

EXECUTIVE SUMMARY

This report represents the culmination of the Our Scarborough Centre (OurSC) Study: an integrated planning process to refine and update the Scarborough Centre Secondary Plan and develop a comprehensive planning framework specific to the Centre. The goal is to prepare a robust policy direction for the Centre inspired by a vision to transform the area into a complete community. The policies are intended to guide future growth and encourage city building that is green, resilient and sustainable, supports positive change and placemaking over the coming decades, and promotes the development of Scarborough Centre as a vibrant urban node to serve working and resident populations.

The boundaries of the study area are Highway 401 to the north, a line that runs roughly along Bellamy Road to Progress Avenue then follows an irregular pattern to meet Ellsmere Road opposite Parkington Crescent on the east, Ellsmere Road to the south and a line west of Brimley Road (see figure 1.1).

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 1950s, followed by the construction of TTC Line 3 Scarborough (originally known as the Scarborough RT) and the adjacent Bus Terminal in 1985.

When Scarborough Centre was conceived in the 1960's, it was planned as the heart of the former municipality of Scarborough, with a mix of commercial, civic and residential uses at the terminus of TTC Line 3. Current plans for the extension of TTC's Line 2, the addition of higher order transit on Sheppard Avenue and the Durham-Scarborough BRT will situate Scarborough Centre as a focal point in a multi-

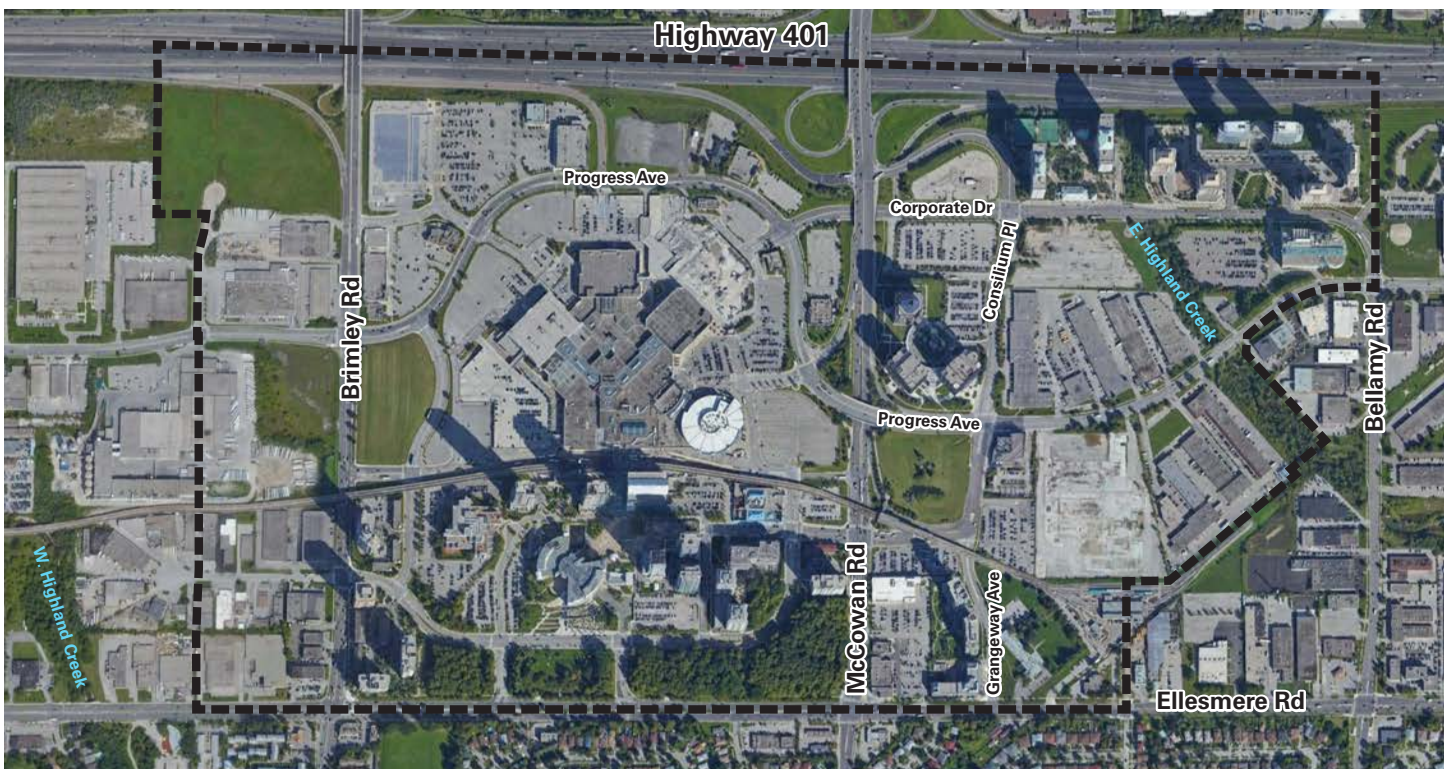


Figure 1.1 Our Scarborough Centre Study Area (Source: Aerial imagery, Google Earth)

pronged rapid transit network, with links to other regional nodes, including Downtown Toronto, North York Centre, Yonge-Eglinton and Oshawa.

Scarborough Centre today is a population, employment and transportation hub for eastern Toronto and the Greater Toronto Area. Currently, there are 536 businesses within the Centre, employing 15,816 full and part-time employees (City of Toronto Employment Survey, 2016) and approximately 13,800 residents in 2021 (compared to 14,150 in 2016) occupying approximately 7,211 dwelling units in 2021 based on 2021 Census data (compared to 6,705 in 2016). As of March 22, 2022, over 6,700 additional units are approved and over 21,000 units are proposed. Scarborough Centre includes several large underdeveloped sites (many of which are vacant), offering significant potential for residential and/or employment intensification

While there has been limited new development over the past few years within Scarborough Centre, there have been a number of major residential developments approved recently and there are a number of major residential applications currently under review. With significant investment in civic infrastructure, including the new subway station and expanded bus terminal, combined with strategic initiatives and private developments, there is a unique opportunity to “build on” and enhance the special identity of Scarborough Centre and orient future development to achieve a vision for a different, improved neighbourhood as outlined in this report.

During the period between 2001 and 2021 Scarborough Centre’s population increased by more than 150 per cent. Total employment in the area decreased between 2001 and 2016 by 409 jobs, representing a 2.4 per cent decrease. Density, as measured by population and employment, has increased over the period, driven primarily by the growth in the residential population.

The physical character of the area is mostly dominated by single-use districts such as industrial uses to the east and west and the Scarborough Town Centre Mall. Towers make up

the predominant and, mostly undifferentiated, housing form. There is a prevalence of large swaths of impervious surfaces including streets, driveways, surface parking, deep, paved setbacks and large roof surfaces, resulting in a harsh urban environment that impacts storm water retention capacity and micro climate.

The current Secondary Plan for the area dates back to 2005. It is out of date and needs to be updated. The purpose of this Study, therefore, is to update the Plan to:

- strengthen the role of Scarborough Centre as one of Toronto’s key Centres and destinations;
- foster a complete community and a mix of uses that serves residents, employees, and visitors within the area and beyond;
- promote a high-quality urban form and a comfortable and safe environment;
- encourage a built form and uses that take advantage of infrastructure investments, particularly the Scarborough Subway Extension;
- build on the unique identity of Scarborough Centre and cultivate a sense of place through a vibrant public realm supported by a network of parks, open spaces, and complete green streets as well as the conservation of cultural heritage resources;
- enable a true multi-modal transportation system with an emphasis on active transportation;
- improve open spaces, parks and active (pedestrian and cycling) connections;
- protect adjacent residential neighbourhoods;
- strengthen community identity; and
- create a sustainable and resilient built environment.

This report builds on many years of investigation and research previously carried out in the area including changes to planning policy, a transportation master plan, a streetscape and public space plan, a public realm plan, a public art plan, a precinct plan for the McCowan sub area and urban design analysis. It also integrates provincial policy, Toronto’s Official Plan policies and City-wide urban design guidelines. Prior to the commencement of the final phases of the work, a report known as phase 1, provided a preliminary

Public Realm Plan, vision and principles, and character areas as direction for achieving a well-connected and expanded network of existing and new public spaces. Phase 1 was premised on a one-stop subway which is now expanded into a three stop extension.

The study process leading up to this report includes detailed analysis of planning policy, urban design analysis, assessment of alternative development scenarios, transportation modeling, analysis of servicing capacity, energy and sustainability analysis.

The recommendations in this report and the draft Secondary Plan polices, which are part of this Study, are informed by an extensive public consultation process that involved, at various stages:

- two meetings with a Local Advisory Committee;
- three meetings with land and business owners;
- three full community consultations, open to all members of the public;
- three online surveys open to the public;

- consultations with children and young people; and
- extensive meetings with City staff and presentations at the City's Design Review Panel.

Following the completion of phase 1, described earlier, the process leading up to this report was divided into phases 2, 3 and 4.

Phase 2 was completed in October 2021 and involves policy and planning background analysis; review of transportation, energy and community infrastructure; an assessment of opportunities and constraints; and planning and urban design analysis.

Phase 3 was completed in February 2022. It focuses on the design, analysis and testing of alternative development concepts and consultation.

Phase 4, which is the culmination of the study, is the subject of this report and describes the preferred development concept (see figure 1.8) and is accompanied by Secondary Plan Policy Recommendations, Urban Design Guidelines,



Figure 1.8 View from south east of the demonstration model of preferred development concept.

a Community Energy and Emissions Plan, a Master Servicing Plan and a refinement of the Transportation Master Plan. City staff will use this report (and accompanying reports) to inform their future recommendations for updates to the Scarborough Centre Secondary Plan at a statutory public meeting at Scarborough Community Council.

For a complete description of the process and the background materials leading up to this Study please see the Phase 2 Background Report, dated October 2021. For a description of the development concepts please see the Phase 3 Development Concepts Report, dated February 2022. Summaries of the consultation process are contained in Chapter 8 of the Phase 2 Background Report, Chapter 4 of the Phase 3 Development Concepts Report and Appendix A of this report.

The proposed Plan described in this report and the Secondary Plan recommendations envision a major transformation of Scarborough Centre into a green and complete community that is pedestrian and bike friendly, features a vibrant public realm, a variety of building types, and an active street life. Its main features include:

- system of “Green Loops” with a double line of trees and enriched facilities for pedestrians, cyclists, and other users around the Scarborough Town Centre Mall connected to the east and west by a network of “Civic” streets;
- a significantly enhanced parks and open space system that incorporates existing parks around the Civic Centre and adds new large park spaces along the west, north and east edges of Scarborough Centre, all connected to Civic streets;
- enhanced pedestrian connections to the East and West branches of Highland Creek;
- a concentration of mixed-use development near the multi modal transportation terminal at the new subway station, including offices and other employment uses;
- a robust active transportation network;
- a fine-grained network of active streets with retail and community services at ground level;
- affordable housing, schools and community

- services;
- a diversity of building forms and interesting architectural styles;
- green infrastructure integration in the public realm;
- a plan for community energy and resiliency; and
- the conservation and enhancement of cultural heritage resources.

At full build out, as envisioned in the preferred development scenario, Scarborough Centre will have a total of 64,000 residents and 27,000 jobs (a ratio of a little over 2:1). This will result in a combined density of 509 people and jobs per hectare, well above the provincially mandated 400 people and jobs per hectare for an Urban Growth Centre.

The vision and guiding principles for the study area were developed through the consultation process described above and are fully described in chapter 2 of this report. The vision states:

Scarborough Centre is the heart of Scarborough: an important civic and economic hub anchored by the Scarborough Civic Centre, Frank Faubert Wood Lot and the West and East branches of Highland Creek. It will evolve into a transit-oriented community focused on the new Scarborough Centre subway station, characterized by a mix of live-work-play uses supported by a vibrant, safe and interconnected public realm, 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.

The eight guiding principles are as follows:

- create distinct districts with a varied built form;
- make Scarborough Centre a vibrant and exciting place;
- create great streets with an attractive public realm;
- create a complete community with a diverse

- mix of activities;
- create quality parks and open spaces;
- plan for active transportation and improved mobility and connectivity;
- build a sustainable and resilient Centre; and
- foster an inclusive community.

Chapter 3 of this report, outlines an area structure for Scarborough Centre and provides strategic directions for each district. It builds on the natural features and potential trail network along the East and West branches of Highland Creek, the transportation network, including the planned



Figure 5.8 Green Loop street design: broad sidewalks, two-way cycle track (where possible), double rows of trees in open planters and other substantial planted areas. More details can be found in the Urban Design Guidelines for streets.

subway extension, with a stop on McCowan Road, and a mix of civic, residential, retail, office and industrial uses. A key characteristic of the future structure is the planned parks and open space system, including a series of Green Loops, green streets and natural features which are intended to knit the area together and provide enhanced, attractive opportunities for walking and cycling. There are six geographic districts, each with a somewhat distinct character, recommended for Scarborough Centre (see figure 3.5). These include:

- the Commercial District, characterized by the Scarborough Town Centre Mall and associated lands;
- the McCowan District, which will be anchored by the planned Scarborough Centre Subway Station and multimodal bus terminal at the intersection of McCowan Road and Progress Avenue, serving as a transportation hub for the area;
- the Civic District, characterized by the Raymond Moriyama designed civic buildings, as well as government, private commercial offices, community services and facilities, residential towers, parks, open spaces, and the Frank Faubert Woodlots;
- the Brimley District is generally characterized by adjacency to employment areas west of Brimley Road and nearby West Highland Creek as well as existing office uses to the west of Brimley Road and residential towers to the east;
- the East Highland Creek District, characterized by the East Highland Creek--the main natural heritage feature in the Centre--together with lands adjacent to the Creek corridor and south of Progress Avenue; and
- the North District, characterized by Highway 401 along its northern edge of the Centre and a number of taller residential towers towards the east, and potential for additional towers

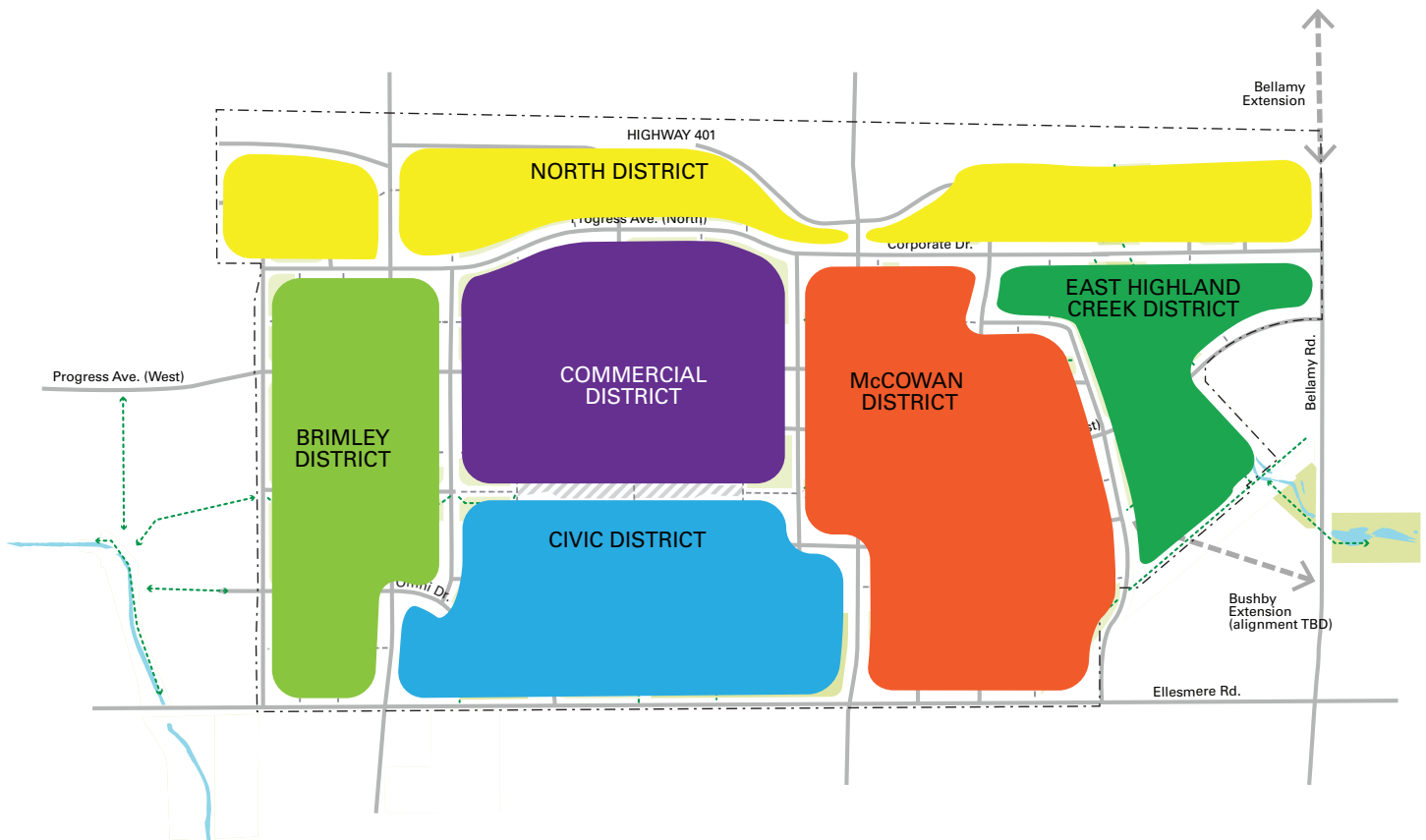


Figure 3.5 Map showing recommended districts within Scarborough Centre

Chapter 4 provides direction for land use and economy. It summarizes Scarborough Centre's designation as an Urban Growth Centre in the Provincial Growth Plan and as a Centre in the City's Official Plan, which makes it a focus for jobs and residential growth. Key considerations for land use planning are to develop the Centre in a manner that promotes its economic competitiveness and builds a complete, sustainable community.

The recommendations build on Scarborough Centre's designation as "Mixed Use Areas" in the City's Official Plan which includes extensive development criteria to guide built form, building location, massing, height transition, light and privacy impacts, layout and design of new streets and parks and restrictions on large-scale, stand-alone retail stores and power centres. Additional strategic directions specific to the Centre in this report are to:

- provide a great environment for residents,

workers and visitors through good design of buildings and adjacent spaces;

- provide the opportunity for residents to work, shop and recreate close to home, where trips can be made quickly and conveniently by foot or bicycle;
- provide a mix of varying scales and intensities of development and building heights; and
- provide adequate services and amenities that support people's needs for daily living, working and recreation.

To create a truly mixed use environment for the future, the report recommends that additional density will be offered for exclusively office uses within the Office Priority Area near the mobility hub. It encourages ground-related retail and services that support office uses within the Office Priority Area, encourages distinctive building design and landscape architecture, and promotes high quality design of parks, plazas and open spaces.

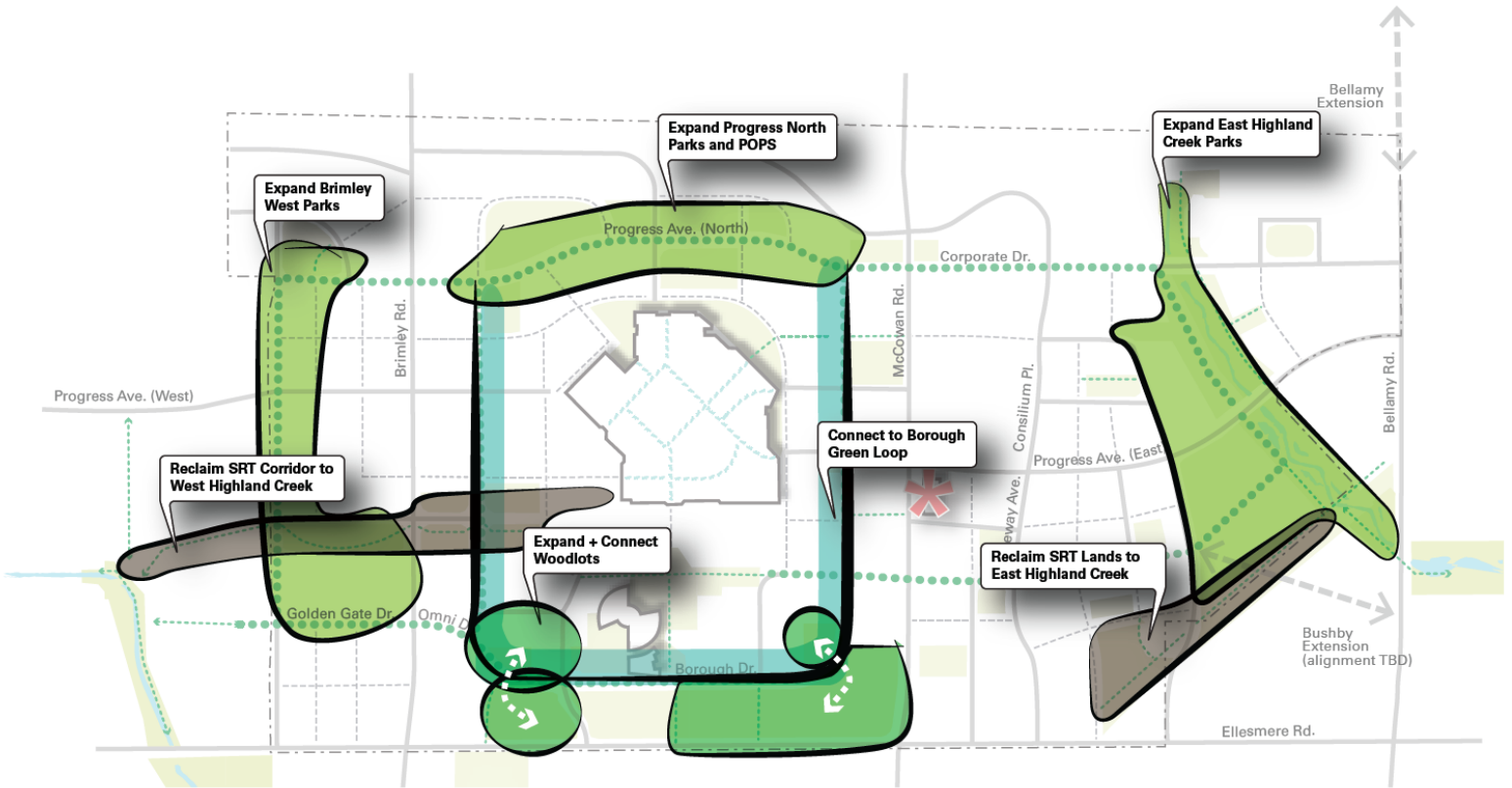


Figure 5.2 Big moves in open spaces.

The report recommends designating Primary Retail Priority Frontages near the subway station to create destinations for shopping, serving local needs along a street-related retail corridor.

The report encourages the City to promote festivals and other events at Albert Campbell Square to celebrate local culture and to create a hub for the performing arts, music and visual arts on City owned land in the Civic District.

Finally, Chapter 4 recommends that existing industrial uses along the western boundary of the Centre be protected from the impacts of future development by requiring developers of sensitive uses (including residential developments) to submit a Land Use Compatibility Study and provide buffering, screening, and/or other attenuation/mitigation measures.

Chapter 5 provides strategic directions and recommendations to enhance protection of natural heritage features and create a robust, integrated parks and open space system, and public realm in Scarborough Centre. In fact, the greatest changes

to the previous planning work being introduced through this Study relate to the parks and open space system, including Green Loops, which will be specially landscaped and signed, connecting many of the parks and open spaces.

The vision for Natural Areas in Scarborough Centre is to preserve and enhance their ecological functions and improve access through trails and pedestrian linkages. Strategic directions are to:

- preserve and expand East Highland Creek corridor and Frank Faubert Woodlots;
- improve access to Natural Areas in the Centre by connecting East and West Highland Creek through trails and pedestrian connections;
- preserve and improve public visibility and usability of Natural Areas for public use and recreation; and
- enhance Natural Areas by improving ecological performance, biodiversity and design for public use.

The big moves regarding the parks and open space system are shown on figure 5.2. These

include the following:

- introduce parks west of Brimley Road;
- reclaim the SRT Corridor to West Highland Creek;
- connect parks to Borough Drive Green Loop as shown on figure 5.7;
- expand and connect Woodlots;
- expand parks and Privately-Owned Publicly Accessible Spaces north of Progress Avenue;
- expand the East Highland Creek Park system; and
- reclaim SRT lands towards East Highland Creek.

The intent is to achieve this vision for parks incrementally over time, as opportunities arise through redevelopment or acquisition.

Streets are considered an important dimension of the public realm in Scarborough Centre. The proposed network of streets is significantly expanded creating more blocks and greater permeability for all forms of mobility. To achieve this, the report recommends some minor adjustments to the network proposed earlier in the Master Transportation Plan. (see Figure 5.5).

Streets are proposed to be redesigned so they become green and part of the connective tissue for the parks and opens space system in Scarborough Centre. Strategic directions to achieve this include:

- providing generous pedestrian clearways free of obstacles and dedicated cycling facilities;
- creating setbacks at grade on private lands from buildings to supplement what takes place within the public rights-of-way;

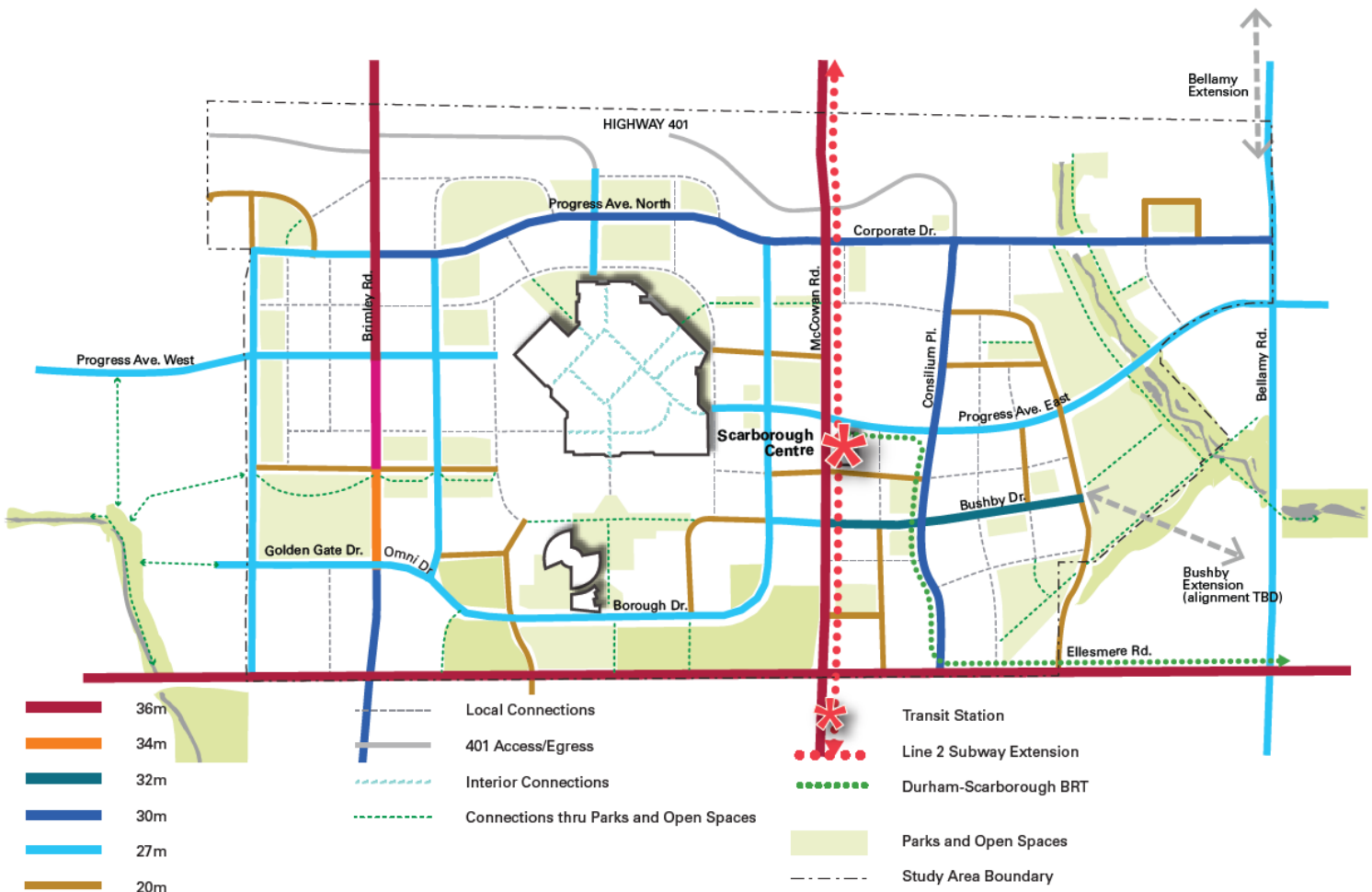


Figure 5.5 Street network, with connections, trails and higher order transit.

- providing generous planting and furnishing zones on each street with many streets having two rows of trees; and
- using open planters as the preferred tree planting detail.

The Green Loops system, as shown on figure 5.7, includes the following components:

- the Borough Loop which will be the primary central loop surrounding the Scarborough Town Centre Mall and Scarborough Civic Centre;
- the East Loop, which will link the Borough Loop to East Highland Creek; and
- the West Loop, which will connect to a proposed new park system in the Brimley District and potentially onwards to West Highland Creek.

Chapter 6 contains policies regarding built form, density and height. The recommended density distribution is shown on Figure 6.1. The rationale is to concentrate the greatest densities in proximity to the planned subway station, allowing a large number of future residents and workers to easily access higher order transit. Other clusters of density are intended to be located around the intersection of Brimley Road and Progress Avenue (a future 'main street' with active uses), and the edge of Highway 401.

Recommended heights are shown on figure 6.2. These mimic the density strategy with the greatest heights expected in the area immediately around the future subway station, and secondary nodes at the intersection of Brimley Road and Progress Avenue and the edge of Highway 401. Moving away from these three peaks, building heights will step down, especially when approaching the low-

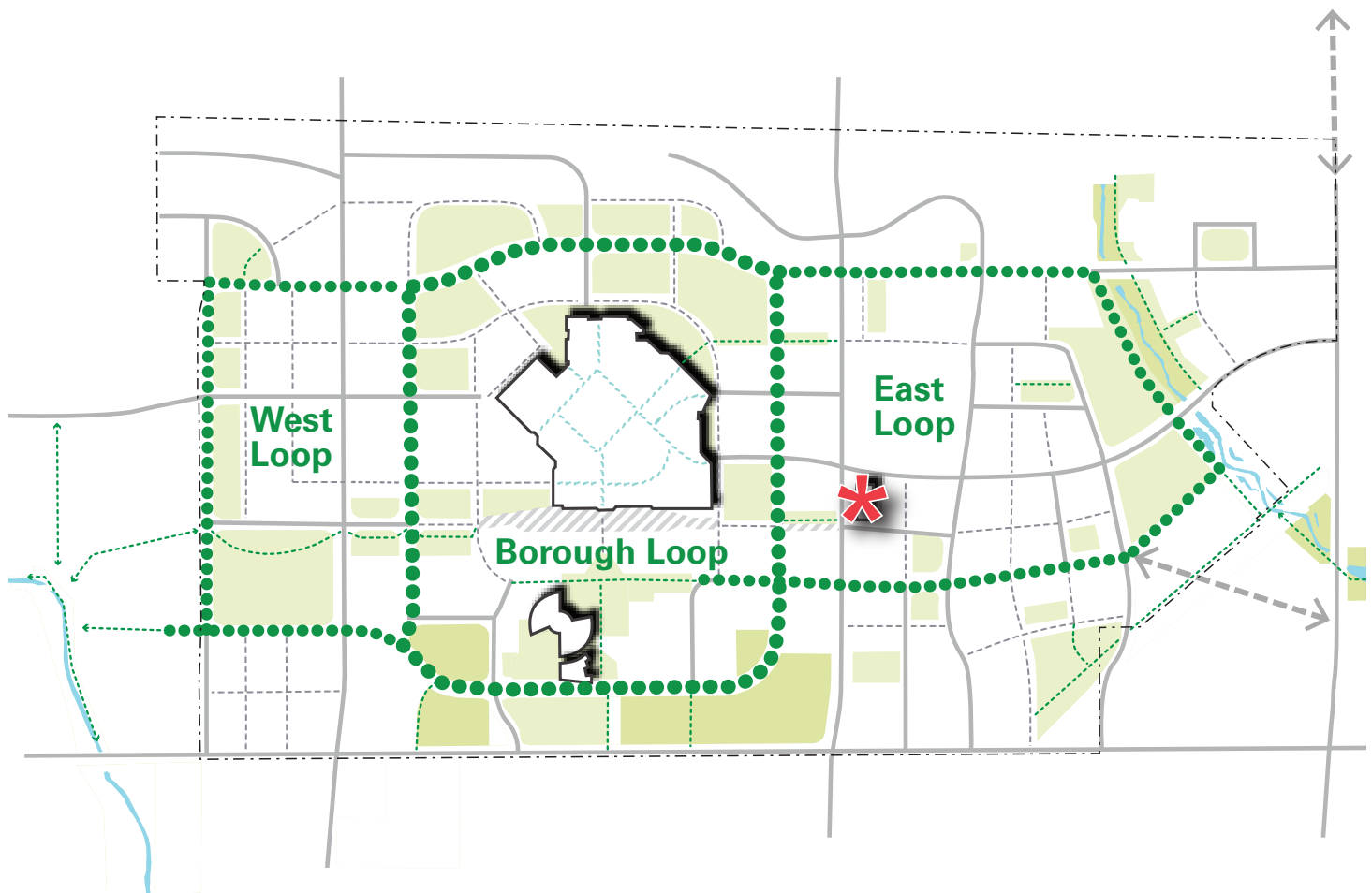


Figure 5.7 Green loops (dotted lines).

rise neighbourhoods south of Ellesmere Road.

An additional consideration regarding height and design of buildings is to achieve 7 hours free of new incremental shadow on all existing parks and natural areas; 6 hours free of new incremental shadow on all school sites, new natural areas and new major parks; and 3 hours free of incremental shadow on all other parks.

The report recommends that, for the most part, urban design considerations for the Centre rely on City-wide guidelines, which are fairly well established. There are some variations regarding tower separation distances, a proposed system of setbacks related to street character and base building height targets along the street edge, as well as provisions to limit the length of building walls along streets to provide for permeability.

An important objective explored in Chapter 6 is to achieve a variety of building heights and forms, interspersing tall buildings with mid rise and more moderate heights on large sites.

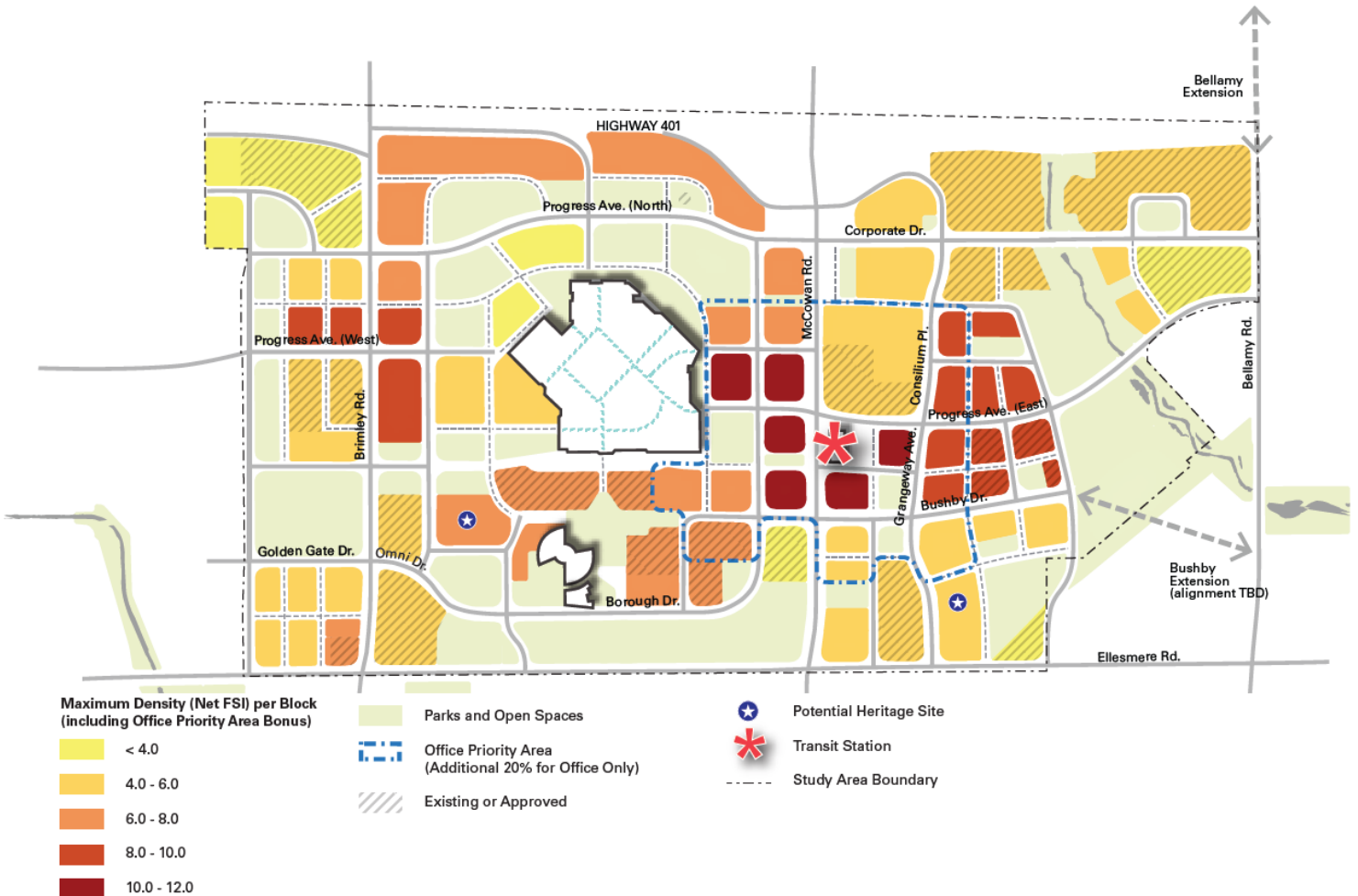


Figure 6.1 Density per block.

Chapter 9 discusses the results of a Cultural Heritage Resource Assessment undertaken in the area by City staff, and strategies for the integration of cultural heritage resources into planning for the future of the Centre. Two properties, the Scarborough Civic Centre and the Scott House, are included currently on the Heritage Register. The assessment identifies four additional properties as having potential heritage value:

- the Frank Faubert Woodlot;
- 100 Borough Drive;
- 200 Town Centre Court; and
- 740 Progress Avenue.

Four more properties were identified for further heritage assessment. Planning Staff will make recommendations through a future report to the Toronto Preservation Board and Council which

may include opportunities to conserve identified properties through the Ontario Heritage Act or other land-use planning tools.

Strategies for the conservation, maintenance and enhancement of cultural heritage in this report address:

- the importance of consulting First Nation, Métis, and Inuit communities to determine where and how their histories and cultures could be recognized and celebrated;
- reinforcing the importance of the Civic District, which contains a high concentration of existing and potential cultural heritage resources, by ensuring that future interventions conserve and enhance the special character of this distinctive grouping of properties and the relationships between them;

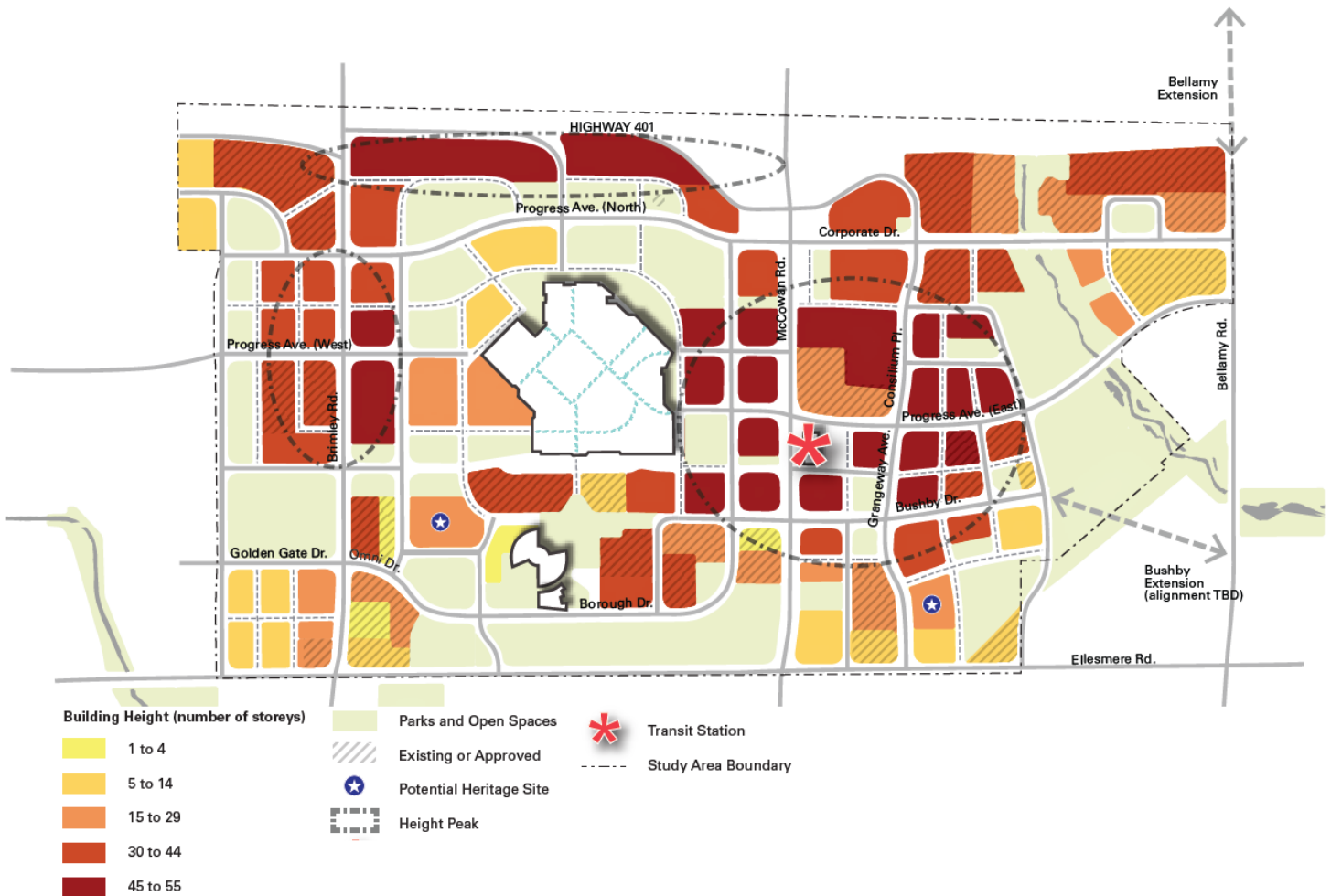


Figure 6.2 Maximum heights per block.

- protecting all remaining open spaces immediately surrounding the Civic Centre and converting existing parking lots in this area to parkland; and
- considering adaptive reuse of key elements of SRT related infrastructure, including the raised track bed and McCowan and Scarborough Centre stations.

Chapter 10 discusses strategies for promoting sustainability and resilience in the Centre. The Chapter emphasizes that sustainability is a theme that runs through all of the previously described chapters of the report including:

- promoting active transportation and transit use through a concentration of population and employment density and mixed use development in the Centre, particularly near the planned subway station (chapter 4); protecting natural areas and creating additional parkland and open space (chapter 5);
- reducing emissions and energy use by achieving walkability (chapter 6);
- creating a treed canopy, green streets and the Green Loop system (chapter 6); and
- environmentally sensitive built form (chapter 6).

The Chapter builds on other provincial and City initiatives to achieve sustainability, including Official Plan policies and extensive programs outlined in Appendix B of this report. The additional specific strategies for Scarborough Centre in this Chapter include:

- initiatives aimed at achieving near zero emissions for new buildings (by 2028) and existing buildings (by 2050);
- incorporating climate change mitigation into the earliest stages of infrastructure design and community planning; and
- recommending that Enwave and the City of Toronto coordinate discussions as soon as possible on plans for a potential District Energy System.

Chapter 11 provides an update to the Scarborough Centre Transportation Master Plan, which identifies goals that support the intensification of Scarborough Centre through increased emphasis on active and sustainable modes of transportation. The analysis confirms that there is sufficient capacity within the transportation system to accommodate the increased population and employment projections, assuming a shift towards transit use and active transportation (walking and cycling) and provided the following improvements are made over time:

- Progress Avenue and McCowan Road be converted to an at-grade intersection;
- the Brimley Road-401 exit intersection be changed to allow northbound left turns;
- Bellamy Road be extended northward; and
- Bushy Drive be extended to Bellamy Road. (See Figure 5.5)

Chapter 12 assesses the capacity of the water, wastewater and stormwater infrastructure to accommodate the increased population and employment projections for Scarborough Centre and identifies required upgrades.

The modelling results for future conditions indicate that increased densities can be serviced through the existing local water distribution network. Some new local watermains and existing watermain realignments will be required to support the new streets and blocks, but these will ultimately increase the overall water servicing capacity of the existing network.

The modelling results for wastewater infrastructure indicate that the residential neighbourhood to the south already experiences surcharging under existing conditions. By minimizing future flows through this neighbourhood, the conditions in these sewers will not worsen. Improvements will be focused on streets which are being re-aligned, as these represent the best locations for upsizing existing sewers and provide an opportunity to divert flows from surcharged sewers to sewers with capacity.

Development and redevelopment in Scarborough Centre represent an opportunity to significantly improve the quantity and quality of stormwater from the study area. Applying the City's Wet Weather Flow Management Guidelines will significantly reduce runoff volumes relative to the existing highly impervious surfaces, reduce pollutant loadings delivered to Highland Creek and reduce the flow rates in the storm sewer systems and overland flow routes connecting the site to Highland Creek.

Chapter 12 outlines implementation mechanisms to achieve the vision and strategies outlined in this report, based on tools provided in the Planning Act and the Official Plan. It is important to recognize that, although the report provides a vision based on a preferred development concept that represents an end state for the Centre, this will be achieved incrementally over time and not necessarily according to a pre-determined sequential pattern. In practice, development interests and market conditions will dictate the pace of growth, the location of new housing, offices and retail spaces, as well as releasing some funding for identified priorities in coordination with City capital projects.

Implementation strategies include:

- aligning the delivery of community service facilities, green infrastructure, physical infrastructure, including transportation improvements and parkland, with new development;
- using a holding provision on lands where the ultimate desired use of the lands is proposed but development cannot take place until required conditions, such as infrastructure improvements, are satisfied;
- submitting plans as part of development proposals that show how phasing of development will be coordinated with City actions;
- using publicly owned lands in Scarborough Centre to address priorities including parkland, pedestrian and cycling facilities, affordable housing and community service facilities; and
- securing parkland through the City's parkland dedication by-law, land exchanges, partnerships and/or leases, land purchases; and con-

servancies, sponsorships and philanthropic donations.

- The key objective with implementation is to get individual developments and City initiatives to work together towards achieving the components of the overall vision for Scarborough Centre, as outlined in this report, in order to create a complete, sustainable community including:
 - a mix of uses, densities and heights;
 - new and improved parks and open spaces;
 - a new street network;
 - the Green Loops system;
 - active transportation;
 - green infrastructure;
 - servicing infrastructure improvements;
 - additional community services and facilities; and
 - a district energy system.

The draft Secondary Plan, which is submitted together with this report, incorporates, and in some cases adds to, the strategic directions and recommendations in this report. It is intended to replace the existing 2005 version of the Secondary Plan.