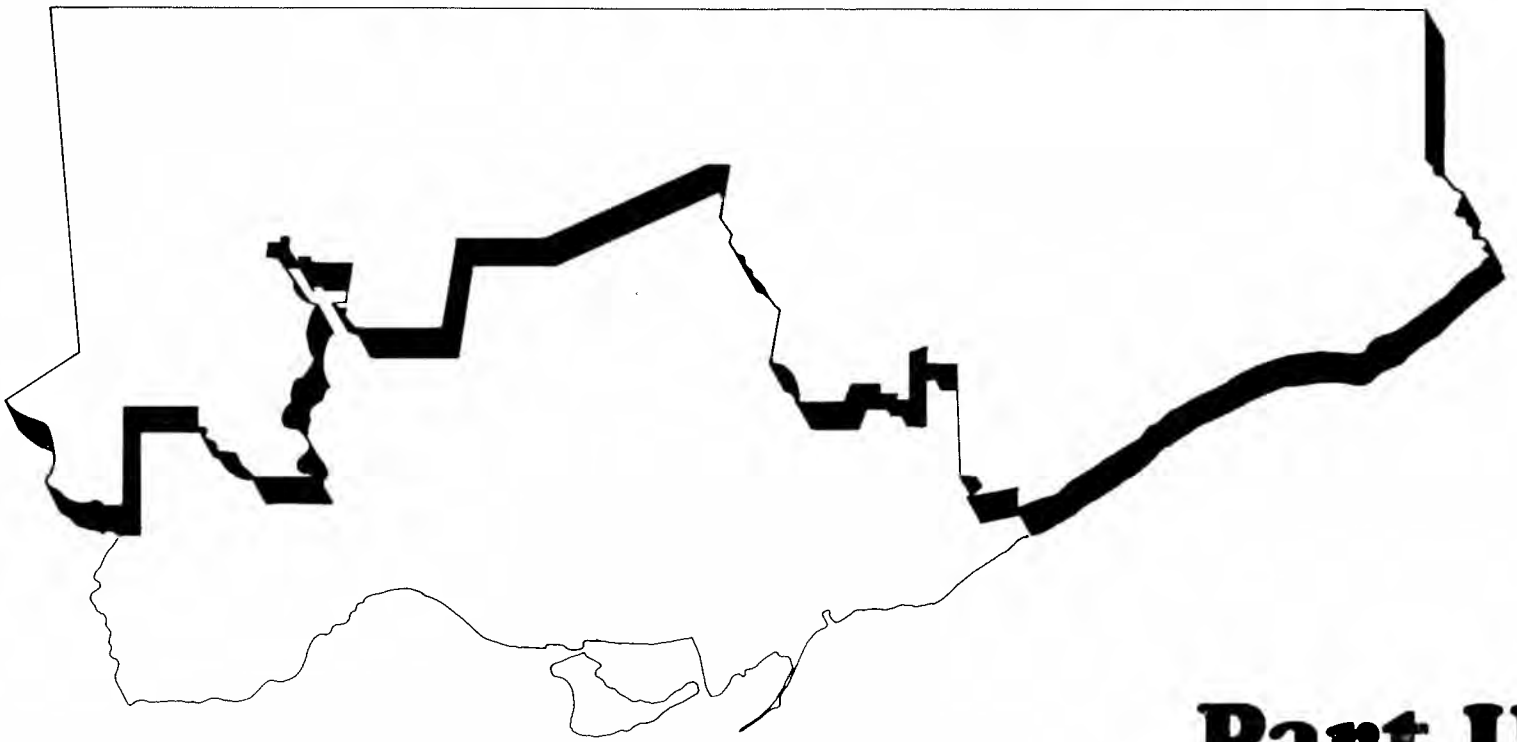
SOCIAL PLANNING COUNCIL OF METROPOLITAN TORONTO

Planning Agenda for the Eighties



Part II: Metro's Suburbs in Transition

Policy report

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POLICY REPORT

PLANNING AGENDA FOR THE EIGHTIES--
PART TWO: METRO'S SUBURBS IN TRANSITION

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SOCIAL PLANNING COUNCIL OF METROPOLITAN TORONTO

Planning Agenda for the Eighties

Part II: Metro's Suburbs in Transition

Policy report

RECOMMENDATIONS SUMMARY

RECOMMENDATIONS SUMMARY

The Social Planning Council of Metropolitan Toronto is calling for dramatic shifts in public priorities and planning to re-build Metro's suburbs for what they were originally intended to be, a place for familiy living.

The suburbs now contain 50% of all inner city students in Metro's schools, most of Metro's families with both parents in the labour force, high numbers of single parent families, significant groups of unemployed and alienated youth, and a multitude of cultures and races. The absence of urgently needed help for the diverse needs of suburban families is a deep source of concern. Severe spending cutbacks by the Ontario government have delayed the introduction of pre-school day care, school programs for children with special needs, multi-service centres to help families with many problems, neighbourhood agencies for outreach to isolated groups, counselling for immigrant families, community services for troubled youth, child-parent centres, after-hours and crisis support, and affordable recreation programs for children of poor families.

In the policy report, Planning Agenda for the Eighties (Part II: Metro Suburbs in Transition), the Social Planning Council spells out new directions for suburban adaptation and metropolitan renewal.

During the past year, new planning efforts have started in the suburbs and at Metro. Scarborough, North York, and Etobicoke now have special committees looking at social needs in their municipalities. Metro is working on an economic strategy, examining housing needs, responding to racial tensions, promoting co-ordinated planning for social programs, and developing multi-year day care objectives. However, without consistent policy leadership from Metro Council, ongoing planning for social needs in the suburbs, and new social priorities at Queen's Park to finance needed suburban programs, Metro faces a decade of social stagnation and population decline.

Restrictive land use practices promoted by local groups in Metro throughout the seventies, have

limited the availability of family housing, crisis community services, and densities necessary to support public transit services in the suburbs. Without suitable housing choices and appropriate support programs, families will continue to leave Metro, and Metro's population will decline as projected.

With fewer people in Metro, the cost of maintaining public services will increase significantly. There is already evidence of cost intensification patterns in Metro for major public services. During the seventies, Metro's population remained relatively fixed at approximately 2.1 million people. Nevertheless, per capita costs in 1971 dollars for police services grew by 84%, and for public transit subsidies by 69%.

The Social Planning Council report calls for government to assume once more a leadership role to address economic and social needs, and thereby reverse the passivity and drift of the seventies. Ontario needs responsible public spending policies to generate new economic productivity, and to respond to pressing human needs. (R:3.1/ R:3.3)① Within Metro, integrated planning for land use and service provision should take place at both levels of local government, in partnership with the private sector, community agencies, and public interest groups. These are the essential principles upon which the Council's recommendations rest.

At the Metro level policy leadership is recommended in the following areas:

* That Metro Council convene a task force to develop a family housing strategy for Metro as a first priority of planning. (R:6.1)

* That Metro Council provide major financing for up to twenty new neighbourhood voluntary agencies in the suburbs (R:6.3), develop a network of community social service programs for high risk groups (R:4.1), co-ordinate the development of a planning system for human services in Metro (R:2.5), work with municipalities to establish multi-service programs (R:6.6), and establish with boards of education a central youth resource centre in each suburban municipality (R:7.10).

① Denotes recommendation numbers in the report.

* That Metroplan be amended to include land use policies which increase densities across Metro -- medium densities in residential areas; higher densities along transportation corridors and in re-developed commercial centres. (R:2.2)

* That Metroplan be amended to end exclusionary zoning in Metro municipalities (R:2.3), and to promote fair share distributions of group homes, crisis accommodation facilities, and day care centres. (R:7.1)

* That Metro Council and the Toronto Transit Commission (T.T.C.) formulate proposals for a major east-west public transit capacity north of Highway 401 (R:6.2), and that the T.T.C. consider operating scheduled neighbourhood shuttle services in suburban communities where people have difficulties connecting to local resources. (R:6.9)

* That both Metro school boards each document the range of special needs of students in their schools and prepare a financial projection for meeting these needs. (R:4.4)

In Metro's suburban municipalities, ongoing planning for social needs is required in the following areas:

* That suburban councils and boards of education recognize their joint responsibility to plan together for social needs, and establish in each municipality a Municipal Liaison Board for Human Services (R:5.3), to review annually social spending, monitor trends in needs, propose allocation priorities, (R:5.6), develop joint projects between community agencies, and improve the use of existing community facilities. (R:5.7)

* That suburban municipal councils establish standing committees of council to review and recommend social policies and programs for their municipalities (R:5.1), and set up municipal committees for race relations. (R:7.21)

* That suburban councils incorporate explicit social objectives and procedures into land use planning (R:1.2), and prepare a major review of social conditions in their municipalities subsequent to the 1981 Census. (R:5.8)

* That suburban councils institute proportionate wards by 1982 to ensure fair representation of all social groups in their municipalities. (R:8.1)

* That Etobicoke and Scarborough boards of education initiate special needs studies (R:7.6), and that all three suburban boards establish standing committees on multi-culturalism (R:7.19), and increase their numbers of school-community workers to involve parents in the schools. (R:7.7)

* That multiple uses be introduced into suburban school, recreation, library, and church facilities and spaces, to provide alternative places to commercial plazas for social contact and casual activity (R:6.7); this would include amenities such as indoor eating and conversation areas; convenience and specialty outlets; activity lounges; compact parks, garden allotments, tot lots, outdoor information and performance areas.

* That suburban education boards and planning boards conduct a joint review to preserve neighbourhood uses of surplus school sites and facilities (R:6.8); that Separate School use of surplus schools is a priority neighbourhood use.

* That suburban recreation departments develop new neighbourhood programs to build up local community associations (R:6.10), ensure that affordable athletic and cultural programs are available to children and youth from poor families (R:7.12), and that each community has sufficient recreation facilities for casual activities. (R:7.13)

* Because suburban libraries will become important community centres for information, self-directed learning, and support in the eighties, that suburban libraries conduct a major review

to re-assess service objectives and strategies developed in the early sixties. (R:6.11)

* That crisis accommodation facilities for women, children, and youth be established in each suburban municipality. (R:7.8;R:7.14)

* That community agencies establish new career opportunities for senior adults -- voluntary service with honorariums -- to draw upon the diverse experience and backgrounds which seniors can offer the community. (R:7.23)

The provincial government must establish new social priorities to address social needs in the community. The Social Planning Council report notes that:

"Provincial statements which affirm prevention as a central children's services objective, and cite the family as the essential unit of society, are not backed up with programs and resources. There is an unwillingness to invest in children during critical periods of their development." (p.185)

In 1980, Ontario spending on social needs will be second lowest of all provinces in Canada. The Council calls for a re-assessment of Ontario spending policies. It notes that cutbacks have reduced our ability to deal with urgent social needs in the suburbs and Metro, and have not served to address serious structural problems in the Ontario economy.

Responsible levels of social spending are required from the provincial government to:

* finance 1,750 new subsidized day care spaces for pre-school children for each of five years, at a net cost to the province of $1.7 million in year one. (R:7.3)

* increase Ontario's share of financing local education in Metro, particularly programs for children with special needs. (R:4.6)

* provide appropriate funding for support and counselling services to dispersed and isolated suburban immigrant families. (R:7.16)

* finance child-parent centres and after-hours family support programs in the suburbs. (R:7.5)

* cost-share: the development of multi-service programs (R:6.6); capital costs to adapt suburban facilities, including schools, to new neighbourhood uses (R:6.7); Metro Council and municipal contributions to neighbourhood voluntary agencies in the suburbs (R.6:4); all local government contributions to plan and co-ordinate social programs within Metro (R:2.6); and, the continuation of suburban community committees on police and race relations. (R:7.20)

Provincial help will also be required to finance community services for troubled youth, home support for seniors, affordable recreation programs for children and youth of poor suburban families, and neighbourhood shuttle services. The Social Planning Council report states:

"In a balanced provincial program of economic and social development, with a public investment strategy and appropriate revenue measures (R:3.2), there would be the fiscal capacity to deal with a wide range of needs in Ontario." (p.63)

"In our judgement, Ontario has the capacity to finance or cost-share the spending required to meet identified social needs in Metro's suburbs." (p.70)

The Social Planning Council remains optimistic that the suburbs can adapt to new conditions, and that Metro can preserve and enhance its unique urban tradition in the eighties. What is called for are climates for renewed growth in Metro, responsible public spending policies, new planning capabilities, recognition of adaptation priorities, sensitivity to special needs, and a representative municipal electoral structure.

C O N T E N T S

LIST OF FIGURES

LIST OF FIGURES

LIST OF FIGURES

LIST OF FIGURES

LIST OF TABLES

LIST OF TABLES

LIST OF TABLES

PREFACE

The sixty-five recommendations contained in this report emerge from more than three years of research, planning, consultation, and exchange by the Social Planning Council of Metropolitan Toronto on social conditions in Metro's suburban municipalities.

The review -- entitled Metro's Suburbs in Transition -- has been divided into two stages. Part I: Evolution and Overview was released in April 1979, and served as a background report on trends and patterns. The report served to stimulate a wide range of community discussion and public review. Part II: Planning Agenda for the Eighties is a policy report on the state of planning and service development for suburban needs.

Both parts of the suburban report reflect the contribution of Social Planning Council volunteers and community resources who, with Council planners, have constituted the Council's Suburban Committee. The recommendations of this report were formulated by the Suburban Committee and approved by the Social Planning Council Board of Directors.

The recommendations draw on data and information prepared for this report, perspectives drawn from related Council activity, priority themes of recent years in the social planning field, and established principles of the Social Planning Council. We recognize that interpretations and judgements based on common data can vary significantly. In formulating recommendations we have endeavoured to remain consistent with available data and information. Recommendations invariably contain prior assumptions and discerned patterns, which should always be subject to re-assessment and reconsideration.

The Social Planning Council is one of a number of public interest organizations in Metropolitan Toronto. The recommendations therefore represent one contribution to what we hope becomes a climate for renewed planning.

The report suggests that we have reached another cross-road in the evolution of Metropolitan Toronto, in which the achievements of the past are no longer a guarantee for the future. Suburban social changes

are part of a new set of urban conditions in Metropolitan Toronto.

The suburbs are part of a metropolitan and provincial context. The recommendations cover themes and issues related to the present planning climate.

Section 1.0 reviews the important initiatives of special committees established in suburban municipalities during the past year. It also recognizes new planning initiatives at Metro Council.

Section 2.0 describes the metropolitan pattern in relation to other established urban regions, and to the regions surrounding Metro. It suggests the need for a strong commitment to renewed growth and fair distributions within Metro. The issue of jobs and affordable family housing are critical. Effective planning is needed to manage large sums of public dollars for social programs. A major barrier to renewal is the trend to exclusionary land use which contributes to cost intensification pressures.

Section 3.0 reviews Ontario spending policies for social programs. It questions the neo-market perspective in Ontario which has led to a low priority for social spending. Even with cutbacks, there has been little improvement in the economy.

Section 4.0 reviews metropolitan social spending issues. Metro Council has placed a consistent priority on social spending in the seventies. Metro school boards should review the special needs of all students in their schools and identify the costs of providing adequate programs. Differences in per capita spending for public health services in Metro should be assessed.

Section 5.0 proposes the establishment of municipal liaison boards for human services as essential building blocks in a metropolitan planning system for social programs. The proposed functions of a liaison board are reviewed.

Section 6.0 examines major adaptations required in the suburbs in community services and land use in response to new social conditions. The importance of building a network of services and facilities at the community level is stressed, to promote social integration, outreach and response. There is an urgent need to address housing and transportation issues.

Section 7.0 highlights special needs of children, families, youth, immigrants, and senior adults which should receive particular consideration within the larger framework of suburban adaptation.

Section 8.0 indicates the need for proportionate suburban wards in light of population growth and decline patterns.

While cities are in constant states of adaptation, the levels of adaptation required in Metro in the eighties call for a climate of urgent recognition and consistent initiative. The recommendations are directed to a number of public authorities and community organizations. In some instances they call for more immediate responses. Where issues are more complex, they suggest the need to initiate a process of review and planning.

SOCIAL PLANNING COUNCIL OF METROPOLITAN TORONTO

Planning Agenda for the Eighties

Part II: Metro's Suburbs in Transition

Policy report

AGENDA

1.0 INTRODUCTION

Part I of Metro's Suburbs in Transition -- Evolution and Overview -- was a background report. Released in April 1979, it highlighted the social and cultural transformations of suburban life in Metropolitan Toronto, which had become evident in the seventies. Suburban changes did not take place in isolation; they reflected broader metropolitan patterns. Etobicoke, North York and Scarborough now shared social conditions to be faced in common with the rest of Metro. The report concluded:

> "We have become a metropolitan city with a range of urbanized municipalities and districts." (p. 238).

Tables 1-4 and Figures 1-4 identify municipal social development patterns reviewed in the Part I report. The tables relate eight social distributions to metropolitan averages. The figures identify distributions which are 1.05 or more above the metropolitan average in each district, or distinct grouping.

The review in the Part I report indicated that significant numbers of single parents and recent immigrants had settled in the suburbs. There were large numbers of youth, and fewer younger children. Concentrations of senior adults were emerging. Nearly one half of all households were tenants. There were more suburban women in the labour force than in the central urban area. A majority of suburban households in many districts were without children age 17 and under. Suburban pockets of youth and adult unemployment were present.

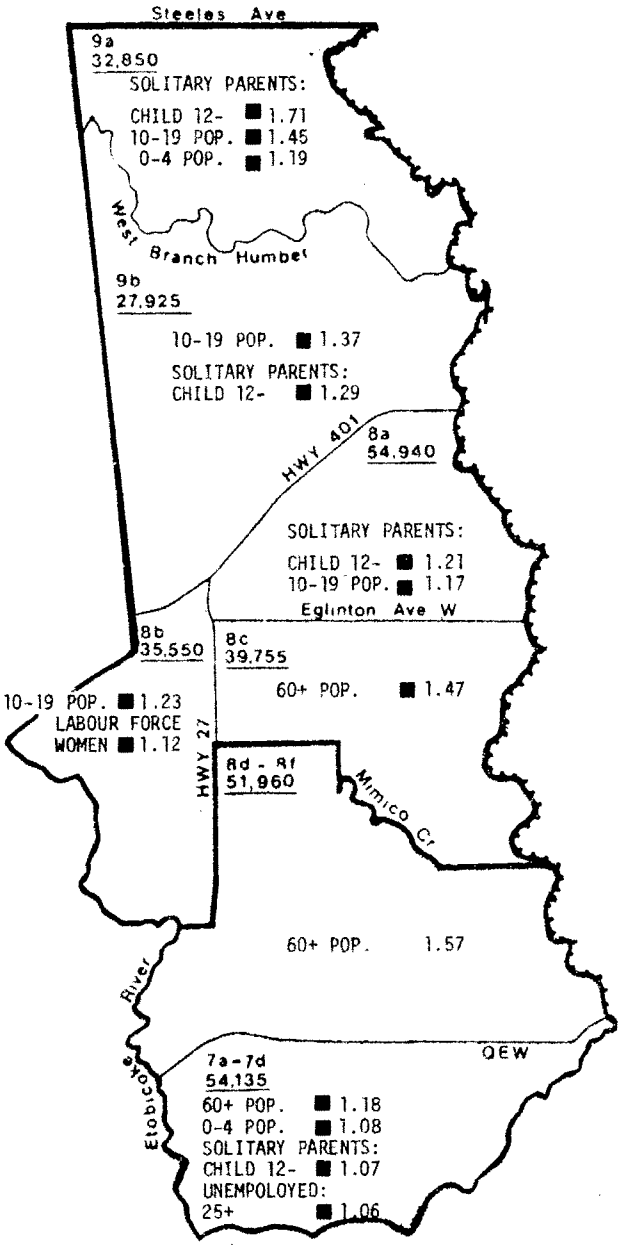
For Metro's suburbs, the rapidity of change after an equally rapid period of growth, presented special difficulties. The orientations of suburban planning and service provision reflected the social understandings which had accompanied the growth period. The Part I report identified a new social majority in the suburbs -- a majority comprised of the family and special diversity which had replaced the classic child-centred family household. Social conditions which might have been viewed as exceptions to the suburban mainstream in the rapid growth period, now have come to characterize the mainstream.

 Table: 1

ETOBICOKE SOCIAL DEVELOPMENT PATTERNS: RATIOS IN RELATION TO METRO AVERAGES, 1976

Minor Planning Districts	% Population Aged 0-4	% Population Aged 10-19	% Population Aged 60+	% Recent Immigrants	% Solitary Parents: Young Child 12-	Labour Force Rate: Women	% Unemployed: Aged 25+	% Unemployed: Aged 15-24
7a - 7d	1.08	.91	1.18	.64	1.07	1.03	1.06	.99
8a	.91	1.17	.77	.87	1.21	1.03	.85	.87
8b	.73	1.23	.72	.61	.57	1.12	.72	.88
8c	.61	1.03	1.47	.31	.21	.88	.60	1.00
8d - 8f	.73	.82	1.57	.51	.93	1.00	.87	.86
9a	1.19	1.45	.47	.68	1.71	1.01	.81	1.00
9b	1.02	1.37	.67	.55	1.29	.99	.75	.96

Figure: 1 Etobicoke Social Development Patterns: Ratios Above Metro Averages, 1976



LEGEND

■ Ratio to Metro average where the ratio is 1.05 or more

NORTH YORK SOCIAL DEVELOPMENT PATTERNS: RATIOS IN RELATION TO METRO AVERAGES, 1976

Minor Planning Districts	% Population Aged 0-4	% Population Aged 10-19	% Population Aged 60+	% Recent Immigrants	% Solitary Parents: Young Child 12-	Labour Force Rate: Women	% Unemployed: Aged 25+	% Unemployed: Aged 15-24
3a	1.11	1.08	.77	.97	2.14	1.00	1.09	.99
3b;4a	.83	.87	1.68	.79	.79	.90	.92	1.14
4e;5a	.61	1.14	1.42	.64	.64	.81	.64	1.32
5b	1.06	.99	.78	1.77	1.07	1.09	.85	1.18
5c	1.00	1.13	.68	1.14	1.29	1.09	.92	1.00
10a	1.42	1.29	.42	.85	1.14	1.27	.87	.74
10b	1.30	1.15	.55	1.06	1.71	1.13	1.06	.95
11a	.77	.89	1.48	.57	.50	.93	.96	1.32
11b	.86	.97	1.27	1.02	.43	.99	.96	.97
11c	.66	1.06	1.28	.50	.43	.93	.62	1.02
12	1.39	1.12	.37	1.44	1.43	1.11	.75	.84

Figure: 2 North York Social Development Patterns: Ratios Above Metro Averages, 1976

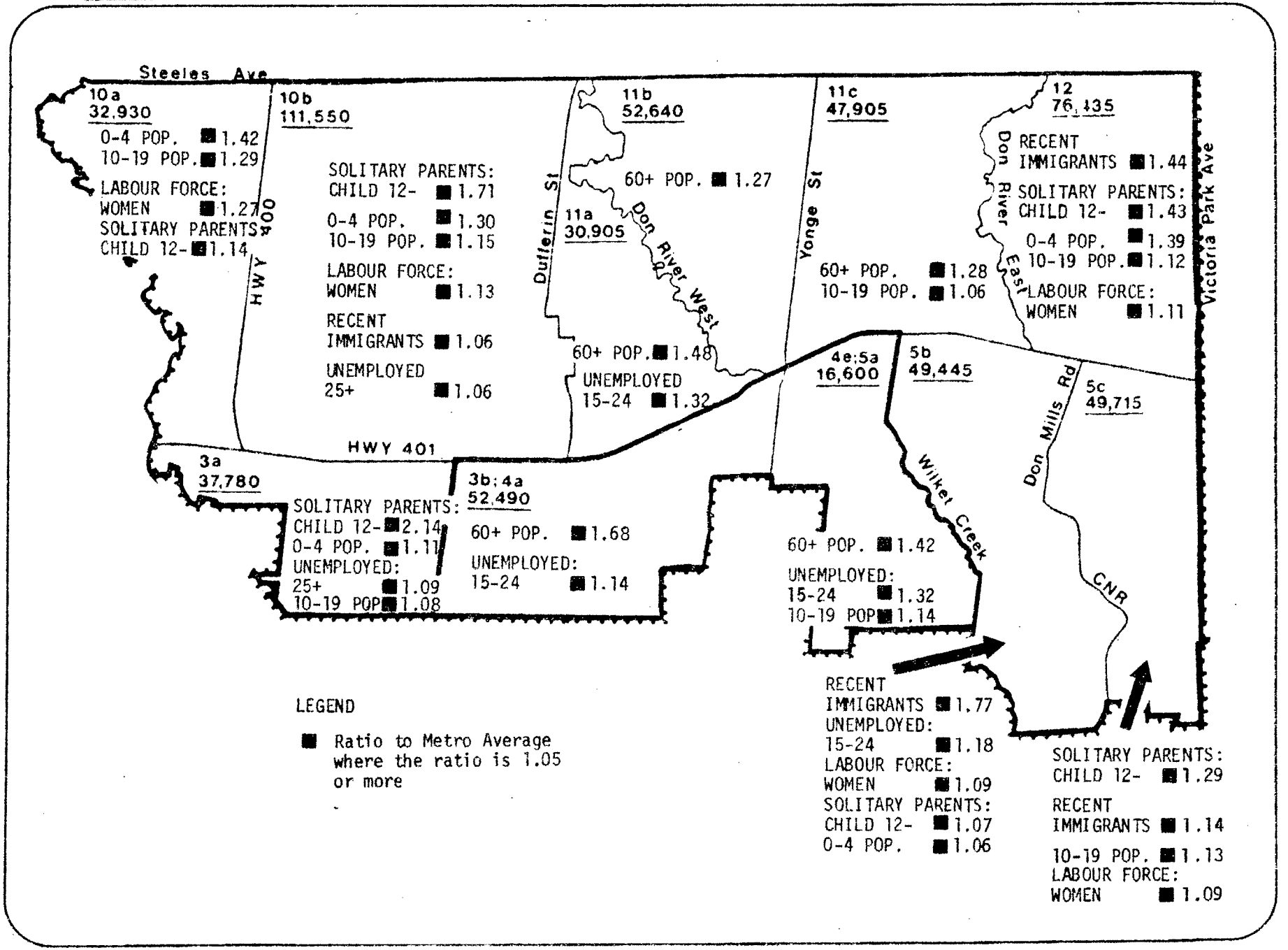
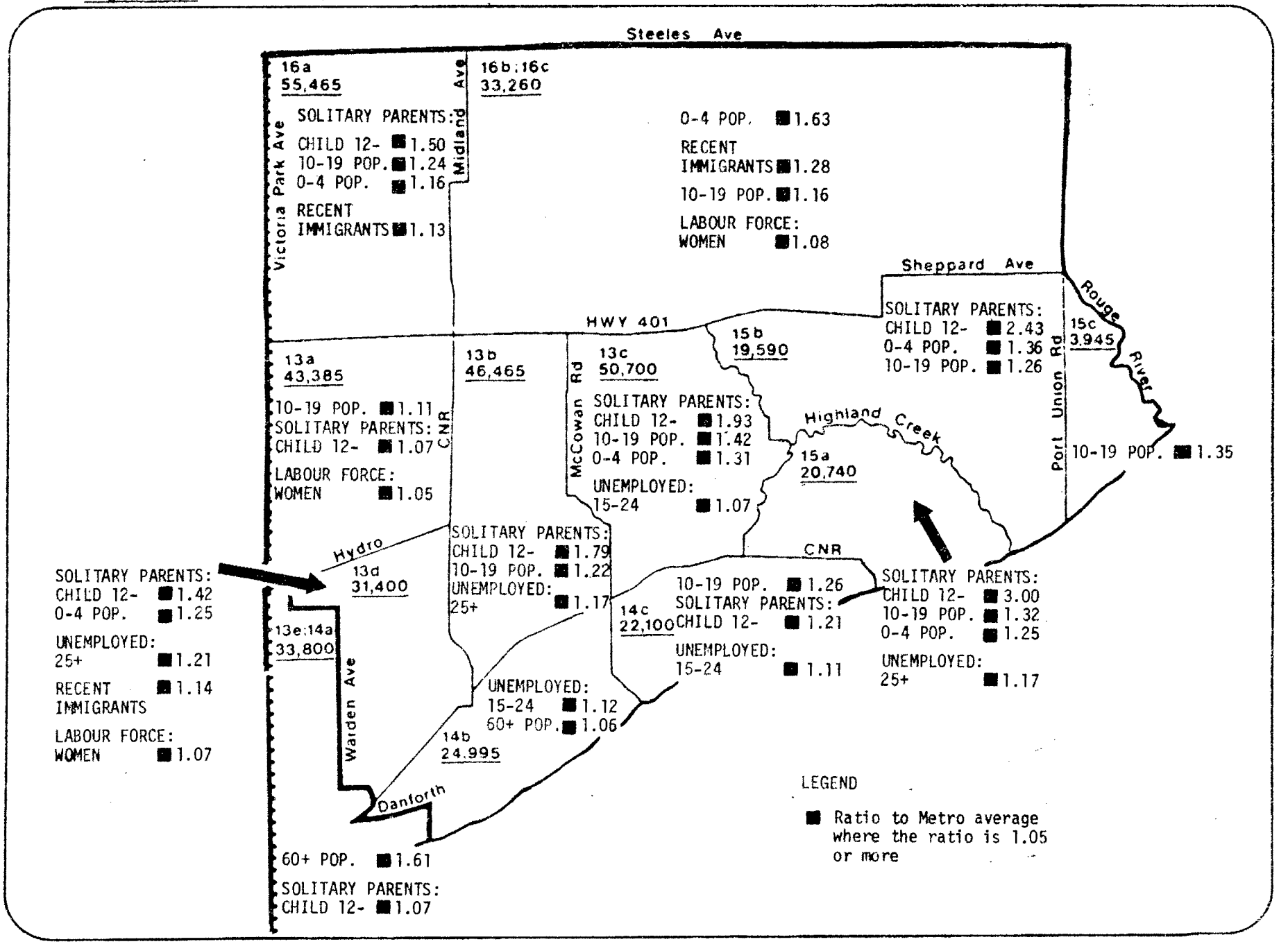


 Table: 3

SCARBOROUGH SOCIAL DEVELOPMENT PATTERNS: RATIOS IN RELATION TO METRO AVERAGES, 1976

Minor Planning Districts	% Population Aged 0-4	% Population Aged 10-19	% Population Aged 60+	% Recent Immigrants	% Solitary Parents: Young Child 12-	Labour Force Rate: Women	% Unemployed: Aged 25+	% Unemployed: Aged 15-24
13a	.98	1.11	.81	.85	1.07	1.05	.87	.91
13b	.80	1.22	.79	.95	1.79	1.00	1.17	.99
13c	1.31	1.42	.58	.66	1.93	.99	.89	1.07
13d	1.25	1.04	.76	1.14	1.43	1.07	1.21	.91
13e - 14a	.86	.92	1.61	.60	1.07	.93	.98	1.02
14b	1.00	.83	1.06	.43	.93	.96	.77	1.12
14c	1.03	1.26	.80	.69	1.21	.95	.92	1.11
15a	1.25	1.32	.85	.54	3.00	.86	1.17	.91
15b	1.36	1.26	.43	.48	2.43	.99	.79	.99
15c	-	1.35	.69	.06	.29	-	.53	.96
16a	1.16	1.24	.62	1.13	1.50	1.01	.81	.88
16b;16c	1.63	1.16	.28	1.28	.93	1.08	.81	.87

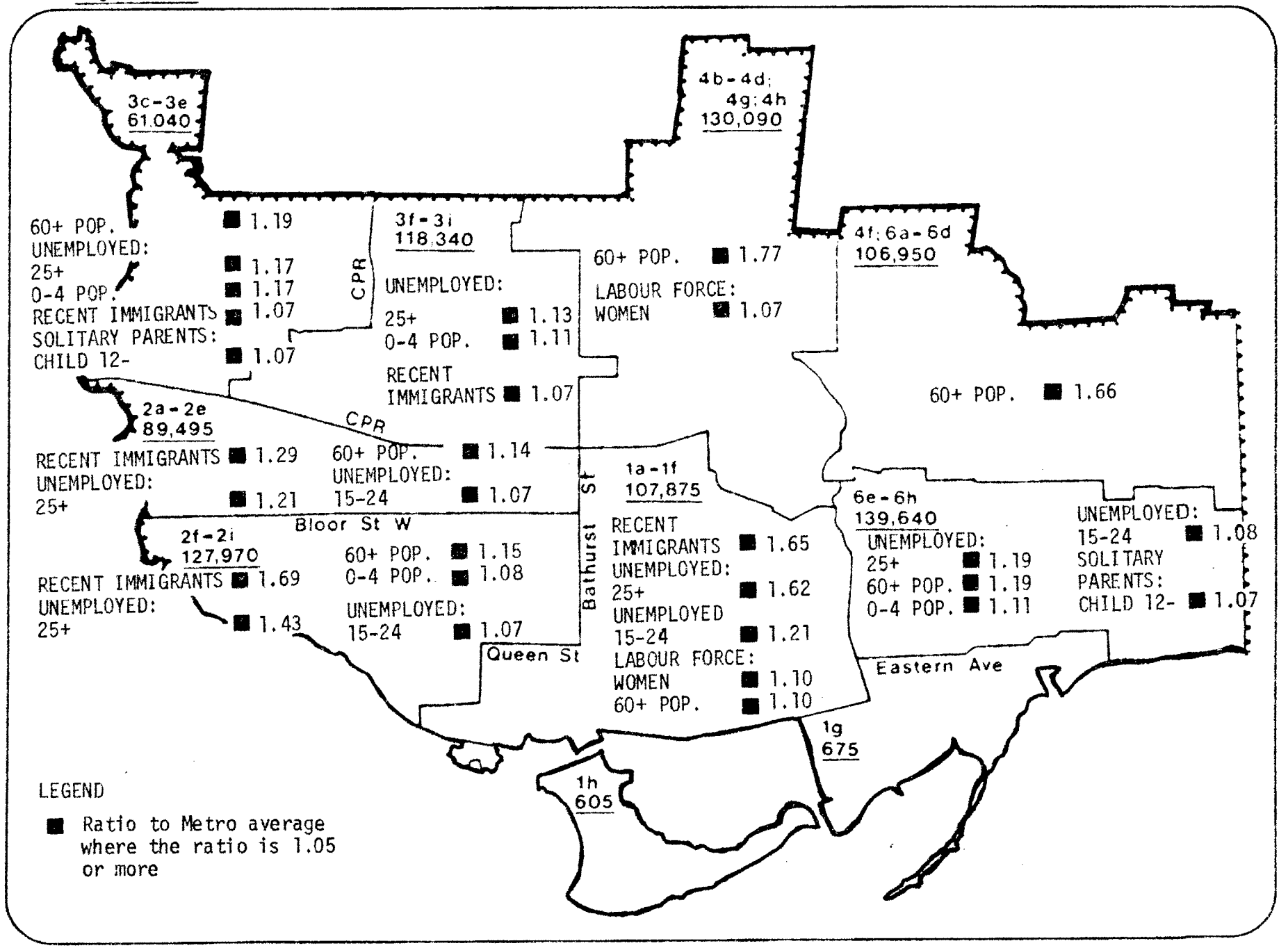
Figure: 3 Scarborough Social Development Patterns: Ratios Above Metro Averages, 1976



INNER MUNICIPALITIES SOCIAL DEVELOPMENT PATTERNS: RATIOS IN RELATION TO METRO AVERAGES, 1976

Minor Planning Districts	% Population Aged 0-4	% Population Aged 10-19	% Population Aged 60+	% Recent Immigrants	% Solitary Parents: Young Child 12-	Labour Force Rate: Women	% Unemployed: Aged 25+	% Unemployed: Aged 15-24
1a - 1f	.67	.66	1.10	1.65	.86	1.10	1.62	1.21
1g	1.16	1.24	1.09	.82	3.36	.75	1.09	2.71
1h	1.30	.81	.74	.74	1.57	1.09	1.02	.81
2a - 2e	1.03	.93	1.14	1.29	.57	.95	1.21	1.07
2f - 2i	1.08	.88	1.15	1.69	.79	.98	1.43	1.07
3c - 3e	1.17	.91	1.19	1.07	1.07	.96	1.17	.88
3f - 3i	1.11	.97	1.03	1.07	.86	.97	1.13	.97
4b-4d; 4g;4h	.56	.65	1.77	.74	.21	1.07	.79	1.03
4f; 6a - 6d	.94	.70	1.66	1.02	.64	1.03	.92	.92
6e - 6h	1.11	1.01	1.19	.90	1.07	.96	1.19	1.08

Figure: 4 Inner Municipalities Social Development Patterns: Ratios Above Metro Averages, 1976



The Part I report concluded as follows:

> "The message which emerges from this report is not an appeal for compassion for the needs of dependent social minorities, as might have been the case during earlier post-war suburban periods. It is a call for responsible public frameworks of policy, planning, and service provision which will address and respond to the special needs of the new social majority." (p. 237).

Essentially this was a call to fundamental re-orientations in planning and service provision. The Part I report cited the need for a directly elected Metro Council, to create a political momentum for urban policy leadership. There was some reservation whether traditional city-suburban divisions could be transcended under the current arrangements.

Two developments have occurred during the past year: (1) The province has ruled out direct election to Metro at this time. The present two-tier structure of local government is what we have to work with. (2) The constructive responses of suburban municipalities to the Part I report through the formation of special committees have modified these reservations. There is emerging recognition by public officials in the suburbs and at Metro Council for the scale of re-orientation required. Within each of Metro's suburbs, committed political leaders have emerged who are prepared to address suburban social conditions and to forge new policy initiatives at Metro Council. The capacity for leadership and re-orientation is limited however by restrictive climates of urban politics and provincial policy inherited from the seventies. Since the release of the Part I report, the Social Planning Council's Suburban Committee has been involved in over 100 presentations and exchanges with a wide range of groups and individuals. (See Appendix I). These consultations, in preparation for the Part II policy report, have been with neighbourhood associations; community agencies; senior adults; professional, business, and labour groups; church leaders; youth; and public officials. Presentations were made to the special committees of Scarborough and North York, and to Metro Council's Social Services and Housing Committee.

In meeting with residents and reviewing the social patterns described in Part I, two dominant impressions emerged: (1) There is a great civic tradition within the suburbs, an enormous sense of pride that Metro is a unique city in North America, and a strong desire to preserve this tradition. A

positive identity with public institutions and the urban environment is an important resource for political leadership in Metro; (2) There is a sense of public decency within the suburbs, willing to respond to the social needs of dependent groups. There was anger frequently expressed over the behaviour of young people, yet the strong commitment conveyed that new public services and programs were required to deal with social conditions -- day care, parenting centres, outreach and employment programs for youth, services to reach isolated seniors and immigrants, a re-generation of social participation and contact in suburban neighbourhoods, preservation of surplus school sites as community resources. Apprehension existed over rising property taxes in light of tight housing costs, but not to taxes in general. Well managed social programs to promote family and neighbourhood stability were viewed as assets to the quality of municipal life.

The sentiments expressed in consultations with residents are reflected in the work of suburban special committees in Scarborough, North York, and Etobicoke. All three committees were initially established to respond to the Part I report.[1] More importantly, they have reviewed social conditions in their municipalities, highlighted the need for new programs and planning capabilities, and convened major forums (in Scarborough and North York) to involve agencies and resident groups. Appendices II-IV contain the recommendations proposed by each of the three committees.

Approaches taken by the three committees have varied somewhat. Scarborough provided political leadership in the suburbs by establishing the first special committee in June 1979 to examine the needs of major social groups -- women, families, seniors, youth, immigrants -- and to conduct a preliminary assessment of available services. The committee contracted a research staff, and convened public hearings prior to the publication of their

[1] Special Committee Reports:
(a) Special Committee of Scarborough Council, Scarborough Community Services Project, December 1979.

(b) Special Committee of North York Council, Towards a Social Policy for the City of North York, June 1980.

(c) Human Services Task Force of Etobicoke, Interim Report and Discussion Paper, June 1980.

report, with submissions by agencies, residents, and professional groups. Subsequent to the release of the Scarborough report, a major community conference was convened in April 1980, with support provided through the Ontario Ministry of Culture and Recreation. The conference, planned by an expanded special committee, examined future directions for service planning in Scarborough. A second report has been prepared, for release in September 1980, with recommendations arising from conference deliberations. Scarborough Council and the Ontario Ministry of Culture and Recreation have committed funding for follow-up planning.

The North York Special Committee was formed in August 1979, upon the recommendation of the Mayor in response to: (1) the Part I Report; (2) demographic profiles prepared by the Children's Services Committee of the North York Inter-Agency Council; (3) and to a Planning Department report on the status of municipal development. The Committee drew its staffing from the North York Inter-Agency Council, the North York Board of Education, and the North York Planning Department. This was supplemented by the formation of a Special Task Force drawn from a wide range of public and voluntary agencies. Many of the social needs described in the Part I report had been documented and acknowledged in the work of the North York Inter-Agency Council. An active process of neighbourhood consultation was underway in local North York communities. As a result, the North York Committee proceeded to review the status of municipal social policies in planning and service provision. Towards this end, a draft social goals statement was formulated proposing policy planning and service objectives for North York in the eighties. The draft statement recognizes the important contribution of human services to the quality of municipal life, the need for social content in land use planning, and the importance of citizen initiative for healthy neighbourhoods. A major community conference, to review the Special Committee report, is planned for September 1980.

The Etobicoke Task Force was formed in January 1980 to suggest improvements in human services provision in the municipality. Staffing support was provided by members of the Metro Social Services Department and the Community Co-ordinator of the Etobicoke Social Planning Council. The task force relies mainly on the contribution of its members and specific resources. The interim report addresses a number of planning and service issues

related to senior adults, land use, housing, transportation services, planning, co-ordination, community development, data information resources, facility use. The task force has called for written responses to the interim recommendations prior to a council review in the fall of 1980.

Three important themes have emerged through the activity of the special committee.

(1) The need for ongoing suburban mechanisms to review the provision of social programs, promote co-ordination, and identify changing needs.

The jurisdictional fragmentation and confusion of local government roles for social programs was evident to the special committees. Each committee has proposed the development of a human services planning capability within their municipality. The North York report also identified the need for a standing committee of city council to develop and monitor social policies for the municipality. The Part II report agrees with the priority that suburban committees set on developing planning capabilities for human services in their municipalities. Section 5.0 of this report, which proposes a liaison board model, incorporates proposals from special committee reports and the content of Part II exchanges.

We believe that the work of the special committees should continue, as in Scarborough, to develop an ongoing capability. At this stage of the process, a commitment to sustained follow-up within each suburban municipality is critical.

RECOMMENDATION 1.1 -- SUBURBAN SPECIAL COMMITTEES CONTINUE TO OPERATE UNTIL ALTERNATIVE OR ONGOING PLANNING MECHANISMS HAVE BEEN ESTABLISHED IN THEIR RESPECTIVE MUNICIPALITIES.

(2) The need to formulate social objectives and to include social development data in the process of land use planning and development.

In each of the special committee reports, there are goals or recommendations which assume more permissive land use patterns. In Scarborough there is a call for day care by non-church groups in church facilities, and emergency accommodation for women, youth, and younger children. North York speaks of the need for appropriately located facilities, and for physical forms and designs which reflect the diverse needs and values of the community. Etobicoke suggests the placement of

day care in commercial and industrial zones; cites the unique role of retail commercial strips; proposes private trade schools in industrial zones, community facilities in parkland, social objectives in district plans, and integrated school site planning.

We would strongly subscribe to the social goal statement proposed by North York on the social content of land use.

> "(a) The City of North York shall ensure there is a procedure for the input of social development data into the process of land use planning and development.
>
> (b) The City of North York shall permit and facilitate the development of physical forms and designs which reflect the changing and varied needs, values, and composition of the community." (p. 5)

RECOMMENDATION 1.2 -- SUBURBAN MUNICIPAL COUNCILS OFFICIALLY ADOPT THE SUBSTANCE OF THE PROPOSED NORTH YORK GOAL STATEMENT ON THE SOCIAL CONTENT OF LAND USE.

(3) The need to develop a social data base for human services on land use planning in Metro.

In the Part I report the Social Planning Council noted:

> "...the significant scarcity of social and service data on social development patterns in Metro which is available and can be reported in standardized form at below the municipal level..
>
> The scarcity arises because important data is not recorded (the 1976 Census did not include income, ethnicity, or automobile data; public schools are irregular in their recording of social data); data is insufficiently analyzed (e.g. there is at present limited use of assessment data to monitor household patterns); there is no framework for common reporting; there are limited financial and technical resources available to service agencies to conduct social distributions of persons served; or because recorded data is not made publicly available (e.g. unemployment data from the federal government). With Statistics Canada planning to reduce data collection in the 1981 Census, this could limit social information resources even more." (p. 25, 26)

The North York and Etobicoke reports cited the limited availability of data for their activity. One purpose of the Part I report was to identify a broader range of social analysis that could be derived from census data. In preparing the Part II report, there were persistent difficulties in reconciling the service data from public authorities. Time series on social spending patterns

were rarely available in developed form.

There is no ongoing digest of service data, public reports, or survey research relating to social conditions and programs in Metro. There is a need to identify common data districts, and reconcile census tracts (demographics) with postal codes (service data). The task of organizing and maintaining a social data base for human services and land use planning in Metro requires the authority and resources of public agencies.

RECOMMENDATION 1.3 -- METRO COUNCIL ESTABLISH A SOCIAL DATA CENTRE FOR HUMAN SERVICES AND LAND USE PLANNING IN METROPOLITAN TORONTO.

RECOMMENDATION 1.4 -- SUBURBAN LIBRARY SERVICES AND PLANNING DEPARTMENTS JOINTLY REVIEW EACH MUNICIPALITIES' SOCIAL DATA NEEDS AND FORMULATE STRATEGIES FOR COLLECTION, SHARING, AND LINKAGES WITH MUNICIPAL AND METROPOLITAN RESOURCES.

The profound social changes in the suburbs and throughout Metro, did not happen suddenly. They were already taking place in the early seventies -- birth rate decline, mothers in the labour force, pockets of seniors, youth unemployment, settlement of immigrants in the suburbs, public housing concentrations, household fragmentation, population stabilization, structural shifts in the economy. Some of these changes will level out, others will continue, and new patterns will emerge. No longer are there fixed patterns of social development in urban, industrial cultures. We will continue to experience ongoing states of social transition in Metro throughout the eighties.

The development of an adequate social data base is a critical pre-requisite for cost-effective and adaptive planning in Metro. Lags invariably exist from the occurrence of social changes to their perceptions by planners and administrators. The design of plans and the introduction of new programs requires additional lead time. Responsiveness means reducing the lag between trends, perceptions, and public decision-making. It means the ability to anticipate social changes at an earlier stage and to identify public options which better fit emerging conditions. The issue is not whether social forces can be controlled, but whether social forces are understood, particularly the planning implications for service development and land use. The function of a social data base, with adequate access and reporting procedures, is to enable more agencies, professions, groups, and individuals to assess emerging conditions in

Metro, and contribute a diversity of perspectives from which more sensitive analysis and anticipation can emerge.

Suburban special committees have brought service providers and urban planners together for purposes of common review. As the Etobicoke report noted:

> "To our knowledge, this is the first time that representatives from all municipal-level civic bodies have engaged in such a task and we therefore had to engage in a certain amount of mutual education about the programs and policies of the member agencies." (p. 11)

During the past year, a complementary set of planning initiatives have come from Metro Council projects which reflect: (1) the Metroplan process; (2) social priorities adopted in early 1979 by the Social Services and Housing Committee;[2] (3) responses to projected population declines in Metro for the eighties; (4) the need to rationalize the financial structure of T.T.C. services; (5) increasing emphasis on the quality of race relations; (6) establishment of suburban special committees. These initiatives, with a broader metropolitan framework, begin to address a number of the suburban issues raised in the Part I report. Metro planning initiatives include the publication of reports and the formation of committees/task forces on -- economic development, day care, support services to senior adults, group homes, children's services, T.T.C. transit policies, future of O.H.C. housing, housing affordability, youth unemployment, suburban neighbourhood relations, after-hours/crisis services, adult residential care facilities, institutional care for the elderly, support programs to Metro Housing tenants, and human services planning. As well, in response to the Part I report, Metro Social Services will hire three community workers for developmental work in suburban municipalities.

Most of the cited initiatives are in varying stages of development. It is hard to assess their suburban impact at present. The important directions suggested by these initiatives are:

- an emphasis on multi-year service planning, and policy advocacy with Ontario;

[2] Commissioner of Social Services, Progress Report on Social Priorities for 1979, Social Services and Housing Committee, Municipality of Metropolitan Toronto, September 6, 1979.

- the promotion of equity throughout Metro;

- a commitment to broader forms of urban policy and planning;

- the affirmation of co-ordination, continuity of care, and decentralization as critical human service objectives;

- a recognition of the role of community development in promoting urban stability.

One could characterize the past year as a period of beginnings. Suburban special committees and Metro Council projects offer the possibility of a renewed planning momentum for the eighties. How far they will proceed when tough choices are faced, or when broader political support is sought, remains unclear. In part, this depends on climates of public thinking, structures of public policy, and capabilities for sustained planning.

The Part II of Metro's Suburbs in Transition has been designated as a policy report. It brings together themes identified in presentations and exchanges subsequent to Part I, data developed in support of the analysis, and recommendations arising from the deliberations of the Social Planning Council's Suburban Committee. The organization and limitations of data cited in Part I (p. 13-26) still pertain to this report.

It is now seventeen months since the Part I was released. While Census data from 1976 is that much older, the essential social patterns still remain. Unemployment levels have increased somewhat since 1976. Divorce levels in Ontario have gone up by 30% in four years. There is on average one dependent child for every divorce. Immigration levels nationally have declined, as have the proportions of immigrants coming to Ontario. Many adults at pre-retirement ages in 1976 are now part of the seniors population.

There has been a marginal increase in Ontario births in the last year (approximately 1.5%). This reflects a large population of women of childbearing age. A marginal increase was anticipated in provincial projections of 1978 for a Metro population decline over the next decade.

The Part II report has been designated as a planning agenda. It is not a blueprint for action -- this is beyond the scope of any one report or

organization. The particular forms of adaptation and planning required in Metro's suburbs are the legitimate domain of public authorities and community initiative. The policy report is a public interest statement by the Social Planning Council, which addresses the policy and planning implications of suburban social changes in relation to prevailing metropolitan and provincial policy climates. The report includes analysis and recommendations for public initiatives. We would hope that community responses to the report will stimulate further discussion of issues raised and directions suggested.

The primary purpose of the planning agenda is to identify the commitments and capabilities required if there is to be sustained action in addressing suburban needs and related metropolitan issues. Some of the agenda items call for more immediate action, others for immediate recognition and a commitment to serious planning during the decade. We recognize that the process of institutional change is neither sudden nor dramatic. But recognition and commitment can come quickly, particularly where there is public leadership. Well-designed pilot projects can serve as important models for more fundamental change. Policies can be phased-in through multi-year planning. The climate for community and professional initiative can be improved where visible public recognition exists.

The locus of public responsibility for addressing specific suburban conditions is distributed within three government levels -- the province, Metro, and municipal authorities. The federal government has broad fiscal and policy roles that influence general development patterns. But specific forms of urban policy and human services development are provincial responsibilities. Federal policies can inhibit or facilitate the attainment of urban or service objectives, but the initiative rests with the province. Under current constitutional arrangements urban regions such as Metro -- with a population exceeding every Canadian province except Ontario (without Metro), Quebec, and British Columbia -- have limited direct relationships with the central government.

Within the three identified levels of public responsibility for Metro's suburbs, the roles vary. Ontario shapes the limits of local government initiative by legislation, regulation, and spending levels. Provincial policies and priorities esta-

blish a framework for local government activity. Within the provincial framework, there are opportunities for local government initiatives to determine the forms of urban planning, and the structure and content of service provision. Provincial spending policies create an upper limit on local government activity. But there still remains a wide range of opportunity for local government initiative. Local authorities can determine the relative priority of service functions within their funding responsibility, relative distribution and accessibility patterns, the content of land use, and levels of discretionary funding from the property tax base.

Local governments, even without statutory powers, can play a powerful set of policy roles. They can encourage citizens and voluntary associations to articulate their policy needs. Local government can directly articulate legitimate social demands to Ontario and the federal government. Given Metro's size in Ontario and the national role it plays in Canada as a communication and media centre, Metro's impact on provincial and federal policy development should not be underestimated.

The two-tier structure of local government in Metro formally divides responsibility. With a structure of indirect election to Metro Council and the Metro School Board, the level and quality of social recognition at the municipal level governs the capacity for metropolitan government initiative. The metropolitan role of promoting equity among municipalities can best be assumed where there is a strong sense of equity within municipalities. The metropolitan role of anticipating future development needs is best assumed when individual municipalities recognize their own stake in successful adaptation. The metropolitan role of helping dependent groups is best served when social conditions that are increasingly common among municipalities are understood and acknowledged as the basis for joint initiative.

The policy report recognizes that the fate of Metro's suburbs is tied to future patterns of metropolitan development, which in turn depends on the sensitivities and commitments of municipal political life. We recognize that recommendations directed to suburban conditions may also apply to inner municipal areas. While the City of Toronto has a wider range of developed services in many

areas, issues of distribution, organization, and adequacy are also significant. We would firmly oppose solutions which reduce Toronto's capacity to meet legitimate needs in order to increase service resources in the suburbs. In our judgement, we have the capacity to develop needed services across Metro through effective planning and responsible public spending policies.

2.0 DECADE OF RENEWAL

The purpose of this section is to understand the metropolitan pattern in which suburban transition has been taking place. The forces contained in this pattern shape the possibilities and constraints of local government activity.

The configuration of forces is complex. There are characteristics which Metro shares with other established urban regions in North America and Western Europe.[3] Population growth stabilizes, then enters into a period of marginal decline. Shifts begin to occur in the job supply structure. The costs to maintain urban services intensify. Housing costs begin to outstrip the resources of average income families. Fewer people on average occupy household units. A lower birth rate reduces the number of children living in neighbourhoods. Enrolments decline and schools close.

Metro's population stabilized in the seventies. While suburban growth increased by 13% during this period, Metro's population in 1980 is roughly similar to what it was in 1970, around 2.1 million. Provincial projections in 1978 foresaw a 10% population decline for Metro in 1991, if current patterns were to prevail.

Figure 5 identifies the projected distribution of population change within Metro from 1979-1986, during the period of anticipated population decline. Of all Metro's municipalities, only Scarborough is expected to grow and come closer to Toronto and North York in population size. Each of Metro's other municipalities is expected to lose population. The rate of decline will be most pronounced in the inner municipalities. By 1986, the proportion of Metro's population living in North York, Scarborough, and Etobicoke is expected to increase from 59% to over 62%. Metro's ability to respond not only to suburban problems, but to the needs of all of Metro, will be increasingly dependent on policy climates in the suburban municipalities. The suburban influence at Metro will be strengthened in 1981, with one additional representative from each

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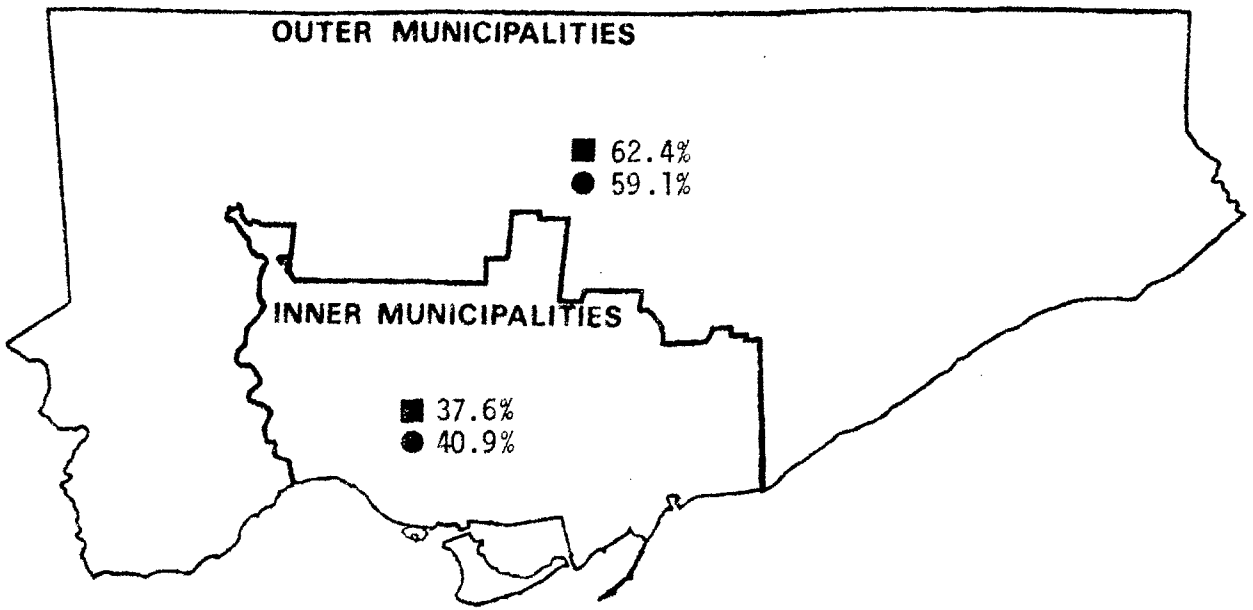
[3] C. L. Leven (Ed.), The Mature Metropolis, D.C. Heath & Co., Lexington, Mass., 1978.

L. S. Bourne, Emerging Realities of Urbanization in Canada: Some Parameters and Implications of Declining Growth, Research Paper No. 96. Centre for Urban and Community Studies, University of Toronto, July 1978.

 Figure: 5 Population Distribution in Metropolitan Toronto: 1986 (projected), 1979 (assessment preliminary)

■ percentage of Metro population, 1986 (projected) (1)
● percentage of Metro population, 1979 (assessment) (2)



MUNICIPAL DISTRIBUTIONS

Toronto (City)	■ 27.1% ● 29.8%
North York	■ 25.4% ● 26.2%
Scarborough	■ 23.2% ● 19.2%
Etobicoke	■ 13.8% ● 13.7%
York	■ 6.1% ● 6.3%
East York	■ 4.4% ● 4.7%

Data Sources:
(1) City of Toronto, Toronto in Transition , April 1980
(2) Metropolitan Toronto Planning Department

of North York and Scarborough.

Planning activity in suburban municipalities will differ somewhat in the eighties. Scarborough will continue to include a higher proportion of families with children. In 1970, Toronto (with 105,584 students) and North York (with 99,695) had the largest public school systems in Metro. Scarborough was third (with 80,346). By 1979/80 Scarborough and Toronto had the largest systems (approximately 79,000 students each). The Scarborough elementary population (at 45,634) exceeded that of Toronto (44,401). By the early eighties Scarborough should have the largest public school system in Metro, with children from a wide variety of economic, family and cultural backgrounds. Planning for selective growth will remain a municipal planning priority in Scarborough.

North York faces the upheaval arising from dramatic demographic shifts. Up to 50 public schools might be closed in the eighties, with major implications for the structure of community life. Other than Toronto, North York has the highest levels of cultural and racial diversity in Metro. There are also increasing numbers of senior adults in North York particularly in the Bathurst-Bayview corridor.

The social development pattern of Etobicoke shows sharper contrasts to the other two suburbs. In 1976, Etobicoke had the lowest population of children aged 0-4, and recent immigrants in Metro. There are large concentrations of senior adults in the centre of the municipality. North of Highway 401, and in the Lakeshore area, there are districts with family and social diversity more similar to North York and Scarborough.

During the post-war period, Metro's political boundaries contained the areas of rapid growth. Metro invested in the capital infrastructure of new suburban communities, and then benefited from the subsequent growth of its assessment base. Metro's boundaries are largely filled up with first round suburban development. New rapid growth areas are outside of Metro's political boundaries, in surrounding regional municipalities (which at one time were included in Metro's planning boundaries). The new populations outside of Metro contribute to the demands on municipal public services -- police, roads, parks -- but unlike the post-war period, they are outside the revenue structure of local government in Metro.

Figure 6 provides a regional perspective on population shifts from 1976-1979. As Metro moves into a period of marginal decline, the surrounding regions are continuing their projected growth pattern. In the period 1976-1979 Peel, York, and Durham increased their populations at annualized growth rates of 2.5%-4.0%. Figure 7 and Table 5 identify one major source of this growth, the net population loss of Metro to the surrounding regions. From 1966-1971, the net population loss from Metro occurred while there was still rapid growth taking place within Metro, and continuing high levels of immigration. Metro's suburban growth stabilized from 1971-1976. Net migration from Metro to the surrounding regions increased (Peel +90%; York +58%; Durham +73%). The age structure of net immigration from Metro during 1971-1976 reveals high out-migrations of family aged adults (25-39). This is a clear departure from the 1961-1971 period. The net migrations into the surrounding regions from 1971-1976 was highest for family age adults.

There are a number of factors contributing to Metro's projected population decline. These include:

- substantial decline of immigration to Canada since the mid-seventies, and fewer immigrants choosing to settle in Ontario (down from 53.7% in 1970, to 49.1% in 1978);

- absence of affordable and appropriately located ground-oriented housing for average income families with younger children;

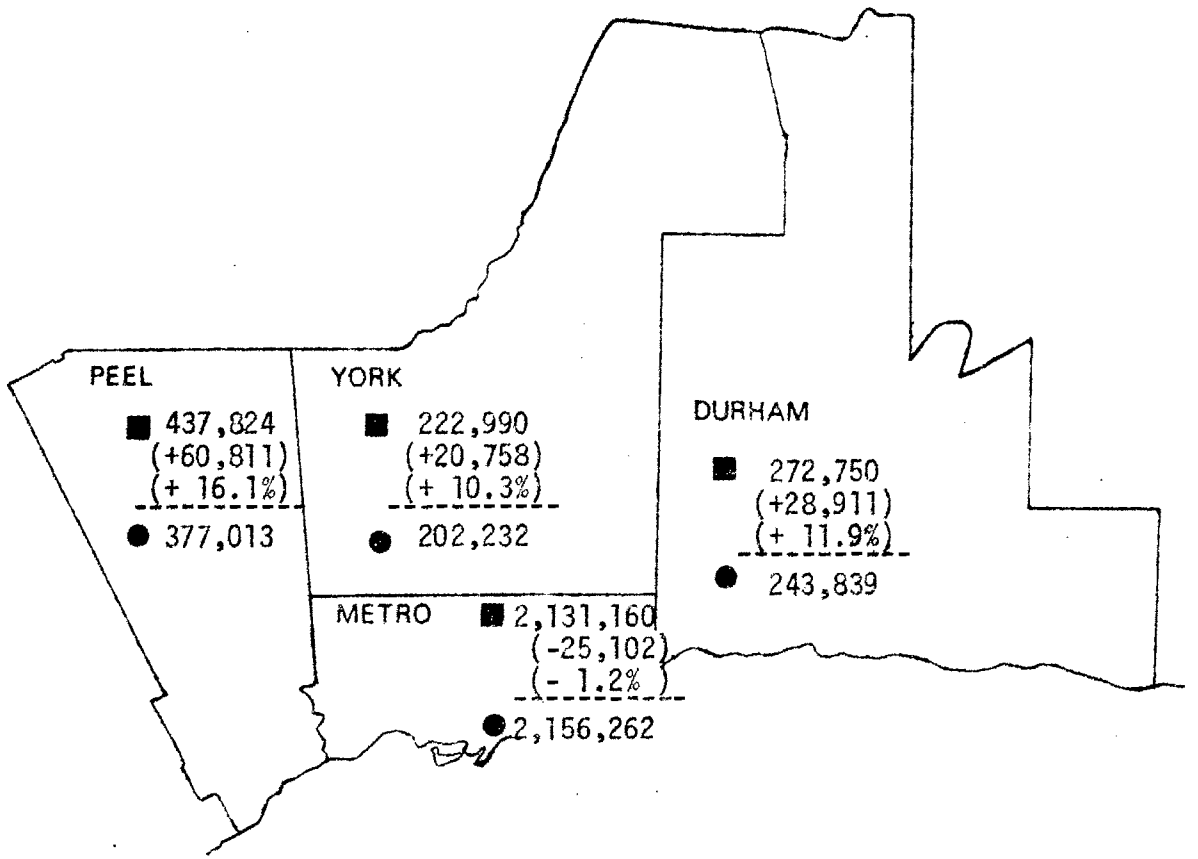
- the reduction of household size with grown children leaving home and surviving and divorced spouses living alone;

- the loss of manufacturing jobs in Metro.

The Part II policy report which addresses suburban needs, is based on the recognition that the context for planning in Metro has changed considerably. In a period of decline, there are limits to how much we can spend in the resolution of community problems. As stated in Part I report:

> "In an economy with sustained growth, a portion of the surpluses can be directed to adding on. In a slow growth economy, add-ons become a serious drain on the limited resources of the community which might be required to respond to legitimate gaps in available support (e.g. pre-school parenting support)." (p.33)

Figure: 6 Regional Distributions: Population Changes 1976-1979

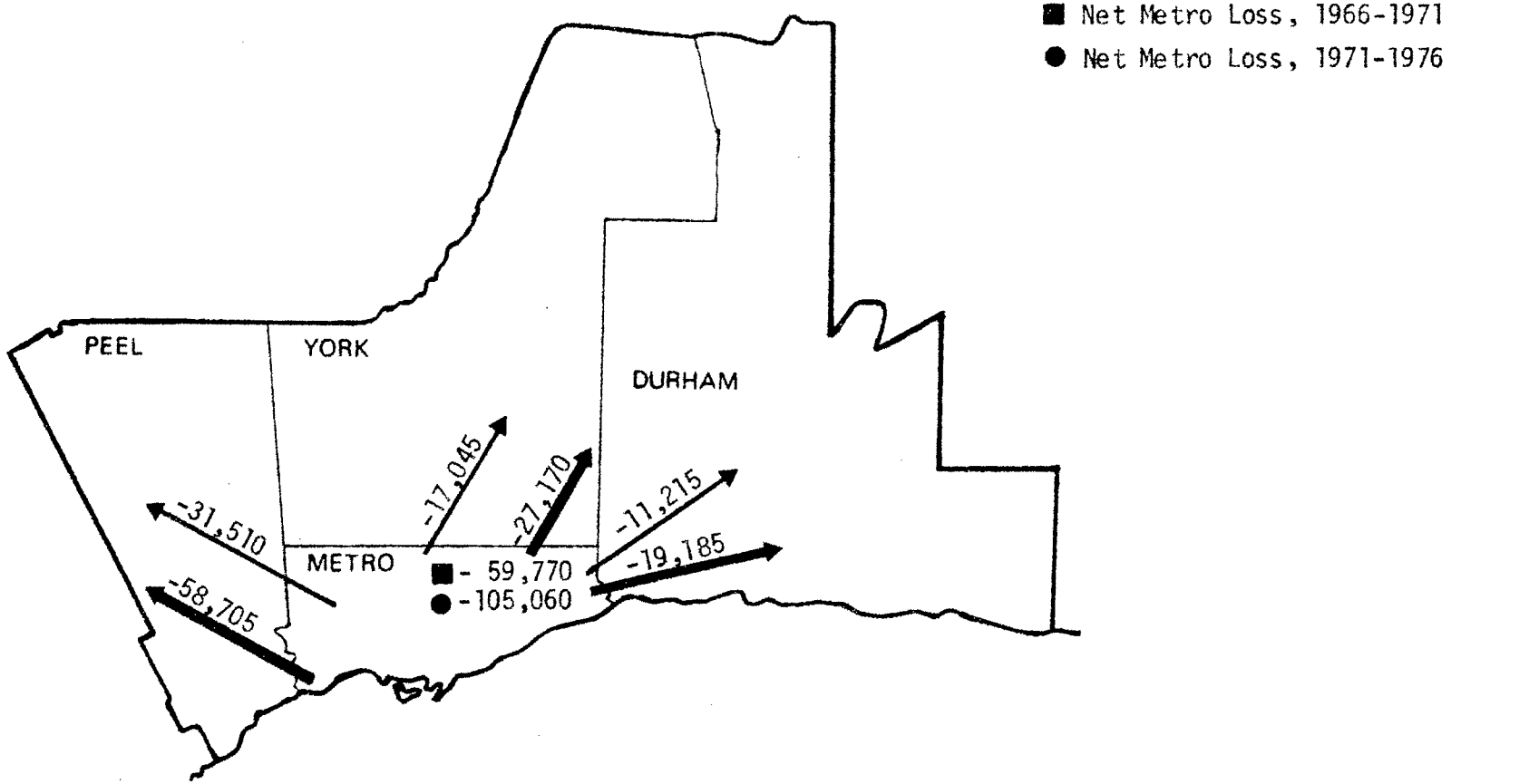


MUNICIPAL DISTRIBUTIONS

Scarborough	409,592 (+28,661) (+ 7.5%)	380,931
North York	559,108 (+ 1,041) (+ .2%)	558,067
Etobicoke	291,102 (- 2,362) (- .8%)	293,464
York	134,813 (- 4,799) (- 3.4%)	139,612
East York	100,857 (- 5,228) (4.9%)	106,085
Toronto City	635,688 (-42,415) (- 6.3%)	678,103

Data Source: Metropolitan Toronto Planning Department

 Figure: 7 Regional Distributions: Net Population Loss from Metropolitan Toronto to Surrounding Regions: 1966 - 1971, 1971 - 1976



Data Source: City of Toronto Planning and Development Department

Table: 5

NET POPULATION CHANGES THROUGH MIGRATION BY AGE GROUPS,
METROPOLITAN TORONTO, 1961-1976; SURROUNDING REGIONS 1971-1976

Age Spans	Metropolitan Toronto			Durham, York, Peel, Halton
	Changes: 1961-1966	Changes: 1966-1971	Changes: 1971-1976	Changes: 1971-1976
0-14	+ 15,058	- 19,055	- 37,593	+ 55,456
15-24	+ 61,903	+ 76,416	+ 42,068	+ 17,057
25-39	+ 45,305	+ 45,023	- 31,720	+ 77,162
40-64	+ 6,521	- 8,857	- 20,386	+ 20,402
65-84	- 1,678	- 2,994	- 4,697	+ 4,168

Data Source: City of Toronto Planning and Development Department

The alternative to "add-on" spending is the need to adapt and re-develop what we have. It means an era of consistent planning, in which tougher choices have to be faced.

Metro is no longer one of Canada's prime urban growth centres. It must become competitive to the regions surrounding Metro. During the post-war period, Metro was a magnet for newcomers -- secure industrial jobs, affordable family housing, stable urban environment, rich cultural life. Planning in Metro was directed to the orderly management of growth. People came; there was little need to induce growth.

Metro continues to possess an attractive urban structure and an outstanding diversity of resources upon which to build its future. Clearly, provincial leadership and policies will play an important role in contributing to Metro's future. Provincial planning to rationalize development in the regions surrounding Metro, or alternatively to restore Metro's planning boundaries to their original size, would be significant initiatives. But it is doubtful whether Metro's future can be secured simply by placing limits on or drawing in what happens outside of its boundaries. The more fundamental issue is whether the will to renew Metro exists from within. Renewal means a commitment to attract jobs, re-develop commercial centres for mixed use, create cost efficient scales for public services, make better use of the current housing stock, ensure that needed facilities and services are permitted in neighbourhoods throughout Metro, promote voluntary initiative and social integration in high risk, socially diverse neighbourhoods, co-ordinate and re-direct existing social programs. This calls for new climates of public priority, and a planning framework in which the public interests of Metro residents in the eighties can be identified and promoted.

In our judgement, there are three inter-related priorities to be addressed within Metro.

- the revenue-cost pressures in providing public services;
- exclusionary land use patterns;
- human services planning in Metro.

A. Revenue-Cost Pressures

Metro has an infrastructure of urban services and amenities which could accommodate up to 2.8 million people. Population stabilization or decline, accompanied by the loss of jobs with higher revenue yields for local government, could create serious pressures on the financing of major public services. This would lead to an eroding revenue base for Metro at the same time that per capita service costs were continuing to intensify. There would then be hard decisions to make on the reduction of public services, or the generation of increased revenue yields from the existing population. It is in this context that planning for renewed growth in Metro assumes signifance.

The revenue base of Metro is a function of population and economic activity. On a declining population base, with increased numbers of senior adult households on fixed incomes, the revenue yield of residential assessment could be increasingly strained. The revenue implications of job loss, particularly the changing content of jobs in older American cities is becoming better understood. The conclusions of one recent study of New York City's revenue problems are important to cite.[4]

> "Although the specific results are very much a product of the specific features of New York's tax system and economic base, the general conclusions are widely applicable. Indeed, in some respects New York City suffered, in revenue terms, much less from changes in employment compensation than must have been true for a more "typical" mature central city. The finding was that the change in industrial composition over the decade by itself reduced 1970 revenue from the major taxes examined by 1.5 percent. More to the point, to replace the revenue lost by reductions in jobs in manufacturing and wholesale and retail trade required substantially larger increases in jobs in services and government. In revenue terms in 1970, one manufacturing job was equivalent to 1.1 service jobs or 1.6 government jobs; one job in trade was equivalent to 1.6 service jobs and 2.3 government jobs." (emphasis added)

Metro's economy is dependent upon prevailing ecomomic conditions in Ontario. When auto plants or other industries close outside of Metro, subsidiary and related enterprises in Metro can be

[4] Study Cited: R. W. Bahl, A.K. Campbell, P. Greytak, "Taxes, Expenditures and the Economic Base: Case Study of New York City"; New York; Praeger, 1974, Chapter 2. Cited in: D. Netzer, Public Sector Investment Strategies in the Mature Metropolis in C.L. Leven The Mature Metropolis, p. 230.

seriously hurt. Metro's economy includes a large sector of smaller enterprises. Layoffs and closures at these operations, which may affect fewer people on an individual basis, may therefore attract less visibility than a large plant closure outside of Metro. A group of smaller enterprises which are forced to scale down or close can have the same economic and social affect as a large closure.

Metro's economic future is therefore dependent on the industrial planning carried on by federal and provincial governments. There is however, still a need for metropolitan economic planning to assess the unique characteristics and opportunities within Metro's economic structure.

The ability to sustain public programs in Metro, and develop new suburban initiatives, depends on the strength of Metro's economy in the eighties. Jobs are a source of revenue for local government. In combination with accessible housing, they serve to induce new residents to settle in Metro.

We commend the creation by Metro Council in 1979 of an Economic Development Steering Committee, drawing business, labour, and municipal officials into a process of joint review. The committee has a number of vital functions to perform: (1) develop a research base on the structure of Metro's economy; (2) formulate economic strategies to increase jobs and local assessment; (3) identify the complementary land use and service policies to sustain an economic strategy; (4) provide a united voice in articulating Metro's economic interests to federal and provincial government levels.

RECOMMENDATION 2.1 -- THE WORK OF THE METRO ECONOMIC DEVELOPMENT STEERING COMMITTEE IS VITAL TO THE SOCIAL WELL-BEING AND FUTURE STABILITY OF METRO. WE URGE ALL PRESENT COMMITTEE MEMBERS TO SUSTAIN THEIR PARTICIPATION IN THE COMMITTEE THROUGH TO THE COMPLETION OF ITS MANDATE. WE RECOGNIZE THAT IN FORMULATING AN ECONOMIC STRATEGY FOR METRO THERE WILL BE DIFFERING VIEWPOINTS AND INTERESTS. THESE DIFFERENCES SHOULD BE CLARIFIED AND RESOLVED THROUGH AN ORDERLY PROCESS OF PUBLIC DEBATE.

The other side of the emerging public finance issue in Metro is increasing per capita costs for the provision of major public services. Table 6 estimates the intensification of per capita costs (constant gross dollars) during the seventies for education, police, and public transit.

Table 6: ESTIMATED PER CAPITA PUBLIC COSTS (CONSTANT DOLLARS) FOR EDUCATION, POLICE, AND PUBLIC TRANSIT, METROPOLITAN TORONTO, 1970, 1979/80

(1) Education (Metro Toronto School Board)		(2) Metropolitan Police Service		(2) Public Transit	
1979/80	1,386.8	1980	46.0	1980	20.6
1970/71	1,132.0	1970	25.0	1970	12.2
% increase	+ 22.5%	% increase	+ 83.8%	% increase	+ 68.6%

(1) Per enroled pupil

(2) Per resident

The highest per capita increases have been for the police service (up 83.8%), followed by public transit (up 68.6%), and education (up 22.5%). Police and transit increases have taken place on a relatively constant population base of Metro from 1970-1980. Education costs per pupil have increased, with a 20% decline in total enrolment.

There are important perspectives to note for each of the three areas. With education, declining enrolment does not result in proportionate cost savings. Overhead and plant costs are less susceptible to proportionate pruning. Teachers who remain are at more senior levels. Each of Metro's six municipal boards must now deal with social and cultural needs of pupils which were once primarily associated with Toronto. New commitments to serve gifted children, the soon-to-be-phased-in mandatory provision of special education programs, the introduction of full day senior kindergartens, are all sources of cost intensification.

The Metro Police Service has grown from an authorized strength of 4,265 in 1970 (3,464 police; 801 civilians) to a 1980 authorized strength of 6,530 (5,404 police; 1,126 civilians). This

represents an authorized complement increase of 53% in 10 years. A major source of cost intensification was court-ordered two-person cruisers. Other intensification sources include salary and benefit upgrading, the formation or expansion of specialty units (emergency, community services, ethnic relations), the partial return to foot patrols, and energy costs.

There is however, another dimension to this issue. Private security forces have grown considerably, at the same time as public police costs have intensified. In 1977, more people were employed in Ontario in private services (almost 27,000), than in municipal and public services (approximately 20,000). The growth of private security systems is evident in plazas, office buildings, apartment complexes, hospitals, museums, schools, mass entertainment events, etc.

Farnell and Shearing have noted in a recent review that:

> "... private security has become as obvious a part of the daily lives of most Canadians as the public police. Canadians today encounter private security personnel at almost every turn . . ."[5]

Increased public and private security costs in the seventies may reflect the desire for better protection by a more affluent society. It also reflects one form of community adaptation to the social and cultural transititons of the decade. It suggests emerging states of social disintegration, in which informal responsibilities for social control and civic order have been increasingly transferred to institutional systems of formal control. At a time when de-institutionalization and social integration for dependent groups have been explicit public policy objectives, the institutionalization of social control in the absence of social integration has been the emerging public reality.

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[5] M. B. Farnell, C. D. Shearing, Private Security: An Examination of Canadian Statistics, 1961-1971, Centre of Criminology, University of Toronto, April 1977, p. 118.

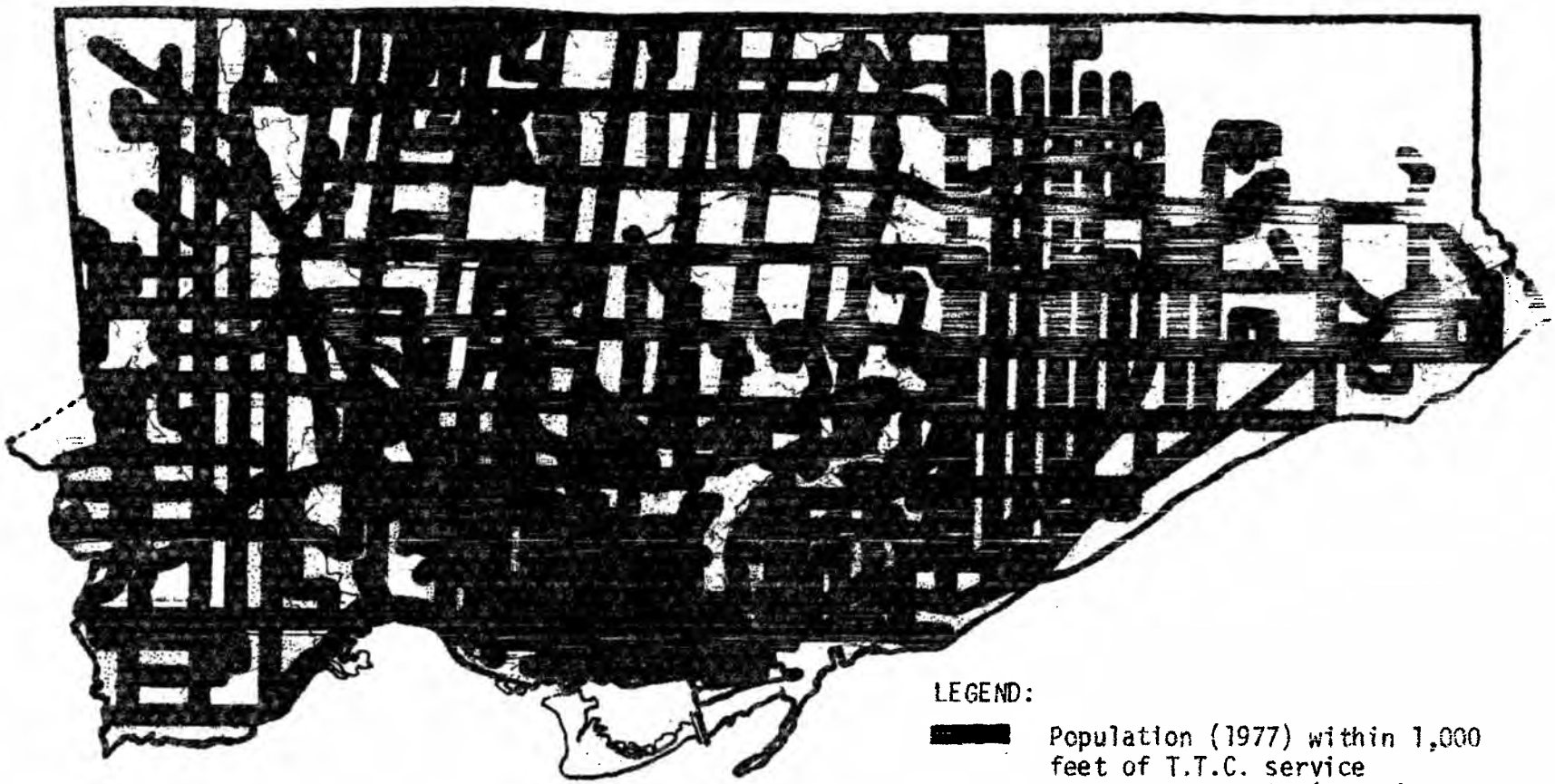
During the past four years, the Social Planning Council has worked quite closely with senior police officials and visible minorities in establishing Metro's first community committees on police and race relations. The scale of social demand placed on the police has become abundantly evident in both suburban and central Metro committees. The police are frequently the only front-line service dealing with the effects of family upheaval, racial discord, youth unemployment, and general states of isolation and alienation. There are limits to the level of demand which can be placed on the police to constrain the spill-overs from social and cultural transitions. There is a need for the entire community to assume responsibility in addressing new conditions.

Some important initiatives are now in progress. The Metro report on the Tandridge Crescent incident in Etobicoke acknowledged the wider state of social disintegration and upheaval underlying the incident. Metro is now responding in new and important ways -- formulating a youth employment strategy, developing a community work model. In June 1980, Metro's Social Services Commissioner convened an After-Hours Services Committee to co-ordinate the provision of support and crisis assistance. A proposed pilot project is being developed to provide social service support to the police in responding to domestic calls, a major source of demand on the police at present. As well, there is the recent proposal by the Attorney-General of Ontario that each municipality in Metro pursue the example of North York and establish a municipal race relations committee. The responsibility of promoting sound race relations in Metro would be shared by all parts of local government.

Increasing per capita costs for transit in Metro, even with higher fares and larger provincial subsidies, reflect a number of factors. Population declines in the transit intensive centres of Metro, and higher unemployment levels, have contributed to reduced ridership. There have also been capital costs, along with increases in labour and energy costs.

The T.T.C. (Toronto Transit Commission) has extended its services within the suburbs. Figure 8 identifies the high penetration of transit across Metro by 1977, with 88% of Metro's population within 1,000 feet of T.T.C. service. In the Part I report, interview respondents cited long waiting periods for transit service, and difficulties in

 Figure: 8 Distributions: Accessibility to T.T.C. Services, 1977



LEGEND:

Population (1977) within 1,000 feet of T.T.C. service
Metro: 1,846,728 (87.7%)

Population (1977) more than 1,000 feet from T.T.C. service
Metro: 238,500 (11.3%) from 1,000 to 2,000 feet
Metro: 21,000 (1.0%) over 2,000 feet

Data Source: Metropolitan Toronto Transit Commission

North York of moving in an east-west direction. Table 7 identifies the 1978 net revenue per mile of T.T.C. routes -- 64 of 72 (88.9%) of primarily suburban routes showed net deficits per mile. In the inner municipalities, 7 of 44 routes (38.6%) showed net deficits. There are clearly extenuating circumstances to particular routes, and there are obvious limits to Table 7. But the pattern is essentially valid.

There are significant numbers of transit dependent groups in the suburbs -- senior adults, single parents, mothers in the labour force, youth -- with mobility needs within their municipalities, as well as to the downtown. The intensification of suburban land use related to transit services is urgently needed. Land use intensification need not mean higher residential densities everywhere. It can also mean creating mixed use nodes or zones of attraction along major suburban corridors to concentrate work related and off peak use.

Without intensified land uses, future options for T.T.C. services include:

- increased ridership through incentives, and appeals to convenience and energy-related savings;

- reduced suburban services;

- higher fares, which impose new financial burdens on fixed income groups in a period of high inflation;

- increased public subsidies to cover operating losses, and the diversion of scarce growth dollars away from priority needs.

With the exception of municipal commitments by Scarborough to intensify land use around the L.R.T. line to the Town Centre, and the proposed increased densities in the North Yonge corridor of North York, we are at a policy stalemate in Metro over the future of public transit. The pressures to expand will increase, and with good reason, but so will the public and private costs in the current land use climate.

B. Exclusionary Land Use

New forms of family and adult life represent fundamental changes in the urban structure.

NET REVENUE PER MILE, T.T.C. ROUTES, METROPOLITAN TORONTO, 1978

Rank	Route	Primary Metro Area Served (1)	Net Revenue Per Mile
1	Main	Inner	$ 1.65
2	Wellesley	Inner	1.46
3	Spadina	Inner	1.39
4	Vaughan	Inner	1.07
5	Pape	Inner	1.05
6	Parliament	Inner	1.01
7	Spadina N	Inner	.94
8	Dawes Road	Inner	.89
9	Davisville	Inner	.80
10	Royal York S	Suburban	.76
11	Dufferin	Inner	.70
12	Woodbine	Inner	.67
13	Thorncliffe Pk	Inner	.59
14	Greenwood	Inner	.55
15	Lansdowne	Inner	.50
16	Bay	Inner	.40
17	Kingston Rd Bus	Suburban	.38
18	Broadview	Inner	.31
19	Bathurst St Car	Inner	.24
20	O'Connor	Inner	.22
21	Coxwell	Inner	.21
22	King	Inner	.21
23	Runnymede S	Inner	.21
24	Sherbourne	Inner	.21
25	Don Mills	Suburban	.18
26	Dundas	Inner	.18
27	Mortimer	Inner	.18
28	Junction	Inner	.17
29	Bloor West	Suburban	.16
30	Kipling S	Suburban	.10
31	Leaside	Inner	$ .05
32	Burnhamthorpe	Suburban	.04
33	Cliffside	Suburban	.04
34	Rosedale	Inner	.04
35	Long Branch	Suburban	.03
36	Jane	Suburban	(.02)
37	Keele	Suburban	(.02)
38	Flemingdon Pk	Suburban	(.04)
39	Carlton	Inner	(.07)
40	Evans	Suburban	(.07)
41	Birchmount	Suburban	(.08)
42	McCowan	Suburban	(.10)
43	Subway	~~X~~	(.12)
44	Victoria Pk	Suburban	(.13)
45	Warden	Suburban	(.15)
46	Markham	Suburban	(.16)
47	Pharmacy	Suburban	(.18)
48	St Clair St.Car	Inner	(.18)
49	Queen	Inner	(.21)
50	Steeles W	Suburban	(.21)
51	Eglinton W	Suburban	(.24)
52	Scarlett Rd	Suburban	(.24)
53	Lawrence	Suburban	(.25)
54	Lawrence E	Suburban	(.25)
55	Avenue Rd	Inner	(.27)
56	Kipling	Suburban	(.28)
57	MtPleasant	Inner	(.28)
58	Humber Blvd	Inner	(.29)
59	Sheppard W	Suburban	(.30)
60	Eglinton E	Suburban	(.33)

Rank	Route	Primary Metro Area Served (1)	Net Revenue Per Mile
61	Yonge	Suburban	$ (.33)
62	Runnymede	Inner	(.34)
63	Weston Rd	Inner	(.34)
64	Bayview	Suburban	(.35)
65	Horner	Suburban	(.35)
66	Islington	Suburban	(.35)
67	Kennedy	Suburban	(.37)
68	Keele N	Suburban	(.38)
69	Prince Edward	Suburban	(.38)
70	Sheppard E	Suburban	(.38)
71	Steeles E	Suburban	(.38)
72	Wilson	Suburban	(.39)
73	Finch E	Suburban	(.40)
74	Anglesey	Suburban	(.41)
75	Nortown	Inner	(.41)
76	Queensway	Suburban	(.42)
77	Malton (TTC)	Suburban	(.43)
78	Woodbine	Suburban	(.43)
79	Brimley	Suburban	(.44)
80	York University	Suburban	(.45)
81	Warden S	Suburban	(.46)
82	Martin Grove	Suburban	(.47)
83	Caledonia	Suburban	(.49)
84	York Mills	Suburban	(.50)
85	Bayview N	Suburban	(.51)
86	Downtowner	Inner	(.51)
87	Annette	Inner	(.52)
88	Bathurst Bus	Suburban	(.53)
89	Midland	Suburban	(.53)
90	Senlac	Suburban	(.53)
91	Scarborough	Suburban	$ (.54)
92	Cummer	Suburban	(.56)
93	Finch W	Suburban	(.56)
94	South Leaside	Inner	(.57)
95	Mall Circle	Suburban	(.58)
96	Faywood	Suburban	(.60)
97	Lambton	Suburban	(.63)
98	Leslie	Suburban	(.65)
99	Royal York	Suburban	(.66)
100	Kingston Rd Trip	Inner	(.69)
101	Willowdale	Suburban	(.69)
102	Glencairn	Suburban	(.70)
103	Forest Hill	Inner	(.77)
104	Bellamy	Suburban	(.80)
105	Downsview	Suburban	(.89)
106	Maple Leaf	Suburban	(.91)
107	Wilson Heights	Suburban	(.91)
108	Ranee	Suburban	(.95)
109	Ossington	Inner	(1.06)
110	Kingsway	Suburban	(1.14)
111	Church	Inner	(1.16)
112	Rouge Hill	Suburban	(1.23)
113	Armour Heights	Suburban	(1.32)
114	Downtown	Inner	(1.36)
115	Glenorchy	Suburban	(1.50)
116	Rexdale *	Suburban	(2.04)
117	Norfinch *	Suburban	(2.37)

Notes: (1) Either Suburban (Etobicoke, North York, Scarborough), or Inner (Toronto/City, York, East York)

* Peak Hour Services Only

A recent report on urban changes from the Harvard Center for Population Studies noted that:[6]

> "These (changes) are...signals of a deep and abiding social change which is mirrored in statistics but which is rooted in the evolution of a modern society." (p.12)

The social implications for the urban structure include fewer children, more women in the labour force, an extended life span, the unpredictability of marriage, diverse family and adult living arrangements, and solitary households.

Figure 9 indicates that the trend to smaller household size, characteristic of these changes, is expected to continue through the mid-eighties. All three of Metro's suburban municipalities are projected to have average household sizes below 3.00. The Part I report (p.142) estimated that over 58% of all households in 1976 were without children aged 0-17 (Etobicoke 56.4%; North York 52.1%; Scarborough 45.7%).

6 W. Alonso, The Population Factor and Urban Structure, Harvard Center for Population Studies, Working Paper No. 102, Cambridge, 1977.

There is no longer one dominant land use pattern or service structure which will respond to the immediate or unanticipated needs of a suburban majority. Hitchcock has correctly noted:

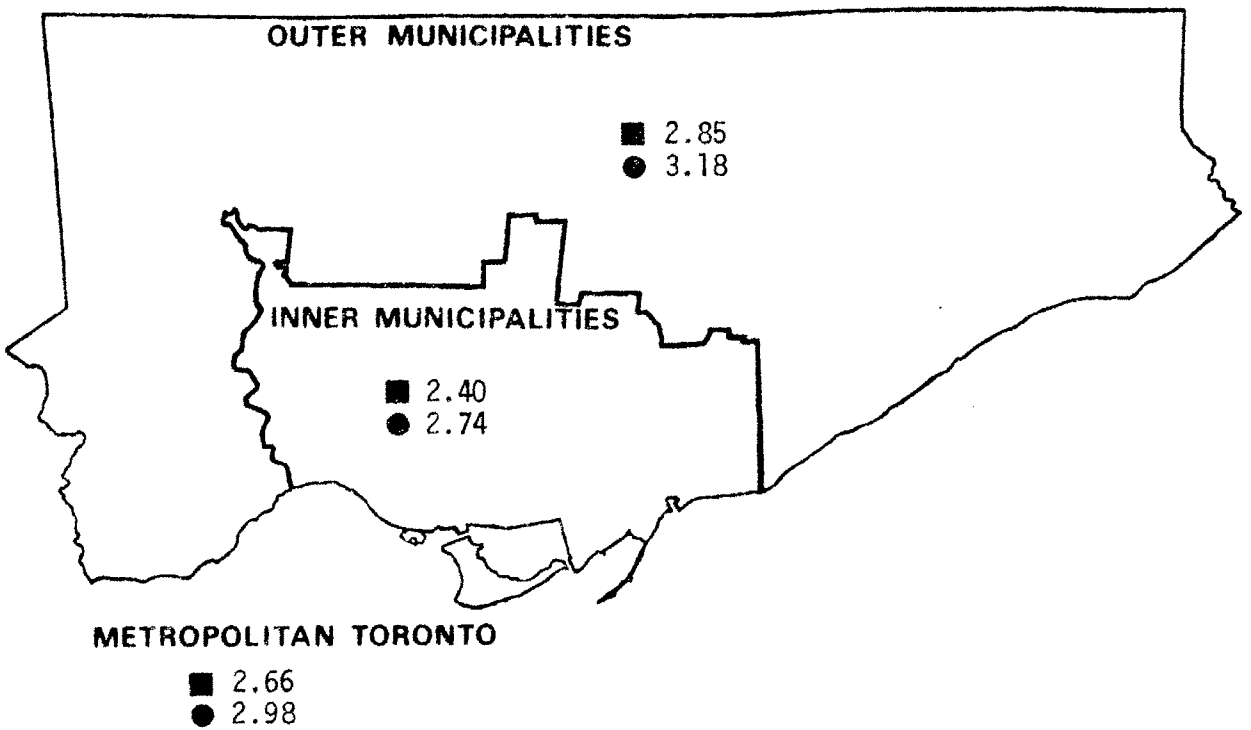
> "If one wishes to design a community capable of meeting the variety of needs that may be experienced in various stages of the life cycle, it seems plausible that the design will have to represent something of a compromise. It seems likely that the pattern which best fits a wide range of needs will not necessarily provide the best "fit" for certain specific groups."7

The need to adapt urban environments in light of changing social and economic conditions has generally been associated with traditional city areas. Older cities, such as Toronto, have evolved through a range of adaptations over time. Their form is diverse, compact, less specialized and capable of yielding to new conditions with less overt disruption. Metro's suburbs now face similar conditions, requiring significant forms of land use and service adaptation.

7 J. Hitchcock, unpublished supplement to "Some Conceptual Considerations" in Social Objectives and Urban Planning, proceedings of Urban Seminar Five, Social Planning Council of Metropolitan Toronto, June 1978.

Figure: 9 Average Household Size, Metropolitan Toronto, 1986 (projected), 1976 (actual)

■ 1986
● 1976



MUNICIPAL DISTRIBUTIONS

Scarborough	■ 2.94 ● 3.28
North York	■ 2.84 ● 3.17
Etobicoke	■ 2.74 ● 3.07
York	■ 2.53 2.87
Toronto (City)	■ 2.40 ● 2.75
East York	■ 2.22 ● 2.52

Data Source: City of Toronto, Toronto in Transition , April 1980

The need for suburban adaptation comes right after a 25-year period of rapid growth. The land use and service patterns tend to be highly specialized, pegged to one stage and form of the life cycle, and to a low inflation, low unemployment, energy intensive, one family-earner society. Housing diversity is limited; public meeting places have been largely privatized; the retail structure is generally uniform; community services and open spaces are primarily designed for single function rather than multi-function purposes; uses are spread out for access by automobile. These characteristics are not cited as criticisms of the original suburban form. They represent what most people who came to the suburbs in the post-war period wanted, and could afford. (Part I, p.55).

Current conditions are different, and far more complex. The present stock of ground-oriented housing is largely outside the reach of average income families with younger children. Ground-oriented alternatives to the current stock are limited. The dispersion of uses places special difficulties on groups such as senior adults, single parents, working mothers, recent immigrants. Single function facilities and spaces inhibit social contact and casual activity. At the same time, there are established families and new-comers for whom current land use and service arrangements remain satisfactory. One can anticipate among satisfied groups a predictable proportion for whom current suburban arrangements will become less satisfactory through separation/divorce, a child in need of residential care, widowhood, employment instability (e.g., layoffs, etc.). As Hitchcock observes:

> "The paradox about choice...is that individuals experience the life cycle one stage at a time, and they are unlikely to foresee events such as divorce or separation."[8]

At present there is a diversity of competing needs and demands on the suburban structure:

- established residents, presently secure in their living arrangements, with strong attachments to homes and neighbourhoods in which their children were raised;

- newcomers, also secure at present, who have come to the suburbs looking for a traditional

[8] J. Hitchcock, op. cit.

suburban living experience;

- less articulate residents, who are more dependent on community resources. These can include senior adults, single parents, recent immigrants, families with both parents employed. These groups tend to benefit from compact forms of land use, a diverse housing stock, community services in proximity to one's residence;

- children and youth, whose development needs may not be met, even where there are adult states of satisfaction;

- currently satisfied residents, with future needs arising from unanticipated crises or aging, who will require alternative forms of housing and support if they wish to remain in the community;

- individuals, recently released from institutions, with rights to community living arrangements. These include the retarded, the frail, the handicapped, the convalescing, ex-patients, the formerly deviant;

- newcomers, to replace the existing stock of residents. With family and adult living patterns increasingly unpredictable, the need increases for flexible and adaptable urban structures.

In our judgement, land use patterns are not neutral. They lead to physical environments which either impede or facilitate the fulfillment of social needs,[9] and public interest objectives. If families with young children cannot find jobs or affordable ground-oriented housing in Metro, they move out. If suburban densities are too low to sustain public transit, transit-dependent groups either receive a reduced service, fares are pushed up, up, or public subsidies are increased to cover operating costs. If public places are alienating and impede social contact, vandalism can increase. If emergency facilities for parent support are restricted, family upheaval is intensified and pressures are placed on more costly public programs. If neighbourhoods restrict diverse forms of housing,

[9] W. Michelson, Man and His Urban Environment, revised edition, Addison-Wesley Publishing Company, Reading, Massachususetts, 1976.

ghettos are created of the financially dependent and de-institutionalized. If zoning restricts housing initiatives by the private sector -- non-profit/co-op, the development industry, individual householders -- vacancy rates remain low, and pressures for higher housing subsidies increase.

Exclusionary land uses which restrict adaptation and equitable distribution, are a major barrier to the renewal of Metro in the eighties. They inhibit the attainment of cost-effective forms of land use and service design.

Clearly, there remain compelling justifications for continuing to restrict uses in residential areas. Neighbourhoods where there is a close sense of community are important sources of enrichment and stability. If however, neighbourhood identity comes to mean denying others the right to belong, then neighbourhoods cease to be public places. They become private associations served with public dollars and protected by public statutes.

The debate over group homes in Metro has probably been the most important land use issue of the seventies. In proposing distribution criteria governing every neighbourhood, the group homes policy debate touches the essence of restrictive traditions. The City of Toronto established the first group homes policy in Metro. The debate has now shifted to the suburbs. Metro Council has itself adopted an inclusive group homes policy, and demonstrated policy leadership by appealing to the Ontario Municipal Board and the Ontario cabinet for municipal compliance.

In our judgement, there is a need to end land use practices which restrict adaptation in municipalities, by adopting fair share distribution policies at Metro which apply to everyone. The range of what has been opposed in the seventies is quite formidable. The resistance takes two forms: opposition in principle, or agreement in principle but claiming one's area as an exception.[10] In citing what has been opposed, it is pointless to single out any one municipality, since the pattern has prevailed to a greater or lesser extent throughout Metro. Exclusionary practices which have been proposed include -- group homes, boarding homes, day care programs, non-profit family housing, emergency hostels, basement apartments,

[10] Social Planning Council of Metropolitan Toronto, Group Homes: But Not In My Neighbourhood, February 1979.

senior citizen apartments, children in apartments, housing on reduced lot sizes (including a proposed half-acre lot size development), family housing on vacant school sites, medium-rise apartments, households with unrelated members, co-operative residences, nursing homes, group foster homes.

A new framework for land use planning is needed to reflect the following principles. (1) that there is a balance of interests to incorporate into land use policies. The interests of the less articulate must be included; (2) that there are compelling public interests for renewed growth in securing Metro's future; (3) that renewed planning requires an effective partnership of local government, public interest groups, the private sector, as well as resident associations; (4) that the future of individual Metro municipalities is inter-related. If open neighbourhoods, medium density housing, public transit corridors, and accessible community services are in the public interest, then each municipality should assume its fair share. The responsibility for developing integrated policies based on equitable distribution standards rests with Metro Council. Within these policies, individual municipalities would be free to pursue their own initiatives.

RECOMMENDATION 2.2 -- METRO COUNCIL INCORPORATE INTO METROPLAN, LAND USE AND DENSITY POLICIES TO REVERSE METRO'S PROJECTED POPULATION DECLINE AND TO PROMOTE FAIR SHARE DISTRIBUTIONS OF HOUSING, EMPLOYMENT, AND SERVICES IN THE INTEREST OF ALL RESIDENTS OF METROPOLITAN TORONTO.

The Ontario Planning Act Review (Comay Report) proposed the abolition of exclusionary zoning. Recommendation 51 of the report stated:

> "Municipalities should not be allowed to engage in exclusionary zoning or planning practices that have the effect of keeping certain kinds of people from living in particular sections of the municipality. In particular, the Act should outlaw zoning practices which serve to restrict the persons allowed to live in a given dwelling on the basis of age, marital or family status, source of income, life style or any other personal characteristic."

RECOMMENDATION 2.3 -- METRO COUNCIL INCORPORATE INTO METROPLAN THE CONTENT OF RECOMMENDATION 51 OF THE ONTARIO PLANNING ACT REVIEW.

Only within a metropolitan framework of planning policies can the rights of the less articulate and the public interest of the entire community be addressed. It is within such a framework that new

land use initiatives and adaptations may be possible. Under the current arrangements, exclusionary tendencies will continue to restrict our options for the future.

Generating a momentum in Metro for renewed growth and fair share distribution is a broad public interest issue. It requires active expressions of concern for Metro's future from a wide variety of groups and individuals. We would hope that Metro Council would draw upon public interest resources in reviewing and developing new planning policies. The political responsibility for deciding public issues clearly rests with elected authorities. But the will for renewal depends upon public frameworks of understanding and commitment which can come from a partnership process.

RECOMMENDATION 2.4 -- METRO COUNCIL ESTABLISH TASK FORCES AND COMMITTEES AS REQUIRED TO INCLUDE MEMBERS OF BUSINESS ASSOCIATIONS, LABOUR, COMMUNITY AGENCIES, MULTI-CULTURAL ASSOCIATIONS, SOCIAL INTEREST GROUPS, RELIGIOUS ORGANIZATIONS, PROFESSIONAL BODIES, RESIDENT ASSOCIATIONS AND INTERESTED CITIZENS, IN THE REVIEW AND FORMULATION OF PLANNING POLICIES FOR METROPOLITAN TORONTO.

C. Human Services Planning

Recognition is developing in public interest sectors for the special challenges which Metro faces in the eighties.[11] Metro posseses a superior stock of economic, social, and urban resources upon which to undertake a process of renewal. The central objective of a renewal strategy should be to intensify the uses of our existing stock through growth and effective planning, rather than allow costs to intensify through inactivity and decline. Therefore, we need integrated and complementary forms of planning in Metro.

The largest area of local government expenditure in Metro -- 60% -- is for the provision of human services. The proposed social goal statement for the City of North York defines human services -- education, health, protection services, social services, recreation programs -- as:[12]

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11 "Metro Reaches Age of Maturity, On Threshold of New Era", Metropolitan Toronto Business Journal, Fall, 1979, p. 15-24.

12 City of North York Special Committee, Towards a Social Policy ... (op. cit.)

"... the social investments that a community makes in itself to promote states of individual and social well-being, and thereby enhance the quality of municipal life for all ..."

Table 8 identifies the 1978 dollar value of human services program spending reviewed by local authorities, which would have amounted to $2.4 billion for that year. Included is a 1978 estimate for the program spending which would have been subject to review by the soon-to-be-established Metro District Health Council. In 1981, we would estimate the human services total reviewed by local authorities in Metro to approach $3.0 billion, or nearly $1,440 for every resident in Metro.

During the past five years, a major planning priority of the Social Planning Council has been to secure recognition for the scale of public spending by local government and authorities on social programs. Through studies, seminars, briefs, and consultations the Council has contended that the role of local government has evolved beyond land use into major responsibilities for human services and social development.[13] The Council has suggested the need for local government frameworks of planning and co-ordination -- in partnership with the voluntary sector -- to promote cost effective and responsive use of large sums of public dollars.

The first important recognition for the human services role of local government was in the

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[13] Social Planning Council Publications:

(a) Metro Toronto Under Review, What are the Issues? June 1975.

(b) In Search of a Framework, January 1976.

(c) Brief to the Royal Commission on Metropolitan Toronto, January 1976.

(d) Co-ordinating Human Services in Metropolitan Toronto, September 1976.

(e) Response to the Royal Commission on Metropolitan Toronto, October 1977.

(f) Human Services Co-ordination, Aiming at the 80's, Policy and Program Guidelines of the Social Planning Council of Metropolitan Toronto, June 1978.

(g) Social Objectives and Urban Planning, June 1978.

(h) Metro's Suburbs in Transition - Part I: Evolution and Overview, April 1979.

Table: 8

ESTIMATED DOLLAR TOTAL AND DISTRIBUTION OF HUMAN SERVICES PROGRAM SPENDING SUBJECT TO REVIEW BY LOCAL AUTHORITIES IN METROPOLITAN TORONTO, 1978

Local Authority	Program Spending Reviewed ($ millions)	% of Human Services Program Spending Reviewed Locally
Metro Council	184.4	7.7%
Metro District Health Council (to be established)	1,155.0 *	48.2%
Metro School Board	775.6	32.3%
Metro Separate Schools	158.2	6.6%
Municipalities (Six)	124.3	5.2%
Total: Estimated Human Services Program Spending Reviewed Locally	2,397.5	100.0%

* An estimate of the 1978 dollar value of program spending which could have been subject to review by a Metro District Health Council in 1978

Data Source: Local government officials; also see Appendix V

Report of the Royal Commission on Metropolitan Toronto in June 1977.[14] The Commission acknowledged that there was a need to promote service co-ordination, and urged Metro Council to assume a leadership role in this area. The draft Metroplan statement in 1978 cited the importance of human services planning by local government, but noted Ontario's reticence to incorporate human service policies into official plans. The Metro Social Services Committee articulated the importance of human services planning in its priorities statement of 1979.

The formation of special committees in Metro's suburban municipalities in 1979 and 1980 was the first local government movement from recognition to initiative. Each of the committees soon discovered the planning vaccuum within local government for social programs. As a result, each committee has cited the need for ongoing planning capabilities in their municipalities. The Special Committee of Metro looking at children's services reported in 1980 that planning links with social services, education, and health were needed if child welfare concerns were to be seriously addressed.

[14] See Chapter 16, p. 290-306.

The proposed Metro Children's Council would differ from children's services committees elsewhere in Ontario by drawing all the children's services sectors into one framework. The advent of the new Metro District Health Council in 1980 or 1981 will add another major planning capability for human services.

The momentum for human services planning in Metro is growing. Public officials and voluntary agencies recognize the complexity of social spending issues that we face. The demographic and social structure of the community is shifting, with major implications for human services adaptation. The scale of public investment and spending is substantial. Unmet needs in the suburbs and across Metro require levels of re-direction of existing resources, as well as the most effective use of limited public growth dollars.

Social programs provided in local communities have important roles to play in promoting social integration and voluntary initiative. The loss of neighbourhood sources of social support and control in urban community life has been cited as one

major reason for the growth of protective services in North America.[15]

There is also growing recognition that there are limits to the support which can be provided through formal helping systems. Social network research has pointed to informal sources of mutual support (family, friends, acquaintances) from which individuals secure information, re-assurance, and help.[16] Cost-effective service provision means co-ordinated efforts to build and strengthen informal networks as part of a program strategy.

15 D.H. Bayley, "Ironies of American Law Enforcement", Public Interest, Number 59, Spring 1980, p. 45 - 56.

16 J. Lemon, "The Urban Community Movement: Moving Toward Public Households", in D. Ley M. Samuels, eds., Humanistic Geography, Maaroufa Press, Chicago, 1978.

B. Wellman, "The Community Question: The Intimate Networks of East Yorkers'", American Journal of Sociology, Volume 84, Number 5, 1979, p. 1201 - 1231.

Faculty of Social Work, University of Toronto, Helping Networks and the Welfare State: A Symposium, May 1980 (final publication forthcoming).

It also means transferring expert knowledge from institutions and professions to individuals served, thereby promoting opportunities for self-care and informal mutual counselling.

These are all vital issues for human services planning in Metro. More value is required from public dollars currently spent. There are, however, limits on the needs which can be addressed through re-directing the use of present resources. The social and cultural changes of the seventies have profoundly altered family and community life. Metro is at a cross-road period in which new social investments will be required. Increased per capita costs for police services during the last decade indicate that ignoring social need does not save money. It frequently serves to transfer public costs to other sectors. Applying a business perspective, we can continue to pay increasing costs to service inadequate community structures, or we can recognize the likely returns (nothing is risk-free) of selectively re-investing in some of our more pressing areas, consistent with our fiscal capabilities during the decade.

The first proposition we would offer is that promoting more cost-effective and preventive uses

of existing services requires some capacity for co-ordinated human services planning in Metro. It is not enough to plan within the individual sectors (health, education). There is the need for core capabilities to promote collaboration between the sectors. Ontario has indicated that it does not view the Official Plan as an appropriate instrument for human services planning in a municipality. In ruling out this avenue, Ontario has neither suggested nor encouraged alternatives. We welcome the initiative of Metro Council in convening a human services planning workshop in September 1980. There is a need to explore the forms which human services planning might assume in Metro.[17] There are 15 separate locally elected authorities in Metro with a human services role. In addition, there are at least 20 existing or proposed special local authorities with their own mandates. This does not include nearly 100 voluntary agencies supported through the United Way, and scores of other publicly financed service organizations.

[17] Metro Toronto Social Services Department, Major Efforts in Co-ordinating Human Services in Metropolitan Toronto: An Overview, Background Report, August 1980.

The complexity of these arrangements makes it premature to propose a formal structure and pattern of representation for human services planning at the metropolitan level. The building blocks for a metropolitan system should be first put into place -- ongoing municipal mechanisms to succeed the suburban special committees, formation and operation of the anticipated health council and the proposed children's council. It might be more productive for Metro Council to play a developmental role in human services planning to:

- identify priority issues around which there is a clear consensus for action/review;
- form project and policy teams of those willing to participate and contribute;
- have the project and policy teams constitute an evolving task force structure;
- serve as a forum and link for the diverse human service elements through subsequent workshops to report on project/policy

activity, or highlight new areas for shared-initiative.

Effective human services planning in Metro requires a sense of genuine partnership between the public and voluntary sectors, between Metro Council and the municipalities, between elected and special authorities. Developing a sense of common purpose, trust, and achievement should be a priority concern.

Clearly, there are issues of public authority and responsibility to address in co-ordinated planning for human services in Metro. It is unrealistic, however, to assume that re-alignments will occur at the local government level without a major restructuring of provincial social policy ministries. Inappropriately structured provincial ministries perpetuate the fragmented distribution of public responsibilities at the local government level. Within the present arrangements, provincial ministries will continue to assume primary responsibilities for entitlements, standards, and allocations.

In our judgement, a planning system for human services in Metro should provide opportunities for collaboration among service sectors. There are of course limits to what can be achieved through voluntary co-operation, but we have yet to explore those limits in Metropolitan Toronto. The belief that only a corporate management model can promote cost effective service provision does not recognize three critical elements in human services productivity: (1) the importance of program design at the level of delivery; (2) the motivation, continuity of effort, and capacity for discretionary judgement at the front-line of service; (3) co-productivity -- the knowledge and capacity for contribution of those served. With appropriate opportunities and professional leadership, these vital issues of human service productivity can be addressed in a collaborative framework of planning. Consistent with the Robarts Report recommendation, Metro Council is uniquely situated to facilitate, link, and confer continuity on a process of collaboration.

RECOMMENDATION 2.5 -- METRO COUNCIL CO-ORDINATE AND COST-SHARE THE DEVELOPMENT OF A PLANNING SYSTEM FOR HUMAN SERVICES IN METROPOLITAN TORONTO.

In our judgement, there is a clear provincial interest and responsibility to support local government planning initiatives which promote cost effective human services. Perhaps the time is long overdue for a Human Services/Social Planning Act of Ontario which would spell out statutory and financial arrangements in this area. In the interim, where local government in Metropolitan Toronto has taken the leadership and expressed the need for human services planning, Ontario should recognize and encourage this initiative.

RECOMMENDATION 2.6 -- ONTARIO SUPPORT LOCAL GOVERNMENT INITIATIVES TO PLAN HUMAN SERVICES BY COST-SHARING ALL METROPOLITAN AND MUNICIPAL CONTRIBUTIONS TO PLANNING STRUCTURES AND CO-ORDINATION PROJECTS, WHERE ONTARIO COST-SHARING OR FINANCING IS CURRENTLY UNAVAILABLE.

In summary then, Metro's stage of development and the social conditions which have emerged point to a decade of renewal requiring new commitments and new capacities for planning. In contrast to the extensive growth pattern of the post-war period, there is the need now to intensify the use of existing resources in all areas. Blindly defending the status quo, building exclusionary walls around homes and neighbourhoods, placing new and impossible demands on protective services, deferring needed investments, might create the illusion of stability. If this climate were to prevail, Metro could slowly drift into the fortress community, typical of established U.S. cities, in which the powerful guard what they have as parts of the surrounding urban fabric crumble into despair and disarray.

This has not been the tradition of Toronto, nor is it the evident will of Metro's people. There is a clear and decided public interest in building up Metro's revenue base, creating jobs, responding to legitimate human needs, and fostering social integration in communities of recent growth and transition. Given the more uniform character of suburban land use and service structures, the will for renewal has to be strongest in Metro's newest areas.

Renewed growth in Metro does not mean a return to the indiscriminate development of the late sixties and seventies. Land uses can be intensified through mixed use development medium density housing, infill, conversions, higher densities along arterial and public transportation corridors, plaza redevelopment, and compact open spaces. Strong neighbourhoods, an essential quality of Metro, should come to mean open neighbourhoods, whose strength is secured from a

sense of identity developed from the diversity of family and community life. Citizen participation -- a dominant theme of the seventies -- also means a shared responsibility to accept the community's immediate and long term needs.

The political boundaries within Metropolitan Toronto and of the regions surrounding Metro can obscure the significant states of economic, cultural, and social interdependence which exist. Wherever people may live, there are significant personal attachments which extend across municipalities. Places of work, professional or union associations, ethno-religious affiliations, cultural interests, continuing education and health care resources, extended family relations through the urban region are part of the integrated sense of community which people acquire in varying degrees. While we have advocated a renewed sense of planing within Metro, we recognize the need to be concerned with patterns of development in the surrounding regions. But we are of the strong view that Metro must first take hold of its own conditions, and articulate its own future development, and on that basis propose a co-ordinated development pattern with the surrounding regions.

The experience during the past year indicates that key political leaders, public officials, community agencies, and suburban groups understand the scope of renewal required. This recognition can only be encouraged and sustained by regenerating a public interest climate for urban policy in Metropolitan Toronto, based on a sense of interdependence and shared purpose.

3.0 ONTARIO SPENDING POLICIES

In discussions with suburban officials, there was general agreement that new community programs were needed because of recent social changes. The question was how to finance social programs in a period of spending restraint. The purpose of this section is to review Ontario's spending policies. It is at this level that the primary capacity rests to finance new programs in Metro's suburbs. Ontario has a wide range of revenue sources. It is also the transfer point of federal dollars to municipalities for human services.

The climate for social spending in Ontario is a difficult one at present. New economic realities are taking shape in all industrial societies. Within Canada, the economic position of Ontario relative to other provinces shifted considerably in the seventies. Table 9 identifies the decline in Ontario's proportion of the gross national product; the lowest provincial growth rates in disposable income and per capita gross provincial product; and reduced rates relative to other provinces of manufacturing investment and shipments, private investments, and residential construction. At the same time, public investment growth was lowest in Canada.

The review was conducted by the federal government's Department of Regional Economic Expansion. Ontario's decline is in part relative to new strengths in Canada's other provinces. There are however significant structural issues which the federal review identifies.

There are serious human costs created by a declining economy. Unemployment in Ontario due to layoffs has increased by 80% since 1975.[18] In Metro, over 50% of the unemployed have lost their jobs due to layoffs. Unemployment is a source of illness, stress, family instability and places new demands on human services.[19] The social effects of a declining economy are an added dimension to consider in assessing social conditions in the suburbs and across Metro.

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[18] Social Planning Council of Metropolitan Toronto, Layoffs and Unemployment, Job Retention as a Policy Issue, Working Paper #2, July 1980.

[19] H. Brenner, Estimating the Social Costs of National Economic Policy: Implications for Mental and Physical Health and Criminal Aggression, Joint Economic Committee, Congress of the United States, Washington, 1976.

Table: 9 CHANGES IN ONTARIO'S POSITION RELATIVE TO OTHER PROVINCES

(Figure 4, Economic Development Prospects in Ontario, Government of Canada, Regional Economic Expansion, December 1979)

FACTOR	ONTARIO RANKING	NOTES
Average Annual % Growth of Gross Provincial Product 1970-77	8th	Ontario's share of GNP declined from 41.9% in 1970 to 39.9% in 1977
Average government expenditure on Goods and Services as a share of Gross Provincial Expenditures	6th in 1970 7th in 1977	Ontario's share increased from 18.8% in 1970 to 19.5% in 1977
Average Annual % Growth of Per Capita GPP 1970-77	10th (last)	
Average Annual % Growth of Per Capita Income 1970-77	10th (last)	
Average Annual % Growth of Per Capita Federal Transfer Payments to Persons as % of Personal Per Capita Income 1970-77	6th	Ontario's share grew from 5.2% in 1970 to 6.2% in 1977
Average Annual % Growth Rates of Per Capita Personal Disposable Income	10th (last)	Ontario's per capita disposable income was highest in 1970 ($2,939) and in 1977 ($6,591), but the spread between provincial levels has contracted
Average Annual % Growth Rate of Public Investment 1970-79	10th (last)	Ontario's share declined from 37% in 1970 to 26.9% in 1979
Average Annual % Growth Rate of Manufacturing Investment 1970-79	8th	Ontario's share remained almost constant at 50% between 1970 and 1979 but its growth rate of 10.2% between 1978-79 was the third lowest of all provinces.
Average Annual % Growth Rate of Estimated Values of Manufacturing Shipments by Province of Origin 1970-78	8th	Ontario's share declined from 51.8% in 1970 to 49.4% in 1978
Average Annual % Growth Rate of Private Investment by Province 1970-79	7th	Ontario's share declined from 39.3% in 1970 to 33.4% in 1979
Average Annual % Growth of Residential Construction 1970-78	10th (last)	Ontario's share declined from 46.7% in 1970 to 33% in 1978

In assessing public spending policies, there are two issues to address: (1) appropriate levels of public spending relative to the economy as a whole. Implicit in this formulation are assumptions about the role of government in economic development; (2) within public spending, what are the legitimate claims of different fields and sectors.

During the seventies, vigorous debates have taken place on the status of public spending. The neo-market perspective, strongly articulated in Ontario, has asserted the view that wealth is inherently created through private initiative. In a period of economic decline, the most productive role for government is to clear the field and allow market forces to generate new sources of productivity. There are two major contentions underlying this view: (1) that all public sector spending is inherently "non-productive"; (2) that the appropriate government role is to contain public functions and facilitate market accumulation of capital for re-investment. Dollars are transferred indiscriminately to the private sector, without sector-specific and targeted policies.

Given the structural weakness of Ontario's economy, there is little dispute with the need for capital accumulation and new investments to generate Ontario's productivity and competitiveness. It is rather the process of accumulation, and the content of investments, which is in serious dispute. At a Social Planning Council seminar in 1978, reservations were raised with views that public spending is non-productive, and that government should assume a passive role in economic renewal.[20] In our judgement, neo-market views which have come to predominate in Ontario, reflect an impoverished sense of economic history. They fail to understand the inherent relationship between public investments in education, health, urban development, welfare, transportation, defence, communications -- and industrial wealth formation. They are insensitive to productive forms of partnership among government, labour, and industry in more successful post-war economies. They create unnecessary and therefore unacceptable levels of inequity for the weak and dependent in bearing the burdens of renewal.

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20 Social Planning Council of Metropolitan Toronto, Full Employment: Social Questions for Public Policy, Urban Seminar Six, Proceedings published December 1979.

Appendix VI identifies cross-national spending patterns of western government from 1973-1975. This was the period preceding the call for public spending cutbacks in Ontario and Canada. Levels of public spending in Canada were consistent with or below spending levels of healthier European economies -- West Germany, Scandinavian countries, France. It is unfortunate that only the British experience was constantly cited in prominent quarters to justify government cutbacks on social spending. Will these groups now cite the present British experience to justify continued neo-market perspectives in formulating public economic policies for Ontario?

The Social Planning Council recognizes the need for balanced programs of public spending. In the formulation of policy and program guidelines in 1978, the Council asserted the primacy of full employment as a social development objective for the eighties.[21] This suggests that social well-being is promoted through a policy of partnership activating a wide range of public investments and private initiatives. From a social development perspective, the health of Ontario's auto industry and the health of Ontario's children's services system are both important sources of social well-being. The former, defined as part of the 'economic' sector, is a source of employment and income to family earners and their dependents. The latter, part of the 'human services' sector, is a source of instruction, care, and protection to support family life in Ontario.

It is incorrect to assume that one sector's claim has a priority over the other on public spending. Human services to support family life contribute to the quality and stability of the labour force upon which a range of economic initiatives depend. Recent investments by modern corporations in internal family service programs reflect this recognition. It would be foolish to deny the direct relationship between the quality of education investments and the capacity for economic productivity.

Conditions frequently vary and this will affect the relative claim by different sectors on public resources. In Ontario's current situation, there are compelling reasons for public initiatives in a number of areas. These include: profound changes in family life, job retention, industrial renewal,

21 Social Planning Council of Metropolitan Toronto, Aiming at the 80's, Policy and Program Guidelines of the Social Planning Council of Metropolitan Toronto. June, 1978.

needs of senior adults, urban stability, energy and environmental security, and food production. Public spending initiatives can differ in content and purpose. They can respond to more immediate needs -- natural disaster, crime, plant closures -- with an emphasis on restoring or preserving existing productivity. Public spending can serve as investments -- high technology research, day care services -- to promote future productivity.

In our view, sound public spending principles would recognize:

- the interdependence of economic productivity and social development in formulating industrial strategies and public investment policies;

- the protective and inter-generational implications of ignoring legitimate social needs. This does not save money but transfers public costs to other sectors and to future taxpayers;

- that excesses in consumer credit also contribute to domestically created inflation;

- the distinction between transfer spending which re-distributes purchasing power in the marketplace, capital investment which creates jobs in the private sector, and direct government consumption;

- that public spending deficits to promote stable job creation (in contrast to indiscriminate tax concessions) are economic and social investments in future productivity.

It is important to cite these principles in reviewing the Ontario government's recent spending policies. The call for restraint and cutbacks in Ontario came in 1975 with the Report of the Special Program Review. The essential claims in this report were that public spending levels in Ontario were out of control, and that government deficits were squeezing the private sector out of capital markets. There was a pressing need to cut public spending in order to secure Ontario's economic future. Since nearly two-thirds of Ontario's budget was directed to human services, the Special Program Review called for reduced expenditures on social programs.

In our judgement, the new social investments required in Metro's suburbs need not require major annual increases in Ontario spending levels. Of more fundamental concern, is the discretionary capacity for selective growth and adaptation.

Priority areas for social spending in the suburbs include:

- family support programs/extended children's services;
- neighbourhood and multi-cultural community work;
- outreach programs to isolated groups;
- school site re-developments;
- multi-service provision;
- youth employment programs;
- after-hours and crisis services;
- inter-generational programs;
- community and home support for seniors;
- community services for de-institutionalized groups;
- re-design of public spaces;
- new community housing initiatives.

Some of the spending is required because social conditions found in the urban centre have spread to the suburbs. It is only recently that suburban changes have been fully acknowledged. As a result, more of the community services required are to be found in older established parts of Metro. There is a process of catching up to take place. Because of changing demographics, other forms of spending are directed to adapting inappropriate forms of land use and service design. This involves filling in critical gaps, re-developing existing facilities, and promoting the co-ordinated use of existing resources. In some areas, new programs are required -- either through community agencies or by upgrading the capabilities of public services. In contrast to the post-war period, it is not primarily a time for building new community facilities in the suburbs. Rather, it is a time to improve the use of what is there.

We recognize that some new services can come from re-directing present agency resources. We are skeptical however,of restraint strategies which reduce the complement of front-line workers, while preserving or increasing administrative

structures.[22] In our view, effective re-direction should preserve and make more effective use of needed front-line workers. New capacities for investment and growth can emerge when there are reduced numbers of people using an existing service. The schools are one example. The debate here is over the extent to which savings can be made, and whether savings are re-allocated to new social needs. Sometimes, a facility is closed (e.g. a treatment centre), because alternative approaches to meeting the same needs are preferred. The issue here is whether adequate alternative services are in fact established with savings from the closed facility. Dollars for new programs can come from a priority system, where some services are judged lower in value and receive smaller increases relative to inflation. If overall spending levels are adequate, investment dollars are available for higher priority areas.

The least satisfactory of all social spending policies is where:

- support for social programs is below both inflation and real economic productivity;
- savings from declining use, phase-outs, or terminations of services are not adequately re-allocated to alternative programs for continuing need;
- payments for existing programs are transferred from more equitable provincial sources to less equitable sources of public revenue such as the property tax, and user fees;
- new needs, specifically related to economic difficulties are not adequately addressed;
- there is limited discretionary capacity available to finance new programs for critical needs.

The least acceptable outcome arising from the adoption of restrictive public spending policies is where inflation continues at high levels, unemployment increases, and there is no clearly articulated industrial strategy for the future.

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22 J. Manthorpe, "Margaret Thatcher is 'Stunned' at Britain's Failure to Respond", The Toronto Star, February 23, 1980.

P. McNenly, "Budget Crunch Hurting Social Agencies", The Toronto Star, February 25, 1980.

In the Ontario Budget 1980, the Treasurer acknowledged the pursuit of a cutback strategy since 1975.

> "For the past five years, the Ontario Government has led the way in Canada in improving efficiency in the delivery of public services. In 1975-76, Provincial spending accounted for 17.2 per cent of the Gross Provincial Product in Ontario. This year I estimate that this figure will be 15.5 per cent. That 1.7 percentage point reduction translates into $1.9 billion in the hands of the private sector. These are resources which might otherwise have been in the grip of government had we not had the gumption to implement the restraint program and stick with it." (p.20).

The response to the Treasurer is direct and simple:

(a) there is no evidence to indicate that the delivery of public services in Ontario in 1980 is more efficient than in 1975;

(b) the Ontario economy has deteriorated rather than improved while $1.9 billion was being transferred to the private sector;

(c) it is questionable whether the analysis of the Special Program Review in 1975 was completely accurate to begin with.

In responding to the Special Program Review in 1976 (In Search of a Framework), the Social Planning Council offered an alternative perspective. The Council noted that from 1971-1974 provincial spending had declined marginally in relation to Ontario's wealth.

> "What is perceived as a spending problem arises from the massive financial deficit of $1.6 billion in 1975-1976. If provincial and municipal spending levels have not outstripped the growth in the gross provincial product, then the only other explanation for the massive deficit is that Ontario has a revenue problem. It is not realizing sufficient revenue from the economic growth of Ontario." (p. 59).

The Council cited the eroding revenue base of Ontario through tax credits, federal indexation, and the temporary sales tax cut. Public deficits would grow without alternative revenue measures.

The revenue strategy of Ontario since 1975 has been to transfer funding responsibilities to less equitable sources. The property tax in Metro has assumed a higher proportion of education costs. Ontario has the highest user premiums for health services in Canada. University fees have escalated significantly. Family Benefits payments have not kept pace with inflation in recent years. The lack

of affordable day care has prompted inadequate private arrangements.

In our judgement, a serious re-assessment of Ontario spending policies is urgently needed. Cutbacks have reduced our ability to meet legitimate social needs. They have not served to address structural issues underlying Ontario's economic decline. The low Ontario priority on social programs in defense of an economic strategy of unproven value is no longer an acceptable direction for public policy in this province.

RECOMMENDATION 3.1 -- ONTARIO FORMULATE A PUBLIC INVESTMENT STRATEGY WITH CLEAR OBJECTIVES DIRECTED TOWARD BALANCED PROGRAMS OF ECONOMIC AND SOCIAL DEVELOPMENT DURING THIS CRUCIAL PERIOD.

RECOMMENDATION 3.2 -- TO FINANCE ESSENTIAL PUBLIC PROGRAMS, ONTARIO ADOPT REVENUE POLICIES BASED ON ABILITY-TO-PAY PRINCIPLES.

There is diminishing evidence that people are unwilling to pay taxes for quality public programs.[23] The attempt to portray taxes as confiscation, or proclaim the lowest possible taxes to be the greatest possible good, underestimates people's recognition that quality public programs are important sources of immediate and long-term private benefit. The recent defeat of Proposition 9 in California (to limit state spending), coming after the passage of Proposition 13 (to limit property taxes), suggests that equity of revenue measures and the purposes of public spending might be the critical issues in public attitudes to government spending.

In a balanced provincial program of economic and social development, with a public investment strategy and appropriate revenue measures, there would be the fiscal capacity to deal with a wider range of needs in Ontario. There are three ways to look at the priority for human services[24] spending by Ontario in recent years:

[23] D.W. Livingstone, D.J. Hart, Public Attitudes Toward Education in Ontario, 1979, Second OISE Survey, Ontario Institute for Studies in Education; also, Goldfarb Survey, Fall 1979, commissioned by The Toronto Star.

[24] Human Services is the designation for social programs funded in the Social Development Policy Field of Ontario. Income transfers through provincial tax credits and GAINS are not included. They are part of a larger tax expenditure issue.

(a) Table 10 identifies trends in the distribution of Ontario budgetary expenditures since 1975-1976. Spending in the Social Development Policy Field declined by 1.5% as a proportion of the budget total. The more serious decline began in 1979-80. From 1975-1980, the proportion of the budget required to pay public debt interest charges increased from 6.9% to a projected 9.8% this year (+2.9%). Elements of Ontario's revenue problem are evident in this increase.

(b) Table 11 identifies trends in provincial human services expenditures relative to Ontario's wealth. During the period from 1970/71 to 1978/79, slightly over 10% of Ontario's wealth was directed to social programs for human needs. The human services proportion of Ontario's wealth declined to 9.7% in 1979-80, and to a projected 9.5% in 1980-81. These are serious cutbacks, which place undue pressures on existing programs, and severely limit new investments. With these levels of cutbacks, it is impossible to respond to social needs in Ontario or in Metro's suburbs. Each decline of 0.1% in the proportion of Ontario's wealth directed to social programs results in a loss of $100 million each year.

(c) Table 12 and Table 13 compare Ontario's projected spending patterns in 1980 with Canada's other provinces. Ontario ranks ninth in per capita spending on social programs, while fourth in projected per capita wealth.

There is more than one definition of restraint. Ontario's definition of restraint has meant reducing the proportion of Ontario's wealth directed to social programs. Ottawa's definition of restraint in 1978 was somewhat different.[25]

> "...we are clearly committed to restraint because that's one of the conditions of economic progress in the longer term. The growth of our Public Service has been restricted. Once again, in the new fiscal year

[25] Government of Canada, President of the Treasury Board, "$48.8 Billion to Keep Canada Growing." Information mailing to Canadian households, 1978.

Table: 10

TRENDS IN THE DISTRIBUTION OF ONTARIO BUDGETARY EXPENDITURES 1975/76 - 1980/81

EXPENDITURE AREA	PROPORTION OF TOTAL BUDGETARY EXPENDITURES IN:						Changes in Distribution: 1975/76-1980/81
	1975/76	1976/77	1977/78	1978/79	1979/80	1980/81	
Social Development (1)	64.9	65.3	66.3	65.8	64.0	63.4	- 1.5%
Resources Development	15.4	14.1	14.1	13.5	13.3	13.7	- 1.7%
Justice	3.4	3.6	3.6	3.6	3.6	3.5	+ 0.1%
Other (2)	9.4	9.4	8.1	8.3	10.0	9.6	+ 0.2%
Public Debt Interest	6.9	7.6	8.0	8.8	9.2	9.8	+ 2.9%
Budgetary Total	100.0	100.0	100.1	100.0	100.1	100.0	
Provincial Spending as a % of Ontario GPP	17.2	16.8	16.5	16.1	15.7	15.5	- 1.7

Notes:

(1) Also designated as human services in this report

(2) Includes: Intergovernmental Affairs, Government Services, Revenue, Northern Affairs, Treasury and Economics, Assembly, Management Board, Ombudsman

Data Sources: Ontario Budgets 1980/81, 1979/80, 1978/79

TRENDS IN ONTARIO HUMAN SERVICES EXPENDITURES, (1) 1970/71 - 1980/81

(a) Unadjusted and Adjusted Spending Levels

Budget Year	UNADJUSTED ($ millions)		CANADA: (4)	ADJUSTED ($ millions)	
	(2) Ontario Gross Provincial Product	(3) Ontario Human Services Expenditures	Consumer Price Index Budget Year Average	Ontario Gross Provincial Product	Ontario Human Services Expenditures
1980-81	110,200 (5)	10,506 (5)	214.1 (6)	51,472	4,908
1979-80	101,150	9,832	195.5	51,740	5,030
1978-79	89,700	9,152	179.0	50,112	5,113
1977-78	82,200	8,560	164.2	50,061	5,213
1976-77	74,178	7,636	151.4	48,995	5,044
1975-76	65,655	6,771	141.6	46,367	4,782
1974-75	59,893	5,756	128.5	46,609	4,479
1973-74	50,557	4,845	115.4	43,810	4,198
1972-73	43,577	4,447	106.3	40,994	4,183
1971-72	38,543	4,008	101.2	38,086	3,961
1970-71	35,314	3,515	97.7	36,145	3,598

Notes:

1 Human Services expenditures refer to budgetary expenditures of the Ontario Social Development Policy Field, consisting of the Ministeries of Colleges and Universities, Community and Social Services, Culture and Recreation, Education, and Health.

2 Source: p. 350, ONTARIO STATISTICS 1978, (Originally from TEIGA), BUDGET 1979

3 Sources: PUBLIC ACCOUNTS, 1976-77 to 1972-73
ONTARIO BUDGET, 1973, 1974, 1979
EXPENDITURE ESTIMATES, 1979-80 (last two estimates)

4 Source: CONSUMER PRICE INDEX, January 1980, p.9

5 Source: ONTARIO BUDGET, 1980-81, Estimate

6 Estimated annual inflation increase of 9.5%

TRENDS IN ONTARIO HUMAN SERVICES EXPENDITURES, 1970/71 - 1980/81

(b) Growth Patterns

Budget Year	REAL GROWTH INDEX: 1970/71 = 100		REAL ANNUAL GROWTH RATE		PERCENTAGE: Ontario Human Services Expenditures of Ontario Gross Provincial Product
	Ontario Gross Provincial Product	Ontario Human Services Expenditures	Ontario Gross Provincial Product	Ontario Human Services Expenditures	
1980-81	142.4	136.4	- 0.5%	- 2.4%	9.5%
1979-80	143.2	139.8	+ 3.2%	- 1.6%	9.7%
1978-79	138.6	142.1	+ 0.1%	- 1.9%	10.2%
1977-78	138.5	144.9	+ 2.2%	+ 3.4%	10.4%
1976-77	135.6	140.2	+ 5.7%	+ 5.5%	10.3%
1975-76	128.3	132.9	- 0.5%	+ 6.8%	10.3%
1974-75	130.0	124.5	+ 6.4%	+ 6.7%	9.6%
1973-74	121.2	116.7	+ 6.9%	+ 0.4%	9.6%
1972-73	113.4	116.3	+ 7.6%	+ 5.6%	10.2%
1971-72	105.4	110.1	+ 5.4%	+ 10.1%	10.4%
1970-71	100.0	100.0	--	--	10.0%

 Table: 12

ESTIMATED PER CAPITA SPENDING ON HUMAN SERVICES * BY PROVINCIAL GOVERNMENTS, BUDGETED 1980

RANK	PROVINCE	BUDGETED PER CAPITA SPENDING ($), 1980
1	Alberta	1,492
2	Quebec	1,485
3	British Columbia	1,433
4	New Brunswick	1,415
5	Prince Edward Island	1,400
6	Newfoundland	1,336
7	Saskatchewan	1,325
8	Nova Scotia	1,235
9	ONTARIO	1,230
10	Manitoba	1,165
	Provincial Average	1,352

Data Sources: M. Burrows, Fiscal Position of the Provinces, the 1980 Budgets, Conference Board of Canada, 1980, Table 2, p. 4

Statistics Canada

* Please Note: The Conference Board report uses the term "selected social services" in lieu of "human services", under which it includes education, health, welfare and related services. The 1980-81 Budget total for Ontario in the Conference Board report is shown as $10,506 million, which is the total projected budgetary expenditure of the Social Development Policy Field, designated as "human services" in the Part II report. It should be noted that municipal contributions to human service programs in Ontario, outside of the health field, are generally higher than in most other provinces.

Table: 13

ESTIMATED PER CAPITA GROSS DOMESTIC PRODUCT * (FACTOR COST) BY PROVINCE, 1980

RANK	PROVINCE	ESTIMATED PER CAPITA, GDP ($), 1980
1	Alberta	18,548
2	Saskatchewan	12,045
3	British Columbia	11,797
4	ONTARIO	11,301
5	Manitoba	10,109
6	Quebec	9,624
7	Nova Scotia	7,447
8	New Brunswick	6,859
9	Newfoundland	6,086
10	Prince Edward Island	5,916
	Provincial Average	9,973

Data Sources: Conference Board of Canada, Quarterly Provincial Forecast, April 1980

Statistics Canada

* Please Note: The Gross Domestic Product(GDP)records what is produced in a province. The Gross Provincial Product (GPP) records all income earned by residents of a province. Projected GPP in individual provincial budgets for 1980/81 were not available at this time. For Ontario 1980/81 -- projected GDP: $96,548 million; projected GPP: $110,200 million. Ontario GDP underestimates Ontario's revenue capabilities.

beginning on April 1, 1978, the planned increase in our expenditures of about 9.8% is no higher than the growth rate we expect for the economy as a whole." (emphasis added)

Restraint at the federal level in 1978 meant ensuring that public spending did not increase beyond the productivity of the economy.

If the federal definition of restraint in 1978 had been applied in Ontario during the past two years, there would have been nearly $800 million in additional spending available for social programs.

PUBLIC POLICY ALTERNATIVE:
ONTARIO HUMAN SERVICES EXPENDITURES
AT 10.0% OF ONTARIO G.P.P.
IN 1980-81 AND 1979-80

ONTARIO BUDGET YEAR	ALTERNATIVE HUMAN SERVICES EXPENDITURES ($MILLIONS)	INCREASE OVER ACTUAL ($MILLIONS)
1980-81	11,020	+ 514
1979-80	10,115	+ 283

If Ontario's spending on social programs in 1980-81 had met the provincial average, the human services budget would be $11,492 million, or $986 million in excess of this year's projected total.

RECOMMENDATION 3.3 -- ONTARIO ADOPT RESPONSIBLE SPENDING POLICIES FOR SOCIAL PROGRAMS IN RELATION TO PUBLIC INVESTMENT OBJECTIVES, ECONOMIC PRODUCTIVITY, AND HUMAN NEEDS; AND, IN RELATION TO PREVAILING PATTERNS IN OTHER PROVINCES. THIS WOULD MEAN INCREASED HUMAN SERVICES SPENDING IN 1980-81 AND ADEQUATE SPENDING LEVELS IN SUBSEQUENT YEARS.

In our judgement, Ontario has the capacity to finance or cost-share the spending required to meet identified social needs in Metro's suburbs. This contention lies behind Part II recommendations with financial implications.

In conclusion, there is the need to overcome the current climate of passivity shaped by Ontario spending cutbacks. Public officials, community agencies, and concerned citizens have come to believe that little can be gained from common initiative. The message underlying Ontario spending cutbacks is that this is the only way to deal with current economic conditions. A sense of inevitability is thereby created.

We believe that a vigorous policy debate should take place in Ontario on the range of public spending options which are available. This could include a comparison of how other provinces facing similar economic circumstances have responded to social needs.

The initiation of such a debate, along with its outcome, is critical to opportunities for renewal in Ontario and in Metro's suburbs. It will determine whether social needs are addressed or ignored. It could spell the difference between a decade of orderly regeneration, or a decade of disorderly decline.

4.0 METROPOLITAN SOCIAL SPENDING

A. Metro Council

A review of Metro Council spending patterns in the seventies reveals an alternative set of priorities. Table 14 examines gross spending by Metro, which includes conditional and unconditional transfers by Ontario. Table 15 reviews net spending by Metro, reflecting Metro's contributions from the proceeds of the general levy. (Appendix VII identifies Metro's own review of spending patterns in the seventies.)

Public transit expenditures in Tables 14 and 15 refer to public subsidy levels, exclusive of revenue recovered from fares. These, therefore, should not be confused with T.T.C. gross expenditures. Social policy programs group together the range of Metro spending for social needs. In contrast to the human services category in the Ontario analysis, the Metro category includes subsidies to social housing programs, but has excluded the Metro parks function.

Social policy programs which Metro finances include:

- local government contributions to provincially mandated programs, which may be operated directly by Metro or through special public or voluntary authorities;

- contributions to non-mandated programs reflecting Metro's policy priorities.

Cost-sharing arrangements and local government roles in provincially mandated programs often change. During the seventies, Family Benefits was opened up to include all non-employables. The municipal share in financing children's aid societies was reduced from 40% to 20%. Therefore, it is difficult to track individual programs through a time period. But it is possible to identify Metro Council's continuing contributions to the social policy field.

In provincially mandated programs, the capacity to expand services in critical areas such as day care, emergency hostels, and child welfare, depends up upon Ontario's willingness to contribute. Metro has been firm in its policy of not assuming provincial funding responsibilities in mandated areas in order

TRENDS IN GROSS METROPOLITAN COUNCIL SPENDING ON MAJOR PUBLIC SERVICES, 1970-1980

(a) Unadjusted and Adjusted Gross Spending Levels

Budget Year	UNADJUSTED ($ millions) GROSS (1)			CANADA: (2)	ADJUSTED ($ millions) GROSS		
	Police Services	Public Transit	Social Policy Programs (3)	Consumer Price Index Annual Average	Police Services	Public Transit	Social Policy Programs
1980	202.1 (4)	90.4 (4)	225.6 (4)	209.4 (5)	96.5	43.2	107.7
1979	186.9	65.6	200.6	191.2	97.8	34.3	104.9
1978	172.3	91.1	184.4	175.2	98.3	52.0	105.3
1977	156.7	81.2	164.4	160.8	97.5	50.5	102.2
1976	138.9	65.6	146.7	148.9	93.3	44.1	98.5
1975	119.8	67.4	129.3	138.5	86.5	48.7	93.4
1974	94.5	60.5	101.7	125.0	75.6	48.4	81.4
1973	77.5	43.3	86.4	112.7	68.8	38.4	76.7
1972	67.3	31.9	86.9	104.8	64.2	30.4	82.9
1971	59.4	26.2	90.4	100.0	59.4	26.2	90.4
1970	51.1	25.0	70.3	97.2	52.6	25.7	72.3

Data Sources:

(1) Municipality of Metropolitan Toronto

(2) Consumer Price Index, February 1980, p.9

Notes:

(3) Social policy programs include: social services department, housing programs, ambulance services, grants to hospitals, neighbourhood improvement, grants to children's aid societies, cultural and social service grants, grants to Metro Toronto Library Board

(4) Approved budget

(5) Estimated inflation increase of 9.5%

TRENDS IN GROSS METROPOLITAN COUNCIL SPENDING ON MAJOR PUBLIC SERVICES, 1970-1980

(b) Growth Patterns

Budget Year	REAL GROWTH INDEX 1970 = 100			REAL ANNUAL GROWTH RATE		
	Police Services	Public Transit	Social Policy Programs	Police Services	Public Transit	Social Policy Programs
1980	183.5	168.1	149.0	- 1.3%	+ 25.9%	+ 2.7%
1979	185.9	133.5	145.1	- 0.5%	- 34.0%	- 0.3%
1978	186.9	202.3	145.6	+ 0.8%	+ 3.0%	+ 3.0%
1977	185.4	196.5	141.4	+ 4.7%	+ 14.5%	+ 3.8%
1976	177.1	171.6	136.2	+ 7.7%	- 9.4%	+ 5.4%
1975	164.4	189.5	129.2	+14.4%	+ 0.6%	+14.7%
1974	143.7	188.3	112.6	+ 9.9%	+ 26.0%	+ 6.1%
1973	130.8	149.4	106.1	+ 7.1%	+ 26.3%	- 7.5%
1972	122.1	118.3	114.7	+ 8.1%	+ 16.1%	- 8.2%
1971	112.9	101.9	125.0	+12.9%	+ 1.9%	+25.0%
1970	100.0	100.0	100.0	--	--	--

Table: 15

TRENDS IN NET METROPOLITAN COUNCIL SPENDING ON MAJOR PUBLIC SERVICES, 1970-80

(a) Unadjusted and Adjusted Net Spending Levels

Budget Year	UNADJUSTED ($ millions) NET (1) Police Services	Public Transit	Social Policy Programs (3)	Metro General Levy	CANADA: (2) Consumer Price Index Annual Average	ADJUSTED ($ millions) NET Police Services	Public Transit	Social Policy Programs	Metro General Levy
1980	168.3 (4)	49.4 (4)	82.4 (4)	389.1 (4)	209.4 (5)	80.4	23.6	39.4	185.8
1979	153.5	32.7	75.9	361.8	191.2	80.3	17.1	39.7	189.2
1978	138.7	60.2	67.0	326.7	175.2	79.2	34.4	38.2	186.5
1977	123.1	54.8	58.3	292.2	160.8	76.6	34.1	36.3	181.7
1976	112.0	40.7	51.0	275.1	148.9	75.2	27.3	34.3	184.8
1975	93.3	41.7	43.7	230.8	138.5	67.4	30.1	31.6	166.6
1974	78.9	37.0	37.7	198.5	125.0	63.1	29.6	30.2	158.8
1973	66.3	31.9	32.2	176.5	112.7	58.8	28.3	28.6	156.6
1972	59.1	23.3	30.9	177.7	104.8	56.4	22.2	29.5	169.6
1971	55.4	25.2	30.7	160.9	100.0	55.4	25.2	30.7	160.9
1970	50.5	25.0	24.9	143.0	97.2	52.0	25.7	25.6	147.1

Data Sources:

(1) Municipality of Metropolitan Toronto

(2) Consumer Price Index, February 1980, p.9

Notes:

(3) Social policy programs include: social services department, housing programs, ambulance services, grants to hospitals, neighbourhood improvement, grants to children's aid societies, cultural and social service grants, grants to Metro Toronto Library Board

(4) Approved budget

(5) Estimated inflation increase of 9.5%

Table: 15

TRENDS IN NET METROPOLITAN COUNCIL SPENDING ON MAJOR PUBLIC SERVICES, 1970-80

(b) Growth Patterns

Budget Year	REAL GROWTH INDEX 1970 = 100				REAL ANNUAL GROWTH RATE			
	Police Services	Public Transit	Social Policy Programs	Metro General Levy	Police Services	Public Transit	Social Policy Programs	Metro General Levy
1980	154.6	91.8	153.9	126.3	+ 0.1%	+ 38.0%	- 0.8%	- 1.8%
1979	154.4	66.5	155.1	128.6	+ 1.4%	- 50.3%	+ 4.0%	+ 1.8%
1978	152.3	133.9	149.2	126.8	+ 3.4%	+ 0.9%	+ 5.2%	+ 2.7%
1977	147.3	132.7	141.8	123.5	+ 1.9%	+ 25.0%	+ 5.8%	- 1.7%
1976	144.6	106.2	134.0	125.6	+ 11.6%	- 9.3%	+ 8.6%	+ 10.9%
1975	129.6	117.1	123.4	113.3	+ 6.8%	+ 1.6%	+ 4.6%	+ 4.9%
1974	121.3	115.2	118.0	108.0	+ 7.3%	+ 4.6%	+ 5.6%	+ 1.4%
1973	113.1	110.1	111.7	106.5	+ 4.2%	+ 27.4%	- 3.0%	- 7.6%
1972	108.5	86.4	115.2	115.3	+ 1.9%	- 11.9%	- 3.9%	+ 5.4%
1971	106.5	98.1	119.9	109.4	+ 6.5%	- 1.9%	+ 19.9%	+ 9.4%
1970	100.0	100.0	100.0	100.0	--	--	--	--

TRENDS IN THE PROPORTION OF THE METRO COUNCIL GENERAL LEVY FOR NET METRO SPENDING ON MAJOR PUBLIC SERVICES, 1970-1980

Budget Year	PROPORTION OF METRO COUNCIL GENERAL LEVY FOR NET METRO SPENDING ON:		
	Police Services	Public Transit	Social Policy Programs
1980	43.3%	12.7%	21.2%
1979	42.4%	9.0%	21.0%
1978	42.5%	18.4%	20.5%
1977	42.2%	18.8%	20.0%
1976	40.7%	14.8%	18.6%
1975	40.5%	18.1%	19.0%
1974	39.7%	18.6%	19.0%
1973	37.5%	18.1%	18.3%
1972	33.3%	13.1%	17.4%
1971	34.4%	15.7%	19.1%
1970	35.4%	17.5%	17.4%

to increase service levels.[26] We concur with this policy. Ontario has a more appropriate revenue base for major funding of social programs. Ontario contributions frequently include federal dollars. The 80% contribution of Ontario to social services funded under the Canada Assistance Plan contains 50% federal dollars and only 30% Ontario dollars. When Ontario is reticent to finance day care expansion, Metro loses access to federal dollars for social needs.

The high priority which Metro Council has assigned to social policy programs is evident in the consistent growth pattern in the use of general levy revenue, even as Ontario assumed more funding responsibilities for some programs. Table 15 indicates that net Metro financing of social policy programs grew by 153.9 from 1970-1980, above growth levels of Ontario's wealth during this period, and above the 126.3 growth of the Metro general levy. The growth in net spending for police services was similar to increases for social policy programs. Net spending on public transit declined below 1970 levels (constant dollars), reflecting higher fares and higher provincial subsidies. More limited increases in gross spending on social policy programs reflect the relative decline of Ontario contributions for service expansion. High levels of gross Metro spending on the police point to increasing demands placed on this service.

We commend the members of Metro Council for their financial commitment to social needs during the seventies. It indicates the appropriateness of Metro assuming a leadership role in promoting human services planning and co-ordination.

Table 16 identifies trends in the distribution of Metro's general levy for major public services. The highest claim on the general levy -- 43% -- is for police services. This suggests the need for improved public understanding in Metro of the cost structure of police services, in order to better anticipate future claims on the general levy. We would hope that future proportions of the general levy assigned to social policy programs would not decline below the 1980 level.

Metro Council has a critical role to play in responding to social needs which fall between

[26] Municipality of Metropolitan Toronto, Corporate Summary Reports, Preliminary 1980 Operating Budget, 1980, p. 8.

human service sectors. Planning leadership is required to promote service co-ordination; preventive community service projects which respond to high risk groups; representation of Metro's social policy interests to the provincial government; and contributions of the local government share to needed community projects.

RECOMMENDATION 4.1 -- WHERE LOCAL GOVERNMENT FINANCING IS REQUIRED FOR COST-SHARING, OR IS OTHERWISE APPROPRIATE, METRO COUNCIL BE THE PRIMARY LOCAL GOVERNMENT CONTRIBUTOR TO COMMUNITY SOCIAL SERVICES PROGRAMS, RELATED CO-ORDINATION PROJECTS, AND TO NON-MANDATED SOCIAL POLICY PROJECTS DIRECTED TO HIGH RISK GROUPS (E.G. YOUTH UNEMPLOYMENT, RACE RELATIONS).

This proposed role would not rule out municipal council contributions, but would recognize the more appropriate revenue base of Metro in responding to community social needs. We would not foresee dramatic increases in the use of the general levy for social policy programs. Instead, we would foresee a continuation of the pattern from the seventies. Where Ontario increased its financial responsibilities for certain social policy functions, Metro would re-direct its contribution to other social policy areas, in response to legitimate needs.

One such opportunity has emerged. As of April 1980, Metro will no longer be required to pay the 7.5% subsidy for operating losses under assisted housing programs operated by the province. Ontario will assume these costs. This arrangement will be phased in. In 1981, Metro's net contribution will fall from an estimated $9.2 million to about $2.4 million, for a projected net savings of $6.8 million. The net Metro contribution will further decline to $0.3 million by 1985.

RECOMMENDATION 4.2 -- METRO COUNCIL RE-DIRECT PROJECTED NET SAVINGS IN OPERATING SUBSIDIES FOR ASSISTED HOUSING PROGRAMS TO ALTERNATIVE SOCIAL POLICY PROGRAMS WHICH RESPOND TO LEGITIMATE SOCIAL NEEDS AND WHICH ARE CONSISTENT WITH THE METRO ROLE PROPOSED IN RECOMMENDATION 4.1.

Part II recommendations which identify increased social policy financing by Metro Council assume the availability of re-directed savings described in Recommendation 4.1.

Metro's capacity to undertake a wider set of urban investments in the eighties would be enhanced if Ontario assumed full financial responsibility

for the financing of General Welfare Assistance. There is an unassailable value in integrating the provision of Family Benefits and General Welfare Assistance. The Social Planning Council has stated on previous occasions its view that:

> "... the property tax should not be required to finance income maintenance programs, since federal and provincial policies -- economic and fiscal -- determine the levels of demand for such support." 27

In a period of growing unemployment due to lay-offs and the exhaustion of U.I.C. benefits more likely, there are now more compelling reasons for Ontario to relieve municipalities of this responsibility. The net Metro contribution to General Welfare Assistance in 1980 is projected to be $26.3 million.

> RECOMMENDATION 4.3 -- ONTARIO PHASE OUT THE MUNICIPAL CONTRIBUTION TO GENERAL WELFARE ASSISTANCE AND ASSUME THE INTEGRATED ADMINISTRATION OF ALL PROVINCIALLY FINANCED SOCIAL ASSISTANCE PROGRAMS.

27 Social Planning Council of Metropolitan Toronto, Response to the Royal Commission on Metropolitan Toronto, October 1977, p. 3.

B. Metro School Board

Education expenditures in Metro are financed from local revenue raised by the Metropolitan School Board. Table 17 identifies trends in the financing of gross educational expenditures from 1970 to 1980. Declining enrolments in the seventies have led to lower gross expenditures in 1980 (constant dollars) than in 1970. The Metro levy assumes a greater proportion of gross expenditures in 1980, than in 1970. The proportion of the Ontario grant to Metro education declined through most of the seventies, with the trend reversed in 1971, 1975, and now in 1980. From a peak of 32.8% in 1972, the Ontario share fell to 20.5% in 1979. Declining Ontario support may reflect a provincial view that with fewer children in schools, the Metro property tax can assume a large share of education funding.

The Part I report noted that:

> "There may be fewer children in Metro's suburban schools, but there are more special needs to be addressed." (p.99)

Applying three established criteria of the Metro inner-city formula reveals that "inner-citiness" across Metro increased by 5% from 1974-1979.

TRENDS IN THE FINANCING OF GROSS EXPENDITURES OF THE METROPOLITAN TORONTO SCHOOL BOARD, 1970-1980

(a) Unadjusted and Adjusted Spending and Financing Patterns

Budget Year	UNADJUSTED ($ millions) (1)			CANADA: (2) Consumer Price Index Annual Average	ADJUSTED ($ millions)		
	Gross Expenditures	Metro Levy (3)	Ontario Grant (3)		Gross Expend-itures	Metro Levy	Ontario Grant
1980	892.3 (4)	671.4 (4)	187.4 (4)	209.4	426.1	320.6	89.5
1979	822.8	622.9	168.4	191.2	430.3	325.8	88.1
1978	786.0	575.1	182.5	175.2	448.6	328.3	104.2
1977	744.6	542.3	184.5	160.8	463.1	337.3	114.7
1976	687.0	440.9	189.3	148.9	461.4	296.1	127.1
1975	593.5	380.0	197.1	138.5	428.5	274.5	142.3
1974	503.8	319.0	159.9	125.0	403.4	255.2	127.9
1973	472.0	294.4	153.0	112.7	418.8	261.2	135.8
1972	458.1	295.4	150.2	104.8	437.1	281.9	143.3
1971	432.8	277.6	135.2	100.0	432.8	277.6	135.2
1970	419.3	298.9	97.4	97.2	431.4	307.5	100.0

Data Sources:

(1) Metropolitan Toronto School Board

(2) Consumer Price Index, February 1980, p.9

Notes:

(3) The Metro Levy and the Ontario Grant are the major but not exclusive revenue sources for financing gross expenditures; other sources include local proceeds, accumulated surplus, advanced payment in a previous year, etc.

(4) Approved budget

Table: 17

TRENDS IN THE FINANCING OF GROSS EXPENDITURES OF THE METROPOLITAN TORONTO SCHOOL BOARD, 1970-80

(b) Growth Patterns

Budget Year	REAL GROWTH INDEX 1970 = 100			REAL ANNUAL GROWTH RATE			PERCENTAGE: Ontario Legislative Grant of Metro Gross Expenditures
	Gross Expenditures	Metro Levy	Ontario Grant	Gross Expenditures	Metro Levy	Ontario Grant	
1980	98.8	104.3	89.5	- 0.1%	- 1.6%	+ 1.6%	21.0%
1979	99.7	106.0	88.1	- 4.1%	- 0.7%	- 15.5%	20.5%
1978	104.0	106.7	104.2	- 3.1%	- 2.7%	- 9.2%	23.2%
1977	107.3	109.7	114.7	+ 0.3%	+13.9%	- 9.8%	24.8%
1976	107.0	96.3	127.1	+ 7.8%	+ 7.8%	- 10.7%	27.6%
1975	99.3	89.3	142.3	+ 6.2%	+ 7.6%	+ 11.3%	33.2%
1974	93.5	83.0	127.9	- 3.7%	- 2.2%	- 5.8%	31.7%
1973	97.1	84.9	135.8	- 4.1%	- 7.4%	- 5.2%	32.4%
1972	101.3	91.7	143.3	+ 0.1%	+ 1.6%	+ 6.0%	32.8%
1971	100.3	90.3	135.2	+ 0.3%	- 9.7%	+ 35.2%	31.2%
1970	100.0	100.0	100.0	--	--	--	23.2%

Table: 18

IMPACT OF REVISED "INNER CITY" FORMULA ON MUNICIPAL "INNER CITY" SHARES AND ELEMENTARY STAFF DISTRIBUTIONS * , 1980-1982

MUNICIPALITY	INNER CITY SHARE		IMPLICATIONS: ELEMENTARY STAFFING 1980 - 1982
	Established Formula 1980	Revised Formula 1982	
Scarborough	15.51	20.45	+ 15
North York	13.17	20.42	+ 23
Etobicoke	6.29	9.35	+ 9
Toronto (City)	54.77	39.65	- 47
York	7.70	5.91	- 4
East York	2.56	4.22	+ 6
METRO	100.0	100.0	+ 2

Data Source: Metropolitan Toronto School Board, Report of the Metropolitan Inner-City Committee, 1980

* For special education and "inner city"

A recently adopted revision of the Metro inner-city formula for elementary programs highlights the changing inner-city distributions. Under the new formula, the suburban "inner-city" share will grow in three years from 34.97% to 50.22%, a dramatic increase. Table 18 outlines the revised formula shares and staffing implications. Toronto (City) would lose 47 teachers to suburban schools. While the revised formula was adopted, it was not possible to begin implementing the staffing implications.

There are fundamental problems with the current "inner-city" approach. Removing teachers from students with special needs in Toronto (City) in order to address newly acknowledged special needs of suburban children is an inadequate response to growing special needs across all of Metro. It assumes that we lack the fiscal capacity to progressively increase the resources available to all students in Metro with special needs beyond two teachers in three years.

The profound social, cultural and economic changes in the seventies have created new forms of instability and special need among Metro's children, even if there are fewer of them. Divorce/separation hits children of all income groups. There is a greater cultural-racial mix of immigrant children with diverse supplementary and transitional needs. If these two factors were included in the "inner-city" formula -- family structure, patterns of recent immigration -- the Metro index would be higher.

In our judgement, the term "inner-city" has lost its significance. The Part I report clearly identified large parts of Metro outside of central areas that now include families and children with common conditions. Special needs are not always concentrated in identifiable schools. The right of a child to supplementary support should not depend on their attending a school with many children of similar need. There are some curious differences in how special needs are addressed. One municipality proposes to institute supplementary programs for gifted children with special needs. The proposed screening procedure will be system-wide, rather than depend upon local region or school identification capabilities. Nevertheless, there are less developed system-wide capabilities to ensure that the supplementary program needs of immigrant children are identified. We do not know the extent to which immigrant children in suburban

Table: 19

METROPOLITAN TORONTO SCHOOL BOARD SURPLUS (DEFICIT) 1978, 1979

Jurisdiction	Surplus (Deficit) 1978	Surplus (Deficit) 1979
North York	+ 1,851,612	- 2,136,756
Scarborough	+ 4,352,624	+ 3,179,888
Etobicoke	+ 2,661,184	+ 602,222
Outer Municipalities	+ 8,865,420	+ 1,645,354
Toronto (City)	+ 511,852	+ 37,112
York	+ 234,357	- 111,504
East York	+ 597,531	+ 703,333
Inner Municipalities	+ 1,343,740	+ 628,941
Metro Board	+ 125,640	+ 7,051,893
Totals	+10,334,800	+ 9,326,188

Data Source: Metropolitan Toronto School Board

schools in need of ESL/ESD, booster, and/or transitional programs at elementary or secondary levels, are receiving necessary support.

Table 19 identifies surplus/deficits of municipal boards in Metro for 1978 and 1979. It is somewhat curious that suburban boards with dramatically increasing inner-city shares were able to generate surplus revenue in 1978, and to a lesser extent in 1979.

Changes in family life, renewed recognition of the special learning needs of children, and the shifting structure of employment, will place new demands on suburban and Metro schools in the eighties. Special education programs for children with learning disabilities are to become mandatory during the next five years in Ontario. Pressures will grow to extend learning opportunities for younger children through all day kindergarten and extended junior nursery programs. The forthcoming review of secondary education in Ontario will inevitably propose upgraded employment and work-related programs. The role of schools as human resource agencies in responding to family and community needs will increase, even as enrolment declines. One consequence will be pressures to integrate education boards into the mainstream of community planning in a wide range of areas -- child welfare, neighbourhood re-development, and manpower strategies. There will be corresponding pressures to re-train present school personnel for more diverse responsibilities. With schools assuming broader responsibilities it will be necessary to re-think the structure of education financing, in particular provincial responsibilities and the appropriate use of the property tax base.

The proposed formation of a Metro Children's Council to include social services, education, and health services is a welcome opportunity to take an integrated look at the special needs of children in Metro, and the resources available to serve them. The slight increase in 1980 of Ontario's share of education funding in Metro is a step in the right direction. Revisions to the Metro inner-city formula, and the recognition of social changes in the suburbs, highlight the dimensions of what we face. The second OISE survey, which identified taxpayer willingness to increase the quality of classroom experience for children rather than reduce education financing with declining enrolments, indicates that the public will exists to address the special needs of children.

Some new initiatives are in order.

RECOMMENDATION 4.4 -- THE METRO TORONTO SCHOOL BOARD AND THE METRO SEPARATE SCHOOL BOARD EACH ESTABLISH A WORK GROUP COMPOSED OF TRUSTEES, STAFF, AND PARENTS TO IDENTIFY THE RANGE OF SPECIAL NEEDS OF CHILDREN IN ELEMENTARY AND SECONDARY SCHOOLS IN METROPOLITAN TORONTO, AND PREPARE A MULTI-YEAR FINANCIAL PROJECTION FOR RESPONDING TO THESE NEEDS.

RECOMMENDATION 4.5 -- A JOINT TASK FORCE BE ESTABLISHED, BETWEEN THE WORK GROUPS PROPOSED IN RECOMMENDATION 4.4, THE PROPOSED METRO CHILDREN'S COUNCIL, AND THE NEW METRO DISTRICT HEALTH COUNCIL, TO DEVELOP INTEGRATED CRITERIA AND PROCEDURES FOR IDENTIFYING AND RESPONDING TO THE SPECIAL NEEDS OF CHILDREN IN METROPOLITAN TORONTO.

RECOMMENDATION 4.6 -- ONTARIO INCREASE ITS SHARE OF FINANCING THE GROSS EDUCATION EXPENDITURES OF THE METROPOLITAN TORONTO SCHOOL BOARD IN ANNUAL GRANTS SUBSEQUENT TO 1980.

Large post-war investments were made in developing schools as centres of community identity, and as primary sources of service for child-centred family living. There are some stark policy options to consider in facing declining enrolments and increasing needs. One approach would be to protect post-war investments by re-investing in the use of schools for important social purposes. This would require limited but consistent spending increases. Included in this framework would be complementary land use policies to recognize the need for affordable ground-oriented housing in Metro's suburbs for families with young children.

The alternative is to continue the present approach. Policies governing declining enrolment and the public use of surplus sites are formulated in isolation by suburban education boards. The primary emphasis tends to be on limiting annual service costs. Surplus schools frequently cease to serve as neighbourhood facilities. Extensive public investments in trained professional personnel are dissipated with widespread teacher dismissals. Future neighbourhood stability is potentially jeopardized.[28] Families with young children are discouraged from settling in neighbourhoods where busing to public schools is required. Municipal population and revenue stability can be eroded if young families move elsewhere.

[28] R. L. Andrews, The Environmental Impact of School Closures, University of Washington, August 1974.

Declining enrolment did not creep up on Metro's suburbs; it was evident by the mid-seventies.[29] A municipal framework did not exist to address declining school enrolments on a municipal-wide basis. The proposal to establish municipal liaison boards for human services (Section 5.0) reflects the need for a municipal-wide capability to review service issues with broad community implications.

C. Municipal Councils

Municipal councils influence the range of community service facilities available in suburban neighbourhoods primarily through:

- operating recreation centres and parks;
- financing libraries and public health services;
- formulating zoning policies which determine the diversity of community facilities.

In recent years, municipalities have been engaged in a vigorous debate with Ontario over revenue sharing. The Edmonton Commitment of 1974 promised municipalities new revenues consistent with the growth of Ontario revenue. Provincial transfers to municipalities in recent years have been below levels promised in the Edmonton Commitment. This places additional pressures on suburban property taxes to finance municipal programs, including the provision of community services and facilities. Related to this issue have been proposed shifts to market value assessment. This would re-distribute revenue loads within the property tax base. Recent Ontario revisions in property tax credits for seniors will serve to modify pressures on this class of contributor.

While issues of municipal finance are critical, they are beyond the scope of this report.[30] We do not view the municipal council tax base as a primary source of local government revenue for human services. But there is a funding issue of particular importance to Metro's suburbs -- Ontario contributions to public health programs. Ontario's

[29] North York Board of Education, Education in North York Schools, Number 60, February 1973.

[30] See: Social Planning Council of Metropolitan Toronto, The Local Property Tax in Metropolitan Toronto, February 1979.

Table: 20

ONTARIO MINISTRY OF HEALTH (MOH) CONTRIBUTIONS ($ millions) TO PUBLIC HEALTH EXPENDITURES IN METROPOLITAN TORONTO, 1979 @ 33 1/3% MAXIMUM (CURRENT), AND @ 75% (ESTIMATED, WITH A METRO BOARD)

MUNICIPALITY	1979 BUDGET ($ millions)	① MOH CONTRIBUTIONS @ 33 1/3% (maximum) 1979	② MOH CONTRIBUTIONS @ 75%	DIFFERENCE ② - ①
North York	4.58	1.43	3.44	+ 2.01
Scarborough	3.21	1.00	2.41	+ 1.41
Etobicoke	2.61	0.82	1.96	+ 1.14
OUTER	10.40	3.25	7.81	+ 4.56
Toronto	12.10	3.78	9.08	+ 5.30
York	1.49	0.47	1.12	+ 0.65
East York	0.80	0.25	0.60	+ 0.35
INNER	14.39	4.50	10.80	+ 6.30
METRO	24.79	7.75	18.61	+ 10.86

Data Source: Ontario Ministry of Health, Metropolitan Toronto Fact Book (prepared for Steering Committee, Metro Toronto District Health Council), August 1979

policy is to assume up to 75% of public health costs if municipal boards of health in Metro are consolidated into a Metro-wide board. In 1979, Ontario boosted its contribution to municipal boards in Metro from 25.0% to 33.3%, but has made no further commitments. Local boards resist integration citing reasons such as scale, local diversity, and tradition.

In the current stand-off, differential accessibility to local revenue has created disparity in per capita spending levels in Metro. In 1979, Toronto (City) spent $18.20 per capita. Suburban spending levels were considerably lower -- Etobicoke $8.62, Scarborough $8.40, North York $8.20. This translates itself into differential nursing ratios (Toronto/City 1:2,530; Scarborough 1:3,532; North York 1:3,810 Etobicoke 1:4,110), and support capabilities. With many of Toronto's social conditions now shared by Metro's suburbs, there is reason to question the appropriateness of high per capita spending differences.

Table 20 identifies 1979 contribution levels by Ontario to Metro public health services based on the current contribution rate of 33.3% (maximum). This is compared to a 75% contribution rate with a Metro-wide service. In 1979, at a 75% contribution rate, nearly $11.0 million additional dollars would have been contributed by Ontario to Metro public health services. Over $4.5 million would have gone to suburban programs. This could have both reduced demands on suburban property taxes and increased service capabilities.

During the past five years, new and continuing demands have been placed on public health services in Metro -- child abuse, early identification, home support of the elderly, de-institutionalization, environmental protection, and lifestyle education. This would suggest the need for more equivalent capabilities in the municipalities, and more integrated relationships with Metro resources such as social services, hospitals, multi-cultural associations, media, business, and labour. In our judgement, an independent assessment is required to determine whether per capita spending differences in Metro are warranted in relation to needs, and to assess the implications of alternative financial arrangements.

The future of public health services in the suburbs and Metro is a public interest issue, and should be addressed within a broader human services

framework. The new Metro District Health Council, with an anticipated membership drawn from a wide set of community and health interests, would be an appropriate body to undertake an independent review for public discussion.

RECOMMENDATION 4.7 -- THE ONTARIO MINISTER OF HEALTH REQUEST THAT THE NEW METRO DISTRICT HEALTH COUNCIL REVIEW PER CAPITA SPENDING DIFFERENCES AMONG PUBLIC HEALTH SERVICES IN METROPOLITAN TORONTO IN RELATION TO EXISTING AND EMERGING NEEDS, AND FORMULATE RECOMMENDATIONS AS REQUIRED.

5.0 MUNICIPAL LIAISON BOARDS

Spending policies for social programs in the suburbs should be based on sound planning practices. Where limitations exist in dollar growth, there is the need to make better use of current programs. There has to be the confidence that proposals for new spending represent the most legitimate claims on limited resources. For this condition to be met, a planning system for human services in Metro should be developed.

The purposes of a planning system in Metro would be:

- to identify over-all level and patterns of social spending annually, and the programs for which this spending is intended;

- to monitor changing social conditions and anticipate shifts in demand patterns;

- to improve the capacity to implement public policy objectives, particularly where different service sectors are involved;

- to stimulate mutual support, voluntary initiative, and self-care as cost effective complements or alternatives to formal helping systems;

- to review the balance between capital and operating expenditures among sectors through multi-year planning to intensify facility uses and contain capital demands;

- to increase the effective use of service workers from different sectors operating in similar communities with similar purposes;

- to assess the design, fit, and continuity of programs offered by different sectors in support of common social needs;

- to communicate more effectively to a multi-lingual public the range of resources which exist in response to life situations and needs;

- to promote land use and related urban policies which meet service objectives and lessen existing or future incidence of need;

- to assure taxpayers that large sums of public dollars for social programs are well invested.

Developing a planning system requires a sense of partnership, and a recognition of appropriate public and voluntary roles. The public sector, by virtue of its statutory and fiscal authority, can command and distribute substantial resources in response to universal or specialized needs. The scale of public involvement in human services has led to multiple levels of government responsibility and to public agencies with specialized mandates. Specialization creates skill competence and service capacity, but it also serves to limit and fragment responsibility. Very often, needs or life situations transcend the specialization of a given public authority. There may not be a public authority with a recognized mandate for certain needs. Public authorities may also be less capable of responding to culturally diverse needs.

Voluntary agencies are generally not bound by statutory mandates. They emerge because of direct citizen initiative and tend to have broader mandates, facilitating adaptation if social conditions change. One of the great strengths of Toronto has been a developed tradition of voluntary initiative, and a strong network of voluntary agencies. In recent years, voluntary agencies have required increased public financing because of limitations in voluntary fund-raising. This trend has prompted the need to sort out public and voluntary service roles.

Even with public financing, voluntary agencies remain mission-oriented, reflect shared values, and are important sources of common identity. Public agencies, with statutory mandates, are required to accommodate the diversity, conflict, compromise, and accountability inherent in the electoral process. There are strengths and limitations in both sectors. An effective planning system would lead to appropriately distributed roles.

Observations in the Part I Report about unmet needs in Metro's suburbs prompted some comments about currently high volumes of suburban service. These observations are essentially correct. During the post-war period, major investments were made in suburban services -- schools, libraries, recreation centres, hospitals, and public health programs. Suburban municipal councils, boards of education, and special authorities, directly spend over $500 million a year in human services. This figure

does not include a pro-rated share of metropolitan level spending on health, welfare, manpower, and post-secondary education programs fully funded by senior governments. In this respect, the suburbs have acquired the same range of public services to be found in any modern community. The need for service co-ordination in the suburbs is in part related to more general conditions.

Of special significance to Metro's suburbs however, are the following concerns:

- the suburban service structure did not evolve slowly. It developed in a short period of time based upon prevailing social conditions and land use assumption. Suburban conditions have changed quite rapidly, coming right after a period of extensive growth. The design of services and the land use context are less fitted to the new conditions, at a time when dollars are more limited.

- the recognition of suburban social changes came much later than in the urban centres. Consequently, when there were still provincial growth dollars around, new programs were invariably located in established areas of Metro. There are important distribution issues to be addressed in the suburbs.

- the development of suburban-rooted voluntary agencies has progressed slowly. Citizen initiative evolves over time. The pace of post-war development outstripped voluntary funding capabilities. It was assumed that public services such as schools, recreation centres, and libraries could fulfill the community development and social integration role of neighbourhood voluntary agencies. This has not always worked out (Part I - p.82). Outreach, social participation, inter-group relations, and community self-help remain important service issues.

- the cultural and racial diversity of the suburbs has serious implications for the structure and content of suburban human services. Ethno-cultural and religious associations are disproportionately located in the City of Toronto (Part I - p.188).

The absence of a planning system for human services in Metro reflects a number of factors: (1) Most social programs were developed in response to

specific problems, rather than as the outgrowth of planned commitments. In many instances, public funding came when voluntary financing was exhausted; (2) The traditional role of local government has been to manage the physical environment. In most Canadian provinces, municipalities have limited human service responsibilities. Ontario has a tradition of local government responsibility, which is reflected in the scope of municipal human service involvements; (3) In the seventies, Ontario assumed responsibility for human services planning and co-ordination at the local level. The establishment of the Social Policy Field of ministries in the early seventies -- which now includes Education, Health, Community and Social Services, Colleges and Universities, and Culture and Recreation -- was intended to integrate the formulation and implementation of provincial policy objectives. The Social Development Secretariat has formulated policy objectives through official reports or statements by the Minister. A primary objective has been to develop community living arrangements for formerly institutionalized individuals. Unfortunately, the Secretariat has been notably weak in providing leadership to implement these objectives.

The job of planning for local implementation has been left to individual provincial ministries. The Ontario Ministry of Health has established over 20 district health councils in the province. The Ontario Ministry of Community and Social Services has four children's services committees in operation. There are limitations and inconsistencies to local planning and co-ordination efforts by the province. Initiatives relate to one Ontario ministry, rather than a group of ministries serving common families and individuals. This can become an additional source of local fragmentation. The relationship to local government is blurred. Two Ontario regions -- Waterloo and Sudbury -- have created social service planning bodies with links to the district health council and regional government. The concept of local authority varies; health councils only advise the minister; children's services' committees are to eventually allocate funding. The human services concept recognizes the inter-dependence of social programs in their intended objectives for groups and communities. This is increasingly evident in areas such as de-institutionalization, child welfare, crisis and after-hours services, community programs for senior adults, neighbourhood development, immigrant support, and race relations.

Public and voluntary agencies therefore share a range of common planning needs. There are also important sets of relationships between human service programs, land use, and economic development. Creating an effective planning system for human services requires some linkages between different local authorities with their specialized mandates. The question is who should be responsible for developing the linkages, how, and for what purposes.

In our view, linkages in Metro are required at both local government levels -- Metro and the municipalities. Whatever one's preferences may be, the reality at present is a two-tier system of six municipalities and Metro. If the creation of linkages were restricted to only one level, the achievement of human services objectives under the current distribution of responsibilities would be limited.

There is a need then to spell out the special roles at each local government level.

A. Metropolitan Roles

- to develop an integrated social data capability;

- to monitor social conditions across Metro to determine states of need and identify levels of service provision;

- to review human service spending patterns across Metro, and by the provincial government;

- to identify equitable distribution patterns across Metro in relation to prevailing needs;

- to give planning and program leadership in addressing the service needs of dependent and high risk groups;

- to formulate integrated urban policies which recognize the social implications of land use and employment planning;

- to collaborate with municipalities to identify and respond to program gaps, fragmented delivery, underdeveloped information resources, facilities design and use, and professional training and development.

B. Municipal Roles

- to promote integrated patterns of human services and land use development;

- to ensure the appropriate design and use of community service facilities;

- to monitor social conditions within the municipality, and become a source of integrated input into specialized metropolitan planning activities;

- to encourage community and voluntary forms of participation in human services planning;

- to report annual human services spending patterns for the municipality, including a review of external funding practices;

- to facilitate joint projects and staff secondment among institutions, agencies, and community associations;

- to facilitate the implementation of metropolitan and provincial policies for dependent and high risk groups;

- to collaborate with metropolitan planning initiatives to identify and respond to program gaps, fragmented delivery, underdeveloped information resources, facilities design and use, and professional training and development.

We have already indicated our preference for Metro Council to assume a leadership role for human service planning across Metro. Even though Metro Council's level of human services spending is lower than the Metro School Board and the new Metro District Health Council, Metro Council is better suited to assume leadership in light of its more direct electoral accountability, urban policy role, and commitments to social needs in the seventies.

The task of specifying leadership responsibility at the municipal level is more complicated. At this level there are two directly elected local government authorities and two appointed statutory authorities (public health, libraries). Boards of education are single sector authorities with a large number of community facilities and professional resources. Municipalities have relationships with more than one human services sector, but are involved in fewer

forms of direct service provision. Municipal councils do operate or contribute to major community facilities -- recreation centres, libraries, parks. They also determine, through land use responsibilities, the structure of local services. In contrast to Metro Council's Social Services and Housing Committee, the political responsibility in suburban municipalities for human services review is fragmented between Parks and Recreation/General Committee, Board of Control, and special committees for grants. Suburban municipalities review annual public health and library budgets, and appoint members to these boards, but there is no formal procedure at present for ongoing exchange and consultation. In each suburban municipality there is provision for a council-board of education liaison committee that meets only when required (which is mostly infrequent), and has no independent staff resources. Other than the office of the mayor, or the municipal council as a whole, there are no council structures to review issues from Metro authorities in areas of social services, police, youth unemployment, neighbourhood race relations -- or to propose social policies for the municipality.

For reasons cited previously, we believe there are compelling reasons in the suburbs to proceed now with the recommendations of the suburban special committees to establish an ongoing municipal mechanism to address social needs. In proposing this direction for the suburbs, we are aware that there might also be compelling reasons for such mechanisms in Metro's inner municipalities.

Ongoing mechanisms would create formal linkages between suburban public authorities, voluntary agencies, and community associations in each municipality to review, report, advise, and promote collaboration. They would not remove the mandated authority of any existing body or group; rather they would create a public meeting place and common setting to address service issues in the social interest of each suburban municipality. They would be sources of advice and co-ordinated service initiative.

The form of ongoing mechanisms has been the subject of Part II exchanges during the past year. Options discussed included an advisory committee to municipal councils, and upgrading the responsibilities of existing or new voluntary councils.

In formulating our proposal for an ongoing mechanism, we have opted for the principle of full partnership. This means a formal commitment from municipal authorities and voluntary councils to a public mechanism, which stresses shared responsibilities, participation, and appropriate contributions. It means a mechanism with core operating capabilities independent of any one authority, but accountable to the joint participants.

In opting for a partnership approach, we have sought to avoid a mechanism which would blur responsibility, and discourage full participation. An advisory committee to municipal councils would place boards of education in a secondary relationship as one of a number of contributors. In our view, such an "arm's-length" role would be regrettable. Boards of education are elected governments with taxing authority and command professional and physical resources with municipal-wide implications. It is critical for suburban planning that boards of education become formally integrated into the mainstream of human services development and land use review. There is a strong interdependence between community conditions and classroom life. The school as an institution, particularly in suburban history, has been a focal point for community identity. The adaptation of schools and their public spaces into new community roles, because of declining enrolment, is one of the more important tasks facing two of Metro's suburbs -- North York and Etobicoke.

A concern with an "arm's-length" relationship also exists in the option of upgrading voluntary councils, or forming new community coalitions. It would be too easy for municipal councils and boards of education to appoint representatives, but distance themselves from the work of independent groups seen as separate from local government. In our view, independent voluntary councils are important sources of informed contribution and specialized initiative within a public mechanism. They should receive adequate public financing for these purposes. However, if effective suburban planning is to take place for social needs, an ongoing mechanism should be seen as part of local government activity. Within such a mechanism, which belongs to no one authority but to the municipality as a whole, there is a diversity of public and voluntary roles to be assumed.

Based on these considerations, the Social Planning Council is proposing the formation of municipal liaison boards for human services in Metro's suburban municipalities. These would be multi-purpose co-ordination bodies, established for three to five years, with their permanent status to be determined upon evaluation. Ontario legislation could be requested to state the purposes, structure, and responsibility of the individual liaison boards.

In our view, a number of conditions should accompany the formation of Liaison Boards:

(a) a standing committee of suburban municipal councils should be formed to integrate the council's review of social programs which it operates and finances.[31] This committee would be the formal contact point between a liaison board and the municipality. It would recommend to council municipal appointments to a liaison board, and to related Metro initiatives; review the annual operating budget of the liaison board; and, receive reports and requests from a liaison board for deliberation, recommendation, and forwarding. Consistent with its function, the committee would also receive deputations from citizens on community social conditions within the authority or interest of the municipal council.

(b) both elected suburban authorities -- the municipal council and the board of education -- would cost-share the municipal contribution. They would convene a joint task force with other appropriate parties to spell out the objectives, structure, terms of reference, and proposed operations of a liaison board. They could request Ontario legislation to establish the board. Essentially, a liaison board would be an upgraded council-board of education liaison committee with a formal structure, broader mandate and participation, and an operating budget.

(c) liaison board members would be selected by the proposed constituents. This would ensure the

[31] We have designated the proposed committee as a community services committee. Community services, in our view, are support programs offered to people in relation to where they live. Human services encompass this category, but also include specialized programs and institutional services offered on a regional or municipal basis -- adoptions, post-secondary schools, in-patient treatment, etc.

public interest credibility of the mechanism.

(d) 80% of the operating costs of liaison boards should be financed by Ontario and Metro. This would recognize the contribution of liaison boards to provincial and metropolitan objectives. For Ontario, liaison boards would serve as the municipal instrument of co-ordinated review and initiative, corresponding to the intentions which led to the establishment of the Ontario Social Development Secretariat. For Metro, liaison boards would be a source of integrated input into metropolitan planning bodies such as a possible human services task force, a District Health Council, and a Children's Council. It would avoid the need to think of seven separate structures any time Metro-level planning initiatives in human services were required. With 80% cost-sharing, individual contributions by municipal councils and boards of education would be minimal.

(e) the role of existing voluntary councils to liaison boards would have to be determined. Existing councils -- whether inter-agency or community bodies -- vary in their experience and states of service planning. More developed councils could contribute their work in meeting the many purposes of a liaison board. In some municipalities, there might be an interest in helping new voluntary councils develop, to articulate concerns in areas such as ethno-cultural relations or neighbourhood development.

Figure 10 outlines the proposed structure and membership of municipal liaison boards for human services in Metro's suburban municipalities. Recommendations 5.1 - 5.5 summarize the preceding discussion.

Liaison boards would function as public bodies to link municipalities into human services planning in Metro. We would expect liaison boards to review social spending patterns in relation to needs, and recommend allocation and program priorities for the municipality. We would urge however, that liaison boards not be asked to recommend specific financial allocations to individual agencies. This role would invite a competitive environment in which participants would focus on maximizing institutional interests. Specific allocations should be a political responsibility of elected officials.

Figure 10:
Recommendations and Outline --
Municipal Liaison Boards for Human Services

 Figure 10: Recommendations -- Municipal Liaison Boards for Human Services

(1) RECOMMENDATION 5.1--

STANDING COMMITTEES OF SUBURBAN MUNICIPAL COUNCILS BE FORMED TO RECEIVE, REVIEW, AND RECOMMEND SOCIAL POLICIES AND PROGRAMS FOR THE MUNICIPALITY.

(2) RECOMMENDATION 5.2--

SUBURBAN MUNICIPAL COUNCIL FUNDING FOR COMMUNITY SERVICES BE INITIALLY REVIEWED BY THE PROPOSED STANDING COMMITTEE WITH RECOMMENDATIONS THEN FORWARDED TO BOARDS OF CONTROL.

(3) RECOMMENDATION 5.3--

SUBURBAN MUNICIPAL COUNCILS AND MUNICIPAL BOARDS OF EDUCATION JOINTLY ESTABLISH AND PARTIALLY FINANCE MUNICIPAL LIAISON BOARDS FOR HUMAN SERVICES ON A 3-5 YEAR PILOT BASIS, TO CONSIST OF 15-25 MEMBERS APPOINTED BY DESIGNATED PUBLIC AND VOLUNTARY SECTOR CONSTITUENTS. ESTIMATED ANNUAL OPERATING BUDGET: $100,000 - $150,000, WITH 80% OF THE COSTS PROVIDED BY ONTARIO AND METRO.

(4) RECOMMENDATION 5.4--

A PROCESS OF DESIGNATION BE DEVELOPED TO IDENTIFY EXISTING OR NEW VOLUNTARY COUNCILS, AND SPECIAL COMMITTEES/PROJECTS WHERE APPROPRIATE, WHICH WOULD DIRECTLY APPOINT MEMBERS TO LIAISON BOARDS.

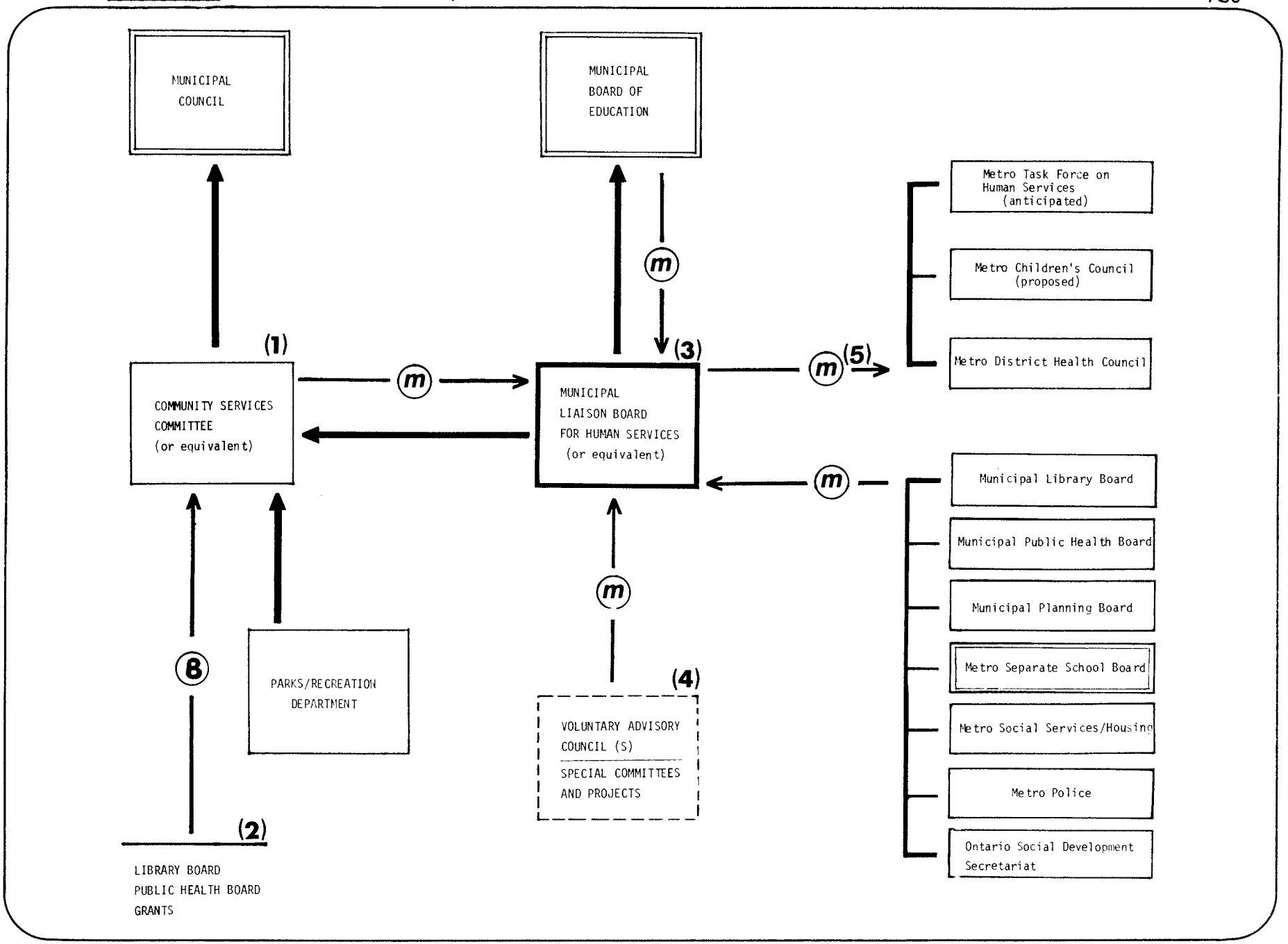
(5) RECOMMENDATION 5.5--

SUBURBAN MUNICIPAL APPOINTEES TO METRO-WIDE PLANNING GROUPS FOR HUMAN SERVICES ALSO BE LIAISON BOARD MEMBERS, WHEREVER POSSIBLE.

LEGEND:

- elected authority
- delegated authority
- multi-purpose co-ordination body
- designated independent affiliates to the Liaison Board
- formal reporting relationship (includes budget review)
- (B) - budget review relationship
- (m) - source of membership
- ( ) - recommendation

Figure: 10 Outline -- Municipal Liaison Boards for Human Services



We foresee the following range of activity for liaison boards.

(1) To prepare an annual social report.

Individual social programs are part of an interdependent system of public policy commitments. While the programs of schools, libraries, social services, public health departments, and police may vary in content, they share important common objectives within existing public policy commitments. Common objectives can include support to single parent families, promoting sound race relations, facilitating independent living by seniors, integrating ex-mental health patients into the community, and helping troubled youth through transitions and crisis.

A sense of the whole is now missing, in which parts of the system can be viewed in relation to trends, patterns, available resources, and emerging needs. Residents, elected officials, agency administrators, and front-line workers tend to be isolated into the specialized parts of the human services system. Without some common and consistent reference point, it is hard to compare, contrast, or understand how individual human service sectors contribute or relate to broader policy objectives.

The purpose of the annual social report would be to create a common reference point of public understanding each year for the state of human services development in each municipality. It would:

- report annual spending levels on human services for the municipality, with an emphasis on shifts in spending patterns. Of special interest would be how the municipality fared with external funding sources -- federal government, Ontario government, Metro, United Way -- in important areas. For example, Scarborough's special committee discovered available Ontario dollars for the municipality in one provincial ministry;

- identify changes in program trends within different service sectors during the previous year;

- assess the implications of new Ontario or Metro social policies on municipal human services;

- highlight present and emerging social needs from public reports, social research, or provincial service data. The development of a social data capability at Metro would be an important requirement. The report could also link up with the proposed Toronto Area Survey being initiated by the Institute for Behaviourial Research at York University;

- link human service needs and issues to other areas of urban policy, such as land use;

- suggest allocation or distribution priorities for public review and deliberation.

At present, each service sector develops its own annual report. There is limited emphasis on multi-year analysis or consistency with other reports. In effect, the annual social report would serve the same public function as an annual budget -- to integrate disparate information into common categories for public review. The annual report would neither evaluate nor measure performance. Rather it would summarize and highlight common patterns and be a source of common planning information to the public, agencies, and decision-makers.

The concept of social reporting emerged in North America during the late sixties, an outgrowth of anti-poverty programs.[32] The goal then was more ambitious -- to develop rational indicators of social need as the base for policy development and program evaluation. The task of developing acceptable indicators has proved more formidable than

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[32] U.S. Department of Health, Education, and Welfare, Toward a Social Report, Washington, January 1969.

K. E. Taeuber, "Toward a Social Report: A Review Article", Journal of Human Resources, Volume V. in No. 3, University of Wisconsin Press, 1970.

M. Olson, Jr., "The Plan and Purpose of a Social Report", in Public Interest, No. 15, Spring, 1969.

J. S. Kirkaldy, D. M. Black, Social Reporting and Educational Planning, A Feasibility Study, Commissioner Post-Secondary Education in Ontario, March, 1972.

Social and Cultural Planning Office, Government of Holland, Social and Cultural Report 1974.

suspected. Concepts of need shift in relation to community perceptions and standards. Notions of planning have also shifted away from a technical pre-occupation with a plan to recognition that planning is a social process of formulation, clarification, and highlighting.[33] Prescribing the correct path, if there is one, is less significant than increasing levels of community understanding through which options can be identified and pursued at many levels.

The annual social report is proposed as an instrument of social learning for the public and for participants in the human services field. It would initially be modest, but over time would acquire a level of analysis reflecting acquired social learning about human services, urban policy, and social needs. The annual report would also serve to promote follow-up consultation and exchange within the municipality, and within the human services system.

[33] E. L. Trist, "Aspects of the Transition to Post-Industrialism", in F. E. Emery & E. L. Trist, Towards a Social Ecology, Plenum Press, London and New York, 1973, p. 204-205.

RECOMMENDATION 5.6 -- SUBURBAN MUNICIPALITIES PREPARE ANNUAL SOCIAL REPORTS WHICH REVIEW HUMAN SERVICE TRENDS AND PUBLIC SPENDING PATTERNS.

(2) To prepare a multi-year community facilities review.

The level of public investment in community facilities is extensive. At present, each human service sector designs and develops facilities for its own programs. The range of facilities permitted in a community is determined by land use and zoning policies. An integrated facilities review would assess:

- the diversity of facility types required by programs responding to existing and future community needs;

- the balance within and among sectors between capital investments and program spending;

- the possible adaptation of existing facilities to alternative uses;

- whether facilities are appropriate in design to meet program objectives and community needs;

- the consistency of hours of operation, and of accessibility to different facilities serving common purposes;

- appropriate and possible community uses of surrounding public land in which facilities are located;

- the role which facilities might play in the life of the community as social meeting places and sources of local identity;

- the range of appropriate locations and relationships between community facilities and commercial facilities;

- the community service function of parks for different groups, their distribution, location, and uses.

The design and use of community facilities generally reflects prevailing assumptions about who lives in the community.[34] During the early post-war period, suburban facilities were designed as supplementary settings for specialized activity, on the assumption that the single family home -- with private indoor and outdoor meeting places -- would be the primary centre of multiple social experiences. Neighbourhoods were made secure for casual use by children; schools were located within walking distance. With access to the automobile, it was assumed adults would choose from the resources of the area -- shopping, recreational activity. Adults were not assumed to be neighbourhood dependent.

Apartment development introduced a new dependence on local facilities. With household space more limited, party rooms, lounges, and recreation areas were built into developments. Some large developments have included entire recreation centres for members. In some instances, municipalities have purchased these facilities when they could no longer be operated privately. Generally, apartment facilities are designed for casual use.

[34] R. Walker, The Need for Community Life, in Planning, No. 5, School of Architecture, University of Toronto, 1944.

Funding required to sustain program staff is frequently beyond private resources. In some public developments, one authority finances the facility but depends on other public or private sources to fund programs.

There are a number of factors suggesting the value of an integrated community facilities review. The changing suburban population means new patterns of facility need and use. When 50% of mothers are in the labour force, hours of operation are important. Where multi-cultural diversity exists, the type of space demands shift. Single parents, youth, and senior adults have casual activity needs. In socially and culturally diverse neighbourhoods, community facilities should confer some visible sense of place in their public presentation.

Community facilities tend to be designed and operated consistent with the purpose of the sponsoring authority. Thus a library or recreation centre will be built to meet the program needs of that service. This may, or may not, correspond to other use needs. There is no municipal process at present to take stock of what exists, anticipate new uses, assess design options for shared or multiple use, look at the special facility needs of diverse social groups, explore alternative existing uses where new facilities are proposed.

The proposed facility review would serve as a background to human service agencies operating in the municipality. It could identify policy questions -- mixed use development, commercial services in public spaces -- and recommend new procedures for ensuring consistency of design and management. Cities such as Edmonton and Boston have developed collaborative or integrated approaches to community facility planning and design. In our judgement, there could be more public dollars for program funding if integrated planning for community facility use was undertaken.

RECOMMENDATION 5.7 -- SUBURBAN MUNICIPALITIES PREPARE A MULTI-YEAR COMMUNITY FACILITIES REVIEW.

(3) To identify joint projects for staff secondment and collaboration.

A major liaison board priority should be to identify opportunities for the joint use of service resources in areas of common interest. This

would involve promoting the idea of agency secondment of personnel (contracting without dollars) to community or liaison board initiated projects.

Secondment diversifies the purposes to which agency personnel can be used, beyond specialized mandates, but consistent with broader agency goals. For example, the boards of education do not offer evening services to families in stress, but they have a stake in how families in crisis are served. A project developed through a liaison board might be to introduce after-hours family workers in high risk neighbourhoods. An education board could contribute part of a multi-cultural worker's time for specialized follow-up involving school-age children. Any number of neighbourhood projects could become possible where there was a mechanism to promote the alternative deployment of existing personnel.

Similarly, the proposed annual social report and community facilities review assume project teams of contributed staff from municipal and voluntary agencies. The Liaison Board, with its 2-4 core staff, would co-ordinate major projects.

In our judgement, even with spending cutbacks, there is discretionary capacity in existing agencies to contribute personnel to project groups. The North York Inter-Agency Council has become quite effective in developing project groups, requiring minimal additional financing. Hopefully, it would continue to perform this role in a North York Liaison Board. The Metro Social Planning Council has participated on such project teams -- in contributing to the formulation of the Toronto Board of Education's parallel use policy. The Metro Children's Aid Society seconded a community worker, half-time for over two years, to support the formation of the Jane-Finch Community and Family Centre.

An important area of collaboration would be joint forms of professional development in a municipality. At present, teachers, police, librarians, recreation workers, child welfare workers, and public health nurses tend to meet on their own to review community and service issues. In many consultations, professional workers commented on their sense of isolation from other service groups. Increased opportunities to identify shared concerns, to understand the role of other

services, and to extend professional networks, would lessen the sense of front-line isolation.

(4) To serve as an integrated source of municipal input and contribution to metropolitan planning initiatives.

A number of planning initiatives for human services will be organized at the metropolitan level. These include: Metro Council human service projects, a new Metro District Health Council, and a proposed Metro Children's Council. The absence of a municipal reference point can result in fragmentation and confusion. Because many social programs are offered at the municipal level, and because neighbourhood input is often sought, metropolitan planning groups frequently try to create their own municipal set of contacts. It is time consuming for municipal agencies, and often frustrating for neighbourhood residents, to be organized into separate consultations or sessions often dealing with the same issues. The quality of input could be improved with co-ordinated contributions through a liaison board.

Important planning issues for metropolitan-municipal collaboration include:

- crisis/after-hours programs;
- continuity of planning, placement, and after-care for de-institutionalized individuals;
- developing a social data capability at Metro;
- upgrading information resources to English and non-English speaking households. The North York directory -- Living in North York -- could be a useful model to pursue;
- developing a multi-service strategy;
- serving refugees or ethno-cultural groups with special needs.

These are initial issues. Other areas of common concern would quickly become evident. In our judgement, an integrated source of municipal contribution to metropolitan planning for social needs is important. It would strengthen public decision-making and service provision at both levels.

(5) To prepare a social development assessment with the municipal planning board subsequent to the 1981 census.

There is increasing recognition for the inter-relationship of land use and community services planning. Unfortunately, provision does not exist at present to identify these relationships. The social content of land use planning is minimal. Official plans, secondary plans, zoning by-laws tend to be formulated in a social vacuum. Distributing the population by age categories, on the assumption that there are age-specific living patterns and needs, conveys a limited understanding of new social conditions. This freezes land use options into dated social realities and thereby contributes to the exclusionary patterns.

Cycles, stages, transitions, household arrangements, age spans, and sex roles are in tremendous states of flux. Each of these changes has distributional, locational, and content implications for land use and community service patterns. Without full recognition for the scope of social change, public debates over land use revert to more limited post-war perspectives.

Urban planners have recognized the limitations of post-war perspectives. In Peel, Halton, and Sudbury social components have been introduced into official plan development. Ontario has rejected the inclusion of detailed human service policies in official plans. There is reticence to make land use development dependent on public finance policies. But there is the need for the content of land use development -- density levels, forms of housing, types of service facilities, functions of open space, access and mobility -- to be firmly grounded in social awareness.

Every five years new census data becomes available, generally two years after the census has been taken. While the census is not the only source of social development data, it is a comprehensive survey of social patterns with sufficient consistency for time comparisons on a five or ten year basis.

A social development assessment would begin by reviewing family, household, and population trends as revealed by the census. In demographic analysis, the data secured tends to reflect the quality of what is asked. A joint review conducted by human service and urban planners would sharpen and broaden the demographic questions. The review would then identify land use and community service implications from the patterns revealed, drawing upon more specialized survey and service research.

The social development assessment would serve as a background report for planning and service agencies in the municipality. Taking stock every five years would alert a municipality to emerging realities, and increase the capacity to anticipate. The proposed social development assessment -- if conducted jointly by the Liaison Board and Planning Board -- would promote an integrated view of municipal life as a basis for local planning.

We are proposing that a social development assessment subsequent to the 1981 census be voluntarily undertaken by Metro's suburban municipalities. The Ontario Ministry of Housing could require that a municipal social development assessment, prepared every five years, be a required component of any official plan process.

RECOMMENDATION 5.8 -- SUBSEQUENT TO THE 1981 CENSUS, METRO'S SUBURBAN MUNICIPALITIES PREPARE A SOCIAL DEVELOPMENT ASSESSMENT IDENTIFYING LAND USE AND COMMUNITY SERVICE IMPLICATIONS.

In conclusion, we are proposing the formation of liaison boards to continue the work started by suburban special committees in looking at social needs. Liaison boards would be independent advisory mechanisms directly accountable to their appointed participants. They would review social conditions and promote service co-ordination among public agencies and voluntary groups.

Liaison board terms of reference could be spelled out in special legislation. They could be evaluated after three or five years, and their continuation then determined. The annual budget request of liaison boards would be reviewed jointly by municipal councils and boards of education. The anticipated operative costs of liaison boards would be minimal in relation to current levels of spending for human services in suburban municipalities. We would estimate local government spending on land use planning each year to be in excess of $11.0 million. Anticipated public spending each year on liaison boards and on Metro-level planning activity for human services (including the new health council) would not exceed 50% of current spending for land use planning. Liaison boards would consolidate efforts, rather than add new administrative layers to existing programs. In our judgement, they would represent a responsible public investment at this time. With Ontario cost-sharing, local government contributions would be minimal.