

# Appendices

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## 2014 Scarborough Community Renewal Campaign

# Economic Development in Scarborough Discussion Paper

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## 1 Overview

This Discussion Paper on Economic Development is the first in a series of discussion papers prepared as part of the 2014 Scarborough Community Renewal Campaign (Campaign) initiated by the Rotary Clubs in Scarborough. The Campaign is seeking to raise the profile of the need for social and economic renewal in Scarborough, given an overall increase in the concentrations poverty and low-income households, and the lack of resource investment in economic and social development.

The series will address 6 key areas of growth and development: 1) Economic Development; 2) Education; 3) Transit; 4) Social Development; 5) Arts and Culture; and 6) Urban Planning.

Each discussion paper will review research and statistical trends for the above mentioned areas, and propose potential solutions for renewal. These solutions are intended to serve as a framework for discussion, and to stimulate additional consultation on the topic. The solutions will be vetted during the Campaign.

A series of questions are presented at the end of this discussion paper to gather responses on the direction of community renewal. Feedback provided will be taken into consideration in the final report highlighting areas for renewal, how the Scarborough community envisions renewal taking place, and recommendations for building a better community.

## 2 Economic Development in Scarborough

### 2.1 Background

As Canada's largest urban centre, Toronto generates 45% of Ontario's GDP and 18% of Canada's GDP.<sup>1</sup> Toronto is the 4<sup>th</sup> largest city in North America. The city is continuing to grow, and is a leading economic player in the global economy. As Canada's largest city, Toronto is home to over 85,000 businesses and is the country's financial and cultural capital.<sup>2</sup>

The landscape of inner-suburbs in the GTA has changed significantly over the past 50 years. Toronto grew differently than many American cities, with the inner core housing a generally more affluent population and the inner suburbs housing working poor multi-cultural communities.

Much of the industry in the inner suburbs has relocated or transitioned, largely due to the deindustrialization of the economy. Over a 10-year period from 2002-2012, Scarborough experienced a net loss of 1,758 jobs, with fluctuations in job growth and decline varying from year to year. The most significant decline in Scarborough occurred in 2005, with a loss of 3,637

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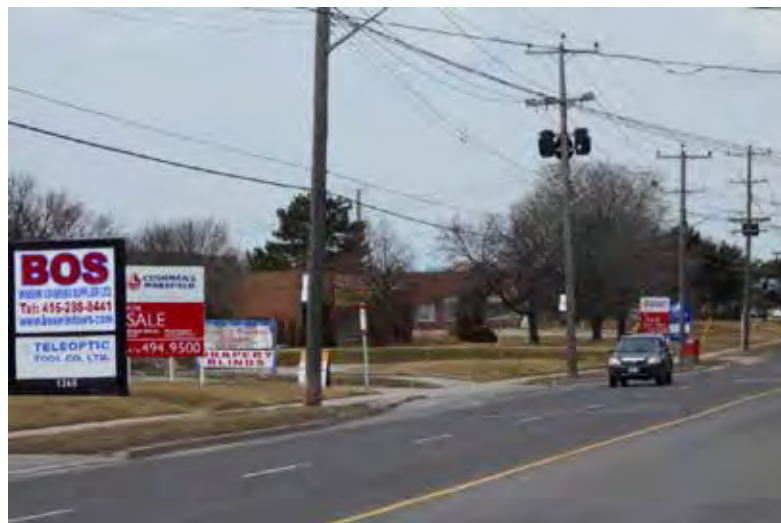
<sup>1</sup> Toronto Region Board of Trade. 2014. *Toward a Toronto Region Economic Strategy: Economic Vision and Strategy Report for the Toronto Region.*

<sup>2</sup> City of Toronto. 2013. *Collaborating for Competitiveness: A Strategic Plan for Accelerating Economic Growth and Job Creation in Toronto.*

jobs.<sup>3</sup> Over this same period, Toronto as a whole experienced a net growth in employment of 68,200 jobs.<sup>4</sup>

Scarborough has not only seen a loss in jobs, but also a shift in the type of employment, becoming more service-oriented. The manufacturing sector in Scarborough experienced the greatest loss over this same 10-year period, declining by 14,462 jobs.<sup>5</sup> As other sectors grow, the manufacturing sector overall has been in decline in Toronto; however, over this 10-year period, Scarborough accounted for approximately 28% of the total loss in this sector. Conversely, the retail and service sectors combined in Scarborough experienced a growth of over 3,000 jobs, representing approximately 20% of the total shift in Toronto.<sup>6</sup>

This shift in the employment sector is evident in the Scarborough landscape. Photo 1 shows a typical street view of Scarborough, with one for sale sign followed by another. In the Signature Sites Collection, profiling commercial and industrial development, redevelopment and available properties in Toronto, 7 out of the 16 currently vacant industrial buildings are located in Scarborough, which hold high potential for job creation in Scarborough neighbourhoods.<sup>7</sup> Photo 2 is one example of potential employment spaces being replaced by residential uses, schools, indoor recreational facilities and religious facilities. Other former industrial employment lands are being replaced by lower employment generators such as auto repairs or retail sales. Scarborough still has the majority of Toronto's undeveloped industrial land. Photo 3 displays more recent industrial space development; however, many of these spaces continue to be unoccupied.



**Photo 1:** Industrial space for sale in Scarborough.

<sup>3</sup> City of Toronto. 2012. City Planning Establishment-based Employment Survey.

<sup>4</sup> City of Toronto. 2012. Toronto Employment Survey 2012, Revised December 2013.

<sup>5</sup> Ibid.

<sup>6</sup> City of Toronto. 2012. City Planning Establishment-based Employment Survey.

<sup>7</sup> City of Toronto. 2014. *Signature Sites Collection*.



**Photo 2:** Former Publishing House in Scarborough, currently being used as a Church.



**Photo 3:** Newly built industrial space in the Birchmount and Eglinton area that remains vacant.

Toronto has a higher percentage of immigrants than New York, with a large percentage locating to Scarborough. Inner suburban neighbourhoods are dramatically under-served and are characterized primarily by “residents with low incomes, many of whom face physical and mental health challenges, as well as greater members of newcomers.”<sup>8</sup> In addition, close to half of the city’s Neighbourhood Improvement Area’s (NIAs) are located in Scarborough.

Compared to the inner suburbs, downtown Toronto has seen impressive investment in development, both residential and non-residential. It is notable that, over a 4 year period, 1,671,919 m<sup>2</sup> of new non-residential gross floor area was developed in Toronto’s downtown core and central waterfront, compared to only 6,567 m<sup>2</sup> in Scarborough.<sup>9</sup>

<sup>8</sup> Cowen, D. & Parlette, V. 2011. *Toronto’s Inner Suburbs: Investing in Social Infrastructure in Scarborough*.

<sup>9</sup> City of Toronto. 2013. *Profile Toronto*.

With a population of almost 600,000, Scarborough is larger than the city of Halifax, the Province of Newfoundland and Labrador, or the combined areas of Kitchener, Cambridge and Waterloo.<sup>10</sup> Scarborough was amalgamated into Metro Toronto on January 1, 1998 and of all the amalgamated municipalities, Scarborough has fared most poorly. This includes loss of Economic Development staff and loss of political mayoral leadership. For example, the Greater Halifax area has dedicated a 21-person team focusing on economic development.<sup>11</sup> Scarborough has a team of 3 individuals at Toronto Economic Development responsible largely for retaining existing businesses, jobs and the tax base with a focus on industrial and office employment. They encourage and assist growth and the expansion of existing and new firms and increase jobs and City tax revenue. The City has also assigned a team of 3 individuals at Enterprise Toronto focussed on supporting entrepreneurs.

## 2.2 Programs and Incentives

Toronto also offers a number of tax incentive programs for new commercial or industrial developments. The Imagination, Manufacturing, Innovation and Technology (IMIT) property tax incentive is available for new developments for employment uses in these specific sectors, and provides a grant equal to the property's municipal taxes.<sup>12</sup>

At the Provincial-level, the Ontario Centres of Excellence (OCE) offers programs to drive economic development by supporting the creation of new jobs, products, services, technologies and businesses. Numerous programs exist through the OCE target entrepreneurs, industry and business. With incredible cultural diversity, international connectedness and a diverse business landscape, Scarborough has excellent potential to develop as a community of excellence with the presence of resources and leadership. Photo 4 displays an area of redevelopment at Kennedy and Highway 401.



**Photo 4:** Kennedy and 401 land use changes

<sup>10</sup> Statistics Canada. 2011. <http://www.statcan.gc.ca/pub/12-581-x/2012000/pop-eng.htm>.

<sup>11</sup> Greater Halifax Partnership. Accessed April 14, 2014.

<http://www.greaterhalifax.com/en/home/aboutus/team/default.aspx>

<sup>12</sup> City of Toronto. 2014. *Signature Sites Collection*.

## 2.3 Community Economic Development in Scarborough

The Rotary Clubs in Scarborough are promoting, a range of social and economic initiatives in Scarborough including community economic development. Community Economic Development (CED) is driven by a vision, followed by a strategic plan that is crafted by the communities themselves. It approaches economic development holistically, and finds solutions rooted in local knowledge while taking unique community dynamics into consideration. A Toronto Region Board of Trade strategy released in 2014, highlights that Toronto is a collection of individual municipalities, and establishing processes based on the diversity of industry and specialization in each area is central to the larger economic growth and prosperity of the city as a whole.<sup>13</sup> With this in mind, it is crucial to establish priorities and a Scarborough specific community economic development strategy that serves the interest of the resident population.

This begs the question of who is in a position to establish this strategy. Governments play a key role in supporting community economic development, and allocating available resources accordingly. However, discretionary money lies in the hands of local businesses and entrepreneurs who have the capacity to establish solutions addressing real needs of the Scarborough community. It is the community that needs to come together to identify, advance and implement economic renewal.

## 3 Potential Proposals for Renewal

### 3.1 Establish a Scarborough Economic Development Corporation

The Rotary Clubs in Scarborough have identified ‘proposals’ for discussion. In order to facilitate economic investment in Scarborough, the first proposal is to establish a Scarborough Economic Development Corporation. The business community in Scarborough is comprised of diverse industries, and would benefit from greater interaction, cooperation and leadership among the business community. This organization could work in partnership with the Toronto Board of Trade and other business groups to strengthen and foster continued business growth in Scarborough. The Scarborough Economic Development Corporation would have an autonomous Board of Directors.

### 3.2 Increase Economic Development Staffing Resources

With limited City of Toronto staff resources allocated to Scarborough, support for community economic development can be improved. In coordination with the development of an Economic Development Corporation, a significantly enhanced dedicated staff could contribute to the growth of Scarborough business. This could involve a minimum of 12 additional staff dedicated to employment growth and significant municipal and provincial funding to support the establishment and on-going work of the department.

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<sup>13</sup> Toronto Region Board of Trade. 2014. *Toward a Toronto Region Economic Strategy: Economic Vision and Strategy Report for the Toronto Region.*

### **3.3 Implement Scarborough Tax-Free Enterprise Zones**

Scarborough's existing industrial areas have suffered from economic changes over the last 50 years. As a global economic player, there is incredible potential to leverage Scarborough's multi-cultural community and presence of international entrepreneurs in a way that attracts international investment. Creating tax-free enterprise zones in select industrial areas would support a private sector investment climate and highlight the diversity of industry in Scarborough. Currently, incentives exist within the City of Toronto that assist new business development, such as the Tax Increment Equivalent Grant, a reduced tax rate for industrial and office space, and the Brownfield Remediation Tax Assistance program. A tax-free enterprise zone, however, could significantly stimulate international business opportunities for investment in Scarborough.

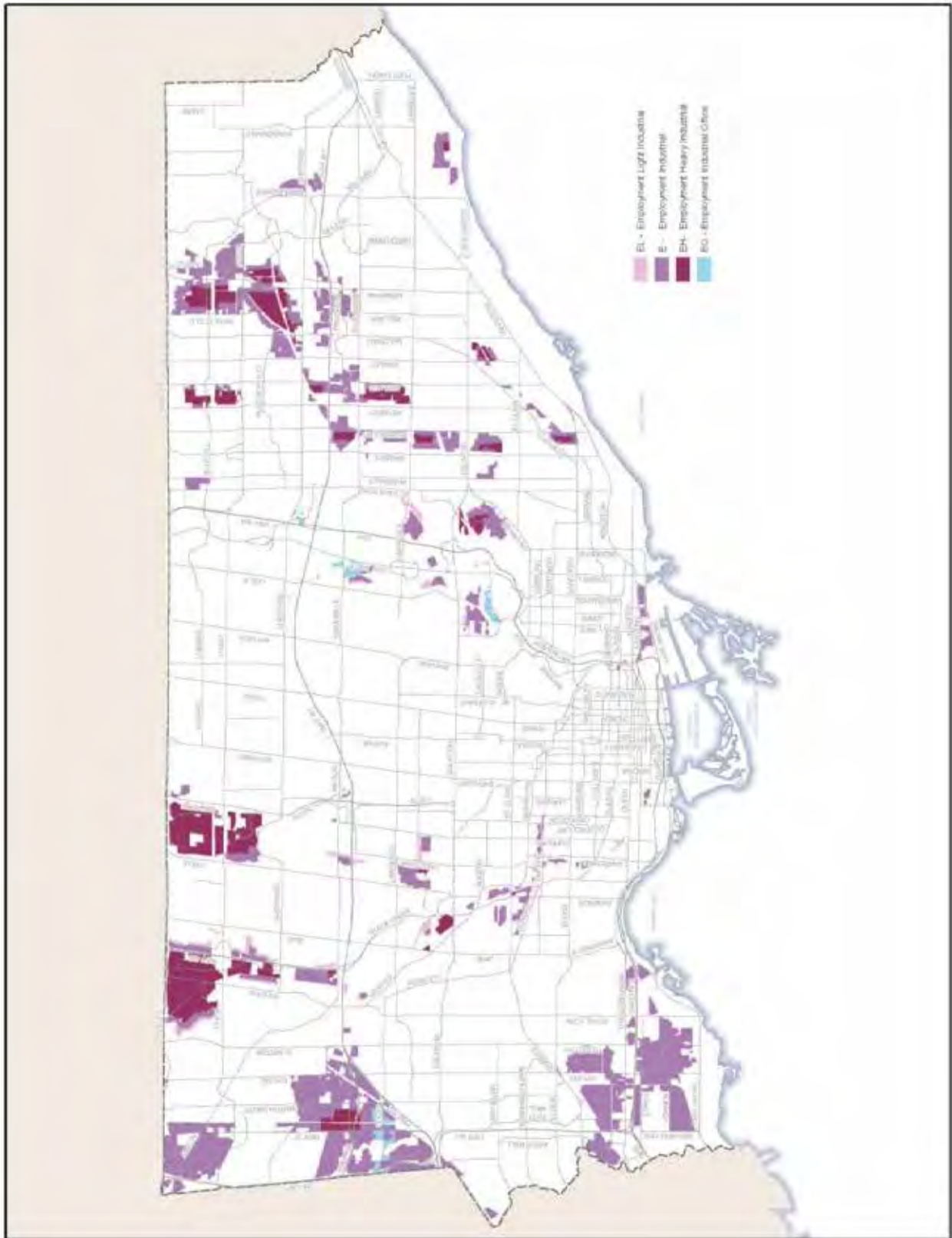
### **3.4 Head Office Attraction Initiative**

People have a hard time finding a local job in Scarborough. Map 1 displays the location of employment industrial zones throughout the city. People are looking for work outside of Scarborough, but transit infrastructure is aged and much of the population is underserved in terms of higher order transit, making it difficult for people to access employment. By having the Scarborough Town Centre Area as the 'head office' location of several major, global private sector firms and/or Provincial agencies such as Metrolinx, this would create local business and institutional leadership, while also increasing City tax revenue. Additional Scarborough locations could also be identified to serve as head office locations.

### **3.5 Renew Scarborough Town Centre**

The Scarborough Town Centre has the potential to be a destination for not only Scarborough residents, but also for residents east of the GTA. The location makes it a convenient hub for community and cultural activities, entertainment, food and shopping. The redevelopment of the Scarborough Town Centre could create jobs in the service and retail sector, and attract additional investment in the area.





**Map 1:** Toronto Zoning By-law Employment Industrial Zones, 2013.<sup>14</sup>

<sup>14</sup> City of Toronto. 2013. *Citywide Zoning By-law Employment Industrial Zones*. [http://www1.toronto.ca/city\\_of\\_toronto/city\\_planning/zoning\\_environment/files/pdf/city-wide\\_employment\\_569-2013.pdf](http://www1.toronto.ca/city_of_toronto/city_planning/zoning_environment/files/pdf/city-wide_employment_569-2013.pdf).

#### 4 Questions for Discussion

1. What Social and Economic Development initiatives are working well?
2. What would need to change to allow Scarborough to attract a major head office?
3. How can Scarborough attract additional employment space through development of new spaces and/or redevelopment of existing aged infrastructure?
4. Would a Scarborough specific Chamber of Commerce or Economic Development Corporation create change in the economic climate? Are there other mechanisms that need to be considered?
5. In your experience, are there opportunities for the City to provide enhanced support to the development and growth of new and existing businesses?
6. Are there other priority economic development opportunities that need to be considered?
7. Should we be locating clusters of employment lands in other areas of Scarborough? What clusters? Which locations?

#### Additional Resources and Contact Information

For access to the 2014 Scarborough Community Renewal Campaign strategy, please click [here](#).

To access the opening remarks at the official 2014 Scarborough Renewal Campaign launch Panel Discussion, please click [here](#).

To get involved in the 2014 Scarborough Community Renewal Campaign, and learn more, please contact:

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## 2014 Scarborough Community Renewal Campaign

# We Are Scarborough: *Social Development in Scarborough*

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## 1 Overview

This series of discussion papers has been prepared as part of the 2014 Scarborough Community Renewal Campaign, initiated by the Rotary Clubs in Scarborough. The campaign is seeking to raise the profile of the need for social and economic renewal in Scarborough. The series will address six key areas of growth and development: 1) Economic Development; 2) Education; 3) Transit; 4) Social Development; 5) Arts and Culture; and 6) Urban Planning.

Each discussion paper will review research and statistical trends for each of the above mentioned areas, and propose potential solutions for renewal. These solutions are intended to serve as a framework for discussion, and to stimulate additional consultation on the topic.

A series of questions are presented at the end of this discussion paper to gather responses on the direction of community renewal for social development. As part of the overall 2014 Scarborough Community Renewal Campaign three questions are being asked of Scarborough residents:

- 1) *What do you love about Scarborough?*
- 2) *What is your vision for a desirable future?*
- 3) *What needs to change to achieve this vision?*

Feedback provided will be taken into consideration in the final report highlighting priority renewal projects and how Scarborough residents envision renewal taking place in order to maintain strong neighbourhoods and build a better community.

## 2 Social Development in Scarborough

### 2.1 Background

Toronto is rated one of the most liveable cities in the world.<sup>1</sup> As Canada's largest urban centre, Toronto generates 45% of Ontario's GDP and 18% of Canada's GDP.<sup>2</sup> Toronto is the 4<sup>th</sup> largest city in North America. The city is continuing to grow, and is a leading economic player in the global economy. As Canada's largest city, Toronto is home to over 85,000 businesses and is the country's financial and cultural capital.<sup>3</sup>

The former City of Scarborough has much to celebrate. We are a wonderful multi-cultural community. There is a wide variety of retail shops and settings where small business can grow. Our established communities are thriving. We have strong community, arts and faith groups. Stable organizations exist to ensure support is available to assist all members of society and build quality of life and community well-being.

<sup>1</sup> The Economist. 2013. *Global Liveability Ranking and Report August 2013*. Accessed June 2, 2014 from [http://www.eiu.com/public/topical\\_report.aspx?campaignid=Liveability2013](http://www.eiu.com/public/topical_report.aspx?campaignid=Liveability2013)

<sup>2</sup> Toronto Region Board of Trade. 2014. *Toward a Toronto Region Economic Strategy: Economic Vision and Strategy Report for the Toronto Region*.

<sup>3</sup> City of Toronto. 2013. *Collaborating for Competitiveness: A Strategic Plan for Accelerating Economic Growth and Job Creation in Toronto*.

As an example of recent social investment, the most recently constructed Pan Am and Parapan American Games Aquatic Centre is a state of the art facility, with opportunities for community building and recreation to enhance social spaces in Scarborough. The City of Toronto's Cultural Hotspot program is another city-wide initiative, highlighting the diversity and community-based arts and culture opportunities in the area.

Over the next generation, Scarborough has an opportunity to re-imagine the community and grow in innovative ways. Developing social infrastructure involves more than social services; rather, this includes resources, relationships, spaces for gathering, learning opportunities, partnerships and networks.<sup>4</sup>

However, in spite of a strong economy and recent large-scale development programs, the benefits are not being seen by all members of our society.

Income polarization in former suburban areas, such as Scarborough, has become increasingly evident. Research by Professor David Hulchanski out of the University of Toronto, describes three cities that have formed within Toronto, and increasing polarization since 1970.<sup>5</sup> Map 1 below shows the three cities. The cities are characterized as:

**City 1:** Income increased 20% or more since 1970.

**City 2:** Income increased or decreased less than 20% since 1970

**City 3:** Income decreased 20% or more since 1970.<sup>6</sup>

Much of the industry in the inner suburbs has relocated or transitioned, largely due to the deindustrialization of the economy, which has been experienced globally, not just in Scarborough. Over a 10-year period from 2002-2012, Scarborough experienced a net loss of 1,758 jobs, with fluctuations in job growth and decline varying from year to year. The most significant decline in Scarborough occurred in 2005, with a loss of 3,637 jobs.<sup>7</sup> Over this same period, Toronto as a whole experienced a net growth in employment of 68,200 jobs.<sup>8</sup>

Wealth is centred in the core areas of the city. Incomes for the affluent have risen and property value increases have resulted in huge increases in net worth for many core area families. In contrast, there has been a decline in middle-income households in the suburbs and poverty has moved to the edges of the city.<sup>9</sup>

<sup>4</sup> Cowen, D. & Parlette, V. 2011. *Toronto's Inner Suburbs: Investing in Social Infrastructure in Scarborough*.

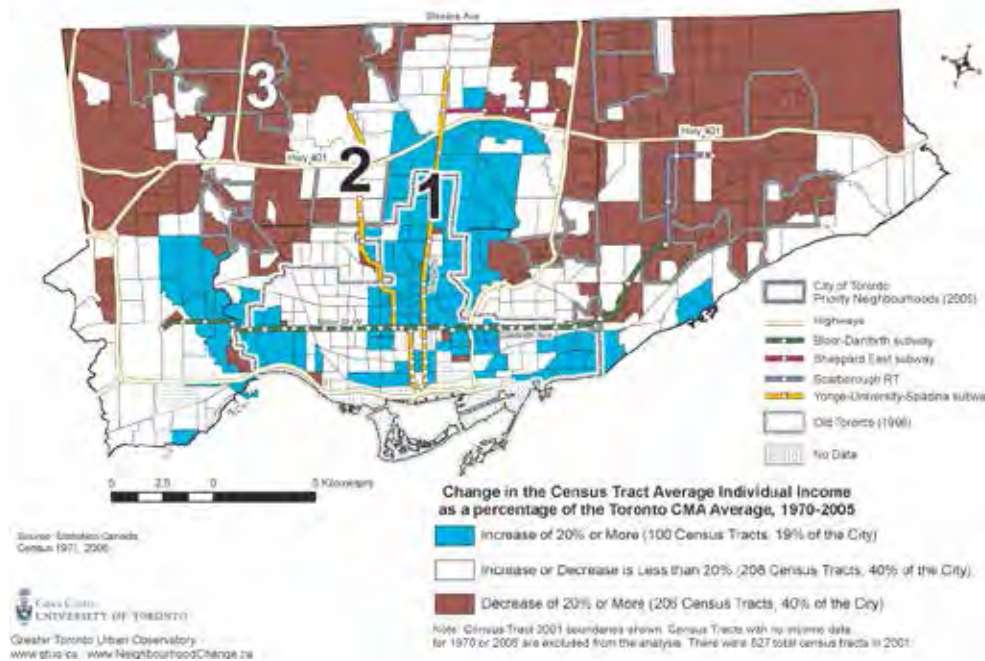
<sup>5</sup> Hulchanski, D. 2010. *The Three Cities Within Toronto*.

<sup>6</sup> Ibid.

<sup>7</sup> City of Toronto. 2012. City Planning Establishment-based Employment Survey.

<sup>8</sup> City of Toronto. 2012. Toronto Employment Survey 2012, Revised December 2013.

<sup>9</sup> Ibid.



**Map 1:** Change in average individual income, City of Toronto, Relative to the Toronto CMA, 1970-2005.<sup>10</sup>

## 2.2 The ‘Working Poor’

A report published in 2012 by the Metcalf Foundation highlighted the trends where poverty is located in Toronto.<sup>11</sup> While employment is largely considered the solution to ending poverty, there are an increasing number of people who continue to live in conditions of poverty while also working.<sup>12</sup> The Metcalf Foundation in its report defines the “working poor as someone who:

- has an after-tax income below the Low Income Measure (LIM),
- has earnings of at least \$3,000 a year,
- is between the ages of 18 and 64,
- is not a student, and
- lives independently.”<sup>13</sup>

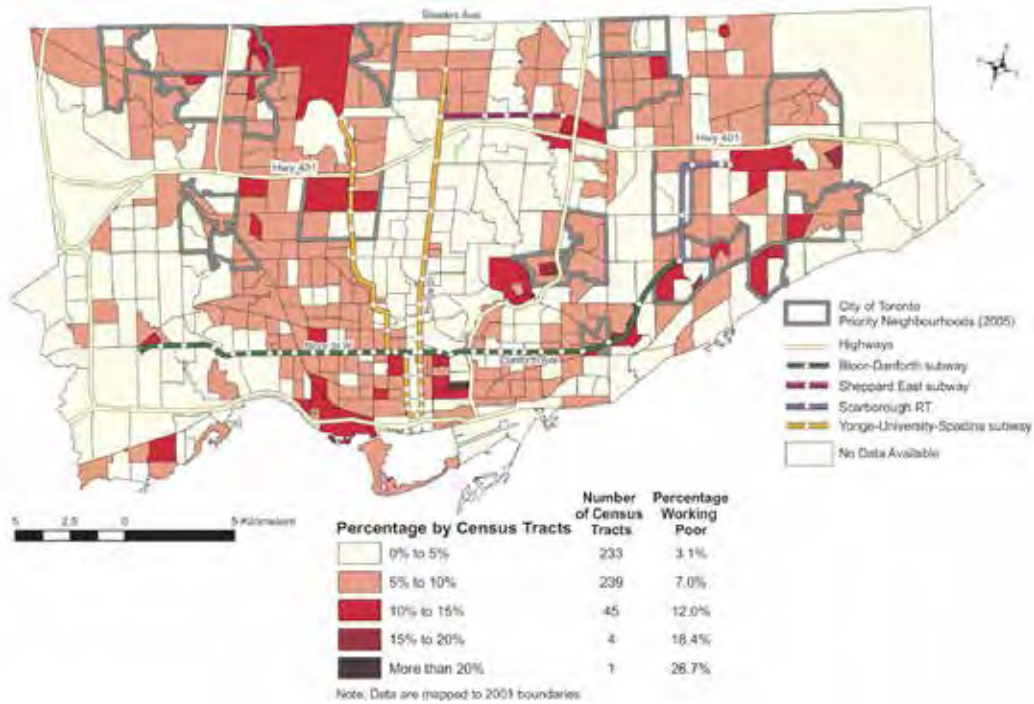
Maps 2 and 3 below highlight the shift in the geographic concentration of the working poor in Toronto. From 2000-2005, Scarborough experienced significant shifts.

<sup>10</sup> City of Toronto. 2012. Toronto Employment Survey 2012, Revised December 2013.

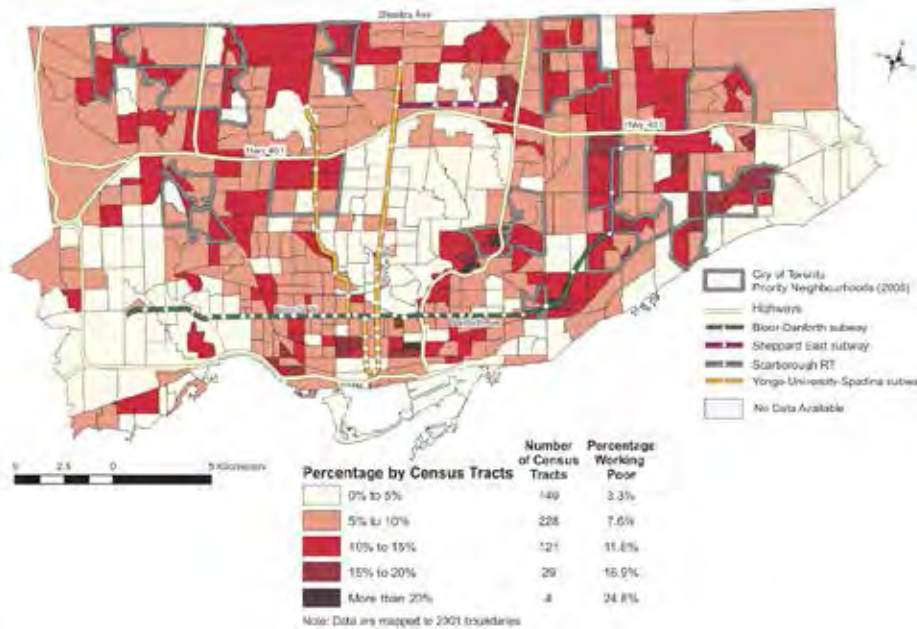
<sup>11</sup> Stapleton, J. et al. 2012. *The “Working Poor” in the Toronto Region: Who they are, where they live, and how trends are changing.*

<sup>12</sup> Ibid.

<sup>13</sup> Stapleton, J. et al. 2012. *The “Working Poor” in the Toronto Region: Who they are, where they live, and how trends are changing.* Pg. 9.



**Map 2:** Percentage of working-poor individuals among the working-age population, City of Toronto, 2000.<sup>14</sup>



**Map 3:** Percentage of working-poor individuals among the working-age population, city of Toronto, 2005.<sup>15</sup>

<sup>14</sup> Stapleton, J. et al. 2012. *The "Working Poor" in the Toronto Region: Who they are, where they live, and how trends are changing.*

<sup>15</sup> Stapleton, J. et al. 2012. *The "Working Poor" in the Toronto Region: Who they are, where they live, and how trends are changing.*



## 2.3 Strong Neighbourhoods

While Toronto has seen an ‘eastification’ of poverty, John Stapleton at Open Policy Ontario, challenges the notion of Scarborough being a community in decline.<sup>16</sup> Specifically, identifying low-income communities as being in decline identifies poor people as the cause for decline, which is damaging and not reflective of the resident community.<sup>17</sup> Scarborough is a dynamic multi-cultural centre, consisting of vibrant neighbourhoods. What were formerly known as the City of Toronto’s Priority Neighbourhoods were newly named Neighbourhood Improvement Areas in 2014, taking into account the need to reframe community building discussions to reflect strong neighbourhoods vs. neighbourhoods in decline, and how to support that ongoing process.<sup>18</sup> Thinking about improvement allows for the reframing of communities in decline and highlighting areas for continued growth.

## 3 Services and Programs

What are some of the programs currently supporting social and economic development for Scarborough residents?

### 3.1 Integrated Local Labour Market Planning (ILLMP)

The ILLMP is a joint initiative, bringing together the City of Toronto – specifically Economic Development and Culture, Toronto Employment and Social Services, and Social Development, Finance and Administration – and the Ministry of Training, Colleges and Universities (MTCU) to develop a local framework to ensure access to employment supports and services. This joint initiative released an Integrated Employment Services Plan for the Kingston, Galloway, Orton Park, Mornelle Court (KGOM) area, outlining key strategies and recommended activities to assist in creating a comprehensive economic and employment strategy that focuses on the local economy’s supply and demand.<sup>19</sup>

The ILLMP is part of a larger Inclusive Local Economic Network (ILEN) initiative; however, the ILLMP for KGOM is the first analysis. This strategy will be replicated in other areas of Scarborough, as each specific neighbourhood faces different challenges, and requires a regional service plan.<sup>20</sup>

### 3.2 YWCAs and YMCA in Scarborough

The YWCAs and YMCA in Scarborough offer numerous services for community members, including newcomer information services, language assessments and referrals, youth leadership

<sup>16</sup> Stapleton, J. 2007. *Let’s Take Reframing Seriously*.

<sup>17</sup> Ibid.

<sup>18</sup> City of Toronto. 2014.

<sup>19</sup> <http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=cf8a42f18beb2410VgnVCM10000071d60f89RCRD>

<sup>19</sup> City of Toronto. 2013. *Integrated Employment Service Plan 2013-2014*.

<sup>20</sup> Ibid.

programming, career counseling and entrepreneurship assistance. These community hubs ultimately seek to offer a range of programs developed to meet the needs of the community.<sup>21</sup>

### **3.3 Agincourt Community Services Association (ACSA)**

ACSA offers community engagement programming that is current and relevant to the needs of the community it serves.<sup>22</sup> Established in the 1970s, ACSA responded to the rapidly changing community of Agincourt, by involving the community in establishing programming. Today, ACSA offers services, such as a newcomers' information centre, youth, child and senior services, homeless and outreach services. The Association is also involved in community action networks, involving neighbourhoods in building stronger communities by identifying areas for growth, and helping residents achieve that vision.

### **3.4 East Scarborough Storefront**

The East Scarborough Storefront opened in 2001, and is a community resource for collaboration, support, and community building.<sup>23</sup> The Storefront is involved in identifying local economic opportunities, employment training, and acts as a community hub for meeting and community activity. While the Storefront was established as an effort to connect service providers with community members, the space has launched new entrepreneurial initiatives, identified gaps in community services, filled those gaps and has created greater connections within the community.<sup>24</sup>

### **3.5 Boys and Girls Clubs**

The Boys and Girls Clubs in Scarborough offer a wide range of programming and community involvement for youth, from birth-24 years old, and for families. The facilities offer licensed childcare, early years programs, before & afterschool programs, camps, sports/recreation and leadership development. The Boys and Girls Clubs are active in building healthy communities, and providing safe environments for youth to learn and grow.

## **4 Community Social Planning Outside of Scarborough**

How have other communities approached social development? What lessons are there for Scarborough?

### **4.1 Hamilton Human Services Plan**

Planning coordination is important to ensure that all those in need are receiving social and economic support. The City of Hamilton decided to establish a vision for social development supported by a coordinated plan. The Hamilton Human Services Plan identifies 10 Human Service sectors that impact residents of any given community and that are needed in order to

<sup>21</sup> YMCA of Greater Toronto. 2014. Accessed on June 9, 2014 from <http://ymcagta.org/en/index.html>

<sup>22</sup> Agincourt Community Services Association. 2014. Accessed on June 9, 2014 from

<http://www.agincourtcommunityservices.com/home/about-acsa.php>

<sup>23</sup> East Scarborough Storefront. Accessed on June 2, 2014 from <http://www.thestorefront.org/>

<sup>24</sup> Cowen, D. & Parlette, V. 2011. *Toronto's Inner Suburbs: Investing in Social Infrastructure in Scarborough*.

build a comprehensive plan: 1) Learning Opportunities; 2) Community Safety; 3) Economic Development; 4) Transportation; 5) Housing Opportunities; 6) Early Childhood Services; 7) Culture and Recreation; 8) Social & Community Services; 9) Employment & Income Supports; and 10) Healthcare and Public Health. By engaging various groups and collaborating to develop a ‘playbook’ for social planning, Hamilton was able to identify strengths, weaknesses, existing programming and gaps in order to integrate future planning. Additionally, this approach seeks to integrate groups operating in silos, and offers space for community involvement in social policy planning.<sup>25</sup>

#### 4.2 Region of Peel – Official Plan

The Region of Peel approached developing its Official Plan from a new perspective by integrating urban development with social planning. They began by questioning the assumptions underpinning the design of traditional suburban housing architecture and the design of subdivisions. Traditional subdivision design assumes residents will: be part of a nuclear family, be healthy, never have challenges with language or customs, never age, keep employed, and stay married. These life circumstances do not depict how most people live their lives. Peel Region planners observed that “complete communities” were needed and could be designed to serve all residents no matter how their circumstances changed.

In 2013, the Region of Peel released a report on community health and the impact of the built environment on fostering and developing healthy communities.<sup>26</sup> Specifically, Region of Peel planners and social development staff explored epidemics facing communities (e.g. obesity), and identified the need to address community health in urban development plans, including:

- Rethinking the design of low-density, single family dwellings and large lot sizes;
- Automobile dependency
- Large distances from services
- Street patterns that are obstacles to walking and biking to nearby destinations, etc.<sup>27</sup>

The plan also calls for a specific approach to planning to address an aging population.<sup>28</sup> This approach to urban planning accurately captures the need to integrate urban and social planning with inputs from developers and builders, urban planners and social agencies so as to build complete communities.

<sup>25</sup> Hamilton Community Services. 2010. *The Playbook: A Framework for Human Services Planning in Hamilton*.

<sup>26</sup> Region of Peel. 2013. *Peel 2041 Official Plan Review*. Accessed June 9, 2014 from <http://www.peelregion.ca/planning/officialplan/2013offplan-review.htm>

<sup>27</sup> Region of Peel. 2013. *Peel 2041 Official Plan Review*. Accessed June 9, 2014 from <http://www.peelregion.ca/planning/officialplan/2013offplan-review.htm>

<sup>28</sup> Region of Peel. 2014. *Planning for an Aging Population: Regional Official Plan Review Discussion Paper*. Accessed on June 9, 2014 from <http://www.peelregion.ca/planning/officialplan/art/Age-FriendlyPlanningDiscussionPaper.pdf>

## 5 Core recommendations

**5.1 Develop a “Scarborough Specific” Human Services Plan, addressing barriers faced by youth, seniors and newcomers**

**5.2 Deliver high order transit to those who are most transit dependent**

**5.3 Design ‘complete communities’ as part of planning for new infill development**

**5.4 Integrate urban planning and social planning within Toronto’s Official Plan**

**5.5 Increase public consultation and engagement on a Social Development Vision for Scarborough**

**5.6 Accelerate economic development for job creation**

## 6 Questions for Discussion

1. What does an excellent quality of life mean for Scarborough residents? What is our ‘vision’?
2. In your experience, what aspects of Scarborough’s neighbourhoods are thriving?
3. How are seniors integrated into larger conversations of social planning in Scarborough?
4. What youth initiatives exist in Scarborough to assist this rapidly growing demographic?
5. Why are those neighbourhoods thriving and what are the lessons for Neighbourhood Improvement Areas?
6. Are there gaps in social planning programs that need to be filled to service Scarborough residents?
7. How could a Scarborough specific Human Services Plan best benefit the community? How would the Plan be structured to integrate with urban planning?

## Additional Resources and Contact Information

For access to the 2014 Scarborough Community Renewal Campaign strategy, please click [here](#).

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# Modernizing The Scarborough Hospital's Infrastructure

*Discussion Paper: Scarborough Economic Development*

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## 1. Executive Summary

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Situated in the City of Toronto, The Scarborough Hospital (TSH) consists of two large community hospital sites – the General Campus and the Birchmount Campus – and six community-based satellite sites. The Hospital’s formal catchment area includes all of Scarborough, a population of approximately 670,000, and to some extent surrounding communities of Markham, Durham County, and other parts of the City of Toronto. Patient referrals for regional programs and specialized services reach well into the Greater Toronto Area (GTA).

As outlined in their 2014 Budget, the Ontario government plans to invest more than \$11.4 Billion in capital grants in major hospital expansion or redevelopment projects over the next 10 years. This would support more than 40 projects that are under construction or in various stages of planning and include the construction or expansion of surgical and cancer treatment services.

Over the past decade, hundreds of capital projects for new hospital facilities or major redevelopment projects have been completed by the Ontario government to replace ageing infrastructure. In a similar fashion to other hospitals and communities, The Scarborough Hospital requires significant provincial support in capital planning and investments to upgrade and modernize its facilities, which currently do not meet contemporary standards and functional use.

Through a program organized by the Ministry of Health and Long-Term Care (MOHLTC), Ontario hospitals maintain Facility Condition Assessments (FCA), which are performed by independent professional engineers. FCA is a collection of detailed facility data to support a capital renewal and deferred-maintenance program by identifying, estimating, and prioritizing existing deferred maintenance and predicting capital-renewal requirements.

Through this FCA program, hospitals currently use the Facility Condition Index (FCI) to categorize the condition of its buildings – this is a rating system that assigns a value to each building as a function of the value of deferred (backlog) maintenance over the cost of replacing the asset. The FCI across the province, for all 227 hospital sites, range from 0 to 0.68; the median is 0.23.

The total FCI score for the TSH General and Birchmount hospital sites are 0.27 and 0.50 respectively. The overall TSH Birchmount site FCI score of 0.50 is within the worst 10<sup>th</sup> percentile for Ontario hospitals. Site components are at the worst end of the scale at 0.94, which indicates an immediate need for replacement and major investment. The FCI score does



not address capital-renewal requirements associated with redevelopment projects in order to ‘modernize’ the facility to meet current standards or best practices for health care delivery. By way of example, the Birchmount site Emergency Department is grossly undersized for current patient activity – it was built to support 20,000 annual patient visits, but currently the hospital is treating over 48,000 patients per year.

The overall TSH General site FCI score of 0.27 is understated due to the averaging of scores that include assets recently upgraded (for example, the new west wing encompassing the Emergency Department that opened in 2009). Major asset components for patient care wings range in FCI score from 0.30 to 0.44, which indicate poor condition. This is primarily due to an aged infrastructure: 43% of the facility is 50 years or older; and, 35% of the facility is between 30 to 50 years old. By way of example, TSH General’s Operating Rooms are circa 1956 and are in need of replacement to meet contemporary building codes and to equip the surgical team with modern facilities to support best practices in surgical delivery.

Modern hospital facilities that meet contemporary design and standards are essential for providing quality, safe and high-tech health care services. The impact of ageing infrastructure on patients, staff and operations are significant, and include:

- **Patient and staff safety** – Clinicians do the best they can under the circumstances, but they need safe work environments to deliver high quality care. For example, due to facility constraints, the hospital team faces challenges with meeting contemporary infection control practices and standards.
- **Patient flow and experience** – Poor adjacencies of interdependent patient services impact flow and navigation.
- **Efficiency and productivity** – Delivering modern medicine in aged facilities generates daily waste and limits operating and clinical efficiencies.
- **Access to Care** – Difficulty attracting specialists and other clinicians to support needed services locally and develop centres of excellence in Scarborough.

The FCA has estimated the cost for 5-year capital requirements and 25-year capital renewals for the TSH hospital sites:

TSH site	5-Year Requirements	25-Year Renewals
Birchmount	\$ 66,702,178	\$ 299,724,528
General	\$ 57,544,823	\$ 395,772,558
Totals	\$ 124,247,001	\$ 695,497,086

These capital expenditures do not account for approximately \$300 Million in planned facility projects to address immediate infrastructure renewals. Nor do these expenditures modernize the facilities to accommodate contemporary hospital design and standards. Hence, the key issue facing the community relates to 'value for money' for taxpayer dollars. Instead of patchwork repairs and upgrades, is it time to consider building new facilities and/or major redevelopment projects that would modernize TSH's facilities in a similar fashion as other hospitals in the GTA?

## 2. About The Scarborough Hospital

### 2.1 Overview

The Scarborough Hospital (TSH) consists of two large community hospital sites – The General Campus and The Birchmount Campus – and six community-based satellite sites. TSH programs include 24/7 emergency and critical care, renal care including acute and ambulatory dialysis, mental health, obstetrics and paediatrics, internal medicine and specialized geriatrics, and surgical services and rehabilitation. TSH has over 700 physicians and 3,200 staff. Annually, TSH services approximately 111,000 emergency visits and 4,800 births, 80,000 hemodialysis treatments, 180,000 inpatient days of care and 43,000 surgical procedures. TSH has an annual budget of approximately \$394 million.

TSH is a regional centre for dialysis and is renowned for its sexual assault care centre and mental health programs. Affiliated with the University of Toronto, TSH is also a referral centre for vascular surgery, pacemakers and cataract surgeries.

### 2.2 TSH's Recent Journey

Over the past five years, TSH has worked to deliver on the promise contained in the hospital's mission statement – ***to provide an outstanding care experience that meets the unique needs of each and every patient.***

Quality is at the core of an outstanding care experience, and with that in mind the team at TSH implemented a focused strategy to improve key quality metrics. The journey started with hand hygiene, where the hospital managed to post the best rates in the Province of Ontario – an impressive accomplishment for an organization that was more accustomed to being in the bottom quartile for most key metrics prior to 2008.

From there, the hospital applied its learnings and championed other improvement projects, posting dramatic improvements in a number of key clinical metrics including Hospital Standardized Mortality Ratio (HSMS), emergency wait times and the prevention of nosocomial infections. TSH has posted significant improvements in HSMR score for the past five years. In a report released by the Canadian Institute for Health Information (CIHI), TSH posted a 2011-12 HSMR score of 83. The national benchmark is 100 – scores lower than that indicate better mortality rates than the national experience.

Today, TSH stands as a leader in quality of care amongst acute care hospitals – a position validated by Accreditation Canada who recently granted TSH Exemplary Status and recognized a

number of programs as leading practices including the Hospitalist Model of Care, the Early Pregnancy Assessment Clinic, Paedlink and the GAIN Geriatric Clinic.

Improvements at TSH have not been limited to clinical care. Improvements in business systems and other efficiencies have allowed the hospital to balance its budget, while making key investment in infrastructure. Staff and physician satisfaction continues to climb, and recent surveys have demonstrated significant increases in patient satisfaction.

Operating in one of the world's most multicultural communities, TSH has long been known for its commitment to diversity, and that commitment is clearly demonstrated through industry-leading initiatives such as the full-time interpreters on staff and unique programs that recognize and meet the needs of some of our patients such as the development of more appropriate hospital gowns and inpatient menus. TSH's Global Community Resource Centre is a dynamic 'one-stop' interactive hub for patients, families and the community to access reliable, current multilingual health and community information in a variety of formats, including print, online and through interactive workshops, empowering visitors to the Centre with increased health literacy and better access to community services.

### 3. The Current Landscape for Ontario Health Care

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The health care system is facing unprecedented challenges, with the most prominent being demographic changes and fiscal constraints, driven by:

- Province of Ontario's budget deficit
- Changing population age structure – on the whole, people living longer
- Baby boomers reaching the age where they may need more health care, and
- Growth of the population, particularly due to immigration and migration into the hospitals' communities.

*“These demographic changes are happening concurrently with the province's need to reduce the historical growth of health spending in order to cope with the global economic downturn, and eliminate the provincial deficit.” (Ontario's Action Plan for Health Care, 2012, p. 6).*

## 4. Fiscal Constraints for Ontario Hospitals

Financial pressures are common to all Ontario hospitals. Specifically for The Scarborough Hospital (TSH), this has resulted in:

- Facing flat or negative Provincial funding – combined with increasing patient volumes, complexity and a growing population
- Facing inflation of 4-5% with flat revenue and a legal requirement to balance its annual operating budget
- A weak balance sheet with substantial short and long-term debt
- Constrained and limited financial means to replace aged equipment and buildings and to invest in improving services

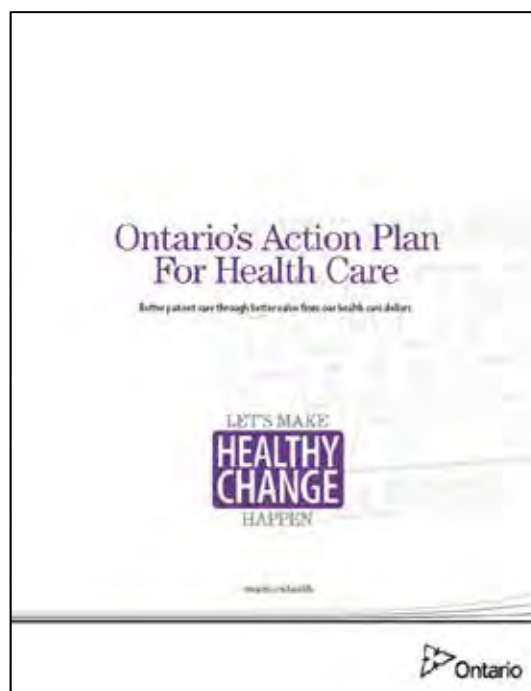
Like many Ontario hospitals, TSH has introduced a number of initiatives to respond to these financial pressures, including:

- Reduced administration and changed service delivery models to respond to revenue shortfalls
- Implemented programs to constantly drive efficiency, including the deployment of Lean management tools
- Shifted services into community clinics, which is likely to continue (consistent with *Ontario's Action Plan for Health Care* policy paper issued by the Province of Ontario).

## 5. Environmental Considerations

In addition to the financial context, there are a number of other external considerations:

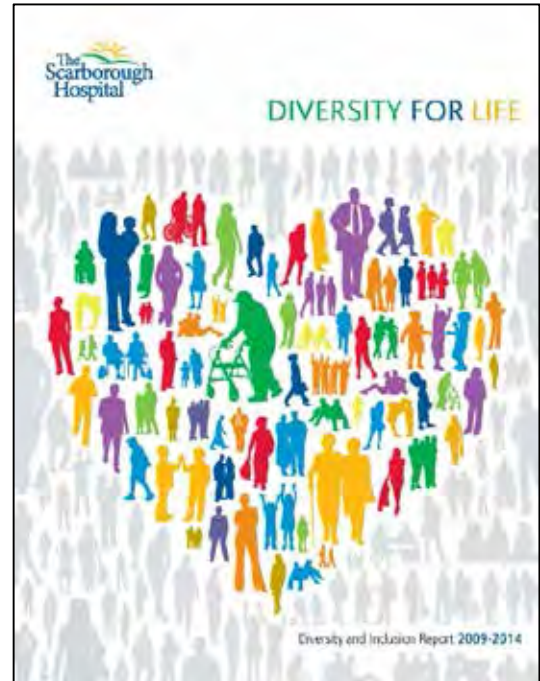
- **Provincial Context** – In *Ontario’s Action Plan for Health Care*, the Ministry of Health and Long-Term Care (MOHLTC) emphasizes the need to focus on integration for better quality, better access and better value. A number of initiatives have been rolled out provincially to incent integration between health service providers such as new funding models, Health Links (to better support patients with complex conditions) and the Home First initiative (to provide care in the right place). Hospital systems, throughout Ontario, are establishing partnerships with other health providers to improve the way care is provided and to streamline transitions between hospitals and community care services, including primary care (i.e., family doctors) and long-term care.
- **Hospital Funding Context** – Health Services Funding Reform (HSFR) implemented by the provincial government is creating an increasingly competitive environment between hospitals for patients, funding, capital and health human resources. The new funding models will benefit hospitals that are competitive, deliver high quality care, efficiently and partner effectively with other providers in the system. Currently, TSH competes with other Greater Toronto Area (GTA) hospitals for the same patients and funding. In some programs, the Scarborough hospitals are also experiencing loss of market share to other hospitals in the GTA. This leakage of market share has a significant financial impact.
- **Community Context** - The hospital sites in Scarborough are located in disadvantaged communities with high hospital utilization. Based on a recent study, 83.1% of all Scarborough neighbourhoods are low to very low income, compared to 2% in 1970.<sup>1</sup> What’s more, The Scarborough Hospital serves one of the most diverse communities in Canada, which presents additional challenges in ensuring accessible and safe patient care. Key



<sup>1</sup> Toronto's Vital Signs, 2013 Report, Toronto Community Foundation  
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demographic statistics of Scarborough include (as described in TSH's Diversity and Inclusion Report 2009-2014):

- 59% of residents are foreign-born
- 25.4% of children are living in low income families
- More than 50% speak a primary language other than English or French
- 14.2% are without Canadian citizenship, more than double the Ontario average
- 8.8% are recent immigrants to Canada, coming from various countries including China, the Philippines, India, Sri Lanka, Bangladesh and Pakistan
- 17.2% of families are headed by a female lone parent, considered to be among the most economically vulnerable
- Almost 50% of the Neighbourhood Improvement Areas in Toronto (6/13) identified by the City of Toronto are located in Scarborough
- The population is ageing in Scarborough and across the province with the number of senior projected to almost double in the next 22 years
- 77% of the population identify themselves as Christians, Hindus, Muslims, Buddhists, Sikhs, Jewish and Traditional (Aboriginal) Spirituality with respect to religion affiliation within Scarborough



## 6. Hospital Infrastructure Investments in Ontario

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### 2011 Ontario Budget, Budget Papers (Excerpt)

Strengthening Health Care: **Construction is complete or in progress for more than 100 major hospital projects, including 18 new hospitals.** Completed projects include the North Bay Regional Health Centre, London Health Sciences Centre (Phase 1), Ottawa Regional Cancer Centre, Sunnybrook Health Sciences Centre, Peterborough Regional Health Centre and Sault Area Hospital.

### 2012 Ontario Budget, Budget Papers (Excerpt)

Since 2005, Infrastructure Ontario has **completed more than 20 large complex infrastructure projects** using the AFP model, with estimated value for money (VFM) savings of over half a billion dollars. This includes projects such as:

- Credit Valley Hospital in Mississauga
- London Health Sciences/St. Joseph's Health Campus (Phase 2)
- North Bay Regional Health Centre
- Quinte Health Care in Belleville

### 2013 Ontario Budget, Budget Papers (Excerpt)

Investments in health care infrastructure help to deliver good care when and where people need it, and protect the health care system for future generations. The Province plans to invest over **\$3.5 billion in capital grants to hospitals over three years. These funds would support 19 major hospital projects that are under construction and more than 30 that are in various stages of planning**, including:

- Atikokan General Hospital — construction and renovations to upgrade inpatient facilities;
- New Oakville Hospital of Halton Healthcare Services — construction of a new state-of-the-art facility to accommodate a full range of hospital services including acute care, complex continuing care and rehabilitation;
- Providence Care Centre in Kingston — construction of a new replacement hospital that will consolidate services including rehabilitation, complex continuing and palliative care, and long-term mental health currently provided at two hospital sites in the area;



- St. Joseph's Healthcare in Hamilton — West 5th Site (Centre for Mountain Health Services) — construction of a new facility that will provide larger, state-of-the-art facilities to integrate medicine and psychiatry; and
- Mackenzie Vaughan Hospital — construction of a new hospital that will feature new emergency and surgical services, new operating rooms, acute inpatient and intensive care beds, diagnostic imaging and specialized ambulatory clinics, among other services.

The Province's planned investments in hospitals support over 25,000 jobs on average in each of the next three years.

### 2014 Ontario Budget, Background, Building Modern Infrastructure (Excerpt)

The Province is taking steps to ensure that the health care sector continues to offer quality service while protecting sustainability of the system for future generations. To that end, Ontario plans to invest more than **\$11.4 billion in capital grants in major hospital expansion or redevelopment projects over the next 10 years. This would support more than 40 projects that are under construction or in various stages of planning** and include the construction or expansion of surgical and cancer treatment services.

Over the next 10 years, the Province is providing additional funding of almost \$700 million to address deferred maintenance in hospitals. This investment would double funding available to hospitals for repairs.

### News Release, Ministry of Finance, *Building Modern Infrastructure*, 07-Nov-2013 (Excerpt)

#### *Investing in Health Infrastructure*

The Province continues to make significant progress in ensuring the delivery of the right health care, at the right time, in the right place.

**More than 100 major hospital projects are complete or underway**, including:

- Humber River Regional Hospital, which will provide increased patient capacity and expanded emergency services

- St. Joseph's Health Care London's Specialized Mental Health Care and Forensic Mental Health Care projects, which involve the construction of two new buildings in London and St. Thomas
- A new hospital in Cornwall, which will consolidate all acute and rehabilitation hospital services from two sites into one
- Atikokan General Hospital, which will be redeveloped to provide state-of-the-art inpatient facilities
- A new, state-of-the-art hospital in Windsor, which will better meet the health care needs in Windsor-Essex.

In addition, the Ministry of Health and Long-Term Care is developing a long-term solution to address the capital investment needs of the community health care sector.

### Provincial Investments in TSH Infrastructure

As can be determined from the above excerpts from provincial budget documents, over the past decade, hundreds of capital projects for new hospital facilities or major redevelopment projects have been completed throughout the province to replace ageing infrastructure. Except for a redevelopment project for a new Emergency Department and Intensive Care Unit at the TSH General site that opened in 2009<sup>2</sup>, TSH has not been the beneficiary of provincial capital grants to modernize its ageing facilities which are not meeting contemporary standards and functional use. The report section below provides a detailed account of the current condition of TSH's facilities.

In 2008 the province appointed a Supervisor to oversee the governance of The Scarborough Hospital. As part of his Report that was issued in October 2008, entitled "*Restoring a solid foundation for The Scarborough Hospital*," the Supervisor included the following recommendation to the Ontario government [p. 15, Capital Planning section]:

#### *Intervention*

*"... A request has been made for a planning grant to support the hospital with planning for both the Operating Room project and to complete a Master Plan for the two campuses of The Scarborough Hospital. The next step would be Ministry approval of a planning grant to assist with the costs of developing the Proposal and Business Case stage (including updating the Master Program/Master Plan) and complete the Functional Program stage for the OR project."*

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<sup>2</sup> Total capital project for the TSH General west wing (Emergency Department and Intensive Care Unit) was \$80.1M. Of this amount, the Province of Ontario capital grant share totaled \$46.2M.

Subsequently in 2009, TSH received a \$3M capital planning grant from the Ontario government to complete the initial plans to replace the TSH General operating rooms, circa 1956. Project plans were submitted in 2010, however this project remains at Stage 1 of five stages at the Ministry of Health and Long-Term Care (MOHLTC) Capital Branch.

## 7. Condition of The Scarborough Hospital's Facilities

### 7.1 Overview

The Scarborough Hospital is an acute care community hospital delivering patient care, including 24/7/365 emergency and a range of services across eight patient care areas. TSH is a regional centre for dialysis and is also a referral centre for vascular surgery, pacemakers and cataract surgeries. Services are delivered from six satellite sites and two hospital campuses: TSH General Campus (Lawrence Avenue East/McCowan Rd.) in Scarborough; and TSH Birchmount Campus (Birchmount Road/Finch) in Scarborough. The two hospitals are approximately 12 kilometres apart. Beds staffed and in operation include 277 beds at The Scarborough Hospital General Campus and 214 beds at The Scarborough Hospital Birchmount Campus for a total of 491 acute.

TSH General Campus is situated on a site of approximately 26 acres, bounded by Thompson Memorial Park to the North and West, Lawrence Avenue East to the South, and McCowan Road to the East. The facility wings have all been connected during their construction periods, however, the overall site is not well connected and one must basically return to the ground floor to access the different wings creating patient flow and way finding issues.

TSH Birchmount Campus is situated on a site of approximately 22 acres, bounded by Brookmill Boulevard to the North, Birchmount Road to the East, Tambrook Drive to the West, and L'Amoreaux Drive to the South. Almost 30 years old, this site has had very little infrastructure renewal since it was built in the mid-1980s.

## 7.2 Current Asset Base

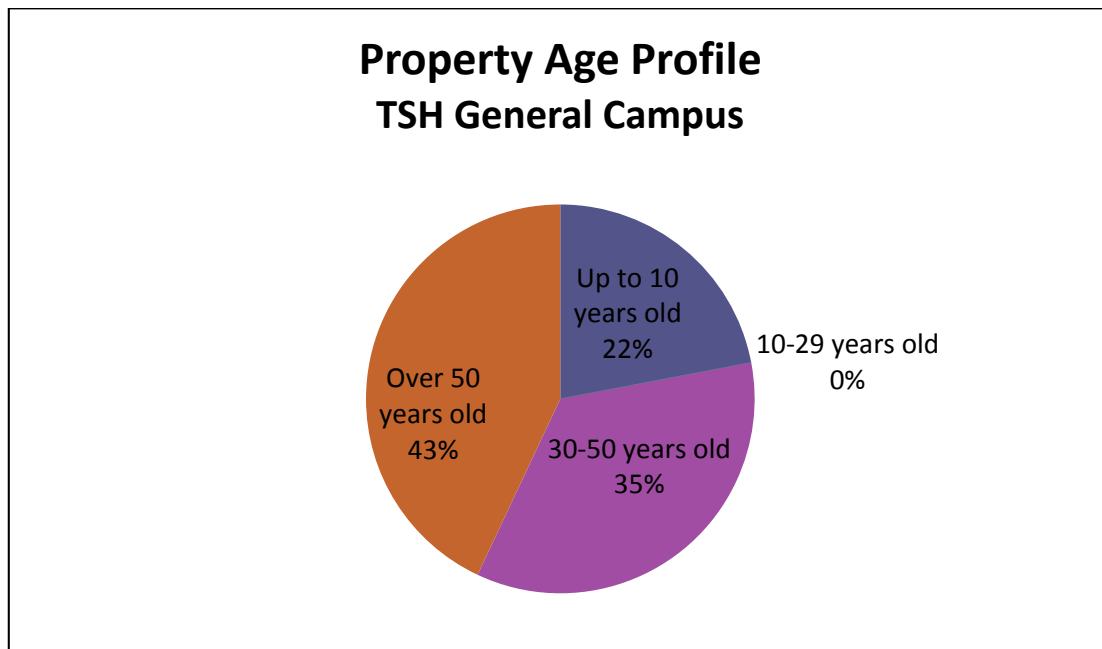
The following table summarizes the current building and land assets for The Scarborough Hospital:

Data	TSH General	TSH Birchmount	Total
Square footage	584,682	429,645	1,014,327
Acres	26	22	48
Number of building / wings	5	1	6
Patient beds in operation	277	214	491

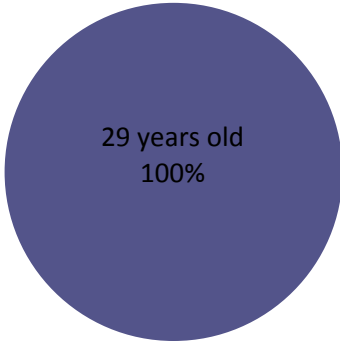
## 7.3 Facility Age Profile

### *What is the age of the facilities?*

The following charts show the age range of assets for each hospital site. The average age of the facilities is 40 years and 29 years respectively for the General and Birchmount campuses, generally placing them beyond life expectancy especially when considering the changes and advancements in medicine and health care delivery.



## Property Age Profile TSH Birchmount Campus



29 years old  
100%

### 7.4 TSH's Facilities Condition

#### *What is the overall condition of the asset base?*

Through a program organized and procured through the Ministry of Health and Long-Term Care (MOHLTC), Ontario hospitals maintain Facility Condition Assessments (FCA), which are performed by independent professionals (engineers). FCA is a collection of detailed facility data to support a capital renewal and deferred-maintenance program by identifying, estimating, and prioritizing existing deferred maintenance and predicting capital-renewal requirements.

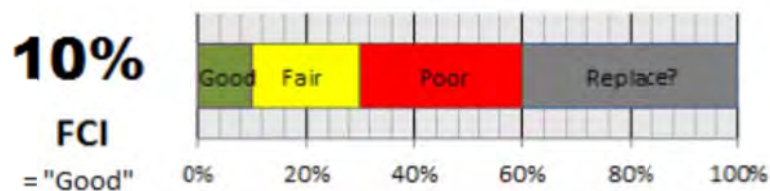
Through this FCA program, hospitals currently use the **Facility Condition Index (FCI)** to categorize the condition of its buildings – this is a rating system that assigns a value to each building as a function of the value of deferred (backlog) maintenance over the cost of replacing the asset:

$$\text{Facility Condition Index (FCI)} = \frac{\text{Deferred Maintenance} + 2 \text{ Years of Capital Expenditures}}{\text{Current Replacement Cost}}$$

- *Deferred Maintenance refers to the accumulated value of normally required rehabilitation investments that have been deferred from prior years.*

- *Two Years of Capital Expenditures refers to all repair projects, with priorities 1 through 5, that have been identified and are planned for implementation in the next two years.*
- *Asset Replacement Value is an estimate of the cost of replacing an existing asset with a similar new asset with the same functional utility.*

A low FCI score indicates that an asset is in good condition, a high FCI score indicates the need for significant capital investment or otherwise replacement.



The FCI measures the current condition of the facility and the cost of remedying deferred maintenance. In other words it typically does not address capital-renewal requirements associated with redevelopment projects in order to ‘modernize’ the facility to meet current standards or best practices for health care delivery.

Deferred maintenance costs, planned or unplanned, typically arise from maintenance that has built up over a number of years and is now giving rise to poor condition and performance. These backlog maintenance costs, identified through the FCA, usually include existing major repairs and replacements required to bring the asset back to satisfactory condition. It does not include future maintenance, capital improvements, or grandfathered code issues.

The FCI condition rating system does not present all the necessary detail to make informed investment decisions. For example, a given building will have a low FCI rating if the ratio of deferred maintenance to the replacement value is low, but it may be in very urgent need of very specific investment e.g. a new roof, new boiler, new windows, asbestos removal, disability access provisions, etc. These issues must, therefore, be taken into consideration when using the FCI as a barometer for measuring the condition of the asset.

The FCI across the province, for all 227 sites, range from 0 to 0.68; the median is 0.23. In the Central East LHIN in which The Scarborough Hospital is situated, the average FCI score is 0.16. **The total FCI score for the TSH General and Birchmount campuses are 0.27 and 0.50 respectively.** The chart below shows the individual FCI score by asset.

Asset Description	Age	Size SF (Square Feet)	FCI Score
<b>BIRCHMOUNT SITE</b>			
Hospital building	29	429,645	0.49
Site components	29		0.94
Totals		429,645	<b>0.50</b>
<b>GENERAL SITE</b>			
Central wing	56	54,990	0.44
Crockford wing	39	60,000	0.27
East wing	58	183,300	0.30
Engineering building	58	12,834	0.17
Substation building	26	902	0.02
Tower wing	49	145,890	0.42
West wing	6	126,766	0.04
Site components	58		0.05
Totals		584,682	<b>0.27</b>
<b>GRAND TOTAL</b>		<b>1,014,327</b>	

### ***Discussion on TSH Facility Condition***

The overall **TSH Birchmount site** FCI score of 0.50 is within the worst 10<sup>th</sup> percentile for Ontario hospitals. Site components are at the worst end of the scale at 0.94, which indicates an immediate need for replacement and major investment. As noted above, the FCI score does not address capital-renewal requirements associated with redevelopment projects in order to ‘modernize’ the facility to meet current standards or best practices for health care delivery. By way of example, the Birchmount site Emergency Department is grossly undersized for current patient activity – it was built to support 20,000 annual patient visits, but currently the hospital is treating over 48,000 patients per year.

The overall **TSH General site** FCI score of 0.27 is understated due to the averaging of scores that include assets recently upgraded (for example, the new West wing encompassing the Emergency Department that opened in 2009). Major asset components for patient care wings range in FCI score from 0.30 to 0.44, which indicate poor condition. This is primarily due to an aged infrastructure that is outlined in the previous section of this report above. By way of example, TSH General’s Operating Rooms are circa 1956 and are in need of replacement to meet contemporary building codes for hospitals and to equip the surgical team with modern facilities to support best practices in surgical delivery.

### **Short and Long-Term Requirements and Renewals**

The Facility Condition Assessments also include the following analyses and projections:

- **Short Term Needs (5 year view)** – Requirements include: health and life safety, deferred maintenance including both imminent breakdowns and proactive replacements, energy management, code non-compliance issues (excludes grand fathered code and accessibility) and discretionary repair and renewals.
- **Long Term Renewals (25 year view)** – the forecast of renewal to replace systems as they reach the end of their useful lives within a 25 year period.

### **Short Term Needs (5 year view of Requirements)**

The following table summarizes the combined total spend for addressing the backlog of maintenance Requirements across TSH sites by System Group.

<b>Building System Group</b>	<b>Birchmount site</b>	<b>General site</b>	<b>Total</b>
Electrical system	\$12,819,826	\$12,741,931	\$25,561,757
Equipment and furnishings	\$2,428,364	\$272,135	\$2,700,499
Exterior enclosure	\$9,052,657	\$5,809,995	\$14,862,652
Fire protection	\$0	\$2,519,606	\$2,519,606
HVAC system	\$24,772,604	\$13,345,345	\$38,117,949
Interior construction and conveyance	\$14,392,515	\$16,516,154	\$30,908,669
Plumbing system	\$706,293	\$6,130,638	\$6,836,931
Site	\$2,487,088	\$139,508	\$2,626,596
Structure	\$42,831	\$69,511	\$112,342
<b>TOTALS</b>	<b>\$66,702,178</b>	<b>\$57,544,823</b>	<b>\$124,247,001</b>



The analyses can be further grouped by Category, which describes the nature of the facility Requirements, as summarized by the following table:

Category	Birchmount site	General site	Total
Air and water quality	\$27,606	\$895,570	\$923,176
Appearance	\$1,954,740	\$2,524,811	\$4,479,551
Asbestos	\$0	\$1,199,807	\$1,199,807
Beyond useful life	\$37,641,898	\$34,923,612	\$72,565,510
Building code	\$0	\$219,647	\$219,647
Life safety	\$824,022	\$4,842,680	\$5,666,702
Obsolescence	\$1,340,110	\$285,668	\$1,625,778
Reliability	\$24,750,893	\$12,443,300	\$37,194,193
Other	\$162,909	\$209,728	\$372,637
<b>TOTALS</b>	<b>\$66,702,178</b>	<b>\$57,544,823</b>	<b>\$124,247,001</b>

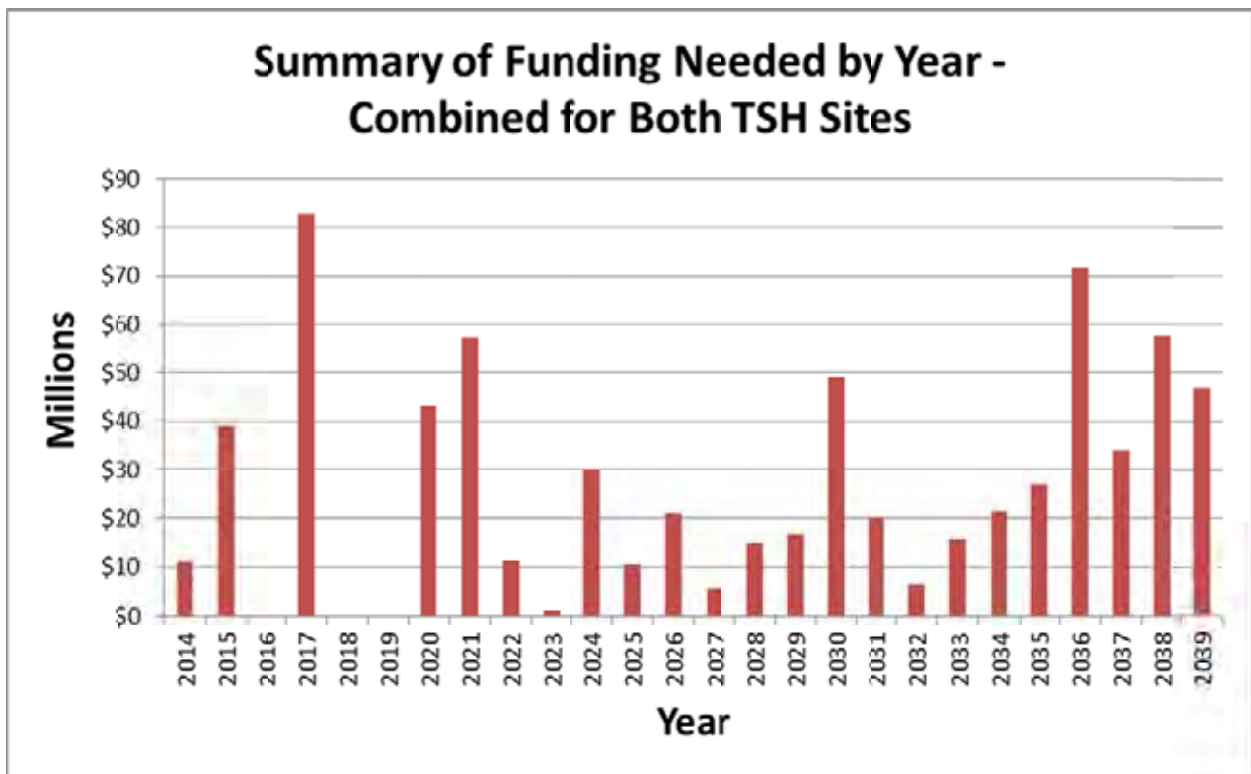
The most prominent needs as described by the Category type relate to “Beyond useful life” representing 58% of the total Requirements, and “Reliability” representing 30% of the total Requirements.

#### ***Long Term Renewals (25 year view)***

Looking at the longer term horizon, the Facility Condition Assessment included a forecast of renewals to replace systems as they reach the end of their useful lives within a 25 year period. This is particularly relevant when considering business case options to ensure value for money for public dollars. Renewing facility components in a patchwork method will not likely result in infrastructure that can support the delivery of modern health care services. Health care practice and delivery models from the 1950s are dramatically different than today’s high-tech, integrated system.

Based on the current TSH facility infrastructure, the FCA identified the following renewals for next 25 years:

Year	Birchmount site	General site	Totals
2014	\$4,414,288	\$6,799,747	\$11,214,035
2015	\$16,198,164	\$22,722,742	\$38,920,906
2016	\$0	\$0	\$0
2017	\$53,315,446	\$29,372,858	\$82,688,304
2018	\$0	\$0	\$0
2019	\$0	\$0	\$0
2020	\$21,071,457	\$22,073,924	\$43,145,381
2021	\$24,772,064	\$32,459,400	\$57,231,464
2022	\$9,806,388	\$1,622,804	\$11,429,192
2023	\$312,665	\$926,685	\$1,239,350
2024	\$0	\$30,160,392	\$30,160,392
2025	\$5,709,850	\$4,889,990	\$10,599,840
2026	\$10,192,063	\$10,932,995	\$21,125,058
2027	\$4,654,326	\$1,048,211	\$5,702,537
2028	\$7,847,497	\$7,098,116	\$14,945,613
2029	\$0	\$16,943,557	\$16,943,557
2030	\$19,850,790	\$29,432,889	\$49,283,679
2031	\$3,302,778	\$16,878,023	\$20,180,801
2032	\$907,114	\$5,502,428	\$6,409,542
2033	\$4,173,266	\$11,573,782	\$15,747,048
2034	\$0	\$21,415,612	\$21,415,612
2035	\$13,598,598	\$13,351,765	\$26,950,363
2036	\$26,081,903	\$45,609,495	\$71,691,398
2037	\$32,837,839	\$1,336,317	\$34,174,156
2038	\$40,441,319	\$17,060,110	\$57,501,429
2039	\$236,713	\$46,560,716	\$46,797,429
<b>TOTALS</b>	<b>\$299,724,528</b>	<b>\$395,772,558</b>	<b>\$695,497,086</b>



## 7.5 Functionality

### *How well does the asset base support service delivery?*

A space or a building can be in excellent condition but simply be un-functional, i.e. incapable of supporting the service delivery to which it is assigned. This could be because it is being used for a purpose for which the space was not originally designed, or because the way in which the service is delivered has changed.

Functionality is not an aspect of the asset base for which TSH currently collects data; however, it is an important aspect of the current state that should be taken into account. A simple grading system similar to the one used in the UK NHS is presented below:

- A Very satisfactory, no change required
- B Satisfactory, minor change required
- C Not satisfactory, major change required
- D Unacceptable in its present condition

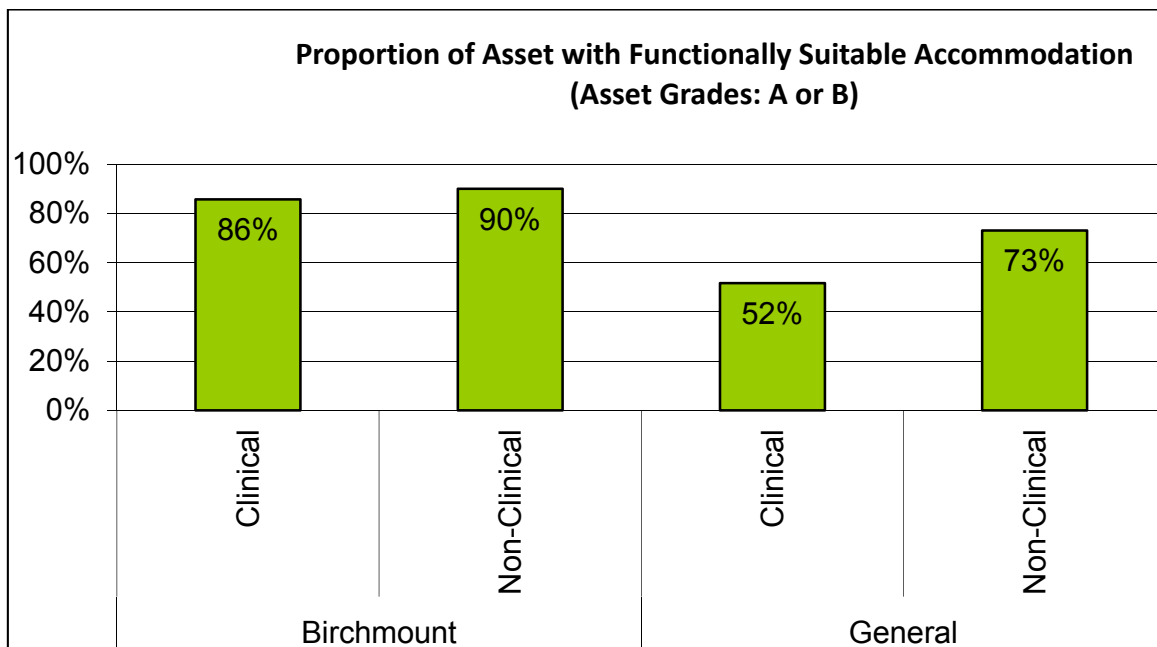
- X Supplementary rating added to C or D, which indicates that only a complete re-build would be a practical solution.

Since TSH does not currently collect functionality data, a proxy approach to assessing functionality was deployed to take into consideration:

- single room capacity;
- room sizes being below contemporary planning standards;
- isolation capacity;
- telemetry capacity;
- functional adjacencies.

Generally speaking, poor functional suitability often results in inefficient working practices, increased staffing levels and potentially, poor clinical outcomes. Therefore, functionality is an important component of the organization's overall performance.

The chart below summarizes the results of the preliminary assessment. The clinical components of the Birchmount campus were found to be functionally suitable, when room sizes, clinical space, adjacencies and isolation capacity was taken into consideration. However, the FCI rating (0.50) is reflective of the lack of investment in the infrastructure and the resultant poor building condition. However, the clinical space at the General site has significant challenges in terms of functionality – approximately half of the space is below satisfactory levels. This impacts the hospital's productivity levels, efficiency, patient flow and care delivery.



## 7.6 Utilization

### ***What is the intensity of use of the asset base?***

A space or a building can be in excellent condition but be simply too small and incapable of handling the current capacity. Equally a space could be under-utilized or even vacant – this could be an opportunity to reassign the space or even to dispose of the asset.

Utilization is not an aspect of the asset base for which TSH currently collect data, however, just as with functionality, a complete picture of the hospital's asset base cannot be presented without identifying which buildings and spaces are over- or under-utilized. This data is necessary to make informed decisions about future space configuration.

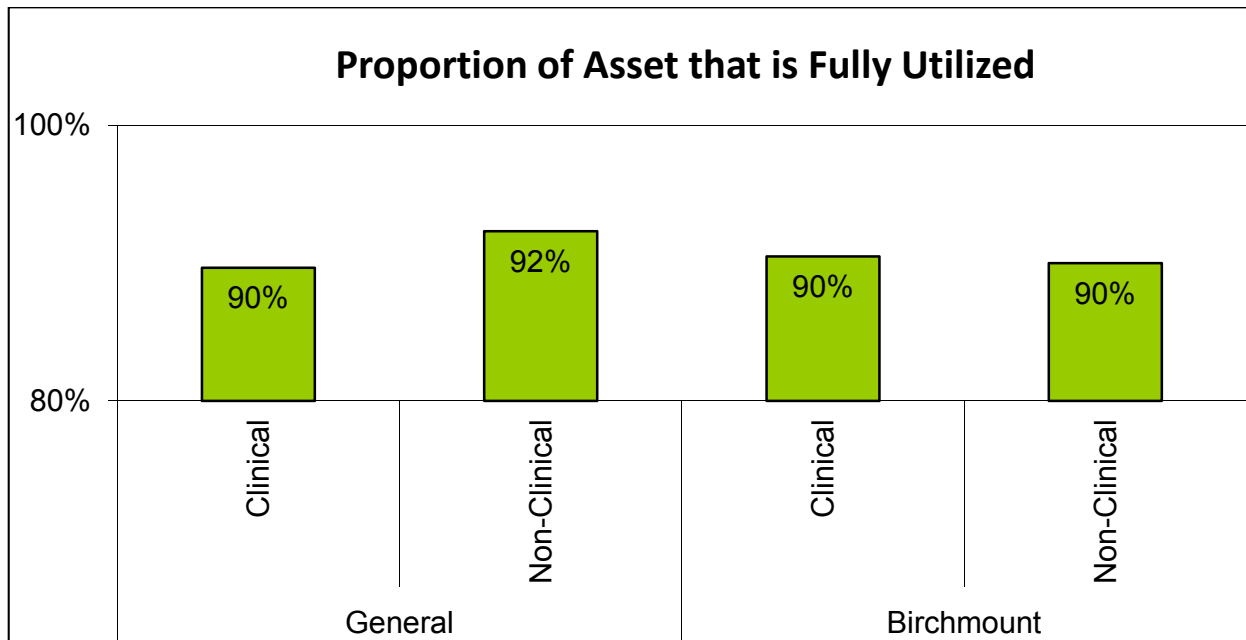
A simple grading system can be employed similar to the one used in the United Kingdom (UK) National Health Services (NHS) as presented below:

- E      Empty most of the time
- U      Under used for long periods
- F      Fully used most of the time
- O      Overcrowded more than half the time

Typically, utilization problems exist at a room rather than building level, so the data will tend to be of little use when rolled up to building or site level, so this information would normally be presented in table format, with a narrative for problem areas.

Based on recent space audits and knowledge of the buildings, TSH utilized a proxy approach to assessing utilization. The charts below show the proportion of the asset that is fully utilized; and, in comparison with full utilization, the proportion of the asset that is reported as empty, under used and overcrowded.

Closed areas at TSH General site represent areas that are currently shelled-in for future expansion and areas taken out of service. One of the challenges in undertaking the assessment is the degree to which non-clinical functions are occupying clinical space and, in particular, the dispersed points from which ambulatory services are provided.



## 7.7 Impact

Modern hospital facilities that meet contemporary design and standards are essential for providing quality, safe and high-tech health care services. The impact of ageing infrastructure on patients, staff and operations are significant, and include:

- **Patient and staff safety** – Clinicians do the best they can under the circumstances, but they need safe work environments to deliver high quality care. For example, due to facility constraints, the hospital team faces challenges with meeting contemporary infection control practices and standards.
- **Patient flow and experience** – Poor adjacencies of interdependent patient services impact flow and navigation.
- **Efficiency and productivity** – Delivering modern medicine in aged facilities generates daily waste and limits operating and clinical efficiencies.
- **Access to Care** – Difficulty attracting specialists and other clinicians to support needed services locally and develop centres of excellence in Scarborough.





# Urban Planning for a Suburban Future

*Discussion Paper*

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Scarborough Community Renewal Series

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Date: January 15th, 2015

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## SUBURBAN PLANNING FOR SCARBOROUGH RENEWAL

### OVERVIEW

Toronto's challenges are quickly growing in scale and scope. A future of increasing development and service partnerships requires broader understanding of project processes and local goal setting. In Scarborough, overlapping values and visions form a loose, spread out and durable network of linked neighbourhoods. The challenge for the suburban society is to build big and wide apart, but in a well-connected way. Because the landscape is set in a super grid, places like Scarborough more naturally find agreement on big visions – when shared infrastructure and facilities are the focus of community planning and debate.

The suburb's multitude of norms slows down neighbourhood improvement and intensification.<sup>1</sup> On the other hand, the multiplicity of today's suburb promotes hybrid property development projects that serve diverse agendas. Improving our common living and working environments requires new consensus and new forms of *precinct partnership*. In this global, post-amalgamation era we can encode flexibility and responsiveness into the Official Planning process. Construction of new business spaces could be more guided. Being competitive about usable local Gross Floor Area could mean crafting new rules for business programming on surplus School Board property. Flexible governance could mean having the authority at Community Council to make partnership agreements where final sale price of City land is contingent on delivery of performance outcomes. These examples are given to illustrate the adaptable and outcomes-oriented Suburban Planning regime needed in outer-metropolis areas. Scarborough's needs are not unique but its human geography is. Scarborough would greatly benefit from land governance processes and suburban development standards that meet the varied needs of its four major sectors.<sup>2</sup>

### QUESTION

How should we initiate a new era of local improvement and neighbourhood planning in Scarborough?

### SUGGESTIONS

1. A District-oriented Planning Regime
2. A Renewed Culture of Local Problem Solving
3. A Renewed Culture of Collective Suburban Development

<sup>1</sup> Flexibility with a Purpose: Constructing the Legitimacy of Spatial Governance Partnerships, Mandy Lau, 2014

<sup>2</sup> Scarborough's four main sectors: southeast, southwest, northwest, northeast or A, B, C, D

## PLANNING FOR SCARBOROUGH

Scarborough needs locally-responsive planning. Districts like Scarborough require their own master plans covering mobility, business, education, culture, health, housing and nature. Given support from the City of Toronto, Scarborough District will be a leader in landscape architecture and industrial space design. Given support from the Province, Scarborough can become a premiere place to grow up in, start a business or age. To build a better borough we need to plan more responsively. To meet looming challenges and prepare for a population of 1 million people - Scarborough needs to act boldly.

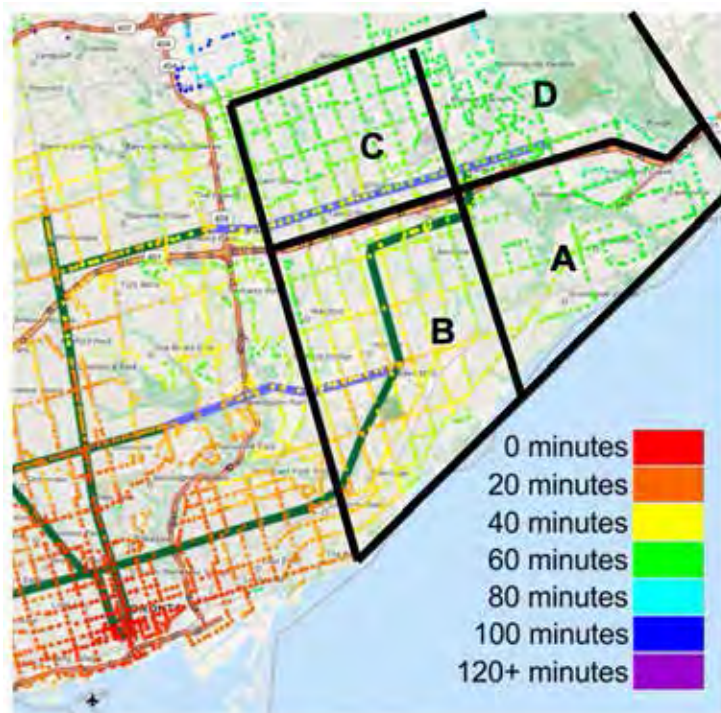
**This discussion paper makes the case for a District-oriented planning regime in Scarborough and suggests ways of fostering a renewed culture of local problem solving and collective suburban development.**

*A series of discussion papers were prepared as part of the 2014 Scarborough Community Renewal Campaign, initiated by the Rotary Clubs in Scarborough. Each paper analyzed trends, reviewed ways of seeing local challenges, and proposed potential solutions for local renewal. Rotary hoped to stimulate wide-spread discussion on Scarborough's big issues. By fostering agreement on what the major areas of planning are, the Rotary Clubs of Scarborough are adding to demand for local plans and investment strategies. This independent paper contributes to these and other broad efforts aimed at fostering social and economic renewal in Scarborough.*

**Share your ideas for Scarborough renewal on social media, use the hashtag #renewScarboro.**

The specific forms a city takes are resultant of the landscape and climate, the industries and the technological facilities available, and above all, the arts of the builders and inhabitants.

*Lewis Mumford, City in History, p. 519*



Identifying Zones of Strategy:

### 4 Sectors of Scarborough

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Source: Ming's Coding Blog

Base map indicates travel times to downtown

"... too many in the planning profession have failed to understand the magnitude of the changes that have taken place in the economic, social, and political environments and the magnitude of the response that is required. Our argument is that these changes have rendered our past responses even less effective than before and that planners must eagerly and aggressively seek innovative ways to improve their effectiveness. If we are to become more effective, we must embrace and learn to benefit from change.

Anthony Catanese suggested in "The Politics of Planning and Development" that planners should change the way they look at politicians and that equally valuable changes and revisions are needed in the basic practice of planning. Planners must begin to develop and take advantage of new and more effective technologies and adapt their old tools and techniques to become more responsive to changing social, economic, and political conditions. Anthony Catanese also calls for planners to "develop the more recently defined role of 'manager of change' in contrast to the ancient role of 'master planner'. We would go one step further and propose that planners must become 'change masters'. By this we mean that planners and planning agencies must become more adept at the art of anticipating the need for and of leading productive change in local government. In *The Change Masters*, Rosabeth Moss Kanter explains that change masters are:

... the right people in the right place at the right time. The right people are the ones with the ideas that move beyond the organization's established practice, ideas they can form into visions. The right places are the integrative environments that support innovation, encourage the building of coalitions and teams to support and implement visions. The right times are those moments in the flow of organizational history when it is possible to reconstruct reality on the basis of accumulated innovations to shape a more productive and successful future.

And yet, as "noted by Charles Lindbloom in "The Science of Muddling Through," "policy does not move in leaps and bounds ... it proceeds through a succession of incremental changes."

Mastering Change, p. 18, APA (1998)

## INTRODUCTION

As Canada's largest urban centre, Toronto generates 23% of Ontario's Gross Domestic Product (GDP) and 9% of Canada's GDP. Toronto is the 4th largest city in North America and home to more than 74,800 businesses, making Toronto the country's financial and cultural capital.<sup>3</sup> The City's GDP in 2013 was estimated at \$157 billion. The Canadian GDP for Greater Toronto Hamilton Area is approximately \$315 billion.<sup>4</sup> Toronto is in the centre of an evolving "giga-region" stretching around Lake Ontario from the Bay of Quinte to Niagara. So-called Giga-regions are not defined by size only, but also by a critical mass of goods and services required for industrial innovation. Toronto is the locus of regional growth in southern Ontario. All neighbouring localities including Scarborough have a hewed and evolving role to play in the creation of a competitive, equitable economy.

## SCARBOROUGH NOW

Internally, the amalgamated City of Toronto divides into four Districts: Central (Downtown / East York / Leaside), North (North York / Weston), West (Etobicoke / York) and East (Scarborough). The entire city measures 640km<sup>2</sup> with an estimated population of 2,700,000. Scarborough measures 187.70km<sup>2</sup>, or 29.7% of City area. Its population is currently 625,698 (24% of Toronto) making it larger than the city of Halifax, the Province of Newfoundland and Labrador, or the combined populations of Kitchener, Cambridge and Waterloo. Scarborough has a labour force of 295,540 (21%). Average household income is \$72,394 per year (Toronto \$87,038). Average income for males, \$35,749 (Toronto: \$52,716). Average income for females, \$29,018 (Toronto: \$37,015). 59% of residents were born outside Canada (Toronto: 51%). Home ownership is higher in Scarborough (66.2%) versus Toronto (54.6%). 51% of residents live in houses (Toronto: 37.6%). There are 2.92 persons per household with 20.7% of dwellings occupied by one person only (Toronto: 31.6%). Scarborough is home to 27% of all children (<25 years). The top languages in Scarborough area: English, Tamil, Cantonese, Chinese, Tagalog, Mandarin, Urdu, Gujarati, Bengali and Greek.<sup>5</sup>

Scarborough has been a place for newcomers seeking distance from central Toronto and an abundance of nature, since the late 1700s. As an agricultural Township, Scarborough was amongst the most productive in Canada. The Township's early ways of organizing itself provides clues about coordinating activities across such a vast territory. The Township remained largely agricultural until the Depression era. After 1935 Scarborough

<sup>3</sup> City of Toronto. 2013. *Collaborating for Competitiveness: A Strategic Plan for Accelerating Economic Growth and Job Creation in Toronto*.

<sup>4</sup> Gross Domestic Product data: "Profile on Toronto", City of Toronto, 2014

<sup>5</sup> Community Statistics: 2011 Scarborough Community Council Area Census & NHS Profiles, City of Toronto, 2011

became a national centre for industrial manufacturing and assembly, a role it lost with the globalization of markets, beginning in the 1970s. Though manufacturing activities steadily decreased, many other industrial operations continued to locate in the City of Scarborough.

Unfortunately, since the 1980s, Scarborough has been characterized primarily as a place of "residents with low incomes, many of whom face physical and mental health challenges, as well as greater numbers of newcomers".<sup>6</sup> Eight of the City's 30 Neighbourhood Improvement Areas (formerly: Priority Neighbourhoods) are located in Scarborough. In 2005, 67% of Scarborough's population was visible minority, compared to 47% for Toronto.<sup>7</sup> Though Scarborough has experienced significant declines in job creation and household wealth since in the 1970s, its emergence today as newcomer's first choice is leading to strategic advantages in cultural production, language and commerce, education, medicine and housing. Scarborough is home to 24% of Toronto's population and 27% of its children. *How can urban planning processes support the gradual renewal of physical and social conditions in Toronto's largest "inner suburb"?*



<sup>6</sup>Toronto's Inner Suburbs: Investing in Social Infrastructure in Scarborough (Cowen/Parlette, University of Toronto)

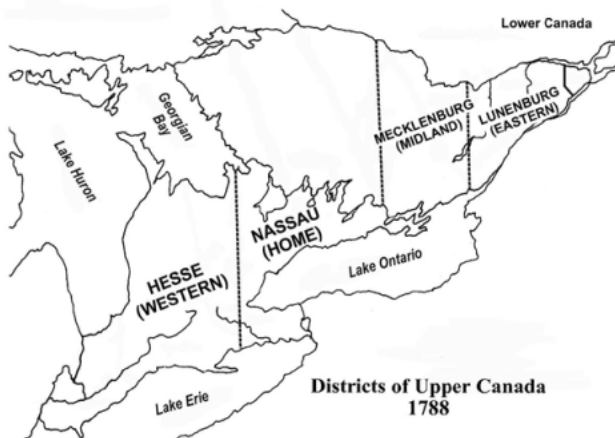
<sup>7</sup> City of Toronto Community Council Area National Household Survey Profile, 2011

Central Toronto has seen impressive investment in both residential and non-residential development. From 2008 to 2013, 671,919 m<sup>2</sup> of new non-residential Gross Floor Area (GFA) was added to Toronto's downtown core and central waterfront, compared to only 6,567m<sup>2</sup> in Scarborough Centre.<sup>8</sup> Scarborough Centre's growth has been slower than growth in other Toronto Centres by an average ratio of 8 to 1. If advocating or planning for Scarborough renewal, consider that in 1995 there were 172,372 people employed in Scarborough. The unemployment rate then was 8.6% and as of January 1995 25,655 individuals were accessing social assistance. There were 12,186 businesses operating, \$330.6 million in building permits, and 2,035 total housing starts. 18,500m<sup>2</sup> of new Industrial Floor Area was added plus 55,400m<sup>2</sup> of new Commercial Floor Area. As of 1995, Realty and Business capital worth in Scarborough was assessed at \$509.8 million and Residential capital worth was assessed at 955.2 million. At the end of 1995, the total for all proposed new development in Scarborough (commercial and residential) was 1,836,000m<sup>2</sup>.<sup>9</sup> To chart paths forward we need to construct a timeline of growth and development which makes clear the trajectory of different industries and geographic zones.

### PLACING SCARBOROUGH

When the Province of Upper Canada (present day Ontario) was created it had four Districts from west to east: Hesse, Nassau, Mecklenberg, and Lunenburg. Nassau soon became Home District with Toronto at its centre. Scarborough's position east of Toronto made it a key station en route to or coming from Montreal. Old Home District spanned from Hamilton in the west, to the Trent River near Belleville in the east. Today's "giga-region" is arguably the same dimensions as Home District. What are Scarborough's linkages within southern Ontario? What economic and cultural functions are advantageous for Scarborough, given its global location and regional demographics? What sorts of things should this old community and new entity called Scarborough District specialize in? What kinds of working, living and leisure environments does Scarborough need to be a productive, enjoyable and attractive place to live or locate?

Local growth plans depend greatly on the implementation capacities of local leaders. Ascertaining the micro and macro needs of a district is the planner's and the politician's main challenge. Public strategies such as Transportation Plans need to incorporate the investment priorities of all communities served by transit. Scarborough is home to old villages, traditional neighbourhoods, large suburban zones, and industrial precincts. Solving problems and planning ahead requires better linking systems of mobility with the many spaces of working and learning. Scarborough's distribution of needs is also suburban in nature and community planning responses should be suburban.



<sup>8</sup> 2013 Profile Toronto, Employment Survey, City of Toronto

<sup>9</sup> 1995 Annual Report, Economic Development Division, City of Scarborough

## SCARBOROUGH'S FUTURE

When Metro Toronto was created in 1954 it covered roughly the same area as the current City of Toronto (642km<sup>2</sup>). Today growth is rapidly occurring to the west and north of Toronto, and to a lesser extent east, requiring Scarborough again be a strong metropolitan partner. To attract needed talent and investment, Scarborough could be promoted as a special jurisdiction: a global city district. The future of mega-cities like Toronto rests on the productivity of inner suburban areas. The future of suburban boroughs like Etobicoke and Scarborough depend on responsive suburban planning and active placemaking. Because the urban design needs of places like Scarborough are metropolitan in scale they require new types of strategic responses that weave together massive landscapes, contrasting land uses, large village and industrial areas, and a diversity of natural systems. As Canadian and American city-regions enter a new phase, Scarborough can be a pioneer in neo-suburban community design and development.

## WHY IS URBAN PLANNING IMPORTANT

The foundation of any thriving community rests on having a strong plan for how development and growth will occur in the future. Sound urban planning focuses and refines community objectives and helps establish visions to guide neighbourhood growth. Crafting local visions and implementation plans helps residents to see ahead and adapt places to meet future needs. Increased walkability, livability and individual opportunity are the planner's general aims. Responsive planning regimes are those that anticipate local spatial needs and take actions to supply in-demand spaces. Planners must continually collaborate with financial and social investors to update the design of local precincts, create new employment and learning spaces, and make getting around and through the community increasingly convenient.

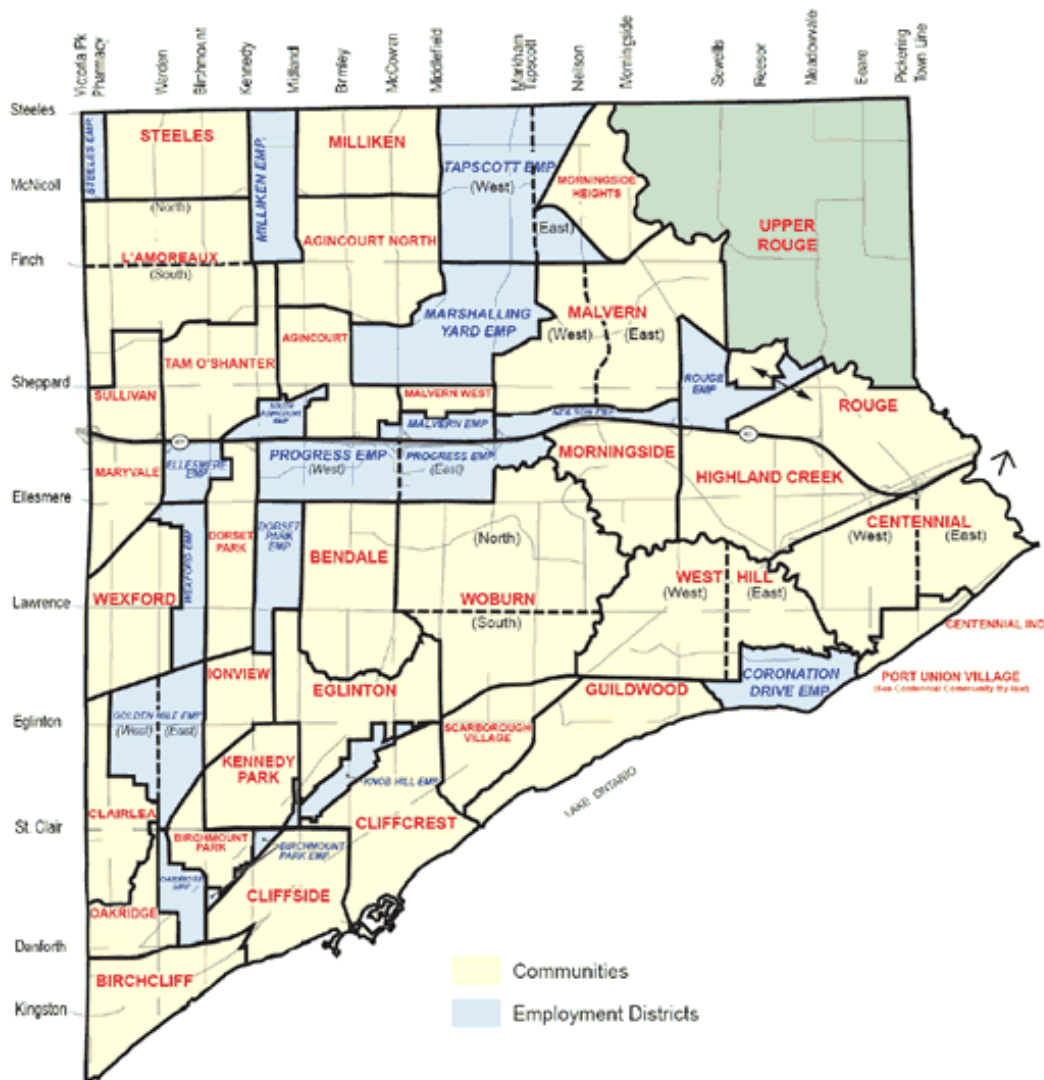
Applying the Official Plan to development applications shapes local growth. But attaining truly big goals requires flexible, outcome focused partnerships. Planning professions gradually improve places by strategically enhancing and joining up local landscapes. At the community level, Urban Planning can also be the [professional] group that helps build up local capacity for growth assessment and neighbourhood planning. Effective Planners openly review strategies for managing neighbourhood decline or stagnation, then help set frameworks for future growth. Local planning processes aimed at renewal should support "story economies" to help groups take stock of people in need, capacities for future action, and local geographical constraints. Finally, good planning means listening for, shaping and promoting integrative "design ideas". A Design Idea, as defined by Edmund Bacon, is a unified, easy-to-understand vision for improving a large urban area - by means of inter-woven growth strategies. Urban Planning is the process of sketching out big ideas for guiding growth, then working with networks of actors to undertake successive improvement projects. Whether in city or suburb, community improvement depends on planned experimentations and scheduled re-investments.

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*Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in spaces of various scales. Discrete professional disciplines which involve spatial planning include land use, urban, regional, transport and environment planning. Other related areas are also important, including economic and community planning. Spatial planning takes place on local, regional, national and international levels and often result in the creation of a spatial plan. (Wikipedia)*

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**Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards balanced regional development and the physical organization of space according to an overall strategy. (Wikipedia)**



.. if we take ... these "cities for people" more seriously we will find that the cities would be considerably more friendly, livable, and lively because people will be in these cities more. We will find that the cities will become more attractive because the scale will be smaller and the pace and noise is lowered. The cities would be dominated by other people, which is the most interesting thing in our lives. They would be safer because if people are using a city it will be safer. They would be more sustainable because suddenly it'd be much easier to make cities where we can have a good quality public transportation system, where we can walk in style and dignity to and from the station day and night in safety and have a good time doing it. A good public transportation and a good public rail, they're brothers and sisters. Finally, and this may be the most important thing, we would have natural activity built into the day.

**Jan Gehl, Urban Designer**

## WHAT ARE SCARBOROUGH'S PLANNING CHALLENGES

To overcome today's challenges and begin fostering new suburbanism<sup>10</sup> in Scarborough, neighbourhoods need to treat land use conflicts as windows of opportunity, view local pathways, utility corridors and roads as the shared network for improvement, and promote human geography as the shifting but traceable trend driving each precinct's historical growth.<sup>11</sup>

## CHALLENGES

### LACK OF CAPACITY BUILDING IN NEIGHBOURHOODS

Across Toronto, but especially in Scarborough, amalgamation and high levels of immigration have energized and strained civil society. Each district of Toronto was effected differently by the 1998 Amalgamation. A by-product of the last 20 years is a lower-than-normal capacity amongst Scarborough localities to engage in forward thinking and positive growth and development planning. Planners and local leaders need to more creatively convene residents around pressing issues, keeping big and small opportunities for improvement the focus of dialogue. This could mean new pre-consultation practices with community representatives. Torontonians can easily create better tools for development assessment and community planning using free, open source technologies. Suburbathons are one new mechanism for change.<sup>12</sup> The City of Toronto needs better place-based problem solving processes and Scarborough is a good place to begin experimenting.

### NEED FOR RESPONSIVE AND FLEXIBLE LOCAL PLANNING



Since amalgamation many District planning duties have been undertaken from downtown, resulting in less local expertise and energy applied to the problems and opportunities of Scarborough. Planners downtown could focus more on Official Plan and policy decisions while District Planners be given increased resources to re-conceptualize suburban planning, e.g. Tower Renewal programmes, Rouge National Park, et cetera. Creating space within each District's Civic Centre or former City Hall for the Planning Commissioner should be considered. The head Planner could routinely rotate among the Districts, with key staff placed permanently in the west, north and east. The City could also experiment with opening suburban storefronts for open planning and problem-solving, for hosting meetings and creatively engaging with residents. Overall, use of Civic Centre and other City spaces for neighbourhood mapping and planning activities should be further encouraged. To support broad ongoing improvement efforts, the viability of a suburban planning and enterprise centre could be calculated and openly discussed.

*Image: Re-planning East Scarborough Storefront*

<sup>10</sup> New Suburbanism: *an urban design movement which intends to improve on existing suburban or exurban designs* (Wikipedia)

<sup>11</sup> Human Geography: *the development and operation of human societies in relation to their physical environment* (Cambridge)

<sup>12</sup> A Suburbathon is an ultra-inclusive public event with food and drink that brings people together to openly solve problems



### **MORE FOCUS NEEDED ON ENVIRONMENTAL DESIGN TO IMPROVE QUALITY OF LIFE**

As with so many suburban communities, Scarborough needs to create more vibrant roads, avenues and village areas. The main benefit of active places<sup>13</sup> is a healthier populace. A district's border areas, parks, industrial zones, shopping centres and intersections require good planning, too. We need to redefine our 'Village Areas' from a District-level perspective and reinforce the walkability, imageability<sup>14</sup>, and economic feasibility of each place. Building a better network of paths to connect Scarborough's community clusters<sup>15</sup> requires special collaborations in each neighbourhood. To facilitate the collective planning and design of key district villages, the City could consider using Suburban Village Design Statements to guide gradual improvement efforts. Other tools identified should also deal with the landscape in the broadest terms, treating each living or working zone as a potentially more walkable, enjoyable, and prosperous place.



*Image: Shops at Don Mills*

### **MORE FOCUS NEEDED ON TRANSIT-ORIENTED COMMUNITY DEVELOPMENT**

The pace of redevelopment is slowly picking up across most of the city, and soon Scarborough roads and avenues will exhibit a similar pace of change. Planning for transit infrastructure and services requires a shared understanding of housing and employment trends, natural capacities, other planned investments, and foreseeable future needs. Transit is the mobility network we lay on top of the living and working community. Future transit investment should be led by fresh assessments of neighbourhood routines and visions, regional travel patterns, provincial policy, and planned construction.

Scarborough's main centres and in-between places require equally thoughtful planning. A potential vehicle for supplementary neighbourhood planning is the "Community Improvement" plan, useful in regulating the growth of small zones. Taking stock of the perimeter spaces within Scarborough neighbourhoods will enable the City of Toronto to leverage

<sup>13</sup> Active Places: see "Active City, Designing for Health", City of Toronto, May 2014

<sup>14</sup> Imageability: see "Image of the City", Kevin Lynch, 1960

<sup>15</sup> Community Clusters: *local nodes with a vibrant mix of commercial, professional and social spaces*

the hundreds or thousands of small neighbourhood spaces that make big differences in daily life and daily commuting. Scarborough's challenge is to serve residential and commercial centres by investing equally in primary and secondary transit infrastructures. Scarborough's Township-grid has led to a matrix of intersections alive with commuters, kids, seniors and visitors. Improving on Metro Toronto's planning means re-thinking and re-designing primary and secondary intersections and sidewalks to be places of gathering, waiting, and reading, selling and cycling. In Scarborough's case this could mean re-gaining the ability to fully customize streetscapes. Preparing for the future requires we thoroughly map out a Scarborough transit system<sup>16</sup>, neighbourhood-by-neighbourhood. Population growth in Scarborough alone will require us to extend each type of existing service: bus, rapid transit, subway, regional bus and train, and special van. In order to improve quality of life and ease congestion, Toronto transit must be planned in concert with local needs and aspirations.



Image: Atlanta Beltline Project

### **MORE EMPLOYMENT OPPORTUNITIES NEEDED**

While Toronto and municipalities throughout GTA have become increasingly competitive for employment opportunities, Scarborough has fallen behind with little positive employment growth having occurred. Toronto's core and waterfront areas have gained 65,000 jobs over a 10 year period while Scarborough has lost 1,700 jobs over that same period.<sup>17</sup> Scarborough's lag is evident in its use of employment lands, which have increasingly been given up to non-employment and residential uses. Lands that were previously designated for employment failed to attract businesses, and

<sup>16</sup> Scarborough transit system: *an internally-coherent, locally-sufficient mobility network connected regionally*

<sup>17</sup> 2013 Profile Toronto, Employment Survey, City of Toronto

in a bid to at least do something with the land much of it has been given over to developers to build low rise residential units. As well, many employment areas are currently being used for low level retail employment rather than businesses that would provide a higher number of jobs for a given area, such as offices or factories. If Scarborough is to improve its employment opportunities it needs a sufficiently staffed Economic Development department. To overcome local employment trends, we need to better support new forms of private investment planning. We can take action now by disseminating information about spaces of production, etc, drawing on Metro-era open publishing practices.

Many Employment Area properties are passed over by investors due to their age, lack of suitable power supply or low internet bandwidth. In order to bring about a steady wave of new investment, Scarborough's Employment Areas require a City-led strategy for prioritizing the renovation of buildings and the redesign of connective spaces and pathways. The aged building stock of Scarborough should be turned into a local advantage. Special strategies can be developed to support the establishment of new-era firms in areas with high vacancy rates, such as Crockford Boulevard south of Eglinton Avenue East. A new generation of companies requiring a blend of urbane work space and Light Industrial are emerging. In addition to preparing sites for new corporate head offices, special efforts should be made to re-design business parks to suit young entrepreneurs and new social enterprises. All property conversions should undergo analysis to monitor and make widely known the shifting balance of land types in Scarborough.

City Planning Division's December 13<sup>th</sup>, 2013 Supplementary Report to City Council (re: Economic Health and Employment Lands) illustrates emerging approaches to land conversion across Toronto. With emphasis now on transit-oriented land use planning, strong consideration should be given to the physical integration of Scarborough's employment areas with nearby commercial villages and neighbourhoods, by means of improved pathways for walking, cycling, or low-speed motoring.



*Image: Victoria Park and Steeles East, looking Eastward*

### **POORLY PLANNED NEIGHBOURHOOD ADDITIONS**

The need for better suburban planning can also be seen in the increase of poorly planned new residential infill. In many cases, developers have been able to build very conventional townhouses that do not increase the quality of local architecture. A strong focus on neighbourhood planning in Scarborough would help ensure lands are used in ways that better support the goals of the community and City Hall. In the early 1980s, the New Urbanism movement emerged promoting a return to traditionally-designed neighbourhoods. Scarborough needs to draw upon its own past success in community planning and from contemporary town planning practices, to design neighbourhood additions embodying the spirit of a new and adventurous suburbanism. Given personal income levels in Scarborough and local preference for low-rise living, Scarborough could excel in the design of high-quality affordable dwelling clusters. By promoting the district as a place of dwelling design experimentation, Scarborough would gradually build up the institutional, financial and industrial supports needed to be a Housing sector leader within southern Ontario and beyond.



*Image: New Suburbanism, LTL Architects (2004)*

### **NEED FOR GREAT CULTURAL, RECREATIONAL AND EDUCATIONAL FACILITIES**

There is a need for improved cultural, recreational, and educational facilities in Scarborough. Without large-capacity spaces to nurture and display cultural achievements, a community cannot attract and retain great talent. And, without attractive multi-purpose high schools, colleges and universities, communities will be unable to meet the complex demands of today's families, civic groups, congregations, and senior populations. Instead of thinking about new facilities in an isolated manner, residents should examine our hubs and assess how new centres or schools would enhance or detract from local life. Like most communities of its size, Scarborough is a mix of minor and major village areas. To grow sustainably, residents and the City need to discuss aspirations for local village areas and coordinate new investments accordingly. Circumstances will vary across Scarborough. Before we embark on new construction programmes, low-cost renovations to existing centres should be prioritized by the City of Toronto, in partnership with community groups,

associations and special clubs that regularly make use of community space. To assist with the beautification and maintenance of outdoor spaces, foundations could be used to channel landscape investments to qualified Friends groups.



*Image: Alarcón New Cultural Centre (Spain), FÜNDC architects*

## THE SCARBOROUGH WATERFRONT



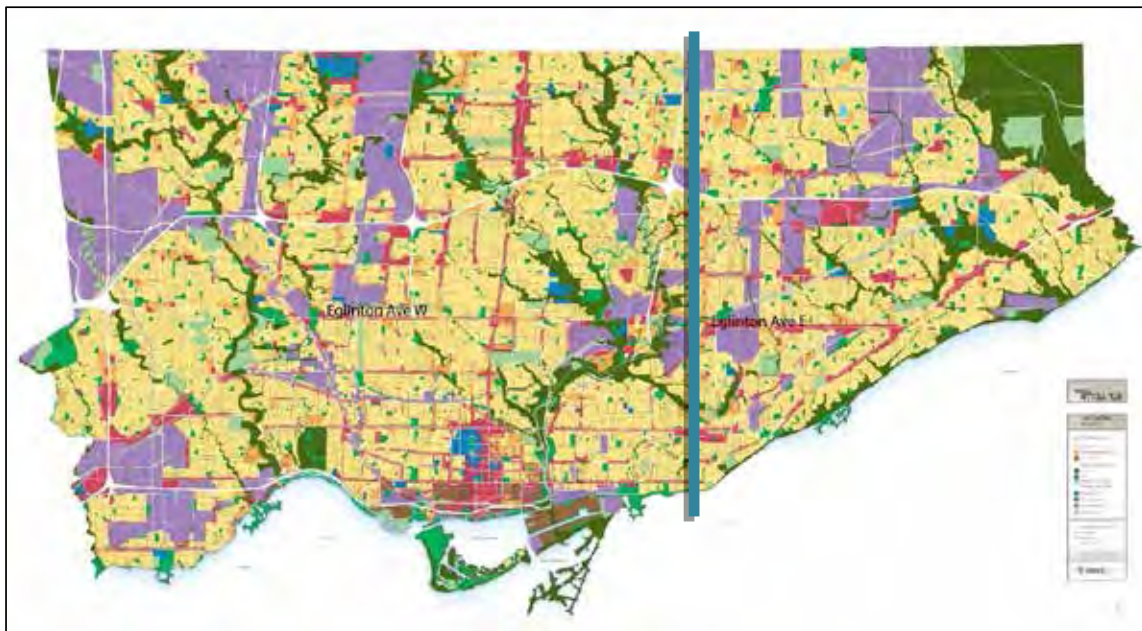
In the 1950s Brimley Road was extended south to provide access to a new Bluffer's Park. Since then a series of projects have been undertaken to enhance shoreline ecology and stem the erosion of the bluffs. In September 2014, Toronto and Region Conservation Authority (TRCA) held a Public Information event at Scarborough Village Recreation Centre. TRCA's "Scarborough Waterfront Project" seeks to create a networked waterfront from Bluffer's Park to East Point Park near Port Union. As TRCA and the City of Toronto form plans to address environmental issues, it is imperative that a Scarborough waterfront strategy also address the need for social spaces, entertainment venues, eating establishments, and a variety of promenades.



*Image: Scarborough Bluffs*

### THE OFFICIAL PLAN & SCARBOROUGH GROWTH

Since 1998, the former communities of Metropolitan Toronto have benefited from City-wide growth guidelines and recent harmonized bylaws. Consistency in many urban planning processes has been achieved, enabling property developers to confidently plan new investments across Toronto. While central, northern and western areas of the city have experienced significant neighbourhood investment since the 1990s, Scarborough has not been host to any such development waves or booms. Overall, Toronto's Official Plan has failed Scarborough. Scarborough's regrowth and renewal is likely to be gradual but regionally significant, due to the sheer size of the district and its parcels of land. Toronto is balanced out by a hard, industrial landscape on its western edge and a rural, agricultural landscape on its Pickering side. The implementation of the Official Plan needs to recognize each District's long-standing approaches to neighbourhood design, landscape architecture, and economic development. A potential solution to the "One City, One Plan" dilemma could be new "Guidelines for District Development". These documents could take the form of City Circulars and would communicate the maturing character of each City District in languages that homeowners, seasoned developers and newcomers understand.





*Image: Southward View from 19<sup>th</sup> Floor of proposed Harmony Village (Sheppard/Warden)*

## WHERE TO FROM HERE?

The goal of the Scarborough 'community renewal' efforts are to engage residents, businesses, planners, and politicians in a conversation about the values, needs, capacities and goals of the community. While there will be much interesting talk during 2015, we need to be sure that commitments are actually converted into actions. Other areas of Toronto and surrounding municipalities have worked hard to develop policy documents to guide planners and civic leaders in their decision making. Scarborough has unfortunately lagged behind in this effort and would be well served to develop Scarborough-specific plans, including a Cultural Master Plan, an Integrated Sustainability Plan, a Social Development Plan and an Economic Development Plan. Each of these documents would provide opportunities for residents and businesses to express how they would like to see the community grow and change in the coming years, and would provide a strong foundation for improved suburban planning for years to come.







## QUESTIONS FOR PUBLIC CONSIDERATION

Randomly Ordered

- i. What will Scarborough look like in 15 and 50 years?
- ii. What will be the role of Community Planning Boards in each sector of Scarborough (southeast, southwest, northeast, northwest)?
- iii. How can the Scarborough Waterfront become accessible to all residents?
- iv. What mix of transit technologies will serve Scarborough today and tomorrow?
- v. Which zones within Scarborough are suitable for new office space construction?
- vi. How should the new Development Permit System be adapted within Scarborough and where aside from Scarborough Centre should DPS be applied to?
- vii. How can the global relationships of Scarborough residents be leveraged to grow competitive companies? What types of workspaces do these economic communities require?
- viii. How should the City manage the redevelopment of individual residential properties throughout Scarborough? What does innocuous infill mean?
- ix. Which dormant parcels of land within Scarborough should be redeveloped next?
- x. How can the City of Toronto catalyze the construction of new-era industrial spaces? Where should new industrial investments be directed / clustered?
- xi. As Parks Canada prepares to open Rouge Park, what investments should the City of Toronto make in east Scarborough? What land use laws are needed?
- xii. Should the concept of “Precinct Planning” be popularized in Scarborough? Which precincts would figure most prominently in an all-District improvement plan?

Share your ideas for Scarborough renewal on social media, use the hashtag #renewScarboro.

## SOURCES

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Scarborough Waterfront Project - TRCA Presentation

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### EXCERPT

Quote from Jan Gehl

[www.asla.org/ContentDetail.aspx?id=31346](http://www.asla.org/ContentDetail.aspx?id=31346)

## **IMAGES**

City of Toronto with Scarborough in Red

- [http://upload.wikimedia.org/wikipedia/commons/5/5c/Scarborough\\_locator.png](http://upload.wikimedia.org/wikipedia/commons/5/5c/Scarborough_locator.png)

Scarborough Map – Green

- <http://www.garylok.com/search-toronto-neighbourhoods>

Scarborough Map – Grey

- <http://www.torontoneighbourhoods.net/neighbourhoods/scarborough>

East Scarborough Storefront – Sketch

- <http://www.towerrenewal.com/?p=1140>

Morningside Park

- [http://tributevideo.com/fslides/slides/photography/tribute\\_video\\_photography\\_slides08.jpg](http://tributevideo.com/fslides/slides/photography/tribute_video_photography_slides08.jpg)

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- <http://urbantoronto.ca/database/projects/centennial-college-library-and-academic-facility>

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- <http://www.harmonyvillage.ca/sheppard/masterplan.html>

Bendale Technical School - Land

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- [http://cdn.citylab.com/media/img/citylab/legacy/2014/05/05/EastsideTrail\\_after\\_Christopher%20T.%20Martin.jpg](http://cdn.citylab.com/media/img/citylab/legacy/2014/05/05/EastsideTrail_after_Christopher%20T.%20Martin.jpg)

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- <http://www.trca.on.ca/dotAsset/190029.jpg>

Scarborough Bluffs

- [http://www.ontariotrails.on.ca/assets/images/trails/gtregion/gtscarboroughbluffstrail/gtscarboroughbluffstrailmasthead/GTScarboroughBluffsTrail\\_1L.jpg](http://www.ontariotrails.on.ca/assets/images/trails/gtregion/gtscarboroughbluffstrail/gtscarboroughbluffstrailmasthead/GTScarboroughBluffsTrail_1L.jpg)

Official Plan – Land Use Map

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Cover

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**2014 Scarborough Community Renewal Campaign**

# **SUPPORTING ARTS AND CULTURE THROUGH PLACEMAKING**

**Arts and Culture in Scarborough Discussion Paper**

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Date: January 7<sup>th</sup>, 2015

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About the Author: [www.about.me/morgenpeers](http://www.about.me/morgenpeers)

## Framework for the Discussion Paper

This paper is divided into five sections, outlining the **What – Where – When – Why – How** of Arts and Culture in Scarborough. Questions for discussion are presented at the end, outlining potential areas for further growth and discussion in the community.

## Summary

In 2014 Scarborough's Rotary Clubs initiated a community renewal campaign. The intention was to catalyze civic participation and spur economic development within the district of Scarborough. This paper contributes toward those efforts by examining local arts and culture in the context of Scarborough's vast geography. Suggestions are made to organize creative communities within the district's four traditional sectors (southeast, southwest, northwest and northeast), as well as by time of day. The importance of a complex persona and adoptable brand are also emphasized. Overall, a 'placemaking' paradigm is promoted to overcome the inertia of suburban environments maladapted to the needs of growing arts and cultural communities. The adaptation of suburban neighbourhoods by arts and cultural practitioners is the precondition for broader renewal in a metropolitan area like Scarborough. In a homogenizing region, self-representation is essential.

## Introduction

The primary purpose of this discussion paper is to bring people from different professions and neighbourhoods into a common conversation, building on the example of the Town Hall events hosted by Scarborough's Rotary clubs during 2014. Its secondary purpose is to highlight the potential of placemaking and village-building activities as outlets for leadership by artists and cultural practitioners. Overall, this paper is intended to serve as a catalyst for existing and nascent conversations about "borough-building" already occurring within Scarborough and other Toronto districts.

This document will be disseminated through the Scarborough Community Renewal Campaign initiated by the Rotary Clubs in Scarborough, as well as through social media and in print at key locations throughout the district. Administrators and leaders in the area are encouraged to share Scarborough Discussion Papers with their networks and clients. Scarborough's communities have reached a critical point in their development and together we are moving into a new stage of metropolitan cooperation and leadership. Scarborough's future role is being shaped now. Diverse participation is now essential.

As renewal and improvement programmes unfold throughout 2015 and 2016, there will be multiple opportunities to gather and ask big questions about local futures, to investigate causes of economic and cultural under-performance, and to collectively map out ways of surmounting long-standing challenges. A "Scarborough Summit" is one way of bringing together residents, professionals and investors across Scarborough. Such events will only be successful if interest communities and localities have already begun to identify their own opportunities for improvement. In this paper, "Place" is proposed as a holistic lens through which various agendas can be pursued. In practice, this means planning for the clustering of activities in strategic locations, creating great built form such as a visual and performance arts centre, greatly enhancing environmental design, as well as reimagining high-traffic areas such as intersections to support cultural happenings.



The Cultural Hotspots project led by the City of Toronto is a strategic leap forward in building a cohesive cultural brand throughout Scarborough. It has demonstrated that themed networks of spaces render local places more accessible to outsiders and makes event information easier to discover. Building on this project's emphasis on place, this paper will define key terms and offer 'ways of seeing' that can assist the community in its transition from a district defined externally by its needs, in to one known for creatively supporting suburban arts and culture and creative neighbourhood planning.

Of course, it is our artistic communities that offer the most visceral ways of seeing ourselves and the paths of development now open to us. In this time of change and fresh commitments, it is essential we do not simply plan for more prosperous arts and culture communities. Arts and culture should be viewed as the means by which we come to terms with profound local changes, and the vehicle by which we attain rough consensus about the borough we're all building, piece by piece, and place by place.

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ARTICLE

The Questions All Creative Placemakers Should Ask, [NextCity.org](http://NextCity.org)

## Who has Scarborough Roots?

Mike Myers, Kardinal Offishall, Lawrence Gowan, Monika Schnarre, Barenaked Ladies, Dwayne Morgan, Marilyn Denis, Debra McGrath, Jim Carrey, Fefe Dobson, Craig Kielburger, Doris McCarthy, Alexander Muir, Eric McCormack, Maestro Fresh-Wes, Deborah Cox, Vicky Sunohara, Jamaal Magloire, Cindy Nicholas, Rick Middleton, Ben Heppner, Gordon Deval, Peter Appleyard, Judie Oliver, Orlando Franklin, Anson Carter, Dwayne De Rosario, Jonathan De Guzman, Mike Ricci, Rick Tocchet, Ron Tugnutt, Paul Tracy, George Kottaras, Gerry Dee, Andy Donato, Carole Pope, Slaughter, Saukrates, Choclair, Kathryn Greenwood, Pete Lesperance, Ellen Wong, Holly Horton, Steve Kouleas, Tim Young, Bob McKenzie, John Prakash, Matt Duff, Des McAnuff, ... and the list will go on and on



NextCity.org | Re-imagining RibFest



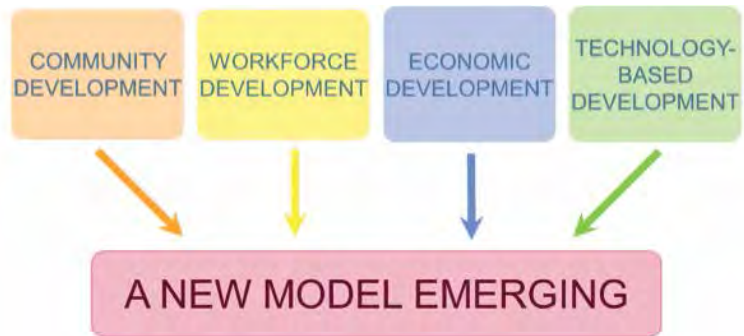
Permaculturenews.org | Re-considering Parks & Recreation

## “Arts and Culture are the Generators of New Identities & Renewed Economies” A New Model for Public-Private-Philanthropic Engagement

To broaden economic opportunity for a city’s residents, we need to re-establish each individual’s sense of belonging and their ability to believe in possibility. These need to happen simultaneously on several scales – the city block, the neighborhood, the community, the region, the world.

Traditional organizational hierarchy and positions/titles are often ignored – or tapped only when beneficial to solving the challenge. In many places, technology is allowing us to open up the ability to participate. In others, the lack of technology, or funding, is spurring innovation.

The organic nature of the collective problem solving in the emerging model helps break down the old verticals by focusing initial efforts on outcomes. The old model starts with the institution or organization asking: what tools do we have ready to employ? The old model also asks: what are the impacts of these changes on our organization or existing power/wealth? The new model dismisses these questions outright. It isn’t about us.



During the disruption of the transition period, embracing change means some difficult decisions are made. It also means less top-down and formally directed programs, which seems antithetical to how government, philanthropic, corporate or institutional funding works. Funders need to learn to trust the chaos in the system as the new mindset unfolds based on more adaptive, more dynamic, more complex integration of uncontrolled parts (each solving its own problems).

If we’re starting from a vision of what we want in the long term, rather than what is possible given our current menu of programs and tools; focused on solving the problem; open to including everyone and anyone sharing the vision but not wedded too tightly to a single approach; and helping everyone involved to remember it isn’t about us (or organizations or positions), then we’ll be moving in the right direction to answer that challenge of creating economic opportunity for all.

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Source: cityminded.org

## Diverse Funders are Converging on Placemaking

To broaden economic opportunity for a city’s residents, we need to re-establish each individual’s sense of belonging and their ability to believe in possibility. These need to happen simultaneously on several scales – the city block, the neighborhood, the community, the region, the world.

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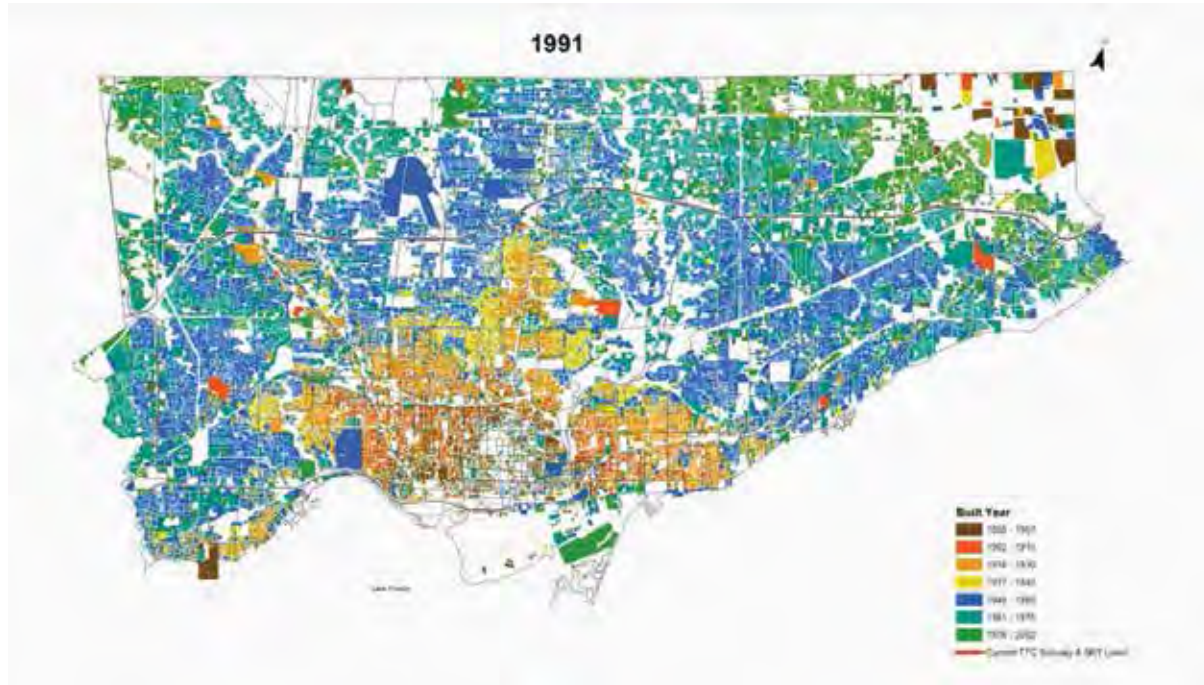
Source: Project for Public Spaces



The  
**Rotary**  
Clubs in Scarborough



Arts & Culture in  
Scarborough  
Discussion Paper



**Structures of Toronto by Age** (Torontotransforms.com)



**Neighbourhood Areas** (Instarentals.ca)



**Southern York County**, Scarborough at Bottom-Left  
City of Toronto Archives



## Scarborough Community Renewal Campaign

The Rotary-led campaign to promote community and economic renewal in Scarborough led to a diversity of insights about the state of arts and cultural activity. Below is a listing of suggestions made by residents, followed by a What-Where-When-Why-How analysis. This discussion paper concludes with recommendations for further discussion by Scarborough's great diversity of actors and investors.

### SUGGESTIONS BY RESIDENTS (at 2014 Town Halls)

This list was compiled during Town Hall events hosted by the Rotary clubs in Scarborough during 2014. Ideas for local improvement are surfacing all the time. To share your ideas, please go to [this spreadsheet](#), view entries and add your own.

Arts and Culture days in the parks

Launch a seniors musical/instrument exchange program

Support theatre performances in parks

An Arts centre for Scarborough

Host an Arts and Culture convention

Annual Scarborough Mutli-Cutural event ("Scarborough Fair")

Taste Scarborough! Event / "PASSPORT"

Maintain the Cultural Hotspots program

Pursue construction of the McCowan Span, "The Span"

Facilitate better cross-promotion of events

Easy access to Arts volunteering for youths

Focused reach out to "Scarborough Arts & Culture" patrons

Increase spaces for community garden development / use

Support pedestrian-friendly areas and business pockets, seed cultural activity

Host an Art Expo

Host a Scarborough Philharmonic event outdoors in a great setting

Support planned out "Block Parties" in each area of Scarborough



## WHAT

### Scarborough Now

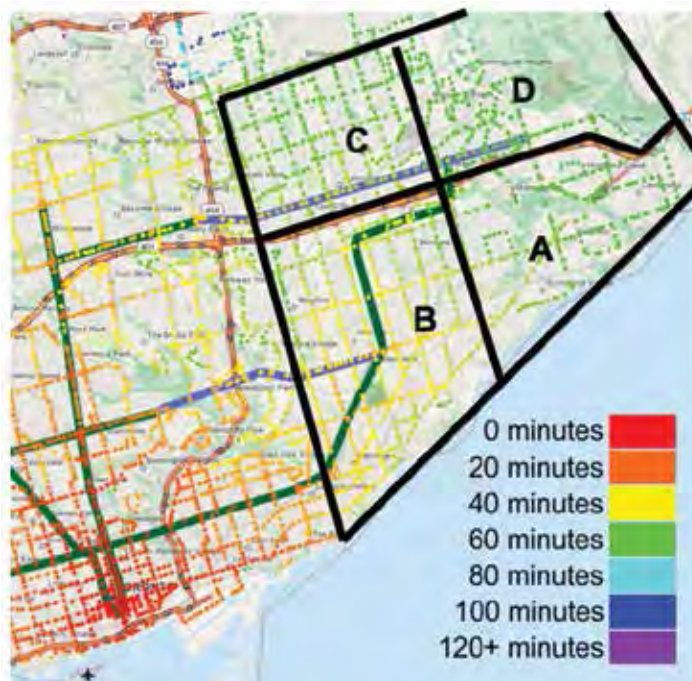
Internally, the amalgamated City of Toronto divides into four Districts: Central (Downtown / East York / Leaside), North (North York / Weston), West (Etobicoke / York) and East (Scarborough). The entire city measures 640km<sup>2</sup> with an estimated population of 2,700,000. Scarborough measures 187.70km<sup>2</sup>, or 29.7% of City area. Its population is currently 625,698 (24% of Toronto) making it larger than the city of Halifax, the Province of Newfoundland and Labrador, or the combined populations of Kitchener, Cambridge and Waterloo. Scarborough has a labour force of 295,540 (21%). Average household income is \$72,394 per year (Toronto \$87,038). Average income for males, \$35,749 (Toronto: \$52,716). Average income for females, \$29,018 (Toronto: \$37,015). 59% of residents were born outside Canada (Toronto: 51%). Home ownership is higher in Scarborough (66.2%) versus Toronto (54.6%). 51% of residents live in houses (Toronto: 37.6%). There are 2.92 persons per household with 20.7% of dwellings occupied by one person only (Toronto: 31.6%). Scarborough is home to 27% of all children (<25 years). The top languages in Scarborough area: English, Tamil, Cantonese, Chinese, Tagalog, Mandarin, Urdu, Gujarati, Bengali and Greek.<sup>i</sup>

Scarborough has been a place for newcomers seeking some distance from central Toronto and an abundance of nature, since the late 1700s. As an agricultural Township, Scarborough was amongst the most productive in Canada.

The Township's early ways of organizing itself provides clues about coordinating activities across such a vast territory. The Township remained largely agricultural until the Depression era. After 1935 Scarborough became a national centre for industrial manufacturing and assembly, a role it lost with the globalisation of markets, beginning in the 1970s. Though manufacturing activities steadily decreased, many other industrial operations continued to locate in the City of Scarborough.

Unfortunately, since the 1980s, Scarborough has been characterized primarily as a place of "residents with low incomes, many of whom face physical and mental health challenges, as well as greater numbers of newcomers".<sup>ii</sup> Eight of the City's 30 Neighbourhood Improvement Areas (formerly: Priority Neighbourhoods) are located in Scarborough. In 2005, 67% of Scarborough's population was visible minority, compared to 47% for Toronto.<sup>iii</sup> Though Scarborough has experienced significant declines in job creation and household wealth since the 1970s, its emergence today as the newcomer's first choice is leading to strategic advantages in cultural production, language and commerce, education, medicine and housing.

**How can arts and cultural economies support the gradual renewal of physical and social conditions in Toronto's largest "inner suburb"?**



**The Four Sectors of Scarborough (Ming's Coding Blog)**  
<http://my2iu.blogspot.ca>

### Base map shows average travel times to downtown from Toronto neighbourhoods

## Arts

Arts are creative activities that i) produce special objects, for example baskets, paintings, sculptures or ii) coordinate dramatic social experiences, for example theatre, films, exhibits, and music. In Scarborough, the spaces where art is made or shared are spread out across sectors A, B, C and D. iv There are many different spaces within each sector, from individual recreation rooms and garages, to cultural centers and borough venues, for example the Chinese Cultural Centre of Greater Toronto. Each type of space at each scale plays an important role in the development of local arts and cultural industries. Access to small, informal spaces where production and practicing occurs is often dependent on local relationships and trust, hence the need to actively bridge newcomers of all types into social circles across all four sectors.

## Culture

The term “culture” represents all open, local events that gather residents together for non- political purposes. Culture is a function of a place’s frequency and diversity of social gatherings.

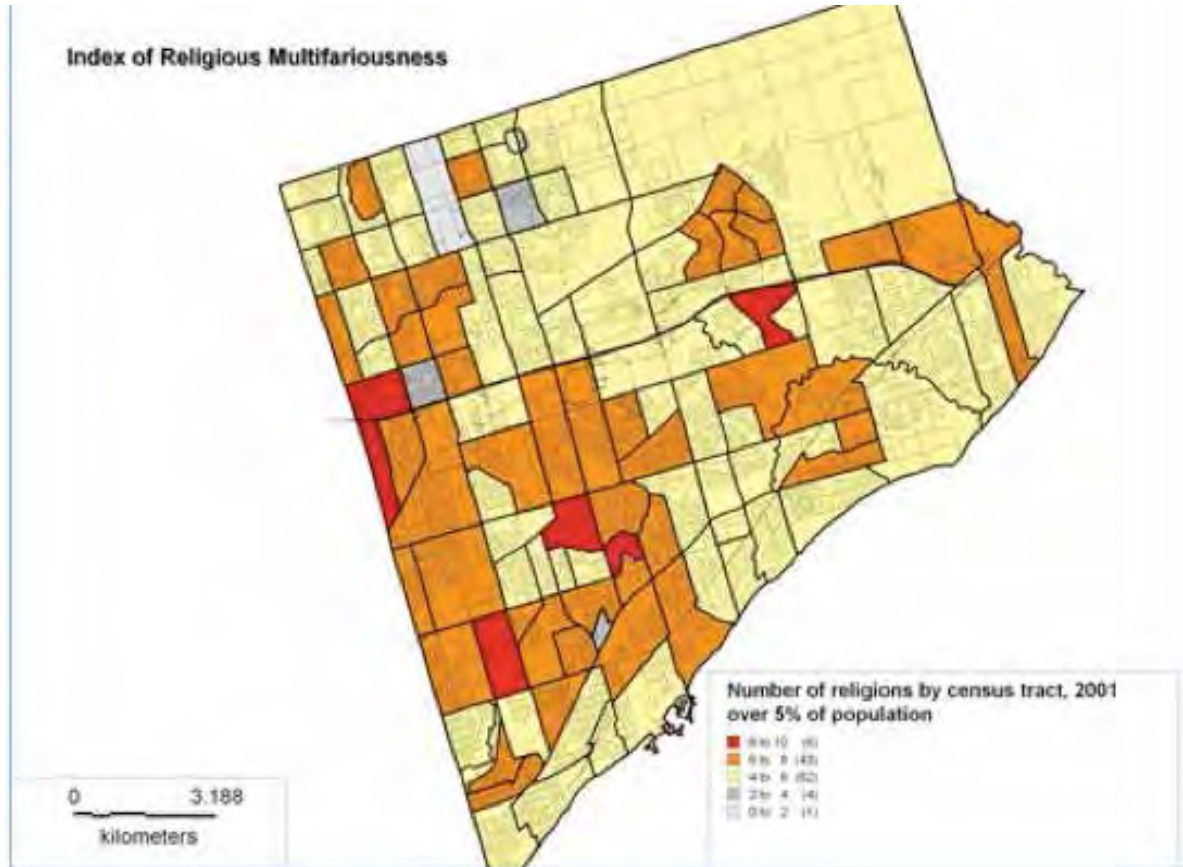
Traditionally, the culture sector has been recognized for its multi-faceted role in contributing to individual and community development, social cohesion, and quality of life; however, in recent decades there has been growing understanding and examination of the substantial economic contributions of arts and culture industries and of their central role in the creative economy.

Source: Valuing Culture, Conference Board of Canada

**Table 1.** Industries in arts cluster:

NAICS code	Industry
453920	Art dealers
512110	Motion picture and video production
512191	Teleproduction and other postproduction services
512199	Other motion picture and video industries
512210	Record production
512220	Integrated record production/ distribution
512230	Music publishers
512240	Sound recording studios
541310	Architectural services
541320	Landscape architectural services
541410	Interior design services
541420	Industrial design services
541430	Graphic design services
541490	Other specialised design services
541922	Commercial photography
611610	Fine arts schools
711110	Theater companies and dinner theaters
711120	Dance companies
711130	Musical groups and artists
711190	Other performing arts companies
711510	Independent artists, writers, and performers
712110	Museums

Source: 2010 US Census Bureau, North American Industrial Classification System.



**Integrative Multiplicities through Suburban Realities** (CERIS)

## Early Days of Scarborough Township

Elizabeth Simcoe reportedly named Scarborough when sailing by with her husband, John Graves Simcoe, then serving as first Lieutenant Governor of Upper Canada. Throughout Mrs. Simcoe's journeying she painted local landscapes, though none specifically of Scarborough. Very soon after Toronto's founding (in 1796) the Thomson family moved to Scarborough, with dozens of families and loyalist farmers following soon after. By Scarborough's centennial year (1896), the township was well populated, then possessing three brass bands and one mouth organ band in Malvern. Also common in the early township were: plough matches, curling and hockey, rifle shooting, soccer, lawn tennis, and most notably, checkers. Games provided encounter for diverse ethnicities.

Then as now, houses, taverns and outdoor grounds played a major role in providing gaming and gathering space for amusement and friendly competition. Recreation and artistic endeavours continued to be pursued in Scarborough in the years after 1900, especially painting. Scarborough slowly became home to artists, philosophers and retired civil servants seeking an inspiring, pristine setting near Lake Ontario. In 1932 supports for the arts turned a corner, as Rose Breithaupt Hewetson purchased the first plots of land eventually known as the Guild Inn. Here, Rose and her husband started the Guild of All Arts and created an artists estate on their land. The creation and maintenance of the Guild area has furthered Scarborough's reputation as "a home for fine arts, and a fine home for artists". In 1978 Arts Scarborough was created to bring artists to the community, and communities to the arts. These organizations and other local advocacy groups helped maintain support for arts in Scarborough as historical shifts occurred in local government, immigration policy, and youth participation in arts between 1970 – 2000.



## 1980s

In 1983, Scarborough went from being a Borough within "Metro" to a full-fledged City. In that same year a report was prepared by Scarborough staff titled "An Arts Policy for Scarborough". A number of its recommendations were acted upon but many goals are still outstanding.

### Arts Policy for Scarborough (1983)

The 1983 document listed "Principal Priorities", several which should guide this generation's near future actions and long-term investments. New efforts can be made to import art and cultural assets held by central Toronto and regional institutions. Hosting locally-coordinated large-scale events and traveling exhibits will require at least one full-scale arts and cultural centre for Scarborough with capacity for a few thousand people. This is a long sought after goal. Investment in an all-District, regionally influential venue needs to concurrently contribute to a comprehensive grid of facilities for small- and medium-scale arts production and cultural exchange. Regardless of venue size or type, deliberate efforts need to be made to make local facilities and establishments physically accessible to all. Accomplishing these major and minor goals will require the same level of Developmental Planning called for in the 1983 report. In all of this, audience development remains central to the wide-ranging interests of local arts and culture-making communities. How best to cross-promote newly released products or local events should be a focus of future discussions.

#### A SUMMARY OF OUTSTANDING NEEDS

##### Small Supports Needed

- Local access to the full range of artist supplies
- Accessible studio spaces, various sizes
- Locally accessible exhibition space in each sector
- Celebrated spaces for the advancement of visual arts, such as graffiti muraling

##### Medium Supports Needed

- Themed network of facilities supporting the complete range of arts production
- Better infrastructure in key parks and public spaces for public events and festivals
- Flexible, playful District branding employable by arts and culture communities
- Public listing of all rentable venues for musical performance and art exhibition

##### Large Supports Needed

- Full-scale Arts and Cultural Centre / Hubs
- Arts and Cultural Development Plan
- Coherent, globally recognizable branding for Scarborough [District]
- Launch Scarborough-wide 'Passport' Scarborough Food Festival w/ Culture
- Support Emergence of Block Parties, Neighbourhood Arts & Culture

**Many additional needs are not listed here. The intent of this list is to provide a framework for discussing the scale of supports that communities require (small, medium, large), and to promote this framework in future planning meetings.**

## Introducing the Creative Economy

Toronto is home to Professor Richard Florida, popularizer of the term “creative economy”. The term refers to the socio-economic potential of activities that trade with creativity, knowledge and information. Governments and creative sectors across the world are increasingly recognizing its importance as a generator of jobs, wealth and cultural engagement. At the heart of the creative economy are the cultural and creative industries that lie at the crossroads of arts, culture, business and technology. What unifies these activities is the fact that they all trade with creative assets in the form of intellectual property (IP); the framework through which creativity translates into economic value.

The UK’s definition of the creative industries - ‘those industries that are based on individual creativity, skill and talent with the potential to create wealth and jobs through developing intellectual property’ - includes thirteen sectors: advertising, architecture, the art and antiques market, crafts, design, designer fashion, film, interactive leisure software (i.e. video games), music, the performing arts, publishing, software, and television and radio.

UNCTAD’s 2008 report Creative Economy suggested a more inclusive definition which brought this term into popular use and recognised the wider societal impact: ‘the interface between creativity, culture, economics and technology as expressed in the ability to create and circulate intellectual capital, with the potential to generate income, jobs and export earnings while at the same time promoting social inclusion, cultural diversity and human development.

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Source: What are Creative Industries and Creative Economy, British Council

## Old & New Arts

To advance traditional and new (often-times digital) arts in Scarborough, investments should be clustered in areas where multiple artistic and cultural communities regularly intersect (e.g. Town Centre, Kennedy Station area, Agincourt, Warden Station). After addressing pressing logistical needs in each area of the district, focus should also be given to the needs of globally mobile professionals in arts and cultural sectors. As in the past, art professionals and cultural leaders seek out residences in the quieter areas of Greater Toronto. Rose Hewetson realized this, and her actions led to a profound legacy in south central Scarborough. Building on the rich local history of folk and fine arts in Scarborough, it is time to update legacy buildings and construct new spaces in support of a wider-serving, more energetic, and more ambitious arts and cultural community. Scarborough offers arts professions an alternative brand not associated with internationalism and high culture (‘downtown’), but with multiculturalism, nature, unconventional viewpoints, hybrid expression, inventiveness, and suburban living.

## Sports and Recreation

Athletics, exercising and gaming are pursued by people of all ages, forming local subcultures and acting as an undercurrent to local life. Enthusiasm for competitive and health-promoting activities is a large social and economic part of Scarborough culture, but too often sport and recreational clubs are excluded from discussions about “arts and culture”. Cultural events are often presented as an outcrop of artistic endeavours, when in fact many cultural activities are not based on arts, sport or ethnic traditions at all, but on collective, subcultural interests that are recreational in nature, such as chess, sewing, fantasy card trading, BMX bicycle riding or skateboarding, video games and comic books, automobile restoration, remote controlled car or drone racing, or community agriculture.

# The Rotary Clubs in Scarborough



## Arts & Culture in Scarborough Discussion Paper



Athletic and recreational activities require formal and informal spaces for group gathering. By mapping out where certain activities have higher participation levels, we can begin to prioritize government re-investments and private philanthropy throughout each of the district's major sectors and neighbourhoods.

### Low-energy Lifestyles

The term "low-energy" is used to replace other terms like "senior", "aged" or "handicapped". It makes reference to all members of the community who through age or otherwise, tend to live within their own locality, and if journeying within Scarborough or Greater Toronto do so by transit, bicycle or foot. People that identify with this category of resident depend heavily on even, well-maintained pathways to access nearby facilities, such as cafes, local restaurants, seniors hubs, fitness centres or health facilities. For this section of the local population access to - and participation in - cultural events is only possible when projects and exhibitions are brought nearby and scaled down to allow engagement by small groups of people.

## WHERE

### The Geographies of Arts and Culture

As with any industry cluster, the chain of arts and cultural activities divides into 8 or more 'geographies'. By breaking arts and culture into its multiple economic and social functions it becomes easier for residents and investors to identify geographic clusters and propose strategic investments.

The 8 suggested geographies of the arts and cultural industries in Scarborough are: **Experimentation, Learning, Training, Production, Administration, Governance, Consumption, Promotion** | **Additional geographies: Incubation, Preservation**

To call Scarborough a suburb is to lay emphasis on its proximity to central Toronto. But to call it 'suburban' is to place emphasis on its physical design. It has a spread out, Township-style distribution of facilities (such as studios and churches) and public amenities like parks, grandstands, and festival areas. This means that of equal importance are Scarborough's affordable housing areas, home to many art and cultural producers and administrators who utilize their private spaces to practice and play host to other artists and performers. Houses and apartments are the informal supports that grow the creative economy in Scarborough. Effective analysis of the community needs to be non-institutional in nature, acknowledging the formal and informal spaces and social networks that makeup the suburban district and provide it with regional and global competitive advantages and connectedness.

### Existing Events and Activities and Supporting Spaces

Compiling a list of existing arts and cultural activities and spaces is a momentous task, requiring substantial effort by many minds. Since the aim of this paper is to illustrate and frame the existing and future conditions of Scarborough, an exhaustive list was not attempted. Instead, an online, editable Google spreadsheet was created for anyone to contribute to. No sign-in is required. The list will be maintained and available for edit throughout 2015.





## Cursory list of arts and cultural activities and spaces in Scarborough, Ontario:

- Bridging Festival, Scarborough Festival for Arts and Culture, International Jazz Festival, Scarborough Film Festival, Scarborough Jazz Festival, Cultural Hotspots, Taste of Lawrence, Loaded Dog (Weekends), Café chez Hélène, #SeniorWriters, CCCofGT Interest Classes, CMC Asian Food & Cultural Festival, Cathedral Bluffs Symphony Orchestra performances, Scarborough Philharmonic Orchestra performances, Scarborough Arts programming, Dance Fusion special programming, Toronto Dance Industry special programming, Harmony Club (Social Dinner & Dance Club), Wexford Collegiate special programming, Cedar Ridge Creative Centre (gallery & programming), Art Guild of Scarborough - art showings, Mural Routes, EAST (Music, Spoken Word, Film, Photography), Ontario Academy of Fine Arts programming, Mural Routes community programming, Scarborough Museum events, Scarborough Archives open community events, Scarborough Bluffs Music, Scarborough Town Centre public art programming and special events, Manifesto festival - Scarborough partnerships and programming, Artsideout, Surfing at the Scarborough Bluffs, Cultural happenings at the Bluffs, Birkdale Art in the Park, Bach's Children's Chorus, Dorset Park Hub, East Scarborough Storefront, Scarborough Film Festival, Doris McCarthy Gallery, Guild Inn, Access Alliance (via AccessPoint), Birchmount Bluffs Neighbourhood Centre, Malvern Family Resource Centre, Agincourt Community Services Association, Momiji, RH King Academy, Jing Yin Chinese Buddhist Temple, Islamic Foundation of Toronto, Scarborough Walk of Fame at Scarborough Town Centre - honouring Scarborough residents' high achievements, Scarborough Bluffs Gallery, New Conservatory of Music in Scarborough - recitals, competitions, Scarborough Village theatre, Rotary Multi-Cultural Festival, Rotary Ribfest [Link: View & Add to List](#)

## WHEN

Discussions about arts and culture often focus on the subject, for example "painting" or "theatre". The next thing that administrators, practitioners and funders focus on is geography, i.e. where are the activities located and do they fall into special investment or policy zones? Less attention is given to the timing of events, though many of the arts we enjoy or outings we participate in are determined by monthly and annual cycles. In order to uplift our communities and foster greater participation in arts and cultural communities, attention must be given to the timing of events and projects in each sector of Scarborough. Reasons for this are many, including the basic need to traverse great distances. By better coordinating within and between the sectors we can help ensure higher weekly, monthly and seasonal participation rates in the programmes and projects that make Scarborough unique.

## Pillars of time-based coordination within industries:

Seasons - Times of Day - Points in the Week or Month – Sectors of the City District

**Example of a time-based coordination matrix for Scarborough District:**

	Morn				Altern.				Even.				Night			
Fall																
Winter																
Spring																
Summer																
	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D



## WHY

As we discuss Scarborough's potential, many questions arise about the simplified past and uncertain future of local arts and culture. In order to progress and build a more creative district we need to confront long-standing and newly-surfacing "Why" questions. Several of these are given below to support public discussion in community and Web-based forums like Twitter.

### Questions

- Why does Scarborough not possess a major public performance centre?
- Why are local, provincial and international collections not exhibited in Scarborough?
- Why do youth arts and hip hop communities not receive prominent space to create?
- Why are local schools not actively opened up to arts groups and incubation?
- Why are local artists unable to freely display artwork in local bus shelters?
- **Other questions to support local and district-wide renewal? #renewScarboro**

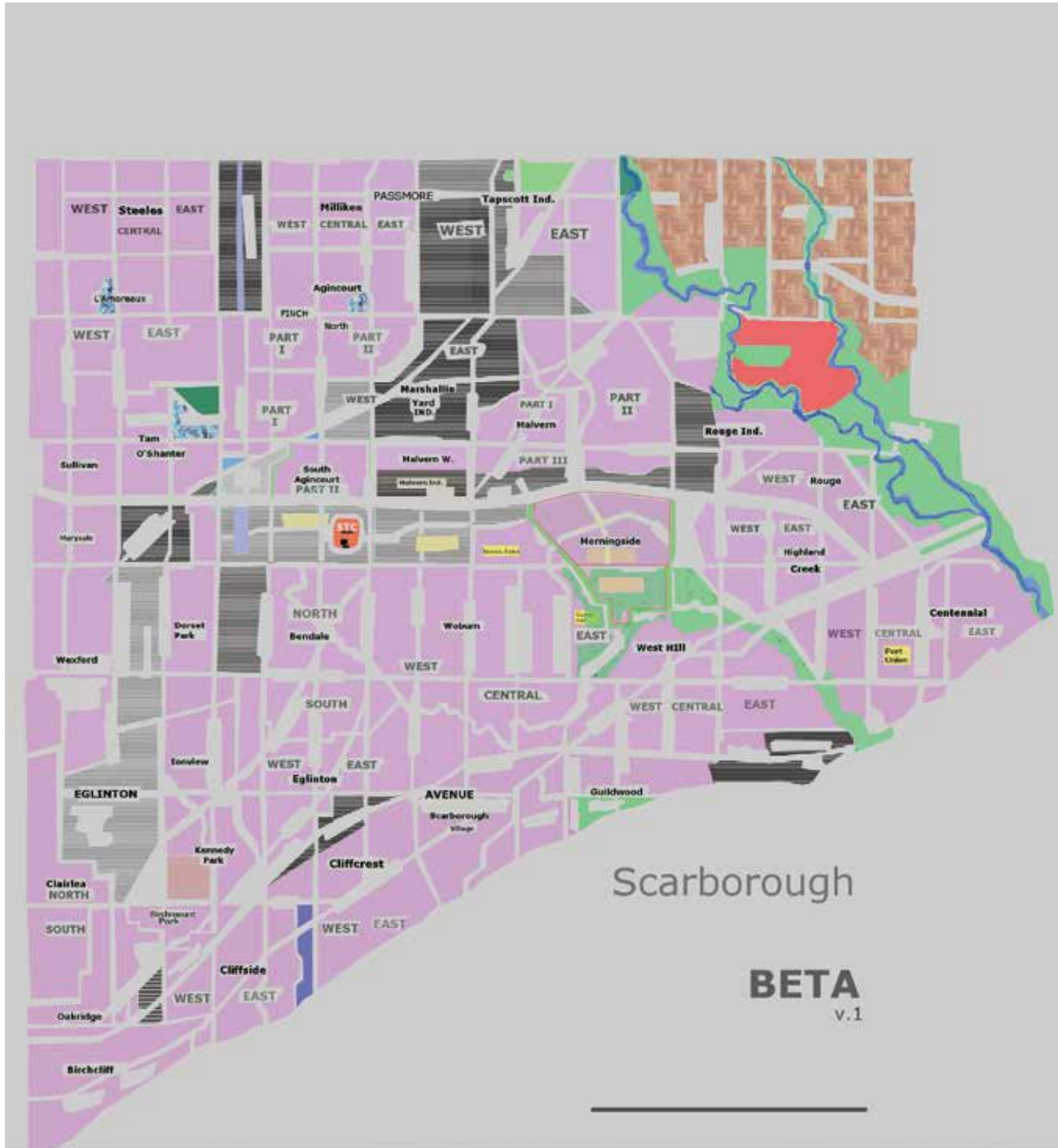
## Context for Renewal and Re-investment

The thrust of convergent market and social trends is 'localism', which includes the development of genuine, human-scaled villages and spaces that support planned and spontaneous interactions amongst residents and visitors. People want to live and work in 'places'. Adapting to this trend in Scarborough will require a re-assessment of environmental, architectural and planning standards normalized in the past or now promoted by the amalgamated City of Toronto. In order to renew our district and support prosperous arts and culture scenes, Scarborough needs to facilitate private and public placemaking efforts that celebrate and pioneer suburban design solutions, rather than adopt downtown-type designs that disregard our existing assets and historical environments. Local artists and cultural practitioners must be involved in this generational redesigning – they unlock 'future-logic'.

# The Rotary Clubs in Scarborough



# Arts & Culture in Scarborough Discussion Paper



Scarborough Map Project (@mapscarboro)  
Scarboro Beta Map Version One



## What is Placemaking?

Placemaking is a quiet movement that reimagines public spaces as the heart of every community, in every city. It's a transformative approach that inspires people to create and improve their public places. Placemaking strengthens the connection between people and the places they share.

Placemaking is how we collectively shape our public realm to maximize shared value. Rooted in community-based participation, Placemaking involves the planning, design, management and programming of public spaces. More than just creating better urban design of public spaces, Placemaking facilitates creative patterns of activities and connections (cultural, economic, social, ecological) that define a place and support its ongoing evolution. Placemaking is how people are more collectively and intentionally shaping our world, and our future on this planet.

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What is Placemaking?, Project for Public Spaces

[A] comprehension of arts clusters requires specificity and particular attention to the uniqueness of the type of art and place itself. Targeted local development may be the most important means by which to support the arts, rather than broader federal, state or regional efforts. Distinctions between arts clusters occur at localized level and thus ought to be supported as such.

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Why Cities Can't Afford to Lose Their Artists, CityLab

## The Role of New Suburban Design

Fundamentally, New Suburbanism takes as its premise that the solution to the problems of sprawl lies not in trying to force people into ever denser cities, but in improving on the existing suburban or exurban reality. In historic terms, we may consider the amenity-limited traditional housing tract, the formula mall and even strip centers as a stage in suburban development from which we are now—slowly but inexorably—passing, in some measure due to pointed critiques by new urbanists. New Suburbanism looks to the next stage of suburban development, where often ignored values of community, family and nature are being reasserted. It is as if suburbia is moving from its rough "Deadwood" phase to a more hospitable form. (p.2)

This is the essence of what we define as "New Suburbanism." We see New Suburbanism as a practical and beneficial way to address fundamental issues facing suburbia and support the nurturing and development of semiautonomous villages throughout the expanding periphery. In promoting the village concept, we share some common objectives with the new urbanists, notably the importance of public and open spaces as well as cultivating community. Yet at the same time we adopt what we see as a more flexible and practical design and policy agenda—one that we believe can be effectively implemented in suburban communities. (p.1)

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The New Suburbanism, Joel Kotkin/The Planning Center, 2005



**McCowan & Ellesmere** (North Bendale Community Association)





## HOW

As we continue to ask important what, where, when and why questions about arts and culture in Scarborough - we need to focus on the ways and means, strategies and tactics that will bring generational renewal to our local communities and creative sectors. How!?

### Questions

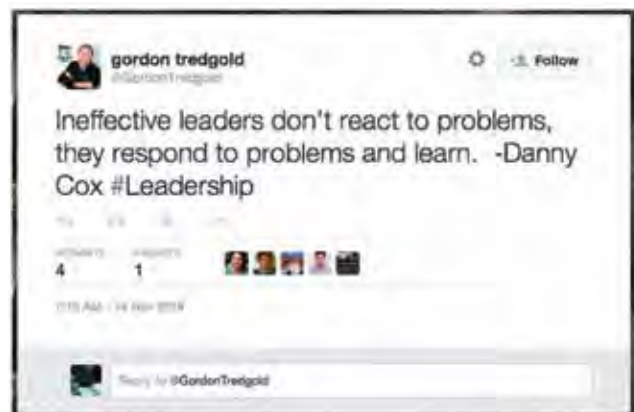
- How can the arts and cultural sectors contribute to widespread community renewal?
- How can we plan and build profitable arts and cultural centres?
- How can we leverage the multiplicity of culture to build a novel ecosystem of services?
- How does the promotion of 'Scarborough Villages' foster creative activities?
- How can redeveloped transit stations serve as vital centres of arts & culture?
- How can food and agricultural spaces reinforce an arts and culture agenda?
- How can Scarborough play a stronger role in film & television?
- How can high traffic areas throughout the district be used for local promotion?
- How do we plan for each sector of Scarborough while building a better District?
- Other questions to support local and district-wide renewal? #renewScarboro

### Responses

Our collective responses to these questions in the following years will shape our physical communities and our economy for years to come. To renew local arts and culture and become influential regionally and globally, we must cease reacting. It is time Scarborough responds.

### Outstanding Needs

What steps should be taken to build consensus and roadmaps for local arts and culture?





## Regional Conditions (Current & Projected)

In its current state, Toronto is sorting out into 3 cities, with Scarborough taking the biggest hits. Average incomes are falling most rapidly in Scarborough while the district continues to be the premier landing pad for new Canadians. Many actions need to be taken in order to boost local income levels and turn poverty-related challenges into opportunities. Harnessing the youth of arts and culture needs to be a major part of Scarborough's renewal strategy.

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The Three Cities Within Toronto, David Hulchanski  
Mapping the Megacity, Liam McGuire

## Zones of Action

Our areas of strategy are sectors A, B, C and D, our neighbourhoods, villages and wards.

## Realms of Strategy

As we work together to create an Arts and Cultural Plan for Scarborough, multiple strategies and types of tactics will be needed. The geographies of arts and culture offer a good starting point for imagining areas of leadership and collaboration. The 8 areas of strategizing are: **Experimentation, Learning, Training, Production, Administration, Governance, Consumption, and Promotion, and possibly: Incubation and Preservation.**

## Building Inclusive and Energizing Conversations

To effect change, our arts and culture conversations need to connect with regional discussions about economics, transit planning, neighbourhood design and skills development.

## Planning Local Places for a Globalized Future

Like almost every township, Scarborough emerged and persists due to a network of villages. Arts and culture have a strong role to play in reimagining and redesigning our major nodes.



## Developing a Trusted and Profitable Brand for the District of Scarborough

Every prosperous locality possesses its own stylized name and sometimes a logo. If Scarborough residents and organizations aspire to greatness within a highly competitive region, Toronto's eastern district will need to recover and reimagine its brand within the context of [the City of] Toronto. Arts and culture are the generators of local imagery, which industry and commerce then harnesses to attract investments, new employees and better amenities. How can Scarborough's artists be encouraged to experiment with ways of representing the district? More importantly, what role do the visual arts play in overturning long-standing, externally maintained conceptions of the borough? How can mainstream society harness radical representations of Scarborough to surmount "need-based narratives" and forge a common, future-oriented identity that embraces our new global character? What will Scarborough be known for in Atlanta or Mumbai? What images are we projecting? What are Scarborough's emerging economic and cultural advantages, and how might we express our specializations using traditional and new arts and cultural practices?

Today, as design becomes less and less about producing artifacts and more about strategic direction, conceiving experiences and authoring content, the role of the designer as a vital force in society is thrown into sharper focus than ever before. Be it socially or politically, locally or globally, for commerce or altruism, in shouts or in whispers, we have the means to make a difference. How and in what ways do we we effect change?

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Graphic Design / Graphic Dissent, Matthew Soar, 2002



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The Brooklyn Brand Goes Global, NYT





**Scarborough is entering a new period of cultural growth and artistic expression. What are the key questions we should be asking one another and fellow Torontonians in the time ahead?**

## SUGGESTIONS

1. Who are Scarborough's main institutional actors and what new kinds of arts-based collaborations should be encouraged amongst them? How can these sponsored activities catalyze an open programme that re-purposes networks of public spaces?
2. What major cultural institutions are presently seeking to establish a Toronto-area presence and what are their spatial requirements? Can we attract several globally-linked groups prepared to help anchor a new or renovated building in Scarborough?
3. By anticipating an influx of foreign Venture Capitalists to Canada, Scarborough can negotiate space for persons with clear objectives in the arts and cultural sectors.
4. What if Scarborough provided artist residencies for locals and foreigners requiring high volumes of indoor space, i.e. temporarily inhabitable industrial quarters?
5. What types of expression are locally cherished within Scarborough? What intersections serve as geographic anchors for specific arts and cultural communities?
6. How do we unequivocally solve the problem of event information dissemination?
7. How can Scarborough incorporate its wildly diverse arts and cultural practices into a recognizable brand? How do we build up consensus about branding?
8. What supports do Scarborough's burgeoning fashion and theatre sectors require?
9. How can traditional board game and video game cultures be better supported and leveraged for economic development - to the benefit of the supporting communities?
10. How can renewal of the Scarborough waterfront serve the numerous interests of artists, performers and those seeking to host ticketed gatherings? Is a Scarborough Path the answer? Will the Scarborough waterfront restaurant and entertainment venues be a catalyst?

## SUGGESTED READING

The Rebranding of City Places: An International Comparative Investigation  
Bennett and Savani, International Public Management Review, Vol 4, No 2 (2003)

Reimagining the Suburbs: An investigation of a placemaking strategy in a deindustrializing city  
Michelle Mansfield, Asia Pacific Journal of Arts and Cultural Management, Vol 3, No 2 (2005)



## Citations

- i Community Statistics: 2011 Scarborough Community Council Area Census & NHS Profiles, City of Toronto, 2011
- ii Toronto's Inner Suburbs: Investing in Social Infrastructure in Scarborough (Cowen/Parlette, University of Toronto)
- iii City of Toronto Community Council Area National Household Survey Profile, 2011
- iv Sectors A, B, C & D: southeast, southwest, northwest, northeast, Centre: Markham/Ellesmere

## AUTHOR'S NOTE:

Sincere thanks to all residents and administrators who took time to speak with the author, relay their concerns, and share their ideas for bolstering public support for arts and cultural programming in our communities. In 2015 and 2016 there will be significant opportunities to gather and share ideas for "future Scarborough". The author hopes these community events will provide residents with opportunities to take ownership over their ideas and locate the assistance they require to move from discussions to actions.