

## 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 initiatives<sup>35</sup>;
- a review of current social planning and urban policy reports in Metropolitan Toronto;

<sup>35</sup> 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.<sup>36</sup>

- (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

<sup>36</sup> 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.

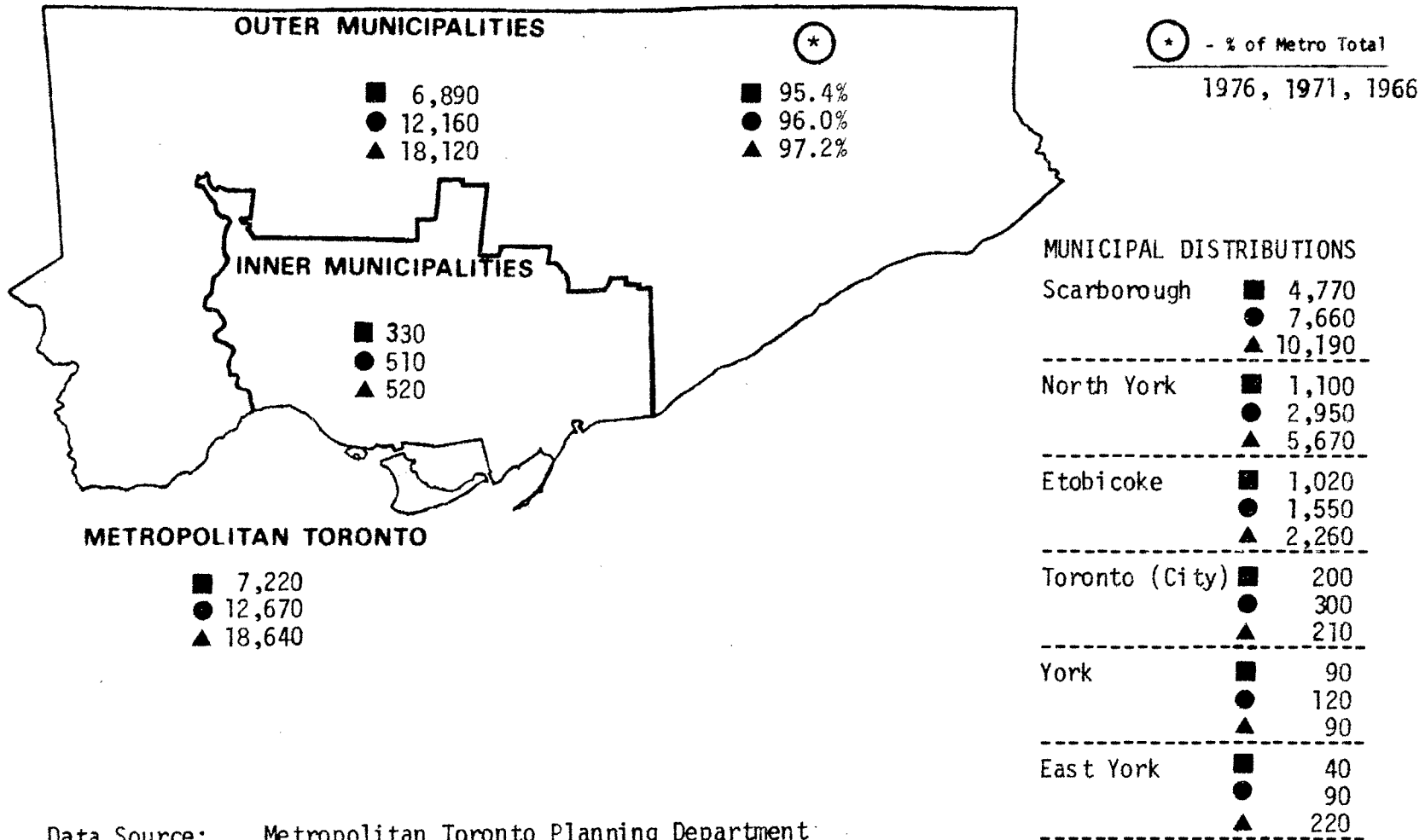
- (f) curvi-lineal street patterns which are inefficient for pedestrian movement to local resources and for public transit services.

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.<sup>37</sup> 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

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<sup>37</sup> 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

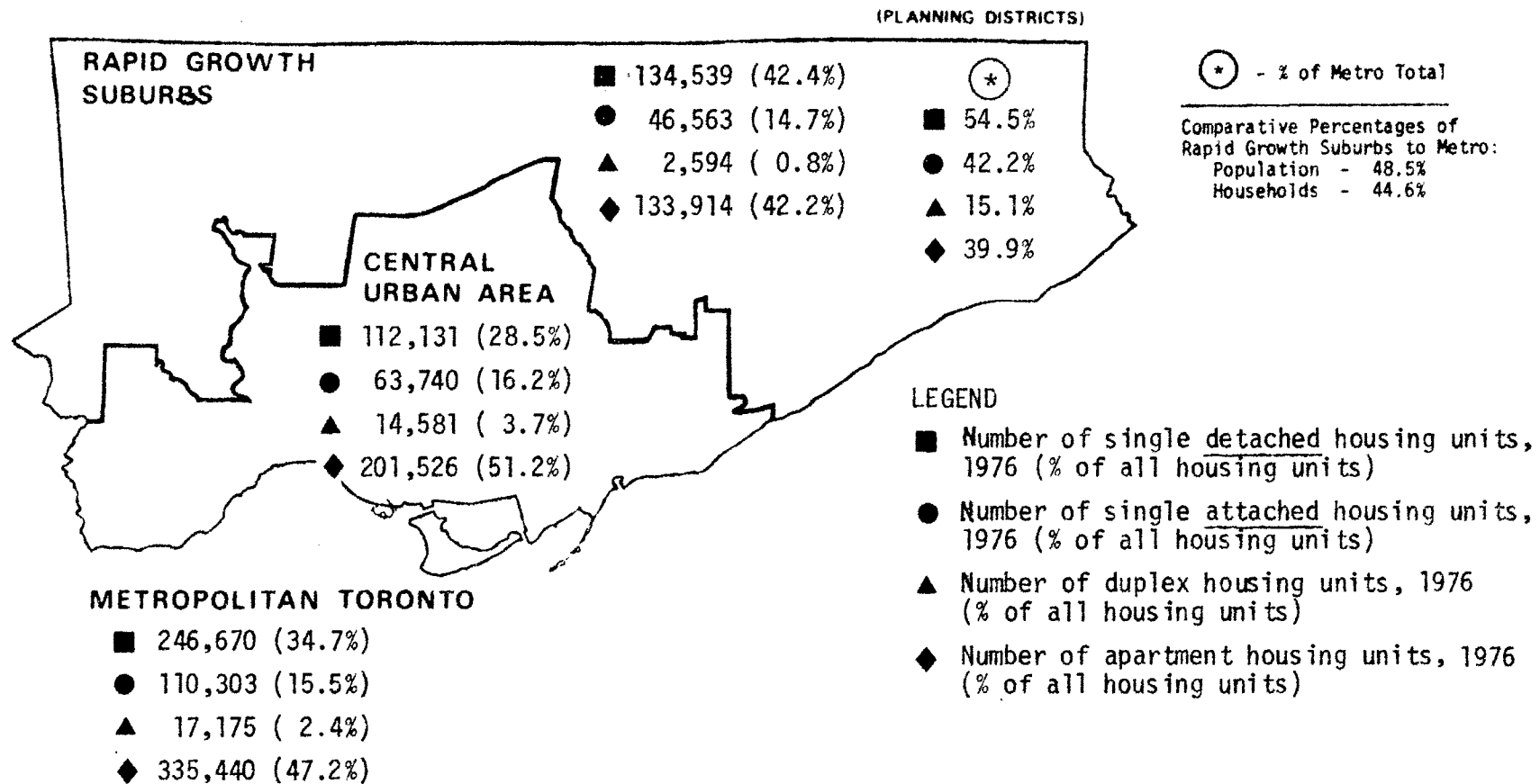
the sixties and early seventies. As well, new immigration could merely serve as a short term prop to Metro's population. Without adequate family housing choices in Metro, new immigrants might also move outside of Metro subsequent to a first stage settlement period.

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.<sup>38</sup> 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

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- <sup>38</sup> (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.



Data Source: Statistics Canada

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.<sup>39</sup> As these children

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

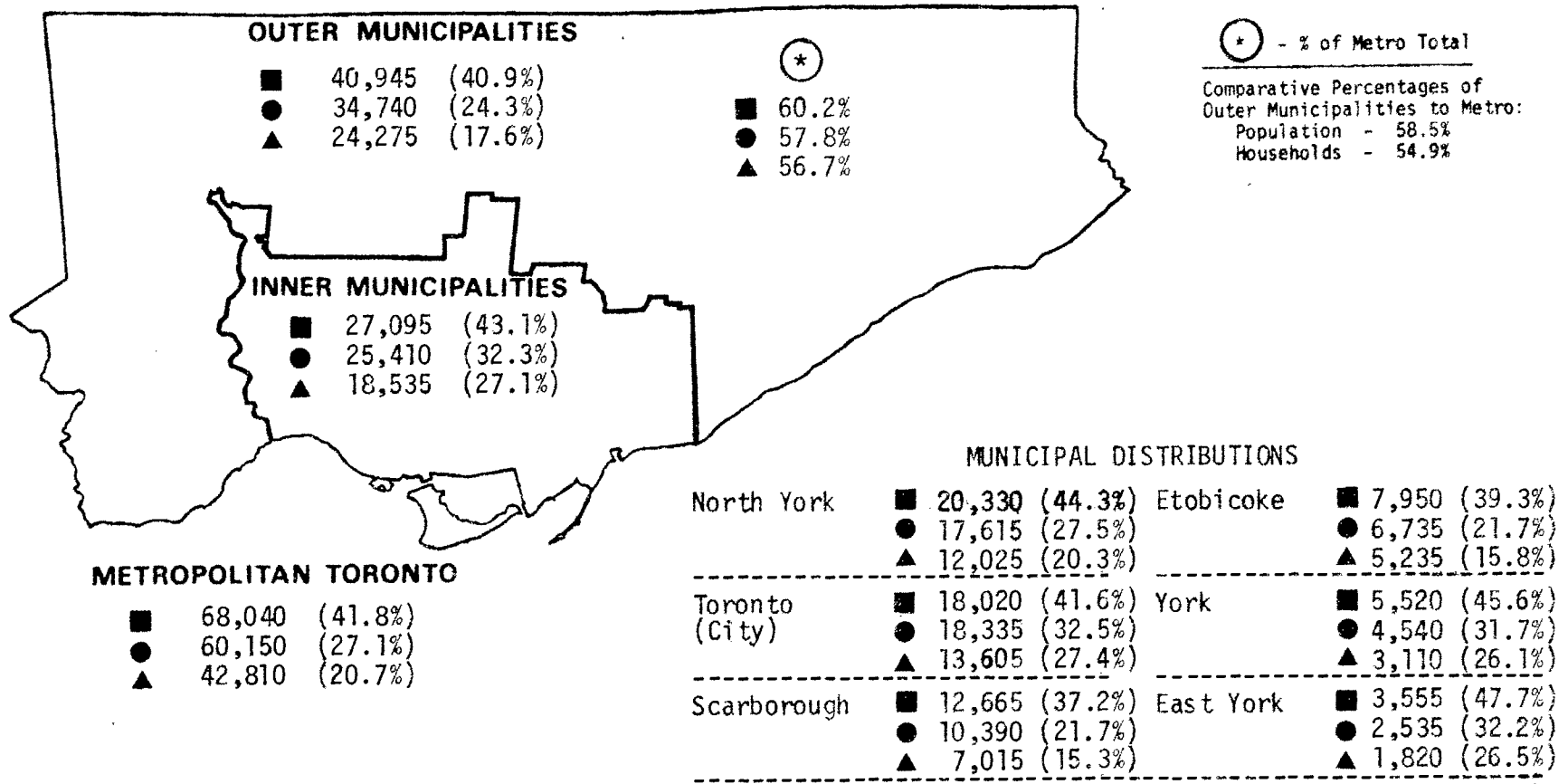
reach school age, families will seek to come down from apartments into ground units. How many of these families will be able to make the move to a ground unit in Metro?

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

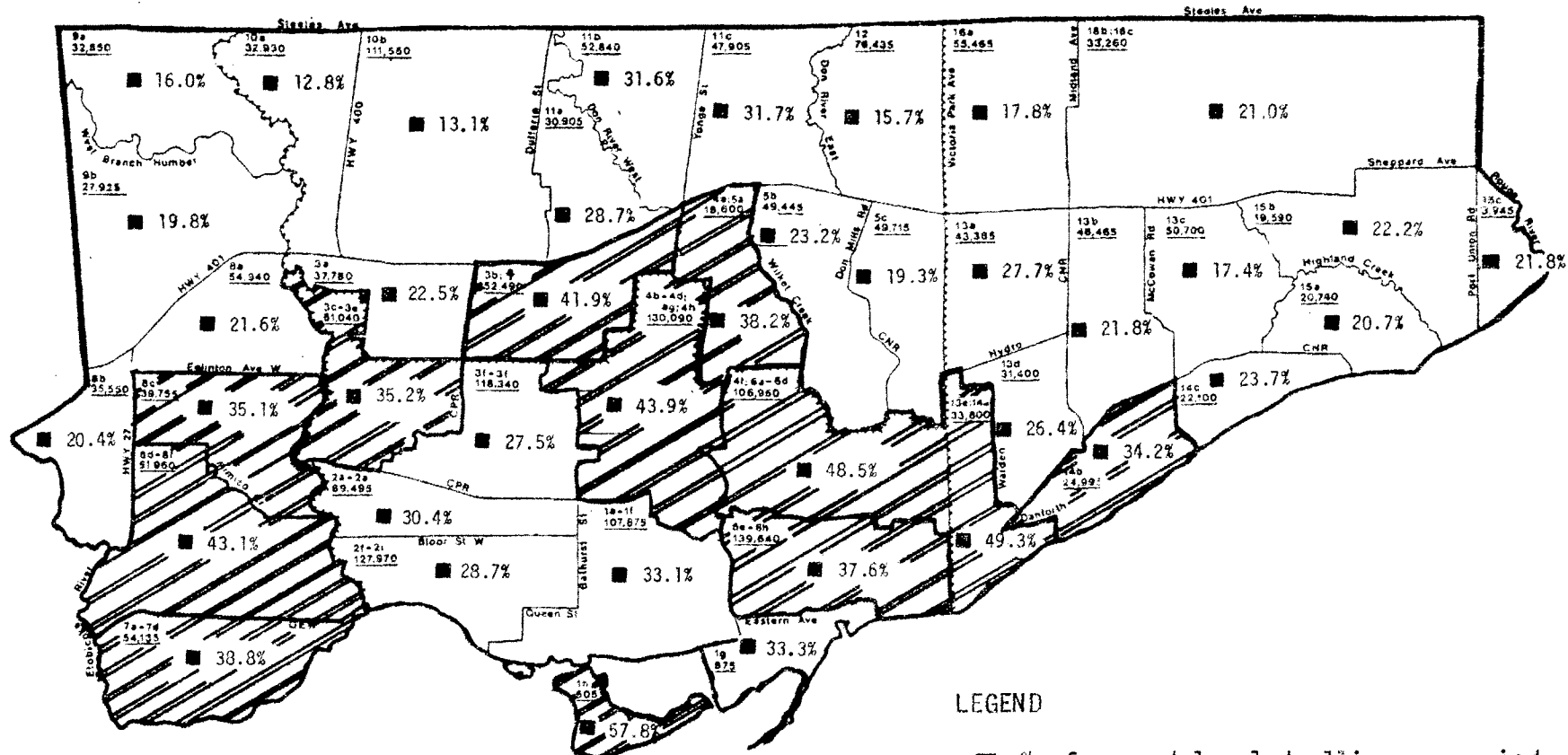
- 132 - Figure: 13 Distributions: Number and Percentage of Children By Age Living in Apartments, 1976

- 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)



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

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.<sup>40</sup> 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

<sup>40</sup> 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.

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

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 diversity 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:

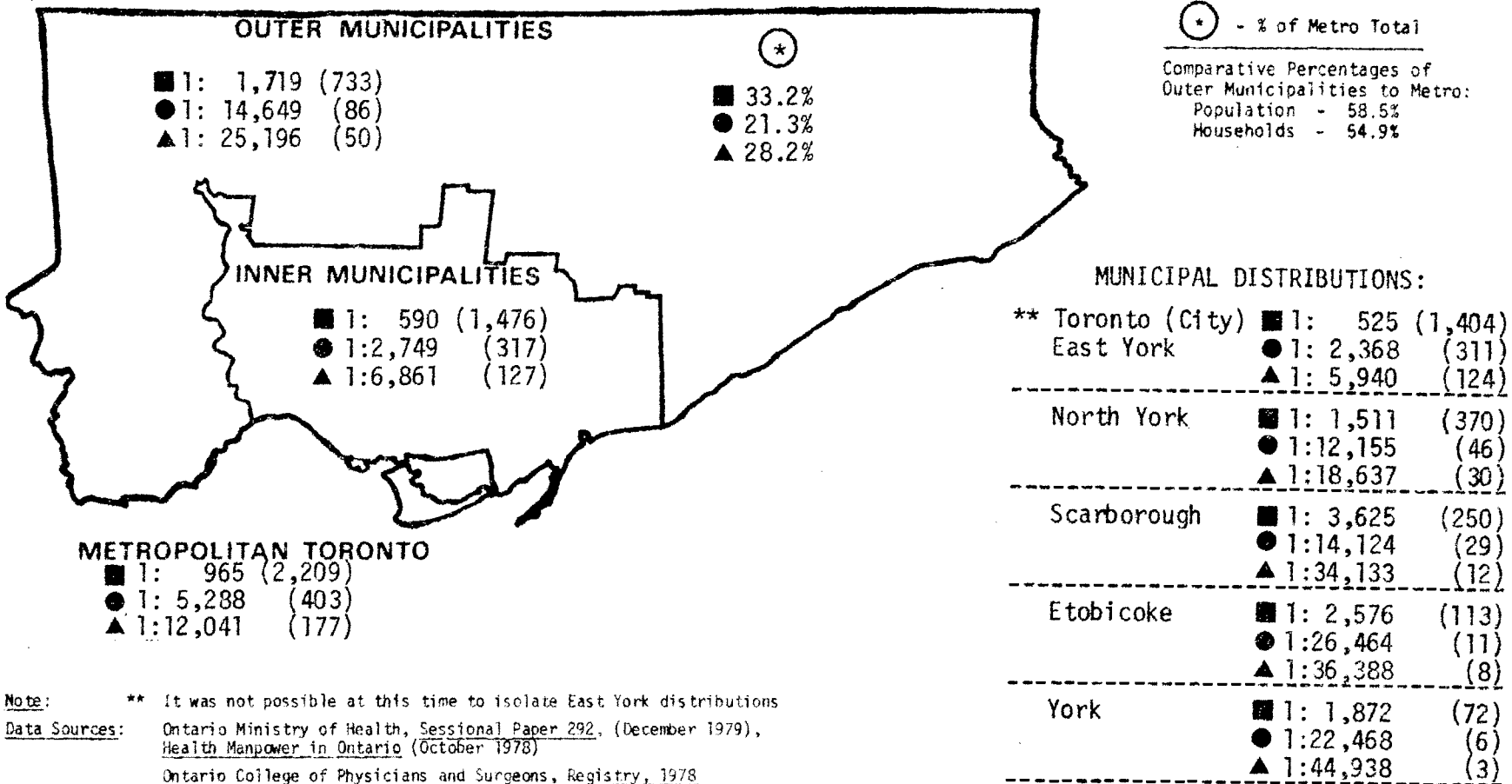
- i to create an organizational framework in socially and culturally diverse suburban neighbourhoods for outreach, social participation, and voluntary initiative;
- ii to introduce multiple uses to public facilities and spaces consistent with local variations, and to promote access for less mobile groups;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

-138- Figure: 15 Distributions: Estimated Population Served Per Opted-In Physician by Municipal Location:

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 practitioners	1: 1,200	83%
● Internists	1: 6,700	82%
▲ Pediatricians	1: 21,400	85%



Note: \*\* It was not possible at this time to isolate East York distributions

Data Sources: Ontario Ministry of Health, Sessional Paper 292, (December 1979),  
Health Manpower in Ontario (October 1978)

Ontario College of Physicians and Surgeons, Registry, 1978

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



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%)

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.<sup>41</sup> 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.

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<sup>41</sup> 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%

Table: 22

## 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%
<b>TOTALS</b>	<b>12.575</b>	<b>13.214</b>	<b>12.068</b>	<b>- 4.0%</b>

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.<sup>42</sup> 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.)

- <sup>42</sup>
- (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

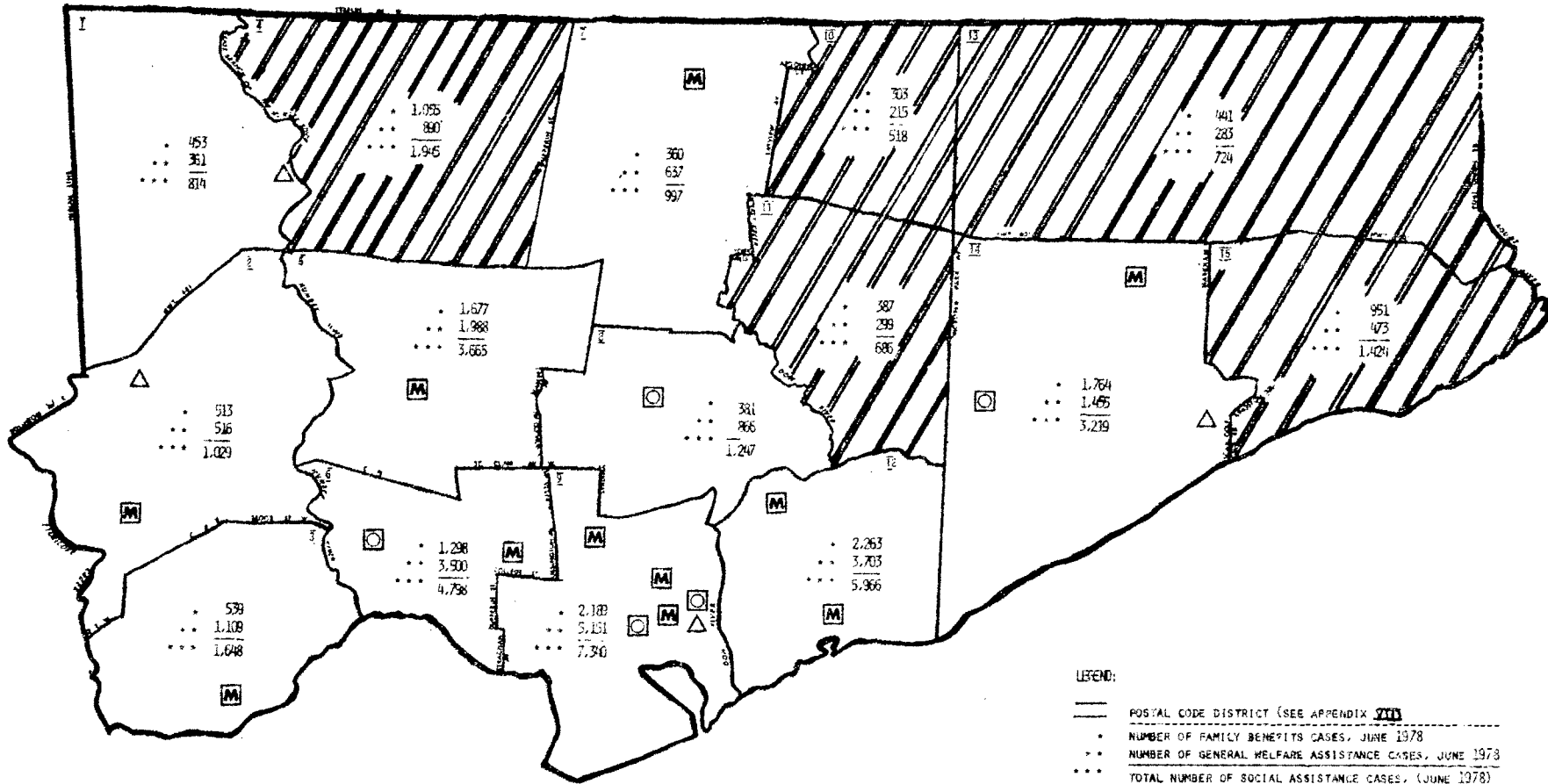
the integrated administration of General Welfare Assistance and Family Benefits, then Metro's Community Service Centres would be seen as places for information and help by all people, whether or not they are financially dependent.

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

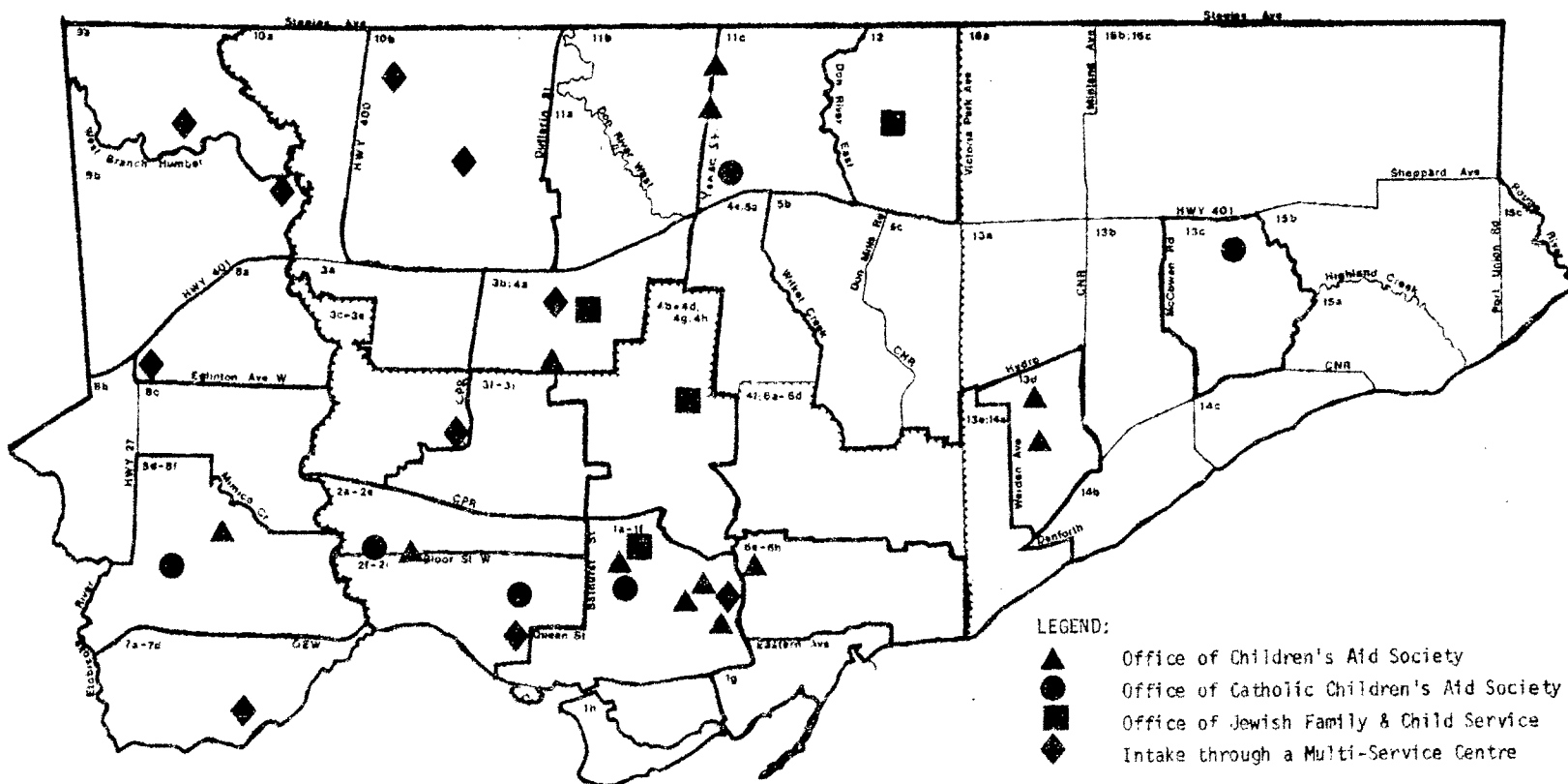


- LEGEND:
- POSTAL CODE DISTRICT (SEE APPENDIX VII)
  - NUMBER OF FAMILY BENEFITS CASES, JUNE 1978
  - .. NUMBER OF GENERAL WELFARE ASSISTANCE CASES, JUNE 1978
  - ... TOTAL NUMBER OF SOCIAL ASSISTANCE CASES, (JUNE 1978)
  - ⊙ LOCATION OF FAMILY BENEFITS ADMINISTRATIVE OFFICE, ONTARIO MINISTRY OF COMMUNITY AND SOCIAL SERVICES
  - Ⓜ LOCATION OF COMMUNITY SERVICE CENTRE, METRO TORONTO SOCIAL SERVICES DEPARTMENT
  - △ LOCATION OF MULTI-SERVICE INTAKE/SERVICE OFFICE
  - ▨ DISTRICTS WITHOUT INTAKE SERVICE CENTRES, 1980

Data Sources: Municipality of Metropolitan Toronto  
 Ontario Ministry of Community and Social Services

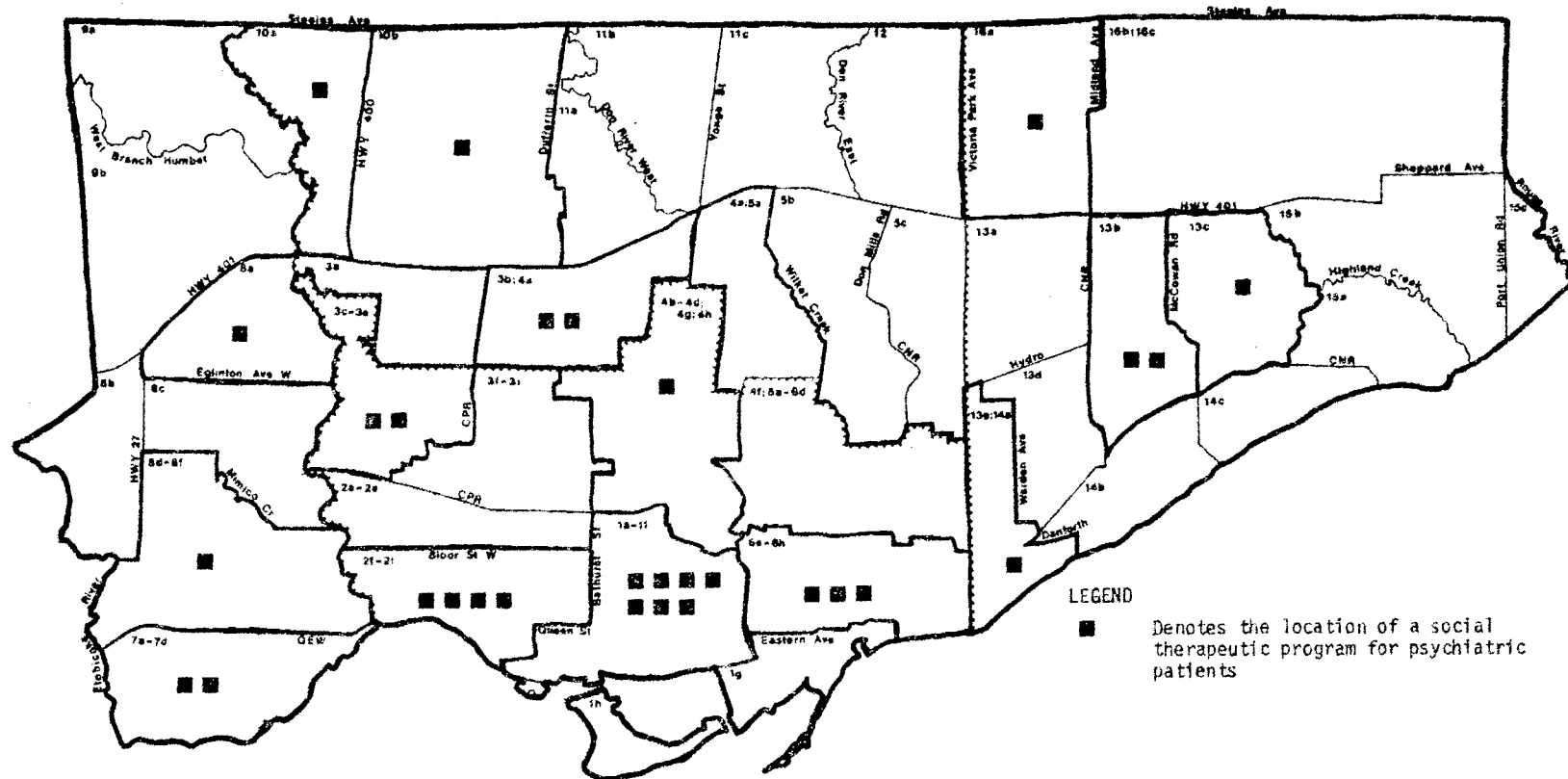
Figure: 18

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



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 CONVENE 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 possess. 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.<sup>43</sup> 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.<sup>44</sup>

<sup>43</sup> 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.

<sup>44</sup> 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.<sup>45</sup>

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.

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<sup>45</sup> 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.<sup>46</sup> 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.

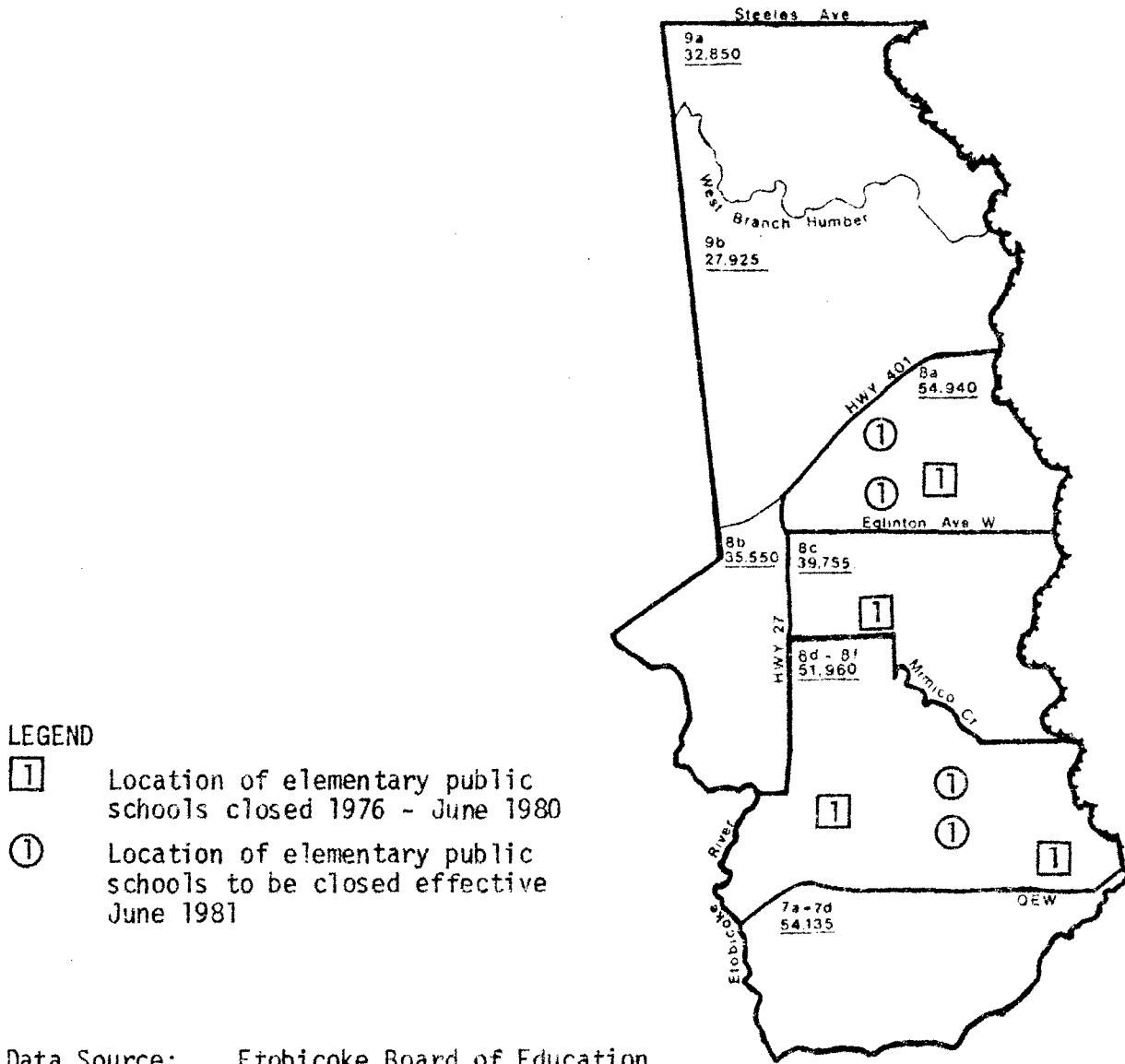
It is not within the scope of this report to comment on issues related to elementary school size. We do have significant concerns about the forms of planning for the uses of school facilities and sites.

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

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<sup>46</sup> 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 -

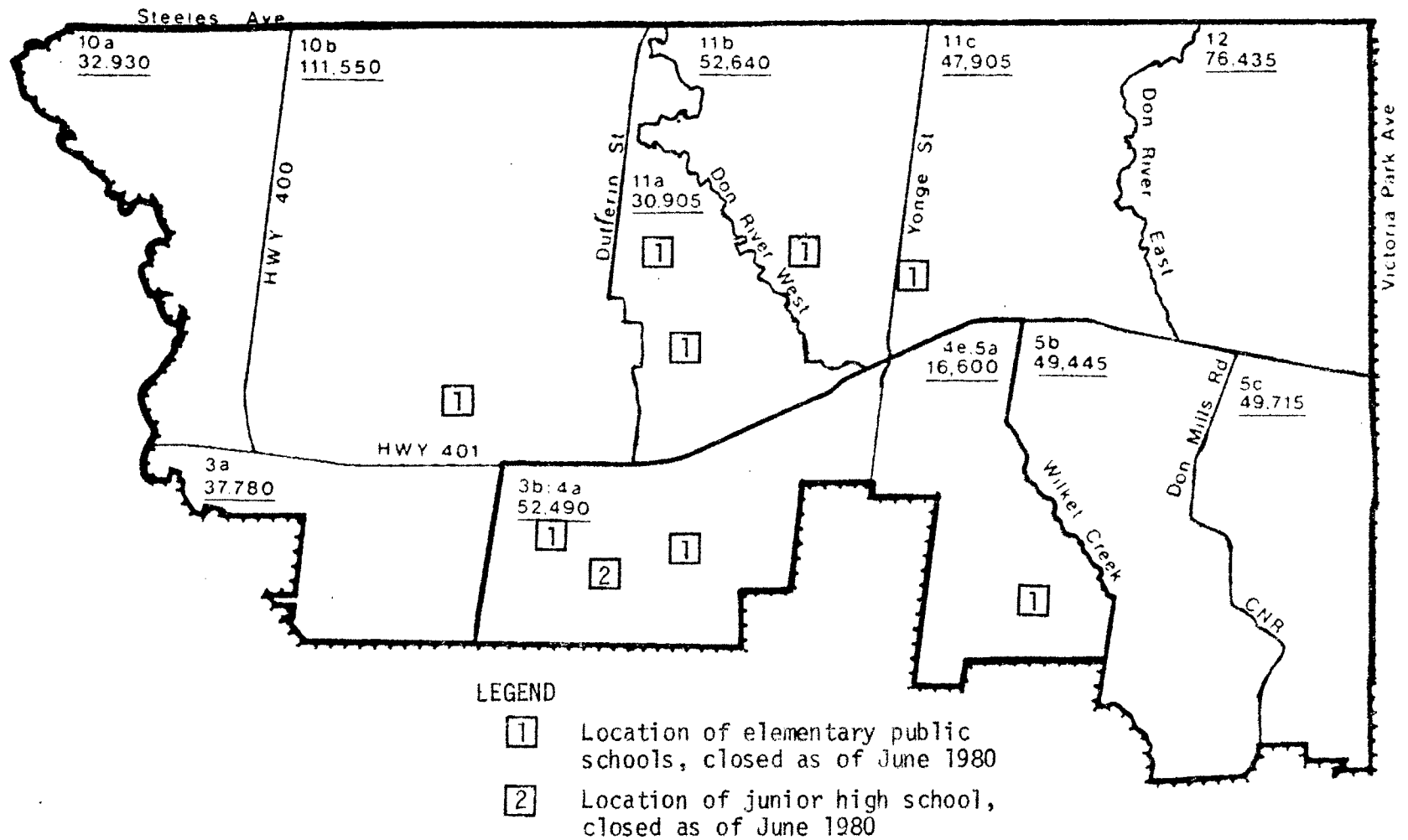


TEN YEAR ENROLMENT PROJECTION, 1980-1989 NORTH YORK BOARD OF EDUCATION

- 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



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."<sup>47</sup>

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

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<sup>47</sup> 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.<sup>48</sup> 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.<sup>49</sup> There are significant social dimensions to learning, information seeking, and cultural experience.

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

<sup>49</sup> 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.<sup>50</sup> 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.

<sup>50</sup> 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.<sup>51</sup> 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.

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