

6.0 SUBURBAN ADAPTATIONS

In the previous sections, the report has focused on policy climates, spending patterns, and planning structures. Together, these elements contribute to a framework of capabilities for effective action over time. In assessing the larger metropolitan and provincial context for addressing suburban issues, and in proposing liaison boards, we are asserting quite strongly that there is the capability at the present time to deal constructively with new conditions.

We turn now to examine the proposed content of suburban changes. In suggesting new directions, or the need for public planning, we are drawing upon the following sources:

- interviews and data developed for the Part I report;
- themes and issues which emerged in the Part II consultations, and additional data prepared for the Part II report;
- recommendations of suburban special committees, and submissions made to those committees;

- experience and judgement of members on the Social Planning Council's Suburban Committee;
- recent suburban reports reviewing social needs and initiatives³⁵;
- a review of current social planning and urban policy reports in Metropolitan Toronto;

³⁵

See:

- (a) Etobicoke Social Planning Council, Annual Report 1979-80, 1980.
- (b) L. Newton, Need Assessment of East North York, Children's Aid Society of Metropolitan Toronto, 1979.
- (c) North York Inter-Agency Council, Children's Services Committee, Report From Workshop For Local Neighbourhoods in North York, October 18, 1979, December 1979.
- (d) North York Inter-Agency Council, Needs and Planning Survey, June 1979.
- (e) Toronto Jewish Congress, Social Planning Committee, Northeast Jewish Community Services Project, June 1978.

- a review of current social planning and urban policy reports in Metropolitan Toronto.

While social needs are often grouped into common categories -- family crisis, alienated youth, the handicapped, isolated seniors -- the specific forms which responses take can vary. Sources of variation include cultural diversity, states of existing resources, concentrations of need, and income differences. Suburban adaptation means creating conditions which make possible a diversity of responses. It means moving away from service planning traditions which assume that one form or one pattern -- either in a neighbourhood or across a municipality -- can effectively accommodate diverse social needs.

Adaptation does not mean the physical transformation of what exists into something new or different. Rather, it refers to a process of refinement and tailoring in which essential characteristics are preserved, while modifications necessary to deal with diversity are introduced.

Even with all the changes which have occurred, Metro's suburbs remain predominantly family environments. Metro's suburbs reflect the mainstream

of Canadian life. In Etobicoke, North York, and Scarborough, three of every four households (1976) were husband-wife families. In contrast, 50% of all households (1976) in the City of Toronto consisted of adults living alone, with or without children, or with other adults unrelated by birth or marriage.

The pressures on Metro's suburbs are to accommodate the continuity of family living in all of its social and cultural diversity. This continuity now includes older families where one spouse dies, and the surviving spouse maintains the family household, or acquires alternative accommodation living as a solitary adult. The Part I report observed:

"Metro's suburbs remain family environments. Change does not mean becoming like the central area, with its emphasis on fast paced single living. The suburbs can retain their unique social identity in relation to Metro by evolving into flexible family environments, able to accommodate the continuity and diversity of family experience consistent with the social realities of today." (p. 156)

A. Principles of Adaptation

The formulation of adaptation objectives for Metro's suburbs should proceed from a review of assumptions and design principles.

We would re-assert quite emphatically our conclusions from the Part I report (Suburban Perspectives: p. 35-58) that social objectives related to child welfare and family living were the major elements in determining and shaping the residential land use form of post-war suburbs. Traditional explanations -- available land, cheap energy, pursuit of home ownership, economic affluence, inferior housing stock of cities -- suggest important facilitating and contributing conditions which made post-war development possible. But residential design principles of the post-war suburbs cannot be understood without reference to underlying social objectives.

The preservation of essential characteristics would mean preserving the fundamental social objectives of the post-war suburbs. This would mean adapting Metro's suburbs to the diverse forms of family living. Foremost, would be adaptations to assure the availability of affordable, suitable, and appropriately located family housing, together with necessary support services. It would mean forms of family housing once more accessible to new families with average incomes who wish to settle and stay.

Critical factors now shaping possible forms of adaptation include: (1) profound shifts in family structure; (2) changing roles of women; (3) the presence in the suburbs of a continuity of family life -- large numbers of youth, and a growing senior adult population; (4) the ethno-cultural diversity of recent immigration to Metro; (5) high inflation with an unstable economy; (6) a relatively uniform suburban housing stock and land use pattern, with limited vacant land in Metro for new residential development.

There are however, more subtle but equally significant factors which should clearly influence the content of suburban adaptation. New assumptions have emerged since the post-war years on the relationship of residential environments to patterns of social development. The environment in which daily life is experienced is increasingly understood to be a primary source of critical help, support and stability for many people.

The movement of disabled and dependent groups from institutions into community living arrangements is one reflection of this new direction. For the mentally retarded, the streets on which they live, the stores in which they shop, the neighbours with

whom they have casual contact, can be fundamental sources of developmental growth. A psychiatric hospital may not always be the best environment in which to restore the social functioning of a troubled adult. Rehabilitation for an ex-offender must include an ability to function effectively outside a prison.

On a more general level, we are beginning to separate out the exclusive association of specific social functions with formal institutions. Learning can be distinct from schooling; health concerns involve more than hospitals and physicians; agencies are only one source of help and support; there are limits to the protective security which police services can provide. Learning, health, help/support, and security are acquired through interaction with multiple sets of formal and informal resources which comprise the environments in which we live. Exercise programs of recreation services promote health; social contacts developed at retail stores serving particular ethnic groups can be sources of help and support for new immigrants; exhibits or festivals in a community are sources of learning for adults and children; an outreach worker with alienated youth might confer more protection on a

neighbourhood than the addition of another patrol car.

The environment as a source of help, support, and stability has often been overlooked in the design of residential environments and community services. In an industrial culture, we tend to design forms and functions with specialized single purpose uses.

In corporate forms of industrial production and processing, people often relate to single functions in their work. The rigors of employment tend to secure compliance with highly used regimens of specialization.

However, people do not always live the way they are frequently expected to work. In residential environments, people frequently make multiple use of resources which formally have a single designated function. If people have the need for casual social contact, they will seek these experiences out in plazas, recreation centres, schools, sidewalks, parks, libraries. People do not limit their learning to scheduled programs and activities. They tend to continually pursue sources of inform-

ation or support relative to their immediate situations.

For those with multiple environments through work, institutional affiliations, or extended friendships there is less dependence on what the residential environment offers. Telephones serve to reduce spatial barriers. But for children, youth, parents at home full time, the handicapped, new immigrants, and less mobile senior adults, the resources available in the residential environment become very important.

The designation of one building as a community centre mistakenly assumes a unitary structure to residential life, which can be institutionally focused in one place. In reality, social uses determine where the centres of community life are located. Centres may develop in designated facilities -- schools, parks, libraries, recreation buildings -- if these facilities invite such use. Retail centres, or individual stores, may emerge as social centres. Older children and youth may appropriate public spaces for their social contact needs.

For the residential environment to be a source of help, support, and stability, these factors are important:

- the availability of diverse social contact opportunities for groups with varying needs;
- the forms of personal support and experience secured through social contact;
- levels of collective identity with the residential environment experienced through social contact.

The post-war suburban framework of the house (and later the apartment complex) as a primary social centre of community experience is no longer adequate and requires significant adaptation. The physical and social structures of suburban community life in Metro are particularly weak in meeting the needs of current residents. Opportunities for social contact and experience are limited; local community facilities and spaces do not invite casual uses; organizational structures for sustained local initiatives are underdeveloped. These conditions are of particular concern in

communities of recent growth with high levels of social and cultural diversity.

The focus on retail plazas as public centres of suburban activity reflects the essential vacuum of community life in local suburban neighbourhoods. While schools, libraries, and religious and recreation centres are important sources of community programs, they have been somewhat limited in becoming public centres of local contact and identity. The absence of strong local agencies in suburban neighbourhoods to provide a framework for leadership, voluntary initiative, outreach and social involvement, has left neighbourhoods with weak internal organization. When structures of local community life are under-developed, the ability to sustain initiatives to secure or develop required services is also limited. Consequently, many suburban neighbourhoods are without the range of services and programs required by their present diversity.

Through interviews, consultations, and exchanges for this project, we are aware of committed groups of residents in many suburban neighbourhoods with an interest in the life of their communities. We are also aware of the difficulties these groups

face when community structures and public policies limit their capabilities to act effectively.

In our judgement, there are two major adaptation objectives for Metro's suburbs to pursue in the eighties:

- (a) to maintain the suburbs as family environments, by making affordable and suitable housing available, along with required support programs, for new families with average incomes who want to come and stay;
- (b) to re-build the social and physical structure of suburban community life to provide internal sources of help, support, and stability to all who choose to live there.

The translation of adaptation objectives into design principles would require some modifications to the neighbourhood plan principles of the post-war period (Part I - p. 46). Even with modifications, many post-war principles which conferred a unique identity on suburban neighbourhoods could still be preserved. These include:

- (a) limited commercial and institutional penetra-

tions into residential neighbourhoods;

- (b) confining through traffic to arterial roads, and thereby reducing automobile hazards, noise, and pollutants;
- (c) maintaining the visibility of green spaces as a defining characteristic of suburban living;
- (d) a low-rise building scale in residential neighbourhoods, to avoid congestion and to preserve sunlight penetration;
- (e) the availability of ground-oriented housing for families with children;
- (f) multiple neighbourhood uses of elementary schools and sites at the centre of the neighbourhood;
- (g) wide arterial roads to serve as neighbourhood boundaries;
- (h) private backyards, or alternatively, common play areas for younger children.

There are, however, a number of post-war principles which are less applicable today, and which should be subject to modification. These include:

- (a) a ground-oriented housing stock largely limited to single family dwellings. There are now fewer children, new roles for women, unpredictable cycles of family structure, and surviving older spouses, necessitating a diversity of ground-oriented housing. A low-rise diversity can include: two-four storey vertically attached dwellings (duplex, triplex, flats, basement apartments); new ground-oriented housing through lot subdivision infill development; three-four storey walk up apartments integrated with single dwellings.
- (b) densities below 9 units per acre. Average household size, even in ground-oriented dwellings, has declined substantially in the post-war period. In 1951, a density of 8 units per acre with an average household size of 4.1 people would mean 33 people per acre. In 1986, a density of 8 units with a projected average household size of 2.7 people, would mean 22 people, or 1/3 fewer people than in 1951. Smaller households mean that higher residen-

tial densities are necessary to sustain existing population levels, and provide the population scale required to sustain needed public services such as transit, police, fire, schools and libraries. Medium density development -- with densities of 9 units to 36 units per acre -- can provide a range of low-rise, ground-oriented housing which preserves many essential suburban characteristics of the post-war period, and is responsive to new conditions.³⁶

- (c) solitary private ownership of the housing structure and the lot. In 1976, tenant occupied dwellings were 40% of suburban households in Metro (North York 47.2%; Etobicoke 40.2%; Scarborough 38.4%). This largely reflects significant levels of apartment development in Metro's suburbs. Rent control and other residential tenancy provisions have conferred important protection and stability for tenants. Nearly 15% of apartment units are owner-occupied, pointing out the condominium phenomena of multiple ownership of structures and land. Shifts in the structure of ownership, combined

with unpredictable forms of family living, have eroded the rootedness and stability associated with solitary private ownership of single family dwellings.

- (d) the assumption that community identity will come from a relatively homogeneous resident population. Today, suburban communities include a range of families, cultural backgrounds, age spans, and income groups. Physical proximity does not necessarily create common contact, collective initiative, and community identity. With large numbers of women in the labour force, new sources of local voluntary initiative and social contribution have to be found. Neighbourhood associations which affirm common housing interests are important resources, but do not tend to attract less articulate groups or pursue a diverse range of social interests. Municipal services with resident advisory committees do not appear to be sufficient.
- (e) a standard service and facility structure consisting of an elementary school, recreation centre, library, church and open spaces. With suburban communities now containing the range of social needs previously associated with

³⁶ Ontario Ministry of Housing, Site Planning Guidelines for Medium Density Housing, January 1980.

central cities, more diversified services and facilities are required. Land use practices which prescribe permitted community services and facilities, and thereby limit other programs, are major barriers to the provision of required support. Traditional rules of thumb for open space requirements relative to population size can be insensitive to differing social uses, which may be more related to locational criteria.

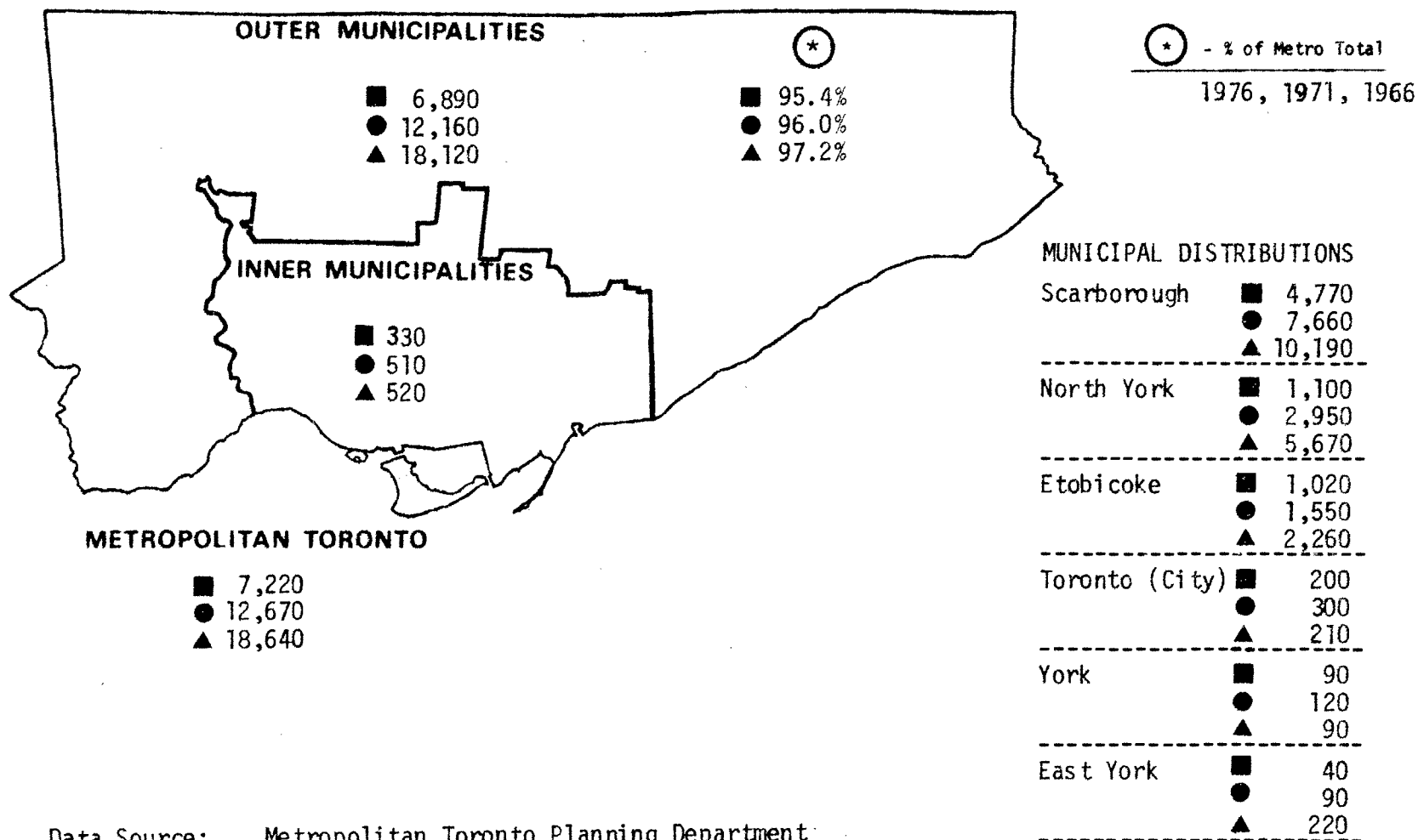
- (f) curvi-linear street patterns which are inefficient for pedestrian movement to local resources and for public transit services.

The objective of limiting through traffic can be pursued through rush hour and turning restrictions. Cul-de-sacs in a grid system keep out cars, but are more efficient for pedestrian movement.

- (g) separation of uses in the allocation of service locations and functions. Suburban environments make sharp distinctions between public and private services. Retail services tend to be clustered into private centres; public schools, libraries, and parks tend to have their own settings. In some in-

stances, libraries, doctors' offices, and information services are located inside plazas. But the reverse -- retail services in public spaces -- rarely happens. Nor are there often mixed public uses in one setting. Public facilities -- without eating areas, convenience stores, or specialty functions -- do not become community meeting places for casual contact. Shopping centres fill the void. Serious thought should be given as to whether high intensity market settings such as plazas are the most appropriate places to induce children, youth, and adults on fixed incomes for contact and meeting, because that is all there is in the community. During the past year, campaigns have been launched visibly identifying youth and senior adults, among others, as shoplifters. Clearly, shoplifting is not to be condoned. But one might note that high volume retail plazas, where service personnel are few and goods are placed within hand's reach to encourage self-service and impulse buying, may not be the best settings for those with the intended impulses, but without the income or discipline to support their impulses. In plazas, chain and franchise forms of retailing

- 1976 acreage
- 1971 acreage
- ▲ 1966 acreage



Data Source: Metropolitan Toronto Planning Department

tend to predominate. Strip retail, sometimes more amenable to mixed uses, comprises about 20% of suburban retail space. It is frequently difficult for owner-managed and family enterprises, offering specialty functions and serving particular life styles or ethnic groups, to become established. The introduction of some retail services in public facilities, appropriate to their settings, would create alternative choices for casual activity and contact. It would also enable diverse forms of retailing to emerge, and be a source of local government revenue for public services. The separation of public and private uses increases access and mobility problems in the suburbs for individuals without cars -- many senior adults, single parents, the handicapped, children and youth. Where uses are built into apartment buildings, opportunities for diverse contact and experience are limited. At present, it is difficult in many suburban communities to return a library book, go for a swim, purchase T.T.C. tickets, have a snack, buy some bread, do one's banking, and pick up a child from school in the same area.

The preceding review of design principles for suburban adaptation is to provide a framework for the recommendations which follow in this section. We are aware that design principles reflect assumptions and priorities, which should be subject to public discussion and review. Whatever the outcome, we hope that planning for adaptation recognizes the integrated character of housing, land use, and service provision. As a result, some of the recommendations call for joint planning between different public authorities to include and reflect a diversity of perspectives.

B. Family Housing

The first suburban adaptation objective addresses the availability of affordable and suitable family housing. Figure 11 identifies the declining availability of vacant residential land in Metro for new housing. Based on official plan and zoning designations of June 1976, the total estimated suburban capacity in Metro for new family housing stock in 1979 would be slightly over 35,000 units, roughly divided between single family (detached, semis) and multiple family (row/townhouse)

units.³⁷ In the Part I report, we estimated that in 1976 it would take 31% of pre-tax average family income in Metro to cover just the first mortgage of an average-priced house in Metro. A draft North York housing report estimates that by the end of 1979 it would require 44% of pre-tax average family income to pay all the monthly costs in purchasing an average-priced house in North York.

Both the Social Planning Council and North York estimates look at average income family access to the range of current family housing stock. These estimates correctly assume that family housing choices would inter-relate a number of criteria: (1) monthly costs relative to the proportion of the family budget assigned to housing; (2) characteristics of the housing unit; (3) locational criteria reflecting parenting, employment, ethno-cultural or life style factors.

If these criteria cannot be met within Metro, there are then three choices: (1) defer a housing purchase, and await further growth in family assets

³⁷ City of Toronto, Toronto in Transition, op. cit., Table 20, p. 48.

and income; (2) modify expectations, and purchase a family housing unit in Metro which does not meet some or many of the above criteria; (3) seek a family housing unit outside of Metro in a surrounding region, which would more closely meet preferred criteria.

In our judgement, continued availability of affordable and suitable family housing in the suburbs and Metro is of fundamental importance to the future of Metro. The Part I report summarized the issue as follows:

"If Metro is to stabilize its population, or even grow by modest levels in the next decade, opportunities for families with children to live in Metro will have to increase." (p. 246)

A successful employment strategy which generates new jobs in Metro, will not necessarily produce a corresponding increase in Metro's population. Without affordable and suitable family housing in Metro, families will settle elsewhere and commute. While it is true that Metro would benefit from increased national immigration levels, it is unlikely that Metro (or Ontario) will continue to attract the high proportions of immigrants as in

the sixties and early seventies. As well, new immigration could merely serve as a short term prop to Metro's population. Without adequate family housing choices in Metro, new immigrants might also move outside of Metro subsequent to a first stage settlement period.

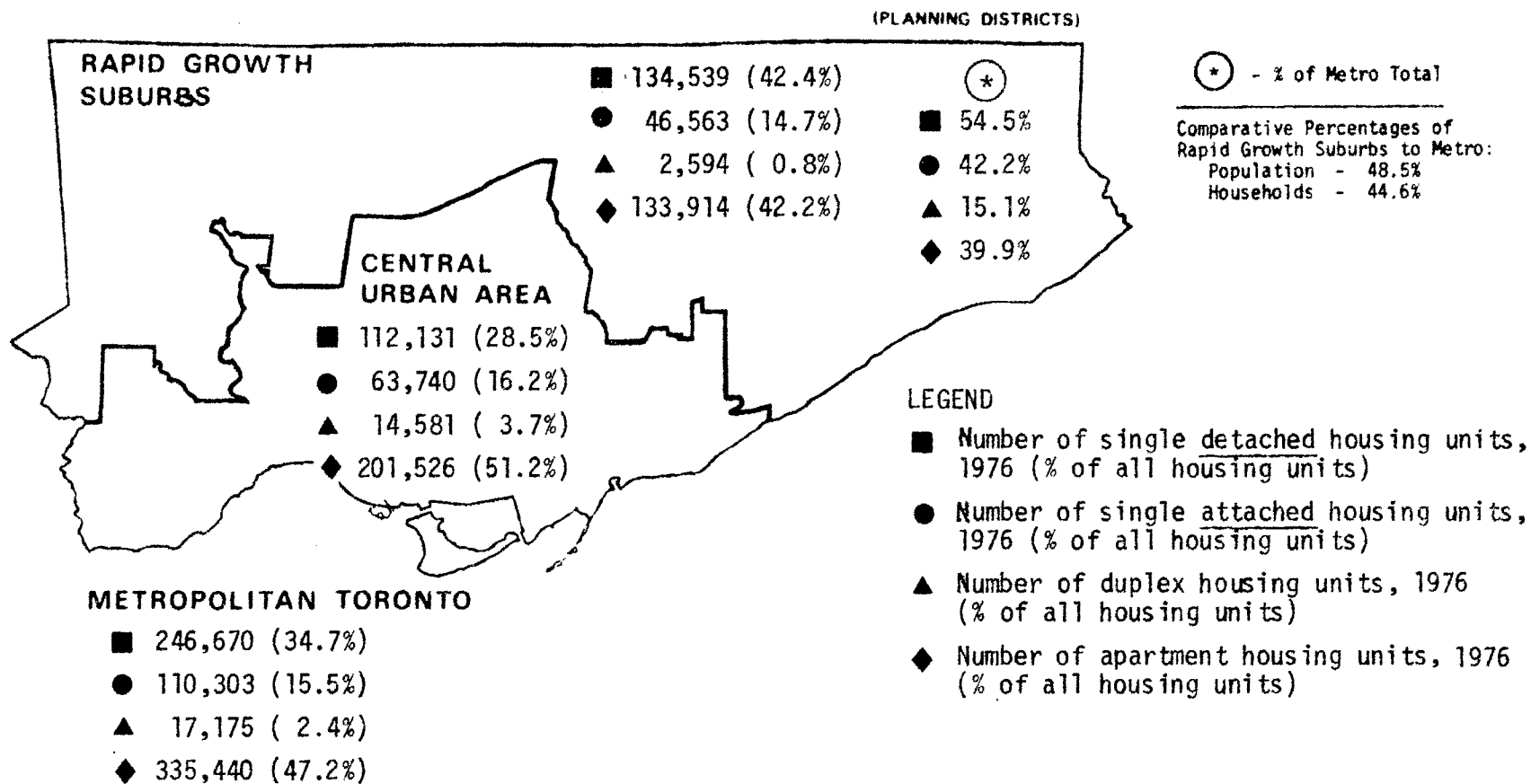
Securing a suitable stock of family housing in Metro has critical implications for the future. There are lags between the initiation of planning policies and the availability of results. New planning initiatives which serve to modify or alter the urban form only occur periodically, when development cycles have peaked or nearly terminated. In the seventies, the cycle of rapid suburban growth in Metro came to an end. The land use pattern and housing stock which we now have reflects the planning perceptions and priorities of the post-war period. The purposes for which Metro government came into existence have largely been met. Rapid suburban growth in Metro took place within an orderly framework of capital investment, public service development, and political stability. It is now time to review the outgrowth of this planning, assess its suitability for emerging conditions, and lay the groundwork for a new planning cycle to create a family housing stock

and land use pattern that will service Metro's needs over the next two decades.

A draft Metro study has indicated that 90,000 families in Metro (nearly 20% of all families) cannot afford entry level ground housing in Metro (row/townhouse). Metro will now study the size and distribution of entry level ground housing to assess the range of locational choices for families. Figure 12 indicates that the preponderant form of ground-oriented housing in the suburbs is the single detached unit (42%), the highest priced of ground-oriented units. In light of current housing prices, new single family homes on traditional lot sizes in Metro have become a form of luxury housing.³⁸ Given the need for medium densities to increase population levels in Metro, one might question the value of further single family home development currently projected in Etobicoke and Scarborough official plans. The significant absence of ground-oriented choices in the suburbs

³⁸ (a) Comments of North York Mayor, Mel Lastman, report in Toronto Star, "North York Needs More People in Smaller Homes: Mayor", January 4, 1980.

(b) Remarks of Scarborough Mayor Gus Harris on "no fill" affordable housing, Office of the Scarborough Mayor, January 1, 1980.



row/townhouse, duplex units -- is quite evident. No new family housing projects have been built by the Ontario Housing Corporation in recent years. Non-profit/co-op family housing initiatives in the suburbs have been few, largely due to local opposition. Conversion of family housing to additional smaller units openly exists in municipalities such as North York, but is not part of an explicit planning policy.

Federal and provincial housing subsidies might facilitate financial access to families. But without new and explicit planning policies, the choice of housing stock will not change substantially, and families with subsidies might seek more suitable choices outside of Metro.

Figure 13 indicates that in 1976 over 40% of all children aged 0 - 5 in Metro were living in apartments. Recent research by Michelson has indicated that families will accept apartment living only as a transitional setting on their way to a ground level dwelling.³⁹ As these children

reach school age, families will seek to come down from apartments into ground units. How many of these families will be able to make the move to a ground unit in Metro?

Figure 14 identifies the proportion of ground level dwellings (singles, semis, row/townhouse) in 1976 occupied by one or two persons. In areas with higher numbers of older adults, solitary and two person occupancy levels are high. This suggests that a major re-cycling process of ground level dwellings in the eighties is inevitable. The adult age span of 30 - 39, when ground level homes are vigorously pursued, will be at its peak by 1986. Of fundamental concern is to whom the existing ground level stock will be re-cycled. In the Part I report we noted the diversity of adult competitors for ground level housing. These now include couples or solitary adults without children, as well as couples or solitary adults with one or more children. The competition will tend to favour childless adults, or adults with only one child. The Part I noted:

"It might well be that there is a diminishing relationship between household capacity and household size. In light of the current dependence by average families on two sources

³⁹ W. Michelson, Environmental Choice, Human Behavior, and Residential Satisfaction, Oxford University Press, New York, 1977.

- Number of children aged 0-5 living in apartments (percentage of all children aged 0-5)
- Number of children aged 6-12 living in apartments (percentage of all children aged 6-12)
- ▲ Number of children aged 13-18 living in apartments (percentage of all children aged 13-18)

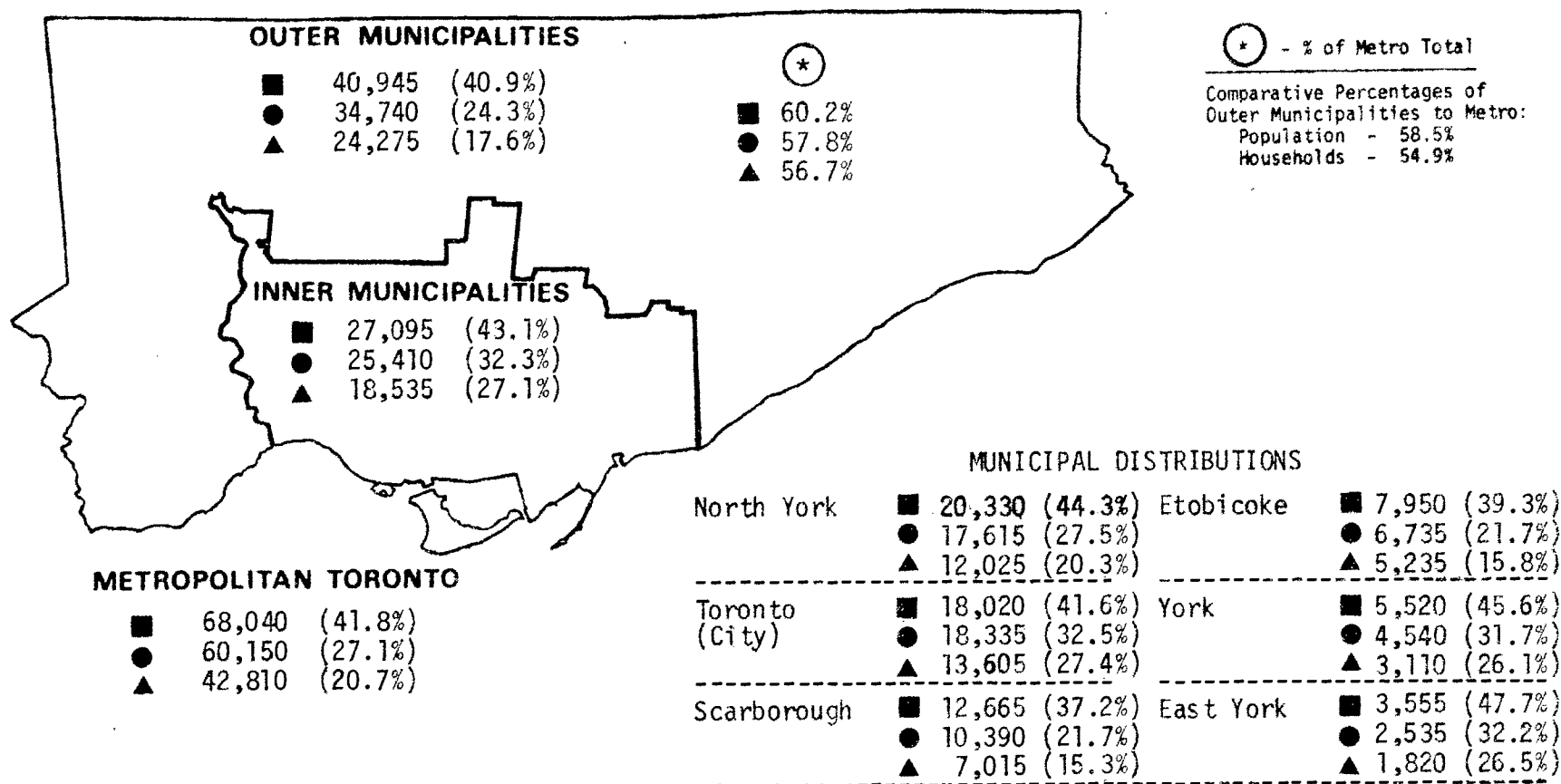
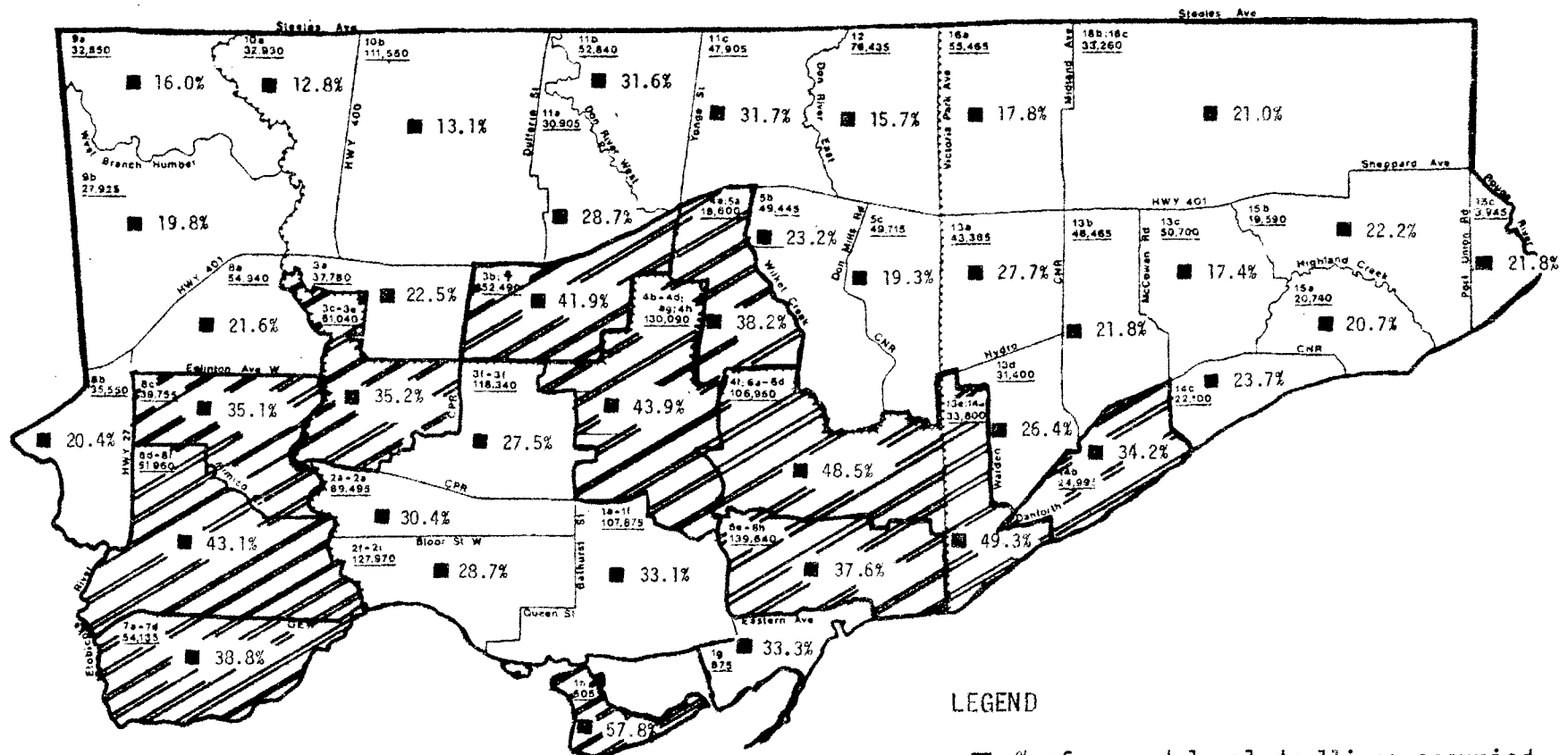


Figure: 14 Distributions: Percentage of Ground Level Dwellings Occupied by One or Two Persons, 1976 - 133 -



LEGEND

- % of ground level dwellings occupied by 1 and 2 persons, 1976
- ▨ Districts with percentage of ground level dwellings occupied by one or two persons in excess of the Ontario percentage of 33.8%, Census 1976.

Data Source: Statistics Canada

of income to secure market housing, there might be an inverse relationship, in that fewer children lowers family expenses and enables the continuity of the second income." (p. 246)

A family housing strategy for Metro would seek to increase the supply of ground-oriented housing units through adaptation and re-development of the existing stock, and by promoting more ground-oriented units in new developments. But this would not be enough. Recently, urban researchers have suggested that there are significant new dimensions to the family housing market.⁴⁰ Fewer children and large numbers of women working outside the home have introduced locational criteria to family housing preferences. With both parents having labour force jobs, household maintenance work, and child care responsibilities, the demands on adult time, particularly the mother, increase significantly. Affluent families can buy relief and support through

domestic help, quality childcare arrangements, and frequent dining out; with two cars, both parents can readily travel to their respective jobs. The pressure is most acute, however, on most families with children where discretionary income is limited. New dimensions for family housing preferences would include:

- (a) ease of mobility to employment by both adults;
- (b) access and convenience of one-stop shopping for household supplies; this would include the ability to delegate sundry purchases to older children;
- (c) availability of family support services, particularly child care.

We would suspect that family housing will be increasingly valued not only as a source of accommodation, but, by virtue of its locational characteristics, as a source of access to essential household and family support. This might explain, for example, why the urban townhouse in central Metro finds a more ready market than the suburban row house. It is probably not enough to increase family housing densities to create lower priced

⁴⁰ SIGNS, Women and the American City, University of Chicago Press, Supplement, Volume 5, Number 3, Spring 1980.
Of special interest:
G. Wekerle (York University), Review: Women in the Urban Environment, p. 188-214.
W. Michelson (University of Toronto), Spatial and Temporal Dimensions of Child Care, p. 242-247.

units, if essential locational benefits are not available. In contrast to the post-war period, families might be willing to give up some measure of indoor and outdoor private space if housing designs and locations facilitate access to essential household and family support, and increase the availability of discretionary adult time. With fewer children, and fewer years of active and dependent demands on adults as parents, environments which are both conducive to child-rearing and to diverse adult experience would tend to be more valued.

A family housing strategy for Metro, and in particular for the suburbs, should address both the issues of ground-oriented stock and locational benefits. Metro might not be able to offer families the same housing types or lot sizes in a given price range as might the surrounding regions, where vacant land for new development is in more abundant supply. But Metro could offer families a superior range of locational benefits with ground-oriented housing which, on balance, would be more attractive to many families.

In our judgement, Metro Council leadership is urgently required to develop a family housing

strategy for Metro. A housing strategy means more than assigning assisted housing targets to municipalities. It means identifying options and securing some framework of public consensus for the scale of adaptation and re-development which would be required. Planning policies should identify incentives and guidelines to intensify the use of Metro's existing housing stock, and state the conditions under which low-rise, medium density re-development would be acceptable. Critical to a family housing policy would be a diversity of stock in neighbourhoods, consistent with family cycles and transitions. Of particular importance would be the adoption of a conversion policy in Metro to enable individual householders, who so wish, to legally convert large units into duplex or triplex units, consistent with occupancy space requirements. This might be particularly important to children in families where divorce occurs, or to older adults where a spouse dies. A conversion or multiple occupancy policy for the suburbs and Metro could enable children in single parent families, and widowed senior adults, to remain in their neighbourhoods. It would also diversify and increase the supply of housing from the existing stock. The implications of conversions and re-development on issues such as parking would have to be assessed.

RECOMMENDATION 6.1 -- METRO COUNCIL CONVENE A FAMILY HOUSING TASK FORCE WITH MUNICIPALITIES AND PUBLIC INTEREST GROUPS TO PROPOSE POLICY, PLANNING, AND DEVELOPMENT OPTIONS DESIGNED TO INCREASE THE STOCK OF AFFORDABLE AND SUITABLE FAMILY HOUSING IN METROPOLITAN TORONTO.

A family housing strategy would define the roles of Metro, the municipalities, and the private sector (non-profit/co-ops; the development industry). It would identify the kind of policy support required from the federal and provincial governments.

A family housing strategy would be of limited value unless complementary initiatives were undertaken. Metro is currently formulating economic development proposals for public review in the fall of 1980. Many of the recommendations which follow in the report, if implemented, would result in a high quality stock of family support programs that would enhance the suburbs and Metro as locations for families. But proposals to diversify ground-oriented suburban housing also require renewed planning efforts to complete Metro's public transit system.

Early drafts of Metroplan identified the need for major east-west public transit improvements along Eglinton Avenue and north of Highway 401. The focus on rapid growth and suburban areas in Metro for this report means deferring comment at this time on the appropriateness of an Eglinton improvement. But throughout project interviews, consultations, and exchanges the need for a major east-west improvement north of Highway 401 was continually cited. It makes little sense to build up sub-centres in Scarborough and north Yonge Street if east-west access for transit dependent groups is quite difficult. At present, there are significant numbers of existing, projected, or possible nodes or zones of attraction north of Highway 401, which are unconnected to each other and to north-south rapid transit systems. These would include, from east to west: Scarborough Town Centre, Sheppard/Victoria Park, Fairview Centre, Sheppard/Bayview, North Yonge, Downsview, Keele/Jane/York University, Weston/401, Rexdale/airport and related industries. We are not in a position to specify what form a major improvement should take (fixed rail, fixed express bus right-of-ways), or where it should be located in relation to Highway 401. But we would strongly argue against the use of the Hydro

right-of-way north of Finch Avenue. While this right-of-way could be less expensive to acquire and develop, and possibly meet with less local resistance, it would not effectively serve the diverse transit needs of major suburban population concentrations within Metro, nor existing and possible suburban zones of attraction required to sustain an efficient transit operation.

RECOMMENDATION 6.2 -- METRO COUNCIL AND THE T.T.C. FORMULATE PROPOSALS TO MEET THE NEED FOR A MAJOR IMPROVEMENT IN EAST-WEST PUBLIC TRANSPORTATION CAPACITY NORTH OF HIGHWAY 401, INCLUDING RECOMMENDATIONS ON AN APPROPRIATE LAND USE PATTERN.

Clearly, a major public transit improvement in Metro's suburbs would benefit more than families. It would confer locational benefits to a wide number of less mobile and dependent groups. Public debates on transit policy tend to focus on employment, shopping, and leisure uses. While these may be primary uses, public transit also serves to connect people with vital human services. Figure 15 provides one illustration. Relative to Ontario standards, Metro as a whole has an abundant supply of opted-in family physicians, internists, and pediatricians. But they are disproportionately

located in the inner municipalities. Access to effective public transit services enhances the locational qualities of housing, and extends the choices for urban residents in seeking out important forms of personal support.

C. Suburban Community Life

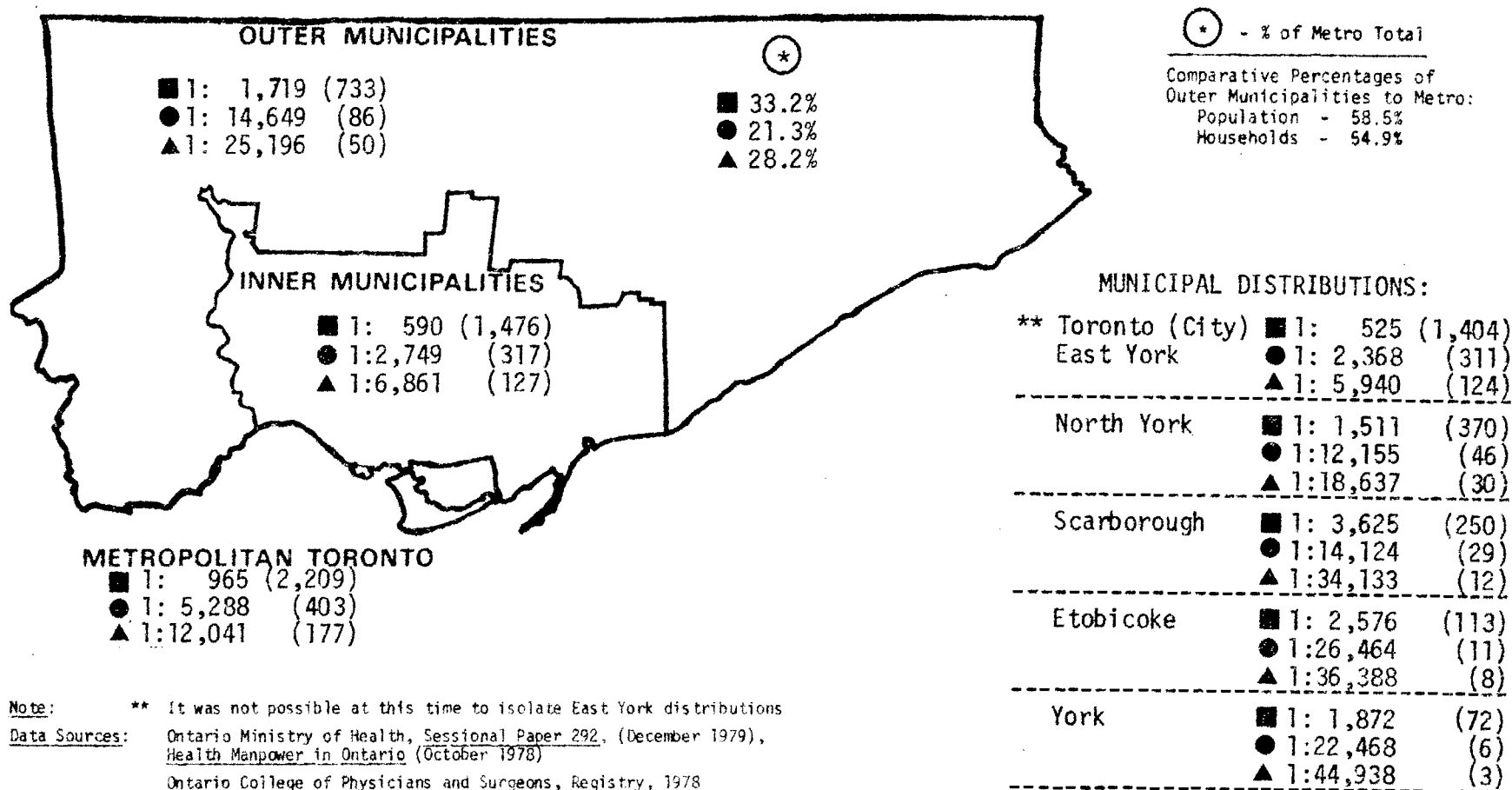
The second major adaptation objective for the eighties is to re-build the structure of suburban community life. This would mean strengthening the ability of residential environments to serve as sources of contact, support, and social integration. In our judgement, three levels of action are required:

- i to create an organizational framework in socially and culturally diverse suburban neighbourhoods for outreach, social participation, and voluntary initiative;
- ii to introduce multiple uses to public facilities and spaces consistent with local variations, and to promote access for less mobile groups;
- iii to re-assess the neighbourhood roles of

Family/General Practice, Internists, Pediatricians; September 1979

LEGEND: Estimated population served per opted-in physician by category and municipal location
(number of opted-in physicians by category), September 1979

	ONTARIO STANDARD	ESTIMATED OPTED-IN LEVEL FOR METRO, 1979
■ Family physicians/ general practioners	1: 1,200	83%
● Internists	1: 6,700	82%
▲ Pediatricians	1: 21,400	85%



suburban municipal services in light of new and varied local conditions.

Clearly, there are different time spans involved in each level of action. New funding arrangements and pilot projects can occur more quickly. More fundamental forms of institutional review must proceed over time. Action, however, does not always mean that new results have to emerge immediately. It means that public recognition should be visible, and that new directions should be pursued fairly soon.

i Organizational Framework

In the previous periods of rapid urban growth, we noted that local voluntary agencies played a major role in building a sense of community (Part I, p. 79-80).

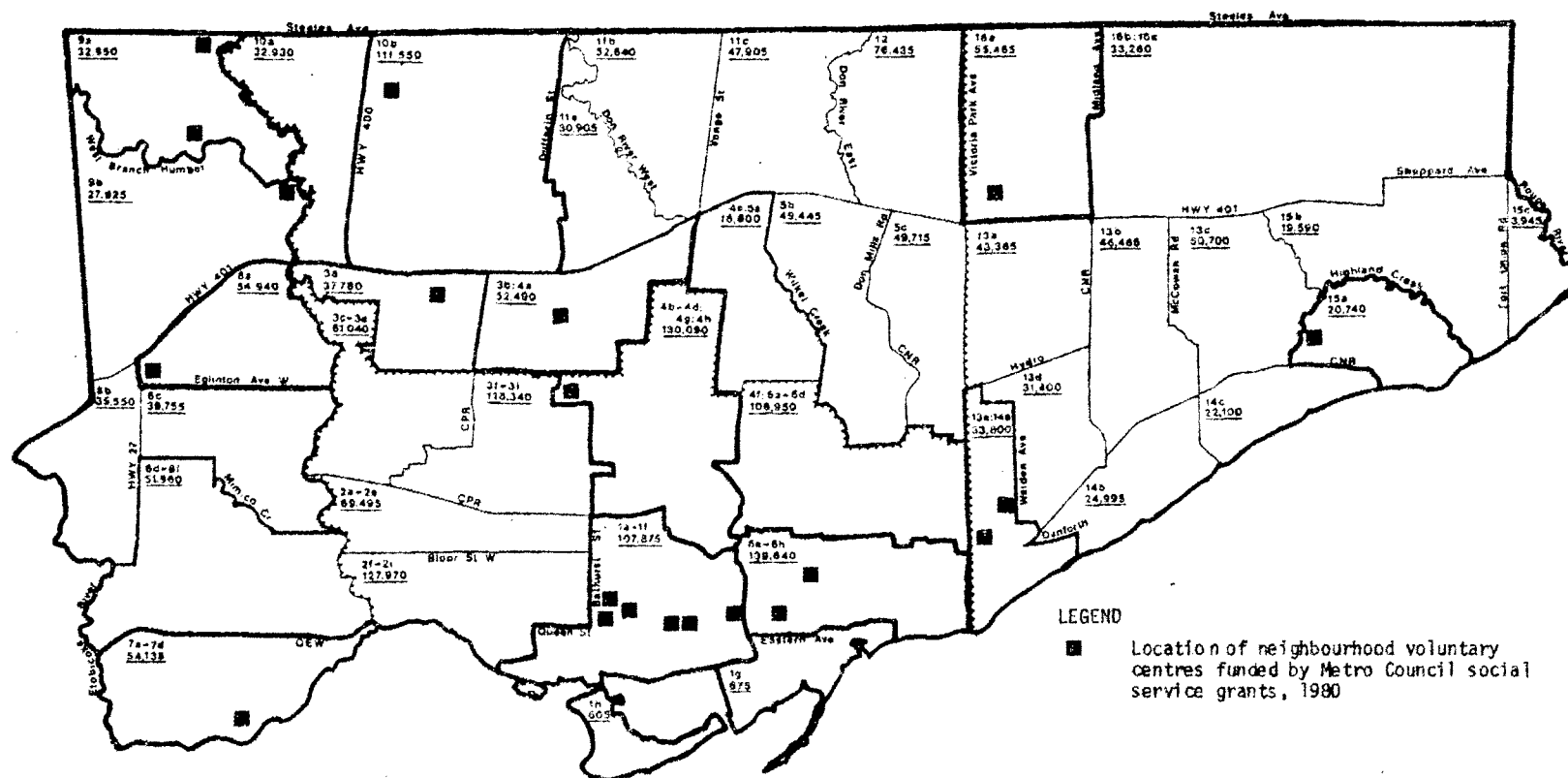
"These voluntary agencies were more than sources of services and programs - they were physically visible and distinct community environments, serving as local centres of decision-making, participation, and social integration, beyond the services which they provided. They offered the full experience of membership, a sense of belonging, opportunities for diverse involvement, and were not limited by specialized public mandates from addressing a range of

social conditions faced by their members and local residents."

In suburban neighbourhoods of rapid growth and social change, neighbourhood voluntary agencies are urgently needed to promote opportunities for local responsibility. At present there are limited organizational supports to help local residents assume responsibility in directly addressing social needs in their communities. Serving on an advisory committee to a public agency means helping the public agency assume its responsibilities in the community. There are limits to the levels of responsibility we can expect schools, recreation centres, libraries, child welfare agencies, and the police to assume for local community life. Without an organizational framework for resident initiative, to include partnership activity with public agencies, a vacuum of local responsibility exists in many suburban communities.

Recently, neighbourhood agencies have emerged in some suburban communities through resident initiative, and with the assistance of front-line agency workers. The communities they serve vary in size, from neighbourhoods of 3,000 to districts

Distributions: Location of Neighbourhood Voluntary Centres Funded by Metro Council
Social Service Grants, 1980



Data Source: Metro Social Services Department

of 60,000. These agencies respond to unmet needs, work with public and major voluntary agencies, involve local residents, and address social conditions outside the specialized mandates of public services. During the past five years these agencies have sought, with limited success, secure annual operating funds to sustain a core complement of staff. This would include a full-time co-ordinator, an outreach worker, and administrative support. With one exception (the Jane/Finch Community and Family Centre) suburban neighbourhood agencies have been unable to sustain sufficient recurring annual funds to sustain a core complement. They function precariously on small grants and short term project funds. Their annual budget can vary substantially, based on the availability of project funds. Start/stop funding destroys continuity in a community service. Each funder contributes, but assumes that the responsibility to ensure the survival of the neighbourhood agency belongs to someone else.

Figure 16 identifies the distribution of neighbourhood voluntary centres funded by Metro Council grants in 1980. The figure does not include one of the more developed neighbourhood outreach agencies in the suburbs -- Northeast Jewish

Community Services, in Minor Planning District 12 -- which received a Metro Council grant under another category. Higher concentrations in the downtown area reflects the presence of long established neighbourhood agencies. The west end of Toronto, while showing no agencies in this distribution, contains a number of information and immigrant support services. In contrast, there are vast portions of North York and Scarborough without neighbourhood agencies at present.

Table 21 identifies the 1979 operating budgets of neighbourhood agencies, along with Metro Council's 1980 grant. In 1979, neighbourhood agencies in the inner municipalities had average budgets of \$339,782, with average Metro grants in 1980 of \$18,489, a 13% increase from the previous year. Seven of these agencies were members of the United Way, thereby receiving annual support for their core operations. In the suburbs, average agency budgets were \$67,050, the average Metro Council grant in 1980 was \$8,292. Only one neighbourhood agency was a member of the United Way. Metro Council, it should be noted, increased its average grant to suburban agencies by 44% in 1980.

FINANCIAL PROFILE OF NEIGHBOURHOOD VOLUNTARY CENTRES FUNDED BY METRO COUNCIL SOCIAL SERVICE GRANTS, 1980

(a) Suburban Municipalities

Agency	MPD	1979 Actual Operating Budget	1979 Metro Grant	1980 Metro Grant	\$ and % Increase 1979-1980	
Agincourt Community Services	16a	11,709	7,300	9,000	+ \$ 1,700	(+ 23.3%)
Braeburn Neighbourhood Place	9b	40,838	5,800	8,500	+ \$ 2,700	(+ 46.6%)
Jane/Finch Community & Family Centre *	10b	84,287	9,000	15,000	+ \$ 6,000	(+ 66.7%)
Lakeshore Area Multi-Services Project (L.A.M.P.)	7a-7d	152,840	6,600	7,000	+ \$ 400	(+ 6.1%)
Lawrence Heights Neighbourhood Aides	3b;4a	11,586	6,200	7,200	+ \$ 1,000	(+ 1.6%)
North Albion Community Project	9a	12,732	Not Re- quested	7,000	+ \$ 7,000	--
Teesdale Community Centre	13e;14a	12,239	4,400	4,000	- \$ 400	--
Thistletown Community Services Unit	9a	48,585	6,300	8,000	+ \$ 1,700	(+ 27.0%)
Tri-Circle Community Council	3a	14,792	3,750	5,000	+ \$ 1,250	(+ 33.3%)
Warden Woods Community Centre	13e;14a	96,119	12,200	12,810	+ \$ 610	(+ 5.0%)
West Hill Community Services	15a	54,150	7,500	8,000	+ \$ 500	(+ 5.7%)
Willowridge Neighbourhood Centre	8a	34,180	7,000	8,000	+ \$ 1,000	(+ 14.3%)
Totals:		574,057	67,050	99,510	+ \$32,460	(+ 48.4%)
Average:		47,838	6,095	8,292	+ \$ 2,705	(+ 44.4%)

Table: 21

FINANCIAL PROFILE OF NEIGHBOURHOOD VOLUNTARY CENTRES FUNDED BY METRO COUNCIL SOCIAL SERVICE GRANTS, 1980

(b) Inner Municipalities

Agency	MPD	1979 Actual Operating Budget	1979 Metro Grant	1980 Metro Grant	\$ and % Increase 1979-1980	
Central Neighbourhood House *	1a-1f	348,897	21,800	24,000	+ \$ 2,200	(+ 10.1%)
Dixon Hall *	1a-1f	348,032	15,800	18,000	+ \$ 2,200	(+ 13.9%)
Eastview Neighbourhood Community Centre *	6e-6h	183,693	18,000	19,600	+ \$ 1,600	(+ 8.9%)
Rawlinson Community Organization	4b-4d; 4g;4h	32,252	Not Re- quested	4,000	+ \$ 4,000	--
Regent Park Community Services Unit	1a-1f	13,244	4,800	7,300	+ \$ 2,500	(+ 52.1%)
St. Christopher House *	1a-1f	537,994	27,000	29,500	+ \$ 2,500	(+ 9.3%)
St. Stephen's Community House *	1a-1f	323,266	9,300	11,000	+ \$ 1,700	(+ 18.3%)
University Settlement House *	1a-1f	471,000	28,000	31,000	+ \$ 3,000	(+ 10.7%)
Woodgreen Community Centre *	6e-6h	799,660	20,000	22,000	+ \$ 2,000	(+ 10.0%)
Totals:		3,058,038	144,700	166,400	+ \$21,700	(+ 15.0%)
Average:		339,782	18,088	18,489	+ \$ 2,411	(+ 13.3%)

Notes: * Denotes a member agency in the United Way of Metropolitan Toronto

Data Source: Metro Social Services Department

There are a multitude of suburban neighbourhood issues to deal with. These vary by local areas and include -- isolation, inexpensive places to shop, racial tension, inadequate pre-school and school age child care, vandalism, family crisis, lack of multi-lingual information and support. Many of these concerns are not unique to the suburbs; some are. Of more fundamental concern is the need to develop suburban capabilities to draw on resident commitment. In consultations, we were frequently advised that new sources of voluntary initiative did exist in suburban neighbourhoods. But without the continuity offered by a core complement of neighbourhood agency resources, it would be hard to recruit and sustain neighbourhood voluntary efforts.

Secure core financing for neighbourhood voluntary agencies in rapid growth and socially diverse suburban communities should be an immediate and priority investment for local government and voluntary funders. Creating a capacity for local responsibility, and promoting social integration, are initially needed functions in suburban neighbourhoods. In our judgement, neighbourhood voluntary agencies are as essential a suburban

amenity in developing new residential communities as are sanitation, transit, and police services. If we have learned anything from the past twenty-five years of suburban development in Metro, it should be that locating diverse groups next to each other does not in itself promote social integration. Local institutions are required to provide a framework for contact and common initiative. In many suburban communities, churches perform important social integration roles. As cultural and religious diversity increases in the suburbs, local institutions for common affiliation become necessary.

We believe that Metro Council and the United Way have a primary responsibility to finance the core operation budgets of new neighbourhood agencies in Metro. Municipal councils and boards of education should also contribute, but in smaller proportions. Table 22 identifies trends in Metro Council grants for cultural arts and social services from 1970 to 1980. In constant dollars, social service grants did increase from 1970, but they were below increases in uses of the Metro levy for social policy programs. We do note the 9.4% increase (constant dollars) of social service grants from 1979 to 1980. We hope that the

disparity in grants to cultural arts groups and social service groups will be reduced in future years. Both forms of community initiative are essential parts of a metropolitan community.

Table 23 identifies temporary limitations in the availability of voluntary dollars to finance new agencies. Inflation and economic instability limited voluntary fund-raising efforts in the seventies. With two successful campaigns in 1978 and 1979, the United Way has turned the corner. The United Way is currently in a consolidation period, replenishing reserves and directing new dollars, where available, to member agencies who have been hard hit by inflation. The United Way does not plan to admit new agencies in 1981, and has already committed special project dollars for this period. But with renewed voluntary fund-raising success in Metro, the United Way should remain an essential partner and contributor to new voluntary initiatives. In the short term, increased responsibility will have to be assumed by Metro Council. We would urge Metro Council to recognize an independent responsibility to provide a significant proportion of core funding for neighbourhood agencies at this time. This would mean modifying criteria #8 for social service

grants, which makes Metro grants contingent upon "significant voluntary contributions." This criteria should recognize instead "significant voluntary time and resources contributed by residents and users to the organization."

Other provinces in Canada have sought, and sometimes succeeded, in securing cost-sharing for neighbourhood services to high need communities under the Canada Assistance Plan. Ontario has been reticent to seek or contribute funding in this area.⁴¹ We would not want to see Metro Council await cost-sharing before committing new dollars to neighbourhood agencies. Working out cost-sharing arrangements could take years. Once new grants are made Metro Council can pursue partial recoveries with Ontario.

⁴¹ Social Planning Council, In Search of a Framework, op. cit., p. 51 - 52.

TRENDS IN METROPOLITAN TORONTO GRANTS BUDGETS, 1970-1980

(a) Unadjusted and Adjusted Spending Levels

Budget Year	UNADJUSTED (\$millions) ①		CANADA: ② Consumer Price Index-Annual Average	ADJUSTED (\$ millions)	
	Cultural Arts Grants	Social Services Grants		Cultural Arts Grants	Social Services Grants
1980	2.620 ③	1.104 ③	209.4 ④	1.252	.527
1979	2.200	.921	191.2	1.151	.482
1978	1.790	.891	175.2	1.022	.509
1977	1.452	.795	160.8	.903	.494
1976	.925	.707	148.9	.622	.475
1975	.649	.667	138.5	.469	.482
1974	.517	.615	125.0	.414	.492
1973	.471	.674	112.7	.418	.598
1972	.379	.436	104.8	.362	.416
1971	.370	.415	100.0	.370	.415
1970	.310	.354	97.2	.319	.364

Data Source:

- ① Municipality of Metropolitan Toronto (includes annual grant to Metro Community Information Centre)
- ② Consumer Price Index, February 1980, p.9

Notes:

- ③ Approved budget
- ④ Inflation estimate increase of 9.5%

TRENDS IN METROPOLITAN TORONTO GRANTS BUDGET, 1970-1980

(b) Growth Patterns

Budget Year	REAL GROWTH INDEX 1970 = 100		REAL ANNUAL GROWTH RATE	
	Cultural Arts Grants	Social Services Grants	Cultural Arts Grants	Social Services Grants
1980	392.5	144.8	+ 8.8%	+ 9.4%
1979	360.8	132.4	+ 12.6%	- 5.3%
1978	320.4	139.8	+ 13.2%	+ 3.0%
1977	283.1	135.7	+ 45.2%	+ 4.0%
1976	195.0	130.5	+ 32.6%	- 1.4%
1975	147.0	132.4	+ 13.3%	- 2.1%
1974	129.8	135.2	- 0.1%	- 17.7%
1973	131.0	164.3	+ 15.5%	+ 43.7%
1972	113.5	114.3	- 2.2%	+ 0.3%
1971	116.0	114.0	+ 16.0%	+ 14.0%
1970	100.0	100.0	--	--

UNITED WAY ALLOCATIONS TO SOCIAL SERVICES IN METROPOLITAN TORONTO, 1979 and 1980

A L L O C A T I O N S (\$ millions)				
Service Category	1979(Current)	1980 (Unadjusted)	1980 (Adjusted) ①	REAL CHANGE 1979-1980
Services to Individuals and Families	4.014	4.208	3.843	- 4.3%
Group Services	3.556	3.708	3.387	- 4.8%
Health and Rehabilitation	3.172	3.408	3.112	- 1.9%
Planning and Information Services	.825	.855	.781	- 5.3%
Services to the Elderly	.618	.622	.568	- 8.1%
New Agencies/ Special Projects	.390	.413	.377	- 3.3%
TOTALS	12.575	13.214	12.068	- 4.0%

Notes:

① Inflation estimate for 1980 of 9.5% (minimum)

Data Source: United Way of Greater Toronto

RECOMMENDATION 6.3 -- METRO COUNCIL AND THE UNITED WAY, TOGETHER WITH MUNICIPAL COUNCILS AND BOARDS OF EDUCATION, DEVELOP A PLAN TO JOINTLY FINANCE NEIGHBOURHOOD VOLUNTARY AGENCIES IN HIGH RISK AND SOCIALLY DIVERSE NEIGHBOURHOODS, RECOGNIZING THE PRIORITY NEEDS OF SUBURBAN COMMUNITIES. THIS WOULD REQUIRE CONSISTENT LEVELS OF ANNUAL OPERATING FUNDS TO SUSTAIN A CORE COMPLEMENT OF STAFF IN EACH AGENCY TO PROVIDE SPECIAL SERVICES WHERE CRITICAL GAPS EXIST; INITIATE OUTREACH WORK WITH ISOLATED GROUPS; RECRUIT VOLUNTEERS FOR NEIGHBOURHOOD PROGRAMS; ENCOURAGE THE DEVELOPMENT OF LOCAL LEADERSHIP; BE A SOURCE OF MULTI-LINGUAL INFORMATION AND SUPPORT; AND CO-ORDINATE NEIGHBOURHOOD PROJECTS WITH PUBLIC AND VOLUNTARY AGENCIES. ESTIMATED ANNUAL CORE OPERATING BUDGET PER AGENCY: \$50,000 - \$70,000.

RECOMMENDATION 6.4 -- METRO COUNCIL PREPARE A SUBMISSION TO THE PROVINCE REQUESTING COST-SHARING UNDER THE CANADA ASSISTANCE PLAN FOR GRANTS TO NEIGHBOURHOOD VOLUNTARY AGENCIES MEETING THE CRITERIA, OF SERVING PEOPLE "IN-NEED" OR "LIKELY TO BE IN NEED".

We would estimate that up to 20 existing and new neighbourhood agencies in the suburbs will require financing during the next three years. The amount per agency would vary, based on existing Metro Council grants and the size of the communities in which they were located. If the base cost were \$50,000 per agency, this would amount to \$1.0 million each year. We would

expect Metro Council to provide the bulk of funding at this time, in excess of the other three proposed contributors.

In developing a plan to finance neighbourhood agencies, there is an urgent need to rationalize the allocation of federal funds for community service job creation programs. Table 24 identifies the large amounts of money that have been provided by the federal government to neighbourhood groups during the seventies. Short-term federal funding has created new services without consulting local funders, who are then asked to provide continuing support. New services or projects are introduced outside a framework of community planning. This is a wasteful use of public dollars. The use of sitting members of Parliament to determine who shall review applications and recommend allocations introduced partisan elements to the allocation of public funds. The federal interest should be limited to the creation of jobs. The forms of jobs created through community service projects should emerge through local planning. It is hard to reconcile large amounts of public dollars spent by the federal government on neighbourhood projects in the seventies, with the under-developed structure of suburban neighbourhood agencies at the beginning

Table: 24

FEDERAL COMMUNITY SERVICES JOB CREATION FUNDING,
METROPOLITAN TORONTO, 1971/72 - 1979/80

Budget Year	Funding Level (\$millions)		Federal Programs (see legend)
	Unadjusted	Adjusted (1971)	
1979-1980	2,723	1,393	Y.C.W., L.E.A.P.
1978-1979	5,337	2,982	C.W., Y.C.W., L.E.A.P.
1977-1978	5,639	3,435	C.W., Y.C.W., L.E.A.P.
1976-1977	5,004	3,305	L.I.P., L.E.A.P.
1975-1976	7,606	5,371	L.I.P., O.F.Y., L.E.A.P.
1974-1975	5,729	4,458	L.I.P., O.F.Y., L.E.A.P.
1973-1974	4,838	4,192	L.I.P., O.F.Y., L.E.A.P.
1972-1973	8,921	8,393	L.I.P., O.F.Y.
1971-1972	8,701	8,597	L.I.P., O.F.Y.
<u>Totals:</u>			
1971/72 - 1979/80	54,498	42,126	

LEGEND

- Y.C.W. - Young Canada Works
- L.E.A.P. - Local Employment Assistance Program
- C.W. - Canada Works
- L.I.P. - Local Initiatives Program
- O.F.Y. - Opportunities for Youth

Data Source: Employment and Immigration Canada, Metropolitan Toronto

of the eighties. This highlights the need for effective human services planning to ensure the efficient allocation and effective use of public funds.

RECOMMENDATION 6.5 -- THE FEDERAL GOVERNMENT MEET WITH METRO COUNCIL, THE MUNICIPALITIES, AND THE UNITED WAY TO DEVELOP NEW ALLOCATION PROCEDURES FOR COMMUNITY SERVICE JOB CREATION PROJECTS WITH CONTINUING SUPPORT NEEDS FROM LOCAL FUNDING SOURCES.

ii Multiple Uses

With the development of an organizational framework for resident responsibility, the structure of community services can be addressed.

Multiple uses of common facilities, an established principle of suburban retailing, should be introduced in the provision of social programs. Low suburban densities, and extensive distances between communities make it financially difficult for public and voluntary agencies to each locate branch or satellite offices near people served. Improved east-west public transportation would

increase suburban access to specialized services located in sub-centres. For services which relate to people's concerns, local access becomes important.

Multi-service provision has been a planning theme for many years. There are decided advantages to grouping related services in common locations. Ontario has financed two pilot projects in Metro -- York Community Services and the Lakeshore Area Multi-Service Project in Etobicoke (L.A.M.P.) At present, there is no provincial policy to finance the introduction of new multi-service centres.

Because social conditions formerly concentrated in central cities are now present in the suburbs, there is a special need for multi-service programs. Families and individuals in the suburbs, often with limited mobility, require local centres able to deal with many problems. For example, effective responses to a family crisis may require counselling, legal assistance, multi-lingual resources, vocational direction, health information, or new forms of income support. Telephone information services are useful; but very often, people require the re-assurance and direction

from a direct face-to-face exchange. It is also difficult for centrally located services to be aware fully of local resources and informal support. The placement of services in common settings can improve co-ordination among local service workers. Classroom teachers or the police are sometimes unsure about which of many community agencies could help out with problems.

Multi-service centres, with integrated information and referral capabilities, make it easier for people to receive help from human services. As a result, multi-service centres can add to governments' costs by increasing service "take-up". This may account for the absence of a multi-services policy in Ontario.

A network of community based services and facilities becomes critical if integrated community living for the formerly institutionalized, and independent living by older senior adults are

public policy objectives.⁴² This means funding new community programs, and better co-ordination. The establishment of neighbourhood voluntary agencies facilitates partnership planning between communities and public agencies. This can include the development of joint projects, and secondment arrangements.

The common location of services is not the only form that multi-service provision can assume. Integrated intake and case planning emerge when service teams under common leadership are formed. Drop-in services situated in multi-service areas, meeting spaces for self-help groups or local organizations, create opportunities for linking informal with formal support efforts. Multi-service centres need not only relate to problems. They can be places for common contact and information, and serve to supplement deficiencies in the local retail structure (food co-ops, thrift outlets, skate/clothing exchanges, etc.)

- ⁴²
- (a) Metro Perspective, "De-Institutionalization" Ontario Liberal Caucus, February 1980.
 - (b) Ontario Campaign for Community-Based Services, Brief to the Ontario Cabinet Committee on Social Development, March 1980.
 - (c) Scarborough Planning Board, Social Facilities Policy, Scarborough Official Plan Review, March 1978.

Figure 17 identifies the distribution of social assistance cases (1978) and the location of Ontario/Metro intake service centres (1980). The distributions reveal the dispersion of social assistance cases across all of Metro, with concentrations in the centre. The absence of intake/service centres in shaded areas does not mean that dependent individuals in the suburbs have particular difficulties in securing income support. Both Ontario and Metro conduct home visits to make it easier for people to apply. The absence of centres does signify limited accessibility to local settings for needs related to income dependence. This includes help in services for day care, homemaking services, counselling, and after hours support.

Metro's social service administrators confirm that Community Service Centres receive requests for information and assistance in getting help from other public and community agencies. Metro Social Services would like to expand of its centres, to include multilingual assistance. We welcome this direction. Metro would establish satellite offices in more dispersed suburban communities. In our view, if Ontario assumed

the integrated administration of General Welfare Assistance and Family Benefits, then Metro's Community Service Centres would be seen as places for information and help by all people, whether or not they are financially dependent.

Figure 18 locates the distribution (1980) of child welfare intake offices in Metro. As with social assistance intake centres, there are significant gaps in North York and Scarborough.

Figure 19 points out the concentrations of social therapeutic programs for psychiatric patients (1979) in the centre of Metro. If community treatment and integration objectives are to be met across Metro, better distributions are required in the suburbs.

Figure 20 highlights the scarcity of thrift stores in the suburbs (1978), in relation to social assistance distribution (Figure 17) in Metro. In suburban municipalities zoning provisions restrict retail outlets with high proportion of resale goods. For families and individuals on limited incomes, access to inexpensive household articles and personal effects are critical forms of support.

Distributions: (Postal Code Districts): Social Assistance Cases, June 1978 and Location of Ontario/Metro Intake Service Centres, 1980

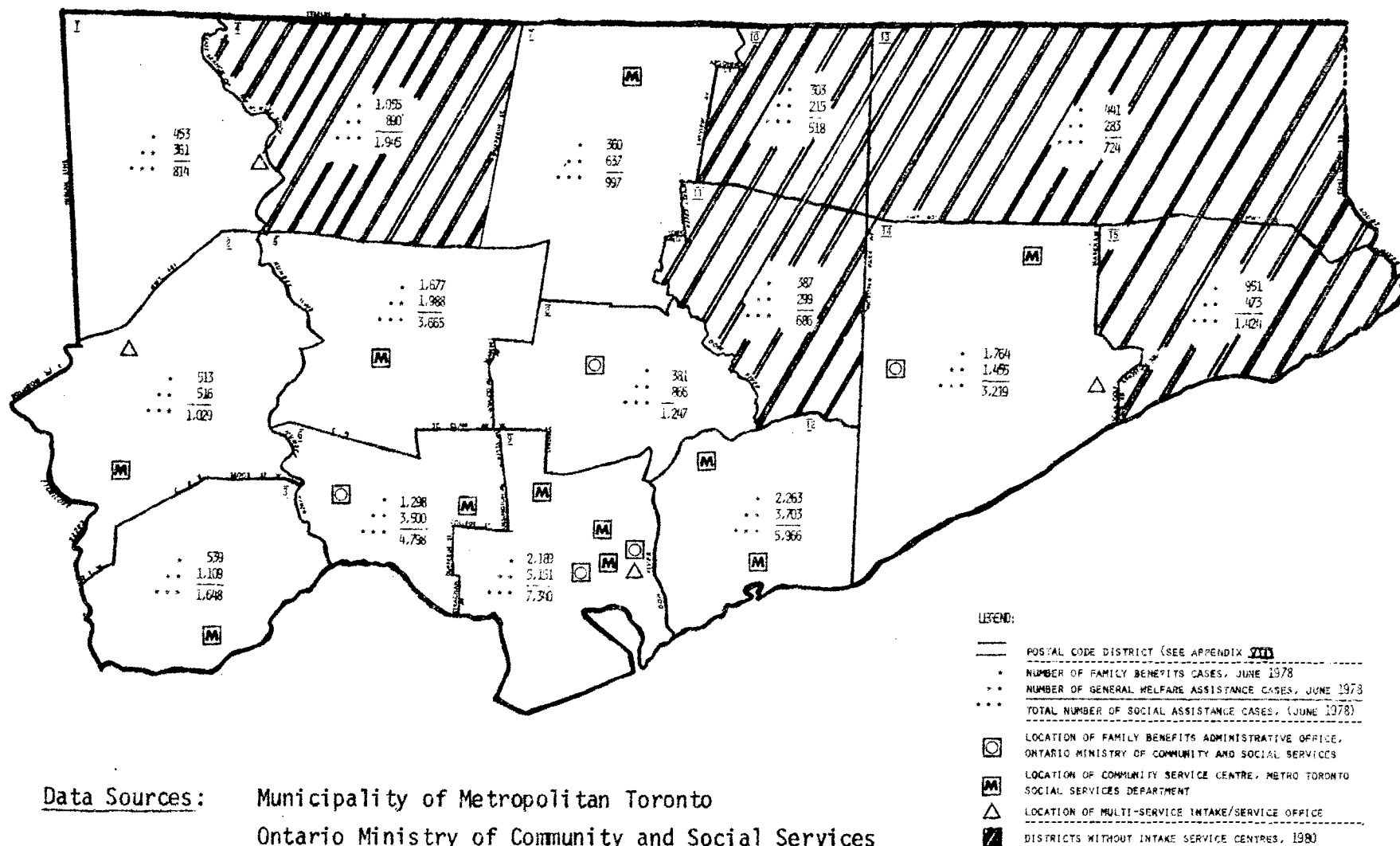
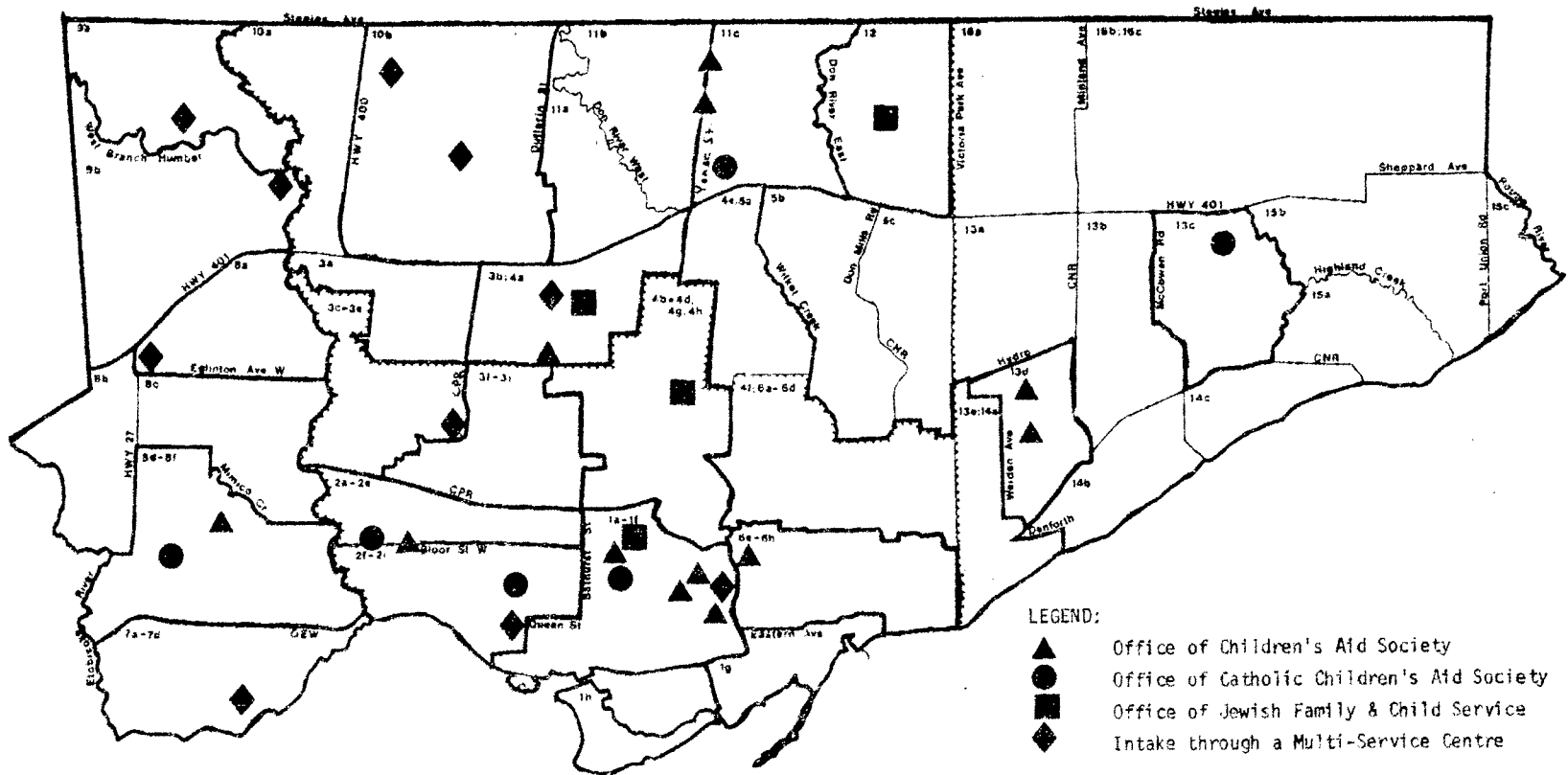


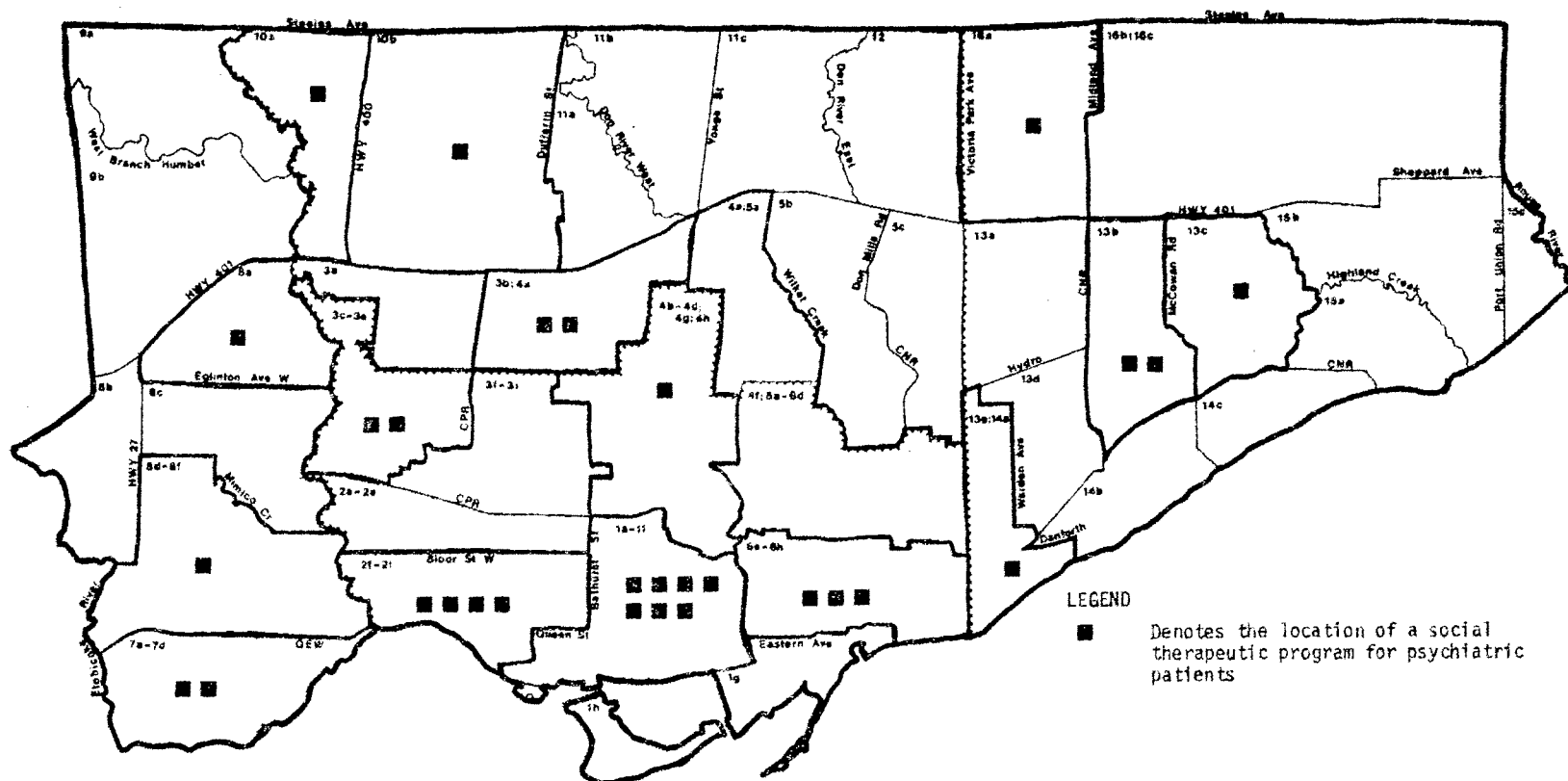
Figure: 18

Distributions: Location of Intake Offices for Child Welfare Services in Metropolitan Toronto, 1980

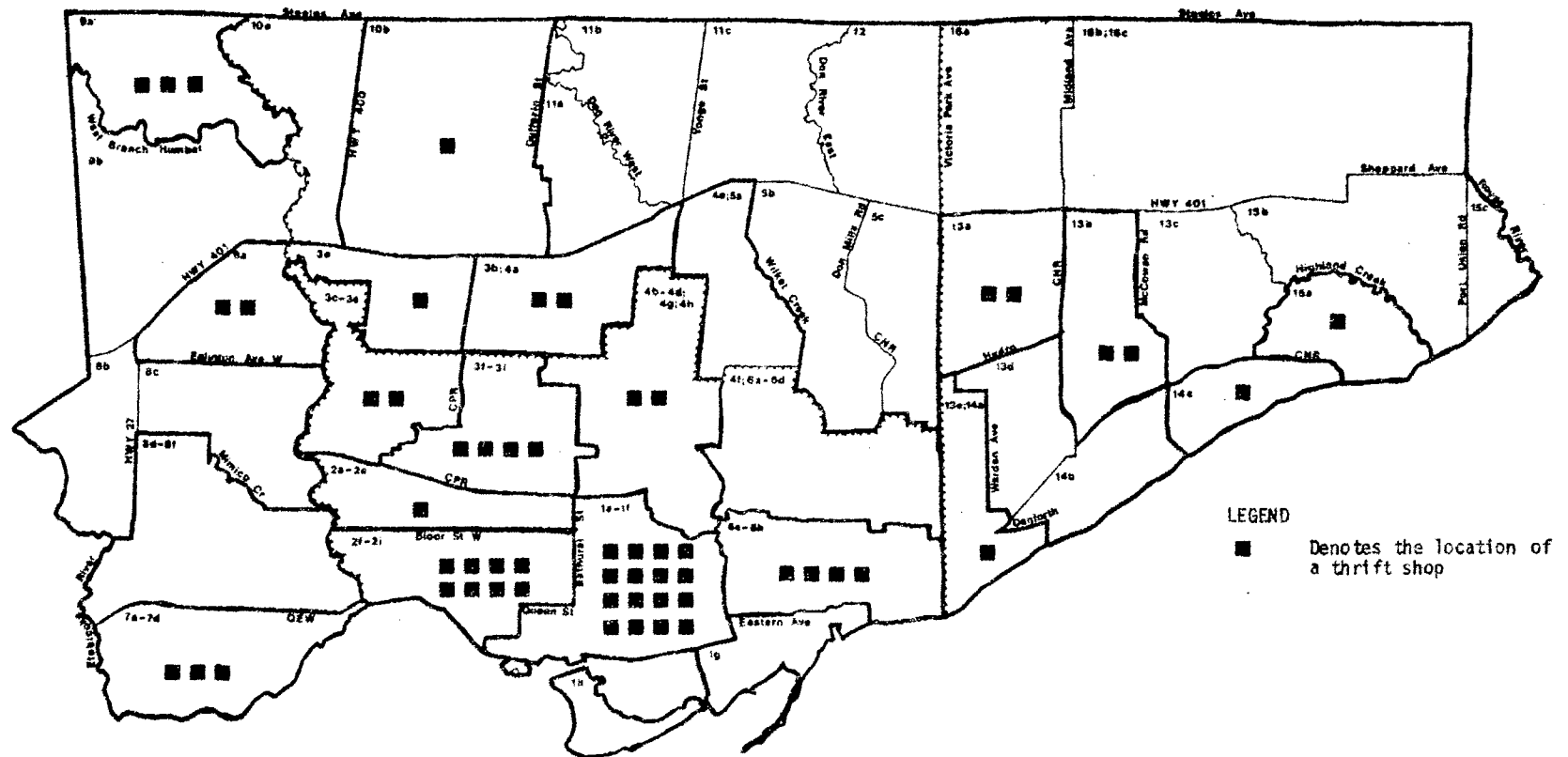


Data Sources: Community Information Centre Directory
Child Welfare Agencies in Metro Toronto

Distributions: Location of Social Therapeutic Programs for Psychiatric Patients in Metropolitan Toronto, 1979



Data Source: Community Resources Consultants of Toronto, 1979



Data Source: Metropolitan Toronto Department of Social Services, 1978
Community Services Division and Planning and Development Unit

There are many community facilities -- schools, recreation centres, libraries, churches -- in Metro's suburbs. Some may be under-used and be available to provide broader forms of support. In hiring three suburban community development workers Metro Social Services is preparing to contribute resources to develop more effective community services. We believe that planning is urgently required to establish multi-service programs in high need suburban communities.

RECOMMENDATION 6.6 -- METRO COUNCIL AND THE MUNICIPALITIES CONVEENE A JOINT TASK FORCE, RECOGNIZING THE PRIORITY NEEDS OF SUBURBAN COMMUNITIES, TO DEVELOP MULTI-SERVICE PROGRAMS IN AVAILABLE AND APPROPRIATE FACILITIES, AND SECURE ONTARIO COST-SHARING FOR EXISTING AND NEW PROGRAMS.

The types of multi-service programs to be established would vary, based on local circumstances. If resources were limited, the simple placement of child welfare workers in schools and recreation centres to counsel alienated youth would be a welcome start on a multi-service program. More complex and integrated projects could eventually emerge. We believe that there

is value in exploring a more direct relationship between the delivery of public health nursing services and social services. Very often, the forms of support offered are similar -- information, assessment, home support, counselling, referral, and advocacy. Both systems often relate to common high risk groups -- isolated seniors, single parents, youth in states of transition. Pilot community centres for social services and public health in high risk suburban communities would be important innovations in Metro.

The development of multi-service projects should include the introduction of multi-purpose uses to community facilities and spaces. Some uses would meet gaps in existing community resources; others would create opportunities for casual contact and thereby extend networks of informal support. For some who are isolated, joining a scheduled group or program activity might be intimidating, or not of interest. Casual activity, mingling with people can become primary sources of connection, identity, and integration into the community.

RECOMMENDATION 6.7 -- THE TASK FORCE PROPOSED IN RECOMMENDATION 6.6 ALSO REVIEW THE MULTI-PURPOSE USE OF COMMUNITY FACILITIES AND SPACES AS SOCIAL MEETING PLACES AND CASUAL ACTIVITY CENTRES. THIS WOULD MEAN AMENITIES SUCH AS INDOOR EATING AND CONVERSATION AREAS; ACTIVITY LOUNGES; INDOOR/OUTDOOR INFORMATION KIOSKS; CONVENIENCE AND SPECIALTY OUTLETS; COMPACT PARKS; GARDEN ALLOTMENTS; TOT LOTS; OUTDOOR PERFORMANCE, DISPLAY, AND FESTIVAL AREAS.

Increased neighbourhood use of suburban schools and their sites should be part of a multi-purpose service strategy.

Neighbourhood school facilities and sites are the most important public resources which local suburban communities possesses. Post-war suburban design focused on schools and their sites as public centres of community life. It was assumed that child-rearing would be the common bond of local identity, a correct assumption during the high fertility post-war years. In support of this assumption, school-focused public centres to residential life emerged. With the decline in the number of suburban children, the need for public centres for neighbourhood life

has not disappeared, but the types of public centres needed may have changed.

At present, each of Metro's suburbs is experiencing the effects of lower birth rates and declining enrolment. Figure 21 identifies schools recently closed, and proposed closings in Etobicoke.⁴³ Table 25 highlights enrolment projections for the eighties in North York. Figure 22 locates schools closed as of June 1980. North York projects a further enrolment decline of 33.3% by 1990, nearly 50% at the junior high and secondary school levels. The implications for further school closing in North York are unclear; it could range upward from twenty-three closings in the next five years. The implications for North York of further shifts in enrolment have prompted the senior administration to review options in the structuring of the North York system.⁴⁴

⁴³ We were unable to secure multi-year enrolment projections from the Etobicoke Board of Education for the Part II Report, as was the case with the Part I report.

⁴⁴ North York Board of Education, Office of the Director, Education for North York in the Eighties, May 1980.

Included is a proposal to replace junior high schools (Grades 7, 8, and 9) with middle schools (Grades 6, 7, and 8). When consolidated with elementary schools, this would minimize the number of schools to close. Table 26 identifies Scarborough's enrolment projections, showing more moderate declines in the eighties. While no schools have been closed to date in Scarborough, four school sites had been declared surplus by 1979, with five additional sites proposed as surplus locations.⁴⁵

Both the North York and Scarborough projections foresee reversals of elementary level declines by the mid-eighties. Clearly, future increases in birth rates or immigration add to elementary enrolments, as would new developments on vacant suburban land in Metro. Elementary enrolment increase is critically related to the formulation and implementation of a family housing strategy in Metro, to permit more families with children to settle in the suburbs.

⁴⁵ Scarborough Board of Education, Office of the Director, Surplus School Sites, February 7, 1979.

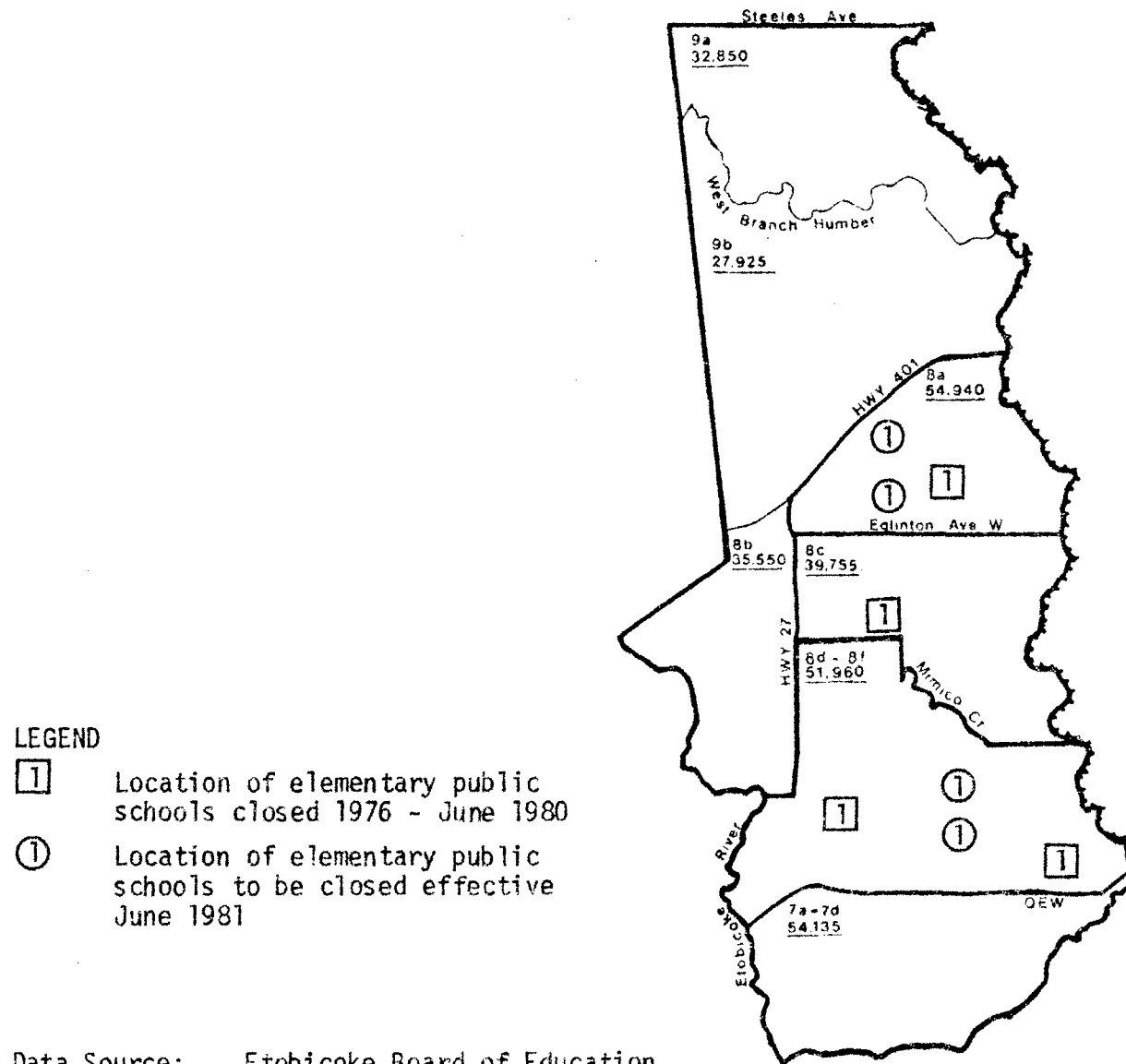
Questions of how to address declining enrolment have frequently prompted intense suburban debates. In North York, elementary schools with enrolments below 120 pupils are subject to closure. Some parents have argued for smaller schools, with multi-age groupings, roving specialists, shared principal, or principals with part-time teaching roles.⁴⁶ Alternative elementary and senior schools developed in the City of Toronto have operated below enrolment levels of 120 students. Debates focus on the real costs of school closure, the desire to avoid busing, the scale needed to offer students diverse opportunities for instruction and special assistance.

It is not within the scope of this report to comment on issues related to elementary school size. We do have significant concerns about the forms of planning for the uses of school facilities and sites.

The essential issue is to determine what is the priority designation of a neighbourhood school. Is it that of a "neighbourhood" facility, or one

⁴⁶ Neighbourhood School Friends, Submission to the North York Board of Education, Willowdale (North York), June 13, 1979.

Figure: 21 Distributions: Location of Public School Closures, Current and Proposed, Etobicoke, 1980 - 161 -



Data Source: Etobicoke Board of Education

TEN YEAR ENROLMENT PROJECTION, 1980-1989 NORTH YORK BOARD OF EDUCATION

- enrolment
- (% annual change)

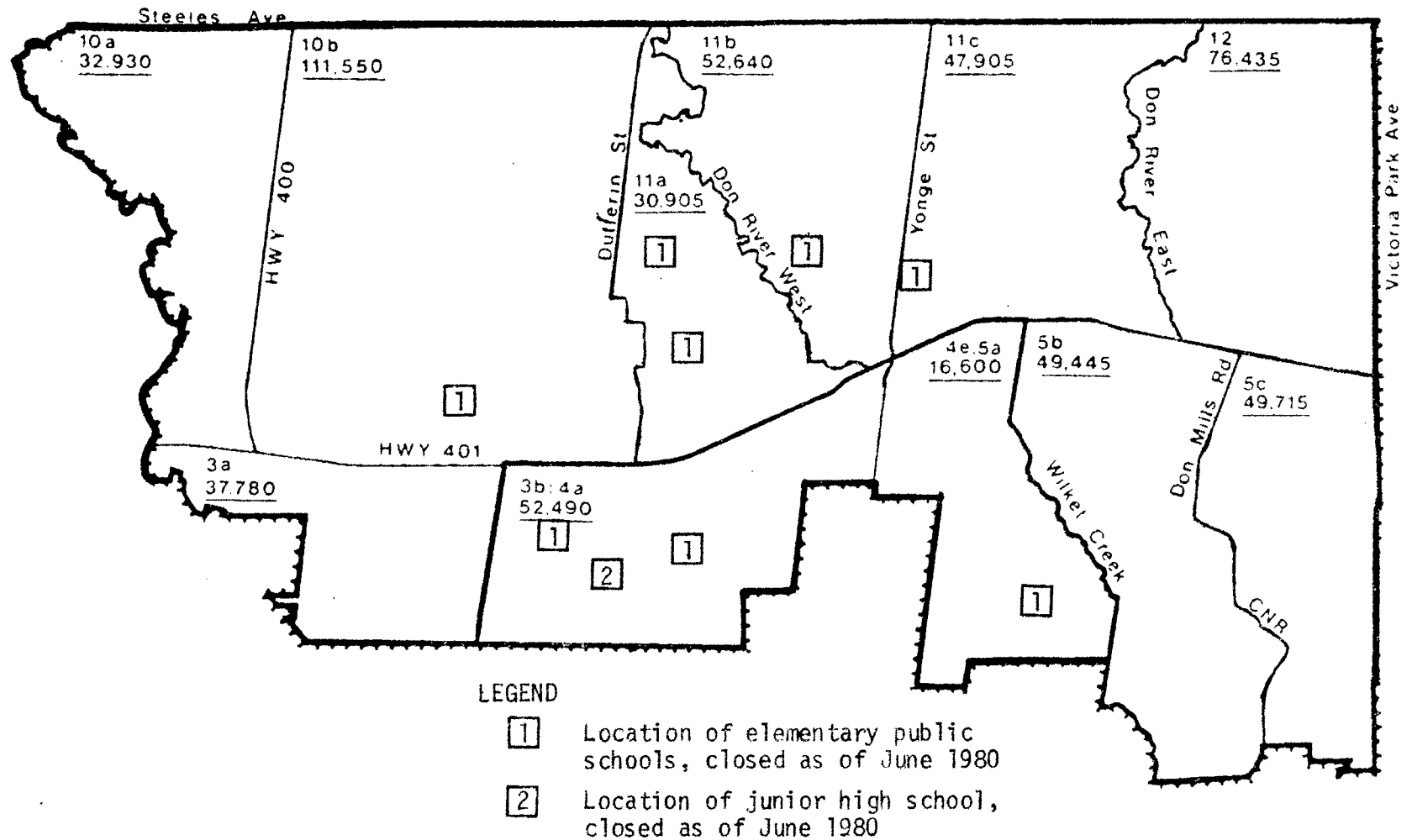
Grade Level	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	Net Projected Change 1980-89
Elementary (JK-6)	33,996 (-)	31,600 (-7.0%)	29,579 (-6.4%)	28,265 (-4.4%)	27,681 (-2.1%)	27,500 (-0.7%)	27,570 (+0.3%)	27,750 (+0.7%)	28,050 (+1.1%)	28,400 (+1.2%)	- 5,596 (-16.5%)
Junior High (7-9)	14,419 (-)	13,698 (-5.0%)	13,128 (-4.2%)	12,371 (-5.8%)	11,393 (-7.9%)	10,250 (-10.0%)	9,170 (-10.5%)	8,850 (-3.5%)	8,450 (-4.5%)	7,980 (-5.6%)	- 6,439 (-44.7%)
Secondary (9-13)	26,574 (-)	24,650 (-7.2%)	22,690 (-8.0%)	21,031 (-7.3%)	19,819 (-5.8%)	18,890 (-4.7%)	17,660 (-6.5%)	16,180 (-8.4%)	14,850 (-8.2%)	13,650 (-8.1%)	-12,924 (-48.6%)
Totals	74,989 (-)	69,948 (-6.7%)	65,397 (-6.5%)	61,667 (-5.7%)	58,893 (-4.5%)	56,640 (-3.8%)	54,400 (-4.0%)	52,780 (-3.0%)	51,340 (-2.9%)	50,030 (-2.6%)	-24,959 (-33.3%)

Data Source: North York Board of Education, Projections of November 1979

Figure: 22

Distributions: Location of Public School Closures, North York, 1980

- 163 -



Data Source: North York Board of Education

TEN YEAR ENROLMENT PROJECTION, 1980-1989, SCARBOROUGH BOARD OF EDUCATION

- enrolment
- (% annual change)

Grade Level	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	Net Projected Change 1980-89
Elementary (JK-8)	48,301 (-)	47,471 (-1.7%)	46,458 (-1.9%)	45,636 (-1.8%)	44,707 (-2.0%)	43,944 (-1.7%)	43,439 (-1.1%)	43,041 (-0.9%)	43,239 (+0.5%)	43,324 (+0.2%)	-4,977 (-10.3%)
Secondary (9-13)	32,773 (-)	31,219 (-4.7%)	29,625 (-5.1%)	28,426 (-4.0%)	27,940 (-1.7%)	27,179 (-2.7%)	26,431 (-2.8%)	25,812 (-2.3%)	24,631 (-4.6%)	23,549 (-4.4%)	-9,224 (-28.1%)
Totals	81,074 (-)	78,690 (-2.9%)	76,083 (-3.3%)	74,062 (-2.7%)	72,647 (-1.9%)	71,123 (-2.1%)	69,870 (-1.8%)	68,853 (-1.5%)	67,870 (-1.4%)	66,873 (-1.5%)	-14,201 (-17.5%)

Data Source: Scarborough Board of Education

of a "school"? The designation which pre-dominates will influence the character of planning and the formulation of uses. Up until now, neighbourhood schools have been designated as part of Ontario's system of education. The priority ranking for the disposition of surplus schools, set out by the Ministry of Education, is:

- a) to another school board --
Metropolitan Toronto School Board,
Metropolitan Separate School Board;
- b) to a publicly supported post-secondary institution --
Community College of Applied Arts and
Technology,
University;
- c) to the municipality in which the building is situated or to a local board thereof --
City/Borough;
- d) to a Ministry of the Government of Ontario or an authority established by it;

- e) to a non-profit organization funded in whole or in part on a continuing basis by the Provincial Government or the Government of Canada.

The above rankings place neighbourhood services of municipal councils and public health, libraries, and social services, below non-neighbourhood programs of educational institutions (Metro Toronto School Board, community colleges, universities). Planning facility and site uses, and the determination of alternative arrangements, is carried out exclusively by boards of education.

In our judgement, the neighbourhood school is a public facility paid for by all Metro taxpayers, irrespective of which Ontario ministry allocates public revenue. We would contend that the neighbourhood school is held in trust as a public facility by a board of education, in recognition of the priority function of childhood education. However, when part or all of the facility or site is no longer required for childhood education, then planning for alternative neighbourhood use should receive first priority. This would mean joint

planning to identify options by both elected authorities in the municipality -- the municipal council and the board of education -- who, with resident input, would develop a neighbourhood priority scale, and determine alternative arrangements.

It is not enough merely to preserve the neighbourhood school building and site for future local use by placing only non-neighbourhood functions in the facility. Integrated planning should provide neighbourhood uses both in the facility and on the site whether the building is surplus, partially vacant, or filled to capacity. Many suburban school sites include more land than would be deemed necessary if sites were being purchased today. Selective forms of perimeter development (examples cited in Recommendation 6.7) to diversify and extend neighbourhood resources should be explored. This could include scattered storefront settings for community services, a major gap in suburban facilities at present. In some communities, it may be appropriate to dispose of library and recreation centre locations, and relocate them to surplus school sites with superior locations. Alternatives can only take place if there is integrated municipal planning

for facility development and adaptation (Recommendation 5.7). It means recognition by the provincial government that new capital investments are required to preserve neighbourhood uses of school facilities and sites.

When school buildings and sites were developed in the post-war period, it was assumed that this would be their permanent use. Rigid designs make shared and alternative uses difficult to achieve without new investments to re-adapt existing space. The Ontario Ministry of Education recently stated that for any new school construction or renovation for education use, it will insist on:

"... modular and other forms of design which provide maximum flexibility, both for later expansion if needed, or for contraction and conversion to alternative uses."⁴⁷

Implied in this statement is the recognition that designs of post-war schools do not meet these objectives. Capital financing from Ontario is needed to adapt existing sites. The issue of

⁴⁷ Ontario Ministry of Education, Issues and Directions, The Responses to the Final Report of the Commission on Declining School Enrollments in Ontario, June 1980, Policy Position # 3.7.3, p.33.

which ministries should contribute, and in what proportion, is a problem best left to the Ontario government.

The Ministry of Education has indicated that it will seek the formation of an Ontario school board/municipal government advisory committee to recommend measures:

"... to derive optimum community benefit from the public investment in school buildings and lands." (Position 3.8.5/ p. 35).

The Ministry further noted that:

"The disposal of redundant school property for maximum community benefit requires close and sympathetic co-operation between school boards and municipalities." (Position 3.8/ p. 34).

We welcome the Ministry of Education's recognition that school facilities and sites have community significance. We urge that appropriate local planning take place consistent with this recognition.

RECOMMENDATION 6.8 -- IN CONJUNCTION WITH THE TASK FORCE IN RECOMMENDATION 6.6, SUBURBAN BOARDS OF EDUCATION EACH ESTABLISH JOINT TASK FORCES WITH PLANNING BOARDS, TO INCLUDE SERVICE AGENCIES AND COMMUNITY ASSOCIATIONS, TO IDENTIFY OPTIONS AND RECOMMEND POLICIES TO PRESERVE SURPLUS SCHOOL SITES AND FACILITIES FOR DIVERSE NEIGHBOURHOOD USES.

The proposed task force would recommend conditions under which school facilities and sites might contribute to a community facilities plan for a municipality, and be available for multi-service programs and multiple uses.

Separate schools, part of the publicly supported system of education in Ontario, are essential suburban neighbourhood services. The principle of diverse neighbourhood use of suburban school facilities and sites should apply, regardless of which publicly supported board operates the school. The use of public school facilities to house overcrowded separate schools is a priority neighbourhood use. If Ontario government dollars were available to modify facilities and sites where two boards shared a

a school, or to introduce neighbourhood uses where a separate school replaced an existing elementary school, then local acceptance might be facilitated.

Improving resident mobility in local neighbourhoods should be part of a multiple use strategy. In consultations with different neighbourhood groups, we were consistently advised of the difficulties that less mobile groups have in moving around the local area to shop or use local services. This was particularly true for senior adults without cars, and single mothers with younger children. In two Metro communities, supermarkets offer scheduled bus services for seniors to local plazas. Difficulties in moving around the neighbourhood vary by the season, with winter obviously being the most difficult time. Isolation of dependent adults in suburban neighbourhoods is a persistent theme.

The feasibility of offering scheduled shuttle services in dispersed suburban neighbourhoods should be explored. In contrast to taxis and dial-a-bus concepts, a neighbourhood shuttle would follow a prescribed route in the local area. It would link residential centres to

shopping and community service facilities.

Residents wishing to use the service would be expected to arrange their time to correspond with the shuttle schedule. Such shuttles might operate once or twice a day, perhaps more frequently in the winter. We could foresee a nominal fee being assessed for travel within the neighbourhood. If the service was to require subsidy, public dollars would be well invested in helping dependent adults overcome isolation and loss of contact with the larger community.

RECOMMENDATION 6.9 -- THE TORONTO TRANSIT COMMISSION CONVENE A TASK FORCE WITH METRO COUNCIL AND SUBURBAN MUNICIPALITIES TO REVIEW THE POSSIBLE OPERATION OF SCHEDULED NEIGHBOURHOOD SHUTTLE SERVICES IN SUBURBAN COMMUNITIES WITH LESS MOBILE GROUPS, WHERE THERE ARE ACCESSIBILITY PROBLEMS TO LOCAL RESOURCES AND TRANSIT CONNECTIONS.

iii Neighbourhood Roles

Rebuilding the structure of suburban community life requires a re-assessment of the roles played by major municipal services -- in particular, recreation departments and libraries.

Suburban recreation departments have a difficult set of assignments. They are expected to organize programs, attract hard-to-reach groups such as youth, support voluntary initiatives, and promote community involvement. The structure of suburban recreation programs varies in each municipality. In Etobicoke the service is heavily oriented toward the use of school facilities, with instructional courses and scheduled activities. Resident involvement varies by centre. Unstructured youth programs with flexible formats are operated in centres.

The North York department directly operates six major community centres, with directors serving as community co-ordinators. Other facilities, also designated as centres, are programmed centrally. In addition, North York has an extensive network of youth centres, designed to attract all youth. The North York system stresses program planning and management roles for residents in both the community and youth centres. North York community centres are distinguished by a sensitivity to community support needs. Centres provide space for day care, lunch hour programs, immigrant support programs, single parent and pre-school programs.

Scarborough operates nine community facilities, of which six are programmed centrally, and three operate locally. The Community Services Division is responsible for providing support to 20 community school facilities, and more than 15 teen drop-ins. Centres usually do not have advisory boards. Local participation is extensive in community school programs, since these are run by community school associations. The focus of Scarborough centre and community school programs is on instruction and scheduled activities. Limited community support programs are available from municipal centres.

Suburban recreation services are particularly weak in the following areas:

- (a) outreach work to alienated youth and isolated adults. The community service model generally depends upon individuals discovering their common interests, and then seeking department support and assistance;
- (b) consultation and assistance to multi-purpose voluntary associations in the programs other than recreation;

- (c) directly organizing and offering organized activities to high need groups -- e.g. sports leagues for youth -- where there is limited voluntary initiative and funding problems;
- (d) undertaking joint projects with local voluntary associations; or alternatively, making staff available on secondment to pursue community initiated projects;
- (e) recognizing the multi-lingual and multi-cultural diversity of suburban communities, requiring varied rather than municipal-wide program strategies;
- (f) multi-purpose use of facilities and outside space.

Recreation departments such as North York's have recognized the need to re-assess their local community roles. The Scarborough Special Committee called for a decentralized recreation service.

RECOMMENDATION 6.10 -- SUBURBAN RECREATION
DEPARTMENTS FORMULATE NEW NEIGHBOURHOOD SERVICE POLICIES TO DEVELOP COMMUNITY PROGRAMS WHICH RECOGNIZE THE DIVERSITY OF LOCAL NEEDS, FORMULATE SECONDMENT POLICIES FOR LOCAL DEPARTMENT STAFF, FACILITATE JOINT PILOT PROJECTS WITH NEIGHBOURHOOD VOLUNTARY AGENCIES, AND PROMOTE MULTI-SERVICE USE OF EXISTING FACILITIES.

In the eighties, suburban libraries may replace schools as the central suburban community service to whom a majority of households and individuals relate. With fewer children in suburban neighbourhoods, schools have diminishing program contacts with the general population. Suburban libraries now offer diverse programs and activities beyond book-lending. Included are instructional sessions, adult education, cinema, craft and art displays, performances and concerts, public lectures, adult literary courses, foreign language instruction, and excursions. At times, it is difficult to discern the boundary between library and recreation services. Library services are used by all age groups, from infants to the very old. Home services are available to shut-ins.

The role of the modern library is to promote self-directed learning, foster cultural participation, serve as a specialized information resource, and emphasize the pleasures of reading.⁴⁸ This mandate presents libraries with special opportunities to extend the range of support which can be provided. Reading and securing information are not single function activities, but very often intentional pursuits. People pursue knowledge or information within larger frameworks of interests such as travel, cooking, parenting, historical curiosity, or self-development. To the user of a library, the utility of a book or information secured can be enhanced through opportunities for instruction, clarification, re-enforcement, companionship, diversion, and re-assurance.⁴⁹ There are significant social dimensions to learning, information seeking, and cultural experience.

⁴⁸ Scarborough Public Library, A Framework for the Development of Library Service in Scarborough, April 1978, p.25.

⁴⁹ B. Derwin, Useful Theory for Librarianship: Communication, Not Information, United States Department of Education, Project No. 475AH50014.

Household information technologies -- video terminals, micro-computers -- will become more widespread in the eighties. People will have unparalleled access to information about self-care, human services, professional expertise, career development, and adult experience. The search for social opportunities to discuss, compare, and understand the significance of new information will increase. People will seek to integrate and appropriate new information to their own lives. By virtue of their self-directed approach to learning, libraries will assume a more prominent educational, cultural, and social support function. Library reference specialists in diverse scholarly and social support fields could emerge as a dominant community profession. They would be available for personal consultations, community presentations, provide planning assistance, and organize formal activities in specialty areas.

In cities such as Metro, cultural and educational resources are concentrated in the centre. Suburban communities depend heavily on libraries to offer them an equivalent range of cultural and educational opportunities.

The last major review of library services in Metropolitan Toronto was conducted more than twenty years ago.⁵⁰ The Shaw report formulated a three level structure to library service, consistent with the assumptions and conditions of the times. The Metropolitan Toronto Library was to serve as a regional reference centre; district libraries would focus on adult needs; neighbourhood libraries/book-mobiles would facilitate access, primarily for children. The model assumed adult mobility by car and a facility-centred service to which people would come.

Suburban conditions have changed since 1960. There are less mobile adults; groups with limited traditions of using libraries; differential English adult literacy levels; and, confining and tense family home environments which make it difficult for casual reading and quiet study.

In our judgement, the time is appropriate to once more review the function and structure of suburban library services in Metropolitan Toronto.

⁵⁰ R. Shaw, Libraries of Metropolitan Toronto. A study of library services prepared for the Library Trustees' Council of Toronto and District, 1960.

The review might address a number of major issues:

- (a) the promotion of outreach services, including possible placements of small branches or reading rooms into apartment complexes, storefronts, schools (Scarborough neighbourhood model #4/1,500 - 2,000 square feet). The availability of quiet evening and weekend reading and study areas for children living in congested and stressful home settings would be a constructive service. These might also serve as casual meeting areas for seniors, and other adults. Volunteers might be recruited for tutoring and reference projects;
- (b) the development of learning opportunities for multi-lingual and multi-cultural adults;
- (c) an assessment of new service opportunities with the advent of micro-information technologies for personal and household use;
- (d) how libraries could contribute to the public sense of suburban community life. Should libraries in some areas assume surplus school sites and include a range of

related speciality and retail functions (bookstore, travel service, ticket outlet, eating area, indoor/outdoor performance areas, etc.). To what extent might outdoor festivals or theme displays in the summer contribute to a feeling of suburban vitality and common experience;

- (e) the identification of volunteer recruitment strategies drawing on the resources of groups such as senior adults.
- (f) community information and reporting functions of libraries. With suburbs now containing mixed social and cultural groups, libraries might assume an integrating role through preparing information reports on community resources and events for household delivery. This might include audio-visual reports, prepared with local groups and associations.

The government of Ontario has been a generous contributor to provincial library services, with the highest per capita grants in Canada. Since 1977 there have been no provincial library increases, while restructuring and possible new legislation for Ontario is being considered. The Ontario Minister

of Culture and Recreation is aware that library services need additional financial help.⁵¹ A review by suburban libraries in Metro of their community service role could contribute in shaping new directions for provincial support.

RECOMMENDATION 6.11 -- SUBURBAN LIBRARY BOARDS, INDIVIDUALLY OR JOINTLY, CONVENE A REVIEW TO ASSESS NEW OUTREACH, COMMUNITY SERVICE, AND INFORMATION ROLES FOR THE LIBRARY IN SUBURBAN NEIGHBOURHOODS.

⁵¹ The Hon. R. Baetz, Standing Committee on Social Development, Hansard, Monday April 14, 1980, p.5-39.

7.0 SPECIAL NEEDS

The Part I report reviewed the social conditions of dependent families, children, youth, immigrants and seniors, who now comprise increasing numbers of Metro's suburban residents. We concluded that a crisis of unmet needs existed in the suburbs (p. 248), for which public responses were required. These problems were not created by suburban living, but may have been intensified by:

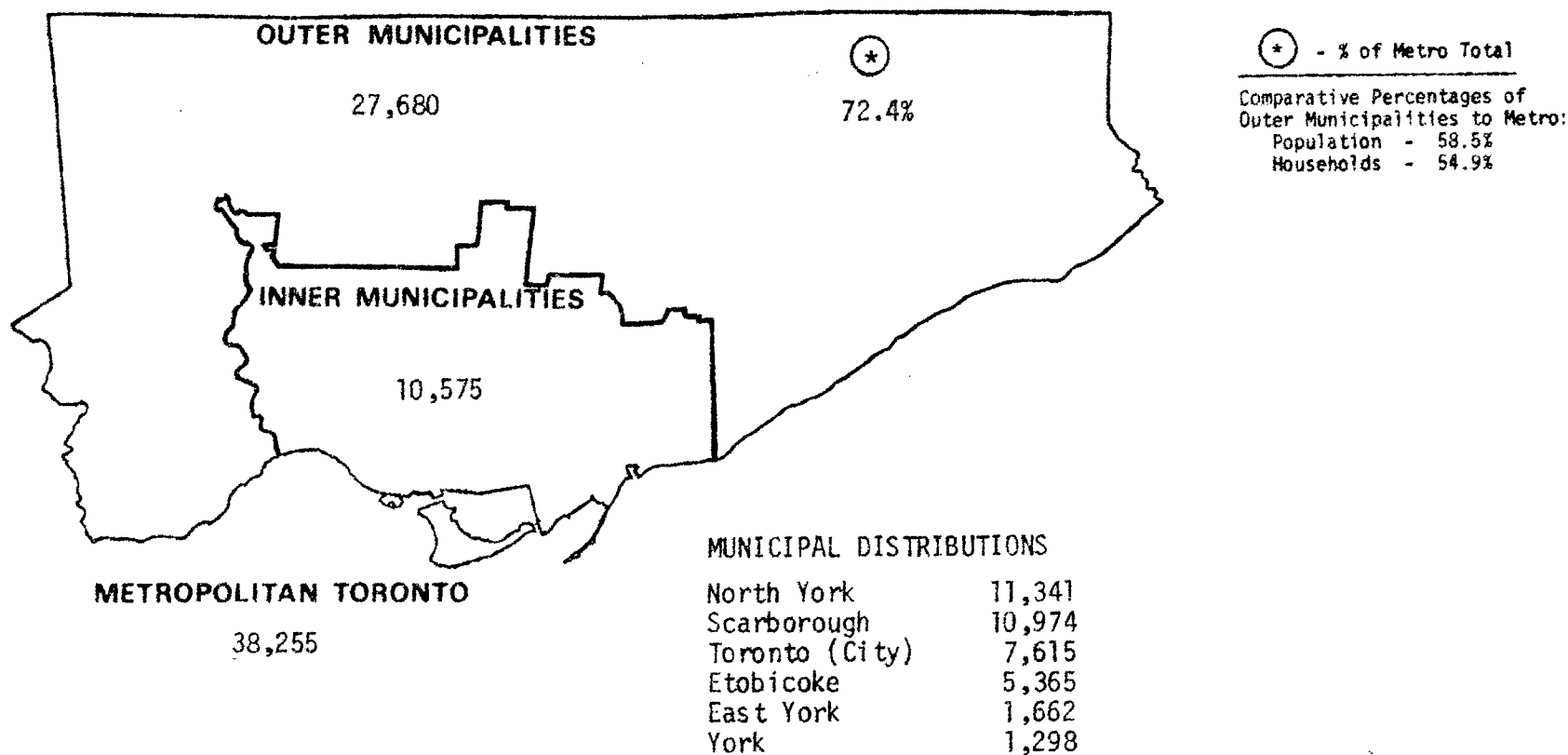
- (a) inadequate suburban services and inappropriate land use patterns;
- (b) absence of voluntary initiatives relating to social needs;
- (c) poorly distributed services and programs;
- (d) inactivity of public officials.

Major provincial and metropolitan barriers to addressing suburban social needs have already been reviewed. Proposals for new planning capabilities in the suburbs, and the implementation of adaptation objectives would deal with many needs cited in Part I. Even within a framework of metropolitan renewal

and suburban adaptation, special needs of particular high risk and dependent groups must be addressed.

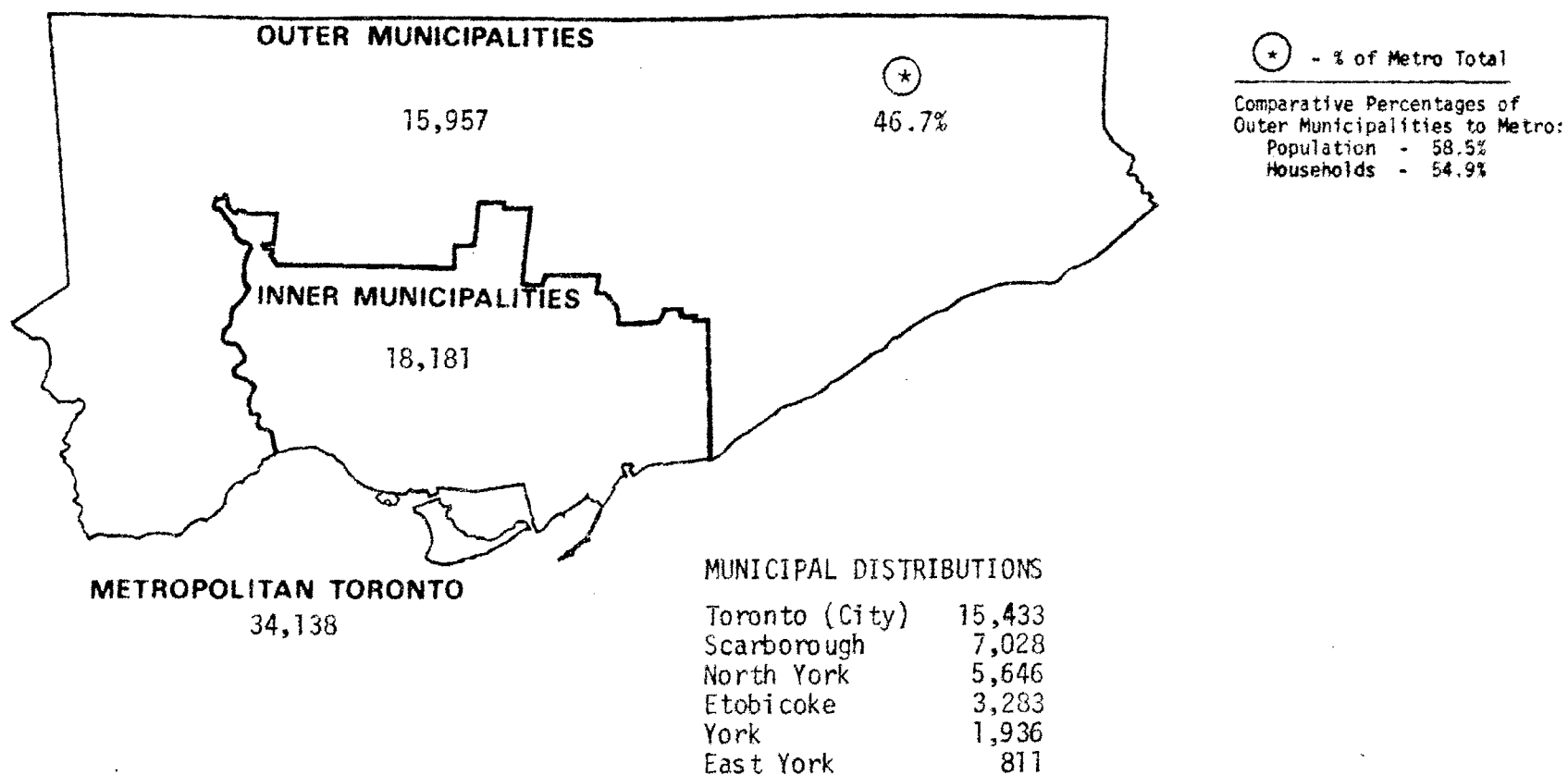
A. Facilities

Additional data available since the publication of the Part I report, lends further urgency to the need for new services and programs. Figure 23 indicates that in 1978, 72% of Metro's children aged 0-18 who live in Ontario Housing Corporation developments, were suburban children (27,680). In the same period, Figure 24 reveals that 47% of all children living in families on social assistance were in Metro's suburbs. In both instances, Scarborough's proportions were the highest. Figure 25 locates the distribution of teenage parents in Metro in 1976. Nearly 54% of teenage parents, frequently with intense support needs, were in suburban municipalities. Figure 26 identifies areas of need for children's services in North York, based on a demographic study commissioned by the North York Inter-Agency Council. The North York study of census tracts and enumeration areas reveals similar clusters of special need

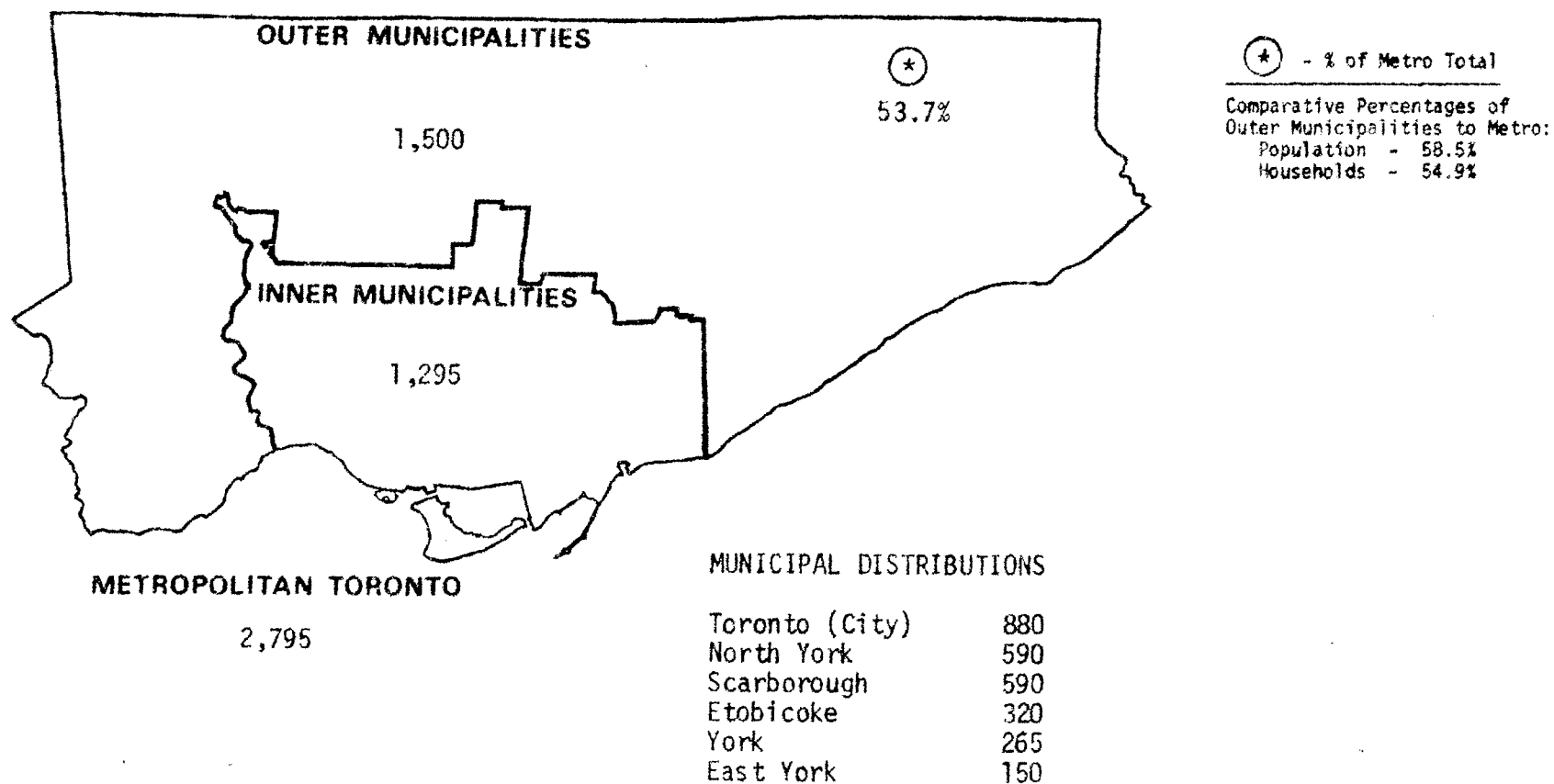


Data Source: Children in Metropolitan Toronto , Metropolitan Toronto Planning Department, September 1979

Figure: 24 Distributions: Estimated Number of Children Aged 0 - 18 in Families Supported by Social Assistance
(Family Benefits - December 1978; General Welfare Assistance - July 1979)



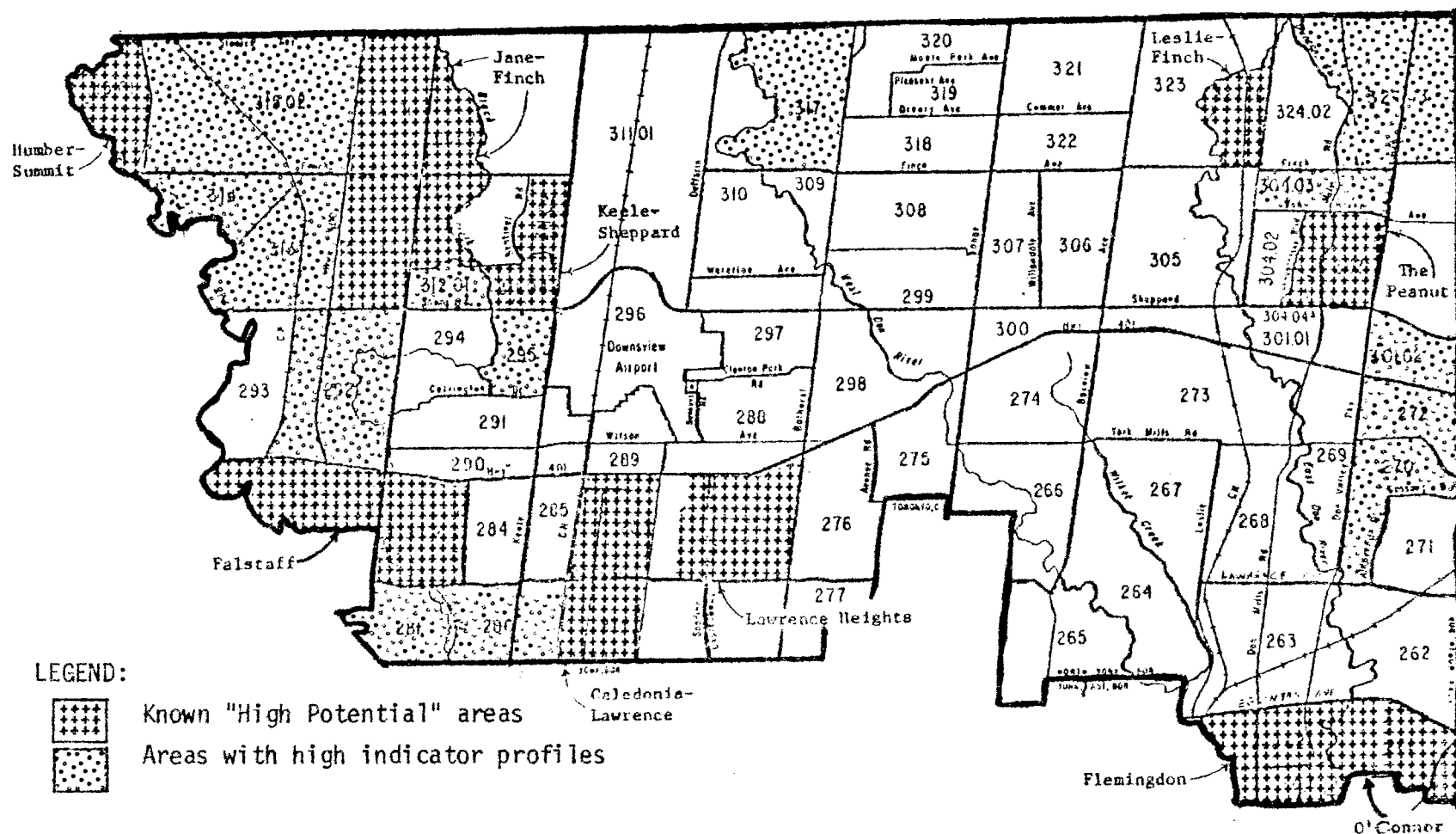
Data Source: Children in Metropolitan Toronto, Metropolitan Toronto Planning Department, September 1979



Data Source: Children in Metropolitan Toronto , Metropolitan Toronto Planning Department, September 1979

Figure: 26

Distributions: Location of High Potential and High Indicator Profile Areas in North York
for Children-Related Services, 1976



Data Source: North York Inter-Agency Council, Children's Services Committee,
Demographic Profiles of North York: An Aid to Planning
Children's Services (authors: W. E. Kalbach; M. A. Richard); May 1979

in the four corners of North York, as indicated in the Part I report.

With children, families, and adults living under particular difficulties or stress, it is the clear responsibility of a municipality to enable the provision of required support. Local autonomy and citizen participation are meaningful concepts in the framework of accepted responsibility. When autonomy and participation are cited to deny needy and dependent groups opportunities for support which they require, then criteria of social justice and equity must clearly prevail. Incremental and evolutionary change are preferred patterns of development, but where undue delay creates hardship for groups and distorts the assumption of responsibility, then more decisive measures are imperative.

While the poor and newcomers have more visible problems, special needs cut across all income groups. The developmentally disabled, the addicted, alcoholics, and criminal offenders come from a variety of family and income backgrounds. Family break-up, and the tensions associated with this experience, are increasingly prevalent. While Canadian figures are unavailable, the U.S. Bureau

of the Census has projected that 48% of all American children born in 1980 will live a considerable time with only one parent before they reach the age of 18.⁵² Family disruption often leads to unpredictable behaviour, sometimes requiring crisis support.

Figure 27 identifies the distribution of group homes across Metro in 1980. Areas with the highest concentrations of beds per capita are noted. The disproportionate location of residential facilities for adults and children in the central parts of Metro, and in outlying suburban areas, is quite evident. Figure 28 locates the distribution of emergency and transitional accommodation for people in acute crisis. The concentrations in downtown Toronto are quite prominent. There are only two emergency locations for youth in all of Metro -- in northern Etobicoke and in east Toronto.

⁵² B. F. Brown, A Study of the School Needs of Children From One-Parent Families, Phi Delta Kappan, April 1980, p. 537.

The formulation of group homes and crisis facilities policies has been the subject of intense debate in the suburbs recently. Metro has adopted an inclusive policy which accepts the need to integrate the addicted and ex-offenders into community living arrangements. The Metro policy however, is a statement of Council's views. It has not been incorporated into Metroplan which, upon Ontario approval, would make it binding on municipalities. The current process is full of delay and inconsistency. North York is resisting the inclusion of homes for the addicted and ex-offenders in its neighbourhoods. It may accept these groups and crisis facilities, on commercial arteries. Scarborough recently voted to accept group homes only for the mentally retarded. Etobicoke has yet to bring a policy position to a municipal council vote. In the absence of explicit policies, proposals to open up group homes and crisis facilities must go through costly and time consuming zoning reviews.

It is hard to understand the justification for separate municipal policies on urgently needed facilities such as group homes, crisis facilities, or day care centres. Inner city social conditions

are now in the suburbs. If special facilities are needed in Metro, they are needed in every municipality. If one municipality does not accept an appropriate share, then it merely transfers its responsibility to residents of another municipality, as the distributions indicate. The place to deal firmly with the appropriate distribution of facilities for high need groups is at Metro Council, where a fair share standard can be set for everyone.

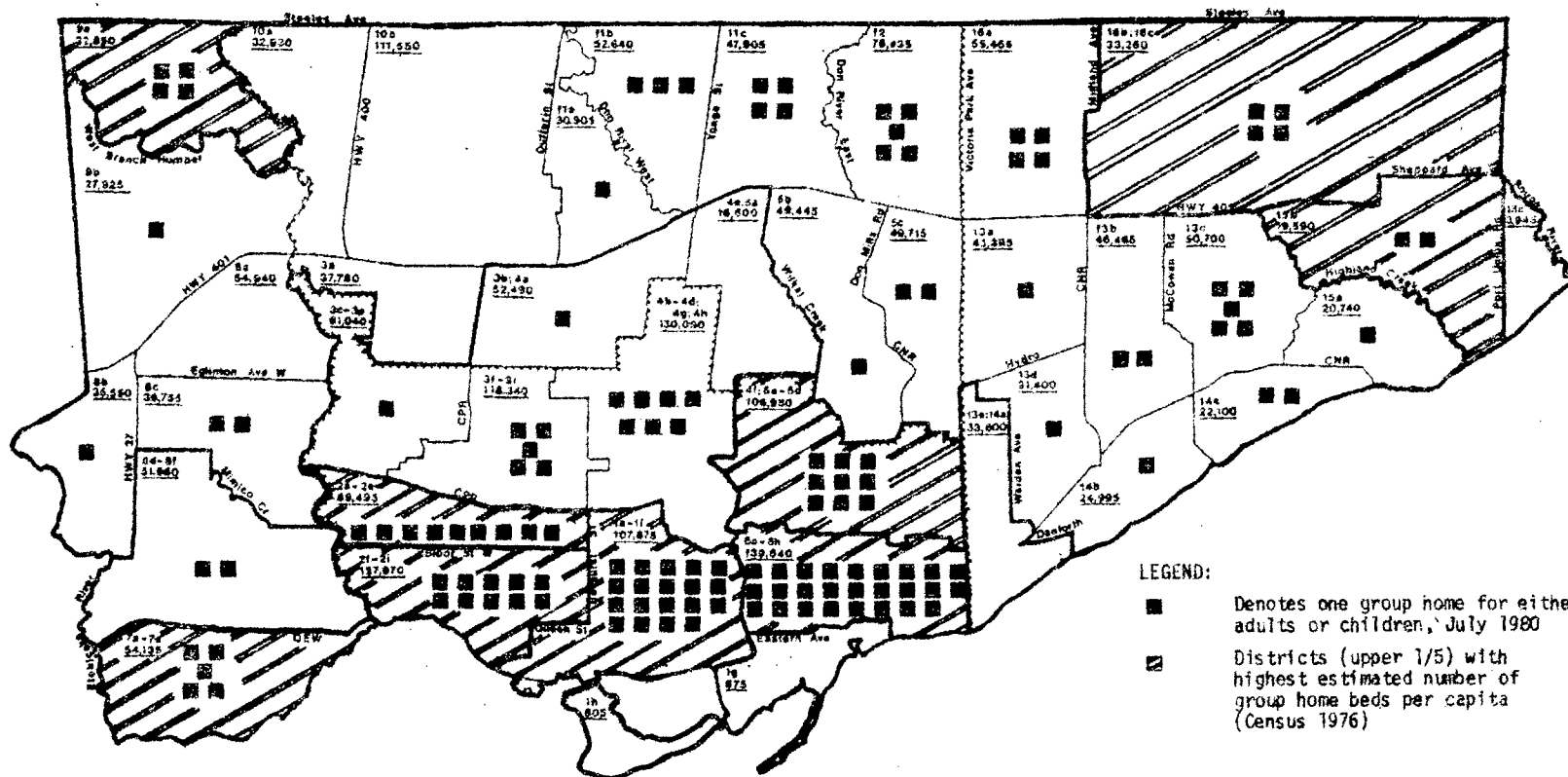
RECOMMENDATION 7.1 -- METRO COUNCIL INCORPORATE INTO METROPLAN FAIR SHARE DISTRIBUTION POLICIES FOR THE LOCATION OF GROUP HOMES, DAY CARE, AND CRISIS ACCOMMODATION FACILITIES IN METROPOLITAN TORONTO.

B. Congregate Living

Social needs often require a continuum of support during transition periods, including alternative living arrangements for adults and families. In current patterns of residential design, the provision of social support tends to be separated from housing structures. There are some exceptions with group homes, homes for the

Figure: 27

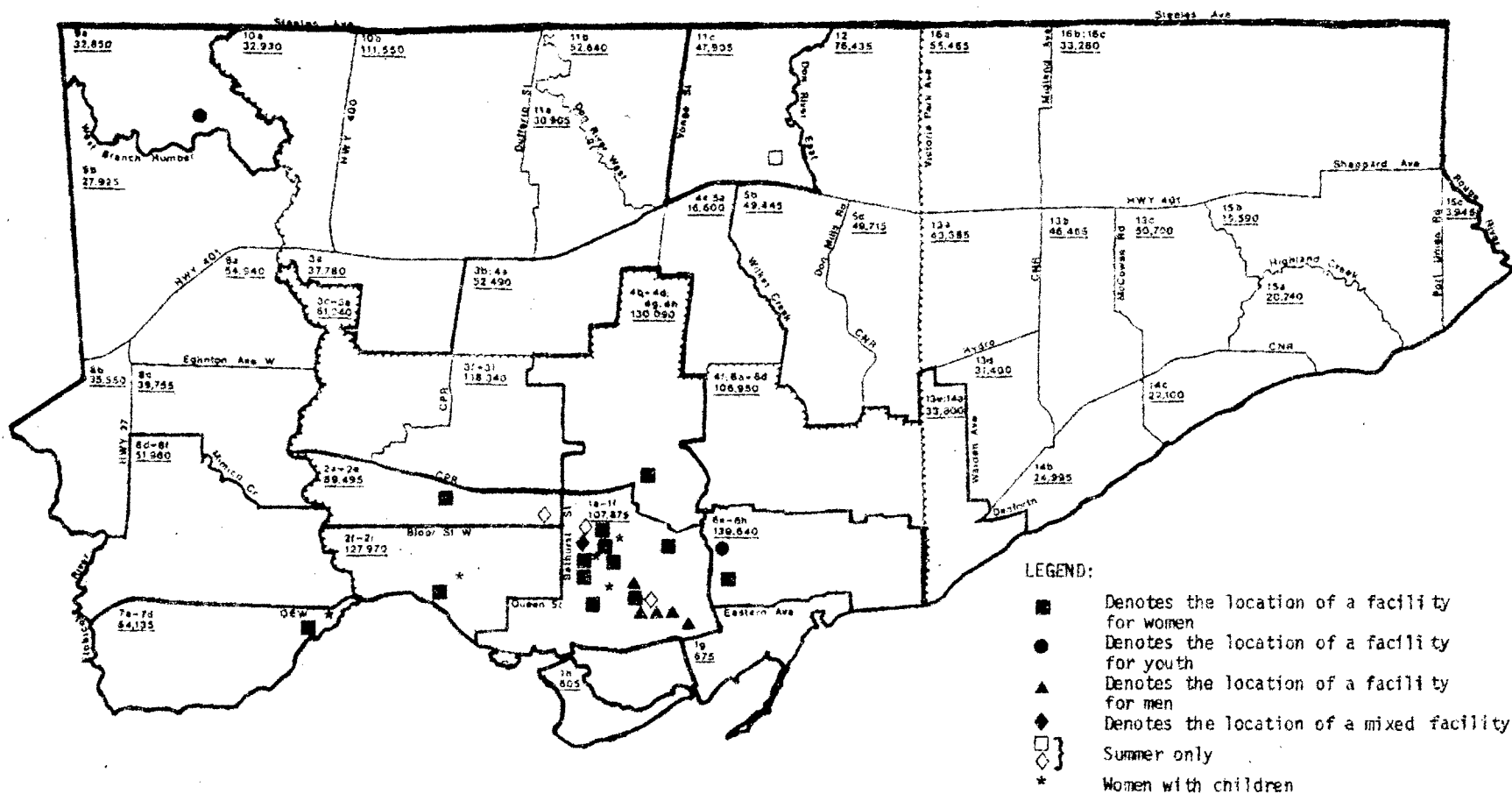
Distributions: Location of Group Homes for Adults and Children in Metropolitan Toronto, July 1980



Data Sources: Government of Ontario
Statistics Canada

Figure: 28

Distributions: Location of Emergency and Transitional Accommodation Facilities,
Metropolitan Toronto, 1980



Data Sources: Metro Social Services Department
Community Information Centre

aged, some senior apartment developments, public housing projects, and university dormitories. Apartment complexes include facilities and often recreation clubs.

Housing designs in which households are private, but support services are part of the housing unit, are referred to as "congregate living arrangements". This is in contrast to communal living with shared households. Congregate living arrangements have been developed in Scandinavian countries for both adults and families with children.⁵³ They feature common food preparation facilities, repair and cleaning services, and supervised child play and study activity. Common support functions, whether co-operatively provided or through public resources, reduce the isolation and stress of solitary living through shared responsibility for daily functioning.

Recently, Metro Social Services found that 63% of women who had left four crisis or transitional hostels in Metro required some continuing form of

⁵³ G. Werkele, Review: Women in the Environment, op. cit. p. 5192-3.

shared living arrangements⁵⁴. Planning for suburban adaptation and special needs should include reviews on the feasibility of making congregate living arrangements possible for adults and families with children.

RECOMMENDATION 7.2 -- SUBURBAN PLANNING
BOARDS CONVENE TASK FORCES OF COMMUNITY AGENCIES
AND SOCIAL INTEREST GROUPS TO FACILITATE THE
INTRODUCTION OF HOUSING FOR CONGREGATE LIVING
BY ADULTS AND FAMILIES WITH CHILDREN IN
SUBURBAN MUNICIPALITIES.

C. Child Welfare and Family Support

Suburbs which prided themselves on being child-centred communities now contain families and children with serious unmet needs. Provincial cutbacks (constant dollars) in social spending on Family Benefits, education, child care, and community services have prevented needed services and programs from being introduced. Provincial cutbacks

⁵⁴ Metro Commissioner of Social Services, Long Term Housing Needs of Women, Memorandum to Social Services and Housing Committee, November 15, 1979.

have been accompanied by the absence of political leadership from suburban public authorities serving children and their families.

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. Many suburban children are growing into angry and alienated youth. Suburban vandalism and school violence are visible signs of a deeper malaise. Children who are neglected by the community when they are young, will place substantial treatment, corrections, and family welfare costs on future taxpayers. Many forms of adult and parental instability can be traced to childhood neglect and abuse.

In recent years, theories of radical non-intervention have been cited, which question the value of public investments in child welfare programs. Proponents of these views, frequently invoking fashionable cost-benefit perspectives, ask for concrete evidence that social programs for children do make a difference.

Evaluations are compressed into narrow time spans which are insensitive to developmental cycles and stages. Many social programs are of recent origin, for which longitudinal research results are not yet available.

The development of a child into adolescence and adulthood does not assume a fixed course. There are strong children who are able to transcend horrendous conditions and become stable, productive adults. Other children drift into self-destructive patterns at early ages from which they rarely recover. At any stage of a child's life, one cannot predict with reasonable certainty what adult outcomes will be. Difficulties in predicting outcomes make it hard to assure the community that every child, or even a majority of children, will benefit from specific children's services. But the failure to provide quality child care, recreation and library services, special needs programs in schools, family counselling, youth employment, will inevitably limit the development of a given group of children.

The unpredictability of individual or majority outcomes increases the need to make services which can benefit some children available to most children since we cannot determine ahead of time with certainty which children will benefit most from given programs. In a civilized community, the right of a child to diverse opportunities for experience and development should not be limited by family origins. It is unfortunate that basic principles which were readily accepted in Ontario during the prosperity of the post-war years tend to be forgotten when tougher spending choices have to be faced.

Children's services and parent support programs no longer address the needs of a majority of households in Ontario or Metro. The political imperative to respond is not there, unless the homes of victimization are graphically placed before the public. Disagreements over the appropriate roles of women as mothers become additional barriers in providing needed services and income for children.

Today, suburban families are very different than families were fifteen years ago. Figure 29 indicates that 50% of suburban families in 1976 with children aged 0-18 had both parents in the labour force; 68% of suburban single parents were also in the labour force. Both these distributions are higher than the central urban area. Figure 30 distributes the proportion of families with both parents or a single parent in the labour force (1976) by minor planning districts. With the exception of East York (M.P.D. 4f;6a-6d), the highest proportions by district are all in Metro's suburban municipalities.

The presence of both parents in the labour force is a reality of Canadian family life. Not all families with children are in the same situation. If one family adult earns an income above the Canadian family average, there may be less pressing need for a second income.

Where the income of either family earner is below the Canadian family average, then choices are more difficult: (1) when one parent chooses to work as a full-time houseworker, then financial resources are limited. This may be offset by the

family's belief that there is value in one parent being home full time; (2) other parents may believe that owning a ground-oriented family home is a priority for them and their children. The second family income is then essential for these families to own a home and meet average living standards.

Adults with children now compete for prime family housing with one or two adult households who are without children. Public policies have yet to recognize the housing squeeze on average income families with children. Public subsidies or tax concessions which help all adult households in a given income range, fail to give families with children any particular advantage. It is not clear why adults without children who have incomes above adequacy levels should receive any public subsidies for housing. Ontario's property tax credit system does not confer any significant advantages on families with children, whose incomes are below average family levels in the community.

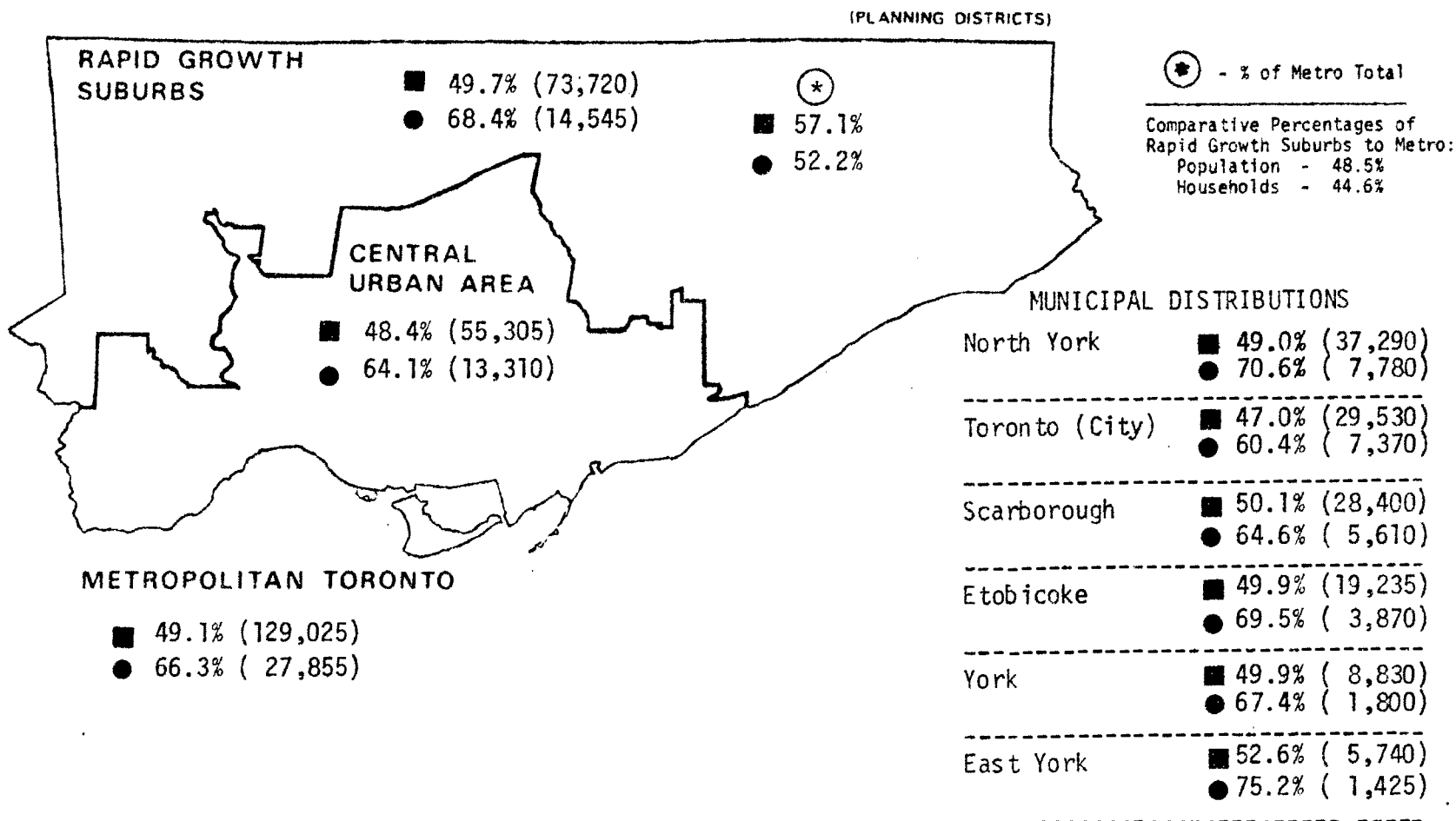
The issue of affordable and quality child care becomes acute for families where both incomes are required to meet average community standards. The average industrial wage in Ontario in January 1980 was \$13,731. If the income of the second

family earner is at three-fifths the industrial wage, or \$8,200, then the combined income of that family -- \$22,000 -- is below the estimated average family income in Ontario of \$26,400 in 1980. Day care subsidies are minimal for family incomes above \$15,000. Rates of \$15 a day for group care, (\$17 for Metro day care) for 220 days a year (average use level) amounts to \$3,300 a year. Tax exemptions for day care are limited, and give higher net subsidies to the more affluent. Day care costs of \$3,300 per child, with a limited tax write-off, represents a prohibitive proportion of after-tax income for a second family earner at \$8,200 gross income a year. Thus, less costly and frequently inadequate private arrangements are made.⁵⁵

Throughout interviews and exchanges for the Part I and Part II reports, the absence of affordable and adequate day care was continually cited as a major crisis in the suburbs. A Metro Social Services day care task force has estimated that 1,105 additional subsidized places are needed just to overcome distributions within present levels of

⁵⁵ See: Social Planning Council of Metropolitan Toronto, Project Child Care, studies and reports of private child care arrangements.

- Percentage and number of two parent families with both parents in the labour force, 1976
- Percentage and number of single parent families, with single parent in the labour force, 1976

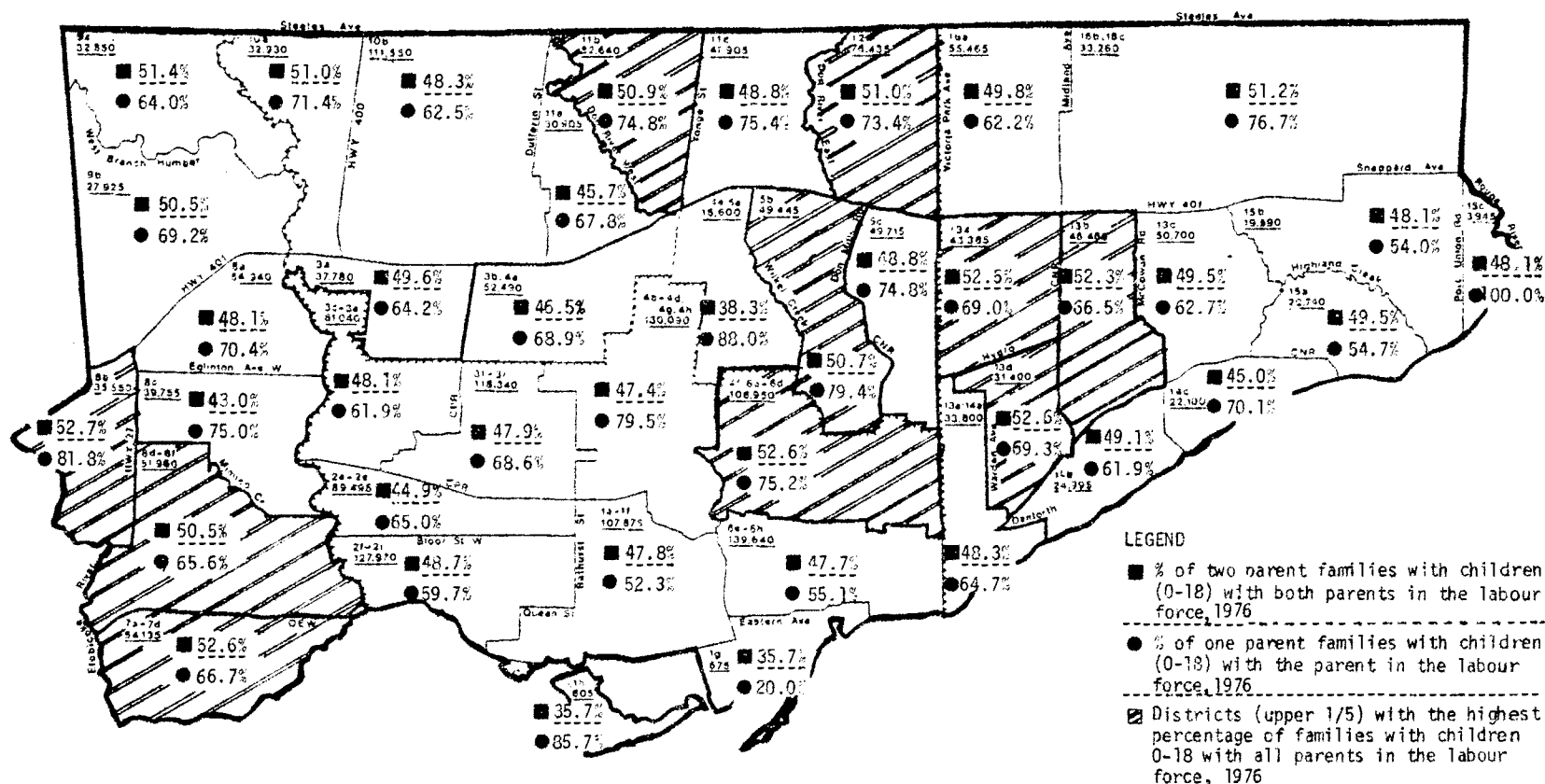


Data Source: Children in Metropolitan Toronto, Metropolitan Toronto Planning Department, September 1979

Figure: 30

Distributions: Parents in the Labour Force, 1976

- 189 -



Data Source:

Children in Metropolitan Toronto, Special Committee on Children's Services, September 1979

inadequacy in Metro.⁵⁶ Recently Metro Council heard from over 90 groups in the community citing the current crisis.

The cost for subsidized day care is distributed as follows: 20% Metro, 30% Ontario government, 50% federal government. When Ontario refuses to finance needed day care in Metro, it prevents federal government dollars from being transferred to Metro to serve social needs. The government of Ontario is not a major net contributor to subsidized day care. Ontario's claim that it lacks the fiscal resources to meet urgent day care needs in Metro is of limited credibility. Increasing the provincial day care budget by 14% to \$48 million (which includes federal contributions) is not enough. Firstly, in constant dollars this represents a real growth of only 4% for 1980. Secondly, provincial funding in recent years has been so sparse that wages of child care staff are unacceptably low, positions have not been filled, and facilities are in need of supplies and refurbishing. In 1980, Metro will

⁵⁶ Metro Commissioner of Social Services, Interim Report of the Metro Day Care Planning Task Force, May 30, 1980.

not receive sufficient provincial support to meet the limited goal of 300 new subsidized places.

The attitude of the Ontario government is reflected in comments made by the Minister of Community and Social Services to the review of Ministry estimates in November 1979.⁵⁷

"I don't believe the need is as large as some perceive. Some of the figures used in the public discussions really just look at the total number of children in the community under the age of five and say that is the need. I don't think that is representative of the need; there are other alternatives and other choices that many families are able to make and do make. I certainly would agree, however, that the need is greater than we are able to meet in total at this time."

We would concur with the Minister that there is a need for more precision in defining immediate targets for day care spending. Universal and free day care may be a desirable long-term objective. The annual cost of such a program in current dollars would exceed \$1.5 a year. However, the

⁵⁷ Honourable K. Norton, Ontario Minister of Community and Social Services, Estimates, Social Development Committee, Hansard, Wednesday November 7, 1979, p. 5-1202.

prohibitive costs of introducing a universal program at this time cannot remain the province's perpetual justification for refusing to significantly expand day care spaces.

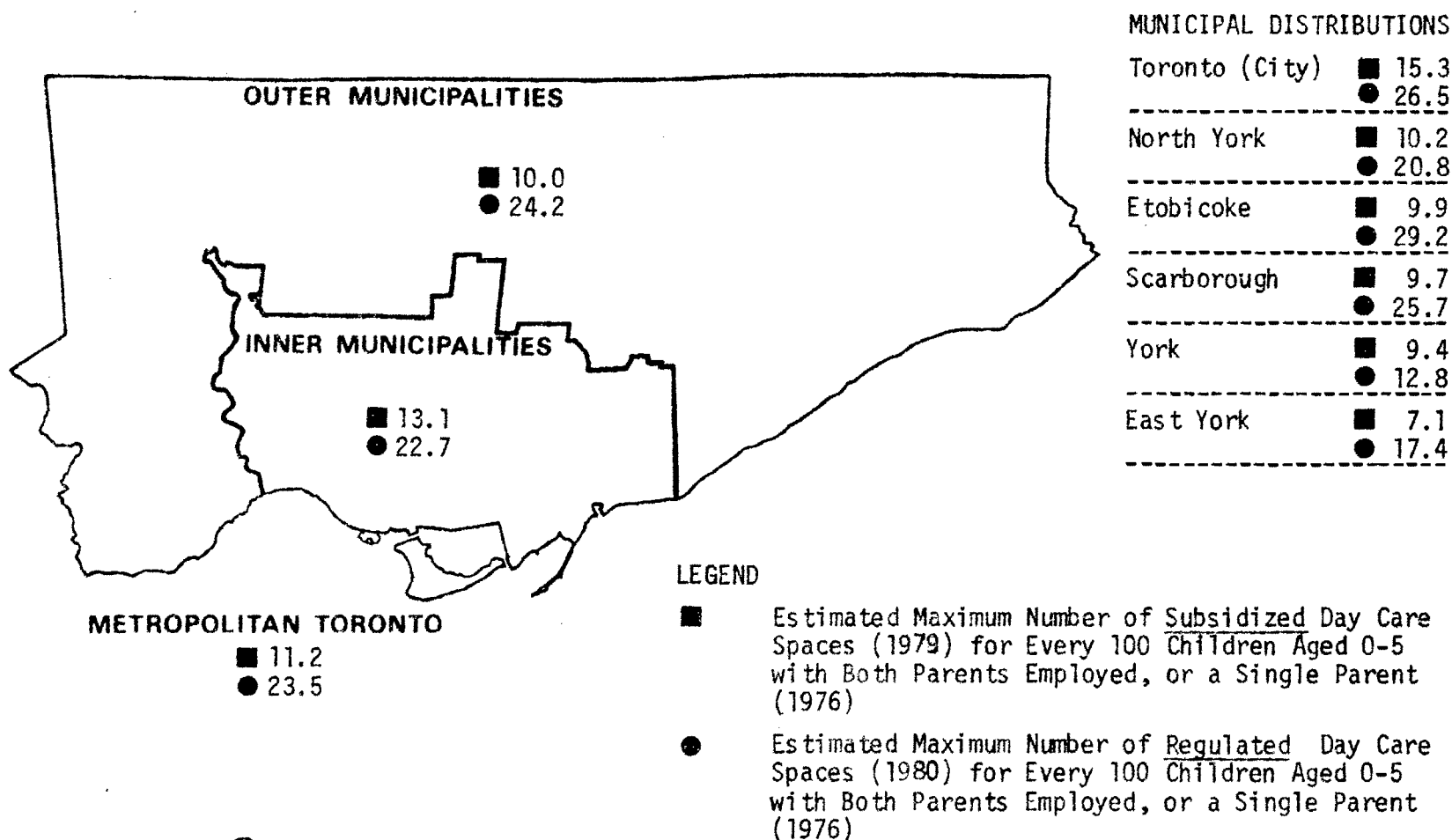
As an alternative, we are proposing a five year plan to increase access for subsidized quality day care for pre-school children in the suburbs and across Metro.

In 1976, there were 70,000 pre-school children (aged 0-5) in Metro with both parents, or the single parent, in the labour force. For these children, child care arrangements are essential. Data from the 1976 Census describes conditions four years ago. Since 1976, divorces in Ontario are up 30%; labour force participation rates for women remain high. In 1976, there were 138,000 children aged 0-4 in Metro. The Ontario projection of 1978, which shows a population decline for Metro in the eighties, projected 142,000 children aged 0-4 in Metro by 1981. This reflects age cohorts of women in prime child-bearing years.

We would accept the 1976 figures as useful estimates to assess the distribution of subsidized and regulated day care spaces in Metro for pre-school children with working parents. Figure 31 estimates that in the suburbs there are only 10 subsidized places for every 100 pre-school children with both parents working, or with a single parent. We estimate that there are a maximum of 24 regulated positions in the suburbs for every 100 pre-school children needing care. Figure 32 identifies the inadequate distribution of subsidized care north of Highway 401, relative to the current Metro average. Figure 33 demonstrates a similar pattern of access to regulated care.

Clearly, levels of access to subsidized and regulated care for pre-school children in Metro in need of care are frighteningly inadequate. We would propose as a minimum objective that by the end of the next five years there be 25 fully subsidized day care places available in Metro for every 100 pre-school children with both parents working, or with a single parent.

Distributions: Estimated Number of Subsidized (1979) and Regulated (1980) Day Care Spaces for Every 100 Young Children with Both Parents Employed, or a Single Parent (1976)



Data Sources: ① Statistics Canada
 ② Metro Social Services Department
 ③ Ontario Ministry of Community and Social Services

For public spending purposes, we would reduce the 1976 figure of 70,000 children by 10% to 63,000 children in formulating the target to be reached after five years. With a ratio of 25 subsidized places for every 100 children, we would require 15,750 pre-school subsidized places at the end of five years. Currently in Metro, we have around 7,000 subsidized pre-school places. To meet the target would require 1,750 new subsidized pre-school places for each of the five years.

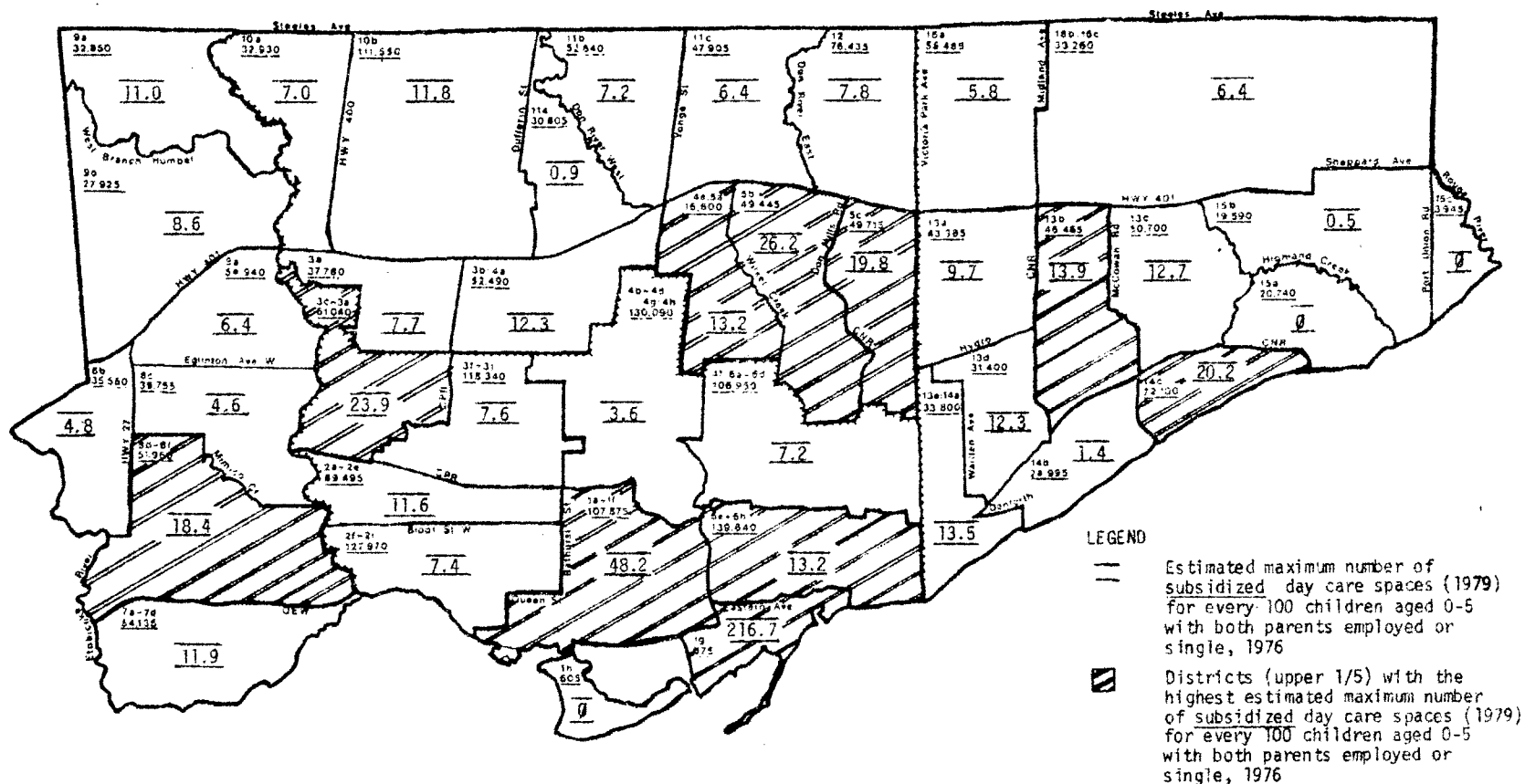
The net additional cost in year one for Ontario to finance 1,750 new pre-school spaces in Metro would not exceed \$1.7 million (30% of \$3,300 per space). In our judgement, Ontario has the fiscal capacity to meet these targets in Metro.

RECOMMENDATION 7.3 -- ONTARIO COST-SHARE A FIVE YEAR PLAN TO INCREASE SUBSIDIZED DAY CARE FOR PRE-SCHOOL CHILDREN IN METROPOLITAN TORONTO BY 1,750 NEW SPACES EACH YEAR. ESTIMATED COST FOR YEAR ONE: METRO COUNCIL - \$1.2 MILLION; ONTARIO GOVERNMENT - \$1.7 MILLION; FEDERAL GOVERNMENT \$2.9 MILLION.

Some of the proposed increase in subsidized pre-school places could come from existing day care centres, where spaces may be available. New day care centres will also be required if the five year target is to be met. We are not able to project the number of new suburban day care centres which would be needed. Our preference would be for new day care centres to be set up in existing facilities, where there is surplus space. Capital financing will be required from the province either to adapt existing facilities or build new centres. In each Metro municipality, it would be important to document the number of existing facilities which could be adapted for pre-school care. Existing facilities could include schools; recreation, religious and cultural centres; and apartment facilities.

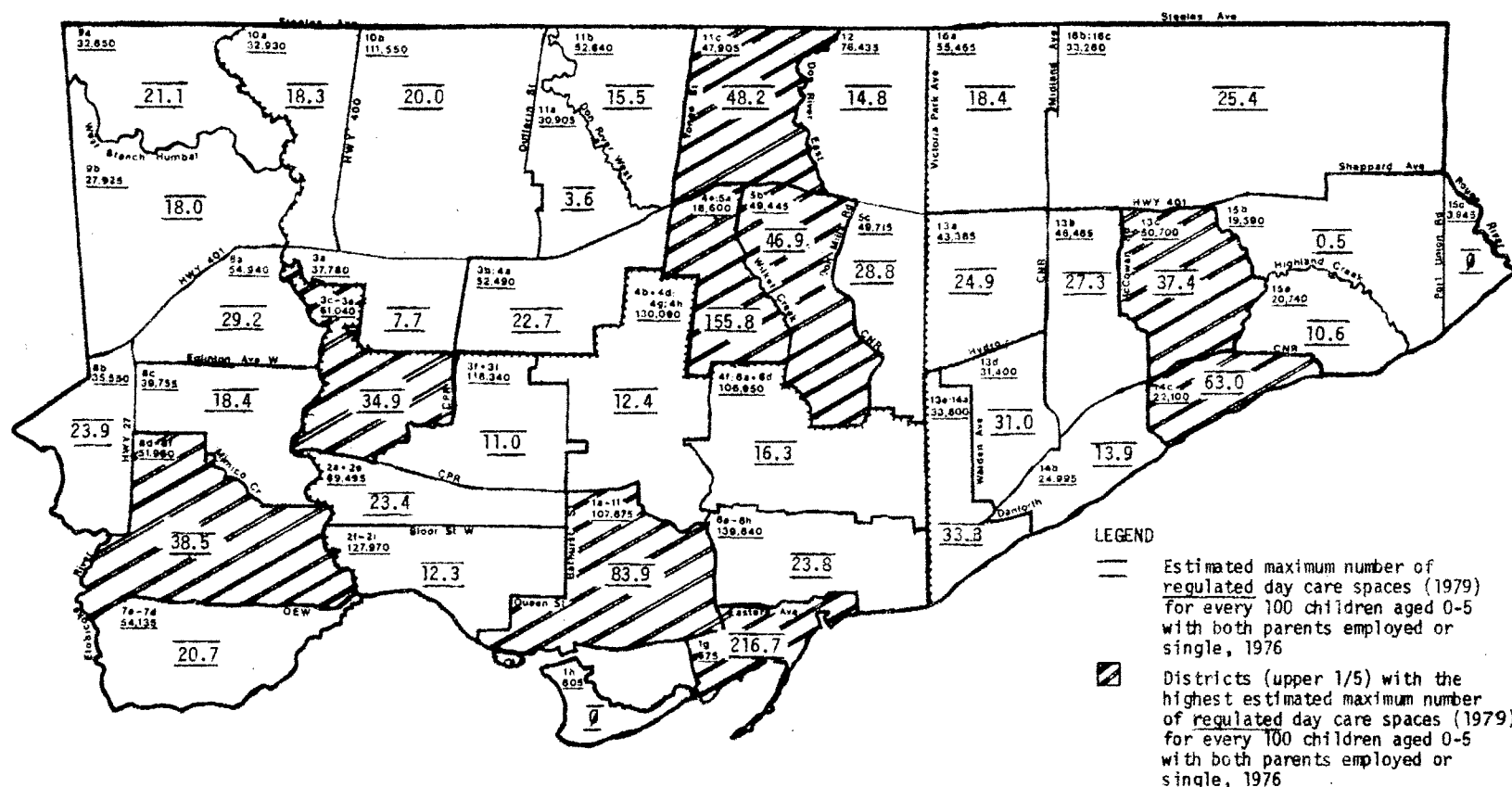
RECOMMENDATION 7.4 -- MUNICIPALITIES PREPARE AN INVENTORY OF AVAILABLE PUBLIC AND COMMUNITY FACILITIES WHICH COULD BE SUITABLE FOR THE PROVISION OF PRE-SCHOOL DAY CARE PROGRAMS.

Distributions: Estimated Maximum Number of Subsidized Day Care Spaces, 1979 for Every 100 Children Aged 0-5 with Both Parents Employed or Single, 1976



Data Sources: Statistics Canada
Metro Social Services Department; May 30, 1980

Distributions: Estimated Maximum Number of Regulated Day Care Spaces, 1979, for Every 100 Children Aged 0-5 with Both Parents Employed or Single, 1976



Data Sources: Statistics Canada
 Metro Social Services Department; May 30, 1980

The special emphasis in recommendation 7.3 is on the urgent need for pre-school day care. We recognize that younger school age children whose parents are in the labour force during the day require lunch time and after school programs. In this area, the issue of responsibility is more diffuse. Metro Social Services, boards of education, and recreation departments, all share some role in providing opportunities for younger school-age children to be under responsible supervision when their parents are not at home. Some of the recommendations which follow in this section identify programs or activities to serve younger school-age children. Co-ordinated planning for school-age child care should be a special concern of municipal liaison boards.

Day care is one part of a continuum of support reviewed in the suburbs for a diversity of family situations. In a survey of agencies serving children conducted by the North York Inter-Agency Council, the most frequent concerns cited were: (1) cultural adjustment of immigrant

families; (2) broken homes/single parents; (3) lack of parenting skills and lack of parent relief.⁵⁸

With fewer younger children in the suburbs, parenting can become a more isolated experience. Parents at home raising younger children full-time need contact with other parents and family support programs.

Child-parent centres are community services where parents share common concerns with other parents, and receive support and advice from family consultants.⁵⁹ Younger children have access to an indoor-play environment, where stimulation and social experience is available. Some centres provide opportunities for parent relief, after the parent and child have spent time together at the centre. In 1980, the provincial government will be financing four child-parent centres

⁵⁸ North York Inter-Agency Council, Children's Services Committee, Needs and Planning Survey, conducted by Community Concern Associates Ltd., June 1979.

⁵⁹ Toronto Child-Parent Development Centre, The Children's Storefront: A Description, Toronto 1980.

in Metro -- one in North York and three in the City of Toronto. Each centre receives Metro Council support; those in the City of Toronto are also municipally assisted. There is a clear need to extend the development of child-parent centres in suburban communities to promote parent education and to help parents extend their own informal networks of social support. The core operating budget of a child-parent centre can range from \$35,000 to \$60,000 a year. This investment in family support is minimal compared to the costs of removing a child to residential care when the strengths of the family are not sufficiently developed.

Family needs extend into the hours when agencies close down -- in the evenings and on weekends. In neighbourhood and agency consultations, we were informed that little direct family support is available when tensions or crises break out after hours. Evening family support units are particularly required in high need suburban communities.⁶⁰ They would

respond to domestic disputes, offer relief to children when parent behaviour is a source of distress, and counsel youth in families going through inter-generational conflict. With many parents in the labour force, opportunities for advice and assistance are required in after-hour periods. Evening family support programs might be part of the services offered by a child-parent centre, or could be offered through a child welfare agency. Schools might advise parents that a family worker, or perhaps a teacher, would be on call certain evenings, should this be needed.

RECOMMENDATION 7.5 -- THE GOVERNMENT OF ONTARIO, METRO COUNCIL, AND VOLUNTARY FUNDERS ESTABLISH CHILD-PARENT CENTRES AND AFTER-HOUR SUPPORT PROGRAMS IN COMMUNITIES WITH SPECIAL FAMILY NEEDS.

Schools are a critical part of any family support strategy in the suburbs. We have recommended that a comprehensive review of special needs be conducted by the two Metro boards, and that the financial implications be spelled out (Recommendation 4.4). This would increase the financial resources available to respond to problems. Nevertheless,

⁶⁰ Contact, "Evening Shift and Social Workers", Flemington Park Community Newspaper, July 19, 1979.

the responsibility for identifying special needs and developing programs which deal with children's concerns rests with individual boards of education. Suburban boards have been slow to recognize that their schools include immigrant children who need help in adjusting, and children from families under acute stress.

In June 1979, the North York Board of Education undertook a special needs review for that system. The purpose was to identify the types of special needs in North York schools, and propose new board initiatives. In a progress report submitted in January 1980, special conditions affecting child development were cited:⁶¹

- children with emotional/physical/mental handicaps;
- gifted and talented children;
- children living in multi-cultural environments;

⁶¹ North York Board of Education, Special Needs Consultant, Interim Report on Schools With Special Needs, January 1980, p.8-14.

- children living in urban "high need" areas;
- adolescents in special states of transition;
- children in families with mental health concerns.

The North York strategy is to build up the strength of individual schools, to then identify and submit proposals for responding to the range of special needs of their children. This includes increased resources to make parents full partners in the schooling of their children. School-community relations workers are vital in relating parents to the education of their children, particularly where more than one language or dialect is spoken at home. Without a developed partnership with parents, efforts by the schools can be less effective. Within the schools new emphasis is required on helping educational leaders become more sensitive to family diversity and multi-cultural realities. Additional educational resources are required in suburban schools with special needs, but within a framework of parent involvement and shared responsibility.

RECOMMENDATION 7.6 -- ETOBICOKE AND SCARBOROUGH BOARDS OF EDUCATION UNDERTAKE SPECIAL NEEDS STUDIES IN THEIR RESPECTIVE MUNICIPALITIES.

It is imperative that the Etobicoke and Scarborough boards initiate special needs studies to identify the special resources which their schools require, and that all three boards extend the availability of resources to link parents with their schools. Linkage of parents means more than forming an association with the school; it means multi-lingual workers from the schools who work with existing ethno-cultural and family groups in the community, and develop parent orientation and education programs.

RECOMMENDATION 7.7 -- SUBURBAN BOARDS OF EDUCATION ENGAGE A SUFFICIENT NUMBER OF COMMUNITY RELATIONS WORKERS TO FACILITATE THE INVOLVEMENT OF PARENTS AND LOCAL SCHOOLS AROUND ISSUES OF MUTUAL CONCERN.

Services for children should recognize the family context in providing support. This is a major theme of the Metro Special Committee which proposed the formation of a Metro Children's Council.⁶² Part of the suburban continuum of family support must include crisis accommodation facilities. In Recommendation 7.1, we cited the need for Metro Council to formulate distribution standards to permit emergency facilities in the suburbs. Public and voluntary agencies should ensure that these facilities are in fact set up in the suburbs. Given extensive distances in the suburbs, at least two crisis facilities for women and children are required now in each suburban municipality.

RECOMMENDATION 7.8 -- CRISIS ACCOMMODATION FACILITIES FOR WOMEN AND CHILDREN BE AVAILABLE AND ACCESSIBLE IN EACH SUBURBAN MUNICIPALITY.

⁶² Metro Special Committee on Children's Services, Children's Services in Metropolitan Toronto, August 1980, p. 1 and 2.

D. Youth

The need for urban youth services which recognize the fragility of adolescent and young adult years has been a persistent theme in the post-war years. There are cycles of public concern in which visible acts of youth vandalism, violence, or self-destruction precipitate a search for community responses. We are into one such cycle at present, more particularly focused this time in Metro's suburbs.

Sixteen years ago a similar cycle of concern swept through Metro:⁶³

"As this is being written the front pages of Toronto newspapers are emblazoned with accounts of youthful vandals who broke into a high school and flooded the gymnasium by ripping out a water fountain system, wrecked pianos and violins in the music room, and smashed school trophies they found in a trophy cabinet. Such apparently senseless acts of destruction have become commonplace in Toronto, and indeed, elsewhere. Metropolitan Toronto School Board estimates

that vandalism costs the taxpayer several thousand dollars last year The growing number of such acts is reflected in a recent report issued by the Metropolitan Toronto Police; last year (1963) the number of juvenile offenders increased by 12.5%." (p.6)

The Geneva Park Consultation of 1964, which included senior Metro officials and community agencies, developed an extensive set of directions for responding to Metro's youth needs. Many of these directions have since been implemented in the community. These include extension of clinical and residential treatment services and upgrading of school guidance and child adjustment services. Since the consultation, Metro's police force has established a youth services division. In response to a cycle of concern in the late sixties, temporary street clinics, emergency hostels, and short-term federal job creation programs were developed.

A number of major proposals for helping youth which came out of Geneva Park in 1964 still await action in Metro:

⁶³ Consultation for Action on Unreached Youth, Reaching the "Unreached Youth": An Urgent Problem Facing the Community, Geneva Park - Lake Couchiching, April 21 - 24, 1964; A project of the Social Planning Council of Metropolitan Toronto.

- services and programs to bridge the gap between "learning and earning";
- answers to the question posed in 1964: "whose responsibility are ... youth and what is the division of labour in aiding them?" (p. 15);
- consistent and ongoing forms of outreach work to develop close "one to one" relationships with alienated youth;
- the need for a central youth services centre in each municipality to develop new approaches in working with hard-to-reach youth, and to serve as an integrated source of support to organizations servicing youth;
- raising the legal age of "juveniles" to age 18, to ensure continuity of support throughout the adolescent years.

In Metro's suburbs, youth now are the largest age group in many communities. This trend will level off by the mid-eighties. There are new social conditions which are part of the current cycle of concern:

- (a) high levels of youth unemployment; in the seventies, nearly 50% of the unemployed were between the ages of 15 - 24.
- (b) family instability; frequently divorce occurs in the 10th - 15th year of a marriage, when many children are entering adolescence. Single parent families are new settings for serious child poverty.
- (c) multi-cultural and multi-racial diversity; family tensions focus on conflict over traditional values and new ways. Racial tension between youth sometimes reaches violent levels.

During the past two years, Metro's suburban communities have been gripped by tension over youth violence and disorder in the schools, and outbursts in local communities. During the same period, a City of Toronto Board of Education review of special needs in secondary schools cited some teacher concerns around vandalism and

"tenser" school conditions, but noted that:⁶⁴

"... only a few school staffs mentioned physical violence or fear of physical violence." (p. 15)

More acute states of unease and tension in Metro's suburbs can be related to two factors: (1) weak structures of community life in the suburbs (Section 6.0); limited opportunities for local identity and integration; youth frustration and anger directed to public and corporate targets; (2) serious delays by suburban boards of education in responding to the pressing social needs of youth in their schools.

Initial suburban responses to youth outbursts have been provoked by fear. There is a dominant view that getting tough -- fines, restitution, jail sentences without probation, increased security systems -- is sufficient in itself. Hostile acts must be curtailed. The root causes

⁶⁴ Toronto (City) Board of Education, Office of the Director, Re: Inner City Criteria Review - Secondary, August 29, 1979.

which prompt young people into acts of social despair or self-destruction must also be addressed.

Young people mirror adult living patterns and values. They share the general sense of economic apprehension as it relates to their immediate circumstances and the future. The goal is not to excuse or explain away current behaviours, but to provide alternative opportunities for youth energies, and thereby confer some sense of self-esteem, productivity, and responsibility.

The North York Board of Education reflected these objectives in a task force report on discipline in 1978:⁶⁵

"Discipline occurs when the best means available are selected to help students develop so that they become self-directed individuals who relate well to others and who are prepared to make a positive contribution to society, while preserving the dignity of the individual.

The Task Force does not consider that discipline and punishment are synonymous, nor that discipline and compassion are opposites. We view discipline as a learning process and a vital part of education." (p. 7)

⁶⁵ North York Board of Education, Report of the Task Force on Discipline, July 1978.

There are a number of constructive initiatives underway at different government levels which offer some promise to meet suburban youth needs. Provincially, there is the Task Force on Vandalism, headed by Judge Lucien Beaulieu, due to report by early 1981. This task force can be expected to place youth vandalism in the broad social perspective that is required. A provincial review of secondary education is being conducted at present by Duncan Green (Director, Toronto Board of Education). This review will most certainly draw out the critical links between secondary education and preparedness for labour force participation. With the assistance of a federal grant, Metro Council is developing the outlines of a youth employment strategy. There is a clear commitment by Metro Council to develop a multi-year plan with continuity, rather than generate short-term, dead-end jobs.

Suburban boards of education are beginning to emphasize programs which link learning to the world of work. This is particularly important at a time when youth unemployment is high, and labour force needs for skilled trades cannot be fully met from within Ontario. North York is moving heavily into co-operative education programs

featuring credit and non-credit learning in community job placements. Included in North York's programs are student community enterprises combining training and direct service to the public. In 1980, North York is completing new shop facilities at six of its city's high schools. Both Scarborough and Etobicoke are establishing special secondary programs to retain students who would normally drop out.

In Etobicoke, the borough recently invested \$25,000 to initiate a pilot unstructured recreation program for youth who are less attracted to scheduled activities. In North York, discussions are proceeding around the use of a vacant school as a centre for youth services.

These are all important beginnings; but these efforts must persist even when the current suburban cycle of concern eases up slightly. The needs will still be there. The development of an adequate suburban network of youth services by Metro Council and municipal agencies is long overdue. The recommendations which follow highlight priorities for immediate action.

Work-study programs of boards of education are important sources of self-esteem and productivity for young people. They can also enable young people to make a contribution to their communities. Co-operative education should also include inter-generational programs for youth to stress family studies and community service placements with school-age children. Placements could include the operation of after school child care programs, combining a "big brothers/big sisters" approach with the organization of activities and tutoring. Other services provided could be availability for evening and weekend child care activities. Family studies and work placements would provide needed services for families and children. These programs would also be of value to adolescents in learning about parenting experiences and in assuming responsibilities for others. For younger children, exposure to an older youth can be a special source of stimulation and companionship, particularly where younger children are adjusting to a new culture.

RECOMMENDATION 7.9 -- SUBURBAN BOARDS OF EDUCATION SECURE THE FUNDING NECESSARY TO EXPAND INTEGRATED WORK-STUDY PROGRAMS (CO-OPERATIVE EDUCATION, EARLY SCHOOL LEAVING) IN THEIR MUNICIPALITIES, TO INCLUDE FAMILY STUDIES AND COMMUNITY SERVICE PLACEMENTS.

The present confusion and fragmentation of responsibility for serving youth must be overcome. Adolescent and young adult years are a continuous period of development and transition. At present, service sectors assume a specialized and therefore limited responsibility for youth. Of special concern are the following groups: (1) youth who drop out of school at age 16 or over, and are in need of counselling and support. Ontario legislation covers juveniles only until they are sixteen. Services specifically directed to troubled youth over age 16 are limited. Many young adults are unable or afraid to use adult services.⁶⁶ A major concern about pregnant

⁶⁶ D. Sacks, Acting Director of the Adolescent Clinic, Hospital for Sick Children quoted in D. Lipovenko, "Teen-Agers Fear Being Forced to Have Abortions: M.D.", Globe & Mail, Jan. 3, 1980.

teenagers is their delay in seeking help from mainstream sources, with poor consequences for their health, and the health of their child; (2) alienated and less motivated youth, for whom youth outreach work is urgently needed. Once outreach has taken place, it is important that effective back-up resources be available to help young people find new directions; (3) youth who are newcomers to Canadian culture and to urban living, with limited awareness of training and continuing education opportunities.

One of the first priorities of liaison boards should be to establish youth committees to integrate planning of community services for youth. In each suburban municipality a central youth resources centre should be established to be visible and widely publicized, where integrated counselling and support would be available. These centres should organize the deployment of detached workers and operate in joint ventures with neighbourhood voluntary agencies, wherever possible. Consultants from youth resource centres should be available to assist community associations in developing projects related to youth or their families.

RECOMMENDATION 7.10 -- SUBURBAN BOARDS OF EDUCATION AND METRO COUNCIL ESTABLISH WITH VOLUNTARY AGENCIES A CENTRAL YOUTH RESOURCE CENTRE IN EACH MUNICIPALITY WITH INTEGRATED COUNSELLING FOR PERSONAL OR FAMILY CONCERNS, AND SUPPORT SERVICES FOR EMPLOYMENT TRAINING AND PLACEMENT.

Youth support in the suburbs should also be directed to families. At present, the concept of parent education is primarily associated with infants and younger children. Some of the most trying years for parents start when children reach adolescence. Where parenting practices have not helped young people learn to exercise independent judgement, rebellion against arbitrary authority can and frequently does emerge. Children's aid societies in Metro report that adolescents requiring care and support come from all income groups. The breakdown of relationships between parents and children is quite significant. Education programs directed to parents with adolescent children are critically needed. Without an adequate awareness of adolescent development and transition, fear and panic set in. This prevents parents from providing sound frameworks of guidance, limits, and sensitivity. Generalized

adult anger and arbitrariness toward youth are far less effective than the strength which flows from a secure confidence in the parent role.

RECOMMENDATION 7.11 -- PUBLIC AND VOLUNTARY FAMILY AGENCIES EXTEND (OR INITIATE) EDUCATION AND SUPPORT PROGRAMS FOR PARENTS OF ADOLESCENT CHILDREN.

In Part II consultations with youth from low income suburban areas, concerns were frequently raised about the absence of affordable athletic and cultural programs for young people.⁶⁷

Organized programs provide opportunities for young people to pursue special interests, acquire a sense of competence, and, where group experiences take place, develop a sense of belonging and identity. We are aware that such opportunities do exist in the suburbs, but they are not extensive enough, and are missing many youth for whom costly fees are a real barrier to participation. In some low income families,

earnings of youth from part-time work are contributed to the family. Paying \$40 - \$60 to participate in a hockey or football league, or a high fee for crafts, are prohibitive.

RECOMMENDATION 7.12 -- SUBURBAN RECREATION DEPARTMENTS -- IN COLLABORATION WITH COMMUNITY AGENCIES, BUSINESS ASSOCIATIONS, AND SERVICE CLUBS -- REVIEW THE AVAILABILITY OF AFFORDABLE ORGANIZED ATHLETIC AND CULTURAL PROGRAMS TO MEET THE DIVERSE INTERESTS OF CHILDREN AND YOUTH FROM FAMILIES WITH LIMITED INCOMES.

Recreation facilities in a community should include areas for casual activities. For older youth, paved surfaces permit informal games of basketball, handball, skateboarding, cycling, and hopscotch. Similarly, access to indoor gyms for unstructured activity, can be important sources of leisure. We are aware that facilities for casual activity vary in suburban communities. An inventory of what exists should be carried out to ensure that areas with concentrations of children and youth have suitable facilities for casual activities.

⁶⁷ Also cited in: The Peanut Youth Research Project, A Survey into the Needs of Youth Aged Ten - Eighteen in the Peanut Community, Local Initiatives Project, July 1977.

RECOMMENDATION 7.13 -- SUBURBAN RECREATION DEPARTMENTS PROVIDE CASUAL RECREATION FACILITIES FOR OLDER CHILDREN AND YOUTH IN NEIGHBOURHOODS WHERE THEY ARE REQUIRED.

Suburban communities must include a continuum of support for troubled youth. There are few temporary shelters and crisis accommodations in suburban communities. For young adults in trouble with the law, additional opportunities to promote rehabilitation through socially productive work in the community are required.

RECOMMENDATION 7.14 -- TEMPORARY SHELTERS AND CRISIS ACCOMMODATION FACILITIES FOR DISTRESSED YOUTH BE AVAILABLE AND ACCESSIBLE IN EACH SUBURBAN MUNICIPALITY.

RECOMMENDATION 7.15 -- COMMUNITY GROUPS AND COURTS DEVELOP ADDITIONAL COMMUNITY SERVICE ALTERNATIVES TO PRESENT PROBATION OR INCARCERATION POLICIES.

Recommendations for a network of suburban youth services assume a metropolitan and suburban commitment to address the root causes of youth unrest, and not just to contain outbursts and disruptions. Periods of calm with young people can be deceptive, where underlying tensions are unaddressed. Adolescence and young adulthood are difficult and sometimes volatile periods of growth. The responses we provide to youth needs now, contribute to the quality of family and adult life which we can expect from succeeding generations.

The greatest danger in the suburbs is to reduce complex adolescent and young adult needs into slogans and simple solutions. Adolescent discipline and responsibility will not be accomplished through intimidation or exhortation. New suburban opportunities are required for purposeful and productive activities and youth involvements with the general community.

E. Recent Immigrants

Metro's suburban municipalities contain a mixture of cultures and races, reflecting national immigration patterns within the past decade. The

Part I Report noted that 50% of all immigrants to Metro settled in the suburbs. Figures 34 and 35 locate concentrations of 500 or more recent immigrants to Metro in 1971 and 1976. The thinning out of settlement concentrations in the City of Toronto, and the growth of concentrations in the suburbs by 1976 are graphically conveyed. Since 1976, there have been fewer immigrants to Canada and lower proportions coming to Ontario. This means reduced numbers of immigrants to Metro and the suburbs. With the recent admission of large numbers of Indo-Chinese refugees, this trend may be slightly reversed.

While there may be reduced numbers of immigrants, there is a need to deal with the social implications of immigrant settlement patterns of the late sixties and seventies. Recommended suburban adaptations and special services for children, families, and youth, previously cited, would directly benefit suburban immigrant families. This section spells out additional priorities.

Cultural adjustment in a new society and to suburban living conditions is a source of family tension and stress. Many forms of family support

can be offered through established agencies, if multi-lingual capabilities are developed. Very often, issues related to cultural and religious values require special sensitivities in work with immigrant families. These issues can include conflict with respect to marriage customs, male/female roles, the relationship of parents to children, and appropriate public relations. In such situations, community agencies require counsellors with a special awareness for the cultural dimensions of family stress.

As part of the continuum of child welfare and family services, the provincial government should finance family support work with multi-cultural groups. This means provincial funding levels of 80% for such programs, as is the case with purchased counselling services, children's aid societies, day care, and homemaker support programs. Special family service capabilities are particularly important in Metro's suburbs where immigrant families can be isolated from extended family and community support.

RECOMMENDATION 7.16 -- THE GOVERNMENT OF ONTARIO APPROPRIATELY FINANCE FAMILY SUPPORT PROGRAMS OF COMMUNITY AGENCIES SERVING DISPERSED AND ISOLATED MULTI-CULTURAL GROUPS.

Immigrant services are concentrated in the urban centre reflecting traditional patterns of immigrant settlement. The multi-cultural mix of suburban immigration however, necessitates the availability of visible one-stop resource centres in suburban areas of high concentrations. Some agencies serving particular cultural groups have extended their services to the suburbs; English language classes for adults are available in decentralized suburban locations. Such centres should offer information and provide assistance with employment, health care, housing, and other related orientation and settlement concerns.

RECOMMENDATION 7.17 -- THE FEDERAL GOVERNMENT
FINANCE IMMIGRANT RESOURCE CENTRES IN PRIMARY
IMMIGRANT SETTLEMENT AREAS IN THE SUBURBS.

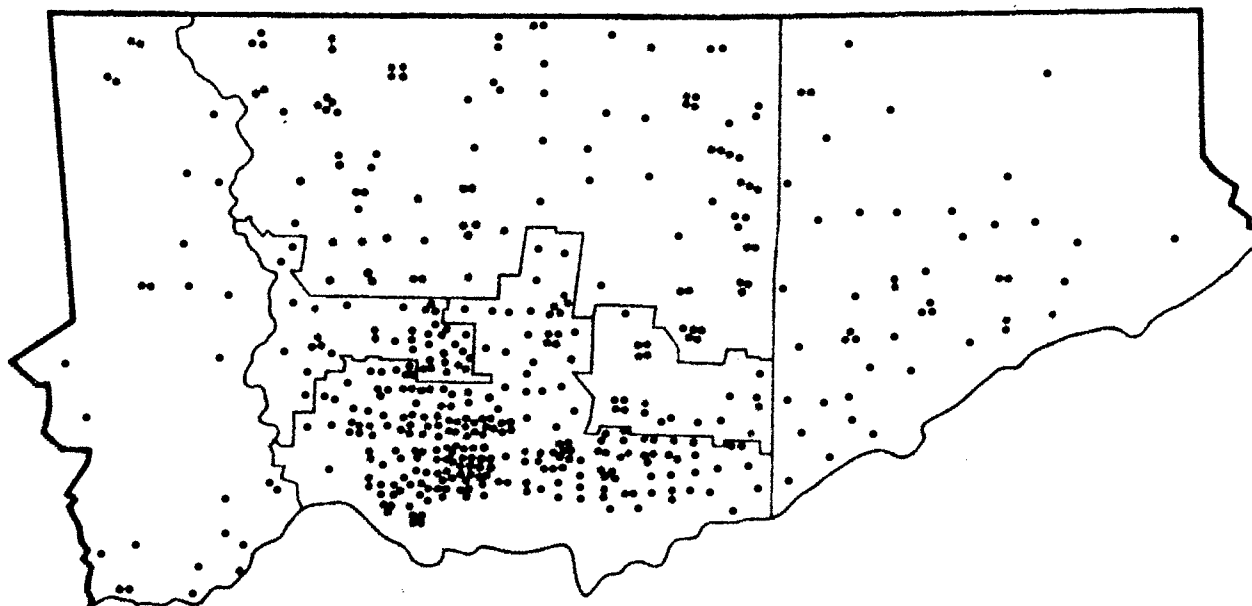
At present, information booklets for immigrants are published by the provincial government, public agencies, and some local suburban groups. Scattered information resources make the process of orientation difficult. Many languages are spoken in Metro's suburbs. It is costly for individual public agencies to develop information

materials in every language. Multi-lingual orientation and information documents prepared centrally would be a cost effective way to help suburban newcomers understand the resources and opportunities which are available to them. The information mandate of the library suggests that this agency should provide leadership in developing multi-lingual resources.

RECOMMENDATION 7.18 -- SUBURBAN LIBRARIES
WORK WITH PUBLIC AND VOLUNTARY AGENCIES TO
REVIEW THE ADEQUACY OF MULTI-LINGUAL INFORMATION
SERVICES AND RESOURCE MATERIALS.

Ontario's new approach to multi-culturalism stresses the promotion of citizenship among newcomers to the province. This means helping newcomers both affirm their cultural identity and become fully integrated into Ontario life. In 1979, the Premier of Ontario outlined his aspirations as follows:

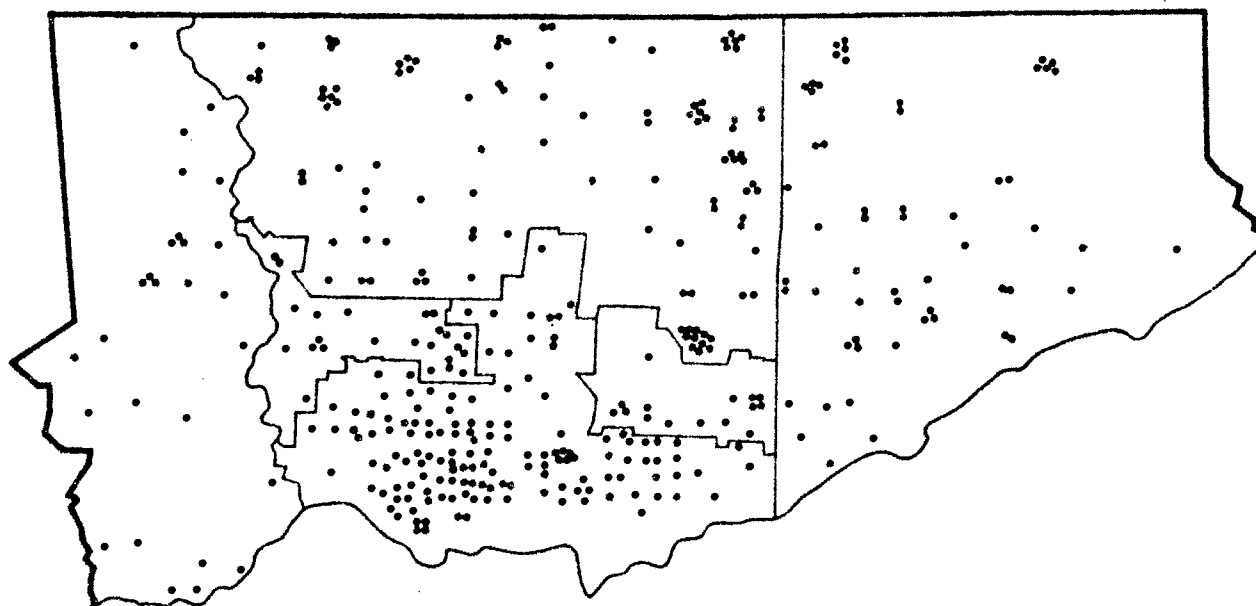
"I'd like to think that we in this country would be prepared to embark upon the creative development of a new sense of citizenship within our schools, within our homes, within our factories, within the hearts and minds



Note: One dot represents 500 persons aged 5 and over who immigrated to Canada in the previous 5 years

Data Source: City of Toronto Planning and Development Department

Figure: 35 Location of Recent Immigrants to Metropolitan Toronto, 1976



Note: One dot represents 500 persons aged 5 and over who immigrated to Canada in the previous 5 years

Data Source: City of Toronto Planning and Development Department

of our people which is based upon the best this country has to offer and the best each and every citizen is prepared to share with his country."⁶⁸

Schools are critical settings which shape opportunity levels for citizenship for immigrant children and youth. In 1976, more immigrant families with school-age children had settled in the suburbs than in the urban centre (Part I - p. 178). A recent survey of Grade 3-6 students in North York found that one of every four children was born outside of Canada, of whom 50% had learned a language other than English as their first language.⁶⁹

In North York, there are four basic models of English as Second Language/Dialect (ESL/D) programs:

- (a) immersion - a student remains all day in regular classes and the teacher offers the student a differentiated program to meet

⁶⁸ Notes for an Address by the Honourable William G. Davis, Premier of Ontario, to the Ethnic Press Association of Ontario, Toronto, May 16, 1979, p. 12

⁶⁹ North York Board of Education, Office of the Director of Education, The North York English as a Second Language/Dialect Program, December 6, 1979, p. 12

his/her needs. A resource teacher may be available to assist the classroom teacher;

- (b) withdrawal - a student spends part of the day in regular classes and part in an ESL/D class;
- (c) reception/segregated - a student spends all day in an ESL/D class (for students with academic deficiencies or special adjustment needs);
- (d) transition - a student spends part of the day with a teacher/aide/volunteer who communicates in the student's native language (important to students who need help in bridging ancestral and new cultures, home and school).

Levels of ESL/D programs reflect the commitments by boards of education to help immigrant children and youth become accepted and productive members of the community. Suburban schools now have illiterate children arriving up to age 12 and 14. There are a number of concerns which multi-cultural associations and educators have about current ESL/D programs:

- children placed with peer groups that are younger, creating within the student a sense of social awkwardness;
- under-assessment of immigrant children; immigrant parents sometimes unaware of school procedures for assessment;
- need for transition programs at the secondary level; apprehension around adequacies of identification in secondary schools;
- freeze on teacher hirings which limit the possibilities of new teachers being hired, from multi-cultural backgrounds, particularly to work in immersion classes; limited availabilities of ESL/D teachers to assist classroom teachers in immersion programs;
- current Metro Board formula provisions which only calculate foreign-born students in Canada less than two years; does not include students born in Canada to immigrant parents who speak a language other than English. (There is a proposal at the Metro Board for a four year residence provision,

and the inclusion of children born in Canada).

None of Metro's suburban boards of education have standing committees on multi-culturalism, nor permanent liaison relationships with specific cultural groups. This is a serious omission. Without ongoing input by multi-cultural parents and community associations to board proceedings, local spending priorities do not reflect the significant presence of immigrant children in the schools. A standing committee should report directly to suburban boards, and be a group to which education staff consistently refer items with implications for immigrant school children.

Table 27 identifies Metro School Board allocations for ESL/D elementary teachers in 1979-80, and the number of ESL/D teachers who were assigned by each board of education. Scarborough and Etobicoke did not significantly increase their numbers of ESL/D teachers beyond the Metro allocation. In the case of Scarborough, large surpluses were returned to the Metro Board in 1978 and 1979.

Table: 27

Allocated and Assigned English as Second Language/
Dialect (ESL/D) Teachers, Elementary Schools,
Municipal Boards of Education, Metropolitan Toronto,
1979 - 1980

Municipal Board of Education	ESL/D Teachers	
	Allocated by Metro Board	Assigned by Municipal Board
North York	35	49
Scarborough	24	26
Etobicoke	11	13
Toronto (City)	50	96
York	11	15
East York	5	5

Data Source: Metropolitan Toronto School Board,
Report on ESL/D Staffing and Funding
Support, July 1980.

RECOMMENDATION 7.19 -- SUBURBAN BOARDS OF
EDUCATION ESTABLISH STANDING ADVISORY
COMMITTEES ON MULTI-CULTURALISM.

Suburban municipalities have begun to acknowledge the need for measures to reduce racial tensions, where they exist. The Mayor of North York established a committee on race relations to examine municipal policies and practices. The Ontario Human Rights Commission has established a race relations unit, with special staff to work with Metro municipalities. During the past year, the Mayor of Etobicoke, in his capacity as a Police Commission member, has held many constructive sessions with visible minority groups. The Mayor of Scarborough has been an articulate advocate for respecting the rights of minorities throughout Metro.

We commend the suburban mayors for exercising sound public leadership in promoting better race relations in their municipalities, and across Metro.

During the past three years pilot community committees on police and race relations have operated in Rexdale and in the Jane/Finch areas. These committees have begun a process of direct communication between local visible minority residents and senior police officials. The

experience is an unfamiliar one for both sides. Opportunities for direct contact and exchange, particularly when a local crisis erupts, is of immense value in avoiding polarization. There is still a long road ahead for these committees to overcome the barriers between front-line officers and local groups. These efforts should continue, and be extended to other suburban communities where required.

RECOMMENDATION 7.20 -- THE GOVERNMENT OF ONTARIO AND METRO COUNCIL COST-SHARE THE CONTINUATION, AND EXTENSION WHERE REQUIRED, OF COMMUNITY COMMITTEES ON POLICE AND RACE RELATIONS.

RECOMMENDATION 7.21 -- SUBURBAN MUNICIPAL COUNCILS ESTABLISH COMMITTEES ON RACE RELATIONS AS PROPOSED BY THE ONTARIO HUMAN RIGHTS COMMISSION.

F. Senior Adults

Of all groups with special needs, suburban municipalities are most sensitive to the concerns of senior adults. Many suburban seniors were the family pioneers of the early post-war period. With increased immigration to the suburbs, some seniors of multi-cultural backgrounds are newcomers to the community.

The number of seniors in Metro will grow significantly during the next ten years. Metro's aged dependence ratio (ratio of population 65+ to population 20-64) is expected to jump from 15.3 in 1976 to 20.5 in 1991 (Part I - p. 245).

The Part I report presented a distorted picture of the senior adult presence in the suburbs and Metro, by lumping together all people aged 60+ over into one category (p. 243-4). This misrepresents the diversity of adult experience and opportunities in the senior years. Table 28 identifies three major periods in the senior adult age span. The re-engagement years from ages 60-74. Social conditions for seniors are frequently changing through retirement or the death of a spouse. New needs emerge for personal and

METROPOLITAN TORONTO AGE DISTRIBUTION TRENDS: SENIOR ADULTS (Aged 60 and over)

Census 1976 and Ontario Projections in 1978

- numbers
- (percentage change over five years)

Senior Adult Age Spans	Census 1976	Projected 1981	Projected 1986	Projected 1991	Net Projected Changes 1976 - 1991
Ages 60-74 (Re - Engagement Period)	209,710 (-)	219,667 (+4.4%)	238,389 (+8.5%)	240,815 (+1.0%)	+ 31,105 (+14.8%)
Ages 75 - 84 (Transition Period)	57,535 (-)	65,162 (+13.3%)	71,547 (+9.8%)	76,290 (+6.6%)	+ 18,755 (+32.6%)
Aged 85+ (Frail Period)	15,745 (-)	18,703 (+18.8%)	21,996 (+17.6%)	24,610 (+11.9%)	+ 8,865 (+56.3%)
Totals	282,990 (-)	303,532 (+7.3%)	331,932 (+9.4%)	341,715 (+2.9%)	+ 58,725 (+20.8%)

Data Sources: Ontario Ministry of Treasury and Economics: Central Statistical Services
Statistics Canada

community relationships. From ages 75-84, physical stamina begins to decline; during this period, special home and community supports are most often required to sustain independent forms of community living. In the more frail years, from ages 85 onward, institutional care is the predominant pattern.

In this section we are concerned with opportunities for seniors in the suburbs to pursue productive experiences and activities during periods of re-engagement; and to acquire home support for independent living. Senior adults living in the suburbs would be direct beneficiaries of the recommended adaptations in Section 6.0. Seniors need neighbourhood forms of transportation, local centres for social contact and casual activity, and improvements in east-west public transit north of Highway 401.

Three sets of measures would contribute to opportunities for productive experiences:

- (a) Many senior adults in the eighties will have special skills and experience to offer the general community. They may have had work careers in skilled trades or professions;

or perhaps they have pursued specialized interests in their leisure. Opportunities to serve the community can be of value to seniors, and become a new source of voluntary initiative in the community. Seniors have particular needs as voluntary contributors, which differ somewhat from family-aged men and women who volunteer. Seniors are on limited incomes; out-of-pocket expenses can cut into tight budgets. Additional discretionary income for family and social experiences, however little it may be, is important. As well, voluntary contributions may be the primary source of community identity for seniors who are out of the labour force and no longer parenting dependent children. Thus, the voluntary effort may require a special significance equivalent to a career experience.

We would urge public agencies to identify new career opportunities for senior adults, to include training for voluntary service with modest honorariums. The provincial government should consider the cost effectiveness to health budgets of investing in opportunities for seniors to maintain self-esteem,

to feel productive, and to be of continuing value to the community.

RECOMMENDATION 7.22 -- PUBLIC AGENCIES SERVING SUBURBAN MUNICIPALITIES INTRODUCE NEW CAREER OPPORTUNITIES FOR SENIOR ADULTS, IN RECOGNITION OF THEIR DIVERSE EXPERIENCE AND BACK- GROUND.

- (b) Senior adult years should not be times for age segregation. Opportunities for inter-generational contact may be important to the continuing sense of social relatedness for certain seniors. In recent years, programs linking youth with senior adults in co-operation with schools have been developed. Young people provide support services to the seniors and the handicapped living in their own homes. Some of the services provided are part of regular curriculum courses; others are odd job after school services. In some projects, such as S.C.O.P.E. (School Community Outreach Program for the Elderly), discussion forums have brought senior adults and youth together to discuss common concerns around alcoholism and addiction.

We believe that inter-generational programs benefit both youth and senior adults, and should be further encouraged in the suburbs.

RECOMMENDATION 7.23 -- SUBURBAN BOARDS OF EDUCATION INTRODUCE (OR EXPAND) INTER- GENERATIONAL PROGRAMS BETWEEN YOUTH AND SENIOR ADULTS.

- (c) There is a need to re-assess assumptions about suitable locations for senior adult housing. Predominant images of seniors as frail and unable to withstand the vigors of community life, sometimes result in the isolated suburban locations for senior adult housing. While the housing preferences of seniors will differ, waiting lists for specific apartment buildings run by Metro indicate preferences for locations in the centre of urban life, close to transit and within walking distances to stores and services.

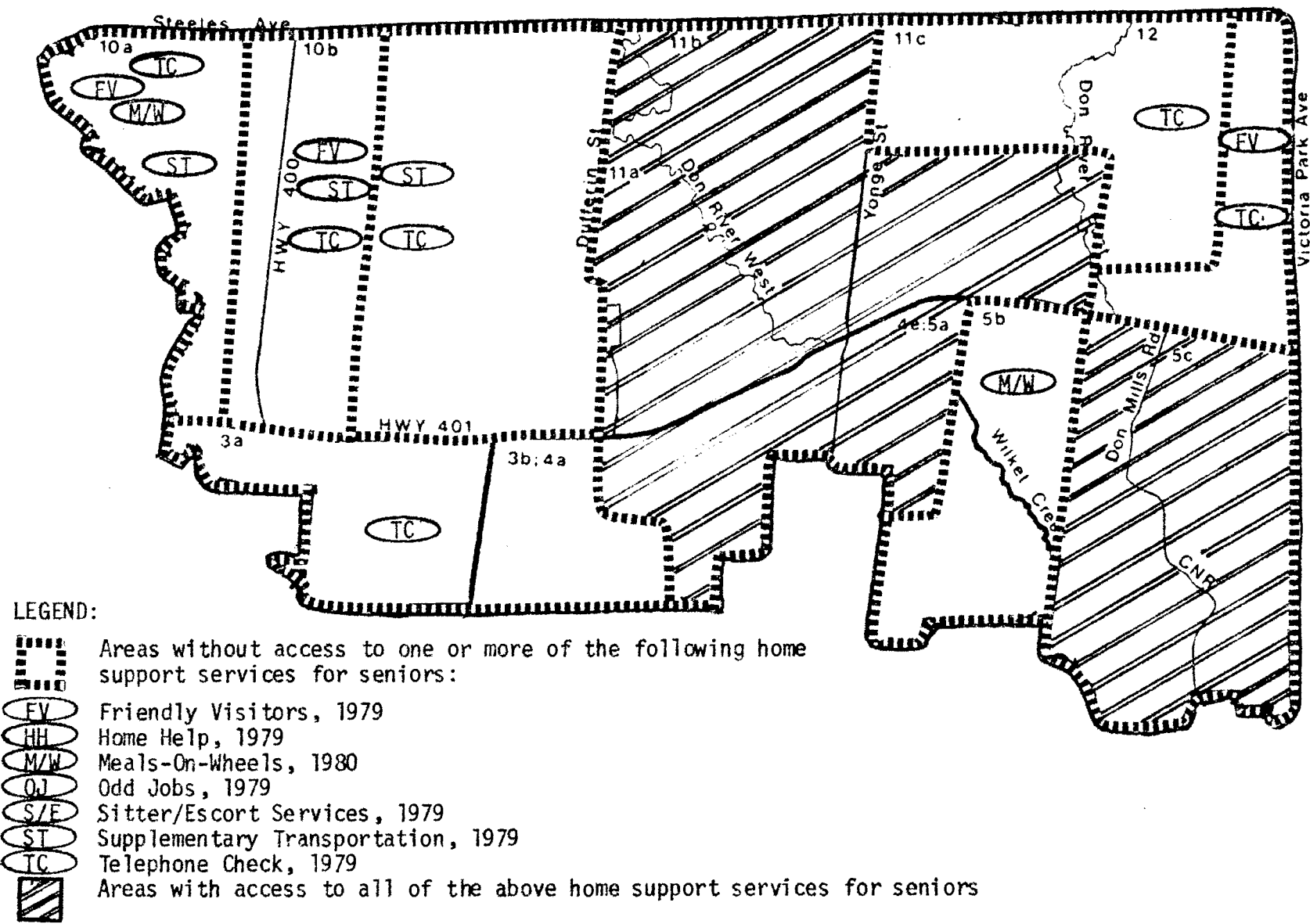
RECOMMENDATION 7.24 -- SUBURBAN PLANNING BOARDS AND COUNCILS PROMOTE RE-DEVELOPMENT POLICIES WHICH INCREASE THE AVAILABILITY OF HOUSING FOR SENIORS IN PROXIMITY TO SERVICES, AMENITIES, AND PUBLIC TRANSIT.

For seniors who require home support to maintain independent living, community services become vital resources. In recent years innovative approaches have been developed. Metro Social Services is building up homemaker and direct support services on a pilot basis in the R.J. Smith Apartments in Rexdale. In the Borough of York, Letter Carriers Union Local 190 has organized its carrier members to maintain contact and be ready to assist home-bound seniors. More of these efforts should be undertaken.

Providing home support in the suburbs, particularly to dispersed and isolated seniors, requires resources and capabilities beyond existing programs. Figures 36 and 37 identify access patterns to home support services in North York and Scarborough. Significant gaps in various forms of support are evident in both municipalities. All parts of Etobicoke have access to the range of home support functions outlined in Figures 36 and 37; therefore a map for Etobicoke was not necessary.

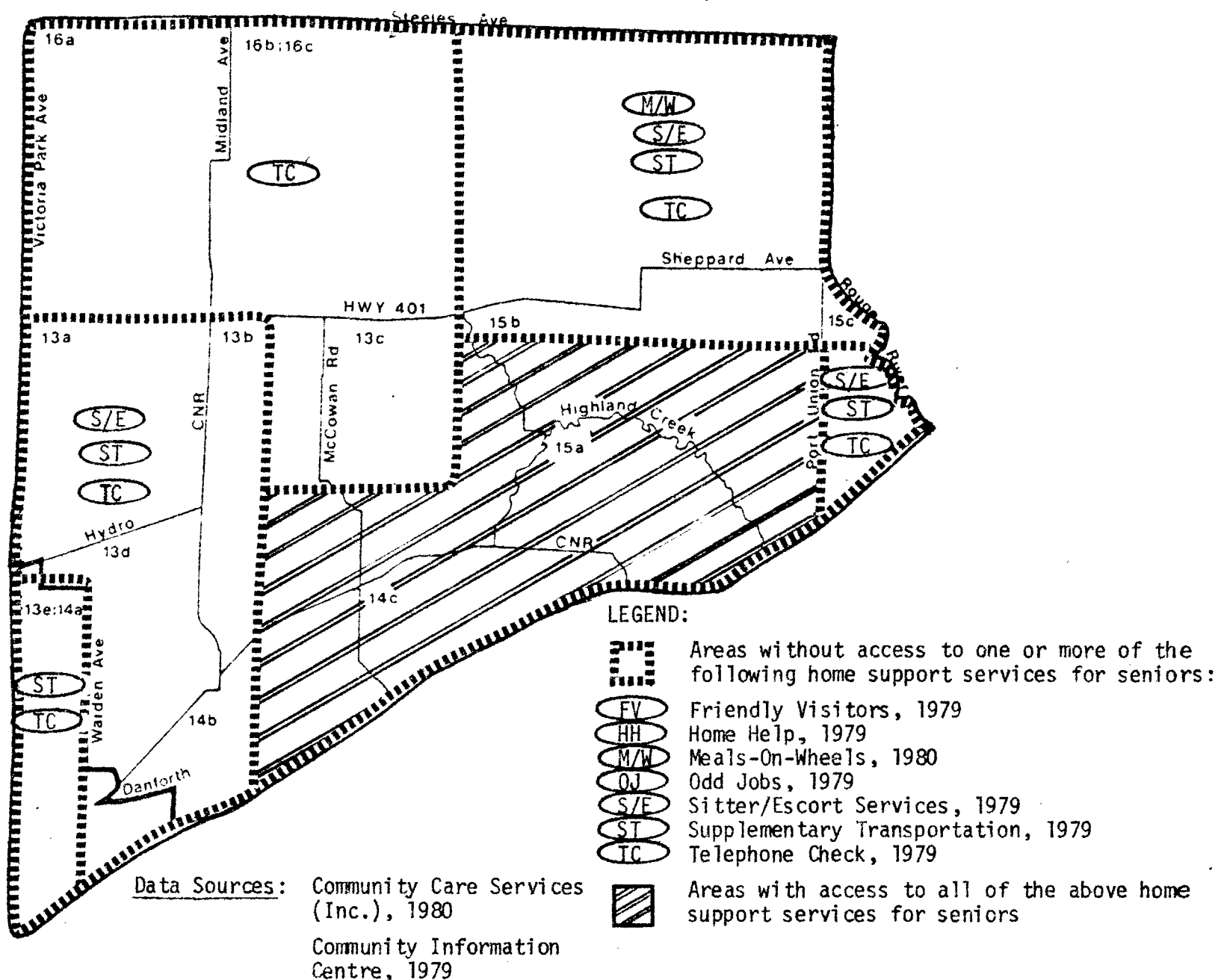
RECOMMENDATION 7.25 -- CO-ORDINATING AGENCIES FOR SERVICES TO SENIORS REVIEW GAPS IN COMMUNITY AND HOME SUPPORT PROGRAMS FOR SUBURBAN AREAS, AND FACILITATE THE DEVELOPMENT OF NEW PROGRAMS WHERE REQUIRED.

-220- Figure: 36 Distributions: Access to Home Support Services for Seniors, North York, 1979, 1980



Data Sources: Community Care Services (Inc.), 1980
Community Information Centre, 1979

Figure: 37 Distributions: Access to Home Support Services for Seniors, Scarborough, 1979, 1980 - 221 -



8.0 ELECTORAL STRUCTURE

The concluding section of the policy report highlights the need for substantial revision in the structure of suburban municipal wards.

Figures 38-40 and Table 29 identify the serious distortions in patterns of electoral representation in each of Metro's suburban municipalities. The distortions are a result of rapid growth at the periphery and population decline in the centre. The imbalance in ward sizes means that new growth areas with low income, single parent, and recent immigrant groups are under-represented in relation to other wards on suburban councils and boards of education. With indirect election of aldermen to Metro Council in two municipalities -- North York and Scarborough -- distortions in suburban ward sizes are reproduced in the designation of ward representatives to Metro Council.

For new directions in planning and service provision to occur, all suburban groups with a stake in public policies and programs should be fairly represented.

We are aware that suburban municipalities are expected to look at ward sizes after the 1980 municipal elections. The Robarts Commission recommended uniform municipal wards across Metro of 26,200 people ($\pm 10\%$) to then make up Metro wards, for direct election to Metro Council. Robarts also recommended one alderman and trustee per ward, and the abolition of boards of control. We recognize that there may be legitimate differences: about ward sizes; whether an executive committee structure is preferable to a board of control; and whether residents are better served with one or two locally elected representatives.

The objective of proportionate wards should be met, even where there are variations in the structure of suburban councils. In our judgement, criteria such as natural or man-made boundaries should not be permitted to interfere with this objective. We hope that revised suburban wards would reflect common neighbourhood and community designations. For this reason, some variation in size might be necessary, but hopefully within reason.

-224-Figure: 38 Structure of Municipal Council Electoral Representation, Etobicoke, 1978-1980

(a) AT LARGE (* 293,090):

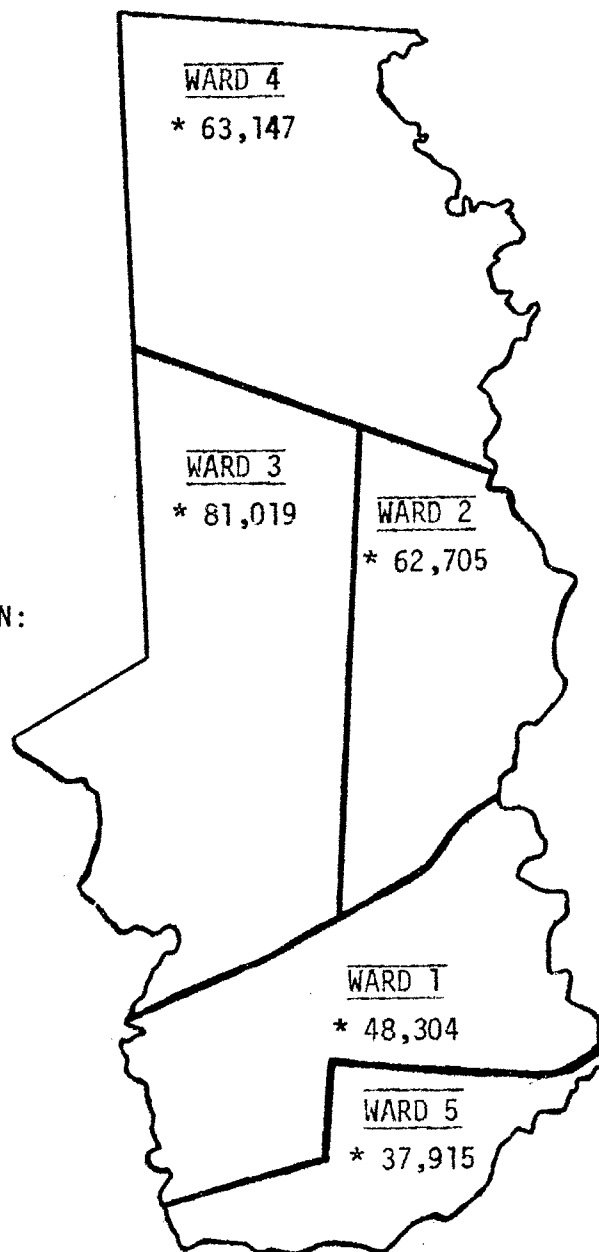
- Mayor
 - 4 Controllers
-
- (Total 5)

(b) WARDS (Total 5)

- 10 Aldermen (2 per ward)

(c) METRO COUNCIL REPRESENTATION:

- Mayor
- 4 Controllers



LEGEND

- * Assessed population as of January 1, 1979

Figure: 39 Structure of Municipal and Council Electoral Representation, North York, 1978-1980

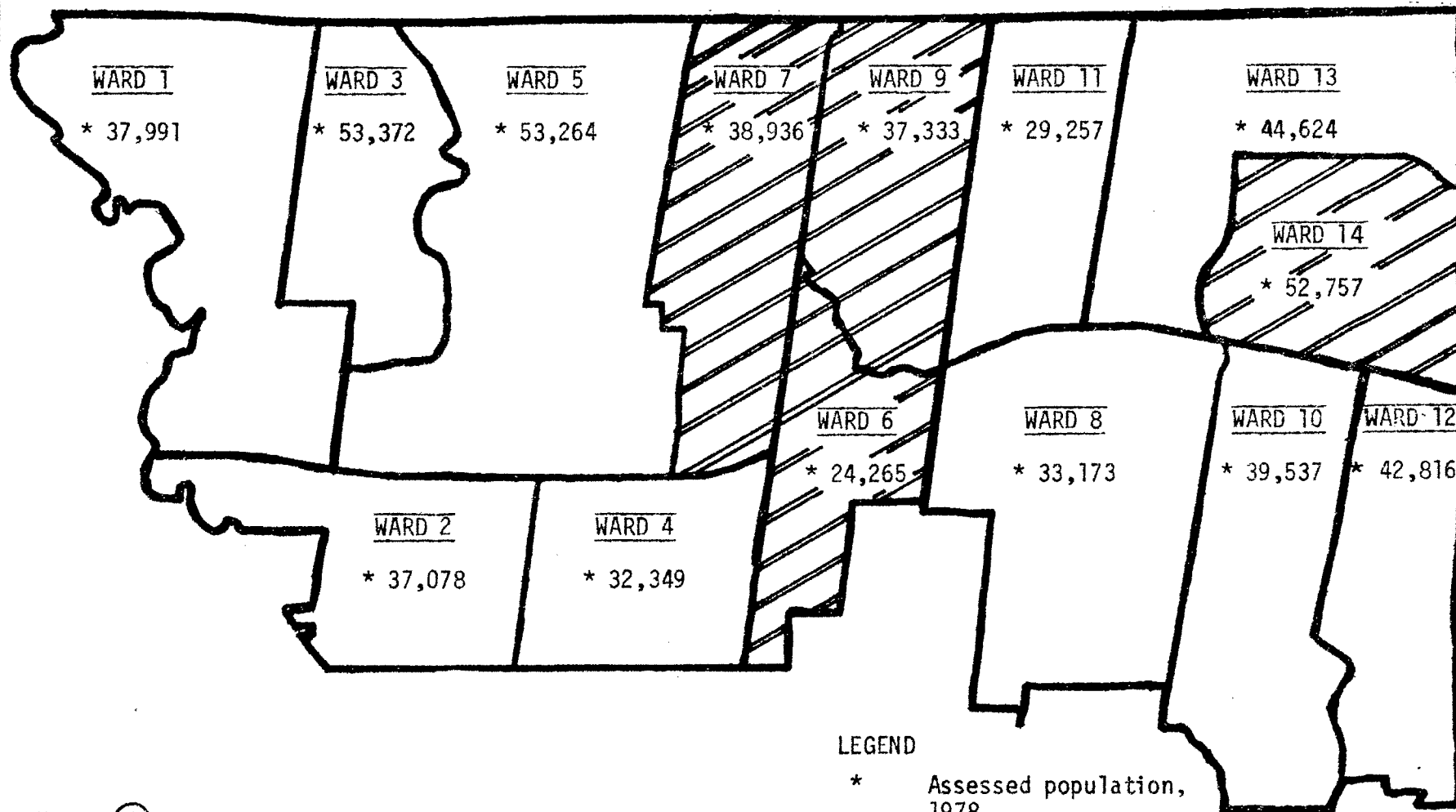
- 225 -

(a) AT LARGE (* 556,752): Mayor, 4 Controllers (Total 5)

(b) WARDS (Total 14)

(c) METRO COUNCIL REPRESENTATION:

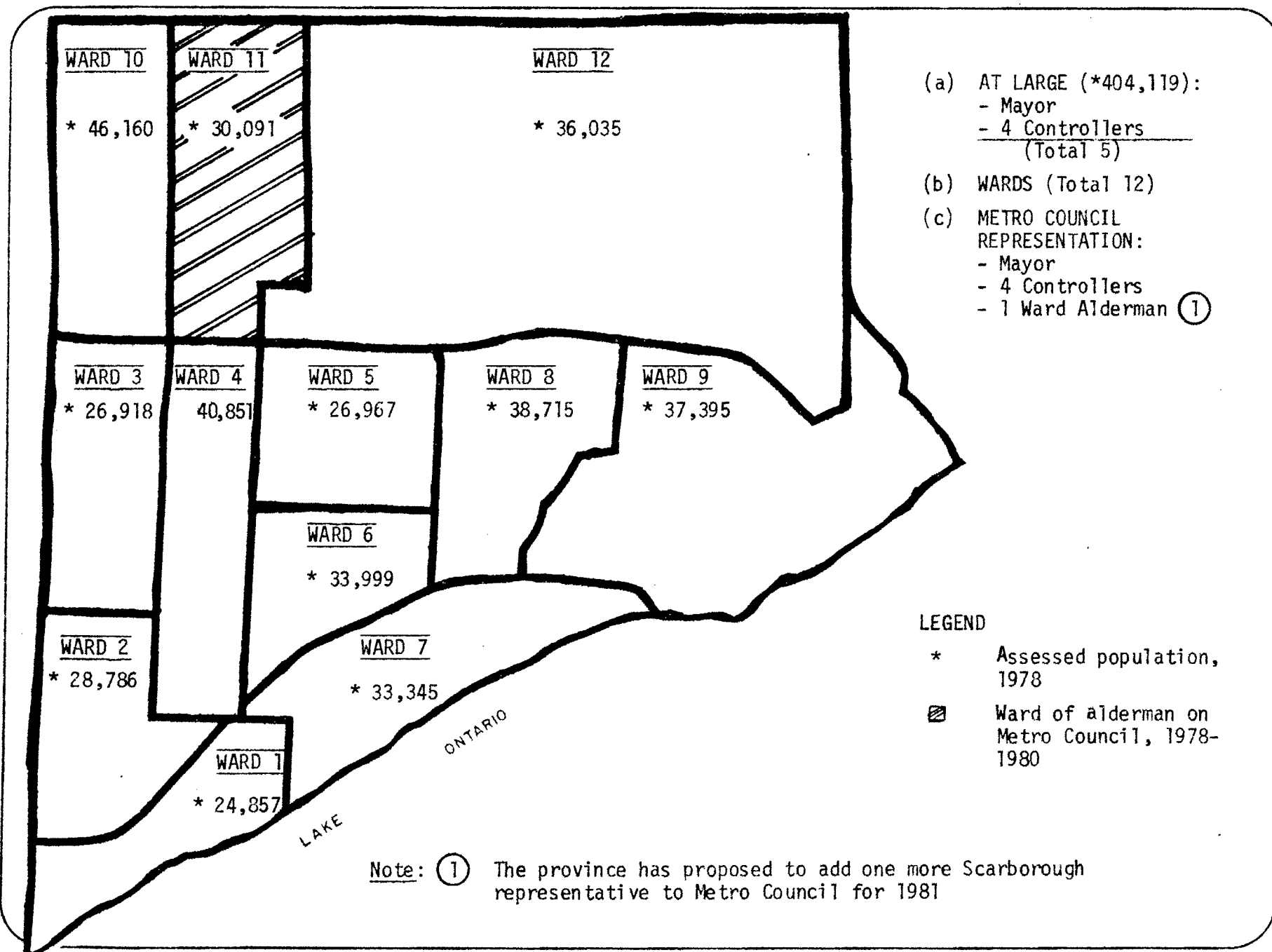
- Mayor
- 4 Controllers
- 4 Ward Aldermen ①



Note: ① The province had proposed to add one more North York representative to Metro Council for 1981

LEGEND

- * Assessed population, 1978
- ▨ Wards of aldermen on Metro Council, 1978-80



SIZE OF MUNICIPAL COUNCIL WARDS, METROPOLITAN TORONTO, 1978 - 1980

Municipality	Population in 1978	Number of Wards	Proportionate Ward Size	Size of Largest Ward	Size of Smallest Ward	Vote Weighting - Smallest Ward(S): Largest Ward (L)	No. Proportionate Wards	
							+10%	+20%
North York	556,752	14	39,768	53,372	24,265	1(S)= 2.20 (L)	6	9
Scarborough	404,119	12	33,677	46,160	24,857	1(S)= 1.86 (L)	4	9
Etobicoke	293,090	5	58,618	81,019	37,915	1(S)= 2.14 (L)	2	3
Toronto(City)	597,113	11	54,283	58,355	50,035	1(S)= 1.17 (L)	11	11
York	135,912	8	16,989	20,909	14,128	1(S)= 1.48 (L)	4	7
East York	102,423	4	25,606	33,728	14,137	1(S)= 2.39 (L)	1	1

Notes:

①

Total population divided by number of wards

②

Population of the largest ward divided by the population of the smallest ward

RECOMMENDATION 8.1 -- SUBURBAN MUNICIPALITIES
ESTABLISH, PRIOR TO THE 1982 ELECTIONS,
PROPORTIONATE WARDS WITH THE OBJECTIVE OF
MAXIMUM SIZE DIFFERENTIALS BELOW 1.25.

We also urge North York and Scarborough councils to assess whether all their municipal representatives to Metro Council might be directly elected. If boards of control were eliminated, then split-ticket voting could be introduced. This would allow residents to choose directly aldermen to sit on Metro Council. If councils continue to select aldermen for Metro Council, we hope that they would be chosen from all major areas or planning districts in a municipality.

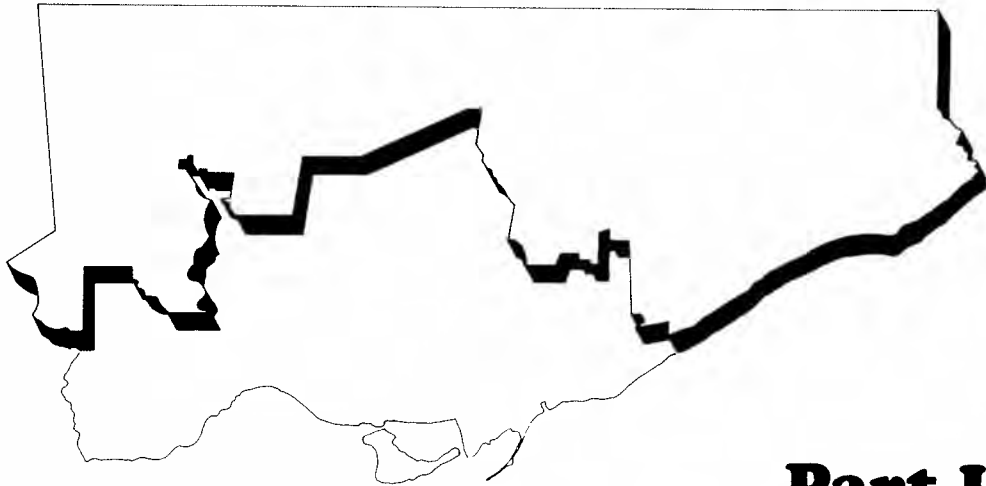
In conclusion, we remain optimistic that the unique urban character and civic tradition of Metro can be preserved and enhanced in the eighties. This depends upon climates for renewed growth in Metro, responsible public spending policies, new planning capabilities, recognition of adaptation priorities, sensitivity to special needs, and a representative municipal electoral structure. It is a decade calling for renewed public leadership in Metro, which brings diverse groups and individuals

together in a partnership of shared purpose.



SOCIAL PLANNING
COUNCIL
OF
METROPOLITAN
TORONTO

Planning Agenda for the Eighties



Part II: Metro's Suburbs in Transition

Policy report

APPENDICES

APPENDIX: I

PART II CONSULTATIONS: PRESENTATIONS AND EXCHANGES

Date	Organization/ Group/Official	Consultation
April 10, 1979	SPC Voluntary Agencies Briefing	Presentation
April 17, 1979	Membership Meeting North York Inter-Agency Council	Presentation
April 23, 1979	Jane Corridor Immigrant Services	Presentation and Exchange
April 26, 1979	Annual Meeting - Family Services Association of Metro	Presentation
May 2, 1979	Scarborough Recreation Federation	Presentation and Exchange
May 2, 1979	Urban Affairs Committee Metro Toronto Board of Trade	Presentation
May 2, 1979	Annual Meeting of Metro Social Planning Council	Presentation
May 6, 1979	Singles Workshop, Social Planning Committee, Toronto Jewish Congress	Presentation
May 8, 1979	Social Policy Committee Toronto Jewish Congress	Presentation and Exchange
May 11, 1979	Special Committee of Scarborough Council	Presentation
May 14, 1979	Agency Executives Council Toronto Jewish Congress	Presentation and Exchange
May 15, 1979	Metro Toronto Policy Group	Presentation

Date	Organization/ Group/Official	Consultation
May 16, 1979	Day Care Advisory Committee	Presentation
May 17, 1979	Annual Conference, Assoc. of Jewish Senior Clubs	Presentation
May 21, 1979	Annual Meeting, Canadian College of Family Physicians	Presentation
May 23, 1979	Management Group, Metro Social Services Dept.	Presentation and Exchange
May 25, 1979	Scarborough Agencies Federation	Presentation
May 29, 1979	Peanut (North York) Immigrant Resources Group	Presentation and Exchange
June 4, 1979	Special Committee of Scarborough Municipal Council	Exchange
June 4, 1979	Social Planning Committee, Toronto Jewish Congress	Presentation and Exchange
June 5, 1979	North York Interface Committee (on Special Education)	Presentation
June 6, 1979	Flemington Community Resources Group (North York)	Presentation
June 13, 1979	Special Committee of Scarborough Council	Exchange

PART II CONSULTATIONS: PRESENTATIONS AND EXCHANGES

Date	Organization/ Group/Official	Consultation	Date	Organization/ Group/Official	Consultation
June 13, 1979	Victoria County Social Planning Council (Lindsay, Ontario)	Presentation	July 5, 1979	Consultation on Suburban Residential Patterns (Centre for Urban and Community Studies, U. of T.)	Exchange
June 14, 1979	Scarborough Secondary School Teachers Professional Development Workshop	Presentation and Exchange	July 5, 1979	Don Mills Residents Assoc. Executive Committee (organized by Ald. M. Labatte)	Presentation and Exchange
June 19, 1979	Agincourt Community Services Luncheon	Presentation	July 11, 1979	Special Committee of Scarborough Council	Exchange
June 20, 1979	Etobicoke Community Forum	Presentation and Exchange	July 25, 1979	North York Library Dept., Sr. Management Staff	Exchange
June 21, 1979	Labour Council of Metropolitan Toronto	Presentation and Exchange	July 31, 1979	Jane Jr. High - Summer Booster Program (100 students aged 11-14)	Exchange
June 25, 1979	Flemingdon Park Residents and Service Workers	Presentation and Exchange	July 31, 1979	Workshop on Suburban Youth	Exchange
June 26, 1979	Ontario Ministry of Community and Social Services Metro Administrators and Consultants	Presentation	August 28, 1979	Scarborough Library Dept. - Sr. Management	Exchange
June 26, 1979	North York Inter-Agency Council, Annual Meeting	Presentation	September 7, 1979	Neighbourhood School Friends (North York)	Exchange
June 27, 28, 1979	Gateway School (North York) Professional Education Seminar	Presentation and Exchange	September 11, 1979	Commissioner of Planning (North York)	Exchange
July 3, 1979	Birchmount Ratepayers Association Meeting	Presentation	September 12, 1979	Controller B. Greene (North York)	Exchange
July 4, 1979	Suburban Community Workers Consultation	Exchange	September 14, 1979	Youth Services Network, Monthly Meeting	Presentation

APPENDIX: I.

PART II CONSULTATIONS: PRESENTATIONS AND EXCHANGES

Date	Organization/ Group/Official	Consultation	Date	Organization/ Group/Official	Consultation
October 3, 1979	Ministry of Culture and Recreation - Leadership Development	Presentation and Exchange	November 1, 1979	Teachers of Sir John A. McDonald Collegiate (Scarborough)	Presentation
October 9, 1979	North York Board of Education - Professional Development Day for Principals and Vice- Principals	Presentation	November 7, 1979	Central Toronto Zone, United Church of Toronto	Presentation
October 9, 1979	Special Committee on Social Policy, North York Council	Presentation	November 21, 1979	Queensway Hospital Medical Staff (Etobicoke)	Presentation
October 15 and 16, 1979	North York Board of Education Conference "Child in the Changing City"	Presentation	November 21, 1979	York Faculty of Environ- mental Studies: Land Use- Planning Course (E. Comay)	Presentation and Exchange
October 17, 1979	Metro Toronto Chapter, Canadian College of Family Physicians	Presentation	November 22, 1979	Mayor of Etobicoke and Executive Members, Etobicoke Social Planning Council	Exchange
October 25, 1979	Scarborough Board of Education - Scarborough Secondary School Teachers, Professional Development	Presentation and Exchange	December 4, 1979	University of Toronto Faculty of Library Studies - Community Studies (J. Marshall)	Presentation and Exchange
October 28, 1979	Donminster United Church (North York)	Presentation	December 6, 1979	Social Services and Housing Committee, Muni- cipality of Metropolitan Toronto	Presentation
October 28, 1979	Bethesda United Church (North York)	Presentation	December 7, 1979	York University Urban Studies Course (F. Friskin)	Presentation and Exchange
October 30, 1979	Workshop with Suburban Immigrant Services Workers	Exchange	December 11, 1979	Futures Study Group, North York Board of Education	Presentation and Exchange

PART II CONSULTATIONS: PRESENTATIONS AND EXCHANGES

Date	Organization/ Group/Official	Consultation	Date	Organization/ Group/Official	Consultation
December 13, 1979	Public Forum on Senior Adults, Creative Living Centre (North York)	Presentation and Exchange	January 25, 1980	Metro Toronto: Co-ordina- tor of Multi-Cultural Relations	Exchange
December 18, 1979	Executive Committee, Department of Community and Family Medicine, University of Toronto Faculty of Medicine	Presentation and Exchange	January 28, 1980	Metro Toronto: Community Services Administrators/ Supervisors, Department of Social Services	Exchange
December 21, 1979	Executive Members, Hispanic Social Develop- ment Council	Exchange	January 30, 1980	Public Workshop on Adolescent Mothers, Family Day Care Services of Metro	Presentation
January 8, 1980	Toronto Area Presbytery, United Church of Canada	Presentation	February 5, 1980	University of Toronto Innis College, Urban Studies Course (J. Hitchcock)	Presentation and Exchange
January 14, 1980	Metro Toronto: Deputy Commissioner of Plan- ning, Social Services Department Manager of Planning and Development	Exchange	February 21, 1980	Scarborough Secondary Students, Workshop at Scarborough College, University of Toronto	Presentation and Exchange
January 21, 1980	Senior Management Group, North York Board of Education	Presentation	February 25, 1980	Staff, North York Special Committee on Social Policies	Exchange
January 22, 1980	School-Community Projects Supervisors, Metro Toronto Boards of Education	Presentation and Exchange	March 5, 1980	Public Hearing on Report of Special Committee, Scarborough Council	Exchange
January 25, 1980	Welcome House Policy Co-ordinator, Ontario Ministry of Culture and Recreation	Exchange			

PART II CONSULTATIONS: PRESENTATIONS AND EXCHANGES

Date	Organization/ Group/Official	Consultation	Date	Organization/ Group/Official	Consultation
March 14, 1980	Public Conference on the Future of Urban Planning; Ontario Welfare Council and the University of Toronto Centre for Urban and Community Studies	Presentation	April 17, 1980	Flemingdon Park Community Resources Worker, North York Inter-Agency Council	Exchange
March 18, 1980	Liaison to Scarborough Special Committee, Ontario Ministry of Culture and Recreation	Exchange	April 21, 1980	Youth Services Network: Project Design on State of Youth Outreach Services	Exchange
March 26, 1980	University of Toronto Urban Geography Course (J. Lemon)	Presentation and Exchange	April 25, 1980	Community Conference, Follow-Up to Special Committee Report, Scarborough Council	Presentation
March 26, 1980	Church Discussion Group, St. Luke's United Church (Toronto)	Presentation and Exchange	April 29, 1980	Downsview-Weston Action Committee (North York), Executive Members	Exchange
March 27, 1980	Community Luncheon, Etobicoke Social Planning Council	Presentation	April 29, 1980	Technical Resources Group North York Special Committee on Social Policies	Exchange
March 29, 1980	Scarborough East Zone Workshop (12 United Churches), Washington United Church	Presentation and Exchange	May 2, 1980	First Annual Conference, Professional Support Personnel, Metro Toronto and Regional Boards of Education	Presentation
April 3, 1980	Technical Resources Group, North York Special Committee on Social Policies	Exchange	May 7, 1980	Ontario Deputy Minister, Social Policy Development Secretariat	Presentation and Exchange
April 16, 1980	Professor of Urban Law (S. Makuch), University of Toronto Faculty of Law	Exchange	May 9, 1980	Downtown (Toronto) Community Services Workers	Presentation and Exchange

PART II CONSULTATIONS: PRESENTATIONS AND EXCHANGES

Date	Organization Group/Official	Consultation	Date	Organization Group/Official	Consultation
May 9, 1980	Ontario Task Force on Youth Vandalism (Judge L. Beaulieu)	Exchange	June 27, 1980	Director, Ontario Task Force on the Future of Secondary Education	Exchange
May 12, 1980	Technical Resources Group, North York Special Committee on Social Policies	Exchange			
May 21, 1980	Metro Toronto: Financial Officials, Social Services and Treasury Departments	Exchange			
May 21, 1980	Professional Forum, North York Library Board	Presentation and Exchange			
May 27, 1980	Jane/Finch Community Forum, Responses to "Cries From the Corridor" (P. McLaren)	Presentation and Exchange			
May 29, 1980	Project Design on Senior Adult Services, North York Inter-Agency Council	Exchange			
June 13, 1980	Youth Services Network, Project Design on Youth Outreach Services	Exchange			
June 20, 1980	Metro Toronto Chairman on the Future of Police-Race Relations Committees	Exchange			
June 20, 1980	Scarborough Secondary School Teachers' Federation; Development Workshop	Presentation and Exchange			

A. COMMITTEE RECOMMENDATIONS

- That this committee's recommendations and the Community Services Project report be circulated to all agencies that have contributed to the discussions to date, for comment at a public meeting, prior to a reply being made by Scarborough Council to the Metro Social Planning Council.
- That this social services review process be continued for at least two years.
- That Council appoint a Steering Committee to plan a workshop early in 1980.
- That the aim of the workshop be to make recommendations to Council on ways of setting up the structure to continue the process.

B. REPORT RECOMMENDATIONS

1.0 Women and the Family

- 1.1 Community by-laws should be amended to permit the location of day care centres in church facilities by non-church groups.

1.2 Board of Education, Manpower and community agencies generally should in co-operation seek to expand programs providing basic training in lifeskills, literacy and motivational preparation for the job market - particularly for low income single parents.

- 1.3 Emergency accommodation should be provided as soon as possible for
- mothers with children
 - abused wives
 - adolescent boys
 - adolescent girls (beyond the present capacity of Bethel House)

2.0 ELDERLY

- 2.1 Transportation for the elderly as an alternative and supplement to public transit is required beyond what is now available. Methods used in other municipalities should be considered for introduction in the borough. Ideally a Scarborough-wide transportation service for the elderly and handicapped should be developed.

2.2 More homemaking services should be provided for the elderly in private housing.

2.3 The Library Board should be requested to recruit volunteers to expand its shut-in service.

3.0 YOUTH

3.1 Industry, agencies and all levels of government should be encouraged to adopt employment counselling programs with follow-up capacity concentrating on the age group 14 - 19.

3.2 The Board of Education should be encouraged to use every possible means to achieve a reduction in the drop-out rate in its schools.

3.3 Youth are an important resource to be used in support of community services, particularly to the elderly. More advantage must be taken of provincial funding for summer youth employment, and more opportunities created for voluntary work.

3.4 Youth programs provided by clubs and voluntary organizations should continue to be supported and expanded where possible, as necessary supplements to Recreation and Parks Department facilitated programs. More youth employment counselling, teen drop-in centres and club programs are required in north-west Scarborough, and in Cliffside and Cliffcrest.

3.5 More Scarborough recreation staff must be made available for community outreach programs.

3.6 Strongly recommend that the Recreation Division be decentralized in order more effectively to respond to community needs.

4.0 IMMIGRANTS

4.1 That the Borough create a multicultural committee to assist in:

- formation of local associations of the Scarborough immigrant community, and
- hold conferences and workshops to promote mutual understanding.

APPENDIX III: NORTH YORK SPECIAL COMMITTEE RECOMMENDATIONSA. PROPOSED SOCIAL GOALS STATEMENT FOR THE CITY OF NORTH YORK1. HUMAN SERVICES

In recognition that human services - education, health, protection services, social services, recreation programs - are 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, the City of North York shall:

(a) Facilitate the provision of efficient/effective, accessible forms of human services including preventive responses to current and changing social conditions.

(b) Promote the development of voluntary agencies and community associations as full partners in the provision of human services and encourage citizen initiative and volunteer participation.

(c) Facilitate the development of appropriate human services in response to community recognized needs.

(d) Develop and contribute to on-going capabilities to monitor and review the provision of human services. This should include the capacity for North York residents and public officials to identify annual levels and patterns of public spending on human services for the municipality.

2. NEIGHBOURHOODS AND COMMUNITIES

The City of North York shall promote citizen involvement and the development of resources to ensure that neighbourhoods and communities in North York are living environments which enhance the state of well-being and the quality of life.

3. INFORMATION

The City of North York shall ensure that residents have access to information pertaining to City and community services.

4. COMMUNITY FACILITIES

The City of North York shall ensure that community facilities which are appropriately located, designed and accessible, serve as community and

neighbourhood social contact points co-ordinating delivery of human services.

(A community facility shall be defined as a facility for public use financed wholly or in part by public funds, e.g. parks and open space, recreation buildings, schools, libraries and municipally owned and operated buildings.)

5. LEISURE SERVICES

The City of North York shall ensure that individuals and groups have the opportunity to choose participation in diversified leisure experiences which are co-ordinated to allow maximum utilization of this City's resources, and to enable equal opportunity in participation.

Leisure services shall enhance the capacity or ability of individuals and groups to choose personally meaningful experiences. Individuals and groups need to know the opportunities that exist and have the means to take advantage of these opportunities.

6. 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.

B. RECOMMENDATIONS

- 1.0 That Council establish a Standing Committee to serve as a Human Services Committee with responsibility for developing and monitoring social policies for North York.
- 2.0 That Council establish an Advisory Committee to its Human Services Committee with participation from the Community and from human service organizations in North York.
- 3.0 That the Planning Department, in co-operation with the North York Inter-Agency Council, develop specific strategies for

APPENDIX III: NORTH YORK SPECIAL COMMITTEE RECOMMENDATIONS

data collection and sharing, including facilitating the most efficient utilization of Metro Planning Department's social data.

- 4.0 That the Library (Board) continue and expand its Urban Resource Collection on social planning reports in North York and request that agencies and organizations in North York make copies of reports, etc., available to the Library.
- 5.0 That the North York Parks and Recreation Committee establish a Task Force with participation from a range of agencies and organizations to prepare recommendations on co-operative strategies to promote the development of local leadership and resources.
- 6.0 That the City of North York become actively involved in a Human Services Task Force for Metropolitan Toronto.

3.1 SENIOR CITIZENS

- 3.1.1 The Borough and Borough representatives on the Boards of Directors of the Etobicoke General and Queensway General Hospitals continue to press the Ministry of Health for more chronic care and psycho-geriatric services in Etobicoke.
- 3.1.2 It is suggested that a comprehensive booklet be prepared by the Borough Parks and Recreation Services Department listing all programmes and services for seniors in the Borough. Etobicoke's M.P.'s and M.P.P.'s should be asked to include in their free mailings to constituents a central telephone number through which the booklet may be obtained.
- 3.1.3 Responsibility for the identification of the needs of seniors as they arise and recommendations for response to their needs must be acknowledged. The Borough should investigate how such co-ordination may be established.
- 3.1.4 Consideration should be given to the use of schools and community schools/centres as registrars and co-ordinators of home support programs for seniors and the handicapped. This could include the registration of students and others who are willing to work at minimum wage to do maintenance and support services as well as voluntary and government programs.
- 3.1.5 The Borough should consider strategies for encouraging community groups and the private sector to develop a greater number and wider range of housing alternatives for senior citizens in Etobicoke than presently exists.
- 3.1.6 Etobicoke Council should recommend to the Federal Government changes in the Income Tax Act that would permit volunteers to claim a tax credit for transportation costs and other appropriate expenses associated with volunteer work.

APPENDIX IV: ETOBICOKE TASK FORCE RECOMMENDATIONS (with original numbering)3.2 LAND USE, HOUSING, AND TRANSPORTATION

- 3.2.1 If proper indoor and outdoor space is available, and all other licensing criteria are met, day care centres should be considered a permitted use in commercial and/or industrial zones.
- 3.2.2 In many instances school sites are not subject to the Borough's Development Control provisions. Both School Boards should be encouraged to use the technical expertise of the Planning Staff with respect to school site planning.
- 3.2.3 Council should urge the Province, in the strongest possible terms, to allocate funds for the erection of Metropolitan Separate School Board schools in Etobicoke.
- 3.2.4 Council should actively encourage the preservation of retail commercial strip developments in the Borough in recognition of their unique place in the community.

- 3.2.5 The Borough should take some initiative in supporting and facilitating the development of recreation programs for adolescents and young adults by service clubs, churches, landlords, etc. on a purchase of service basis.
- 3.2.6 Private trade schools, like public, should be allowed to locate in industrial zones.
- 3.2.7 The T.T.C. should be encouraged to develop a service whereby transit users can call a phone number and find out when the next bus will be coming at his or her stop.

3.5 KIPLING/ALBION CASE STUDY

- 3.5.1 The Borough should consider requiring a posted notice in apartment buildings that would identify the location of the building in the Borough of Etobicoke and how to contact Borough departments.
- 3.5.2 The Borough should actively consider the development of a community facility

on available park lands on the east side of Kipling, north of Albion Road. If necessary, a relocatable school could be used for this purpose.

4.2 DATA BASE FOR PLANNING

4.2.1 The Borough, in co-operation with the Library Board, should explore the possibility of maintaining an index of available data and reports collected by civic departments and agencies; serving as a repository for any data and reports on Etobicoke; producing a regularly, up-dated index of data sources; and distributing such a report to the community. Such an index should detail the information available, its location, contact persons, and the degree of accessibility.

4.2.2 Within the Borough there should be a co-ordinator of research and information to facilitate the maintenance of

such an index; to co-ordinate and identify information needs in the Borough; and to make recommendations to appropriate bodies on how to meet such needs.

4.2.3 The Etobicoke Social Planning Council should be requested to continue its "Report on Social Needs in Etobicoke" on an annual basis and to submit each report to Borough Council.

4.2.4 Metro Toronto Council should be encouraged to revise its Metro-wide information collection and dissemination system to facilitate Borough-based human service planning.

4.3 AVAILABILITY OF INFORMATION TO THE COMMUNITY ABOUT SERVICES AND PROGRAMS

4.3.1 The media, ESPC, information centres should be encouraged to continue their efforts to publicize existing and effective sources of information.

4.3.2 Public and private agencies should be

encouraged to develop strategies and capabilities for providing information in as many languages as are appropriate. For example, within the Civic Centre, there should be developed a list of staff who can speak languages other than English and who could be called upon to help explain and interpret Borough services, as required.

- 4.3.3 The demands on the Borough switchboard for information about services provided by other agencies within the Borough should be studied to determine whether there is a more effective way of handling such calls. The E.S.P.C. Information Co-ordinating Committee should be requested to examine the need for an information centre in Central Etobicoke.

4.4 CO-ORDINATION OF PROGRAMS AND SERVICES

- 4.4.1 Front line workers play an important role in the early identification of

trends and issues. The role of agency and departmental staff in initiating co-ordination efforts for both individuals and programs should be recognized and encouraged.

- 4.4.2 The Task Force recommends that a Human Services Advisory Committee be created. This Committee would be appointed by Council and include representatives of the voluntary and public sectors. Its mandate could be:
- a) to provide an overall review of existing programs and services;
 - b) to review the adequacy of funding patterns by other levels of government and other institutions to Etobicoke and make appropriate recommendations;
 - c) to report on the state of social issues in Etobicoke; and
 - d) to make policy recommendations to a committee of Council and other appropriate bodies.

- 4.4.3 With or without a Borough-based Human

Services Advisory Committee, the role of existing co-ordinating bodies in the voluntary sector should be strengthened.

4.5 COMMUNITY DEVELOPMENT AND ORGANIZATION

4.5.1 Council should request Metro, Provincial and Federal governments to develop more supportive funding approaches to community development work giving recognition to the long-term nature of the work and its applicability to a variety of issues rather than single issues or program areas.

4.5.2 The allocation of community development workers and funds within the Borough needs co-ordination. The Human Services Advisory Committee should be assigned this responsibility.

4.6 SOCIAL ASPECTS OF PHYSICAL PLANNING

4.6.1 Where appropriate community facilities do not exist in proximity to high density developments, the Borough should provide or facilitate programs in private recreation space.

4.6.2 During the processing of development applications, the Borough should undertake a more intensive review of anticipated social and recreational needs. The Borough should endeavour to retain enough flexibility so that appropriate changes can be made as the development proceeds to reflect changing conditions.

4.6.3 The Borough's review of the District Plans should include the development of social objectives in the process in such a way as to meet the requirements of the Ministry of Housing and the requirements of proper planning in Etobicoke.

- 4.6.4 To aid the process of social and recreational planning, the Borough should request that the Ontario Housing Corporation inform the municipality when O.H.C. enters into rent subsidy agreements for more than 10% of the units within an apartment building.

DETAILS OF ESTIMATED ALLOCATED EXPENDITURES
BY DISTRICT HEALTH COUNCIL FOR
FISCAL YEAR APRIL 1, 1977-MARCH 31, 1978

Metropolitan Toronto
(Includes all boroughs and cities)

Clinical, Applied, Operational and Other Health Research	\$ 1,716,614
Payments made by Care Provided by Physicians and Practitioners under the Ontario Health Insurance Plan	314,149,039
Ontario Drug Benefit Plan	18,453,605
Grants to Community Mental Health Facilities, Children - Operating ..	6,104,544
Provincial Aid re Homes for Special Care	14,612,680
Grants to Compensate for Municipal Taxation - Psychiatric Hospitals..	40,450
Payments for Ambulances and Related Emergency Services	10,003,777
Operation of Hospitals and Related Facilities	678,317,072
Grants to Compensate for Municipal Taxation - Public Hospitals and Boards	779,050
Extended Care Health Insurance Benefits	30,791,771
Grants to Teaching Hospitals and Related Facilities - Capital	14,020,949
Non-Teaching Hospitals and Other Health Facilities - Capital	7,933,211
Loans under the Public Hospitals Act	10,684,477
District Health Councils	0
Grants to Community Mental Health Facilities, Adult - Operating	2,210,409
Alcoholism and Drug Abuse Grants-In-Aid	73,604
Detoxification Centres - costs and expenses	663,862
Venereal Disease Control - grants and expenses	71,209
Tuberculosis Prevention - costs and expenses	128,746
Outbreaks of Diseases - costs and expenses	879,765
Home Care Assistance	4,844,488
Grants to Official Local Health Agencies - Operating Grants under the Public Health Act	6,383,560
TOTAL	\$1,122,862,882

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

CROSS-NATIONAL SPENDING PATTERNS, AVERAGE 1973-75

COUNTRY	Percentage Public Spending of Gross Domestic Product	Distribution of Public Spending:			Public Debt Interest and Other
		Consumption	Investments	Transfers	
Netherlands	49.8*	16.9	3.7	24.9*	4.3*
Sweden	47.4*	23.2*	4.5*	16.8*	2.9
Norway	45.6*	16.5	4.6*	21.9*	2.6
United Kingdom	43.3*	19.6	4.9*	13.7*	5.1*
Denmark	42.2*	22.0*	4.3*	14.0*	1.9
Belgium	41.0*	15.6	3.2	18.0*	4.2
Italy	40.9*	13.7	3.1	19.8*	4.3*
Germany	40.5*	19.1	3.7	15.6*	2.1
CANADA	39.4	19.8	3.8	11.6	4.2
Austria	38.8	16.1	6.2*	15.3*	1.2
France	38.8	13.6	3.3	20.0*	1.9
United States	33.2	18.1	2.2	10.2	2.7
Australia	29.8	14.5	4.2*	8.0	3.1
Japan	22.3	9.4	5.5*	6.5	0.9

Data Source: OECD, Towards Full Employment and Price Stability, June 1977, p.309, 310

*Countries in excess of Canadian percentage

METROPOLITAN TORONTO
COMPARISON OF KEY FINANCIAL CONTROL INDICATORS
(PERCENTAGE INCREASE OVER PREVIOUS YEAR)

	1971	1972 ¹	1973 ¹	1974	1975	1976	1977	1978	1979	1980 ⁴ ESTIMATES
Gross Expenditure (Corporate)	18.3	7.8	7.9	19.6	21.4	10.0	16.2	9.8	8.6	13.1
Police (Gross)	16.3	13.5	15.1	21.7	28.3	16.0	12.8	9.9	9.3	7.2 ⁵
T.T.C. (Gross Impact to Metro - Not T.T.C. Gross)	29.6	21.6	35.7	40.0	11.4	(2.7)	23.7	12.3	(19.2) ³	23.6
Social Services (Gross)	32.5	(7.3)	(3.1)	16.7	29.9	9.9	11.0	11.6	11.7	5.6
Works (Gross)	13.9	12.9	12.3	11.3	14.5	16.1	20.0	15.9	29.6	12.5
Roads & Traffic (Gross)	9.2	12.1	(3.1)	3.5	8.5	(1.8)	12.9	0.4	9.0	5.9
Net Expenditure (Corporate)	15.3	5.5	8.8	15.4	14.4	11.1	20.9	6.3 ²	10.1	13.6
Average mill rate increase	6.4	8.0	(4.5)	7.9	12.0	15.2	4.0	9.2	8.2	4.8

1. In these years the Province of Ontario took over the direct financial responsibility for certain functions in the Social Services Department and the Federal Unemployment Insurance program was liberalized. Both these actions reduced Social Services expenditure demands on Metropolitan Toronto.
2. The remaining reserves from the "Working Fund Reserve" were used to reduce the net expenditures to this level. Before this adjustment, the net expenditures were at a 12% level.
3. Declining use of "Capital out of current" and fare increase both contribute to this decrease.
4. The percentage increases for Social Services, Works and Roads and Traffic include the increases for salaries and wages.
5. Does not include increase for Police Pension Plan and assumes a 7 percent salary increase included in the Commission's estimates.

Data Source: Corporate Summary Reports; Preliminary 1980 Operating Budget, Municipality of Metropolitan Toronto, p. 8

POSTAL CODES OF THE POSTAL CODE DISTRICTS IN FIGURE 13

<u>District</u>	<u>Jurisdiction(s)/Codes</u>	<u>District</u>	<u>Jurisdiction(s)/Codes</u>
1.	<u>Etobicoke (North)</u> M9V, M9W	9.	<u>Toronto (Centre)</u> M4W, M4X, M4Y, M5A, M5B, M5C, M5E, M5G, M5H, M5J, M5K, M5L, M5R, M5S, M5T, M5V, M5W, M5X, M6G, M6J
2.	<u>Etobicoke (Centre)</u> M8X, M9A, M9B, M9C, M9P, M9R	10.	<u>North York (East/North)</u> M2H, M2J, M2K
3.	<u>Etobicoke (South)</u> M8V, M8W, M8Y, M8Z	11.	<u>North York (East/South)</u> M2L, M3A, M3B, M3C, M4A
4.	<u>North York (West)</u> M3J, M3K, M3L, M3M, M3N, M9L, M9M	12.	<u>Toronto (East), East York (South)</u> M4B, M4C, M4E, M4J, M4K, M4L, M4M
5.	<u>North York (West), York,</u> <u>Toronto (West)</u> M6A, M6B, M6E, M6L, M6M, M6N, M9N	13.	<u>Scarborough (North)</u> L0H, M1B, M1S, M1T, M1V, M1W, M1X
6.	<u>Toronto (West), York (South)</u> M6H, M6K, M6P, M6R, M6S	14.	<u>Scarborough (West)</u> M1H, M1J, M1K, M1L, M1M, M1N, M1P, M1R
7.	<u>North York (Centre),</u> <u>Toronto (North)</u> M2M, M2N, M2P, M2R, M3H, M4N, M5M	15.	<u>Scarborough (East)</u> M1C, M1E, M1G
8.	<u>Toronto (North), York (East),</u> <u>East York</u> M4G, M4H, M4P, M4R, M4S, M4T, M4V, M5N, M5P, M6C		

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