SCARBOROUGH CENTRE PUBLIC SPACE + STREETSCAPE MASTER PLAN

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The City of Toronto

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THE CHALLENGE

Scarborough Centre has many of the ingredient parts for a successful and meaningful Centre—a significant resident and employment population; ready access to higher order transit; a focal civic presence; retail, institutional, entertainment and recreational facilities, natural heritage; both green and urban open space—yet it remains a fragmented and confusing suburban place.

As Scarborough Centre evolves from a suburban, auto-scaled destination centre towards a more heterogeneous and complex urban place, greater planning and design emphasis must be placed on the collective and contributory dimensions of building development and a richer, more comfortable and convenient public realm.

The suburban model of independent, single-purpose buildings set in a diffuse landscape of the automobile, must give way to the landscape (or townscape) of the pedestrian—urban streets and urban “rooms” that are framed by the buildings that face and sustain these spaces.

Beyond the issue of a neglected public realm, the problems seem to be ones of scale, connectedness and cohesion (or lack thereof). The resolution of these issues will require an approach that is bold in concept and multi-layered and finely-grained in its implementation.

THE URBAN DESIGN APPROACH

The project approach in developing a public space master plan and implementation strategy concentrates on shaping outdoor public spaces to bring a strong sense of central place, particular to Scarborough. This can be accomplished by creating a pedestrian scaled grain of streets and blocks, a connected sequence of legible urban spaces, and a cohesive streetscape and landscape palette of materials and details.
PROJECT SETTING

The Scarborough Centre study area is bordered by Highway 401 and Ellesmere Road, Brimley Road and McCowan Road. An extensive woodlot defines the southern boundary of the study area along Ellesmere Road and McCowan Road.

The Brimley Road and McCowan Road corridors are major vehicular routes to and from the 401. Brimley Road includes a number of potential redevelopment sites that will influence the scale and character of the public realm in the near to mid-range future. McCowan Road currently has two grade separations at Corporate Drive and Progress Avenue that complicate pedestrian connections. Ellesmere Road has a different character on each side, with the fenced and walled rear yards of residential properties on the south. To the north are the Civic Precinct open spaces and woodlots and a multiple residential development at the corner of Brimley and Ellesmere Roads.

The Scarborough Civic Centre building and the Scarborough Town Centre mall are the two dominant and enduring landmarks. In recent years, The Civic Precinct has grown considerably, primarily with residential development consisting of tall buildings with podium retail and townhouse forms. The Commercial Precinct, with the exception of early expansion of the Mall, recent development of the cinema complex, and stand-alone retail/restaurant buildings along Progress Avenue, remains similar to its initial format.
The Scarborough Centre Public Space Study Area
THE PLANNING CONTEXT

Within the overall context of the City of Toronto’s Official Plan which defines Scarborough Centre as one of Toronto’s four centres, this Public Space Plan takes its policy direction from and expands upon, the Scarborough Centre Secondary Plan (2008) and the Civic Precinct Implementation Plan (2009).

Scarborough Centre Secondary Plan

The Secondary Plan identifies an overall planning direction for the Centre that includes a broad mix of retail, government, institutional, cultural, employment and residential uses.

For the purposes of planning, the Centre is divided into four land use Precincts. All of the Precincts permit a mix of land uses although each Precinct has specific policy directives and emphases in terms of land use, physical character, streetscape and built-form objectives.
Civic Precinct Implementation Plan

The following is a summary of the components of the Implementation Plan (adopted by Council 2010), which is intended to serve as a guide for the implementation of the vision of the Secondary Plan.

The 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 spaces and buildings that enhance the civic/public and urban realms, and accelerate the revitalization of the Civic Precinct as the focal point in Scarborough Centre.

The impetus for the preparation of this plan stemmed from a variety of proposed projects and initiatives within the Civic Precinct. The principal projects were the Toronto Public Library (TPL) Board’s proposed 15,000 sq.ft. (now 14,500 sq.ft.) branch library to the south side of the Civic Centre, the possible redevelopment of the Civic Centre staff parking deck site and the Toronto Parking Authority’s (TPA) planned construction of a municipal parking facility.
REPORT ORGANIZATION

This Plan report is organized into six chapters:

1. INTRODUCTION

2. PLANNING FRAMEWORK: reviews the planning history that has shaped Scarborough Centre, and presents the current planning framework for this public space study;

3. PRINCIPLES, GUIDELINES, AND STANDARDS: describes the overall intent of the public space framework, articulates the overall vision for the physical form and character of the public realm, and addresses in more specific detail the public realm guidelines for the streets, parks and urban squares, green spaces, and redevelopment sites;

4. DEMONSTRATION PLAN: illustrates—through the use of plan, section, and digital 3-dimensional models—one possible mid-range scenario that follows the design principles, guidelines, and standards. The projects are described in detail with supporting character precedent images;

5. PUBLIC REALM ELEMENTS: further clarifies the design intent for the streets and public spaces, to define character, materials, and techniques appropriate to the Centre, and to assist the City’s implementation of the immediate and near-term priority projects; and

6. IMPLEMENTATION: identifies strategies and discrete tasks—identified as either a project or action—that the City will carry out to implement the public realm vision.
URBAN DESIGN FRAMEWORK

The proposed Urban Design Framework provides an unambiguous pattern of (private) development blocks connected by an armature of unencumbered public streets, spaces and pathways that are scaled to pedestrian activity and movement and offer a multiplicity of alternative walking routes.

Once approved, the principles and urban design plan—in combination with guidelines and standards for built form and the public realm—will support ongoing implementation, provide a broad perspective for guiding incremental change and present the metrics for assessing development proposals as they come forward.

The following summary of the 22 principles addresses the larger Precinct level framework, built form, public realm framework, and the identity of the place. A detailed discussion of the guidelines and standards is found in Chapter 3.
1 / The Streets and Blocks Plan

Principle: Develop a pedestrian-scaled pattern of streets and blocks that can be extended into the entire Scarborough Centre.

Existing Streets and Blocks

Proposed Streets and Blocks

2 / Streets and Walkways Network

Principle: Plan a fine-grained network of streets, pathways and mid-block routes that can evolve into a pedestrian-scaled terrain offering a multiplicity of routes for all street users.

Existing Streets and Paths

Proposed Streets and Walkways Network: Long-Range

3 / Street Hierarchy

Principle. Develop a hierarchy of streets based not only on the roles of each type of street within a transportation network, but on its status as an address street, importance for pedestrian circulation and the range and type of frontage uses.

Proposed Streets Hierarchy: Long-Range
**4 / Frontages and Grade-related Uses**

Principle. Buildings should have continuous frontages of grade-related uses with direct access from public sidewalks.

**5 / Urban Space-Making**

Principle. The buildings, woodlots, street trees and other elements of the Centre should be combined to shape and articulate a coherent sequence of public urban spaces.

**6 / Vehicular Circulation and Access**

Principle. Minimize the impact on the public pedestrian realm of vehicular circulation and access routes to parking and servicing.

**7 / Sustainability**

Principle. The public realm for Scarborough Centre should contribute to a sustainable and healthy environment that optimizes active transportation, the re-use of existing materials, manages storm water, improves the urban forest canopy, reduces energy consumption and increases biodiversity.
BUILT FORM

8 / Street Wall Buildings

Principle. Mid-rise or podium buildings should be a large part of all new development, lining the streets and other public spaces to give pedestrian scale, shape and a sense of enclosure to the public realm.

9 / Tall Buildings

Principle. Tall buildings should be located to minimize their visual and micro-climatic impact on the public realm. Building heights should generally step away from the Civic Centre building to reinforce its symbolic importance.

Typical Mid-Rise Street Wall Buildings and Podiums for Tall Buildings

THE PUBLIC REALM FRAMEWORK

10 / Arterial Corridors

Principle. The arterial streets should be designed as generously landscaped avenues that balance the accommodation, safety and amenity for the various corridor users.

The Arterial Corridors
11 / The Main Streets: Borough Drive and Progress Avenue

Principle. Progress Avenue and Borough Drive should be designed as the main streets of the Centre and the principal address of major institutional, commercial and civic uses.

Borough Drive: Typical Section

Progress Avenue: Typical Section

12 / The Local Streets and Lanes

Principle. Local streets and lanes should be designed as key public spaces and should help form a fine-grained, continuous, neighbourhood scale network that is connected with the main streets, arterial corridors, and streets in the adjacent precincts and residential areas.

Local Street: Typical Section
13 / Walkways

Principle. Walkways should be designed to provide safe, legible and accessible pedestrian routes through public spaces and connect to the larger street network.

14 / Increased Accessibility to Albert Campbell Square

Principle. New streets and walkways should be designed to improve pedestrian connectivity and accessibility to Albert Campbell Square, the Centre’s primary urban public space.

15 / Extending the Mall Outdoors

Principle. Create new outdoor pedestrian walkways and public spaces associated with the entrances of the Scarborough Town Centre shopping mall to extend the interior pedestrian network and contribute to the greater exterior public space system.

16 / Bridging the Transit Divide

Principle. A series of new public routes—streets, bridges, and walkways—should be created across the Triton Road transit corridor and beneath the TTC elevated transit tracks to increase pedestrian movement and accessibility between the Civic and Commercial Precincts.

17 / Public Parks and Urban Squares

Principle. The public spaces of Scarborough Centre should be high quality environments that support a wide variety of roles, allow for a variety of pedestrian uses, and are distinct yet visually connected through the consistent use of contemporary materials and details.

18 / Woodlots

Principle. The woodlots in Scarborough Centre are a unique and important ecological resource and should be protected, expanded, properly enhanced, and managed where appropriate.
IDENTITY OF THIS PLACE

19 / The Civic Centerpiece

Principle. The Scarborough Civic Centre is a Heritage Designated Property and any changes to its landscape setting should preserve the integrity of this symbolically important local landmark as well as respect the known design intentions of the Architect of the Civic Centre with regard to building expansion.

20 / Materials and Furnishings

Principle. Employ a common palette of materials and furnishings in the public realm to contribute to the identity and place making of the Centre.

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21 / Public Art

Principle. Public art should contribute to the overall cultural vitality of Scarborough Centre, be complementary to specific qualities of sites and help to articulate the sequence of public spaces.

22 / Wayfinding

Principle. The form and articulation of the public spaces in Scarborough Centre should be the primary means of wayfinding supported by a signage system.
A Demonstration Plan illustrates one way in which the Scarborough Centre Public Space Plan could be implemented in the mid-range time frame. The Public Space Plan does not require landowners to develop their lands precisely as illustrated in the Demonstration Plan but it does provide guidance for the coordinated development of the public realm. The purpose of the Demonstration Plan is to:

- Demonstrate how the Centre could be developed over time.
- Illustrate how the principles, guidelines, and standards can be achieved.
- Provide a means for establishing and monitoring progress.
KEY COMPONENTS OF THE DEMONSTRATION PLAN

EXISTING CONDITION
In this auto-dominated territory, many of the current buildings sit within the space of their individual sites and contribute little to the pedestrian realm.

BUILDINGS THAT DEFINE SPACE
Every building should help to meaningfully shape the pedestrian realm. New buildings should relate to their primary address streets with grade related uses. Parking and services should be accessed off a secondary street or rear lane. This in turn will promote and support a more cohesive and legible sequence of public spaces.

PLACEMENT OF TALL BUILDINGS
Although not the focus nor responsibility of this planning effort, tall buildings will contribute to the overall image of the Centre. They should be located in a suitable manner to minimize shadows on the public realm and reduce visual impact on the silhouette of the Civic Centre building.
**TYPE 1 STREETSCAPE**

View of a typical Type 2 streetscape finish, illustrated here along the central portion of Borough Drive in front of future development possible for the Municipal Parking Deck site.

Details include concrete unit paving, double row of trees, the custom Scarborough Bench, and Scarborough Centre street lighting. The Type 1 streetscape is recommended for Borough Drive between Brian Harrison Way and Town Centre Court.
TYPE 2 STREETSCAPE

View of a typical Type 2 streetscape finish along a new or existing street, illustrated here with grade related residential frontage and a basic site cast concrete sidewalk with raised open planter and the Scarborough Centre lighting. The Type 2 streetscape is the primary finish throughout the majority of the Centre.
1 / INTRODUCTION

SCARBOROUGH CENTRE › PUBLIC SPACE › STREETSCAPE MASTER PLAN
1.1 STUDY PURPOSE

The City of Toronto initiated a process in late 2010 to develop a public space and streetscape plan for the Civic and Commercial Precincts of the Scarborough Centre. The purpose of the plan is to present a public space framework that builds on past efforts; identifies short, mid- and long-range future public realm projects; and recommends priority projects for early implementation.

This document provides an overall vision for the Centre’s public spaces, one that can be implemented by private and public investment. It endorses roadway and streetscape improvements in addition to a sustainable public space network that can act as a catalyst for private development.

1.2 THE CHALLENGE

Scarborough Centre has many of the ingredient parts for a successful and meaningful Centre—a significant resident and employment population; ready access to higher order transit; a focal civic presence; retail, institutional, entertainment and recreational facilities, natural heritage; both green and urban open space—yet it remains a fragmented and confusing suburban place.

As Scarborough Centre evolves from a suburban, auto-scaled destination centre towards a more heterogeneous and complex urban place, greater planning and design emphasis must be placed on the collective and contributory dimensions of building development and a richer, more comfortable and convenient public realm.

The suburban model of independent, single-purpose buildings set in a diffuse landscape of the automobile, must give way to the landscape (or townscape) of the pedestrian—urban streets and urban “rooms” that are framed by the buildings that face and sustain these spaces.

Beyond the issue of a neglected public realm, the problems seem to be ones of scale, connectedness and cohesion (or lack thereof). The resolution of these issues will require an approach that is bold in concept and multi-layered and finely-grained in its implementation.
1.3 THE URBAN DESIGN APPROACH

The project approach in developing a public space master plan and implementation strategy concentrates on shaping outdoor public spaces to bring a strong sense of central place, particular to Scarborough. This can be accomplished by creating a pedestrian scaled grain of streets and blocks, a connected sequence of legible urban spaces, and a cohesive streetscape and landscape palette of materials and details.

1.4 PROJECT SETTING

The Scarborough Centre study area is bordered by Highway 401 and Ellesmere Road, Brimley Road and McCowan Road. An extensive woodlot defines the southern boundary of the study area along Ellesmere Road and McCowan Road.

The Brimley Road and McCowan Road corridors are major vehicular routes to and from the 401. Brimley Road includes a number of potential redevelopment sites that will influence the scale and character of the public realm in the near to mid-range future. McCowan Road currently has two grade separations at Corporate Drive and Progress Avenue that complicate pedestrian connections. Ellesmere Road has a different character on each side, with the fenced and walled rear yards of residential properties on the south. To the north are the Civic Precinct open spaces and woodlots and a multiple residential development at the corner of Brimley and Ellesmere Roads.

The Scarborough Civic Centre building and the Scarborough Town Centre mall are the two dominant and enduring landmarks. In recent years, The Civic Precinct has grown considerably, primarily with residential development consisting of tall buildings with podium retail and townhouse forms. The Commercial Precinct, with the exception of early expansion of the Mall, recent development of the cinema complex, and stand-alone retail/restaurant buildings along Progress Avenue, remains similar to its initial format.
The Scarborough Centre Public Space Study Area
The heritage designated Scarborough Civic Centre building

The Galleria

Commercial Precinct

Civic Precinct

‘Hand of God’ statue in the Civic Common

The woodlots
1.5 PROCESS

This plan provides an overall framework for public space improvements within the Centre and serves as a blueprint for possible future actions. It is either consistent with the current Secondary Plan and Civic Precinct Implementation Plan or provides recommendations for amendments or additions to these documents.

The project was conducted in two phases. The first phase was to develop a public space framework on which the specific public space recommendations would be based. The second phase identified the specific projects, provided additional detail for the priority projects, and included a phasing and implementation strategy.

To begin the project the design team participated in a design charrette with City staff. This intense, day-long effort highlighted the primary issues, constraints and opportunities. Throughout the process, City staff and the design team met with key stakeholders and coordinated with the client and design teams for the new Toronto Public Library and the Scarborough Town Centre Mall public realm improvements.

At the conclusion of each phase there was an invited community member stakeholder meeting and an open community public meeting to present the purpose and scope of the study, discuss the key findings of the public space framework, and solicit feedback from the participants. Following each public meeting, a presentation was made to the City of Toronto Design Review Panel. Comments received from these engagement activities were considered and incorporated into the final product.
1.6 REPORT ORGANIZATION

This Plan report is organized into seven chapters (including 1. Introduction):

2. PLANNING FRAMEWORK: reviews briefly the planning history that has shaped Scarborough Centre, and presents, in detail, the current planning framework for this public space study;

3. PRINCIPLES, GUIDELINES, AND STANDARDS: describes the overall intent of the public space framework, articulates the overall vision for the physical form and character of the public realm, and addresses in more specific detail the public realm guidelines for the streets, parks and urban squares, green spaces, and redevelopment sites;

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5. PUBLIC REALM ELEMENTS: further clarifies the design intent for the streets and public spaces, to define character, materials, and techniques appropriate to the Centre, and to assist the City’s implementation of the immediate and near-term priority projects;

6. IMPLEMENTATION: Identifies strategies and discrete tasks—identified as either a project or action—that the City will carry out to implement the public realm vision.
This chapter reviews briefly the planning history that has shaped Scarborough Centre, and presents the current planning framework for this public space study.

2.1 SUMMARY OF EARLIER PLANS AND STUDIES

Scarborough Centre is the result of numerous plans over several decades. There have been changes in direction, many projects initiated but unrealized, and a handful of missed opportunities.

- 1973 completion of construction of Civic Centre building, (including Board of Health “pavilion”), and the Town Centre Shopping Centre.
- 1974 Scarborough Town Centre Land Use Study, prepared by Raymond Moriyama Architects and Planners. A Mixed-use mega structure development was proposed for both the Civic Precinct and Commercial Precinct but not realized. A highly complex and ambitious plan.
- 1981 “Towards a Town Centre Plan,” prepared by Scarborough Planning Department. A preparatory study to define the image and supporting land use, density, built-form, transportation and pedestrian policies for the Town Centre District.
- 1981 Scarborough Civic Centre Site Development Study, prepared by Moriyama & Teshima Planners Ltd. A study to explore the expansion of the municipal, institutional and cultural uses in the Centre. A library is proposed for the first time along Borough Drive to the south of the Civic Centre building.
- 1991 Scarborough Town Centre Development Plan, prepared by Moriyama & Teshima Planners Ltd. It recommended exchanges of development parcels and introduced a conventional streets and blocks framework.
1947 before the construction of Highway 401. The existing woodlot is located to the bottom right.

1959 with early construction of Highway 401. Brimley, McCowan and Ellesmere Roads define the boundaries for the new Scarborough Centre.

1968 prior to Town Centre development

The 1974 Plan’s vision for Scarborough Centre in 1991

1974 Plan: North-south section through the Civic Centre showing grade-separated pedestrian routes at Borough Drive (Ring Road) and Ellesmere Road.
2. PLANNING CONTEXT

1973 First stage of development: Civic Building and Town Centre
Shopping Mall

1981 Site Development Study

1991 Development Plan
The earliest development plans promoted a new type of urban place for this burgeoning town, which at the time was one of the fastest growing municipalities in North America. To take a green field agricultural site and make a City Centre was a challenge met with a great deal of enthusiasm and required immense cooperation and massive investment. The 1974 Plan for a mega structure building arrangement, with its internalized and grade separated pedestrian realm, was never followed beyond the initial construction since it was not well suited for managing incremental and unpredictable growth.

Later plans, beginning in the 1990s, sought to remedy the difficulties apparent with the original directions. Attempts were made in the 1991 Plan to introduce a streets and blocks pattern to normalize the Civic Precinct, provide typical development frontages, and improve access to public spaces locked within the Civic Block. An east/west street was proposed along the north side of Albert Campbell Square to connect with a new north/south street to the west of the Civic Centre Building and other publicly accessible routes were intended to subdivide the larger development parcels. This direction held great promise but was hampered by several factors,
including the complexity of the proposed land exchanges, the demise of T. Eaton and Company—one of the key landowners in the Civic Precinct, a general slowdown in the economy, and by shifts in direction resulting from amalgamation. The 1991 Plan did however influence the subsequent planning in its return to a conventional “streets and blocks” urbanism.

More recently, residential intensification within the Civic Precinct has had a profound impact. Many new residents have moved into the area, taking advantage of the many amenities and services that the Centre offers. The most recent residential developments have introduced a new built form typology to the Centre – towers on podium base buildings. A few but important development sites remain as the Civic Precinct approaches its build-out capacity.

A significant missed opportunity from the later planning efforts was in not protecting public street rights-of-way along the north and east sides of Albert Campbell Square. These corridors are now virtually blocked for vehicular access by land ownership transfers and construction of below-grade parking structures as part of recent residential development projects.
2.2 CURRENT CONTEXT

Within the overall context of the City of Toronto’s Official Plan which defines Scarborough Centre as one of Toronto’s four centres, this Public Space Plan takes its policy direction from and expands upon, the Scarborough Centre Secondary Plan (2008) and the Civic Precinct Implementation Plan (2010).

**Scarborough Centre Secondary Plan**

The Secondary Plan identifies an overall planning direction for the Centre that includes a broad mix of retail, government, institutional, cultural, employment and residential uses.

For the purposes of planning, the Centre is divided into four land use Precincts. All of the Precincts permit a mix of land uses although each Precinct has specific policy directives and emphases in terms of land use, physical character, streetscape and built-form objectives.
Civic Precinct Implementation Plan

The following is a summary of the components of the Implementation Plan (adopted by Council 2010), which is intended to serve as a guide for the implementation of the vision of the Secondary Plan.

The impetus for the preparation of this plan stemmed from a variety of proposed projects and initiatives within the Civic Precinct. The principal projects were the Toronto Public Library (TPL) Board’s proposed 15,000 sq.ft. (now 14,500 sq.ft.) branch library to the south side of the Civic Centre, the possible redevelopment of the Civic Centre staff parking deck site and the Toronto Parking Authority’s (TPA) planned construction of a municipal parking facility.

The 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 spaces and buildings that enhance the civic/public and urban realms, and accelerate the revitalization of the Civic Precinct as the focal point in Scarborough Centre.
2.3 RECOMMENDATIONS

Need for an Urban Design Framework

The Secondary Plan provides principles and parameters for public realm planning but remains ambivalent with regard to the built form and urban structure of the emerging centre. The Secondary Plan Maps give minimal direction with regard to location of new street rights-of-way, pedestrian routes, new parks and open spaces and the built-form that could give shape and form to a hierarchy of urban spaces.

The Implementation Plan fills some of the gaps in this regard for the Civic Precinct but it still does not provide a coherent urban design framework for the Study Area or a convincingly clear definition of the Centre as a physical place.

The development of a coherent urban design framework for the Study Area is an important first stage in preparing a comprehensive Public Space Plan.

Clear Direction for Assessment of Projects

We recommend that the City supplement the Secondary Plan with the planning/urban design framework and the urban design principles, guidelines, and standards developed as part of this Public Spaces Plan, in order to give a clear direction to, and means for assessment of any proposed built-form and public realm development in the study area.
Scarborough Centre has begun a process of urbanization without the benefit of a suitable urban design plan that could guide and direct development towards a coherent collective future. Only the most recent buildings in the Centre have exploited the potential for shaping and contributing to the animation of meaningful urban public spaces. Furthermore, some developments in the Civic Precinct have significantly reduced opportunities for future connectivity in the public realm.

3.1 URBAN DESIGN FRAMEWORK

The proposed Urban Design Framework provides an unambiguous pattern of (private) development blocks connected by an armature of unencumbered public streets, spaces and pathways that are scaled to pedestrian activity and movement and offer a multiplicity of alternative walking routes.

Once approved, the urban design plan—in combination with guidelines and standards for built form and the public realm—will support ongoing implementation, provide a broad perspective for guiding incremental change and present the metrics for assessing development proposals as they come forward.
3.1.1 The Streets and Blocks Plan

**Principle:** Develop a pedestrian-scaled pattern of streets and blocks that can be extended into the entire Scarborough Centre.

**Background**

In the existing Centre, the development blocks are scaled in relation to vehicular circulation and access, and each development parcel or footprint is scaled to optimize marketing and parking ratios. This tends to produce massive single-purpose transportation corridors, that are intimidating to pedestrians, and single-purpose buildings that are relatively self-contained and introverted and generally unsupportive of a pedestrian public realm.

A truly pedestrian-friendly place, as envisioned in the Secondary Plan, will only come to full fruition through a commitment to a more fine-grain network of streets and pathways that are lined with richly varied building frontages that support and are supported by active public spaces. The proposed Streets and Blocks framework (opposite) is scaled to achieve this pedestrian purpose.

Major redevelopment and mixed-use intensification is not contemplated for the mid-range future in the Commercial Precinct, except on the west side of the precinct. However, it is recommended that a basic pattern of public streets, “street reserves” and blocks be established early, in order to anticipate the potential urbanization of the retail centre and to avoid hindering orderly redevelopment as—and when—it occurs.
Figure 3-2 / Proposed Streets and Blocks: Long-Range
Guidelines and Standards

- Divide large land parcels with street rights-of-way or publicly accessible easements, to ensure a high-level of permeability for public circulation and to encourage a scale of redevelopment similar to that of traditionally-sized blocks.

- New streets should be in public ownership. In special circumstances, where public ownership is not feasible, private streets may be permitted if full public access is guaranteed and design standards match those of public streets.

- A system of public or publicly accessible lanes and mews should also be introduced or protected for, to ensure service vehicle access and to facilitate internal block circulation for vehicles and pedestrians.

- A Streets and Blocks Plan that includes public streets and lanes, privately owned streets and lanes with guaranteed public access, and potential long-term redevelopment blocks, should supplement the Secondary Plan.
3.1.2 Streets and Walkways Network

**Principle:** Plan a fine-grained network of streets, pathways and mid-block routes that can evolve into a pedestrian-scaled terrain offering a multiplicity of routes for all street users.

**Background**

The Secondary Plan encourages the creation of public and publicly accessible mid-block pedestrian “linkages” and “green linkages” to supplement the public street system and the public open space system. There are no specific mechanisms for the implementation of such linkages nor for ensuring that they have the attributes of public places.

It is recommended that predetermined alignments or easements for streets and mid-block routes be established. Some of these may necessarily be private but nevertheless, they should be designed to have the attributes of conventional public places. In combination with existing, new and realigned publicly-owned streets, the publicly accessible private routes should form a comprehensive, fully connected and accessible public network.

![Figure 3-3 / Existing Streets and Paths](image-url)
The diagram below compares the existing streets of the Study Area with the street pattern in an area of equivalent size in downtown Toronto (College Street to Queen Street, University Avenue to Spadina Avenue). The interval and the hierarchical arrangement of streets in Scarborough Centre clearly reflect the scale and predetermined routing of automobile movements. The frequency of streets and the non-hierarchical pattern in the downtown area represent an intricate, pedestrian-scaled terrain with a multiplicity of choices of traversing routes.

A key urban design objective is to bring Scarborough Centre’s street pattern to a similar “downtown” pedestrian scale of intricacy and level of connectedness, as illustrated in the 3rd comparative scale diagram.

It is important to protect for future connections across the arterial roads and the transit barriers that isolate each precinct from the others and from the adjoining areas. This relates particularly to pedestrian connections across Brimley, Ellesmere and McCowan Roads, and across Triton Road and the transit “moat” between the Civic and Commercial Precincts.
Figure 3-5 / Proposed Streets and Walkways Network: Long-Range
The Scarborough Town Centre management team is currently preparing a “public realm” plan for the commercial lands, with a view to providing a series of walkways connecting the main shopping centre; through the surrounding parking lots and parking decks, with the outlying sites adjoining Progress Avenue. This private “public realm” initiative is intended to encourage patrons of the mall to park their vehicles on arrival and walk between their various destinations within the precinct. These new walkways and the current driveways provide the opportunity to establish the initial lines of “street reserves” for a re-urbanized future.

The indoor shopping “streets” and perimeter circulation routes of the mall should connect to the outdoor streets and pathways and become integral parts of the overall pedestrian network.

**Guidelines and Standards**

- Determine and protect for a Streets and Pathways pattern that has a similar scale and level of connectedness of a typical downtown Toronto district.

- Encourage the Scarborough Town Centre management to plan for the long-term future of the Commercial Precinct including a street pattern for the next generation of intensification and mixed-use development.

- Encourage the Scarborough Town Centre management to consider the main indoor routes of the shopping centre as an integral part of the larger public pedestrian circulation with extended hours of access to public transit and other destinations.

- Plan Principal Pedestrian routes to link directly to main destinations and to signalized intersections.

- Plan all parts of the streets and pathways network, whether on public or private lands, to the standards applicable to public rights-of-way and other public areas.

- The Streets and Pathways Plan should be a supplement to the Secondary Plan.
The existing Triton Road transit corridor with the Civic Precinct on the left and the TTC SRT Station on the right, in the vicinity of the proposed new pedestrian bridge (flickr.com)
3.1.3 Street Hierarchy

**Principle.** Develop a hierarchy of streets based not only on the roles of each type of street within a transportation network, but on its status as an address street, importance for pedestrian circulation and the range and type of frontage uses.

**Design Strategies**

The recommended street hierarchy consists of four basic street types: Arterial Corridors, Main Streets, Local Streets and Lanes—to which differing streetscape design guidelines will apply.

The **Arterial Corridors** are presently designed to optimize vehicular movement at significant loss to pedestrian and cycling facilities and crossings.

Recommended design strategies are intended to rebalance priorities, moderate vehicular capacity and geometries, and significantly upgrade accommodation for pedestrians and cyclists within generous green landscape boulevards.

The **Main Streets** are presently over-designed to accommodate vehicular movements and barely provide for pedestrian use. Existing buildings and green spaces are generally not well-related to the street frontages.

The recommended strategy is to re-position Borough Drive and Progress Avenue as the principal address streets of the Scarborough Centre and to focus major institutional, commercial and civic buildings towards these main streets. Major improvements are recommended for the pedestrian realm combined with substantial street tree additions.

The **Local Street** system is to be substantially expanded, to provide a fine-grained network of multi-purpose, slow-paced streets with curbside parking, generous planted sidewalks and multiple narrow fronted ground level uses. Generally consistent building facades with ground level retail and residential entrances should line the local streets.

The **Lanes** and supplementary pathways provide for service access, mid-block pedestrian connections and pathways, connected with, but apart from, the local or main streets.
Figure 3-7 / Proposed Streets Hierarchy: Long-Range

- Arterial Corridors
- Main Streets
- Local Streets
- Lanes/Walkways
3.1.4 Vehicular Circulation and Access

**Principle. Minimize the impact on the public pedestrian realm of vehicular circulation and access routes to parking and servicing.**

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**Background**

With intensification and transit-oriented redevelopment comes the opportunity to reduce the amount of space dedicated to the movement and storage of vehicles and to redress the balance towards pedestrians. For example, through the redevelopment process, long term parking can be located below grade (where water-table levels permit) to liberate the ground level for other uses such as parks and amenity spaces; service entrances can be accessed from service lanes or incorporated into the interior of blocks; and driveways and drop-off areas can be consolidated and located so as to not interrupt the continuity of public boulevards or the ground floor building frontages.

With redevelopment, surface parking will be replaced entirely by underground parking and/or by above-grade structures, if such structures are “wrapped” by a perimeter of residential or commercial uses facing streets or other public spaces.

The urban streets of an intensified Scarborough Centre can be expected to fulfill many roles and have a much greater pedestrian emphasis: The streets must now be considered slower-paced, multi-purpose, public places that accommodate a mix of vehicular and pedestrian related activities such as passenger drop-off and pick-up, short-term and accessible parking, taxi stands, cycling and cycle parking, and the many social and recreational activities and needs of those on foot.

In order to maintain continuity of building frontages, particularly on important pedestrian routes and the main streets (Borough Drive), car and service vehicle access to buildings should be from rear lanes or tertiary streets wherever possible. Entrance and egress to private parking ramps and loading and service areas should be incorporated as discretely as possible into building design so as to minimize the impact on public streets. Similarly, garage ventilation ducts and emergency stair exits should be integrated with the design of both building and public realm to minimize “dead” areas at ground level.
Guidelines and Standards

- No direct vehicular access should be permitted to interrupt building frontages on the main streets (Progress Avenue/ Borough Drive). On the local streets, it should be minimized.

- Shared rear access lanes and interior service courts are encouraged.

- Service entries should be screened to provide a visual buffer and reduce noise impacts.

- On-street parking is recommended on both sides of all local and main streets (Borough Drive).

- On-street parking charges should encourage short term use.

- On-street drop-off and pick-up is similarly encouraged to minimize site areas devoted to vehicle courts on redevelopment sites.

- Off-street surface parking should not be permitted except where required for barrier-free access.

- All other parking on redevelopment sites should be below-grade, under buildings or landscaped courtyards.

- Structured above-grade parking should only be considered where it is surrounded by residential or commercial frontages and where it incorporates a landscaped ‘green’ roof.

- Public bicycle parking (rings) should be provided at strategic locations throughout the Centre and the installation of public bicycle lockers should be encouraged.
3.1.5 Frontages and Grade-related Uses

**Principle.** Buildings should have continuous frontages of grade-related uses with direct access from public sidewalks.

**Background**

In the initial development phase, both the Civic Centre and the Town Centre mall were conceived and built as “object” buildings—one set in a picturesque green landscape, the other set in an asphalt landscape of car parking. The buildings are opaque to the outside, transparent and active on the inside. With the notable exception of the formal entrance to the Civic Centre from the south and the building’s opening-up to the Square in the north, there are no “frontages”, in the conventional city-building sense.

Later development in the Civic Precinct has produced some urban/suburban hybrids but it is only in the recent past that urban, street-related buildings have begun to emerge as other, mixed-use and residential buildings have been introduced.

If Scarborough Centre is to evolve into a truly urbane place then it must adopt the manners and conventions of traditional urbanism. That is, there should be street-edge buildings, with active frontages and multiple entrances, lining multi-purpose streets. It is therefore proposed that all new development have continuous ground-floor frontages, as unbroken as possible, along public (and publicly accessible) streets. These should be divided into narrow-fronted units, commercial or residential, each with direct access from the sidewalk.
GRADE-RELATED USES. Another major challenge for Scarborough Centre is the highly concentrated, single-use, retail precinct in the north half of the centre that is accessible but disassociated, literally and figuratively, from its civic neighbour. As a consequence, retail and commercial service uses that could provide vitality, are barely viable in the Civic Precinct, except where the ground floor frontages are directly tied into the internalized “frontages” of the mall, have curb-side parking or provide services that are not available in the mall.

The recommended strategy is to encourage expansion of retail, institutional and other non-residential frontages in two basic “loops” extending from the south end of the Galleria. The eastern loop has retail and service uses fronting on Albert Campbell Park and continuing to the Mall’s cinema complex entrance, via the YMCA and Town Centre Court. Westward from the Galleria, retail and similar grade-related uses are encouraged at the base of mixed-use developments, extending from Brian Harrison Way, along new local streets and re-aligned Borough Drive and connecting to the mall through the proposed mixed-use redevelopment on the west side of the shopping centre.

Elsewhere in the Commercial Precinct, major redevelopment is not anticipated within the mid-range period. In the short term, further street-related retail is encouraged on the north side of Progress Avenue and on the outer faces of the anchor stores of the Mall.

Grade-related Institutional uses, such as the library, are proposed in low profile expansions of the Civic Centre and allowed for at the base of adjacent mixed-use development on Borough Drive.
As part of the strategy to encourage grade-related retail and other non-residential uses, it is recommended that the ground floors of new buildings be designed with high floor to ceiling heights, to accommodate retail, live/work and other non-residential uses in the longer term while allowing for live/work or fully-accessible “town housing” in the shorter term. This is presented in further detail in Section 3.2.

Residential buildings with town-houses in the lower floors that have individual entrances directly from the street are recommended for the residential frontages.

**BRIMLEY AND MCCOWAN FRONTAGES.** It is the conclusion of this public space study that greater emphasis to Brimley and McCowan as multi-modal transportation corridors be thought of as landscaped “avenues” rather than “main streets”, as stated in the Secondary Plan. Adequate building setbacks (or R.O.W. widening as development occurs) should be provided to accommodate tree planting and other landscapes as well as sidewalks and possibly off-street bicycle paths on Brimley.

Detailed review of the appropriate urban design approach to the various sections of Brimley and McCowan should be part of Brimley Precinct and McCowan Precinct studies (McCowan Precinct Study currently underway).
Figure 3-8 / Proposed Mid-Range Grade-Related Frontages - Residential (yellow), Commercial/Retail/Live-Work/Institutional (red) and Landscape Setbacks (green)
As illustrated on the Frontages diagram (Figure 3.8), it is proposed that generous landscaped setbacks (min. 5.0m preferred) be required on the frontages of Brimley and McCowan Roads, as already exists on McCowan between Corporate Drive and Town Centre Court. Recommendations for layout of off-street cycle paths, sidewalks and tree planting roads are presented in Section 3.3.1.

**Guidelines and Standards**

- The Frontages Diagram illustrates the pattern of building frontages and ground floor uses that is recommended as development proceeds towards the mid-range planning horizon.

- Residential buildings are required to have grade related entrances. Relatively continuous street wall frontages with minimal interruptions for vehicular access are encouraged.

- Retail use are encouraged but not required for the majority of frontages. However, the ground floor for all buildings with the future potential for non-residential or live/work uses should be designed with sufficient floor to ceiling height to accommodate retail or other commercial uses.
3.1.6 Urban Space-Making

**Principle.** The buildings, woodlots, street trees and other elements of the Centre should be combined to shape and articulate a coherent sequence of public urban spaces.

**Background**

A coherent image for the public spaces of Scarborough Centre can be achieved incrementally, through the retention and reshaping of existing features and the careful design of additional new buildings and public realm works, as illustrated in the schematic diagram of the spatial structure (Figure 3.11).

The Key Building Blocks for giving a sense of containment and coherent shape to the public spaces are, the building street-walls, the blocks of dense woodlots and other mass plantings, and the lines of repetitively spaced street trees. These elements can be orchestrated to visually enclose, frame and articulate public spaces as well as open-up key views of the principal object building – the Civic Centre – and its landscaped surround.

The Buildings that will be added to the Centre have a very important urban design job to do. They should be considered from the outside in, recognizing their responsibility for framing, supporting and animating the public realm and contributing to the spatial legibility of their urban setting. All new building development in the Centre should have substantial street-walls that are high enough to give a strong spatial edge to the streets or squares but no higher than the distance between facing buildings. New buildings should generally be “fabric” buildings, deferring to the iconic Civic Centre.

The Woodlots are significant distinguishing elements of Scarborough Centre and an important natural resource. They also act spatially as partly transparent but solid, city blocks—defining the spatial edges of streets and public spaces, especially Borough Drive and its Approaches, Ellesmere Road and the mid-block pathways. Mid-rise buildings or podiums bordering or opposite the woodlots should be no higher than the mature woodlot trees.
Large, regularly spaced, street trees are important building blocks in giving shape and form to streets. They can moderate irregularities of scale, provide canopies that adapt to the seasons and give a strong sense of continuity and connectedness. Specific recommendations for street-tree planting in the various areas of the Centre are presented below and the Tree Planting Solutions study.

The Figure/Ground Plan (Figure 3.9) illustrates the footprints of buildings, existing and proposed, that give form to the in-between spaces. Major vegetation, also represented as a figure/ground plan (Figure 3.10), illustrates the pattern of the woodlots, new plantings and street trees that articulate and frame the in-between public spaces.

**Guidelines and Standards**

- Each new building or public realm addition should be assessed on the basis of its contribution to reshaping the overall spatial structure of the Centre.
- Building street-walls should be designed to recognize their responsibility for framing, supporting and animating the public realm and contributing to the legibility of their urban setting.
- The street and path edges of the woodlots should be managed not only on the basis of ecological sustainability but also in terms of their spatial and experiential qualities.
- Street tree plantings should be designed to reinforce and articulate the spatial patterns of the Centre.
Figure 3-11 / Proposed principal outdoor spaces: mid-range
3.1.7 Sustainability

Principle. The public realm for Scarborough Centre should contribute to a sustainable and healthy environment that optimizes active transportation, the re-use of existing materials, manages storm water, improves the urban forest canopy, reduces energy consumption and increases biodiversity.

Background

A sustainable public realm approach is part of the long-term viability of Scarborough Centre. In the long term, issues such as water quality, energy conservation and use of sustainable materials cannot be ignored. The current street network and extensive surface parking areas are entirely served by conventional storm water drainage systems that are neither efficient nor sustainable. It is important that this Public Space Plan provide a direction that is more ecologically responsible and helps to establish a popular culture of creating sustainable urban public spaces through educational demonstrations. The appropriate management of the woodlots presents an excellent early opportunity to demonstrate such a commitment to sustainable practices and could connect with TDSB teaching programmes.

Guidelines and Standards

- Support alternative modes of transportation such as transit, cycling, and walking.
- Concentrate land uses, new development, activities and functions to encourage walking.
- Encourage a walkable Centre by making the pedestrian environment comfortable and safe.
- Connect complementary and seamless networks for pedestrians, cyclists, and transit.
• In planning new construction, balance overall life cycle cost of materials, maintenance and replacement with initial capital expenditures.

• Adopt Low Impact Development (LID) standards for streets and surface parking lots, such as bioswales, rain gardens, infiltration galleries, and cisterns.

• Use natural resources in a practical and discrete manner and use locally produced materials where possible.

• Reuse and maintain as much of the existing streetscape as possible, such as the curbs and below grade infrastructure.

• Apply the standards for planting and management of street trees in hard surface boulevards as adopted by the City of Toronto Tree Planting Solutions project (2011).

• Manage and expand the woodlots to ensure suitable ecological health and function.

• Protect and reuse the best existing soils throughout the Civic Precinct, typically located at the top of slope and higher elevations associated with the woodlots, Civic Common, the Civic Green and east of the new library site.

• Encourage planting of native species especially in proximity to the woodlots, to minimize irrigation water use and to discourage invasive or aggressive competition.

• All new lighting should be energy efficient and ‘night sky’ compliant, with the opportunity to adapt to LED fixtures once the technology has advanced sufficiently and is accepted by the City of Toronto and Toronto Hydro.

• All new projects should comply with the most recent City of Toronto Green Initiatives, such as the Green Building Standards and Greening Surface Parking Lots.
3.2 BUILT FORM

3.2.1 Street Wall Buildings

**Principle.** Mid-rise or podium buildings should be a large part of all new development, lining the streets and other public spaces to give pedestrian scale, shape and a sense of enclosure to the public realm.

**Background**

Most of the early buildings or building complexes in Scarborough Centre were designed as autonomous “object” buildings, set in a open suburban landscape that was scaled to vehicular movements.

Intensification and urbanization requires a different site planning and architectural response. The scale should be that of the pedestrian. The architectural emphasis should shift from individual buildings in space to buildings which collectively define space.

Good urban streets and squares require buildings along their edges of sufficient height and continuity so as to provide a sense of enclosure but not so tall as to over-power or over-shadow them. Mid-rise buildings and the bases or podiums of taller buildings should be the prominent buildings along the Centre’s streets and public spaces.

The ground floor uses and activities inside the buildings should be related to the activities of the streets and be directly accessible, visually and physically from the street wherever possible.

**Guidelines and Standards**

- New private development should include mid-rise buildings or podiums with continuous street-walls on public space frontages.

- The street-wall buildings should generally be a minimum of 3 storeys and a maximum height of 6 storeys.

- Upper floor should be stepped backs 2.5 metres minimum at the 5th or 6th floor levels.
• A minimum ground floor height of 4.5 metres should be provided where flexibility for grade-related non-residential and live/work uses are proposed or are anticipated in the long term.

• All new development should have grade related entrances accessible from frontage street(s).

• Ground floor residential units are encouraged to have individual grade-related entrances from a street.

• Building setbacks should be consistent for each development block on each street to ensure generous, continuous pedestrian and landscape boulevards (3-metre is the recommended typical “build-to” set-back requirement)
3.2.2 Tall Buildings

Principle. Tall buildings should be located to minimize their visual and micro-climatic impact on the public realm. Building heights should generally step away from the Civic Centre building to reinforce its symbolic importance.

Background

In recent years, tall buildings, predominantly in the form of point towers, have become the preferred form of buildings for high density residential condominium development. Controversy has surrounded this trend, particularly in already built-up urban areas where the form and potential impact of redevelopment are central concerns.

The redevelopment and intensification of Scarborough Centre will include further tall buildings. In the Civic Precinct, they should be designed as point towers, fully integrated with low or mid-rise base buildings. The low/mid-rise buildings should be the dominant built-form from the perspective of the ground-level environment of the pedestrian.

Guidelines and Standards

- Tall buildings should be set back from the frontage to maintain the street wall.

- Tall buildings should be designed to minimize shadow cast on the public outdoor spaces and woodlots.

- In the redevelopment blocks to the east and west of the Civic Centre Building, locate tall buildings as far away as possible so as not to impede the Centre’s silhouette as viewed from the key public spaces in the Civic Precinct.

- All tall buildings should adhere to the Design Criteria for the “Review of Tall Building Proposals” (2006) and the relevant “Regulations for Tall Building Design” in “Tall Buildings – Inviting Change in Downtown Toronto” (April 2010).
3.3 THE PUBLIC REALM FRAMEWORK

3.3.1 Arterial Corridors

**Principle.** The arterial streets should be designed as generously landscaped avenues that balance the accommodation, safety and amenity for the various corridor users.

**Background**

It is recommended that the Secondary Plan policy of developing a main street character particularly on McCowan Road be replaced with a directive for a predominantly green, landscape street character that is more compatible with the multi-modal transportation characteristics of the arterial streets. Such a shift in emphasis will also be supportive of grade-related “main street” retail and other commercial uses and activities on other pedestrian-scaled main streets and local streets inside the precincts. The requirement for building frontages and principal facades on these arterials would still be applicable.

The recommended design approach for the three arterial roads that bound the study area is to reinforce their character as “landscaped avenues” or “parkways” and acknowledge their primary role as multi-modal transportation corridors accommodating all types of vehicular traffic, bus transit, cyclists and pedestrians while remaining the principal address streets for residential and commercial office developments.

The massive cost of “normalizing” McCowan Road seems unwarranted even in the long term. To undertake such a large project would require a sound business case. However, in the unlikely event that at-grade intersections at Progress Avenue and Corporate Drive prove to be feasible in the future, redevelopment of the McCowan Road frontage, site access and streetscape design should be revisited. To match the current realities we recommend that grade-related frontages on McCowan be concentrated close to the McCowan SRT Station and Town Centre Court intersection.
Guidelines and Standards

• Promote the most efficient roadway possible with the fewest number of travel and turning lanes for vehicular traffic.

• Provide signalized intersections and crosswalks on Brimley Road and Ellesmere Road to establish clear indication of pedestrian priorities, and apply the highest possible City standards to the pedestrian crosswalks at all signalized intersections.

• Off-street cycling lanes should be provided on Brimley, McCowan and Ellesmere connecting with the precincts’ mainstreets. In areas where these cannot be implemented within the existing ROW, a combination of on and off-street cycle lanes should be implemented until the complete widening of the ROW can be achieved through redevelopment.

• Sidewalks should be a minimum of 2.0m, and separated from the roadway curb, in support of pedestrian safety and convenience.

• Buildings should have a setback (3.5m minimum) from the public right of-way (or its equivalent) to achieve a broad pedestrian boulevard and landscape zone. The minimum preferred typical dimension from curb to building face is 7.5 metres.

• Street trees should generally be planted away from the face of curb, 7.0 m to 10.0 m on-centre, in either a soft planting zone or in paved sidewalk, to achieve an appropriate volume of suitable non-compacted soil.

• Coordinate and consolidate underground utilities to ensure operational and maintenance efficiency and the protection of undisturbed areas for municipal tree planting.
3.3.2 The Main Streets: Borough Drive and Progress Avenue

**Principle.** Progress Avenue and Borough Drive should be designed as the main streets of the Centre and the principal address of major institutional, commercial and civic uses.

**Background**

The present Centre has many of the ingredients of a vital central place but lacks a clear sense of spatial order or hierarchy or orientation. To address this situation, a repositioning of Borough Drive and Progress Avenue is proposed—as the principal pedestrian “main streets” and the lines of reference for the centre.

Transformation of the existing streets to “main streets” requires a bold shift in emphasis towards a more pedestrian-friendly and cycle-friendly public realm as well as the redevelopment of frontage sites to grade-related, supportive uses.

The southern portion of Borough Drive already acts as the formal address of the Civic Centre and the civic green spaces as well as the woodlots and a handful of residential buildings. This role will be strengthened by a new forecourt to the Library, an at-grade entrance to Civic Centre and early phases of streetscape improvements. Private developments, fronting on Borough Drive, to the west and east of the Civic Centre, as well as public park improvements connecting to Ellesmere and significant upgrading of the pedestrian realm will further reinforce this part of Borough Drive as the principal, focal main street of the Civic Precinct.

Later phases of retail, commercial and residential frontage development northward, including street realignment and streetscape improvements of Borough Drive (west and east) will extend the main street and forge stronger, more legible links between the Civic and Commercial Precincts.

In the long term, Progress Avenue should become the primary focus for new pedestrian street-related development in the Commercial Precinct, potentially as part of a mixed-use intensification of the commercial lands. In the short to mid-term, the main street qualities of Progress Avenue will be advanced by further low-rise retail frontage development, major improvements to the pedestrian boulevards including street-tree plantings and controlled crosswalks at predictable intervals.
Guidelines and Standards

- The main streets should have a consistent and minimum public right-of-way of 26 metres.

- Leave existing curbs in current locations to minimize reconstruction and relocation of below grade infrastructure and utilities.

- Introduce dedicated bike facilities along the length of Borough Drive and add sharrow markings to Progress Avenue. In the mid-term, the City should investigate how to extend the cycling network into the Brimley and McCowan Precincts.

- Continuous 2.0 (min) to 3.0 metre sidewalks at the curb, expanded to include setback areas on important civic or non-residential frontages, to achieve 9.0-metre total paved boulevards.

- Provide continuous tree planting both sides of street with all trees planted 7.5 m to 10.0 m on-centre with appropriate non-compacted soil volume.

- Introduce New Scarborough Centre design features

- The highest City standards should apply to all pedestrian crosswalks.

Borough Drive

- Provide one travel lane in each direction with curbside parking and loading lanes on each side of street.

- Remove dedicated left-turn lanes where they are not required (Town Centre Court, the Approaches, Omni Drive)

- Setback new development to achieve a minimum 6-metre boulevard.

- Develop a consistent 3-metre wide central planted median, with sufficient soil composition and target volume to grow large trees.

Progress Avenue

- Add continuous pedestrian sidewalk on both sides of street.

- Provide minimum building setbacks of 5.0 metres from right-of-way.

- All trees will be on private property due to constrained right-of-way.

- Consider off-peak curbside parking lanes in the long-term with redevelopment of the Commercial Precinct.
3.0m sidewalk
3.5m median
3.0m sidewalk
8.0m pavement
8.0m pavement
3.0m sidewalk

minimum 26.0m right of way

Borough Drive: Typical Section

existing residential frontage

minimum 26.0m right of way

progress Avenue: Typical Section
3.3.3 The Local Streets and Lanes

Principle. Local streets and lanes should be designed as key public spaces and should help form a fine-grained, continuous, neighbourhood scale network that is connected with the main streets, arterial corridors, and streets in the adjacent precinct and residential areas.

Background

The success of the pedestrian network will rely on the inclusion of more intimate and lower speed streets and lanes that divide the larger blocks, provide increased frontage for development and open space, and the setting for neighbourhood activities. In the Civic Precinct, local streets and lanes will increase the porosity of development sites and help to direct those on foot towards the Civic Centre public spaces. In the Commercial Precinct, local streets and lanes will likely evolve from the driveways and pedestrian links through the Town Centre shopping mall parking lots and garages, when redeveloped.

Guidelines and Standards

Local Streets

- Local streets should have consistent public rights-of-way of 20 metres.

- Roadways should accommodate one lane of vehicular traffic in each direction and parking on both sides of street, with an 11.5-metre curb-to-curb dimension

- The travel lanes will be designed to accommodate cyclists with or without formal facilities.

- Boulevards: 4.25 metres plus 3.0-metre building setbacks for either paved boulevards with commercial at grade, or landscape frontages with residential at grade.
• Street-trees should generally be planted adjacent to the curb in a paved sidewalk with access to an appropriate volume of suitable non-compacted soil.

• Coordinate and consolidate underground utilities to ensure operational and maintenance efficiency and the protection of undisturbed areas for municipal tree planting.

• The highest possible City standards for pedestrian crosswalks at all intersections should apply.

• Introduce Scarborough Centre-specific lighting and paving details.

*Lanes*

• Includes existing and new rear service lanes or through-block pedestrian lanes.

• The lanes should have a typical right of way of 5 to 6 metres, in either public or private ownership yet publicly accessible.

• The lanes should be designed to accommodate pedestrians with details such as flush curb and gutters and special pavements.

• Introduce Scarborough Centre-specific lighting and paving details.
3.3.4 Walkways

**Principle.** Walkways should be designed to provide safe, legible and accessible pedestrian routes through public spaces and connect to the larger street network.

**Background**

Walkways are pedestrian-only routes that make connections beyond the Arterials, Main Streets, Local Streets and Lanes. They should provide a finer grain of access through the Centre, across parking lots and garages in the Commercial Precinct, through the woodlots, parks, urban squares and open spaces in the Civic Precinct.

**Guidelines and Standards**

- The walkways should be safe, accessible, clear and legible.

- The materials and furnishings should relate to the public spaces and streets, and be consistent to assist with identity and wayfinding.

- The primary walking dimension should comfortably accommodate passing pedestrians and cyclists.

- All walkways should provide sufficient lighting levels to ensure safety and comfort.
3.3.5 Increased Accessibility to Albert Campbell Square

**Principle.** New streets and walkways should be designed to improve pedestrian connectivity and accessibility to Albert Campbell Square, the Centre’s primary urban public space.

**Background**

A limited number of new public streets, lanes and walkways are proposed for the Civic Precinct to increase the porosity of large urban blocks for both vehicles and pedestrians and to increase the numbers of visible and accessible links between the outer areas of the precinct and Albert Campbell Square. These links should be established as public rights-of-way to be implemented in the short and mid-term as part of the process of redevelopment of the existing blocks.

The introduction of a new east-west public street (south of the existing Bell Building) and the extension and improvement of Brian Harrison Way are key moves to increase the access and legibility of entry to Albert Campbell Square from the south and west. Similarly, on the east side of the Civic Centre, the introduction of the north-south Promenade and the connecting east-west lane and walkway, are very important to making the Square visible and accessible to pedestrians from the south and east.

Earlier plans for the Civic Precinct provided for vehicular access across the Square. Now, this is not achievable without the re-negotiation of agreements and land exchanges that are not likely to be initiated in the short term. This places greater emphasis on ensuring a highly porous place for pedestrians in the short term, and protecting long range possibilities for vehicular access to the Square in all future plans for the Civic Centre.

**Guidelines and Standards**

- Design new streets and walkways within the Civic Precinct as public rights-of-way to facilitate pedestrian movement and from Albert Campbell Square.

- New streets and walkways should be fully accessible and include wayfinding elements such as common architectural features, vertical elements, materials and furnishings, and signs for information and direction.
3.3.6 Bridging the Transit Divide

Principle. A series of new public routes—streets, bridges, and walkways—should be created across the Triton Road transit corridor and beneath the TTC elevated transit tracks to increase pedestrian movement and accessibility between the Civic and Commercial Precincts.

Background

Opportunities no longer exist for new north-south public streets between the precincts without major reconstruction of existing structures. However, the re-alignment of Borough Drive as it passes between the two precincts at both the east and west side can be achieved as redevelopment occurs, in order to establish more direct and legible north-south public routes. The realignments, coupled with consistent streetscape treatments, are critically important to diffusing the barrier, since Borough Drive is the only public street that crosses the divide.

Elsewhere, crossings of the divide are limited to pedestrian bridges linking the Civic Precinct with the TTC station and Scarborough Town Centre mall. The indoor shopping “streets” of the Mall, while they may not all be open 24/7 for public use, should be considered be an integral part of the overall pedestrian network and should be linked, as seamlessly as possible, with other pedestrian and vehicular circulation.

The central bridge (the Galleria) and an under-developed path on the north-west corner of the YMCA provide the only other pedestrian north-south routes. These will be supplemented by a new bridge connecting the Civic Precinct and the west end of the TTC station, now under construction. Other pedestrian crossings are illustrated as long-term possibilities for which easements or reserves should be protected in advance of any redevelopment.
Guidelines and Standards

- Implement the Main Street (Borough Drive) streetscape recommendations from this plan to extend the pedestrian network and better connect the Civic and Commercial Precincts.

- Improve the existing north-south pedestrian route northwest of the YMCA to facilitate safe, comfortable and accessible movement between the Civic and Commercial Precincts.

- Encourage the Federal Building and the Scarborough Town Centre mall to investigate the long-term opportunity for a pedestrian bridge across Triton Road and beneath the TTC elevated track.

- Encourage the Scarborough Town Centre mall to investigate the mid-term or long-term opportunity for a pedestrian bridge to the TTC station from the north, to complement the bridge from the south.
3.3.7 Extending the Mall Outdoors

**Principle.** Create new outdoor pedestrian walkways and public spaces associated with the entrances of the Scarborough Town Centre shopping mall to extend the interior pedestrian network and contribute to the greater exterior public space system.

**Background**

The Scarborough Town Centre shopping mall does not currently have a high quality outdoor pedestrian network or any outdoor public spaces. Given its prominent position in Scarborough as a community gathering place and transit hub, creating new walkways, squares and plazas would provide additional opportunities for movement throughout the Commercial Precinct and exterior programming such as markets, performances, and seasonal functions. Perimeter public spaces associated with the existing entrances and future redevelopment on the west side of the mall would contribute to the proposed principal mid-range public space network as well as provide a focus for the Scarborough Town Centre public realm improvements project.

**Guidelines and Standards**

- Provide for improved pedestrian routes with a high level of safety and amenity throughout the Commercial Precinct and connect to the other Precincts in Scarborough Centre.

- Introduce a generous hard surface square at the Scarborough Town Centre main east entrance, designed to accommodate customer parking and occasional closure for use as a community gathering place.

- Provide for two modest plaza spaces at the north-east and north-west entrances.

- Protect for a generously scaled square at the Scarborough Town Centre main west entrance as part of any redevelopment that may occur.

- Encourage discussion with the Town Centre managers for the development of neighbourhood amenities to support the growing local population.
3.3.8 Public Parks and Urban Squares

Principle. The public spaces of Scarborough Centre should be high quality environments that support a wide variety of roles, allow for a variety of pedestrian uses, and are distinct yet visually connected through the consistent use of contemporary materials and details.

Background

The Centre’s public space network has remained relatively static for many years. Albert Campbell Square—constructed at the same time as the Civic Centre Building and Town Centre Mall—has been the primary urban space. The woodlots—remnant patches from the previous agricultural land use in Scarborough—are the only natural areas in the Centre. The Civic Common is the only defined green open space. All of the other open spaces are without definition and serve more as the landscape associated with buildings rather than as spaces in their own right. New public spaces should have individual identities but contribute to the whole. Green spaces should help reinforce the natural character of the Civic Precinct.

Guidelines and Standards

• Create a network and range of public spaces that are unique in their own right but related through the use of high-quality materials.

• Develop logical and legible routes through the public spaces to facilitate pedestrian movement.

• Design parks and urban squares to accommodate a wide range of uses and activities, cultures, demographics, ages and abilities.

• Provide programming to maintain interest and activity year round.

• For the green spaces, adopt a more naturalistic planting.

• Introduce Scarborough Centre details, furnishings and custom elements.
3.3.9 Woodlots

Principle. The woodlots in Scarborough Centre are a unique and important ecological resource and should be protected, expanded, properly enhanced, and managed where appropriate.

Background

The woodlots are highly valued by the community and a rather unique feature for an urban Centre. They contribute a green character to the Civic Precinct and provide definition to the street wall similar to buildings. The Secondary Plan and the Civic Precinct Implementation Plan recommend that the woodlots be better managed and perhaps expanded. A review of the 1989 Woodlot Management Plan and site inventory suggests that the woodlots, without implementing any of the previous recommendations, are in fairly good shape.

Guidelines and Standards

• Protect the woodlots in the best condition and restrict access to maintain ecological integrity.

• Expand the woodlots where they are constrained and improve their ecological quality.

• Improve the formal pathways and provide safe and appropriate pedestrian scale lighting, designed to minimize light intrusion into the woodlot tree canopy.

• Close informal footpaths and re-vegetate and where necessary.
3.4 IDENTITY OF THIS PLACE

3.4.1 The Civic Centerpiece

**Principle.** The Scarborough Civic Centre is a Heritage Designated Property and any changes to its landscape setting should preserve the integrity of this symbolically important local landmark as well as respect the known design intentions of the Architect of the Civic Centre with regard to building expansion.

**Background**

The Civic Centre is Scarborough Centre’s signature building and one of the city’s most notable works of Modern Architecture. It is a sculpted “pavilion” building surrounded by open landscapes. Its visual importance is heightened by its siting when seen from the south and west, and at the apex of an urban square when seen from the north and east.

The heritage designation reports (Short and Long Statements of Reasons for Designation, prepared by the City’s Culture Division, October, 2001) provide some general assistance for design judgments regarding potential redevelopment of the public spaces in the area of the Civic Centre.

Further, the architects of the proposed Scarborough Centre Branch Library: (Levitt Goodman/Phillip H. Carter Architects in Joint Venture) have prepared a Heritage Impact Statement (Draft 23 November 2011) which includes an excellent analysis of the history of development of the Civic Centre, the reasons for designation and a review of the Civic Centre’s Architect, Raymond Moriyama’s design intentions for civic building’s landscape and its potential expansion. Key extracts from the HIS document are included in Appendix.

The Landscape: The Reasons for Designation reports provide indicators of the importance placed on the building’s setting and the original design intent for the landscape. The reports refer to “aluminum siding with a special coating designed to reflect the natural surroundings” and “the
public areas with landscape features that surround and are part of the civic centre complex are also included in the Reasons for Designation.” The long statement, section 3.3 Architectural Character: Design and Construction, refers to the spatial connections with Albert Campbell Square: “The penetrability of the complex is assisted by the placement of a reflecting pool and sculptural series on the ground floor of the atrium, features that are continued in the landscaping that surrounds the exterior and the public meeting space at the north end.”

A further reference to the building’s setting (in 4.2 Contextual Significance) indicates the importance of long views of the Civic Centre: “With its highly visible design and cladding, the Scarborough Civic Centre is the focal point of the Town Centre complex.”

The simplicity of the green landscape that wraps the west, south and south-east sides of the building are reinforced in the HIS report quoting an interview with Raymond Moriyama in 1968. He states that the landscape approach was “to touch the least” and “enhance what is already there” . The building was constructed without the loss of a single tree.

Guidelines

• New buildings or additions on sites close to the perimeter of the Civic Centre, should be designed as extensions of the landscape setting and as part of a supporting landscape “base” for the primary iconic building.

• New buildings should be low profile and merge with the landscape. They should have clear urban, architectural faces to the street frontages. Simple, planar green roofs should be encouraged.

• The natural or picturesque landscapes south of the Civic Centre, extending from Ellesmere Road, should enhance and open-up views to the Civic Centre and carefully consider the sequential views on the approaches along Borough Drive and from the intersections on Ellesmere Road.
3.4.1 Materials and Furnishings

**Principle.** Employ a common palette of materials and furnishings in the public realm to contribute to the identity and place making of the Centre.

**Background**

The ground plane of the streets and public spaces through Scarborough Centre should aid with navigation through paving materials, patterns, and level of finish. A consistent theme or variation of a theme would create an identifiable image of the place, similar to the current decorative paving band detail used extensively throughout the City or the more recent maple leaf mosaic on the Central Waterfront and East Bayfront.

Street lights, pedestrian level lights in public spaces, and furnishings are visible vertical elements that should contribute to the character and identity of the Centre. A contemporary, elegant and playful style is most appropriate given the Civic Centre Building and the surrounding built form context, with a clean and refined aesthetic.

**Guidelines and Standards**

- Paving materials and details used throughout the Centre’s public spaces should be of high quality and of a related design theme or character unique to Scarborough.

- Establish a coordinated street furniture programme. The furnishings—benches, waste receptacles, bollards, shelters, etc., should reflect the contemporary character of the Centre and relate to the family of paving materials and patterns and lighting.

- Upgrade lighting with contemporary luminaires to all pedestrian routes for safety and to extend the use of public spaces and further reinforce the contemporary nature of the Centre.

- Lighting should be energy efficient, and be able to accommodate LED luminaries when the technology advances to an acceptable level for the City.
3.4.2 Public Art

Principle. Public art should contribute to the overall cultural vitality of Scarborough Centre, be complementary to specific qualities of sites and help to articulate the sequence of public spaces.

Background

Scarborough Centre already has a collection of public art. The Hand of God in the Civic Common is the likely best known and most loved installation.

Opportunities to add new, large scale public art should be explored. Current pieces could be positioned more strategically to demarcate entrances and assist wayfinding through the Civic Precinct, with perhaps a few located in the woodlots and along trails to extend the collection through the entire Centre. Public art should provide a focus for new public spaces created as a result of this plan.

Guidelines and Standards

• Earlier suggestions to incorporate a sculpture garden within the Civic Common (Hand of God Park) and along woodlot pathways are endorsed.

• Encourage public art in prominent locations throughout the two Precincts.

• Encourage public art to be integrated with its site, and avoid ‘plop’ art.

• Public art should be included with all types of development including retail, office, and industrial as well as residential and institutional.
3.4.3 Wayfinding

**Principle.** The form and articulation of the public spaces in Scarborough Centre should be the primary means of wayfinding supported by a signage system.

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**Background**

Scarborough Centre is a confusing place through which to navigate whether in a car, on a bike or on foot. Without the benefit of a regular street pattern, the Civic Precinct is quite similar to a campus with its internal pedestrian circulation network. The spatial design, materials and furnishings used for the streets, public spaces and internal routes through the Civic Centre Building and the Town Centre Shopping Mall should contribute to the Centre’s identity and aid in direction. A well-designed comprehensive wayfinding sign system would assist visitors to the Precinct, make them more comfortable, and add another layer of richness to the public realm.

**Guidelines and Standards**

- Provide physical landmarks at strategic locations to direct individuals towards their destination or to points of decision, and help them to develop a coherent mental map of this territory.

- Develop a wayfinding sign system for Scarborough Centre, and coordinate with current efforts by the City of Toronto Public Realm Section, Transportation Division for a city-wide wayfinding strategy.

- Coordinate with the Town Centre Mall for both their interior and exterior routes and spaces as part of their Public Realm Improvements.

- The design and detailing of public spaces and streets should incorporate the principles of Universally Accessible Design and Crime Prevention Through Environmental Design (CPTED) to accommodate the widest range of users in a safe and comfortable manner.
A Demonstration Plan illustrates one way in which the Scarborough Centre Public Space Plan could be implemented in the mid-range time frame. The Public Space Plan does not require landowners to develop their lands precisely as illustrated in the Demonstration Plan but it does provide guidance for the coordinated development of the public realm. The purpose of the Demonstration Plan is to:

- Demonstrate how the Centre could be developed over time.
- Illustrate how the principles, guidelines, and standards can be achieved.
- Provide a means for establishing and monitoring implementation progress.

Much of the anticipated early new development, particularly residential, is likely to be concentrated in the Civic Precinct. This is also the area of high priority for developing and upgrading the public realm. The new library, currently in design, is an important addition to the public facilities in the Centre and has the potential to act as a catalyst for further public improvements. Other projects, such as the revitalization of Albert Campbell Square and the development of Albert Campbell Park, will provide contemporary gathering places for existing and new residents. The second bridge (currently under construction) to the SRT Station and new and improved streets and walkways throughout the Civic Precinct will facilitate greater pedestrian movement and use of these spaces.

In the Commercial Precinct, the mid-range focus is to develop a network of comfortable pedestrian routes through a retail environment. New development will primarily be commercial, but the framework should be established now to allow for future mixed-use intensification projects as part of a pedestrian-oriented urban place.

Scarborough Centre is in a serious public realm catch-up position. Many capital development and improvement projects are needed, as well as repairs and replacement of aging amenities. These are needed to bring the Centre's public spaces back to an exemplary level of quality and care, as well as keep pace with growth and building intensification.

Many of the identified projects are stand-alone public works that must be funded from public-sector sources. Other public realm projects should be directly linked to public and private sector undertakings, as necessary, and be integral components of good urban development. The projects below make note of these funding expectations.
SCARBOROUGH CENTRE PUBLIC REALM AND STREETSCAPE DEMONSTRATION PLAN
KEY COMPONENTS OF THE DEMONSTRATION PLAN

EXISTING CONDITION
In this auto-dominated territory, many of the current buildings sit within the space of their individual sites and contribute little to the pedestrian realm.

BUILDINGS THAT DEFINE SPACE
Every building should help to meaningfully shape the pedestrian realm. New buildings should relate to their primary address streets with grade related uses. Parking and services should be accessed off a secondary street or rear lane. This in turn will promote and support a more cohesive and legible sequence of public spaces.

PLACEMENT OF TALL BUILDINGS
Although not the focus nor responsibility of this planning effort, tall buildings will contribute to the overall image of the Centre. They should be located in a suitable manner to minimize shadows on the public realm and reduce visual impact on the silhouette of the Civic Centre building.
4.1 ARTERIAL CORRIDORS

The Demonstration Plan illustrates the Arterials as well-planted avenues with green landscape frontages. The Arterials, as the highest order streets in the Centre, are designed for the greatest flow of vehicular traffic. The boulevards are designed to safely accommodate both pedestrian and cyclists beneath a canopy of large street trees, and provide an appropriately elegant frontage for new development. Although the recommendations in this report suggest the potential character for McCowan Road and Brimely Road, but they are both subject to future Precinct Plans by the City and will receive final direction through those efforts.

Ellesmere Road

- Normalize intersections at Borough Approaches.
- Introduce new signalized intersection at Saratoga Drive with full pedestrian crossings.
- Infill and replant landscape centre median with appropriate canopy trees, understory and groundcovers.
- Underground utilities on south side, plant street trees between curb and sidewalk
- Improve and formalize interface with residential rear yards.
- Relocate transit stops closer to intersections to reduce informal pedestrian routes through woodlots.

McCowan Road

- We recommend a landscape character frontage. Plantings should be of naturalistic rather than formal arrangement. Few development sites—current or future—have a strong frontage relationship with McCowan Road, with their principal address and entrance from the local streets.
- Set buildings back to allow for future redevelopment and pedestrian orientation of corridor. The McCowan Precinct Plan will provide further direction to the specific public realm and built form guidelines for this corridor.
- Remove northbound free right turn lane at Progress Avenue. Reduce pedestrian crossing distance south of the Progress Avenue intersection.
Brimley Road

- Recommended building setback to accommodate a 7.5 m minimum boulevard, off-road cycling lane, wider sidewalks (2.0m minimum) and street-tree planting.

- Provide generous, planted frontage setbacks to establish a green, landscape dominant streetscape.

- Removal of right free-turn lanes (south of Progress intersection) to increase pedestrian boulevards width and improve pedestrian crosswalks.

- Provision of separated cycle lanes or off-street cycle path in each direction, 2.0 metre minimum width.

- Regularly spaced street-trees located between sidewalk and building face.

- Relocation of overhead utilities, to common trenches to minimize overhead visual obstruction and enhance visual quality of the street.

- Implement improvements for the 401 and Brimley Road interchange as recommended through the Municipal Class Environmental Assessment process.

Brimley Road: Typical Section
Illustrating west side of corridor with a separate pedestrian sidewalk, off-street cycling lane, and a building setback to obtain a minimum 7.5 metre boulevard.
4.2 THE MAIN STREETS

The demonstration plan illustrates the proposed early and mid-range re-shaping of Borough Drive and Progress Avenue to become Scarborough Centre’s ‘Main Street’. In the mid-term future it is expected that public realm improvements and the frontage development will be completed for the entire length of Borough Drive.

The complete transformation of Progress Avenue is expected to be long-term but in the shorter range, streetscape improvements should include continuous sidewalks and crosswalks integrated with the broader network of pedestrian routes, extensive street-tree planting and some continuity of retail/commercial frontage development on the north side.

High density urbanisation of the commercial lands adjoining Progress main street is not included in the Secondary Plan but should be anticipated as a possible long-term future. High density mixed-use redevelopment is intended, in the Secondary Plan, for the Brimley corridor. The realignment of Borough Drive West and grade related redevelopment of frontage sites offers the potential for substantial mid-range expansion of main street into the Commercial Precinct.

Borough Drive

- With existing development, include a single row of trees and minimum 3.0-metre sidewalks (including tree planting) on both sides of street.

- With new development, provide a suitable building setback to achieve a 6-metre boulevard with a hard paved surface for non-residential uses at grade.

- On the north side of Borough Drive between Brian Harrison Way and Town Centre Court, the building setback is increased to achieve a 9-metre boulevard with a staggered double row of street trees.

- For the segment between the Civic Green and Civic Common, include a hard paved central median without street trees to maintain open view towards the Civic Centre building.
4. DEMONSTRATION PLAN

Borough Drive: With Existing Development

Borough Drive: With New Development, between Brian Harrison Way and Town Centre Court.

Borough Drive: Central
Progress Avenue

- Add new signalized intersection with appropriate pedestrian crossings between Corporate Drive and 401 off-ramp.

- Reconfigure/re-mark controlled pedestrian crosswalks between Brimley and McCowan Roads.

- With new building and parking development, provide a 5.0-metre setback/planting zone with a single line of street trees.

- Introduce on the south side of Progress Avenue a staggered double row of street trees where possible. Provide additional structure to support appropriate soil volumes where required to accommodate the complete double row of trees, specifically in the vicinity of slope between Progress Avenue and the lower level of the parking structures.
4.3 THE LOCAL STREETS AND WALKWAYS

Commercial Precinct
- Introduce a network of small scale local streets south of Progress Avenue and through the Main Street West redevelopment area to facilitate pedestrian movement.
- Provide a mid-block walkway from Borough Drive west to Brimley Road through the western redevelopment block.

Bell /TDSB Parking Lot Redevelopment Sites
- Introduce a new-east west street at the northern edge of the Bell/TDSB Parking lot redevelopment site to connect Borough Drive West to Brian Harrison Way.
Borough Approaches: East and West

- Incorporate improvements associated with Ellesmere intersection modifications.
- Maintain current curb locations.
- Widen central median to 3.0 m, similar to Borough Drive detail.
- Roadway: 1 travel lane in each direction, dedicated bike lanes, and left turn lane at intersections. 6.25m each side of median.
- Sidewalks at 2.0m each side.
- Plant median with low-growing ornamental grasses, shrubs, and/or perennials to maintain views towards the Civic Centre. This will not require special below grade soil details.
- Re-plant/re-naturalize the banks of the roadway adjoining woodlots.
Brian Harrison Way

- Widen, realign and straighten road within right-of-way.

- Plan for a 6.0-metre landscape setback on the east side to accommodate a future pedestrian promenade to Albert Campbell Square, following replacement of TDSB surface parking.

- Interim condition: single row of street trees on both sides. Long-term condition: double staggered row of trees on east side in conjunction with pedestrian promenade widening.

Town Centre Court/Triton Road

- Maintain current curb locations.

- Provide full-time curbside parking lanes on both sides where possible.

Other Street Segments

- Corporate Drive. The Corporate Drive streetscape character is subject to the McCowan Precinct Plan currently underway.

- Borough Drive (east) extension. Provide Streetscape improvements to link the proposed ‘Market Square’ courtyard with the east and west sides of the YMCA. These improvements are subject to the Town Centre mall public realm plan currently underway.
4.4 CIVIC AREA

The Civic Area is the central focus for Scarborough Centre with major institutional uses and the most significant urban public spaces. Serving as a catalyst, the new Library will help to improve the southern public face of the Civic Centre building and relate to new parks and streetscape that will connect the two sides of Borough Drive. Albert Campbell Square is the primary urban gathering place in Scarborough and should receive a much needed upgrade to materials, finishes, and programming. Other projects will further improve the Square and provide better connections throughout the Precinct.
Public Spaces Associated with New Library

- The Library will have a low profile with a green roof to visually extend the landscape base of the Civic Centre. Projects associated with Library construction are: a fully accessible pedestrian link connecting the Borough Drive sidewalk with the Civic Centre atrium; an accessible connection from the link to the mid-level outdoor terrace and Albert Campbell Square through a redesigned breezeway; and an enlarged Borough Drive boulevard with double row of trees and special paving.

- Bi-Centennial Drive to be closed and the western leg reconfigured. The emergency vehicle route will be relocated to the link from Borough Drive, as part of the Library forecourt.
• Civic Green. This new space will create a better relationship between the Civic Centre building and Borough Drive, the Civic Common and to the new Library’s west face. The Green will provide both a performance area and an exterior spill-out zone. It will be created by modifying the existing slope between the street and upper bank to create an amphitheatre-like profile more conducive to casual seating and large gatherings. The redevelopment of the Green is closely linked to (but not funded by) the Library development.

• Civic Common. The Common is a large open green space situated between a revitalized Borough Drive and Ellesmere Road. A modified topography will allow open views from Ellesmere to the Civic Centre and the new Library. Thinning and reorganization of the existing ornamental plantings will allow for the views to further expand. The Common should be coordinated with the Borough Drive improvements and the Civic Green.

• Woodlot. On the eastern edge of the Common is a designated woodlot. To achieve the design objectives of this plan, it is recommended that this particular woodlot have the invasives removed from the understory to provide greater visual porosity from Ellesmere Road to the Civic Centre and Library.

• The Link from Brian Harrison Way, the Civic Green and Library to Albert Campbell Square. This link on the perimeter of the Civic Centre is a further necessary improvement to facilitate better pedestrian movement to and from the Library and Brian Harrison Way. It will require the redesign of the current breezeway that connects the Civic Centre and the Public Health building with improved visibility and presence from the Square and the Galleria. It will also require the redesign of part of the TDSB parking lot.
Public Spaces Associated with Albert Campbell Square

- Albert Campbell Square Re-surfacing. The Square should be paved with high quality materials befitting a significant civic public space. This plan recommends a graphic ground plane to provide interest when overlooked from the Civic Centre and the many towers that surround the Square. The pattern should be omni-directional to best fit within the Square’s irregular boundaries.

- Albert Campbell Square Re-grading. The current Square includes numerous grade changes and steps between levels. Some of these detract from the Square’s overall composition and usefulness. Recommended changes include the reconfiguration of the eastern wall, planter and steps to provide a more appropriate transition from the Promenade.

In the event that a new future vehicular access is possible, the City should consider in greater detail how the north steps should be reconfigured to allow for a more generous right-of-way and alignment with Town Centre Court from Brian Harrison Way.
• The Fountain. Activate and animate the existing reflecting pool by introducing playful water fountains, attracting more children into this space and adding life to the Square. (It is understood that the pump infrastructure currently exists and would require relatively simple inspection and upgrades to be operational).

• The Steps. The current reflecting pool is below the grade of the main Square. We recommended that the existing treads be broadened to increase visibility and status of the pool within the Civic Precinct. The addition of the broader treads will require the removal of the existing trees that are in need of replacement.

• The Pavilion: A new pavilion will sit within the Square to animate and bring focus to this large space. The Pavilion would serve a similar purpose to those in Dundas Square or Sherbourne Park. The character and style of the Pavilion should be contemporary and respect the Civic Centre. Possible uses include skate rentals in winter, a food vendor, bike rentals, or information.

• The Stage: The current performance stage is the visual terminus for those approaching the Square from the Galleria. We recommend that a new contemporary canopy be added to complement the Civic Centre Building. The location of the Stage should be shifted east to become more equidistant between the new Promenade and the breezeway/upper link to the new Library, and create greater visibility for the link from the upper level of the Galleria.

• Albert Campbell Park: This Park—currently called the Albert Campbell Square extension—is located on City-owned lands that are above the private below-grade parking structure owned by the condominium to the south of the Park. Giving a name to the new Square extension will help
people identify with this new public space. Funding is available for early landscape development. The City should develop more detailed design guidelines and program, building on the recommendations from this plan. The Park should have coordinated materials, furniture and details with Albert Campbell Square. Within the Park will be two primary uses, one for quiet respite, and the other for play.

- The Birch Grove: Evoking the woodlots that characterize the southern portion of the Civic Precinct, this mass planting of elegant trees will present a strong and defining edge to the primary Square. It will also help to mitigate pedestrian-level winds and provide welcome shade in the summer months. As with Yorkville Park, other activities can take place beneath the canopy.

- Children’s Play Area: No formal children’s play area exists within the entire Centre, although numerous families and those who have visiting grandchildren have recently moved to the area. The play area will be between the Park and the Square, and help animate these spaces.

- The Promenade: A wide (approximately 6- to 9-metre) formal and accessible pedestrian route to connect Borough Drive with the Square is proposed. The Promenade will define the boundary of the Square and the Park, and provide a clear connection to the Galleria. It should be marked by supporting wayfinding elements, such as lighting, public art or directional signs. The Promenade should be coordinated with the redevelopment of the City-owned municipal parking deck site.
Other Projects

- SRT Station Bridge. This pedestrian bridge—to provide a new western entrance to the SRT Station—is currently under construction. The bridge will improve both north-south and east-west circulation. A connection to the Commercial Precinct is not included but the alignment should be protected to allow for further improvements when feasible.

- Galleria Improvements. The Galleria is a landmark structure within the Centre. It provides direction to a large number of transit customers, and is the primary southern entrance to the Town Centre mall. It’s use could be expanded by mitigating winds and harsh weather conditions.

A recent engineering feasibility study suggests the existing structure can accommodate a certain level of glazed enclosure. More detailed design guidelines for the Galleria—including materials and finishes that coordinate with the Civic Precinct—should be developed. The open volume could possibly accommodate a large scale public art installation and other gatherings, a restaurant or café, once the microclimate is moderated.

- Off-Leash Dog Park. With a large number of new residents to the ‘Centre’ come a large number of new dogs. A suitable central location for a designated off-leash dog run is within the Common, allowing for easy access by foot for the broader population from adjacent neighbourhoods. The ultimate location for this facility should be considered if and when a formal request is submitted to the City.
4.5 MAIN STREET WEST

West of the existing Town Centre mall, there is the potential to create an urban-scaled mixed-use redevelopment that connects the Brimley, Commercial, and Civic Precincts. This project could introduce residential and other land uses, grade-related retail and public open space. The central feature of this project is the extension of the Borough Drive streetscape improvements into the Commercial Precinct to continue the Main Street loop to Progress Avenue.

Projects

- Establish an urban streets and blocks pattern for the lands west of the Town Centre mall consistent with the principles of this Plan. The west district could be part of a longer-range extension of the Town Centre operations and intensification of the Commercial Precinct.

- Establish a public right-of-way and realign Borough Drive West from Triton Road to Progress Avenue. This will create a more attractive development block on the west side.

- Extend streetscape improvements along the west leg of Borough Drive to initiate an urban streets & blocks pattern and connect the Commercial and Civic Precinct.

- Provide a new east-west street and pedestrian connection between Brimley Road and the Town Centre mall.

- Introduce grade-related retail development to extend the Town Centre Mall operations to an outdoor pedestrian oriented environment.
4.6 COMMERCIAL SQUARES AND WALKWAYS

The Scarborough Town Centre Mall is a major shopping, food, services and entertainment destination most of which is accessed from the internal mall routes.

At the time of writing this report, Oxford has presented preliminary concepts for public realm improvements in the Commercial Precinct. These concepts indicate a priority for new and improved pedestrian pathways linking the mall entrances and the more recently developed or approved stand-alone retail and restaurant buildings clustered along Progress Avenue. This initiative matches well with the City’s objectives for a pedestrian friendly network of routes through the Centre and the particular directives of this public space and streetscape plan.

Opportunities for further extensions of outdoor circulation routes and larger public gathering places should be explored. Included in the Demonstration Plan are proposals for a “Market Square” associated with the east mall entrance, and a “Village Square” with street-related commercial uses on the west side of the mall.

The concept for the Market Square is to allow public outdoor uses to occupy most or all of the space for large summertime gatherings and market days, and to re-allocate most of the space for parking and pick-up/drop-off in the winter months. The Village Square as illustrated in the Demonstration Plan is a more conventional urban space, surrounded by retail frontages and edged by public streets. Similar, smaller entrance courtyards are recommended at two other two key locations.

Projects

- Develop a Market Square public space on the east side of the Town Centre mall that is adaptable through the seasons to accommodate a wide range of outdoor activities including parking.

- Provide well-planted multi-purpose courtyards at the principal northeast and northwest mall entrances

- Establish formal, legible and well-signed walkways from Progress Avenue to the Town Centre mall through the structured parking garages.
- Formalize a pedestrian route from Town Centre Court to the Town Centre mall beneath the elevated SRT and between the YMCA and Federal Building surface parking lot.

- Continue to investigate opportunities for improving pedestrian connections across Triton Road.
4.7 WOODLOTS

The woodlots in the Civic Precinct will be maintained and expanded to include the fragment along Borough Drive adjacent to the Bell and TDSB parking lots. The woodlot associated with the Civic Common will remain but will accommodate greater access. The primary contiguous woodlots will be enhanced, with informal trails closed and formal trails improved. More detail is included in the Woodlot Habitat Management Plan Review Memorandum, (see Appendices).

Projects

• Formally designate, expand, and improve the woodlot fragment associated with the Bell and TDSB parking lots.

• Relocate the TTC transit stops along Ellesmere Road closer to the Borough Approaches to eliminate the pedestrian desire lines through the woodlots.

• Remove non-native and invasive species from all woodlots, with the highest priority being the most western parcel.
4.8 REDEVELOPMENT OPPORTUNITIES

Commercial Precinct

Early or mid-term redevelopment of the northern half of the Commercial Precinct in extremely unlikely given the current lease agreement and the mandatory parking ratios. However, the Demonstration Plan includes recommended street “reserves” that should be protected as part of a longer-term redevelopment strategy.

Civic Precinct

- Municipal Parking Redevelopment. This City-owned site with a short-term redevelopment horizon provides a critical opportunity to introduce a formal pedestrian connection from Borough Drive to Albert Campbell Square. The public realm contribution will include the provision of a service lane/pedestrian mews on the north and west sides of the site; boulevard widening and streetscape improvements for the east side of Town Centre Court; and Borough Drive boulevard and streetscape contribution.

Redevelopment Opportunities in the Civic Precinct

Redevelopment should concentrate on creating great street wall buildings that enrich the pedestrian environment, with tall buildings extending from this mid-rise base.
• Bell/Toronto District School Board Redevelopment. Private mixed-use development.

Public realm contribution:

  o New east-west street and related streetscape south of the existing Bell Building connecting Borough and Brian Harrison Way.
  o Brian Harrison Way realignment and related streetscape; contribution to Borough Drive improvements.
  o Remnant woodlot restoration and expansion.

• Bell Building Addition. Private mixed-use development including a new parking structure with grade-related retail commercial uses at Borough Drive and new (east-west) street frontages.

Public realm contribution:

  o Borough Drive streetscape improvements.
  o Contribution to possible bridge across transit corridor.

• Federal Building Parking Lot Redevelopment. Private mixed-use development with grade-related retail, parking and office/residential uses.

Public realm contribution:

  o Rehabilitation of east-west pedestrian route and YMCA forecourt and Market Square link.
  o Contribution to possible bridge across transit corridor.

• Civic Centre West Expansion. Protected site for unspecified public/institutional uses.

• Civic Centre East Expansion. Protected site north-east of the proposed library for unspecified/public/institutional uses. Long-term possibility of Toronto Public Health Building redevelopment and potential for open space/view corridor between Borough Drive and Albert Campbell Square.

• Town Centre Court/McCowan Redevelopment. Private mixed-use development.

Public realm contribution:

  o Town Centre Court and McCowan Road streetscape improvements and below-transit corridor improvements.