

7.0 SPECIAL NEEDS

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

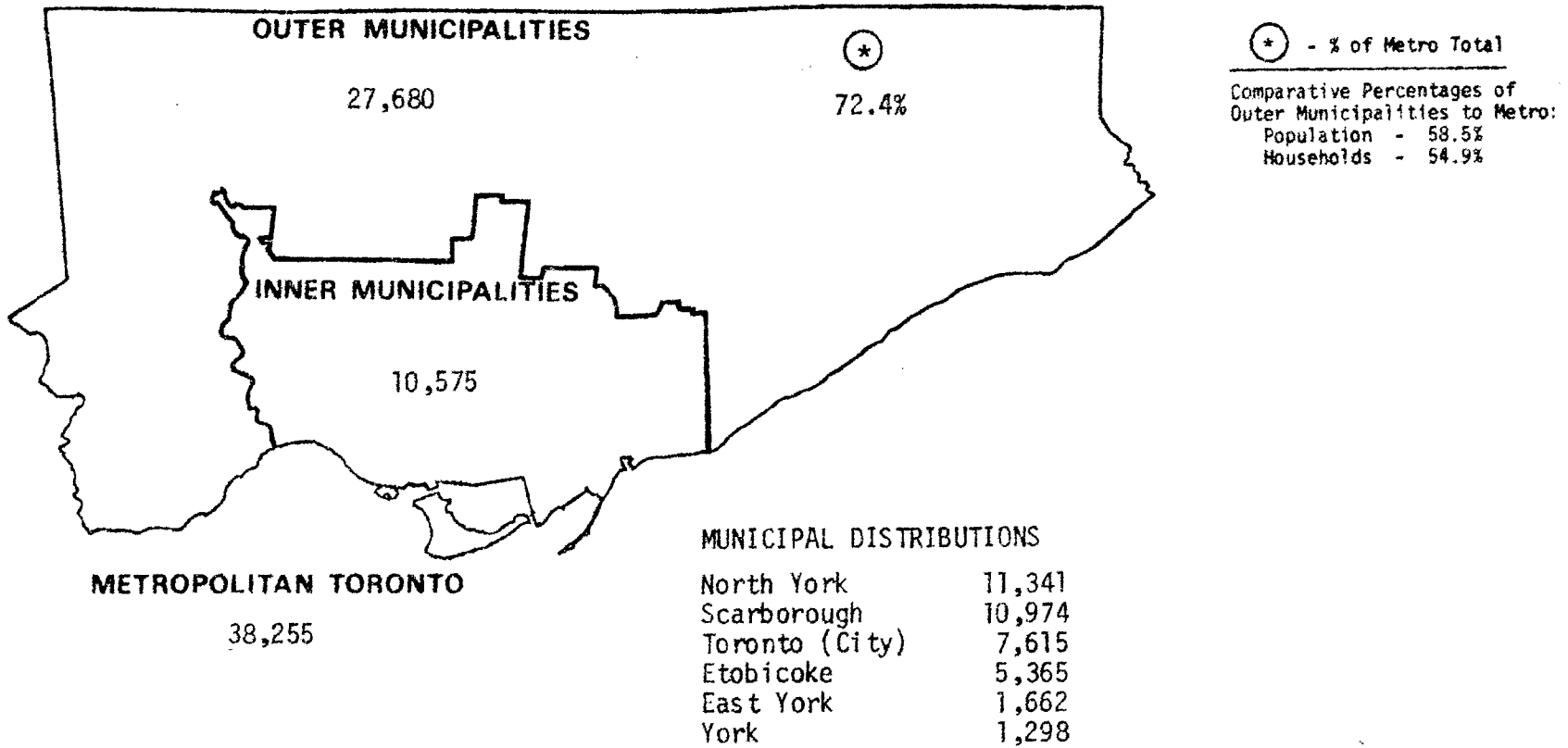
- (a) inadequate suburban services and inappropriate land use patterns;
- (b) absence of voluntary initiatives relating to social needs;
- (c) poorly distributed services and programs;
- (d) inactivity of public officials.

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

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

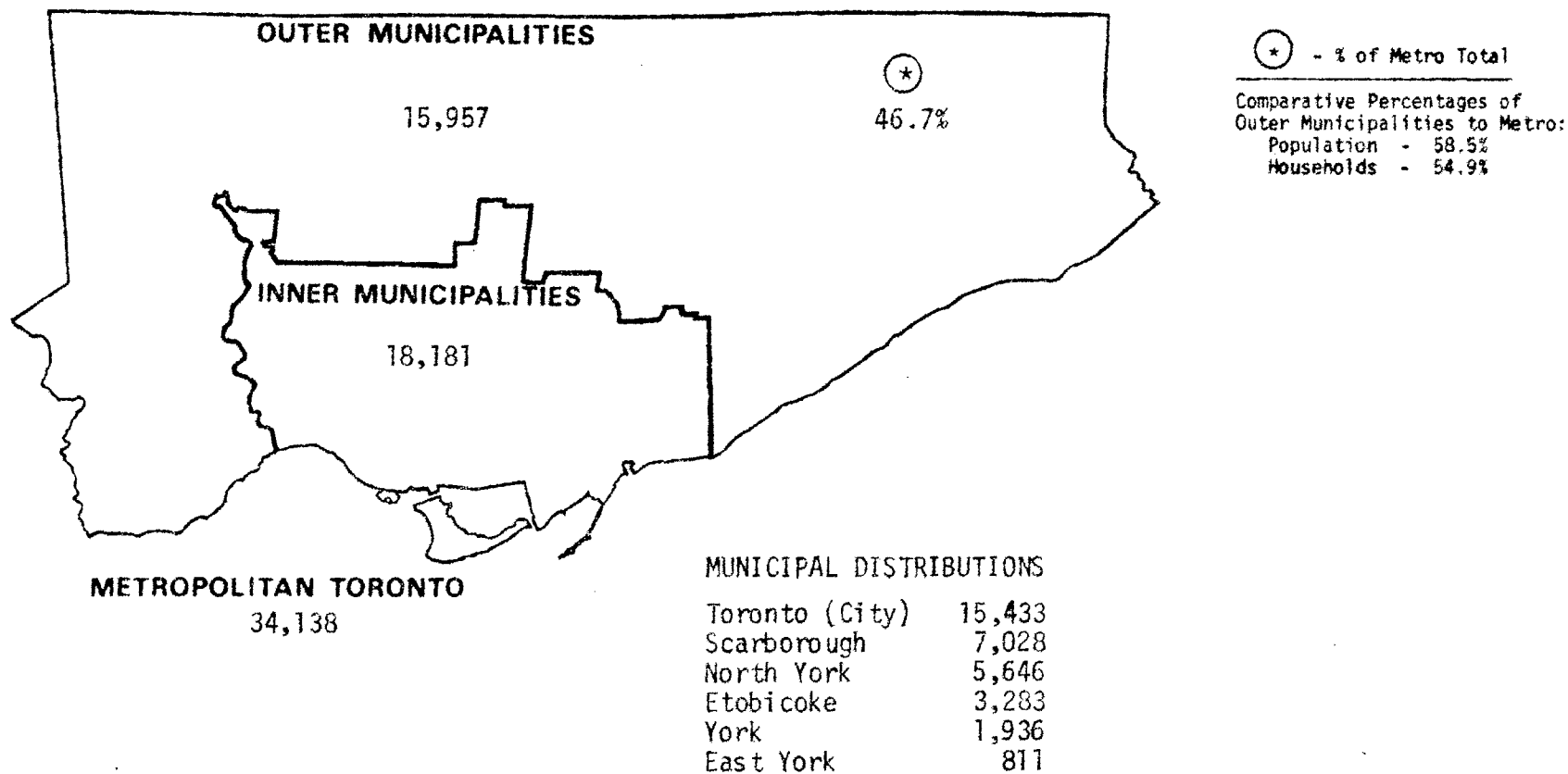
A. Facilities

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

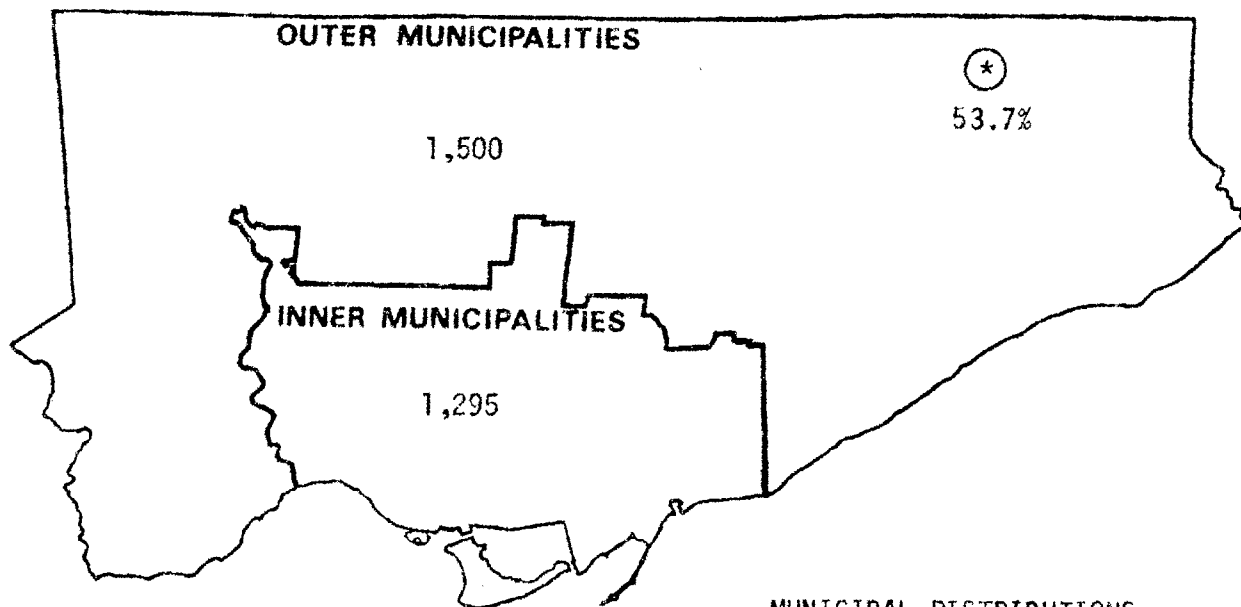


Data Source: Children in Metropolitan Toronto, Metropolitan Toronto Planning Department, September 1979

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



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



⊛ - % of Metro Total

Comparative Percentages of
Outer Municipalities to Metro:
Population - 58.5%
Households - 54.9%

METROPOLITAN TORONTO

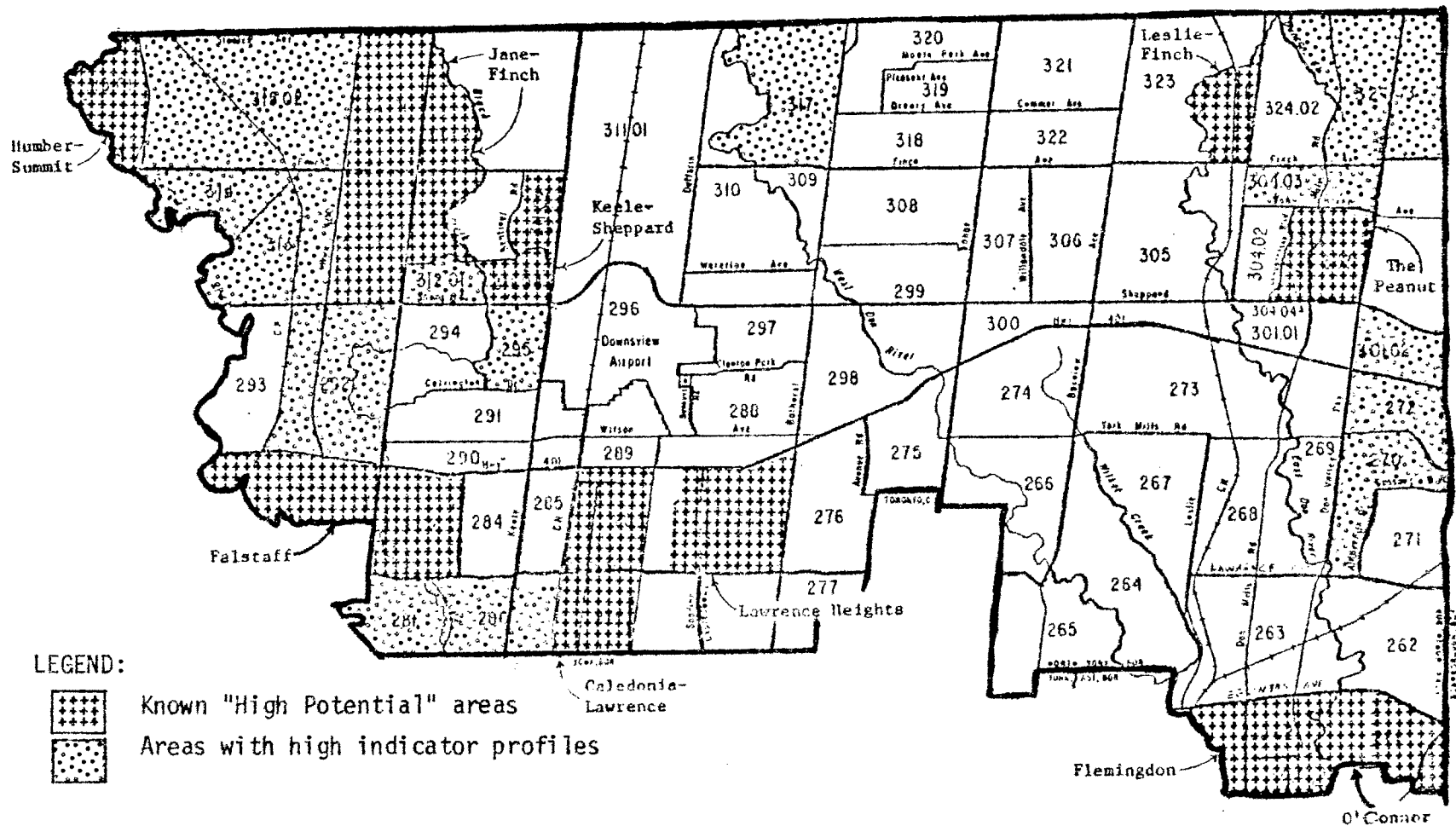
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MUNICIPAL DISTRIBUTIONS

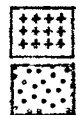
Toronto (City)	880
North York	590
Scarborough	590
Etobicoke	320
York	265
East York	150

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

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



LEGEND:



Known "High Potential" areas
 Areas with high indicator profiles

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

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

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

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

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

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

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

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

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

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

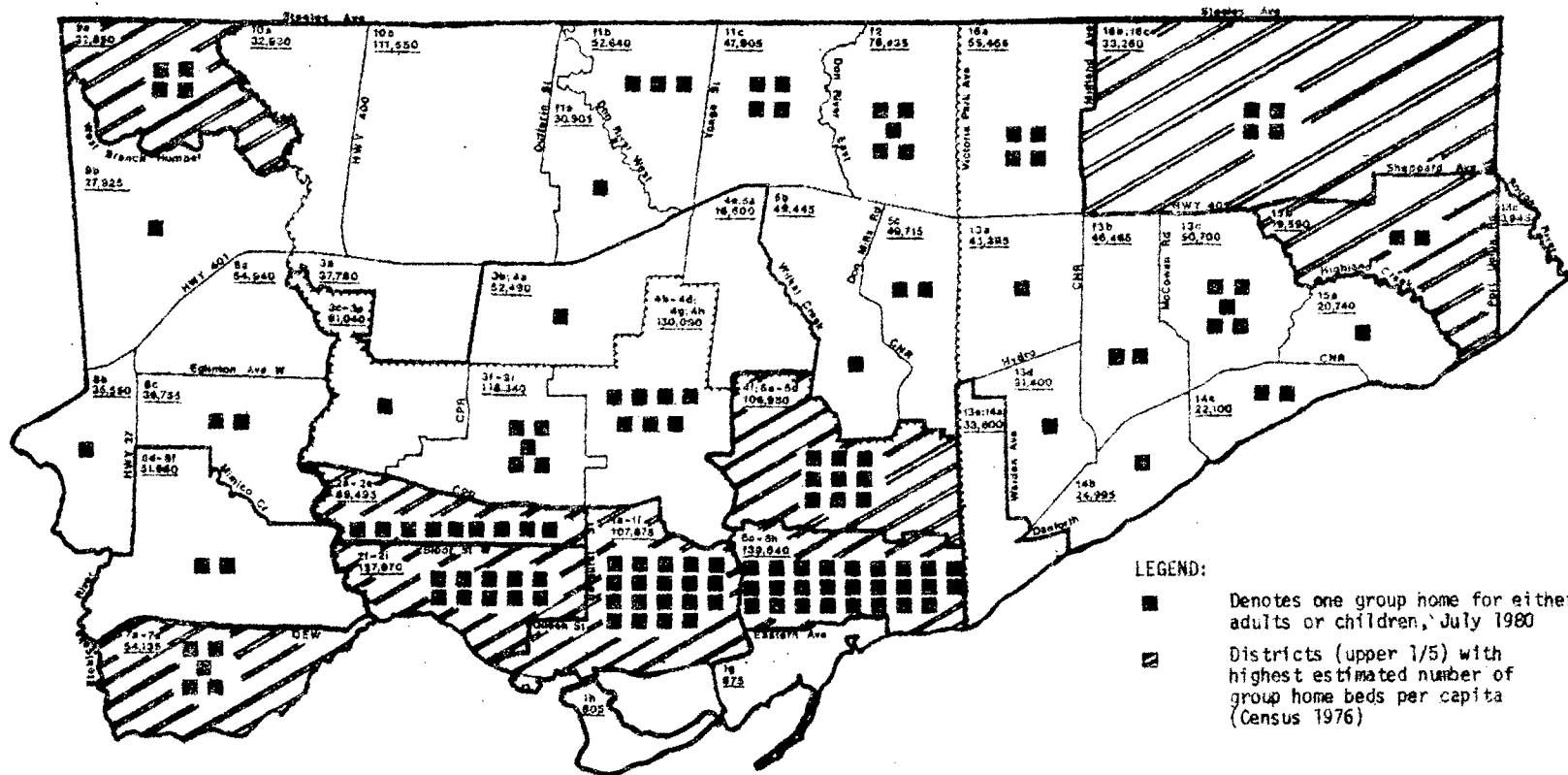
RECOMMENDATION 7.1 -- METRO COUNCIL INCORPORATE INTO METROPLAN FAIR SHARE DISTRIBUTION POLICIES FOR THE LOCATION OF GROUP HOMES, DAY CARE, AND CRISIS ACCOMMODATION FACILITIES IN METROPOLITAN TORONTO.

B. Congregate Living

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

Figure: 27

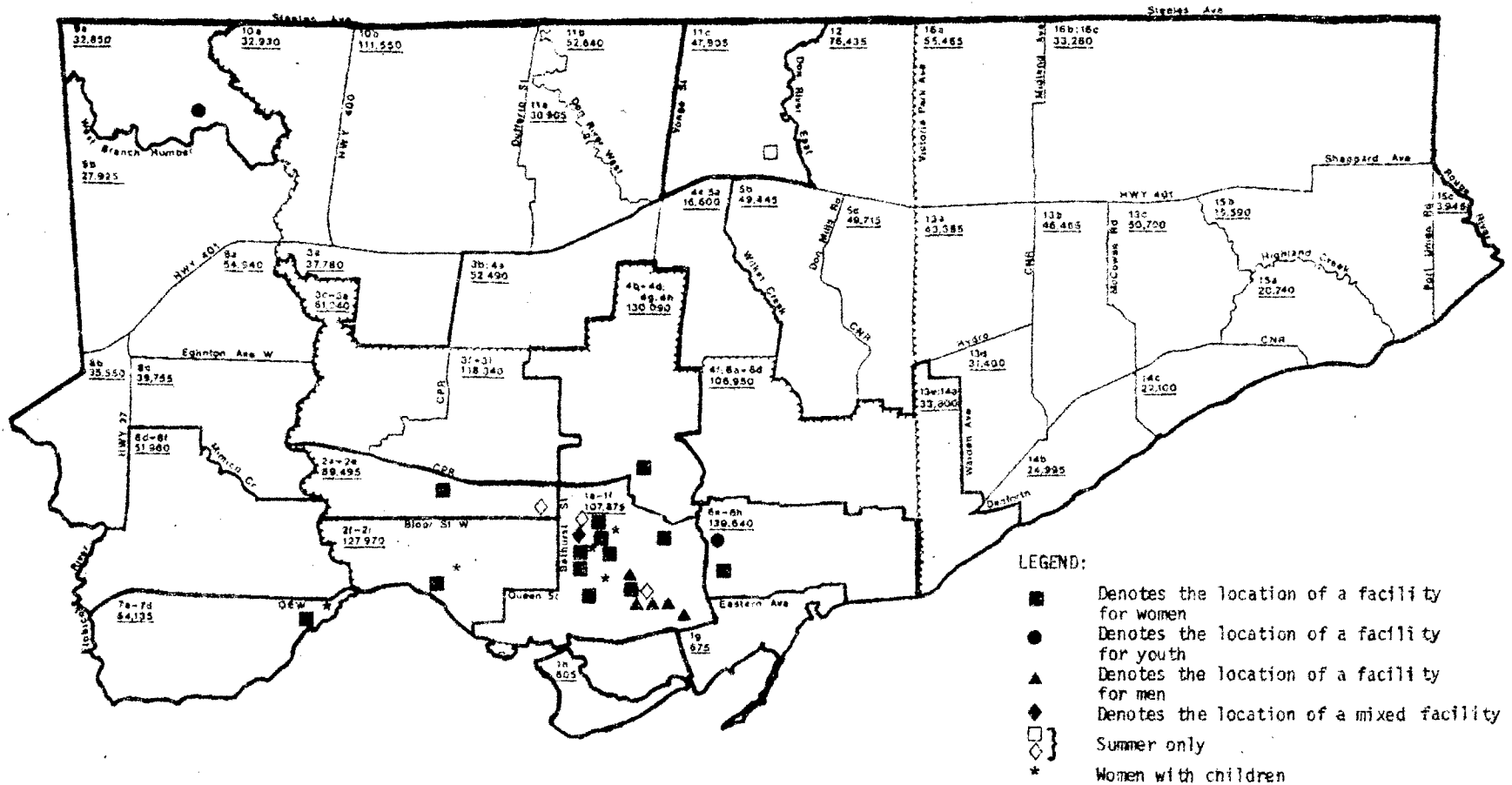
Distributions: Location of Group Homes for Adults and Children in Metropolitan Toronto, July 1980



Data Sources: Government of Ontario
 Statistics Canada

Figure: 28

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



Data Sources: Metro Social Services Department
Community Information Centre

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

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

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

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

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

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

C. Child Welfare and Family Support

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

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

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

Provincial statements which affirm prevention as a central children's services objective, and cite the family as the essential unit of society, are not backed up with programs and resources. There is an unwillingness to invest in children during critical periods of their development. Many suburban children are growing into angry and alienated youth. Suburban vandalism and school violence are visible signs of a deeper malaise. Children who are neglected by the community when they are young, will place substantial treatment, corrections, and family welfare costs on future taxpayers. Many forms of adult and parental instability can be traced to childhood neglect and abuse.

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

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

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

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

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

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

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

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

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

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

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

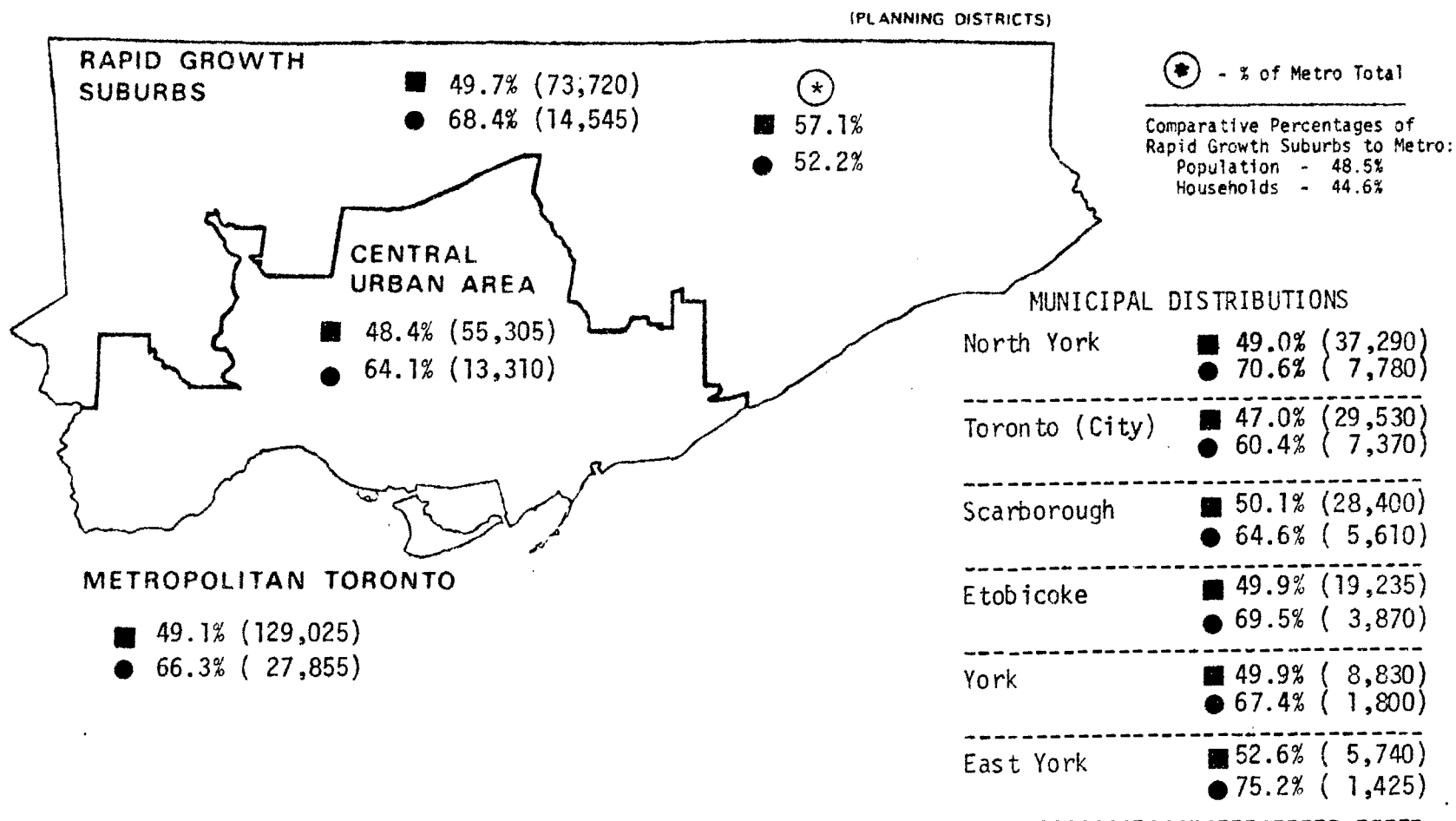
family earner is at three-fifths the industrial wage, or \$8,200, then the combined income of that family -- \$22,000 -- is below the estimated average family income in Ontario of \$26,400 in 1980. Day care subsidies are minimal for family incomes above \$15,000. Rates of \$15 a day for group care, (\$17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

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

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

-188- Figure: 29 Distributions: Labour Force Participation of Parents in Families With Children Aged 0 - 18, 1976

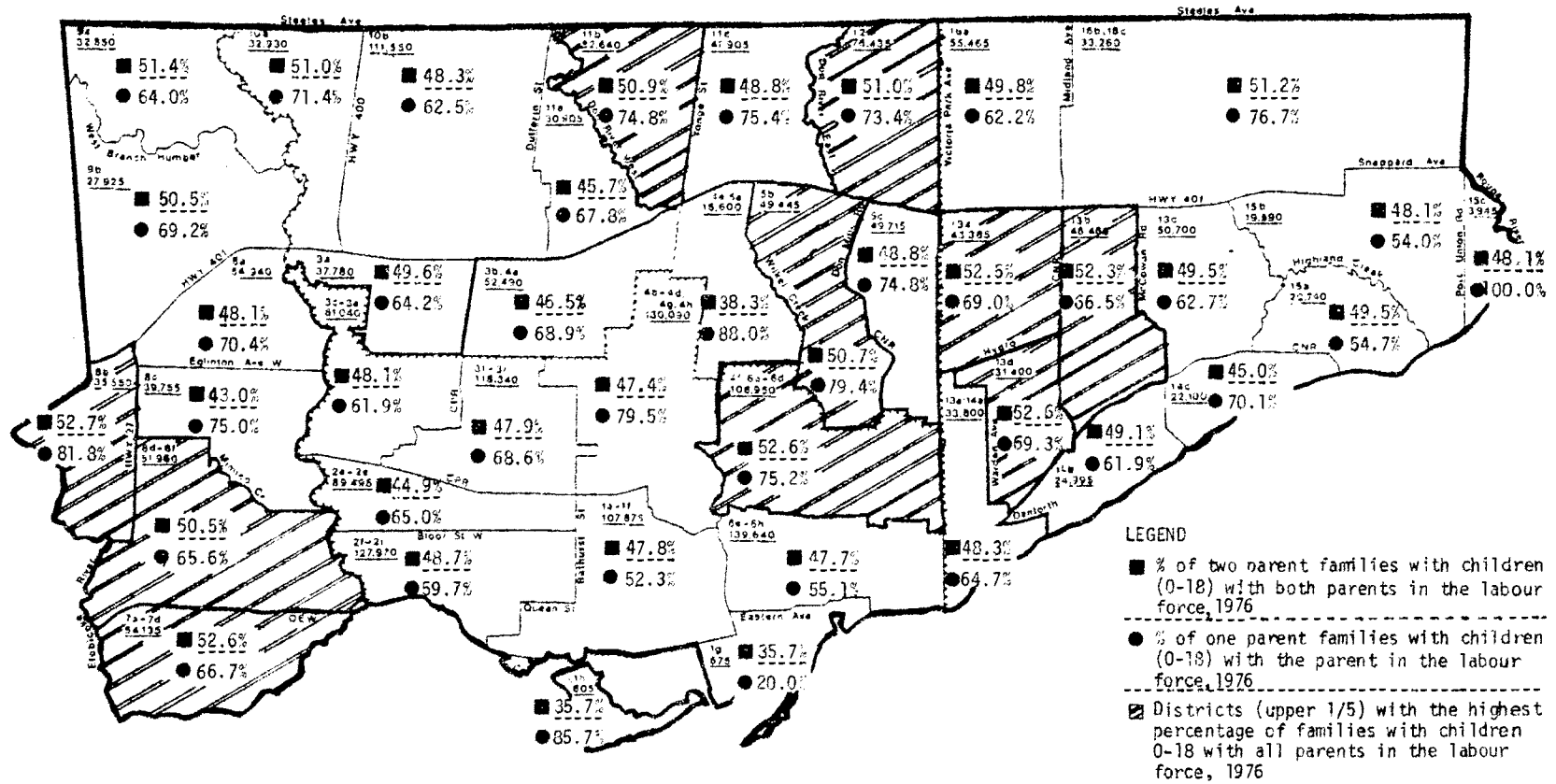
- Percentage and number of two parent families with both parents in the labour force, 1976
- Percentage and number of single parent families, with single parent in the labour force, 1976



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

Figure: 30

Distributions: Parents in the Labour Force, 1976



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

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

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

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

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

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

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

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

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

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

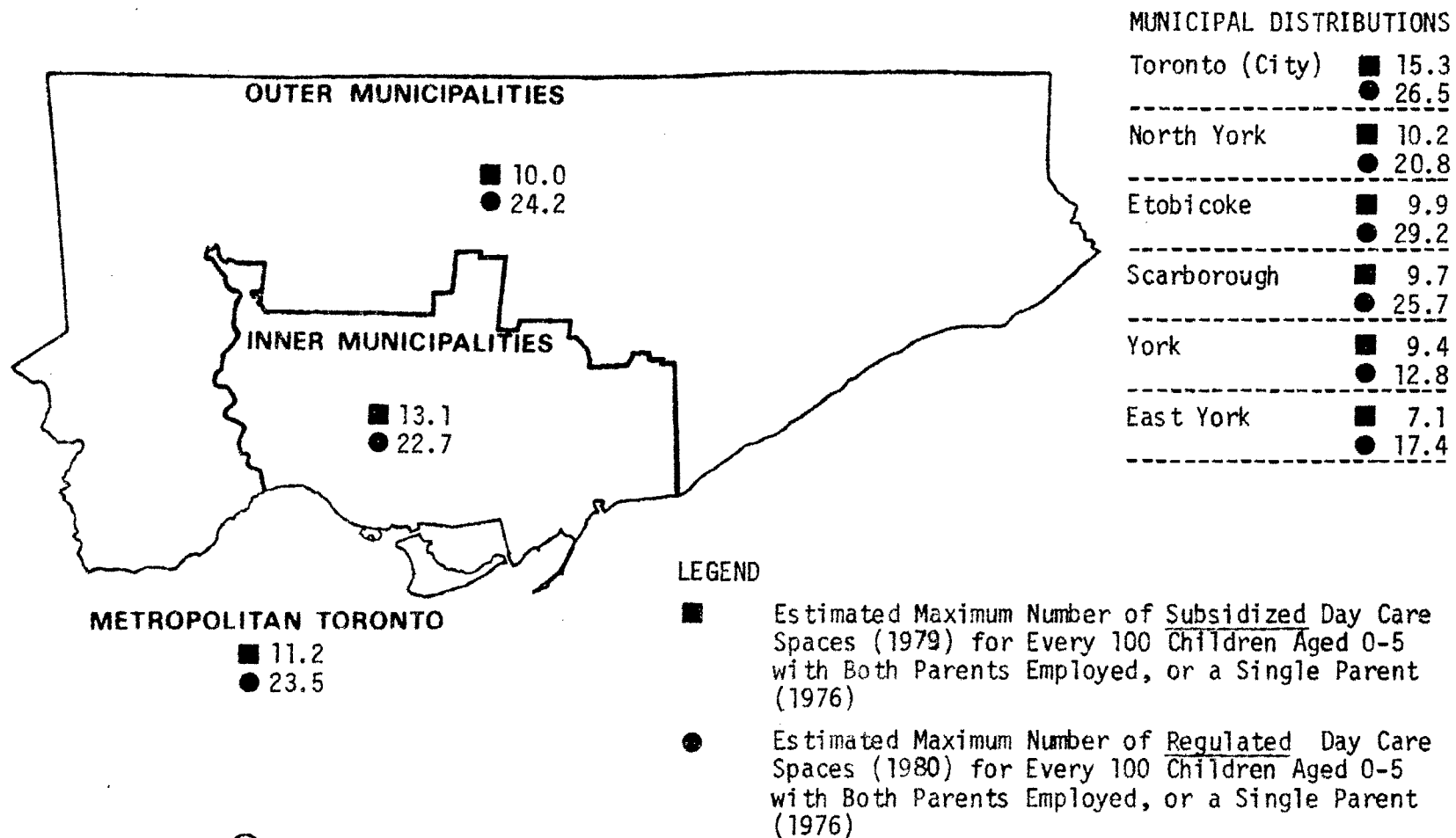
As an alternative, we are proposing a five year plan to increase access for subsidized quality day care for pre-school children in the suburbs and across Metro.

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

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

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

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



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

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

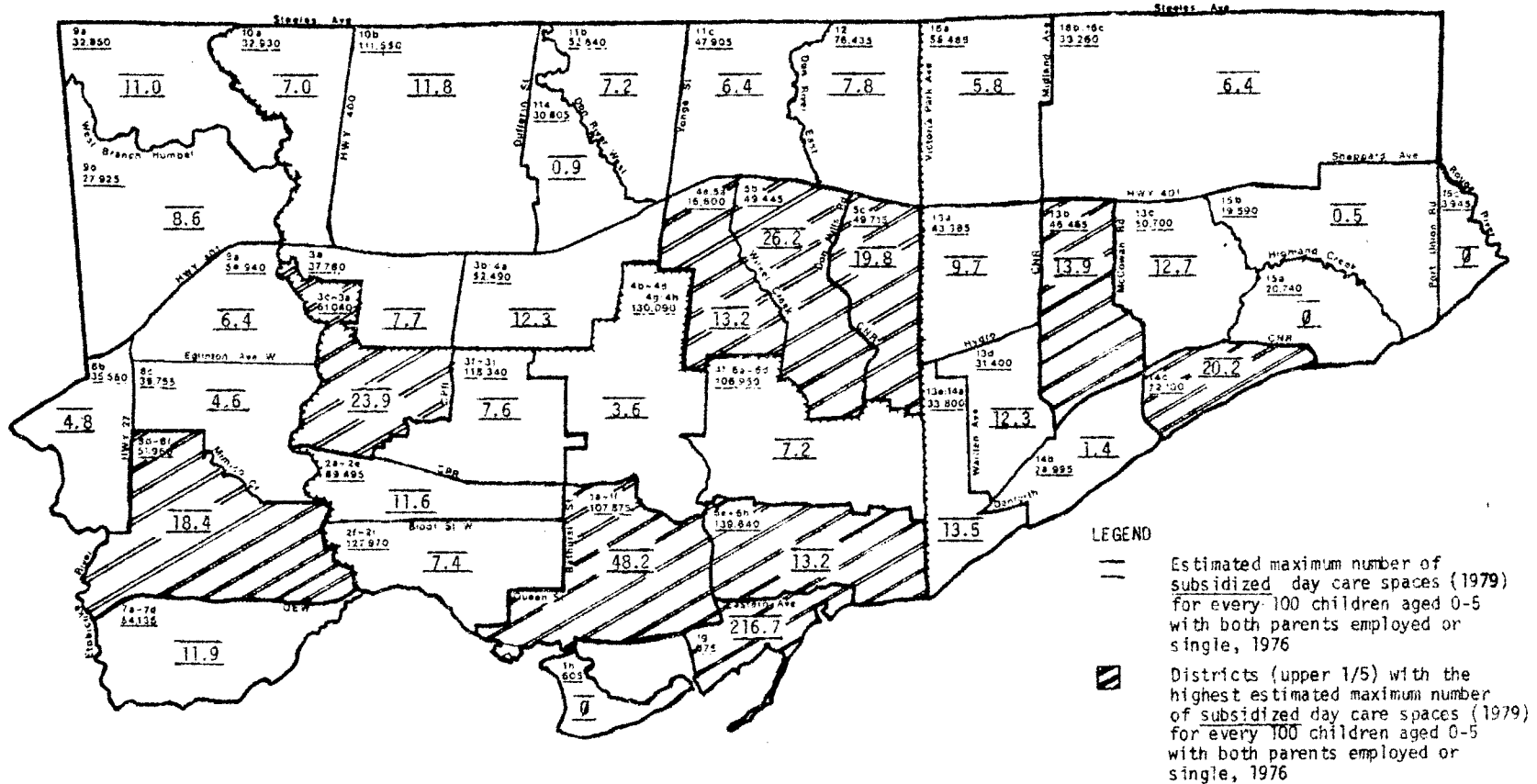
The net additional cost in year one for Ontario to finance 1,750 new pre-school spaces in Metro would not exceed \$1.7 million (30% of \$3,300 per space). In our judgement, Ontario has the fiscal capacity to meet these targets in Metro.

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

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

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

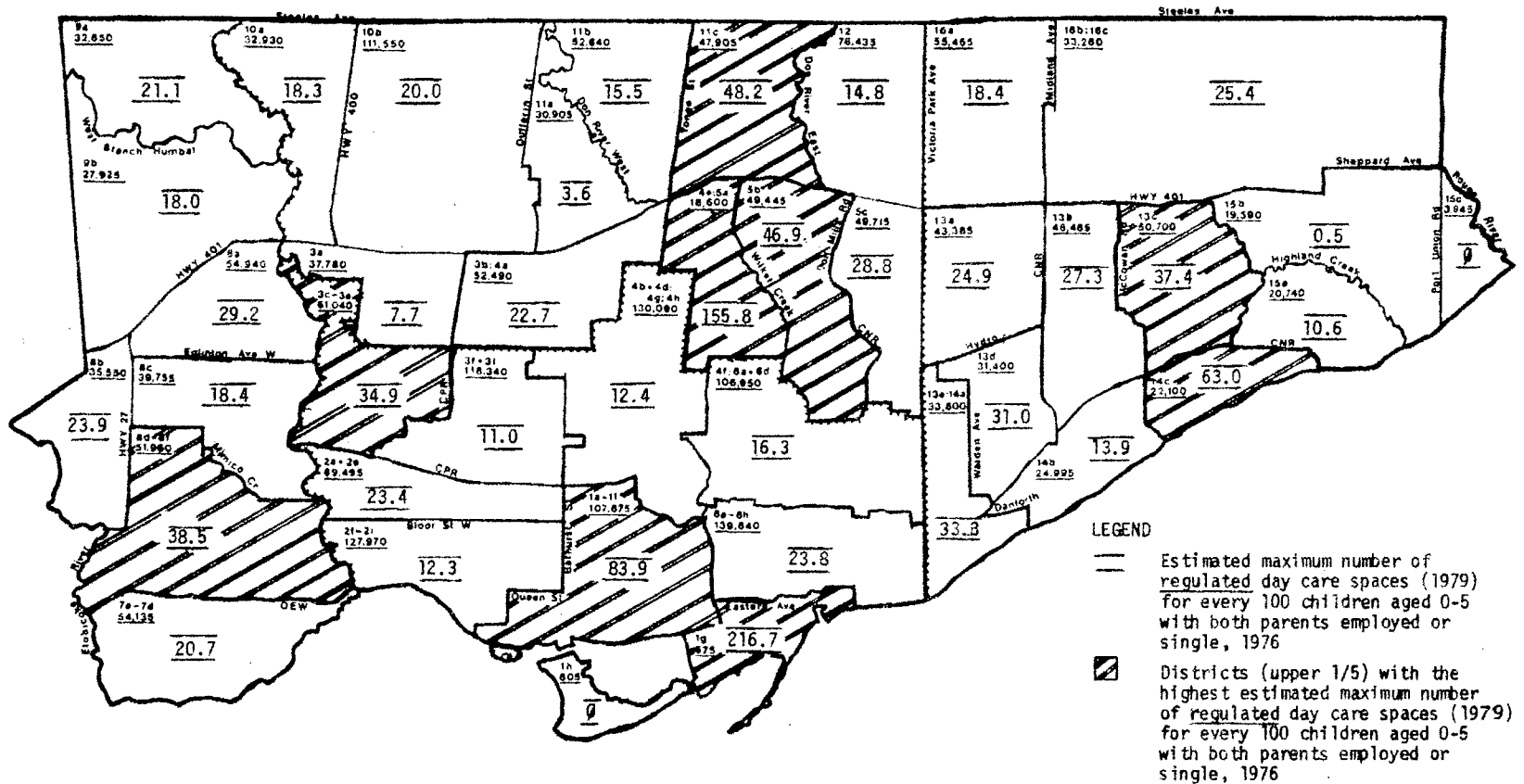
Distributions: Estimated Maximum Number of Subsidized Day Care Spaces, 1979 for Every 100 Children Aged 0-5 with Both Parents Employed or Single, 1976



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

Figure: 33

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

D. Youth

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

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

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

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

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

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

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

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

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

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

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

"tenser" school conditions, but noted that:⁶⁴

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

E. Recent Immigrants

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

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

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

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

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

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

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

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

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

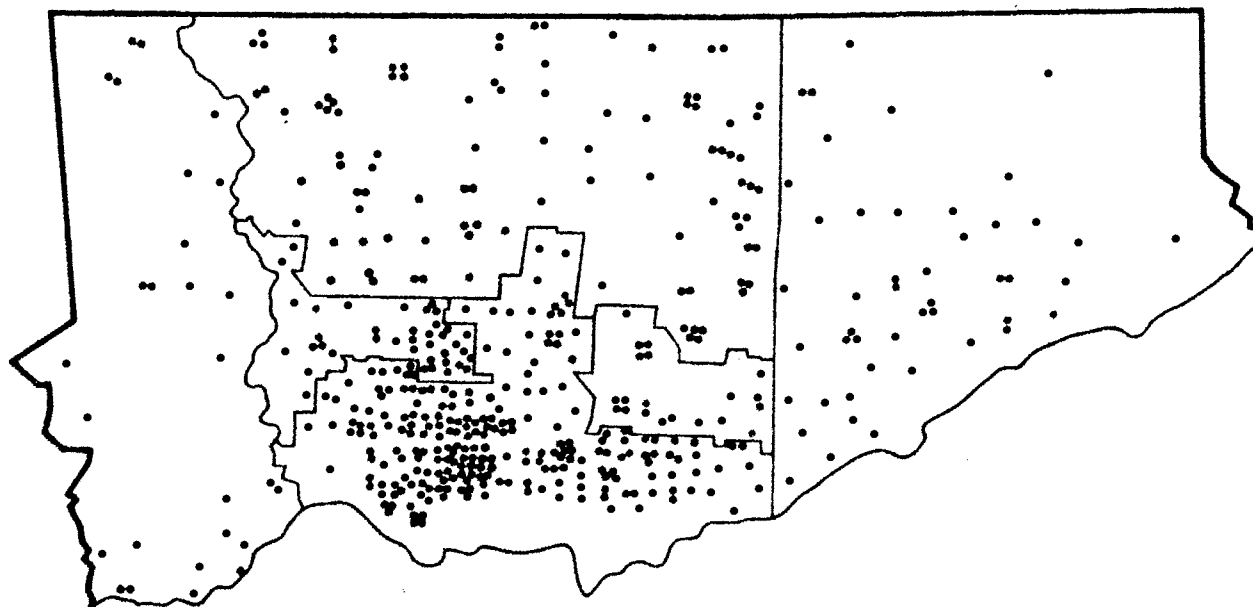
At present, information booklets for immigrants are published by the provincial government, public agencies, and some local suburban groups. Scattered information resources make the process of orientation difficult. Many languages are spoken in Metro's suburbs. It is costly for individual public agencies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

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

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

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

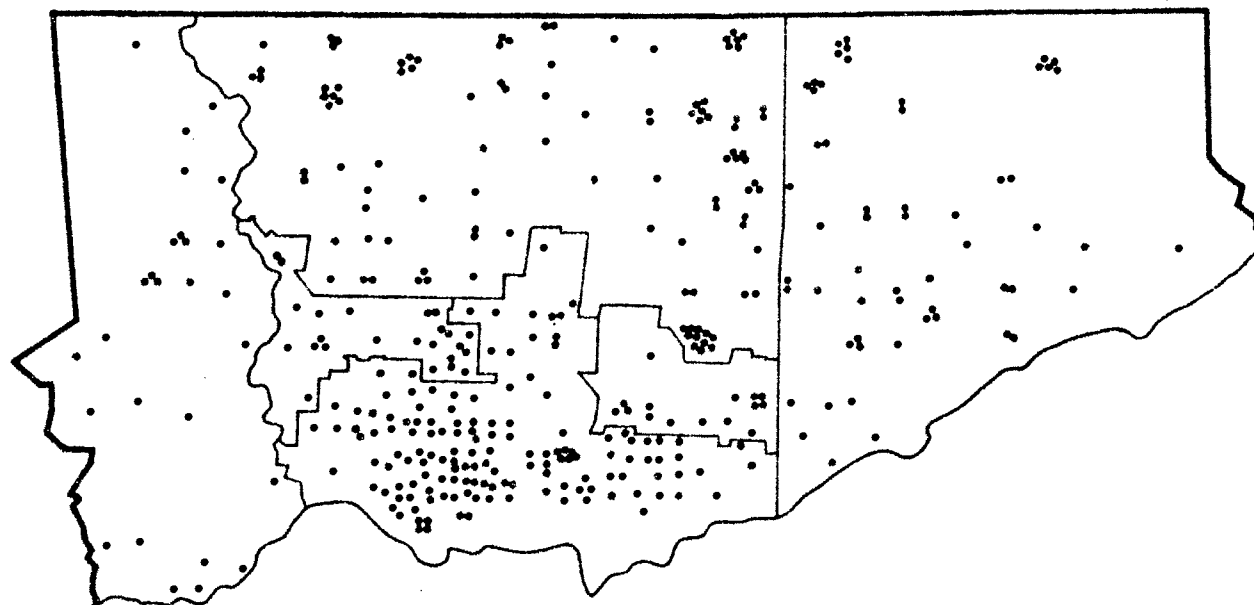
"I'd like to think that we in this country would be prepared to embark upon the creative development of a new sense of citizenship within our schools, within our homes, within our factories, within the hearts and minds



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

Data Source: City of Toronto Planning and Development Department

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



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

Data Source: City of Toronto Planning and Development Department

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

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

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

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

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

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

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

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

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

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

and the inclusion of children born in Canada).

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

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

Table: 27

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

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

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

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

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

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

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

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

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

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

F. Senior Adults

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

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

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

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

Census 1976 and Ontario Projections in 1978

- numbers
- (percentage change over five years)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

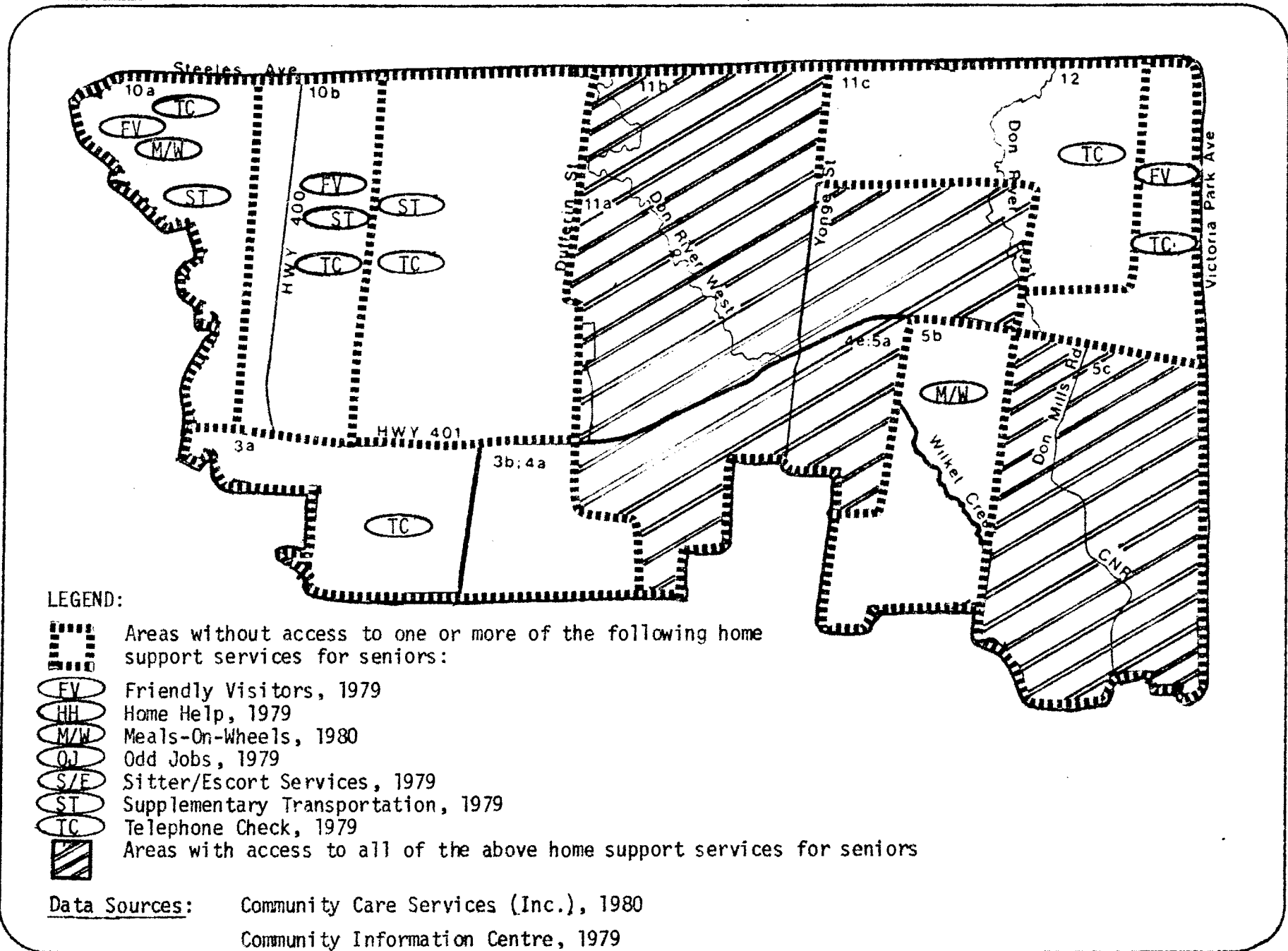
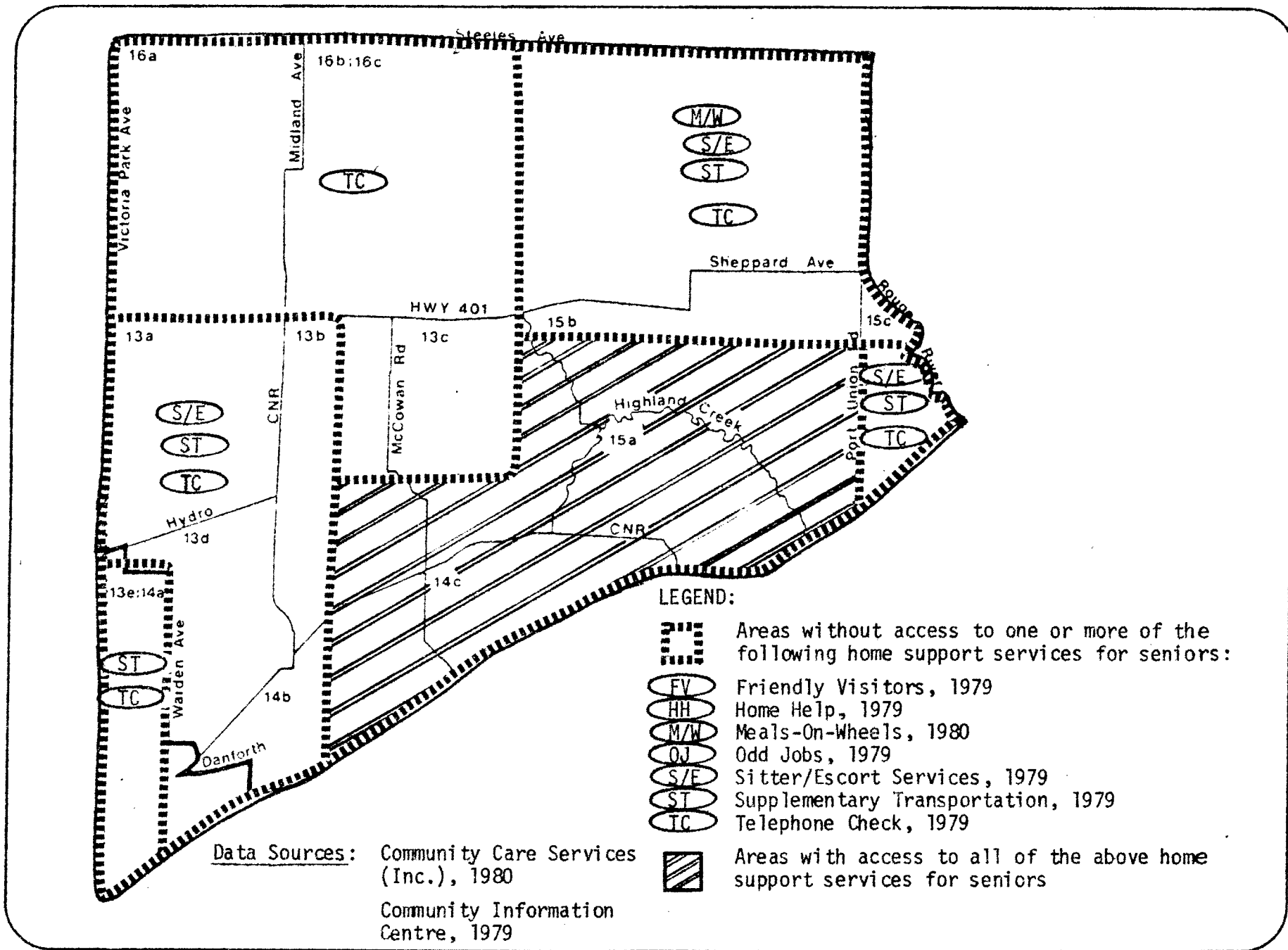


Figure: 37 Distributions: Access to Home Support Services for Seniors, Scarborough, 1979, 1980 - 221 -



8.0 ELECTORAL STRUCTURE

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

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

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

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

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

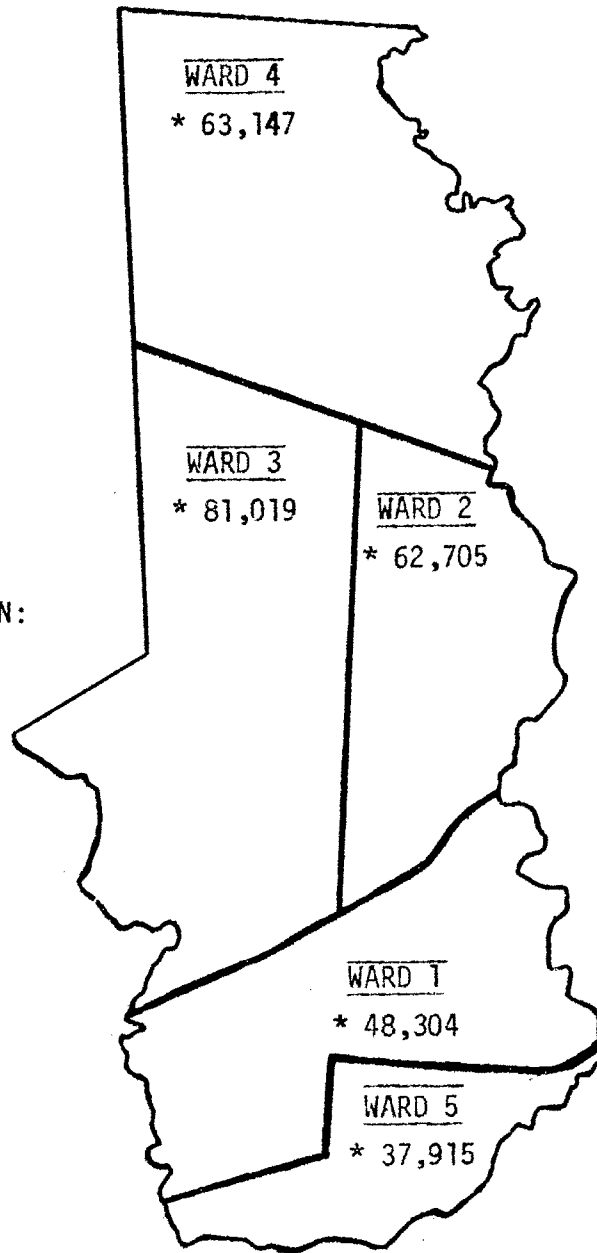
-224-Figure: 38 Structure of Municipal Council Electoral Representation, Etobicoke, 1978-1980

(a) AT LARGE (* 293,090):
- Mayor
- 4 Controllers

(Total 5)

(b) WARDS (Total 5)
- 10 Aldermen (2 per ward)

(c) METRO COUNCIL REPRESENTATION:
- Mayor
- 4 Controllers

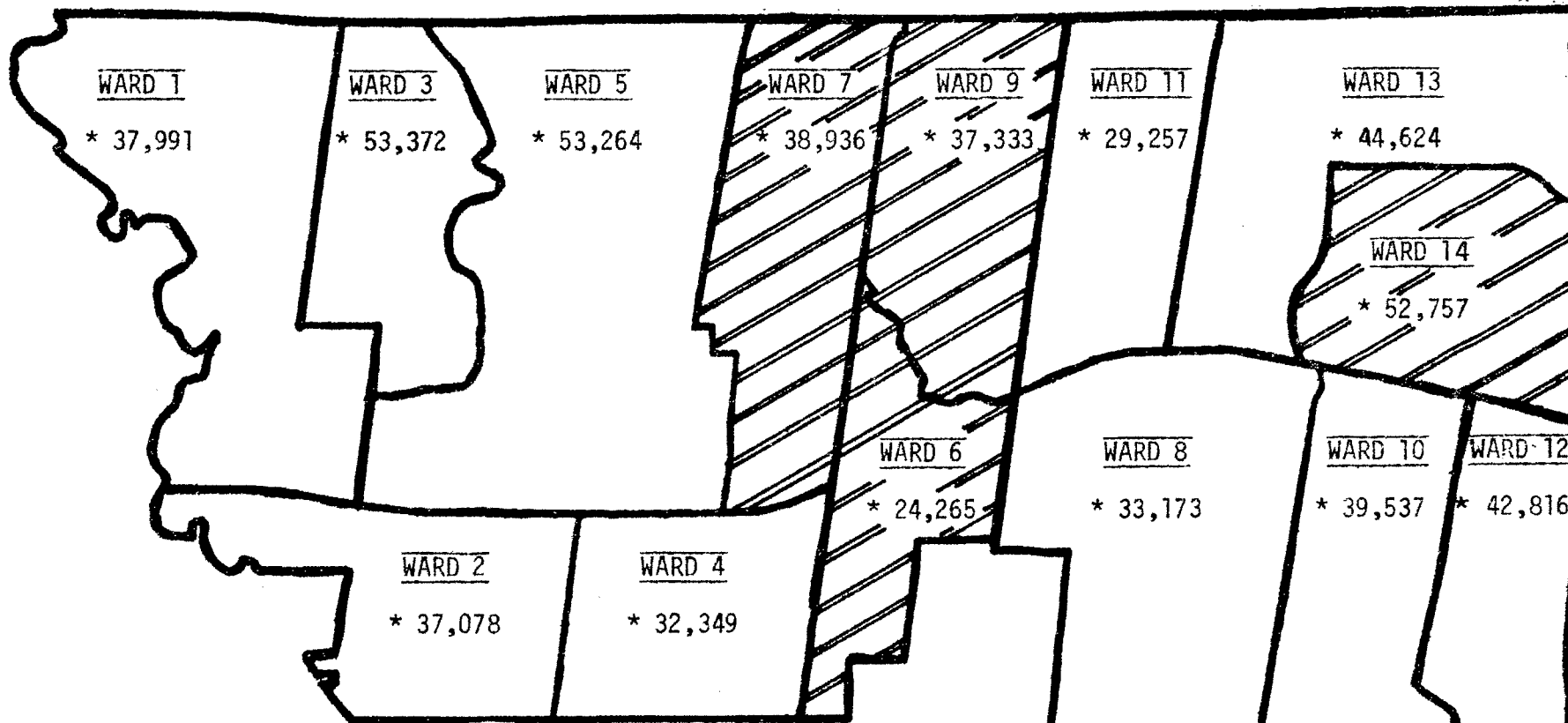


LEGEND

* Assessed population as of January 1, 1979

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

- (a) AT LARGE (* 556,752): Mayor, 4 Controllers (Total 5)
- (b) WARDS (Total 14)
- (c) METRO COUNCIL REPRESENTATION:
 - Mayor
 - 4 Controllers
 - 4 Ward Aldermen ①

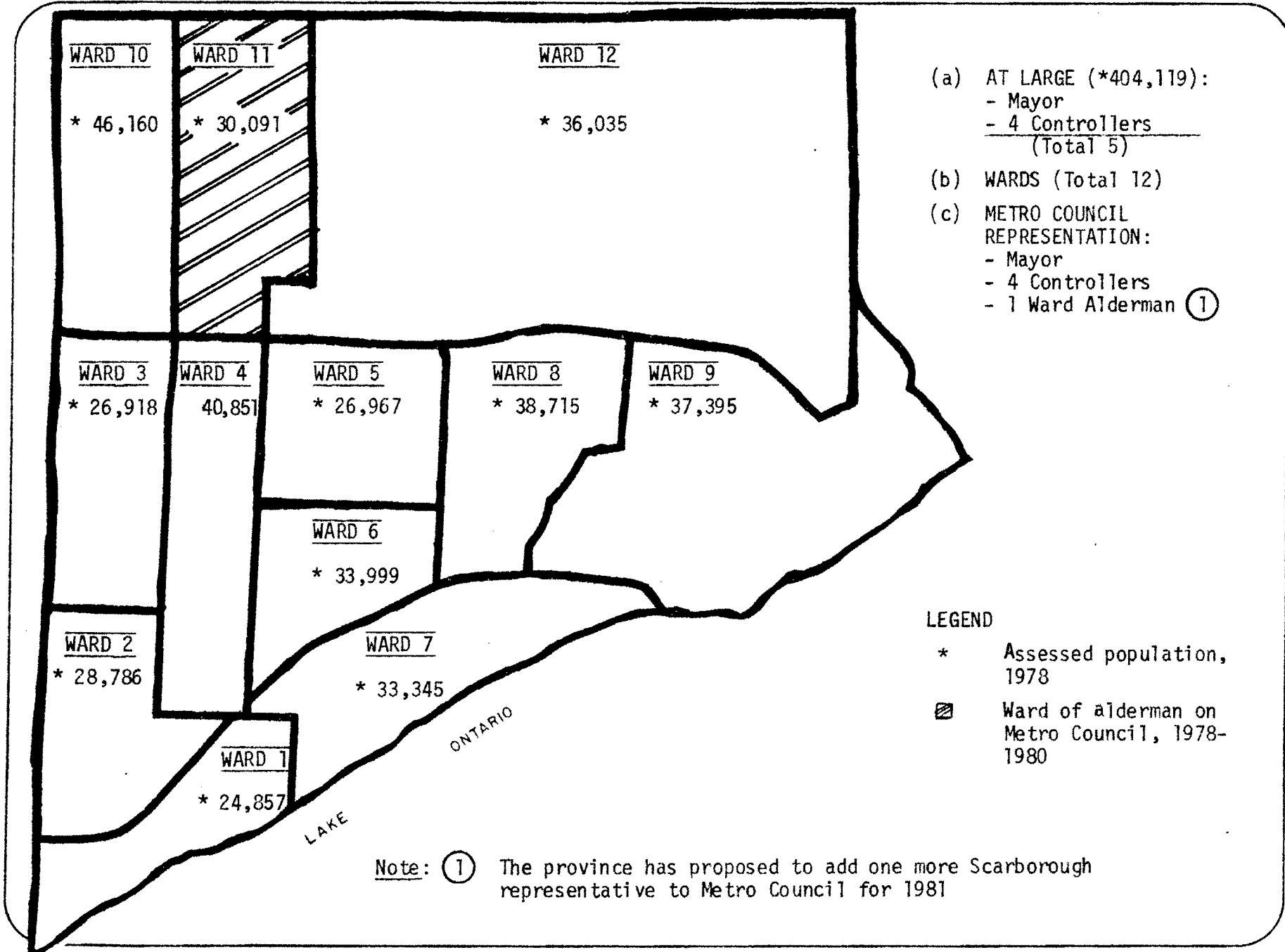


LEGEND

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

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

-226- Figure: 40 Structure of Municipal Council Electoral Representation, Scarborough, 1978-1980



- (a) AT LARGE (*404,119):
 - Mayor
 - 4 Controllers
 -
 - (Total 5)
- (b) WARDS (Total 12)
- (c) METRO COUNCIL REPRESENTATION:
 - Mayor
 - 4 Controllers
 - 1 Ward Alderman ①

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

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

Notes:

- ① Total population divided by number of wards
- ② Population of the largest ward divided by the population of the smallest ward

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

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

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

together in a partnership of shared purpose.