

Scarborough Centre Civic Precinct Implementation Plan

Date:	January 21, 2009
To:	Scarborough Community Council
From:	Director, Community Planning, Scarborough District
Wards:	38
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SUMMARY

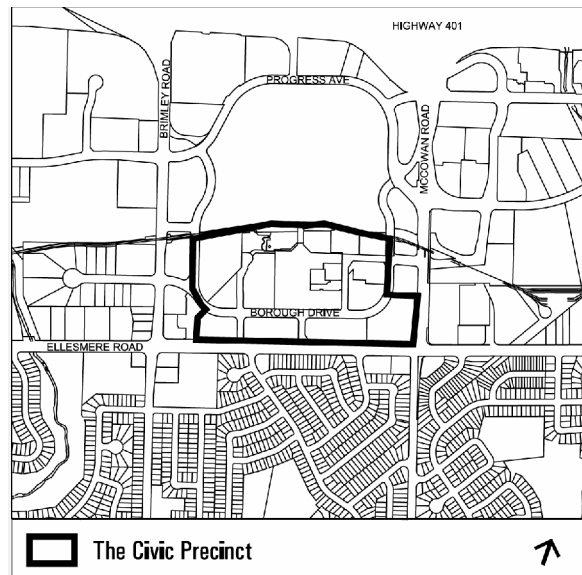
This report presents an implementation plan to achieve, over time, the policies and objectives outlined in the Scarborough Centre Secondary Plan for the Civic Precinct. The Implementation Plan is illustrated in Attachment 1.

The initiatives recommended in this report support Council’s focus on investment in quality of life and the desire to build upon the important role that the Civic Precinct plays as a community within the Scarborough Centre and within Toronto.

RECOMMENDATIONS

The City Planning Division recommends that City Council:

1. Endorse the Scarborough Centre Civic Precinct Implementation Plan generally as illustrated on Attachment 1.
2. Advance the implementation of the Scarborough Centre Secondary Plan for the Civic Precinct by:
 - (a) directing Facilities and Real Estate, City Planning and other relevant City Divisions to work with the Toronto



Public Library to facilitate the construction of the Toronto Public Library Scarborough Centre Branch;

- (b) encouraging the Toronto District School Board to work cooperatively with the City and other stakeholders with respect to achieving the objectives of the Scarborough Centre Secondary Plan as illustrated in the Scarborough Centre Civic Precinct Implementation Plan, and, in particular, the enhancement of the Civic Centre forecourt on Borough Drive;
- (c) directing Parks, Forestry and Recreation staff, in consultation with the Ward Councillor, Cultural Services and City Planning, to develop a preliminary design and budget for the proposed sculpture garden, including necessary relocation of Civic Centre sculptures, as identified on the Scarborough Centre Civic Precinct Implementation Plan, Attachment 1, and report back as necessary to obtain the appropriate approvals and funding;
- (d) encouraging the Toronto Parking Authority (TPA) to establish a municipal parking facility within the Civic Precinct;
- (e) directing Parks, Forestry and Recreation staff to update the 1989 Woodlot Management and Restoration Plan as required, and develop an implementation strategy and report back, if necessary, to obtain the appropriate approvals and funding;
- (f) directing Facilities & Real Estate and Parks, Forestry and Recreation staff, in consultation with City Planning, to initiate a process whereby a qualified landscape architectural consultant is retained for the design and development of the expanded Albert Campbell Square, including new furnishings for the existing Square, so that implementation can occur when the City receives the strata land interest, and report back, if necessary;
- (g) directing Facilities and Real Estate staff, in consultation with the Ward Councillor, City Planning and the Toronto Transit Commission (TTC), to develop a proposal for weather protection enhancements to the Galleria connecting Albert Campbell Square to the Scarborough Town Centre and report back as necessary to obtain the appropriate approvals and funding;
- (h) directing Transportation Services staff in consultation with the Ward Councillor and City Planning to examine the feasibility of reconfiguring Borough Approach East and Borough Approach West to allow for full-moves intersections at Ellesmere Road, and report back as necessary to obtain the appropriate approvals and funding;

- (i) directing Transportation Services and City Planning staff, in consultation with the Ward Councillor, to examine the feasibility of greening, enhancing and reconfiguring the Borough Drive public right-of-way between Town Centre Court and Brimley Road, and report back as necessary to obtain the appropriate approvals and funding;
- (j) directing Cultural Services staff, in consultation with City Planning, to develop a public art program for the public art areas identified on Attachment 1 and report back as necessary to obtain the appropriate approvals and funding;
- (k) directing Facilities and Real Estate staff, in consultation with City Planning and Transportation Services, to develop a signage and way-finding program for the Civic Precinct and report back as necessary to obtain the appropriate approvals and funding;
- (l) directing Facilities and Real Estate staff, in consultation with Parks, Forestry and Recreation, to investigate opportunities for creating a shower/gym facility in the Civic Precinct and report back as necessary to obtain the appropriate approvals and funding; and
- (m) directing Facilities and Real Estate staff and other relevant City Divisions to continue to investigate the potential redevelopment of the Civic Centre parking garage at Borough Drive and Town Centre Court.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The Scarborough Centre Secondary Plan was approved by the Ontario Municipal Board in March 2008. It established four distinct precincts in the Scarborough Centre (see Attachment 2), a unique vision or role for each precinct, and calls for the development of detailed implementation plans to guide the achievement of the vision.

ISSUE BACKGROUND

Official Plan

There are four designated Centres in the City of Toronto, as shown on the Urban Structure Map (Map 2) in the City's Official Plan. Centres are generally described as "places with excellent transit accessibility where jobs, housing and services will be concentrated in dynamic mixed-use settings." The Plan indicates that growth will be directed to the Centres in order to use municipal land, infrastructure and services efficiently; concentrate jobs and people in areas well served by surface transit and rapid transit stations; and promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips.

The Scarborough Centre Secondary Plan

The Scarborough Centre Secondary Plan incorporates detailed policies on land use, housing, employment, transportation, parks, open spaces, community services and facilities and urban design. The Scarborough Centre Secondary Plan recognizes that the Centre is a large geographical area in which several smaller areas or precincts have emerged over time, each with a somewhat different focus. To enable detailed planning and to provide for a specific growth management strategy, the Scarborough Centre Secondary Plan divides the Centre into four precincts: Town Centre, Civic, Brimley and McCowan. In particular, Section 7, Implementation, in the Secondary Plan specifies that:

“To bring about change, implementation plans and strategies must include investment by the City and focus on:

- (a) fostering of partnerships and alliances;
- (b) initiation of actions;
- (c) organizing of complementary processes; and
- (d) the coordination of resources.”

The vision for the Civic Precinct explicitly promotes, amongst other things, provision of a neighbourhood library.

COMMENTS

The Scarborough Centre Civic Precinct Implementation Plan

As noted above, the Scarborough Centre Secondary Plan establishes a vision and strategic implementation policies for the Scarborough Centre and its four precincts. The next step is to develop a detailed plan to implement the policies for each of the four precincts.

The Civic Precinct, in particular, has changed dramatically over the past decade, adding high density residential development to its focus on civic, government and commercial offices, community services and facilities, parks, woodlots and open spaces, cultural, recreational and entertainment facilities and programs. The Toronto Public Library Board (TPL) would like to construct a new 15,000 square foot Scarborough Centre branch at 150 Borough Drive on the south side of the Civic Centre. Facilities and Real Estate staff have been investigating the redevelopment potential of the Civic Centre staff garage and parking deck at 150 Borough Drive. The Toronto Parking Authority (TPA) is working on a proposal to construct a municipal parking lot in the Civic Precinct. These projects have provided the impetus for the development of the Scarborough Centre Civic Precinct Implementation Plan. This Implementation Plan will coordinate a variety of projects and initiatives which, together, will implement many elements of the Secondary Plan’s vision for the Civic Precinct. This Implementation Plan will serve as a guide for implementation of the vision.

The Civic Precinct is the central focal point of the Scarborough Centre, and the Implementation Plan has the potential to create a “front door” to the south side of the

Civic Centre complex and improve visual and pedestrian connections to Albert Campbell Square and to the rest of the Centre. Initiatives such as the proposed Scarborough Centre Library branch and the proposed TPA municipal parking facility will be important first steps in the Scarborough Centre Civic Precinct Implementation Plan.

The Scarborough Centre Civic Precinct Implementation Plan illustrates elements on or adjacent to the Civic Centre property, which will help guide the growth of the overall precinct. It illustrates the principles and goals of the Secondary Plan and seeks to ensure a high quality of architecture of appropriate spaces and buildings that enhance the civic/public and urban realms. The following initiatives, as identified on Attachment 1, will accelerate the revitalization of the Civic Precinct as the focal point in the Scarborough Centre.

Sculpture Garden and Civic Centre View Corridor (Hand of God Site)

Under Section 3.1.2, Built Form, of the Scarborough Centre Secondary Plan, policy (f) (ii) states that “the development of a series of open spaces, urban spaces and parks will be promoted as an integral part of the pedestrian system to provide a variety of pedestrian experiences as well as to create and maintain views of significant elements in the Centre.” The Civic Centre building is a heritage building and is visually isolated from Ellesmere Road, one of the primary arterial roads in the Scarborough Centre. Reconfiguring the “Hand of God” site (the green space between Ellesmere Road and Borough Drive) to produce a view corridor to the building would not only improve the visibility of this iconic building, but also create a better and more direct pedestrian connection to the south side of the Civic Centre. A reconfigured site would be an ideal location for a sculpture garden – a repository for many of the Centre’s existing sculptures and a potential home for future acquisitions.

Toronto Parking Authority Municipal Parking Lot

The development of the Scarborough Centre over the past twenty years has generated considerable demand for visitor parking. The TPA currently only has a presence in the Scarborough Centre on-street with its ‘Pay and Display’ machines. The construction of a new library in the Centre presents an opportunity for the TPA to expand its presence and better serve the growing demand for public parking. A parking garage beneath the library would increase the public parking supply within the Centre and allow both the TPL and the TPA to take advantage of the construction savings to be gained from a joint venture. Further expansion of the parking garage may also address future needs for parking at the Civic Centre.

Woodlot Management

The woodlots (south of the Civic Centre Building) were acquired by the former City of Scarborough in 1988 and are the largest “green space” within the Scarborough Centre. They are a valuable natural heritage resource as well as offering passive recreational use. In 1989, the woodlots were evaluated and a management plan produced. To date, the plan has not yet been implemented. Section 6, “A Connected Green Space” in the Scarborough Centre Secondary Plan specifically states that “Protecting, restoring and enhancing the health and integrity of the natural heritage system are objectives of this

Plan.” The woodlot management and restoration plan needs to be updated and an implementation strategy executed. It is imperative that these woodlots be protected and restored to allow for continued sustainability.

Albert Campbell Square Expansion and Refurnishing

The Scarborough Centre Secondary Plan talks extensively about Albert Campbell Square and the need to enhance its presence through the promotion of the Civic Centre building use, increased programming within the Square, improved pedestrian connection and improvements to the accessibility, amenities, safety and design of the Square. Section 3.1.6, Albert Campbell Square, identifies a number of ways to promote and enhance Albert Campbell Square. One such way is through the City’s acquisition in 2005 of a strata land interest, which will extend Albert Campbell Square to Town Centre Court. Once construction of condominiums Eq 1 and Eq 2 are completed by Goldman/Monarch Construction, the City will receive the strata land interest in base park condition, no later than December 16, 2010. A design/layout for the expansion has not yet been undertaken. The design should be coordinated with the re-design of the existing Square and the installation of new furnishings.

Galleria – Weather Protection and Connections to Albert Campbell Square

The Galleria structure was built by the Federal Government in 1983 in conjunction with the construction of its office building at 200 Town Centre Court. It was intended that future development in the area would be responsible for the structure’s cladding to provide weather protection. This has yet to be done. There are large volumes of pedestrian traffic flowing through the Galleria area each day. This route is an important connection between the Civic Centre, the Scarborough Town Centre mall, the Scarborough Centre TTC station and the commercial and residential developments in the area. Policy 3.1.6 (a) (iv) in the Scarborough Centre Secondary Plan, states the importance of optimizing pedestrian level microclimatic conditions and minimizing adverse climatic conditions including wind, snow and rain. There is a strong need for the weather protection of the structure to be completed. At present, wind conditions within the galleria structure can sometimes be quite severe. Options for improvement include placing a roof on the existing structure, suspending a roof within the framework or dismantling the structure and creating a new weather protection system. An analysis of these options and their financial impacts should be undertaken by the appropriate staff, with a recommendation on the most appropriate approach and associated implementation strategy.

Borough Approaches East and West – Reconstruction and Realignment

Section 5, A Connected Place, in the Scarborough Centre Secondary Plan discusses the importance of ensuring the Centre is well connected to its surrounding neighbourhoods, the City and the Region. This includes the need for various transportation improvements aimed at improving the Centre’s connection with its surroundings and movement within the Centre. Policy 5.10 (b) states that “The connectivity and accessibility of the road network in the Centre will be enhanced by initiatives including, but not limited to the provision of full-moves intersections at Ellesmere Road and Borough Approach East and West.” These improvements are also shown on Map 5-3, Transportation Improvements,

in the Scarborough Centre Secondary Plan, which illustrates potential transportation improvements and access changes. The existing configuration of the intersections of Ellesmere Road with Borough Approach East and Borough Approach West restrict traffic movements solely to the east and to the west respectively. This, in turn, means that Borough Drive in front of the Civic Centre is required to be a feeder of traffic to these intersections. If the intersections were “full moves”, Borough Drive in front of the Civic Centre would be relieved of this responsibility and could be “tamed” to create a more attractive connection between the Civic Centre and the Hand of God site and eventually to Ellesmere Road.

At the January 13th, 2009 Scarborough Community Council meeting, Motion SC 22.23 was passed which is consistent with Recommendation 2(h) in this report, which states “...examine the feasibility of reconfiguring Borough Approach East and Borough Approach West to allow for full-moves intersections at Ellesmere Road, and report back as necessary to obtain the appropriate approvals and funding.” Transportation Services will be reporting back on this initiative to the March 26th, 2009 Scarborough Community Council meeting.

Greening and Enhancements to Borough Drive

The changes to the intersections of Ellesmere Road with Borough Approach East and Borough Approach West would result in a reduction of the traffic-carrying role of Borough Drive between these two approaches. This creates a potential opportunity to “green” Borough Drive and make a significant contribution to the “Greening” of the Scarborough Centre. At the easterly portion of Borough Drive, where there are woodlots on both sides, opportunities to enhance the linkages between two remnant woodlots should be explored.

Public Art

Section 3.1.4 (a) Public Art, in the Scarborough Centre Secondary Plan states that “Public art will be encouraged along public streets and at prominent locations on private land.” Within the Civic Precinct, there are many locations for public art. Existing developments have been encouraged, during the site plan approval process, to create potential sites for public art. Some of these sites and others, are identified on the attached Implementation Plan. A comprehensive Public Art Plan needs be produced to coordinate the installation of new art works in these and other locations.

Showers/Gym Facilities

The City of Toronto encourages the use of bicycles as a mode of transportation. However, cycling for any significant distance necessitates the use of shower and change facilities at the destination. These do not currently exist at the Civic Centre. Policy 3.1.3 (k) Public Realm, of the Secondary Plan states that “Pedestrian and cycling movement will be complemented by the provision of additional bicycle parking and support facilities in new developments, along pedestrian and cycling routes and in public facilities and spaces.” The proposed library building may provide an opportunity to address this deficiency. The library will be built with its main space at the level of Albert Campbell Square. The space at the level of Borough Drive will be an entrance/exit for

the library. This will only occupy a small percentage of the building's footprint. The extra space could be considered for the construction of a gym, or other recreational facilities, with shower/change space.

Signage/Way-finding

Section 5, A Connected Place, in the Scarborough Centre Secondary Plan discusses the importance of ensuring the Centre is well connected to its surrounding neighbourhoods, the City and the Region. This includes the need for effective and efficient movement of people, in and around the Centre. Improved signage and way-finding in the Centre will make an important contribution to this objective. A comprehensive, Civic Precinct-specific signage and way-finding plan is required.

Civic Centre Heritage Designation

The properties and surrounding landscape at 140 and 150 Borough Drive are designated under Part IV of the Ontario Heritage Act for both architectural and historical reasons. The building and its surrounding landscape are excellent examples of Modern design and serve as a local landmark. City Divisions, relevant Agencies and stakeholders implementing the initiatives comprising the Scarborough Centre Civic Precinct Implementation Plan must maintain and appropriately enhance the integrity of the heritage elements, in consultation with Heritage Preservation staff.

Civic Centre Parking Garage

The Civic Centre garage is comprised of two levels of parking, one below-grade and one at-grade. The City lot supplies 365 spaces inside the gates (180 below-grade and 185 at-grade) and serves City employees working at 150 and 160 Borough Drive. Of the 365 parking spaces, 36 are reserved for various fleet vehicles. The Scarborough Centre Secondary Plan, Section 4.6.2 Civic Precinct, states that:

“Within the Civic Precinct, there are large areas of surface parking. Some of these lands are in public ownership, others are privately owned. Through redevelopment of these parking lots and other under-utilized lands, there is an opportunity to incorporate needed parking, above or below grade, within new employment and residential uses, and at the same time achieve overall goals respecting the provision of community services and facilities, parkland, cultural, entertainment and recreation facilities, and the achievement of enhanced streetscapes and pedestrian environment.”

Facilities and Real Estate, along with other City Divisions, have been investigating the potential redevelopment of the parking garage site and should continue to do so.

Conclusion

The recommendations contained within this report support Council's focus on investment in quality of life, the desire to stimulate development and the need to strategically create opportunities that reflect the desired future of both the Civic Precinct and the Scarborough Centre. The elements of the Scarborough Centre Civic Precinct Implementation Plan will move the revitalization of the Civic Precinct forward. As the

precinct develops and matures other elements may be added to implement the vision set out in the Scarborough Centre Secondary Plan.

The various elements of the Scarborough Centre Civic Precinct Implementation Plan span a wide variety of jurisdictions and involve a range of stakeholders. Many of these stakeholders have been involved in the development of the Implementation Plan. The recommendations of this report direct and request various stakeholders to follow up on implementing the initiatives described in this report and illustrated on Attachment 1. A key element of this work will, of course, involve the details of project elements and potential funding. While the recommendations in this report have no financial impacts, there may be financial impacts associated with the initiatives which will be subject to further reports from the appropriate City Divisions.

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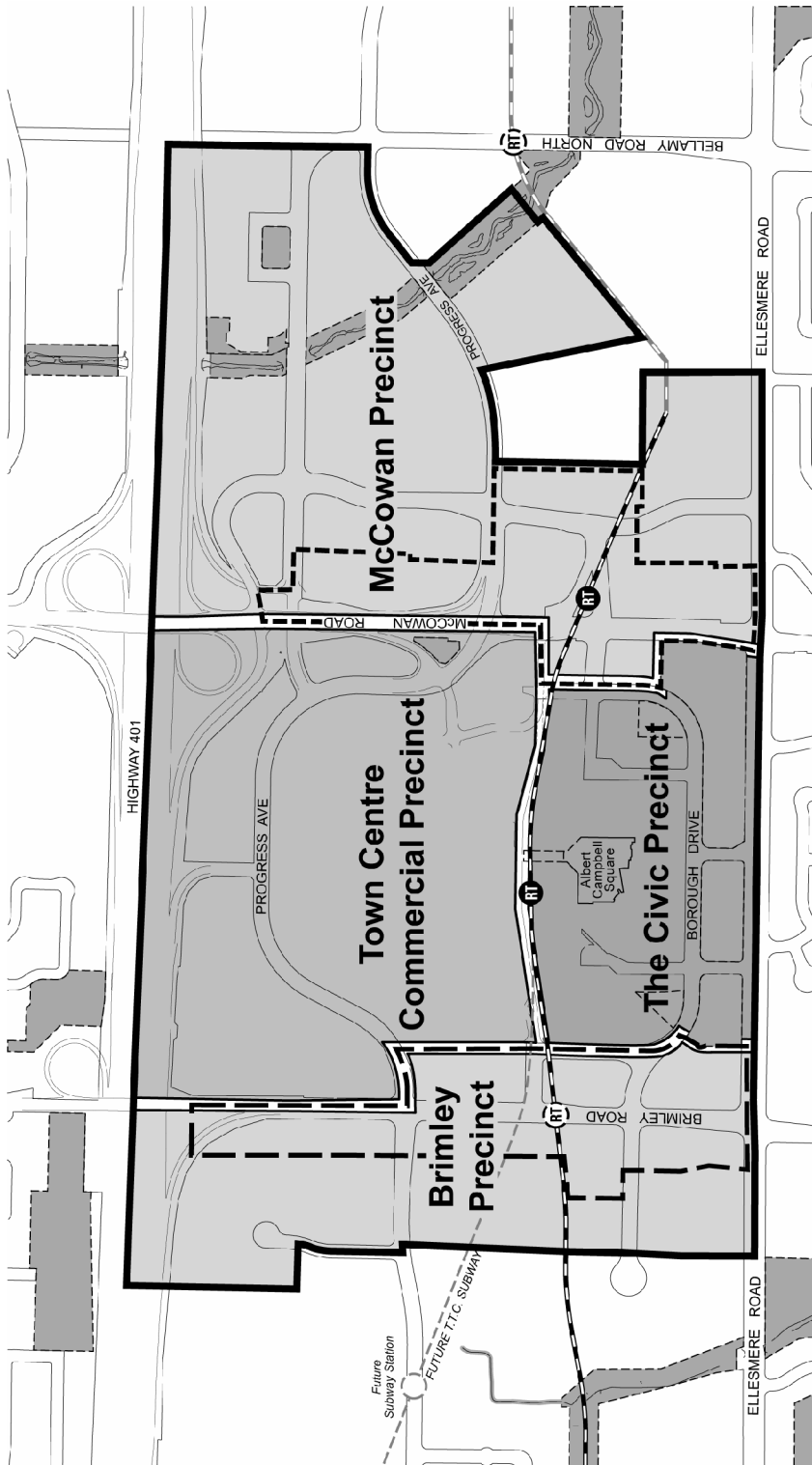
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ATTACHMENTS

Attachment 1 – Scarborough Centre Civic Precinct Implementation Plan

Attachment 2 – Scarborough Centre Secondary Plan Map 5-2

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Not to Scale

Scarborough Centre Secondary Plan Map 5-2 Precincts



- Scarborough Centre Secondary Plan Boundary
- Brimley Corridor
- McCowan Corridor
- T.T.C. Scarborough Rapid Transit
- Proposed T.T.C. Scarborough Rapid Transit Expansion
- RT Rapid Transit Station
- (RT) Potential Rapid Transit Station

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