

FAIR SHARE Scarborough



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LETTER FROM COUNCILLOR KELLY

This report has its beginnings on the streets of Scarborough Agincourt (Ward 40) during the recent City election. I spoke with a wide number of individuals, all very concerned about our City. One topic that continually surfaced throughout my conversations was whether Scarborough was receiving its fair share of the City's services. There was a wide-spread and deeply held apprehension that Scarborough was indeed not receiving its "fair share."

As a City Councillor for over a decade and as the Chair of the Scarborough Community Council, I have always been concerned with the quality of life for Scarborough residents and the services the City of Toronto provides. Therefore, upon my re-election, I contacted the principal of the University of Toronto Scarborough and shared with him my concerns and of those who I've spoken with. This meeting evolved into the hiring of two co-op students, Katherine Chan and Dorinda So, studying Management and Economics to conduct this analysis and to help answer the question many Scarborough residents have: Is Scarborough receiving its fair share of the City's services?

Under my supervision, the students researched 10 essential City services over a four-month period. Their first task was to determine the definition of "fair share," as there are many interpretations. Our perspective is that in order to substantiate Scarborough's fair share, it must be compared to the level of service provided to the rest of the City's community council areas. Then it was a matter of selecting City services that are not only measurable but also affect Scarborough residents the most. Services such as Transit and Police are often at the heart of the concerns I hear from the individuals I speak with and that is why they are incorporated into this study. I am confident that this report will be a very useful tool in your quest to determine Scarborough's fair share.

The fruits of our efforts are presented to you in this report and its findings speak for themselves. Sometimes I was surprised at the results and sometimes they matched exactly my thoughts. Overall, I am confident that you will find this report useful in providing tentative conclusions to help quell many of the concerns you have over the state of our City's services.

Please feel free to contact my office should you have any questions or comments on this report. I would be delighted to speak to you on them.

Sincerely,

Executive Councillor Norm Kelly
Ward 40 Scarborough – Agincourt
Chair, Scarborough Community Council



INTRODUCTION

This report addresses the opinion held by many Scarborough residents, that the now “community” of Scarborough is not receiving its fair share of the City’s services in the amalgamated City.

To testify the validity of this perspective, a total of 10 City-provided services were analyzed: Children’s Services, Hostel Services, Library Services, Long Term Care Services, Parks & Recreation Services, Police Services, Roads & Transportation Services, Social Housing Services, Transit Services, and Water & Wastewater Services.¹

Methodology

The research was conducted by two University of Toronto students with backgrounds in economics, political science and management. All data were collected from the Statistics Canada 2001 Census, from City of Toronto staff as well as from City-affiliated websites and organizations.

The format of this analysis is based on two benchmarking reports: the OMBI (The Ontario Municipal CAO's Benchmarking Initiative) *2005 Performance Benchmarking Report* and the *City of Toronto 2005 Performance Measurement and Benchmarking Report*. These reports present a comparison of Toronto and other Ontario municipalities as well as Toronto’s past and current performances. However, this *Fair Share* analysis is based on post-amalgamation information and examines services provided in Scarborough in comparison to the rest of Toronto.

To ensure a standardized way of presenting the information, per population data was used to determine a more accurate representation of service levels for the average resident in Toronto. In addition to various quantitative measurements, the City’s funding per service area was assessed against expenditure levels in each division. For simplicity, it is assumed that the value of service is directly related to its cost.

All sections of this report were reviewed by City of Toronto staff to ensure an accurate representation of the data provided by their respective divisions. To gain a neutral yet academic analysis, University of Toronto Professor Jack Parkinson also reviewed this report.

Limitations

Originally, it was anticipated that this study would determine whether Scarborough was receiving its fair share based on the level of service provided pre- and post-amalgamation. This analysis proved to be difficult as there

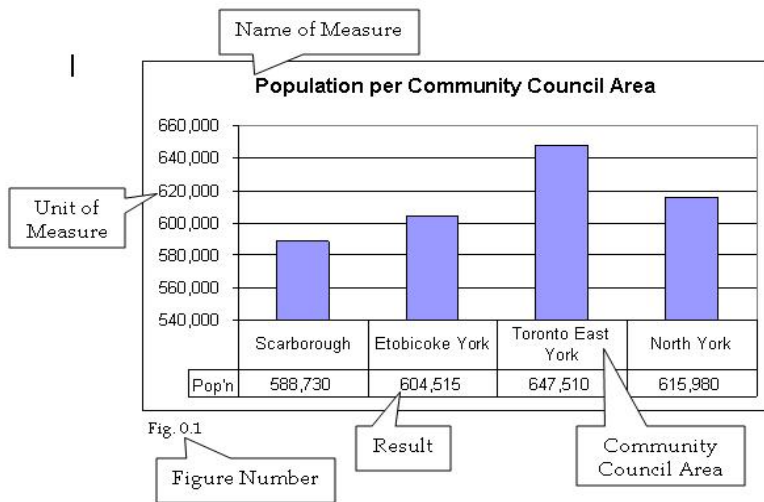
¹ For a list of services not covered in this report and the reasons for these decisions, please see Appendix A.

were no available data to compare the services of the old and new City of Toronto. Therefore, this report only considers a post-amalgamation comparison between Scarborough and the rest of the City of Toronto.

Furthermore, this analysis will not consider the anomalies in spending by the City on special infrastructure. For example, investments for specific projects in East York to increase levels of tourism are not accounted for since these projects are not part of the regular service that benefits City residents. In addition, it will not consider the recent cuts or cost containment proposals made by City Council since its long term effects are currently immeasurable.

Another feature that is not considered in this analysis is user fees. Such costs for residents have generally been harmonized across the City since amalgamation and therefore service levels are assumed to be the same. Although it is possible that service levels may vary depending on how much residents may pay, this variable is not an indication of what the City provides; rather, it is a response of what residents are willing to pay for.

How to Read the Graphs



As shown in the graph above, the data used were divided into the four divisions of the City of Toronto. These divisions, also known as *community council areas*², are the City’s official boundaries that separate distinct communities within the new amalgamated City. They comprise of Scarborough, Etobicoke York, Toronto East York and North York.

² A map of the City of Toronto and its community council area divisions is shown in Appendix B.



EXECUTIVE SUMMARY

OVERALL SUMMARY OF RESULTS

The results of our findings are summarized in the following table. The “Fair Share” column shows service areas which are ascribed as having its fair share in Scarborough while the “Uncertain” column lists the service areas in which Scarborough’s fair share is indeterminate.

Service Area	FAIR SHARE	UNCERTAIN
Children’s Services	<input checked="" type="checkbox"/>	
Hostel Services		<input checked="" type="checkbox"/>
Library Services		<input checked="" type="checkbox"/>
Long-Term Care Services	<input checked="" type="checkbox"/>	
Parks & Recreation Services		<input checked="" type="checkbox"/>
Police Services		<input checked="" type="checkbox"/>
Roads & Transportation Services	<input checked="" type="checkbox"/>	
Social Housing Services	<input checked="" type="checkbox"/>	
Transit Services		<input checked="" type="checkbox"/>
Water & Wastewater Services		<input checked="" type="checkbox"/>

Children’s Services

Scarborough is receiving its fair share in this service. Due to having one of the highest proportions of children living under the Low Income Cut-off (LICO), Scarborough currently receives the highest number of subsidized child care spaces in the City of Toronto. Scarborough also was allotted the most fee subsidy funding which was approximately 30% of all gross expenditure in 2006. Although it has fewer child care centres, this can be compensated by its larger facilities.

Hostel Services

It is elusive to conclude whether Scarborough is getting a fair share in this service area. Scarborough ranks second in the number of City-operated shelters. This high proportion of shelters may be due to the degree of homelessness in Scarborough and the existence of historical zoning requirements which have influenced the concentration of shelters in this council area. Scarborough also appears to be receiving a smaller share of the City’s funding, which may infer an unfair share but may be due to the type of services provided by these hostels, most of which generally provide family-oriented programs.

Library Services

There are aspects of library services in which Scarborough is receiving its fair share and areas where service levels can be improved. Scarborough falls behind other community council areas with the number of branches, floor space and weekly hours of operation. On the other hand, Scarborough benefits from its large collection size and the funding it receives. Scarborough residents have shown to incur heavy usage of its libraries, with the highest visits per population served as well as overall circulation rates in the City.

Long Term Care Services

Long term care is an area in which Scarborough is receiving its fair share. It receives higher funding per City-operated facility and per long term care bed. These facilities are reasonably dispersed across Toronto, with Scarborough receiving its fair share in the number of centres in relation to the percentage of the elderly residing there. Scarborough also provides more services overall compared to North York and Etobicoke York, despite having the same (or fewer) number of facilities than these regions.

Parks & Recreation Services

It is uncertain whether Scarborough has a fair share in this service area. In general, Scarborough may not be getting an equitable share in the number of outdoor pools, outdoor rinks and registered courses but fares relatively better with its community centres, indoor rinks and indoor pools since they are larger in size (despite their fewer numbers). Scarborough residents benefit most from its parks and green space which is attributable to its larger land mass and its more suburban community.

Police Services

It is difficult to assess whether Scarborough is receiving a fair share in this service. The data reveals that Scarborough employs approximately 20% of the City's police officers. This proportion implies that Scarborough is underserved since this area possesses 24% of the City's population. However, this may stem from its lower crime rate. In addition, the division of total expenditures reveals an equitable share for Scarborough. Analysis shows that expenditures are roughly divided based on the number of officers employed, in which Scarborough receives 20% of total funding, proportionate to the percentage of officers that serve this area.

Roads & Transportation Services

Scarborough may be receiving an equitable share from the Transportation Services Division. Scarborough is second in total kilometres of road and total length of sidewalk per 1,000 of the population and receives the second highest funding with regards to the Division's capital work expenditure in 2005.

Social Housing Services

Scarborough is receiving its fair share in this area. Data indicates that Scarborough possesses the second highest number of Toronto Community Housing units per 1,000 households. On average, Scarborough receives \$75 more per unit in funding. However, this benefit is considered only marginally higher compared to the rest of the City.

Transit Services

It is uncertain whether Scarborough is receiving its fair share in this service. Data reveals that Scarborough residents are using local transit less overall than their regional counterparts. However, on a per bus line basis, Scarborough ranks the second highest in its daily ridership levels but has the fewest bus lines in the City. Scarborough also has the fewest stations per population as well as the lowest seat capacity. This shortfall is perhaps overcome by Scarborough's longer RT subway and bus lines, which travel further distances on average

relative to the rest of Toronto. Operating costs are difficult to compare since there exists a disproportionate allocation of the types of vehicles per council area. For example, streetcars operate only in Toronto East York, which may account for its higher operating costs.

Water & Wastewater Services

It is uncertain whether or not Scarborough is receiving its fair share in this service; much of this is due to the limited number of parameters used to measure fair share. It is difficult to measure the division of costs between Scarborough and the rest of Toronto. Although Scarborough receives less in terms of Toronto Water's capital costing structure, Scarborough benefits from many of its City-wide initiatives.



CHILDREN'S SERVICES

Introduction

The Children's Services Division is mandated with the responsibility to plan and execute accessible child care services on behalf of the City of Toronto. Once a child care centre is licensed by the Ontario Government under the *Day Nurseries Act* (DNA)³, the centre may enter into a contract with the City of Toronto to receive financial supports, which include fee subsidies, wage subsidies, family resource programs, special needs resourcing, and summer day camps. This Act specifies the standards for the environment, the staff-to-child ratio, its program activities, staff training, health, safety as well as nutrition⁴.

Child care centres provide services to children of a variety of ages, including infants (0-18 months), toddlers (18-30 months), preschool age (30 months - 5 years and 8 months), and school age (5 years and above). Child care centres also vary in the number of children they serve.

Children's Services is committed to providing the following:

- The development and support of a growing child care service system
- Funding to support the objectives of the Child Care Service Plan
- Equitable access to high quality child care services

Methodology

The numbers and locations of child care centres, licensed spaces and subsidized spaces were collected with the assistance of the Children's Service Division for the years 2006 and 2007. Since the majority of funding from Children's Services is allocated to fee subsidies, this investigation will only examine fee subsidies when defining subsidized child care spaces and gross expenditures.

Families who are eligible to apply for fee subsidies are normally residents living below the Low Income Cut-Off (LICO)⁵ and therefore are accounted for by measuring the number of children living under LICO between the ages 0

³ City of Toronto. (2007). *City of Toronto: Children's Services*. Retrieved May 11, 2007, from <http://www.toronto.ca/children/wardreports.htm>

⁴ City of Toronto. (2007). *City of Toronto: Children's Services*. Retrieved May 11, 2007, from <http://www.toronto.ca/children/wardreports.htm>.

⁵ Low Income Cut-Off (LICO) is defined by the measure used by Statistics Canada which identifies low income families as those that spend a significantly higher proportion of their income on food, shelter and clothing than an average Canadian family of comparable size and community residents. The low income cutoff for a family of two in a large Metropolitan area like Toronto is \$22,964; for a family of 4, it is \$34,5725.

to 9 for the year 2006. This age group (between 0 to 9 years of age) is consistent with the range that is used for planning purposes by the Children’s Services Division.

Child care centres included in this report are those licensed by the Ontario Ministry of Children and Youth Services under the DNA regardless of whether they provide a subsidy or not. Excluded from this analysis are licensed private home care agencies, which operate in private residences. These are also regulated by the DNA with regards to the number of children a home can serve.

Population of Children

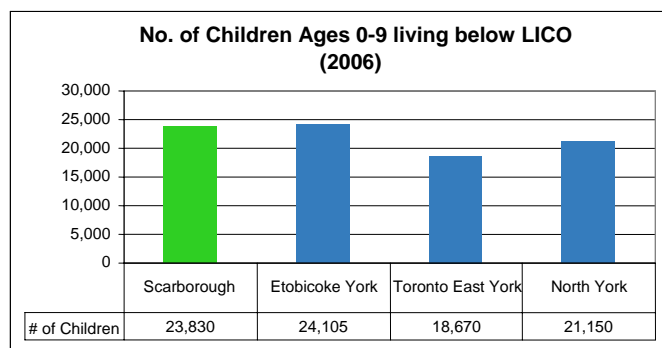


Fig. 1.1

Fig 1.1 shows the number of children who are currently living below LICO in 2006. The data reveals that Etobicoke York and Scarborough yield the highest number of children in Toronto with 24,105 and 23,830 children respectively. In other words, Scarborough possesses 27.15% of the total number of children under LICO.

Number of Child Care Centres

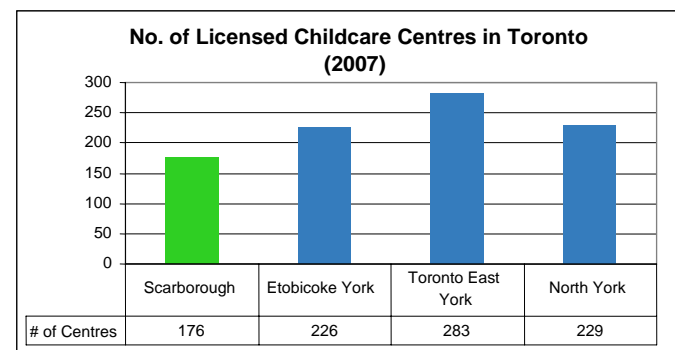


Fig. 1.2

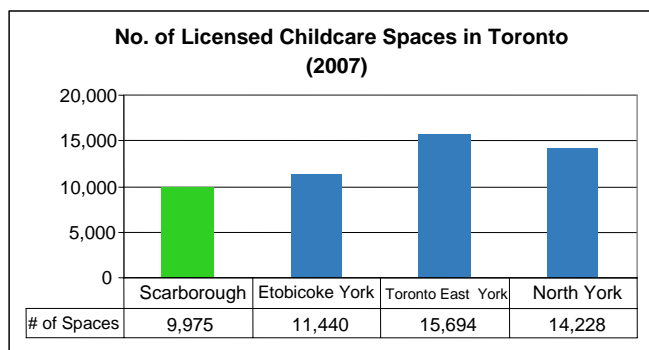


Fig 1.3

The above graphs reveal that Scarborough has the fewest child care centres and spaces, with less than 20% of the City’s total licensed child care spaces. It is observed that the majority of child care centres are located in Toronto East York, which may be reflective of the large concentration of workplaces located in this council area compared to the rest of the City. Since Scarborough has the least number of child care centres, this limits the number of spaces available to Scarborough children.

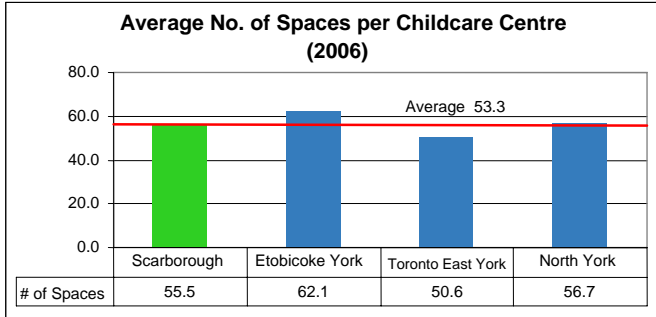


Fig 1.4

By calculating the average number of spaces per child care centre, Fig 1.4 can clarify the average capacity of a child care facility within a council area. The diagram shows that Scarborough’s average number of spaces is marginally higher than the City-wide average of 53.3 spaces per facility. This reflects the size of Scarborough’s child care centres, in which there exist larger centres in the area. However, the lack of facilities still limits the number of spaces available as shown in Fig. 1.3.

Number of Subsidized Child Care Spaces

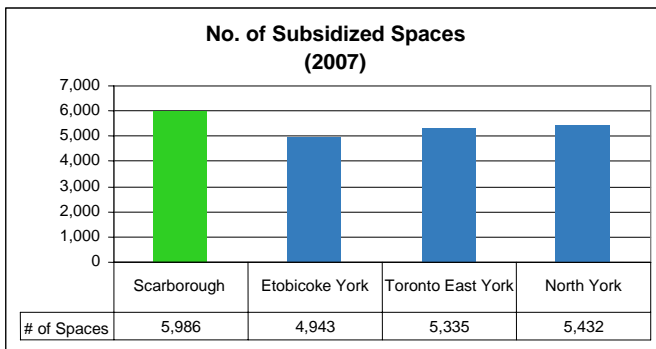


Fig 1.5

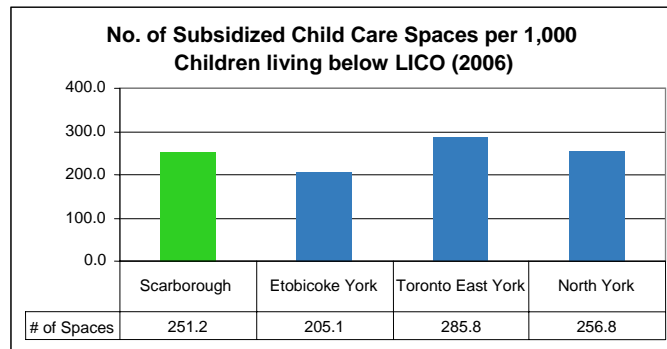


Fig 1.6

The graphs above show the number of subsidized child care spaces for each council area. A subsidized child care space is defined as one which accounts for the fee subsidy that is entitled to the child’s parent. Once they have applied for this subsidy, they can use it at any contracted child care centre that is most convenient to them. Fig 1.5 reveals that Scarborough has the highest number of subsidized spaces compared to its regional counterparts. These results illustrate that Scarborough is receiving more than its fair share in terms of the number of subsidized child care spaces. Although Scarborough has one of the highest numbers of children living below LICO, this figure is compensated by the significant quantity of subsidized care spaces in the area.

Gross Expenditures

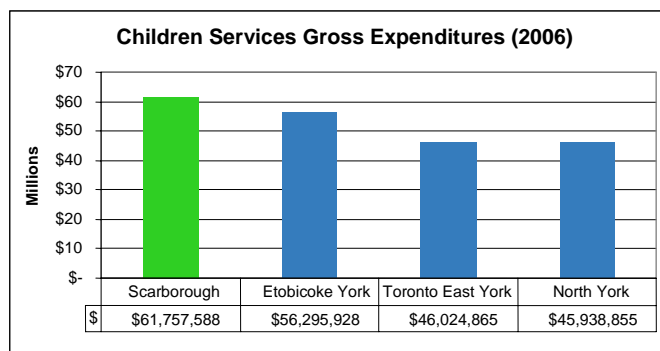


Fig 1.7

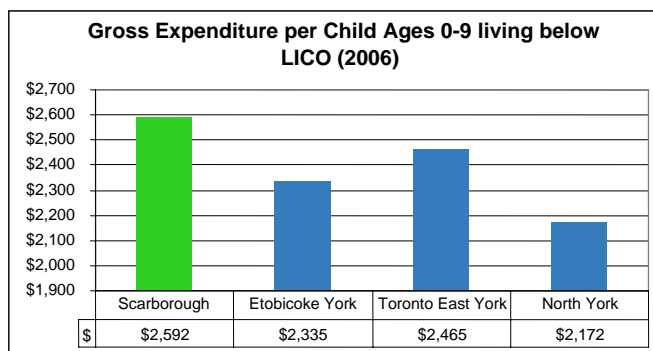


Fig 1.8

Gross expenditures are characterized as the aggregate of all fee subsidies within a council area. Other programs, such as wage subsidies, subsidized rents, special needs resourcing and family resourcing programs are not included in these costs as they cannot be divided by the locations of its clients.

Scarborough's high gross expenditure cost is a consequence from having the highest number of subsidized spaces in the region. This is shown in Fig.1.7, in which Scarborough received the largest funding for fee subsidies in 2006. As a result, Scarborough has the highest gross expenditure per child under LICO despite having a relatively larger population of low income children. One may infer that Scarborough residents are benefiting from the highest subsidy spending per child living under LICO. However, since subsidies are allotted based on the level of need of the family (and therefore varies on levels of income), this may reveal that Scarborough families are, on average, poorer than those living in other council areas. Therefore, a high level of spending does not necessarily mean the quality of life for these families are better or worse off than in other parts of the City.

Conclusion

Although Scarborough has one of the highest concentrations of children living in poverty, it possesses the highest number of subsidized spaces that would accommodate those children living under LICO.

From the observation that Scarborough has the fewest child care centres and spaces per centre in the City, it can be inferred that Scarborough parents may subsequently place their children in private home care centres or in child care facilities in other council areas.

In terms of City financial contributions to child care, Scarborough receives the most funding at approximately 30% of all gross expenditures in 2006, investing the most funding per child in Scarborough than in any other council area. Of course, the comparatively heavier financing of Scarborough's child care facilities is proportionate to the number of low income children in the area.

Even though Scarborough may not be receiving its fair share in the number of children's centres, this cannot be controlled by the municipality since licensing a child care centre lies under Provincial jurisdiction. It is also cautioned that funding and spaces are not equitably allocated throughout the council area. In particular, wards 42 and 44 are receiving a more than proportionate share compared to other wards in Scarborough. This type of trend is also applicable to the rest of the City.



HOSTEL SERVICES

Introduction

The City of Toronto supports the needs of its most vulnerable residents with a range of shelter options, from temporary accommodations to permanent, affordable housing solutions. This section will focus on emergency shelters (also known as hostel services), which are offered by the City's Shelter, Support & Housing Administration Division.

Hostel Services provide homeless individuals and families with emergency shelters, as well as a number of services including meals, child care and counseling programs.

Methodology

This analysis will only consider the existing 5 City-operated shelters across Toronto since the sixth shelter, 110 Edward Street, has ceased its operations and will be replaced with 129 Peter Street in the near future.

Main shelters manage smaller satellite shelter sites and provide a variety of service programs. Some of these centres also utilize beds from motels which can serve to meet their operational needs. Hostels with access to these motels include Birkdale and Family Residence, each using one and three motels respectively. The remaining three shelter sites are as follows: Seaton House, Women's Residence and Robertson House. The number of beds and financials for all facilities were provided by the Shelter, Support & Housing Administration in 2006 figures.

Dispersion of Hostel Beds

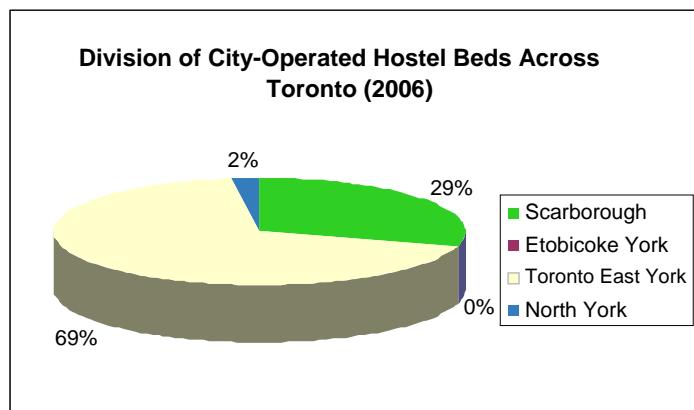


Fig. 2.1

The above graph illustrates the distribution of City-operated hostel beds across Toronto. Fig 2.1 shows that 29% of all shelter beds are located in Scarborough. This figure is noted with caution since the data does not account for the number of motel beds that are additionally provided by the Birkdale and Family Residence shelter sites.

The majority of all hostel beds are located in Toronto East York. This is due to the significant number of homeless people situated in this council area as well as the existence of zoning differences which have influenced this concentration of shelters.

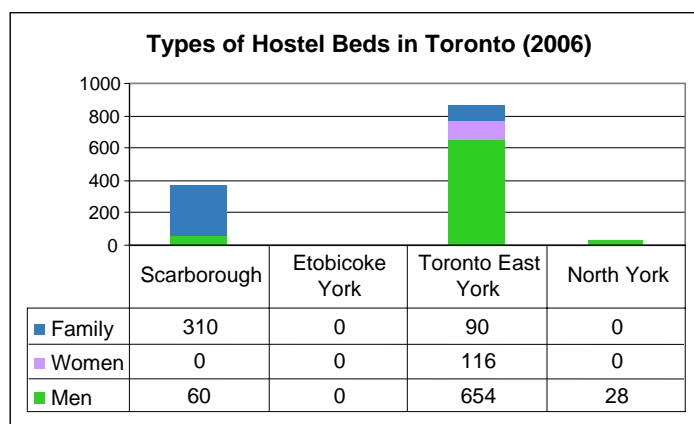


Fig. 2.2

By further examining the type of emergency shelters that are offered by each council area, one can gain a better understanding of the target groups that these hostels specialize in within each region. Fig. 2.2 illustrates that Scarborough possesses the largest number of family shelters beds in contrast to Toronto East York's, which has a greater concentration of beds for single men. This shows that Scarborough's hostel services are more geared towards family-oriented profiles, and therefore specializes in programs such as counseling and child care services. On the other hand, Toronto East York targets single homeless men in the City and therefore focuses on services such as training programs.

Funding Allocation for City-operated Shelters

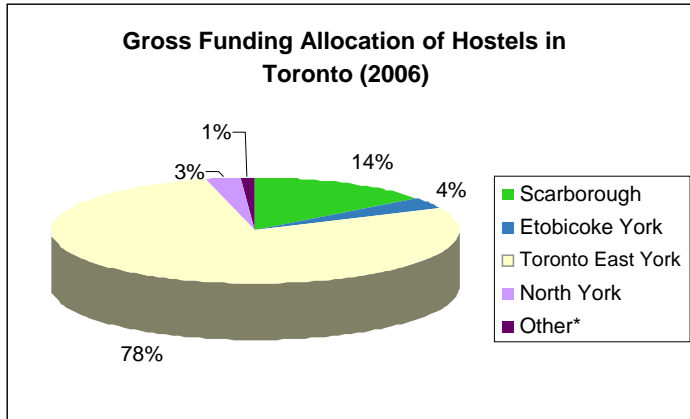


Fig. 2.3

Funding for emergency shelters is made on a per diem (per bed night) basis and is financed by the Province and the City. Fig. 2.3 depicts the breakdown of funding for hostel services within each community council area, which includes the cost of accommodation as well as the cost of programs designed to meet the different needs of its occupants. It is noted that *Other** includes 110 Edward Street that was closed halfway through 2007, agencies that are open only during extreme weather conditions, and those whose locations are confidential.

Scarborough is shown to have 14% of the shelter funding, despite having 29% of the City’s total hostel beds. Although this may infer an unfair share of funding for Scarborough, these findings may result from the differences in actual shelter profiles for each hostel. For instance, the services provided for family-oriented programs (which are more prevalent in Scarborough), may cost less than services for Toronto East York’s single men profiles, since they may specialize in training programs for its clientele.

Conclusion

It is elusive to conclude whether Scarborough is receiving its fair share of the City’s hostel services. Firstly, 68% of all hostels are located in Toronto East York. The possible reason for this large concentration of emergency shelters in the downtown area of Toronto is due to the significant number of homeless people that are located there. On the other hand, Scarborough has attained the second largest proportion of City-operated shelters.

Furthermore, it is unreasonable to compare Scarborough due to the difficulty of measuring varying service levels in different locations. The City provides a wide range of programs which fit different shelter profiles. These profiles are not necessarily quantifiable due to its complexity and qualitative element. Moreover, there are a large number of shelters not managed by the City and therefore are not included in this analysis. Whether the inclusion of these shelters would change the results presented here is unknown and cannot be accurately determined.



LIBRARY SERVICES

Introduction

Public libraries provide our communities with access to a diverse range of materials that promote knowledge, experience and learning. The Toronto Public Library (TPL), funded by the City of Toronto, is mandated to meet the needs of its residents with a number of services and programs in addition to its collection of over 11 million items in catalogue. Some of these services include: bookmobile services, Internet services, home library services, and interlibrary loans.

The Toronto Public Library currently operates 99 branches across the City, many of which have undergone renovations and new developments in 2006.

Methodology

All library statistical and financial information were gathered from the TPL website (www.torontopubliclibrary.ca) and from TPL staff.

TPL has three types of library branches: neighbourhood, district, as well as research and reference libraries. Neighbourhood libraries serve a smaller population and are the smallest in size. District branches are open longer and have greater collection sizes available for surrounding communities. Research and reference libraries possess larger, in-depth collections, are open for longer hours and serve users across the City.

Classifications not included in this analysis are the Bookmobile (since it is not a physical library branch) and Research & Reference libraries. Including Research & Reference libraries would alter the analysis presented for a number of reasons. Firstly, these libraries are the largest branches and serve all users across the City. As such, no data exist on the population served for these branches. Secondly, they are only located in Toronto East York and North York and are not equally distributed throughout the City. Including these branches would significantly increase the collection sizes in these two council areas and alter the analysis conducted for this parameter. Furthermore, the financial data provided by TPL exclude Research & Reference libraries.

All libraries are divided into four quadrants: East, West, North, and South that are spread across the City. These districts do not entirely correspond with community council area divisions. However, for the consistency of this section to the rest of the report, it was determined which council area each library was located in based on its address and sorted accordingly. It is generally assumed that residents within each council area will access services in their respective communities.

The hours of operation information was retrieved from the TPL website. For those branches that are either closed or under renovation and therefore provided no operating hours, averages based on the type of library branch were used in its place.

Library Branches

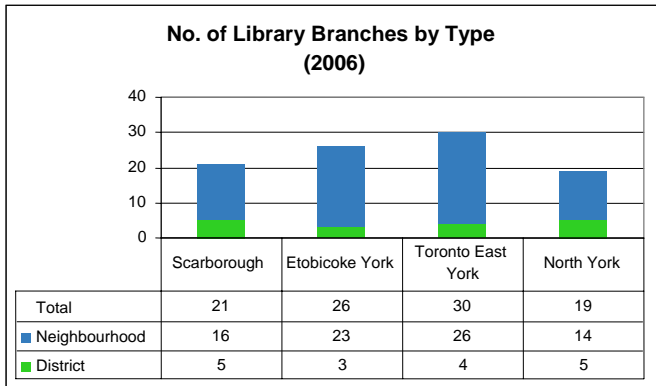


Fig. 3.1

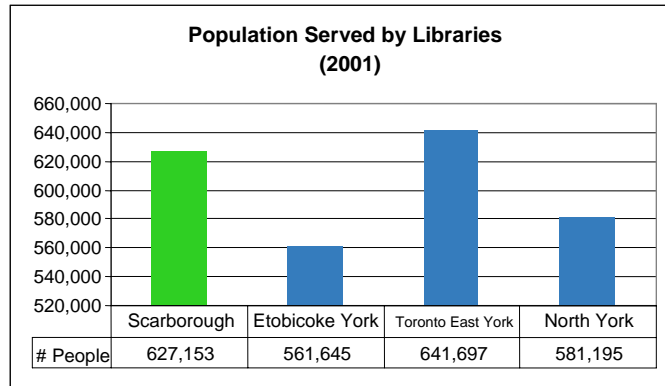


Fig. 3.2

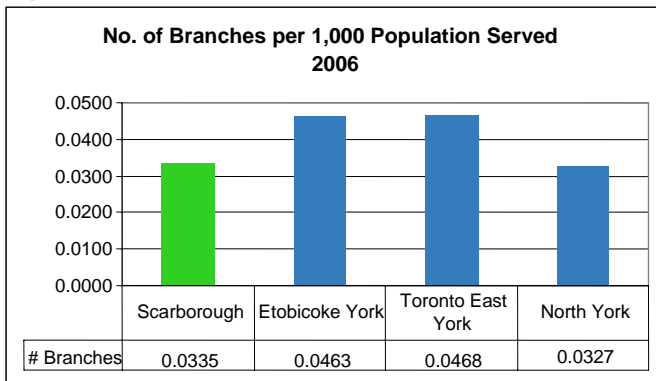


Fig. 3.3

Fig. 3.1 shows the number and types of library branches per council area. The graph shows that Scarborough has 21 libraries, the second fewest in the City. Like North York, it has the highest number of district branches but fewer neighbourhood branches. In 2001, Scarborough served 627,153 users. The population served is determined by the service catchment area of every branch, which is the circular area surrounding the library. Fig. 3.3 shows that Scarborough has the second fewest number of branches per 1,000 of the population served.

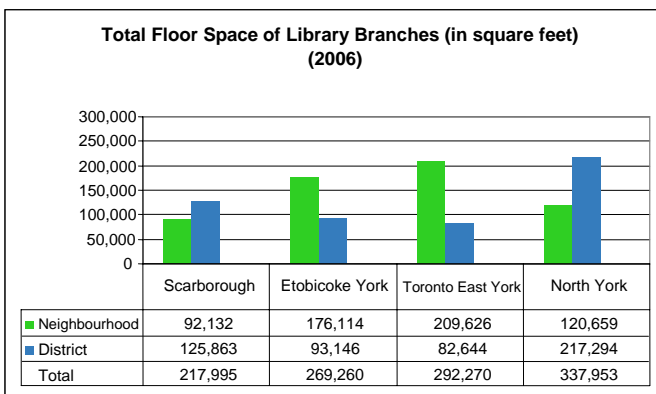


Fig. 3.4

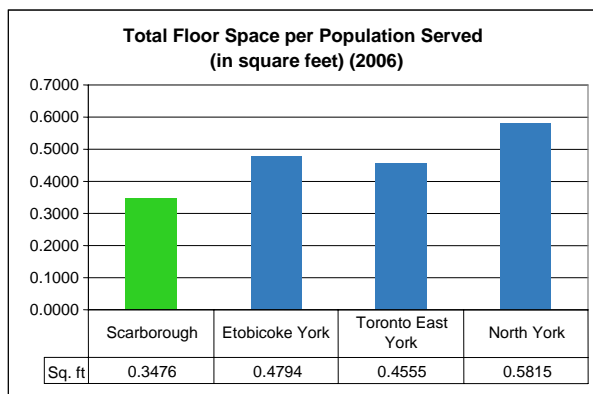


Fig. 3.5

The size of a library branch is an important determinant of the number of services it provides, the number of users it can accommodate as well as the size of facilities available for use. Scarborough's 21 libraries have the smallest total area with 217,995 ft² as presented in Fig. 3.4. Based on the population served, Scarborough's neighbourhood and district branches possess the smallest area per population served.

Hours of Operation

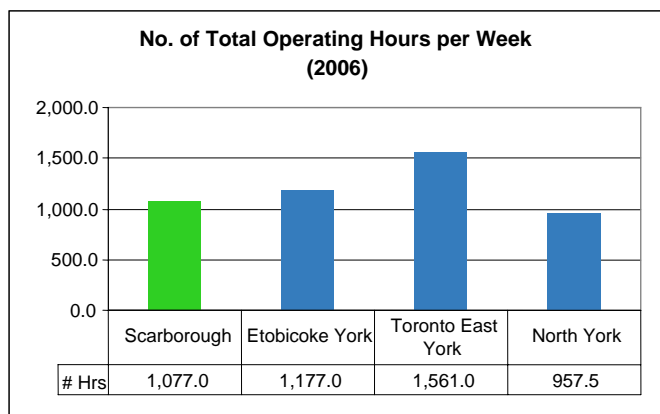


Fig. 3.6

The hours of operation are an indication of the service level of the library branch. All branches, despite its type, are either closed one day a week (usually Sunday) or are open on Sundays for a limited number of hours and only during certain times of the year.

In terms of operating hours, Fig. 3.6 illustrates that Toronto East York library branches served the longest number of hours throughout 2006, grossing a total of 1,561 hours per week. Scarborough branches, on the other hand, have one of the fewest hours of operation in total at 1,077 hours per week in 2006. These results are representative of the number of branches in each council area, with Scarborough having the second lowest in the region.

Collection Size

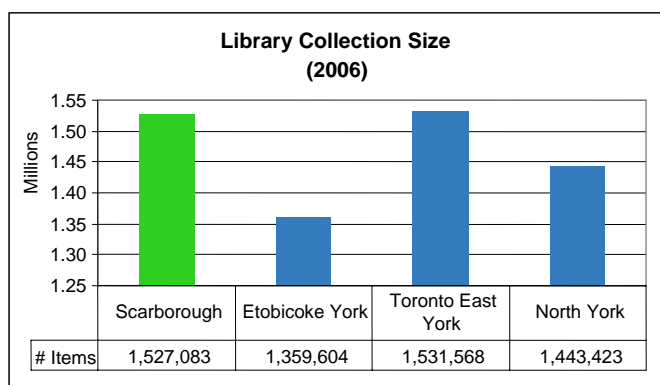


Fig. 3.7

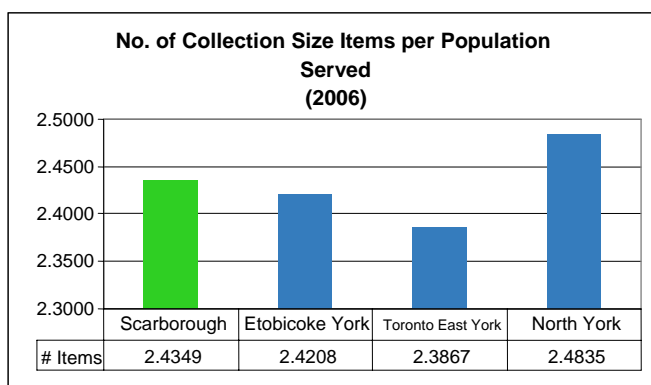


Fig. 3.8

The collection size is an important factor in determining the service level of library branches. Collections include both print and electronic media. Print media consist of reference materials, borrowing collections and periodicals. Electronic media include CDs, DVDs and audio books, among others. As depicted in Fig. 3.7, Scarborough has one of the largest collections, behind Toronto East York. Similarly, Fig. 3.8 shows that the number of collection items per population served is approximately 2 items in each council area, with Scarborough having the second highest number of collection items per population served.

Library Usage

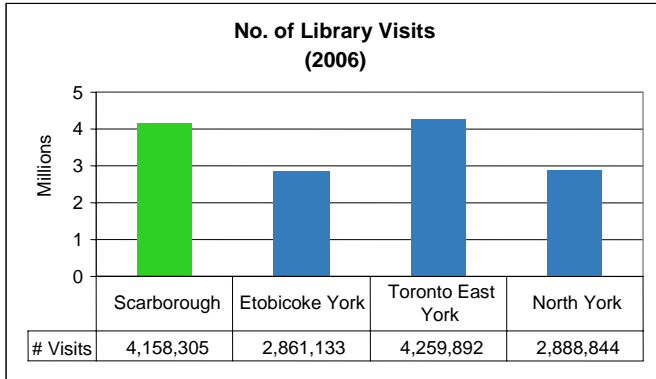


Fig. 3.9

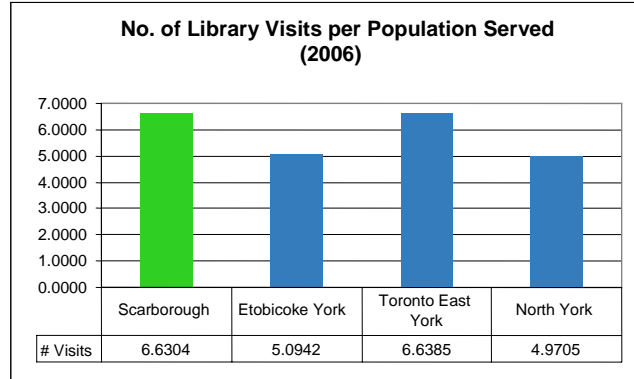


Fig. 3.10

The number of library visits represents a measure of the degree of utilization of library services by the public. Library visits are measured by the amount of unique users per branch. In total, Scarborough has the second highest number of library visits. On a per population served basis, the average person visited a Scarborough library approximately 6.63 times in 2006. This is less than one visit by residents of Toronto East York, who log the most number of library visits. Considering that Scarborough branches are open the second least number of hours in 2006 but incurs the second most number of library visits in total and per population served, it can be inferred that Scarborough residents are using its library services more frequently.

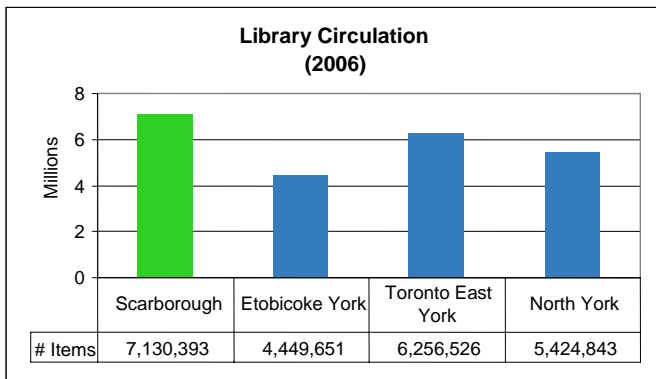


Fig. 3.11

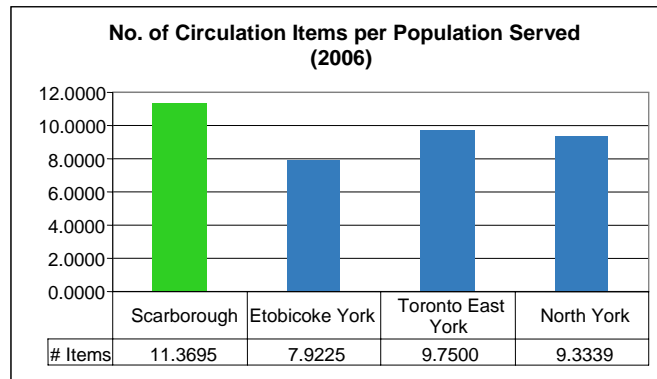


Fig. 3.12

Circulation refers to the number of items borrowed from the available library collection, which comprise of both electronic and print media, as well as the number of books re-shelved. This factor measures the degree of usage of library collections. As depicted in Fig. 3.11, Scarborough has the highest circulation in 2006 with over 7 million items. However, it must be cautioned that circulation items may encompass articles borrowed from branches in other council areas. This occurs when users place holds on items from other branches which are then transferred to the individual, regardless of where the item originated.

In Fig. 3.12, Scarborough residents have shown to borrow the highest number of items in the City, with an average of 11 items per person in 2006. This reveals a more frequent utilization of its library collection in comparison to the rest of Toronto.

Expenditures

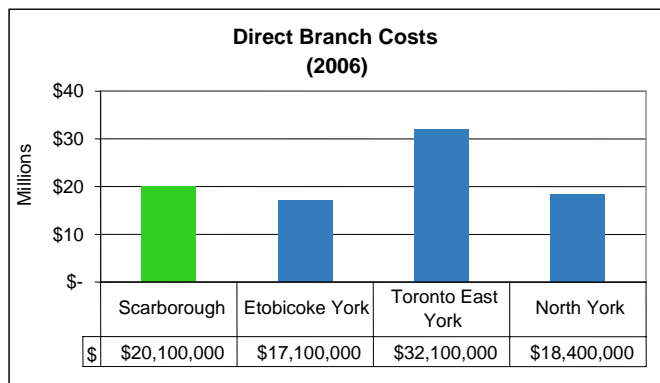


Fig. 3.13

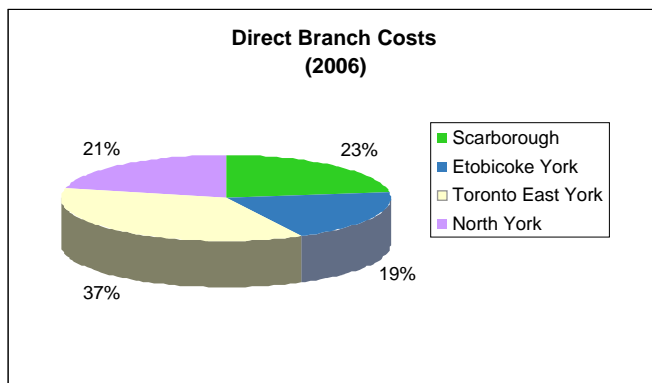


Fig. 3.14

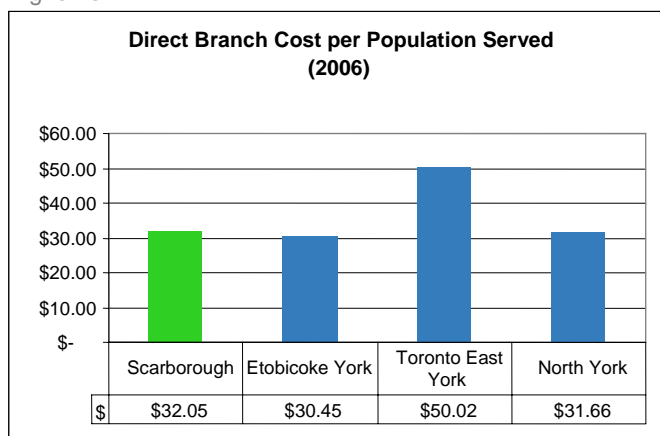


Fig. 3.15

Gross expenditures are in the form of Direct Branch Costs, and are incurred as a total per council area. Direct branch costs include salaries, library materials, and other operational costs and are funded by the City of Toronto. Since the TPL districts are not accurately aligned with the council areas, the financial information provided are estimates. They exclude the expenditures for support departments and Research & Reference libraries since they serve the entire City. It also does not include capital expenditures for renovations or new branch constructions incurred in 2006.

Fig. 3.13 and Fig. 3.14 show that Toronto East York is receiving the highest funding at \$32.1 million (or 37% of total direct expenditures). Scarborough receives the second highest funding at \$20.1 million which funds its large collection size and operating hours. It would be reasonable for Toronto East York to receive the most funding since it serves the most residents, has the largest collection size, and the most number of branches. Even though Scarborough receives the second highest funding on a per population served basis, this is only marginally higher than the other community council areas [Refer to Fig. 3.15].

Conclusion

There are aspects of library services in which Scarborough is receiving its fair share and areas where service levels can be improved. It can be argued that Scarborough may not have its fair share with 21 libraries, the second fewest in the City, the smallest average floor size per facility, and the fewest weekly hours of operation in the City. On the

other hand, TPL increased the number of operating hours as of January 2007 in many branches as per the report, *The Best Thing a Library Can Be is Open*⁶.

On the other hand, Scarborough has its fair share of library services as shown by its second largest collection size, which influences the high circulation rate, at an average of 11 items per population served. Also, direct expenditures for Scarborough are second highest in the City, used in serving its demand and large collection size.

The circulation rate and number of library visits also show that Scarborough is a centre of relatively higher demand for library services than the rest of Toronto, which may be influenced by the large collection size and number of programs within these branches.

Expansion to accommodate more users is now undertaken through capital initiatives to renovate and increase the number of branches in Scarborough⁷. Major renovations in many of these branches (including Woodside Mall, McGregor Park, Morningside, and Malvern branches) have significantly increased total floor space. Future projects include renovations to the Agincourt and Cedarbrae branches as well as the construction of a new Scarborough Civic Centre library branch, which will also increase the size of total floor area and available services⁸. Therefore Scarborough residents will be able to enjoy greater service levels which will be delivered in the near future.

⁶ Toronto Public Library. (2006). *"The Best Thing a Library Can be is Open": Update on Branch Open Hours*. Retrieved from <http://www.torontopubliclibrary.ca/pdfs/board/06jan16/16.pdf>.

⁷ Toronto Public Library. (2007). *Board Meetings: June 11, 2007*. Retrieved June 18, 2007, from http://www.torontopubliclibrary.ca/abo_boa_07jun11.jsp.

⁸ E. Glass, Personal Communication, August 8, 2007.



LONG TERM CARE SERVICES

Introduction

In 1993, Ontario's Long-Term Care system was reformed to create one administrative structure, in which all facilities are licensed under the new *Nursing Homes Act*⁹. Under this Act, the City of Toronto provides its residents with a number of City-operated long term care facilities to meet the needs of residents who can no longer live independently in their own homes. These include custodial, personal and medical care.

This service, known as the Toronto Homes for the Aged, currently operates 10 facilities serving over 2,600 residents. In addition to nursing and personal care, the City employs a multi-disciplinary staff specializing in a diverse array of programs to meet the needs of its residents. These include: short stay programs, adult day programs and various therapy programs.

Methodology

Presently, there exist over 88 long term care centres across Toronto, which are managed by the City of Toronto, other non-profit organizations or by the private sector. This study focuses on the homes that are solely City-operated to determine the City's contribution to this service and to compare such services in Scarborough to the rest of Toronto. Financial data were provided by the Homes for the Aged Division while all other demographic information was retrieved from the 2001 Census data.

For simplicity, it is assumed that the majority of long term care home residents are seniors, aged 65 years and older. However, the criterion by the Community Care Access Centre specifies that the applicant can be 18 years or older once health care needs cannot be met in the home and can only be addressed in a long term care facility¹⁰.

⁹ Government of Ontario. (2000). *The Long-Term Care Facility System in Ontario*. Retrieved June 18, 2007, from http://www.oanhss.org/hidden_donotdelete/consumers/system.html#long.

¹⁰ Community Care Access Centre. *CCAC Web Site*. Retrieved June 18, 2007, from <http://www.ccac-ont.ca/>.

Number of Facilities

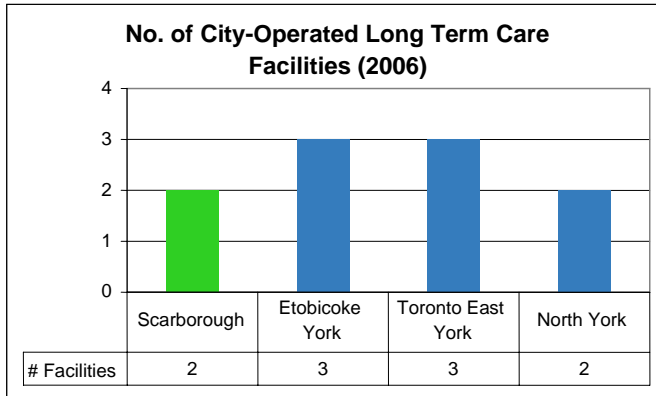


Fig. 4.1

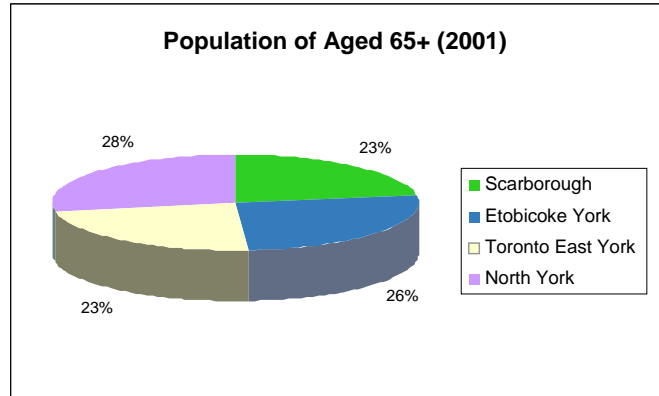


Fig. 4.2

In total, there exist 10 City-operated Long Term Care homes in Toronto. Two of these facilities, Bendale Acres and Seven Oaks Home for the Aged, are located in Scarborough. The rest of the centres are scattered throughout the City as shown in Fig 4.1. However, there exist many privately-owned or non-profit organizations which operate facilities with similar levels of services. For this reason, if a privately-owned service is already operating within a community, the City will not place another facility in the same area. Therefore, a small number of City-operated long term care facilities in one area does not necessarily mean that the community is “short-changed”.

The dispersion of the population who are aged 65 and older is shown in Fig. 4.2. This chart reveals that Scarborough, along with Toronto East York, possesses the smallest proportion of seniors, with 23% of the elderly population in the City.

Number of Beds

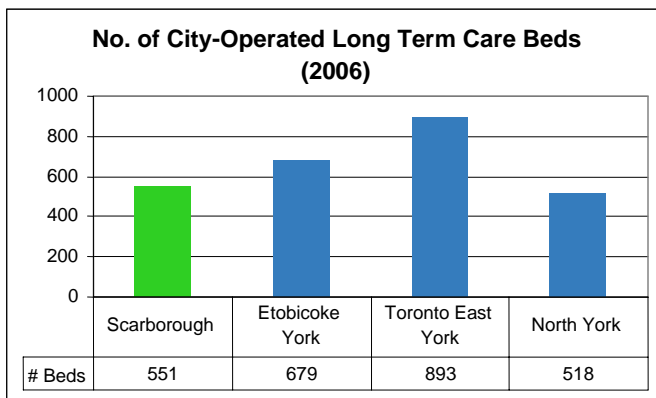


Fig. 4.3

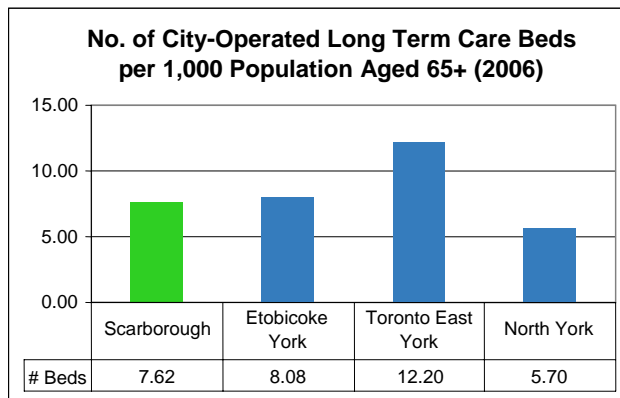


Fig. 4.4

Fig. 4.3 and Fig. 4.4 reflect that in 2006, Scarborough residents were recipients of 551 out of the City’s 2,641 long term care beds or 7.62 beds per 1,000 of the population aged 65 and older. This infers that with Scarborough, only 20.9% of the City-operated beds are available to approximately 23% of the City’s senior population.

It must be noted however, that long term care facilities accept applicants from any part of the City, regardless of their former place of residence. Even though Scarborough may not have the same proportion of beds to meet the number of seniors in the area, this does not inhibit Scarborough residents from receiving services from other areas of the City. Furthermore, not all seniors require this service.

Total Expenditure Costs

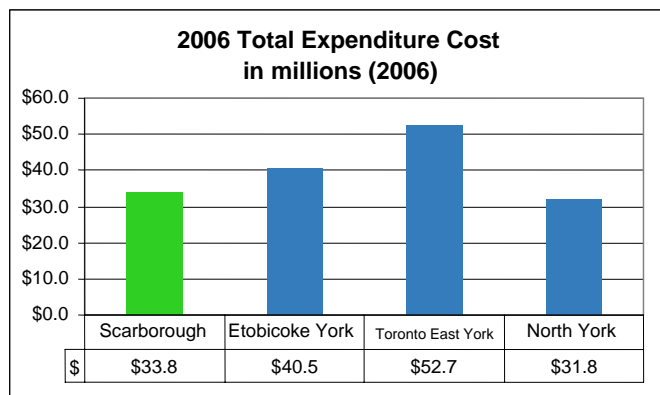


Fig. 4.5

Total expenditures are an aggregation of the maintenance costs of all long term care homes and the funding of the different services provided. Fig. 4.5 depicts the distribution of total expenditure costs within each community council area. Funding for long term care facilities are provided jointly by the Ontario Ministry of Health and Long-Term Care, Toronto residents and the City of Toronto.

For this analysis, the amount of funding provided by the City is assumed to be equal to total expenditures. Although funding for long term care facilities is currently shared by the three stakeholders, it is assumed that funding from the City would be proportionate across all centres. Fig. 4.5 shows the 2006 total expenditures based on the funding provided. Of this, Scarborough received \$33.8 million, only \$2 million more than North York.

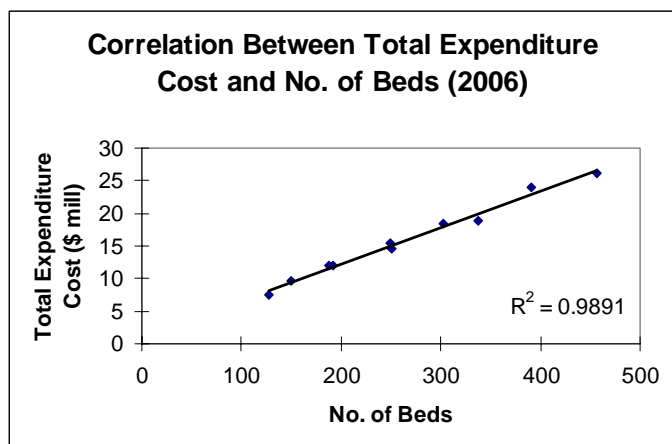


Fig. 4.6

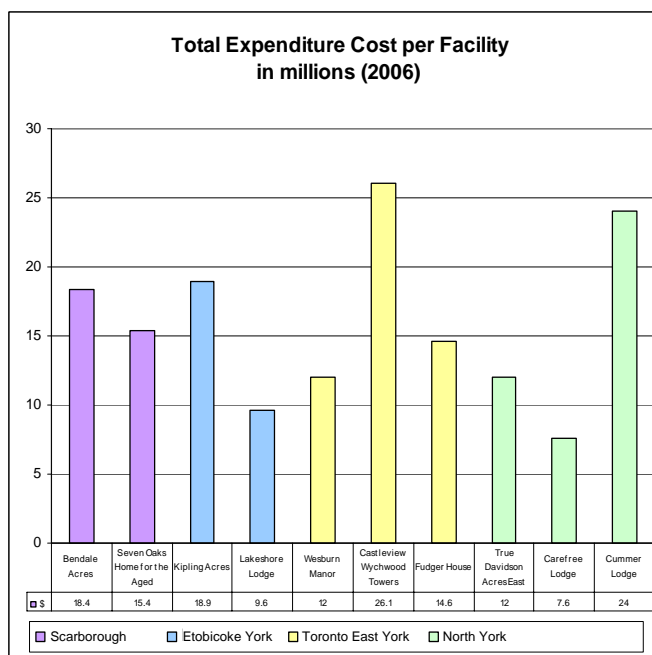


Fig. 4.7

The proportion of funding appears to be similar to the proportion of long term care beds in each council area. This exhibits a relatively fair distribution of the City's funding. This can also be revealed from Fig. 4.6 which shows a strong correlation between total expenditure costs and the number of beds provided for. The more funding the centres in a council area receive, the more beds the centres can provide.

Fig. 4.7 illustrates the allocation of expenditure costs for each facility in the City of Toronto. Although there are only 2 homes in Scarborough, the division of expenditure costs are more equitable in comparison with the rest of the City. One may rationalize that this is associated with a more equitable distribution of service levels within the Scarborough region – which is advantageous to Scarborough residents compared to their council area counterparts.

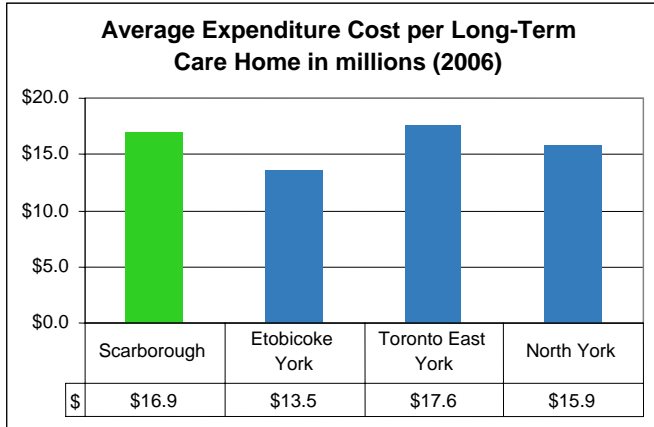


Fig 4.8

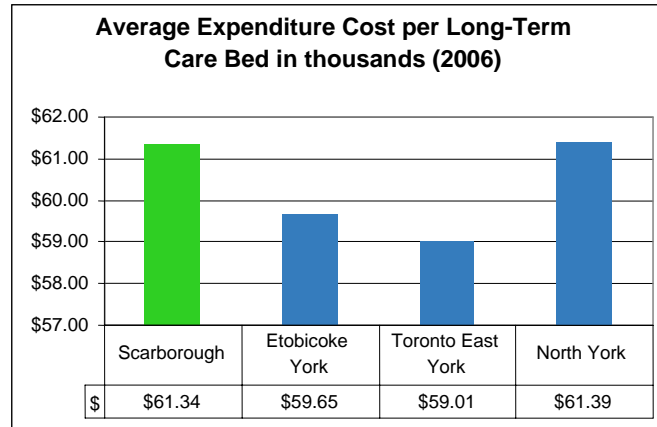


Fig 4.9

The average expenditure cost per facility and per bed is shown in Fig. 4.8 and Fig. 4.9 respectively. It is revealed that Scarborough receives on average one of the highest funding per long term care bed and home, which may infer added benefit to this community.

Service Provision

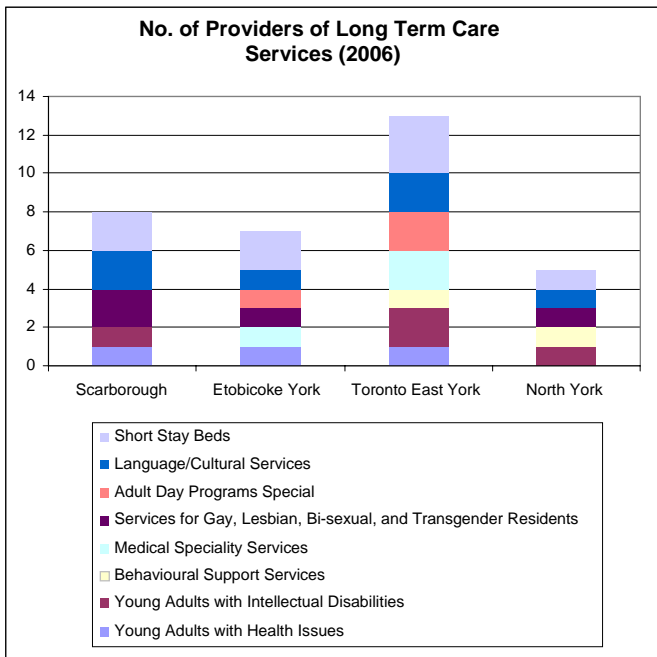


Fig. 4.10

Long term care units provide a number of different services and programs which enable them to better care for the diverse needs of their clientele. These services include: short stay programs, language or cultural alliances, adult day programs, alliances for gay, lesbian, bi-sexual and transgender residents, medical specialty services, behavioural support services as well as care for young adults with intellectual disabilities and health issues. The above diagram reveals the number of facilities per community council area that provide these services. It should be

noted that none of the City-operated centres provide all services. In Scarborough's City-operated homes, both facilities provide short stay beds, language/cultural alliances, and alliances for gay, lesbian, bi-sexual and transgender residents while only one of these establishments provides programs for young adults with intellectual disabilities, behavioural support and health issues.

Conclusion

The data reveals that Scarborough may be receiving a better share of the City's services which is illustrated from higher spending per facility as well as per bed. Despite having a smaller number of homes, this may not negatively affect Scarborough residents due to its smaller population of seniors. Furthermore, Scarborough provides a higher number of services than North York and Etobicoke York in spite of having the same number of (or fewer) facilities than these regions.

It may also be inferred that the number of City-operated facilities shows to be reasonably dispersed across Toronto, with Scarborough receiving its fair share in the number of centres in relation to the percentage of the elderly residing there.

All in all, this analysis reveals that Scarborough is receiving its fair share with regards to the long term care facilities located in that area. However, this only peers into the surface; there exist too many alternatives to City-operated long term care centres which affect the number and locations of this City's service.



PARKS & RECREATION SERVICES

Introduction

Sports and Recreation services are an integral part of healthy living. The City of Toronto manages and provides programming in many facilities including:

- Community centres
- Indoor and outdoor pools
- Indoor and outdoor artificial ice rinks
- Parks
- Tennis courts
- Non-City Program Locations

The City's Parks, Forestry, and Recreation (PFR) Division employs over 30,000 staff members to manage and operate these facilities to ensure high quality delivery of such services. The Division has two "program" areas: Sports & Recreation and Parks & Open Spaces.

Methodology

This analysis will consider the first five types of facilities listed above but will mainly focus on the first four, as tennis courts make up only a small part of the recreation services that are provided by the City and utilized by its residents.

All information was generously compiled by the Parks, Forestry, and Recreation Division of the City of Toronto in 2006 figures, unless otherwise specified. The data will only show the facilities managed/operated by the City.

For all analyses in relation to the population, it is assumed that residents from a particular council area only use facilities that are located in their vicinity and do not visit others. All population data were gathered from the 2001 Census.

No financial information was included in this analysis for a number of reasons. Firstly, PFR wages, service levels and program rates have not been harmonized across the City and therefore still exist significant differences between council areas. Thus, Scarborough would seemingly receive less funding based on lower staff wages in comparison to other council areas. Secondly, there are two different models regarding facility-maintenance in which cleaning and basic maintenance is done by in-house staff in the Scarborough and North York districts while Toronto East York and Etobicoke York use a higher costing alternative of contracting out maintenance work¹¹. Since many

¹¹ A. Ulusoy. Personal Communication, June 21, 2007.

pools and ice rinks are located within community centres, the maintenance costs of these facilities are consolidated and therefore cannot be analyzed individually in this manner. Thirdly, the existence of “priority centres” which provide free programming for all users may alter the financial analysis conducted to show how much funding each council area receives. An increase in funding for these centres compensates for the lack of revenues generated by user fees. Finally, the age of the infrastructure greatly affects the amount of operating and capital funding required for its upkeep.

It should be noted that on the average age of a facility is calculated per location, regardless of the number of amenities at that site. When determining the area of a facility, all amenities are included.

Community Centres

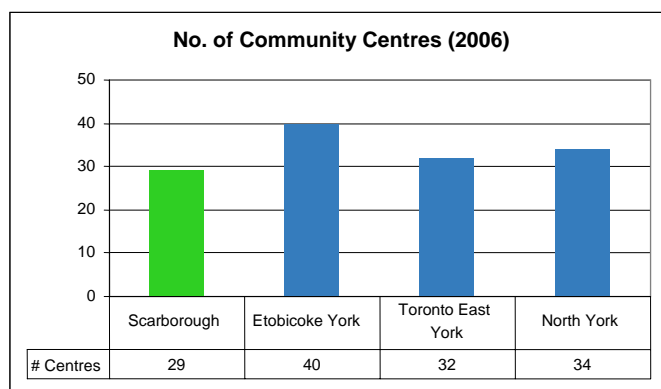


Fig. 5.1

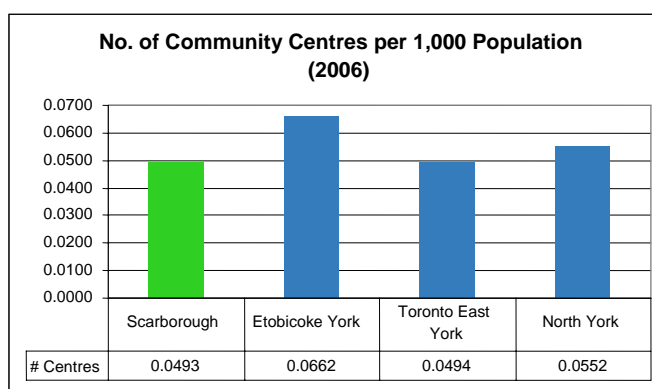


Fig. 5.2

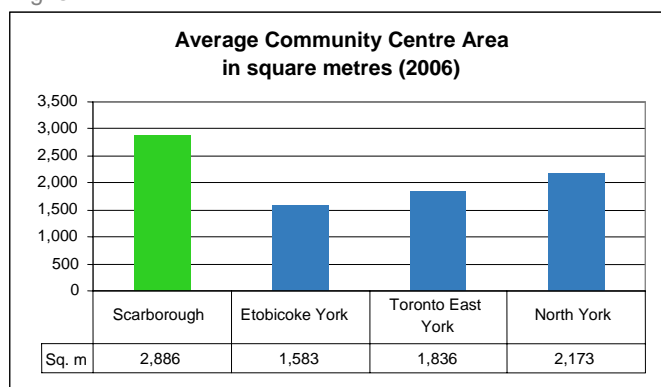


Fig. 5.3

A large number of recreational services provided by the City are located in community centres, which are owned and operated by the PRF Division. There are three classifications of community centres: stand alone, shared use, and other. Stand alone community centres are those solely operated by the City, while for shared use centres, PFR partners with other organizations in the centre’s operations. Centres listed as ‘other’ are buildings which are owned by the City but operated by other organizations. Community centres not included in this analysis include those managed by the Association of Community Centres since they tend to provide more social services than recreational ones

As shown in Fig. 5.1, Scarborough has 29 community centres, which is the fewest compared to other council areas. When accounting for population in Fig. 5.2, Scarborough and Toronto East York share the similar facility service provision level at 0.049 community centres per 1,000 of the population.

The area (in square metres) of a community centre is important in understanding its user capacity as well as the number and variety of services available. Fig. 5.3 illustrates that Scarborough has the largest centres with a total area of 2,886 m².

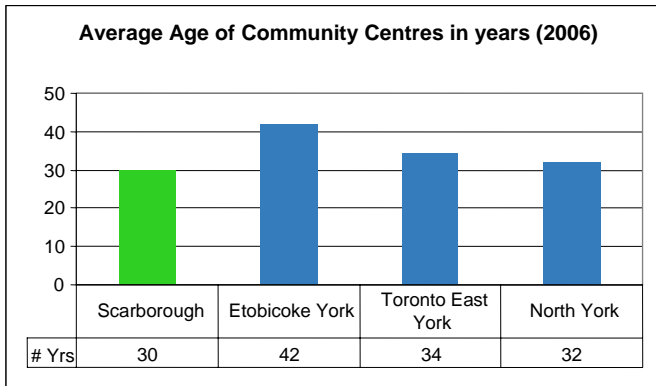


Fig. 5.4

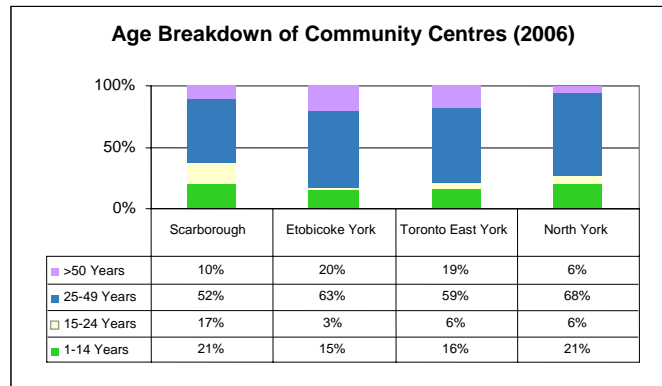


Fig. 5.5

The age of a facility greatly affects the maintenance and operational costs required for the upkeep of the facility. Therefore, the older the community centre, the more funding is needed for its maintenance and repair. Furthermore, older buildings are less likely to attract users as newer facilities possess a greater advantage with their more modern architecture and amenities.

The average age of all community centres in the City spans from 30 to 42 years as shown in Fig. 5.4. Scarborough facilities are on average 30 years old, the youngest in the City. It should be noted that the recorded age of the facility is based either on the year it was built or when it underwent a major renovation (also known as a facility replacement). An analysis of the breakdown of the centres in Fig. 5.5 illustrate that Scarborough has a fairly equitable distribution of the City's assets with the fewest number of its facilities over the age of 50 years. It has the highest number of centres between 15 and 24 years, which may be a result of an expansion in the Scarborough district approximately 14 to 25 years ago, or that these centres have undergone major renovations since then.

Registered Courses

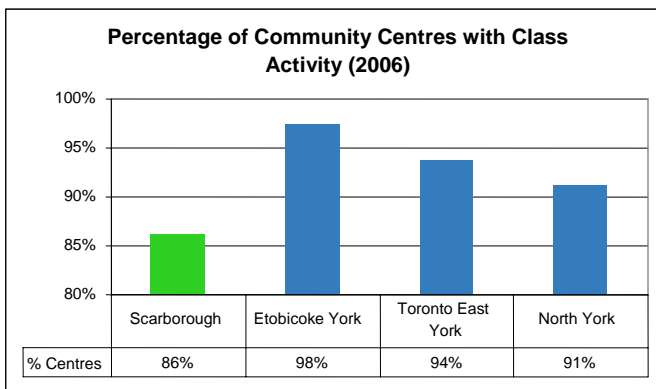


Fig. 5.6

While all community centres are available for use by residents living in the council area, not all of them offer registered courses. Fig. 5.6 shows that only 86% of Scarborough community centres offer PFR registered courses, which is at least 5% less than all other council areas. In addition to these courses, PFR also provide drop-in courses and facility permitting. The mix of the 3 services offered at each community centre is based on the needs of the community served.

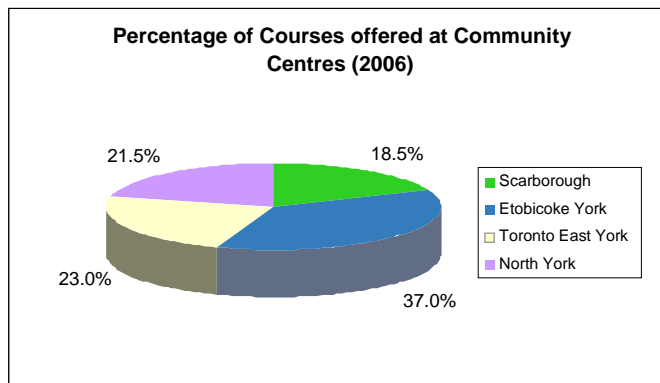


Fig. 5.7

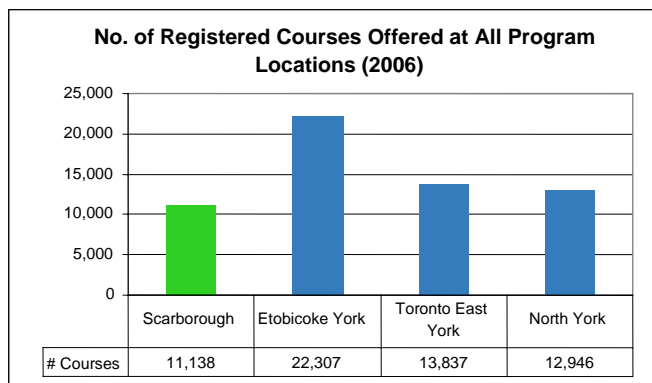


Fig. 5.8

Because Scarborough has the fewest number of community centres with registered course activity, it would be reasonable to expect that Scarborough facilities offer the fewest number of courses. In fact, according to Fig. 5.7, Scarborough centres only offers 18.5% of all PFR registered courses available to the public. Therefore Scarborough residents have a narrower selection of courses than residents of other council areas as shown in Fig. 5.8 where only 11,138 courses are offered at all Scarborough program locations. It should be noted that registered courses are available at both community centres and various school locations.

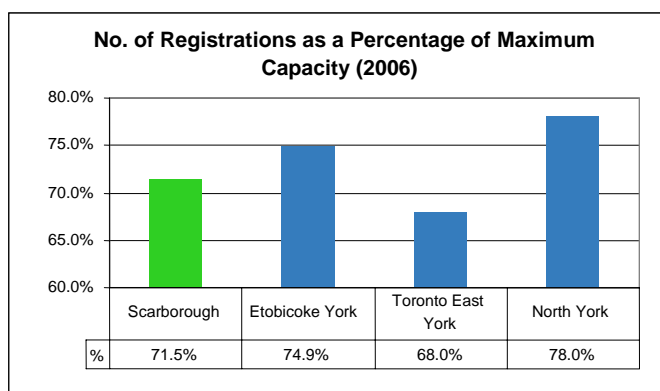


Fig. 5.9

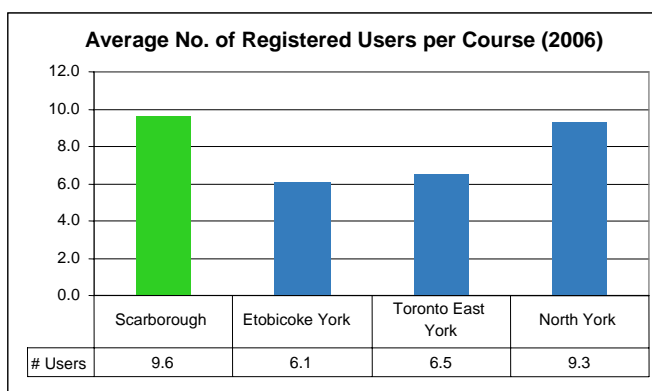


Fig. 5.10

The number of registrations per course is a measure of the response of residents in a council area and therefore cannot be controlled by City staff. This measures the extent of participation by residents and is helpful in tracking the demand for this service. A high demand may be an indicator for PFR to increase the number of courses in a particular community centre. In this regard, Scarborough's current demand stands at an average of 71.5% of total capacity. This is only 3% more than Toronto East York, which ranks with the least demand. While it is not at its highest capacity compared to other council areas, courses offered in Scarborough program locations have, on average, 9.6 registered users per course – the highest number in Toronto. This may be due to having a higher capacity of users per course.

Outdoor and Indoor Pools, Wading Pools and Splash Pads

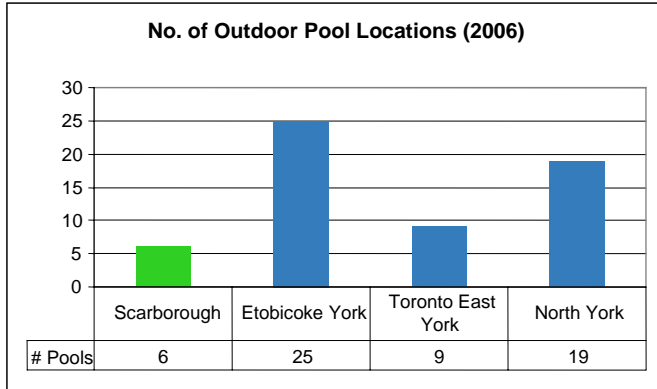


Fig. 5.11

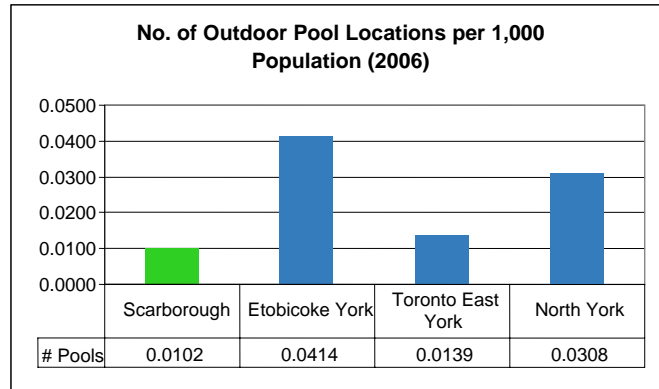


Fig. 5.12

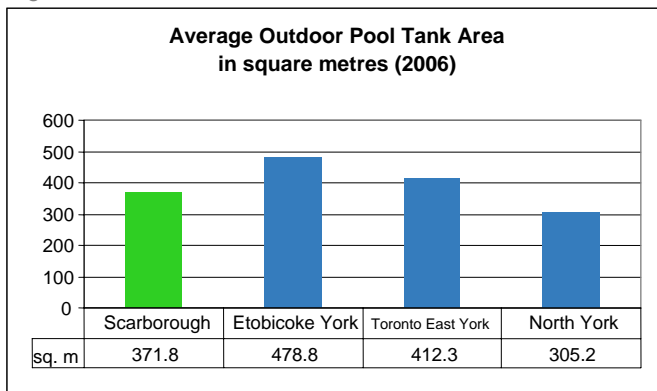


Fig. 5.13

There are four types of pools: 3 outdoor (outdoor pools, splash pads, wading pools) and indoor pools. Outdoor pools, wading pools, and splash pads are only available during certain designated months, usually between June and August and are not in use during the winter season. Scarborough only has 6 outdoor pool tanks, compared to the 25 in Etobicoke York as depicted in Fig. 5.11. This is representative of the number of outdoor pool tanks per 1,000 of the population, in which Scarborough has the smallest share of outdoor pools at 0.0102 in Fig. 5.12.

Not only are there few Scarborough pool locations, the sizes of these pool tanks do not overcome the shortage. On average, Scarborough outdoor pool tanks are 371.8 m², which is the second lowest size in the City.

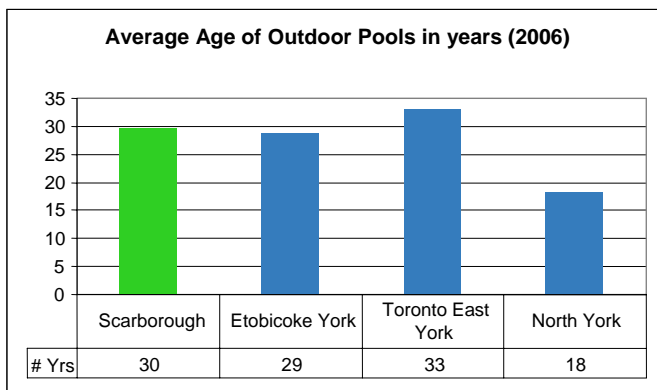


Fig. 5.14

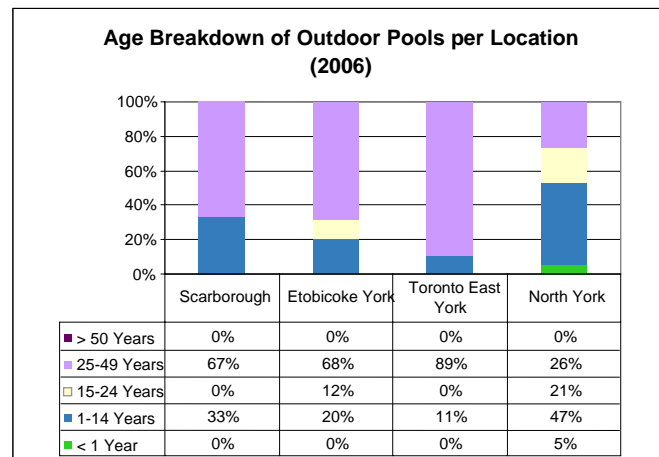


Fig. 5.15

In addition to having the fewest number of outdoor pools, Scarborough’s outdoor pools are also the oldest (an average of 30 years) as displayed in Fig. 5.15.

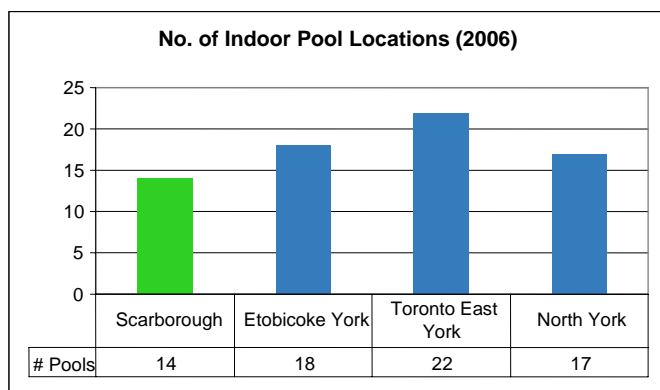


Fig. 5.16

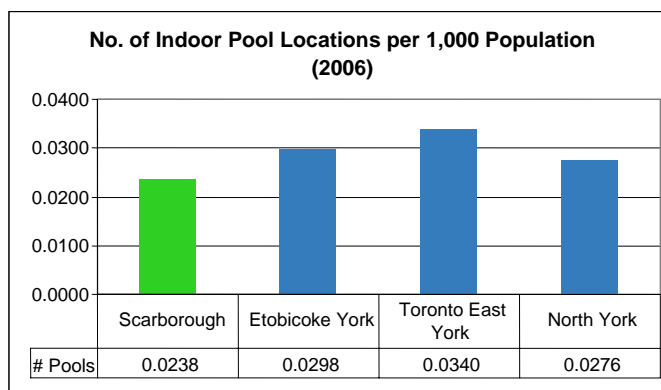


Fig. 5.17

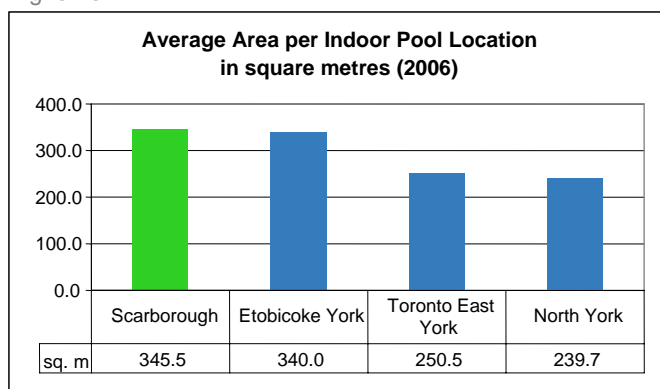


Fig. 5.18

Some indoor pools are owned and operated by the Toronto District School Board and programmed by the City, as determined by the 2007 *Letter of Understanding*¹² between the two entities. This analysis accounts for all indoor pool locations programmed by PFR, regardless of who owns or operates these facilities.

Similar to outdoor pools, Scarborough has the fewest number of indoor pool locations and on a per 1,000 population basis. However, it must be noted that each pool location may contain more than one pool tank. Contrasted with the size of each pool, the average size of all indoor pools per location in Scarborough is 345.5m², which is the largest in the City. This large size may compensate for the low number of indoor pools available to Scarborough residents.

¹² City of Toronto. (2007). *Letter of Understanding Between the City of Toronto and the Toronto District School Board for School Pools*. Toronto, ON: City of Toronto.

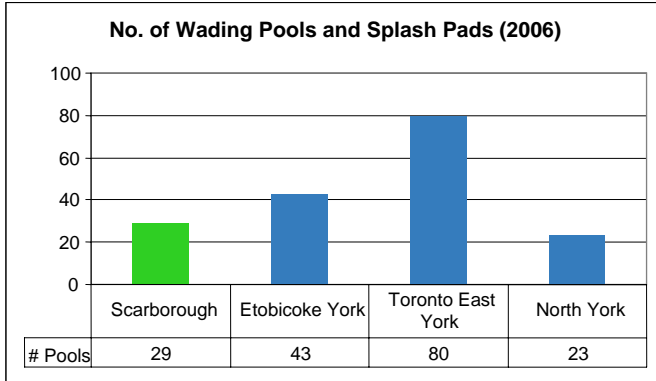


Fig. 5.19

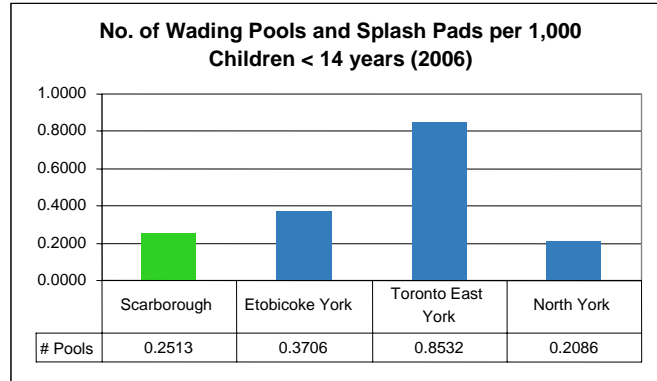


Fig. 5.20

Wading pools and splash pads are generally enjoyed by children. Wading pools are very shallow pools and are usually circular in shape. Splash pads, on the other hand, are flat areas with sprinklers that spray water. The 2001 Census provided the data on children under the age of 14. Fig. 5.19 shows that Scarborough has 29 splash pads and wading pools, which is the second lowest number in the City. Taking into account the population of children under the age of 14, this translates to only 0.2513 splash pools and wading pools in the area.

Outdoor and Indoor Artificial Ice Rinks

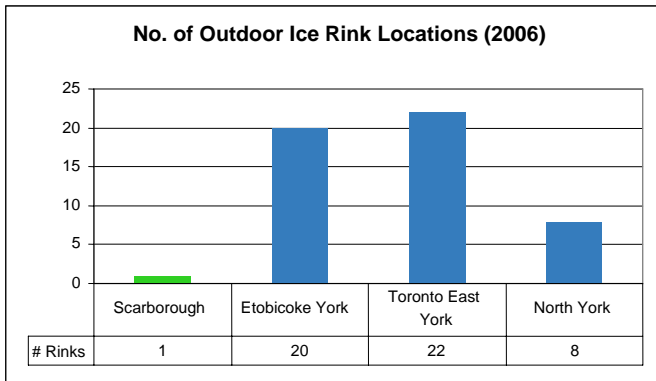


Fig. 5.21

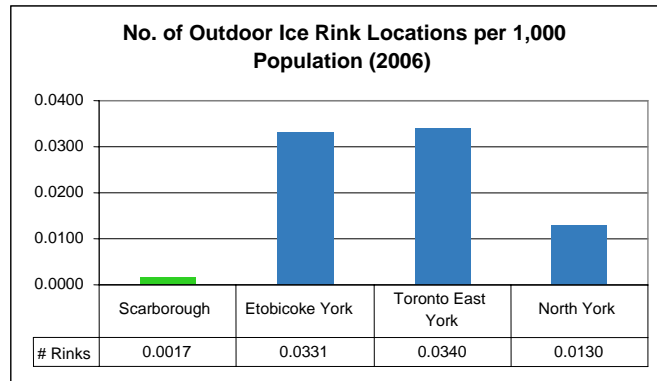


Fig. 5.22

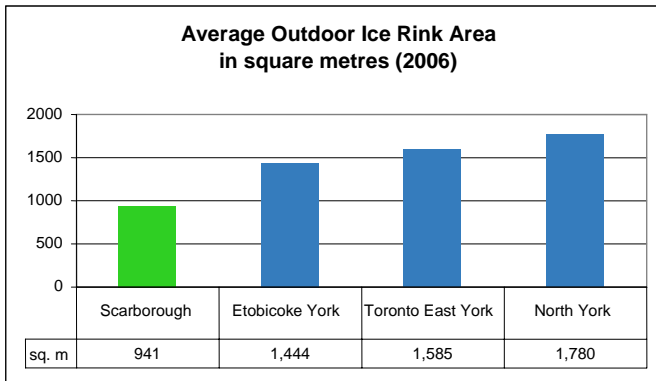


Fig. 5.23

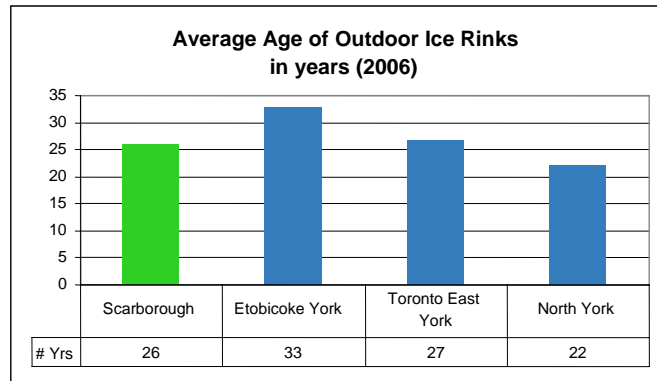


Fig. 5.24

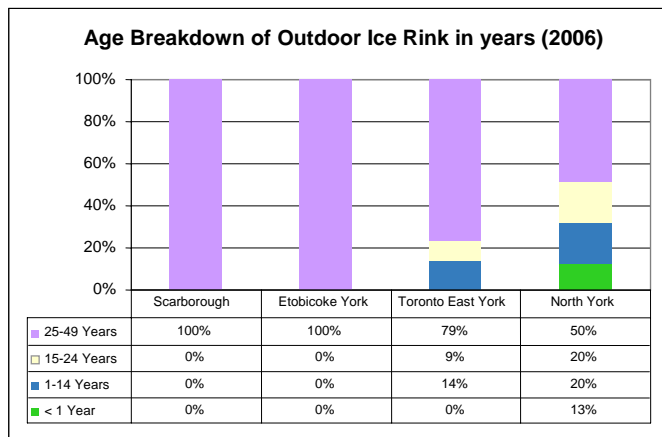


Fig. 5.25

Outdoor ice rinks only operate during the winter season, usually beginning in December and ending in mid-March. Although PFR plans an ice skating schedule, the provision of outdoor artificial ice is affected by the weather and outside temperatures¹³. Although Scarborough has 30% of the land mass in Toronto, it only has one outdoor ice rink, located at Scarborough Civic Centre. The majority of the City’s outdoor artificial ice rinks are located in Toronto East York and Etobicoke York, each with 22 and 20 locations respectively. Due to this, Scarborough residents have significantly less access to this type of facility with 0.0017 rinks per 1,000 of the population. Fig. 5.23 reveals that the size of the ice rink is only 941 m², which is the smallest average area for an outdoor ice location per region. However, it is also one of the City’s relatively newer rinks at 26 years of age.

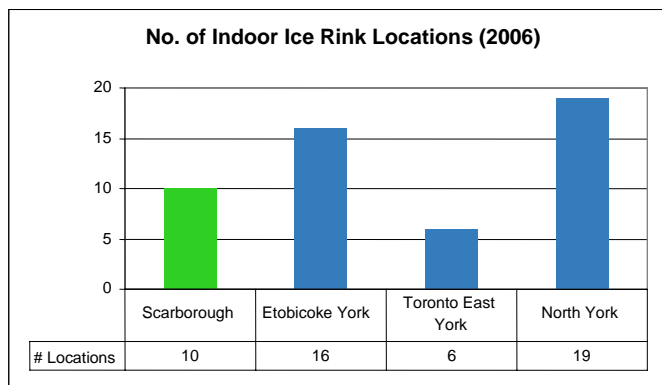


Fig. 5.26

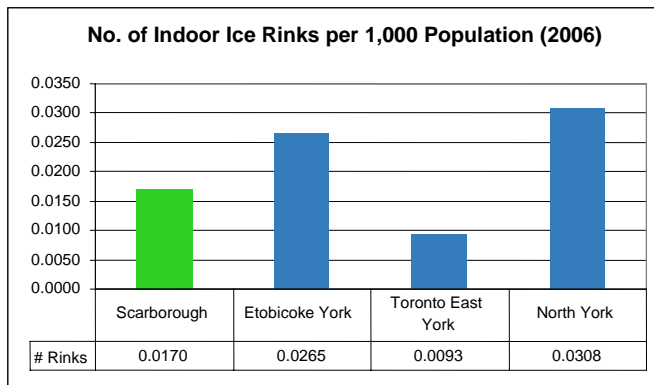


Fig. 5.27

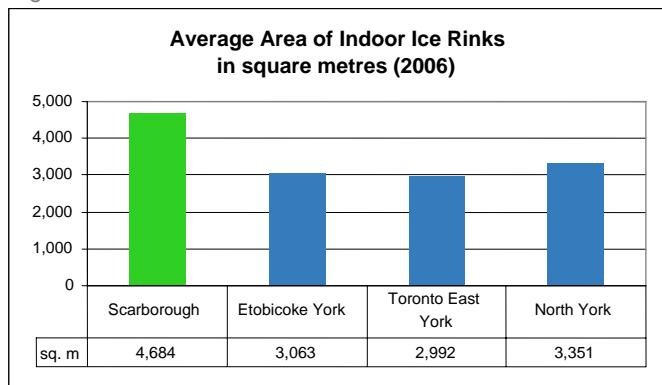


Fig. 5.28

¹³ Centre for Local Research into Public Space (CELOS). (2007). *Municipal Outdoor Rink Report 2007*.

Indoor ice rinks or “ice pads” and arenas are run either by the City or an Arena Board of Management. Fig. 5.26 reveals that Scarborough has 10 indoor ice rink locations, the second lowest number in the City. This trend continues for the number of ice pad locations per 1,000 Scarborough residents at 0.0170 ice rink locations. However, Scarborough benefits from having, on average, the largest area (4,684 m²) per indoor ice pad location.

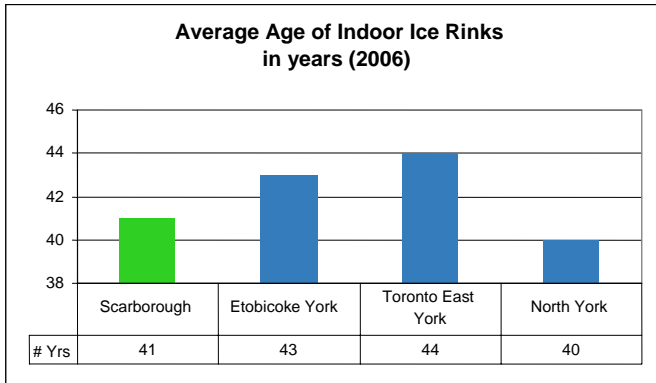


Fig. 5.29

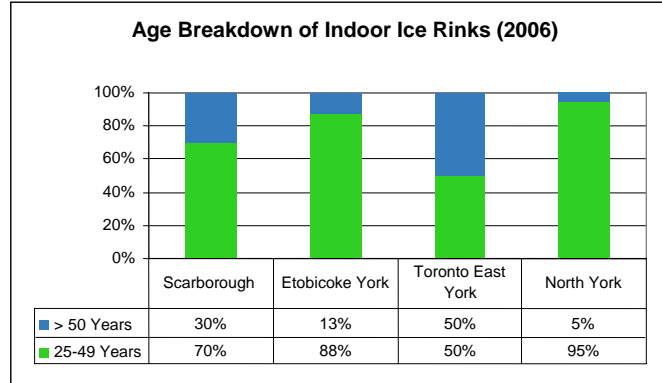


Fig. 5.30

The age of these indoor ice rinks is based on the date of original construction or facility replacement. The majority of Scarborough’s indoor ice rinks is between 25 and 49 years and is on average 41 years old. This is similar to the rest of the City’s facilities that were built approximately 40 years ago.

Parks & Playgrounds

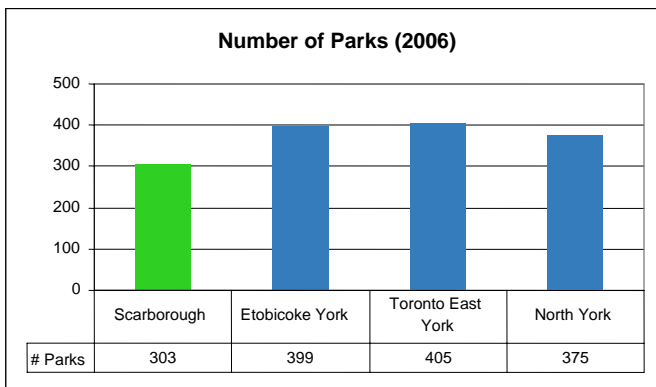


Fig. 5.31

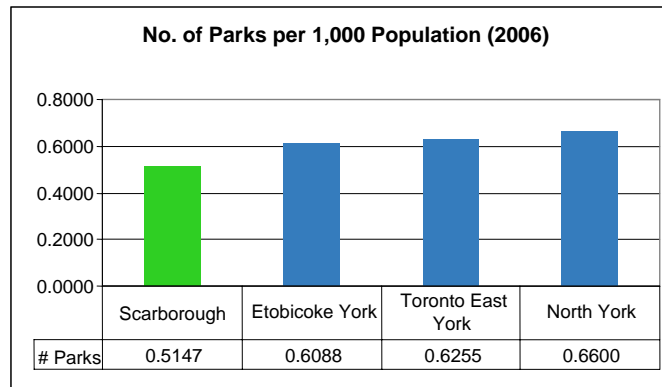


Fig. 5.32

Parks and green spaces are an important part of recreational living, providing healthy outdoor areas for sports and exercise. There are four classifications of parks, ranging from the smallest area to the largest: parkette, local, district, and City-wide. Parks include golf courses, gardens, park areas adjacent to community centres and any green space that can be used for recreational purposes. The parks shown in this analysis do not include cul-de-sacs, traffic islands, boulevards, or walkways although these areas are maintained by PFR crews.

Scarborough, in comparison to other council areas, has the fewest number of parks as shown in Fig. 5.31, with only 303 parks. This trend is similar to the number of parks per 1,000 of the population, in which Scarborough residents have the fewest parks to access for their enjoyment.

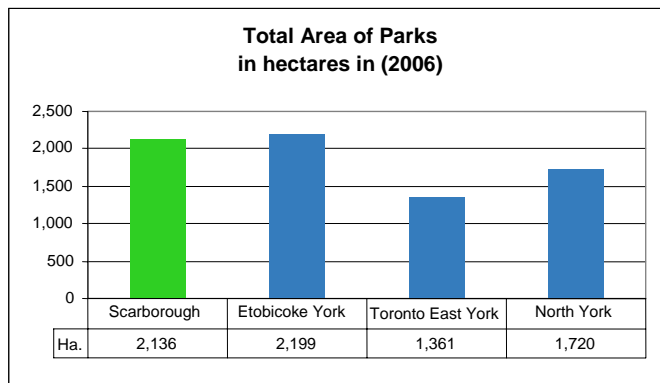


Fig. 5.33

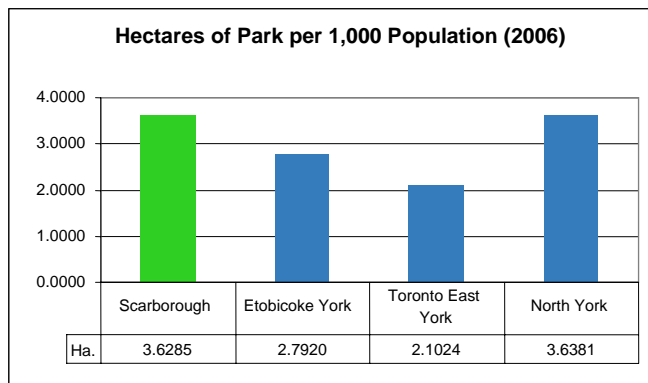


Fig. 5.34

On the other hand, the total area of parks in Fig. 5.33 illustrates that Scarborough has the second largest total area (2136 hectares) of parks. Since Scarborough has the smallest population in the City, its residents have the second largest park area per 1,000 of the population at 3.6285 as depicted in Fig. 5.34. Therefore, even though Scarborough has the fewest number of parks, the green spaces it does have are larger on average and can thus accommodate more users.

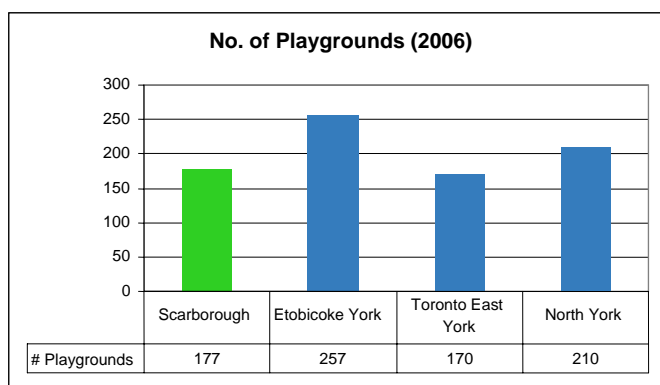


Fig. 5.35

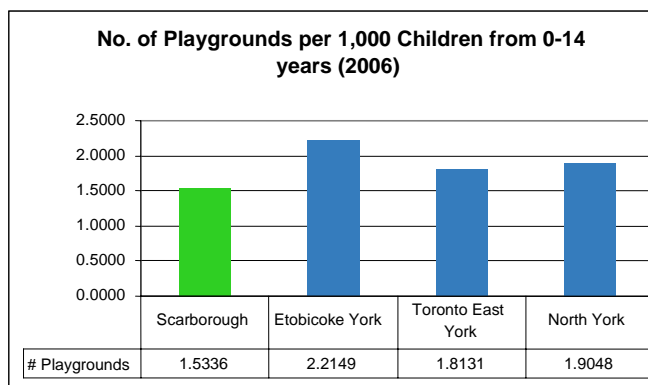


Fig. 5.36

Playgrounds consist of both former metro and newly installed ones. It is assumed that children are the main users of playgrounds and that they are not used during the winter season. Fig. 5.35 shows that Scarborough has the second fewest number of playgrounds with only 7 more than Toronto East York. The lack of playgrounds in Toronto East York is not surprising since it also has the smallest land mass. However, when comparing the number of parks and the respective population, Scarborough has the fewest number of playgrounds per 1,000 of the population under the age of 14 at 1.5336 playgrounds. An examination of the size of these playgrounds may help explain this discrepancy. However, this information is not available for comparison.

Tennis Courts

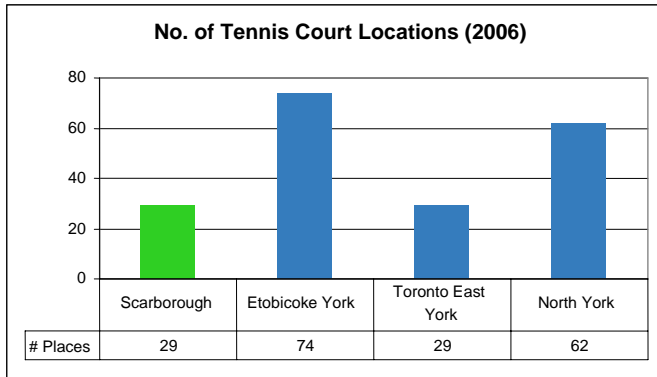


Fig. 5.37

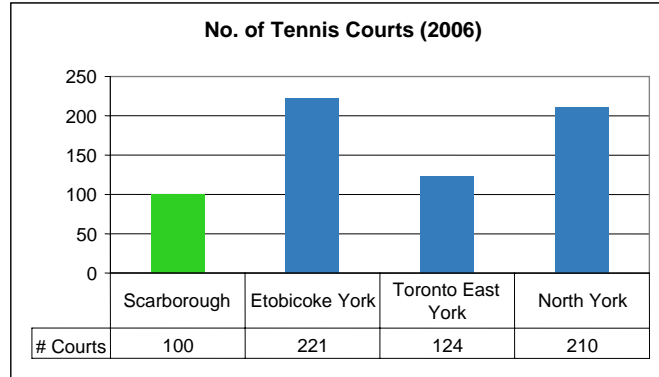


Fig. 5.38

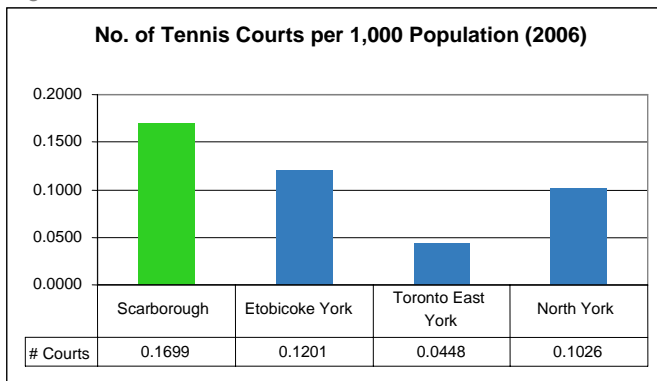


Fig. 5.39

The tennis courts included in this analysis are those provided by the City and do not include privately-owned courts. Depending on the location, 1 to 12 courts are available for use per tennis set location creating a significant difference between the number of locations and courts. Therefore this analysis has separated the two parameters. Some tennis courts also double as ice rinks in the winter.

Scarborough and Toronto East York have the fewest tennis court locations with 29 locations in Scarborough holding a total of 100 courts, the fewest number of tennis courts overall. The number of tennis courts is related to the number of parks run by the City as they are often located within parks. Since Scarborough has the fewest number of parks, it is not surprising that it has fewer tennis courts than other council areas. However, the number of tennis courts available per 1,000 population basis is the highest for Scarborough.

Conclusion

In terms of community centres, Scarborough may have its fair share in some areas and not in others. This district possesses 29 community centres along with the largest average centre size (in square metres), which overcomes the fewer number of facilities. When observing the age of these facilities, regardless of whether the centres were built or last renovated, Scarborough community centres are relatively younger with the fewest facilities over the age of 25 compared to other council areas.

However, Scarborough may not be receiving an equitable share for registered course activities. Only 86% of the community centres in Scarborough offer courses – the lowest compared to the rest of Toronto. Additionally, only 18.5% of all registered courses are offered at program locations in Scarborough. On average, every course in Scarborough has 9.6 registrations, which is the highest number of registrations per course compared to any other council area.

Another service that Scarborough may not be receiving its fair share is outdoor pools. Scarborough only has 6 pools which is equivalent to 0.0102 pools per 1,000 of the population, the lowest in all council areas. Its pools are also on average the oldest, with 67% of them between 25-49 years. Even though Etobicoke York and Toronto East York have a larger percentage of pools in this age range, they also have pools that are relatively newer. The only positive aspect of outdoor pools that Scarborough residents can enjoy is that the facilities are generally larger than North York. This may overcome the lack of pools available in the area. On the other hand, Scarborough has a higher number of indoor pool locations (with 14 pools), but still has comparatively fewer indoor pools per 1,000 of the population. Like outdoor pools, Scarborough indoor pools are on average the largest and therefore can accommodate more users.

In addition to this, Scarborough lacks outdoor ice rinks. Scarborough currently possesses only one outdoor ice rink measuring 941 m², the smallest average behind all other outdoor ice locations in other council areas. This ice rink is also older, at 26 years of age. While Scarborough suffers from the lack of outdoor ice locations, there exists more indoor ice pads in Scarborough compared to the ones outdoors. Scarborough has 10 indoor ice locations, which is the second lowest in the City but has on average the largest ice rinks. The ages of these facilities are also younger, compared to the rest of the community council areas.

Furthermore, Scarborough residents benefit from its parks and open spaces. Although Scarborough has 303 parks, the fewest in the City, the parks are generally larger and can accommodate more visitors at 3.6358 hectares per 1,000 of the population.

Playgrounds for children under the age of 14 are at its lowest in Scarborough at 177 playgrounds or 1.5478 playgrounds per 1,000 children.

Tennis courts, the final part of the PFR Division mandate covered by this report, are available throughout the City with the least number of courts in Scarborough overall. There exist 29 tennis court locations and a total of 100 tennis courts at these sites (since each tennis court location can have more than one tennis court). Information on the number of privately-owned tennis courts is unavailable, which may have provided a better insight to availability of this type of facility in Scarborough.

Therefore, in general, Scarborough may not be getting its fair share in terms of its registered courses, outdoor pools and outdoor rinks but scores relatively better with its community centres, indoor rinks and indoor pools since they are larger in size despite their fewer numbers. However, Scarborough residents benefit most from its parks and green space; this is attributable to its larger land mass and its more suburban community.



POLICE SERVICES

Introduction

Under the *Police Services Act*, the City of Toronto is responsible for the provision of effective police services that satisfy the needs of the City's communities. The City must also provide the administration and infrastructure necessary to support such services. Through the Toronto Police Service (TPS), it must create and implement strategies, policies, and business models that meet the specific needs and priorities of local communities.

TPS is made up of 17 divisions and 2 field command headquarters with over 7,000 staff.

Police services include, at a minimum:

- Crime prevention
- Law enforcement
- Victims' assistance
- Maintenance of public order
- Emergency response services

Methodology

All police data including expenditures, number of police officers, area of each division, and crime rates were extracted from the *2006 Annual Statistical Report* published by the TPS available to the public on its website at www.torontopolice.on.ca/publications. Population data related to TPS, known as the "population served" is based on 2006 estimates. All other population data not related to TPS was gathered from the 2001 Census. All information is presented in 2006 figures unless otherwise stated.

The Toronto Police Service is divided into 17 divisions serving every community in the City. These divisions differ from council area boundaries and therefore this analysis cannot compare all four council areas individually as per other sections of this report. The only council area that matches exactly with the existing Police Services divisional boundaries is Scarborough. Divisions 41, 42, and 43 serve solely Scarborough, the area east of Victoria Park Avenue. This compatibility has made this analysis possible. Thus, the information presented on the graphs will compare "Scarborough" with the "Rest of Toronto". All averages in graphs have been computed based on the 3 Scarborough divisions against 14 remaining Toronto divisions. Field command headquarters are not included in this analysis.

There exist many categories of police staff, including Senior Officers, Staff Sergeants, Sergeants and Constables. All police officers are included in this analysis. However, this report will highlight on non-Senior Officer uniform strength as a whole, since they have the highest degree of tangible presence within any given community.

Background

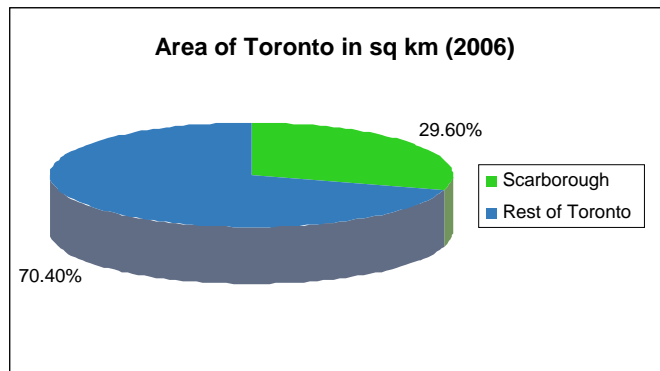


Fig. 6.1

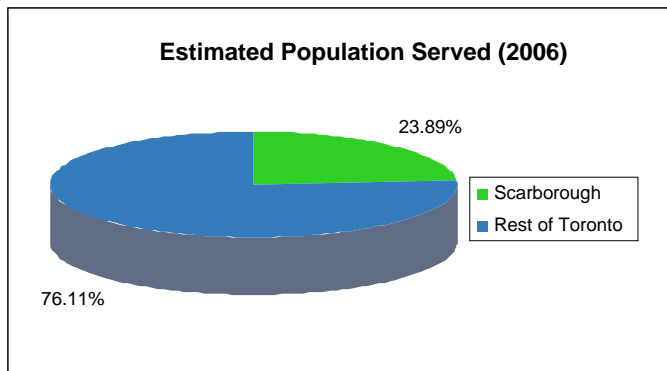


Fig. 6.2

In order to fully examine whether Scarborough is receiving a reasonable share of police services, one must measure Scarborough’s geographical and demographic statistics against the rest of Toronto. Fig 6.1 shows that Scarborough occupies roughly 30% of the City’s total land mass. Interestingly, the population that the Toronto Police serve in Scarborough is estimated to be almost 24% of the City’s population as shown in Fig. 6.2. It should be noted that this is an estimate as the exact number of residents served will be based on the 2006 Census data, which is currently unavailable on a community council basis.

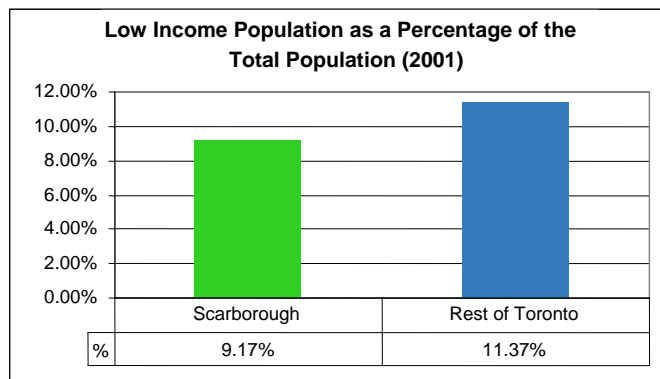


Fig. 6.3

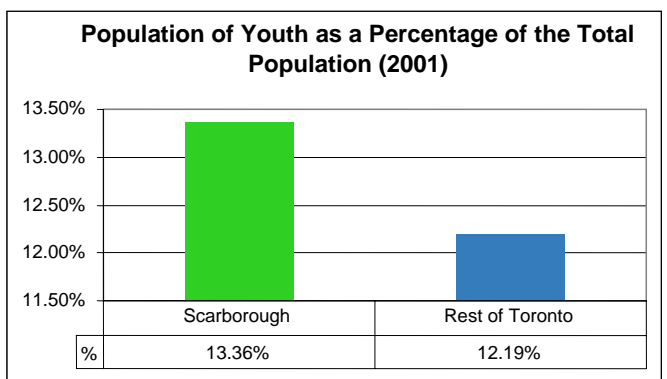


Fig. 6.4

It is widely believed that low income individuals have a higher likelihood of becoming involved in criminal activity than citizens who live above the poverty line. Low income is measured using the Low Income Cut-Off (LICO). Therefore, it can be assumed that communities with more low income inhabitants require greater policing. For the purpose of this study, this category will include both families and unattached individuals with data taken from the 2001 Census. Fig. 6.3 displays the comparison of low-income residents between Scarborough and the rest of Toronto and shows that Scarborough has a 2.2% lower concentration of low income individuals and families than the rest of the City.

It can be further assumed that there exists a higher tendency for younger individuals to become involved in criminal activity than older citizens. The range used to measure the City’s youth lies between 15 to 25 years of age and is illustrated in Fig. 6.4. It is revealed that in Scarborough, there is a higher youth population by 1.17% compared to the rest of the population.

Crime Rate

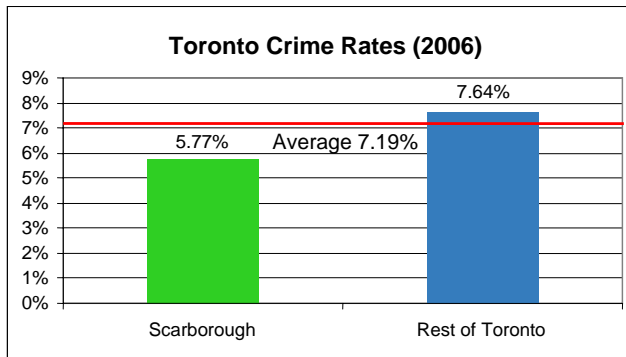


Fig. 6.5

The above graph illustrates the level of crime in Toronto. This crime rate includes all non-traffic criminal code offences within the City. Fig. 6.5 reveals that Scarborough currently has a significantly lower crime rate than the rest of Toronto, with a rate of 5.77% of the population. This is a fall below the City crime rate of 7.19%, in which the other three council areas have amassed 7.64% of the City's crime rate.

It should be noted that these findings prove contrary to the assumption about Scarborough's higher youth population. Although many infer that this factor is debilitating to the community, statistics have proven that this is not necessarily the case. Furthermore, there exist many other factors which affect crime; youth and low income families and individuals are only a few examples of this list.

No. of Uniformed Police Officers

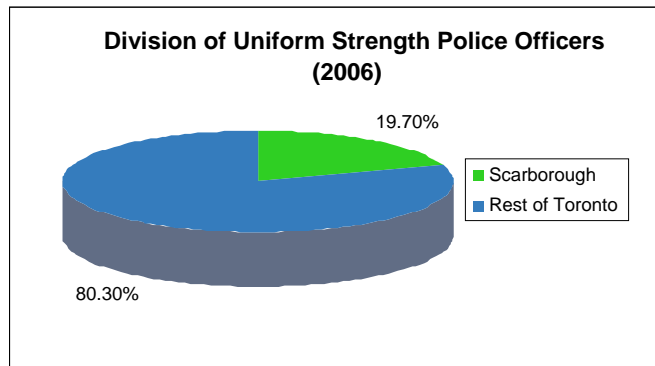


Fig. 6.6

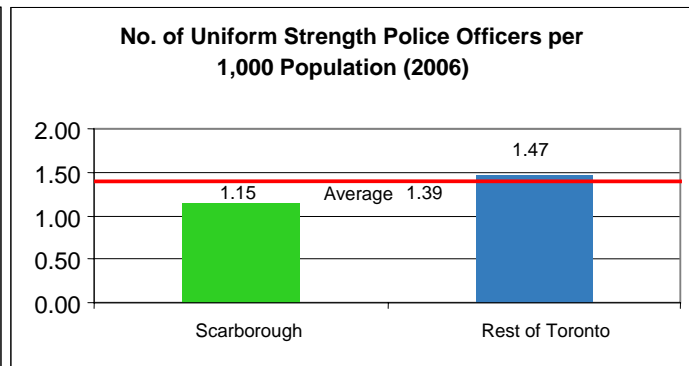


Fig. 6.7

Uniformed officers are known as uniform strength and have the greatest visible presence in any community. Fig. 6.6 reveals the distribution of uniform strength officers in Toronto. This measure is considered significant because it calculates the number of uniformed police officers who patrol and maintain general public order. This is especially important from a community's perspective as this is often perceived as a measuring stick to determine whether a community is receiving police services.

Fig. 6.7 depicts the shortfall of the average of uniformed officers, with only 1.15 officers per 1,000 of the population served. This is compared to the rest of Toronto, with 80.3% of the police officers, or 1.47 police officers per 1,000 of the population served. It would appear that the number of officers employed in Scarborough is less than proportionate to the rest of Toronto.

No. of Police Officers

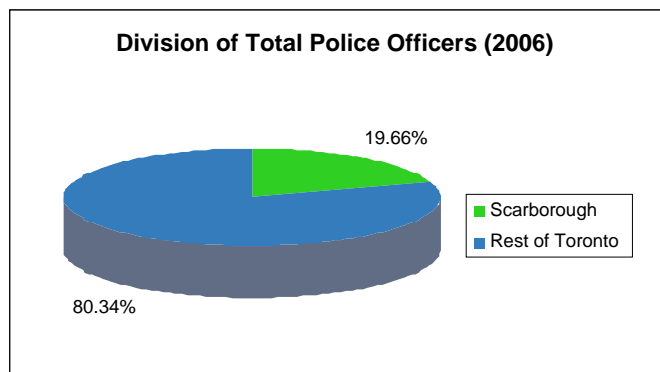


Fig. 6.8

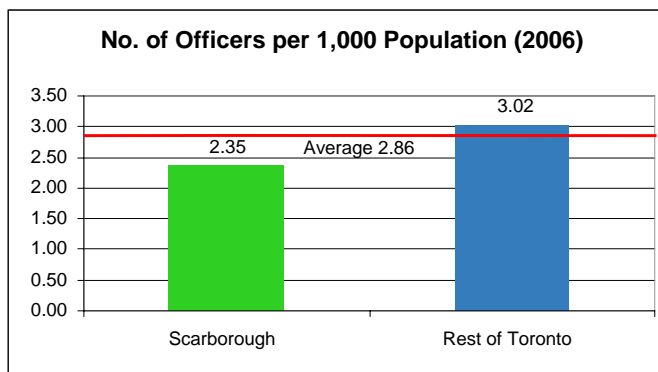


Fig. 6.9

All types of police staff are considered in this portion of the analysis in order to achieve a better understanding of the level of service that is provided to all residents in the City. Fig. 6.8 shows the allocation of the total police strength which includes the following: superintendents (and those above this ranking), inspectors, sergeants, detectives, constables, uniform strength and civilian strength. In this graph, Scarborough employs almost 20% of the total number of police staff, which services 23.89% of the City's population. This is further reinforced on a per 1,000 population served basis in which there are 2.35 officers in Scarborough, compared to the City's average of 2.86 officers.

Gross Expenditures

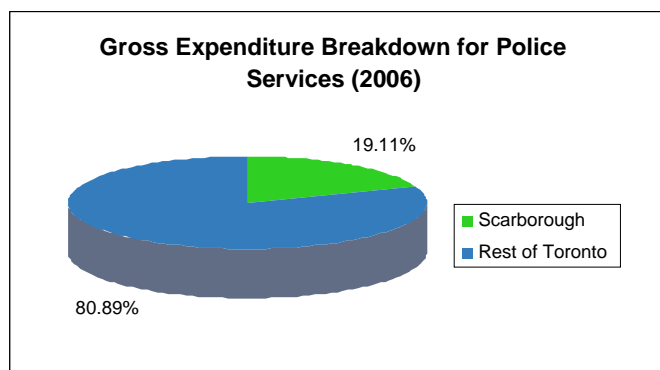


Fig. 6.10

Gross expenditure for police services comprises of a number of elements including police salaries and program expenditures. Total expenditures for 2006 grossed \$357,401,572¹⁴. Scarborough received 19.11% of this amount in its 3 divisions. It must be noted that gross expenditures funds all types of police officers, including uniformed ones.

Conclusion

In terms of Police Services, depending on the factors considered, Scarborough may or may not be receiving its fair share. For instance, Scarborough has a lower crime rate, which would account for the fewer number of police officers employed in the council area. On the other hand, based on the proportion of population served, there are not enough police officers for the estimated 24% of the population. Scarborough employs 20% of the officers in the City and has consistently fewer police officers per 1,000 of the population.

¹⁴ Toronto Police Service. (2007). *2006 Annual Statistical Report*. Retrieved July 6, 2007, from www.torontopolice.on.ca/publications.

FAIR SHARE

Scarborough

Scarborough receives 19.11% of the funding for its 3 divisions, while the rest of the City receives the remaining 80.89%. This may be an equitable share due to the percentage of officers employed (in which Scarborough possesses 20%). To increase Scarborough's fair share, there would need to be an increase in the amount of police officers overall to accommodate for the difference in the population served and the number of officers employed.



ROADS & TRANSPORTATION SERVICES

Introduction

The City of Toronto's Transportation Services Division is responsible for the maintenance of over 10,000 km of roads and sidewalks as well as bridges and boulevards. The types of roads that are within the City's jurisdiction to upkeep are arterials, collectors, local roads, and expressways. Its operations include traffic operations, roadway regulations, street maintenance and cleaning, transportation infrastructure management, road, sidewalk and boulevard occupation, and snow removal. During the winter, Transportation Services undertakes winter maintenance and during non-winter months conducts capital projects on various roadways within the City.

Methodology

All population data was collected from the 2001 Census, gathered by Statistics Canada. All other data was provided by the Transportation Services Division for the City of Toronto. This information varies by year since the Division can only provide the latest available and complete data. However, any differences produced from this variation are minimal since capital infrastructure remains fairly static from year to year.

Kilometres of Roads and Sidewalks

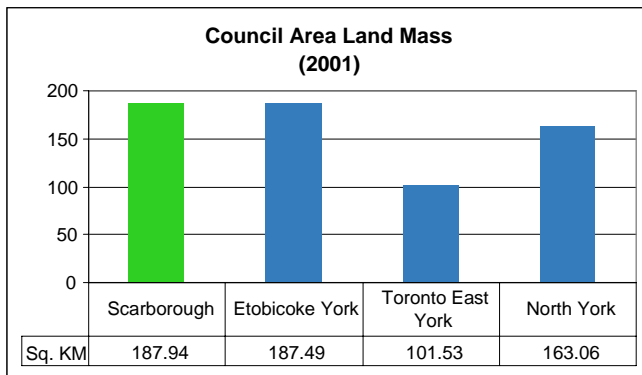


Fig. 7.1

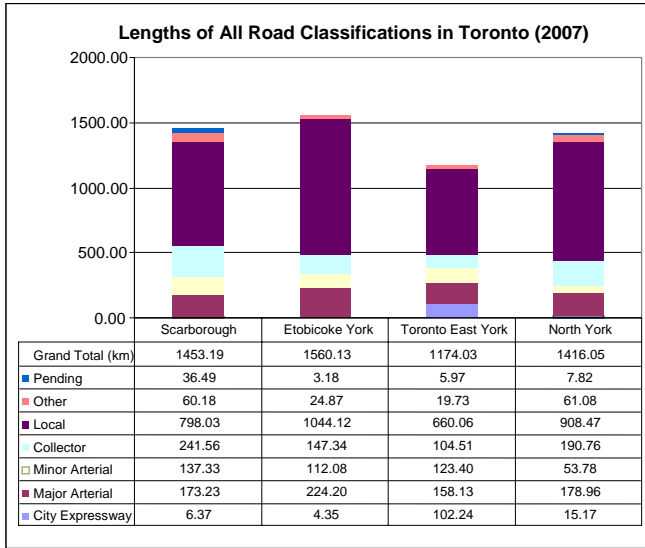


Fig. 7.2

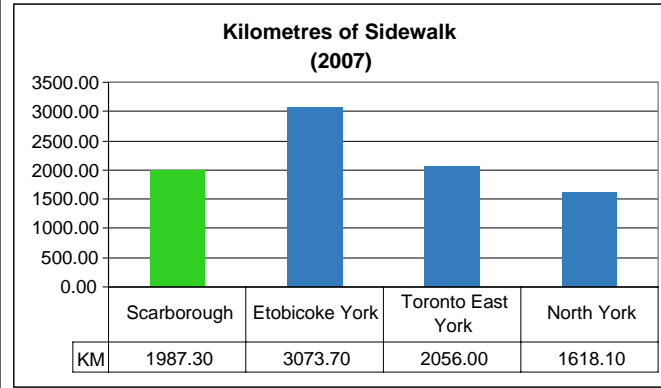


Fig. 7.3

There are 5 classifications of roads: local, collector, minor arterial, major arterial, and expressway. Local roads typically have the least amount of traffic and allow for access to residential properties. Collector roads allow for both property access and traffic movement, have more traffic volume (up to 8,000 vehicles in both directions) and like local roads, are either one-way or two-way streets. Minor arterials accommodate up to 20,000 vehicles daily in both directions and have, at minimum, 2 lanes per direction. Major arterials have a minimum of 4 lanes, just like expressways, and allow for travel at higher speeds, between 50 and 60 km per hour. Expressways accommodate more than 40,000 daily vehicles, travel at speeds between 80 and 100 km per hour and do not allow for pedestrians or cyclists. All other roads provide access for such users¹⁵.

The land mass of a community council area has a significant impact on the geographical planning of roads and sidewalks. In this case, Fig. 7.1 illustrates that Scarborough has the largest area in the City, at 187.94 km² or approximately 30% of the land mass of the entire City.

Fig. 7.2 shows the different types of roads within the City of Toronto and determines the length per classification of road. Local roads make up the largest percentage of roadway in each council area. It is also observed that Scarborough has the most collector and minor arterial roads.

Sidewalks are also crucial aspects of the City as it provides access for pedestrians. Fig. 7.3 depicts the amount of sidewalk for each council area of which Scarborough has 1,987.3 km. It should be noted that the length of sidewalk in Etobicoke York is an estimate, since actual figures are currently unavailable.

¹⁵ Works and Emergency Services. (2000). *Road Classification System – A Consolidated Report*. Toronto, ON: City of Toronto.

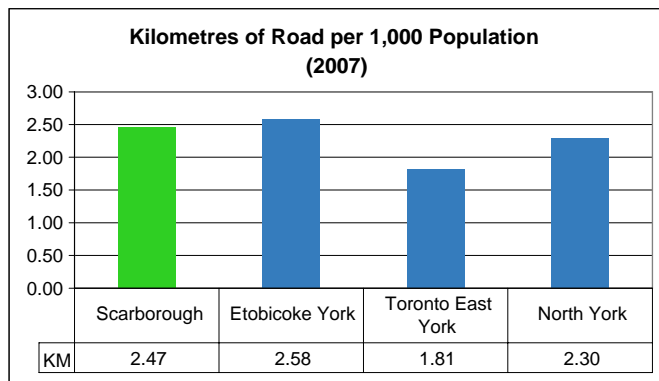


Fig. 7.4

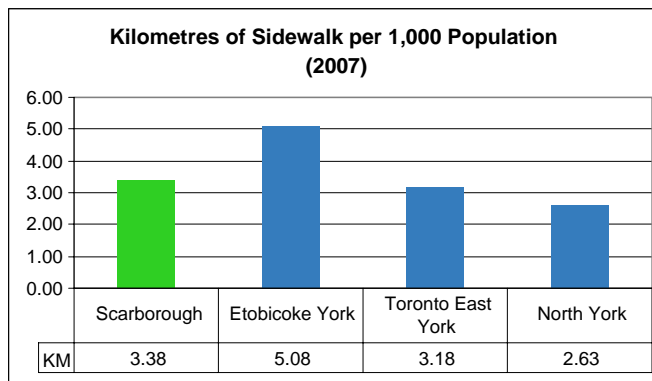


Fig. 7.5

Scarborough has the second most kilometres of roads per 1,000 of the population at 2.47 km and the second longest kilometres of sidewalk per 1,000 of the population. This results from the council area's large land mass with a small population residing there.

Capital Works Program Expenditures

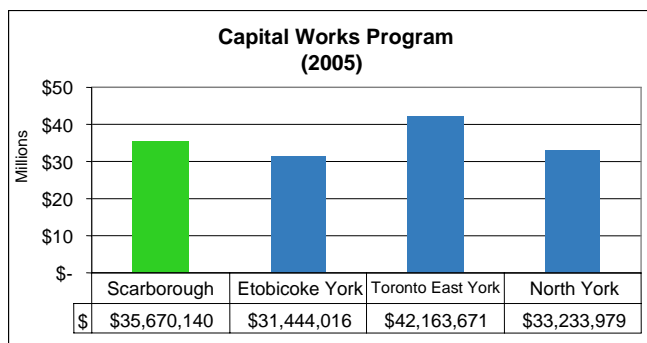


Fig. 7.6

Financial costs are 2005 actual figures based on contract prices for the Transportation Services Division's projects. The data for 2006 and 2007 are not available since some projects are still underway. Scarborough places second with \$35.67 million allocated to fund its capital projects. While it appears that Toronto East York receives the highest funding for its roads, this is due to its older infrastructure, which requires frequent repairs and maintenance. [It is noted that North York shows to receive the second lowest amount of funding due to basement flooding in many of its homes caused by the severe storm in summer of 2005. The Division cannot begin their work on road repairs until the Toronto Water Division solves this flooding situation.]

Winter Maintenance

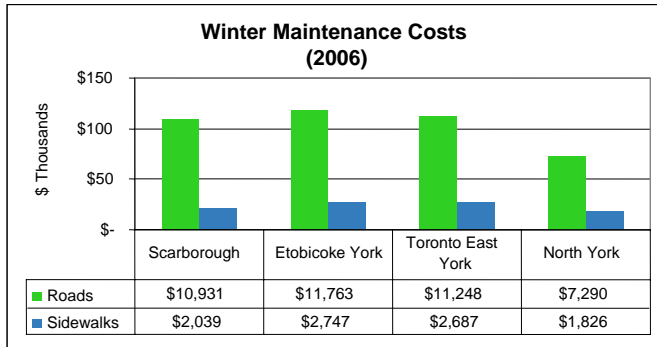


Fig. 7.7

Winter maintenance makes up a significant portion of the Transportation Services Division’s operations during the winter season while capital projects are not underway. The Division has the duty to ensure that roadways and sidewalks are clear of snow and ice to ensure safe access for vehicles and pedestrians. Therefore, salting of streets are usually completed within a 24-hour period except in severe storms. In this case, it may take up to 50 hours to finish all de-icing activities¹⁶. Expressways are always the first type of road to be de-iced because it accommodates travel at higher speeds. Arterial (major and minor) roads are then maintained, followed by collector, then local roads¹⁷.

Fig. 7.7 illustrates that winter maintenance costs for sidewalks and roads are the lowest in Scarborough and North York. There are a number of reasons for this difference. Firstly, Etobicoke York has the longest length of roads at 1,560.13 km while Scarborough and North York have relatively equivalent lengths of road. Therefore, it would be logical that more funds are allotted to Etobicoke York. Secondly, while Toronto East York has 1,174.03 kilometres of road, the shortest amount in the City, its roads are more frequently traveled on due to the influx of suburban residents commuting into the downtown core for work purposes. Therefore, roads in this council area require frequent de-icing to minimize the amount of traffic congestion that occurs on its expressways and streets. Finally, the more urgent the winter maintenance operation, the higher the cost incurred. Since the majority of Scarborough’s roads, besides local ones, are collector and minor arterial, they are of a lower priority than expressways and major arterial roads.

Conclusion

Based on the figures shown above, Scarborough has an equitable share of the services provided by the Transportation Services Division. With the smallest population and the largest land mass, it has the second longest length of road and sidewalk in relation to the number of residents.

In terms of capital works expenditures in 2005, Scarborough received the second most funding, approximately \$7 million less than Toronto East York that requires additional funding for the maintenance of its older infrastructure.

With regards to winter maintenance, it is difficult to ascertain whether Scarborough has a fair share. This is due to the inability for the City to predict or influence any weather changes. Therefore, resources are allocated on a need basis, in which the Transportation Services Division is mandated to accommodate for any winter storms.

¹⁶ Transportation Services. (2005). *Conditions for Winter Maintenance Operations*. Toronto, ON: City of Toronto.

¹⁷ Transportation Services. (2005). *Road Classification – Salting Chart*. Toronto, ON: City of Toronto.



SOCIAL HOUSING SERVICES

Introduction

The City of Toronto's Shelter, Support & Housing Administration Division is responsible for the administrative and funding support for a variety of affordable shelter options. These options are offered by a number of providers which include: the Toronto Community Housing Corporation (TCHC), community-based non-profit organizations, co-operative non-profit projects, limited dividend buildings as well as private rent supplement buildings. Due to the complexity of the social housing service structure, this analysis will only focus on TCHC developments. TCHC was created by the municipality to provide and maintain affordable social housing units for the City's lower-income households. It also currently stands as the largest social housing provider in Canada, serving 164,000 low to moderate-income individuals¹⁸.

Methodology

This analysis investigates the proportion of TCHC housing units that Scarborough possesses in comparison to the rest of Toronto. This study employs 2006 data retrieved from the Shelter, Support & Housing Administration Division, which provided the approximate number of community housing units, its locations, as well as the average cost-structure that constructs and maintains its housing sites. The number of households was retrieved from the 2001 Census.

¹⁸ Toronto Community Housing Corporation. *Toronto Community Housing – About Us*. Retrieved June 18, 2007, from www.torontohousing.ca/about%5fus/.

Number of TCHC Housing Units

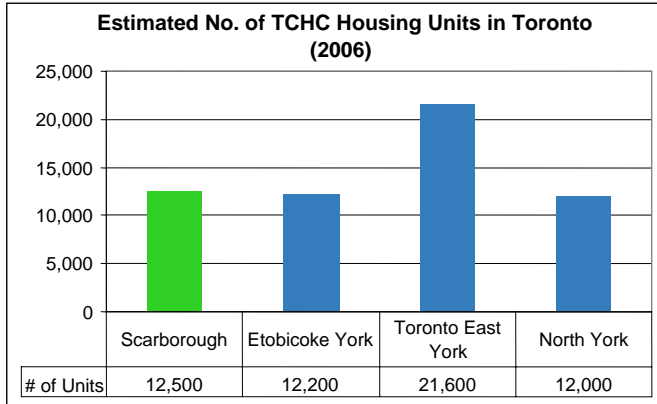


Fig. 8.1

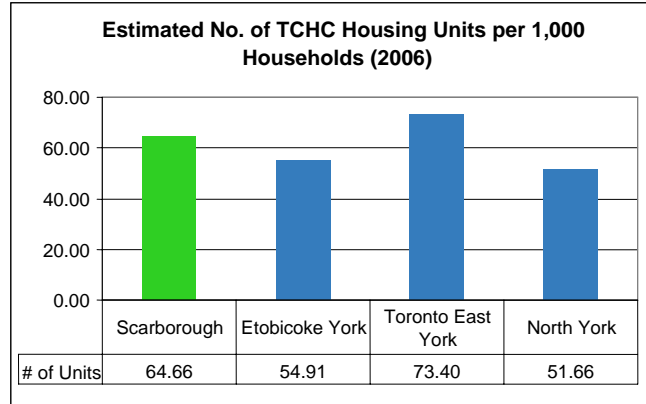


Fig. 8.2

There exist an estimated total of 58,300 community housing units in Toronto. Fig. 8.1 reveals that Scarborough possesses the second highest portion of TCHC housing developments with approximately 12,500 units, consisting of high-and low-rise apartment buildings, houses and duplexes. This translates to approximately 21% of TCHC housing located in the Scarborough district.

Fig. 8.2 illustrates a similar trend to Fig. 8.1, in which Scarborough still places second with the highest number of community housing units in the City per 1,000 households. The diagram also reveals a smaller disparity between Scarborough and Toronto East York, with a difference of 8.74 units per 1,000 households. This can be explained by the lower number of households that exist in the Scarborough area. However, when comparing the level of TCHC housing along the City of Toronto's outer (and more suburban) regions, Scarborough shows to possess the highest number of community housing units.

Cost Expenditures

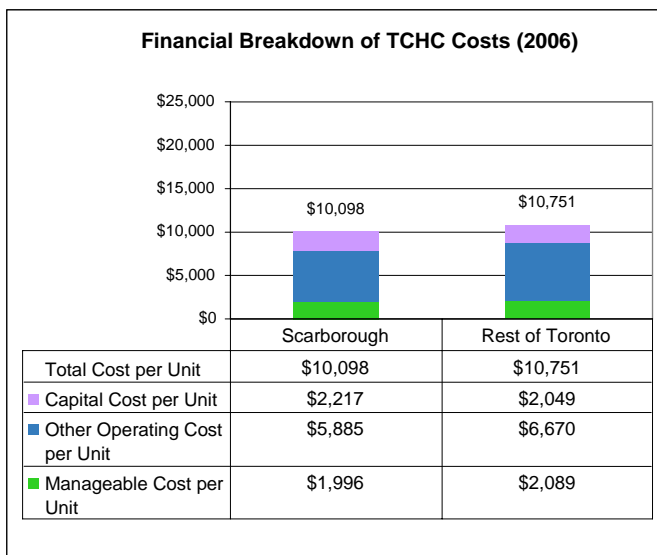


Fig. 8.3

Fig. 8.3 provides information on the cost structure of the average TCHC unit in Scarborough and the rest of Toronto. Its breakdown consists of the following costs: (1) manageable (comprising of building maintenance, tenancy management, community services and safety); (2) other operating costs (such as corporate administration costs,

property taxes, utilities, mortgages, insurances, bed debt and commercial operations); and (3) capital costs (which include major repairs and upgrades to existing TCHC housing developments).

At first glance, the diagram shows that Scarborough is receiving less than its fair share of City funding for TCHC housing at approximately \$650 less than the average unit in the rest of Toronto. On the other hand, there exist differences in the *type* of social housing units across Toronto, which leads to varying financial costs: a unit in a high-rise apartment building may be less expensive to maintain and therefore would have significantly different costs compared to a standalone house unit. Furthermore, the *age* in housing property in the Toronto East York area may be older than in Scarborough and therefore can justify the higher costs for upgrades and maintenance. However, by comparing manageable and capital costs (which are regulated by the Shelter, Support and Housing Administration), the data shows that the City spends \$75 more for units in Scarborough compared to the rest of Toronto.

Conclusion

The data indicates that Scarborough possesses a relatively higher number of TCHC housing developments in comparison to North York and Etobicoke York. One possible reason for Scarborough's share of TCHC units is due to the cost of real estate, the availability of land, and historical zoning differences.

Although one may contend that Scarborough is receiving less than its fair share per TCHC unit, the data shows that Scarborough on average is receiving \$75 more per unit on capital and manageable costs, expenditures in which the City has greater control over. Therefore, it may be inferred that Scarborough is benefiting in this regard. However, this benefit is considered only marginally higher compared to the rest of the City.

Whether Scarborough is better or worse off with the number of TCHC housing units is a subjective matter. Many may assert that the number of social housing units may adversely affect their community's image since this may generate the impression of criminal activity hubs. Others may argue that TCHC units provide accommodation for seniors and families who would otherwise be forced to live in poorer quality housing. Therefore, Scarborough's fair share can only be deduced from the reader's discretion.



TRANSIT SERVICES

Introduction

With approximately 1.4 million commuters on an average business day, the Toronto Transit Commission (TTC) is responsible for supplying and operating transit services across the City of Toronto. Its complex web of infrastructure involves 199.3 million kilometres of bus, streetcar, subway and light rail transit, alongside 7571.7 kilometres of total routes.

Methodology

This study investigates the TTC's ability in meeting the transit demand and levels of service to the Scarborough community. This is determined through the examination of a number of factors, including ridership, capacity, distribution of routes, as well as its vision for future development within the Scarborough area.

The population data and area (in square kilometres) was gathered from the 2001 Census. All statistical data related to buses, streetcars, subways, and light rapid transit were provided by the TTC and is available to the public on the TTC website at www.ttc.ca.

All transit services are separated into two categories: services that travel with regular traffic (bus and streetcar routes) and higher order transit (subway and light rail transit) which operate outside main traffic channels.

Due to the complexity of TTC's existing bus routes lines, a number of assumptions were made within this analysis. Bus lines that crossed two community council areas were treated as two separate bus lines, thus creating a double counting effect. In the same way, subway stations located on the borders of two council areas are also counted twice for each council area. These stations are: Keele, Glencairn, Eglinton, and Victoria Park. This double counting method is used under the assumption that users generally utilize transit services from their respective council area. Therefore, the concept of fair share for this service will be based on the availability of service in each council area, regardless of the destination.

The capacity for all vehicles is calculated using the average number of seats per vehicle and the number of cars in service¹⁹. It should be noted that this statistical information is only gathered at certain periods of the day when user traffic is at its highest. The data also only considers service from Monday to Friday during the morning peak period, midday, afternoon peak period, early evening, and late evening. Therefore, estimated ridership data is lower than in actuality.

¹⁹ Toronto Transit Commission. (2007). *TTC Service Summary Report: April 1, 2007 to May 12, 2007*. Retrieved July 6, 2007, from http://www.toronto.ca/ttc/schedules/service_reports.htm.

Background

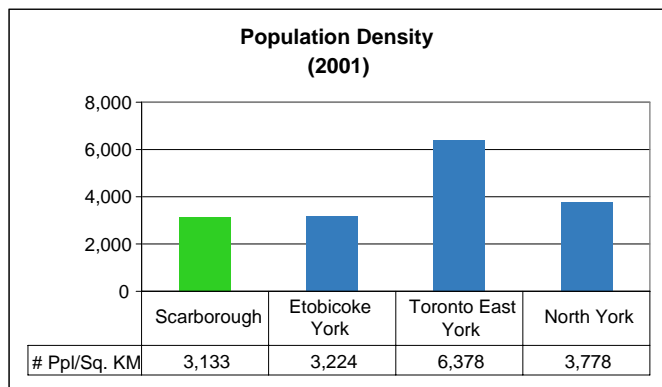


Fig. 9.1

The degree of service level is calibrated based on the population density of a particular area. Fig. 9.1 illustrates that Scarborough has the smallest population density since it has the least number of residents and approximately 30% of Toronto’s land mass. The highest population density lies in Toronto East York at 6,378 people per square kilometre.

Bus and Streetcar Lines

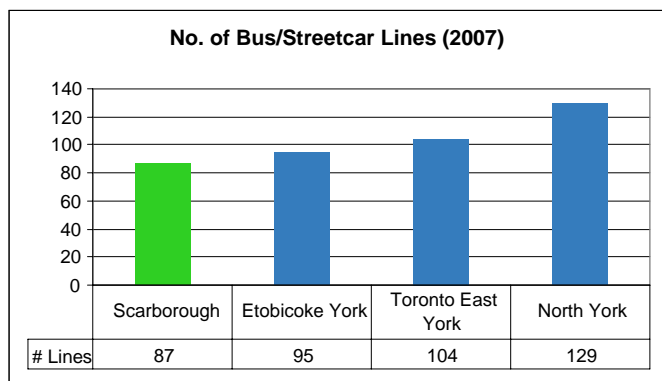


Fig. 9.2

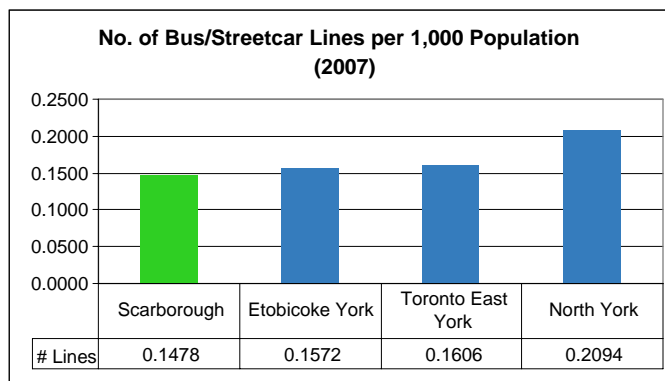


Fig. 9.3

For bus and streetcar service, Scarborough has the fewest bus and streetcar lines (shown in Fig.9.2 and 9.3). North York has the highest number, with 129 bus lines. Toronto East York is the only council area with streetcar service, to compensate for the fewer buses operating there.

Fig. 9.3 reveals that Scarborough has the fewest number of bus lines per 1,000 of the population. This is due to the number of Scarborough bus lines, with only 87 bus lines available to the public in the Scarborough region [Refer to Fig 9.2].

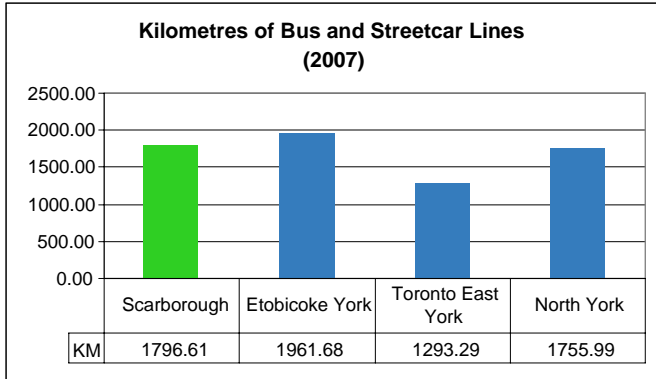


Fig. 9.4

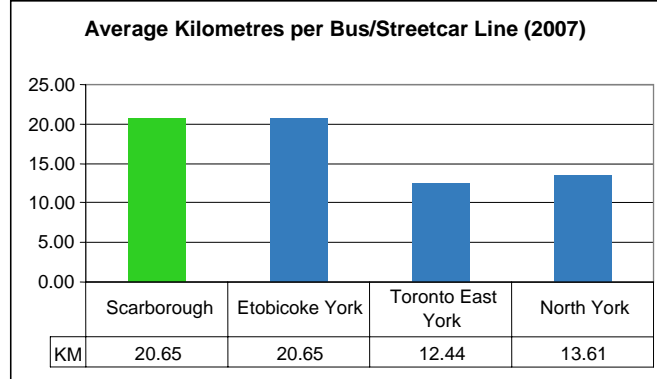


Fig. 9.5

In terms of the total length of bus routes, Scarborough has the second highest ranking in this regard, indicating that Scarborough’s bus routes generally travel a relatively greater distance than those operating in other regional areas. This is shown in Fig. 9.4. By examining the average number of kilometers traveled per bus/streetcar line [Refer to Fig. 9.5], the data confirms this deduction in which the average bus/streetcar travels the most number of kilometres in Scarborough and Etobicoke York.

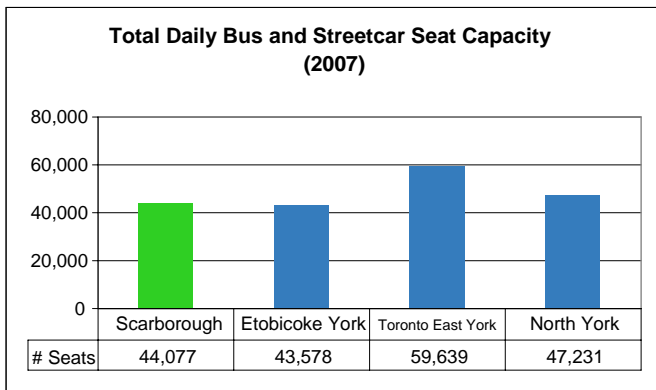


Fig. 9.6

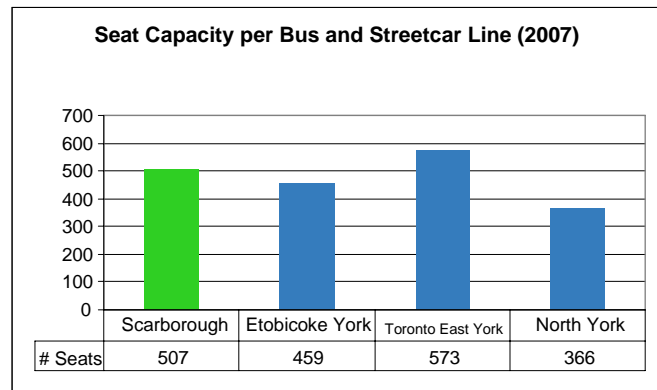


Fig. 9.7

To determine the level of service each bus line can provide, seat capacity information was compiled based on the number of seats per bus and the number of buses provided from Monday to Friday. Fig. 9.6 provides a view of the total daily capacity of bus/streetcar seats; this may be a somewhat limited view since the only available information is measured during peak periods of the day and does not account for the number of people who stand on the bus. Nevertheless, Scarborough buses have one of the fewest daily capacities with a total of 44,077 seats and 507 seats per vehicle.

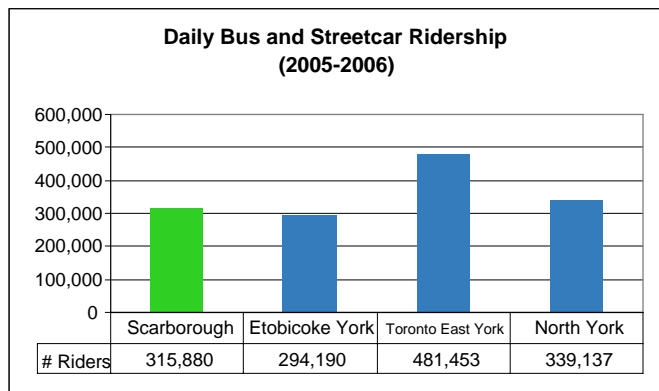


Fig. 9.8

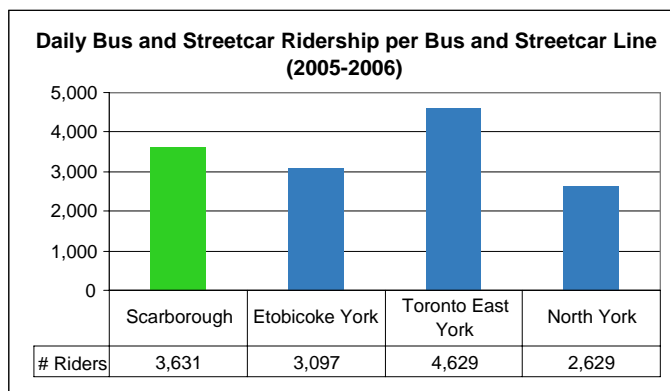


Fig. 9.9

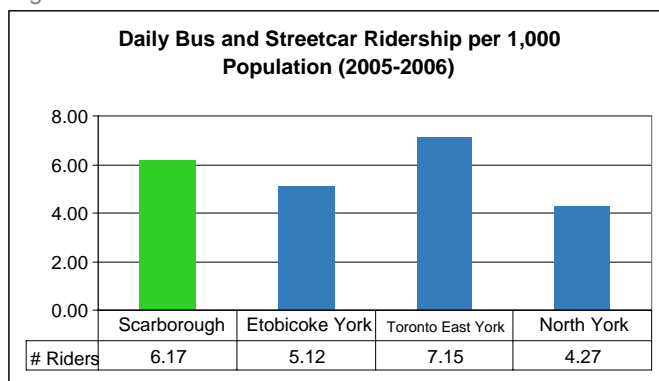


Fig. 9.10

Ridership refers to the typical number of customer-trips made on each vehicle on an average weekday²⁰. Fig. 9.8 shows that Scarborough has the third highest ridership level, with 315,880 commuters. Therefore, because Scarborough has the fewest number of bus lines, it possesses one of the highest ridership per bus line than any other council area (shown in Fig. 9.9) with the exception of Toronto East York.

Despite the fact that Toronto East York scores the highest in terms of ridership statistics, it must be noted that Toronto East York is the only council area which possesses streetcars in addition to being the most densely populated. Therefore, it can be deduced that Scarborough residents are using bus services more frequently than other suburban council areas.

²⁰ Toronto Transit Commission. (2006). *Subway Ridership 2005-2006*. Retrieved July 6, 2007, from http://www.toronto.ca/ttc/schedules/service_reports.htm.

Subway and Light Rapid Transit Stations

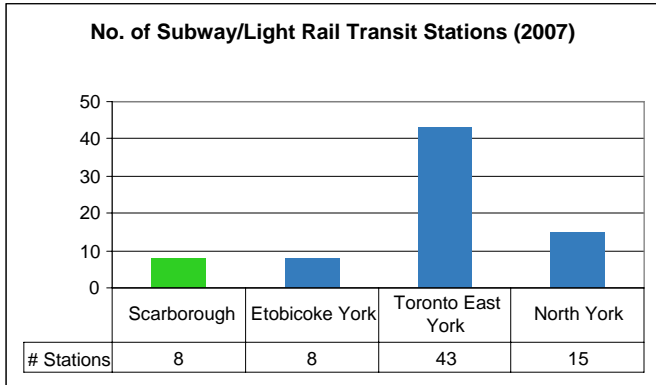


Fig. 9.11

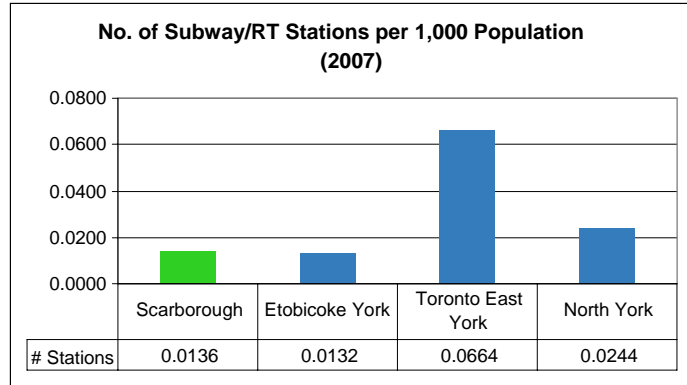


Fig. 9.12

The TTC has 3 subway lines – the Bloor-Danforth, Yonge-University-Spadina, and Sheppard line as well as the Scarborough LRT. As illustrated in Fig. 9.11, Scarborough and Etobicoke York share the fewest number of stations. While the LRT is solely situated in Scarborough, Etobicoke York receives service from stations on the Bloor-Danforth line – particularly those which are west of Keele Station.

Due to the necessity for an alternative method of transportation in a congested neighborhood, Toronto East York residents benefit from having the highest number of subway stations per 1,000 of the population (shown in Fig. 9.12). Even though Toronto East York residents are not the only ones who utilize these subway stations (where commuters also originate from the remaining council areas), there exists no efficient method to measure and separate where these users live. Therefore, it is inaccurate to strictly claim that Toronto East York is getting more than its fair share of transit services at the expense of those living in the City’s fringes.

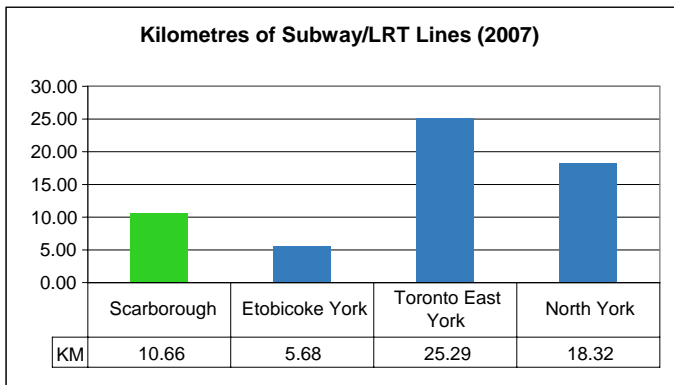


Fig. 9.13

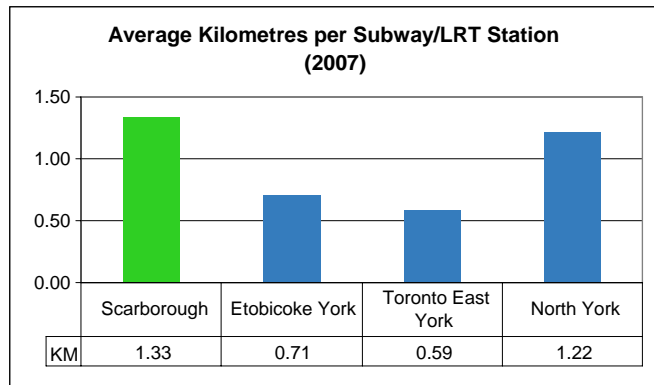


Fig. 9.14

Even though Scarborough has fewer subway and LRT stations compared to the rest of Toronto, these stations are located farther apart. Similar to bus lines, Scarborough has a total of 10.66 km of subway and LRT lines. Toronto East York, like all comparisons conducted in this analysis, is not a fair contender, as it has more than twice the number of kilometres of subway lines and over 5 times the number of stations compared to Scarborough. Fig. 9.14 reveals that, although Scarborough has the fewest stations, these vehicles travel a relatively longer distance, at an average of 1.33 km between stations.

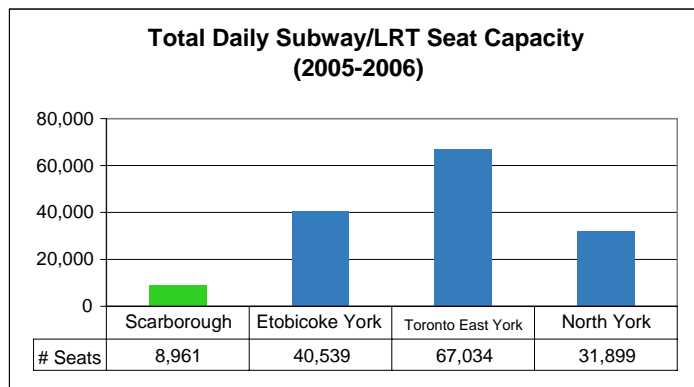


Fig. 9.15

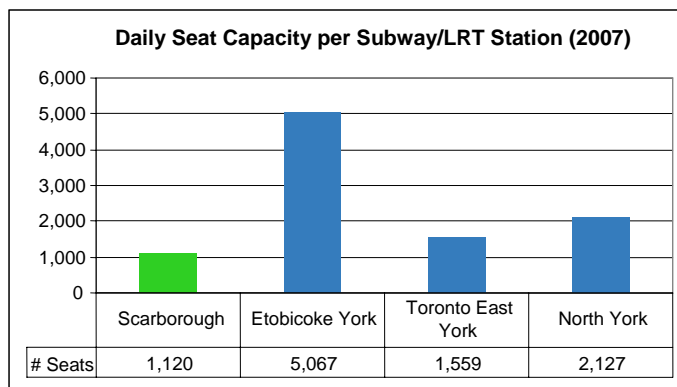


Fig. 9.16

LRT vehicles have a lower seat capacity than regular subway cars and therefore accommodate fewer users. This is reflected in Fig. 9.15, where Scarborough has the least number of seats, with a capacity of 4,000 passengers per hour in the peak direction (pphd)²¹.

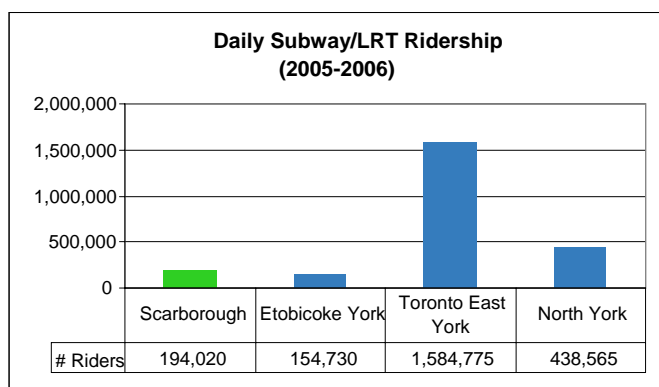


Fig. 9.17

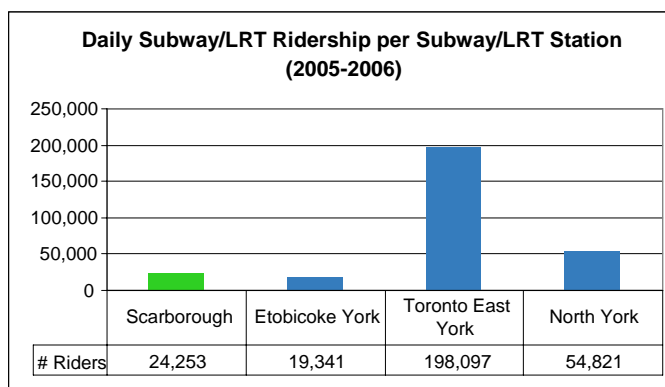


Fig. 9.18

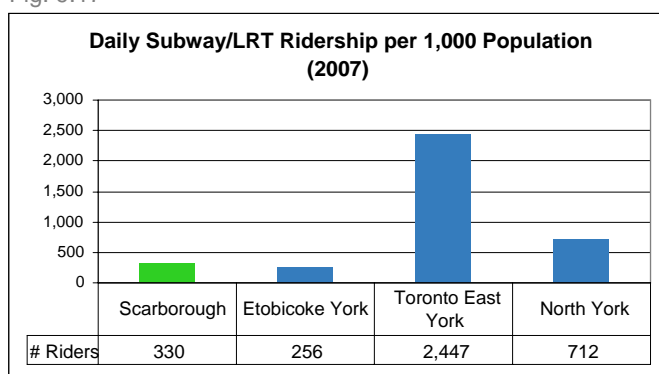


Fig. 9.19

In terms of subway ridership, this is defined as the typical number of customers traveling to and from each station platform on an average weekday²². Because Scarborough LRT vehicles have more than three times less than the capacity of a regular subway car, the daily subway ridership depicted in Fig. 9.17 is lower than Toronto East York and North York. However, it is noted that Scarborough exceeds Etobicoke York in ridership, despite having the

²¹ Toronto Transit Commission. (2006). *Scarborough RT Strategic Plan – Study Report August 2006*. Toronto, ON: Toronto Transit Commission.

²² Toronto Transit Commission. (2006). *Subway Ridership 2005-2006*. Retrieved July 6, 2007, from http://www.toronto.ca/ttc/schedules/service_reports.htm.

same number of stations. This proves that Scarborough has a higher ridership on average irrespective of having this capacity restriction. This finding is further shown in Figs. 9.18 and 9.19 where Scarborough has a higher rate of ridership than Etobicoke York. However, it is cautioned to compare Scarborough with Toronto East York and North York since they have more stations and thus greater ability to accommodate more commuters.

Operating Expenditures

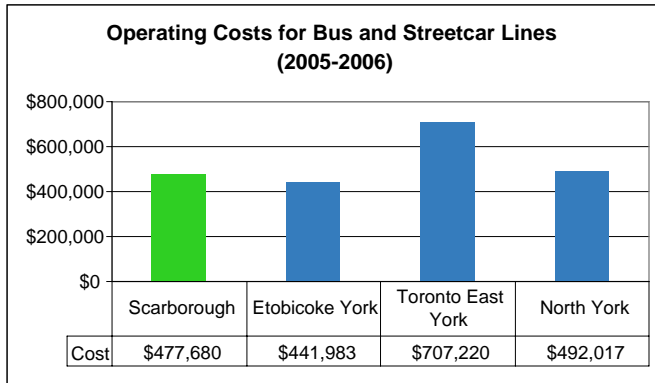


Fig. 9.20

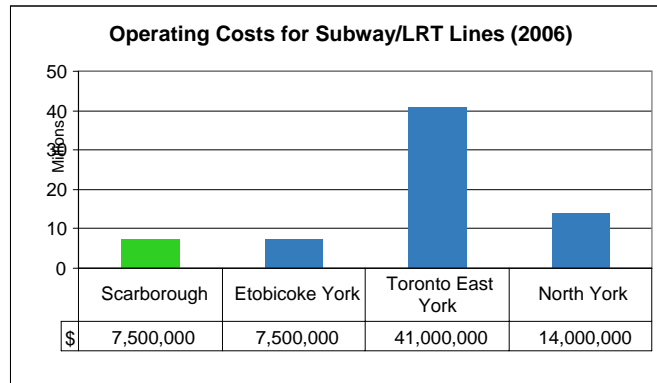


Fig. 9.21

The TTC receives its funding from a number of sources: 80% is from fare revenues while the remaining 20% is subsidized by the City²³. This subsidy also includes funding from the Provincial and the Federal gas taxes. Federal and Provincial provisions are mainly used to fund capital projects, while the City of Toronto funds its operating costs.

Operating expenditures for bus and streetcar routes include drivers' wages, re-fueling, cleaning, and other maintenance costs. Fig. 9.20 shows that Toronto East York has the highest operating costs. This may be attributed to being the only council area that possesses streetcar transit, in which this infrastructure is older and may therefore incur higher maintenance costs.

With regards to subway transit, its operating expenditures comprise of janitorial, maintenance, constable services and so forth. Since costs are harder to allocate accurately per station, it is estimated that each station incurs approximately \$1 million in operating costs annually²⁴. Therefore, total operating costs are based on the number of stations per council area, in which Scarborough scores equally with Etobicoke York.

Conclusion

Based on 2001 Census data, the population density in Scarborough is the lowest compared to its counterparts. When bus and streetcar lines are accounted for, Scarborough consistently fall short. In terms of the number of bus and streetcar lines, Scarborough only has 87 lines, eight lines less than Etobicoke York. When this is compared to the council population, Scarborough has the fewest lines even though it has a relatively smaller population than other council areas. In terms of kilometers of bus and streetcar lines, Scarborough ranks second, behind Etobicoke York but its buses on average travel longer at 20.65 km per bus line. These buses carry on average 507 passengers per bus line, although Scarborough vehicles carry the fewest number of users per day based on the seat capacity of each bus.

Ridership statistics show that Scarborough residents are using local transit less than its regional counterparts. Although this may be true on an overall basis, Scarborough consistently ranks higher in terms of using bus service.

²³ K. Beaulieu, personal communication, June 20, 2007.

²⁴ K. Beaulieu, personal communication, June 20, 2007.

Its daily bus ridership is only 2% less than North York on a per bus line and per population basis, and ranks second behind Toronto East York.

With regards to Toronto's subway and LRT stations, Scarborough possesses only 8 subway stations; 5 of which are LRT stations. Not only does Scarborough have one of the fewest stations per population ratios, but also has the lowest seat capacity. On the other hand, Scarborough's LRT and subway lines travel longer distances (similar to their bus lines).

Operating costs are difficult to compare as there exists no uniform measure for this data and an inequitable allocation of vehicles. For example, all streetcars operate in Toronto East York, which may increase operating costs. Furthermore, Toronto East York possesses the most number of subway stations, and therefore has the highest funding.

As previously mentioned, it may be deduced that Scarborough may not be receiving its fair share of TTC services in regards to its capacity. Particularly, Scarborough's current ridership for the LRT stands at approximately 4,500 pphpd, which is 500 more commuters than its existing capacity can presently hold²⁵. With regards to the future of Scarborough's transit system, however, there exist plans in upgrading the current LRT infrastructure as well as acquiring new-generation RT vehicles to accommodate the forecasted future demand of 8,000 pphpd. Infrastructure modification and the acquisition of this new fleet are estimated to cost \$190 million and \$120 million respectively²⁶. Furthermore, TTC has recently confirmed on its *Toronto Transit City – Light Rail Plan*²⁷ which enables Scarborough residents (with its proposed Scarborough Malvern Corridor) a 15-kilometres long, electric, light-rail transit line that would service an estimated annual ridership of about 14 million customer-trips by 2021²⁸. This investment is estimated to cost \$630 million.

Many Scarborough residents have voiced their opinions on TTC service and their frustrations with the limitations of the system. This report has utilized statistical data in an attempt to determine the validity of such concerns and has proven that Scarborough overall has higher ridership levels, with longer bus routes (per bus/streetcar line), higher seat capacity, but low LRT seat capacity.

²⁵ Toronto Transit Commission. (2006). *Scarborough RT Strategic Plan – Study Report August 2006*. Toronto, ON: Toronto Transit Commission.

²⁶ Toronto Transit Commission. (2006). *Scarborough RT Strategic Plan – Study Report August 2006*. Toronto Transit Commission.

²⁷ Toronto Transit Commission. (2007). *Toronto Transit City- Light Rail Plan*. Toronto, ON: Toronto Transit Commission.

²⁸ This Plan is a compilation of four documents developed since 2002 including: the new *City of Toronto Official Plan* (2002), *TTC Ridership Growth Strategy* (2003), *TTC Building a Transit City Plan* (2004), and Mayor Miller's "Transit City" Platform (2006).



WATER & WASTEWATER SERVICES

Introduction

Following the amalgamation of the City of Toronto in 1998, the Metro Toronto Works department evolved to form the new Toronto Water Division. Toronto Water is currently responsible for water sewage and stormwater services for the City of Toronto – specifically, the treatment, storage and distribution of water; the collection and treatment of wastewater from the City’s sewers and the management of stormwater run-off, including combined sewer overflows. It comprises of six main business lines – 3 support groups and 3 operational groups which include: (1) Water; (2) Wastewater; and (3) District Operations.

Toronto Water operations are funded almost exclusively through water billings to an estimated 2.6 million residents and businesses in Toronto, as well as to parts of York Region.

The Division’s present aims include the following: ensuring that water quality continues to meet and exceed the Provincial Legislative requirements; renewing and rehabilitating the system’s aging infrastructure; and improving the capacity and efficiency of its current facilities to meet the City’s growing population.

Methodology

This study seeks to gain an insight in the public’s viewpoint on the level of service it receives from Toronto Water. Because water consumption and wastewater management is billed to the consumer via usage rates, the public instead gauges services that the City tangibly provides – that is, the capital expenditure used to deliver its services as well as the costs of renewing and repairing its watermain breaks.

Furthermore, due to the complexity of its operations, this analysis will only consider the *estimated* cost structures of Toronto Water; in which capital costs were provided by the Toronto Water Division.

Watermain Breaks

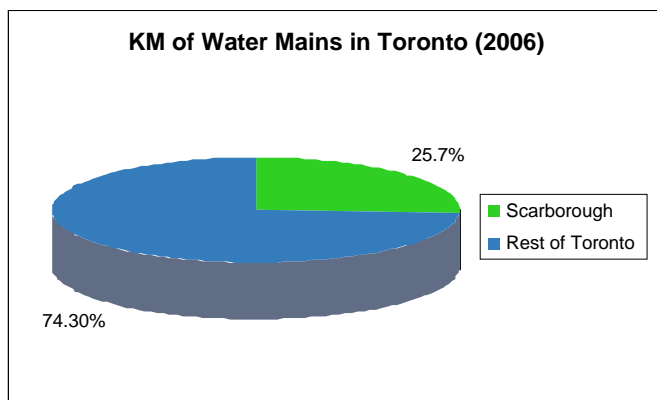


Fig. 10.1

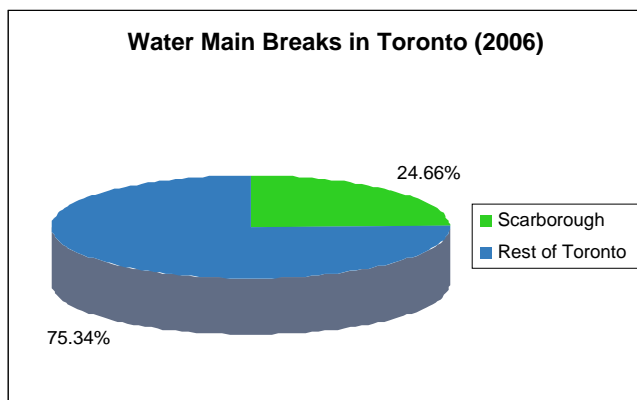


Fig. 10.2

Watermain breaks refer to ruptures in any of the system’s underground piping, which are divided into distribution watermains and trunk mains. In the City of Toronto, there currently exists a total of 5,525 km of distribution and trunk mains²⁹, with an estimated 965 watermain breaks in 2006. Of these breaks, 238 occurred within the 1,420 km of watermains in the Scarborough district³⁰. Fig.10.2 shows the percentage of watermain breaks that occurred in Scarborough. Referring to Fig.6.1 and Fig.6.2, the Scarborough region possesses 29.6% of the total land mass of Toronto as well as 23.89% of its total population, and therefore shows a relatively normal rate of deterioration in their piping structure.

Capital Expenditures

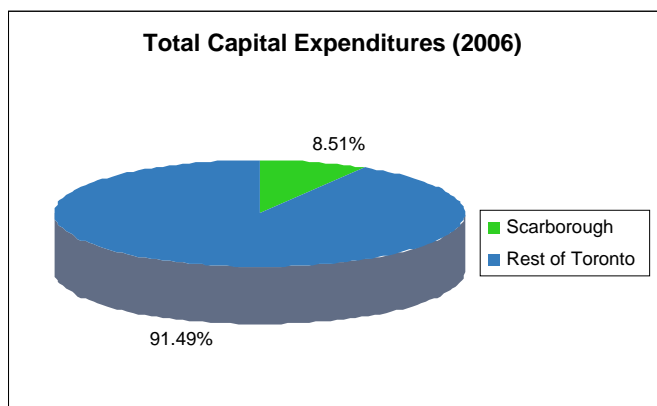


Fig. 10.3

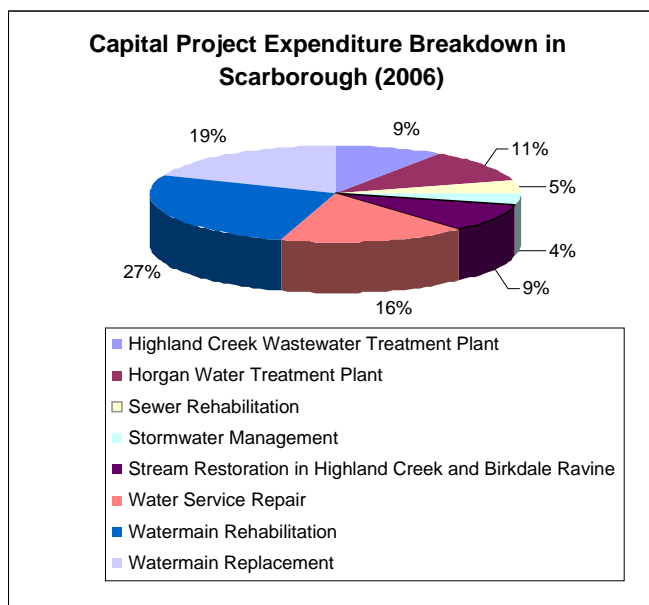


Fig. 10.4

Total capital expenditure costs for Scarborough are comprised of the following: the Highland Creek Wastewater Treatment Plant, the Horgan Water Treatment Plant, sewer rehabilitation, stormwater management, stream restoration in Highland Creek and Birkdale Ravine, water service repair, watermain rehabilitation and watermain

²⁹ Toronto Water. (2005). *Toronto Water Annual Report 2005*. Retrieved July 14, 2007, from http://www.toronto.ca/water/annual_report/.

³⁰ L. Jones, personal communication, July 6, 2007

replacement. The breakdown of this \$24.9 million operation is depicted in Fig.10.4. Of this, 46% of the City's total expenditure costs were used for watermain rehabilitation and replacement in Scarborough to accommodate the 24.66% of all watermain breaks located in the Scarborough area. However, initial analysis concludes that Scarborough may not be getting its fair share of Toronto Water's capital funding in which 8.51% of total capital expenditures were directed to this region. Nonetheless, there exists funding on City-wide initiatives which can also benefit Scarborough residents. Moreover, one cannot exclude the number of *future* multi-year projects in which Toronto Water promises more than \$200 million in infrastructural investments into Scarborough for the Horgan Water Treatment Plant within the next five years³¹.

Conclusion

This analysis was considered limited in terms of the parameters used to measure Scarborough's fair share. Firstly, operating expenditures were assessed based on the cost of operating and maintaining the water, storm and sanitary linear systems as well as the 8 treatment plants in Toronto. There currently exist two treatment plants in Scarborough – the Horgan Water Treatment Plant as well as the Highland Creek Wastewater Treatment Plant, where the drainage area for this plant is located almost exclusively in Scarborough.

Furthermore, the amount of water distributed and consumed is not a reasonable determinant of fair share. This is due to the fact that the dispersion of the City's water is dependent on the usage rate of its consumers. Additionally, the Toronto Water Division supplies water to York Region, servicing approximately 400,000 people, and would therefore skew Scarborough's "share" of water usage in comparison to the City.

It is also difficult to separate the Division's costs between Scarborough and the rest of the City. For instance, although Scarborough may seem to receive less in terms of Toronto Water's capital costing structure, Scarborough benefits from many City-wide initiatives that are not observed in the above analysis. Examples of these initiatives include: Trunk Watermain and Sewer Upgrades, Wet Weather Flow Management, Land Acquisition for Source Water Protection, and many other grant programs such as Water Efficiency, Downspout Disconnection, Basement Flooding Relief, and so forth³².

Measuring service through watermain maintenance and repair is necessary as it is considered an aspect of Toronto Water that the public tangibly assesses in regards to Scarborough's fair share. However, one may consider it unfair to compare service through the number of watermain breaks due to many factors which affect these ruptures. For instance, the older watermains located in Toronto East York may have a greater likelihood of pipe ruptures while thinner-walled pipes and more corrosive soils in Scarborough and North York³³ may also be prone to watermain failures.

Therefore, whether Toronto Water has short-changed Scarborough is indeterminate, for it strives to balance its scarce resources to refurbish and maintain its overall facilities while still providing a number of city-wide services which continue to benefit Scarborough residents.

³¹ L. Jones, personal communication, August 2, 2007.

³² L. Jones, personal communication, July 6, 2006.

³³ L. Jones, personal communication, August 2, 2007.

APPENDIX A

EXCLUDED SERVICE AREAS

This report was based on the OMBI *2005 Performance Benchmarking Report* and the City of Toronto *2005 Performance Measurement and Benchmarking Report* which both reviewed a larger number of services than this report. Some parameters have been excluded based on a number of criteria including:

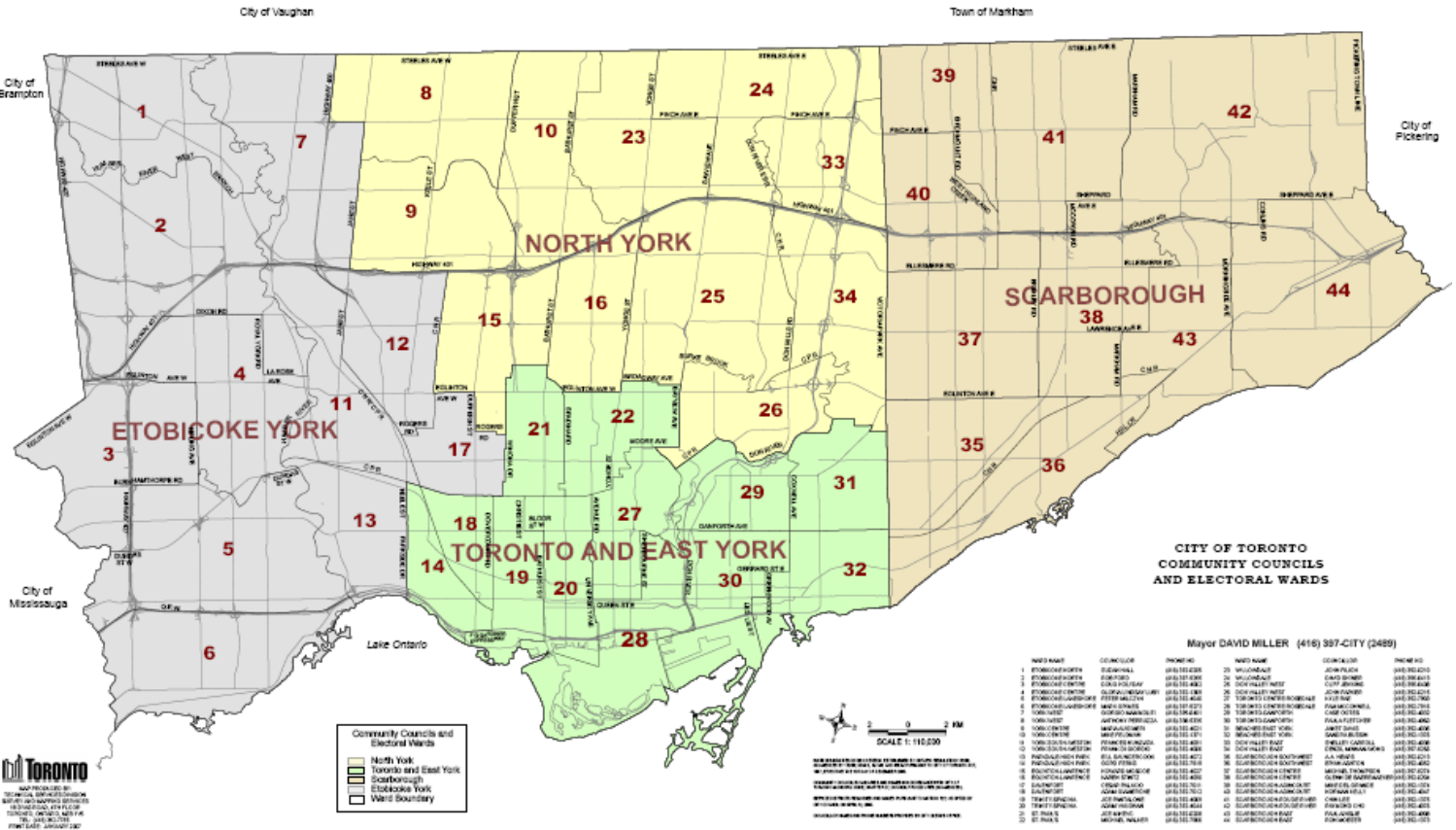
- the availability of information
- the comparability of the information across council areas
- whether the parameter measures service level or response of residents
- whether the service is shared among other regions (York, Durham)
- the importance of the service to a taxpayer in Toronto, especially Scarborough

Services not included in this analysis are:

- **Court/POA Services** – This is irrelevant to the analysis since not all residents use this service. This service is instead delivered based on demand.
- **Emergency Medical Services** – EMS is inter-connected with GTA regions (York, Durham) and is therefore hard to track exactly where in Toronto the service is received. EMS is also extended and provided by other regions and is often deployed to particular locations based on historical trends. There are also strict provincial standards that must be adhered to, therefore preventing any comparison of service levels.
- **Governance and Corporate Management** – This is related to transparency of the municipal government and is not related to service.
- **Social Assistance Services** – Social assistance is provided based on the demand and eligibility of its clients. This service is dependent on many factors, such as the type, location and levels of need of social assistance recipients. It would be very difficult to conduct a surface level analysis on the amount of funding for the council areas without producing skewed data.
- **Fire Services** – This is related to the EMS services; it is difficult to track since it is based on demand or system status deployment and is geographically dispersed to respond to any need in the City. The Command areas are also not aligned with the community council areas, which makes it difficult to track any costs by council area. In addition, the costs were proportionally dispersed throughout the City because firefighters are occasionally transferred across the City and therefore costs are not hard to trace.
- **Solid Waste Management** – Since all City residents receive the same timely service and there is no variation in its provision, it is assumed that Scarborough residents do not receive a different service from other council areas, thus having no need to measure its fair share. In addition, it is extremely difficult to track the costs per council area since the costs are dispersed throughout the City.

APPENDIX B

MAP OF THE CITY OF TORONTO



APPENDIX C

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