicing and energy infrastructure and community services was undertaken to inform the Our Scarborough Centre Study.

### Transportation

A review of the existing transportation conditions for the Our Scarborough Centre Study was conducted to identify updates to the existing context since the completion of the Scarborough Centre Transportation Master Plan (SCTMP) in 2018. The transportation review covers the following topics:

- **Scarborough Subway Extension:** The Scarborough Subway Extension is a nearly eight-kilometre extension of the Toronto Transit Commission's (TTC) Line 2 subway service

from Kennedy Station to Sheppard Avenue and McCowan Road. The SSE is comprised of 3 stations providing service at Lawrence Avenue and McCowan Road, Scarborough Centre and Sheppard Avenue and McCowan Road.

- **Policy review:** The review assesses Metrolinx's Regional Transportation Plan (RTP) (2018), Toronto's Vision Zero Road Safety Plan (2017), and Official Plan Amendment 456 (2020).
- **Traffic conditions:** The traffic conditions summary concludes that the overall traffic network is performing at an acceptable Level of Service according to City of Toronto standards.
- **Potential street network refinements:** The transportation review has identified areas for potential refinements to the street network and this work will continue to evolve as the Study progresses.

### Servicing

The servicing study includes a review of water, sanitary and stormwater infrastructure.

- **Water:** Hydrant testing completed in Summer 2020 indicates that there is existing reserve capacity within the existing internal watermain network (from the Trunks to the Study Area). As the model calibration is refined and the population projections defined, the specific water system capacity will be confirmed and any necessary upgrades identified. The proposed road network will provide opportunities to expand the capacity of the internal watermain network to accommodate the proposed redevelopment while preserving the level-of-service provided to adjacent neighbourhoods.



- **Sanitary:** Overall, the City's wastewater models indicate that there is reserve capacity in some of the sewer branches servicing the area. The City is also in the process of completing a Basement Flooding Study to better establish any existing capacity limitations within the wastewater network. Once the planning scenarios are developed, the City's modelling will be updated to assess whether local upgrades will be required. The proposed road network should provide opportunities to direct additional wastewater flows to the sewer branches which have capacity to accommodate these additional loads. The wastewater servicing strategy will ultimately have to consider the recommendations of the Basement Flooding Study.
- **Stormwater:** Development and redevelopment in the Study Area represent an opportunity to significantly improve the quantity and quality of stormwater from the Study Area through tools such as green infrastructure. Overcompensation of water balance and quantity controls in private blocks can also be considered to enhance the stormwater management within the Study Area. Achieving the current criteria will significantly reduce runoff volumes relative to the existing highly impervious sites, pollutant loadings delivered to Highland Creek and flow rates in the storm sewer systems and overland flow routes connecting to Highland Creek. Additional specific recommendations resulting from the ongoing Highland Creek Flood Remediation Study may need to be considered in the eventual Study Area Servicing Policies.
- **Net Zero Emissions:** To achieve the goal of net zero emission by 2050 in Scarborough Centre, development should conform with the highest level of the Toronto Green Standard (TGS). Emissions profiles of the existing Scarborough Centre buildings must also be aggressively reduced through major renovations. The energy reduction gap will be achieved through a series of recommended energy conservation measures in new construction and deep energy retrofits in existing buildings including passive conservation strategies, occupant behaviour strategies, active conservation strategies and renewable energy.
- **Climate Change Resiliency:** The review explores a number of strategies for addressing climate change resiliency such as back-up power systems, design solutions that allow building systems to be adapted to future conditions, building enclosure and materials considerations and community security through disaster planning.
- **Low-Carbon Energy Sources:** The review explores a layered approach to low-carbon sources to be pursued via District Energy, Central Plant options and Off-Site Energy and Offsets.

### Community Services and Facilities

In July 2020, the City compiled an inventory and description of the existing community services and facilities in the defined Study Area through a review of existing service and capital plans and consultation with City Divisions, Boards and Agencies. Further consultation with human service agencies in the area has been undertaken in Summer 2021 to supplement the information provided here.

### Community Energy and Emissions Review

The review captures the background research and approach to meet the defined goals of the project.

Additional consultation will be held with relevant City Divisions, Boards and Agencies when built form modeling has been completed. This will inform the development of a Community Services and Facilities Strategy for the Our Scarborough Centre Study.

The preliminary findings from the July 2020 assessment of community services and facilities are noted below:

- **Child care:** Additional child care facilities will be required to meet the City's provision level target and support future growth in Scarborough Centre.
- **Library:** The Toronto Public Library's Facilities Master Plan identifies several branches surrounding the Study Area as long-term expansion opportunities that could assist in managing future growth and demand in Scarborough Centre.
- **Community recreation:** The Study Area is currently adequately served by existing community recreation centres based on the City's service level standard (1:34,000 people). However, the Parks and Recreation Facilities Master Plan identifies Centennial Recreation Centre for replacement as an expanded regional centre.
- **Schools:** Current utilization rates indicate capacity within existing schools to serve future growth. Further information is needed to understand long-term projections and any future capital projects by the school boards.
- **Human services:** Reflecting the demographic profile of the Study Area and the Centre, there is a prevalence of human services agencies that serve vulnerable populations as well as new immigrants. There are also clusters of agencies that support seniors care and wellness such

as seniors who are newcomers, those living in poverty and individuals with chronic conditions. Several agencies provide support in healthcare from fitness and recreation to family planning, counselling and programs for recovering from addiction. Services for youth, families, people with disabilities and low-income households are also provided by a group of agencies. Consultation with human service agencies has indicated that funding and lack of physical space poses challenges in meeting community needs.

## PRELIMINARY PROBLEM AND OPPORTUNITY STATEMENT

Scarborough Centre has a lot of unrealized potential. The challenge is to make it a vibrant, liveable and complete community. Currently, Scarborough Centre is predominantly auto-oriented, characterized by many surface parking lots and buildings that have a similar character, with many towers on podiums.

The public realm in Scarborough Centre is limited and disconnected with the exception of the civic district's Civic Centre, library, square and woodlot. The existing open spaces, Frank Faubert Woodlot and East Highland Creek corridor are not easily accessible and there is a lack of sufficient green open space and parkland for the community.

The walking and biking infrastructure is disconnected, unpleasant, unsafe and confusing, making access to daily needs and last-mile connectivity to public transit challenging.

Further, most of the area is characterized by single-use districts such as the industrial uses to the east and west and Scarborough Town Centre Mall where retail is concentrated. There is a lack of housing diversity with towers making up the predominant housing typology in the area.



The tree canopy coverage in the Centre is also very limited with the exception of a few parks, open spaces and the woodlots.

Furthermore, given its development pattern there is a prevalence of large swaths of impervious surfaces including streets, driveways, surface parking, deep setbacks and large roof surfaces, which make for a harsh urban environment. This also impacts the natural storm water retention capacity and micro climate of the Centre, therefore having implications on resiliency towards extreme climate events.

Today Scarborough Centre remains a work in progress. The review of the Secondary Plan, in light of the future Scarborough Subway Extension (SSE), presents many opportunities to address the challenges Scarborough Centre faces towards becoming a complete, sustainable and resilient community.

The public realm can be significantly enhanced by introducing more public spaces such as squares, plazas and Privately-owned Publicly Accessible Spaces (POPS).

Complete streets can help create a generous, inviting and safe pedestrian realm, making the community pedestrian- and bike-friendly.

Existing open spaces can be connected to a new network of parks of various sizes and functions, and other open spaces such as public squares/plazas and greenways to ensure safe and convenient access to nature and passive and active recreation opportunities within a short walking distance. These can be connected through trails, bike paths and walkways where possible.

Mixed use development and a diverse built form with a mix of heights, densities and uses will help create distinct neighbourhoods with live-work-play opportunities in close proximity.

Concentrating maximum density near the future subway station will help provide residents with easy access to public transit and reduce auto dependence. To help improve last-mile connectivity, well-connected and safe pedestrian and biking routes to transit stations will be provided.

Opportunities for site and built form design that enhances the resiliency of the Centre can be explored, which may include integration of green infrastructure on streets, parking surfaces, buildings and open spaces, sustainable building design standards and other innovative measures.

Scarborough Centre should continue to support diversity and inclusivity within the community. Through diverse and affordable housing options, it can meet the needs of residents of various income groups, family sizes and age groups.

Community services should be planned to ensure programs and services are accessible and can respond to the changing needs of the community. While community facilities such as the library, YMCA and Toronto Public Health are currently concentrated in one area, the distribution of facilities may or may not be desirable depending on the type of facilities and final planning framework. For example, child cares may be distributed throughout residential and commercial areas, while other facilities that serve a broader catchment area may be centralized for operational efficiencies and synergies between different uses and amenities.

## **PLANNING AND URBAN DESIGN ANALYSIS**

The background report provides a detailed planning and urban design analysis of Scarborough Centre, covering its mix and integration of uses, blocks and buildings, systems of connectivity and parks and open spaces. Key highlights of the analysis are shared here.

## Planning History

Scarborough Centre was a product of the former City of Scarborough's desire, in the late 1960s, to create a master planned downtown. Of particular significance is Raymond Moriyama's plan for Scarborough Centre, which included a central shopping mall, a city hall, blocks of apartments oriented around internal courtyards and a network of pathways and pedestrian bridges. Buildings were set back from streets or buffered with landscape.

One of the challenges associated with planning the current Scarborough Centre lies in the need to stitch together the idealistic original design with the areas that have been incrementally developed since then.

## Proximity to Services and Transit

The future Scarborough Centre subway station is within a 15-minute walk of virtually all parts of the Study Area. A poor pedestrian realm and a coarse block structure discourage current residents, visitors and employees from walking to transit and services, even in situations where the distances are short.

## Separation of Employment and Residential Uses

At present, remnant industrial uses exist in both the Brimley and McCowan Precincts of the Study Area. Separation distances follow provincial regulations, but the continued operation of industry at the edges of the Centre risks being challenged by new residential uses.

## Distribution of Retail Functions

Retail in Scarborough Centre is overwhelmingly concentrated within the Scarborough Town Centre Mall site, including the shopping mall, outlying commercial pads and big box outlets. Outside of this, the largest cluster of retail is the commercial plaza at the northeast corner of Ellesmere and McCowan Roads, which includes a supermarket.

## Blocks and Buildings

Buildings in Scarborough Centre generally fall into the following categories:

1. Podium – Tower Forms
2. Stand-Alone Towers and Slabs
3. Residential Mid-Rise
4. Townhouses
5. Commercial Pads
6. Shopping Mall
7. Office Blocks
8. Office Campus
9. Industrial Warehouses
10. Civic Buildings
11. House Form

## Parcel Sizes

Scarborough Centre has an almost uniquely irregular parcel fabric when compared to other areas within Toronto. This may be an outcome of previous planning efforts including the original Moriyama plan, which introduced an irregular street and block structure.

## Densities

In general, density tends to be highest on blocks with residential tall buildings, as would be expected. These include the north-eastern portion of the McCowan Precinct (north of Corporate Drive) and residential portions of the Civic Precinct.



## Setbacks and Separations

The original vision for Scarborough Centre was premised on ideas of inward-focused spaces, rather than a traditional building-street relationship. Developments since 1990, while better, are still lacking a framework to guide their front setbacks and street relationships.

## Functionality of Parking and Servicing

Scarborough Centre is characterized by a mix of parking forms, ranging from large surface lots to above-grade and underground parking structures.

## VISION, GUIDING PRINCIPLES AND CHARACTER AREAS

The vision statement and guiding principles are informed by analysis of Phase 1 work and Phase 2 activities to date including stakeholder and community engagement, culminating in the Visioning Workshop held virtually on June 3, 2021 with 70 participants. The vision and guiding principles will provide a useful evaluation framework for the remainder of the Study, including the formulation of the preferred development concept and the updated policies.

### Vision Statement

*Scarborough Centre is envisioned to evolve into a **transit-oriented community** and **civic and economic hub**, characterized by a **vibrant, safe and connected public realm** with a mix of live-work-play uses that support a robust network of local parks, public open spaces, **diverse and affordable** housing options and accessible community services. **Sustainability, resiliency, inclusivity** and celebration of Scarborough Centre's unique **heritage and ethnocultural diversity** will be the cornerstones of all new initiatives in the area.*

## Guiding Principles

1. **Create distinct neighbourhoods with a varied built form:** Scarborough Centre will feature neighbourhoods that are unique in character and support a range of uses and variety of building types, heights and densities mixed together in a harmonious and attractive manner. A variety of block configurations and building heights will be encouraged to achieve an interesting urban form moving beyond traditional podium and tower design.
2. **Make Scarborough Centre a vibrant and exciting place:** Scarborough Centre will have a high-quality and engaging public realm and well-distributed network of variously-sized and programmed parks, squares, promenades, courtyards and pedestrian-friendly streets that serve as anchors of community life in the neighbourhoods. Strategically-placed retail will help enhance vibrancy and attractiveness of streets and public spaces. The design of the public realm will create an urban environment that provides opportunities for social interaction and recreation, and builds community identity through use of public art.
3. **Create great streets with an attractive public realm:** Streets play a critical role in supporting the social life of the community as well as efficient movement of people, public transit and cars. Scarborough Centre will feature a hierarchy of streets that will support all users with a special focus on creating a safe, comfortable and attractive pedestrian realm. Tree lined vistas and landscaping along streets will help manage stormwater runoff to help mitigate flooding and enhance water quality, enhance air quality, mitigate the urban heat island effect and help conserve energy. Special attention will be placed on adequate solar access and wind comfort. Active ground floor uses such as retail stores and residential

homes, jobs, schools, community services, parks and recreation facilities will be easily accessible within a 15-minute walking or cycling distance. Complete communities support quality of life, economic vitality and human health. They are mixed use, support transit, encourage active transportation and provide a mix of housing types supporting a range of affordability. Additionally, residents will have access to healthy local food, parks and open spaces that support active living.

**5. Create quality parks and open spaces:** The four key principles of the City's Parkland Strategy will guide the evolution of the parks and open space network in the Study Area. The network of parks and open spaces in the Study Area will be expanded, better connected and more equitable and biodiverse.

**6. Plan for active transportation and improved mobility and connectivity:** Scarborough Centre will be a predominantly walkable and bikeable community with easy access to public transit. It will be characterized by a fine network of streets that support pedestrian permeability, wayfinding, mixed land uses that place housing, retail, parks, schools and other services in close proximity and an attractive public realm that encourages walking and biking. The new transit hub will be a key focus of the Centre and will be designed to support 'first/last mile' active transportation connections. All streets and paths will be supported by amenities such as street furniture, trees, bike racks, signage and wayfinding elements. Creative solutions will be applied to overcome barriers to connectivity such as Highway 401 and major arterial roads.

**7. Build a sustainable and resilient centre:** Scarborough Centre will promote environmental, economic and social sustainability in all aspects of planning. It will

encourage building and open space design that promotes resilience, adaptation to extreme weather, biodiversity, reduction of greenhouse gas emissions as well as energy and resource efficiency. Further, planning will ensure efficient use of investments and identify opportunities for partnerships between public and private initiatives where shared objectives can be realized.

**8. Enrich community services and facilities:** Scarborough Centre will continue to augment community services and facilities that respond to the needs of people throughout the area. They will be designed to be easily accessible and inclusive, creating an equitable community that responds to the needs of people from diverse income groups, age groups, household configurations and backgrounds and acknowledges and acts on responsibility to Indigenous communities.

### Character Areas

The diagram in Figure 5 includes proposed character areas, which remain similar to the Phase 1 recommendations.

### Preliminary Development Ideas and Concepts

An initial direction for Scarborough Centre was presented at the June 2021 Visioning Workshop incorporating the concepts below.

- Overall approaches to height:** Building height in Scarborough Centre has been somewhat inconsistent, with tall buildings appearing in various places. Current development applications show this trend continuing. Imposing a more intentional height strategy will be a critical component of the Study. Two different approaches considered include a 'Transit Peak,' which concentrates height



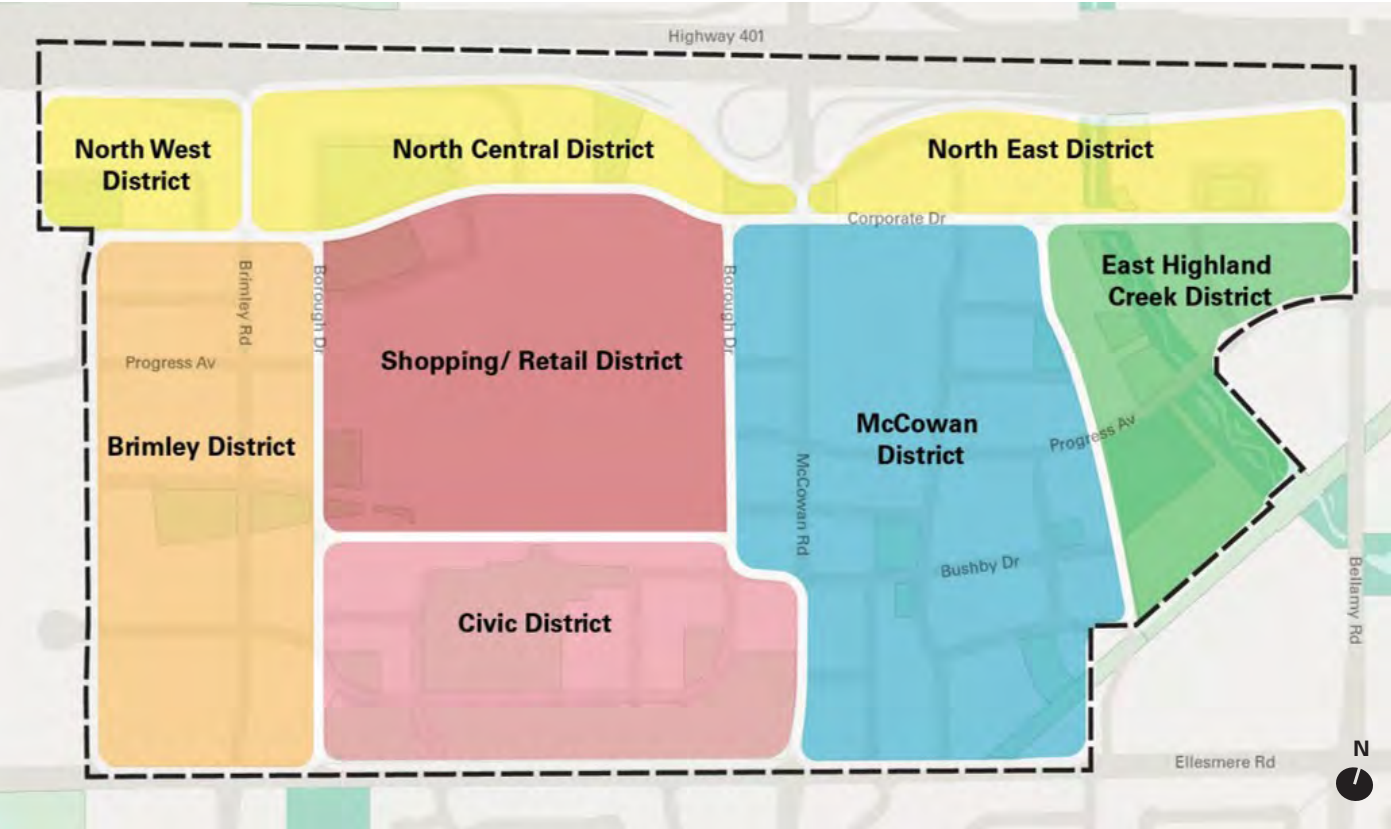


Figure 5 Our Scarborough Centre Draft Character Areas



Figure 6 Demonstration model, viewed facing northwest

around the future subway station, and a ‘multiple peak’ option that has clusters of tall buildings in different locations, including along the edge of Highway 401.

- **Site arrangement and podium design:** Issues include a tendency towards long podiums which hinder pedestrian permeability, a tendency towards low-height podiums which don’t sufficiently frame the broad streets, and a general monotony of tower-podium forms. The proposed approach includes breaking up large blocks to encourage pedestrian permeability, variation in typology and building heights and variation in podium height with a scale that appropriately frames the street or public right of way.
- **Tower design:** While separation distance between towers in Scarborough Centre is currently varied, proposals in other parts of the City have begun to encroach below the City’s separation standard, which is a cause of concern. The proposed approach includes the affirmation of 25m as the minimum tower separation distance, reiteration of the Tall Building Guidelines’ recommendation that tower floorplates and separation be tied together and encouragement of variety in tower shape and form, including building stepbacks where appropriate.
- **Demonstration of full build-out:** The demonstration model (see Figure 6) illustrates the approaches and recommendations discussed above. As a demonstration model, this visualization represents only one possible outcome out of many for Scarborough Centre. It also illustrates a point of ‘full build-out’ which may not occur for decades, as existing soft sites are gradually redeveloped

and infilled. However, it should provide a general impression of the level of intensity, built form and open space relationships than could be achieved with the implementation of the Our Scarborough Centre Study’s draft recommendations.

## CONSULTATION

Based on the expert advice of the City’s Medical Officer of Health to practice physical distancing to help reduce the spread of COVID-19 and protect the health and safety of Toronto residents and City staff, engagement activities were adapted for virtual formats. This Phase of the Study included an Open House for landowners and business owners, an online public survey, a children’s activity, a collaborative art project, a Visioning Workshop and a survey of human services agencies. An overview of these activities is provided here and a high-level summary of responses is provided in Chapter 8 of this report.

### Landowners and Business Owners Virtual Open House: July 14, 2020

The Study team was joined by Deputy Mayor Michael Thompson (Ward 21), a representative from Councillor Ainslie’s office (Ward 24), and approximately 30 participants for a virtual Open House focused on the Study’s purpose, process, length, and potential outcomes to the community, businesses and landowners.

### Online Survey: June 30 - August 28, 2020

An anonymous online survey was launched for members of the public to share their thoughts and experiences within Scarborough Centre and provide ideas about the area’s future. The voluntary survey had 14 questions. More than 220 responses were received and summarized on the Study website.



### **Little Scarborough Centre: May - July, 2021**

This art activity captured children's perspectives on the future of Scarborough Centre by challenging them to re-imagine a map of the area using arts and crafts supplies to include the buildings, parks, shops, pathways and other elements they would like to see in the future.

### **Show UsSC Photo Challenge: May - July, 2021**

This community engagement activity invited the public to share photographs of their favourite places in Scarborough Centre, responding to photo challenges issued from the City's social media channels.

### **Virtual Visioning Workshop: June 3, 2021**

The Study team was joined by Deputy Mayor Michael Thompson (Ward 21), Councillor Paul Ainslie (Ward 24), and 70 community members to receive feedback on the draft vision, guiding principles and ideas for the future of Scarborough Centre.

### **Human Services Agency Outreach: June - July, 2021**

A paper-based survey was emailed to 32 agencies located in and serving the Study Area to better understand their clients, space and facilities, organizational capacity and opportunities for future services. Eight completed surveys were submitted. Respondents identified funding as a key challenge in meeting community needs and called for additional multi-purpose spaces and focus on equity and inclusion. They recommended greater coordination and collaboration between service providers and improvements to physical spaces and accessibility.

### **NEXT STEPS**

This report concludes Phase 2 of the Our Scarborough Centre Study and includes background research and analysis of existing conditions; a public consultation summary, including a Visioning Workshop; and preliminary development concepts for Scarborough Centre, forming the foundation of Phase 3 work.

Phase 3 will focus on the analysis and testing of development concepts and is estimated to be completed in Winter 2022. Phase 4 will include final design and Secondary Plan updates that will be captured in the Final Report in Spring 2022.

# 1.0

## **PROJECT BACKGROUND AND STUDY AREA**

This chapter discusses project overview, purpose, Study components and timeline followed by a description of the Study Area including the evolution of the Centre from primarily agricultural land in the 1950s to its current configuration as an anchor of civic, commercial and residential uses.



# 1.1 PROJECT BACKGROUND

Our Scarborough Centre (OurSC) is an integrated planning process to refine and update the Scarborough Centre Secondary Plan and develop a comprehensive planning framework specific to Scarborough Centre (see Figure 1.1). The goal of the OurSC Study is to prepare a robust policy direction for Scarborough Centre guided by a vision to transform the area into a complete community.

Phase 1 of the Study was completed in March 2019 and developed a vision, planning principles and a preliminary public realm plan. Gladki Planning Associates (GPA), in association with DTAH, Arup, The Municipal Infrastructure Group (TMIG) and RWDI have been retained by the City

of Toronto for Phases 2-4 of the Study, which will develop a comprehensive planning framework complementing the vision and preliminary public realm plan developed in Phase 1. It will guide future growth and encourage city building that is resilient and sustainable, support positive change and placemaking over the coming decades, as well as support the development of Scarborough Centre as a vibrant urban node to serve working and resident populations.

Phases 2-4 work will consist of an updated Secondary Plan, Land Use Strategy, Public Engagement Strategy, Public Realm Strategy (including strategies on streets and blocks, parks

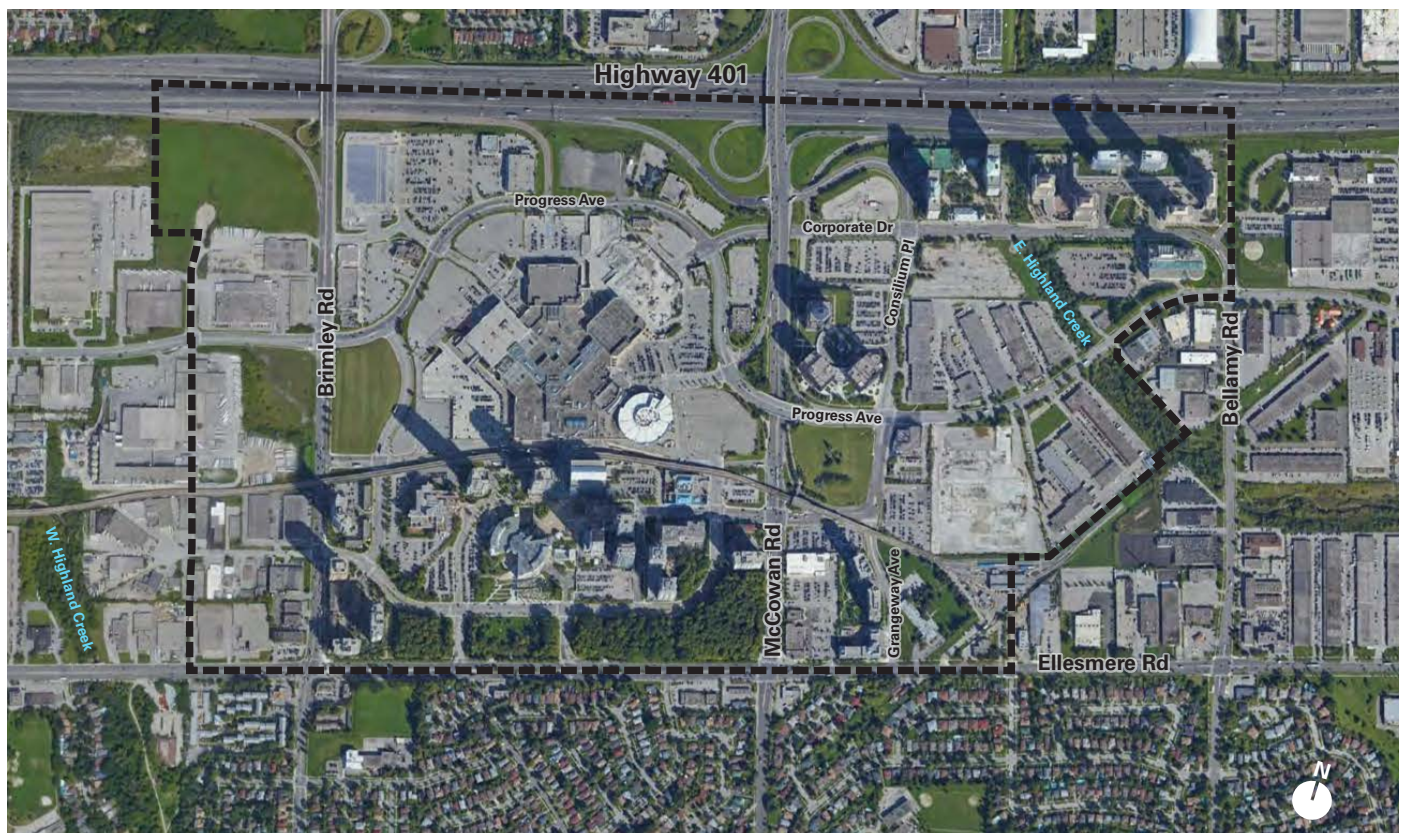


Figure 1.1 Our Scarborough Centre Study Area (Source: Aerial imagery, Google Earth, 2020)

and open spaces, connections and linkages, streetscape and pedestrian amenities, and public art), Density Strategy, Built Form Strategy, Urban Design Guidelines, a 3-D model, a Conceptual Master Plan, Public Art Master Plan refinements, Community Services and Facilities Strategy, Employment Strategy, Community Energy & Emissions Plan, Transportation, Master Plan refinements and a Master Servicing Plan (see Figure 1.2).

In recognition of the challenges posed by climate change, the theme of sustainability and resilience will be integrated throughout the Study as well as specifically addressed in various Study components including urban design, servicing, energy and transportation planning.



Figure 1.2 Planning components that will inform the Our Scarborough Centre Study (Note: Planning studies do not determine the services and programs but provide insight into the facilities that may be required to serve future growth.)



## STUDY PURPOSE

The Study purpose (see Figure 1.3) is to update the 2005 Secondary Plan to:

- strengthen the role of Scarborough Centre as one of Toronto's key Centres and destination points;
- foster a complete community and a mix of uses that serves residents, employees, and visitors within the area and beyond;
- encourage a built form and uses that take advantage of infrastructure investments, particularly the Scarborough Subway Extension (SSE);
- build on the unique identity of Scarborough Centre and foster a sense of place through a vibrant public realm supported by a network of parks and open spaces;

- enable a true multi-modal transportation system with an emphasis on active transportation; and
- create a sustainable and resilient built environment.

### Immediate Goals:

- build on existing work to develop a comprehensive planning framework for Scarborough Centre, including a refined and updated Scarborough Centre Secondary Plan and updated policies;
- build consensus among the public, stakeholders and other city builders on the direction of change for the area and promote their participation to achieve it; and
- provide direction on implementation and phasing of plan components and policies.



Figure 1.3 Aspirational imagery capturing the Study goals to foster a complete community with a vibrant public realm and a diversity of built form, parks and open spaces supported by a multi-modal transportation system



## STUDY TIMELINE AND PHASING

The Our Scarborough Centre Study is estimated to be completed in Spring of 2022 (see Figure 1.4). This report summarizes work done as part of Phase 2 and includes background research and analysis of existing conditions, a public consultation summary including a Visioning Workshop and preliminary development concepts for Scarborough Centre. Phase 3 will focus on the analysis and testing of development concepts, estimated to be completed in Winter of 2022. Phase 4 will include final design and Secondary Plan development that will be captured in the Final Report in the Spring of 2022.

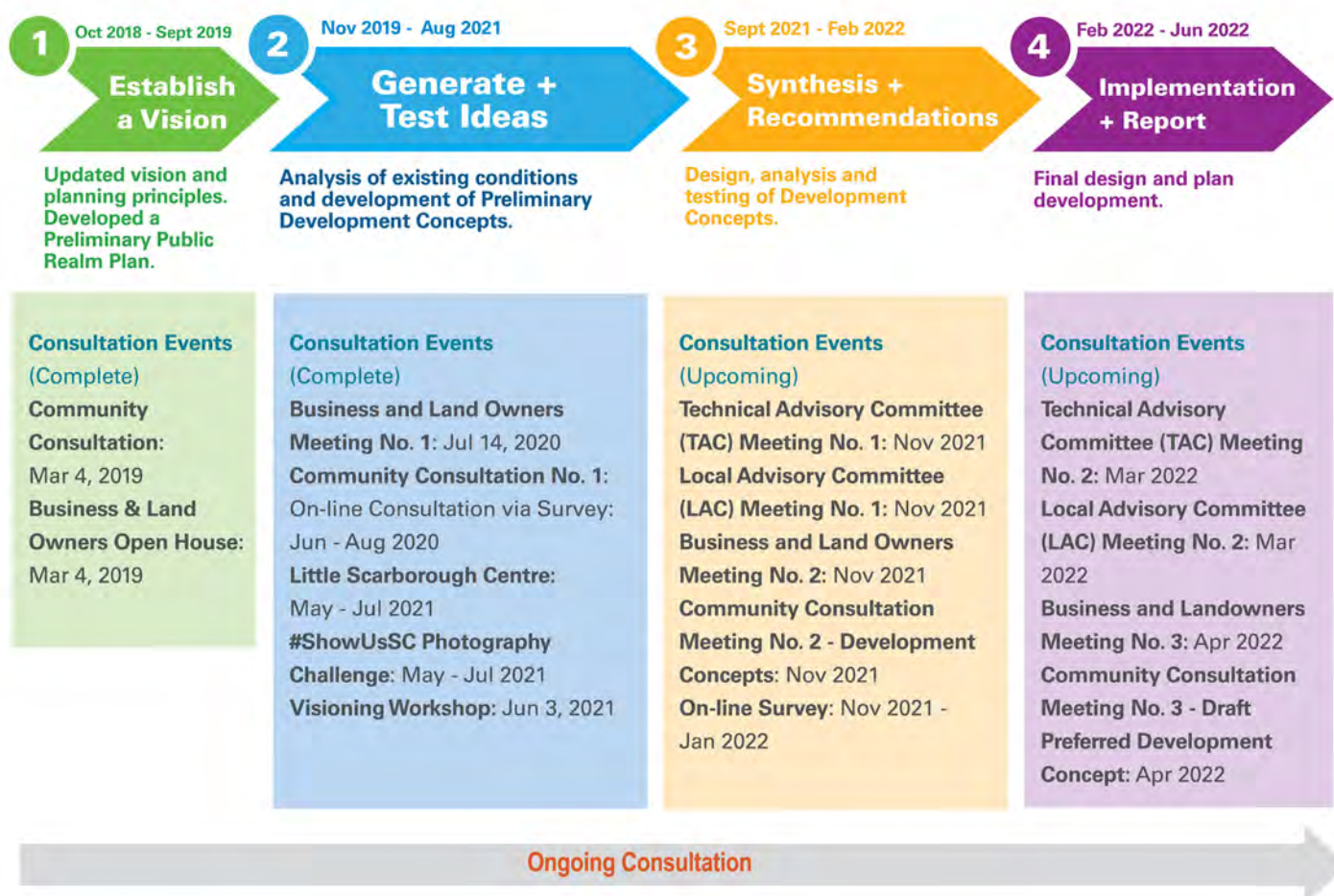


Figure 1.4 Study Phases and associated consultation activities

## 1.2 SCARBOROUGH CENTRE CONTEXT

### NODES AND DESTINATIONS

As its name suggests, Scarborough Centre was designed as a modern ‘downtown’ for Scarborough, previous to its amalgamation with Toronto. It is located in roughly in the middle of the former municipality, at the terminus of TTC Line 3 (historically the Scarborough Rapid Transit line).

Current plans for the extension of Line 2, the addition of higher order transit on Sheppard Avenue and the Durham-Scarborough BRT will situate Scarborough Centre in a multi-pronged rapid transit network, with links to other regional nodes,

including Downtown Toronto, North York Centre, Yonge-Eglinton and Oshawa (see Figure 1.5).

The former municipality of Scarborough includes a dispersed network of civic and commercial destinations. Aside from Scarborough Town Centre Mall and the Scarborough Civic Centre (located within Scarborough Centre itself), destinations include the many local shopping malls that were designed to anchor planned post-war communities, as well the large parks that tend to be located along the Lake Ontario waterfront or waterway systems. Hospitals and major educational campuses (such as Centennial College and University of Toronto Scarborough) are also widely dispersed.

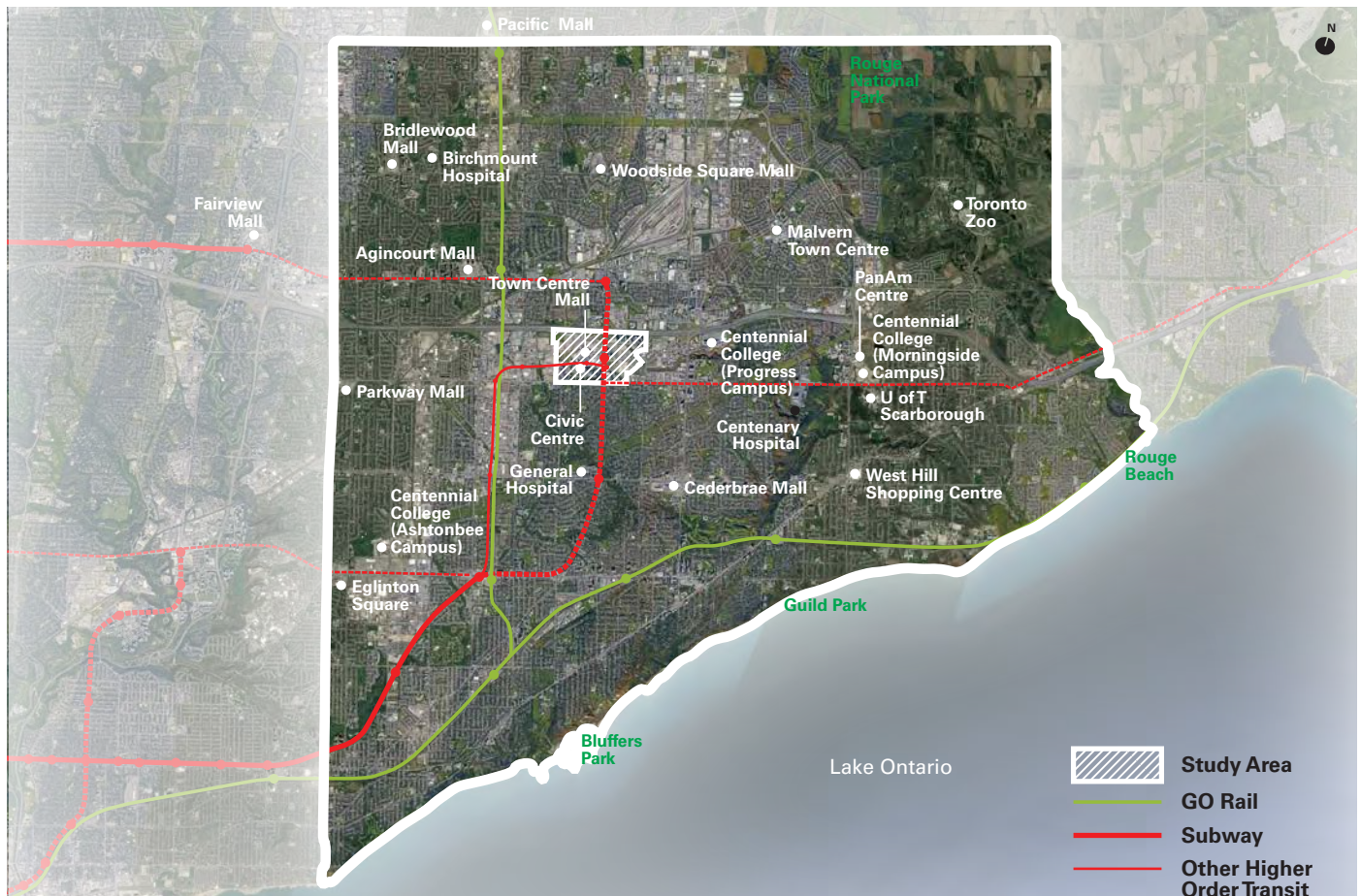


Figure 1.5 Higher order transit routes and other selected civic and commercial destinations across Scarborough



## TRAIL AND OPEN SPACE NETWORK

Scarborough incorporates a wide network of trails that can be expected to grow further as additional opportunities are realized and gaps are filled.

Most trails follow specific geographic features, such as the Lake Ontario shoreline, waterways (including the Rouge River, Highland Creek and Taylor-Massey Creek) or hydro corridors (Finch and Gatineau).

Scarborough Centre is not directly connected to the trail network, but it has the potential to be (see Figure 1.6), by way of East Highland Creek (which passes through the Study Area) and West Highland Creek (which runs just beyond its edge).

## '15-MINUTE NEIGHBOURHOODS' AND SCARBOROUGH CENTRE'S IMMEDIATE SURROUNDINGS

A 15-minute walk (a roughly 1.2 km radius drawn from the future subway location) would take a pedestrian only a little beyond the Study Area (see Figure 1.7). In practice, this means that the residential neighbourhoods to the south of Ellesmere Road are reachable by foot, while Highway 401 limits access to the north.

Travel by bicycle (in which roughly 5 km can be traversed in 15 minutes) opens up significantly more opportunities. Neighbourhoods from Steeles Avenue to Kingston Road, and from Victoria Park Avenue to Morningside Avenue are accessible – illustrating



Figure 1.6 Trails in Scarborough (mostly waterway and hydro corridor-based)



the significant potential for growth in cycling in Scarborough. The future Meadoway project along the Gatineau hydro corridor will create a major new opportunity. When considering edge-to-edge movement (expressed in diameter, as opposed to radius), Scarborough Centre is comprised of two 15-minute walksheds, which overlap in the Civic and Town Centre Commercial Precincts.

## SCARBOROUGH CENTRE AND THE SCARBOROUGH IDENTITY

Some 24 years after amalgamation, Scarborough continues to have a strong sense of independent identity within the City of Toronto. Scarborough Centre, in addition to being a shopping and civic destination and a transit node, holds substantial

potential as a place that actively celebrates Scarborough.

What is the Scarborough identity? As a whole, Scarborough is best known for its natural beauty and its diverse immigrant communities. Unlike other parts of Toronto, Scarborough urbanized later and has few historic main street elements. Scarborough Centre itself (in contrast to North York Centre, for example) is very much a comprehensive post-war reconception of a downtown, looking to the future rather than the past for inspiration. Opportunities to further explore and celebrate Scarborough's culture and identity might include temporary and permanent public art, unique landscape and architectural design and new cultural or community facilities.

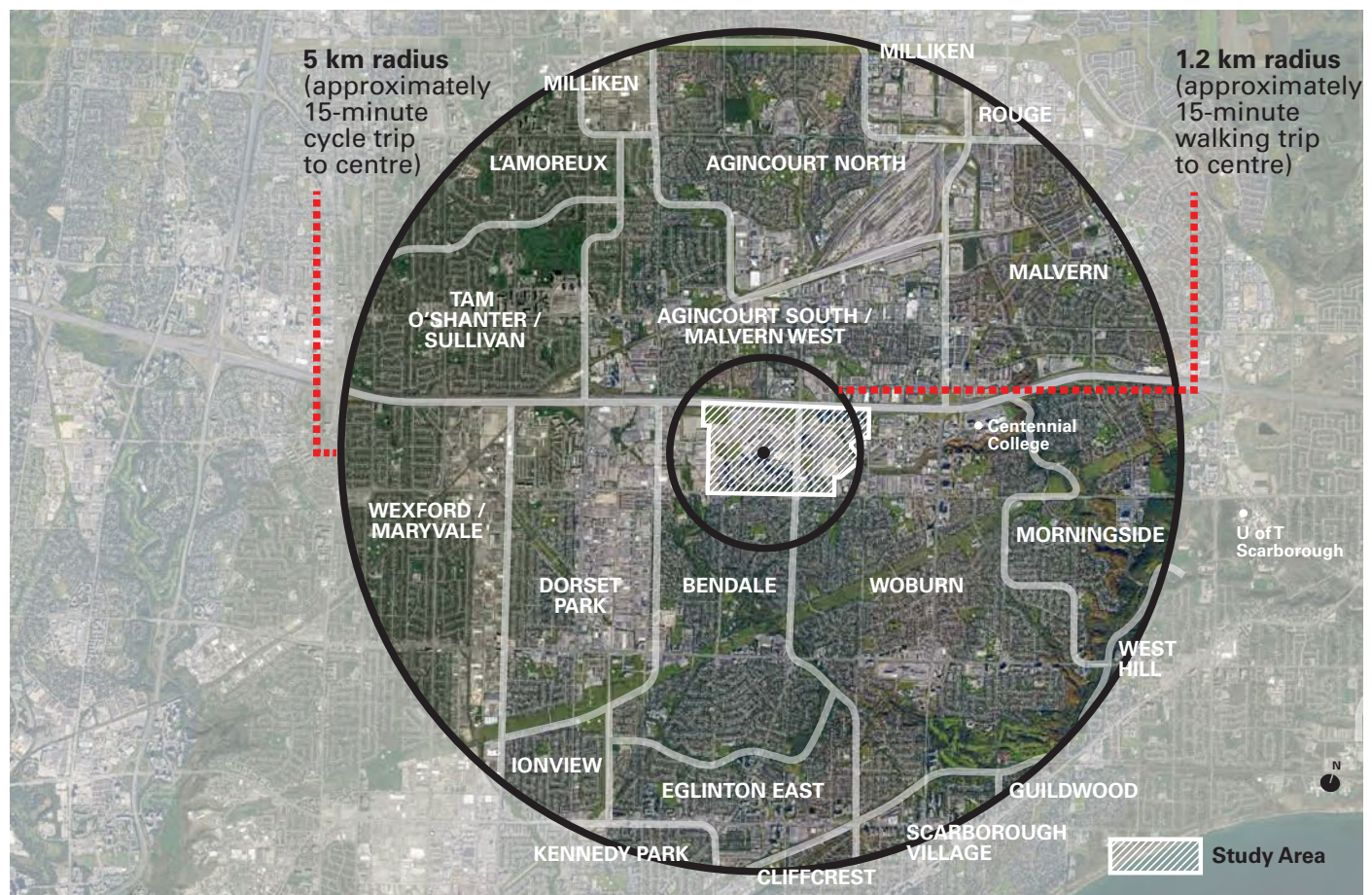


Figure 1.7 Movement distances and names of surrounding '15-minute neighbourhoods'

## 1.3 STUDY AREA DESCRIPTION

Scarborough Centre (see Figure 1.8) is designated as an Urban Growth Centre (UGC) in the Provincial Growth Plan for the Greater Golden Horseshoe (Growth Plan). It is one of four designated ‘Centres’ in the City of Toronto as shown on the Urban Structure Map of the Official Plan. The Official Plan describes Scarborough Centre as an important regional gateway to the rest of the city. Located in the middle of an established employment corridor along Highway 401, it is a focal point of civic uses; retail, institutional, entertainment and recreational facilities; natural heritage; both green and urban open spaces; and is a destination point for surrounding communities. It contains residential, 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.

### Evolution of Scarborough Centre

The land on which Scarborough Centre now sits (see Figure 1.9) is part of the traditional territory of many First Nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples. There is evidence that Highland Creek served as a source of water and food and possibly a transportation route for nearby villages in pre-colonial times.

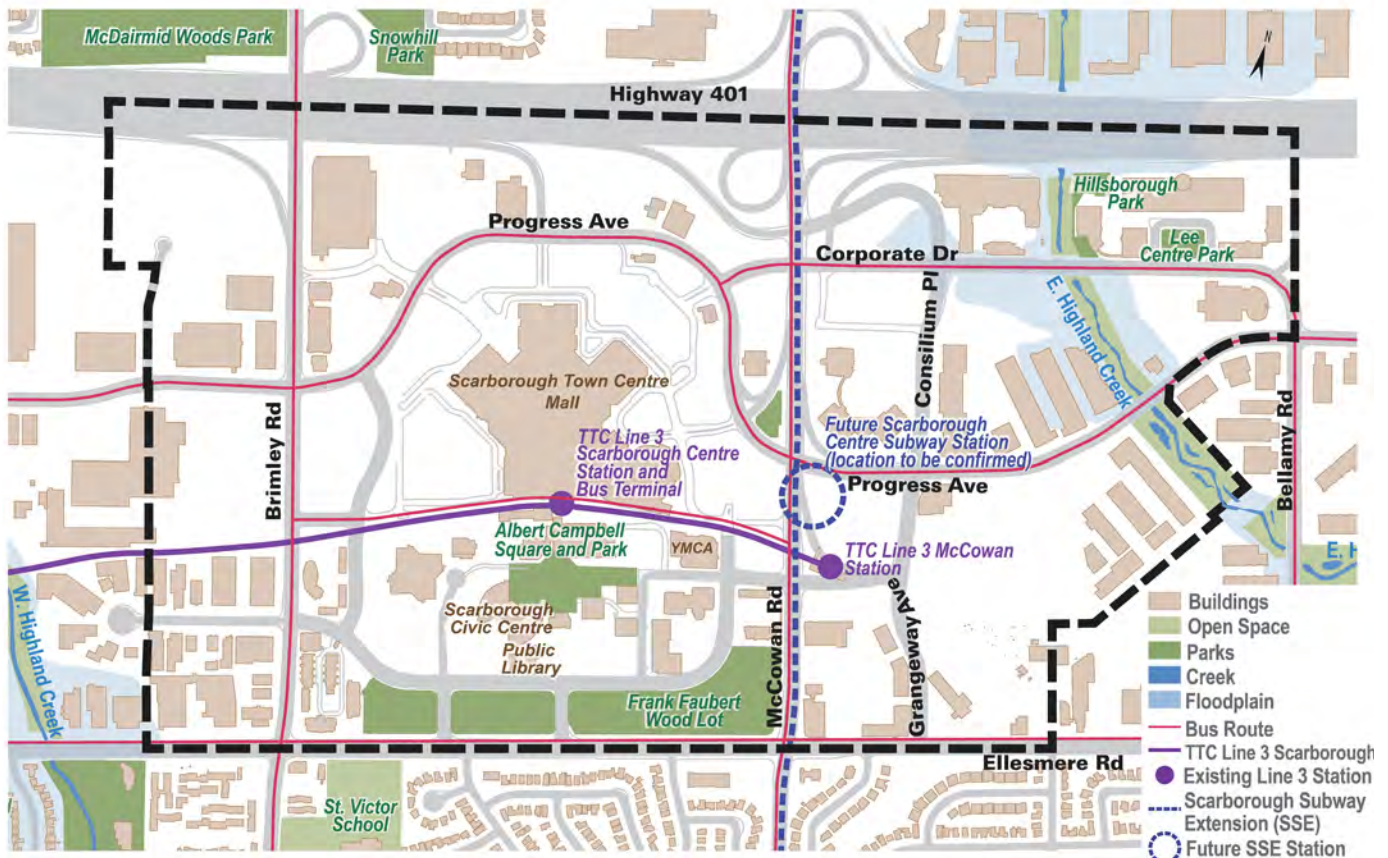


Figure 1.8 Map showing existing features and future Scarborough Subway Extension (SSE) alignment



According to historians, the area that is now Scarborough was solely occupied by First Nations of the region for 97% of the time within last 10,000 years. They set up temporary camps and more permanent agricultural settlements primarily near the Rouge River and to the northeast in what is now known as Highland Creek. The First Nations called the area “Chi Sippi” corresponding to the Rouge River, which means Large Creek in Anishnaabemowin. The name “Scarborough” was given to the area by the English settlers.

Scarborough’s land is said to have been ceded by Anishnaabe Peoples to the British crown in the Gunshot Treaty of 1788. While the British government operated as though Scarborough lands were in their possession, only limited and

incomplete paperwork has been found to support these claims. The land was eventually ceded as part of the Williams Treaties of 1923 which collectively involved almost 13,000 acres of land. The terms were set by the Ontario and Canadian governments, and it involved a one-time payment to each participating First Nation. However, harvesting rights that the Mississaugas and Chippewas thought were protected under the agreement were, in fact, not. In September 2018, the Canadian government issued an apology for the treaties and how they were handled, accompanied by financial compensations, a recognition of harvesting and land rights and additional reserve lands. The land continues to be contested by the Mississaugas of New Credit, as they were not signatories of the Williams Treaties, and therefore never ceded the land.

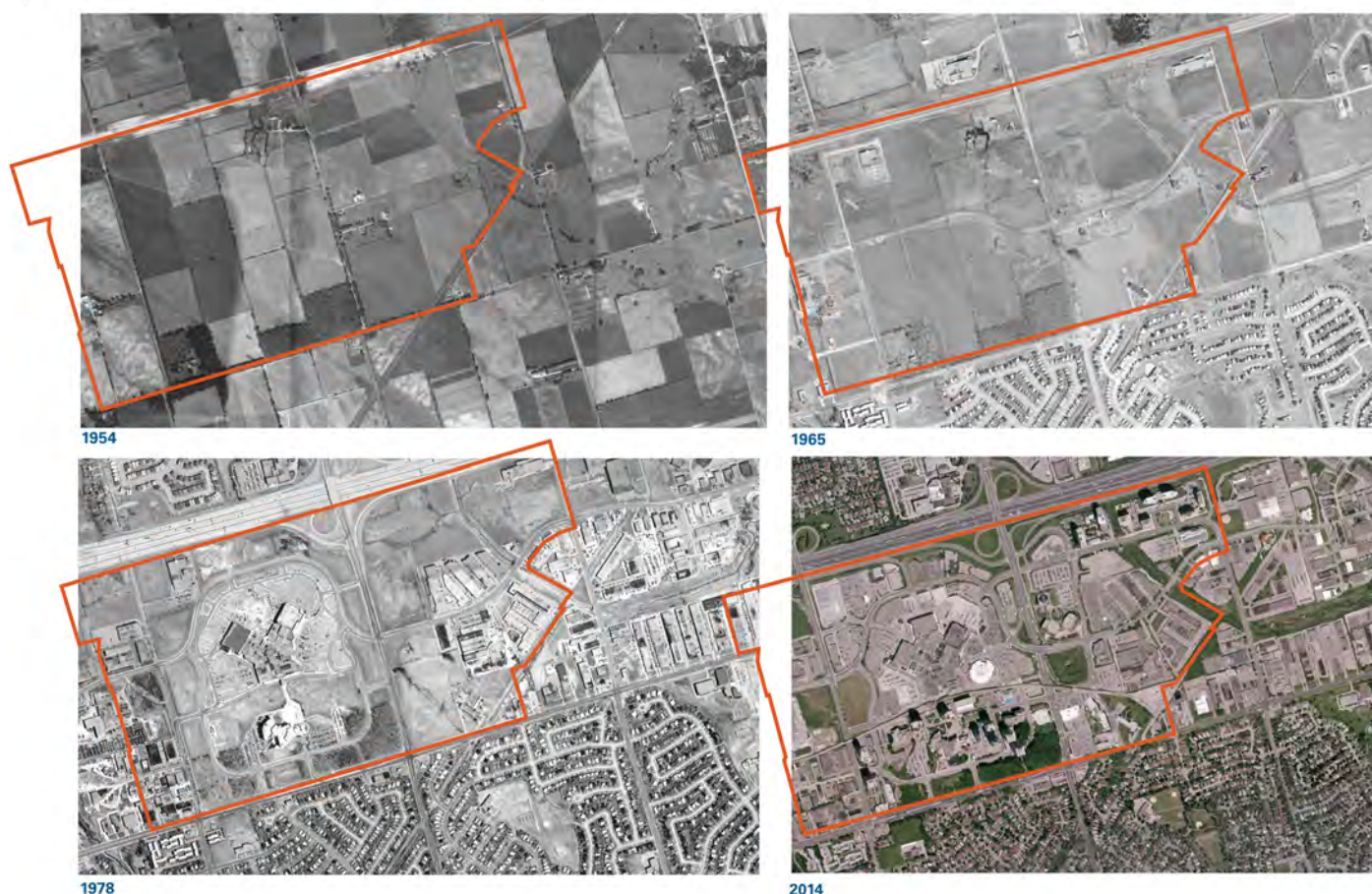


Figure 1.9 Aerial imagery depicting evolution of Scarborough Centre since 1954



Scarborough Centre has grown from an agricultural area to become the civic, commercial and employment heart of Scarborough. The evolution of Scarborough Centre has been closely tied to available resources and transportation infrastructure (see Figure 1.10).

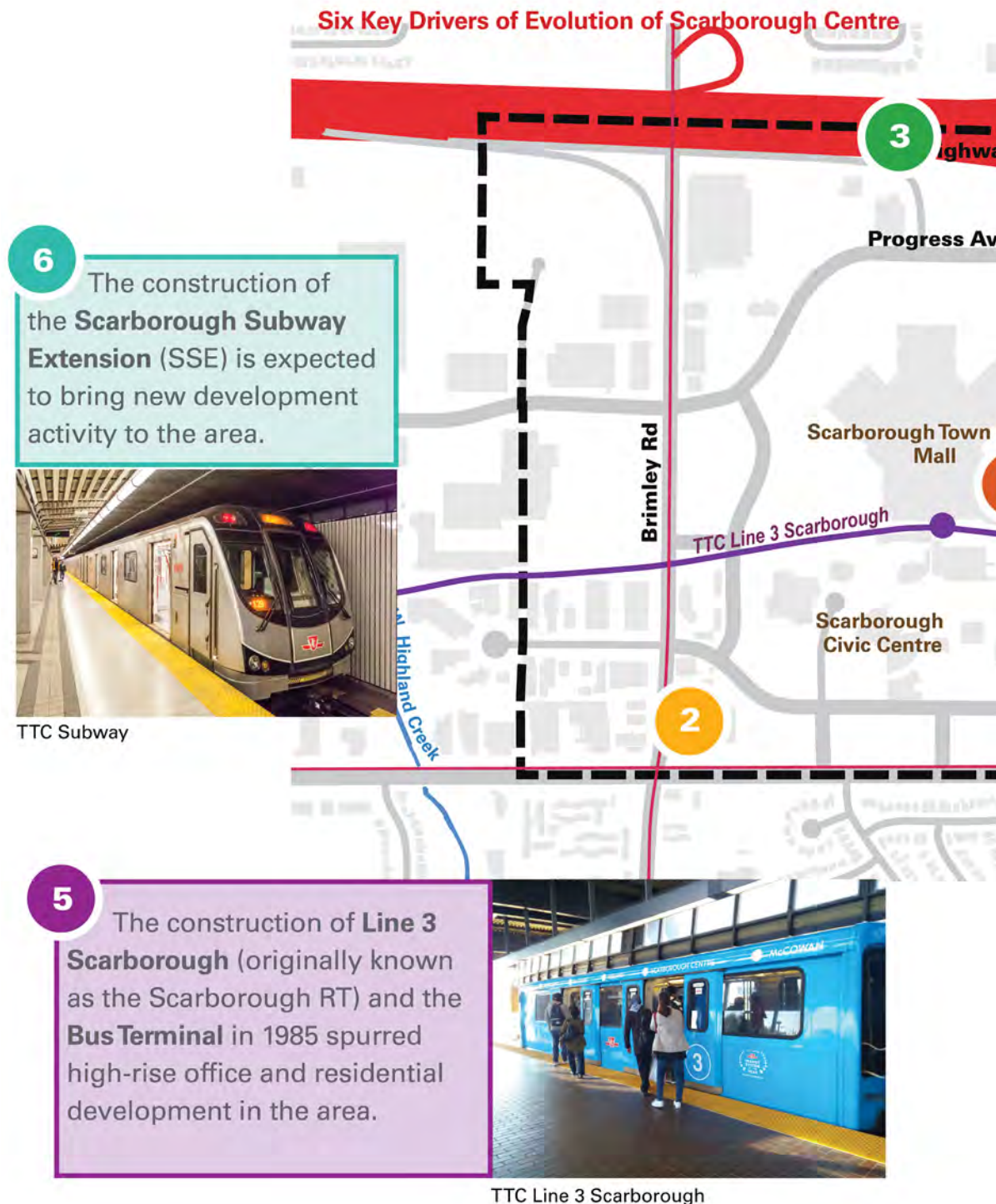
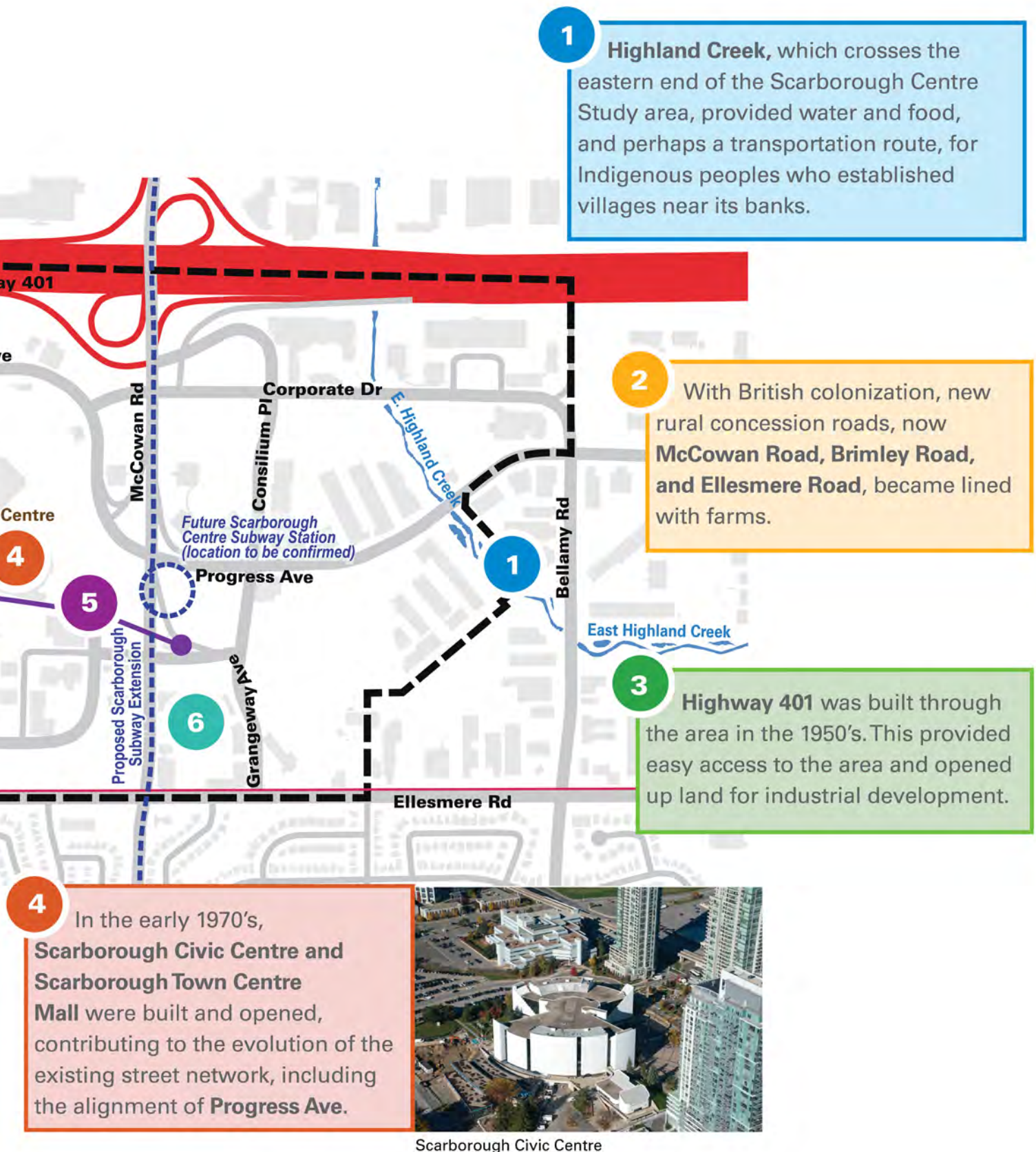


Figure 1.10 Key drivers of the evolution of Scarborough Centre



Scarborough Civic Centre



## 1.4 SCARBOROUGH CENTRE TODAY

Scarborough Centre today is a hub for population, employment and transportation for eastern Toronto and the Greater Toronto Area (see Figure 1.11). Currently, there are 536 businesses within the Centre, employing 15,816 full and part-time employees (City of Toronto Employment Survey, 2016) and approximately 14,105 residents occupying approximately 7,218 dwelling units (2016 Census). Another 6,766 additional units are approved (see Table 1.1) and 6,988 units are proposed (see Table 1.2). Scarborough Centre includes several large sites (many of which are vacant), offering potential for residential and/or employment intensification.

### Key Statistics - Scarborough Centre



**Businesses:** 536



**Employees:** 15,816



**Residents:** 14,105

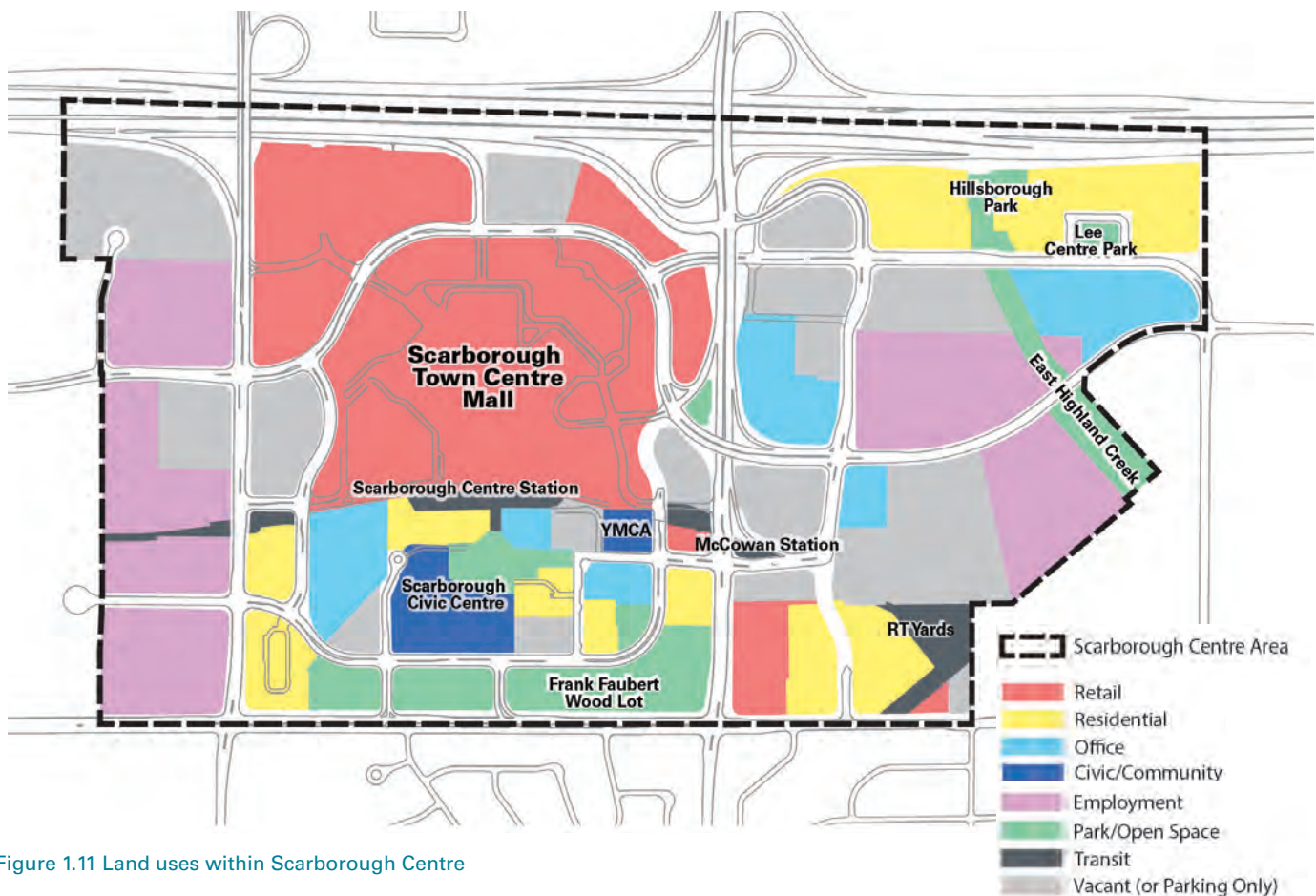


**Dwelling Units:** 7,218



**Approved but Unbuilt Dwellings:** 6,766

Source: 2016 Census and City of Toronto





There has been limited new development over the past few years within Scarborough Centre (see Figure 1.12). There have been four major residential developments approved recently (675 Progress Avenue, 1680 Brimley Road, 1750 Brimley Road and Southeast Corner of Corporate Drive and Consilium Place) and there are five major residential applications currently under review (670-90 Progress Avenue, 25 Borough Drive, 158 Borough Drive, 5 Corporate Drive, 140 Grangeway Avenue). However, with the significant investment in civic infrastructure, including the new subway station and bus terminal associated with the SSE, combined with strategic initiatives and private developments, there is a unique opportunity to create a special identity for Scarborough Centre, one which is of the highest quality in both urban community and built form as well as one of enhanced connectivity.

**Table 1.1 Approved Residential Projects**

Address	Units	Storeys	Height (m)
SE Corner of Corporate Drive & Consilium Place	1,515	38-45	136
1750 Brimley Road	1,797	N/A	N/A
1744 Ellesmere Road	242	15	41
675 Progress Avenue	1,371	33 to 49	161
1560 Brimley Road	250	15	48
1680 Brimley Road	1,591	36, 39, 41, 47	149
	<b>6,766</b>		

**Table 1.2 Proposed Residential Projects**

Address	Units	Storeys	Height (m)
670-690 Progress Avenue	3,039	8 to 60	181
5 Corporate Drive	778	38, 44	138
140 Grangeway Avenue*	1,229	31, 40, 53	174
25 Borough Drive	1,342	32, 41, 50	164.12
158 Borough Drive	600	27, 42	
	<b>6,988</b>		

\*This site is being expropriated by Metrolinx for Scarborough Subway Extension purposes.

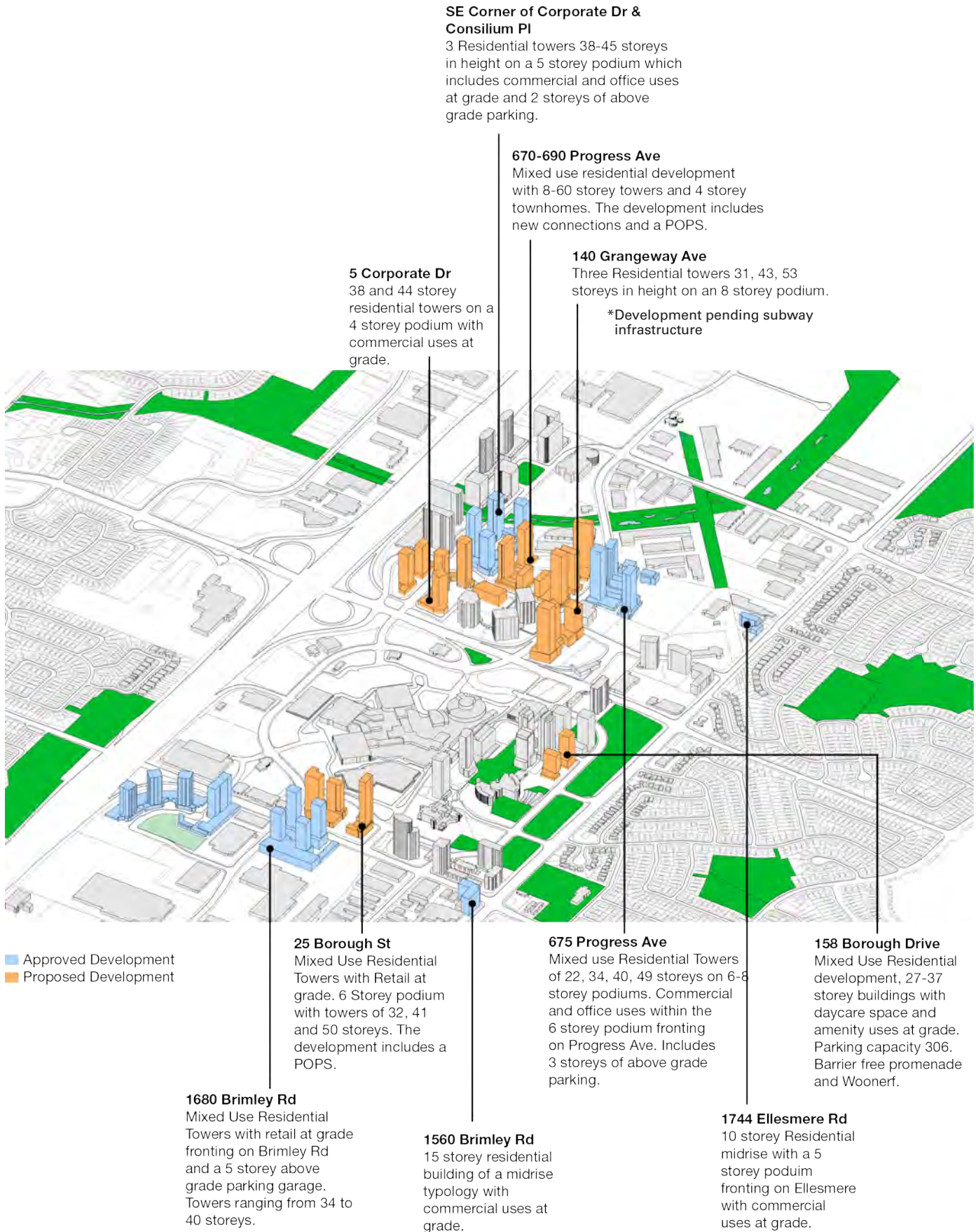


Figure 1.12 Approved and proposed development projects

## DENSITY

During the period between 2001 and 2016, which saw Scarborough Centre's population increase by more than 150%, total employment in the area decreased by 2.4% (409 jobs). Density, as measured by population and employment, has increased over the period, driven primarily by the growth in the residential population of the area as employment growth has remained slow.

The current density in the Centre is 168 residents + jobs combined per hectare. The minimum density target for each UGC in the City of Toronto, according to the Growth Plan, is 400 residents + jobs combined per hectare. This target is reflected in the City's Official Plan. The Growth Plan also includes minimum density targets of 200 residents + jobs per

combined hectare for Major Transit Station Areas (MTSA) served by subways. An MTSA is defined as the radius between 500 and 800 metres of the station. Since the target for the Urban Growth Centre is higher, and the MTSA associated with the future Scarborough Subway Station is wholly within the UGC, the higher density target of 400 persons and jobs per hectare is the operative target for the area. As part of its current Municipal Comprehensive Review (MCR), the City is reviewing density targets for MTSA's within its boundaries and will formulate specific policies accordingly as part of the process. A fuller description of the Growth Plan and Official Plan context is provided in Chapter 2 of this report.



## 1.5 DEMOGRAPHIC PROFILE

The demographic profile for the OurSC Study Area (Figure 1.1) is noted below.

### A GROWING POPULATION OF YOUNG ADULTS

Between 2001 and 2016, Scarborough Centre's population increased over 150%, with the most rapid increase (78%) occurring between 2001 and 2006. The area is very youthful: millennials (20 to 34 years of age in 2016) comprise nearly one quarter (24%) of the population, a higher proportion than the City of Toronto (16% in 2016). Scarborough Centre has fewer older children (6 to 14 years) and youth (15 to 19 years) compared to the City as a whole, and a lower share of adults aged 45 and over relative to the wider population of the City. This lower proportion of children and seniors translates into fewer dependents – children and youth below 20 years of age and seniors over 65 years of age – relative to the working age population (20 to 64 years of age).

### MANY FIRST-GENERATION CANADIANS

Like the City of Toronto, the majority of Scarborough Centre's population is comprised of a foreign-born population, with 73% of Scarborough Centre residents being first-generation Canadian. Approximately 15% of all immigrants in Scarborough Centre immigrated in the 5 years between 2011 and 2016. Non-permanent residents in Scarborough Centre (12%) comprise a greater share of the population within the area compared to the City-wide proportion (4%). The top two areas of birth of recent immigrants are China (34%) and India (26%).

### SMALLER HOUSEHOLDS

Scarborough Centre has smaller sized households than the City as a whole. Almost one quarter (21%) of the City's households consist of four or more persons while only 10% of households within Scarborough Centre consist of 4 or more persons. Single-person households comprise 36% of all households in Scarborough Centre, which is slightly higher than the City-wide rate of 32%.

Smaller household sizes within the Secondary Plan area may relate to the greater share of youthful population. Non-family households – either persons who are living alone or with roommates – comprise 46% of households in Scarborough Centre. This is greater than the City-wide share of non-family households (39%).

### FAMILIES HAVE YOUNGER CHILDREN

Despite a greater share of non-family households than the City as a whole, family households represent the majority (54%) of all households in Scarborough Centre. Of these family households, the majority (57%) have children. Scarborough Centre has a large number of young children aged under six years of age (30%) compared to the City of Toronto (20%).

### OWNERSHIP OF NEW HOUSING

Housing in Scarborough Centre was developed relatively recently, with 65% of dwellings constructed in the 15 years between 2001 and 2016

and 95% constructed since 1991. The housing stock is newer than across the City as a whole, where 26% of dwellings were constructed over the same years since 1991. Housing in Scarborough Centre is predominately high-rise with only 2% of housing being ground related. Rates of home ownership in Scarborough Centre are higher than the City overall: 65% of households own their primary residence.

### LOWER AVERAGE INCOME

The average income in private households is \$58,009. This is lower than the average City-wide household income of \$102,721. Smaller household sizes and a high proportion of single-person households contribute to lower average household incomes in the area. The young working age population in the area also accounts for some of the difference between City-wide averages. The average income of Census Families in Scarborough Centre is \$70,129, compared to \$127,312 for Census Families across the wider City of Toronto.

### HOUSING AFFORDABILITY CHALLENGES

Residents of Scarborough Centre face greater challenges in housing affordability, with 51% of households spending 30% or more of their income on housing costs, a measure considered unaffordable. Specifically, 60% of renters spend 30% or more on rent and 46% of home owners spend 30% or more of their incomes on housing costs. In comparison, only 36% of owners and renters City-wide experience similar affordability challenges. The incidence of low income measured after tax in Scarborough Centre is 31%.

### EDUCATION

Levels of education are similar to City-wide levels, with the majority of the population having post-secondary education through college, a trade or university. Sixty per cent of the working age population in Scarborough Centre holds a university certificate, diploma or degree at the bachelor level or above, just below the City-wide rate of 64 per cent. With a large young adult population between ages 20 and 24, rates of educational attainment above the bachelor level (29%) are lower in Scarborough Centre compared to the share across the wider City (37%).

### EMPLOYMENT

Although density increased in Scarborough Centre between 2001 and 2016, this was driven primarily by the growth in the residential population; total employment in the area decreased by 2.4% (409 jobs). Employment growth has remained slow.

There are lower levels of labour force participation in the area largely owing to its younger working aged population. Rates of employment are lower in Scarborough Centre and rates of unemployment in 2016 were similar to City-wide unemployment rates.

Twenty-five per cent of workers in Scarborough Centre are employed in sales and service occupations. In 2019, Telus was the largest employer in Scarborough Centre, employing 2,800 people.

Additional details on Scarborough Centre's demographics and employment are available in Appendix A.

## **2.0**

# **POLICY AND PLANNING BACKGROUND**

This chapter includes the policy and planning framework as well as relevant studies for the Scarborough Centre Study Area.



## 2.1 POLICY BACKGROUND REVIEW

### PLANNING ACT

The *Planning Act* (the *Act*) is provincial legislation that defines the basis of land use planning in Ontario. The *Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the conservation of features of significant architectural, cultural and historical interest; the adequate provision of employment opportunities; and the appropriate location of growth and development. Under Section 3 of the *Act*, the Province has issued the Provincial Policy Statement on matters related to land use planning and development that are of provincial interest, and all decisions of Council in respect of the exercise of any authority are required to be consistent with the Provincial Policy Statement.

### THE PROVINCIAL POLICY STATEMENT 2020

The Provincial Policy Statement 2020 (PPS) provides province-wide policy direction on matters of land use planning and development to promote strong communities, a strong economy and a clean and healthy environment. The PPS provides a robust policy-led planning framework that recognizes complex inter-relationships between environmental, economic and social factors in land use planning. 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 intensification and

efficient use of infrastructure, a mix of housing, employment, recreation, parks and open spaces and transportation choices that create a sense of place in communities by promoting a well-designed public realm, well-designed built form and encouraging the use of active transportation and transit before other modes of travel. The PPS states that the official plan is the most important vehicle for implementing the PPS.

### A PLACE TO GROW: GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE, 2020

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the Growth Plan), 2020 is issued under Section 7 of the *Places to Grow Act*, 2005 which enables the development of regional growth plans that guide governmental investments and land use planning policies for managing growth and environmental protection. The Growth Plan delineates policies on where and how to grow, planning for supporting infrastructure and protecting valuable resources.

Scarborough Centre is identified in the Growth Plan (2020) as an Urban Growth Centre (Figure 2.1) with an associated minimum density target of 400 residents and jobs combined per hectare in each UGC for the City of Toronto that must be planned to be achieved by 2031 or earlier. Urban Growth Centres serve as regional focal points for accommodating population and employment growth. They promote vibrant, mixed-use and transit-supportive communities by building communities that serve as destinations for social gatherings, cultural facilities and public institutions supported by major services and transit hubs.



Figure 2.1 Growth Plan for Greater Golden Horseshoe 2020, Schedule 4 depicting Scarborough Centre as an Urban Growth Centre



The Scarborough Centre Urban Growth Centre is located along a Priority Transit Corridor and a Major Transit Service Area (MTSA). The Growth Plan (2020) contains policies pertaining to population and employment densities that should be planned for in MTSA. MTSA on priority transit corridors or subway lines will be planned for a minimum density target of 200 residents and jobs combined per hectare for those that are served by subways. The density target of 400 residents and jobs combined per hectare prevails for Scarborough Centre due to its status as an UGC.

The policies established in the Growth Plan, 2020 require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the Growth Plan, including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones and others. Policies not expressly linked to a MCR can be applied as part of the review process for development applications in advance of the next MCR.

## CITY OF TORONTO OFFICIAL PLAN

The Official Plan, through its growth strategy and land use designations, supports and complements the PPS and the Growth Plan. It provides a comprehensive policy framework to direct and manage physical, social and economic change. The growth management strategy under the Official Plan 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. The Official Plan directs office growth and, in particular, the development of

large freestanding office buildings, to the Downtown and Central Waterfront, the *Centres* and within 500 metres of rapid transit stations.

Scarborough Centre is one of the four designated *Centres* identified on the Official Plan Urban Structure Map (Figure 2.2). The Plan directs the concentration of people and jobs to areas well served by transit and does this by integrating land use direction with transportation facilities. This integration offers the opportunity to reduce the reliance on private vehicular trips by increasing opportunities to live close to work and to facilitate social interaction, public safety and cultural and economic activity.

Three types of land use designations (Official Plan Map 19; see Figure 2.3) are located within the Our Scarborough Centre Study Area. These are: *Mixed Use Areas*, *Parks and Open Space Areas – Parks and Parks and Open Space Areas – Natural Areas*.

The majority of the lands in Scarborough Centre are designated *Mixed Use Areas*. This designation provides for a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities. The *Mixed Use Areas* in the City are intended to absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing. *Mixed Use Areas* vary in scale and density subject to a site's locational attributes and context.

Development criteria for *Mixed Use Areas* are set out in the Official Plan and include policy direction respecting, but not limited to, built form; building location and massing; height transition; light and privacy impacts; layout and design of new streets and parks; site layout and organization; opportunities for energy conservation and green infrastructure; creating and sustaining well-paid,

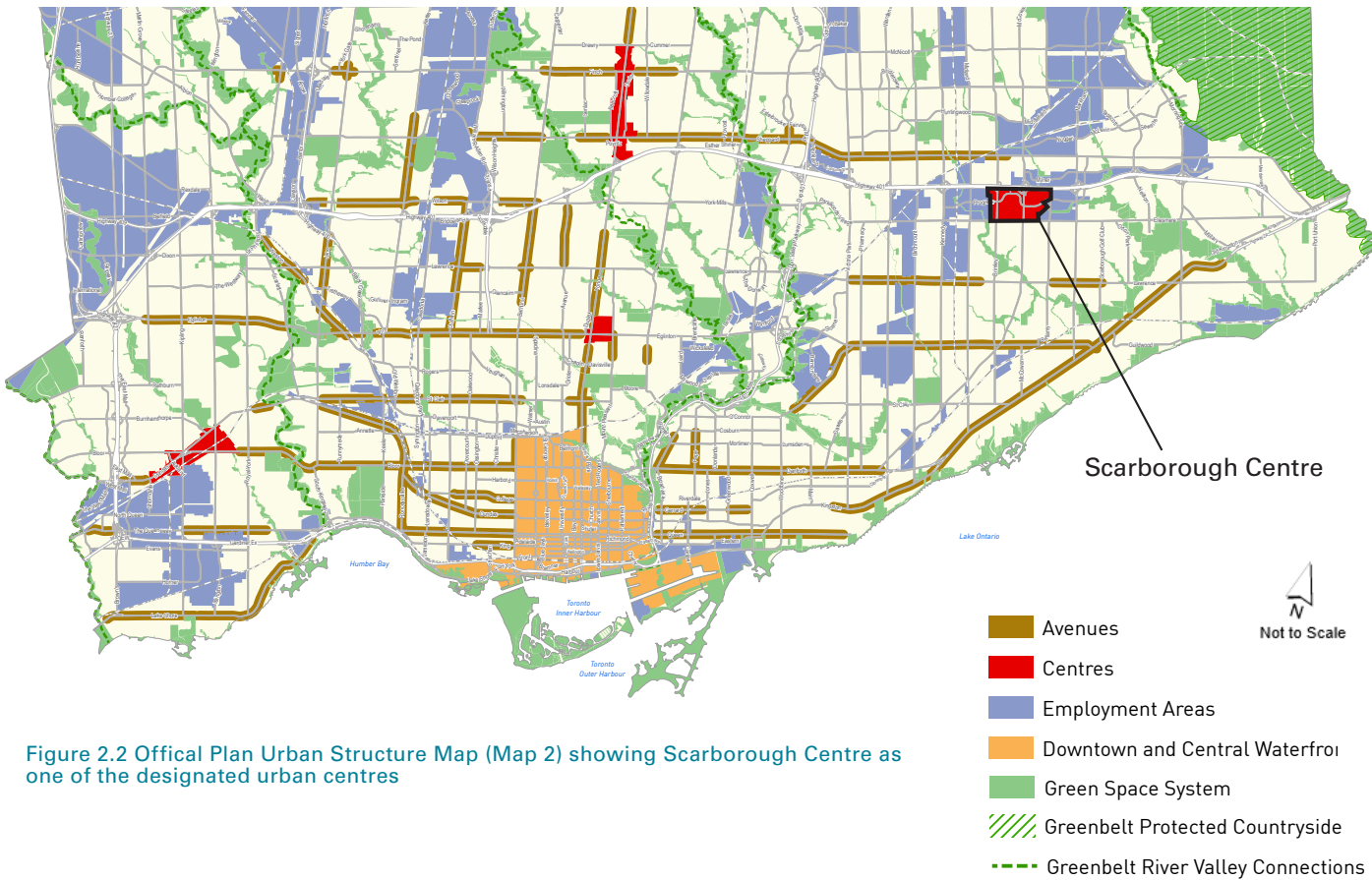


Figure 2.2 Official Plan Urban Structure Map (Map 2) showing Scarborough Centre as one of the designated urban centres



stable, safe and fulfilling employment opportunities; reducing automobile dependency; and parking supply and access. The Plan also contains policy direction with respect to large-scale, stand-alone retail stores and 'power centres' in *Mixed Use Areas*.

The Our Scarborough Centre Study Area includes lands that are designated *Parks and Open Space Areas*. This designation covers parks, open spaces, valleys, watercourses and ravines, golf courses and cemeteries that comprise a green open space network in Toronto. They comprise the areas shown as *Natural Areas, Parks and Other Open Space Areas* in the Official Plan and are intended to offer residents, workers and visitors a range of experiences. Development in *Parks and Open Space Areas* is generally prohibited.

Development criteria in *Parks and Open Space Areas* include maintaining or creating new linkages between parks and open spaces to create continuous recreational corridors, preserving or improving public visibility and access to these areas, maintaining or expanding the size of the areas and

improving the usability of publicly owned *Parks and Open Space Areas* for public parks, recreational and cultural purposes.

There are two *Parks and Open Space Areas* – *Natural Areas* in the Study Area: Frank Faubert Woodlot, located on the north side of Ellesmere Road and comprised of both wooded areas and open space; and East Highland Creek, which is located on the east side of the Study Area and flows in an arc from Highway 401 towards Markham Road. West Highland Creek, while situated just outside the Study Area, is in close proximity to the western boundary. Both East and West Highland Creeks are part of the Rouge River system located further east of Scarborough Centre.

*Parks and Open Space Areas* – *Parks* can be found in several locations within the Study Area. Adjoining Albert Campbell Square is Albert Campbell Park, a park space exists in Hand of God park, a small, triangular naturalized park exists between Progress Avenue and McCowan Road, and Hillsborough Park and Lee Centre Park are two small parkettes located in the north east quadrant of the Study Area.

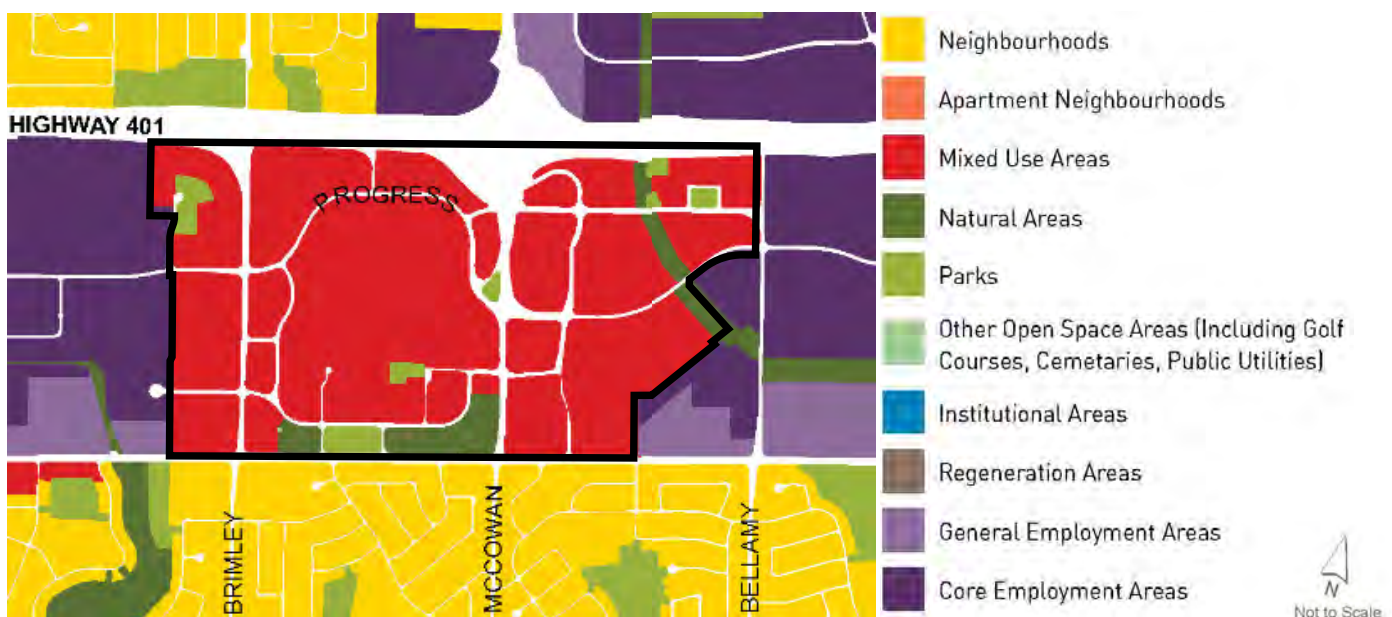


Figure 2.3 City of Toronto Official Plan Map 19 and 22 Land Use Plan showing OurSC Study Area

Map 9 of the Official Plan, Natural Heritage, identifies the area adjacent to East Highland Creek and Frank Faubert Woodlot as part of the Natural Heritage System. City of Toronto Ravine By-laws apply to the flood plain area associated with East Highland Creek in Scarborough Centre. Development in the flood plain is protected under provincial policy and any changes in the creek alignment requires municipal review.

## SCARBOROUGH CENTRE SECONDARY PLAN

Secondary Plans define detailed local development policies to guide growth and change in a defined area of the City. The first Secondary Plan for Scarborough Centre was completed in 1968, guiding the initial transformation of the area from vacant land to an urban centre. The Scarborough Centre Secondary Plan, last updated in 2005, contains a vision and strategic implementation policies for the Centre. The Plan sets out broad goals for the future development of Scarborough Centre, encouraging transit-supportive development, pedestrian and cycling routes and the expansion and improvements to transit. The Secondary Plan currently contemplates a projected population of upwards of 40,000 residents and 23,000 jobs.

The OurSC Study, which will update the Secondary Plan, is triggered by a number of factors including changes in provincial policy frameworks that include the 2019 Provincial Policy Statement and the 2020 Growth Plan, which identifies Scarborough Centre as an Urban Growth Centre and places the focus on building complete communities among other given priorities. The City of Toronto's planning framework has also been evolving since 2005 and includes the 2019 update to the Official Plan. Many studies that are linked to Scarborough Centre have been undertaken in past few years, which necessitates a comprehensive review of the Secondary Plan. The recent transportation initiative, which brings the Scarborough Subway Extension and a station

to Scarborough Centre, is one of the key drivers of the update outside of policy. Further, planning for sustainability and resilience in response to climate change has become an integral focus of planning work and the Secondary Plan update will ensure Scarborough Centre's preparedness towards it.

Scarborough Centre is an area anticipated to accommodate significant growth as a mixed-use urban centre and transit hub where jobs, housing, recreational and community services are provided. The objectives of the Scarborough Centre Secondary Plan are to:

- create a vibrant mix of employment, cultural, institutional, educational, recreational, commercial and residential uses;
- ensure effective and efficient provision and use of transportation facilities and services;
- enhance the Centre as a destination focus;
- promote a high-quality urban form and a comfortable and safe environment;
- improve open spaces, parks and linkages;
- protect adjacent residential neighbourhoods; and
- strengthen community identity.

The Secondary Plan recognizes that the Centre is a large geographical area (approximately 180 hectares) in which several distinct sub-areas have emerged. To enable detailed planning for the Centre and provide for a specific growth management strategy, the Secondary Plan divides the Centre into four precincts (Figure 2.4):

- Brimley Precinct;
- Town Centre Commercial Precinct;
- The Civic Precinct; and
- McCowan Precinct.

Lands located on the south side of Progress Avenue, West of Bellamy Road are subject to Site and Area Specific Policy No. 134, which provides for educational facilities to be located here.

On May 18, 2018 City Council adopted OPA 409, which amended the Scarborough Centre Secondary Plan. The basis for the amendment was the Scarborough Centre Transportation Master Plan. The key changes to the Secondary Plan included a focus on creating a multi-modal transportation network by improving connections for pedestrians, cyclists, transit riders and drivers and promoting a complete streets approach. The street network and active transportation network (formerly “Potential Linkages”) maps were amended through this process.

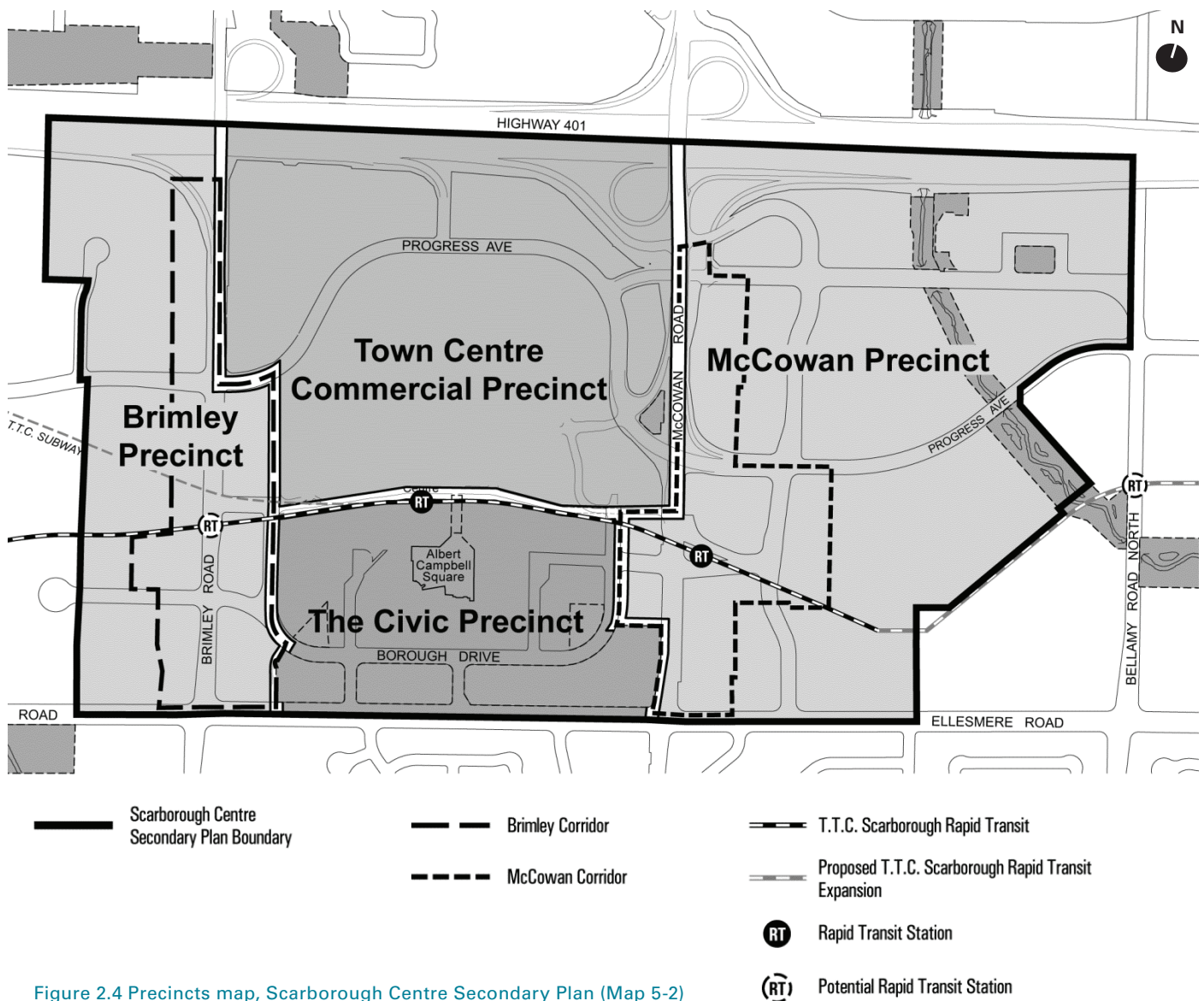


Figure 2.4 Precincts map, Scarborough Centre Secondary Plan (Map 5-2)



## 2.2 RELATED PLANS AND STUDIES

### SCARBOROUGH CENTRE CIVIC PRECINCT PLAN, 2009

On April 6, 2009, City Council adopted the first Precinct Plan, The Scarborough Centre Civic Precinct Implementation Plan. The plan sets out a list of priority projects and initiatives that would accelerate the maturation of the Civic Precinct as the focal point of Scarborough Centre.

### SCARBOROUGH CENTRE PUBLIC SPACE AND STREETScape MASTER PLAN, 2012

At its meeting of July 11, 2012, City Council endorsed the Scarborough Centre – Public Space and Streetscape Master Plan (see Figure 2.5). The purpose of the Master Plan was 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.

### MCCOWAN PRECINCT PLAN, 2014

On June 10, 11, 12 and 13, 2014, City Council adopted the McCowan Precinct Plan Study (including OPA 242) and the Urban Design Guidelines (see Figure 2.6). The plan defines the framework to guide future growth and development of the McCowan Precinct and promote a finer grid of new public streets and the creation of small and medium-sized development blocks.



Figure 2.5: *Scarborough Centre Public Space + Streetscape Master Plan (2012)*

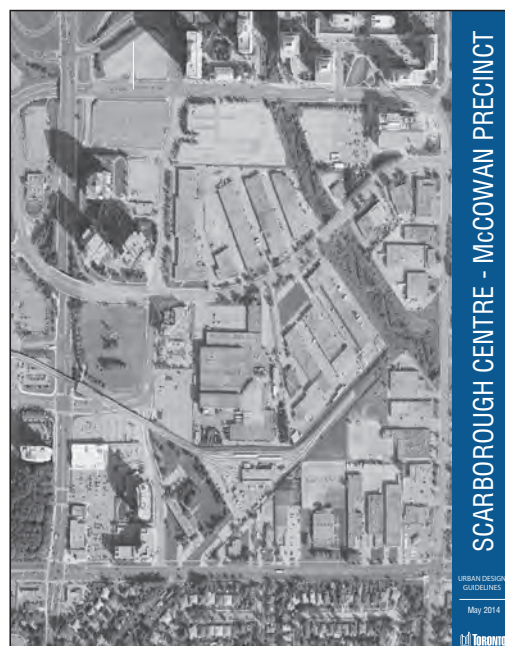


Figure 2.6: *McCowan Precinct Plan (2014)*

### SCARBOROUGH CENTRE COMMUNITY ENERGY PLAN (SCCEP), 2014

Undertaken as a sub-study to the McCowan Precinct Plan, the Scarborough Centre Community Energy Plan analyzes existing buildings and potential new development and identifies opportunities for energy conservation, greenhouse gas emissions reductions and improved resilience.

### SCARBOROUGH CENTRE TRANSPORTATION MASTER PLAN (SCTMP), 2018

City Council adopted the Scarborough Centre Transportation Master Plan – Final Report (see Figure 2.7) and resulting Official Plan Amendments at its meeting on May 22, 2018. The goal of the master plan was to establish a multi-modal transportation network supportive of all users, focusing on building connections within the Centre as well as to the surrounding area and the rest of the City.

### SCARBOROUGH CENTRE PUBLIC ART MASTER PLAN STUDY (SCPAMP), 2018

City Council adopted the Scarborough Centre Public Art Master Plan – Consultant’s Report at its meeting on April 24, 2018 (see Figure 2.8). The purpose of the plan is to provide strategic direction for the public art program in Scarborough Centre.

### TORONTO GREEN STANDARD, 2018

The Toronto Green Standard addresses the City of Toronto’s environmental priorities and provides sustainable design requirements for new private and City-owned developments. The Standard consists of tiers (Tiers 1 to 4) of performance measures with supporting guidelines that promote sustainable site and building design, with Tier 1 being a mandatory requirement of the planning approval

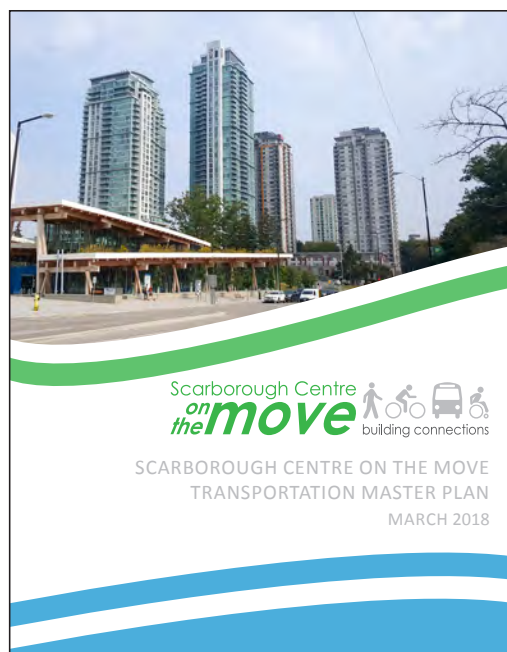


Figure 2.7: [Scarborough Centre Transportation Master Plan \(2018\)](#)

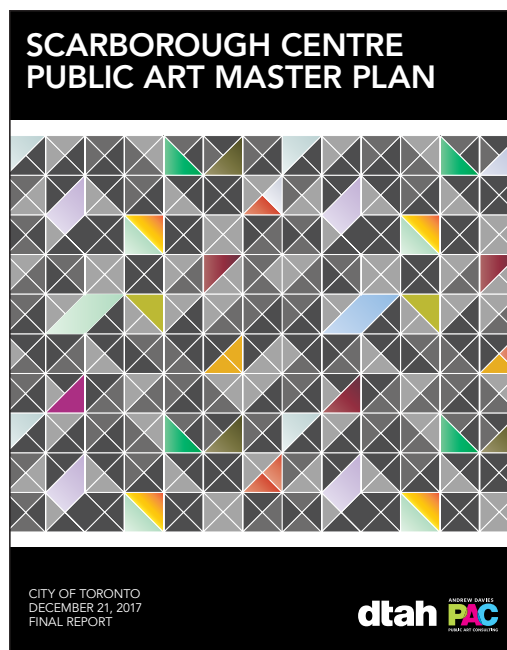


Figure 2.8: [Scarborough Centre Public Art Master Plan \(2018\)](#)

process. Financial incentives are offered through the Development Charge Refund Program for planning applications that meet higher level voluntary standards in Tiers 2 to 4.

### **BASEMENT FLOODING ENVIRONMENTAL ASSESSMENT STUDIES, 2013**

In 2013, City Council approved plans to develop comprehensive plans in 67 areas across the City to reduce the risk of flooding. This study looked at improvements to the sewer and drainage system to be made within the City's right-of-ways or City property such as parks and ravines. Potential improvements may include adding new storm and sanitary sewers, upsizing existing storm sewers, building inlet control devices, putting catch basins in low-lying areas and constructing underground storage facilities. Scarborough Centre falls in part of Study Areas 59 and 60, which are currently underway.

### **HIGHLAND CREEK FLOOD REMEDIATION STUDY, 2018 – ONGOING**

The Flood Remediation Study of Highland Creek (Markham Branch) was initiated following the direction of Council, which approved the redevelopment of the lands at the southeast corner of Corporate Drive and Consilium Place with four residential buildings. The approval is subject to a Holding (H) provision in the Zoning By-law, which would not be removed until issues related to floodplain and stormwater management have been resolved. City staff, together with the Toronto and Region Conservation Authority, are conducting this study to evaluate the options for flood remediation measures that eliminate the risk of flooding within the Study Area.

### **SCARBOROUGH SUBWAY EXTENSION, 2017 - ONGOING**

The proposed Scarborough Subway Extension (SSE) will bring the TTC's Line 2 Bloor-Danforth subway service nearly eight kilometres farther into Scarborough with a three-stop extension along McCowan Road (see Figure 2.9), which will include stations at Scarborough Centre, Sheppard Avenue East and Lawrence Avenue East. Metrolinx and Infrastructure Ontario are working to deliver the SSE, which is estimated to be completed by 2030.

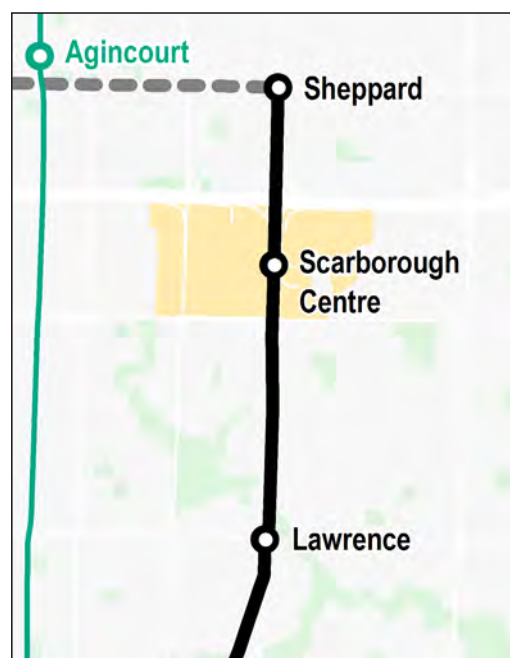


Figure 2.9: [Scarborough Subway Extension \(ongoing\)](#)



## CULTURAL HERITAGE RESOURCE ASSESSMENT, 2019 - ONGOING

Identifying properties of cultural heritage value or interest is an essential part of a municipality's role in heritage conservation. Cultural Heritage Resource Assessments are important components of strategic and growth-related studies and provide the foundation for context-sensitive, built-form and place-based policies and guidelines that reflect the unique context of a respective area, as well as community consultation and engagement.

A Cultural Heritage Resource Assessment (CHRA) applies provincial criteria to evaluate properties for their cultural heritage value or interest. That evaluation is informed by research to produce an understanding of the historical context of an area and support community engagement. The key goal of a CHRA is to achieve an informed and timely identification of properties with cultural heritage value in tandem with a Planning Study.

Cultural Heritage Resource Assessments prioritize an understanding of the historic context of the area and how properties relate to and support that context. The historic context statement approach builds upon work completed for planning and urban design studies where an historic overview and description of the present-day context of the area has been prepared. Historic context statements provide an understanding of the themes and periods of development within a study area in order to understand why a property or properties exist within a given area. They also relate properties to one another in order to inform the identification of buildings and landscapes with cultural heritage value.

## Highlights

- As part of the Scarborough Centre CHRA, Heritage Planning staff have completed a draft historic context statement for the Study Area, which includes an overview of the area's history and the identification of important themes that have shaped its evolution over time. A brief description of the CHRA goals and process and information about the history of the area have also been included in engagement materials for the broader planning study.
- Staff have also completed an initial field survey of all properties within the Study Area, and have initiated a preliminary evaluation of these properties using provincial criteria for determining cultural heritage value. This preliminary evaluation is currently being completed, with the aim of developing a draft list of all properties in the Study Area with potential cultural heritage value.
- During subsequent Phases of the Scarborough Centre CHRA (and in tandem with the broader OurSC Study), the draft historic context statement and list of properties with potential cultural heritage value in the Study Area will be reviewed and refined through a community engagement process, including consultation with the Scarborough Community Preservation Panel.

## OUR SCARBOROUGH CENTRE PHASE 1 REPORT – 2019 PUBLIC REALM PLAN

Developed in anticipation of the Scarborough Subway Extension, the Phase 1 work for the Study (see Figure 2.10) builds on the 2005 Scarborough Centre Secondary Plan, the Scarborough Centre Transportation Master Plan (2018) and other previous studies. It creates a (preliminary) Public Realm Plan to provide direction for achieving a well-connected and expanded network of existing and new public spaces. It was built on the vision of Scarborough Centre evolving from a suburban, car-centred commercial hub into a vibrant, urban, pedestrian friendly, mixed-use community, anchored by the Scarborough Civic Centre, transit and an enhanced public realm. Phase 1 was premised on a one-stop subway but now a three-stop extension is being planned to Sheppard/McCowan, including a stop in Scarborough Centre.

### Vision and Principles

The ‘Vision for Scarborough Centre’ underlies both the principles and subsequent Emerging Public Realm Framework:

*“Scarborough Centre is envisioned as evolving from a suburban, car-centred commercial hub into a vibrant, urban, pedestrian-friendly, mixed-use community, anchored by the Scarborough Civic Centre, transit, and an enhanced public realm.”*



Figure 2.10: [OurSC \(Scarborough Centre Focused Review\): Phase 1 \(2019\)](#)

The Vision for Scarborough Centre is articulated by four principles that, taken together, inform the development of the Emerging Public Realm Framework (Figure 2.11):

- a. Connectivity;
- b. Nature, Parks, and Open Spaces;
- c. Design Excellence and Placemaking; and
- d. Leveraging Capital Investments

### Emerging Public Realm Framework

The Emerging Public Realm Framework (Figure 2.11) consists of seven 'Big Moves' each contributing a specific and significant aspect to the overall structure:

1. Sustainability and Resiliency;
2. Expanded Civic Node;
3. Enhanced North/South and East/West Connectivity;
4. Enhance and Integrate with Natural Systems;
5. Create Community Parks;
6. Create Neighbourhood Parks and Parkettes; and
7. Create and Integrate Privately-owned Publicly Accessible Spaces (POPS) and Other Open Spaces into the Public Realm.

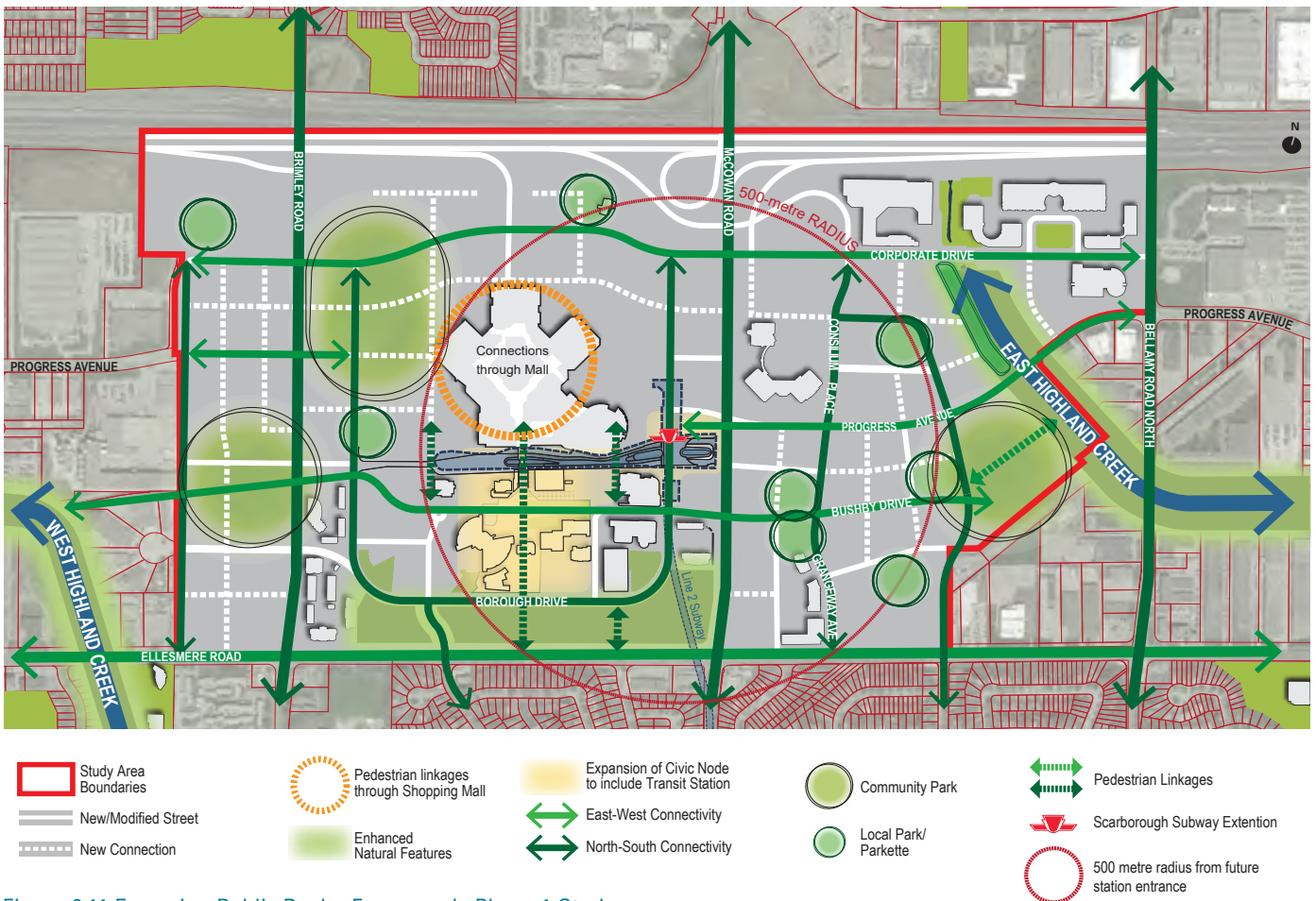


Figure 2.11 Emerging Public Realm Framework, Phase 1 Study



### Preliminary Public Realm Plan

The preliminary Public Realm Plan (Figure 2.12) was based on four underlying themes or pillars, which underscore the relationship between open space, movement, transit investment and development as a coherent whole. The four pillars include:

1. Establishment and expansion of a clearly articulated, attractive, sustainable and centrally located civic node;

2. Enhancement of existing open spaces;
3. Creation of new parks and open spaces; and
4. Development of a strong pedestrian and cycling network connecting public spaces within and beyond Scarborough Centre.



Figure 2.12 Preliminary Public Realm Plan, Phase 1 Study

### Emerging Character Areas and Key Corridors

The Emerging Character Areas (Figure 2.13) are:

- i. North District, comprised of primarily distinct tall and mid-rise residential buildings aligned along Highway 401;
- ii. Brimley District, comprised of a mix of mid-rise and tall residential buildings;
- iii. Shopping/Retail District comprised of the Scarborough Town Centre, Supercentre, large format retail outlets, stand alone restaurants and a Cineplex theatre;
- iv. Civic District, comprised of a mix of existing facilities and buildings and a range of open spaces;
- v. McCowan District, with a higher intensity of mixed-use developments and a focus on the future Scarborough Subway Station; and

- vi. East Highland Creek District, primarily residential in character with strong connections to an open space system comprised of parks and East Highland Creek

Key corridors (Figure 2.13) provide the linkages between places and communities both within and beyond Scarborough Centre. Key corridors include, but are not limited to:

- Brimley Road;
- McCowan Road;
- Progress Avenue/Corporate Drive;
- Borough Drive;
- Bushby Drive/Town Centre Court; and
- Ellesmere Road.

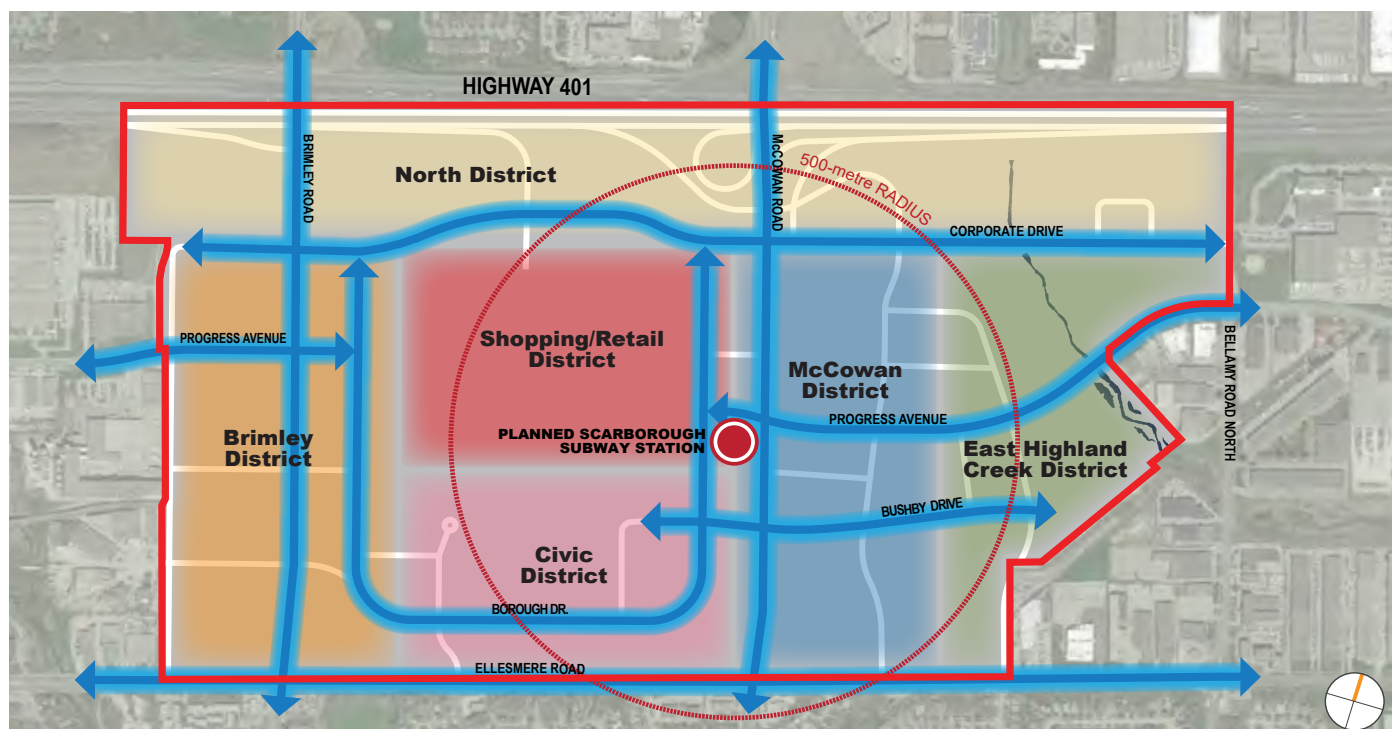


Figure 2.13 Emerging Character Areas and Corridors, Phase 1 Study. (Note: The Scarborough Centre subway station location has moved since the Phase 1 Study. Refer to Figure 1.8 for updated location.)

The Preliminary Public Realm Plan provides a direction for the area, based on its key structuring elements and describes a public realm network comprised of public parks, open spaces, and streetscapes (Figure 2.12). During Phases 2-4 of the OurSC Study, the City of Toronto will build on this framework to update the Scarborough Centre Secondary Plan to transition the area towards a dynamic, attractive and sustainable urban centre.

Stakeholder and community consultation events on the Phase 1 Public Realm Plan were held on March 4, 2019. On March 7, 2019 a presentation was made to the City of Toronto Design Review Panel. Feedback from those sessions will inform subsequent Phases of the Study.

## URBAN DESIGN GUIDELINES

Current urban design guidelines applicable to Scarborough Centre include the Scarborough Centre Public Space and Streetscape Master Plan for the Town Centre Commercial Precinct and the Civic Precinct and the McCowan Precinct Urban Design Guidelines.

The Scarborough Centre Public Space and Streetscape Master Plan (see pg. 26) provides a framework to guide and direct the future development into a coherent pattern of streets and blocks that shape meaningful public places, provide seamless connectivity, support pedestrian activity and offer a multiplicity of alternative walking routes.

The McCowan Precinct Urban Design Guidelines (see pg. 26) provide direction to create a vibrant, mixed use community organized around three guiding principles of managing change, movement and connectivity and building a vibrant urban community.

In addition to the guidelines mentioned above, the following City-wide guidelines and studies are applicable to the Centre:

### City of Toronto Mid-Rise Guidelines

In 2010, City Council adopted Mid-Rise Building Performance Standards and an Addendum to these Standards in 2016, which guide the evaluation of mid-rise development applications in locations where the Performance Standards are applicable including the segments of the Avenues that are designated in the Official Plan as *Mixed-Use Areas, Employment Areas, Institutional Areas* and *Regeneration Areas* where *Avenues* are to be reurbanized and targeted for growth. Exceptions include portions of *Avenues* where an Avenue Study is completed or underway, portions within a Secondary Plan Area or subject to other City-led studies that have resulted in an Official Plan Amendment and/or new Zoning By-laws. Mid-rise buildings are typically designed with step-backs at upper levels to make them appear lower in height from the street, and to allow sunlight and sky views at the sidewalk.

### City of Toronto Tall Building Guidelines

On May 8, 2013, City Council adopted the updated city-wide Tall Building Design Guidelines. The guidelines establish a unified set of performance measures for the evaluation of all tall building development applications city-wide. They provide standards as they relate to site context analysis, organization, building base, tower and top design and pedestrian realm design including wind and weather protection.



### City of Toronto Pet Friendly Design Guidelines, 2019

The purpose of the Pet Friendly Design Guidelines (see Figure 2.14) is to guide new developments in a direction that is more supportive of the City's growing pet population, considering opportunities to reduce the current burden on the public realm and provide needed pet amenities for high density residential communities.

### City of Toronto Growing Up Guidelines, 2020

The Growing Up Urban Design Guidelines (see Figure 2.15) are based on a two-year study and two-year period of implementation and monitoring, focused on how new mid-rise and tall buildings can be developed as vertical communities to support social interaction and better accommodate the needs of all households, including those with children. The Guidelines address three scales of development: the neighbourhood, the building and the unit.

In addition to the guidelines above, the report below provides direction for built form design that supports pedestrian comfort.

### Bosselman Report and 1994 Toronto Plan

In December 1990, Peter Bosselman et al published *Sun, Wind and Pedestrian Comfort: A Study of Toronto's Central Area* as a background report for the 1994 Official Plan. The study recommended procedures for preserving sunlight on sidewalks and open spaces as well as wind conditions at the street level and explores the combined effects of sun and wind on pedestrian comfort (see Appendix B).



Figure 2.14: City of Toronto Pet Friendly Guidelines, 2019



Figure 2.15: City of Toronto Growing Up Guidelines, 2020

## 2.3 ZONING REGULATIONS

The City of Toronto is currently updating its by-laws for employment areas. Currently, Former City of Scarborough Employment Districts By-Law No. 24982 (Progress), as amended, applies to the Scarborough Centre Secondary Plan area. Specifically, these applicable by-laws include Progress Employment District (East) and Progress Employment District (West) which contain 14 zones and detailed performance standards:

- Agricultural Zone
- City Centre Commercial Zone
- City Centre Office Zone
- City Centre Residential Zone
- City Centre Town Square Zone
- Highway Commercial Zone
- Highway Zone
- Institutional Zone
- Institutional - educational zone
- Industrial zone
- Industrial Commercial Zone
- Industrial District Commercial Zone
- Open Spaces Zone
- Park Zone

## 2.4 OTHER RELEVANT REGULATIONS

### TORONTO AND REGION CONSERVATION AUTHORITY – HIGHLAND CREEK WATERSHED AND FLOODPLAIN POLICIES

The Toronto and Region Conservation Authority (TRCA) is one of 36 Conservation Authorities in Ontario, created to safeguard and enhance the health and well-being of watershed communities through the protection and restoration of the natural environment and the ecological services the environment provides. The TRCA's vast jurisdiction comprises nine watersheds and their collective Lake Ontario waterfront shorelines.

Scarborough Centre is located within the Highland Creek Watershed. The Highland Creek watershed is a largely urbanized landscape. Reducing negative impacts from urban stormwater runoff and restoring natural features are key challenges that TRCA, its partners and residents of the watershed are working to address.

As one of the most developed watersheds in the Toronto Region, Highland Creek has a high proportion of paved, impermeable surfaces such as roads, parking lots and roofs. During heavy rainfalls, the high volume and velocity of water can cause impacts such as erosion, flooding and damage to terrestrial habitat. Key challenges for the Highland Creek Watershed include:

- **Urban Stormwater Management:** The Highland Creek watershed has very little stormwater control for improving water quality. Approximately 9% of the watershed has stormwater management controls. The highest level of controls can be found in the upper portions of the watershed (in the City

of Markham) and within the Centennial Creek subwatershed (City of Toronto).

- **Loss and Fragmentation of Natural Habitat:** Today, only 11.4% of the landscape remains as natural cover, one of the lowest percentages compared with other watersheds in the TRCA's jurisdiction. The loss and uneven character of natural cover across the watershed results in reduced opportunities to support species populations, poor links between habitats (i.e., between the lower and upper reaches of the watershed and between neighbouring watersheds) and uneven provision of ecosystem services to residents.

The TRCA is working on developing a Highland Creek Watershed Greening Strategy. The goal of the Highland Creek Watershed Greening Strategy is to provide a strategic restoration action plan to enhance the Highland Creek valley system and overall watershed function.

The Scarborough Centre Secondary Plan area includes a portion of the floodplain along the Milliken Branch of the Highland Creek towards the east. Portions of Scarborough Centre also fall under the TRCA Conceptual Regulated Area where the TRCA Living City Policies (LCP) apply.

The LCP is a conservation authority policy document that guides the implementation of TRCA's legislated and delegated roles and responsibilities in the planning and development approvals process. Comparable to a combined municipal official plan and zoning by-law, the LCP represents a compilation of existing plan and permit review policies and practices that have evolved over time.



# **3.0**

## **REVIEW OF TRANSPORTATION, SERVICING, ENERGY AND COMMUNITY INFRASTRUCTURE**

An assessment of existing transportation, servicing and energy infrastructure and community services and facilities was undertaken to inform the Our Scarborough Centre Study. This chapter shares summaries of the assessment of current conditions.

## 3.1 TRANSPORTATION

### OVERVIEW

A review of the existing transportation conditions for the OurSC Study was conducted to identify updates to the existing context since the completion of the Scarborough Centre Transportation Master Plan (SCTMP) in 2018. The transportation review focused on the following topics:

- Scarborough Subway Extension, including potential decommissioning of TTC's Line 3 Scarborough Rapid Transit (SRT), project updates, subway station and bus terminal location and construction impacts;
- Policy review;
- Recent development applications;
- Summary of traffic context within the Study Area; and
- Potential street network refinements.

### SCARBOROUGH SUBWAY EXTENSION

The Scarborough Subway Extension (SSE) is a nearly eight-kilometre extension of the Toronto Transit Commission's (TTC) Line 2 subway service from Kennedy Station to Sheppard Avenue and McCowan Road, replacing TTC Line 3 (Scarborough RT) for those travelling between downtown Toronto and Scarborough. The SSE is comprised of three stations providing service at:

1. Lawrence Avenue and McCowan Road;
2. Scarborough Centre; and
3. Sheppard Avenue and McCowan Road.

The SSE will enhance mobility and connectivity between TTC, GO and the Durham-Scarborough Bus Rapid Transit project, a 36-kilometre bus rapid transit line between Scarborough and Downtown Oshawa. The addition of a new subway station and bus terminal in Scarborough Centre will further support growth in the area. The SSE is being delivered by Metrolinx and Infrastructure Ontario and is estimated to be completed by 2030.

### TTC LINE 3 SCARBOROUGH RAPID TRANSIT (SRT)

SRT is a 6.4-kilometre transit line connecting Kennedy Station to McCowan Station, servicing 6 stations. The TTC plans to decommission the SRT line in 2023 as the SRT vehicles have exceeded their design life. The TTC will operate replacement bus services until the opening of the SSE in 2030, the anticipated completion date, according to the TTC's 2021 SRT Life Extension Project Options Analysis report.

## POLICY REVIEW

The transportation review summarized the following policies and plans completed around the same time or after the SCTMP:

- Metrolinx’s Regional Transportation Plan (RTP) (2018):** The RTP is a “blueprint for creating an integrated, multi-modal regional transportation system that will serve the needs of residents, businesses, and institutions” in the GTHA. One of Metrolinx’s strategies to achieve this vision is to connect more of the region with frequent rapid transit. The 2041 Frequent Rapid Transit Network (FRTN) includes connections to the Scarborough Centre Mobility Hub through a proposed Frequent Regional Express Bus network and a McCowan LRT or BRT.
- Toronto’s Vision Zero 2.0 - Road Safety Plan Update (2019):** The Vision Zero philosophy is to eliminate “killed or seriously injured” collisions in the transportation system, while acknowledging that human errors regarding road safety are inevitable. The City of Toronto’s action plan focuses on reducing traffic related fatalities and serious injuries, and prioritizing the safety of the City’s most vulnerable street users. To achieve the goals of the Plan, improvements to infrastructure and traffic-safety culture are needed and include engineering, educational, technological and enforcement measures.
- Official Plan Amendment 456:** City Planning completed an Official Plan Review of Transportation Policies in February 2020 resulting in Official Plan Amendment 456, which included a few transit-related text and map edits to the Scarborough Centre Secondary Plan. These updates to the Secondary Plan have been approved by the

Ministry of Municipal Affairs and Housing and are now in full force and effect.

## DEVELOPMENT APPLICATIONS

Key proposed developments that may impact Scarborough Centre’s transportation context and future growth include 5 Corporate Drive, 25 Borough Drive, 140 Grangeway Avenue, 158 Borough Drive, 675 Progress Avenue, 670-690 Progress Avenue, 1560 Brimley Road, 1680 Brimley Road, 1744 Ellesmere Road and South East of Corporate Drive and Consolium Place. The scale of these developments will lead to street network refinements and introduction of a cycling network to facilitate movement in, out and through the sites, to be developed in coordination with the City.

## TRAFFIC SUMMARY

For the purposes of understanding existing traffic conditions within the Study Area, the following were conducted:

- A site visit and tour of the Study Area led by the City of Toronto on Tuesday, February 11, 2020 from 1:00PM to 3:00PM; and
- A summary of the AM and PM peak Synchro 8 traffic models developed as part of the SCTMP work in 2018, provided to Arup by the City of Toronto. The models were completed in Synchro 8 on September 15th, 2016.

Generally, the traffic conditions summary concluded that the overall traffic network is performing at an acceptable level of service (LOS) according to City of Toronto standards (i.e., LOS D or better). This is comparable to the site visit conducted in February 2020, where traffic flowed well and no significant congestion was observed.



## POTENTIAL STREET NETWORK REFINEMENTS

The transportation review has identified areas for potential refinements to the street network and this work continues to evolve as the Study progresses. Below is some initial thinking on the areas within the SCTMP future street network that may be refined due to changes in context.

### West of Brimley Road

Immediately west of Brimley Road and south of Highway 401, a 1,797-unit residential development (1750 Brimley Road or “Transmetro”) was approved by the City of Toronto where a large greenfield site currently exists. As the site is developed, there will be opportunities to reconsider how to connect the future residents of Transmetro to the rest of Scarborough Centre, as well as the areas further west beyond the Scarborough Centre boundary.

### South of McCowan Yard

McCowan Yard, located at the northeast corner of Ellesmere Road and Grangeway Avenue, provides facilities for the storage, cleaning and maintenance of the TTC’s Line 3 Intermediate Capacity Transit System (ICTS) vehicles. With the replacement of TTC Line 3 with the SSE, McCowan Yard will be shut down and deactivated. There may be opportunities for refinements to the street network in the immediate area and south towards the intersection of Ellesmere Road and Grangeway Avenue due to the decommissioning and potential future repurposing of the maintenance facility.

## 3.2 SERVICING

### WATER

The Study Area is within Pressure District 4 (PD-4) within the City of Toronto. While PD-4 spans the full width of the City, the water to Scarborough Centre is generally supplied through the facilities in the eastern portion of the City.

While PD-4 is supplied from a network of facilities, Water supplied to the Study Area generally comes from two specific sources (the F.J. Horgan and R.C. Harris Water Treatment Plants), and two booster stations (Ellesmere Booster Pumping Station and Scarborough Booster Pumping Station), as described in Table 3.1 and shown in Figure 3.1.

The water supply is further reinforced by additional PD-4 Metro Mains along Lawrence Avenue and Sheppard Avenue. Based on existing conditions modelling completed, there is capacity available to accommodate any increased water demand in the Study Area.

The existing watermain network through the Study Area is robust. The watermain network is shown in Figure 3.2. There are large-diameter Metro Trunk watermain located along three sides of the Study Area: Midland Avenue, Ellesmere Road and Markham Road. A fourth Metro Main along Sheppard Avenue completes a perimeter around the area, providing a reliable supply and relatively stable water pressure in the area. There are three internal connections (one 300 mm, one 400 mm and one 500 mm) from the Study Area under Highway 401 to the Sheppard Metro Trunk watermain.

The testing completed in the Summer of 2020 suggests that there is existing residual capacity within the internal watermain network (from the

Table 3.1 Water Supply Infrastructure

Water Treatment Plant (WTP)	Booster Pumping Station (BPS)	Trunk Watermains	Storage
F.J. Horgan WTP	Ellesmere BPS	Ellesmere Road Trunk, Markham Road Trunk	Milliken Reservoir
R.C. Harris WTP	Scarborough BPS	Midland Avenue Trunk	Milliken Reservoir

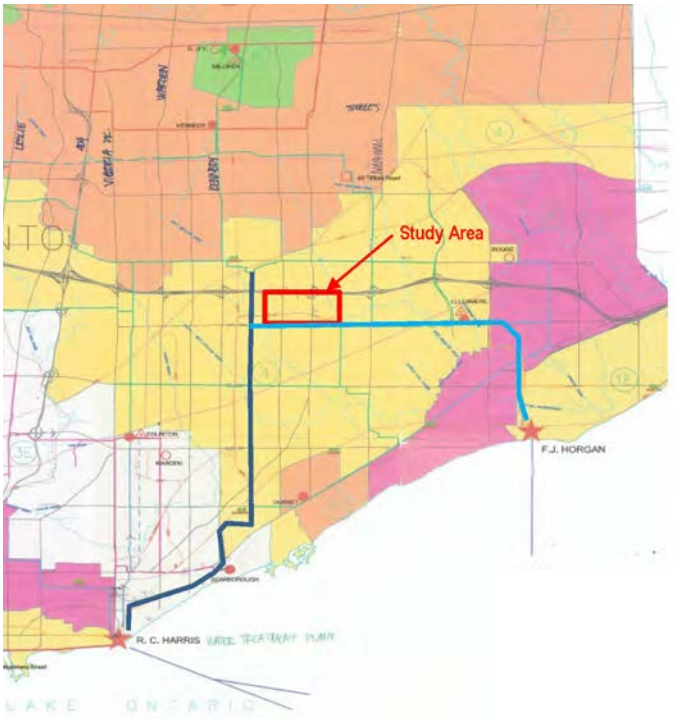


Figure 3.1 City of Toronto ‘Metro Trunk’ Network

Trunks to the Study Area) to support growth through the existing infrastructure. The hydrant test data presented in Table 3.2 indicates that at Hydrant Test #3, a total Maximum Day Demand of 232 L/s can be conveyed to that location – along with a design fire demand – while still maintaining a residual pressure of 140 kPa.

Assuming a per-capita water demand of 250 Lpcd and a Max Day Factor of 1.3 (a hybrid of residential and non-residential uses), an equivalent population of 5,000 residents would require a design maximum day demand of approximately 20 L/s.

As the model calibration is refined and the population projections defined, the specific water system capacity will be confirmed, and any necessary upgrades identified. Based on the proposed future road network, there will be opportunities to further expand the capacity of the internal watermain network as required to ensure no adverse conditions as a result of the redevelopment. As the Study Area is hydraulically connected to the neighbourhoods to the north of Highway 401, the analysis will also review impacts that the redevelopment could have on those areas. The overall water servicing objective for the OurSC Study should be to ensure that the pressures in the three local watermains crossing Highway 401 are not reduced.

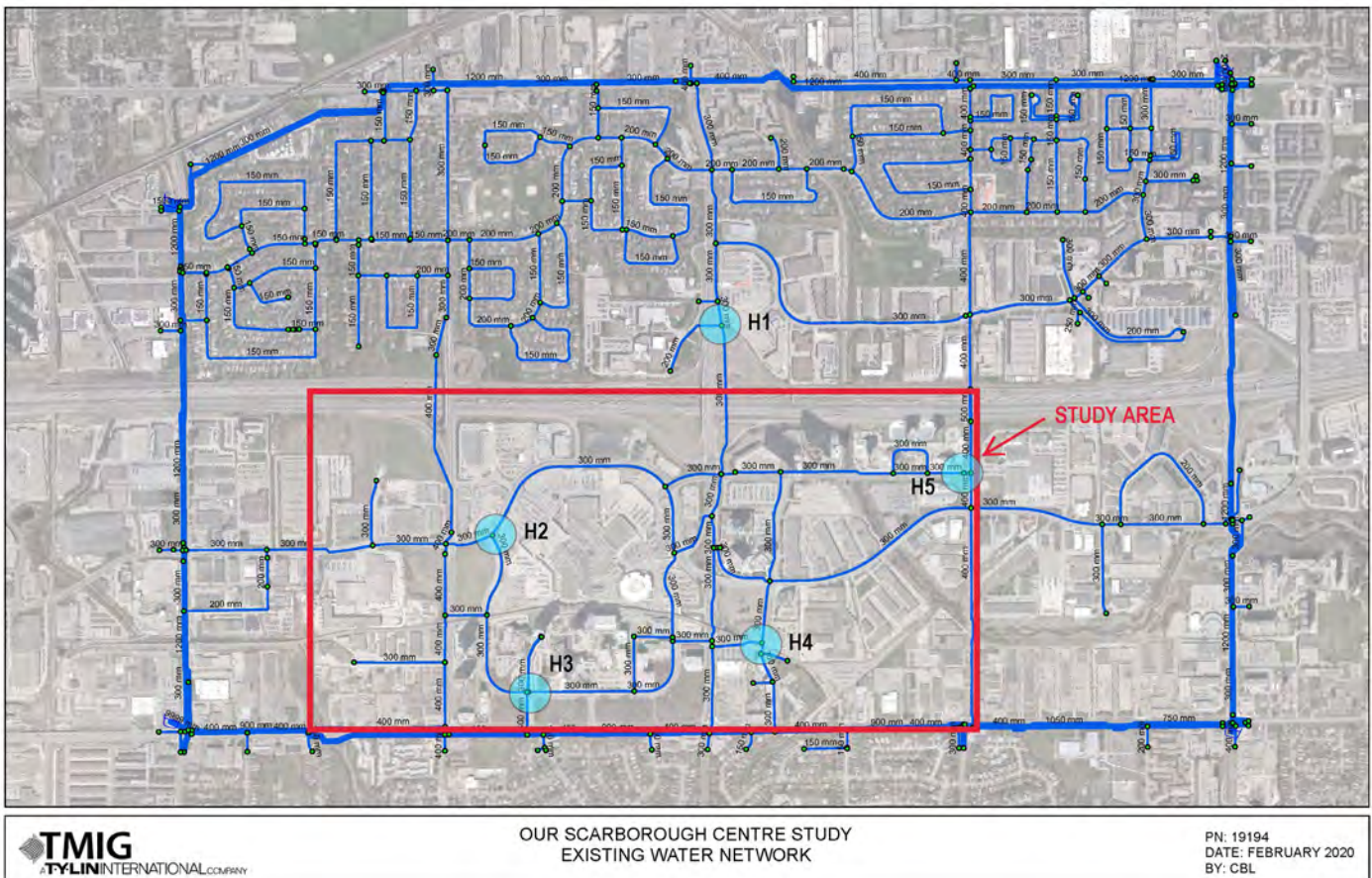


Figure 3.2 Existing Watermain Network



**Table 3.2 Hydrant Test Results**

Hydrant Test	Test Date	Base Pressure [kPa (psi)]	Total Available Flow, at 140 kPa (20 psi)	Available MDD, at 140 kPa (20 psi) [1]
H1	8-Jul-2020 @ 5:15 AM	495 (72)	359 L/s	42 L/s
H2	8-Jul-2020 @ 5:40 AM	400 (58)	429 L/s	112 L/s
H3	8-Jul-2020 @ 6:00 AM	430 (62)	549 L/s	232 L/s
H4	8-Jul-2020 @ 6:15 AM	490 (71)	519 L/s	202 L/s
H5	8-Jul-2020 @ 6:30 AM	510 (74)	432 L/s	115 L/s

Note 1: Assumes a required Fire Flow Allowance of 317 L/s, per City Design Standards

## SANITARY

The Study Area is tributary to two major sewersheds. Approximately 25% of the Study Area drains south and west, with the balance draining to the east. All sewers between the Study Area and the trunk sewers are gravity sewers.

The Study Area is located within Basement Flooding Protection Program Areas 59 and 60. The Class Environmental Assessments (Class EAs) for these areas was initiated in late 2019 and will progress through the duration of the OurSC Study. The sanitary sewer system must comply with Basement Flooding Area studies.

Using the provided wastewater model, various sewer branches were analyzed within the area. These branches could provide opportunity for future development to be accommodated without triggering sewer upgrades. The existing sanitary network is shown in Figure 3.3. This figure identifies the branches (W1 – W5 and E1 – E4) and Table 3.3

shows the reserve capacity of the branches (reserve capacity is defined as pipe full-capacity minus downstream flow.)

As shown in Table 3.3, the modelling results suggest that there is significant reserve capacity several of the wastewater network branches under existing conditions. This indicates an opportunity for the existing infrastructure to service additional development in the area, in particular through branches W2, W4/5, E1, and E3.

Assuming a per-capita wastewater generation of 250 Lpcd and a Peaking Factor of 3.0, an equivalent population of 5,000 residents would generate a design flow of approximately 43 L/s.

Overall, the City's wastewater models indicate that there is reserve capacity in some of the sewer branches servicing the area. The City is also in the process of completing a Basement Flooding Study to better establish any existing capacity limitations within the wastewater network. Once the planning

scenarios are developed, the City’s modelling will be updated to assess whether local upgrades will be required. The proposed road network should provide opportunities to direct additional wastewater flows to the sewer branches which have capacity to accommodate these additional loads. The wastewater servicing strategy will ultimately have to consider the recommendations of the Basement Flooding Study.

**Table 3.3 Branch Reserve Capacity Under Design Conditions**

Branch	Reserve Capacity (L/s)
W1	1.4
W2	84.3
W3	59.7
W4	110.3
W5	110.0
E1	270.8
E2	15.8
E3	92.53
E4	45.0

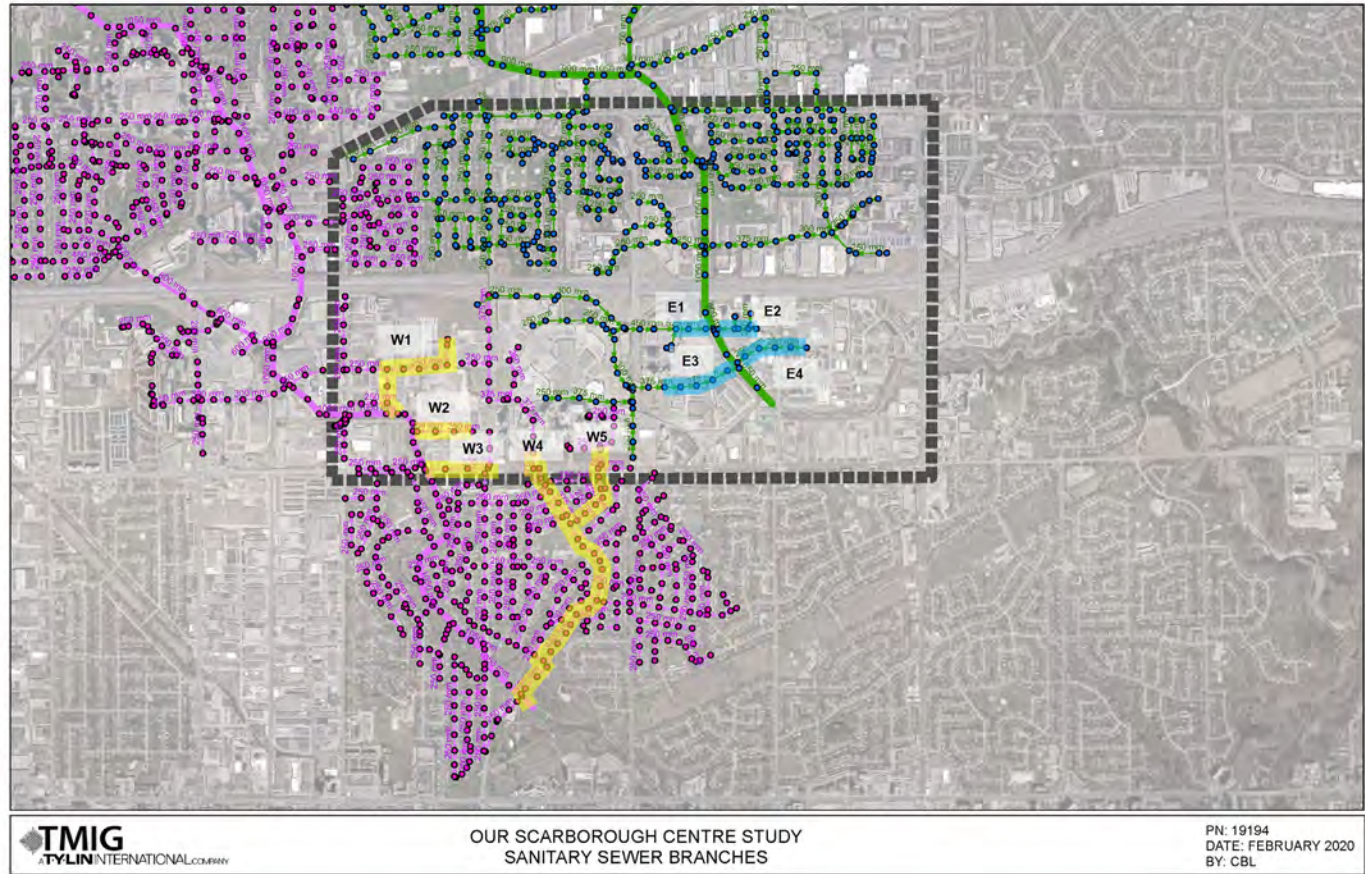


Figure 3.3 Existing Sanitary Network



The Study Area has been broken up into a number of smaller drainage areas in order to assess the capacity of the trunk storm sewers leading to

The Toronto and Region Conservation Authority initiated a feasibility and Municipal Class EA study for East Highland Creek (Markham Branch) that flows through the eastern portion of the Study Area. Previous studies have determined that the existing culverts at Corporate Drive, Progress Avenue and Bellamy Road are undersized relative to the flow in Highland Creek during severe storm events, and this Study is evaluating alternatives to remediate this flooding condition. It is understood that the Study is still in the Feasibility stage and the Municipal Class EA study has not yet been initiated.





The Study Area also straddles two different City of Toronto Basement Flooding Study Areas. Basement Flooding Study Area 59 includes the OurSC Study Area lands draining to West Highland Creek, and Basement Flooding Study Area 60 includes the OurSC Study Area lands draining to East Highland Creek. The Basement Flooding Studies for Areas 59 and 60 were recently initiated, and there is currently no information publicly available regarding these studies. The stormwater system must comply with the Basement Flooding Area studies.

Development and redevelopment in the Study Area represents an opportunity to significantly improve the quantity and quality of stormwater through tools such as green infrastructure. Achieving the current criteria will significantly reduce runoff volumes relative to the existing highly impervious sites, pollutant loadings delivered to Highland Creek and flow rates in the storm sewer systems and overland flow routes connecting to Highland Creek.

## 3.3 COMMUNITY ENERGY AND EMISSIONS

### OVERVIEW

As part of Phases 2-4 of the Study, a Community Energy and Emissions Plan will be developed for Scarborough Centre. The Study will identify strategies to integrate local energy solutions and practices that are more efficient, lower carbon and more resilient than the current state to align the development with the TransformTO climate action strategy. The overall goal of the Study is to establish a net-zero carbon emission strategy by:

- achieving the highest Tier of the Toronto Green Standard (near zero emissions);
- integrating thermal renewables (in particular via thermal network given the scale and density of the area); and
- providing resiliency to climate change/extreme weather.

The Phase 2 review captures the background research, high-level estimate of current energy consumption and an outline of methodology for estimating future development energy consumption, resiliency measures and district energy solutions that will be completed in subsequent stages of the Our Scarborough Centre Study.

### NET ZERO EMISSIONS

More than ever before, climate change and greenhouse gas (GHG) emissions are a priority on the agenda at all levels of government in Canada. In October 2019, the City of Toronto declared a climate emergency, accelerating its commitment to becoming net-zero before 2050. The City's GHG emission reduction targets are shown in Figure 3.5.

The Our Scarborough Centre Study, through the Community Energy and Emissions Plan, will explore opportunities for Scarborough Centre to reduce its energy use and GHG emissions. The focus on carbon will be balanced, however, by the economic challenge presented by the fuel-cost disparity: the cost of electricity is over five times greater than that of natural gas.

The Toronto Green Standard (TGS) Version 3 and Zero Emissions Building Framework outline the sustainable design requirements for all new developments in Toronto. In May 2022, TGS T4 will be implemented. The energy efficiency requirements of the TGS are aligned with the City of Toronto's 2050 GHG emission reduction targets (see Figure 3.5), ensuring that low-carbon design principles are integrated into new developments.

To achieve the goal of net zero emission by 2050 for Scarborough Centre, new development will be required to be in line with the highest Tier required at the time of the development application (see Table 3.4).

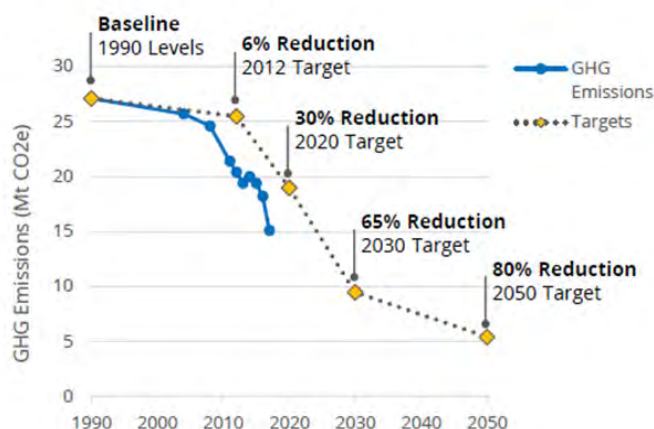


Figure 3.5 City of Toronto GHG Emissions and Targets

**Table 3.4 City of Toronto's TGS plan for energy targets**

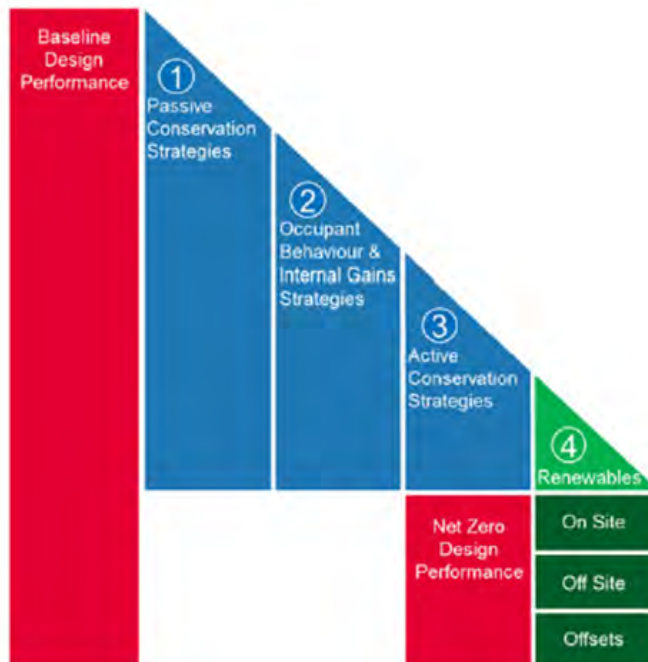
	<b>Tier 1</b>	<b>Tier 2</b>	<b>Tier 3</b>	<b>Tier 4</b>
	Minimum Performance	Incentivized Higher Performance		
<b>Current</b>	VS Tier 1	V3 Tier 2	V3 Tier 3	V3 Tier 4
<b>May 2022</b>	V3 Tier 2	V3 Tier 3	V3 Tier 4	
<b>2026</b>	V3 Tier 3	V3 Tier 4		
<b>2030</b>	V3 Tier 4			

In July 2021, Toronto City Council adopted Version 4 of the TGS to be enacted on May 1, 2022. TGS V4 reinforces the efforts to achieve zero emissions buildings by 2030 and meet 2050 GHG reduction targets, as well as expanding scope to include:

- **Embodied carbon:** Tier 2 and 3 projects to conduct a materials emissions assessment of the upfront embodied carbon of structural and envelope components;
- **Electric Vehicle Infrastructure:** 25% provision of Level 2 electrical outlets for Tier 1 and 100% EV Ready in Tier 2 for large Part 3 Buildings; and
- **Water and Ecology:** expanded sections with requirements for reducing stormwater runoff and potable water consumption, reducing urban heat island impact, increasing tree canopy and green roof coverage and enhancing biodiversity.

The energy reduction gap will be achieved through a series of recommended energy conservation measures in new construction and deep energy retrofits in existing buildings. For each building, the steps (as described in Figure 3.6) will be similar:

1. Implement passive design strategies to conserve energy / emissions through natural ventilation, daylighting, thermal mass.



**Figure 3.6 Steps to Net Zero Emissions**

2. Investigate strategies to alter occupant behaviour and internal gains to minimize the energy demand requirements of the building space.
3. Once demand is minimized, investigate strategies for Active Conservation, such as lighting upgrades, high-performance HVAC, or low-carbon energy sources such as District Energy Systems (DES).
4. Renewable Energy to offset the remaining energy use intensity (EUI).

Specific energy conservation measures will be considered through energy and emission modelling in the following Phases of the Study (see Next Steps).



## CLIMATE CHANGE RESILIENCY

Beyond GHG emissions, it is important to consider that buildings, sites and corresponding infrastructure designed today will have to accommodate an alternative climate future. The Toronto Green Standard requirements will also contribute to addressing key climate change vulnerabilities for Scarborough Centre, namely reducing the impacts of a warming climate through the urban heat island effect and preparing for increased precipitation and storm events through stormwater management and green roof retention strategies.

To better prepare for the forecasted changes to Toronto's climate, Scarborough Centre design teams will be encouraged to consider:

- Back-up power systems, which are suggested to provide at least 72 hours of support for domestic water (hot and cold), elevator service, space heating, lighting and receptacle power;
- Design solutions that allow building systems to be adapted to future climatic conditions. Examples could include the ability to add shading devices at a future date, previous materials and expanded stormwater infrastructure to accommodate increased precipitation events or additional system cooling capacity;
- Enclosure strategies like low window to wall ratios, thermal breaks at balconies, airtightness and operable windows to improve the thermal comfort and passive survivability of the building;
- Building materials selected for durability during flooding events, and buildings designed to

operate despite water incursion from major rain events, forecasted to become more frequent; and

- Community security through disaster planning and resource sharing.

Working resiliency in the site and building design and equipment selection inevitably has an impact on the project cost. As a result, it is important to consider the business case for resiliency and how to recoup the investment. This could encompass:

- higher perceived value because of the resilient features and the ability to market these;
- lower operating costs from thermal envelope improvements;
- reduced insurance premiums; and
- increased safety.

## LOW-CARBON ENERGY SOURCES

Scarborough Centre will be seeking innovative methods to provide low-carbon energy to buildings to serve as a showcase for sustainability. To accomplish this goal, a layered approach to low-carbon sources will be pursued via district energy, central plant options, and off-site energy and offsets.

In order to provide a high-level roadmap for low-carbon solutions, a detailed understanding of the district's energy consumption patterns will need to be established. Annual energy consumption, fuel-type consumption, time of use and peak demands will all influence the opportunities. These estimates will be performed in future Phases of the Study using baseline energy data and forecasted energy modelling.

## CURRENT ENERGY CONSUMPTION

Without utility bill data available for each existing building at Scarborough Centre, the approach taken to estimate the current energy consumption is to estimate the energy use intensity (kWh/m<sup>2</sup>) by typology, based on similar building stock in Toronto. The 2014 Scarborough Centre Community Energy Plan established a set of energy use intensity (EUI) values for the existing building stock broken down by fuel use: electrical and thermal. These EUI values (shown in Table 3.5) were used for the baseline annual energy estimate.

Figure 3.7 shows that the district is expected to consume over 320 GWh of energy per year. The breakdown expected by fuel source is 55% thermal and 45% electrical. As expected by the GFA breakdown for the district, the majority of the energy is consumed by residential buildings (59%), with contributions from office (20%), other commercial (15%) and civic (6%).

**Table 3.5 Existing building energy use intensity (EUI) estimates (kWh/m<sup>2</sup>)**

	Electrical EUI	Thermal EUI	Total EUI
<b>Residential</b>	124	170	294
<b>Commercial</b>	210	218	352
<b>Civic</b>	225	237	462
<b>Office</b>	164	188	352
<b>Garage</b>	30	0	30

This Scarborough Centre Baseline will be used as a basis for evaluating energy conservation measures for existing building retrofits to support a net-zero emissions site. Future building forecasts will be made using archetype energy models.

## NEXT STEPS

The next steps of the Community Energy Emissions Study include:

- estimate future development energy consumption;
- use archetype energy models to estimate the impact of best practice energy conservation measures to identify a pathway to net zero carbon;
- research and create District Energy solutions specific to Scarborough Centre;
- develop resiliency measures for Scarborough Centre; and
- final reporting and presentation.

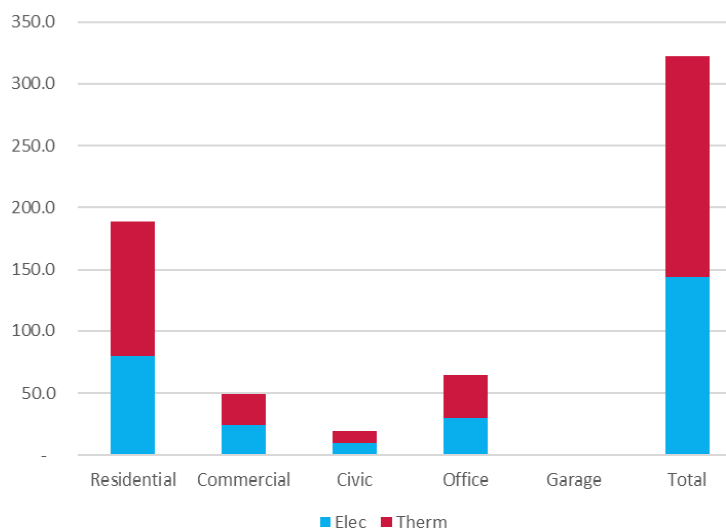


Figure 3.7 Estimated existing building annual energy use (GWh/year)

## 3.4 COMMUNITY SERVICES AND FACILITIES

Community Services and Facilities (CSF) form the foundation of social infrastructure in a given area. They constitute schools, libraries, childcare facilities, community recreation and a host of human services agencies. These support immigrants, families, seniors, women, youth and individuals who need assistance in areas related to employment, specialized healthcare, disability, homelessness and even affordable legal services.

In July 2020, the City compiled an inventory and description of existing community services and facilities in the defined Study Area (Figure 3.8) through a review of existing service and capital plans and consultation with City Divisions, Boards and Agencies. Consultation with human service agencies in the area was undertaken in the Summer of 2021 to supplement the information provided here (see Chapter 8.6). Additional consultation will be held with relevant City Divisions, Boards

and Agencies when built form modeling has been completed. This will inform the development of a Community Services and Facilities Strategy for the Our Scarborough Centre Study.

The CSF Study Area comprises lands generally bounded by Midland Avenue to the west, the rail corridor to the north, Markham Road, East Highland Creek and Scarborough Golf Club Road to the east, and Lawrence Avenue East to the south (Figure 3.8). These lands capture the entirety of the Scarborough Secondary Plan and the surrounding area. A demographic and socio-economic overview of the Study Area and the Centre was prepared based on Census data from 2001 to 2016 to understand the current state of the community and identify trends over time to help contextualize how future change may impact community service facilities. Key demographic highlights of the Study Area including Scarborough Centre are shared below.

### Demographic highlights of Study Area (2016 Census):

- **Population:** 65,505 people live in the Study Area, which includes 14,105 people living in Scarborough Centre. The Centre accounts for the 95% of population growth in the Study Area between 2001 and 2016.
- **Families and Households:** The percentage of families with children in the Study Area is 70% and Centre is 57%, in comparison with the City average of 65%.
- **Immigration:** Approximately 60% of both the Study Area and Centre's population are immigrants, compared to 47% for the City as a whole. The higher percentage of non-permanent residents and younger age demographic could reflect an international student population living in the area.
- **Mobility:** The population of the Centre is significantly more mobile than that of the Study Area and the City. Nearly 64% of the total population of the Centre moved in the five years preceding the 2016 Census. Of the "Movers" population, 38% moved from within Canada while 62% (2,275 people) moved from outside Canada.
- **Income:** Income earnings in the Centre are lower than both the Study Area and the City average, and a higher percentage of both renter and ownership households spent more than 30% of their income on shelter.
- **Employment:** The employment participation rate of the Study Area is 58% and for Scarborough Centre is 61%, both being lower than City average.



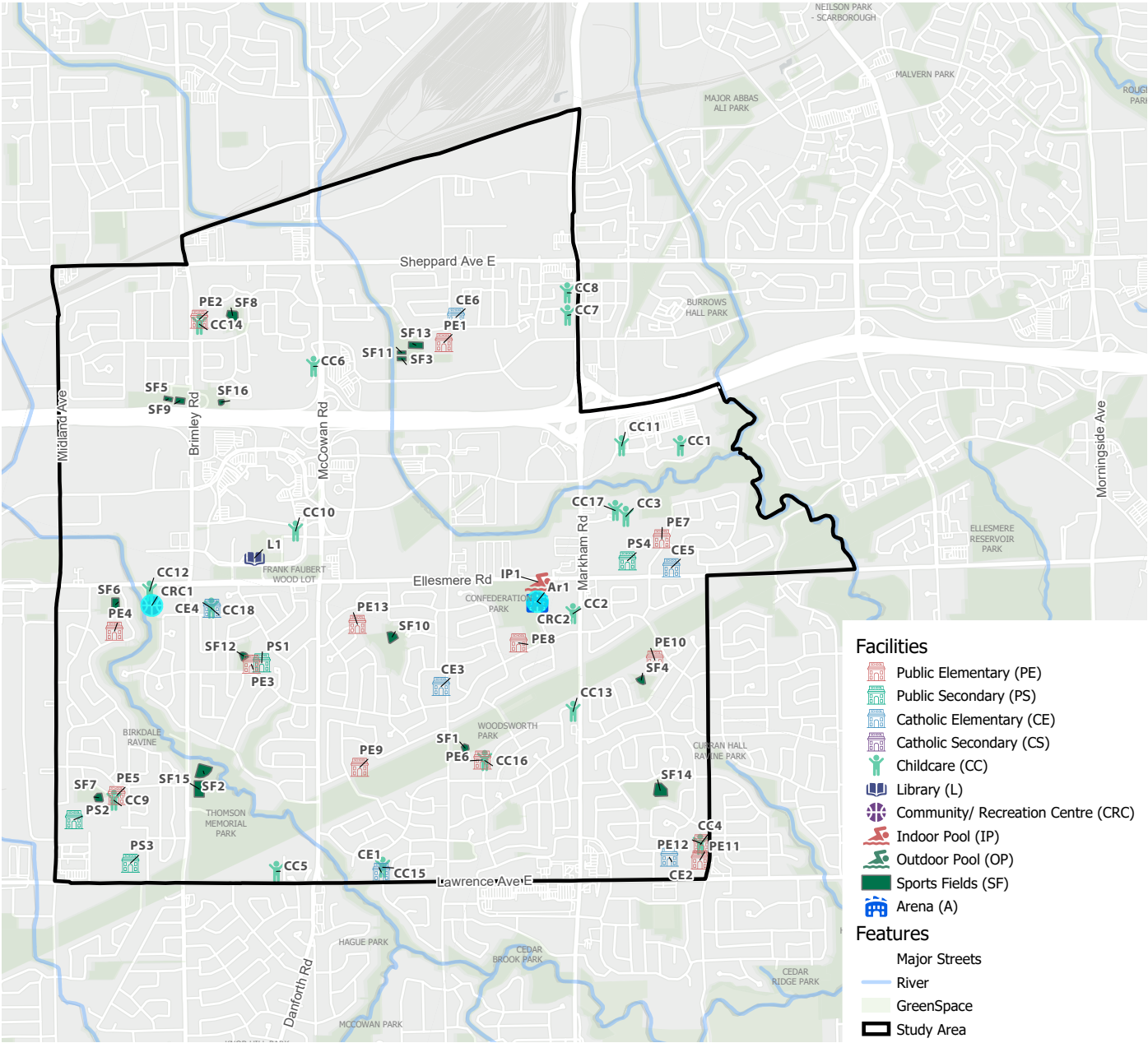


Figure 3.8 Community Services and Facilities Study Area Boundary

Table 3.6 shows the CSF sectors, an overview of services and preliminary assessment of future needs.

**Table 3.6 Sector Inventory and Analysis**

Facilities	Current Condition	Future Assessment
Child Care, EarlyON Child and Family Centres	<ul style="list-style-type: none"> <li>20 child care facilities currently with a total capacity of 1,646 spaces.</li> <li>74% of these spaces are for pre-schoolers and up.</li> <li>Fee subsidies are accepted at 17 of the 20 facilities.</li> <li>Eight EarlyON Child and Family Centres in the Study Area.</li> </ul>	<ul style="list-style-type: none"> <li>Despite a number of capital projects underway or planned in the Study Area, additional child care facilities will be required to meet the City's provision level target and support future growth in Scarborough Centre.</li> <li>The total number of new child care centres that may be needed will be based on the magnitude of anticipated growth in the Centre.</li> </ul>
Libraries	<ul style="list-style-type: none"> <li>Libraries in the Study Area include Scarborough Civic Centre Library, Cedarbrae District Library, Bendale Public Library, Burrows Hall Library and Agincourt District Library.</li> <li>Scarborough Civic Centre Library is the only branch located within the Study Area and serving the Secondary Plan area. As a neighbourhood branch, the Scarborough Civic Centre Library has a service radius of 1.6 km and is intended to serve a minimum of 25,000 people. Opened in 2015, the library is 14,500 ft<sup>2</sup> and includes a Digital Innovation Hub and KidsStop Early Literacy Centre. It also features a 792 square foot meeting room that can accommodate up to 40 people lecture style and 17 computer workstations. In 2016, the library's catchment population was 35,445.</li> </ul>	<ul style="list-style-type: none"> <li>The Toronto Public Library's Facilities Master Plan identifies several branches surrounding the Study Area as long-term expansion opportunities that could assist in managing future growth and demand in Scarborough Centre.</li> </ul>
Community Recreation	<ul style="list-style-type: none"> <li>Various City-operated indoor and outdoor recreation facilities operate within the Study Area. These include Centennial Recreation Centre, a large centre with an indoor pool and arena, and Birkdale Community Centre, a smaller centre.</li> <li>Area is also served by the Scarborough Centre YMCA which is located within the Secondary Plan.</li> </ul>	<ul style="list-style-type: none"> <li>The Study Area is currently adequately served by existing community recreation centres based on the City's service level standard (1:34,000 people).</li> <li>Central Scarborough lacks access to indoor pools and gymnasiums.</li> <li>The Parks and Recreation Facilities Master Plan identifies Centennial Recreation Centre for replacement as an expanded regional centre.</li> <li>The redevelopment of Centennial Recreation Centre will need to consider existing service gaps and growth in Scarborough Centre.</li> </ul>

Schools	<ul style="list-style-type: none"> <li>• TDSB has 17 schools in the Study Area comprised of 13 elementary schools and four secondary schools.</li> <li>• TCDSB has six elementary and no secondary schools in the Study Area.</li> </ul>	<ul style="list-style-type: none"> <li>• TDSB has a number of planned studies and an identified capital project to manage elementary enrollment in the Study Area. Current utilization rates indicate capacity within existing schools to serve future growth. Further information is required on the status of the Board's plans for 705 Progress Road.</li> <li>• TCDSB has existing capacity in the elementary schools located closest to Scarborough Centre. Further information is needed to understand their long-term projections and any future capital projects.</li> <li>• While there is indication of existing capacity and planned studies as part of ongoing monitoring and long-range planning within both school boards, there will be further engagement on Scarborough Centre's growth potential as part of the OurSC Study. This will help further inform each board's future accommodation and capital planning processes.</li> </ul>
Human Service Agencies	<ul style="list-style-type: none"> <li>• Around 28 human services agencies operate within the Study Area provide youth, family and homelessness services; employment training and immigrant services; health, medical and disability services; and seniors services.</li> <li>• These services are located in a wide variety of spaces that range from typical office space to permitted space in schools or places of worship.</li> </ul>	<ul style="list-style-type: none"> <li>• There are clusters of community agencies operating in the Study Area. Further consultation is required to better understand the sector's capacity to serve existing and future residents.</li> </ul>



## HUMAN SERVICES AGENCY CLUSTERS

Reflecting the demographic profile of the Study Area and the Centre, there is a prevalence of human services agencies (see Table 3.7) that support vulnerable populations as well as new immigrants. There are also clusters of agencies that support seniors' care and wellness such as seniors who are newcomers, those living in poverty and individuals with chronic conditions. Several agencies provide support in healthcare, from fitness and recreation to family planning, counselling and programs for

recovering addicts. Services for youth, families, people with disabilities and low-income households are also provided by a group of agencies. As outlined in Chapter 8.6, consultation with human service agencies throughout the Study will inform the development of a Community Services and Facilities Strategy for Scarborough Centre. Initial consultation with participating agencies has identified the need for better coordination and accessible, flexible space to respond to present and future demand.

**Table 3.7 Human Services Agency Clusters Inventory**

Facility type (number of agencies)	Example of Services	Providers
Employment Help (7)	Services include comprehensive employment and job search services; job search strategies, job interview skills, information about careers and occupations, local labour market, employment and training opportunities. Literacy and basic skills training and helping learners prepare for employment, apprenticeship, secondary-school credit, post-secondary education and greater independence.  Debt management and consolidation programs and personal money management counselling.	<ul style="list-style-type: none"> <li>Providers include a mix of non-profits and regional government</li> </ul>
Senior Services (5)	Adult day program, supervised program of social, recreational, and wellness activities for seniors or adults who are physically frail, have a cognitive impairment, or are socially isolated. Support services for newcomers, those living in poverty, individuals with several chronic conditions. Acute care hospital, geriatric care, Rapid Access Addiction Medicine (RAAM) Clinic.	<ul style="list-style-type: none"> <li>Providers include a mix of non-profits, local and regional government</li> </ul>
Health Services (5)	Sexual health clinic and family planning services. Community based day treatment programs, separate programs for women and men, comprehensive assessment and treatment planning, trauma informed care, counselling, group counselling, addiction education and nicotine. Fitness, aquatics, sports and recreation programs for all ages and abilities, individuals, couples and families. Hospital emergency department. Sexual Assault and Domestic Violence Program.	<ul style="list-style-type: none"> <li>Non-profits</li> </ul>
Youth Services (4)	Children's mental health centre, comprehensive range of specialized care and treatment programs for young parents, their children, partners and families, parenting support groups. Support for applications and transition to full time postsecondary study, counselling and case management services, including intensive mental health interventions.	<ul style="list-style-type: none"> <li>Non-profits</li> </ul>

Family Services (3)	<p>Counselling including anger management, partner assault program, grief and marriage counselling, legal services, tenant board, labour, employment, training supports and career advice for social assistance recipient. Early learning and literacy programs, parent/caregiver and child programs, parenting groups and workshops.</p> <p>Settlement services for immigrants and refugees, individual, family and youth counselling, information and referral, education and vocational counselling, individual and community advocacy, child and youth programs.</p>	<ul style="list-style-type: none"> <li>Non-profits</li> </ul>
Immigrants & Newcomers Services (3)	<p>Multiservice centre for newcomers, settlement Service Centre, assessment, information and referral, supportive counselling, community outreach, education and workshops, support with finding housing, accessing child care, health care.</p> <p>Participates in LINC (Language Instruction for Newcomers to Canada) in English. Family Literacy Program -- language and age appropriate</p> <p>Information and Orientation Services -- settlement services for newcomers who have been in Canada for less than 4 years, including landed immigrants, Convention refugees and foreign-born Canadian citizens, orientation, and information sessions.</p>	<ul style="list-style-type: none"> <li>Non-profits</li> </ul>
People with Disabilities Services (3)	<p>Specializing in life and social skills for people with intellectual disabilities, developmentally delayed and autism. Day program for the developmentally delayed to service persons with intellectual and physical disabilities. Pre-employment training, employment counselling and placement, employment supports for clients of the Ontario Disability Support.</p>	<ul style="list-style-type: none"> <li>Non-profits</li> </ul>
Low-Income Households Services (2)	<p>Drop-in respite centre (capacity - 49); Member agency of Toronto Drop-in Network (TDIN); Food bank.</p>	<ul style="list-style-type: none"> <li>Non-profit</li> </ul>
Legal Help (1)	<p>Community legal clinic - deals primarily with tenant issues, social assistance, pensions, employment law, immigration law, subsidized housing. Occasionally provide representation, summary advice in domestic violence cases, community education and referrals.</p>	<ul style="list-style-type: none"> <li>Non-profit</li> </ul>
Women Services (1)	<p>Information and referral, counselling services for women dealing with, leaving or recovering from abuse, educational courses and workshops on topics such as healthy relationships, anger, self-esteem, family law, life skills, leadership development.</p>	<ul style="list-style-type: none"> <li>Non-profit</li> </ul>
SC Civic Centre (1)	<p>Responsibilities include making recommendations to City Council on local planning and development and on neighbourhood issues such as traffic plans, parking regulations and exemptions to certain City bylaws.</p>	<ul style="list-style-type: none"> <li>Regional government</li> </ul>
Francophone Services (1)	<p>Capacity building and pre-employment program, sewing, knitting, pottery training, craft workshops, cultural adjustment, partnership with other francophone organizations, anglophone universities and schools. 4 to 8 week entrepreneurship programs.</p>	<ul style="list-style-type: none"> <li>Regional government</li> </ul>

# **4.0 ANALYSIS AND IDENTIFICATION OF OPPORTUNITIES AND CONSTRAINTS**

This chapter analyzes Scarborough Centre's strengths, weaknesses, opportunities and threats and defines a preliminary problem and opportunity statement.



## 4.1 STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT) ANALYSIS

A SWOT analysis for Scarborough Centre was undertaken to assess areas of strengths, weaknesses or threats and explore opportunities by six key areas of focus.

### 1. PUBLIC REALM

#### Strengths

- The Albert Campbell Civic square is a significant public space, a gathering point and a destination for community related activities.
- The public library and associated outdoor amenity space is well used by the residents in the area.
- Frank Faubert Woodlot is another public space frequented by the local community.

#### Weaknesses and Threats

- In general, the public realm in Scarborough Centre is limited and disconnected. The pedestrian realm along streets is uninteresting, narrow and uninviting. It is characterized by large building setbacks, swaths of surface parking, lack of sufficient landscaping including street trees and insufficient street furniture. The centre in general is auto-oriented and not an attractive area in which to walk.
- Navigating grade changes within and around Albert Campbell Civic square is confusing and challenging, and lack of active uses such as

cafés or retail to line the square makes it an inactive and underused space for most times of the day.

- The concentration of retail as well as the food court at Scarborough Town Centre Mall makes it difficult for other local cafes and food establishments to be successful in attracting residents or visitors. The retail food and café spaces fronting on to streets, Civic Plaza and Albert Campbell Park are only frequented in the evening hours when residents return from work.
- Due to the high concentration of paved surfaces and parking in the Centre, the urban heat island effect could make the public realm uncomfortable. Further, the public realm may be prone to flooding in extreme weather events.

#### Opportunities

- The public realm within Albert Campbell Square could be improved, for example, by adding some retail openings onto the civic plaza. Having additional residential density to serve retail throughout the day will be helpful.
- The new Secondary Plan could present an opportunity to add more public spaces such as squares, plazas and Privately-Owned Publicly Accessible Spaces (POPS) and improve the pedestrian realm by planning for complete streets that are pedestrian friendly, safe,

inviting, vibrant and supported by retail and amenities such as street trees, landscaping and street furniture.

- The Study provides opportunities to mitigate the urban heat island effect and flooding due to extreme weather events by introducing green infrastructure elements where possible.
- The new Secondary Plan provides an opportunity to plan for de-concentration of retail by creating attractive and inviting streets and public spaces that serve as anchors of community life throughout the Centre.

## 2. PARKS AND OPEN SPACES

### Strengths

- The Woodlots to the south of the Scarborough Civic Centre (Frank Flaubert Woodlot) and East Highland Creek corridor provide natural open spaces for the community.
- A future park and school site at Progress Avenue have been secured, which has the potential to incorporate active recreation facilities.
- There are many large sites throughout the Study Area that will be required to provide large public parkland dedications as they are redeveloped, thereby substantially increasing the amount of parkland in the Study Area.
- West Highland Creek, which is in very close proximity to the Centre, is an asset.

### Weaknesses and Threats

- Access to the existing green open spaces around East Highland Creek is inconvenient and unsafe.

- Any development in the flood plain will need to consider TRCA requirements.
- Generally, there is insufficient green, accessible, open spaces and parks, particularly those that incorporate active recreation amenities.

### Opportunities

- Build a robust and well-connected network of parks of various sizes and functions, from urban parks to more naturalized areas, and other open spaces such as public squares/plazas, greenways, etc.
- Provide safe and convenient access to a variety of green open spaces through trails, bike paths and walkways.
- Integrate green infrastructure and Low Impact Development techniques such as bioswales, retention ponds and other natural stormwater features as part of new open spaces to mitigate flooding in extreme storm events where appropriate.
- Create spaces that support enjoyment, passive recreation and, where appropriate, gathering within naturalized parks. Frank Faubert Woodlot could be enhanced by adding seating and gathering spaces that encourage visitors to stay and relax rather than use the woodlot solely as a walkway connection.

## 3. LAND USE MIX

### Strengths

- Scarborough Centre has a balanced mix of retail, commercial, residential, employment, open space and industrial uses.

- **Housing:** The area has high density through residential towers that make up the majority of the housing typology in the area.
- **Retail:** Scarborough Town Centre (STC) Mall serves as a local and regional anchor to attract people to the area.
- **Employment:** Scarborough Centre has a large civic and office precinct. STC also serves as a concentrated employment area for the retail sector. Corporate offices and big box retailers are also spread across the area, mostly to the north.

### Weaknesses and Threats

- There are very few truly mixed-use areas and most of them exist in new developments with retail spaces located at grade. Industrial uses, the shopping mall and other areas are largely single use and auto-oriented.
- The presence of concentrated retail at STC may serve as a challenge to spread out retail across the Secondary Plan area.
- There are a lot of similar housing typologies especially towers.
- The area is in the middle of an employment district, and the edges of employment uses pose a challenge. The boundary of the Secondary Plan area, which bisects the employment area on the west, necessitates more thoughtful planning for an appropriate transition and connection to areas beyond.
- Attracting new employers has been a challenge in recent developments due to market forces that favour residential development in high density areas. The parking rates applicable to office development also inhibit

office development, which becomes land consumptive on surface or expensive if provided underground.

### Opportunities

- With new housing and increased density, there may be opportunities to spread out and integrate retail in new developments. The STC mall can be re-envisioned to better integrate with its context, moving away from an inward-looking mall to more outward-facing retail, and potentially adding a mix of uses and density in response to the future Scarborough Subway Extension.
- Introduce more diverse forms of housing to break the monotony of towers that currently exist by potentially incorporating mid-rise and/or townhouse components.
- Create distinct mixed-use neighbourhoods/districts where live-work-play uses are within easy walking and biking distance. Add more flexible forms of office space including live-work units, etc.

## 4. BUILT FORM

### Strengths

- The area has a range of built form typologies from low-rise, mid-rise to high-rise with a number of unbuilt sites that provide opportunity to add more built form diversity and interest.
- There is some presence of iconic and heritage buildings such as Scarborough Civic Centre that are unique and considered landmarks.



## Weaknesses and Threats

- Currently, Scarborough Centre is predominantly auto-oriented with a mostly tower-on-podiums built form character. Large setbacks, single-use buildings and multiple surface parking lots make an uninteresting built environment.
- Many sites are going to be redeveloped and it will take time to achieve full build-out. The challenge will be to ensure the area adequately meets the needs of existing residents during that time and each phase of growth develops as a complete community. Also, there are some sites that are likely not going to change for a long time (potentially decades).

## Opportunities

- A diverse built form with a mix of heights, densities and uses will help make an interesting built environment.
- Active uses on the ground floor, parking hidden from public sight and a generous pedestrian realm can help transition the area to an urbanized and walkable environment.
- There are elements that can make the area feel whole and complete while the Centre achieves its full build out. In particular, investment in new parks, streets, trails and public spaces should be prioritized.

## 5. TRANSIT AND CONNECTIVITY

### Strengths

- Scarborough Centre has good connectivity to higher order transit and easy access to highways. In the future, it will be better connected to the City with the Scarborough Subway Extension. There is also convenient access to bus service.

### Weaknesses and Threats

- The area is generally not pedestrian- and bike-friendly.
- Last-mile connectivity is a challenge for residents given an unpleasant and disconnected walking and biking environment.
- Highway 401 and arterials serve as barriers to pedestrian and biking connectivity.
- Wayfinding is a challenge.

### Opportunities

- Concentrate maximum density near transit stations.
- Create a well-connected and safe pedestrian and biking network with routes to transit stations and elements that support wayfinding.
- Employ creative ways to mitigate barriers to connectivity such as highways and arterials through a generous pedestrian realm, public art, parks and green connections.
- Make bus stops attractive, accessible and safe places for transit users.

## 6. COMMUNITY

### Strengths

- Scarborough Centre is a diverse area with residents, workers, and visitors of all ages, cultures, ethnicities, income levels and household and family sizes, amongst other factors, and with a variety of community facilities and services.

### Weaknesses and Threats

- There are monetary barriers to using the YMCA compared to a public community centre.

### Opportunities

- Continue to support diversity and inclusivity within the community. A diverse mix of housing types including rental units can help meet demands of people from different income groups.
- Plan for community services and facilities to be easily accessible and well-distributed in order to meet the needs of diverse people from different age groups, ethnicities, income groups, etc.
- Assess existing and future locations of community facilities based on service delivery models, accessibility and connectivity.

## 4.2 PRELIMINARY PROBLEM AND OPPORTUNITY STATEMENT

Scarborough Centre has a lot of unrealized potential. The challenge is to make it a vibrant, liveable and complete community. Currently, Scarborough Centre is predominantly auto-oriented, characterized by many surface parking lots and buildings that have a similar character, with many towers on podiums.

The public realm in Scarborough Centre is limited and disconnected with the exception of the civic district's Civic Centre, library, square and woodlot. The existing open spaces, Frank Faubert Woodlot and East Highland Creek corridor are not easily accessible and there is a lack of sufficient green open space and parkland for the community.

The walking and biking infrastructure is disconnected, unpleasant, unsafe and confusing, making access to daily needs and last-mile connectivity to public transit challenging.

Further, most of the area is characterized by single-use districts such as the industrial uses to the east and west and Scarborough Town Centre Mall where retail is concentrated. There is a lack of housing diversity with towers making up the predominant housing typology in the area.

The tree canopy coverage in the Centre is also very limited with the exception of a few parks, open spaces and the woodlots.

Furthermore, given its development pattern there is a prevalence of large swaths of impervious surfaces including streets, driveways, surface parking, deep setbacks and large roof surfaces, which make for a harsh urban environment. This also impacts the natural storm water retention capacity and micro

climate of the Centre, therefore having implications on resiliency towards extreme climate events.

Today Scarborough Centre remains a work in progress. The review of the Secondary Plan, in light of the future Scarborough Subway Extension (SSE), presents many opportunities to address the challenges Scarborough Centre faces towards becoming a complete, sustainable and resilient community.

The public realm can be significantly enhanced by introducing more public spaces such as squares, plazas and Privately-owned Publicly Accessible Spaces (POPS).

Complete streets can help create a generous, inviting and safe pedestrian realm, making the community pedestrian- and bike-friendly.

Existing open spaces can be connected to a new network of parks of various sizes and functions, and other open spaces such as public squares/plazas and greenways to ensure safe and convenient access to nature and passive and active recreation opportunities within a short walking distance. These can be connected through trails, bike paths and walkways where possible.

Mixed use development and a diverse built form with a mix of heights, densities and uses will help create distinct neighbourhoods with live-work-play opportunities in close proximity.

Concentrating maximum density near the future subway station will help provide residents with easy access to public transit and reduce auto



dependence. To help improve last-mile connectivity, well-connected and safe pedestrian and biking routes to transit stations will be provided.

Opportunities for site and built form design that enhances the resiliency of the Centre can be explored, which may include integration of green infrastructure on streets, parking surfaces, buildings and open spaces, sustainable building design standards and other innovative measures.

Scarborough Centre should continue to support diversity and inclusivity within the community. Through diverse and affordable housing options, it can meet the needs of residents of various income groups, family sizes and age groups.

Community services should be planned to ensure programs and services are accessible and can respond to the changing needs of the community. While community facilities such as the library, YMCA and Toronto Public Health are currently concentrated in one area, the distribution of facilities may or may not be desirable depending on the type of facilities and final planning framework. For example, child cares may be distributed throughout residential and commercial areas, while other facilities that serve a broader catchment area may be centralized for operational efficiencies and synergies between different uses and amenities.

# 5

## **SCARBOROUGH CENTRE AREA - PLANNING AND DESIGN ANALYSIS**

This broad planning and urban design analysis tackles Scarborough Centre's existing and Phase 1 planned conditions.

## 5.1 INTRODUCTION

### EARLY ORIGINS

Scarborough Centre was a product of the former City of Scarborough's desire, in the late 1960s, to create a master planned downtown. A rural township that boomed rapidly in the post-war era, Scarborough lacked an historic city centre as a natural focal point for growth.

Designed by Toronto architect Raymond Moriyama, major moves included a central shopping mall (which was seen as a true 'town centre'), a city hall, blocks of apartments oriented around internal courtyards, and a network of pathways and

pedestrian bridges. Buildings were set back from streets or buffered with landscape.

North York, Mississauga, Markham and Vaughan would all later go ahead to create their own downtowns. However, in contrast to these more traditional visions, Scarborough Centre was influenced by post-war planning ideas that had been experimented in places like Don Mills.

Over time, the vision evolved (see pg. 68). In particular, fewer residential buildings were constructed, and their design shifted away from courtyards. Line 3 (the SRT) was first proposed in 1972 and entered operation in 1985.

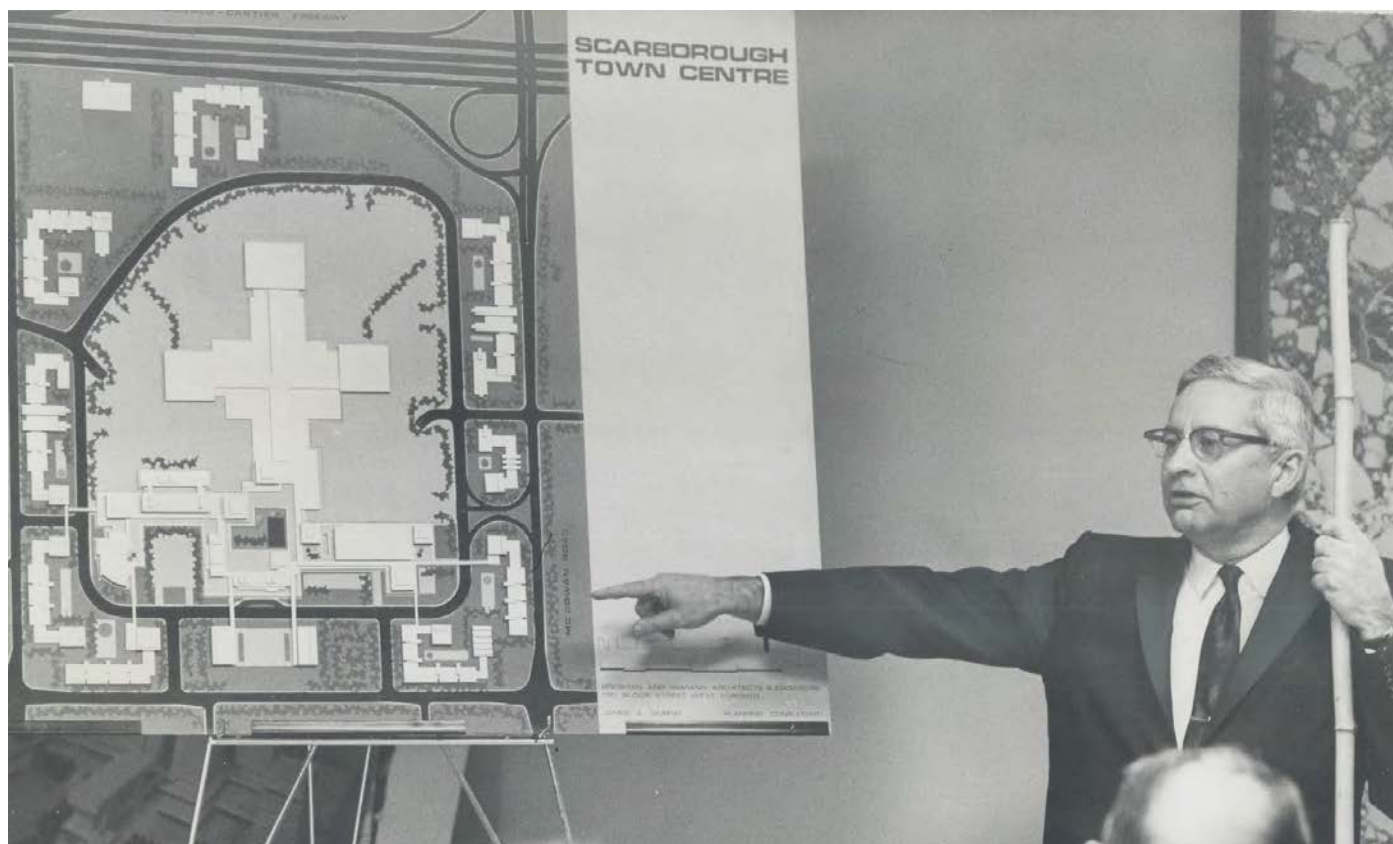


Image: Scarborough Mayor Albert Campbell unveils the original plans for the Scarborough Town Centre, 1969. Credit: Graham Bezant, Toronto Star Photo Archive.

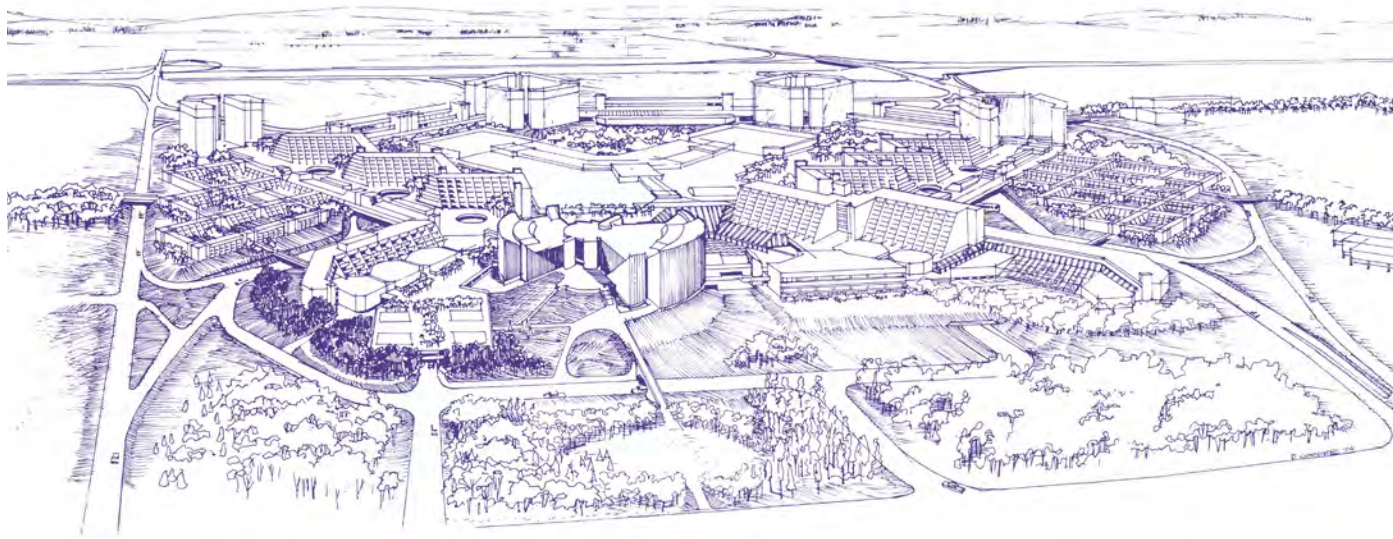


Image: Raymond Moriyama's bold vision for Scarborough Centre, 1974 (facing north), a green and inward-focused space characterized by terraced apartments, townhouse courts and a shopping mall. Note the changes from the 1969 plan (previous page), which include preserved woodlots, a "Y" rather than cross-shaped mall and a different approach to residential buildings. Credit: Moriyama and Teshima Architects.



Image: Scarborough Centre as realized, 1983 (facing west). The Civic Centre, Town Centre Mall and (some) woodlots appear as planned. However, notice the much greater presence of surface parking, as well as the SRT running through the middle of the Centre. Credit: Jim Russell, Toronto Star Photo Archive.



In its original design, Scarborough Centre comprised an area roughly bounded by Highway 401, and Brimley, Ellesmere and McCowan Roads. Today, this area approximately matches the Town Centre Commercial and Civic Precincts.

By contrast, the Brimley and McCowan Precincts, excluded from the original plan, developed conventionally. They were originally characterized by industrial and warehousing uses, as well as some freestanding retailers. Blocks were large and coarse and few parks were provided, as is typical in industrial areas. However, both precincts have gradually been transitioning to office and residential uses, which necessitates a greater density of streets and public spaces.

One of the challenges associated with planning the current Scarborough Centre lies in its uneven history, and the need to stitch together the idealistic original design with the incrementally developed Brimley and McCowan Precincts.

## HOW TO READ THIS ANALYSIS

This chapter will provide a detailed urban design analysis of Scarborough Centre, covering its mix and integration of uses, blocks and buildings, systems of connectivity and parks and open spaces.

Reading this analysis will require an understanding of where the focus is on the existing condition and where the focus is on the Phase 1 planning work, as well as the ways in which precincts are referenced versus the area as a whole.

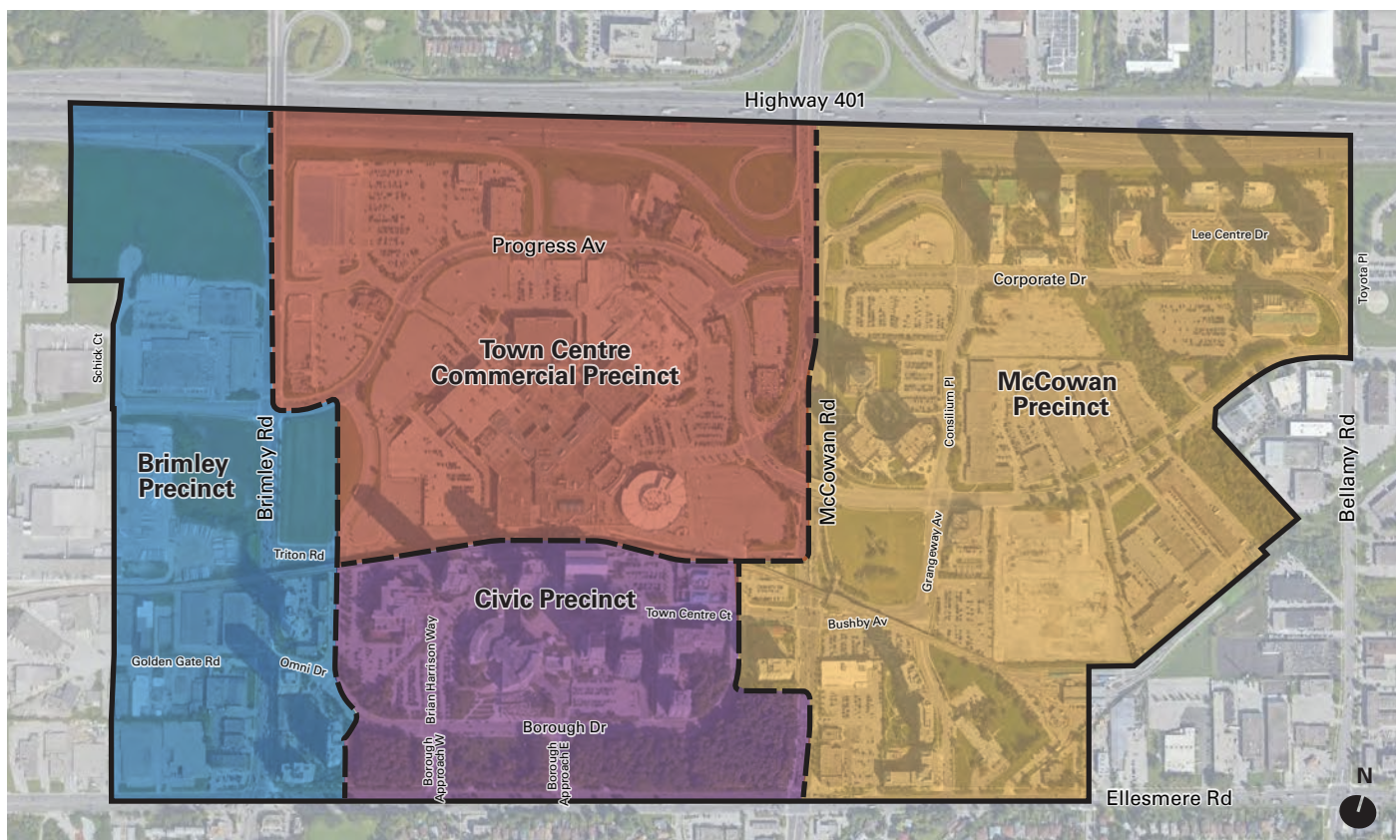


Figure 5.1 Precincts of Scarborough Centre from the current Secondary Plan. The OurSC Study will provide recommendations for changes to these.

## A COLLECTION OF PRECINCTS

Scarborough Centre is divided into four precincts under the current Secondary Plan (see Figure 5.1). This urban design analysis will make frequent reference to these existing precincts, although the Study will go on to recommend changes to their boundaries as part of the future restructuring of the Centre.

The four precincts include:

- The **Town Centre Commercial Precinct**, including the Scarborough Town Centre Mall, parking areas and outlying commercial uses.
- The **Civic Precinct**, including the Scarborough Civic Centre, Library, Albert Campbell Square, the woodlots and a number of commercial and residential buildings.
- The **Brimley Precinct**, mostly covering lands west of Brimley Road (but also some properties along its immediate east).
- The **McCowan Precinct**, mostly covering lands east of McCowan Road, but also including two small blocks to its immediate west.

## EXISTING CONDITION VERSUS PHASE 1

This urban design analysis has the task of describing and analysing two very different conditions: Scarborough Centre as it exists today (Figure 5.2-5.3), and the Phase 1 Plan for Scarborough Centre (Figure 5.4-5.5), which represents the most up-to-date planning for the area.

Where possible, the review has focused on the Phase 1 Plan to avoid repetition of previous analyses (Phase 1 itself was based upon an existing condition analysis). Specifically, Phase 1 strategies have been reviewed with respect to:

- Connectivity, including roads, trails and other movement corridors (the Phase 1 Plan based its connectivity approach on the previous Transportation Master Plan); and
- Open spaces, including parks, natural areas and Privately-owned Publicly Accessible Spaces (POPS).

Where some topics were not covered by the Phase 1 Plan, this Study has focused on an analysis of the existing condition, and where appropriate also considered unbuilt developments that have been approved. These include:

- Land use distribution and proximity; and
- Built form.





Figure 5.2 The existing condition, as seen in an aerial photograph

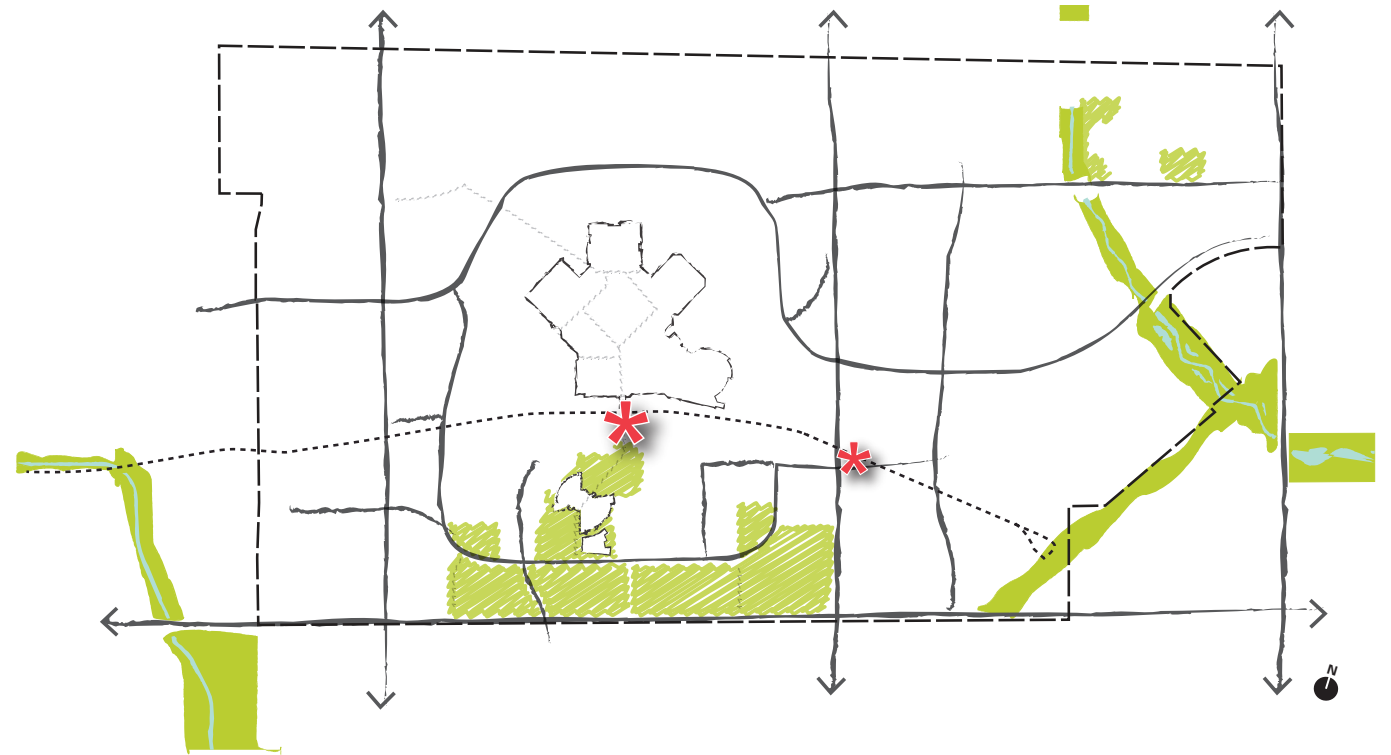


Figure 5.3 Key elements of the existing condition, including the Scarborough Town Centre Mall, Civic Centre, Albert Campbell Square and woodlots. The red asterisks indicate the location of the current Line 3 (SRT) stations, Scarborough Town Centre and McCowan.



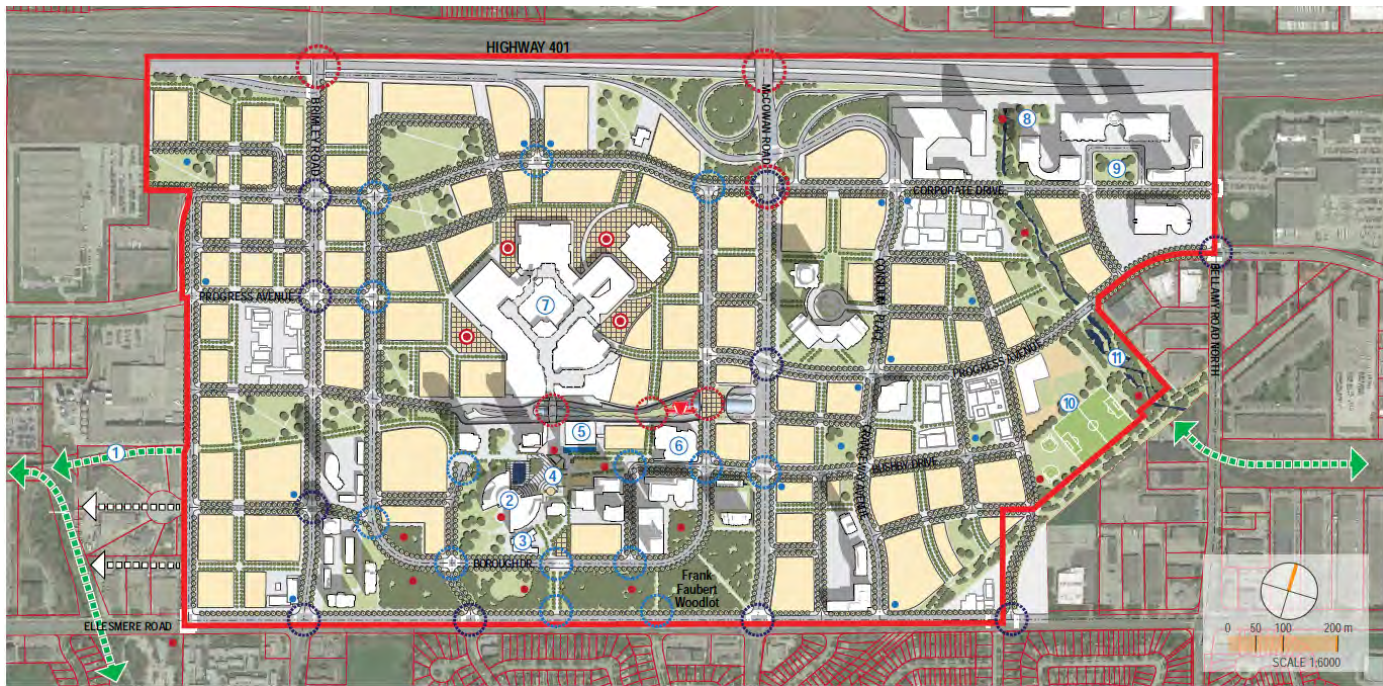


Figure 5.4 The Phase 1 Master Plan being reviewed in this report

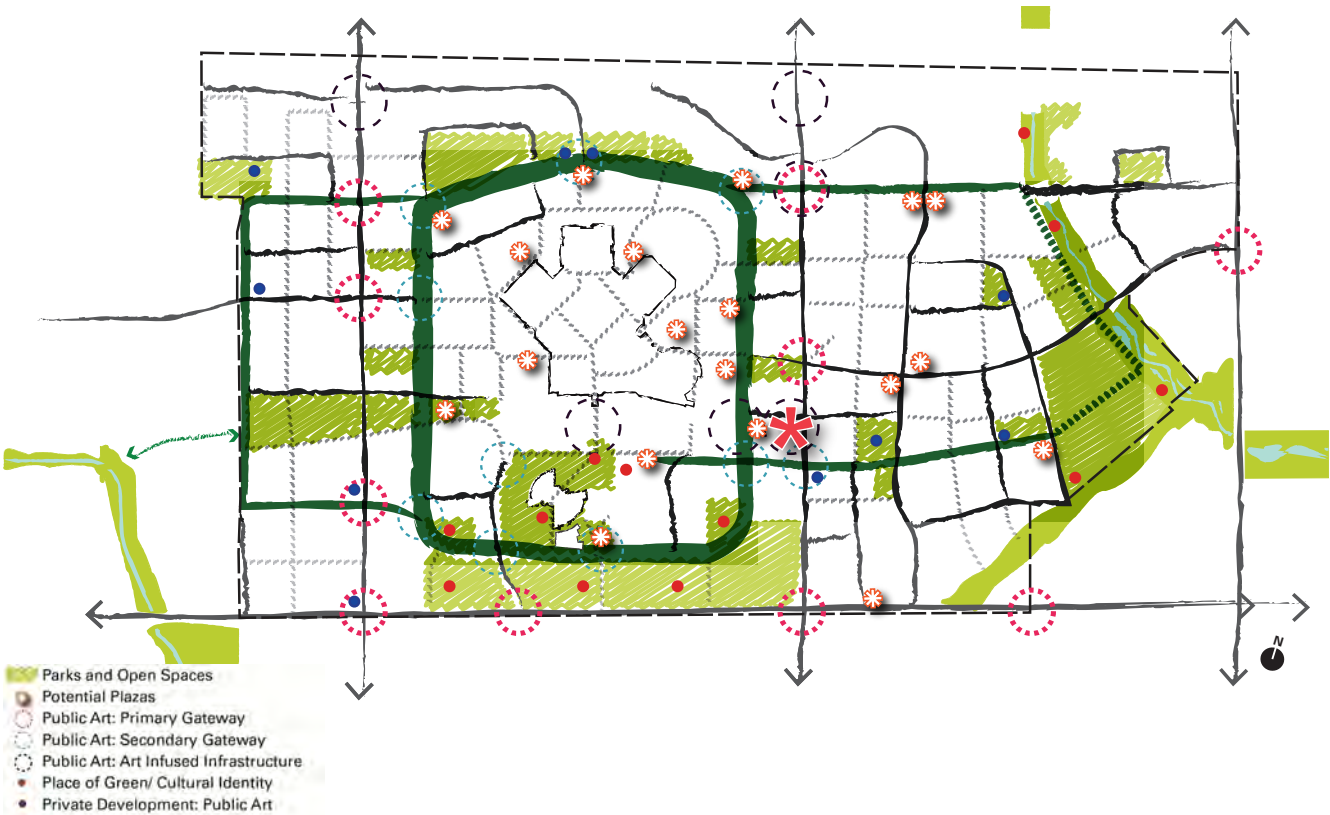


Figure 5.5 Key proposed elements of the Phase 1 Plan, including the reconfiguration of Borough Drive and stronger connections to the creeks. The red asterisk indicates the formerly proposed location for the Scarborough Centre subway station at the time of the Phase 1 plan.



## BUILDING ON PHASE 1

The task of the Our Scarborough Centre Study is to build on the previously-completed Phase 1 work to develop a more refined plan for public realm design. In some cases, the consultant team has recommended rethinking elements of Phase 1, although the general view is that it represents an appropriate vision for the future of Scarborough Centre.

Because Phase 1 did not deal with built form, as already stated, this analysis makes new recommendations regarding built form elements. These will be informed by the existing condition and, indirectly, by elements of the Phase 1 plan (such as block structure).

Comparing the key elements of the existing condition and the Phase 1 plan, Phase 1's most important moves include the following:

- Significantly streamlining and reconfiguring the internal road within the Town Centre Commercial and Civic Precincts into a stronger 'U' (or 'O') shape;
- Introducing a major new east-west street that connects Corporate Drive with part of Progress Avenue;
- Introducing eastern and western loops that extend beyond Brimley and McCowan Roads;
- Proposing a broad network of local streets;
- Restoring East Highland Creek and adding a trail;
- Introducing a new park at Progress Avenue (east) and East Highland Creek;
- Introducing a number of other mid-size to large parks, including within the Scarborough Town Centre Mall lands; and
- Introducing a network of smaller parks or POPS.

## 5.2 MIX AND INTEGRATION OF USES

### PROXIMITY TO SERVICES AND TRANSIT

Scarborough Centre is a well-established node for transit and a range of services, including retail, civic and cultural uses. As illustrated in Figure 5.6, the planned Scarborough Centre subway station is within a 15-minute walk of virtually all parts of the Study Area. Services tend to be similarly concentrated near the planned station area (between the existing Line 3 stations of Scarborough Centre and McCowan).

The far north-western corner of the Study Area, the furthest point from the station, will have marginally poorer access.

Design, not distance, however, is currently the main impediment to walking within Scarborough Centre. A poor pedestrian realm and a coarse block structure discourage current residents from walking to transit and services, even in situations where the distances are short.

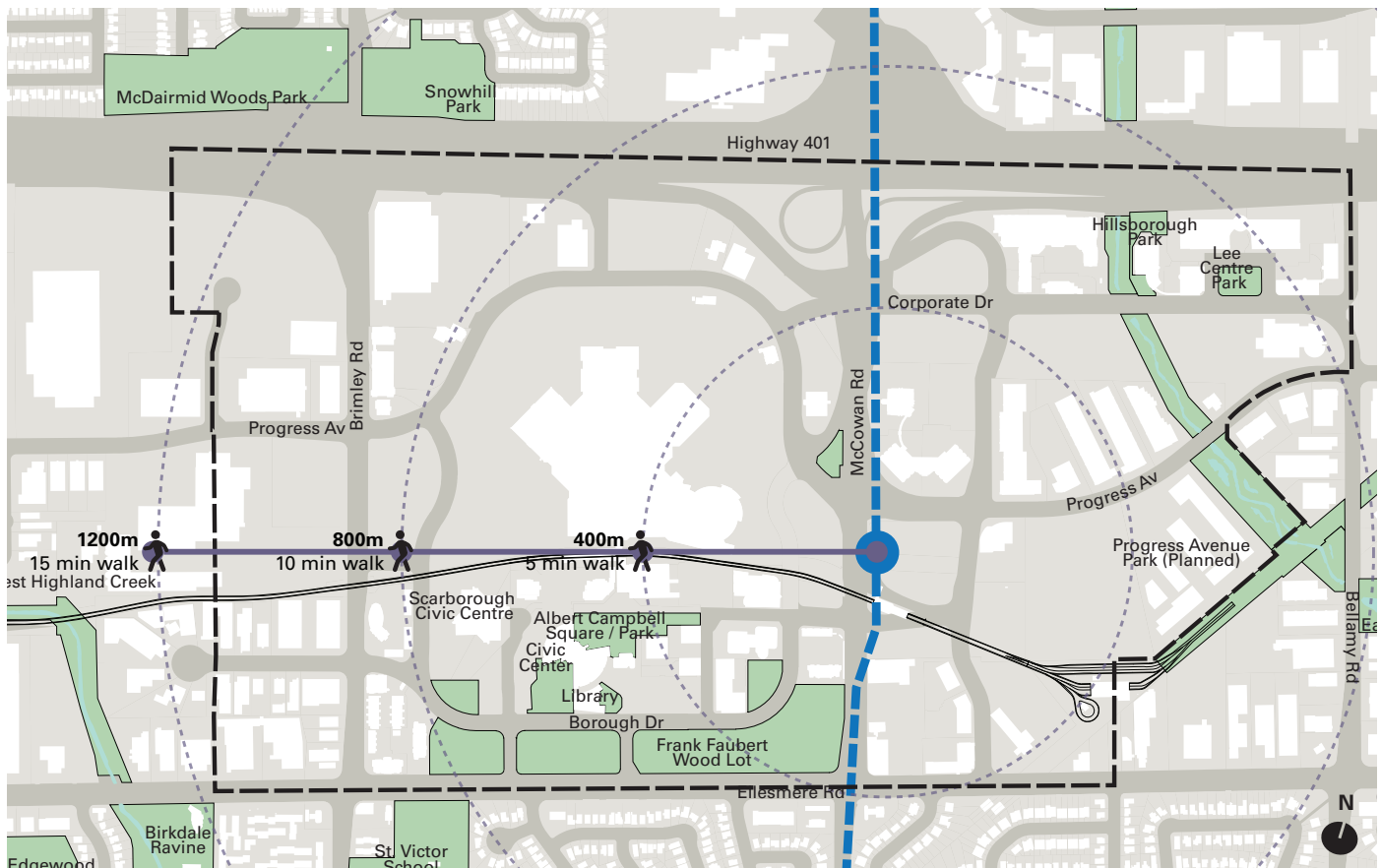


Figure 5.6 Existing Condition (with planned station overlay): Proximity to planned subway station

## SEPARATION OF EMPLOYMENT AND RESIDENTIAL USES

The *Mixed Use* Official Plan designation for Scarborough Centre means that all current industrial uses within its boundaries are likely to eventually disappear, although they may continue to exist within Employment Areas at its eastern and western peripheries for the long term (for example, those properties at the end of Golden Gate Court).

At present, remnant industrial uses exist in both the Brimley and McCowan Precincts of the Study Area (see Figure 5.7). Separation distances follow provincial regulations, but the continued operation of industry at the edges of the Centre risks being challenged by new residential uses.

## DISTRIBUTION OF RETAIL FUNCTIONS

Retail in Scarborough Centre is overwhelmingly concentrated within the Scarborough Town Centre Mall site, including the shopping mall, outlying commercial pads and big box outlets (see Figure 5.8). Outside of this, the largest cluster of retail is the commercial plaza at the northeast corner of Ellesmere and McCowan Roads, which includes a supermarket.

Retail elsewhere in the Centre tends to be marginal, including food services, convenience and professional offices located at the ground floors of residential or office buildings.

The dominance and regional significance of the mall means that this condition is likely to continue, although a better public realm design and more emphasis on walking and cycling might incentivize a more dispersed and diversified retail environment.

In addition, the future intensification of the mall site will likely change its character significantly, producing a network of internal streets that could support different types of retail.



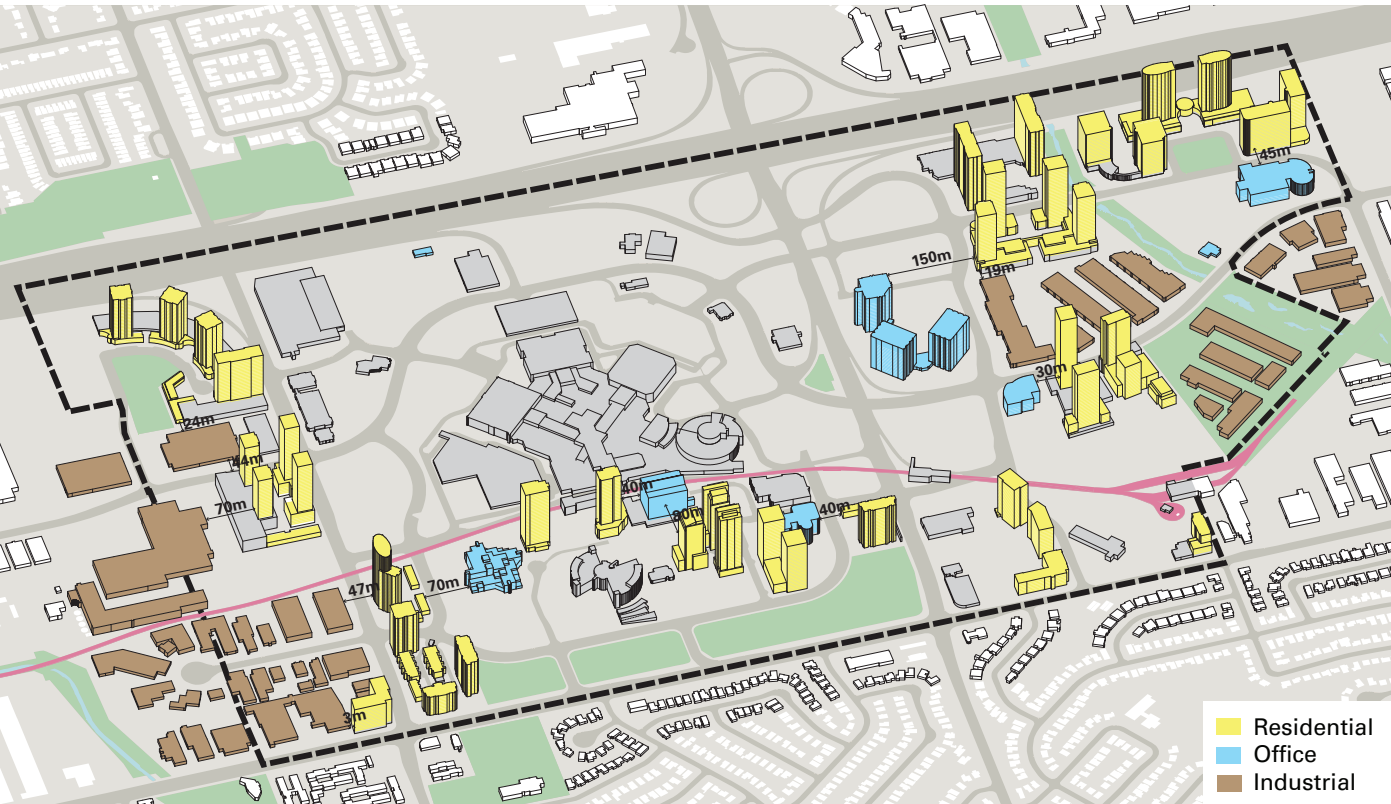


Figure 5.7 Existing and Approved Condition: Residential and employment uses, with approximate separation

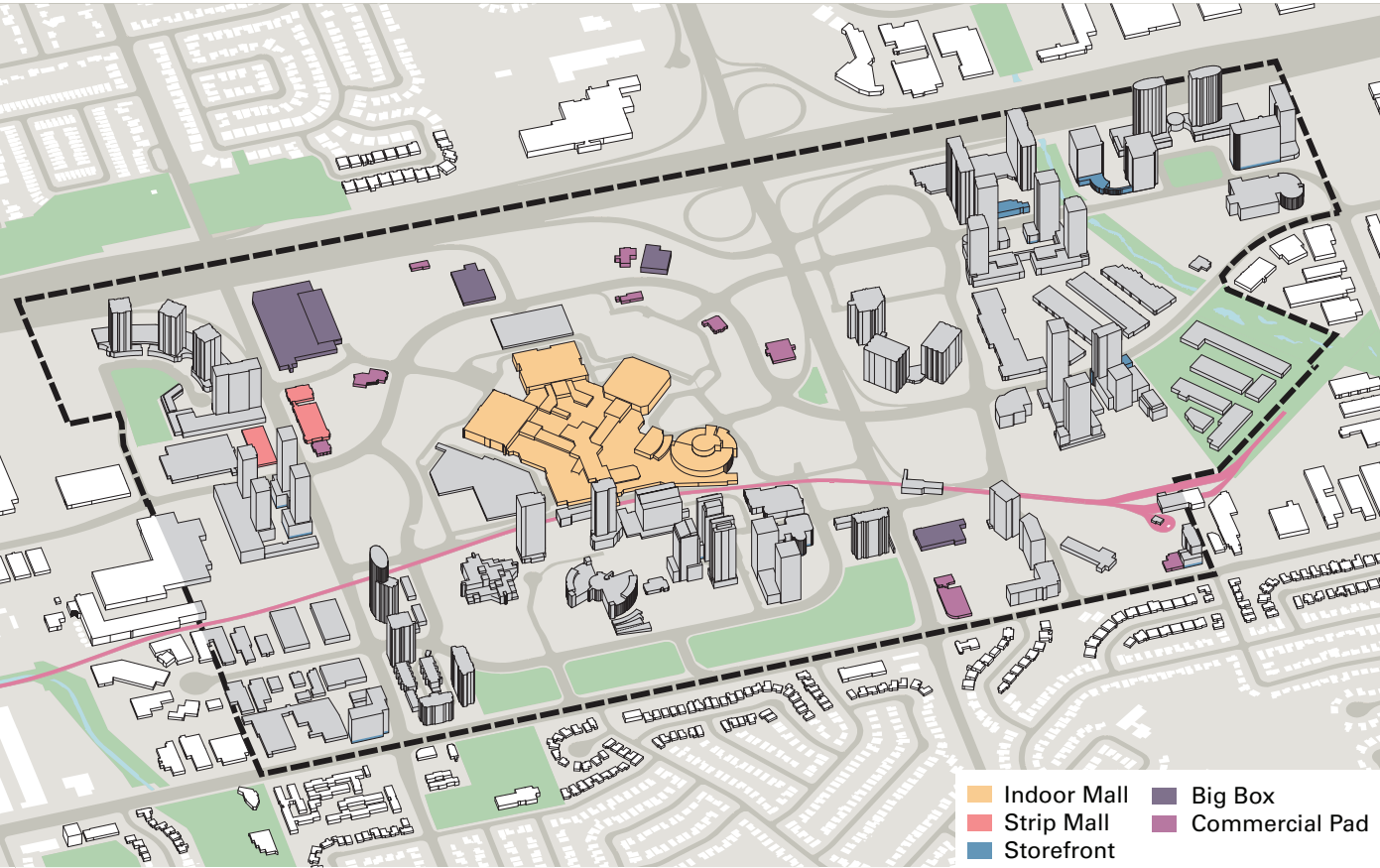


Figure 5.8 Existing and Approved Condition: Distribution of retail types

## 5.3 BLOCKS AND BUILDINGS

### FIGURE GROUND

Figure 5.9 illustrates the current preponderance of large-footprint buildings in Scarborough Centre. These include a variety of different uses and typologies, such as the Scarborough Town Centre Mall, residential towers on top of large podiums and office and warehouse buildings.

Also noticeable, is the general coarseness of the existing fabric. Buildings are not only large in term of footprint, but few in number and often surrounded by substantial unbuilt areas (generally streets, driveways, surface parking and setbacks). Future infill can be expected on many of these vacant spaces integrating a greater complexity of small and medium-footprint buildings.

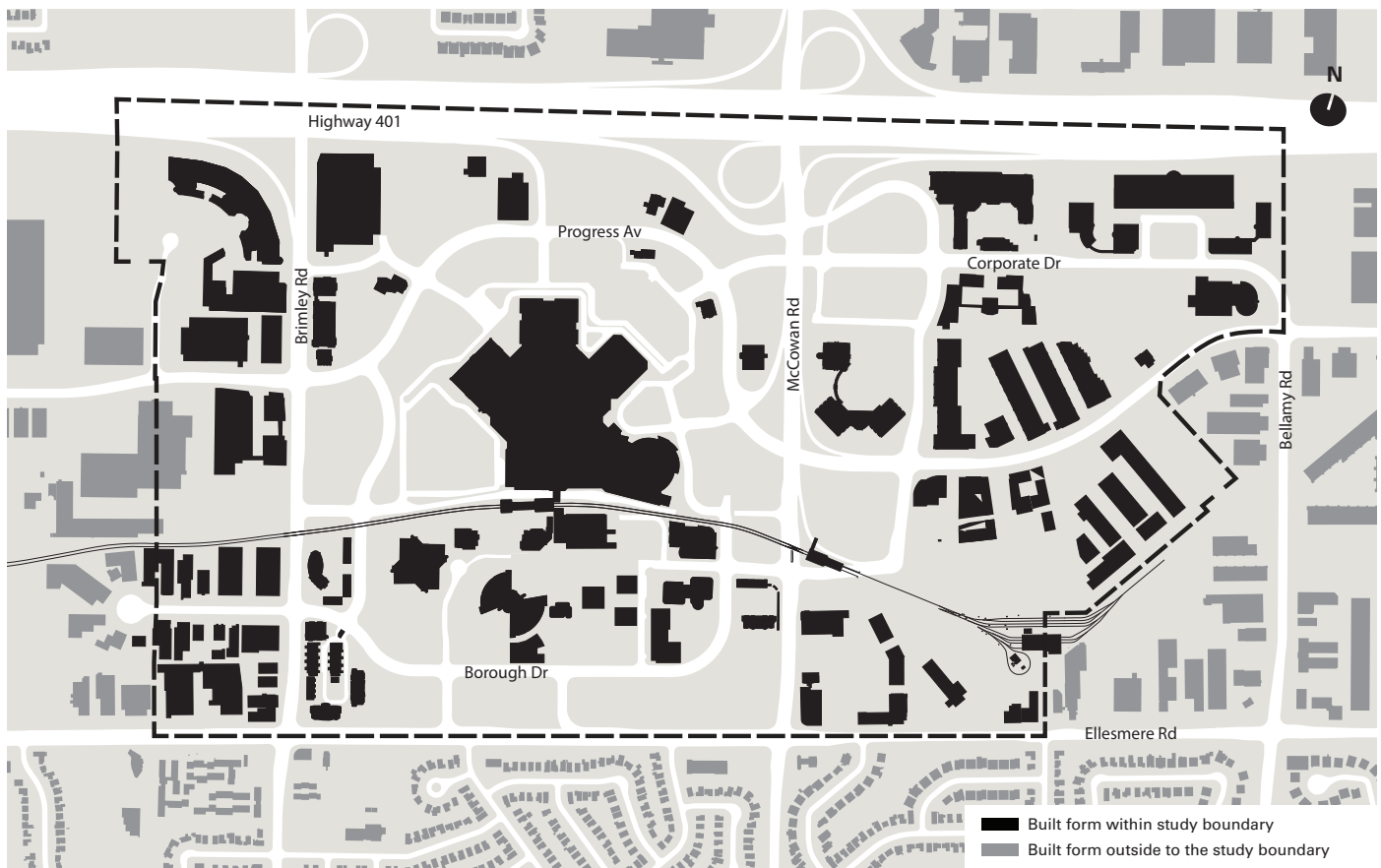


Figure 5.9 Existing and Approved Condition: Figure ground

## TYOLOGIES

Buildings in Scarborough Centre generally fall into the following categories (see Figure 5.10):

- Podium-Tower Forms:** Most of the tall buildings in Scarborough Centre take on the podium-tower form (the towers varying in floorplate from point to slab-like shapes). This is particularly characteristic of upcoming approved developments. One of the goals of the Study may be to encourage a greater variety of typologies in the future, reducing the reliance on this particular form.
- Stand-Alone Towers and Slabs:** A small number of older tall buildings take on a stand-alone or sheer form, without the use of a true podium.
- Residential Mid-Rise:** There is one built example of a large floorplate mid-rise building (the Danube Swabian building at Ellesmere Road and Grangeway Avenue). Two additional mid-rise buildings are approved for development.
- Townhouses:** Three groupings of condominium-tenure townhouses are located within the Civic Precinct, each associated with a tall building (or buildings). All face inward onto private courts.

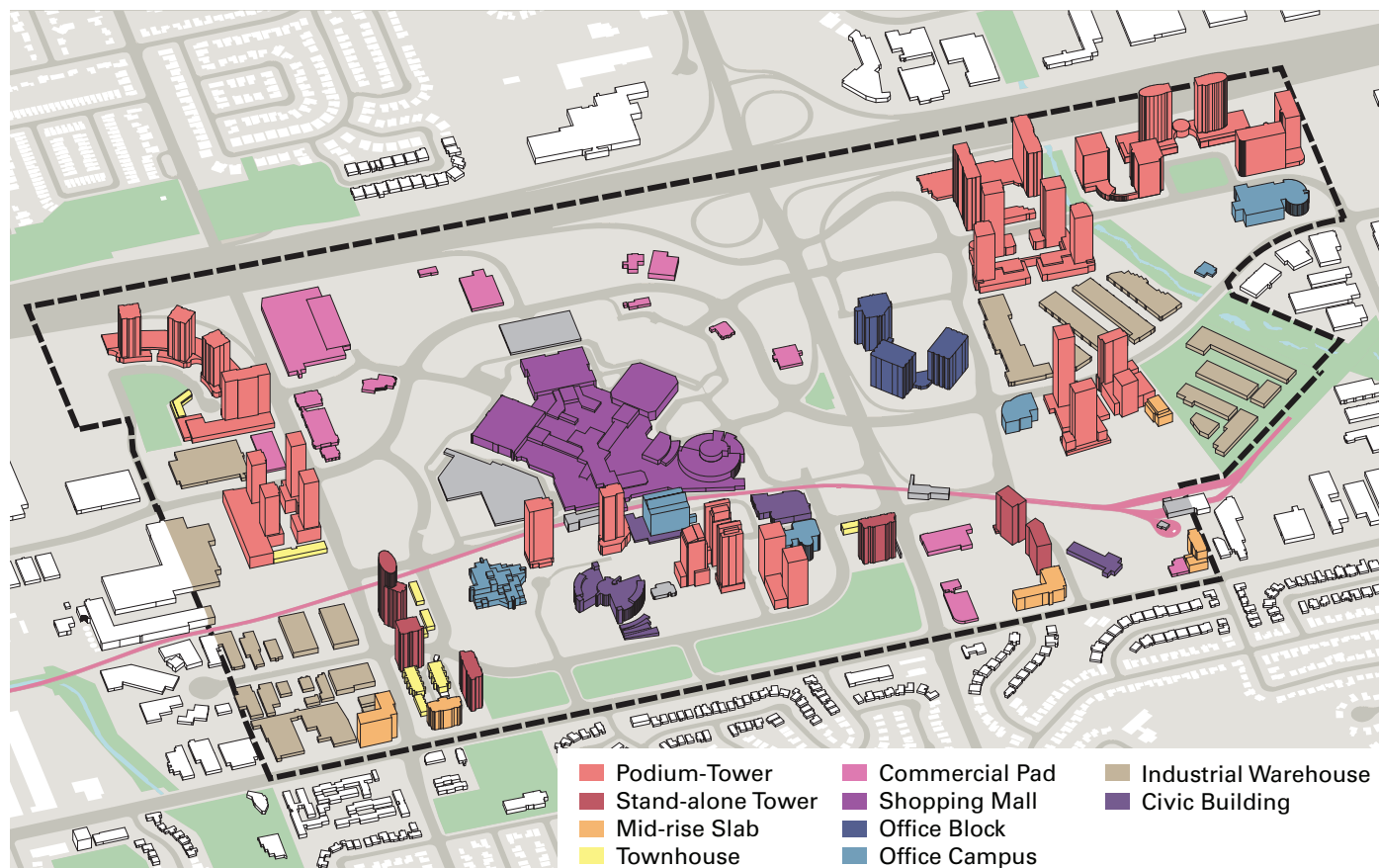


Figure 5.10 Existing and Approved Condition: Building typologies



- **Commercial Pads:** A number of single-storey commercial buildings sit within the Study Area, especially in the outlying parts of the mall property and along Ellesmere Road. These range from small-format shops and restaurants to big-box stores. The temporary nature of these kind of buildings means that most are likely to be redeveloped in the future.
- **Shopping Mall:** The single largest building in the Study Area is the Scarborough Town Centre Mall, which varies between one and two storeys. Traditional in design, it is inward focused with a mostly blank exterior.
- **Office Blocks:** Office blocks include mid-rise to tall office buildings, usually taking up larger floorplates than residential buildings.
- **Office Campus:** In addition to office blocks, there are several lower, very large-footprint office buildings that take on more of a 'campus' form. These include the Bell and TD Bank buildings.
- **Industrial Warehouses:** These are single-storey large floorplate warehouses clustered in the Brimley and McCowan Precincts and likely to face redevelopment in the future.
- **Civic Buildings:** Special landmark or public buildings include the Civic Centre and library. Civic buildings come in a variety of highly individualistic forms.
- **House Form:** The historic Old Scott House, which currently operates as a restaurant, is the only detached house-form building in Scarborough Centre.



Image: The tower-podium form

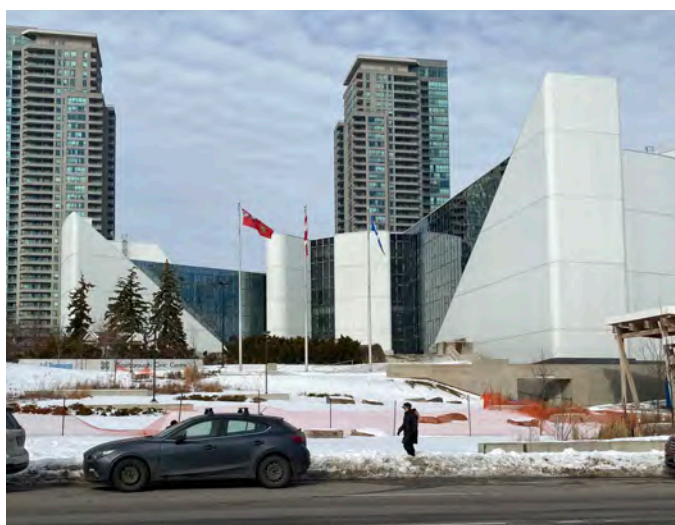


Image: The Civic Centre, Scarborough Centre's primary civic building



Image: The Old Scott House (Credit: Leventio, Wikimedia Commons)



## HEIGHTS

As in many parts of Toronto, heights in Scarborough Centre skew toward both low and high-rise, with comparatively few buildings in the middle.

At present, buildings do not appear to take on an observable height strategy (see Figure 5.11). Tall buildings are located throughout the Study Area, with heights that do not (for the most part) seem to step upward toward a central point.

- **Low-rise:** Historically, Scarborough Centre had a low-rise, large footprint fabric, with a coarse block structure. This included the shopping mall, freestanding commercial pads and outlying industrial buildings. With the exception of the townhouses (and perhaps the mall),

most of the low-rise buildings can be expected to redevelop over time. The mall will likely continue to exist, but may gradually evolve to include taller elements.

- **Mid-rise:** There are five existing or approved buildings (excluding podiums) between 5 and 10 storeys in height. Of these, three are in the McCowan Precinct and two are in the Civic Precinct.
- **High-rise:** There are currently 41 existing or approved buildings in Scarborough Centre that exceed 10 storeys in height, which include 20 in the McCowan Precinct, 12 in the Civic Precinct and 9 in the Brimley Precinct. These are primarily tower-podium buildings, but some take on a more sheer form.

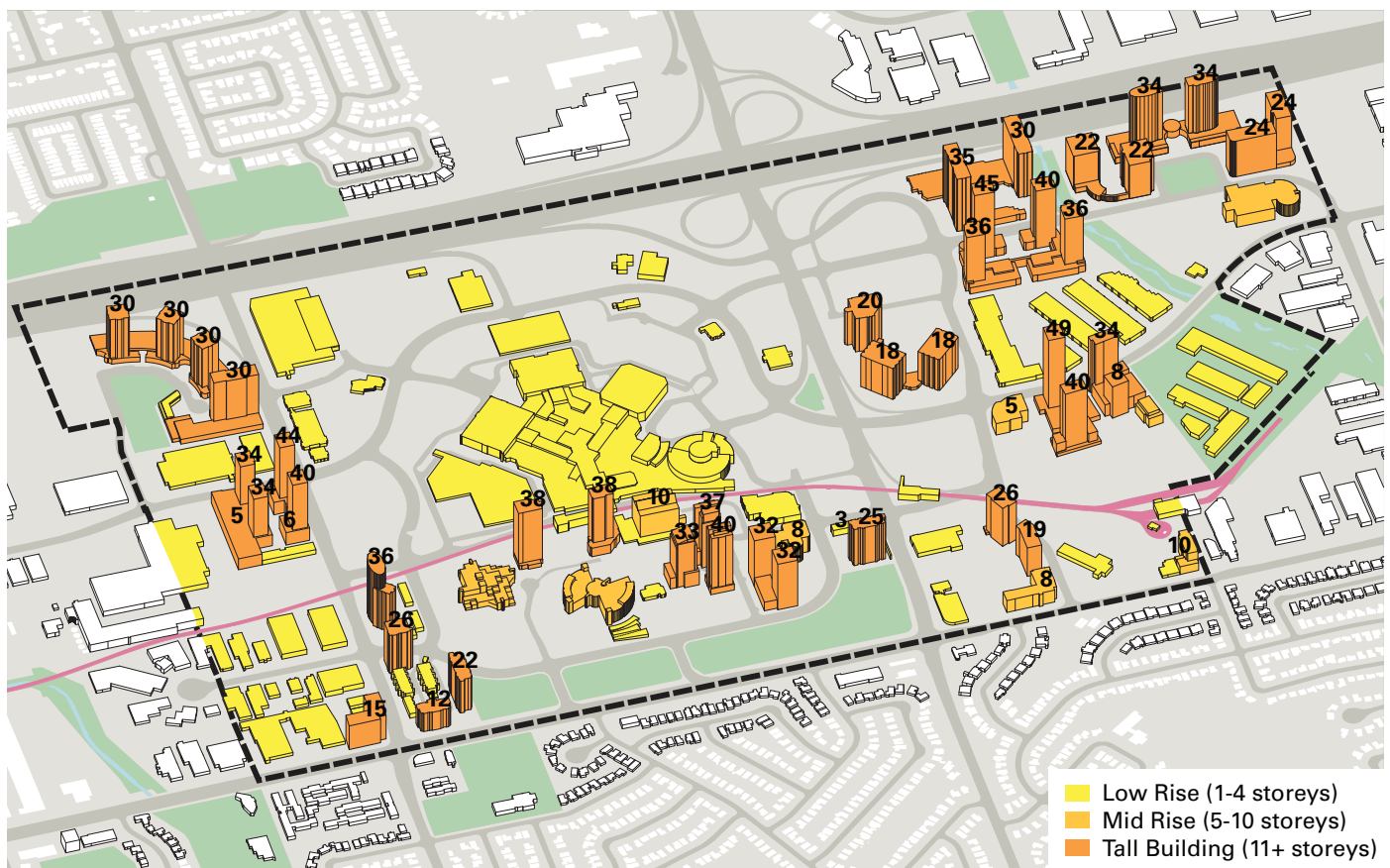


Figure 5.11 Existing and Approved Condition: Heights (storeys)

## PARCEL SIZES

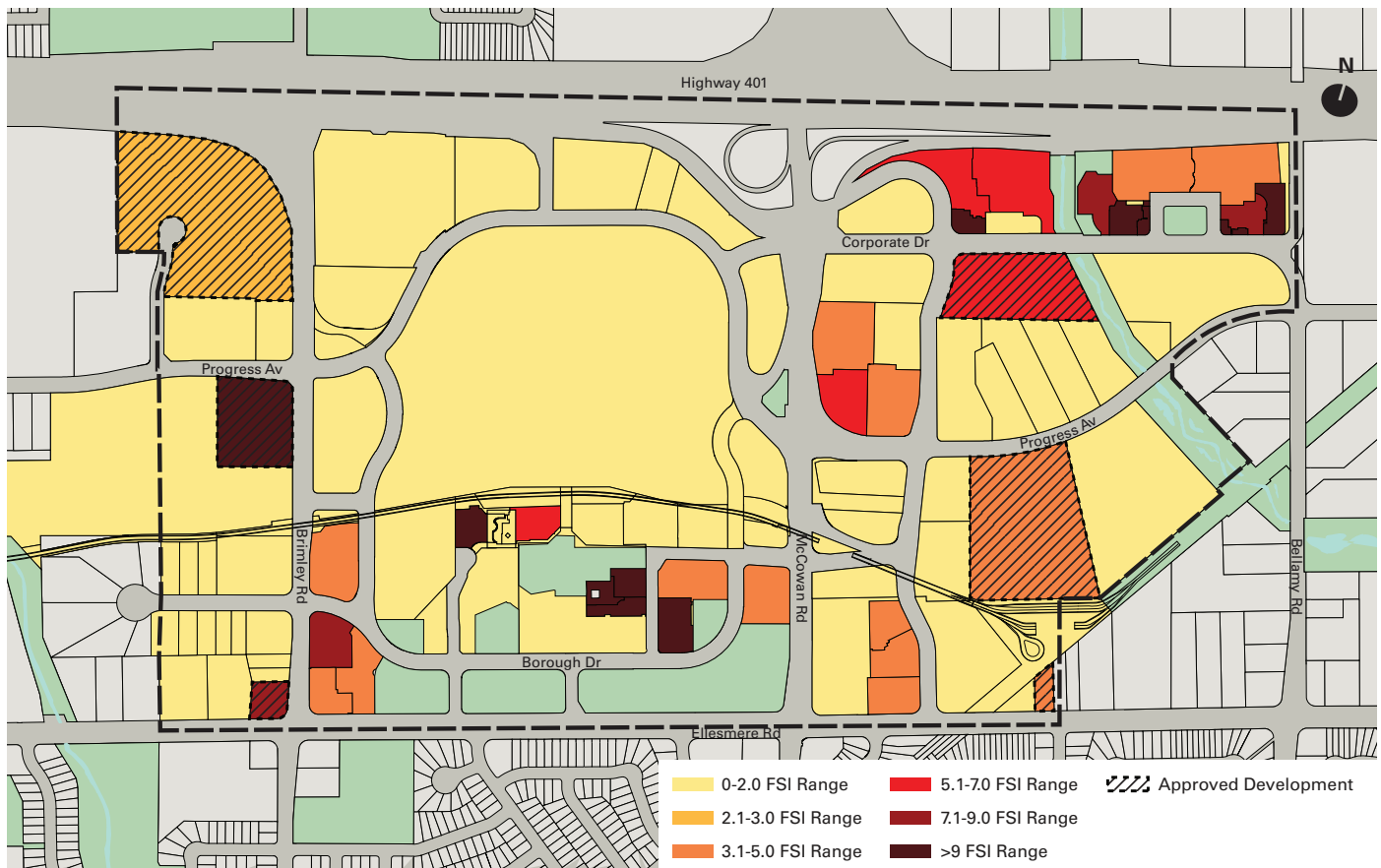
Scarborough Centre has an almost uniquely irregular parcel fabric, when compared to other areas within Toronto. This may be a side effect of previous planning efforts, including the original Moriyama plan, which introduced an irregular street and block structure.

Parcels range from the very large mall site, to relatively large former industrial or office campus sites to much smaller parcels, particularly found along Golden Gate Court. While the parcels on Golden Gate Court are rectangular, almost all others across the Study Area are irregular in shape.

## DENSITIES

Where Floor Space Index (FSI) densities are calculated by site, results range from 0 (vacant) to over 9 times coverage. This is partly a product of the irregular parcel fabric, which sometimes isolates tall buildings on very small lots, and other times distributes their density over very large lots.

In general, however, density tends to be highest on blocks with residential tall buildings, as would be expected. These include the north-eastern portion of the McCowan Precinct (north of Corporate Drive) and residential portions of the Civic Precinct (see Figure 5.12).



**Figure 5.12 Existing and Approved Condition:** Illustration of irregular parcel size and shape, as well as range of densities (Floor Space Index) by site

Aside from parks and vacant properties, density tends to be lowest on retail, office, industrial and civic sites.

The result of this pattern is that density tends to be low overall in the Town Centre Commercial Precinct. However, this can be expected to change as the mall and its surrounding sites enter into redevelopment and intensification.

### SETBACKS AND SEPARATIONS

The original vision for Scarborough Centre by Moriヤマ was premised on ideas of inward-focused spaces, rather than a traditional building-street relationship. Although the residential built form included in this vision was generally not realized, the notion of inward focused spaces persisted. (For

example, the interior walkways within the mall and Albert Campbell Square's role as a courtyard-like space away from a major street).

At the same time, incremental industrial and commercial development that occurred in and around Scarborough Centre (especially in the Brimley and McCowan Precincts) tended to be set well back from the street, sometimes behind parking lots.

Setbacks have historically contributed to the amount of impervious surfaces present in Centre, by virtue of the number of parking lots and driveways. Greening these spaces is an opportunity that could be achieved as part of redevelopment or retrofitting.

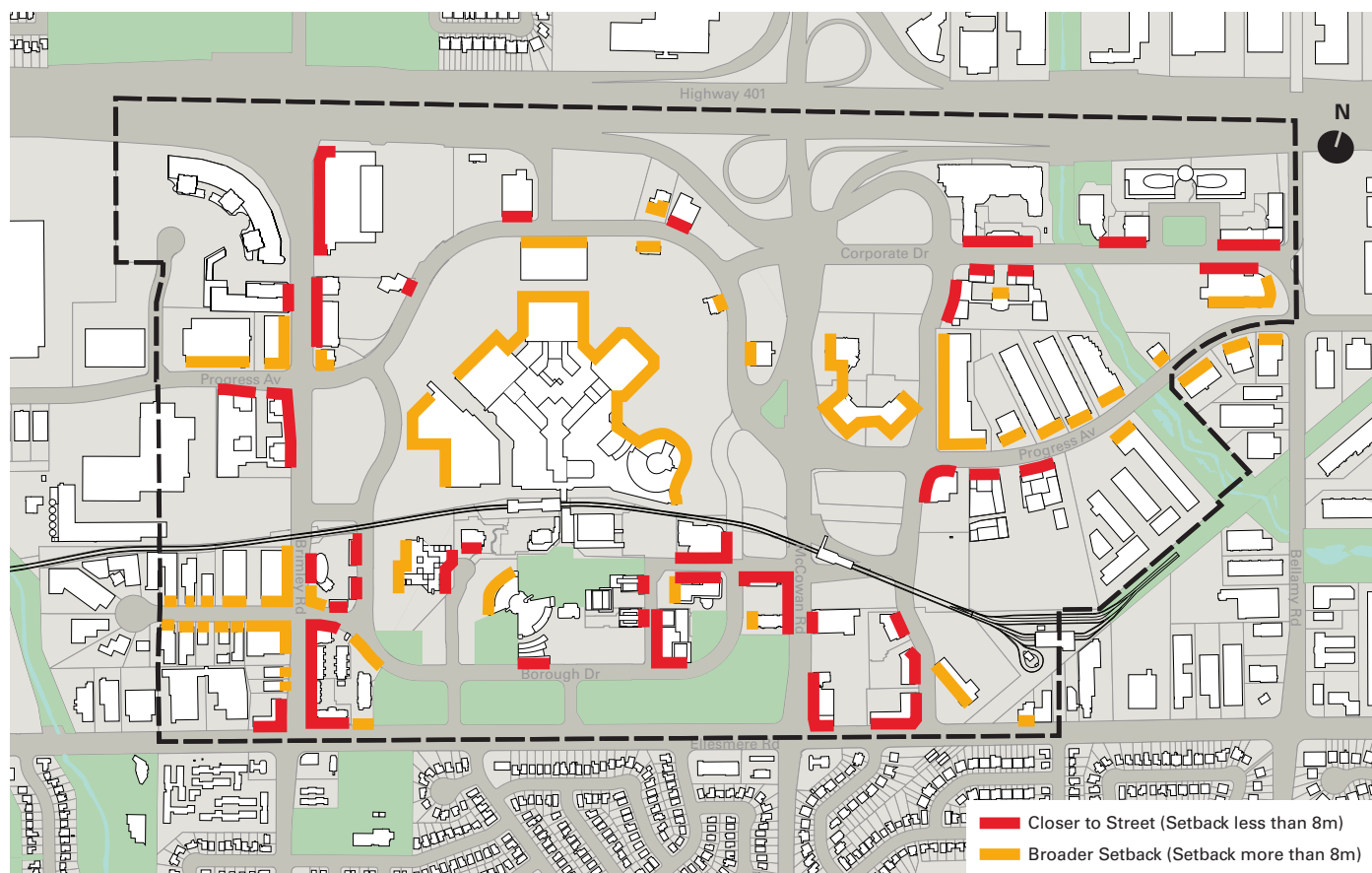


Figure 5.13 Existing and Approved Condition: Degrees of setback



Most development since 1990 has achieved a physically closer relationship with streets, although in some cases this belies a condition in which primary building entrances are located elsewhere (for example, at an interior court or lay-by). In general, very few, if any, existing buildings in Scarborough Centre can be said to have a positive relationship with their adjacent street (see Figure 5.13).

Current approvals represent an improvement, but are still lacking a framework to guide their front setbacks and street relationships.

Despite Scarborough Centre's size and large number of soft sites, separation distances between tall buildings can be minimal, running as little as

approximately 20 metres in the Civic Precinct. A more typical separation between adjacent towers is somewhat greater than this, around 30-50 metres.

This reflects the generally tightly-clustered arrangement of tall buildings, and may change (with respect to new buildings) in the future. Currently-approved developments tend to have broader tower separations (see Figure 5.14).

The Study may require or encourage a new minimum separation distance for the area.

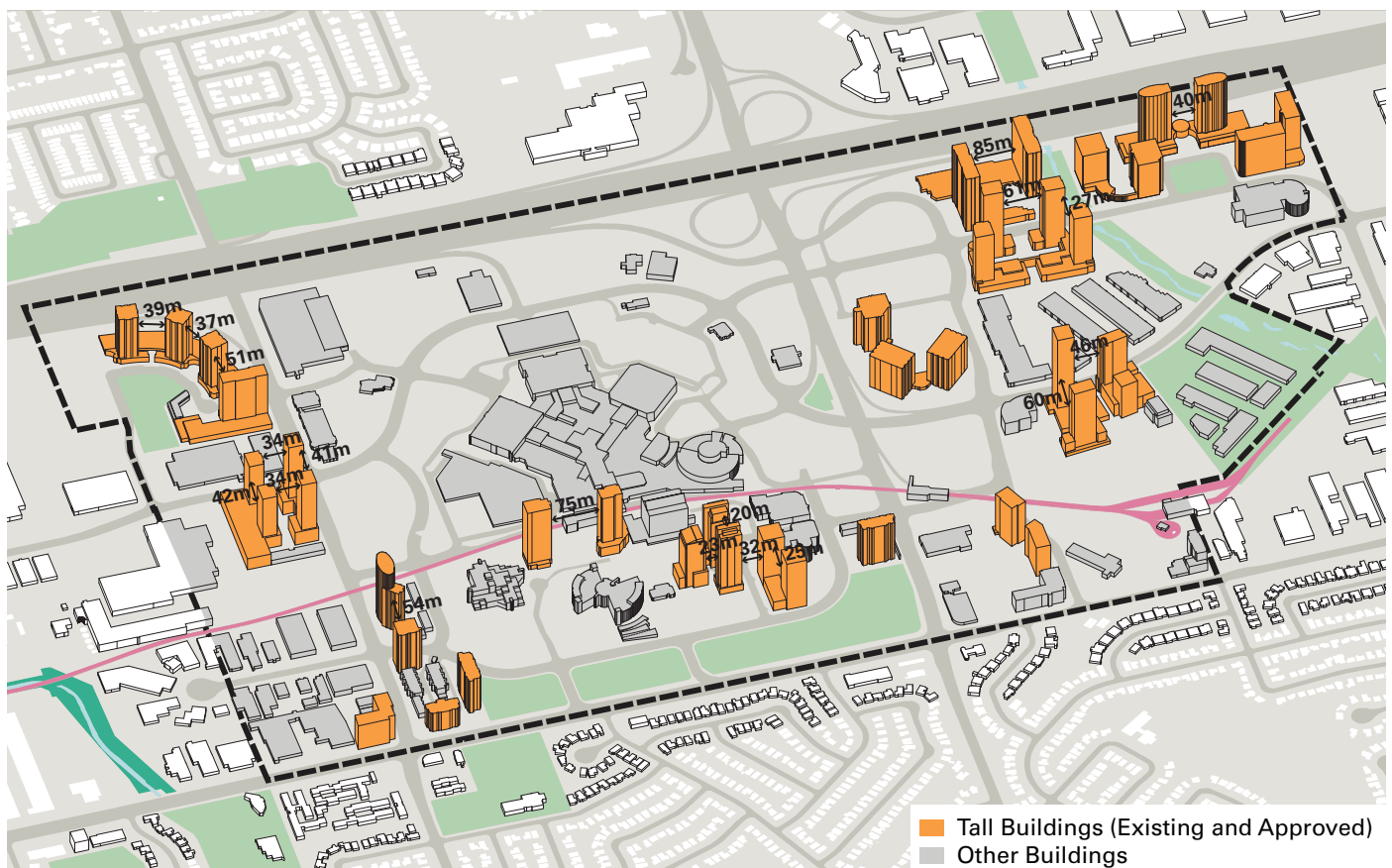


Figure 5.14 Existing and Approved Condition: Tower separation, with approximate distances

## FAÇADES AND STREET RELATIONSHIPS

Similar to the situation of front setbacks, existing façades and facade-street relationships in Scarborough Centre tend to be poor (see Figure 5.15).

In the worst cases, they include blank walls facing streets or other portions of the public realm. In better cases, windows are present at grade. However, even here, ground floor uses tend not to be active.

Often times, building entrances are located away from the street: off of interior parking lots, courtyards, driveways or lay-bys. In each of these situations, the public realm is deprived of 'eyes on

the street' and is more likely to be seen as a place for traffic movement.

Future redevelopment, especially when combined with street redesigns, has the opportunity to better active building frontages, to add interest to the public realm and to encourage active transportation activities.

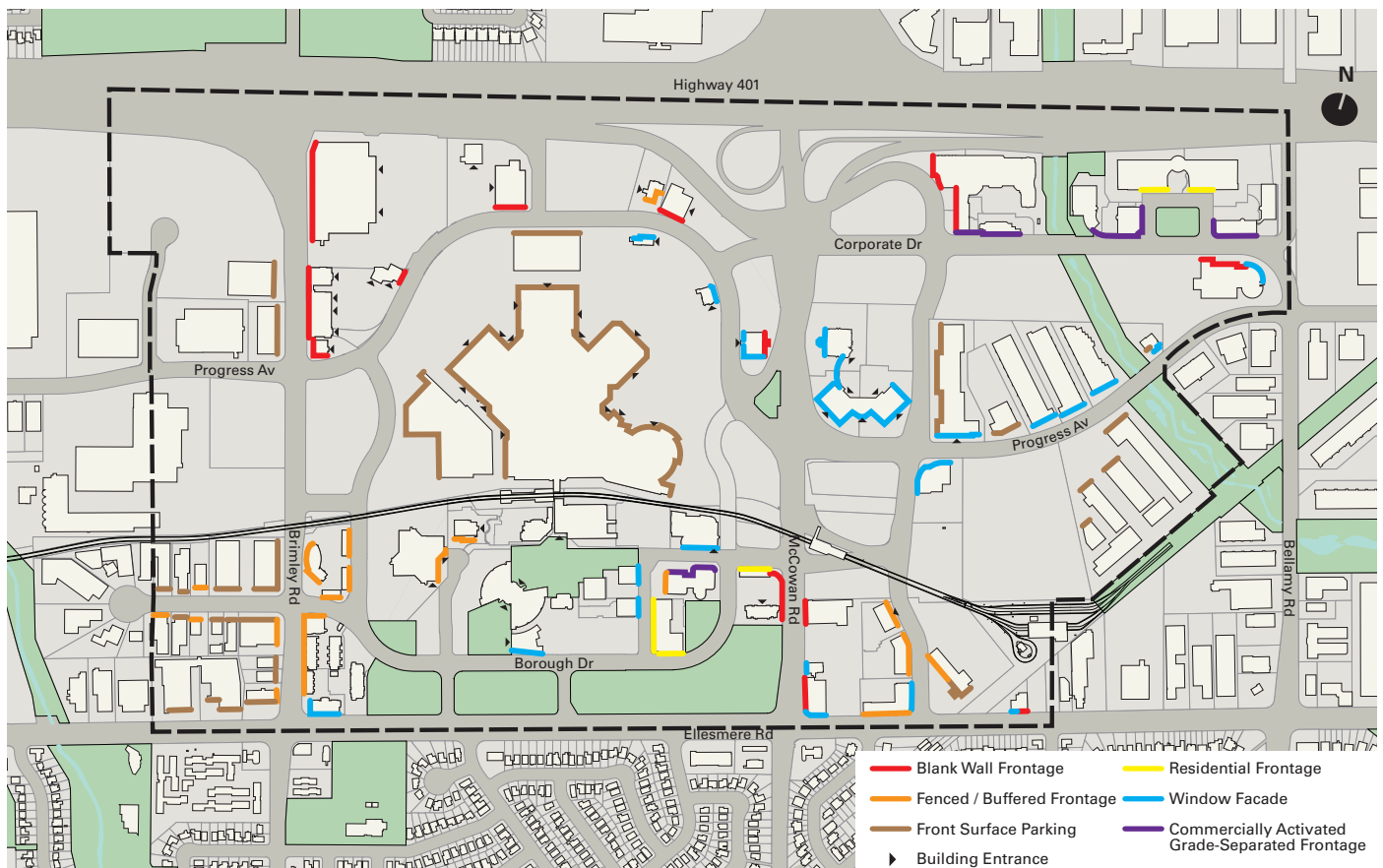


Figure 5.15 Existing Condition: Façades and street relationships

## FUNCTIONALITY OF PARKING AND SERVICING

Scarborough Centre is characterized by a mix of parking forms, ranging from large surface lots to above-grade and underground parking (see Figure 5.16).

More often than not, servicing takes place at the side or rear of buildings. However, for inward-oriented buildings that lack a clear 'back' (such as the Scarborough Town Centre Mall), it can be visible from the street and other publicly accessible points.

All future developments can be expected to locate their parking underground (where below-grade parking is not physically possible, above-grade

parking may be considered at the City's discretion provided such parking is integrated within the building and its design is such that it does not appear as a stand alone, visually apparent element of the building). This will free up surface parking areas for redevelopment.

With a greater focus on the quality of the public realm, servicing areas should be more carefully concealed in the future. Existing servicing areas that may continue to exist in some form (such as those around the mall) can be concealed behind new buildings.

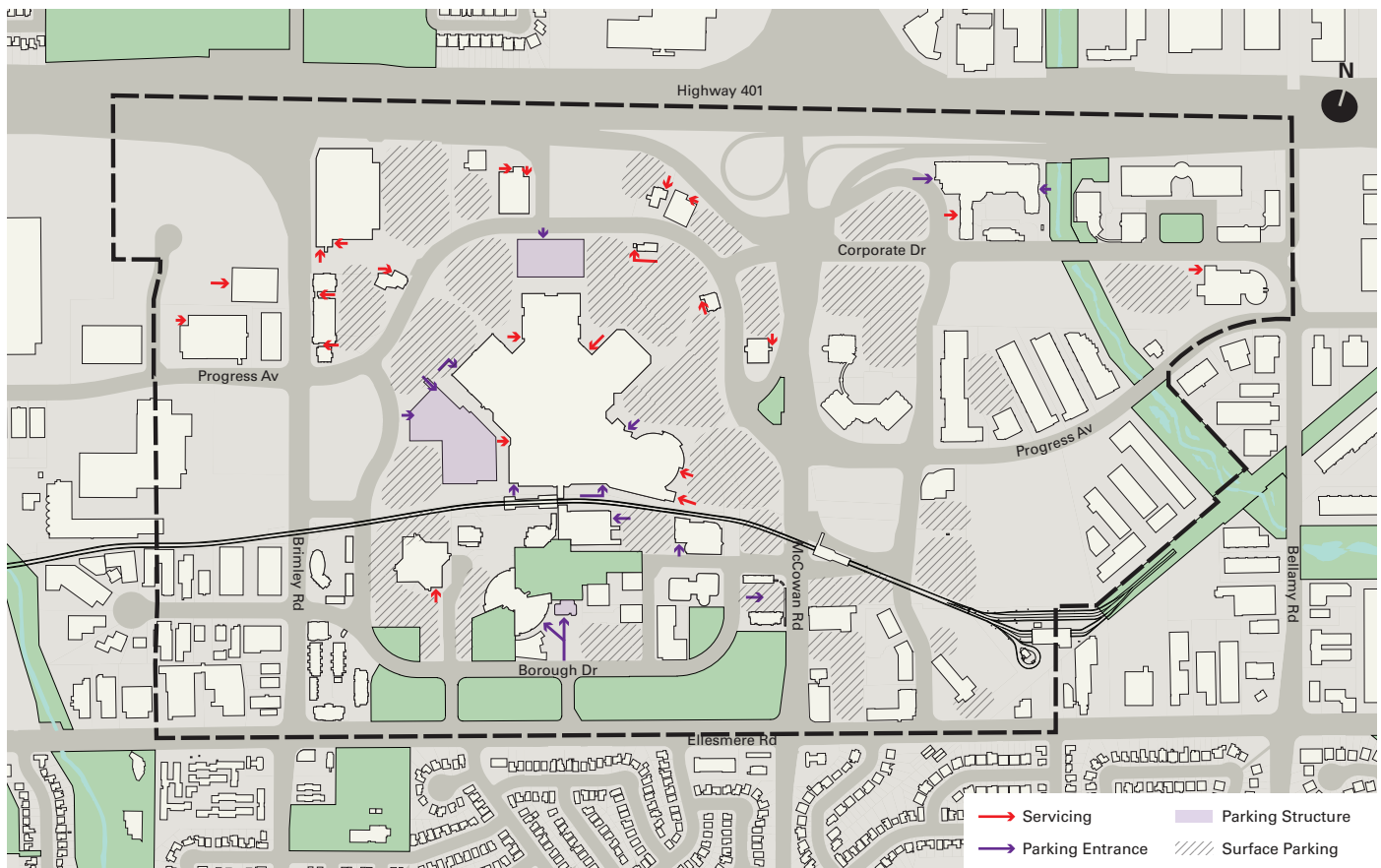


Figure 5.16 Existing Condition: Parking and servicing locations



## LOCATION OF SOFT SITES

Soft sites refer to lands that are likely to redevelop in the future. With a number of development applications in place, and more expected to come after the extension of the subway, the vast majority of Scarborough Centre could be considered a soft site.

Soft sites are divided into two categories as indicated in Figure 5.17:

- Those that are likely to be fully redeveloped, because they are currently vacant or underutilized; and
- Those that are likely to be partially redeveloped through infill, replacing parking lots or other underutilized areas.

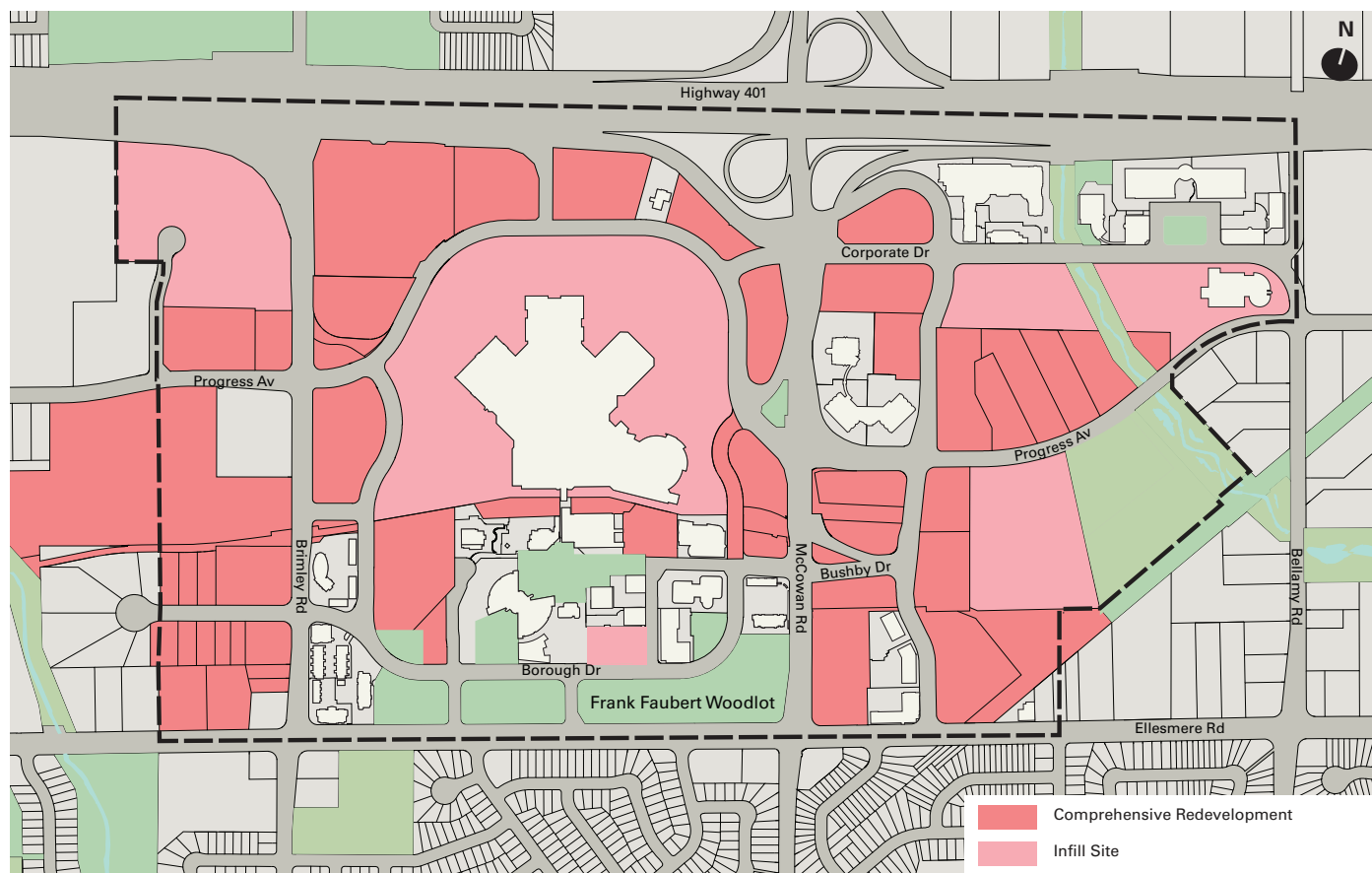


Figure 5.17 **Existing and Approved Condition:** Comprehensive and infill soft sites (infill sites include those with approvals in place for partial development, but where additional capacity exists)

## TREE COVER AND PERMEABILITY

Trees provide habitat for animals, and a degree of weather protection for humans, when it comes to rain, snow and sun. The shading effect of trees has been shown to substantially reduce the urban heat island effect. Permeable surfaces are essential to manage stormwater, reduce reliance on the sewer system, and mitigate climate change.

Presently, Scarborough Centre has limited tree cover (see Figure 5.18). Trees are largely concentrated into two areas: the park and woodlots south of Borough Drive in the Civic Precinct, and the East Highland Creek lands in the McCowan Precinct. Trees outside of these areas tend to be street trees, or else are associated with smaller landscaped spaces. In some

cases, they are located on potential redevelopment sites and may be threatened by future development.

To compensate for this, future developments will need to incorporate substantial new tree cover. Street design will also need to incorporate trees wherever possible.

Permeable surfaces in Scarborough Centre are generally found in parks, natural areas and open spaces, or else on undeveloped sites that have the potential to be redeveloped. Because development will transform some of these currently vacant and green surfaces, opportunities will need to be explored to create new permeable areas in place of current surface parking lots or other impermeable surfaces.



Figure 5.18 Existing and Approved Condition: Tree cover and surface permeability

## TOPOGRAPHY

Scarborough Centre is relatively flat, as the contour intervals diagram indicates (see Figure 5.19). The two main topographical features are West and East Highland Creeks, which are situated within small depressions. While East Highland Creek is clearly channelized, West Highland Creek south of the SRT corridor occupies a slightly broader and more natural space. South of Ellesmere Road it widens further into Birkdale Ravine. Overall, Scarborough Centre slopes slightly downward to the southwest and northeast, as it approaches West and East Highland Creeks.

Note that the contours diagram (based on data derived from aerials photographs) includes a number of distortions reflecting man-made features including the elevated SRT, bridges and underpasses.

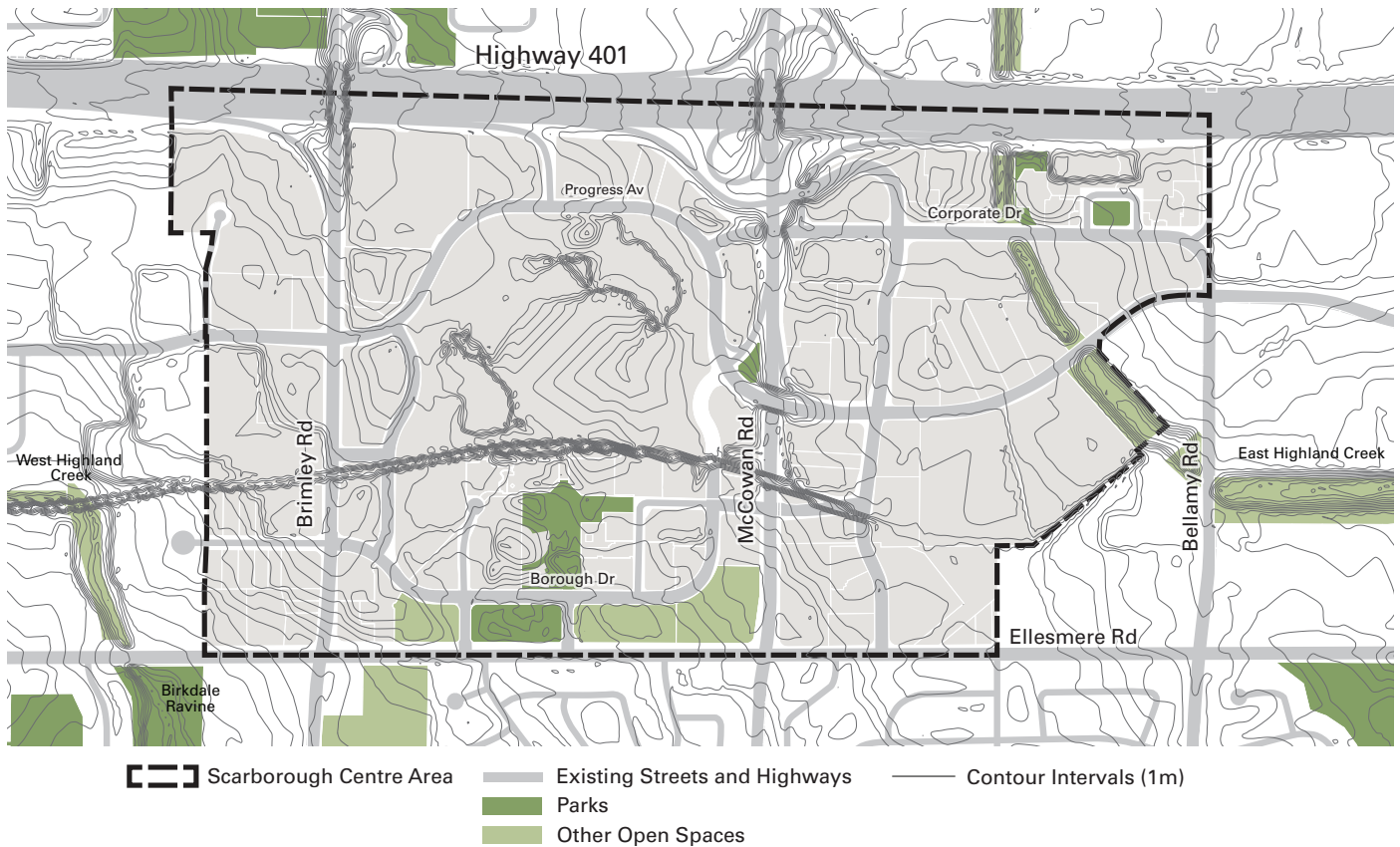


Figure 5.19 Topographic map of Scarborough Centre



## 5.4 CONNECTIVITY

### LINKAGES WITHIN THE CENTRE

The Transportation Master Plan and Phase 1 Vision presented a number of substantial changes to functional movement within Scarborough Centre (see Figure 5.20).

Major new elements included:

- The reconstruction of Borough Drive into a more coherent 'U' (or 'O') shape;
- The alignment of Corporate Drive with the segment of Progress Avenue between Brimley and McCowan Roads, and with a new east-west street north of Progress Avenue on the west side of Brimley Road. This will effectively split the remaining Progress Avenue into two separate streets, one west of the Borough Drive 'U' and one east of it;
- The addition of a new north-south street on the western edge of the Brimley Precinct, connecting the new east-west street with Ellesmere Road;

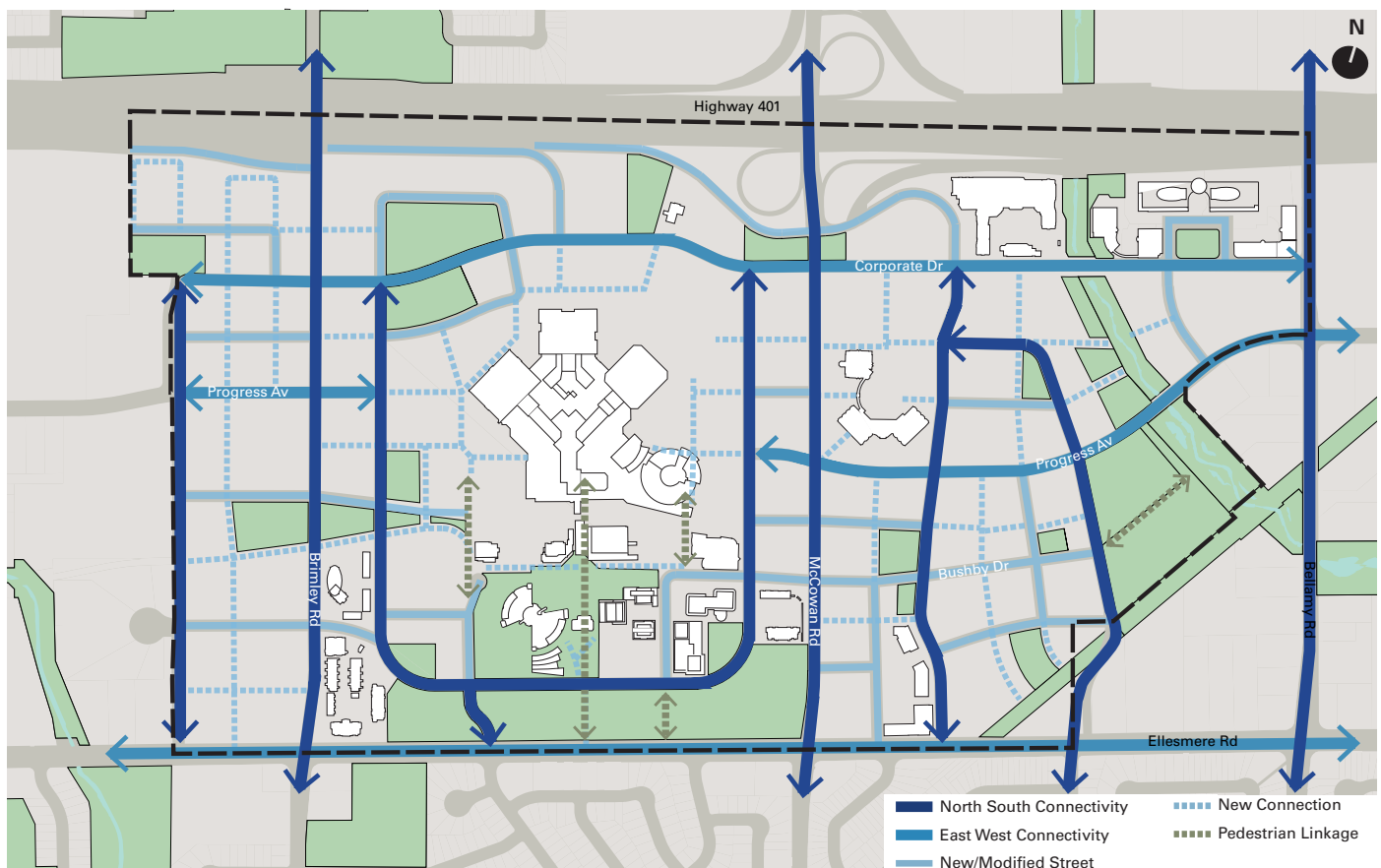


Figure 5.20 Phase 1: Functional types of linkages

- The addition of a new north-south street east of Consilium Place / Grangeway Avenue, linking that street to Ellesmere Road; and
- A fine-grained network of new local streets and pedestrian connections across the Study Area.

## QUALITY OF CONNECTIONS

Aside from the functionality of the new street network, the Phase 1 Plan also presented a vision for the quality of streets (see Figure 5.21):

- A set of intimate mixed-use main streets that include the Corporate Drive-Progress Avenue assembly, the remaining parts of Progress Avenue (east and west of Borough Drive) and Consilium Place/Grangeway Avenue;

- Two grand civic streets, including the Borough Drive 'U' and Bushby Drive;
- Broad mixed use arterials, including Brimley, McCowan and Ellesmere Roads; and
- A set of local neighbourhood streets, as well as several highway access roads.

The Phase 1 plan proposed a network of pedestrian and cycle facilities, as part of a vision that was aimed at both urbanization and sustainability (see Figure 5.22):

- Cycle facilities were proposed for all arterial and collector roads across the Study Area.

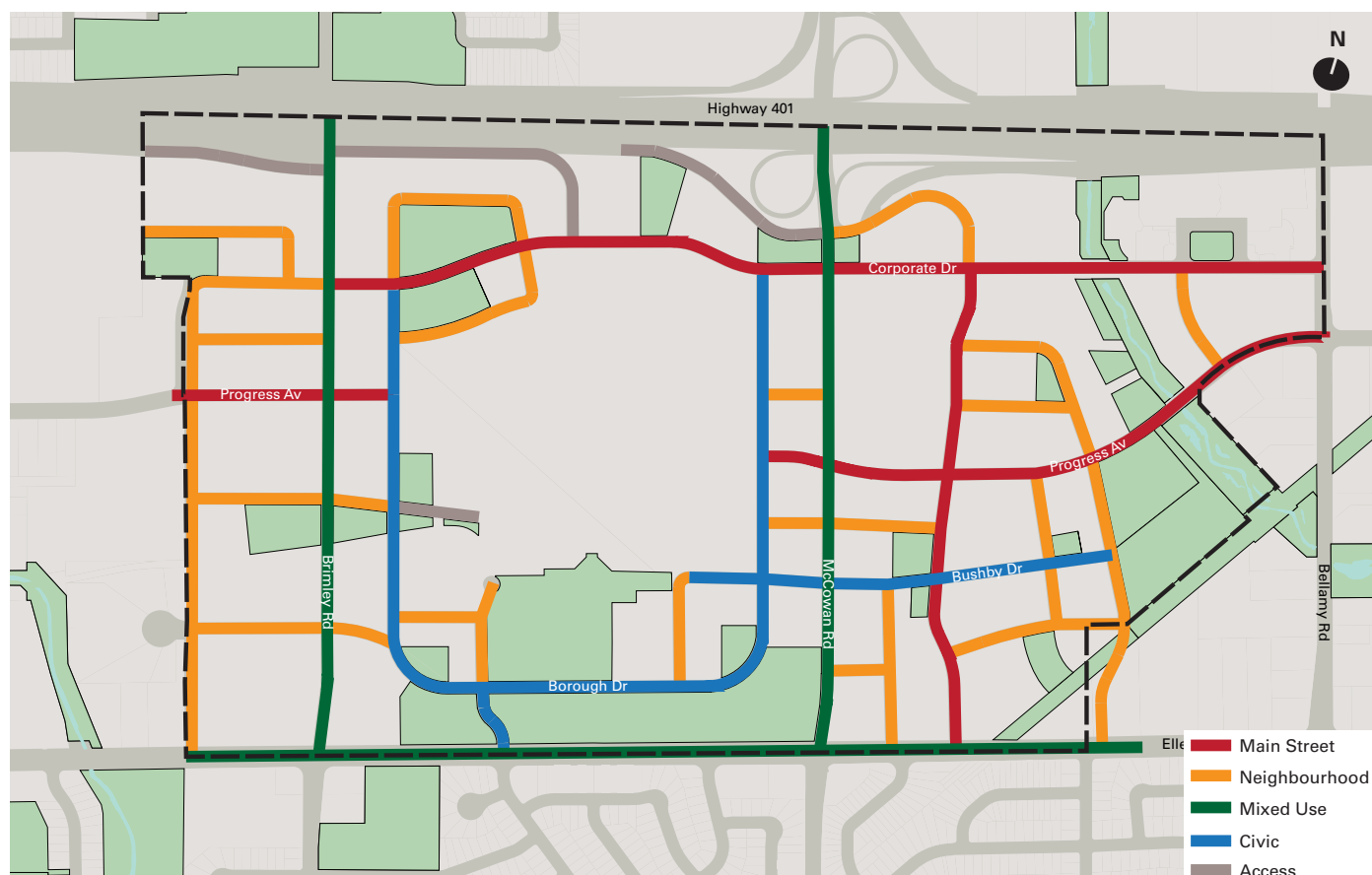


Figure 5.21 Phase 1: Street typologies

- Streets were augmented by a fine grid of pedestrian facilities, which might be realized as private streets or driveways, or as mid-block connections.
- Additional green pedestrian linkages are planned to access East Highland Creek and to move between Ellesmere Road and the Scarborough Town Centre Mall (augmenting streets and other connectors).

performances, spill-out commercial activity and simple opportunities for rest can all take place within streets.

Facilitating these conditions requires a critical volume of pedestrian activity. Although most of Scarborough Centre can be traversed within a 15-minute walk, walking is effectively discouraged by the lack of pedestrian amenities and network permeability. Few would currently choose to linger on streets.

### PLACES FOR PEOPLE TO CONNECT

Streets, trails and walkways are not only places for movement, but also for connection. They provide venues for people-watching, chance encounters with strangers, as well as meetings and activities with family and friends. Demonstrations, artistic

The OurSC Study will explore opportunities to help streets achieve their potential. Indeed, with increased population and jobs in Scarborough Centre, streets will play a crucial role as part of the public realm in complementing parks and other open spaces.

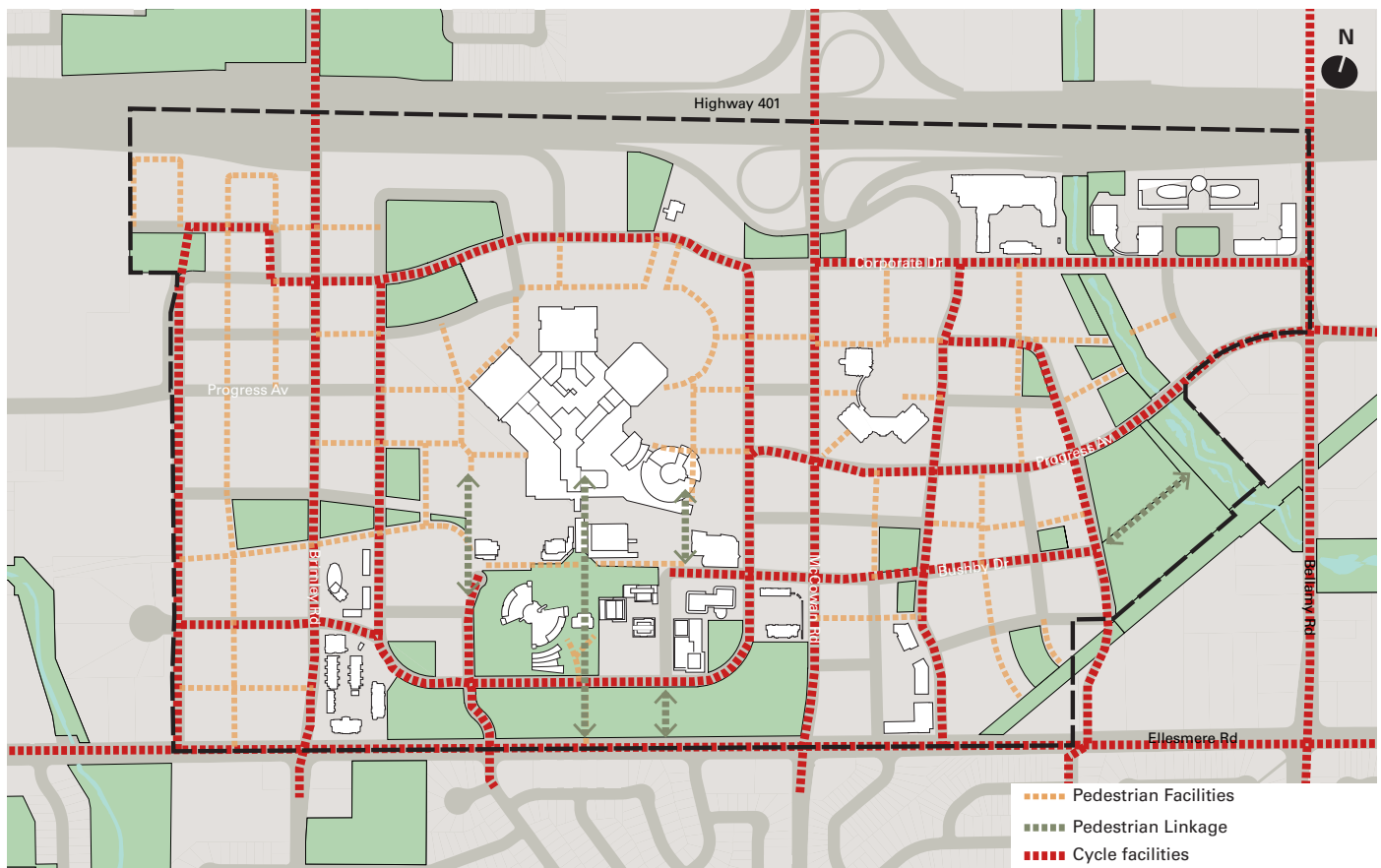


Figure 5.22 Phase 1: Pedestrian and cycle facilities



## 5.5 OPEN SPACES, NATURAL AREAS AND PARKS

### TYPES OF OPEN SPACES

In the future, Scarborough Centre will benefit from a variety of types of parks and open spaces to serve different purposes and provide diverse experiences. This diversity should be distributed across character areas or neighbourhoods, with each area encouraged to have as many types of parks and open space as possible. Where Phase 1 did not go into detail to differentiate open spaces and providing guidance, the OurSC Study can elaborate.

Existing and planned parks in Scarborough Centre, according to the Phase 1 vision (see Figure 5.23), fit loosely into the following categories:

#### Woodlots

- The woodlots around Borough Drive in the Civic Precinct are mostly natural, wooded spaces, although they include a dog off-leash park and open green space between Borough Approaches East and West.

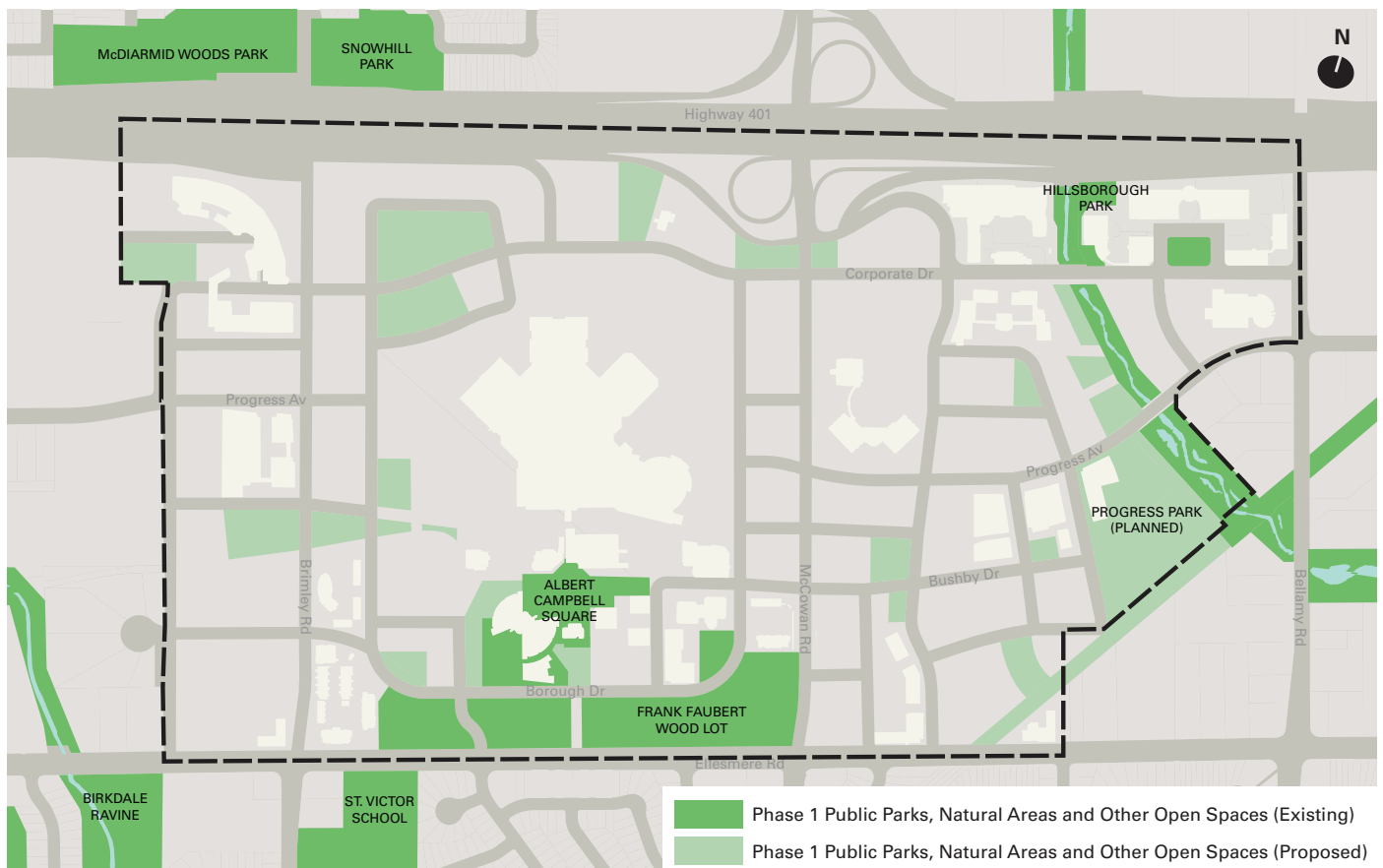


Figure 5.23 **Phase 1:** Recommendations for a variety of new open spaces (both existing and proposed parks and open spaces are shown here)

## Squares

- Albert Campbell Square is Scarborough's primary hardscape civic plaza and the anchor of the Civic Precinct. It was recently augmented with the adjacent Albert Campbell Park.

## Linear Natural Spaces

- East Highland Creek can be better activated and made more accessible as natural parkland, supporting a parallel trail system and connecting to the future park/school site at 705 Progress Avenue.
- Connections to West Highland Creek are proposed to create an active transportation 'creek-to-creek' linkage through the Centre.

## Variety of Parks

A range of park sizes and functions, as described in the City's Parkland Strategy, will be introduced through redevelopment as the Study Area evolves. The parks will provide opportunities for various purposes, such as passive and active recreation, community gathering and ecological health and resiliency. Several proposed parks were identified in Phase 1, as shown in Figure 5.23 and noted below:

- There is a secured future park and school site at 705 Progress Avenue, located adjacent to East Highland Creek. Although it is not yet designed, this park has the potential to incorporate active recreation facilities (such as sports fields/courts) that are needed in Scarborough Centre.
- A series of parks were proposed in the north part of the Study Area, along both sides of Corporate Drive (formerly Progress Avenue), between Brimley Road and McCowan Road, in order to address existing park provision gaps in the north part of the Study Area.

- A series of parks were proposed in the west part of the Study Area, around the intersection of Brimley Road and Triton Road, in order to create new park connections between important existing parks and open spaces, including Albert Campbell Square, Frank Faubert Woodlot and the West Highland Creek.
- A series of parks were proposed in the east part of the Study Area to support further growth expected around the future subway station.
- Privately-Owned Publicly Accessible Spaces (POPS): POPS are entirely publicly accessible, but privately-owned spaces, often in front of or beside buildings. POPS will play a key role in expanding the Study Area's public realm network by providing open space in strategic locations and complementing existing and planned parks, open spaces and natural areas. They are especially well-suited to complement publicly-accessible indoor spaces such as shops and malls.

## EXPERIENCES

### Cultural Experiences and Community Gathering

Parks and open spaces will play an important role in establishing and strengthening Scarborough Centre's identity. They can serve as venues for events such as concerts, farmers' markets, festivals and temporary art exhibitions. Currently, such events almost exclusively occur in Albert Campbell Square, but in the future, parks, POPS and other open spaces may provide additional opportunities for social gathering.

## Active Recreation

Parks and open spaces will provide opportunities for active play, as well as individual and organized sports and recreation activities, through new outdoor recreation facilities such as sports fields, sports courts, playgrounds, etc.

## Access to and Enhancement of Nature

Parks and open spaces will enhance biodiversity and the natural environment, and support passive recreation, rest and nature play as well as helping to address climate change.

## Weather Protection and Comfort

There is limited existing weather protection for pedestrians in the Study Area. Tree canopy is limited (outside of the woodlots) and there is also little shelter in and around open spaces. This is balanced out somewhat by the presence of the mall, which offers year-round indoor publicly-accessible indoor space, as well as the shelter of the SRT station and bridge.

As the Study Area evolves, there are opportunities for built form elements along the edges of open spaces, shade structures within parks and more extensive tree planting to provide additional opportunities for weather protection and thermal comfort.

## TYPES OF OPEN SPACES

In the future, Scarborough Centre will benefit from a variety of types of parks and open spaces to serve different purposes and provide diverse experiences. This diversity should be distributed across character areas or neighbourhoods, with each area encouraged to have as many types of parks and open space as possible. Where Phase 1 did not go into detail to differentiate open spaces and providing guidance, the OurSC Study can elaborate.

## 5.6 DEVELOPMENT TRENDS ANALYSIS

### CURRENT APPROVALS AND APPLICATIONS

Over its history, Scarborough Centre has experienced alternating periods of growth and stagnation. Although little development has occurred in the past decade, a number of approvals have been granted and further development applications are currently being considered (see Figure 5.24-5.25). Current interest in Scarborough Centre is likely being driven by the future Scarborough Subway Extension, which will substantially increase higher-order transit capacity and connectivity.

The majority of approvals and applications have a similar use and form that has become overwhelmingly common across the Greater Toronto Area: residential towers sited atop podiums, the latter of which may incorporate retail and office uses.

Although new development is clearly a positive step for Scarborough Centre, it also opens up a number of risks including a monoculture of the tower-podium form and an imbalance of uses. It is essential that new development enhance the quality of life in Scarborough Centre, with particular emphasis on streetscapes, mid-block connections and open spaces.

### EXPECTED FUTURE OPPORTUNITIES

Major future development opportunities, beyond current approvals and applications, are likely to include:

- Comprehensive infill of the Scarborough Town Centre Mall property (see Figure 5.17). By far the largest single property in Scarborough Centre, the mall provides huge opportunity for new residential and commercial uses, as well as streets and open spaces. The potential of that development was addressed by the Phase 1 plan, and will be further explored in the OurSC Study as built form, heights and density are considered.
- The lands around the future subway: As previously stated, the future Scarborough Subway extension is already driving growth in the Centre. However, the area immediately around the planned station is likely to be particularly important in terms of height and density. New buildings and open spaces there will need to incorporate a level of architectural and landscape design significance.
- The Brimley Precinct is by far the least developed portion of the Centre, although there are major approvals in this area. In the future, a major transformation of this area can be expected.
- The potential removal of the SRT infrastructure, including its yard, opens up some potential for development, although the Phase 1 plan emphasized future parks and open spaces along much of its former route.





Figure 5.24 **Existing Condition:** Photo of Scarborough Centre, seen facing southwest

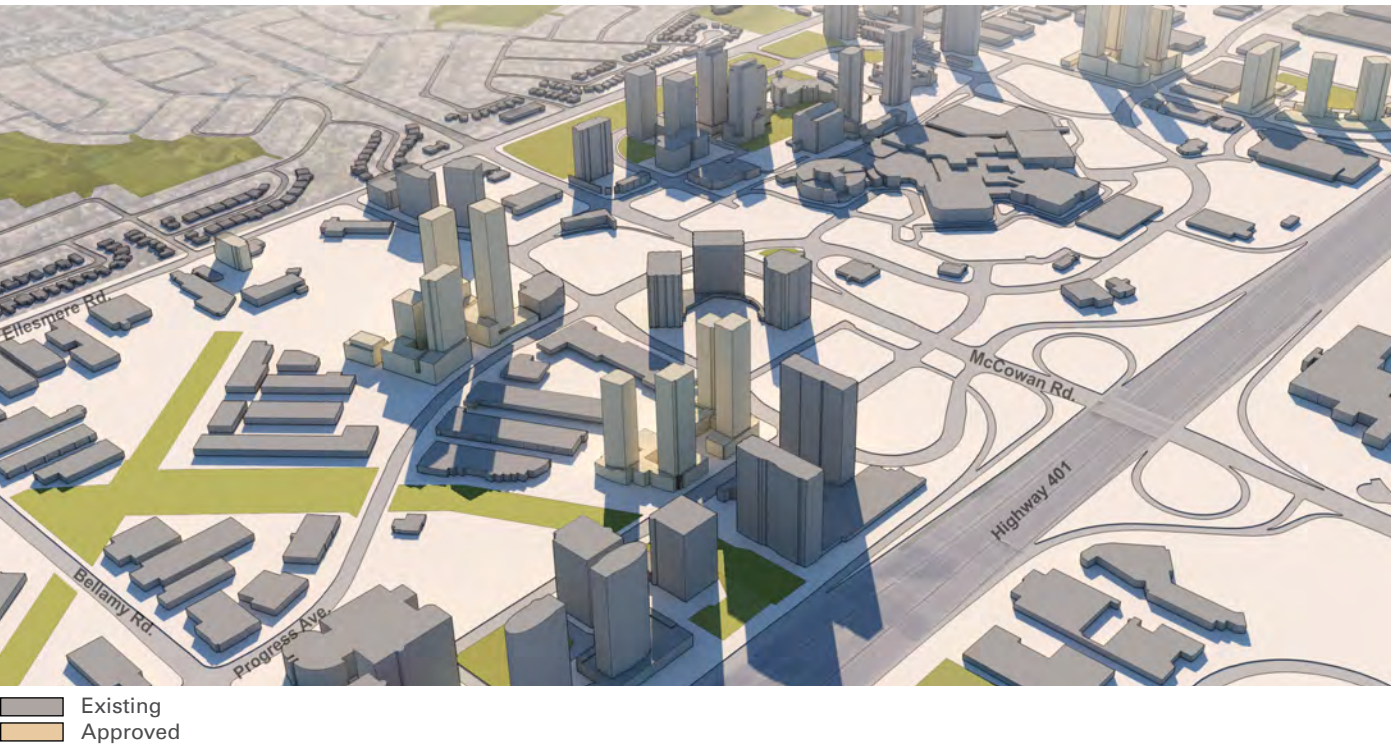


Figure 5.25 **Existing and Approved Condition:** Rendering of Scarborough Centre, adding all currently approved developments, seen facing southwest

## 5.7 SHADOW ANALYSIS

A shadow study of existing and approved buildings was conducted for the Equinox (March 21, September 21) and summer solstice (June 21). Selected dates and times are shown in Figures 5.26-5.27 and the full analysis is in Appendix B. The shadow study shows relatively modest shadow impacts when compared to more fully developed Centres, such as Downtown Toronto, Yonge and Eglinton and North York Centre. However, this can be expected to change in the future as new infill and redevelopment occurs. In addition, future parks, POPs, streets and other spaces may present new sensitivities to consider with regard to shadow impact.

Presently there are the fewest shadow impacts in the Town Centre/Commercial District, as one would expect given its low-rise built form. In contrast, there are the greatest shadow impacts along Brimley Road, at the northern edge of the Civic District and within the McCowan District. While there are a number of existing and approved tall buildings along the northerly edge of the Centre, shadows cast by these buildings fall predominantly onto Highway 401. With regards to parks and open spaces, few shadows are currently cast onto Frank Faubert Woodlot due to its position at the southerly end of the Centre (shadows there are limited to late afternoon). Similarly, East Highland Creek is mostly free of shadow throughout the day. On the other hand, smaller parks and squares positioned amongst tall buildings are subject to the greatest shadowing. These include Albert Campbell, Hillsborough and Lee Centre Parks (Albert Campbell Square has relatively good solar access).

There are few, if any, realistic opportunities to increase sunlight exposure through redevelopment due to the nature of that process (existing tall buildings can be expected to remain, while lower buildings are more likely to be replaced with taller ones). However, it is imperative to preserve sunlight on existing and potential parks and open spaces, as well as key streets, by limiting adjacent building heights especially along their southerly edges, and by orienting buildings in a manner that limits shadowing on these spaces. Key existing spaces include Albert Campbell Square and Frank Faubert Woodlot. Sunlight will need to be maximized on the proposed large park on the north side of Progress Avenue (the north edge of the future 'Borough Loop') within the Town Centre/Commercial District, the planned school and park site within the McCowan Precinct, the two Highland Creeks as well as the other proposed parks throughout the Study Area. Streets of concern include the Borough Loop and Bushby Promenade (see Chapter 7), which would be designed as important civic spaces.



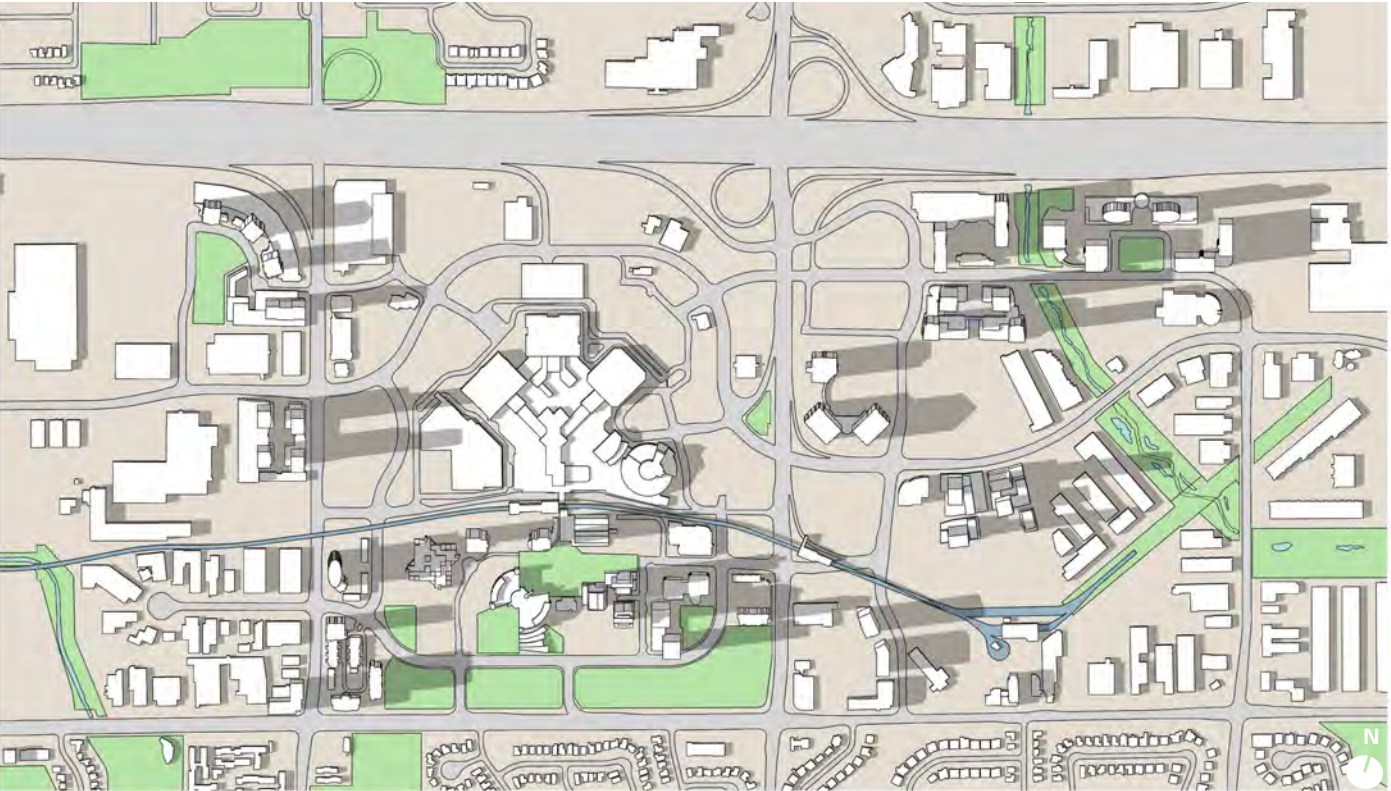


Figure 5.26 Shadow study: March 21, 4:18 PM

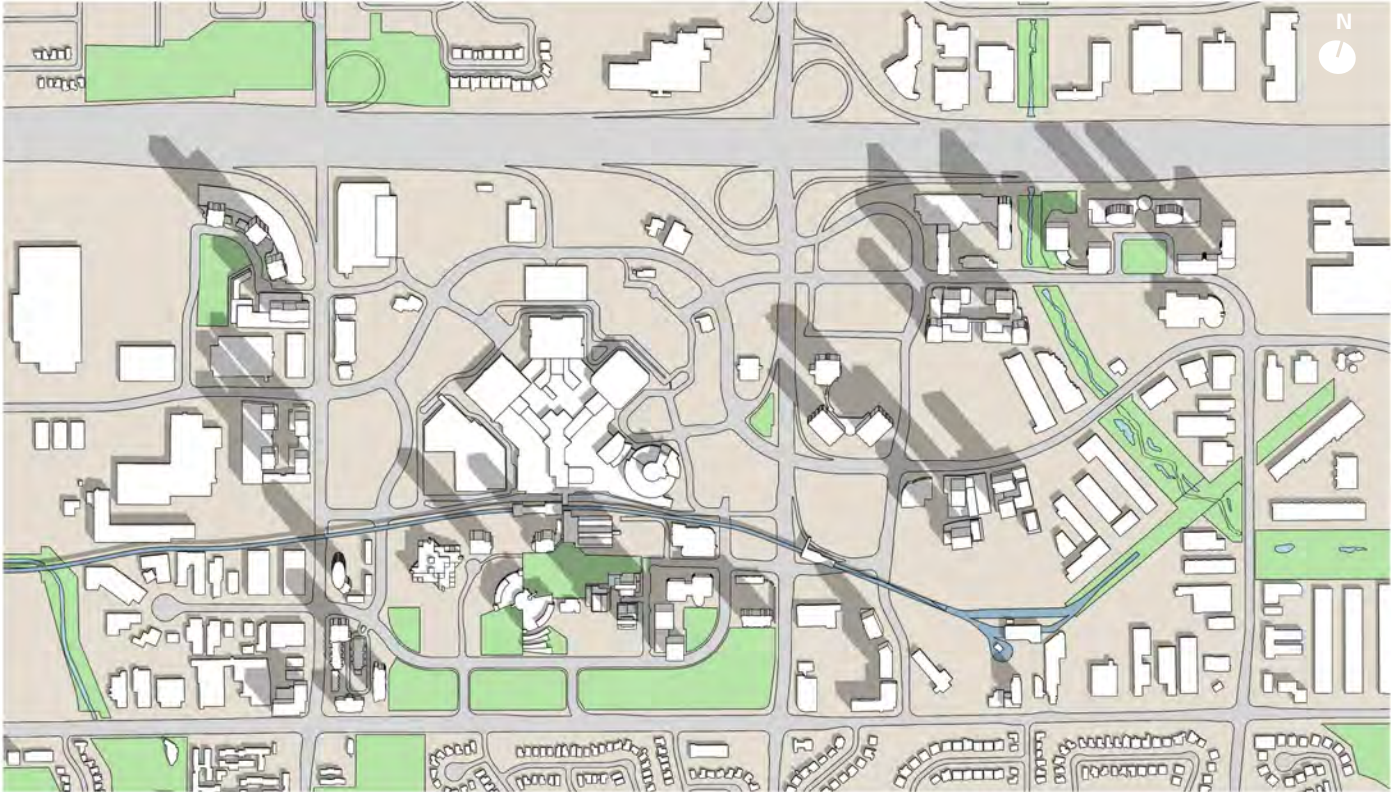


Figure 5.27 Shadow study: September 21, 9:18 AM

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# 6.0

## **VISION, GUIDING PRINCIPLES AND UPDATES TO PHASE 1 WORK**

This chapter shares the vision, guiding principles and character areas refined as part of Phase 2 activities.

## 6.1 INTRODUCTION

The vision statement and guiding principles are informed by an analysis of Phase 1 work and Phase 2 activities to date including stakeholder and community engagement, culminating in the Visioning Workshop held virtually on June 3, 2021 with 70 participants. The vision and guiding principles will provide a useful evaluation framework for the remainder of the Study, including the formulation of the preferred development concept and the updated Secondary Plan policies.

Images: Aspirational imagery for fostering a complete community with a vibrant public realm, a diversity of built form and parks and open spaces, supported by a multi-modal transportation system.



Bryant Park, New York City



Marine Gateway, Vancouver



Queen Street West, Toronto



Canoe Landing Centre, Toronto

## 6.2 VISION

### VISION STATEMENT

Scarborough Centre is envisioned to evolve into a **transit-oriented community** and **civic and economic hub**, characterized by a **vibrant, safe and connected public realm** with a mix of live-work-play uses that support a robust network of local parks, public open spaces, **diverse and affordable** housing options and accessible community services. **Sustainability, resiliency, inclusivity** and celebration of Scarborough Centre's unique **heritage and ethnocultural diversity** will be the cornerstones of all new initiatives in the area.



## 6.3 GUIDING PRINCIPLES

### 1. CREATE DISTINCT NEIGHBOURHOODS WITH A VARIED BUILT FORM

#### Principle:

Scarborough Centre will feature neighbourhoods that are unique in character and support a range of uses and variety of building types, heights and densities mixed together in a harmonious and attractive manner. A variety of block configurations and building heights will be encouraged to achieve an interesting urban form moving beyond traditional podium and tower design.

#### Objectives:

- Define neighbourhoods distinguished by a unique character and identity through varied built form, street patterns and block patterns. Each neighbourhood should have its own open green spaces, unique landmarks, distinct street and block configurations and easy access to local services.
- Develop a range of different building types, including towers, linear and courtyard mid rise buildings, townhouses and others to help create distinctive neighbourhoods.
- Concentrate the highest density near the transit hub, with additional high density distributed near major arterials, and mid rise and low-rise buildings along internal streets.
- Provide gradual transition in heights for mid-rise and high-rise buildings to lower scale neighbourhoods.

- Design buildings to provide an attractive pedestrian scale at lower storeys through urban design that emphasizes narrow store fronts, building entrances and transparency at ground levels.
- Promote design excellence and encourage an attractive built form/building articulation that simulates interest and excitement.
- Plan for landmark buildings that contribute to identity of Scarborough Centre as a modern and dynamic place.



Image: Canary District, Toronto



## 2. MAKE SCARBOROUGH CENTRE A VIBRANT AND EXCITING PLACE

### Principle:

Scarborough Centre will be a vibrant and exciting place with a high-quality and engaging public realm and well-distributed network of variously-sized and programmed parks, squares, promenades, courtyards and pedestrian friendly streets that serve as anchors of community life in the neighbourhoods. Strategically-placed retail will help enhance vibrancy and attractiveness of streets and public spaces. The design of the public realm will create an urban environment that provides opportunities for social interaction and recreation and builds community identity through use of public art.

### Objectives:

- Create a well-distributed and connected network of public spaces – parks, parkettes, privately owned public spaces, squares, promenades, etc. – that support social interaction, enjoyment and quality of life.
- Activate existing and new parks and public open spaces by framing edges with active uses such as retail, offices, residential entrances, etc.
- Urbanize Scarborough Centre through framing street edges and transitioning large swaths of surface parking to areas with buildings, streets and green spaces. Larger setbacks should only be used to create a wider public realm where appropriate through wider pedestrian boulevards/plazas, etc.
- Conceal parking by locating it in garages. Provide service entrances from side lanes or at the rear of buildings.
- Design for appropriate scale and proportions of built form to open space including planning for wind comfort and solar access. This will vary depending on the function and location of the open space.
- Foster community identity and sense of place through use of public art and design elements as part of open space and streetscape design. Examples include design of street furniture, lamp posts, emphasizing gateways and public squares through two or three-dimensional artwork.
- Identify programming of open spaces as part of open space design, such as sites for farmers' markets, food truck festivals, holiday markets and other events.
- Enhance and activate Albert Campbell Square as a key area of focus of civic life in the Centre.



Image: Outdoor movie night in Corktown, Toronto (Credit: Nicola Betts)

### 3. CREATE GREAT STREETS WITH AN ATTRACTIVE PUBLIC REALM

#### Principle:

Streets play a critical role in supporting the social life of the community as well as efficient movement of people, public transit and cars. Scarborough Centre will feature a hierarchy of streets that will support all users with a special focus on creating a safe, comfortable and attractive pedestrian realm. Tree-lined vistas and landscaping along streets will help manage stormwater runoff to help mitigate flooding and enhance water quality, enhance air quality, mitigate the urban heat island effect and help conserve energy. Special attention will be placed on adequate solar access and wind comfort. Active ground floor uses such as retail stores and residential entrances will be placed directly on street edges to create a rich street life and eyes on streets for safety.

#### Objectives:

- Define a hierarchy of street typologies and their functions.
- Design complete streets that support all users, including pedestrians, cyclists, transit users and drivers, with appropriate right of ways and infrastructure.
- Place high activity uses such as retail stores and residential entrances directly on street edges to create a rich street life and eyes on streets for safety.
- Create a generous, comfortable and engaging pedestrian realm through streetscape design with street furniture, lighting, canopies, signage, street trees and landscaping.

- Locate primary entrances at street corners and highlight them with features such as high transparency, coloured canopies, etc. and uses that are inviting and engaging such as cafes or restaurants.
- On retail and mixed-use streets, provide adequate space for patios and outdoor seating.
- Plan for ease of wayfinding for all users through visual anchors, vistas and clear signage, taking into consideration users' points of view. Take advantage of irregular street patterns where possible to add landmark buildings and spaces.
- Incorporate trees, vegetation and landscaping along streets that enhance local ecology, sustainability and resilience. Examples include adding bioswales, vegetation and trees that support local wildlife and ecosystems, absorb noise and air pollution and control solar access as desired for the season.
- Improve microclimate along streets and open spaces through street trees, canopies, built form and open space design to support a comfortable and pleasant walking and cycling experience.



Image: Street-level retail

## 4. CREATE A COMPLETE COMMUNITY WITH A DIVERSE MIX OF ACTIVITIES

### Principle:

Scarborough Centre will be planned as a complete community where homes, jobs, schools, community services, parks and recreation facilities will be easily accessible within a 15-minute walking or cycling distance. Complete communities support quality of life, economic vitality and human health. They are mixed use, support transit, encourage active transportation and provide a mix of housing types supporting a range of affordability. Additionally, residents will have access to healthy local food, parks and open spaces that support active living.

### Objectives:

- Create dense and well-connected neighbourhoods where homes, jobs, schools, parks and community services are located in close proximity and where an attractive public realm encourages walking and cycling.
- Provide a range of housing types, at varied scales, that meet the needs of people of all age groups, household sizes and incomes.
- Embrace flexibility to meet the changing needs of the market, including new forms of live-work spaces, co-working spaces, etc.
- Support active living through ease of access to parks and open spaces, walking and biking paths and trails.

- Encourage use of public transit by providing comfortable and frequent bus stops and safe and attractive active transportation routes to the subway, so residents can access everyday services near transit stations and stops. Shuttle services to subway and local destinations could enhance access to transit for residents.
- Facilitate access to healthy local food by encouraging community gardens, rooftop gardens and farmers' markets.

## 5. CREATE QUALITY PARKS AND OPEN SPACES

### Principle:

The four key principles of the City's Parkland Strategy will guide the evolution of the parks and open space network in the Study Area:

**Expand** new parkland and open spaces to support growth and address park and open space gaps.

**Improve** the access and function of the existing parks and open space system to promote community wellbeing and ecological sustainability through active living, access to nature and appropriate spaces for rest and leisure.

**Connect** parks and open spaces, physically and visually, so that people and wildlife can navigate to and through the parks and open space system.

**Include** everyone in the parks and open space system by removing barriers so that parks and open spaces are inclusive, inviting and equitably accessible places for all people.

The network of parks and open spaces in the Study Area will be improved, better connected, more equitable and biodiverse.

### Objectives:

- Expand the existing network of parks and open spaces so that every resident has a park or green open space within a 5-10 minute walking distance (500 metres or less).
- Create and integrate different types of open spaces such as small, medium and large parks, Privately-Owned Publicly Accessible Spaces (POPS), linear parks, greenways, urban parks and natural parks in order to add interest and character to neighbourhoods.
- Provide site-specific placemaking opportunities in parks and open spaces, including Indigenous placemaking and interpretation of local cultural and natural features through public art, naming, wayfinding, interpretive features, landscaping, etc.
- Design and locate buildings, parks and open spaces in a manner which ensures parks and open spaces are safe, visible and accessible. This can be achieved by providing animated frontages with active ground floor uses adjacent to parks and maximizing public access and views to parks.
- Provide a range of passive and active recreation opportunities within parks and open spaces such as seating areas, picnic spots, lookouts to creeks or woods (where relevant), community gardens, play structures, fitness equipment and outdoor facilities such as sports fields, skating rinks and skate parks.
- Plan for comfortable year-round use of all parks and open spaces.
- Provide safe and convenient access to parks and open spaces by ensuring generous public street frontage(s) for parks and open spaces and elements such as raised street crossings, traffic calming on adjacent streets, generous sidewalks and clear signage and wayfinding.
- Design parks to support ecological functions, biodiversity and wildlife through the use of native trees and vegetation, and green and stormwater infrastructure.
- Connect new parks and open spaces to existing and planned parks, open spaces and trails, where possible.
- Connect to and improve existing natural areas such as East Highland Creek, West Highland Creek and Frank Faubert Woodlot through trails, bike paths and walkways where appropriate.
- Create and evenly distribute several larger parks throughout the Study Area in order to accommodate and maximize larger-scale parks and recreation programming that is currently not available in the Study Area (e.g., sports fields).
- Provide education and learning opportunities in parks and open spaces through interactive features and educational signage about history of place, local flora and fauna, etc.
- Promote stewardship of parks and natural areas.



## 6. PLAN FOR ACTIVE TRANSPORTATION AND IMPROVED MOBILITY AND CONNECTIVITY

### Principle:

Scarborough Centre will be a predominantly walkable and bikeable community with easy access to public transit. It will be characterized by a fine network of streets that support pedestrian permeability, wayfinding, mixed land uses that place housing, retail, parks, schools and other services in close proximity and an attractive public realm that encourages walking and biking. The new transit hub will be a key focus of the Centre and will be designed to support 'first/last mile' active transportation connections. All streets and paths will be supported by amenities such as street furniture, trees, bike racks, signage and wayfinding elements. Creative solutions will be applied to overcome barriers to connectivity such as Highway 401 and major arterial roads.

### Objectives:

- Make the new transit hub a significant and attractive focal point for the community with improved connectivity to and from all parts of Scarborough Centre as well as the surrounding areas.
- Create a fine-grained network of streets throughout Scarborough Centre, as recommended by the TMP and Phase 1 Plan where block lengths are generally limited to 200 metres, and include one or more mid-block connections within that space.
- Provide a fine mix of land uses and active ground floor uses that encourage pedestrian activity.

- Create a well-connected network of pedestrian and cycling routes that provide safe and convenient access to transit and other destinations.
- Plan for streets, walking and biking paths supported by amenities such as street furniture, trees, bike racks, signage and wayfinding elements.
- Develop creative solutions to mitigate barriers to connectivity at Highway 401 and major arterial roads such as integrating street signage, retail where appropriate, lighting, public art, seating spaces, street trees and vegetation in order to help create a comforting walking environment and mitigate noise, wind and the urban heat island effect.



Image: Complete streets are accessible for all ages and ability levels

## 7. BUILD A SUSTAINABLE AND RESILIENT CENTRE

### Principle:

Scarborough Centre will promote environmental, economic and social sustainability in all aspects of planning. It will encourage building and open space design that promotes resilience, adaptation to extreme weather, biodiversity, reduction of greenhouse gas emissions as well as energy and resource efficiency. Further, planning will ensure efficient use of investments and identify opportunities for partnerships between public and private initiatives where shared objectives can be realized.

### Objectives:

- Identify opportunities for partnerships between public and private initiatives where shared objectives can be realized and sustainability initiatives achieved.
- Place residential uses to minimize exposure to air and sound quality; consider the issue of air and sound quality for future residents due to the proximity of Highway 401.
- Integrate sustainable planning principles that promote environmental, economic and social sustainability.
- Encourage built form and open space design that promotes energy and resource efficiency and resiliency.
- Explore opportunities to integrate green infrastructure and energy efficiency measures in both existing and new development.
- Explore opportunities to retrofit existing streets and public open spaces with green infrastructure elements.
- Ensure that public investments in infrastructure (subway station, bus terminal) serve as catalysts for additional sustainable investments in the public realm.



Image: Toronto's Regent Park neighbourhood is a mixed-use, mixed-income community with a blend of market and rent-geared-to-income housing units along with commercial and employment uses and community amenities.

## 8. ENRICH COMMUNITY SERVICES AND FACILITIES

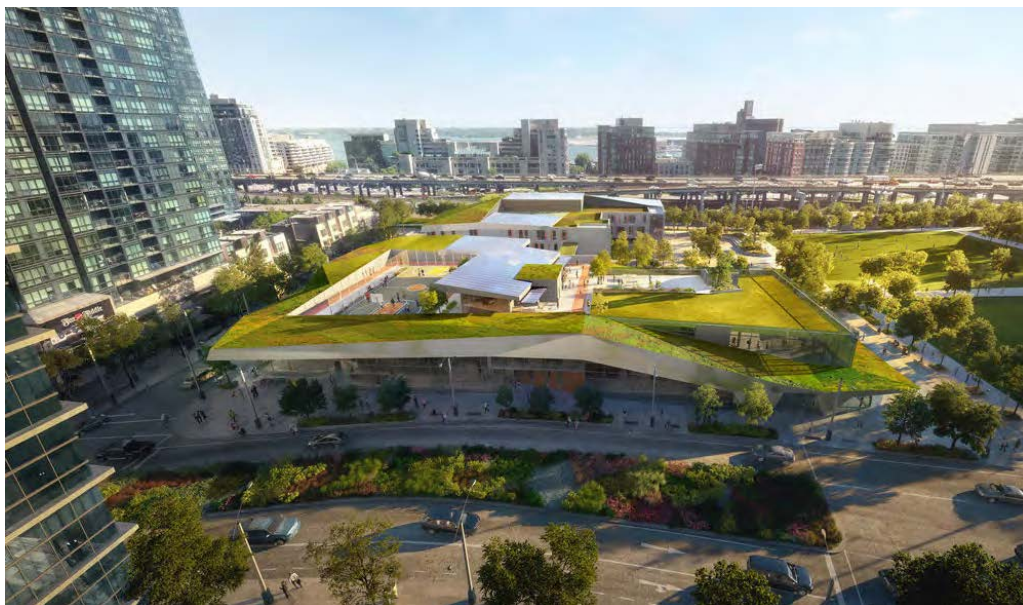
### Principle:

The plan for Scarborough Centre will continue to augment community services and facilities that respond to the needs of people throughout the area. Community services and facilities will be designed to be easily accessible and inclusive, creating an equitable community that responds to the needs of people from diverse income groups, age groups, household configurations and backgrounds, and will acknowledge and act on responsibility to Indigenous communities.

### Objectives:

- Create an inclusive and equitable community that responds to the needs of people from diverse income groups, age groups, household configurations and backgrounds.
- Provide for a distribution of community services and facilities that accommodate the needs of people throughout the Centre.
- Ensure community services and facilities are easily accessible and inclusive.
- Provide ongoing opportunities for residents, workers, businesses and land owners to participate in planning for the evolution of Scarborough Centre.

Image: Canoe Landing Centre is a multi-use community hub in Toronto serving a high-density urban neighbourhood, incorporating schools and a child care centre with parkland, athletic facilities, a public plaza, community kitchen, meeting rooms and other amenities.





## 6.4 CHARACTER AREAS

### DIFFERENCES FROM PHASE 1

It is proposed that the Study generally accept the Phase 1 Character Areas (also called Districts), with only modest changes (see Figure 6.1):

1. **North District:** Dividing the North District into three sub-areas to reflect the potential for different character.
2. **McCowan District:** Slightly expanding McCowan to the east and west to reflect the previously completed McCowan Precinct Plan. The Highland Creek District would shrink to include the creek and adjacent blocks only.

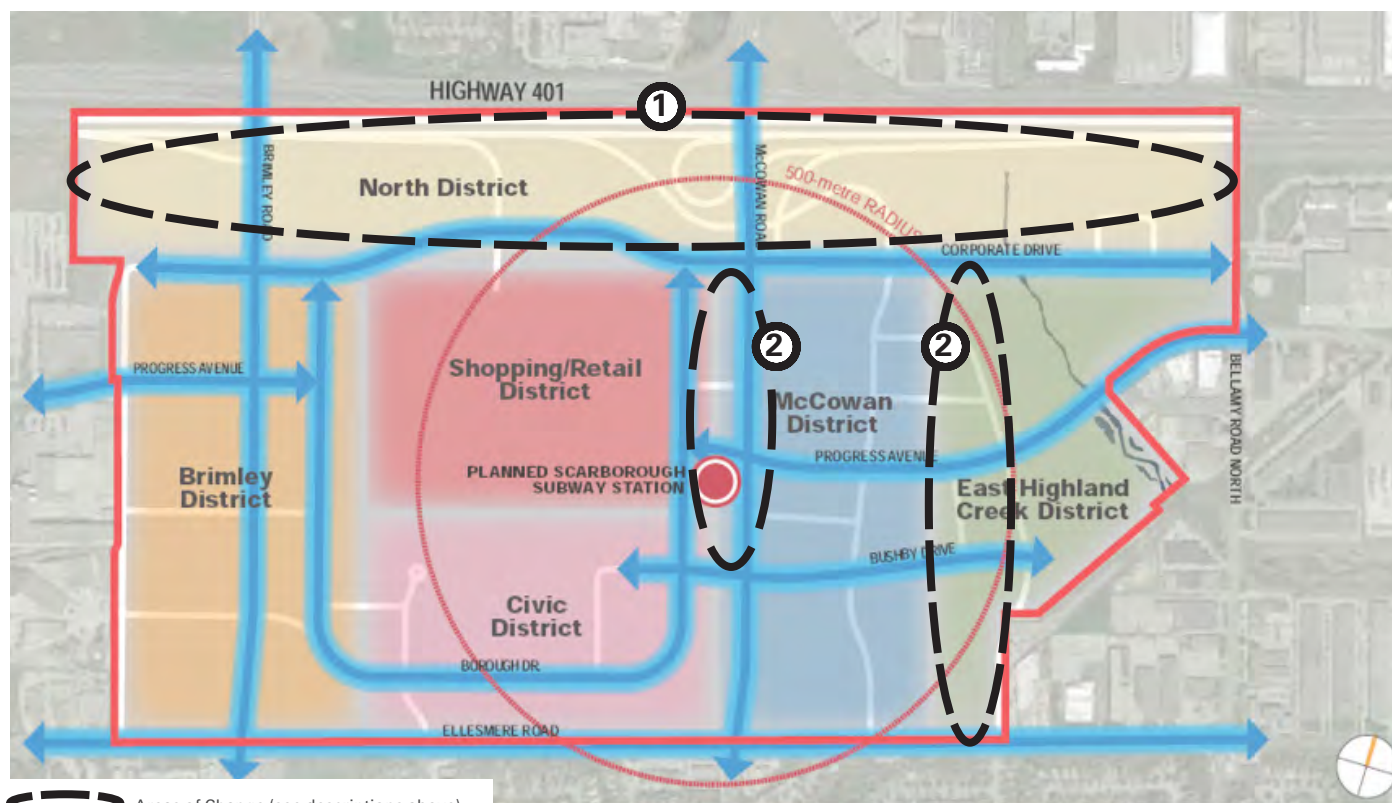


Figure 6.1 Modifications recommended to the Phase 1 district structure. Note that the planned Scarborough Centre subway station has been relocated to the east side of McCowan Road since Phase 1. Refer to Figure 1.8 for updated location.)



PROPOSED CHARACTER AREAS

Figure 6.2 illustrates proposed new character areas (to be referred to as Districts). Generally, it remains very similar to the Phase 1 recommendations.

The three northern areas should be treated as a single District composed of three sub-areas.

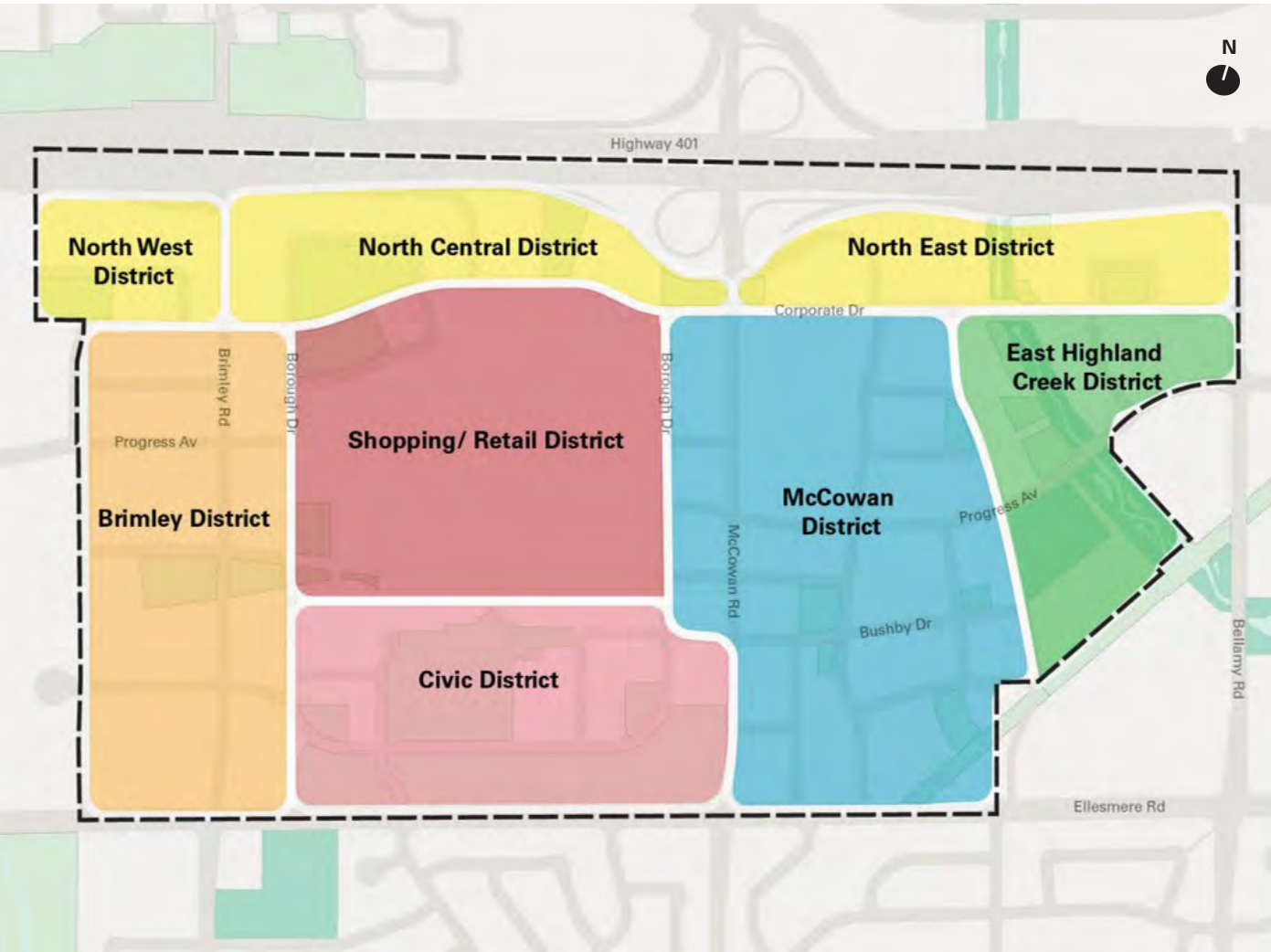


Figure 6.2 OurSC’s draft precinct plan

## 6.5 STREETS AND CONNECTIONS NETWORK

### DIFFERENCES FROM PHASE 1

As seen in Figure 6.3, the following changes are proposed to the Phase 1 street network (in addition to more minor adjustments):

- 1. Northwest Corner:** General adjustment of the network in the north-western corner to better accommodate an approval that was in place before the Phase 1 work.
- 2. Loop Road:** Clearer emphasis on Borough Drive as a loop rather than a 'U.' Numerous small adjustments to the internal street pattern.
- 3. Inner Loop:** Introduction of an inner loop for pedestrians, extending down to Albert Campbell Square/Park.
- 4. New Trails:** Reintroduction of an active transportation connection along part of the former SRT route in the Brimley Precinct (this appeared in the SCTMP and OPA 409), as well as through the middle of the planned new park in the McCowan Precinct.
- 5. Road Extensions:** New road extensions for Bellamy Road (over the 401) and Bushby Drive (to Bellamy Road). The exact route for the latter has not yet been determined. These extensions previously appeared in the SCTMP and OPA 409.

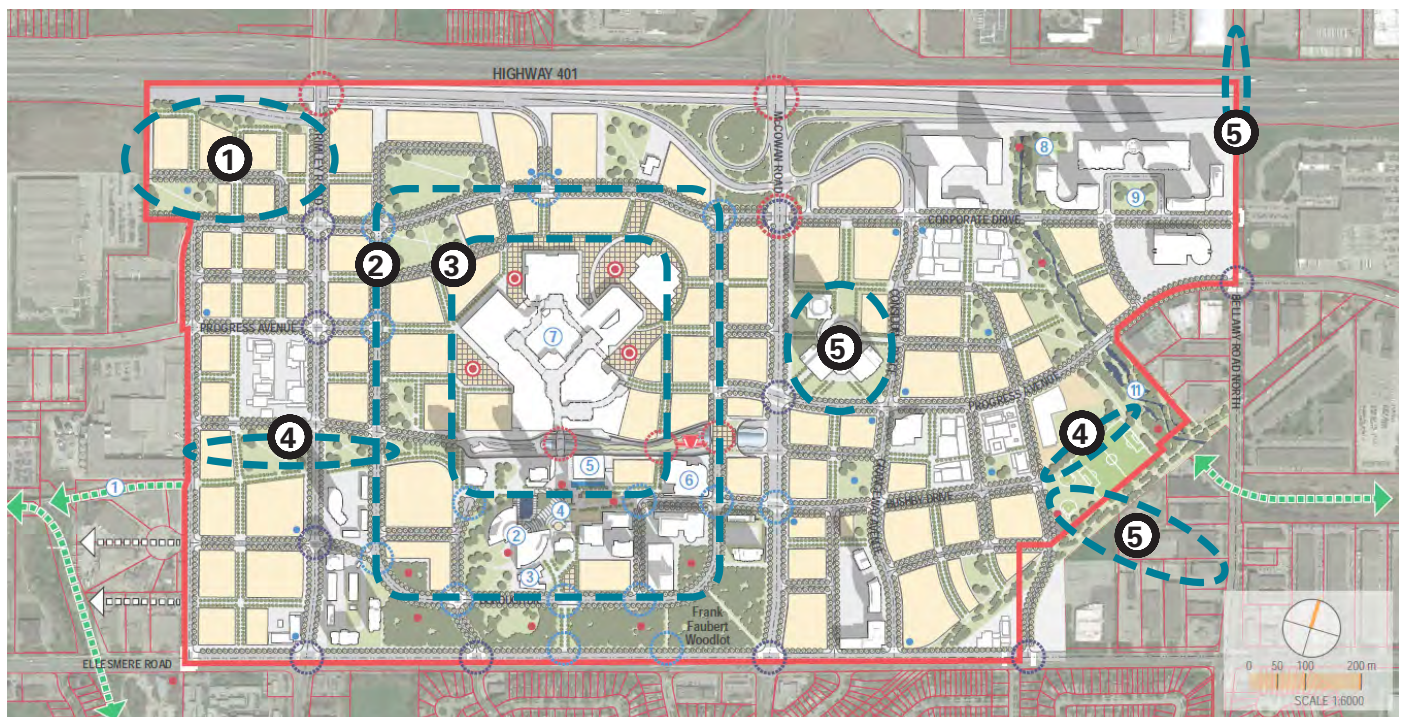


Figure 6.3 Modifications recommended to the Phase 1 plan

## PROPOSED OVERALL STREET NETWORK

Figure 6.4 indicates streets and connections that are currently being refined through the Our Scarborough Centre Study.

The nature of connections will be determined with individual applications, but they could be public or private streets, or pedestrian mid-block linkages.

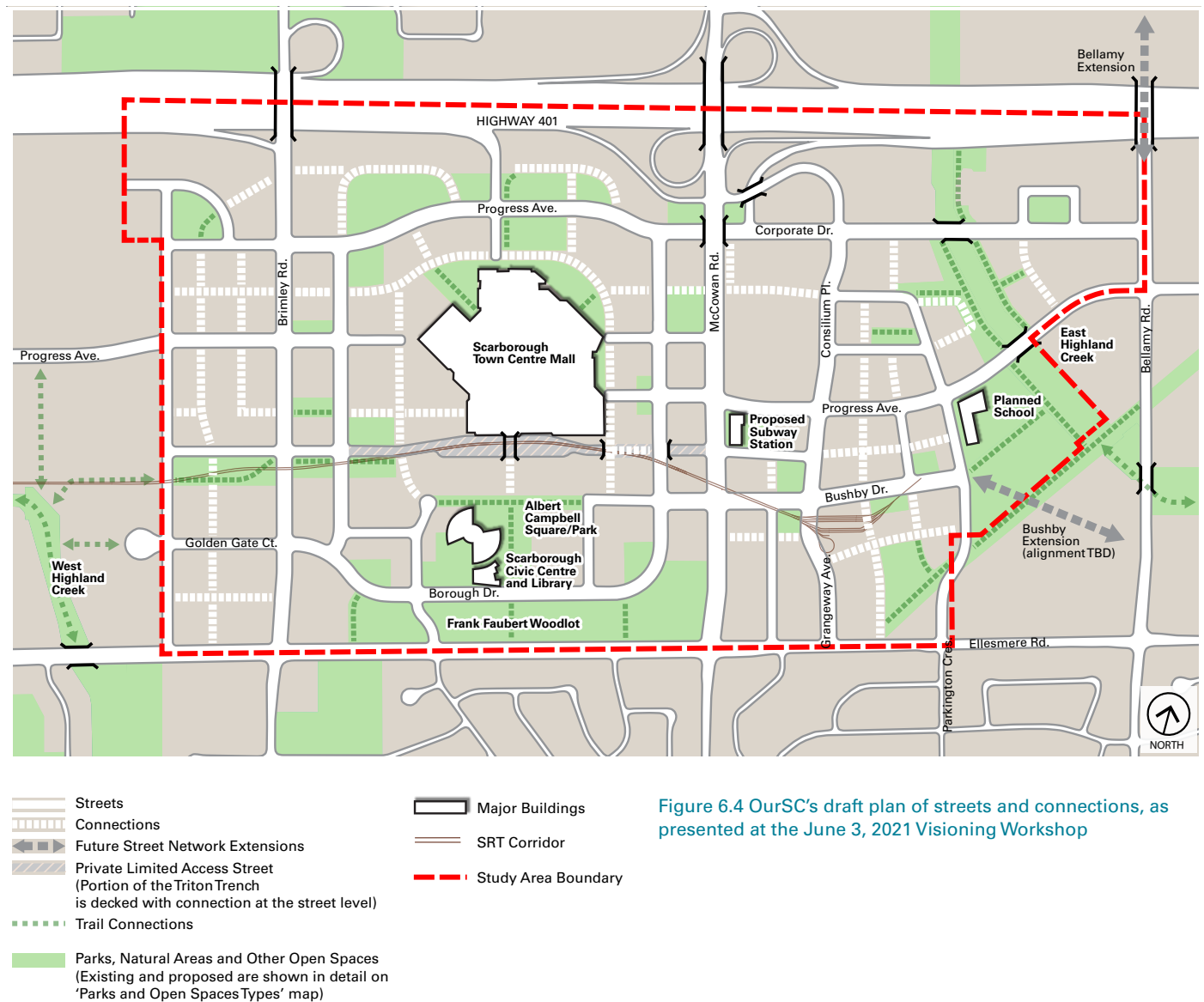


Figure 6.4 OurSC's draft plan of streets and connections, as presented at the June 3, 2021 Visioning Workshop



## PROPOSED STREET CHARACTER

In addition to the location of streets, a number of specific character types are recommended (see Figure 6.5).

These include:

- Arterial streets, which should function as the front doors on the community, welcoming those who enter into the interior of Scarborough Centre;
- Mixed use streets, which would be the intimate 'main streets' of Scarborough Centre, lined with active uses including retail; and
- Civic streets, which would take on a more green character. These include the Borough Loop and routes to East and West Highland Creek.

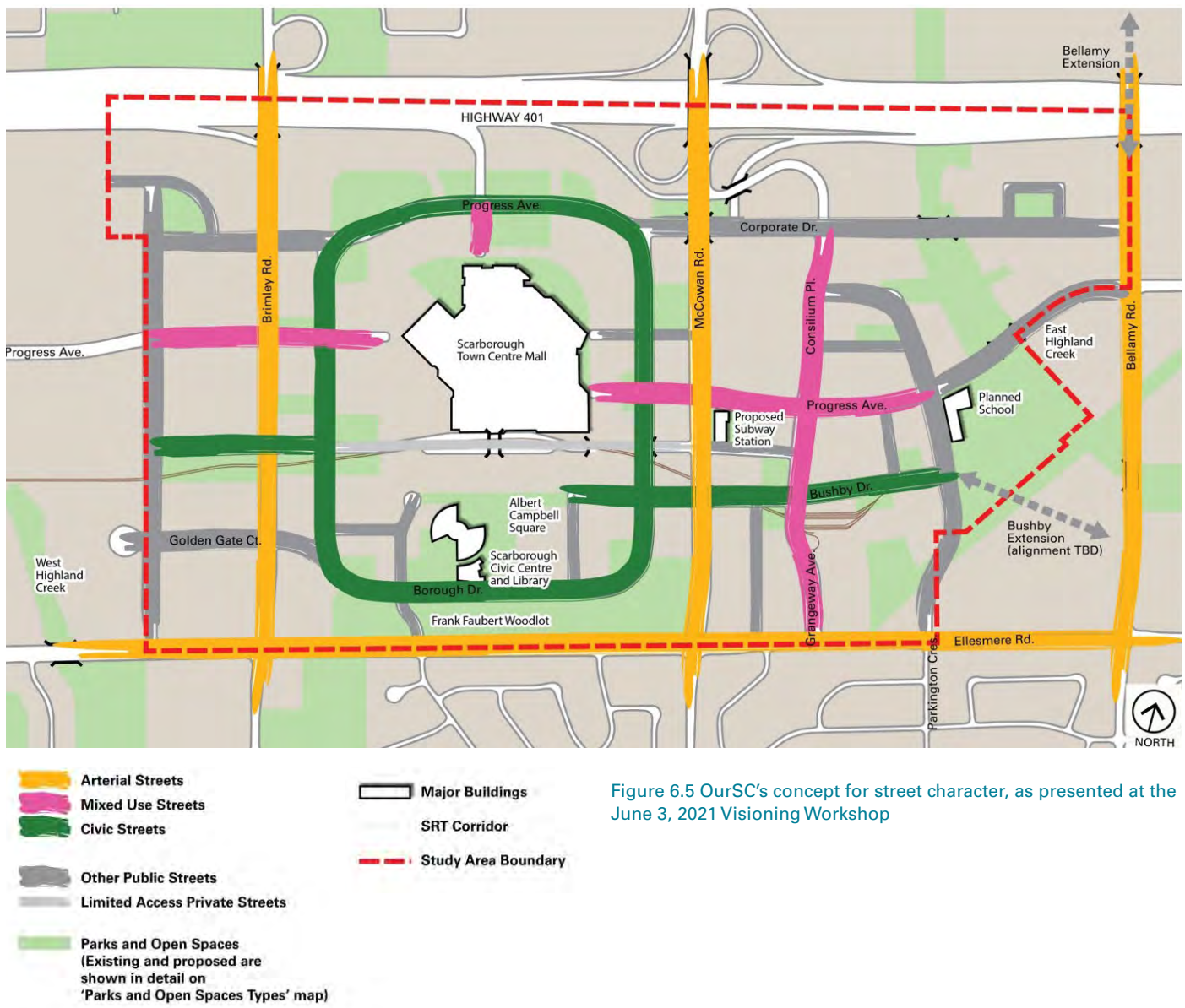


Figure 6.5 OurSC's concept for street character, as presented at the June 3, 2021 Visioning Workshop



PROPOSED ACTIVE TRANSPORTATION NETWORK

Figure 6.6 indicates active transportation routes that are currently being refined through the Our Scarborough Centre Study. They include dedicated cycling facilities on most streets, as well as trails and other local connections.

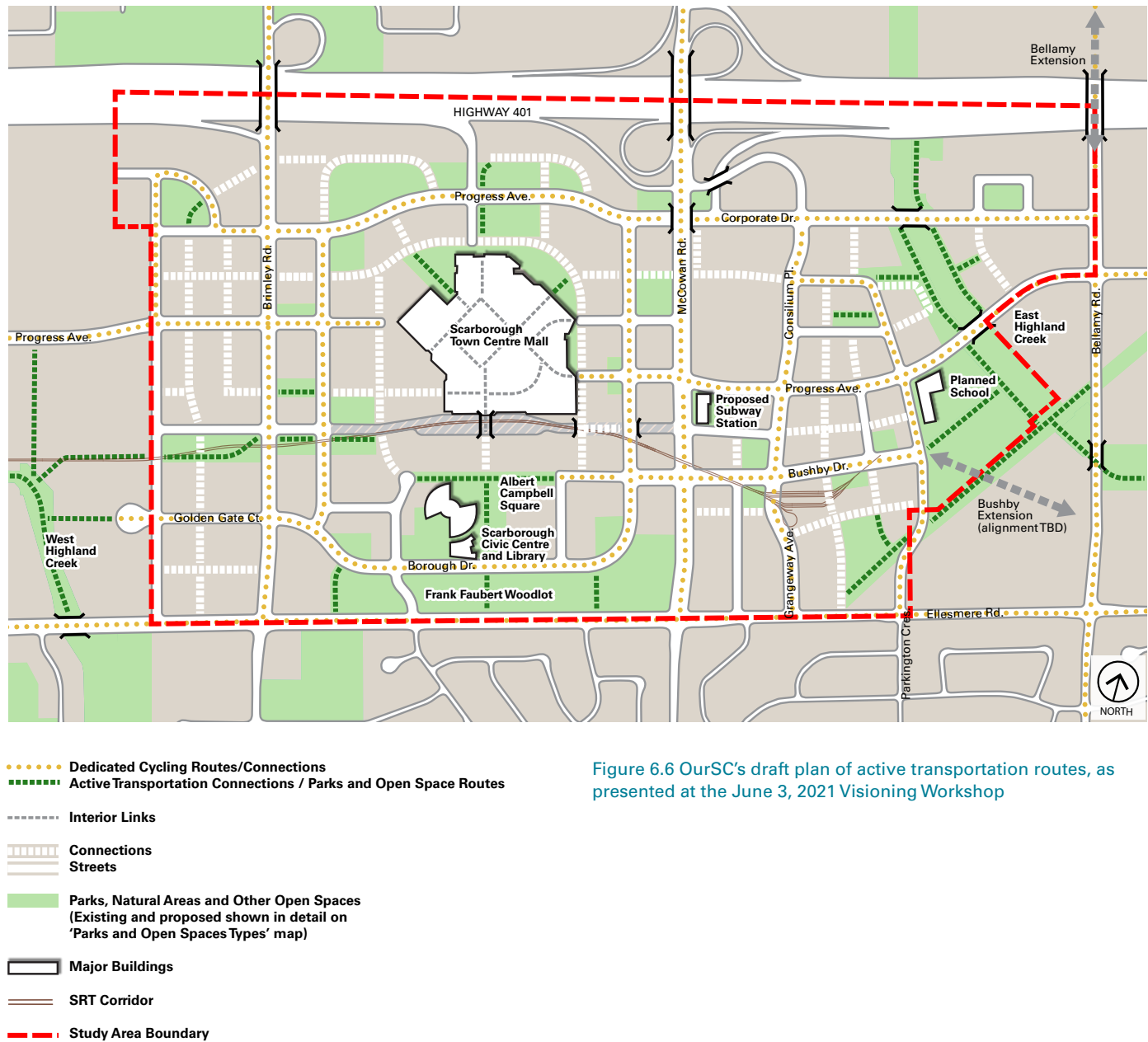


Figure 6.6 OurSC's draft plan of active transportation routes, as presented at the June 3, 2021 Visioning Workshop

## PROPOSED GREEN LOOPS

As seen in Figure 6.7, overlaying proposed streets and connections, as well as active transportation routes, will provide an opportunity for designated recreational 'green loops,' akin to the suggested Discovery Walks found elsewhere in the city.

These special walking and cycling promenades can bring together Civic Streets and adjacent park trails, resulting in programmed routes around the Scarborough Town Centre Mall and into the future East and West Highland Creek natural areas.

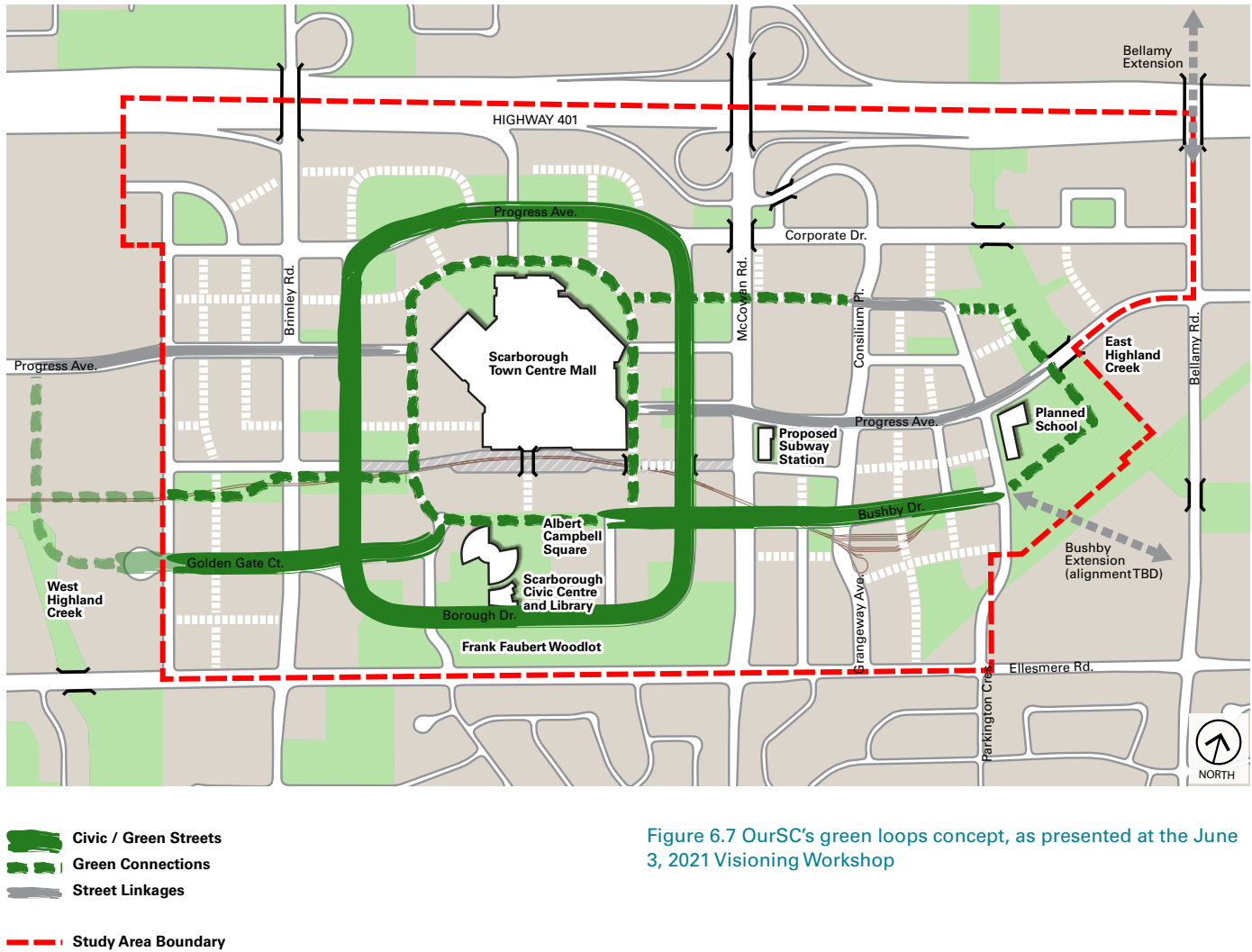


Figure 6.7 OurSC's green loops concept, as presented at the June 3, 2021 Visioning Workshop

## 6.6 PARKS AND OPEN SPACE NETWORK

### DIFFERENCES FROM PHASE 1

As seen in Figure 6.8, the following changes are proposed to the Phase 1 parks and open spaces system (in addition to more minor adjustments):

- 1. Northwest Corner:** Modest relocation/reconfiguration of proposed park to accommodate approval that was in place before the Phase 1 work.
- 2. Large East-West Park North of Scarborough Town Centre Mall:** Reconfiguration of proposed parks to produce a large park system on the north side of Progress Avenue. This would mirror the woodlots on the south end of the Borough Loop and create a more distributed, connected and walkable parks network and 'green loop.'
- 3. Additional Privately-Owned Publicly Accessible Spaces (POPS):** Additional POPS associated with development opportunities.
- 4. Linear Park to West Highland Creek:** Reconfiguration (including westward extension) of proposed park to better to connect to a proposed West Highland Creek trails system.

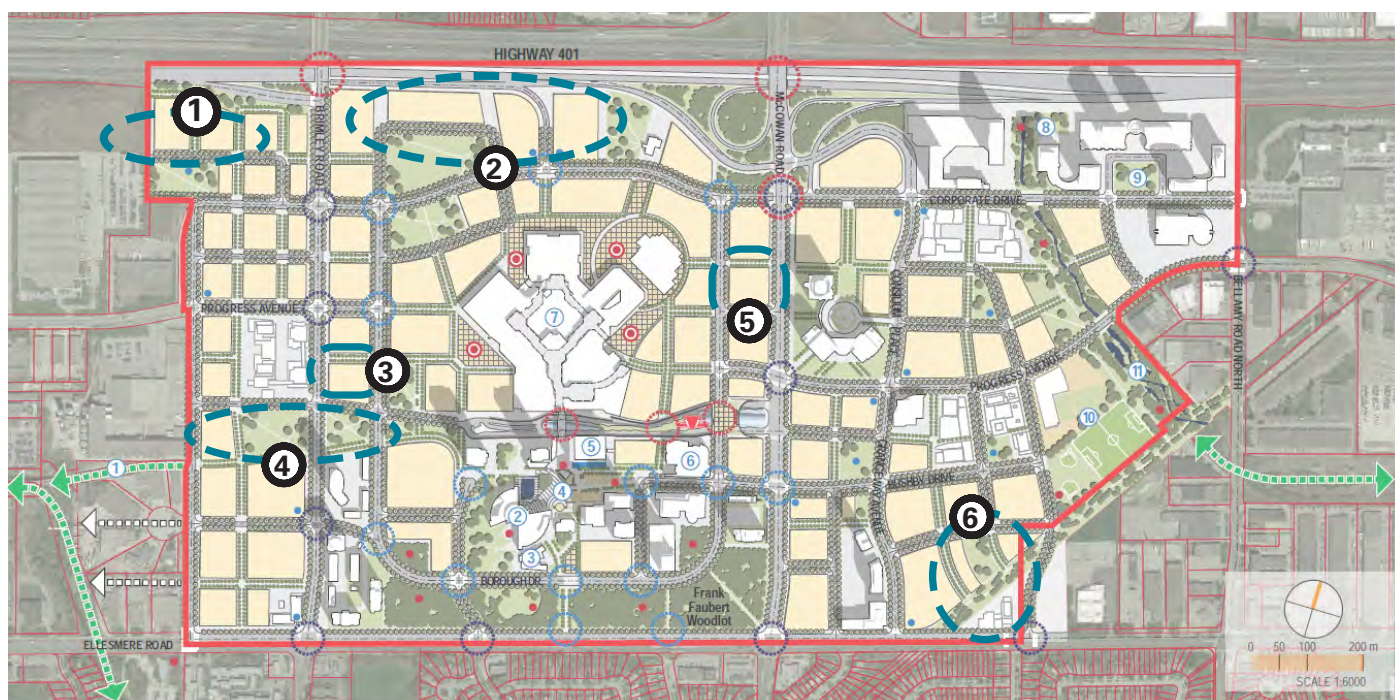


Figure 6.8 Modifications recommended to the Phase 1 plan

**5. Additional Park along McCowan Road:**

Additional park on McCowan Road in order to create a better distributed, more balanced and more walkable parks network throughout the Study Area.

**6. SRT Yards:** Reconfiguration of proposed park and adjacent connection on the SRT yard lands.

**PROPOSED PARKS AND OPEN SPACES**

Figure 6.9 indicates parks and open spaces of other types which are currently being considered through the OurSC Study.

While few changes were made to the Phase 1 parks, some additional detail was added with regards to potential ownership type.

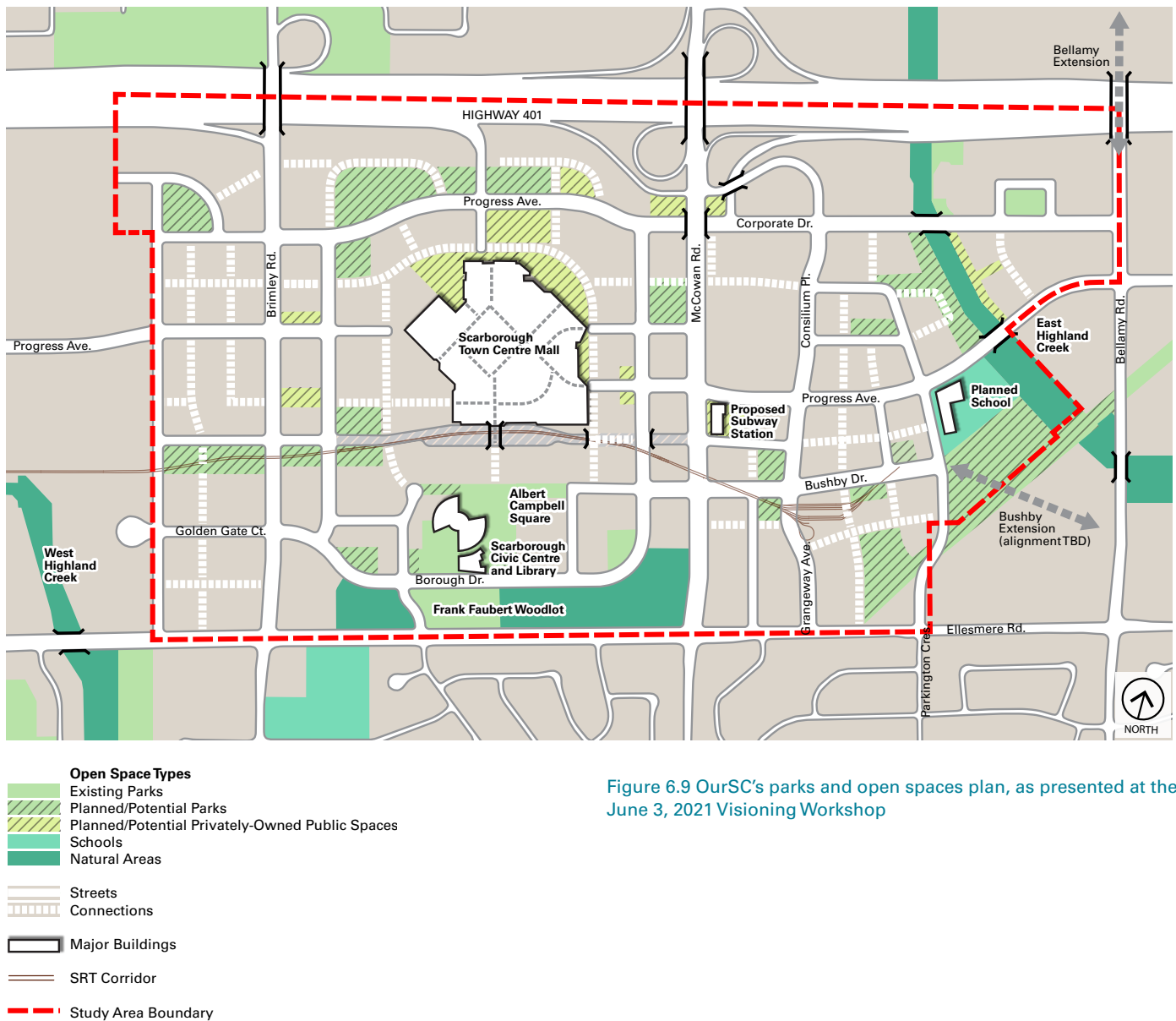


Figure 6.9 OurSC's parks and open spaces plan, as presented at the June 3, 2021 Visioning Workshop



## 6.7 GREEN INFRASTRUCTURE

In addition to, or as part of, the previously described elements, there are a number of opportunities to introduce sustainable green infrastructure to Scarborough Centre.

These include:

- Increasing tree cover.** As described earlier in this report, Scarborough Centre is noticeably deficient in trees. Realization of OurSC will include a number of new open spaces, both public and private, that will support tree planting. In addition, there are opportunities to introduce street trees to nearly every street in the Centre and to improve their chance of survival through appropriate design (see Green Streets below). This includes private streets, driveways and Privately-Owned Publicly Accessible Spaces (POPS) within the Scarborough Town Centre Mall site.
- Expanding natural habitats.** There are opportunities to expand and enhance the natural areas along East Highland Creek, as well as West Highland Creek (the latter a little outside of the Study Area). Redevelopment of sites along East Highland Creek will create new open spaces adjacent to the creek, allow for a public trail and generally permit natural restoration.
- Creating surface permeability and adding other stormwater management facilities.** Intensification of Scarborough Centre will result in the loss of a number of vacant but permeable sites. The impact of this should be offset by the opening up of new green spaces, including parks, natural areas, Privately-Owned Publicly-Accessible Spaces (POPS) and private amenity areas. Where possible, opportunities should be explored for on-site stormwater management facilities in order to minimize reliance on the sewer system and control the flow of runoff into the creeks.
- Introducing green roofs.** Large flat roofs, including those atop retail, mid-rise buildings and podiums, typically generate heat and result in substantial water runoff. Regardless of whether they are accessible, there are opportunities to design these roofs to accommodate plant life, which can absorb water and reduce heat. Opportunities to retrofit existing roofs should also be explored, including those of the Scarborough Town Centre Mall, as part of renovation or expansion. Where green roofs are not possible, higher albedo (lighter coloured) roofs should be used.
- Creating opportunities for community gardens.** Community gardens are typically created at the behest of the community, but there may be opportunities to set aside open space for them at an earlier point. Gardens should also be considered as private amenity space as part of developments.
- Introducing green streets throughout the Centre.** As part of the Toronto Green Standards Review and Update, Council has approved a performance measure that requires new streets to be 'green streets' starting May 2022. In the long term, Scarborough Centre will see all of its streets redesigned, as well as the introduction of a number of new local streets. Figures 6.10-6.12 show several conceptual green street sections prepared as part of this Study.

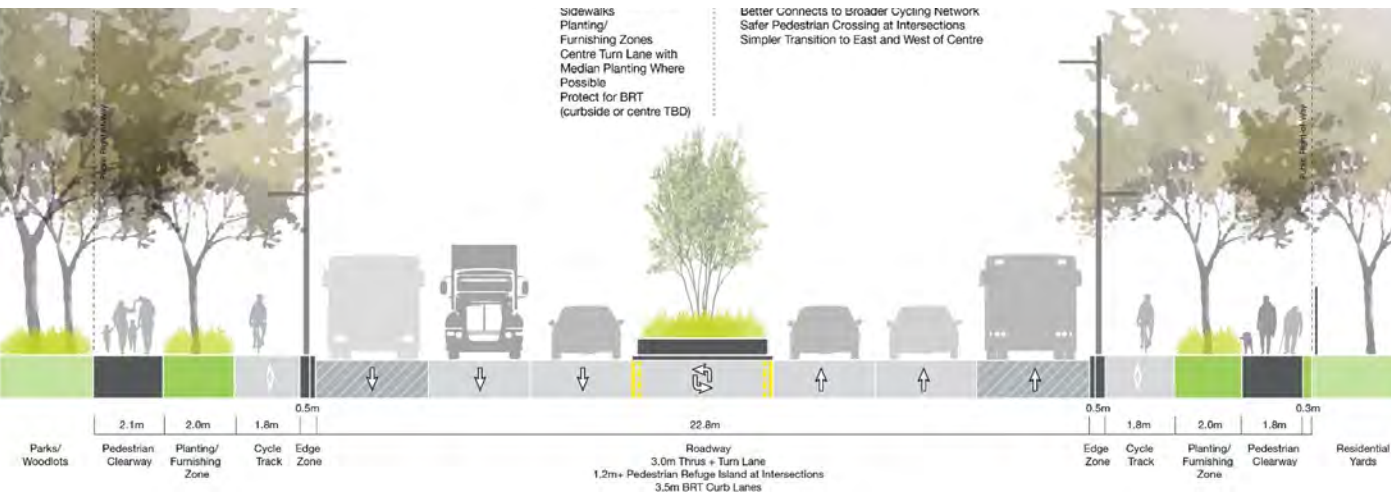


Figure 6.10 Ellesmere Road, conceptual street section

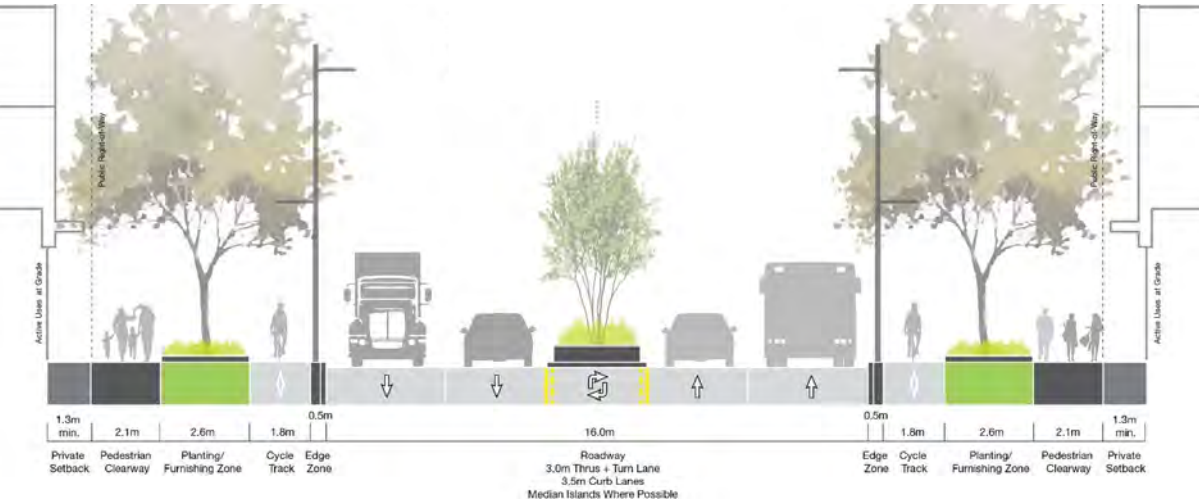


Figure 6.11 30m right-of-way, conceptual street section

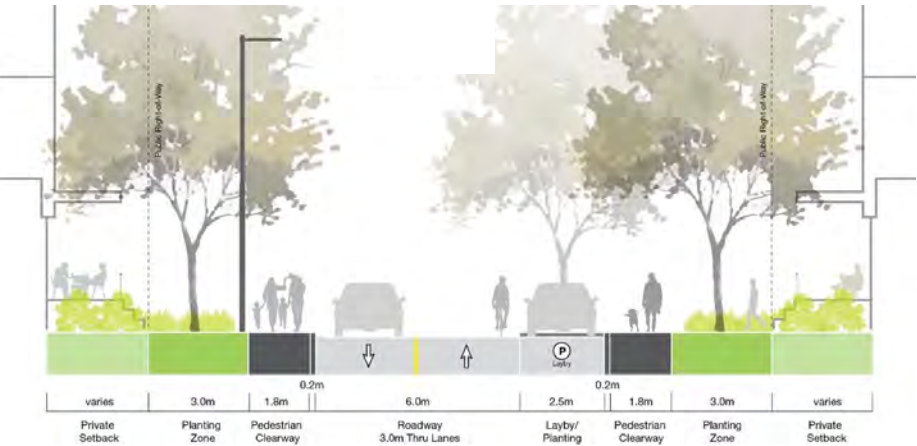


Figure 6.12 18m right-of-way, conceptual street section

# 7.0

## **PRELIMINARY DEVELOPMENT IDEAS AND CONCEPTS**

This chapter contains initial direction for Scarborough Centre, as presented at the June 3rd, 2021 Visioning Workshop.

## 7.1 HEIGHT REGIME

### OVERALL APPROACHES TO HEIGHT

To date, building height in Scarborough Centre has been somewhat inconsistent, with tall buildings appearing in various places. Current development applications show this trend continuing.

Imposing a more intentional height strategy will be part of the task of the OurSC Study. To this end, two different approaches were considered:

- A 'Transit Peak' option (Figure 7.1) that focuses new height exclusively around the future subway station (not expanding clusters of existing/ approved tall buildings elsewhere).

- A 'Multiple Peak' option (Figure 7.2) that does expand other clusters of tall buildings and contemplates new tall buildings along the edge of Highway 401. The major focus would still be the subway station, but it would be a somewhat more compact node.

The current recommendation is to follow the second approach, which allows for greater flexibility. Exact height requirements have not yet been developed.

Imperative to any height strategy is a respect for the existing low-rise neighbourhoods south of Ellesmere Road and for the minimizing of shadow impacts onto parks and open spaces, both existing and planned.

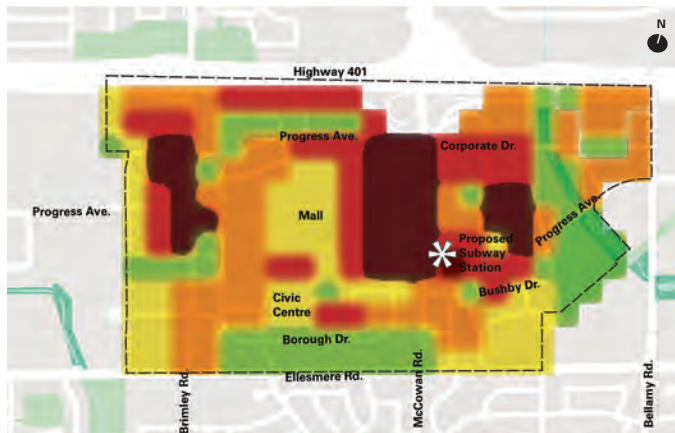


Figure 7.1 'Heat map' diagram showing a potential approach to height in Scarborough Centre with a single major peak around the future transit station.

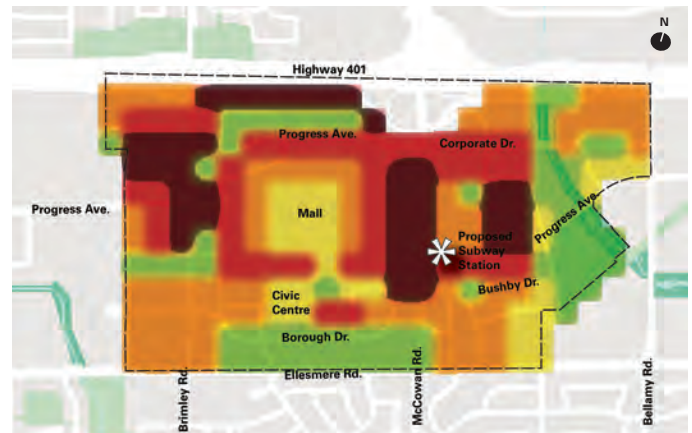


Figure 7.2 'Heat map' diagram showing a potential approach to height in Scarborough Centre with multiple peaks.





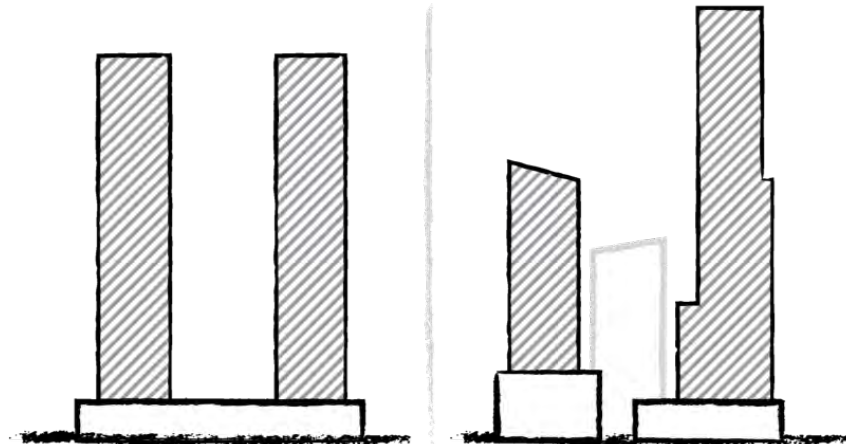
## 7.2 APPROACH TO BUILT FORM

### SITE ARRANGEMENT AND PODIUM DESIGN

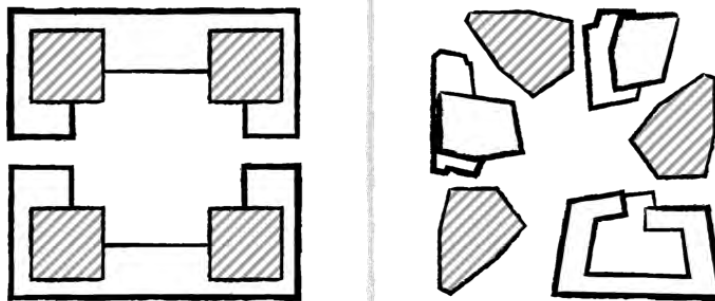
Reviewing recent development applications within Scarborough Centre, and observing general trends across the Greater Toronto Area, several issues were raised:

- A tendency toward long podiums, often an entire block in length, which do not allow for pedestrian permeability through sites or into their interior. They can also appear monotonous and unrelenting.
- A tendency toward short podiums, as little as two storeys in height, which do not sufficiently frame or enclose broad streets.
- A general over-abundance of tower-podium forms, where a greater variety would be preferred. This applies especially to large sites, which could accommodate multiple buildings, include mid-rise forms.

Massing



Organization



Diagrams informed by The Passages, Surrey, BC  
Alison Brooks Architects, Inc.

Images: Varied approaches to site arrangement, with the more conventional design on the left

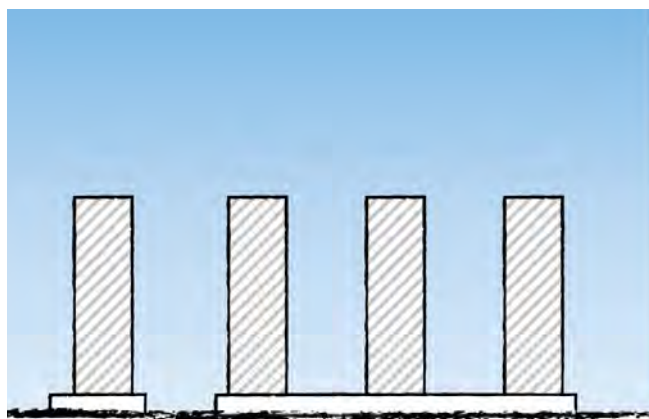
In response to this, an approach is recommended that emphasises higher standards and greater variation, while continuing to work within the City-wide Tall Buildings Guidelines.

This includes:

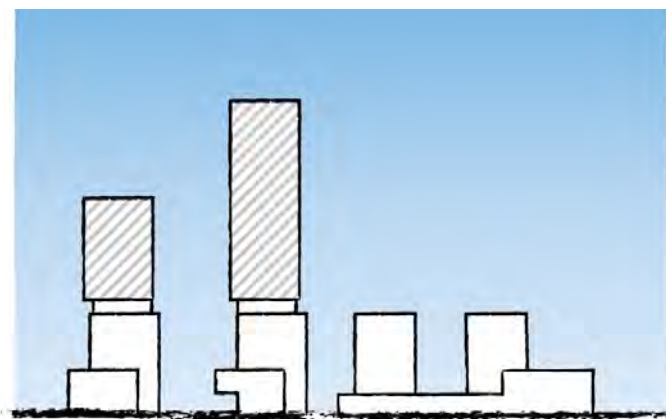
- Strongly encouraging pedestrian permeability through large sites by breaking up lengthy podiums. This can allow pedestrians to move through sites and into interior courtyard areas. In general, buildings should seek to achieve a finer grain of options for movement.
- Strongly encouraging variation in typology in sites that can support more than one building. An even mix of tall and mid-rise buildings, or built form elements, should be achieved. Effectively, every second building should be mid-rise in form. This need not limit the site's overall density, but simply its deployment.

- Promoting variation in podium height, with a preference for a scale that appropriately frames the right-of-way. On broader streets, this means achieving closer to the upper end of the range prescribed by the Tall Building Guidelines.

In addition, new buildings should adhere to the Toronto Green Standards for building performance and energy efficiency. Opportunities should be especially explored to integrate green infrastructure on podium roofs and facades.



**Composition - Large Site/Block:  
Short Podium + Tower**



**Composition - Large Site/Block:  
Varied Building Types**

Diagram informed by European High Commission Offices  
Perkins + Will with Rafael De La Hoz

Images: Varied approaches to large site composition, with the more conventional design on the left

## TOWER DESIGN

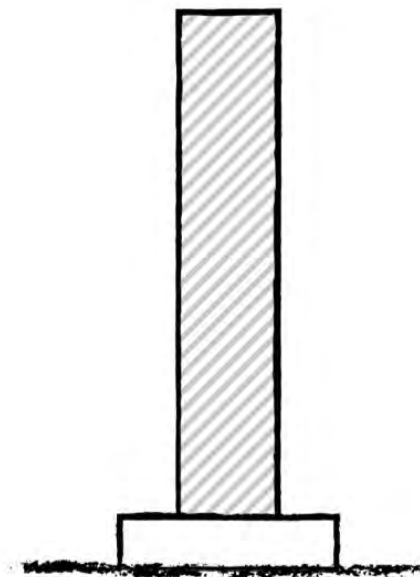
In addition to an over-reliance on the tower-podium form, there is concern about the potential for decreasing tower separation distance. While tower separation distances in Scarborough Centre are currently varied, development proposals in other parts of the City sometimes fail to achieve the standard 25m separation.

For these reasons the following is recommended:

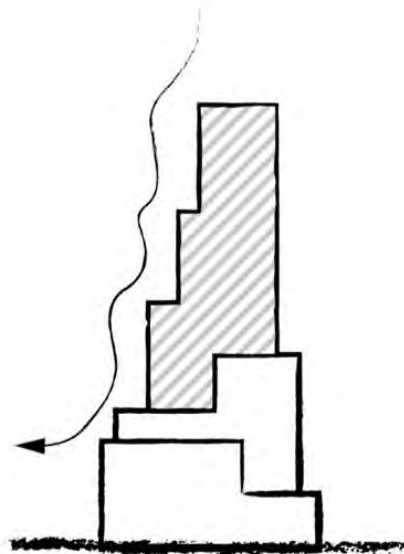
- The affirmation of 25m as the absolute minimum tower separation distance within a development or between adjacent developments, with greater separation encouraged where possible. With

stepped towers (where floorplate size decreases with height), a 25m metre separation is appropriate immediately above the podium, and greater separation should be achieved higher up.

- The reiteration of the Tall Building Guidelines' recommendation that tower floorplates and separation be tied together (i.e., the larger the floorplate, the greater the separation should be).
- An encouragement of variety in tower shape and form, including stepping where appropriate. Note that stepped towers should continue to average a floorplate of 750 m<sup>2</sup> or less (with potential larger floorplates at lower levels balanced by smaller floorplates at upper levels).



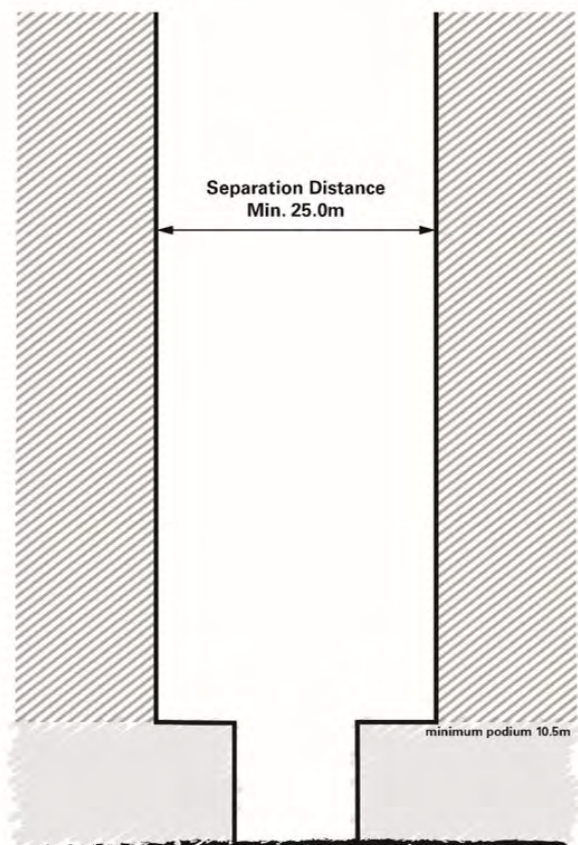
**Tall Building Type:  
Short Podium + Tower**



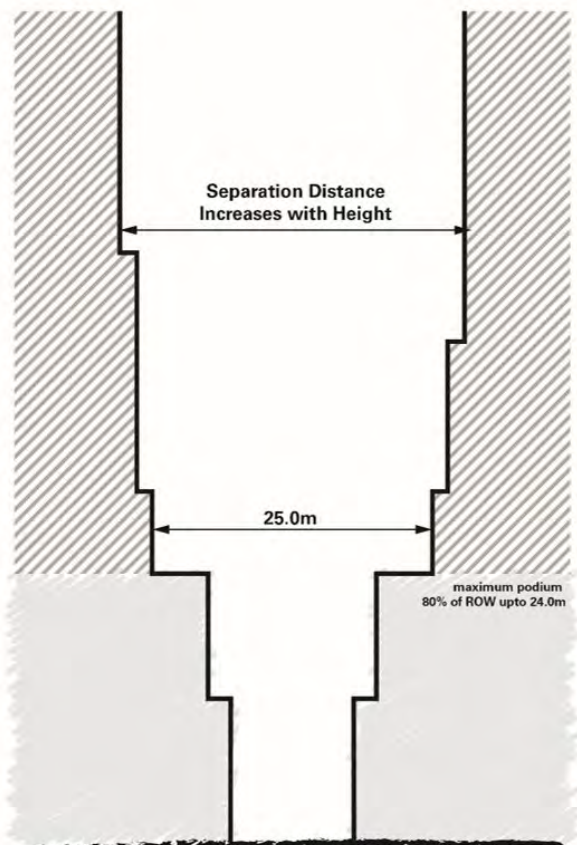
**Tall Building Type:  
Stepped Form**

Diagrams informed by Christie's Secondary Plan  
City of Toronto

Images: Varied approaches to tower design, with the more conventional approach at the left

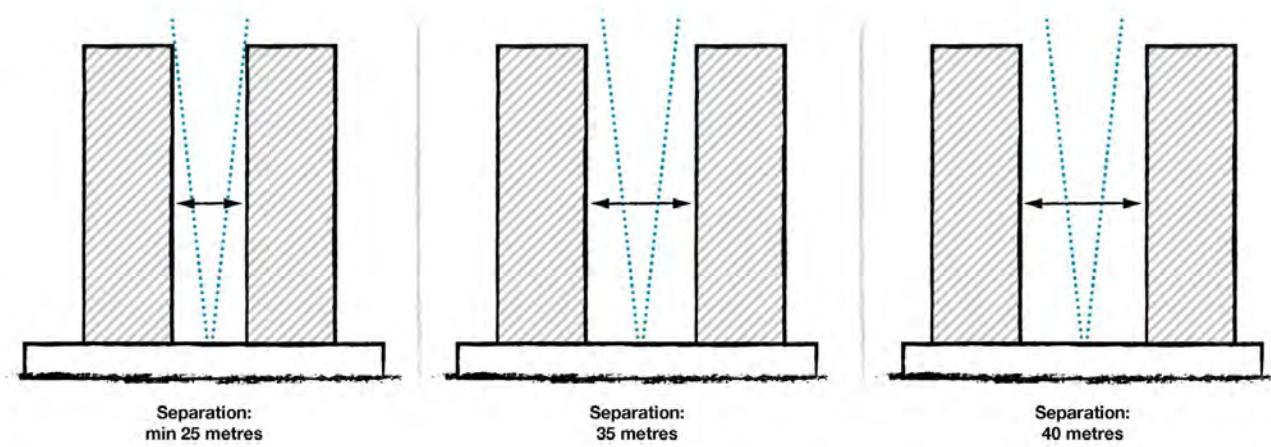


**Standard Approach**  
Separation Between Tall Buildings:  
Minimum 25m



**Enhanced Approach**  
Separation Between Tall Buildings:  
Increases with Height (25-40m)

Images: Reiterating 25m as the minimum separation distance, with stepping potentially achieving greater separation



Images: The benefits of greater separation include improved sky views and reduced shadow impact



## 7.3 OVERALL VISUALIZATION

### DEMONSTRATION OF FULL BUILD-OUT

A draft demonstration model for Scarborough Centre was produced (see Figures 7.3-7.5), which illustrates a number of recommendations including:

- The updated street, connection and open space plans shown in Chapter 6 of this report; and
- The general approaches to height and built form variety discussed in this chapter.

Note that as a demonstration model, this visualization represents only one possible outcome out of many for Scarborough Centre. It also illustrates a point of ‘full build-out’ which may not occur for decades, as soft sites are gradually redeveloped and infilled. However, it should provide a general impression of the level of intensity, built form and open space relationships than could be achieved with the implementation of the Study’s draft recommendations.



Figure 7.3 Demonstration model, viewed facing southwest







Figure 7.4 Demonstration model, viewed facing northwest

- Existing
- Approved
- Ongoing
- Potential



Figure 7.5 Demonstration model, viewed facing northeast

- Existing
- Approved
- Ongoing
- Potential

## 8.0

# CONSULTATION SUMMARY

A variety of public engagement activities were conducted to obtain feedback from the community. Based on the expert advice of the City's Medical Officer of Health to practice physical distancing to help reduce the spread of COVID-19 and protect the health and safety of Toronto residents and City staff, engagement activities were adapted for virtual formats. This Phase of the Study included an Open House for landowners and business owners, an online public survey, a children's activity, a collaborative art project, a Visioning Workshop and a survey of human services agencies. Summaries of these activities and key feedback are provided.



## 8.1 LANDOWNERS AND BUSINESS OWNERS VIRTUAL OPEN HOUSE

**JULY 14, 2020**

The Study team was joined by Deputy Mayor Michael Thompson (Ward 21), a representative from Councillor Ainslie's office (Ward 24) and approximately 30 participants for a virtual Open House focused on the Study's purpose, process, length and potential outcomes to the community, businesses and landowners. Held on WebEx with online and phone-in options, the meeting also provided opportunities for feedback on existing conditions and issues, strengths, constraints and opportunities facing the Study Area. Comments included:

- Residential growth has been in predominantly tall condominium buildings, and the Centre also needs other types of built form.
- More parks are needed to serve those who live and work in the Centre.
- It is difficult to travel to and move around Scarborough Centre.
- There needs to be enough services and infrastructure to support anticipated growth in Scarborough Centre.

Following the meeting, a document of questions received with accompanying responses was shared on the Study website along with a meeting summary.



Image: Residences, businesses, and retail in Scarborough Centre



Image: Community facilities, residences, and businesses in Scarborough Centre



# 8.2 ONLINE PUBLIC SURVEY

JUNE 30 - AUGUST 28, 2020

An anonymous online survey was launched for members of the public to share their thoughts and experiences within Scarborough Centre and provide ideas about the area’s future. The voluntary survey had 14 questions. More than 220 responses were received (see Table 8.1) and summarized on the Study website. A high-level summary is provided.

Table 8.1 Participant Demographics

78%	age 30-64 years
11%	age 29 years and younger
58%	live in Scarborough Centre
51%	live in single-family housing
29%	live in a condominium



**OUR SCARBOROUGH CENTRE**

**We invite you to get involved!**

Are you interested in shaping Scarborough Centre's future – how it looks, how it feels, how people move through the Centre and the opportunities it provides in terms of jobs, community services, parks and open spaces? Learn more about Phase 2 of the Our Scarborough Centre Study.

**On-line Community Consultation**

Based on the expert advice of our Medical Officer of Health to practice physical distancing to help reduce the spread of COVID-19 and protect the health and safety of Toronto residents and our staff, we are conducting this phase of consultation on-line.

**Background**

The City of Toronto's City Planning Division is undertaking a focused review of the Scarborough Centre Secondary Plan. The intent of the Study is to update and further articulate a clear and compelling vision for the Centre, as well as update the existing planning framework and policies. The updated planning framework and policies will guide future development and support positive change and place-making over the coming decades in Scarborough Centre.

The Study is being undertaken in four phases and we are currently in Phase 2. Phase 1, completed in May 2019, focused on synthesizing work completed to date, developing an updated vision and planning principles and creating a Draft Preliminary Public Realm Plan. The full report is available on the study website.

**How to Participate**

To learn more about Phases 2-4, visit our website at: [www.toronto.ca/OurScarboroughCentre](http://www.toronto.ca/OurScarboroughCentre).

Here you will find a presentation that introduces Phases 2-4 of the Study, outlines the study purpose, process, length and potential outcomes to the community, businesses, landowners and other stakeholders.

**On-line Survey**

Please take 10 minutes to fill out our on-line survey. Here you will have an opportunity to provide feedback on the existing conditions and issues, strengths, constraints and opportunities facing the Study Area. The Study Area is illustrated on the map above. The survey can be found at: <https://cotsurvey.chkmt.com/ourcsurvey1> or scan the QR code.

You may also email comments to: [oursc@toronto.ca](mailto:oursc@toronto.ca)





Image: The online survey was promoted on City Planning’s social media

Image: Notices were delivered to over 14,700 addresses to promote participation in the online survey

Travel and Transportation

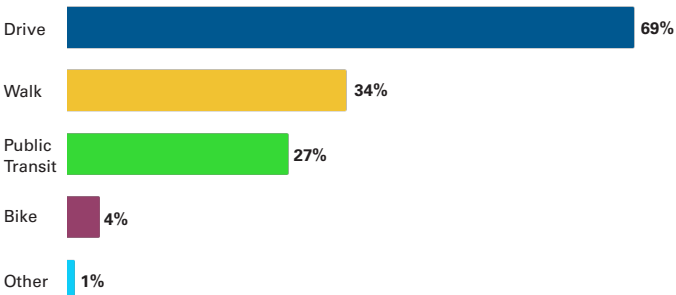
As seen in Figures 8.1-8.2, most survey participants indicated that they drive to and from Scarborough Centre, but many also walk and take public transit. Almost equal portions of survey respondents indicated that they drive and walk within Scarborough Centre.

Survey respondents shared varied experiences travelling to, from and within Scarborough Centre. Some people find it convenient, safe and comfortable to move through the Centre. However, many said that it is not pedestrian-friendly, with large distances between places and few benches. Multiple people said they feel unsafe walking, particularly at night, and more/better lighting is needed. Traffic congestion was frequently raised, as well as overcrowded public transit at peak times.

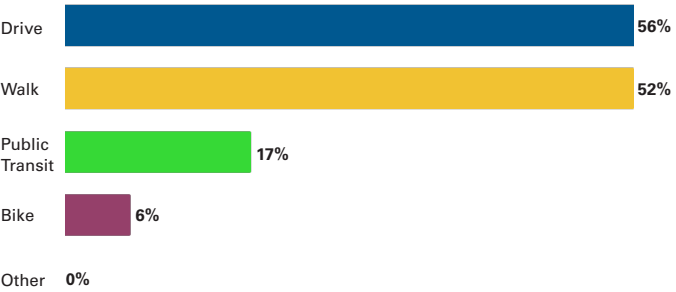
To improve transportation in Scarborough Centre, participants suggested:

- Dedicated cycling infrastructure;
- Brightly-lit, covered bus shelters;
- More wayfinding and signposts;
- Better connections/crossings between transit and amenities; and
- More frequent transit service.

How do you usually travel to and from Scarborough Centre? Select all that apply. *n = 213 respondents*



How do you usually travel within Scarborough Centre? Select all that apply. *n = 209 respondents*



Figures 8.1-8.2 Survey respondents’ travel behaviour



Image: TTC Line 3 Scarborough Centre station entrance

## Community Services and Facilities

Considering a list of community spaces in and around Scarborough Centre, the top three places respondents said should be improved were:

- i. Scarborough Town Centre Mall;
- ii. Albert Campbell Square; and
- iii. Scarborough Civic Centre.

For general improvement of community services and facilities in Scarborough Centre, participants suggested:

- More child care centres;
- A community centre, arts centre and/or recreation centre;
- Expanded library space and/or extended hours with diverse programming and free parking;
- Designated bus stops at the entrances of community facilities; and
- A ServiceOntario or Service Canada branch.



Image: Scarborough Centre public realm

## Parks and Open Spaces

Participants also contributed ideas for improving parks and open spaces in Scarborough Centre, including:

- More greenspace, landscaping, and improvements to trails;
- More benches, accessible and shaded seating;
- Better lighting and wayfinding; and
- Playgrounds, splash pads, athletic fields, outdoor fitness equipment, BBQ facilities.

## Other Ideas

Survey respondents suggested the following additional ideas for Scarborough Centre:

- A mix of low-, mid- and high-rise buildings;
- Transition of surface-level parking lots to new uses;
- Walkable, street-level retail and food;
- An accessible, visible public square for community events (e.g., farmer's market, movie night, food festival, sports game screenings);
- Public art and acknowledgement of Indigenous roots; and
- Scarborough Civic Centre and Frank Faubert Wood Lot established as key heritage features.

## 8.3 LITTLE SCARBOROUGH CENTRE

### MAY - JULY, 2021

This art activity captured children's perspectives on the future of Scarborough Centre by challenging them to re-imagine a map of the area using arts and crafts supplies to include the buildings, parks, shops, pathways, and other elements they would like to see in the future. As current users of the area and future users in years to come, children have important local knowledge and understanding as well as unique needs, preferences, interests and opinions.

An activity workbook was promoted and posted on the Study website for download by parents, guardians and teachers. Children were invited to read the instructions and draw or build on the kid-friendly map at the end of the workbook (see Figure 8.3). Adults sent photos of the completed submissions to the Study email address and shared the creations on social media using #LittleSC.

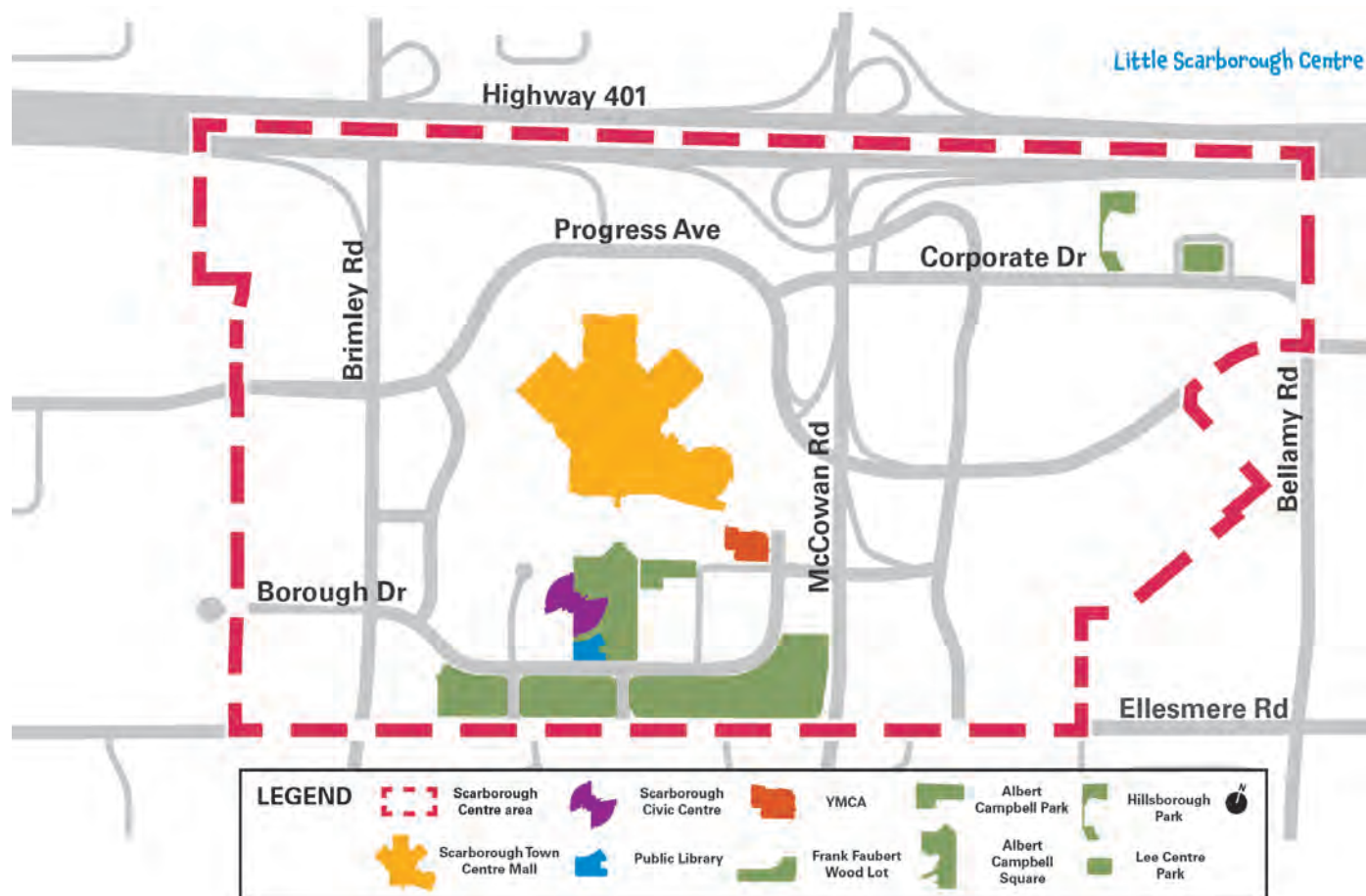


Figure 8.3 The activity workbook included this kid-friendly map. Children could draw or build on top of the map using arts and crafts supplies like markers, crayons, oil pastels, coloured paper, pipe cleaners, glue, cardboard tubes, Popsicle sticks, ribbon, clay, and other materials.



Nine completed maps/workbooks were submitted. As curators of their own maps and creations, what children chose to include or exclude helps to indicate their perceptions and preferences for their environments.

"I think the special thing in Scarborough Centre is the library. The library is special for me because I love reading comic books. Also every time you read a new book you gain more knowledge. Knowledge is power"

- 10-year-old Neena

"I love to swim and summer is coming up so people will love to swim. A pool in Scarborough Centre will be very cool."

- 11-year-old Peter

Participants cared about health and wellness in their community. In addition to trees throughout Scarborough Centre, children's creative suggestions for the area included:

- Hospital;
- Community pool;
- Nature reserve;
- Large park;
- Water feature (e.g., pond);
- Skateboard park; and
- Community running track.

They also imagined a mix of uses and vibrant activity in the neighbourhood, including a food stand and solar-powered restaurant, in addition to tourism and entertainment such as a hotel and roller coaster water park.



LOCAL : NEWS

## How should Scarborough Centre change? Let children tell us, says City of Toronto

SCARBOROUGH  
**The Mirror.**

By **Mike Adler** Toronto.com

Fri., June 4, 2021 | 3 min. read

Image: The activity was featured in an article in the *Scarborough Mirror* local newspaper

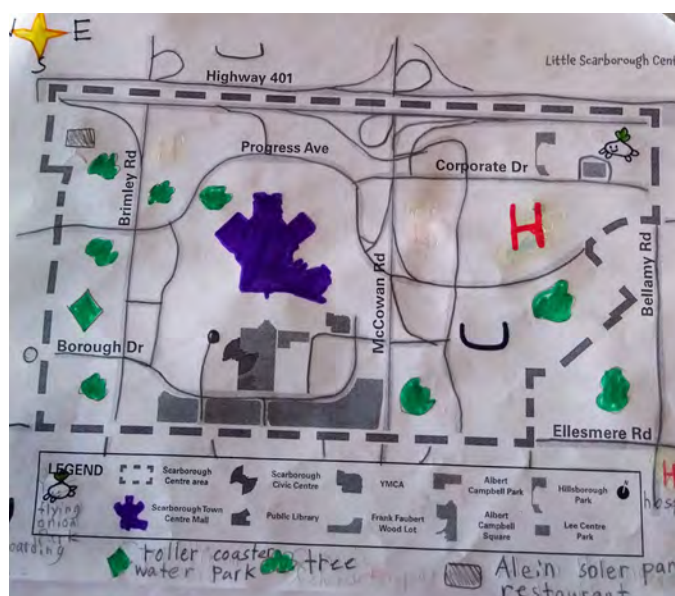


Image: Neena's map



Image: Peter's map

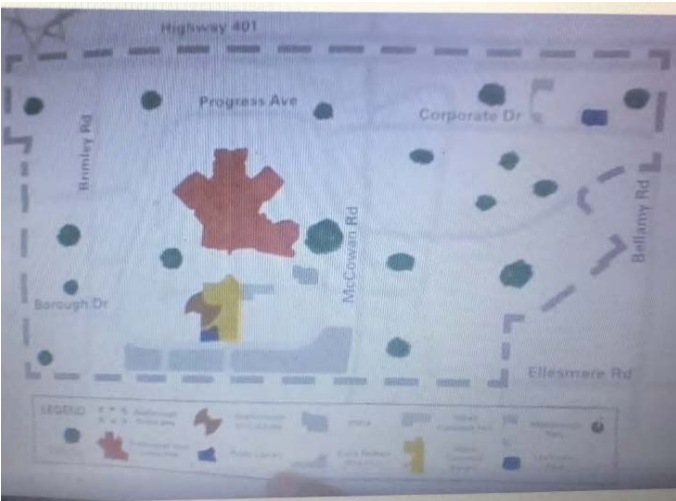


Image: Naima's map

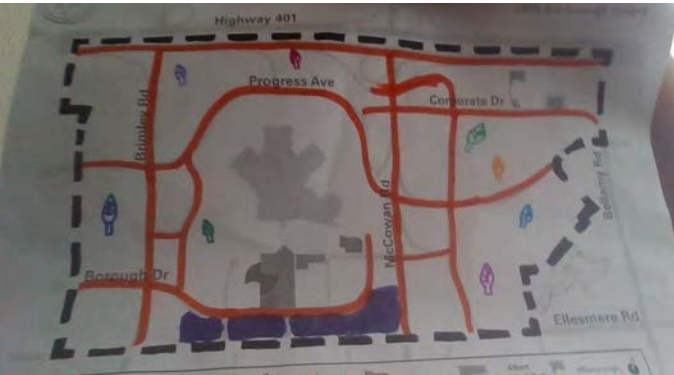


Image: Crystal's map



Image: Ella's map

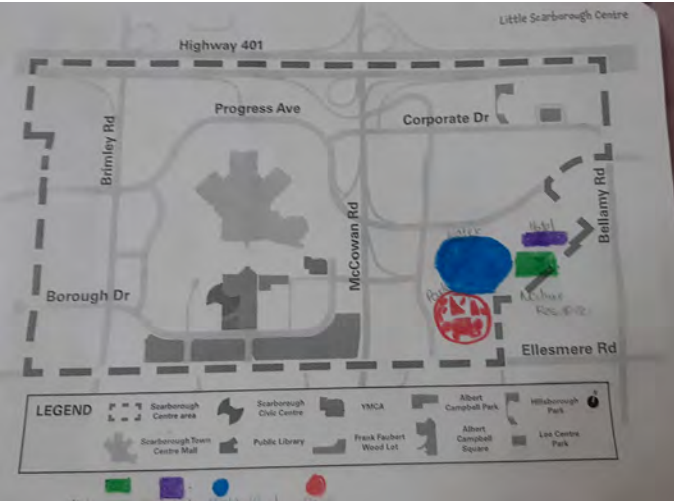


Image: Anonymous child's map

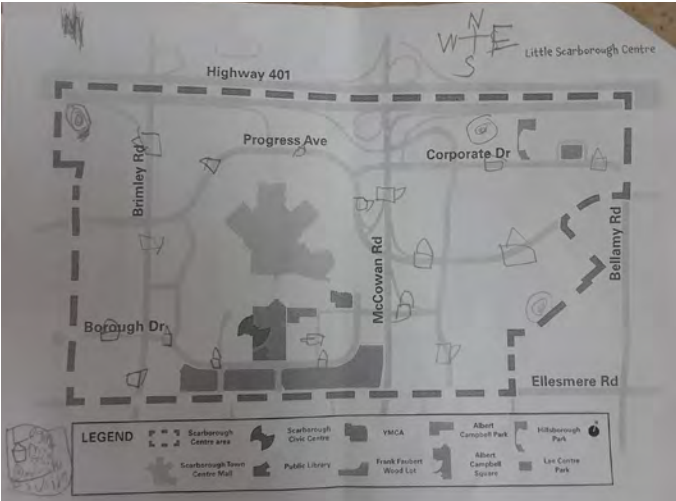


Image: Anonymous child's map



# 8.4 SHOW US SC PHOTO CHALLENGE

## MAY - JULY, 2021

This community engagement activity invited the public to share photographs of their favourite places in Scarborough Centre, responding to photo challenges issued from the City’s online channels. Using the designated social media hashtag (#ShowUsSC), community members could post their work on their personal Twitter and/or Instagram platforms, with the option to use digital tools (e.g., social media stickers, text, drawing, Photoshop) to re-imagine elements of Scarborough Centre like homes, buildings, pathways, shops, parks and community spaces. Posts are grouped together under the hashtag, creating an online crowd-sourced community “album” of Scarborough Centre.

Although public participation was minimal, the activity helped to build awareness and excitement for the Our Scarborough Centre Study and provided a creative opportunity for engagement.

Image: Community members engaging with posts on City Planning’s social media accounts promoting the photo challenge



Image: Sample post on Facebook to promote the activity



# 8.5 VIRTUAL VISIONING WORKSHOP

JUNE 3, 2021

The Study team was joined by Deputy Mayor Michael Thompson (Ward 21), Councillor Paul Ainslie (Ward 24) and 70 participants, including community members and staff, for a Virtual Visioning Workshop held on WebEx through online and phone-in options. Participants had varied interest in the Study as Scarborough Centre residents, business owners, developers/landowners, current and future residents and individuals who spend time in the Centre (see Figure 8.4). All those who RSVP'd were emailed a workbook in advance of the workshop for review and completion at their leisure.

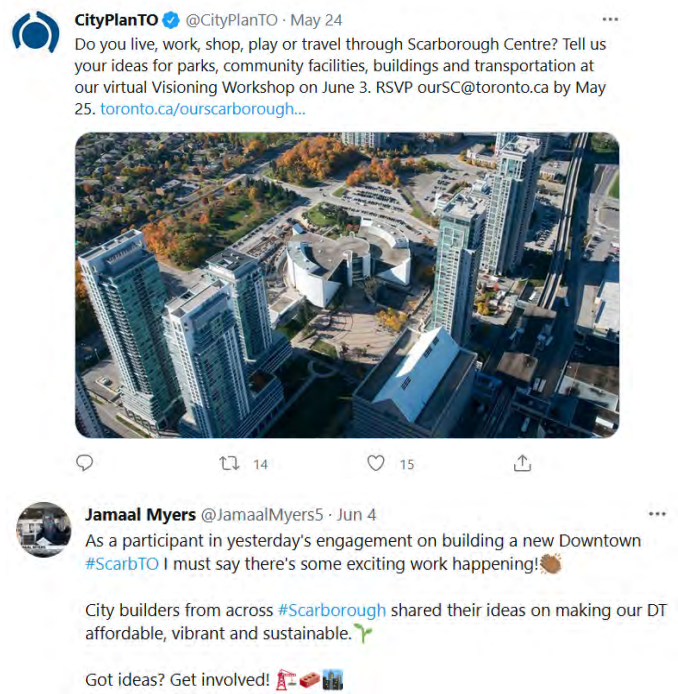


Image: The workshop was promoted on the City of Toronto website and through the City’s social media accounts (Twitter, Facebook, Instagram) and Councillors’ communication channels. In addition, notices were delivered to over 14,700 addresses. After the workshop, conversations continued on social media.

What brings you to this public meeting? Select all that apply. n = 21 respondents

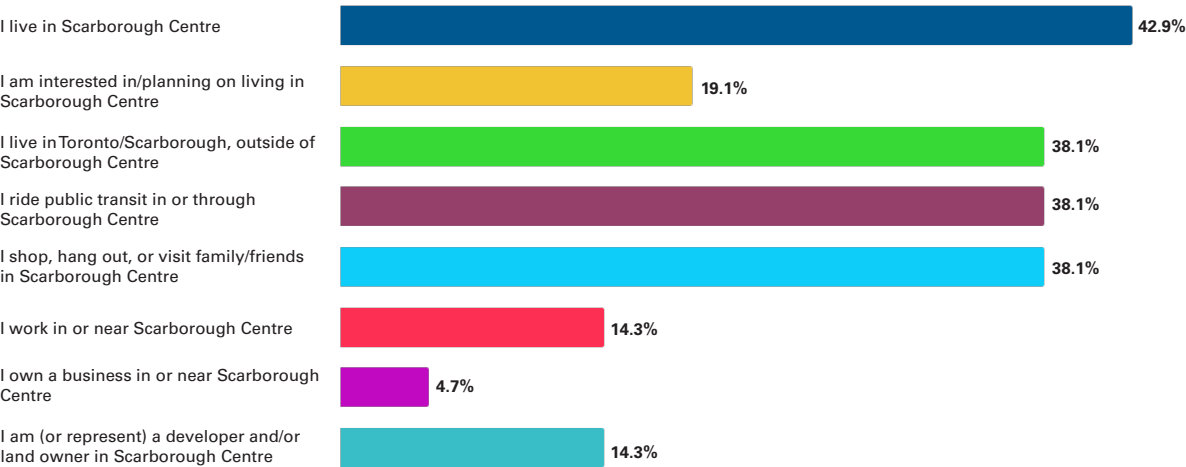


Figure 8.4 Visioning Workshop participant demographics



During the workshop, participants were provided a summary of the background research, key messages from consultation to date, and draft opportunities for the area. Meeting attendees were then divided into private breakout rooms for small-group discussions with the Study team, providing feedback on the draft Vision and Guiding Principles as well as their thoughts regarding:

- the types, sizes and locations of parks, public spaces and associated amenities that should be in Scarborough Centre;
- how mobility and connectivity for pedestrians and cyclists can be improved in Scarborough Centre;
- the types and locations of retail, services and community facilities that should be in Scarborough Centre;
- where the tallest buildings should be located in Scarborough Centre; and
- which built form elements and criteria are most important for Scarborough Centre.

Facilitators and notetakers guided and documented the discussion in each breakout room. After the workshop, five completed Participant Workbooks were also submitted to the Study email address. A high-level summary of responses is provided.

### Parks and Public Spaces

- Large, programmable parks (i.e., 3-5 hectares in size) are needed in Scarborough Centre and could be located near the future subway station, planned school site and Scarborough Town Centre Mall.
- Parks should be positioned in sunny locations, away from arterials and highways. Naturalized parkland should be protected at the Frank Faubert Wood Lot, with more added near the future school site.
- There should be a combination of active and passive parkland, appealing to those who live and play in Scarborough Centre as well as those who work in Scarborough Centre. Parks should have multiple uses in all seasons for mixed ages, income levels and abilities, including small children and elderly people.

Image: Hand of God Park and off-leash dog area, across from the Toronto Public Library Scarborough Civic Centre branch and adjacent to Frank Faubert Woodlot



- Participants suggested the following amenities be included in Scarborough Centre parks:
  - Public washrooms;
  - Off-leash dog areas;
  - Outdoor fitness facilities;
  - Improved lighting;
  - BBQ areas;
  - Basketball, tennis and pickleball courts, particularly near the planned school/park;
  - Playing fields near the planned school/park;
  - Skating rink near the Civic Centre; and
  - Skateboard park west of Brimley Road.
- The park system should be linked and connected rather than segmented. This can be achieved through bridges and dedicated walking and cycling paths.
- Public art, including sculptures that reflect the area's Indigenous and cultural history, should be located throughout the Centre, especially near the subway.
- Scarborough Centre needs activity during the day and night, with flexible open space for events like outdoor markets and movies in the park.



Image: Children's play structures in Scarborough Centre



Image: Scarborough Centre features



### Active Transportation (Walking & Cycling)

- Better pedestrian connectivity is needed throughout Scarborough Centre including paths, benches and seating areas, especially on Bushby Drive and Borough Drive. Sidewalks could be improved on Progress Avenue, McCowan Road and Borough Drive.
- There should be safe connections through and to/from the Centre, including crossings from the future subway station to the community amenities and parks west of McCowan Road. Improvements are needed to north-south connectivity (e.g., crossing Highway 401, Scarborough Town Centre Mall to the public library).
- Cycling facilities can be expanded to include protected bike lanes, Toronto Bike Share stations, bike tune-up stations, bike lockers and water refill stations.
- Several participants cited an opportunity to reuse space from old SRT infrastructure as a

future elevated linear park that links to other parks along its route.

- Better seating, lighting and visibility is needed throughout the Centre and at Frank Faubert Wood Lot.

### Local Services and Facilities

Many participants said that Scarborough Centre needs:

- Child care centres;
- An arts venue;
- Locally-owned food and beverage retail (e.g., cafes, bakeries, restaurants);
- A community recreation centre; and
- Social service organizations near the future subway station.



Image: Scarborough Centre public realm looking northeast from the Scarborough Civic Centre into Albert Campbell Square



Image: Scarborough Centre public realm facing the library

## Built Form

- Most participants preferred that the tallest buildings in Scarborough Centre be located close to the future subway station near Progress Avenue. Some participants indicated a preference for height peaks in multiple locations that would encourage people to walk through the Centre, such as along north-south corridors (e.g., Brimley Road, McCowan Road). There was also support for concentrating buildings along Highway 401, away from parkland and low-rise areas to the south in order to protect views and sunlight.
- There needs to be a mix of building types, heights, and uses, including residential, office and retail uses that promote all-day activity in Scarborough Centre with restaurants, arts and culture, recreation and community event spaces.
- Participants want to see dynamic built form with high-quality design elements and a variety of materials on building facades (not “cookie cutter buildings”).
- Sunlight on parks, open spaces and sidewalks is extremely important, as well as views to open space and sky.

Following the meeting, the presentation and a summary of feedback was shared on the Study website.



Image: Scarborough Centre built form examples



Image: Scarborough Centre built form examples



## 8.6 HUMAN SERVICES AGENCY OUTREACH

### OVERVIEW

Engagement with human services agencies is taking place throughout the Study, grounded in the following objectives:

- understand the existing range of human services available in Scarborough Centre and current utilization rates;
- understand the capacity of agencies to serve additional residents and workers generated by the various development concepts;
- understand barriers to expanding capacity and how the City might better support agencies to improve human services delivery; and
- identify opportunities for partnership and synergy.

Based on Toronto 211 listings, City staff identified a preliminary list of 36 community agencies located in and serving the Study Area. This inventory (see Table 8.2) included agencies within the following focus area categories or clusters: Youth Services, Senior Services, Employment Help, Legal Services, Services for People with Disabilities, Services for Low-Income Households, Services for Women, Services for Immigrants and Newcomers, and Services for Families.

### SURVEYS

During Phase 2: Background Analysis and Visioning, a paper-based survey was adapted from the City's standard template for Community Service and Facilities Agency Surveys and updated with a focus on the Study Area. The survey was organized into four sections: clients, space and facilities, organizational capacity and opportunities for future services. It was understood that agencies are experiencing many challenges due to the COVID-19 pandemic and that service provision, clients, needs and challenges may be shifting regularly. The intention of the survey was to capture a snapshot in time of the situation as it currently stands to better understand how things have changed for community agencies since the 2005 Scarborough Centre Secondary Plan.

Email addresses were identified for 32 of the 36 agencies. Surveys were emailed to each of these agencies via Word document on June 23, 2021. Follow-up phone calls were conducted with agencies that had not yet responded to the survey during the week of July 12, 2021. Additional follow-up emails were sent on July 19, 2021 and July 27, 2021.

### ANALYSIS

A total of eight completed surveys were received from community agencies (see Table 8.2), reflecting a 25% response rate. Participating organizations varied in their areas of focus, including youth, women, families, immigrants and newcomers, health services, employment help and legal support.

**Table 8.2 Human services agencies identified in the Our Scarborough Centre community services and facilities assessment**

Agency Name	Focus Area	Location
Bendale Acres, Adult Day Program	Senior Services	2920 Lawrence Avenue East
Scarborough Centre for Healthy Communities, Toronto	Senior Services	629 Markham Road, Unit 2
Sunflower Developmental Services	People with Disabilities	1970 Ellesmere Road North, Unit 1
Toronto Public Health, Scarborough Sexual Health Clinic	Health Services	160 Borough Drive
* Catholic Crosscultural Services, Scarborough Town Centre Site	Immigrants & Newcomers	55 Town Centre Court, Suite 401
Catholic Crosscultural Services, Scarborough-Markham Site	Immigrants & Newcomers	1200 Markham Road, Suite 503
* Community Outreach Canada - Second Chance	Family Services	2100 Ellesmere Road, Unit 305
* Salvation Army, Scarborough Satellite, Homestead Addiction Services	Health Services	2085 Ellesmere Road
Canadian Mental Health Association, Toronto Branch, Markham Road Site, Family Outreach and Response Program	Health Services	1200 Markham Road, Suite 500
Rosalie Hall	Youth Services	3020 Lawrence Avenue
* Scarborough Community Legal Services	Legal Support	695 Markham Road, Suite 9
Scarborough Health Network, General Hospital	Senior Services	3050 Lawrence Avenue East
* Scarborough Women's Centre	Services for Women	2100 Ellesmere Road, Suite 245
Scarborough Community Council, City of Toronto	Other	Scarborough Civic Centre, 150 Borough Drive, 3rd Floor
Sts Peter and Paul Residence	Senior Services	221 Milner Avenue
Corbrook, East Campus	People with Disabilities	931 Progress Avenue, Units 1-3
YMCA of Greater Toronto, Scarborough Health, Fitness and Recreation Centre	Health Services	230 Town Centre Court
Warden Woods Community Centre, Progress Avenue, 24-Hour Respite Site	Low-Income Households	705 Progress Avenue
ACCES Employment, Scarborough Location, Ontario Employment Services	Employment Help	2100 Ellesmere Road, Suite 250
Centennial College, Midland Campus, Community Employment Services	Employment Help	1163 Ellesmere Road
Centennial College, Helping Youth Pursue Education	Youth Services	941 Progress Avenue, Suite C2-01
Progress Career Planning Institute, Ontario Employment Services	Employment Help	1200 Markham Road, Suite 400
Community Living Toronto, Scarborough	People with Disabilities	1712 Ellesmere Road
Toronto Employment and Social Services, Consilium Place Office, Ontario Works	Employment Help	100 Consilium Place, 10th Floor
Groupe artisanal féminin francophone de l'Ontario	Francophone Services	2190 Ellesmere Road East, Unit 105
* Strides Toronto	Youth Services	1200 Markham Road, Suite 200
* Frontier College, Scarborough Site, Literacy and Basic Skills	Employment Help	1200 Markham Road, Suite LL10

\* = completed survey

* Settlement Assistance and Family Support Services, Head Office	Immigrants & Newcomers	1200 Markham Road, Suite 214
Credit Canada Debt Solutions, Scarborough Town Centre Branch	Employment Help	Scarborough Town Centre
West Scarborough Neighbourhood Community Centre, Gateway Training Centre	Employment Help	2680 Lawrence Avenue East, Unit 211
Canadian Tamil Youth Development Centre	Youth Services	705 Progress Avenue, Unit 40
Scarborough Health Network, General Hospital, Emergency Department	Health Services	3050 Lawrence Avenue East
St Ninian's Anglican Church, Food Bank	Low-Income Households	930 Bellamy Road North
Family Day Care Services, Scarborough Centre, EarlyON Child and Family Centre	Family Services	3478 Lawrence Avenue East, Unit C4
Armenian Family Support Services	Family Services	Holy Trinity Armenian Church, 920 Progress Avenue
Seniors Services and Long-Term Care, Markham Road, Homemakers and Nurses Services Program - HMNS	Senior Services	1530 Markham Road, 5th Floor

\* = completed survey

## Programs and Services

Agencies who completed the survey indicated they serve clients in Scarborough and throughout the City of Toronto. Programs are primarily delivered on site, with some delivered in schools or community/recreation centres on a daily or weekly basis depending on the nature of the program.

Survey respondents shared insights about the current capacity of their organizations:

- **37.5%** currently have a waiting list;
- **12.5%** are not able to accommodate all requests for their programs and services, but do not keep waiting lists; and
- **50%** do not have a waiting list and are able to respond to all requests for programs and services.

## Facilities and Space

With the exception of one organization located in a place of worship, all survey respondents are located in office buildings with space ranging in size from

700 ft<sup>2</sup> and 17,000 ft<sup>2</sup>. Almost all organizations rent their space and one organization owns its space. Facilities within these locations include:

- office space;
- meeting space;
- indoor play space;
- multi-purpose room;
- community kitchen;
- computer station;
- counselling space;
- gymnasium;
- emergency shelter;
- youth wellness hub;
- youth drop-in space; and
- staff drop-in space.



Community agencies indicated that program/ service demand and delivery has increased since the Scarborough Centre Secondary Plan in 2005. Some agencies have expanded their space to accommodate additional on-site training, staff and services, while others have been limited by financial constraints. Respondents suggested improvements to existing spaces to enhance service delivery, such as:

- better access for individuals with mobility impairments;
- healthier building materials and design (e.g., ventilation, flooring);
- additional facilities (e.g., community kitchens); and
- storefront visibility.

There is limited interest in (or capacity for) sharing physical space with other organizations. One survey respondent cited the need to provide clients with confidentiality, privacy and safety. There is openness from some organizations in the area to facilitate co-location with complementary services where appropriate.

### Changes and Challenges

Survey respondents identified several issues facing community services in the area, including:

- Insufficient funding/financial resources to expand services and meet community needs;
- Lack of multi-purpose spaces in the area (e.g., community kitchen);
- Quality, health and safety of buildings (and use of space in a post-pandemic world);

- Ensuring equitable and inclusive access and outreach for a diverse community;
- Agencies' capacity to adopt new technologies to operate effectively and efficiently;
- Aging out of community leaders and support/ nurturing of new leaders; and
- Traffic congestion during rush hour and availability of affordable parking in the area.

### Emerging Needs and Opportunities

Human service organizations suggested ideas for addressing current and future community service needs in the area, including:

- Increased funding/mix of funding sources to ensure viability to meet demand and deliver local impact;
- Greater coordination and collaboration between service providers, possibly through a community hub housing multiple agencies;
- Free/affordable multi-use rooms, potentially in existing unused business space/corporate donation of space;
- Renovation of physical spaces;
- Community forum/meeting to raise awareness of services and discuss upcoming changes and ideas; and
- Fostering inclusivity regarding community resources (e.g., shelters).

The next Phase of the Study will engage community-based organizations through workshops/focus groups in Fall 2021 and community consultation meetings as the Study progresses.

# 9.0 NEXT STEPS

This chapter discusses the next steps in the Our Scarborough Centre Study in terms of technical study and consultation activities.

## 9.1 NEXT STEPS

This report concludes Phase 2 of the Our Scarborough Centre Study. Phase 3 of the study, commencing in August 2021, will focus on the design, analysis and testing of the draft development concepts and the associated community engagement. The key tasks will include:

- Character Area Development Concepts: Design, Analysis and Testing;
- Technical Advisory Committee (TAC) Meeting No. 1;
- Design Review Panel Meeting No. 1 ;
- Local Advisory Committee (LAC) Meeting No. 1; and
- Draft Development Concepts Engagement (Community Consultation Meeting No. 2).

Phase 4 will include landing on a preferred development concept (and associated community engagement), final design and plan that will be captured in the Final Report in the Spring of 2022. The key tasks will include:

- TAC Meeting No. 2;
- Design Review Panel Meeting No. 2;
- LAC Meeting No. 2;
- Preferred Development Concept - Engagement (Community Consultation Meeting No. 3;
- Final design and plan development;
- Final Consultant and Staff Reports; and
- Statutory public meeting and City Council meeting.



Figure 9.1 OurSC Study process



# A

## APPENDIX

This appendix includes an overview of Scarborough Centre's demographics including population, immigration, household and family characteristics, housing, socioeconomic status, employment and density.

# DEMOGRAPHIC AND EMPLOYMENT PROFILE

## POPULATION

Scarborough Centre is a growing community (see Figure 1). In 2001, the Canadian Census recorded a population of 5,560 persons living within the Secondary Plan area. By 2016, the population had increased to 14,105 people, which represents an over 150% increase from 2001. The population increased most rapidly between 2001 and 2006, growing by 78% over the period.

Scarborough Centre has a youthful population (see Figure 2). Millennials (20 to 34 years of age in 2016) comprise nearly one quarter (24%) of the population. There are also a number of recent births; almost six per cent of the population is below 5 years of age.

Scarborough Centre has a greater youthful population than the rest of the City of Toronto. City-wide, millennials comprised 16% of the population in 2016.

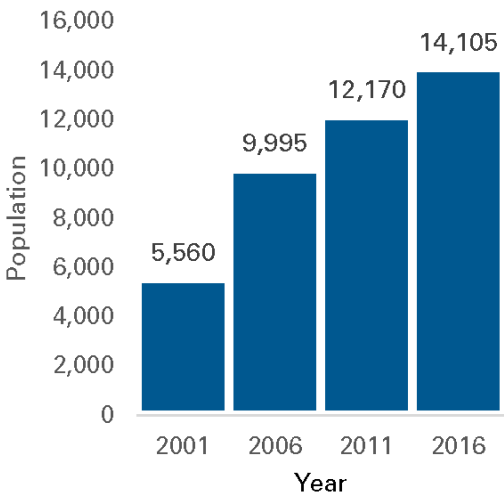
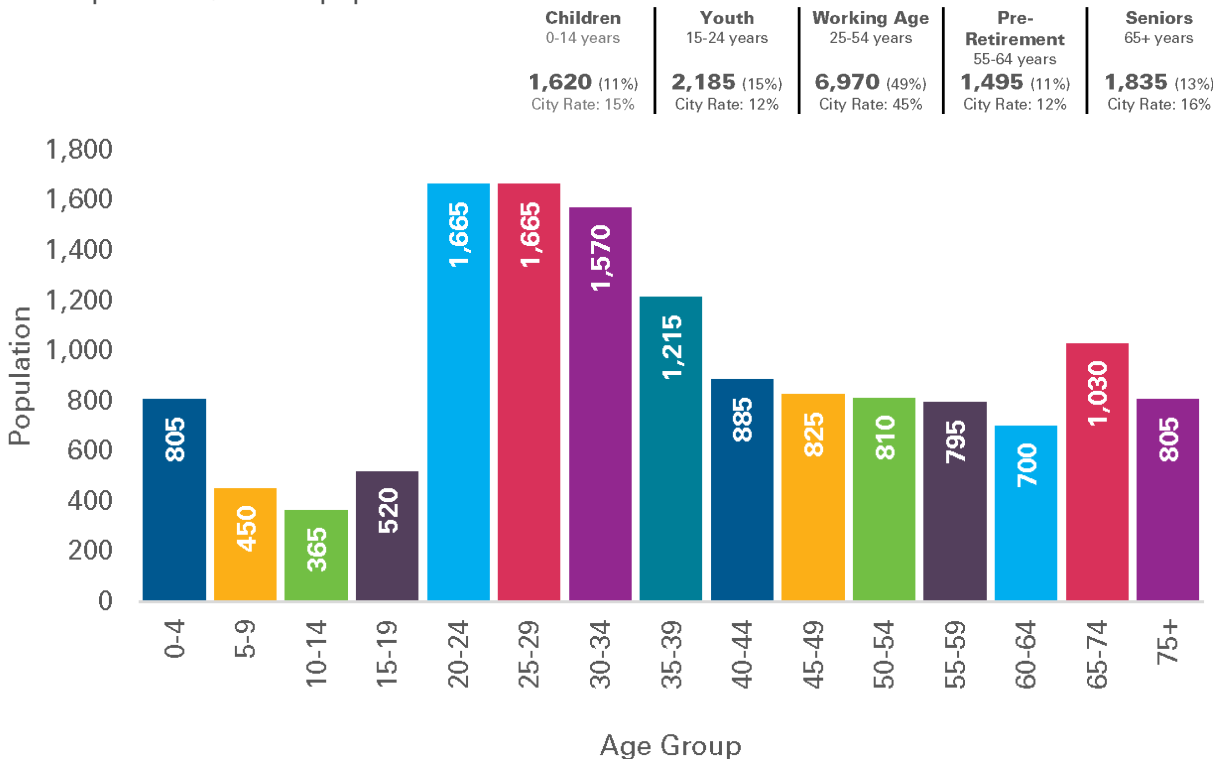


Figure 1 Population Change in Scarborough Centre

Figure 2  
Summary of  
Scarborough  
Centre  
Population



The Secondary Plan area has a lower share of children (0 to 14 years) and youth aged 15 to 19 than the City as a whole (see Figure 3). The Study Area also has a lower share of adults aged 45 and over relative to the wider population of the City.

This lower proportion of children and seniors translates into lower demographic dependency ratios from City-wide averages (see Figure 4). The demographic dependency ratio measures the share of dependents – children and youth below 20 years of age and seniors over 65 years of age – relative to the working age population (20 to 64 years of age). Scarborough Centre has a ratio of 39 dependents per 100 working age population, a lower ratio than the City of Toronto which has 55 dependents per 100 people of working age.

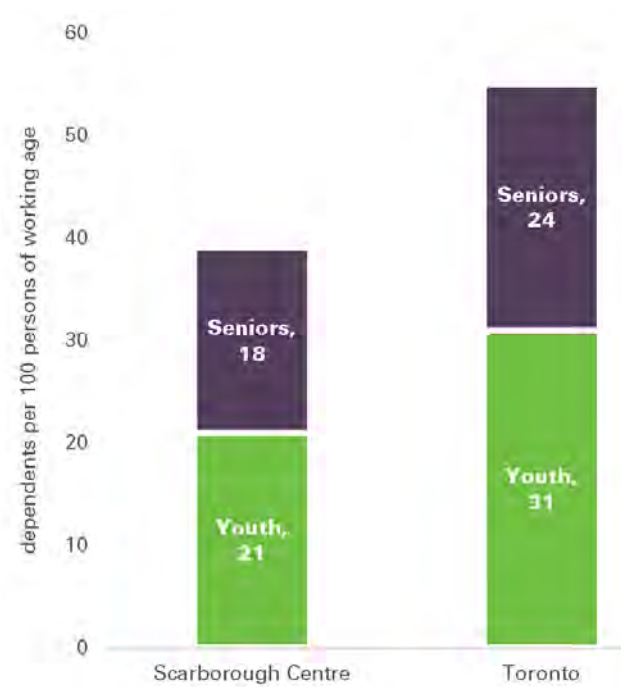
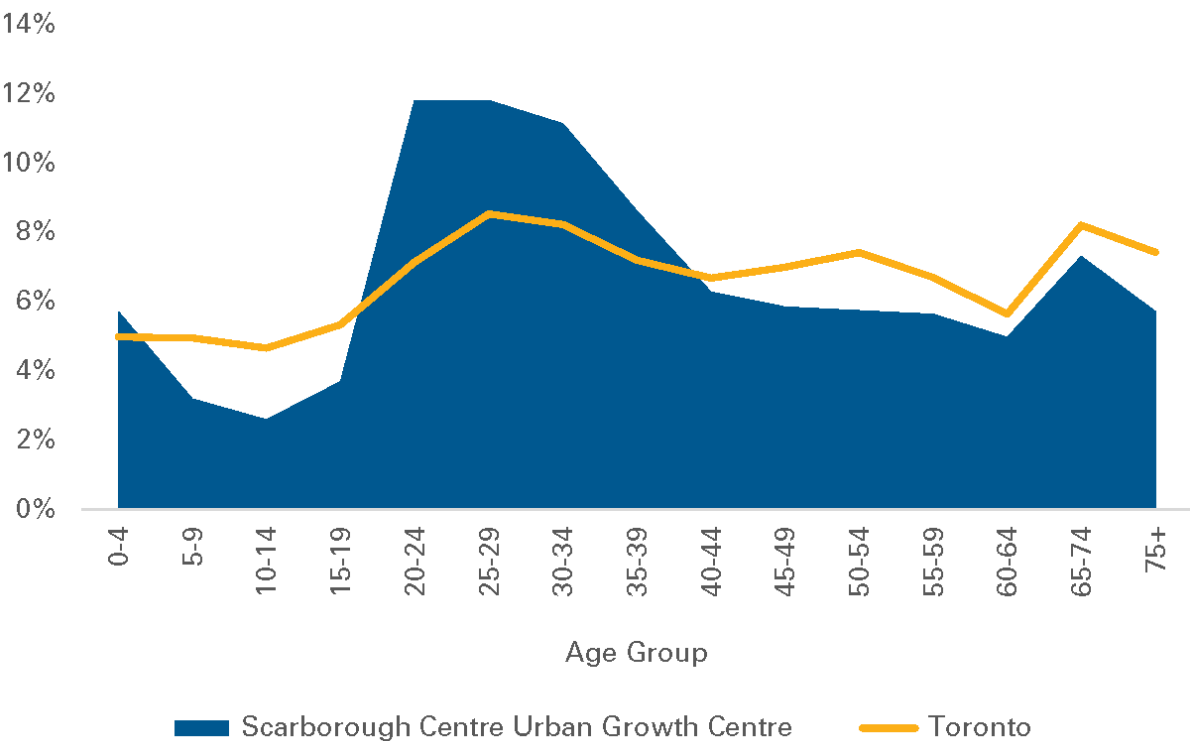


Figure 4 Demographic Dependency Ratio

Figure 3  
Population  
Profile of  
Scarborough  
Centre and City  
of Toronto



IMMIGRATION

Like the City of Toronto, the majority of the population of Scarborough Centre is comprised of a foreign-born population. Seventy-three per cent of Scarborough Centre are first generation Canadian (see Figure 5). A total of 8,440 persons (60%) of Scarborough Centre are immigrants and an additional 1,715 (12%) are non-permanent residents. Non-permanent residents in Scarborough Centre comprise a greater share of the population within the area than compared to the City-wide proportion. Only 4 per cent of the City’s population are non-permanent residents.

China and India represent the birth place of 34% and 26% of recent immigrants, respectively (see Table 1), and 16% of all immigrants in Scarborough Centre immigrated in the 5 years between 2011 and 2016 (see Figure 6).

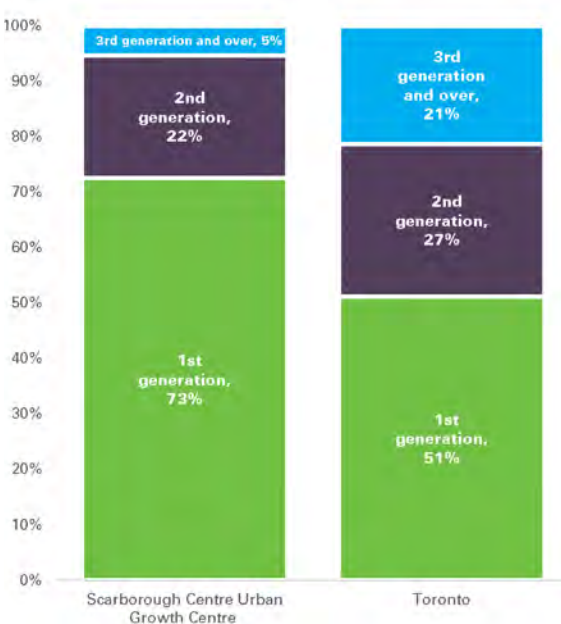
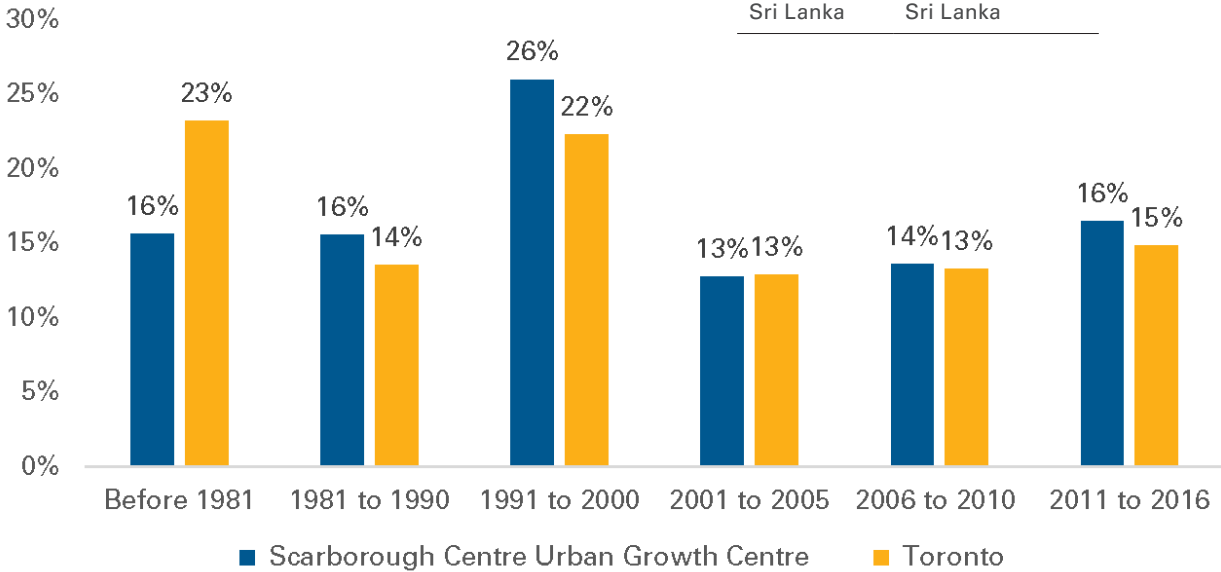


Figure 5 Generation Status

Table 1 Top 5 Regions of Birth

Among Immigrants	Among Recent Immigrants
China	China
Hong Kong	India
India	Pakistan
Philippines	Philippines
Sri Lanka	Sri Lanka

Figure 6 Immigrant Population by Period of Immigration





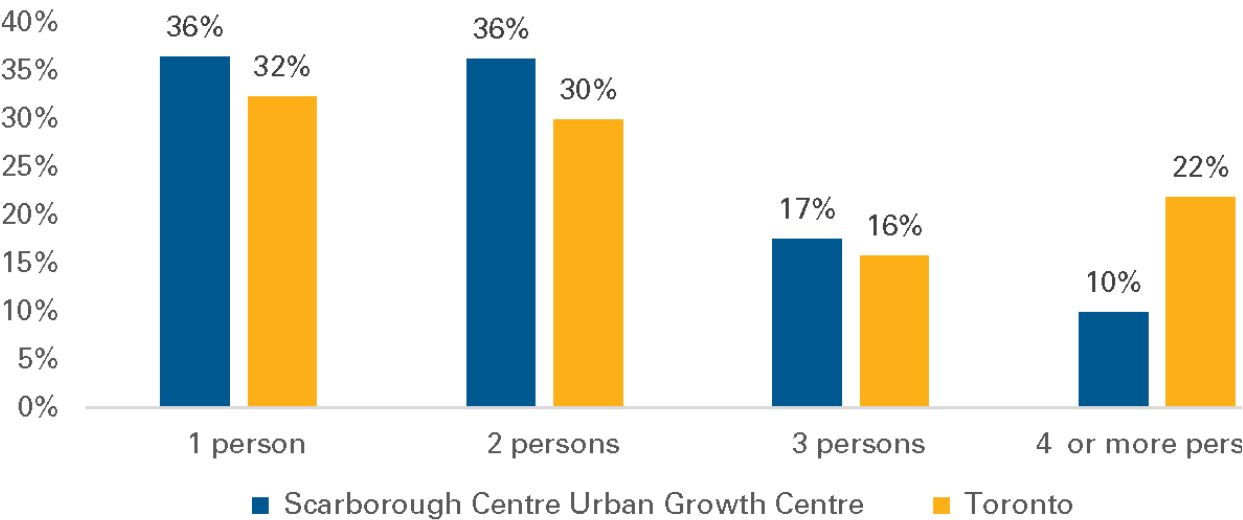
HOUSEHOLD AND FAMILY CHARACTERISTICS

Scarborough Centre has smaller sized households than the City as a whole (see Figure 7). Twenty-one per cent of the City’s households consist of four or more persons while only 10% of households within Scarborough Centre consist of 4 or more persons.

Single-person households comprise 36% of all households in Scarborough Centre, above the City-wide rate of 32% of all households.

Smaller household sizes within the Secondary Plan area may relate to the greater share of youthful population. The population between 20 to 34 experiences several life-cycle transitions: leaving school, completing post-secondary education, leaving the parental home, entering the full-time full-year labour force, coupling and child rearing. Recent demographic changes among the Canadian population suggests a delay in life-cycle transitions as young adults experience more years of schooling and longer residence in the parental home.

Figure 7  
Household  
Size



Forty-six per cent of households in Scarborough Centre are non-family households – comprised of either persons who are living alone or with roommates. This is greater than the share of non-family households City-wide, at 39% (see Figure 8).

While Scarborough Centre has a greater share of non-family households than the City as a whole, family households represent the majority of all households in the Secondary Plan area at 54%. The majority of families, 57%, have children.

Scarborough Centre has a large number of young children aged under six years of age (see Figure 9). A large number of young adults aged 25 and over live with their parents. A similar distribution in the rates of children living at home is experienced across the City however, a greater share of young adults aged 25 and over within Scarborough Centre live with at home relative to the City as a whole.

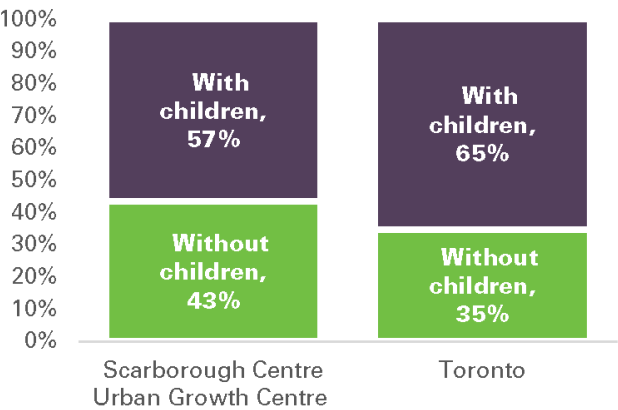
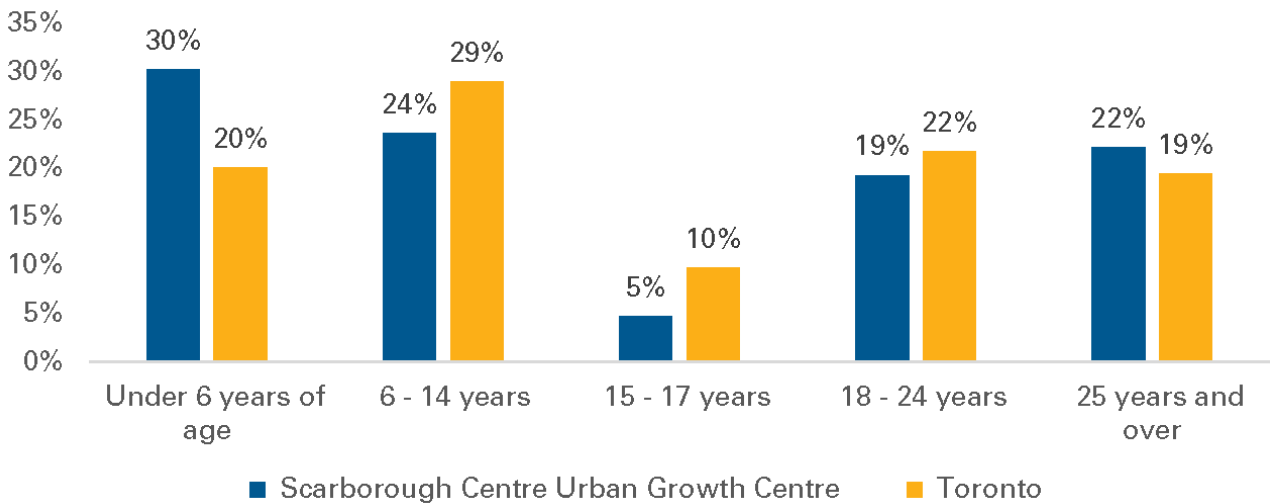


Figure 8 Families with Children

Figure 9  
Age of  
Children  
in Census  
Families



HOUSING

Housing in Scarborough Centre was developed relatively recently (see Figure 10). Sixty-five per cent of dwellings were constructed in the 15 years between 2001 and 2016 and 95% was constructed since 1991. The housing stock is newer than across the City as a whole, where 26 per cent of dwellings were constructed over the same years since 1991.

Owing to the more recent period of development, during the City’s wave of high-rise construction, housing in Scarborough Centre is predominately high-rise with only two per per cent of housing being ground related (see Figure 11).

Rates of home ownership in Scarborough Centre are higher than the City overall (see Figures 12-13). Sixty-five per cent of households own their primary residence.

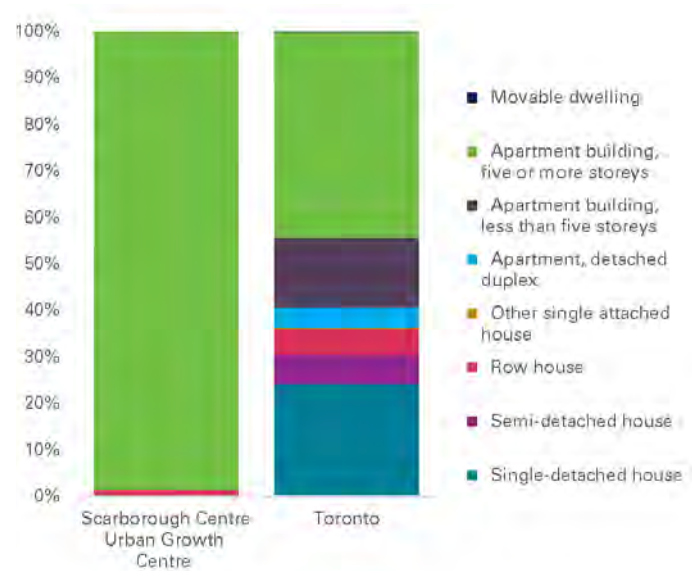


Figure 11 Occupied Private Dwellings by Structural Type



Figure 12 Housing Tenure, Scarborough Centre

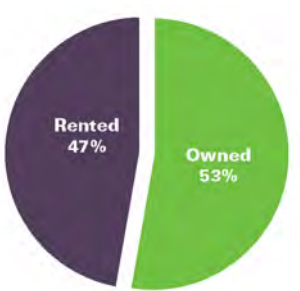
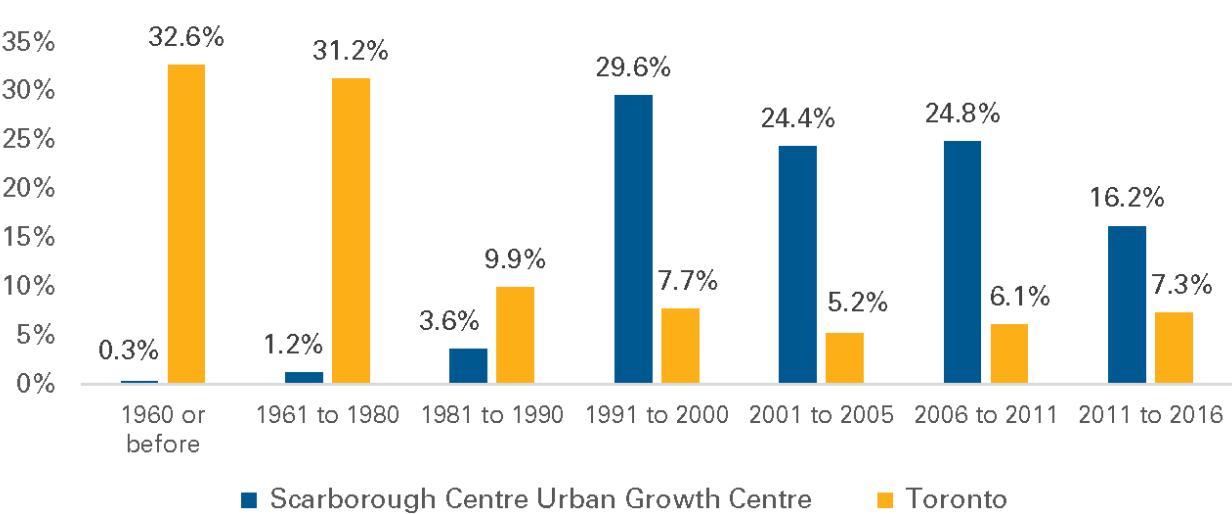


Figure 13 Housing Tenure, City of Toronto

Figure 10 Occupied Private Dwellings by Period of Construction



SOCIO-ECONOMIC STATUS

The average income in private households is \$58,009. This is lower than the average City-wide household income of \$102,721. Smaller household sizes and a high proportion of single-person households contribute to lower average household incomes in the area. The young working age population in the area also accounts for some of the difference between City-wide averages. The average income of Census Families in Scarborough Centre is \$70,129, compared to \$127,312 for Census Families across the wider City of Toronto.

Residents of Scarborough Centre face greater challenges in housing affordability. Fifty-one per cent of the households in the area spend 30% or more of their income on housing costs, a measure considered unaffordable. Sixty per cent of renters spend 30% or more on rent and 46% of home owners spend 30% or more of their incomes on housing costs. Only 36% of owners and renters City-wide experience similar affordability challenges. The incidence of low income measured after tax in Scarborough Centre is 31%.

Levels of education are similar to City-wide levels, with the majority of the population having post-secondary education through college, a trade or university (see Figure 14). Sixty per cent the working age population in Scarborough Centre hold a university certificate, diploma or degree at the bachelor level or above just below the City-wide rate of 64%. With a large young adult population, aged between 20 and 24, rates of educational attainment above the bachelor level are lower when compared to the share across the wider City. Twenty-nine per cent of working age people with a university degree hold a degree above the bachelor level in Scarborough Centre, compared to 37% City-wide.

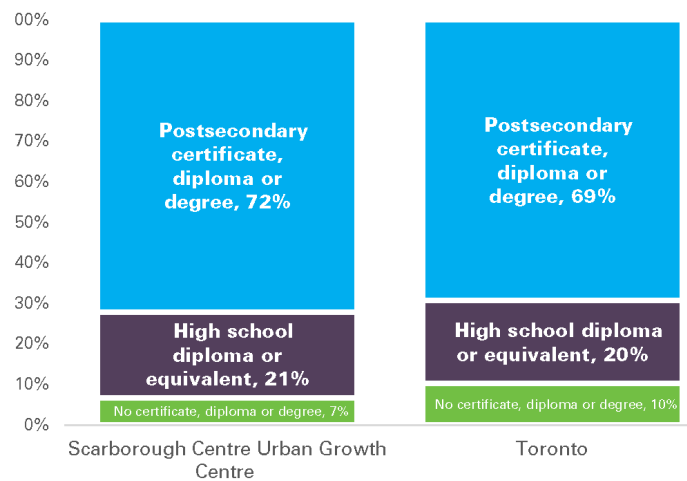


Figure 14 Educational Attainment



Rates of employment are lower in Scarborough Centre (see Figure 15). There are lower levels of labour force participation in the area largely owing to its younger working aged population. Rates of unemployment in 2016 were similar to City-wide unemployment rates.

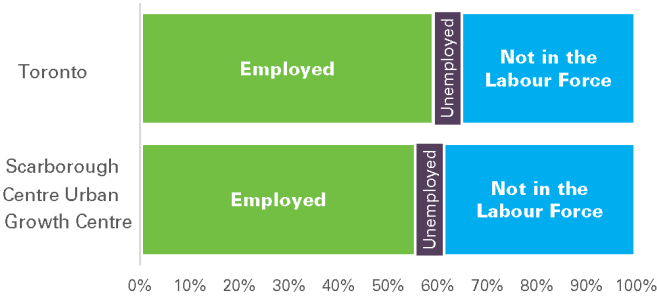


Figure 15 Employment rates

Twenty-five per cent of workers in Scarborough Centre are employed in sales and service occupations (see Figure 16).

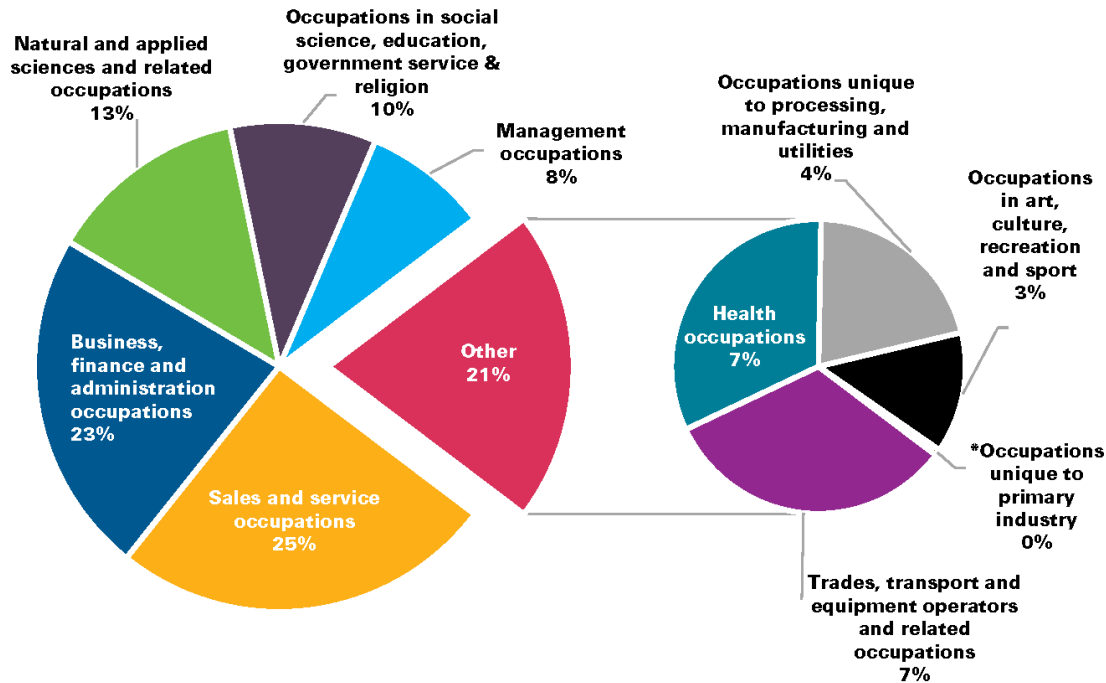


Figure 16 Scarborough Centre employment by area

In 2019, Telus was the largest employer in Scarborough Centre, employing 2,800 people (see Table 2).

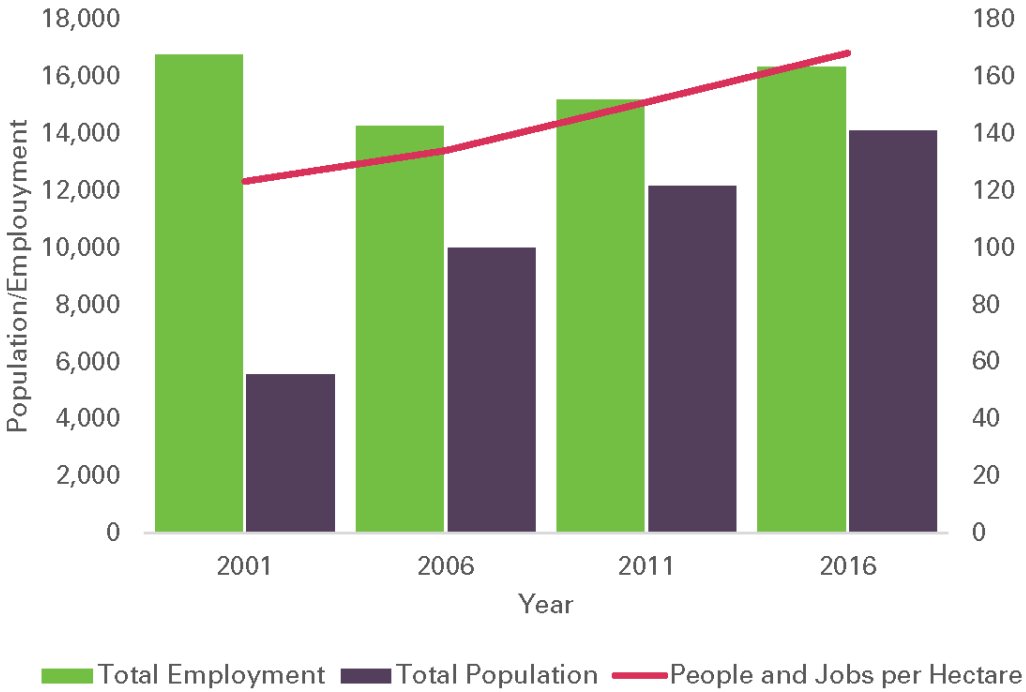
Table 2 Scarborough Centre Employers

Rank	Occupant Name	Total Employment
1	Telus	2,810
2	Bell Canada	910
3	Government Of Canada	840
4	Scotiabank	830
5	Toronto District School Board	710
6	Canadian Property Stars	660
7	TD Canada Trust	510
8	City of Toronto	420
9	Chase Paymentech	330
10	Community Living Toronto	320

POPULATION AND EMPLOYMENT DENSITY

During the period between 2001 and 2016, which saw an over 150% increase in the population of Scarborough Centre, total employment in the area decreased by 409 jobs, a 2.4% decrease. Density, as measured by population and employment has increased over the period but is driven primarily by the growth in the residential population of the area as employment growth has remained slow (see Figure 17).

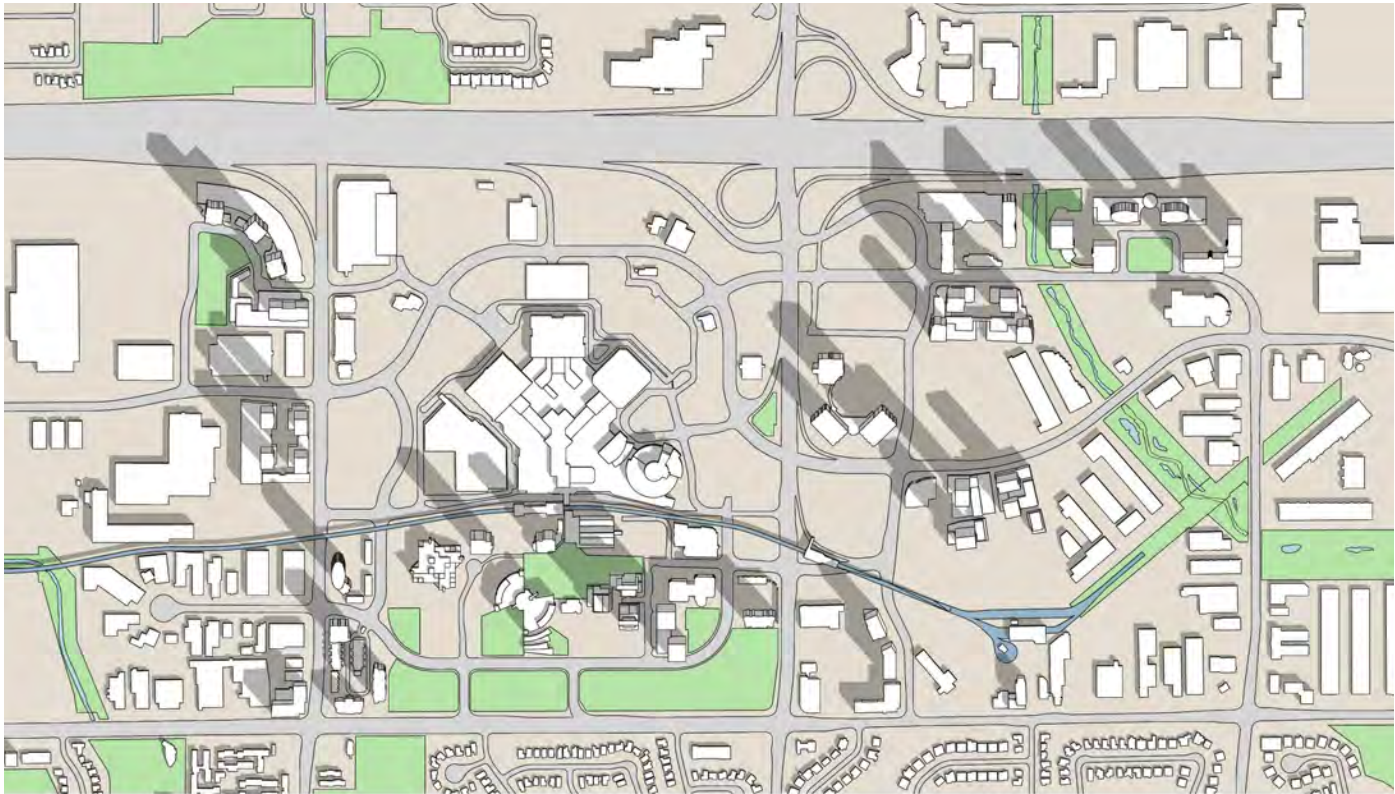
Figure 17 Population, Employment and People and Jobs per Hectare



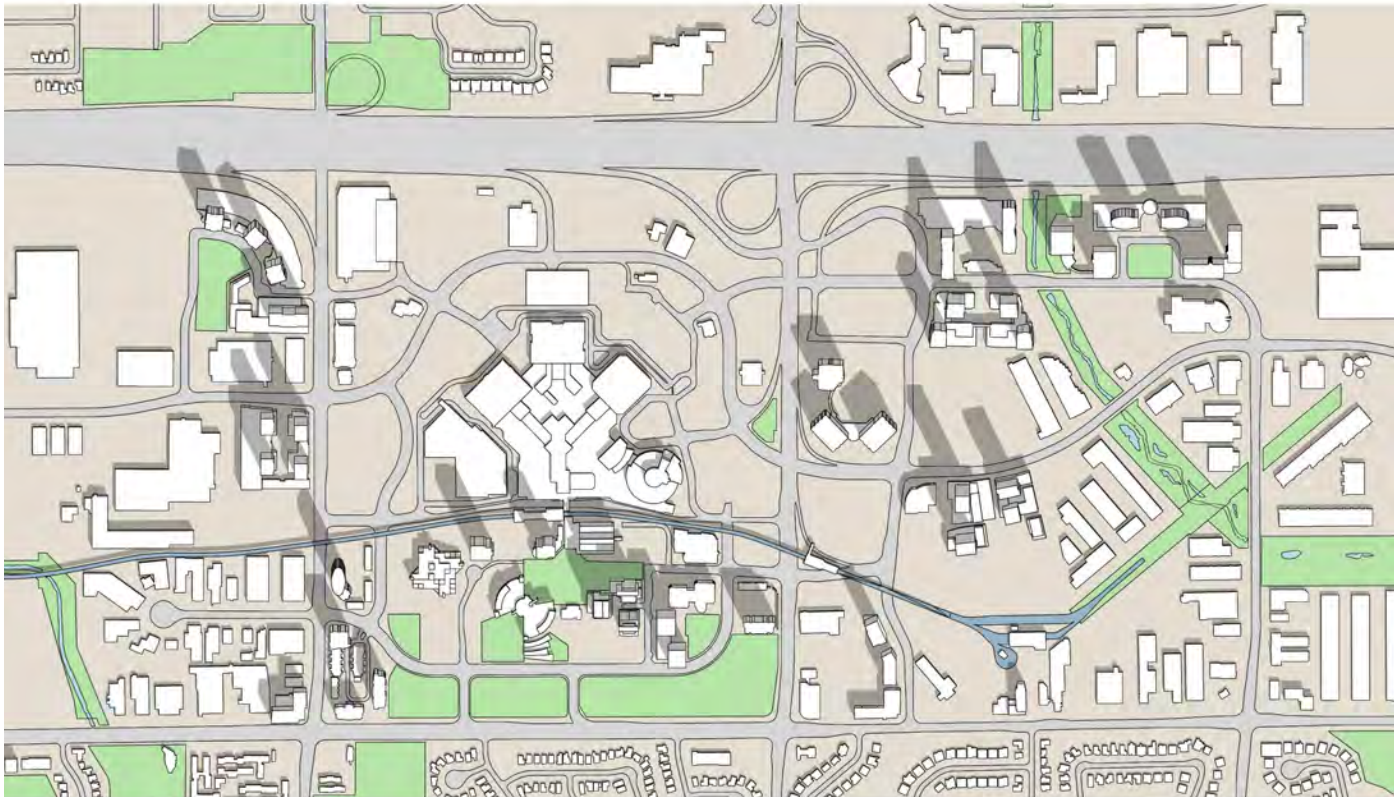
# B

## APPENDIX

This appendix includes a shadow study of existing and approved buildings.

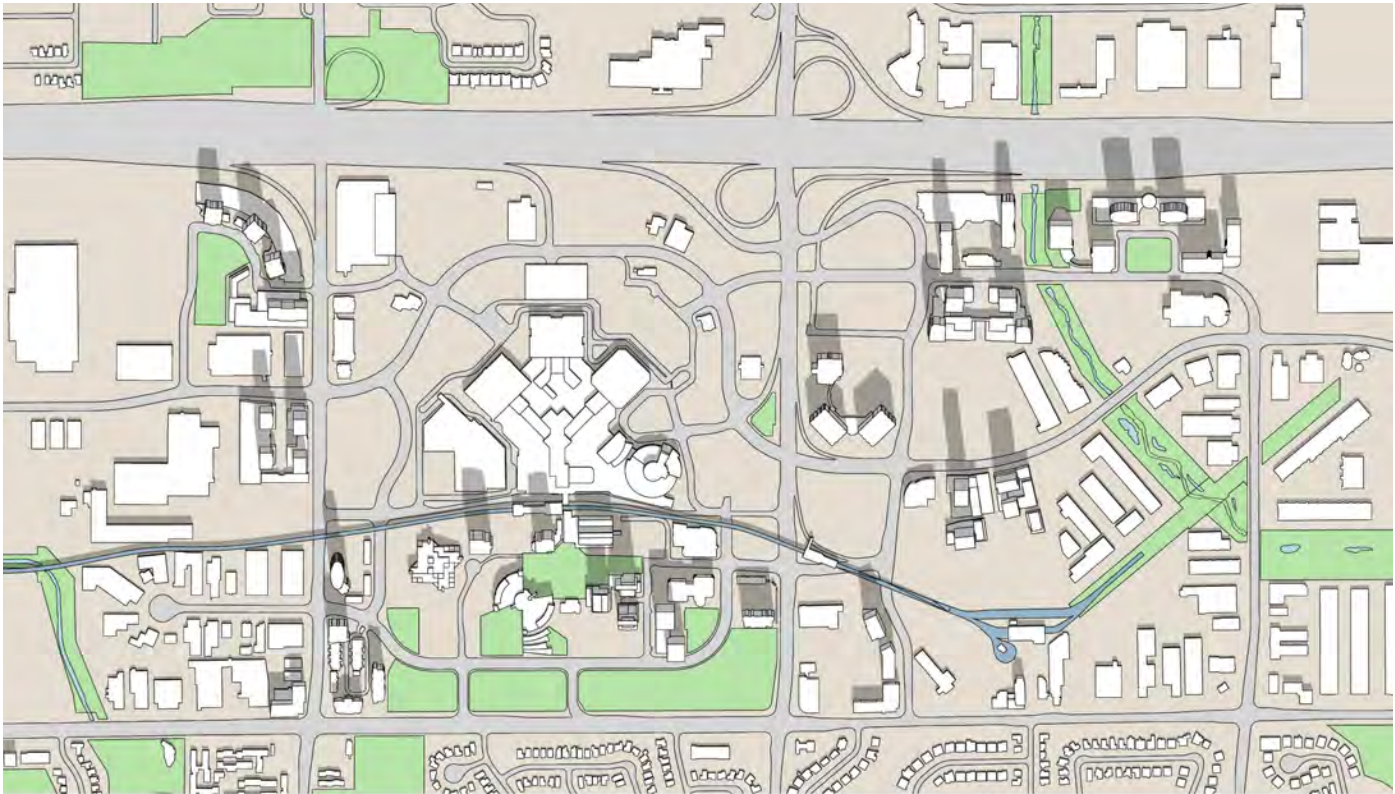


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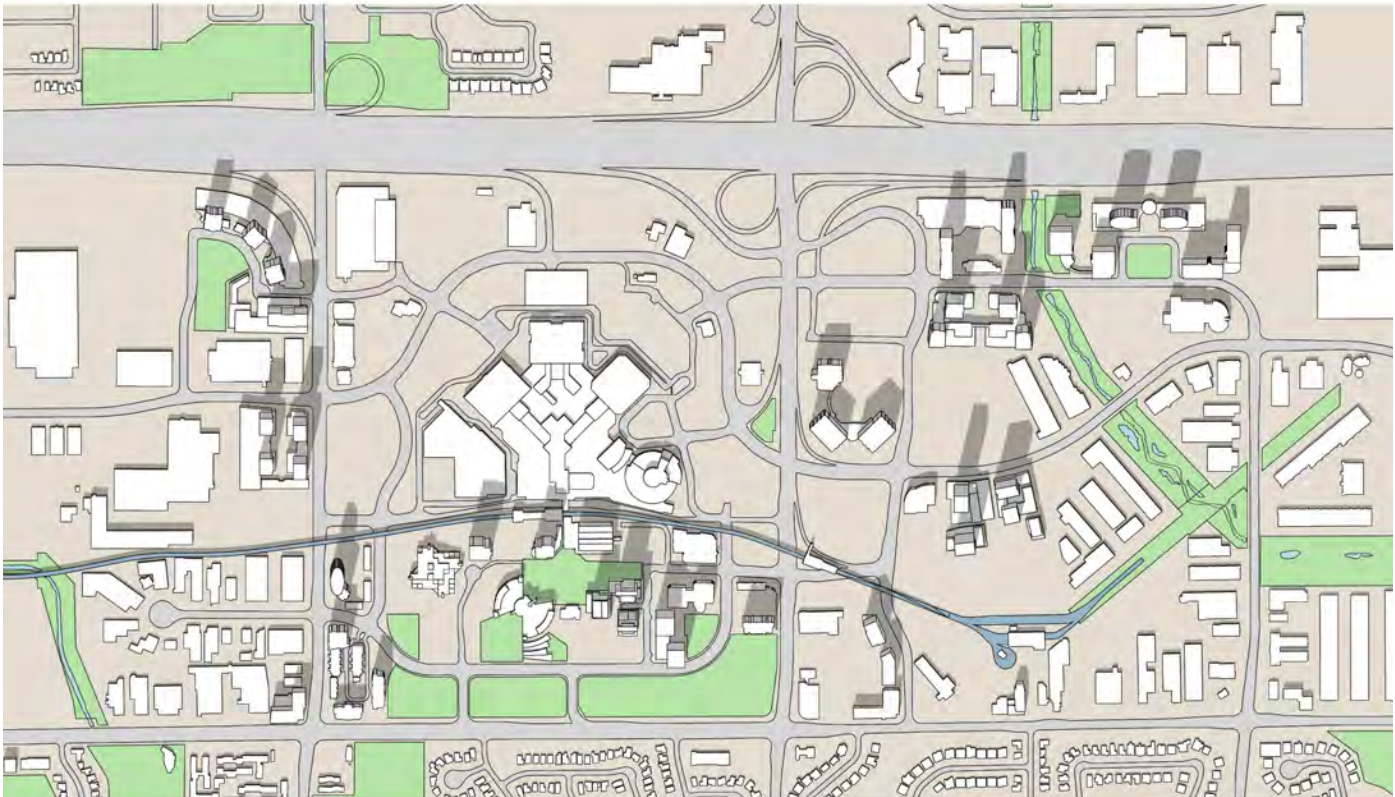


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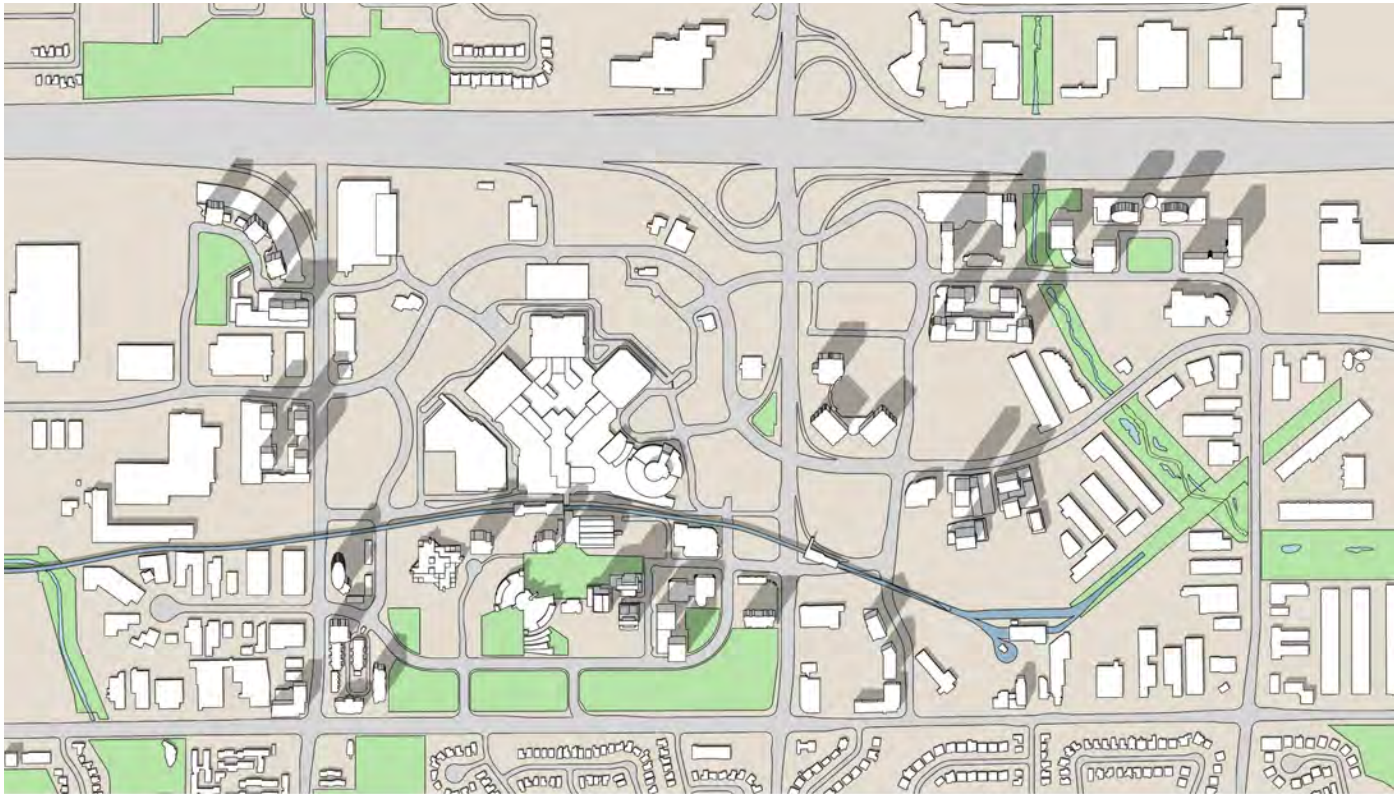


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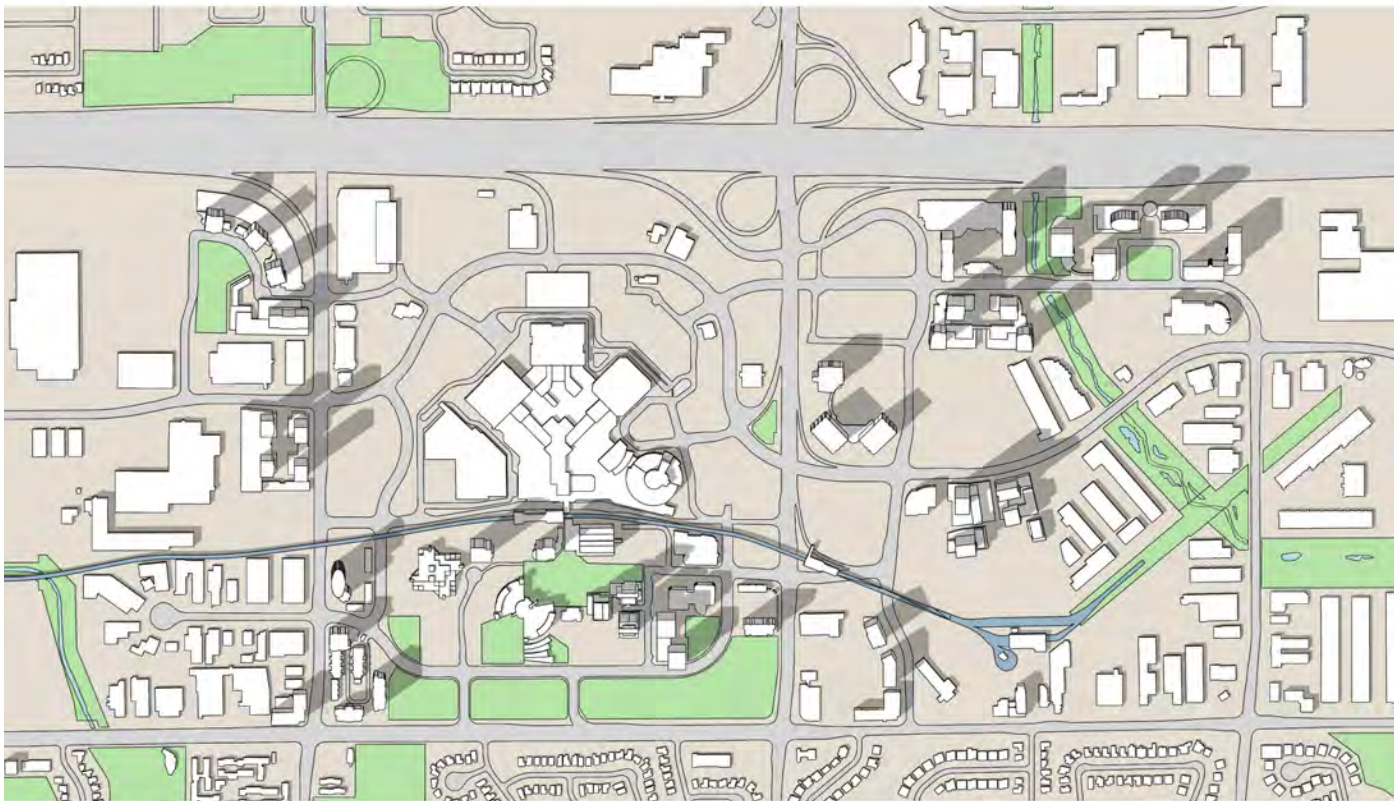


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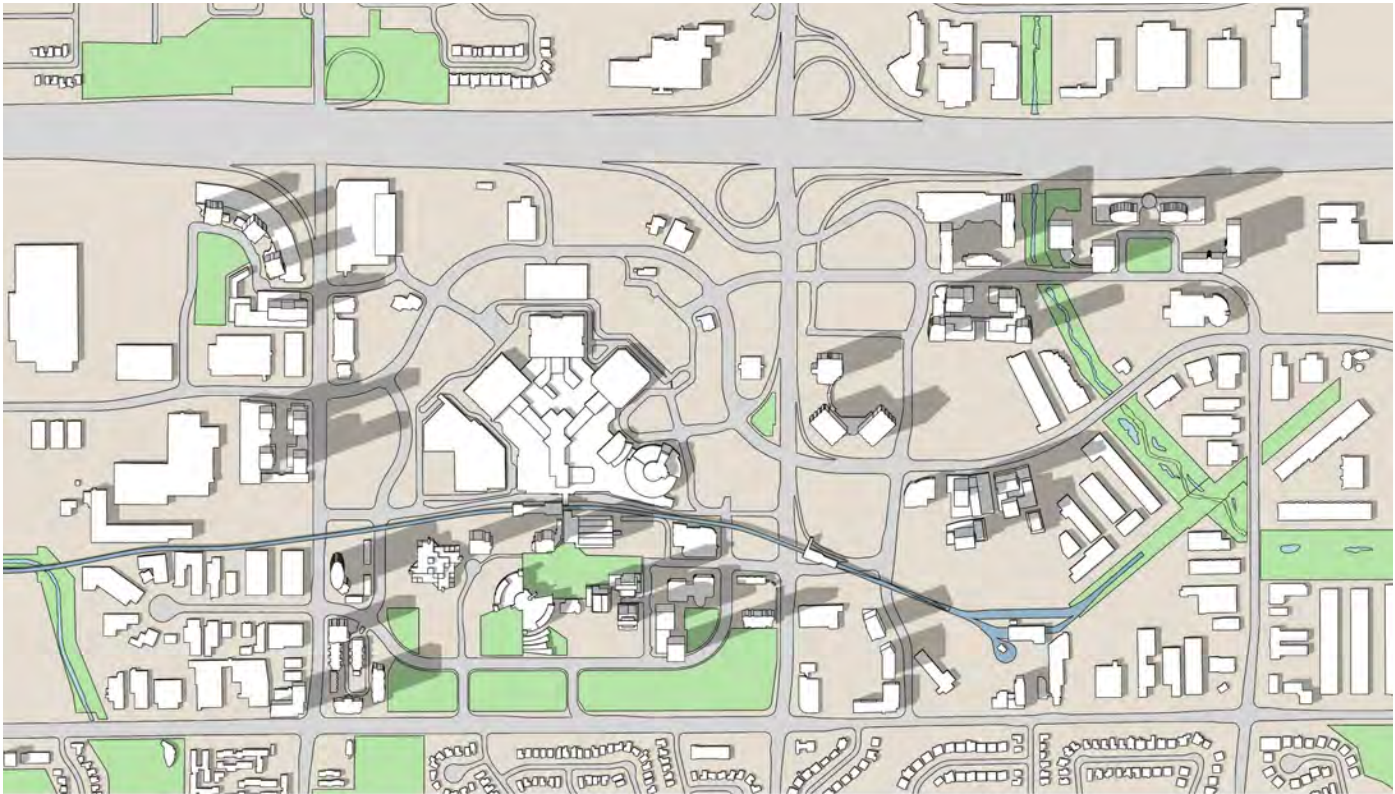


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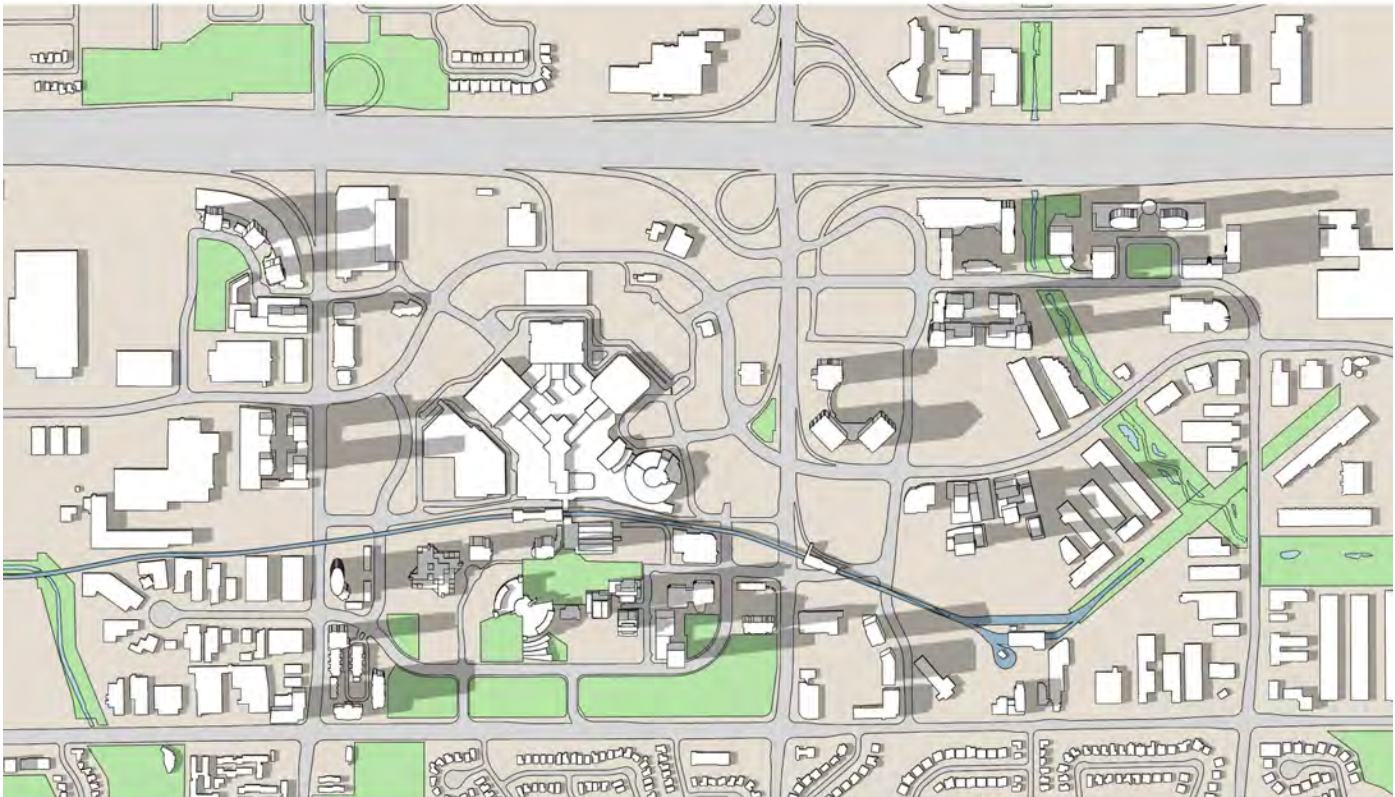


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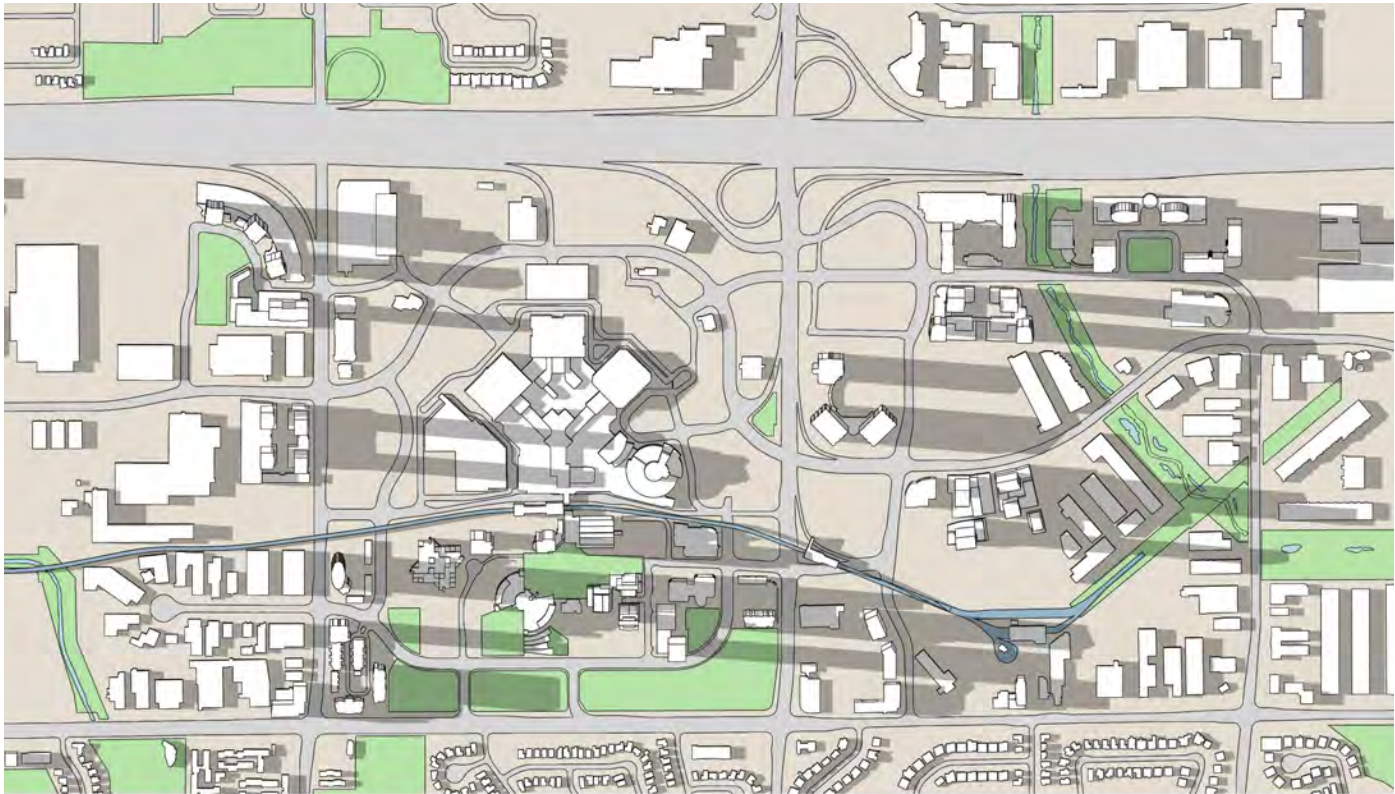


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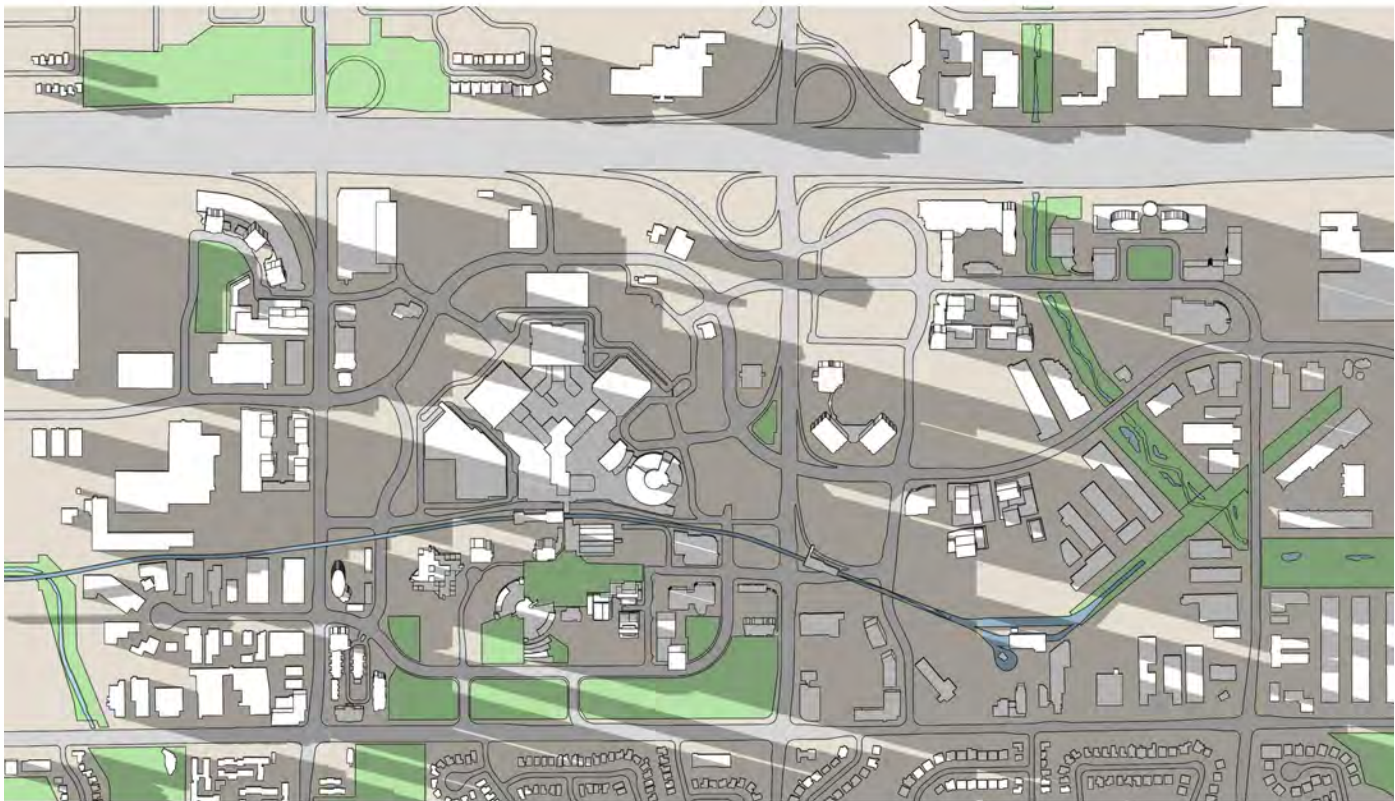


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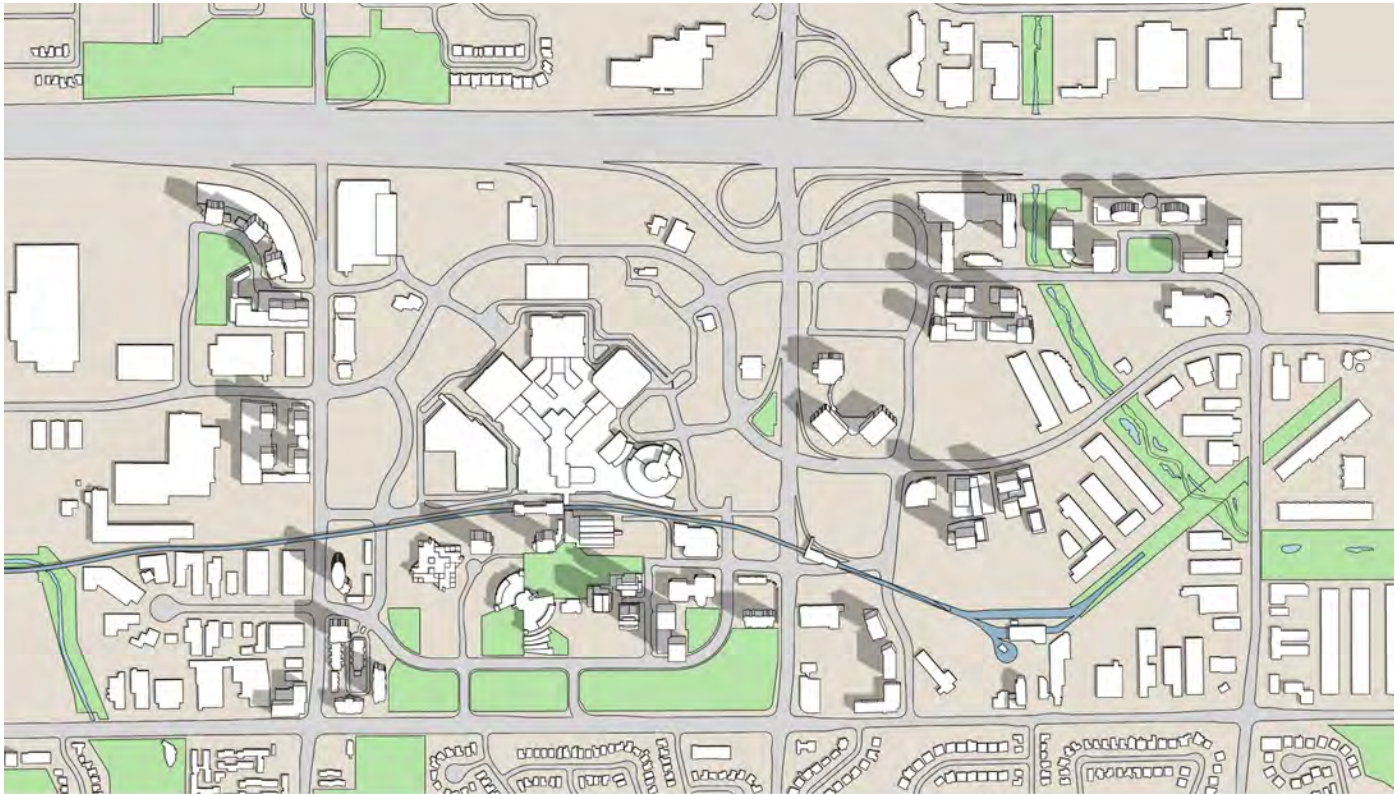


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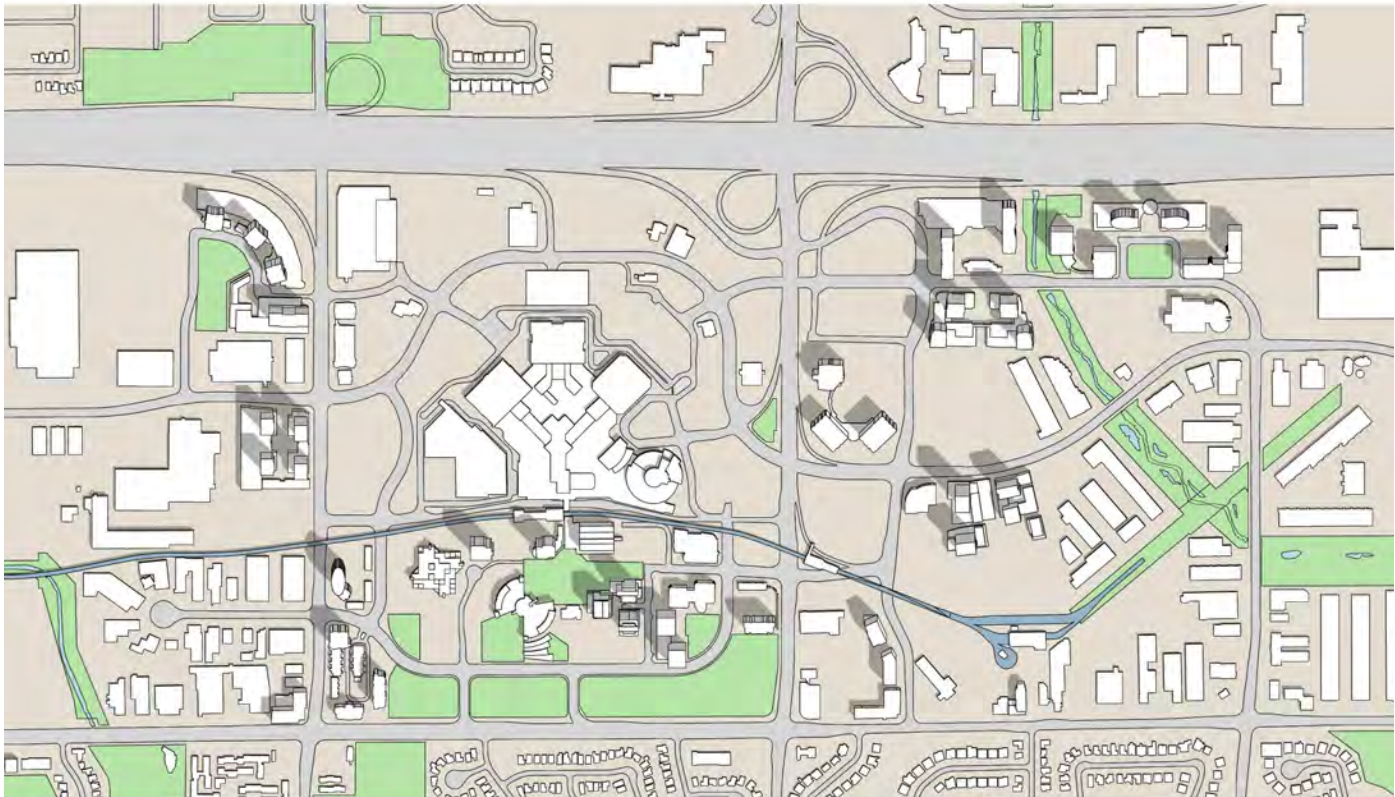


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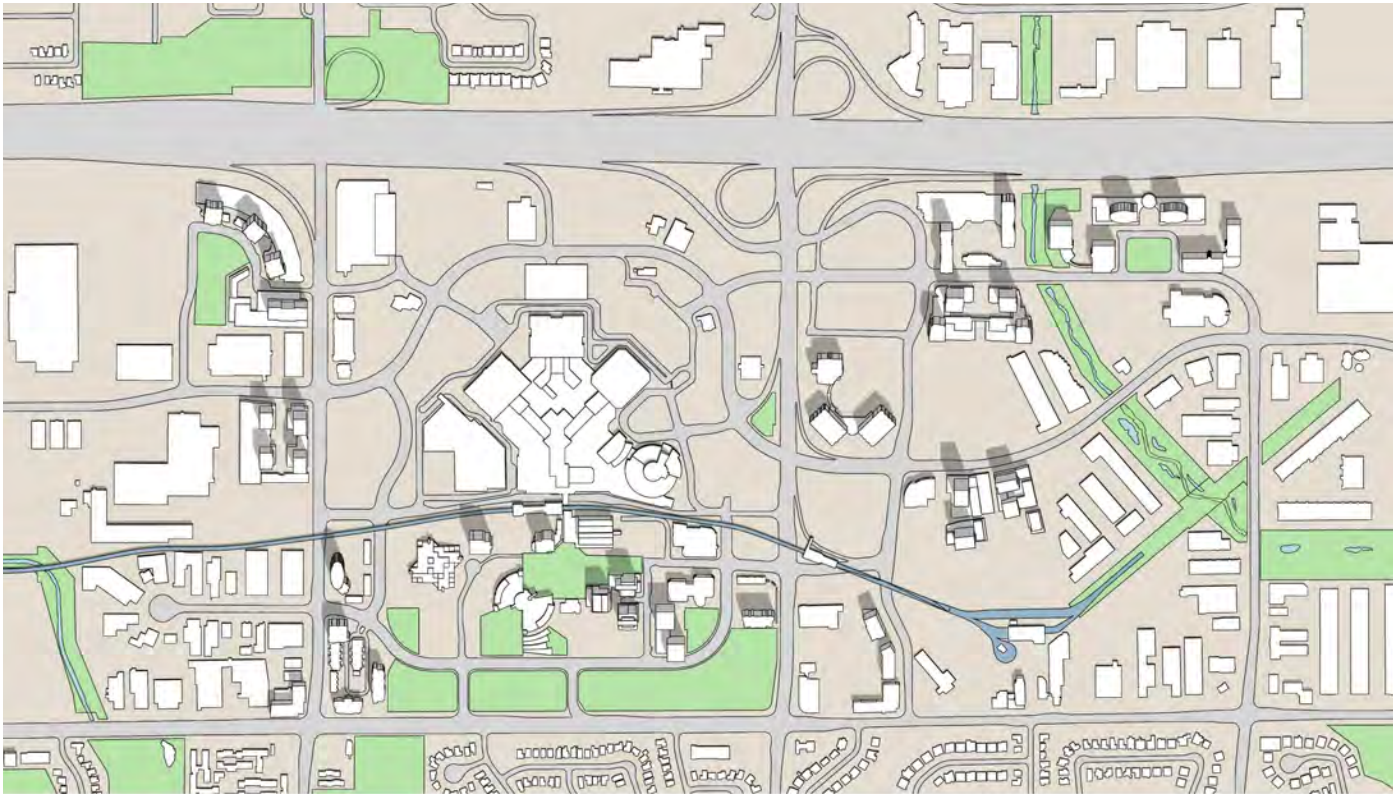


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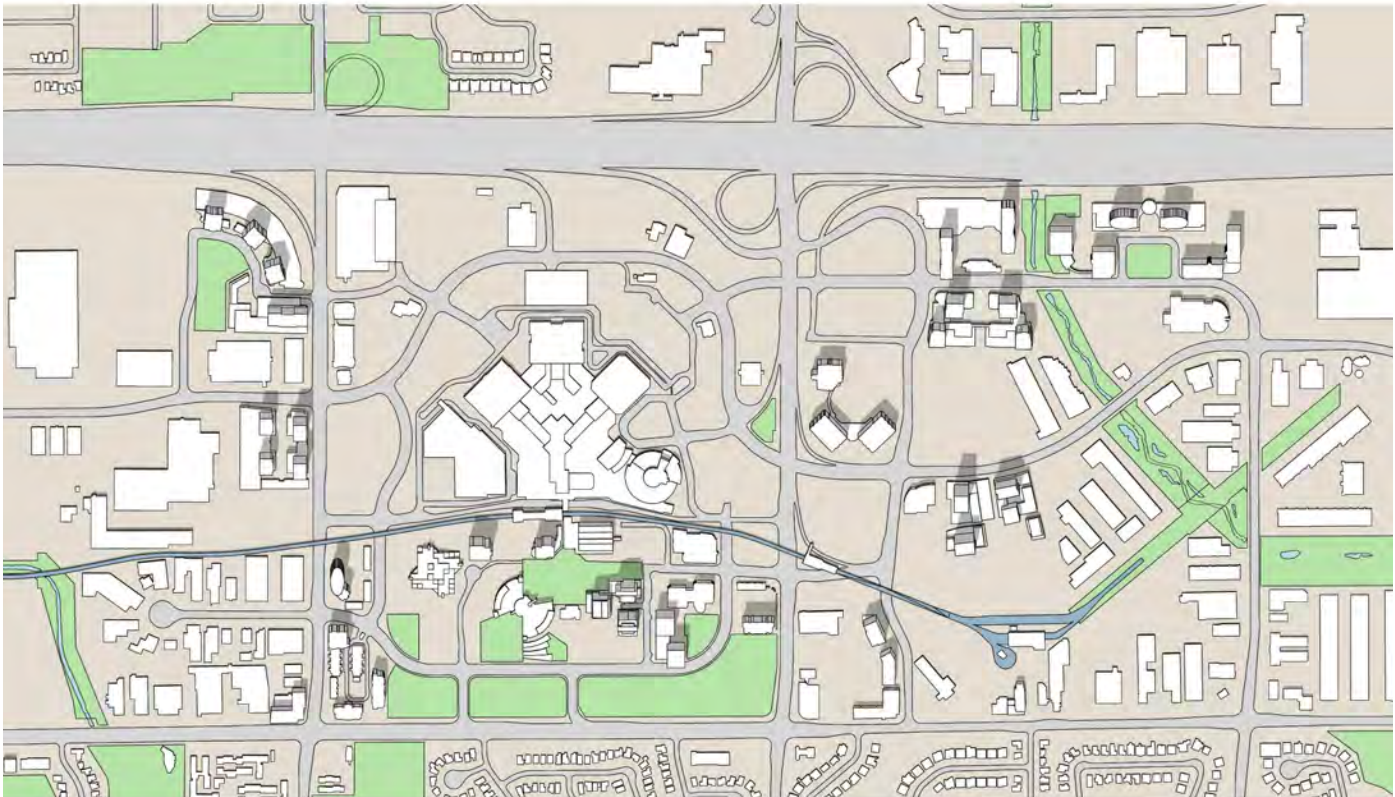


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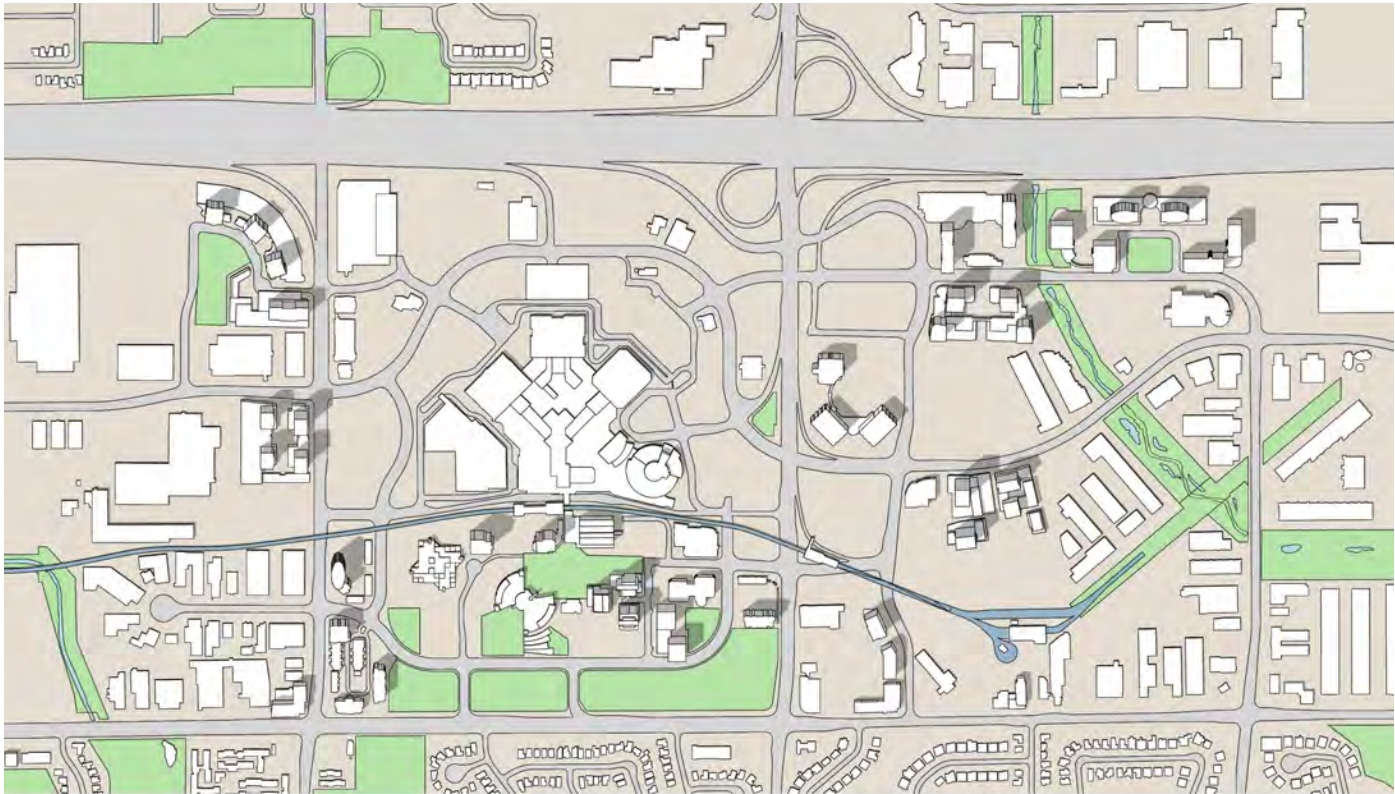


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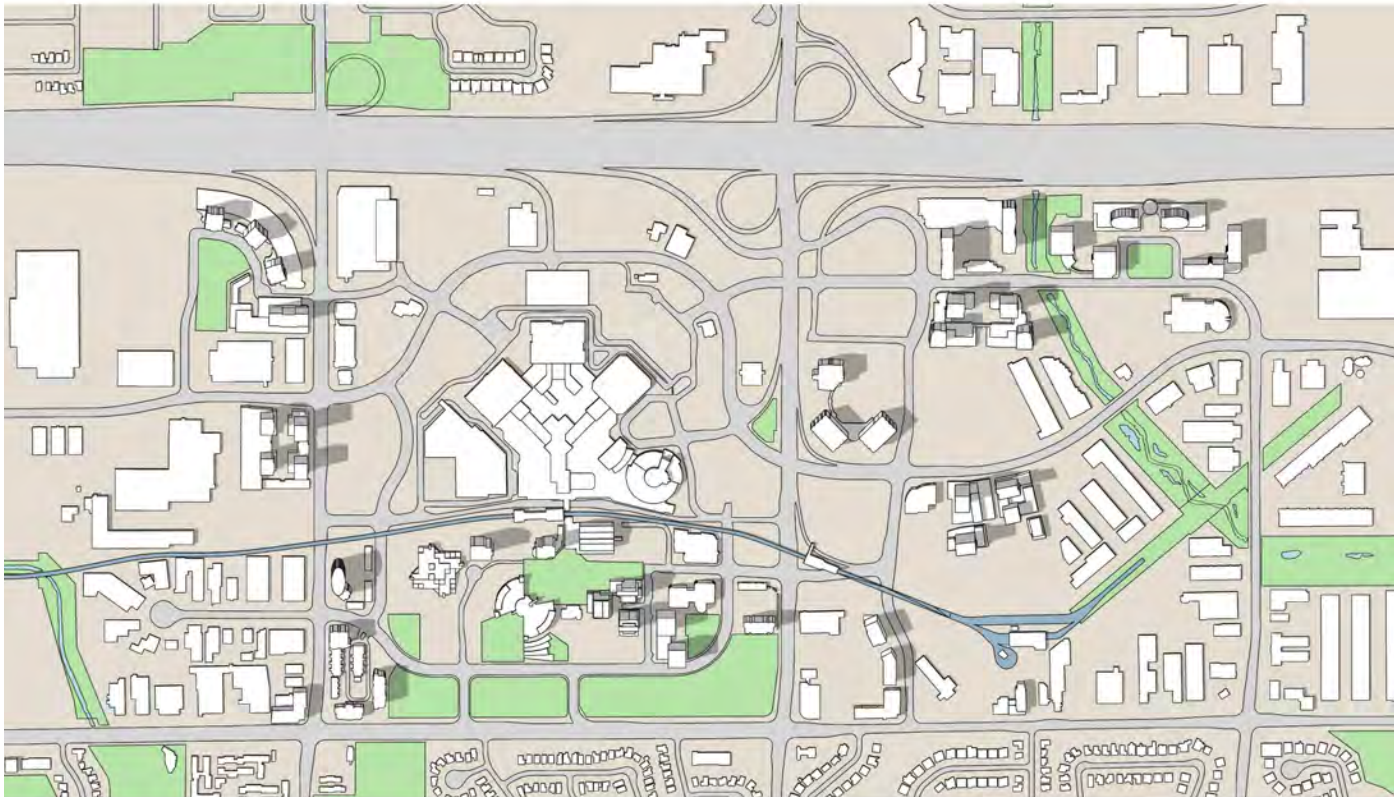


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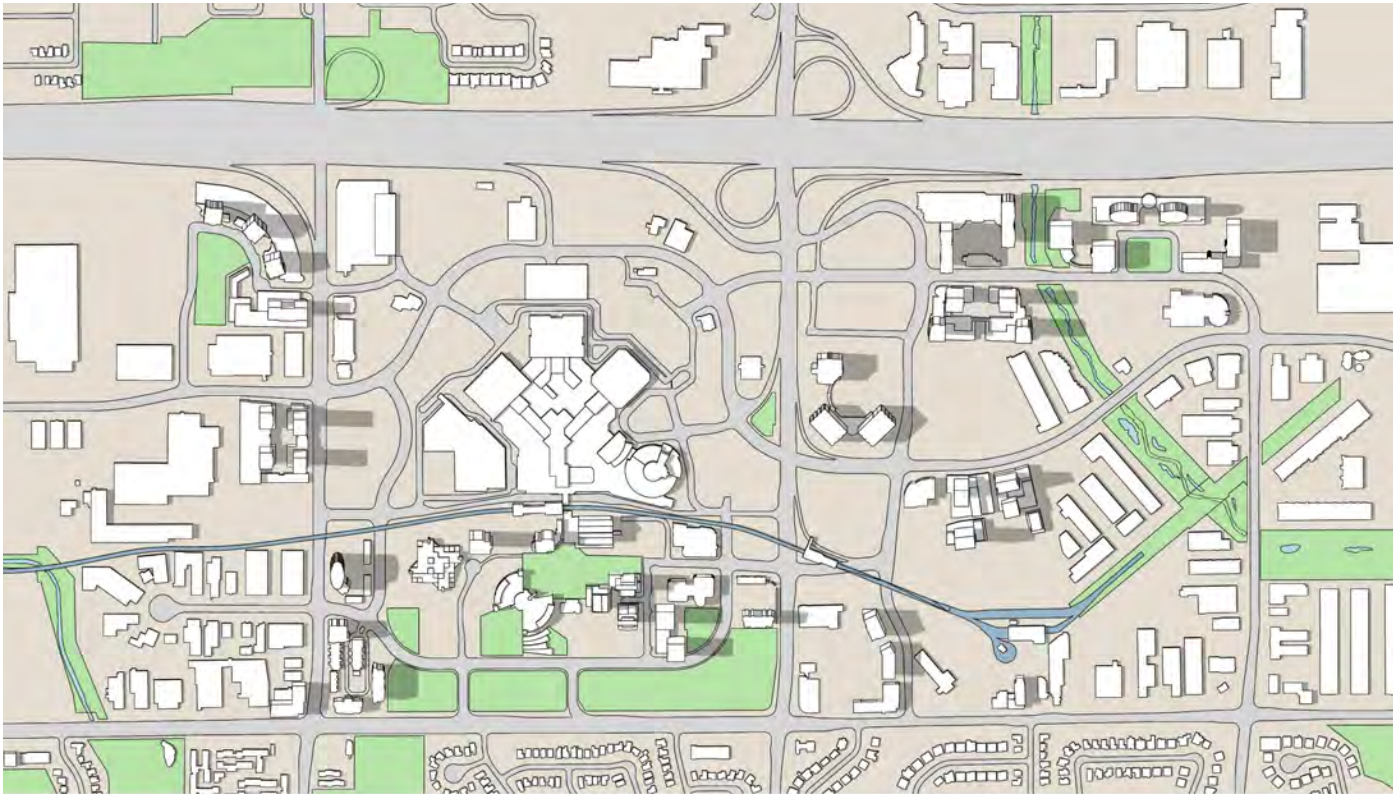


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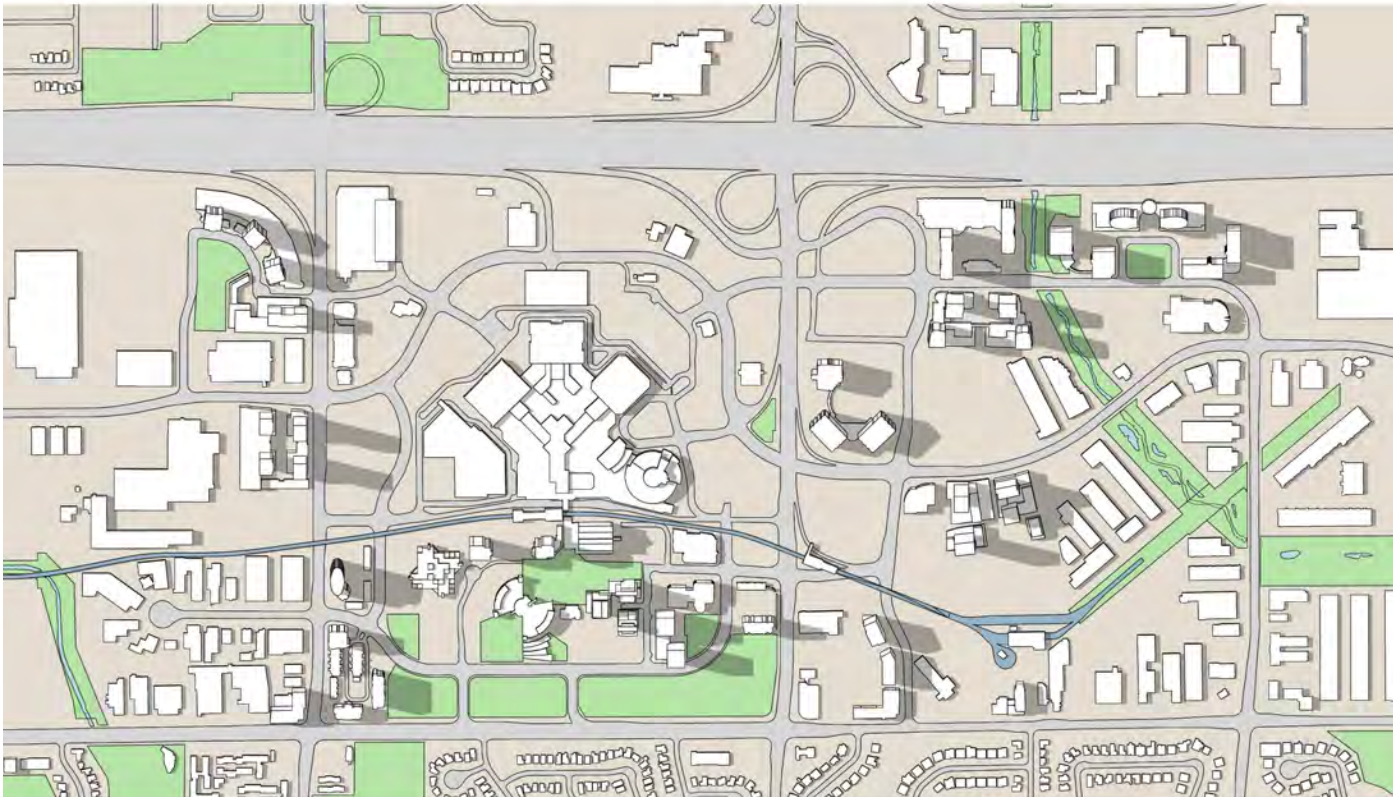


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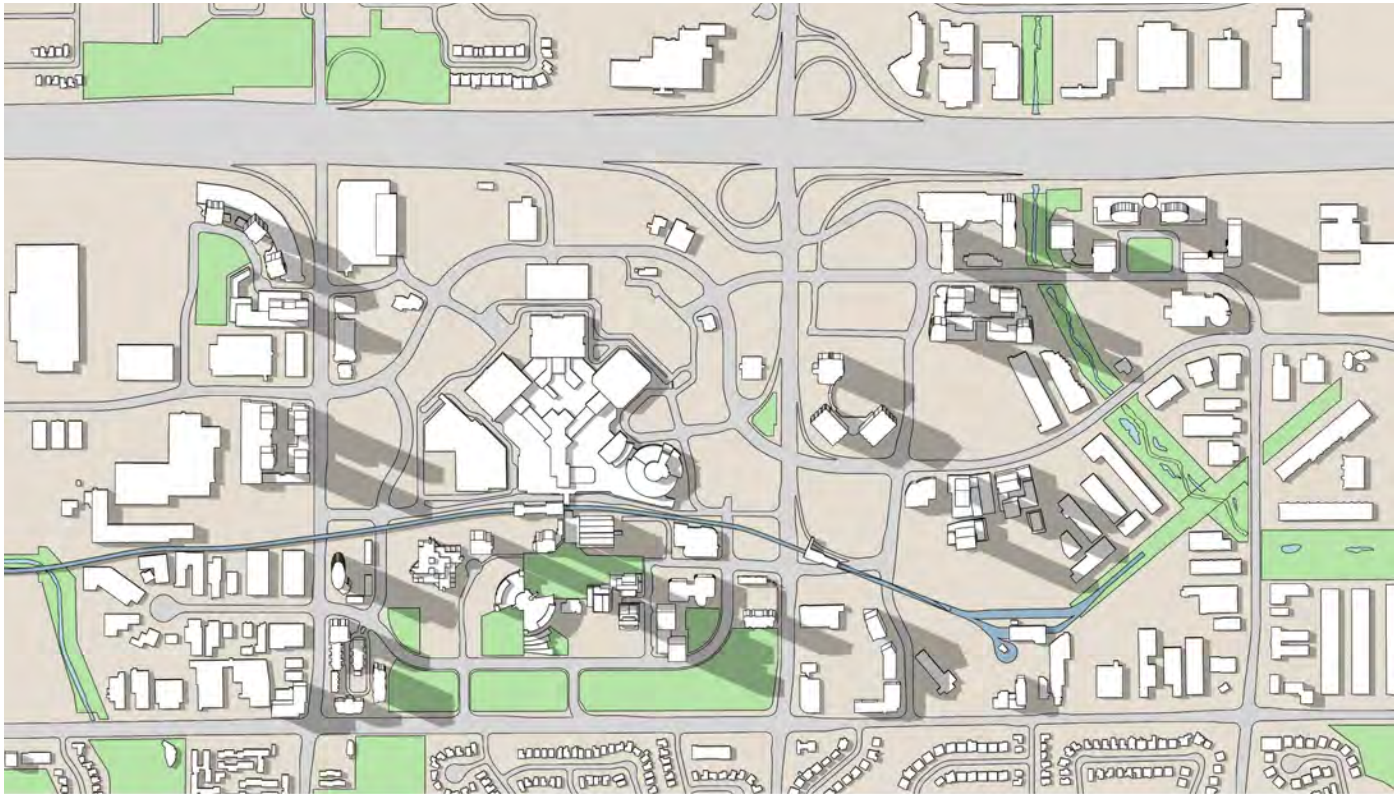


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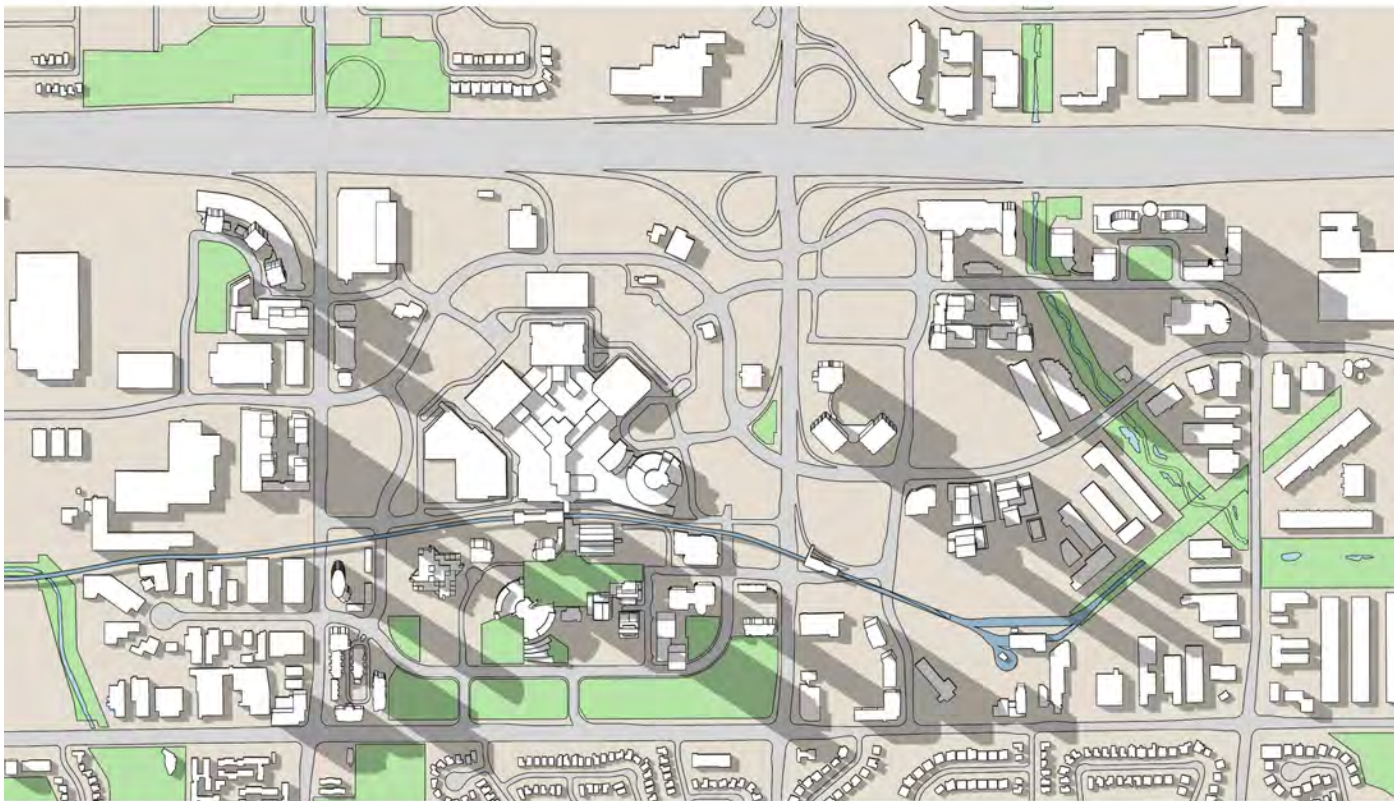


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# C

## APPENDIX

This appendix includes case studies of Canadian and local examples.



# CASE STUDIES

## 1. MARINE GATEWAY

Vancouver, British Columbia

### Overview

Constructed on former industrial lands, Marine Gateway is an 8.11-hectare transit-oriented development with an integrated Skytrain station. Truly mixed use in nature, it includes two publicly-accessible plazas, 15 storeys of office space, three storeys of retail, a cinema and two residential towers of 25 and 35 storeys. All buildings include green roofs, incorporating forest logs that are intended to support bird and insect life.

### Similarities

Marine Gateway directly integrated a sky train station into a high-density mixed-use development,

in the manner that the original Scarborough Centre attempted to do with the mall, SRT station and other surroundings (and which the future subway extension may aspire to do).

### Differences

Rather than a district, Marine Gateway is a single development. However, it represents a good example of what may occur in the area immediately surrounding the future transit station.

### Lessons

While the future transit station will shift to the east, Marine Gateway represents an excellent example of how it could be designed. It provides a precedent for true transit-oriented development, where residences, retail and jobs are placed very close to a station and indeed directly integrated with it.



Image: Marine Gateway, Vancouver

## 2. EAST FRASER LANDS

Vancouver, British Columbia

### Overview

Along what is known as the River District, the East Fraser Lands are 51 hectares of formerly industrial lands on the north bank of the Fraser River. Currently in the early stages of development, the entire area is expected to take 25 years to full build-out. When complete, the East Fraser Lands will be a sustainable, complete community with a population of 18,000, including substantial affordable housing. Although predominantly residential, it will include retail and some offices, as well as a large number of community facilities (e.g., community centre, library, parks, schools, childcare facilities and river walk). Both architectural and park design strongly emphasize sustainable features.

### Similarities

The formerly industrial East Fraser Lands is emerging as one of Vancouver's major suburban

nodes. Similarly to the hard edge of Highway 401 to the north of Scarborough Centre and the existing low-rise neighbourhoods to the south, the Fraser Lands are bounded by existing neighbourhoods and by the Fraser River.

### Differences

Unlike Scarborough Centre, the East Fraser Lands incorporate a major waterfront. They also have no rapid transit connection or shopping mall. As a result, their planned density appears to be lower and is more spread out as opposed to focusing around a node. They also are being planned as primarily residential as opposed to the mix of uses found in Scarborough Centre.

### Lessons

While still under construction, the East Fraser lands provide an example of a well-designed, relatively high density community. Although not a full precedent for Scarborough Centre, they can serve as a case study for how residential portions of the Centre could be approached.



Image: East Fraser Lands, Vancouver



### 3. CANARY DISTRICT

Toronto, Ontario

#### Overview

This 32-hectare former industrial site (also known as the West Don Lands) is being redeveloped to include 6,000 residential units, as well as retail space, an elementary school, two childcare facilities and 9.3 hectares of parks and green spaces. Early stage development was accelerated to support the temporary Pan Am Games Athletes' Village located there. Designed in an urban style, the Canary District is predominantly mid-rise in height, with a tight, permeable block structure. High quality pedestrian and cycle facilities are present throughout.

#### Similarities

The Canary District, built on historically industrial land (bearing some similarity to Scarborough Centre's industrial surroundings), is one of the largest new developments in Toronto and an excellent example of a walkable mixed-use community. In the future, Scarborough Centre is expected to become one of the city's other major areas of development, and it may aspire to many of the elements that have been achieved by the Canary District.

#### Differences

Unlike Scarborough Centre, the Canary District is close to Toronto's core and is technically within the Downtown). As historically publicly-owned land, it could be master planned and the scale of built form and density regulated with much more authority. Of course, unlike Scarborough Centre it lacked a shopping mall and a rapid transit station (although it is connected by streetcar, and will have a Downtown Relief Line station).

#### Lessons

With regards to quality of architectural and public realm design, the Canary District stands out as one of Toronto's preeminent new communities. Although mostly residential, it also contains active retail edges and some offices. Thinking of Scarborough, it is probably most relevant when it comes to master planning large sites (such as the Town Centre Mall) where new pedestrian-friendly spaces must be created and where there is the most potential for a variety of heights and typologies.



Image: Canary District, Toronto



## 4. ETOBICOKE CENTRE (SIX POINTS)

Toronto, Ontario

### Overview

Etobicoke Centre was conceived of as a dense, mixed-use community around the former Six Points interchange. Although well-served by existing transit, the area had been hampered by the unappealing, auto-oriented and space-consuming design of the interchange. Normalizing Six Points is the first stage of a push to intensively infill and redevelop the area. In addition to residential and community uses, Etobicoke Centre will be the home of the new Etobicoke Civic Centre (located on the former Westwood Theatre lands). The overall plan includes a new network of streets and pedestrian connections, as well as new open spaces.

### Similarities

Etobicoke Centre is similar to Scarborough Centre, in the sense that it is a major planned suburban node for Toronto, located at the end of a subway line (however, it also incorporates a GO station).

Surrounded by low-rise residential neighbourhoods and industrial areas, it bears some resemblance to Scarborough's context. Also like McCowan Road, it faced the challenge of grade separation with the Six Points interchange.

### Differences

Etobicoke Centre has only been planned and developed post-amalgamation and was not part of the former municipality's vision. It did not contain Etobicoke City Hall, although Etobicoke Civic Centre is now being relocated there. It also did not include a shopping centre, although there are a number of small retail strips within it.

### Lessons

While Etobicoke Centre differs substantially from the Scarborough Town Centre Mall, it may provide lessons for the outer portions of Scarborough Centre where smaller sites are developing. The introduction of the Civic Centre (effectively already in place in Scarborough Centre) demonstrates the importance of a civic presence within secondary urban nodes.



Image: Etobicoke Centre, Toronto

## 5. BEAUGRENELLE

Paris, France

### Overview

The Beaugrenelle shopping mall was built near the centre of Paris in the 1970s, covering a 5-hectare site. However, it fell into a period of decline and was substantially rebuilt in 2003. The new Beaugrenelle is a mixed-use, highly urban complex that includes 120 shops, 130 office units, a hotel and residences housing 10,000 people. It incorporates a number of public spaces, as well as 0.7 hectares of green roof.

### Similarities

Like Scarborough Centre, Beaugrenelle is an example of a high-density mixed use urban community that developed around a shopping mall adjacent to rapid transit. Since being overhauled, the mall became more urban and outward-looking in form and incorporated new public spaces.

### Differences

Located less than 2km from the Eiffel Tower, Beaugrenelle is far more central to Paris than Scarborough Centre is to Toronto. In some ways, it may be more comparable to the Eaton Centre. Although dating from the late 20th century, its surroundings are urban and historic in nature, compared to the industrial lands that abut Scarborough Centre to the east, west and northeast. It is also a single development (albeit a large one), as opposed to a district.

### Lessons

Although associated with suburbs and the automobile, the mall is not an inherently suburban form. Through sensitive infill and modification, it can become mixed-use, highly urban and well integrated with its outdoor surroundings. Important to this process is quality architecture, landscape design and selection of materials, as demonstrated by Beaugrenelle.



Image: Beaugrenelle, Paris

## 6. NUEVO VORTE

Madrid, Spain

### Overview

Nuevo Norte is a massive planned redevelopment around Madrid's northern Chamartin railway station. At 300 hectares, it is one of Europe's largest urban renewal projects, replacing a former industrial area and railyard. It is conceived as a totally transit-oriented community with a focus on office uses (60%), as well as residential (35%) and civic (5%) uses. A full 20% of the residential units will be public housing. It will include a major central park, as well as a number of smaller open spaces and 13 kilometres of bike paths.

### Similarities

While different than the Scarborough Centre core (Town Centre Commercial and Civic Precincts), Nuevo Norte's brownfield nature does resemble its industrial, or formerly industrial, outer areas. Like Scarborough Centre, it is planned as a major mixed-use secondary node within the city, and structured around a transit hub.

### Differences

Nuevo Norte lacks the late 20th century design phase that Scarborough Centre went through, including the shopping mall. Its level of intensity is greater than what is expected in Scarborough Centre, as is its level of transit accessibility (it is located at one of the city's most significant rail hubs). In general, Madrid is one of the densest and best transit-served cities in Europe.

### Lessons

Nuevo Norte is an example of a master planned major node (indeed, a secondary 'downtown') on the edge of a large, historic city. Although a number of European cities undertook such projects in the mid 20th century, it is one of the few that have been planned much more recently and in a form that responds the design failures of the past (including overreliance on the automobile and abandonment of the public realm).



Image: Nuevo Vorte. Madrid



## 7. VÄLLINGBY

Stockholm, Sweden

### Overview

Vällingby is generally considered one of the best examples of Swedish 1950s-era planning, which aimed to develop new suburbs around transit nodes. These 'ABC towns' combined work, residences and community centres ("arbete, bostäder, centrum"). Built around a subway station, Vällingby includes a shopping centre and apartments as its core, while outer areas have low-rise residential uses and parks. During the 1980s, it declined when demand for office and retail space shifted to the city core. It has since undergone a process of revitalization and is considered to be one of greater Stockholm's most culturally diverse communities.

### Similarities

Vällingby very closely resembles the early Moriyama vision for Scarborough Centre (and indeed, may have actually been a conscious precedent used for it). Structured around a commuter rail station, it includes a shopping mall, apartments and outlying

low-rise residential areas. The mall is partially outdoor in nature, incorporating public spaces and pedestrian streets with a distinctly mid-century aesthetic (somewhat akin to Albert Campbell Square, the pedestrian bridge and other immediate surroundings). Like Scarborough in general, it is known as a home to many immigrant communities.

### Differences

The recent (and planned) scale of height and density in Scarborough Centre far exceeds that in Vällingby, which is mostly low- to mid-rise in form and is not currently seeing significant infill. Vällingby also lacks the industrial context of Scarborough Centre, east and west of the core districts.

### Lessons

Vällingby is often cited as an excellent example of post-war planning that privileged transit and walking over the automobile and incorporated a mix of uses. Although Moriyama's original vision was never fully realized, Vällingby demonstrates that it was not far off the mark. Moving forward, it presents an example of a successfully revitalized suburban node that nevertheless deviates from the traditional gridded 'downtown' style of urbanism.



Image: Vällingby, Stockholm

## 8. PARRAMATTA CITY CENTRE

Sydney, Australia

### Overview

Parramatta emerged in the 19th century as a village outside of Sydney, eventually becoming incorporated into the city and growing into a secondary Central Business District. Currently undergoing a process of revitalization, the Parramatta River Urban Design Strategy seeks to better connect it to its river frontage. While already linked to Sydney's core by rail, a new commuter ferry is planned, which will highlight the river as a transit route. The recently-released Urban Design Strategy also seeks to improve the community's walkability, including activating a number of laneways (a strategy well tested in both Sydney and Melbourne).

### Similarities

Parramatta has emerged as Sydney's major secondary urban node, incorporating rapid transit, tall buildings and a mix of uses. Recent planning efforts have sought to elevate its status by

improving its public realm, which historically drew less attention. It also is adjacent to the Parramatta River and some surrounding natural areas (similar to Scarborough Centre's creeks, but on a larger scale).

### Differences

Unlike Scarborough Centre, which is the product of 20th-century (and subsequent) master planning, Parramatta is a more traditional secondary node that evolved over time from an historic village. In this respect, it may be more similar to Yonge and Eglinton or Yonge and Bloor (if the latter is considered as separate from Toronto's historic downtown).

### Lessons

With Toronto ahead of much of the world (certainly North America) in the development of dense suburban nodes, other examples can be difficult to find. (Asian and European examples are often in much older and higher density contexts). Parramatta represents a successful and very similar scale of development in an otherwise low-density context, where rapid transit has produced a favourable modal split.



Image: Parramatta, Sydney



## 9. DARLING QUARTER

Sydney, Australia

### Overview

The 1.5-hectare Darling Quarter was recently developed in the centre of Sydney off of Darling Harbour, a narrow inlet stretching from Circular Quay. It serves as a civic and entertainment district, combining green and hardscape parks spaces, a giant (4,000 m<sup>2</sup>) children's playground, a theatre, restaurants and shops. It also incorporates a number of pedestrian connections that integrate the Quarter into the downtown.

### Similarities

While generally unlike the whole of Scarborough Centre, the Darling Quarter bears a considerable resemblance to the Civic District, with its public buildings, square and green parks.

### Differences

The Darling Quarter is a single development rather than a district, and its focus is on open space, civic uses and retail, rather than residences or offices. It is also located very near to Sydney's core, rather than in its suburbs.

### Lessons

Although children are always a consideration in Toronto public space design, the Darling Quarter illustrates the potential of a large, central civic space that focuses on children as one of its main users. There may be lessons that could be applied to future improvements to the Civic Precinct, and to the design of other major parks (such as the one on the north side of the Borough Loop).



Image: Darling Quarter, Sydney



