Abstract (Summary): History is an important aspect in understanding the ways land use has transformed over the years and the planning tools that were used to develop the land. For the purpose of urban planners and city developers historical land use plans are essential to utilizing and developing the land in the present and the future. Planning tools used by urban developers and city planners act as an interface between the policies of the plan and the aims of those who are associated with making the decision that transform the physical environment (Hodge & Gordon, 2008). The topic of research is historical and contemporary land use within Scarborough through the use of zoning. The purpose of this paper is to look at an overview of Scarborough in a historical context from 1961 and comparing it to the contemporary land use in Ward 43. Also this paper aims to address particular land transformations by looking at the zoning as an urban planning tool used towards land development in Scarborough. By researching through official government plans of the City of Toronto and Scarborough Township during 1960’s will give an overview of changes made in developmental land use.

Keywords: Amalgamation, City Planning, Land Use, Zoning
GGRC41- Individual Research Report:

Historical and Contemporary Land Use

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History is an important aspect in understanding the ways land use has transformed over the years and the planning tools that were used to develop the land. For the purpose of urban planners and city developers, historical land use plans are essential to utilizing and developing the land in the present and the future. Planning tools used by urban developers and city planners act as an interface between the policies of the plan and the aims of those who are associated with making the decisions that transform the physical environment (Hodge & Gordon 2008).

Scarborough has an interesting history in regards to land use development, and by looking at historical facts of Scarborough it will enable further insight to how Scarborough has evolved as an urban product. The topic of research is historical and contemporary land use within Scarborough through the use of zoning. The purpose of this paper is to look at an overview of Scarborough in a historical context from 1961 and comparing it to contemporary land use in Ward 43. Also, this paper aims to address particular land transformations by looking at zoning as an urban planning tool used towards land development in Scarborough. By researching through official government plans of the City of Toronto and Scarborough Township during 1960’s, will give an overview of changes made in developmental land use. Extensive research through policy documents, government maps, and development journal articles have been employed to give a broad understanding of how land use was planned historically and how zoning has contributed to the emergence of contemporary zoning.

Ward 43, also popularly known as East Scarborough, is essentially made up of multiple residential communities and neighborhoods in Guildwood, Woburn, Morning Side, and West Hill (View appendix figure 5). This Ward is situated in east Toronto and is bounded by Markham Road, Scarborough Golf Club Road and the East Highland Creek to the west, Morningside Avenue to the east, Highway 401 to the north and Lake Ontario to the south (City of Toronto
According to 2001 Statistics Canada, this particular ward is an area of 16 square kilometers, which is diverse and multicultural with the presence of many first generation immigrants (Statistics Canada 2001). Areas within this ward experience troubling percentages of low household incomes, placing families under or at the national poverty line. This area consists of a wide variety of residential housing infrastructures such as, single detached housing, single row housing, apartments, duplexes and high rise apartments. Some social problems that are present are social polarization, (with affluent neighborhoods located near lower income households), available employment, areas of development (retail, entertainment, commercial) and affordable housing. Factors such as housing, offices, commercial, entertainment and retail are all dependent upon urban planning and the strategic tools that are used to regulate, organize and develop the land. Thus this Ward is an important area of study in terms of looking at land developmental plans that were in store for East Scarborough at a historical framework, and applying the changes that have occurred throughout history up to the present.

Within the context of Scarborough's first discovery well over two hundred years ago, Scarborough has transformed from a Township eventually to the city it is today. Scarborough was given its name due to the fact that it resembled the chalk cliffs of Scarborough in Yorkshire, England in the year 1793 (http://www.scarboroughhistorical.com/local_history). In three years time land patents were issued, creating Scarborough into a new settlement where settlers from British Isles and the United States came (http://www.scarboroughhistorical.com/local_history). The 1850's marked an era where the Scarborough Township eventually became an established farming community. Scarborough had a local municipal council and was now part of the Metro Toronto Regional Government. By 1967 Scarborough became a borough and eventually a city in 1983. In 1997 the local government was amalgamated as part of the City of Toronto by
Provincial decree using Scarborough as one of Toronto's suburban centers

After World War II, the sudden shifts in land transformations were first seen as part of an economic and building increase in response to changing social norms; increase in populations due to immigration and returning war veterans, employment, and housing developments. The sudden transformation marked a steady change from rural to urban land use as farming transitioned into a house and industry construction boom. Scarborough in the 1950's and early 1960's witnessed a massive increase in population with the presence of the industrial boom. More residential housing was needed for the sudden increase in population and more land was in demand to cater for the growing industrial industries. Industrial factory companies such as “The Golden Mile of Industry” were located within Scarborough and had a large demand for many factory workers. Therefore the Scarborough Township and the Toronto City Planning Board thought of organizing these booming urban areas through subdivision control and zoning by laws.

The purpose of zoning emerged out of early city development observations, where similar land uses were located in areas separate from other land uses (Hodge & Gordon 2008). With the emergence of industrialization experienced in many cities at the time, the managing and control over developing land use was practiced through zoning bylaws. Zoning was a planning tool used by Scarborough to act as a boundary between policies of the plans and were used to help develop land between different land use purposes. The reasoning for using zoning as a planning tool was simply because land uses and activities functioned more effectively when they were intermingled, rather than being clustered (Hodge & Gordon 2008). Essentially, zoning bylaws were formed and governed through municipalities, that focused upon the three basic land
use categories; commercial, industrial and residential (Scarborough Township 1966). For the purpose of the industrial boom, zoning plans were taken a step further, and industrial zoning became the developmental planning tool used in the Scarborough Township. The Official plan designated a total of 8,500 acres of land for “Industrial Area Uses”, based on the need to provide for future working populations, and balanced assessment between residential, commercial and industrial development (Scarborough Township 1961). Industrial Zoning was implemented because it was recognized that industries played a significant role in the economic success of a community which created revenue for municipalities. Thus, industrial zoning regulations were used to serve industry its rightful and due place in the municipal plan: which included access to major forms of transportation, compatibility and location of one industry to another, industrial property value, and architectural development standards (Scarborough Township 1961). Within the Township, these industrial zoning areas were composed of warehousing, manufacturing, storage uses, automobile service stations, offices and other commercial uses incidental to industrial operations or suitable to an industrial area (Scarborough Township 1961). Zoning in general was used to assign the regulation of building height size, lot size, density, and overall bulk that would be permitted. Zoning also took yard size and proximity to roads and sidewalks into account. Each predominant land use would be given a classification, which would act as a zoning code from the traditional “light” and inoffensive to “heavy” and offensive type industrial use.

In the mid 1960’s the Scarborough Township planning department came up with their third revision, mapping out the boundaries and locations of particular land uses. It was proposed in 1966 by the Scarborough Township Planning Department that their zoning bylaws and development plan would anticipate urban expansion to about 1980’s (Scarborough Township
Therefore the land use plans were Scarborough’s developmental blueprints for the next couple decades. Within the boundaries of what we know today as Ward 43, the land use plan in the 1960’s were primarily focused upon major open space land use and residential neighborhood uses. Along the Scarborough Bluffs the entire land area was left for open space use simply because it was not an ideal place to develop nearby cliffs and unsteady grounds (Scarborough Township 1966). The Scarborough Golf Club and Centenary Hospital were the largest area planned for institutional land use, while North-East from the Scarborough Golf Club was more open space land use, outlined all the way up to the major highway, the 401. Located near the Scarborough Centenary Hospital were the only areas of higher residential density uses.

According to zoning code, these areas located off of Ellesmere were considered R4, high density residential use. Residential Neighborhood uses were predominately common amongst all of Scarborough especially within this time period, but within Ward 43 specifically, this was the one of the most common land uses. With the use of zoning bylaws, institutional land uses were scattered within East Scarborough, along with high schools, public schools and public parks. Each park located in areas for different purposes, with surrounding buildings built at regulated heights. The only areas planned for major business sub-centers were at Kingston and Morningside (Morningside Mall), Neilson and Ellesmere (Centenary Plaza), and Kingston and Guildwood Parkway (which has no current business use today). One noticeable aspect Ward 43 had in the 1966 Scarborough Land Use Map is the fact that there was no land planned for industrial uses. Though Ward 43 consists of major roads and access to the 401 highway, industrial areas were located in more convenient locations. All industrial land areas were located west, north and further east of what is considered the boundaries of Ward 43. During the 1960’s-1970’s majority of the residential land uses were classified as R1 and R2 which were single
family and multiple family residential uses. Due to the location of Ward 43 with the crossing of major roads and large amounts of natural open space uses, these areas were classified C6 and M1 which were considered predominant areas of automobile oriented commercial uses and light industrial uses. Ward 43 did not have any medium or heavy industrial land uses, because of its location away from industrial areas.

The city of Toronto had expanded its CBD tremendously by the 1976 and needed a new approach to moderate an anticipated escalation in employment growth, therefore the Toronto Official plan at this time was to prescribe a down zoning of the CBD (Filion 2001). Within four years time Metro Toronto Council adopted an Official plan, the suburban mixed use center policy (Filion 2001). By the 1980’s Scarborough had already transitioned from a Township to a Borough in 1967, eventually becoming an official city in 1983. By this time period the industrial efforts were less important as a transition from manufacturing economy changed into the new service sector economy. The city of Toronto wanted to move the structuring activities such as retail, employment, industry and public institutions away from the CBD and into suburban centers such as Scarborough and York (Filion 2001). The dispersion trend was implemented to mixed-use suburban centers like Scarborough so they could inevitably intensify suburban areas, thus reducing their car use and land consumption. Using Scarborough as a suburban center successfully attracted development within the city with the creation of 15,000 jobs (Filion 2001). Zoning was the planning tool used to restrict a specifically designated land area. These land areas were controlled by municipal regulations that were responsible for implementing regional policies, municipal infrastructure and land use planning. Toronto wanted to filter out its density of the CBD mainly because the city was dense with built form and infrastructure rather than space for residential usage and roads. Thus Scarborough was one of the major centers used to
appeal to the pedestrian with more car reliance, multiple roads, and large space for residential usage. The objective of mixed land use policy was to attract a variety of land uses: private and public sector offices, shopping centers, entertainment and also housing, in which the objective was met as they achieved a degree of unique synergy as a suburban part of the GTA (Filion 2001). Automobile reliant neighbourhoods were a common phenomenon in many urban cities, but the use of these centers created the pedestrian oriented centers. This era experienced a decline in transit and automobile oriented dependency by mixing residential use, with retail and entertainment uses (For modern Ward 43 example see Appendix fig 1). After the amalgamation of the municipalities in the centers, Scarborough city hall became the premises that are now occupied by departments of the new City of Toronto.

Today Ward 43 is similar to the land use plan mapped out by the Scarborough Township in 1966, except for the fact that more residential areas and infrastructure has been built. Particular sites that still exists today include the Scarborough Golf Club, which is now known as the Scarboro Golf and Country Club, the Morningside Mall, which is experiencing new developments and expansions to form the new Morningside crossing, the Scarborough Centenary Hospital is currently present, and Guildwood Village still exists and remains an sentimental historic area; that includes continuous efforts to revitalize and preserved the Guild Inn. Approximately eight parks were outlined within the 1966 Official land use plan, and most of these parks if not all still exist today, these parks include: Guildwood Village Park, Elizabeth Simcoe Park, Masaryktown Park, Poplar Park, Bethune Park, Grey Abbey Park, Eastview Park, and Cornell Park. The major open space land use areas were used to form more parks over time. Ward 43 currently has around fifteen known parks, in comparison to the 1966 Official plan. In comparing older land use maps with contemporary maps, it is still evident that the dominant land
uses within Ward 43 are still residential uses and open space uses (now categorized as parks and recreational uses, view appendix figure 6). Zoning bylaws are still implemented within the city of Scarborough, but now have a new focus. Because this particular ward is socially troubled, there has been a steady movement towards the social service sector. In comparison to previous land uses and classifications by zoning bylaws, there is an evident shift of housing, commercial usage and environmentally sensitive areas. In the new City of Toronto plans, these areas of Scarborough were now designated Mixed Use Area, which are essentially made up of a broad range of commercial, residential, and institutional uses, in single-use or mixed-use buildings, also including parks and open space utilities (City of Toronto 2007). In contrast to previous zoning bylaws, zoning used today incorporates mixed used buildings, and breaks down residential uses into four different categories. Firstly with high densities of new immigrants and lower income families, there is an increasing need for R3 and R4 residential areas. These zoning codes stand for medium density including apartment residential areas, and R4 refers to high density residential land use, taller and wider apartment buildings. Duplexes, townhouses and apartments and condos are the current trend in residential housing seen within Ward 43 (view appendix fig 2 & 3). Neighborhoods in West Hill, Woburn and Morningside have a series of mixed housings with high density housing, single and multiple family residential areas. The polarization mentioned earlier, is the product of intermixing residential densities with affluent households nearby families below or at poverty line.

The topic of zoning and land use are relative to the course material because zoning is a strategic planning tool used in urban communities such as Ward 43 and Scarborough in general. Zoning bylaws and regulations takes the social, physical and cultural characteristics of urban areas into consideration when planning specifics uses of land. By studying land use over a
historical context it gave further insight to the whole planning processes that are taken into account when designing public spaces. Tools such as zoning provide community governance of current and future spatial uses, while also organizing landscapes with the thought of future populations. Continual use of zoning bylaws and regulations are an important development planning tool for Ward 43, because it can change this area for the better. Zoning is a beneficial tool in the sense that it not only regulates and conforms legal standards of buildings or land use, but it is important to cover aspects of community growth such as densities, buildings, parking/loading, commercial areas, residential housing and signs (Hodge & Gordon 2008). What this particular topic contributes to the focus of contemporary land use in Ward 43 is the fact that zoning bylaws and mixed land use developments are a response to changing neighborhood activities. New uses are being accommodated in structures not originally made for them (Hodge & Gordon 2008); a great example would be the East Scarborough Storefront (view appendix fig 4). A new police station leaving the old station vacant, therefore the old police station was then used to create a place which dedicates their efforts towards social services within a neighborhood deprived of social help. Now the Storefront offers programs, assistance and help to those who need support in finding, affordable housing, employment, financial help, personal guidance, and etc. The Storefront also assists in directing people into the right social service programs and where they can go to discuss, learn or contribute back to the community. Thus zoning helps coordinate with public efforts of development. Comprehensive Development Zoning, which allow distinctive land use demands in zoning regulations to customize regulations for individual sites, will be an important asset in attracting private developers to invest in a community like Ward 43 (Hodge & Gordon 2008). Because zoning decisions follow the market, land is zoned for their most valuable use, therefore if private investors want to make a profit on residential
properties. Zoned areas indirectly raise the price for land that is undeveloped: as a result by getting private investors to invest in Ward 43, this could stimulate growth in retail, entertainment and new forms of housing. Businesses may become attracted to new developing areas, which may foster the creation of new jobs and employment. Zoning also benefits and area like East Scarborough because it protects special zones such as Guildwood and other areas like parks and recreational land uses. Zoning as a planning tool and strategic development method would further develop the urban form within East Scarborough by utilizing its location in close proximity to major transportation corridors, examine available land to designate its developmental land use, to foster healthy businesses within the community, and present residents with a broad mix of housing forms from affordable housing to luxurious condominiums.

City plans, documents and maps have been beneficial towards this research upon the issue of land use change implemented by zoning bylaws throughout history. Ward 43 remains an area where improvements are still needed, more affordable housing, increase in employment opportunities, and social services are essential in order to help these communities and neighborhoods grow. Zoning is a developmental tool that has been the solution to growing urban cities, and is still practiced today within the City of Toronto and Scarborough. With the continual need for more housing infrastructure and business investment, zoning is the strategic tool that should be employed in planning for the future of socially deprived areas like East Scarborough. There is enough vacant land within this particular Ward to expand and intensify the urban form to cater towards the everlasting needs of local residents and the maintenance over natural environments. Urban form is always changing and in order to foster a community to meet the needs of the people who reside within it, improvements to zoning bylaws and practices are essential in guiding development on private land and coordinating public development efforts.
References

City of Toronto (1978) Industrial Zoning: recommendation for the introduction of industrial zoning categories into the zoning by-law


Ontario Planning Department (1993) Official Plan Consolidation


The Scarborough Township (1966) Township of Scarborough Official Plan

The Scarborough Township (1961) Scarborough Township Industrial Development Plan. Industrial Zoning Study

Scarborough Historical Society, “Local History”
Figure 1 (A&B): These photos show an example of mixed land use, with the residential uses located in close proximity to retail and entertainment uses to cater towards the pedestrian.

Photo taken by Tom N. and Aldrei A. November 2008
Figure 2: Morningside apartment buildings, high density residential areas as of 2008 classification R4

Figure 3: More apartment buildings, exemplifies the increase in higher density residential buildings

Photos taken by Tom N. and Aldrei A. November 2008
Figure 4: East Scarborough Storefront, and example of changing neighborhood activities in mixed use districts.

Photo taken by Tom N. and Aldrei A. November 2008
Figure 5: This map outlines the geographic boundary of what the City of Toronto demotes as Ward 43 (A.K.A. East Scarborough)

Map obtained from google maps 16/11/2008
http://maps.google.ca/maps?hl=en&tab=w1
Figure 6: A contemporary overall image of land use within the GTA, it is evident by looking at Ward 43 in this map, that major land use is still being used for residential purposes. In contrast to 1960's Official plan, contemporary land use plans incorporate parks and recreational land use as a major land use classification. These areas in the past were simply mapped as areas of major open space use.

Map obtained from Google images 13/11/2008
http://prod.library.utoronto.ca:8090/maplib/GTA_landuse/toronto.jpg
PUBLIC SPACE in Ward 43, East Scarborough

Historical Land use and transformation
- 1793- Scarborough obtained its name due to the fact that it resembled the chalk cliffs of Scarborough in Yorkshire, England
- 1796- First land patents were issued opening up a township for new settlement where settlers from British Isles and the United States came
- 1850s- Marked an era where Scarborough was an established farming community, incorporated as a township with the presence of a local municipal council and part of the Metro Toronto Regional Government
- 1967- Scarborough became a borough and eventually a city in 1983
- 1997- the local government

Land Use Transformation
- During the post-war, land transformations were first seen as part of an economic and building increase, also a response to changing social norms; increase in population, immigration and war veterans.
- Historically Scarborough was a transportation hub and in 1980 Metro Toronto Council adopted an Official plan, the suburban mixed use center policy.
- The objective of this policy was to transform Scarborough into a suburban area of Toronto, with mixed land use that catered to housing, public services, entertainment, retail and offices.
- With Scarborough being a previous transportation hub this made it more useful as a one of the suburban centers of Toronto. Toronto wanted to filter out its density of the CBD mainly because the city was dense with the built form and more infrastructure than space for residential usage and roads. Thus Scarborough was used to appeal to the pedestrian with more car reliance, multiple roads, and large space for residential usage.

Amalgamation
- On January 1st 1998, the City of Toronto was re-created when the province of Ontario amalgamated 6 municipalities 1.East York, 2.Etobicoke, 3.North York, 4.Scarborough, 5.York
- Residents of Ward 43, East Scarborough felt they were being “short changed” (James, 2008)
- Residents argue the amalgamation was a waste of tax payers money
- The money would not be spend adequately in revitalizing their municipality but rather focused in the downtown core, which would further reduce the availability of public space, such as parks and community centers

Public Transit
- Seven light rail extensions
- Two lines running through Scarborough: 1)The Sheppard East – from Don Mills to at least Morningside (possibly eventually to Durham) and 2)The Scarborough Malvern – From Kennedy station, along Eglinton, across Kingston rd., up Morningside – hitting UTSC and ending north of Sheppard

Issue
- Money: hoping that the province will fund the project, but nothing seen yet
- Urban design, construction, influence on future development
- History of difficulty with this style of transit, not reliable
- Specific to Scarborough Malvern LRT: intersecting 401 & Sheppard Ave., Morningside Park – sensitive wetlands, connecting to U of T Scarborough

West Hill Community Services
- Established back in 1973 with the help of 13 agencies with Children’s Aid Society as the leader
- Located in many parts of East Scarborough to assist the community in need of a helping hand such as housing program, family resource centre, and a social support department
- Establish office premises at 56 and 156A Galloway Road for the West Hill Community Health Centre for the neighbourhood back in 1992 but has moved to 3545 Kingston Road

East Scarborough storefront
- Opened in February 2001 at Morningside Mall and now currently resides at 4040 Lawrence Ave East (Old 42 division)
- 2 examples include: The Amazing place & The Community Garden

Green Space: Preservation and Importance
- Creating and preserving green space, especially parks help foster four virtues of a well equipped society:
  - The first 2: Material well being and Public health, prosperity.
  - Next 2: Social coherence, democratic equality and Parks advocate health, wealth, decrease crime, increase democratic standards.
One study showed the simple availability of a park in urban regions of a city can decrease crime amongst adolescent to young males under the age of 21 by nearly 26%. Recreational organization may improve this number to nearly 40%.

Links to Health:
- Populations that are exposed to the greenest environments have the lowest levels of health inequality related to income deprivation. Evidence suggests that contact with such environments has independent effects, eg. green spaces independently promote physical activity. However, the effect of green space is not solely based on promotion or enhancement of physical activity, but also psychologically and physiologically restorative, reducing blood pressure and stress levels and promoting faster healing in patients after surgical intervention.
- This is based on a 7 year study by scientists of the examination of 41 million people with the cause of death of 466,348 related to a lack of access to green space which would have promoted a better lifestyle.
- Housing and Land Use Housing and land use in Scarborough require effective planning in order to create a working neighbourhood.
- The neighbourhood planners' job includes preserving the amount of green space within a neighbourhood, while also using the most valuable land as needed.
- This is evident in the area known as Highland Creek, where many new developments have been occurring since 2001.
- As a result, older homes are being demolished only to be replaced with a number of new homes.

Willowlea:
- This area is located in the City of Scarborough, South of hwy 401 and North of Ellesmere Road.
- It is one of the neighbourhoods under re-development to build more homes.
- This area is known as Highland Creek, and is designated as Low Density Residential - (single detached and semi-detached housing) within the Highland Creek Community Secondary Plan.
- The aim is to develop a subdivision containing thirty-one new lots for single-family homes on vacant lands within this residential block.

Case Study: Morningside Mall
- Morningside Mall was neglected and in severe decline, for a long time. The mall was eventually purchased by First Capital Reality. They completely demolished the mall with the plans to construct a modern shopping centre in its place.
- Morningside crossing is the first Green Shopping Centre in the Greater Toronto Area.
- Environmentally friendly features of the mall include:
  - 90% of the old mall was reused on the site
  - uses 25% less energy
  - 30% less indoor water consumption
  - has a 500 cubic metre storage tank under the parking lot to store rainwater to be reused
  - Energy conserving parking lot lights