ONTARIO PLANNERS: VISION · LEADERSHIP · GREAT COMMUNITIES

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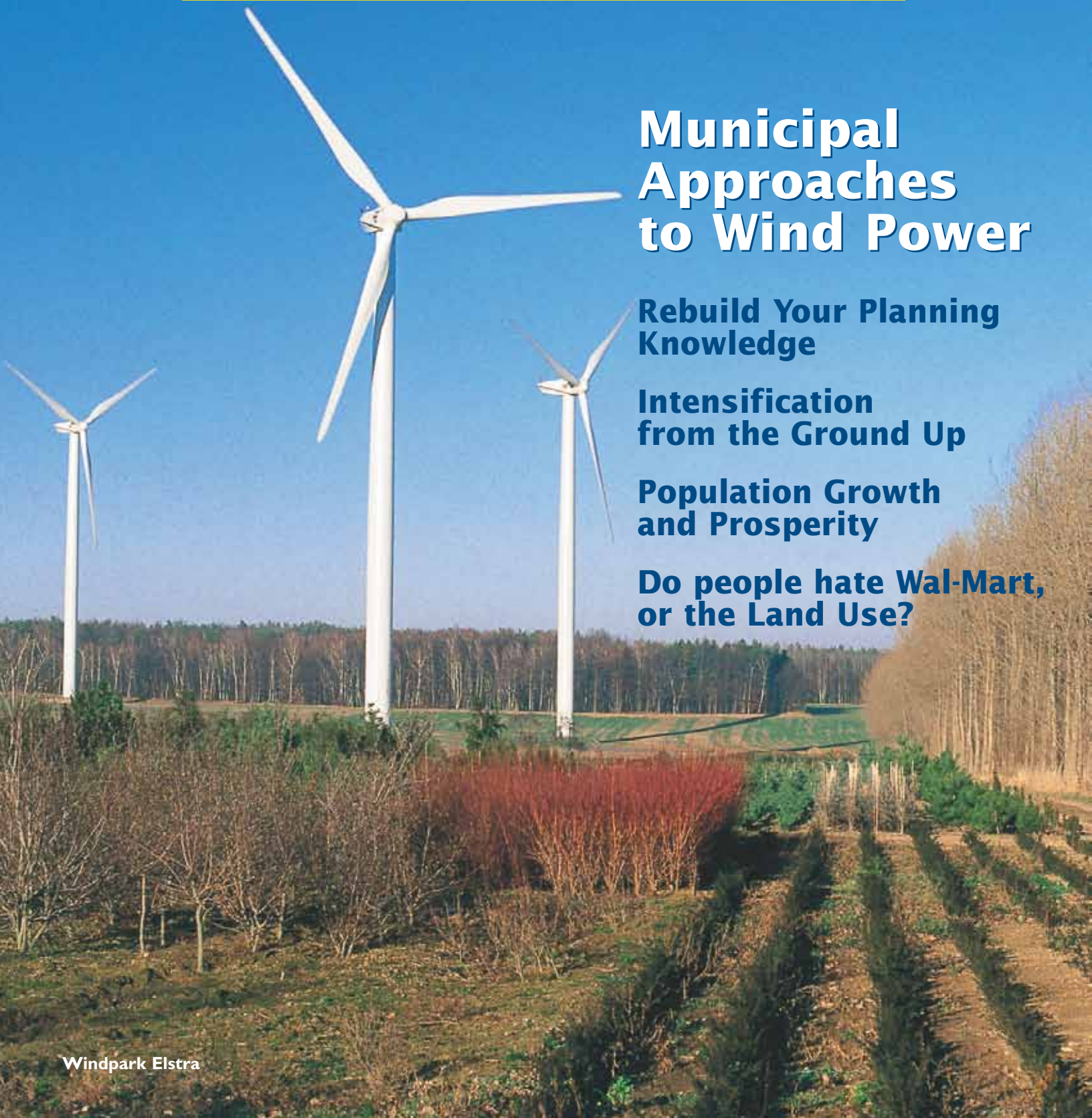

Municipal Approaches to Wind Power

Rebuild Your Planning Knowledge

Intensification from the Ground Up

Population Growth and Prosperity

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Windpark Elstra

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The Ontario Affiliate of the
Canadian Institute of Planners

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ONTARIO PLANNERS:
VISION · LEADERSHIP · GREAT COMMUNITIES

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Can Sudbury Become the Most Energy-Wise Community in Canada?

Matthew Hanson and Damian Szybalski

Wind power will likely play a key role in helping Sudbury meet its goals

The City of Greater Sudbury has started down the pathway to become a model community for sustainability. The City has developed action plans and is in the process of finalizing an energy plan that officials hope will distinguish Sudbury from other communities through the implementation of ambitious, forward-thinking, and environmentally-friendly technologies. Wind power will play a big part in these plans.

Founded as a mining community in 1883, Greater Sudbury has the largest nickel mining complex in the world and is Canada's largest resource community. Sulfur dioxide emissions from the smelting process severely damaged the local landscape, earning Greater Sudbury an undesirable environmental reputation. However, since 1979 the City has planted more than 8.2 million trees as part of ongoing land reclamation. New efforts to protect the environment and reduce greenhouse gas emissions have sparked some exciting initiatives, the main one being a plan produced by EarthCare Sudbury, a partnership between the City of Greater Sudbury, over 90 community agencies, and the public.

EarthCare's Local Action Plan, titled Becoming a Sustainable Community, was prepared in 2003. One of the plan's main goals is to "enhance the environmental health of Sudbury and thereby improve the social and economic well-being of future generations." The Plan encourages all stakeholders to take responsibility for the environment by participating in local actions that contribute to community sustainability and reduce emissions of greenhouse gases. The City also recognizes that there is an opportunity to incorporate some of the programs and recommendations of the Action Plan into the City's new official plan currently being developed (which will be discussed further in a follow-up article). The plan also addresses the creation of a foundation for comprehensive energy solutions.

Photo: REpowerWind Corp.

Will this be Sudbury's new skyline?

Wind Power in Sudbury

This articles focuses on wind power and the economic and environmental benefits that could be gained from this renewable energy source. We will also examine the approach other municipalities have taken with wind power and the implications for Greater Sudbury, including the development of appropriate land use policies.

One of the Action Plan's proposed actions is to develop wind farms that will ultimately produce 150MW of power. This is an ambitious undertaking, considering that Ontario currently generates only about 15MW of energy from wind power. Nevertheless, Sudbury is committed to wind power and is currently in the process of finalizing a wind power plan with REpower Wind Corp. and Northland Power Inc. to develop a permanent wind farm. A recently completed wind study concluded that developing a wind farm is feasible. Once implemented, an initial generation capacity of 16MW is expected from the project's first phase.

What Does Sudbury Stand to Gain?

Sudbury's Economic Development Strategic Plan identifies five "engines for growth" that will ensure the City's long-term economic prosperity. A commitment to being a model City for eco-industries and renewable energy is one of these engines. To capitalize on the economic benefits of wind power, Sudbury will (i) lead Canada in the development and use of renewable energy; (ii) adopt supportive policies; (iii) attract environmentally-conscious businesses; (iv) establish a Northern Centre of Excellence in Alternative Energy; and (v) build an industrial park catering to environmentally-conscious businesses. A local developer is working to develop the Sudbury Eco-Industrial Park located beside Sudbury's landfill site, which will also be used as a source of energy. The first tenant in the new Park will likely be a BioDiesel Production Plant.

Economic benefits attributed to wind power development vary widely between communities. However, based on the review of Canadian and U.S. wind power facilities, on average, each MW of wind power can potentially generate:

- $9,607 in municipal taxes;
- $4,646 in royalties for land owners;
- 1.64 short-term construction jobs and 0.30 long-term operations and maintenance jobs.

Cover photo: REpowerWind Corp.

Applying these averages to the wind power development proposed for Sudbury, provides an order of magnitude as to the economic benefits that can be expected. Detailed economic impact analysis, taking into account local conditions, is needed to determine the precise economic impacts.

Assuming an average of $9,607 in property taxes, Sudbury's initial 16MW wind power facility may yield nearly $157,000 in annual "green" property tax revenue. Eventually this revenue will increase to over $1.4 million annually, once all 150MW of wind power is installed. Provided that the Sudbury turbines are installed on privately owned land and the average of $4,646 in lease fees per MW holds, local residents will reap nearly $697,000 in annual revenues, once the 150MW are realized.

Other communities have reaped even greater economic benefits. In 2004, Pincher Creek, Alberta, generated approximately $495,000 in property taxes paid on local wind power installations. Upon completion of additional projects, these revenues are anticipated to increase to $895,000 in 2005. Wind power projects located in Willow Creek, Alberta, provided roughly $710,000 in annual property taxes, accounting for about 10 percent of the District's total tax revenues. Between $100,000 and $200,000 in royalties is paid by a wind power developer that operates wind turbine facilities. Up to 389 full-year equivalent construction, manufacturing and retail trade jobs are forecast to be realized during the construction of the 200MW Prince Edward Energy project near Sault Ste. Marie.

Overall, Sudbury's wind power utility is expected to act as a catalyst for economic development. Paul Graham, the City's Manager of Environmental Innovation and Energy Initiatives, believes that wind power development in Sudbury will spur job creation in the assembly and manufacturing of various components of the wind power technology, creating about 65 direct jobs. Some components of the windmills will continue to be manufactured in Germany by REpower. Graham views this to be an important project, making Greater Sudbury a destination for individuals interested in renewable energy. The project could foster a new eco-tourism industry that would cater to eco-tourists by providing interpretive centres and tours of wind power installations. A similar approach has already been adopted in Kincardine, where the Huron Wind power project is located. The Huron Wind installation shares the Visitors' Centre with Bruce Power. Since Huron Wind's installation in 2002, more than 16,000 people have visited the site.

Stable energy prices generated from windmills could also attract new industries. Another Ontario municipality contemplating the potential to attract energy-conscious businesses is Richmond Hill.

Environmental Benefits

Wind power's environmental benefits have been widely cited. Unlike traditional electricity generation, wind power is free and renewable. It does not emit greenhouse gases and smog-causing pollutants. Depending on the particulars of each wind power project, each MW of wind power can potentially displace over 2,000 tonnes of carbon dioxide, 26 tonnes of sulphur dioxide and eight tonnes of nitrogen oxide. According to the Ontario Medical Association, the annual economic impacts associated with health cost of air pollution are pegged at $10 billion.

Having a minimal footprint, unlike traditional fossil fuel generation plants, wind turbines do not degrade large tracts of habitat. With the exception of turbine blades, turbine units can either be recycled or reused.

Municipal Approaches to Wind Power

In Ontario, wind power is an emerging land use. While many official plans contain policies that encourage the use of renewable energy, specific references and policies tailored to the unique needs of wind power are lacking. Similarly, few zoning by-laws specify height, noise level and setbacks for wind power developments.

Supportive land use planning policies for wind power are a common feature of communities that have successfully attracted wind power investment. As Sudbury undertakes its Official Plan review and anticipates the eventual installation of 150MW of wind power, it too may need to integrate wind-power-specific policies. If it does, the City will join a growing group of Ontario communities that currently reap the benefits of wind power. Figure 1 indicates communities where wind power is already present as well as communities where wind power development is being actively pursued.

The absence of wind-power-specific land-use planning policies can result in land-use conflicts. In the case of one Ontario community, for instance, a wind turbine was installed close to a neighbouring dwelling. According to municipal staff, the turbine caused the windows of the house to vibrate and made living conditions unbearable for its residents. In the end, through an Agricultural Tribunal, the turbine owner was persuaded to dismantle the unit.

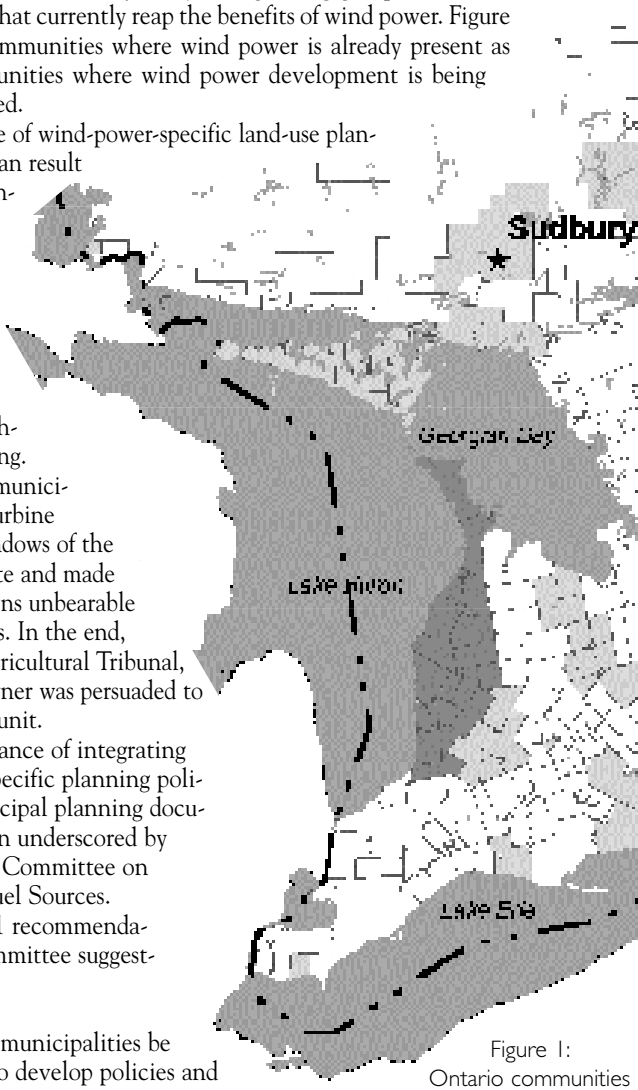


Figure 1:
Ontario communities with wind power and those where wind power is proposed*
Source: urbanMetrics inc., 2005

The importance of integrating wind-power-specific planning policies into municipal planning documents has been underscored by the province's Committee on Alternative Fuel Sources. Among its 141 recommendations, the Committee suggested that:

- all Ontario municipalities be mandated to develop policies and program to increase the utilization of alternative fuel/energy;
- all Ontario municipalities be required to incorporate policies within their official plans, zoning by-laws and other land-use control documents to make provision for alternative fuel and energy.

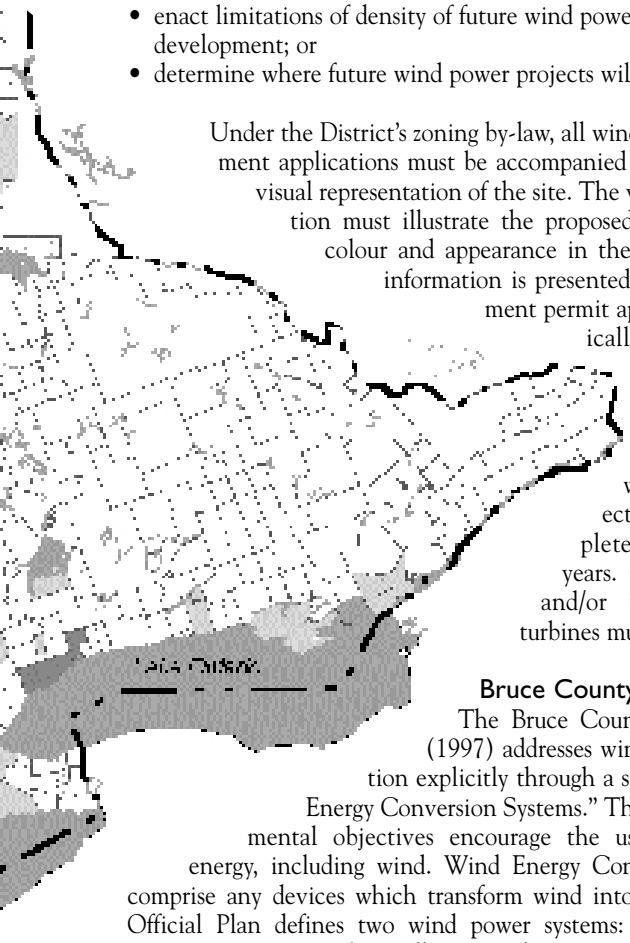
The need for supportive policy was also identified at the 2005 Wind Energy Summit, hosted by the Nottawasaga Futures Corporation. Overall, if communities wish to attract wind power facilities they must address the shortcomings discussed here. To help Ontario municipalities to integrate wind power specific policies, it is useful to study the policies of communities at the leading edge of land-use planning for wind power. These include Pincher Creek, Bruce County, Kincardine and Huron-Kinloss township.

Municipal District of Pincher Creek

The Municipal Development Plan (2002) for Pincher Creek includes comprehensive wind power policies. Wind power facilities are referred to as "Wind Energy Conversion Systems," defined as "one or more structures designed to convert wind energy into mechanical or electrical energy within a parcel of land." The plan encourages the integration of wind power with suitable land uses. To address potential land-use concerns, the plan obligates Council to commission a study of wind power development. Depending on the results of the study, Council may, among other things:

- enact limitations of density of future wind power development; or
- determine where future wind power projects will be encouraged.

Under the District's zoning by-law, all wind power development applications must be accompanied by a site plan, a visual representation of the site. The visual representation must illustrate the proposed turbine height, colour and appearance in the landscape. This information is presented with a development permit application specifically designed for wind power proposals. Once granted approval, all wind power projects must be completed within two years. Obsolete, unsafe and/or non-functioning turbines must be removed.



Bruce County

The Bruce County Official Plan (1997) addresses wind power generation explicitly through a section on "Wind Energy Conversion Systems." The plan's environmental objectives encourage the use of renewable energy, including wind. Wind Energy Conversion Systems comprise any devices which transform wind into electricity. The Official Plan defines two wind power systems: (i) Commercial Generating Systems (typically more than one turbine) and (ii) Small-Scale Generating Systems (typically consisting of one turbine and providing electricity for the property owner only). Small-scale systems are generally permitted under zoning regulations as an accessory use. Generally speaking, commercial wind power facilities require a zoning amendment, are prohibited in some areas, and are subject to approval of a site plan, compliance with MOE regulations, required setbacks, a separation distance of 400 to 700 meters from urban areas, and a connection contract with a utility.

Municipality of Kincardine

The Municipality of Kincardine hosts a commercial wind park: Huron Wind. The municipality anticipates a 5 to 10-fold increase in wind power generation within Kincardine over the next five years. Kincardine has accepted wind power as an environmentally benign way of diversifying its economy. The municipality's zoning by-law restricts wind turbines to a height of 150 meters and requires a minimum setback of 50 meters from abutting land uses.

Township of Huron-Kinloss

Located in Bruce County, the Official Plan for the Township of Huron-Kinloss contains wind-power-specific planning policies in a section on "Commercial Wind Generation Systems." Like Kincardine, the plan distinguishes between large and small scale facilities. Commercial wind generation systems, having one or more wind turbines with a total capacity in excess of 2MW, are permitted in agricultural and rural land designations subject to a zoning amendment. In considering each commercial wind power installation, Council requires, among other things, a site plan illustrating the location of all structures within 500 meters of the subject property, compliance with MOE regulations, and a minimum 1.2km buffer from urban areas. Small-scale wind power systems of less than 2MW are permitted in agricultural and rural areas as an accessory use without the need for a zoning amendment.

Why Integrate Wind Power Specific Policies?

Integrating wind-power-specific policies has three key benefits. First, detailed official plan and zoning by-law policies can attract wind power developers by directing them to areas where such development is permitted and providing clear direction regarding planning approvals. This can streamline the process, minimize uncertainty, reduce costly delays and improve the economics of wind power. Second, given that wind power is an emerging use in Ontario, having policies in place for wind power can enable wind power developers to work more effectively with planners and councils. They can also help reduce public opposition by demonstrating political commitment to wind power. Lastly, the process of integrating wind power specific land use policies itself can educate planners and councils about wind power. At present, unfamiliarity with wind power may cause planners and politicians to be overly cautious and to impose onerous requirements on wind power projects or prohibit them altogether.

A Windy Future

The recent Federal Budget (yet to be approved at the time of writing) provides $920 million over 15 years to provide incentives to encourage the expansion of wind power production. Ontario's new Provincial Policy Statement also includes energy policies that promote the use of alternative and renewable energy systems and provide direction on where such systems should be permitted. With these incentives and policies in place, it appears then that Greater Sudbury's plan for wind power is on track. With a new official plan in development, integrating land use policies and programs for sustainable energy could assist Greater Sudbury in advancing the health of its environment and economic prosperity. By continuing along its current path, Greater Sudbury could be at the forefront of wind power development and transform into Canada's renewable energy leader.

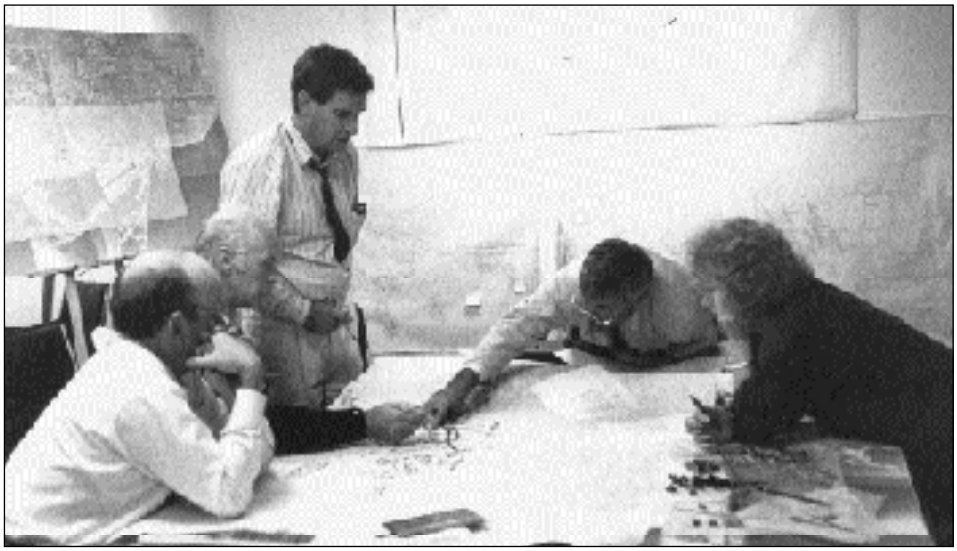
Matthew Hanson, M.Sc.Pl., is a Provisional Member of OPPI, and a Planner with Meridian Planning Consultants Inc in Barrie and is currently working with the City of Greater Sudbury on its new official plan. Damian Szybalski, M.Sc.Pl., is a planner with the City of Mississauga, and is also a Provisional Member of OPPI. Matthew can be contacted at matthew@meridianplan.ca. Damian can be reached at damian.szybalski@mississauga.ca. This is Damian's second article on wind power for the Ontario Planning Journal.

*Based on available information. In some cases community groups may be advocating and/or have interest in wind power, without any specific projects having been approved. Locations shown refer to general regional areas rather than specific wind power sites. Thus, wind power may not necessarily exist in each individual community.

Productivity and Intellectual Depreciation

Test driving a solution

Gary Davidson and Beate Bowron



Rebuilding one's personal store of knowledge should be a priority

You're working harder and have no time to keep up. Soon time blurs and you realize that in the last five years you have had one year's experience five times over. You're in a productivity trap. The brand, which in this economy is you, just suffered some serious depreciation.

If you even glance at the current business press these days, you are exposed to Canada's "productivity problem." Seems we don't have enough of it. Worse, we are falling behind the elephant to the south and most other OEDC countries. Worse still, productivity and productivity growth are the poorest in the public sector. For planners, that hits a little too close to home.

Consider how you learn new things and think about the environment you work in. Then, ask yourself: What is the half-life of my knowledge? How fast is it decaying? It certainly doesn't last as long as nuclear waste. A common estimate among educators is 5 to 10 years, with most opting for the lower number. That means you should regenerate half of your professional knowledge every five years or so. Not an easy task.

What have you done lately to invest in the future of your knowledge of planning? Or, are you simply depreciating the engine? Most planners work in environments where regenerating knowledge at the rate noted above is difficult if not impossible. More work, less time. How do you learn what's new, think reflectively and follow the learning curve upwards?

The Canadian Institute of Planners, through OPPI, has introduced a program called Continuous Professional Learning, CPL for short. (It is part of a Canada-wide program currently being introduced by all affiliates and championed by CIP.) CPL focuses on providing opportunities for planners to learn across a broad range of topics and through various and innovative means. It also provides a way of monitoring progress. CPL does not intend to push one learning approach or foist learning upon planners. Planners have difficulty keeping up and increasing their productivity because of the environment they work in. It is not because they are lazy or don't understand the value of continuing education or that graduating and getting the RPP pin means that "you've been there, done that."

The CPL program is a bold step to reverse the learning deficit. It is based on an approach that provides a wide range of learning opportunities and delivery mechanisms for planners to access. Currently, CPL tends to focus on specific skills (report writing, OMB, conflict resolution), professionalism (ethics, standards of practice), and specific substance areas (transportation, environment, development control). These will always be critical areas for continuing education. They are the building blocks of planning. But, there is also a pressing need to look after the foundation.

A critical component of the foundation is how planners think about the future and how they align present activities within their work environments with that future. It is a challenging topic, and one that planners need to meet head-on. It requires thinking about foundational knowledge, which is the key to advancing productivity and long-term investment in your knowledge bank.

Where can you find opportunities to rebuild your knowledge foundation?

This kind of learning is often associated with university-type courses. Since most planners don't take such courses, it remains undone. The challenge is to design learning opportunities that can address this type of foundational knowledge and can engage practising planners by drawing on their considerable experience. It is a challenge, both in content and approach, to achieve interactive professional learning.

To bridge this gap, the authors, in conjunction with the Canadian Urban Institute, have developed a series of learning modules to help practising planners think about the future of planning and apply the knowledge gained to their current work and responsibilities.

The workshop focuses on the emerging future, analyzes conventional responses and develops new approaches. It is aimed at planners throughout municipal organizations and consultants advise municipalities. Four distinct substantive knowledge areas critical to planning in the future are examined.

- the municipal context;
- the work environment;
- communications;
- decision-making.

Each of these areas is examined in both the present and future context. The approach favours a high degree of participant interaction, experience sharing and discerning future directions and required actions.

In designing the workshop, the authors focused not just on the content, but on developing a format that makes the most of the collective wisdom of practising planners.

Dissecting future issues, trends and approaches for the profession is seen as a collective journey in which we all need to participate.

To test both the content and approach, the workshop was given a test drive in Burlington with staff from various parts of the Burlington Planning Department, plus representatives from OPPI and Municipal Affairs. The content details of the workshop were laid out for intensive scrutiny. Also, and equally important, the approach to delivery was explored in depth.

It is in the delivery of continuing education opportunities where new alternatives to present "seminar" methods are needed. Those participating in the test-drive provided insight into different learning methods that planners use. They made suggestions on how to tailor continuing education within current work environments and corporate cultures, acknowledging that it is difficult to organize educational opportunities or provide time for the standard two- to three-day seminar. The question becomes: How to shoehorn workshops into the new reality of hyper-charged work environments?

Searching for solutions requires meeting several objectives simultaneously. While much is written about on-line learning, some topics require, and most people prefer, face-to-face learning. Learning occurs faster, more new ideas emerge and there is a chance to share stories and synthesize wisdom from experience. The "test drivers" proved to be very strong advocates of this approach to learning.

The suggestion was to organize the workshop as a series of "mini-workshops." That is, take the entire workshop and package it into bite size bits, delivered in full day or half-day sessions over several weeks. Holding mini-workshops on a specific topic can work well as long as they are not spaced too far apart or the momentum can be lost. The possibility of running the mini-workshops over a two-week period seems about right.

On issues of venue and participants there were two somewhat conflicting desires. First, it has to be close. Long travel for short sessions is out. But the "test-drivers" felt that workshops should not be composed solely of people who work with each other on a daily basis. Variety is nice. Also, there needs to be a critical mass to stimulate ideas and learning. Ergo, a regional approach where planners from several departments in a region participate. Variety without a long hike.

Another suggestion was to spread the workshop out across many departments within the same municipality. Planning is a relatively ubiquitous function within municipal organizations and the need for innovative ways of looking at the future is also common. Cross-cutting workshops can address municipal solutions and at the same time help build teams and identity on a corporate basis.

With ideas on content and approach from the test drive, the workshop has been reconfigured to respond to the realities of learning in present work environments. The general topic of future directions is one that most planners relate to, feel a strong need to examine, but have little time to think reflectively about. This workshop, entitled "Future Directions: Making the Most of your Municipal Environment," has been designed, tested and revised based on the advice of practising planners who generously shared their experiences.

The workshop is scheduled to start this fall. Stay tuned!

Dr. Gary Davidson, FCIP, RPP, is a Past President of CIP and the President-Elect of OPPI. He is President of The Davidson Group Inc. in Bayfield. Beate Bowron, FCIP, RPP, is a former Director of Community Planning for the City of Toronto and President of Beate Bowron Etcetera Inc. in Toronto.

More Intensification from the Ground Up

Can the province walk the talk

Antoine Belaieff and Liz Howson

Photo: Mississauga Planning and Building Dept.

Intensification hard to achieve when key land uses are isolated

Intensification is being put forward by the province as a key remedy for growth-related issues which confront the Greater Golden Horseshoe. Through the new Provincial Policy Statement, planning authorities are directed to "establish and implement minimum targets for intensification and redevelopment within built-up areas."

It is easy to create policy which leaves others with the responsibility for implementation. However, can the province "walk the talk"? Can the province, through its own activities and spending, and led by the Ministry of Public Infrastructure and Renewal (PIR), help drive intensification?

The draft "Places to Grow" Plan gives some indications in Section 7, A Provincial Multi-Year Infrastructure Strategy, that the province recognizes its responsibility to "develop new or expanded infrastructure to encourage growth in the UGC's (Urban Growth Centres) and other intensification areas"(Page 48). It states that PIR will manage a centralized infrastructure planning process both for "the Province's own assets and transfers for capital purposes to partners in the broader public sector." It specifically identifies not only infrastructure such as roads and bridges, but also public buildings such as hospitals, schools and arenas as the type of infrastructure that will be addressed through this planning process.

This article examines some of the key areas where the povince can make a difference and help drive the intensification process mandated by the province itself. This is followed by some general performance criteria to assist in developing an approach to the location of provincial facilities.

Look Around You

As you travel through your own community, look around you at facilities that the province controls directly or indirectly. Not only are these facilities significant in and of themselves, but they are also key community building blocks. Think about what your community would look like if the design of provincial facilities supported intensification efforts, in particular if the facilities were built in the downtown and/or used stacked or underground parking rather than surface parking. Consider the following examples:

- *Courthouses*—Courthouses have traditionally been located in downtowns, but new courthouses are being built in car-dependent areas. The issue of people whose licences have been suspended for "driving under the influence" driving off the Brampton courthouse parking lot at 7755 Hurontario was recently reported in the media and illustrates one of the unintended impacts of locating such a facility in an area without good public transit. Another impact of moving such facilities out of community centres is the loss of related services, particularly law offices.
- *Schools*—In the past, schools were the focal point for residential neighbourhoods, but this is often no longer the case. The search for efficiency results in larger schools with larger catchment areas, making walking to school more difficult, which in turn places demands for more school buses and parents chauffeuring their kids. These "car-dependent" schools in turn result in the need for extensive off-street parking areas and drop-off facilities. This trend can be reversed: Maryland was spending a quarter of its education capital dollars on renovations in the mid-90s, and 80 percent in 2002[1]. In Ontario, there is a great opportunity to link policy to action in this area since public education is now fully funded by the province.
- *Universities and Colleges*—A number of new campuses have recently been sited away from downtown areas, (University of Ontario, Niagara College, Brock University) in areas poorly serviced by transit and provided with extensive surface parking areas. This is the reverse of the trend in many U.S. cities, which are wooing universities to open downtown campuses in converted buildings and build on infill sites, with great catalytic effects. One positive example in Ontario is the City of Cambridge, which has attracted the School of Architecture from the University of Waterloo to its downtown. Students may not have much money, but they spend a lot on food and drink, which makes bars, restaurants and supermarkets viable, paving the way for other downtown residents. Students often do not own cars, and are great users of transit systems, usually already well developed in downtown areas. Again, the province has substantial leverage here through its capital funding program.
- *LCBO outlets*—The LCBO is moving from a hierarchy of stores of all sizes to a

monoculture of megastores. Main street outlets are being replaced with "big box" type stores in single-use areas (Leaside in Toronto) or are being moved out of downtown areas to commercial strips on the outskirts of smaller urban areas (Stouffville). Some municipalities have recognized the significance of these facilities as "anchors" for their downtown and moved to prohibit such a use in new commercial areas (Cobourg). However, consideration of their contribution to community development should be taken into consideration by the province as well.

- *Hospitals*—Hospitals are largely funded by the province and have an important catalytic effect on the surrounding community, including housing for employees and interns, accommodations, restaurants and cafés for visitors, doctors' offices and labs, and locations for suppliers. However, a comparison of the land area occupied by the major hospitals in downtown Toronto with new hospitals in other communities which are located on the periphery of their communities (for example, Markham-Stouffville, St. Catharines, Cobourg, and Credit Valley in Mississauga) in areas poorly served by transit, illustrates how the new hospitals contribute to "sprawl." A recent decision by the provincial government to provide 20 hectares (50 acres) of land for a new hospital in Oakville indicates that the principles set out in the Places to Grow Plan have not yet fully been accepted. Not only is the proposed site in a new development area, but it is not even located in the major proposed mixed-use area, which is intended to link with the Town's developing "Uptown Core." Further, given the "free" land and lack of funding from the province for stacked or underground parking, the intent would be to use significant portions of the site for surface parking, at least initially.
- *Provincial Offices*—The provincial government has millions of square metres of offices throughout the province. All of them serve the public, but some are more customer-oriented than others (such as the Ministry of Transportation licence offices). The location of these offices can be used to support intensification, as was done with the Ministry of Natural Resources office in downtown Peterborough, or they can be located where it is difficult or impossible to access them except by car, such as the Ministry of Natural Resources office in Aurora. Special care needs to be taken, particularly for facilities that serve the public on a regular basis.

- *GO Transit Stations*—GO Stations typically consist of relatively small stations surrounded by hectares of surface parking, such as the recently established Mount Joy station in Markham. No other facility provides a better opportunity to demonstrate the province's commitment to intensification, by planning for "Transit Villages" which proactively leverage the availability of higher-order transit to create dense mixed-use communities centred on the station.
- *Provincial Highways*—The province still controls some highways, such as Highway 48, which travel through or abut urban areas. Where such roads abut or travel through urban areas, the road standards need to be modified accordingly to allow for urban development adjacent to them. This affects matters like access and setbacks. A recent situation in the Community of Stouffville illustrates what should not be happening. In an urban area, not only is MTO severely limiting access to Highway 48, but they are also requiring a 14-metre setback from the road allowance. Buildings and structures are prohibited within this setback. The only mechanism available to change this ruling is to appeal directly to the Minister.

Performance Criteria

The general policies developed to date in the Provincial Policy Statement and the "Places to Grow" Plan do not provide the level of detail necessary to guide decisions about the location of specific public facilities. Further, they do not address the need for the province to explore opportunities for collaboration with municipalities and other players in leveraging existing assets and investment power to create catalytic demonstration projects. This includes locating public buildings of all types in downtown areas, infill areas, disadvantaged areas, at nodes and on transit routes, as well as ensuring that projects contribute positively to the fulfilment of the directions in the Places to Grow Plan and the Provincial Policy Statement. The following performance criteria represent some initial directions for consideration with respect to site selection recognizing that the LEED (Leadership in Energy and Environmental Design) and Green Globes green buildings evaluation systems both include siting as important criteria.

Photo: M. Manett

GO stations typically lack a development focus

1. Location

- Is the site in or adjacent to the community centre or other major existing or planned node or, in the case of new elementary schools, in a central location to serve one or two neighbourhoods?
- Is the site well-served by existing transit? If no transit is available, is it in a location that would ultimately be well served by transit and would the proposal act as a catalyst for the introduction of transit (for example, a node or major corridor)?
- Is the site next to complementary uses that will allow sharing of parking and that would allow visitors to group trips?
- Can employees run errands on foot?
- Can buildings be directly linked to a well-developed system of sidewalks and trails?
- Can the necessary space be provided in a way that eliminates or minimizes the consumption of greenfield space? Ideally, the following criteria should be applied when the need for new space is established:
  - a heritage building;
  - a converted building;
  - a nodal or main street location;
  - an infill or brownfield site;
  - a site on a transit line.

2. Consumption of Land

- How large does the new facility really need to be? Has all the space owned or leased in the area been benchmarked for efficiency? Is it a long-term need?
- Is a less land-intensive design feasible? The proponent should be required to justify its design, including investigating denser designs, based on precedents elsewhere in North America, as alternatives to conventional designs. One or two-storey buildings surrounded by surface parking should generally not be permitted. Multi-storey buildings and structured parking should be preferred.
- How much parking is really necessary? Often, pricing schemes and a concerted transportation demand management strategy can reduce the need for parking by encouraging car-pooling, transit, walking and cycling.
- Can parking be shared with an adjacent use? Institutional uses are often used only during the day. Parking can thus be shared with nightly uses (restaurants, cinemas, sports facilities, fitness centres).
- The use of surface parking would be required to be justified and permitted

only as an interim use. The layout of any surface parking should be designed to allow for later development.

3. Design

Whenever a new building is proposed, the province should lead by example and adopt the comprehensive LEED or Green Globes design criteria—which cover many of the criteria identified above. The move would also contribute to addressing the province's commitment to energy efficiency. To date, the U.S. Federal General Services Administration, Maine, California, Pennsylvania, and the following municipalities, among a constantly evolving list, have made a commitment to green buildings:

- City of Los Angeles; LEED Certified for all buildings over 700 sq.m. (7,500 sq. ft.)
- Portland, Oregon; LEED Certified for all city-funded projects over 929 sq.m. (10,000 sq. ft.)
- Portland, Oregon; Tax Credits for private development projects achieving LEED Silver.
- City of San Jose; LEED Certified for all city projects over 929 sq.m. (10,000 sq. ft.)
- County of San Mateo; highest practicable LEED rating for all projects over 465 sq.m. (5000 sq. ft.)
- City of Seattle, Washington; LEED Silver for all buildings over 465 sq.m.(5000 sq. ft.)[2]

4. Supportive Processes

Supportive processes are needed for the above changes. For example:

- integration of sustainability in procurement policies and other internal processes;
- provision of transit passes for employees and a prohibition on free employee parking.

Conclusion

The province has indicated that various performance measures should be established for municipalities with respect to intensification. It is equally important that they "lead by example" and set out an open and transparent process, the results of which can be measured, to ensure that provincial and provincially funded facilities are developed in a manner that supports provincial policies in Places to Grow and the Provincial Policy Statement.

This article is part of a series that explores what is already happening with respect to intensification across the Greater Golden Horseshoe. The objective is to look at intensification "from the ground up" for a range of municipalities and attempt to explore the barriers and opportunities which they face in dealing with such projects. The intent will be to establish approaches that can lead to success, and specific actions which can be taken by the province to assist municipalities in achieving intensification.

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1 Funders' Network for Smart Growth and Livable Communities, Translation Paper #8: *Education and Smart Growth—Reversing School Sprawl for Better Schools and Communities*, 2002

2 http://temp.sfgov.org/sfenvironment/aboutus/innovative/greenbldg/gb_report/recommendations.htm, and http://www.greenbuildingpages.com/links/weblinks_LEED.html

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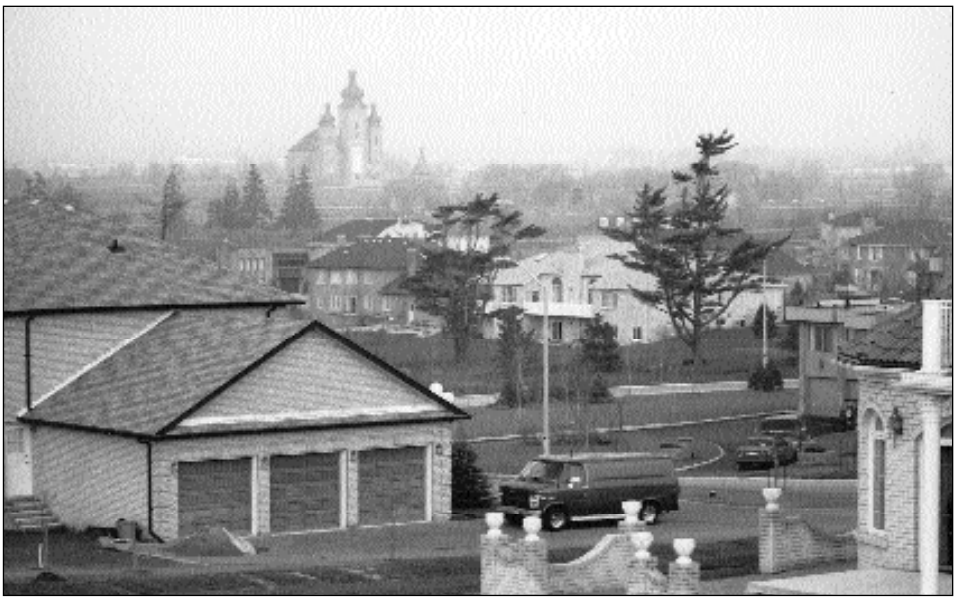
Places to Grow: A Contrarian Perspective

Population growth and prosperity not linked

Grant E. Moore



People have to search for housing further from downtown

In a previous article (November-December 2004), I reviewed growth and urban sprawl in the Greater Golden Horseshoe (GGH) from the perspective of overpopulation. In contrast, the provincial growth management plan (Places to Grow—Better Choices, Brighter Future) approaches growth as a management issue requiring technical solutions, such as improving ridership levels on public transit and facilitating residential infill in existing neighbourhoods.

Most comment on Places to Grow accepts the technical solution premise: recent review has addressed the elements required of the implementation strategy and the need for sustained and predictable funding to provide the necessary infrastructure. Meanwhile, however, the livability and sustainability principles of Smart Growth (the philosophical foundation of Places to Grow) have escaped critical scrutiny.

I fear that better management and Smart Growth principles alone cannot ensure quality of life in the GGH without a corresponding effort to curtail population growth. Here are my arguments.

Housing Affordability

Unless the laws of supply and demand are repealed, and in the absence of significant government intervention, a full range of affordable housing (type and tenure) is not possible in areas experiencing rapid and sustained population growth.

Since the supply of desirable homes in desirable neighbourhoods is fixed (there is only one Rosedale) population pressures create price competition as the number of buyers exceed the number of sellers. As prices rise, prospective homeowners must expand their geographic search as affordability excludes them from the neighbourhoods and even municipalities in which they otherwise would prefer to live. This is one of the prime contributors to sprawl and longer commuting times for workers. It is no coincidence that Canada's most expensive housing markets are Greater Toronto and Greater Vancouver, rapid-growth areas that rank one-two nationally as immigrant destinations. Population growth creates comparable pressures in the affordable rental market.

Inflated housing prices also have the unfortunate consequence of transferring wealth from young families (who are saddled with large mortgages) to older empty-nesters (who have mortgage-free homes to sell).

Nodes, Corridors and Density

In order to support higher levels of public transit use, in the future a significant proportion of the population in the GGH must be willing to live at higher densities than currently found in most 905-area municipalities. The need for transit-supportive densities, the restrictions on urban boundary expansion, infill and redevelopment, and the centres-of-growth philosophy of Places to Grow require, or will result in, higher density built forms.

Unfortunately, the general population does not share the values inherent in the nodes-and-corridors concept to a significant degree. A CMHC analysis conducted in 2002 concluded that immigration will drive the future demand for housing in Greater Toronto and that single-family detached housing is the preferred type. The reason: many immigrants have members of their extended family living with them.

Growth is Good

Prevailing comment habitually views population growth in the GGH as an indicator of economic prosperity. Growth, in other words, is good: if there were less growth, there would be correspondingly less prosperity.

While it is true that population growth expands economic activity, the employment created occurs primarily in the low-wage service sector. This is because a larger population requires more coffee, donuts, hamburgers and other services.

Population growth does not create wealth or higher per-capita incomes. These require innovation, entrepreneurship, venture capital, supportive government policies, and productivity improvements gained by coupling modern plant and equipment with a skilled and motivated work force. None of this materializes simply by expanding population.

No study in Canada or elsewhere has concluded that population growth in and of itself creates a stronger economy. In fact, as Daniel Stoffman (the co-author of *Boom, Bust, and Echo*) points out, for much of Canada's history "the fastest growth in real per capita incomes occurred at times when net migration (immigration less emigration) was zero or negative." (Stoffman 2002: 78)

In the United States, in 1972 a bipartisan Congressional Commission on Population Growth and the American Future concluded:

"We have looked for, and have not found, any convincing economic argument for con-

tinued population growth. The health of our country does not depend on it, nor does the vitality of business nor the welfare of the average person . . . rather, the gradual stabilization of our population would contribute significantly to the nation's ability to solve its problems."

This message seems germane to the City of Toronto in 2005. After decades of growth, Toronto now exhibits all the characteristics of a community in decline: a thin veneer of enormous wealth overlaying a large and growing underclass; crumbling infrastructure; a cash-strapped municipal government; chronic shortages of affordable housing; homelessness; loss of jobs; a shrinking middle class and community life punctuated regularly by handgun murders and other violent crime.

Quality of Life

One of the realities of high rates of population growth is that the conditions created are often incompatible with the quality of life features people cherish. This is because, as Larry Bourne has observed, high rates of growth "overwhelm housing markets, roads, infrastructure, schools, social services, governance systems, the natural environment, and efforts to manage change." (Bourne, 2002:11)

It is ironic that the one sure thing (less growth) that would improve conditions in the GGH for the average person, not to mention local governments and the school boards, is rarely discussed.

Not-in-My-Backyard

In a January 5, 2005, *Globe and Mail* article, Stephen Wickens describes a Toronto neighbourhood's opposition to a proposed apartment tower south of Bloor Street West on Dovercourt Road. The issue of NIMBYism is raised, in reference to area residents who "fear or hate all growth."

Since there are about 100 residential buildings of 30 storeys or more currently proposed, approved or under construction in Greater Toronto, and given the infill and redevelopment orientation of Places to Grow, scenarios of this type will play out repeatedly in the years ahead.

Is NIMBYism just emotion and self-interest? Yes, partly. Yet too often the language of public comment treats local opposition to development simply as an obstacle to be overcome. The fact of the matter, however, is that people have real affinities for the unique attributes of their neighbourhoods, and it is the preservation of these attributes that are the foundation stones of livable and desirable communities.

It is precisely because development has not occurred that places such as Niagara-on-the-Lake, Old Oakville, and the Village of Creemore have retained their charm and attractiveness.

The Costs of Public Services

Does growth pay for itself? Do higher population densities create cost efficiencies and economies of scale? Evidence suggests that the answer to both questions is "no."

In a 1992 article published in *Urban Studies* ("Population Growth, Density and the Cost of Providing Public Services") author Helen. H. Ladd reviewed data for 247 large counties covering 59 percent of the population of the United States. Her findings: increasing population density decreases costs to local governments but only at very low levels of population density. As population density rises above 250 people per square mile, increased per capita public-sector costs result. (Ladd 1992: 291-292)

Ladd's findings mirror the experience of the GGH in recent years. As population has increased, existing police forces, roads, schools, hospitals, waste management systems, libraries and water services no longer satisfy the demands of the larger population —this is why property taxes increase even though there are more taxpayers and greater revenues for local governments.

Does this mean Places to Grow is a Non-Starter?

Is Places to Grow a non-starter? Not at all. Channelling growth onto redevelopment sites, providing public transportation options, and preserving farmland and open space are worthy objectives. And there are four principles which offer most support as the foundation for future action: preserving open space and protecting the quality of the environment; redeveloping inner-core areas; removing barriers to urban design innovation in both cities and suburban areas; creating a greater sense of community within individual localities and neighbourhoods.

However, if the principles of livability and sustainability are to guide the GGH in the years ahead, population growth will be the key predictor of success. Given the unabated desire for single-family detached housing, unless population growth is curtailed, the need to accommodate another 3 or 4 million people in the GGH by 2031 will create enormous pressures for urban boundaries to expand and low-density sprawl to resume.

My previous article identified the need for Canada to develop a national population policy, with particular reference to the scale and concentration of immigrants in Greater Toronto. The policy would address the following questions: What is the sustainable level of human population for Canada, taking into consideration the quality of life to which most Canadians aspire, the carrying capacity of the web of life, the need for biodiversity, and the preservation of some wilderness areas? (Cassils and Weld 2001:7) In this regard, the planning profession has much to contribute: who better to advise on the health of our communities than planners?

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Grant Moore works in the Peel Region planning department. This is his second article for the Ontario Planning Journal.

The Store We Love to Hate

When a brand becomes a designation

Gordon Harris

Photo: Brent Gilmour

Land use or brand? What is the real issue?

Last year, Wal-Mart Stores, Inc. of Bentonville, Arkansas, reported sales of $288 billion and a net income of just over $10 billion. Same-store sales, the measure business analysts use to track the real performance of retailers, were up 1.5 percent.

Wal-Mart, with more than 1,500 stores worldwide, is the world's largest retailer. With tiny operating margins (the difference between what they pay suppliers for merchandise and the price you pay for it in the store), Wal-Mart has to sell lots of merchandise to get to that $10 billion net income figure, especially since they are a discount retailer. How do they do it? By pushing down the price they pay to suppliers, by operating in inexpensive locations, by paying low wages, and by constantly expanding their network of stores around the world. This has been described by some observers as the "democratization" of retail. No longer are the suppliers and the retailers in charge. There's been a shift in power from the retailer and its suppliers to the customer. The result of small single-digit margins is that consumers now decide what they want, what they will pay, and where they will shop. It means that low-income earners have an affordable option in the marketplace, one that offers name-brand merchandise at low prices. The fact that Wal-Mart is the world's largest retailer strongly suggests that this is something consumers want.

Currently, there are half a dozen Wal-Marts in the Greater Vancouver region, a region with a population of two million people. If you live in Vancouver and want to shop at Wal-Mart, you need to drive anywhere from eight to 40 kilometres to the outskirts of the City to one of their stores. And when you do that, you take your dollars with you . . . dollars that might have otherwise have been spent in Vancouver. Retail spending does several things simultaneously. It creates jobs (in retail sales, in warehouses, in transportation, in advertising, in media, and so on). It also generates taxes and fees for the municipality. At a broader level, of course, it generates provincial and federal sales tax and income tax from all those jobs it creates, plus there's corporate tax paid by the retailer, its suppliers, and the companies that transport the goods, among many others.

When Wal-Mart first proposed a store in 2000 there was immediate opposition. The proposed site is on Southeast Marine Drive, a six-lane urban arterial roadway that runs east-west along the south side of Vancouver. It's the route that carries more than 50,000 vehicles a day as people journey from Burnaby, New Westminster and other suburban communities to work or school in Vancouver and Richmond. The site is a block west of a 150,000-square-foot Real Canadian Superstore that opened about 15 years ago. Other neighbours along this south side of Marine Drive, which is mostly zoned for highway-oriented commercial uses and includes some industrially-zoned sites and some sites zoned for multi-family use, include car dealerships, auto parts and service businesses, gas bars, fast food outlets, and older warehouse buildings with tenants such as antique furniture stores, carpet shops and other retailers. A block west of Wal-Mart's site is a proposed 134,000-square-foot Canadian Tire Store, but more on that later.

The north side of this stretch of Southeast Marine Drive contains a mix of uses, including older residential areas, churches, a small strip mall, and a few blocks further east, a hotel. The neighbourhoods to the north of the site contain a mix of houses of varying ages and are generally poorer, older, and more ethnically and culturally diverse than the rest of the city. Just the kind of neighbourhood that might welcome a large value-oriented retailer or two.

Organized opposition to the Wal-Mart proposal came mostly from a group called Building Better Neighbourhoods. The objections—and the protests—were about Wal-Mart. They didn't focus on the land use issue, they focused on the brand. One of the group's leaders even ran, successfully, for city council and vowed on election night to keep fighting the application. During the early stages of the application process, Wal-Mart collected 10,000 names on a petition

supporting the proposed Vancouver store. Opponents countered with a 9,000-name petition.

Meanwhile, back at City Hall, planning staff were doing their job. The planners engaged an independent consulting team to conduct a study of the potential impact of the proposed 130,000-square-foot Wal-Mart store and the other 50,000 square feet of retail space being proposed on the site. The terms of reference for the study, completed in 2002, were to: "assess impacts on existing and future retailing in neighbourhood on-street shopping areas and shopping centres." The study was to determine whether existing neighbourhood retail areas would "remain economically viable and fulfil their roles in the community."

The consultant's study concluded that the proposed new retail development would have virtually no impact on the 15 street-oriented commercial areas and four shopping centres identified by the City of Vancouver and that its impact would be largely one of reducing the flow of Vancouverites and their disposable income to other parts of the region, because there is an undersupply of commercial space in this part of town, less space today, in fact, than existed 30 years ago.

In the meantime, the 134,000-square-foot Canadian Tire Store and an additional 125,000 square feet of retail and restaurant space proposed just a block west of the Wal-Mart site is meeting with virtually no resistance. Unlike the Wal-Mart proposal, it doesn't appear that its development is about to launch the career of any municipal politicians. The Canadian Tire site permits retail use. Although the Wal-Mart site is along the same commercial corridor, it requires rezoning from its old industrial designation. And if the many objections to Wal-Mart were based on the change of use from industrial to commercial, then all of the delays and all of the protests would be understandable.

However, nearly five years after first proposing a new store on Southwest Marine Drive and more than two years after the city's consultants concluded that the store would not affect existing neighbourhood shopping areas, there is still no construction under way, no rezoning approved, no "opening soon" sign in sight.

Wal-Mart, in an effort to accelerate the needed city approvals, has recently agreed to create the "greenest" Wal-Mart on earth. Wind and solar power, a green roof, and other energy reduction features are now all part of the proposed development. Support seems to be growing—or at least the opposition is declining—and yet it is still the same proposed use. So perhaps the objection wasn't about use at all. It was about the store we love to hate.

But when planners and elected officials are looking at the land use question, it shouldn't be about Wal-Mart. It should be about the use itself. Otherwise we live in cities where our planners and politicians decide that it's okay if we want to shop at Canadian Tire or the Real Canadian Superstore, but if you are tasteless enough to shop at Wal-Mart, you had better get out of town. So if those who believe that Wal-Mart has democratized retail are right, then Vancouver residents have been disenfranchised.

As the world's largest retailer, Wal-Mart draws a lot of fire. Are Wal-Mart's labour relations practices reprehensible? Possibly. Did Quebec's labour relations board find Wal-Mart guilty of intimidating union organizers? Yes. Does Wal-Mart discriminate against women and the disabled? Lawsuits in the U.S. certainly suggest this is so. Is Wal-Mart relentless in its negotiations with it suppliers? Maybe. Are other criticisms of Wal-Mart well-founded? Perhaps. But these are not land use questions.

If we as planners are to do our jobs well—and right—we need to stick to the land use issues we are entrusted to address. Otherwise, we all remain disenfranchised as our planners and politicians decide where it is right—and wrong—to shop.

Gordon Harris, MCIP, is the principal of Harris Consulting, based in Vancouver. He is a frequent contributor to the Ontario Planning Journal on retail and other commercial issues.

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Report on Professional Practice and Development

Paul Chronis

The Professional Practice and Development Committee (PPDC) has made progress made on two fronts: Continuous Professional Learning and Standards of Practice.

Continuous Professional Learning (CPL)

Following CIP's initiative on this subject, OPPI consulted with the membership, including the Districts, through a pilot survey to ascertain the base level of understanding about CPL and to record any concerns. There were two streams: program development and offering; and implementation. While the membership recognizes and accepts the importance and benefits of a CPL program, policy considerations were deferred pending further program definition and consultation.

Paul Chronis

In June last year, a Task Group met to prepare a CPL program plan and framework specifically for OPPI members. Its recommendations were adopted by Council.

In March this year, OPPI developed a 3-5 year plan for its CPL program, including categories for CPL, program offerings and financial principles.

Standards of Practice (SOPs)

The PPDC has initiated a program to improve ethics and practice, in part, through the development of SOPs. These SOPs are intended to promote higher professional standards and a better understanding of OPPI's Code of Conduct. Council approved the first SOP regarding "Independent Professional Judgment" in September 2002. In September 2003, Council approved two further SOPs respecting "Disclosure and the Public Interest" and "Trespass."

As an ongoing process, an additional SOP dealing with "conflicts of Interest" is now completed and was approved by council in April 2005. I encourage all members to read it. Also note that at the 2005 Conference in Hamilton Burlington and intensive training workshop is being offered on all of the Standards of Practice.

Readers can find more information or copies of the SOPs at www.ontarioplanners.on.ca.

I would like to take this opportunity to thank the contribution of all members of the CPL Task Group and Task Force, as well as the following members of the PPDC:

- Mark Smith (Northern District)
- Vicky Simon (Central District)
- Ron Blake (Central District)
- Maureen Zunti (Southwest District)
- Carla Guerrera (Member-at-Large)

I would also like to recognize the special contribution of Paul Bedford, FCIP, RPP, for his lead role on CPL.

The PPDC welcomes any thoughts or input for the membership-at-large on the above goals or any other related matters. Please direct your input or inquiries to Paul Chronis, MCIP, RPP, at chronisp@weirfoulds.com or (416) 947-5069.

Paul Chronis, MCIP, RPP, is OPPI's director for professional practice and development. He is also a senior planner with Weirfoulds in Toronto and contributing editor for the OMB.

Energy, ambition and enthusiasm— A winning combination for a new student delegate

Annely Zonena

Planners are always looking to the future, but how often do students think of our own careers as part of that picture? As young planners we have a lot to offer our profession. We are energetic, we bring a fresh perspective to old issues, and most important: we still have a sense of idealism. I believe that our greatest challenge is to have these skills recognized.I am a first year M. Sc.Pl. student at the University of Toronto. My life outside of school has included three years of coordinating a youth outreach program that taught literacy skills to young people living in detention centres in Montreal. In Toronto, I have run life-skills workshops for youth from the Jane/Finch area. My current research interests include public consultation and facilitation in planning, community building and the impacts of urban infill, and planning advocacy work in policy creation and the political realm. Wackier facts include: that I was the youth judge at the YTV Achievement Awards for three years (until I was no longer considered young), that I play cello and that for no reason in particular, my name is orbiting the earth, engraved on a microchip attached NASA's Stardust Satellite. More recently, at the 2005 Canadian Association of Planning Students' conference, Cities in Transition, I presented two papers, co-led the Facilitation Workshop and led the Planning Tour of Toronto.

From my work with youth, I have learned that when we recognize the gifts of young people, we provide the motivation to continue to do good work. As planners entering the field, we should feel that same support from our professional organization and have our work recognized beyond presentations in class. I believe there is room in OPPI to celebrate student achievements beyond the distribution of scholarship money.

Within my one-year term as student delegate there are a number of practical goals that I would endeavour to achieve. My ideas will benefit both the student planner body as a whole and individuals within our group.

Annely Zonena

- *Making Connections:* In a field such as ours, professional connections are important to make, and many of our professors help us to do so. As the professional organization, OPPI should organize events at each of the recognized schools where planners in the area can meet with us and share what they perceive the future holds in their own specialty. This is particularly important because OPPI has a broader reach than any of our individual schools or programs; as members, we should benefit from that network.
- *Representing Diversity:* We all know that land use planning is only one part of the profession. Through a newsletter that will include updates of student work from all of Ontario's planning schools, we can communicate to OPPI members what work we doing, and the skills we have to contribute to the profession. Additionally, I will make every effort to try to include student work in the Planning Journal.
- *Gaining Skills:* Core courses in our programs give us the tools and marketable skills we need to enter the job market; however, it is important that we also get the opportunity to learn what we want to know about planning. I would like to start a dialogue on curriculum between schools so that students across the province can address the gaps in curricula that may exist in each of our programs. That way, we can make sure that we are all learning the things we need to learn to do our jobs well.

These goals may seem a lot to accomplish, but I think that it is worthwhile trying to do so. If we can establish the foundations of an OPPI networking program, a student newsletter, and a dialogue on curriculum, we will see benefits for ourselves and students who have yet to enter planning school. By strengthening OPPI's commitment to its student members, we can provide real benefits to belonging to the organization while we are students, without having to wait until we've entered the field.

Membership Outreach—focus on Students

Amanda Kutler

In 2004, OPPI Council completed its bi-annual monitoring of the Millennium Strategic Plan by reviewing what has been accomplished and what remains to be done. With respect to Membership Services, Council decided to shift the focus and allocation of resources from attracting practising planners who were not OPPI members (senior practitioners) to recruiting and retaining students and new planners. Previous efforts which focused on the recruitment of senior practitioners, primarily through the Executive Practitioner program, proved to be very successful. Over 100 new members were recruited through these efforts over the past five years.

Amanda Kutler

Council's new focus is on recruiting and retaining students and new planners. The Membership Outreach Committee has been busy preparing a Strategic Outreach Plan, a 3-5 year plan which identifies and prioritizes outreach activities. The intent of the Outreach Plan is to ensure the benefits and services offered to student members are of value and being appropriately communicated. The priorities include evaluating the current student program and defining the role of student representatives in a manual that clearly defines their responsibilities. Longer-term tasks include evaluating the student membership fees and updating materials distributed at outreach events.

The Membership Outreach Committee has also been visiting the recognized planning schools to speak with the students about the benefits of membership. OPPI experienced a record number of membership renewals this year and the Membership Outreach Committee is committed to maintaining and increasing the number of student members. The Committee has also been busy reviewing the Graduate and Undergraduate Scholarship Awards. The winners will be announced in the Ontario Planning Journal soon.

Amanda Kutler, MCIP, RPP, is Director, Membership Outreach Committee. She is also the Principal Planner for Regional Municipality of Waterloo, Planning, Housing and Community Services.

Membership

The following Full Members resigned in good standing from OPPI for the 2005 membership year:

Christopher Currie
Paul English
Michelle Joliat
Alison Platt
John Revell
Nicola Reynolds
Marc Sarrazin
Tracey Tester

The following Full Members have been removed from the roster for non-payment of membership fees for 2005:

Sid Catalano
Jeff Fielding
Glen Richardson
C. Raymond Smith
Mark Thompson

The By-laws of OPPI requires that this notice be published in the Ontario Planning Journal. The notice is accurate at the time of going to press.

Members can contact Denis Duquet, Membership Coordinator, at:
416 483-1873, or
1-800-668-1448, Ext. 22,
By fax: 416- 483-7830, or
By email at:
admin@ontarioplanners.on.ca.

Editorial

There's a Message Here Somewhere

Glenn Miller

One of the most pervasive trends to affect our lives in recent years is the increasing importance of local initiatives. Think globally, act locally. Academics have even invented a strange word that can't be found in regular dictionaries to describe the benefits of having decision-making undertaken by the level of government closest to the people—subsidiarity.

So it is somewhat ironic that the return of the Province of Ontario to a strong role in planning and all decision-making related to the quality of the environment is being hailed as welcome, overdue and much needed—to quote just a few of the epithets flying around.

This message comes out strongly in the excellent column in this issue by Jason Ferrigan and John Ghent, which gives a ringing endorsement to the emergence of real teeth in the newly adopted PPS. Also of special note in this regard is the Environment column, which presents an overview (by contributing editor Steven Rowe), and summaries by Paul Rennick, Ann Joyner and Leo Deloyde that describe the work of the tables of enquiry for the recently completed review of environmental assessment. Each summary contains numerous references to the need and value related to a strong provincial role. This four-part column will undoubtedly become required reading for anyone who wishes to understand the breadth and depth of the principles and practice of the arcane—but deeply necessary—environmental assessment process.

•

In this issue we are also honoured to have an article by the Hon. John Godfrey. The federal government has paid careful attention to understanding the provincial (and municipal) role in planning. The minister also understands what planners do—regardless of the sector or kind of practice involved. Although there is great uncertainty about the future of the present government, Mr Godfrey's willingness to reach out to planners to talk about the value of planning is appreciated.

Glenn R. Miller, FCIP, RPP, is editor of the Ontario Planning Journal and Vice President, Education & Research, with the Canadian Urban Institute in Toronto. He can be reached at editor@ontarioplanning.com.

Letters

Aliens Need Not Apply

I can't resist: it's been great to see a series of articles in recent issues of the Journal dealing with the importance of taking culture into account in planning. It seems to have emerged as something of a theme in these pages.

Sylvie Grenier said, for example, in the most recent issue, "It is unfair to judge Japanese cities based on western values that are not necessarily shared by Japanese people." I agree whole-heartedly. Cities are an expression of a way of life, and are, in a way, cultural artifacts.

Mohammed Qadeer (ethnic enclaves, 19/6, 20/1) also warned us against "inappropriate or stereotyped assumptions about social conditions," saying also that local cultural and religious needs "should be recognized as legitimate grounds for minor variances and exceptions to zoning and site plan regulations."

Patrick Geddes, also recently reviewed, was a pioneer in this area, too. He has been praised for his sensitivity to the cultural significance of city spaces, to residents' existing ways of life, and for how he tried to plan with local culture in mind, an aspect of his work mentioned by Greg Lloyd and Deborah Peel in their article. In fact, his civic surveys, it's been said, were essentially equivalent to participant observation, the anthropologist's basic research method. My kind of planner.

Finally, Sandeep Kumar and George Martin (urban design in ethno-cultural communities, 19/5) seem to be practising very much in the spirit of Geddes: ". . . urban designers must immerse themselves into a cultural milieu and make every attempt to understand and respect its nuances. . . . urban design education may go far in instilling such cultural sensitivities among budding planners and urban designers." I couldn't agree more.

Brian Smith, Toronto. Brian is a graduate of the University of Waterloo School of Urban and Regional Planning. He has been the art director for the magazine since 1997.

Stray off the beaten path

Opportunities abound for planning grads, if they're willing to stray off the beaten path.

Securing a planning job after graduation is often difficult. Competition is strong and many postings require at least one year of experience. Established planners often suggest networking and volunteering to increase a graduate's chance of landing his or her first job. These job search activities are essential but insufficient in today's labour market. Put simply, too many planners are chasing too few jobs. This situation demands an innovative response to experience gathering and networking.

Planning graduates should broaden their job search to include related fields such as economics, market analysis and real estate. The skills learned in these related fields are often transferable to planning and complement any formal training. Many graduates are nevertheless hesitant about venturing away from traditional planning work early in their careers. They are concerned about maintaining their planning skills, and making the transition back to planning.

Employers can make this transition less arduous by beginning to recognize the value of non-traditional planning experience to the profession. Exposure to related fields leads to deeper understanding of planning and its function in the broader economy and socio-political system.

After volunteering at the CUI and work-

LETTERS TO THE EDITOR

Send letters to editor@ontarioplanning.com

Formatting do's and don'ts:

Do name your files ("OPPI article" doesn't help) and *do* include biographical information.

Don't send us PDFs.

ing temporarily in their international office after graduation, I became discouraged. I had attended networking events and applied to every position with no success. Struggling with loan payments and other life essentials, I decided the time had come to find work in a related field. Within a short time I found work at one of Canada's largest owners of multi-residential property and then as a national analyst at one of Canada's largest commercial real estate brokerages. It is now two years since my graduation and one and a half years since I was on unemployment.

Although I have strayed off the beaten path, my destination has not changed. Professional planning is as interesting as ever. My hope now is for employers to recognize the structural challenges of this labour market and adjust their hiring criteria to reflect the diverse work experiences of planning graduates in Ontario.

Michael Mozarowski, B.A.A., graduated from Ryerson University in 2003

Re: "Looking Back, Looking Forward" by Paul Bedford, Ontario Planning Journal, Vol.20, No.2, 2005

"Looking Back, Looking Forward," by Paul Bedford in the most recent issue caught my attention. In my opinion, Paul was the most knowledgeable, forward-looking planner Toronto ever had. The new Toronto Official Plan is the best official plan I have seen in my 25-year involvement in planning. Considering the extreme difficulties encountered during the time of its preparation, this OP is a brilliant masterpiece.

So one would expect that Paul would now be at the crest of his municipal planning career, in charge of the OP implementation, educating the mayor, and guiding the council. He would be a hero of the citizens of Toronto.

But he retired! Jane, are you still around?

There is no shortage of planners with good ideas. Just read back issues of *The Ontario Planning Journal* or *Plan Canada*! The culprit is a political and administrative system that prevents creativity and the implementation of new ideas.

Paul should tell us his views.

Vladimir Matus, Toronto

Editor's note: Paul Bedford says he is enjoying the next stage of his contribution to planning through mentoring and speaking to a diverse range of audiences. His column will return next issue.

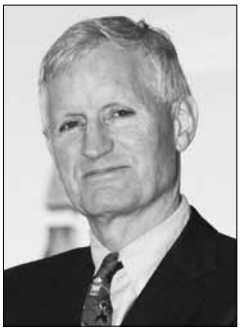
Opinion

The New Deal for Cities and Communities: Investing in Community Sustainability

John Godfrey

Since the Prime Minister launched the New Deal for Cities and Communities, the government has made significant investments including the infrastructure programs, Green Municipal Funds, GST rebate and gas tax investment.

These milestones are focused on meeting the needs of municipalities, including stable, predictable and long-term funding. As well, in full respect of provincial jurisdiction, we have created partnerships with municipal leaders that are focused on local issues that are important to Canada's success. All of this is part of a new way of doing government business and building sustainable communities that are vibrant, prosperous and healthy.



John Godfrey

I am proud that the Prime Minister has asked me to lead our work on the New Deal for Cities and Communities. We are taking an approach that is transformative so that large and small communities will benefit. Like provincial and municipal leaders, and of course planners, we want our municipalities to become more sustainable over the long-term.

But more importantly, like planners, we are taking a systems approach that emphasizes the need for renewed local infrastructure that improves quality of life in communities. For example, this is why there are links between our infrastructure, communities and environment agendas.

So how are we making progress on sustainable communities?

One of the most obvious ways is by providing stable, predictable, long-term funding for municipalities that enables municipalities to plan for the future and make asset investment and management decisions accordingly. Our investments have totalled $12 billion since 1993 and have generated results: improved water and wastewater treatment, modernized urban transit, renewed cultural and recreational facilities and increased trade at our borders.

Now, we are building on that successful track record in other ways.

Our Budget 2004 commitment to provide municipalities with a 100% rebate of their GST payments will provide an additional $7 billion over 10 years to municipalities. Many municipal leaders have already shown that they are using this money to improve local infrastructure.

More recently, we made our commitment to provide $5 billion over five years in gas tax revenues to Canada's municipalities for environmentally sustainable infrastructure projects. The gas tax funding will total $2 billion in the fifth year and it will be maintained at that level indefinitely. Provinces and municipalities have agreed that these investments will go towards public transit, water and waste water treatment, community energy systems, solid waste management, and the rehabilitation of local roads and bridges. We are confident that the gas tax funding will help to deal with the infrastructure gap and also improve air quality, reduce green house gases and supply clean water.

Our focus on sustainable investments has shaped the bilateral agreements for gas tax funding that we are reaching with provinces and territories. The first of these agreements, signed in April 2005 with the Province of British Columbia and the Union of British Columbia Municipalities, means that all communities in B.C. will have increased resources—$635 million in gas tax funds over the next five years, and $254 million per year indefinitely thereafter—for things like transit, water, solid waste management and community energy systems. By supporting environmentally sustainable municipal infrastructure, we are helping municipalities to reduce greenhouse gases. At the same time, we are advancing their sustainability in areas of social, economic and cultural life.

This is the first deal of its kind in Canada, but there will be others that are equally transformative. And there will be more investments in cities and communities through the Canada Strategic Infrastructure Fund, the Municipal Rural Infrastructure Fund and the Border Infrastructure Fund.

Those actions are significant all by themselves. Toronto's Mayor, David Miller, said, "The New Deal is about power, respect and money . . . [The federal government is] treating cities as a partner and it has also delivered funding."

But we are setting the stage for more effective working relationships. We know that we have a great deal to learn from the municipal sector, and this is why we will continue to collaborate with Federation of Canadian Municipalities and other municipal organizations to develop solutions on key opportunities like housing, immigration, public security, socio-economic development, and urban Aboriginal peoples.

At the same time, my portfolio, Infrastructure and Communities, is establishing itself as a Canadian centre of excellence for infrastructure knowledge. This means promoting networks through our Research Program and identifying and communicating best practices such as Infraguide. It also improves cooperation with the federal family, such as analysis of Census data with Statistics Canada to report on trends in our Census Metropolitan Areas. As well, it positions Canada in the world through cooperation with the OECD or UN Habitat in preparation for the 2006 World Urban Forum in Vancouver.

Our government's commitment to leadership and innovative thinking extends to the Crown Corporations that are part of my Infrastructure and Communities portfolio. The Canada Lands Company is working closely with communities across Canada on the redevelopment of surplus federal properties, such as former military bases. A central goal is redevelopment that takes place in ways that reflect planning best practices in transportation, land use and building technology. Some describe this as new urbanism.

One good example of this is the McLevin Woods site in the former City of Scarborough. An extensive consultation process has guided the development of a 41-acre site. It features a mixture of semi-detached homes, street townhouses and block townhouse units as well as 10 acres used specifically for open space and woodlots. Many other CLC projects, such as Benny Farm in Montreal, Garrison Woods in Calgary and Moncton Shops in Moncton, have received urban development awards.

What guides these and other initiatives is a systems approach to sustainability planning that integrates environmental, economic, cultural and social benefits.

This systems approach is at the core of the activities of the Prime Minister's External Advisory Committee on Cities and Communities, chaired by the Honourable Michael Harcourt, former Vancouver Mayor and British Columbia Premier.

The Prime Minister's commitment to action is also apparent in Project Green, because it provides the tools and incentives for municipalities, provinces and businesses to reduce greenhouse gases. My perspective is that Project Green is the start to a national project to make our economy more energy competitive and environmentally responsible.

Project Green is complementary to the New Deal, and it will allow Canada to meet its international climate change commitments under the Kyoto Protocol. It is a fair and balanced plan that will help local governments to address how their own planning and infrastructure choices affect the environment, locally and globally. It will encourage increased energy efficiency that will generate significant benefits for Canadian communities, now and in the future, as they become more resilient, inclusive and prosperous.

Planners know there are no quick fixes to the challenges facing Canada's communities. Isolated actions are not the way forward. A systems approach is more effective. Prime Minister Martin and I know this too. This is the reason the New Deal for Cities and Communities includes a wide range of investments and partnerships that are adapted to local needs and focused on sustainability outcomes.

Our government is working with the provinces, territories, municipalities and local government organizations to identify common priorities that matter to all orders of government and then take action through cooperation. As Ann MacLean, President of the Federation of Canadian Municipalities, said, "The New Deal is a real deal."

We will continue to look to planners, engineers, architects, administrators and urban mentors to make the right choices for our cities and communities. We are open to ideas that help us to make the most of the New Deal.

We are moving in the right direction and cooperation is happening right now across Canada. It has already created results and our government is on track to deliver more strategic thinking and practical actions that shape sustainable communities.

The Honourable John Godfrey, Minister of State (Infrastructure and Communities) is scheduled to speak at the annual Canadian Brownfields Network conference to be held in Ottawa at the Fairmont Chateau Laurier on October 12-14, 2005. For more information about the New Deal for Cities and Communities please visit www.infrastructure.gc.ca.

Southwest

Exploring the Toolkit: Creative Cities Seminar in London, Ontario—June 8th and 9th

John Fleming

Communities everywhere are coming to grips with the new economic class defined by Richard Florida as the "creative class." These are the young, high-powered thinkers who immerse themselves in new technologies and represent the cutting edge in their field. They tend to be engaged in creative activities at a professional level and seek out similarly creative pursuits in their social, cultural and lifestyle choices. A labour force rich with the creative class will have a huge competitive advantage.

Communities everywhere are scrambling to attract this group—the key to economic prosperity.

It is also self-evident that the creative class places a premium on "quality of place." They do not make their choices on where to live entirely on the basis of job opportunities but seek out places that appeal to their creative perspectives, and won't even consider locating in communities that don't provide the creative opportunities and high quality of place that they crave.

So, the OPPI Southwest District was glad to accept an invitation to partner with Orchestras Canada, which is holding its annual conference in London, Ontario, together with Investing in Children (a local advocacy group). The theme is Creative Cities. The City of London's Creative City Task Force is poised to release its recommendations to move London towards a Creative City vision.

The social activities reflect a desire to encourage intermixing between these groups. For example, planners, musicians and community leaders from the three organizations are invited to attend the gala dinner on June 8. Charles Landry—Britain's answer to Richard Florida—is the author of *The Creative City—A Toolkit for Urban Innovators*, and consultant to communities throughout Europe and North America. He will set the tone for the event. Day 2 will feature dine-around-town opportunities with members from all three organizations networking together. OPPI members will also have the opportunity to attend Puccini's *Tosca* at the Grand Theatre—the first professionally staged opera in the history of London.

Glen Murray

Following a morning session with Landry, there will be an interactive interview Landry, Gord Hume, Chair of the City of London Creative City Task Force, Joel McLean, President of Info-Tech Research Group, and Anne McIlroy, a principal with Brook McIlroy Inc. and chair of the Urban Design Working Group.

Following the morning session, planners will be treated to a lunch keynote by Glen Murray, former Mayor of Winnipeg and the first Chair of the Big City Mayor's Caucus.

The event promises to be unique - blending diverse professional backgrounds against the backdrop of a relatively new and fertile subject. Consistent with the recognition goals of the OPPI Strategic Plan, it is hoped that this event will play a role in raising the profile of planners relating to the Creative Cities subject. Finally, by focusing on some practical discussions on the planners' role in shaping Creative Cities, those who attend should come away with useful tools that they can apply as leaders on the subject.

Registration information can be found in the Events section of the OPPI website, or by contacting John Fleming, MCIP, RPP, at (519) 661-2500 X 5343 or jmflemin@london.ca.

Russell G. B. Edmunds

I was quite saddened to hear that Russell Edmunds, the former Commissioner of Planning and Building, City of Mississauga, passed away on February 11, 2005. He was 78 years old. He is survived by his son, Andrew and daughter, Jane.

Russ was born in England and graduated from County Technical College, Mansfield, England in 1950 (City and Guilds of London Institute - 1st class Surveying) before coming to Canada in 1957 when he joined Marshall, Macklin, Monaghan.

As an employee of the Township of Toronto Planning Board (Cooksville) beginning in 1958, Russ was an Assistant Planner and Assistant-Secretary Treasurer of the Planning Board until 1963 when he joined the Metropolitan Toronto Planning Board as Secretary and Planning Coordinator to the Metropolitan Waterfront Advisory and Technical Committee.

He returned to the Township of Toronto in 1965 as Senior Planner (Projects) and became Deputy Planning Commissioner and Assistant Secretary - Treasurer in June, 1966. A member of the Town Planning Institute of Canada in 1969, he became a Retired member of OPPI in 1994.

Appointed Commissioner of Planning of the Town of Mississauga in 1973, he subsequently became Commissioner of Planning when the City of Mississauga was formed in 1974 and was the driving force behind the City's first Official Plan in 1981 which set the stage for the ultimate development of the City. He oversaw the rapid change to one of Canada's largest urban municipalities (Mississauga is currently Canada's sixth largest city and third largest in Ontario). He was also a prominent member of the jury that selected the Mississauga Civic Centre in 1985.

Russ demanded perfection from his staff and in his personal life as evidenced from his competitive nature in running marathons, playing tennis, squash and his love of golf.

I was hired by Russ and learned a great deal from him and considered him a mentor. I was honoured to emcee his retirement dinner in 1990 and will miss him, especially our enjoyable days on the golf course.

John Calvert, MCIP, RPP

The Real Bourne Identity

Dr Larry Bourne, one of Canada's premier urban geographers, was recently presented with the Massey Medal, in recognition of "outstanding achievement in the exploration and development of description of Canada's geography." Larry has been teaching at the University of Toronto for more than 30 years, and played a key role in the establishment and success of the University of Toronto's Centre for Urban and Community Studies. A prolific researcher and author, he is known for his brilliant *Internal Structure of the City*, a collection of essays that many practitioners claim as their "bible."

Larry Bourne

Richard (Rick) DiFrancesco has been appointed as Director of Urban Studies at Innis College in Toronto. He takes over from the retiring **Patricia Peterson**. Rick has a strong interest in brownfield development and his paper on economic impacts resulting from brownfield redevelopments can be found at www.canurb.com (following links to conferences, archives, brownfields 2003.)

Meric Gertler, who has been running the University of Toronto's planning program in recent years, has accepted the position of Vice-Dean of Graduate Education and Research. Meric was recently the master of ceremonies at a celebration to mark the publication of his father's new book (see In Print) at which a who's who of planning academia was present.

The Mayor of Iqaluit recently announced that the Core Area and Capital District Plan for Iqaluit has won an international award. The Environmental Design Research Association—a U.S.-based organization—selected the Iqaluit project. The Plan was prepared for the City of Iqaluit by the consulting team of **Office for Urbanism** from Toronto, Ottawa-based **FoTenn Consultants Inc**. and Laird & Associates of Iqaluit.

As the capital of Nunavut, Canada's newest territory, the City of Iqaluit on Baffin Island faces the need in the next decade to define its character and viability as a new capital city. The Core Area and Capital District Plan provides a second level of analysis and detail—following the creation of the City's General Plan and Zoning By-law in 2003—that will help define this identity and ensure its long-term health, vitality and sustainability.

This is the first time a project in Canada has been recognized by the Environmental Design Research Association (EDRA). EDRA is an international, interdisciplinary organization founded in 1968 by design professionals, social scientists, students, educators, and facility managers. The purpose of EDRA is to advance and disseminate knowledge of the relationship between people and their surroundings, thereby promoting the creation of environments responsive to human needs on many levels. The Iqaluit Core Area and Capital District Redevelopment Plan was honoured at a special awards ceremony at the EDRA 36—Design for Diversity conference in Vancouver in late April.

Lorelei Jones, MCIP, RPP, and Thomas Hardacre, MCIP, RPP, are the Ontario Planning Journal's contributing editors for People. They can be reached at ljones@rogers.com and thardacre@peil.net respectively.

Environment

Environmental Assessment Reform in Ontario—The Advisory Panel's Report

A productive process that could yield significant reforms

Steven Rowe

An Advisory Panel appointed by the Minister of the Environment has recommended sweeping changes to environmental assessment (EA) that, if adopted, would bring about a new framework for EA planning in Ontario. The Panel, appointed in June 2004, comprised an Executive led by University of Toronto Professor Beth Savan and three "Sectoral Tables" focusing on energy, waste and transportation. All of the Sectoral Tables held stakeholder workshops to receive input to their work. Whereas the Sectoral Tables provided pragmatic recommendations for improvement in each of their areas (see insets), the Executive is proposing more comprehensive changes to restructure EA based on "overarching principles," so that projects with comparable characteristics in any sector will be subject to similar requirements.

Steve Rowe

Since the *EA Act* was first approved in 1974, the practice of EA has diverged in a number of ways. Class EAs prescribing planning processes for different proponents and types of projects have been prepared in a number of sectors, including transportation. The Class EAs are similar to each other, but also have important differences in the extent to which they implement the purpose of the *EA Act*. They apply almost exclusively to public-sector proponents. Electricity projects are subject to a regulation and a planning process similar to a Class EA that applies to both public and private sectors. Whereas most Class EAs require the examination of system and locational alternatives for at least some projects, there is no requirement for electricity proponents to examine alternatives for generation projects. Waste projects have no Class EA, and waste incinerators and landfill sites above certain thresholds are brought under the full requirements of the *EA Act* by regulation whether they are public or private.

The Savan Panel's recommendations would assign all EA projects in the three sectors to one of five categories. Category 1 projects would be subject to a one-phase process (a local notice of project completion). Category 2 projects would require a two-phase process and could be vetoed by municipalities based on cumulative effects. Category 3 and 4 requirements require three and four phases respectively and are progressively more stringent, and Category 5 is essentially an "individual EA" subject to the full requirements of the *EA Act*, including the approval of Terms of Reference.

Whereas Class EAs and the electricity regulation generally classify projects by scale or cost as a proxy for potential environmental effects, the proposed approach would use criteria such as consistency with provincial policy, effects on significant resources, and cumulative and multigenerational effects to assign projects to categories. There is some debate as to whether the use of more interpretive criteria would lead to a greater number of disputes over project categorization.

> The Panel also recommended establishing an advisory body to advise the Minister on EA matters and to assist in the implementation of reforms

The recommendations also endorse a much stronger provincial role in establishing the "need" component of EAs through policy, so that proponents do not have to "re-invent the wheel" by having to justify and defend the identification of the need for a project in each EA.

Some projects that do not require the evaluation of alternatives today would be subject to this requirement under the new regime, and the Panel is looking for more rigour on such matters as consultation, mediation and the preparation of Terms of Reference, backed up by clear guidelines.

The proposed approach would be set out in general policies or principles, and more detailed policies for each sector would be developed by "working groups." Presumably this model would ultimately be extended to EA projects in other sectors.

The report anticipates a much greater role for the Environmental Review Tribunal in mediating and ruling on disputes during EA planning processes, in deciding Class EA "bump up" requests, and in hearings on individual EAs. Also, a "green project facilitator" is proposed to help smooth the path for environmentally friendly projects.

Other recommended changes include greater integration of approval requirements with other provincial and federal legislation. Integration with the *Planning Act* would include adopting the Provincial Policy Statement by cross-reference as applicable to EA projects, although this could be modified by policies under the *EA Act*. For example, it would be difficult for linear facilities such as roads and electricity transmission lines to be consistent with the PPS in all cases.

The Panel also recommended that an advisory body be established to provide advice to the Minister on EA matters and to assist in the implementation of reforms including the development of the EA principles and policies, and advice on identification of "willing hosts" for intrusive facilities, defining "green projects," the relationship between municipal infrastructure master plans and EA, intervenor funding, and more effective monitoring of EA-approved projects and processes.

The proposed changes could be implemented with only minimal changes to the *EA Act*.

(Cont. on page 27)

EA Reform in Transportation

Many communities looking for a more integrated decision-making process

Leo DeLoyde

Everyone involved in the EA review agrees that the *EA Act* is a fundamentally sound piece of legislation. However, there are many practice inconsistencies in how we implement the *EA Act*.

The Environmental Assessment Advisory Group (EAG) identified several areas where EA practice can be improved. Here are the main issues that apply to transportation:

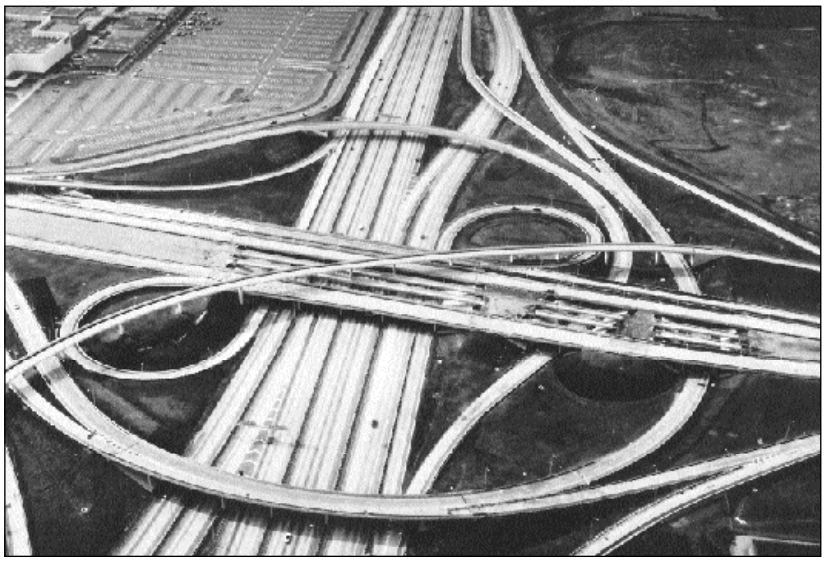
Integration of EA Practice and Planning Practice

The Executive Advisory Group report supports the submissions of the Transportation Sector Table and several commentators that unless provincial policy statements and planning policy documents are incorporated into EA decision making, the current disconnects between EA and planning practice will continue.

In particular, the EAG recommended that the Provincial Policy Statement be considered as part of any EA review. The EAG felt that " implementing recommendations for EA reform in the absence of overarching policy guidance is tantamount to building a shelter without a roof—regardless of the strength of the walls or foundation, the inherent unpredictability of the weather will always influence one's willingness or ability to plan . . . " (Vol. 1 p.40). OPPI should go on record as being fully supportive of this recommendation.

The Transportation Sector group went further by recommending that Master Transportation plans be given status under the *EA Act* to speed up implementation. For example, if a municipality prepares a master transit plan, the master plan is given no EA status when specific transit projects are being proposed that implement the master plan. Since transit projects are normally implemented in serial fashion, this means that, fully documented individual EAs are required prior to constituent pieces of master plan implementation.

In my view, there is an organizational disconnect in most municipalities between those who are involved in preparing official plan policies and those who are responsible for securing EA approvals and implementing projects. Integration of EA approvals and planning practice can best be achieved when planners and engineers work closely together. The topic of engineers and planners working in harmony will be explored at the OPPI Connections conference in late September 2005.



Infrastructure always needs shorter decision times

Inclusion of Municipal Transit in Class EAs

Currently, the Municipal Engineers Association oversees the Class EA system for road and related projects in Ontario under the watchful eye of the Ministry of the Environment. The Class EA system provides specific rules for reviewing different kinds of road projects, which almost always leads to expedited approvals. The Class EA system allows the vast majority of municipal road projects to avoid the heavy process burdens associated with individual EAs. GO Transit has the benefit of a Class EA approval system to assist it in developing its facilities.

In contrast, municipal transit facilities such as subways, streetcar lines, busways and related transit facilities are not included in any Class EA system. The EAG's recommendation to bring municipal transit projects (which tend to be green projects) under the Class EA system to level the playing field with municipal road approvals and GO Transit is sound.

Scoped EAs and Demonstration of Need for a Project

In recent cases, proponents of major projects, such as a new 400-series highway or a major landfill, have attempted to use a highly scoped method of attempting to secure an individual EA approval. Highly scoped approaches allow the proponents to summarily deal with the question of need and avoid examining the "do nothing" alternative. By definition, highly scoped individual EA reviews exclude a range of alternatives from the review and often achieve an EA outcome consistent with the mandate of the proponent. The EAG has recommended several positive changes be made to eliminate this kind of process abuse to ensure the public interest is achieved consistent with the *EA Act*'s goal of permitting projects which promote the betterment of the people of Ontario.

Public Participation

There is an ongoing need to simplify the means by which we communicate project details and technical work to the public so the public can fully engage in the EA review system and make informed choices about alternatives.

Next Steps

The projects that are subject to the EA approvals system are quite diverse. The EAG is wisely recommending that the Minister of the Environment convene broad based sector-specific expert panels to prepare more detailed recommendations for each sector. OPPI should continue to be represented on these panels, given its deep commitment to decision-making consistent with the public interest.

Leo DeLoyde, MCIP, RPP, is the City Manager for the City of Burlington and chaired the Transportation Sector Table. He is also chair of the 20005 OPPI Conference being held in Hamilton Burlington, September 28-30. He can be contacted at (905) 335-7600 Ext 7883.

Energy Sector Table

More active role for ministry urged in energy decisions

Ann Joyner

Re-opening of Hearne exempted from EA

The Energy Sector Table comprised consultants, members from industry groups, and regulatory and public interest representatives. It developed a number of recommendations and proposals for improving the EA process for energy projects in the areas of:

- clarifying government policy;
- integrating the administration of approvals and permit requirements into a single coordinated process;
- improving the transparency of the process and enhancing public participation and making immediate improvements to EA through refinements to The Guide to the EA Requirements for Electricity Projects and Regulation 116.

The Table recommended that the province take a leadership role in the assessment of alternatives to the undertaking through the Ontario Power Authority (OPA) and the Independent Electricity System Operator (IESO) and through targets set by the Ministry of Energy. It is fully appropriate for the government to establish provincial policy, resolve controversial issues and complete strategic analysis of the need and alternatives for energy in the province and to identify the optimum mix of projects to be subject to project specific EAs. In fact, the OPA is now using this approach in York Region to plan for energy supply and distribution. The Executive Panel's Report endorsed the need for the province to take a more active policy role.

The Table made a number of recommendations supporting an integrative approach to planning and decision-making. Recommendations were made for process coordination and streamlining the process for elevation requests through an adjudicated process where appropriate. While the Energy Table recommended the appointment of a provincial EA process coordinator for all projects, the Executive proposed that a coordinator be appointed for green projects only.

Recommendations were made for enhanced transparency and greater disclosure through improved information and technology, using improved web-based access. Improved consultation through a one-window process and promotion of education of the pubic about the EA process were recommended.

A long list of refinements to the Guide to the EA Requirements for Electricity Projects and minor changes to Regulation 116 were proposed by the Table. These are improvements that can be implemented in the short term to respond to practical issues encountered in implementing the Guide and to remove ambiguities and unnecessary process steps while maintaining the needed level of environmental protection. The Executive recommended consultation on these changes for implementation in the shorter term, however for the long term it proposes systemic reforms that would replace the Regulation and Guide.

Ann Joyner, MCIP, RPP, is a partner with Dillon Consulting Limited, and was a member of the Energy Sector Table.

The Waste Sector Table

Three-pronged approach recommended to get right results

Paul Rennick

An effective provincial waste management strategy subject to EA approvals will only be successful if all three legs of the stool—provincial waste management policy, good database, strengthened Ministry of the Environment—are put in place. There was strong consensus among the Waste Table members for these fundamental needs. However, as we all know, the "devil is in the details." Given the short time frame (two months) to consider practical improvements to the process, the Waste Table advisors were able to agree on some details and set aside others for further consideration. The following recommendations were put forward:

1. Improvements to the EA process should be made considering six principles including clear, predictable and timely; transparency; participatory; based on good data, science and engineering; socially responsible; and based on sound economics. For the most part, the Executive Panel addressed these in its final report. The Waste panel would support a more

rigorous adhering to timelines for government review, proponent documentation and public comments.

2. MOE should state in a policy the need for all elements of waste management in Ontario including goals, measurable targets, and timelines as well as an evaluation of collection, transfer, re-use and recycling, other forms of waste diversion and all forms of disposal. The policy would be based on a regularly updated and dependable database. Waste management proponents should not be expected to research and collect data to justify the "need" for waste facilities that serve a public purpose.
3. Section 30 and 32 of the EPA and the EAA and related Regulations should be applied to projects so that the proper level of assessment and review is carried out. These provisions require mandatory or discretionary EAA or EPA hearings based on population or waste quantity rather than potential effects. The Waste Table agreed that these provisions should be applied to projects so that undertakings with the greatest potential effects are subject to thorough assessment and review, using the two acts, and those with little or no effects should be exempt. A draft table for further consideration was presented to the Executive Panel suggesting how the EAA and EPA might be applied for a full range of waste management facilities.
4. A Framework Terms of Reference regulation should be developed including the rationale, reasonable functional alternatives "to" and alternative "methods" for both public and private proponents. This regulation should indicate any differences in approach required for private versus municipal proponents. The Waste panel recognized that there were many features common to both proponents such that separate regulations would not be appropriate. This was set aside for further consideration.
5. The current "one window" approach should be improved so that one staff person follows the file, and timelines for review and approval are respected by all parties. One MOE person should be responsible for the file so that responses to proponents and the public are consistent and timely.
6. MOE should develop and publish a guideline for the type, form and level of public participation expected, emphasizing a range of approaches. The Terms of Reference (TOR) for every undertaking should include an outline of how proponents will assist the public in participating in the process. The level of participation and funding would be commensurate with the size and nature of the project. This and other general TOR and EA guidelines need to be developed and finalized in consultation with the audience.

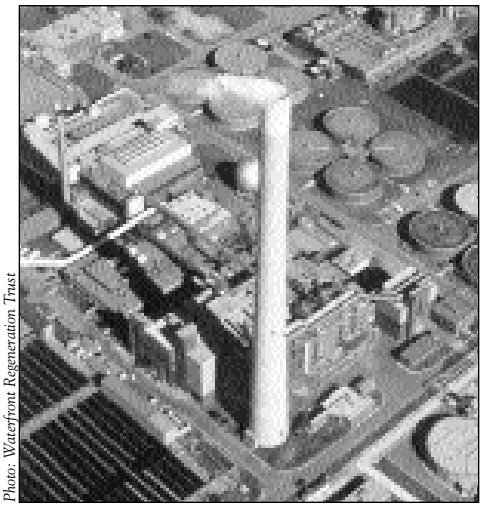


Photo: Waterfront Regeneration Trust

Expansion underwent one of the longest EAs ever

7. Sufficient resources should be allocated to the MOE to ensure that the EPA and EAA approvals are supported by the technical expertise expected by proponents and the public. Over the past few years, management and staff resources has been declining below acceptable levels. This needs fixing as soon as possible.
8. Similar EA processes in other jurisdictions should be reviewed to learn from others and to incorporate appropriate steps into the Ontario process. For instance, some U.S. states have incorporated timelines that may be relevant for Ontario. Also Ontario has not kept pace with recent EA practice such as incorporation of Strategic EA.
9. The Minister of Environment should continue a consultative process of developing guidelines and improvements to the Ontario EA process with respect to waste management undertakings. The involvement of proponents, municipal and provincial administrators, and the public is essential for the improvement process to be successful.

Paul Rennick was a director of the EA Branch in the early 1980s and has many years' experience in administration and as an individual consultant providing services in environmental assessment and management. Members of the waste panel included representatives from the waste management industry, the municipal sector, public participation and environmental consulting.

Reform in Ontario

(Cont. from pg. 24)

The Report has been posted for comment on the Environmental Registry (Registry No. XA04E0015), and responses are to be submitted by July 4, 2005. OPPI's environmental working group is considering a response, and readers are encouraged to contribute to that or to submit their own comments.

The Executive has indicated that its recommendations form an integrated package and should be implemented together. While they respond to the Minister's directive they would require considerable time for additional consultation and consideration by the working groups and the advisory body before they can be implemented—perhaps a year or more. This timeframe can be contrasted with the Province's urgent need for new waste disposal and electricity generation capacity, and long delays in resolving Terms of Reference for new highways. As previously reported in the Journal, EA has come under criticism over a number of years for being time-consuming, expensive and unpredictable.

It will be interesting to see whether the Minister elects to adopt the Executive's long-term approach, to proceed with more immediate changes such as those proposed by the Sectoral Tables, or to adopt a mixture of the two.

Steven Rowe MCIP, RPP, is principal of Steven Rowe Environmental Planner. He is contributing editor for the Ontario Planning Journal on Environment, and he chaired the Energy Sector Table. He is also responsible for the program content of the Canadian Brownfields Network conference to be held in Ottawa this fall.

Just Junk That Zoning Code

Learning from the master: why planners need to absorb Duany's message

Paula Tenuta

Almost 1,000 urban planners, politicians, municipal workers, environmentalists and other members of the development industry met in Miami in January for the 4th Annual New Partners for Smart Growth Conference. With so many professionals still wanting to learn about success stories from other jurisdictions, there is obviously still a lot of progress to be made.

No matter which of the dozen seminars you chose to attend, common phrases heard could always be correlated to a growth management issue that we're facing in the GTA: "Development should occur in areas where the infrastructure exists to support it" . . . "Act globally, plan regionally, but think locally" . . . "What the public hates more than urban sprawl is intensification" . . .

This last sentiment was probably expressed best by the often animated and anecdotal pioneering new urbanist architect, Andres Duany, who emphasized that planners have to plan for the "variety of Americans with different dreams . . . the dreams of hamlet life, the dreams of village life, the San Francisco dream of European life . . . and understand that there is always that 30 to 60 percent that love the suburban life . . . that loves commuting . . . that loves the McDonalds drive-through so that they don't have to struggle to un-strap their baby . . ." Duany's approach is an attempt to confront the stringent and inflexible zoning codes of the current day, reflective of "our obsession with statistics" that are in place because the "public doesn't trust the planning profession."

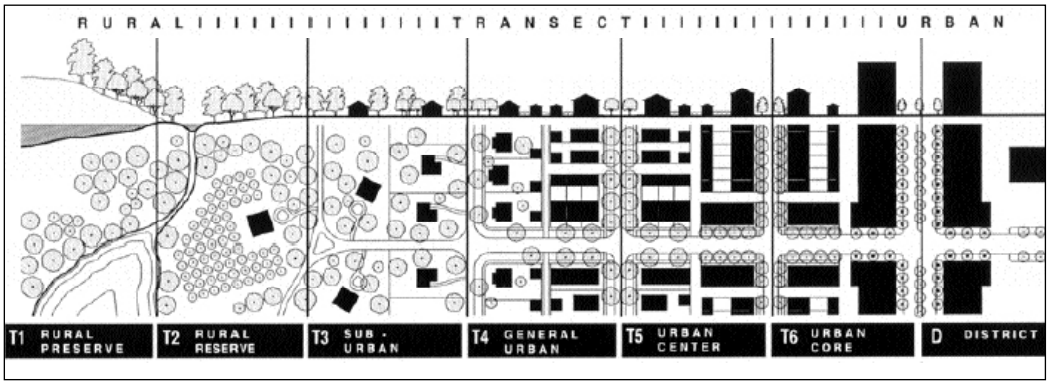
The primary consideration of conventional zoning codes and subdivision ordinances is the grouping of similar and related uses. This grouping separates them from all other uses that are perceived to be potentially incompatible. Conventional zoning codes are dedicated to separating land uses and traffic, which frustrates the desire to create walkable, compact neighbourhoods. Conventional codes result in the suburban life: malls and big box stores, industrial parks, isolated office buildings, and massive parking lots.

"There needs to be a formula of exchange. We have to be allowed to build urbanity," Duany insists. He has developed the "form-based code," and the formula of exchange is part of the associated "transect." The problem with current zoning codes is that they are written in a single setting. The current system delivers disconnection. "What we have against us is a system that is incredibly easy to administer. We need a simple system that administers complexity, because smart growth is about complexity." The city that emerges out of Duany's form-based codes and use of transects is one that reflects specialization. (Oakville is the latest Ontario community to try this approach.)

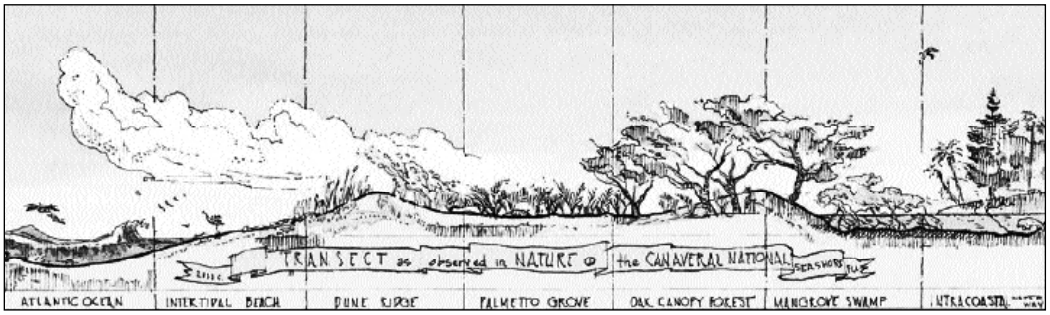
California is the first state to specifically enable the practice of form-based development regulation. These are multidisciplinary codes, or a kit of parts with instructions that define the design of the streets and the buildings and the connections between them. They ensure that the buildings, all types of housing and supportive commercial uses, will be in scale with the streets and other public places to create a circulation linkage.

When it comes to the urban environment, "one size does not fit all." Coding by building type provides the freedom to create one set of rules for one building type and another for a different type. For example, a townhouse may function best with its main floor lifted a half-level above grade for interior privacy, with a front stoop for access. Yet a shopfront in the same neighbourhood needs to be at grade to be accessible to customers. The physical characteristics of each building type are summarized in the building standards, which establish three parameters:

- *Building height:* a maximum number of floors is set to ensure that a building does not overwhelm its neighbours, but at the same time, unlike conventional zoning, a minimum height is set to maintain a proper street wall.
- *Siting standards:* they control the placement of a structure in relation to fronting streets and adjacent building lots. Dimensions to front, side and rear building lines, as well as the location and configuration of entrances, parking, yards, and courtyards are specified.
- *Key building elements:* windows, doors and porches are also controlled by the standards.



The Duany Transect



The transect concept drawn from ecology

Building on the approach that the physical form is the community's most enduring characteristic, form-based coding begins by defining the public spaces. Then within carefully measured neighbourhoods, it lays out a network of streets and blocks that are first scaled to the pedestrian, then to the lots and buildings, and finally to the automobile.

In an effort to simplify the process, Duany's firm developed a new classification system called the transect, which calibrates the scale and character of development to its local and regional context. As Duany explains, "a form-based code simply means that you just describe it physically. What is fundamental, is that it is transect."

As illustrated in the diagram, the transect is a slice taken at various stages through the continuum of rural to urban landscapes, where different degrees of nature give way to increasing urbanity. It is a comprehensive design theory that organizes the full continuum of human environments, from remote wilderness to dense downtowns. It is a concept drawn from ecology, or a geographical cross-section through a sequence of contiguous environments. The transect can be extended from the natural environments into to the human habitat by introducing settlements of gradually increasing density.

The transect does not eliminate any standards associated with zoning codes. What it does is assign them to the sectors of the transect where they are appropriate. For example, requirements for wide streets may not be correct or incorrect, but may be located correctly or incorrectly. There are areas, or transects, where wider streets are appropriate (for example, where higher speeds are justified).

It was bizarre to hear a seminar begin with "Just throw your existing zoning in the garbage!" as one would think that Duany was essentially dismissing the body of law that controls development. His main point, however, is that conventional zoning based on the segregation of land uses was never intended to deal with physical form, and that the "band-aid" measures (including design guildelines) that planners cobble onto existing ordinances to address this deficiency just make matters worse.

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Legislative News

Why the PPS is a Big Deal

Three huge reasons to pay attention to the new PPS

Jason Ferrigan and John Ghent

The new Provincial Policy Statement (PPS) came into effect on March 1, 2005. This version of the PPS replaces the 1997 version, with which we all have some familiarity, notwithstanding its shortcomings. The purpose of the PPS is to provide policy direction on matters of provincial interest related to land use planning and development. Section 3 of the *Planning Act* sets out the authority of the Province to issue policy statements:

> The Minister . . . may from time to time issue policy statements that have been approved . . . on matters relating to municipal planning that in the opinion of the Minister are of provincial interest.

The PPS has a broad, over-arching impact. Any decision made on a planning matter by a public body and any comments, submissions or advice provided by an agency on planning matters "must be consistent with" the PPS. This is a more rigorous test than the previous "have regard to" requirement. The "consistent with" standard reflects the current government's commitment to ensuring the PPS is implemented and is a commentary on how ineffective the previous PPS really was.

Perhaps the potential impact of the PPS is illustrated by the response of the development industry immediately prior to the new PPS coming into effect. As an example, in Oakville, 18 plans of subdivision were filed with the Town on February 28, 2005. In terms of dwelling units, this represents almost 9,000 units, which is equivalent to five years of growth.

What is the significance of February 28? Applications filed before March 1 would be subject to the old PPS. Applications filed on or after March 1 would be subject to the new PPS. More than anything else, this reaction by the development industry is a commentary on their concern with how the new PPS might affect the way things will work in the future.

Yes, the PPS is a big deal. It affects, at some level, almost everything land use planners do on day-to-day basis. It is the foundational core of what we do. Therefore, it is essential that planners have a through understanding of what the PPS is seeking to achieve.

And the best news of all? Happily, there is not a single reference to smart growth in the entire document. This over-used and miss-used term appears to have been a passing fad and for that reason alone, planners everywhere will stand up and cheer.

The Main Themes—the PPS Re-Focused

The Government of Ontario has recently introduced three major planning initiatives—the Places to Grow Draft Growth Plan for the Greater Golden Horseshoe, released February 2005, The Greenbelt Plan, approved February 24, 2005, and the Provincial Policy Statement (2005), approved on March 1, 2005. These documents converge to provide a coordinated planning strategy that builds on three key principles:

1. Urban areas will accommodate urban growth. Rural and agricultural areas will not be a reserve for urban uses.
2. Natural resources (agricultural land, water, minerals, petroleum, aggregates) are important to the long-term economic health of the economy and will be protected and managed.
3. Significant environmental features and areas will be protected and enhanced for their ecological value and their social benefit.

The contribution of the PPS to these principles can be seen in the Preamble:

> The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment.

The vision on which the PPS has been established is that long-term prosperity and social well-being is dependent on maintaining strong communities, a clean and healthy environment, and a strong economy.

In many cases, the policies in the 1997 version of the PPS have been continued to the new set of policies. This similarity extends to the basic structure of the document where, aside from some minor rewording, the basic organization of the document follows the previous version.

The main policy portion of the PPS is organized into three sections:

- *Building Strong Communities*—efficient land use and development patterns to support strong, liveable and healthy communities.
- *Wise Use and Management of Resources*—protecting natural heritage, water, agriculture, mineral, and cultural heritage and archaeological resources for their economic, environmental and social benefits.
- *Protecting Public Health and Safety*—reducing risk from hazards by directing development away from areas where there is an unacceptable risk to health, safety or property damage.

Building Strong Communities

This is the largest section and contains several themes that emerge as being central planks of the PPS.

1. An emphasis on confining urban growth to urban areas

This goal is apparent in many of the policies:

- Settlement areas are to be the focus of growth and regeneration;
- New development is to take place in designated growth areas occurring adjacent to existing built-up areas;
- Phasing policies are to ensure the orderly progression of development;
- Policies will control the expansion of settlement areas.

2. An emphasis on intensification and redevelopment

There is a clear message in the PPS—intensification and redevelopment is to be promoted and encouraged. This theme is threaded through many different sections of the PPS and is addressed more comprehensively than in any other policy. Some examples are:

- Requiring the identification of land where intensification and redevelopment can be accommodated;
- Establishing development standards that

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facilitate intensification and redevelopment;
- Setting minimum targets for intensification and redevelopment;
- Requiring phasing policies to ensure that intensification and redevelopment targets are achieved;
- Prioritizing intensification and redevelopment as a growth management strategy ahead of development in designated growth management areas in preparing a 20-year land use plan;
- Permitting the expansion of settlement areas only if sufficient opportunities for growth are not available through intensification and redevelopment and designated growth areas;
- Developing standards for intensification and redevelopment that minimize costs and facilitate a compact form;
- Optimizing the use of existing infrastructure and public services before developing new infrastructure and public services.

3. The provision of affordable housing

The PPS requires municipalities to establish minimum targets for the provision of affordable housing.

4. Long-Term Economic Prosperity

This is a goal that is common across all policies. The pursuit of this goal is the rationale as to how resources are to be used and why risks are to be avoided. It is developed at some length in the Building Strong Communities section and deals with enhancing downtowns and mainstreets, the redevelopment of brownfields, planning for major facilities, tourism, minimizing land use conflict, promoting agriculture, and providing opportunities for energy generation.

Wise Use and Management of Resources

In this section, the policy on Natural Heritage includes references to maintaining or enhancing the diversity and connectivity of the ecological function and improving linkages between the various environmental components. However, it appears agriculture trumps environmental priorities. Existing agricultural uses are not limited by the Natural Heritage policies.

Protecting Public Health and Safety

Protecting public health and safety is intuitive for planners and something with which we can all quickly agree. The underlying premise for the policy is to direct development away from areas where there would be an unacceptable risk to public health and safety or property damage. It is in this section where terms like hazardous lands, erosion hazards, flood plains, flood hazards, and floodways are introduced. Human-made hazards are included in this part of the PPS. The focus is on protecting people and property from damage as opposed to preserving, enhancing and restoring the natural features for their inherent environmental and ecological value (which is addressed the Resources section).

Comparison of the Old and New—the PPS Re-Thought

What we now have to be "consistent with" and how this is different from what we previously had to "have regard for."

The new PPS is not entirely different from the old PPS, but takes things one step further by providing direction on how specific goals and objectives are to be achieved.

Vision Instead of Principles

The new PPS begins by articulating its main themes in a set of high-level statements. This Vision for Ontario's Land Use Planning System is more comprehensive than the three principles that formed the backbone of the old PPS. However, recognizing its own limits in terms of a "one size fits all" approach to policy planning, the Vision provides that it may be further articulated through planning direction for specific areas issued through provincial plans. The *Niagara Escarpment Planning and Development Act*, policy approved by the Lieutenant Governor in Council or the Minister of MAH, and the Growth Plan for the Greater Golden Horseshoe would fit this description.

A Holistic Approach to Building Strong Communities

The new PPS devotes considerable attention to the "Building Strong Communities" theme, which has been re-oriented and expanded from the former "Developing Strong Communities" theme in the old PPS. There are many interesting new policies. For example, the PPS now requires that:

- The regeneration of settlement areas be promoted;
- Settlement area land use patterns be based on densities and a mix of land uses that minimize negative impacts to air quality and climate change, and promote energy efficiency;
- Planning authorities identify and promote opportunities for intensification and redevelopment and establish minimum targets for intensification and redevelopment in built-up areas where they have not already been established through provincial plans;
- Planning authorities establish and implement phasing policies to ensure that intensification and redevelopment targets are achieved prior to or concurrent with new development in designated growth areas, and to ensure that development in designated growth areas progresses in an orderly manner;
- New land uses in rural areas, including the creation of new lots and new or expanding livestock facilities, comply with the minimum distance separation formulae established by the Province;
- Planning authorities establish and implement minimum targets for the provision of housing which is affordable to low- and moderate-income households;
- Municipalities establish policies to ensure that individual or private communal sewage and water services meet a comprehensive set of pre-established criteria including the protection of human health and the natural environment before they are used;
- Transportation and land use considerations be integrated at all stages of the planning process.

Photo: Ontario Ministry of Agriculture and Food

Agricultural protec

The new PPS also contains policies respecting employment areas, as well as public spaces, parks and open spaces. The employment area policies promote economic development and competitiveness through a variety of means. The employment area policies also address the issue of employment land conversion. The policies require that this question be considered within the framework of a comprehensive review and be permitted only where it has been demonstrated that the land in question is not required for employment uses over the long term and that there is a need for the conversion.

The public spaces, parks and open spaces policies promote the creation of healthy and active communities through a variety of means like the provision of public access to shorelines.

An Enhancement of the Resources Policies

The new PPS also contains numerous policies designed to protect natural heritage, water, agriculture, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits. Several new policies now require that:

- Development and site alteration not be permitted in significant wetlands across Ontario, not just those south and east of the Canadian Shield;
- Any development or site alteration in fish habitat be in accordance with federal and provincial requirements;
- Development and site alteration in or near sensitive surface water features and sensitive ground water features be restricted so that these features and their related hydrologic functions are maintained;
- Planning authorities designate specialty crop areas in accordance with evaluation procedures established by the province;
- Criteria for secondary and agriculture-related uses be included in municipal planning documents;
- Mineral aggregate extraction be undertaken in a manner that minimizes social and environmental impacts;
- Mineral aggregate extraction activities be progressively and finally rehabilitated to accommodate subsequent land uses, promote land use compatibility and to recognize the interim nature of extraction;
- Any development or site alteration on a property adjacent to a protected heritage property be evaluated to ensure that the heritage attributes of the protected heritage property will be conserved.

tion on the agenda

Clarification of the Public Health and Safety Policies

The new PPS also elaborates on the Public Health and Safety policies of the old PPS. Several new policies of interest here are:

- A policy that generally directs new development to areas outside of hazardous lands adjacent to small inland lake systems that are impacted by flooding and erosion;
- A prohibition on development and site alteration in areas that would be rendered inaccessible to people and vehicles during times of flooding, erosion or dynamic beach hazards unless proved otherwise;
- A prohibition on development and site alteration in a floodway regardless of whether the area contains high points of land that aren't flooded;
- Policies that prohibit sensitive institutional uses (such as hospitals and schools) and essential emergency services (such as police and fire) from locating on hazardous lands or sites where there is either a threat to the safe evacuation of the sick, elderly or the young, or where the delivery of the emergency service would be impaired during a flood, the failure of flood proofing measures or erosion.

Implications for Planners—the PPS Re-Loaded

For decades, there has been a quiet but unsettling feeling of discontent that the Province of Ontario had abandoned any meaningful oversight role in planning matters. This was not always the case. Major, bold steps in strategic thinking that resulted in TCRA, COLUC, the Parkway Belt, and the 400-series highway network characterized provincial planning in the 1960s and 1970s. A clear vision for growth and development and an essential role for planning at the provincial level were firmly established. For better or worse, this top-down approach was replaced in the 1980s and 1990s with municipalities playing a greater role in determining the outcome of planning decisions. But the need for overall direction was obvious as disconnected, inconsistent and, in many cases, inefficient patterns of growth emerged across the GTA and the GGH. With the emergence of the current planning initiatives, the role of the province in planning has been firmly re-established.

The "Regard" Clause Re-placed

With respect to the PPS, the change in the provincial planning role is evident in what will prove to be the single most significant change to the policies. The more rigorous standard now is that planning decisions must be consistent with the PPS. Apparently, the government was not satisfied with the level of adherence to the previous PPS. The message appears to be " . . . we are serious about planning, we have a vision and a clear direction, and we insist on everyone getting on board to implement the policy." No longer will planners, or planning-related agencies, or municipal councils, or other decision-making bodies be able to claim regard for the PPS and fail to come to grips with implementing its stated objectives.

This significantly changes the environments in which planners operate. There is an obligation on the part of all planners to include the matter of consistency with the PPS when giving advice.

Intensification and Re-Development

The PPS encourages, promotes and even requires municipalities to provide for intensification and redevelopment. More to the point, there is a priority for intensification plans and targets to be established before expanding urban development into greenfield areas.

Intensification and redevelopment is permitted in brownfield areas, but it is not relegated only to brownfields. Both upper-tier and lower-tier municipalities are responsible for ensuring intensification plans and targets are achieved. This is a very forceful change in direction.

With respect to the prospect of intensification and redevelopment, one newspaper in the GTA headlined—"This Is Going To Get Ugly"—quoting an elected official's response to a staff report. This sentiment reflects the potential for this policy to dramatically affect existing, established communities and to significantly change the character of these areas. It also reflects the inherent conflict between inappropriate and extreme intensification, which may claim consistency with the PPS, and more sensitive and gentle intensification that is complementary to the existing development fabric, but which may equally be consistent with the PPS.

Given the potential for dramatic change to the character of urban spaces, the challenge for planners is to properly evaluate the appropriateness of intensification and redevelopment proposals. Planners will play a significant role in providing oversight and advice. It will be fascinating to watch how this policy is implemented over the next few years. To the detached and passive observer, it will be an interesting study of group dynamics and stakeholder interests. To those intensely involved in the process, it may prove to be a controversial and at times painful experience.

Affordable Housing Re-Introduced

The new PPS requires municipalities to establish targets for the provision of affordable housing to medium- and low-income households. This was a focus of a previous Ontario government, where 25 percent of all housing was to be affordable. At that time, without significant funding support for the initiative, implementation of the policy proved to be ineffective. Planning responses were varied, ranging from merely ensuring a mix of housing forms and densities to seeking to control house prices beyond the first buyer—a solution that became untenable.

The goal of providing affordable housing has considerable merit and certainly is in the public interest. But it is doomed to continued frustration unless it is undertaken with the active involvement of other agen-

cies and both provincial and federal levels of government. Planning can be the mechanism that provides the opportunity for affordable housing, but the actual implementation is achieved in cooperation with other partners.

Resolving Conflicts Between Policy

In any general document that purports to be applicable to the entire province, the potential for some conflict between various policies is inevitable. In the new PPS, there are several areas where this conflict might occur, depending on specific circumstances:

- The preservation of natural heritage areas versus the encouragement given to agricultural and aggregate extraction uses that could effectively eliminate or damage the natural feature;
- The desire to retain prime agricultural lands for agricultural uses for the long-term versus the timing of an expansion to a settlement area boundary into an agricultural area to achieve the mandated growth projections based on 20-year, 10-year and 5-year time frames.

More of these conflicts will emerge over time as experience is gained in working with the PPS. For planners, it is in the resolution of these competing goals that our jobs become interesting. If every policy were crystal clear with no interpretation required, life would be dull indeed. It is in discerning the intent behind the policy, seeking to understand the entirety of the policy goal in a comprehensive way, and giving weight and balance to different factors that a proper application of relevant policy will be achieved. This is what planners do—not mindlessly administer a set of rules and regulations, but creating or discerning a vision, and then working within a policy framework to shape and implement the vision, appropriately balancing competing and at times conflicting policy. Conflicting policy within the PPS will not be an insurmountable problem.

John Ghent, MCIP, RPP, is the principal of Ghent Planning Services and Jason Ferrigan, MCIP, RPP, is an associate partner with Urban Strategies Inc. Jason contributes a regular column on legislative issues.

John Gent and Jason Ferrigan are members of OPPI's Government & Legislative Working Group. OPPI's comments and submission on Planning Reform, including the PPS are posted online at www.ontarioplanners.on.ca, and click on Current Planning Issues.

Heritage gets a new look

Heritage buffs can hardly believe their luck

Jason Ferrigan

Bill 60, an *Act to Amend the Ontario Heritage Act*, became law on April 28, one year after first being introduced by the government. This Bill is significant as it represents the first time in 30 years that the laws governing the management of our heritage assets have been comprehensively changed. The Bill confers new powers on the province, municipalities and individual citizens designed to better identify, preserve and protect our heritage assets.

What are some of these new powers? At the local level, the Bill would:

- Give local councils the ability to refuse applications to demolish heritage buildings. This differs from the current practice, which only delays demolitions by 180 days. This ability to say "no" is balanced with a new right of appeal for heritage property owners whose demolition applications are refused. None of these changes affects the ability of local councils to say "yes" to a demolition application or the ability of the property owner to re-apply for demolition.
- Provide "any person" the right to object to an application that involves the removal of a property's heritage designation.
- Allow local councils to give staff the power to approve alterations to heritage properties, in certain circumstances.
- Give local councils the ability to enact "one-year heritage interim control by-laws" covering areas that are designated as Heritage Conservation District Study Areas.
- Require local councils to adopt, by by-law, Heritage Conservation District Plans.
- Give local councils the ability to prescribe minimum standards for the maintenance of heritage property attributes.
- Formalize the practice of "listing" properties in municipal heritage property databases.

Photo: G. Scheels

Heritage building can now be protected from the wrecking ball

At the provincial level, the Bill would:

- Give the Minister of Culture the ability to designate any property in the province as property of cultural heritage value or interest of provincial significance. Such properties cannot be demolished or removed without Ministerial consent. Refusals are subject to a right of appeal to the Ontario Municipal Board.
- Enable the Minister to issue a stop order to prevent the alteration, demolition or removal of any property in Ontario that has cultural heritage value or interest, even in cases where a local council has already granted its consent.
- Give the Minister the ability to prescribe minimum standards for the maintenance of heritage property attributes.

The real question is implementation.

The effectiveness of these changes will depend on how they are used and applied by all of the players involved. This raises several interesting questions. Will local municipalities refuse applications for heritage demolition? In what instances will the Minister of Culture intervene to protect a property from alteration, demolition or removal? How "important" does a heritage asset have to be for the Minister to intervene and stop the alteration or demolition of a property when a local municipality has given its approval to proceed? How will the Ontario Municipal Board factor expert heritage evidence into its decision-making processes? Only time will tell.

Jason Ferrigan, MCIP, RPP, is an Associate with Urban Strategies Inc. in Toronto. Melanie Hare, MCIP, RPP, and John Ghent, MCIP, RPP, also contribute to these articles on behalf of OPPI. If you are aware of legislative initiatives that readers should know about, contact Jason at jferrigan@urbanstrategies.com.

Are You in "The Loop"?

America's only major city without a zoning code has five downtowns

Karen A. Gregory

Photo: Karen Gregory

One side of Houston is a surprise . . .

There are many facts about Houston which spark the interest of planners in Canada. The most known fact is that it is America's only major city without a zoning code. Perhaps less known is that Houston is referred to as the city of five downtowns. While this reference should not be taken literally, it is true that the city has multiple nuclei of activity and growth. Planners have been working to strengthen the primary nucleus—Downtown and its abutting Midtown area—with a view to achieving successful revitalization.

Growth in Houston and the Houston Area

There is no doubt that Houston has faced, and continues to face, the pressures of a large city. As the city with the fourth-largest population in the United States, Houston has experienced significant growth. According to the U.S. Census Bureau, the city's population increased 20 percent between 1990 and 2000. Similar to Toronto, growth is not contained to the city limits of Houston alone. Communities close to the city, whose residents benefit from employment opportunities and lifestyle amenities that are within commuting distance, are also growing at a fast pace. This is evidenced by the fact that between 1990 and 2000, Pearland and Sugar Land experienced a 101 percent change and 158 percent change in population respectively.

Whereas the *Greenbelt Act*, 2005 has been passed in Ontario with a view to creating a Greenbelt Plan to sustainably manage growth in the Golden Horseshoe Area, there is no such statute in place to dissuade continued sprawl in the Houston area. My observations of this growth as a planner are multi-fold and relate to issues such as quality of life, transportation and housing.

What has made the largest impression on me is the rate of growth, and what I perceive to be lack of limits to growth, in the Houston area. The result of this appears to be residential development that is outpacing community amenities that contribute to quality of life such as parks, sidewalks, and trails. A further outcome of this high rate of growth is congestion along freeways which threatens to increase as communities within Houston's commuter shed continue to grow, similarly posing threats to quality of life.

My observations, which are admittedly influenced by my profession as a planner, are both discouraging and encouraging. For example, I am struck by the many permutations that auto-oriented design takes in Texas. Drive-through banks, pharmacies, and beverage stations underscore the true affinity that Texans have with the car. Nonetheless, I see steps toward a more sustainable growth pattern in Houston, and the future is promising.

Similar to Toronto, the City of Houston has been successful in its efforts to increase the amount of land dedicated to residential land use in the downtown, and in turn, provide opportunities for people to live and work in the city as an alternative to commuting. Higher density construction, taking the form of high-rises, townhouses, and trendy new loft conversions, are gradually changing the image of Downtown and Midtown.

Arguably the key to this surge in residential construction has been Houston's new 7.5-mile light rail commuter line, which became operational in January 2004. The first phase of METRORail has provided a spine along which mixed-use urban development is occurring.

Focus on Midtown

Midtown is located south of the central business district in Houston. The area, formerly known as Southside Place, was home to families of the original founders of the Humble Oil & Refinery Company. The area prospered through the mid-1940s, but in the 1980s and 1990s it began to wane, due to a sudden decline in oil production. Between 1980 and 1990, the area that includes Midtown was the only district in Texas to experience population loss.[1] At this time, Midtown was replete with boarded up buildings and vacant lots—far from the community it is today.

Part of Midtown's success is attributed to the use of a tool called tax incremental reinvestment zones (TIRZ). The Midtown TIRZ was initiated by petition of individual property owners and neighbourhood institutions interested in economic development and revitalization for the area. The Midtown TIRZ was ultimately created by the City of Houston in December 1994. It includes approximately 617 acres within its boundar-

ies. Financing and management is provided by the Midtown TIRZ for the purpose of revitalization, including the development of residential, retail, commercial/industrial, and institutional uses.

The Midtown Redevelopment Authority, a not-for-profit local government corporation, acts as a parallel organization to the Midtown TIRZ. The Authority assists and acts on behalf of the City to promote the area and to provide an operating and financing vehicle to implement the TIRZ Project and Financing Plan[2].

Further to the collaborative efforts of the City, the Midtown TIRZ, and the Midtown Redevelopment Authority, the light rail line must also be acknowledged as a contributing factor to the revitalization of Midtown. In the 1990s, land in Midtown could be obtained for less than $10 per square foot. However, sites near the rail stops have now surpassed $50 per square foot[3], underscoring the true value of transit-oriented design.

Photo: Karen Gregory

. . . And the other side less so

Urban Intensification

Loop 610 is Houston's 38-mile inner loop that encircles downtown Houston, Greenway Plaza, and the Galleria district. In effect, "the loop" serves as a dividing line between urban and suburban living. It follows that initiatives such as the revitalization of Midtown and the creation of a light rail transit line are allowing more people to live inside the loop. The social, economic and environmental impacts of urban intensification in Houston are yet unknown.

However, it would appear that a more sustainable growth pattern is taking shape—something that is much needed given high rates of growth both within Houston and its surrounding communities.

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Information Pollution and its Discontents

Can anyone remember how we did things before the Internet? Why do we insist on printing out e-mail?

Philippa Campsie

The other day, I read that the world's offices consumed 43 percent more paper in 2002 than they did in 1999. It seems that we are all printing out and saving e-mails and website pages at a furious rate—one estimate put it at 45 pages a day. Clearly, information stored electronically just isn't as satisfying as good, old-fashioned paper. And having a paper copy of a webpage means never having to face "Error 404: Not Found" the next time you go looking for something.

And then I read somewhere else that 80 percent of what we keep we never use. This statement wasn't qualified to indicate whether it referred to paper printouts, or consumer products in general, but looking around my office, it made sense to me.

Suddenly, I kept bumping into more tidbits about information, offices, and paper. Executives waste six weeks a year searching for lost documents. Six weeks. Amazing. Yet despite this paper pile-up, average office space per person dropped from 410 square feet in 1997 to 355 square feet in 2001. So where the heck are they putting it all?

Finally, I learned that an average organization makes 19 copies of each document. It spends $20 in labour to file each document. Then it spends another $120 in labour searching for each misfiled document. It loses one out of every 20 documents and spends 25 hours recreating each lost document.

Well, I thought, isn't that fascinating? My next question—is any of it true? You see, with the exception of the first factoid about paper consumption, which appeared in *Utne Magazine*, from a study by the University of California at Berkeley that had been reported in the *New Scientist*, I found these little nuggets on the Internet. I wasn't sure how reliable any of them were.

So I went searching. The statement about not using 80 percent of what we keep turns up in an article by Barbara Hemphill, who makes a living organizing other people's lives. The figure was prefaced by the usual "Research show that . . ." What research? This is too vague a comment to be a research finding. I think Ms. Hemphill was simply thinking of the old 80/20 rule about using 20 percent of your stuff 80 percent of the time. But she doesn't treat it as a common rule of thumb, she cites it as a statistic, verified by "research."

How about printing out 45 pages a day? On a website labelled "Paper Facts," this figure is attributed to "IDC." So I go to the IDC website. The acronym stands for the International Data Corporation. The company describes itself as "the premier global market intelligence and advisory firm in the information technology and telecommunications industries."

Yes, IDC does conduct research for corporate clients and has certainly looked into paper consumption. Most of its research reports require a subscription to read, so I go trolling for something free. Sure enough, a few IDC reports are available on other websites. Here's one with some authoritative figures on the use of e-mail for collaboration. And the source of this authority? Three focus groups. Not all that impressive, really. I start to wonder about that 45-pages-a-day figure.

How about executives wasting six weeks a year hunting for information? This compelling statistic is repeatedly cited by document management companies. Sometimes the figure cited is 150 hours a year, which is quite a bit less than six work weeks, or 400 hours, which is a lot more. And everywhere it is cited, it is introduced with "Statistics reveal . . ." "Recent statistics show that . . ." etc.

Eventually, I turn up a possible source: the Gartner Group, which calls itself the "leading provider of research and analysis on the global IT industry." Wait—I thought that was IDC. Trouble is, if Gartner did do the study, it is not advertising the fact on its website. Although I can't view documents without a subscription, I can search for them, and I draw a blank.

Okay, we all know that we waste a lot of time hunting for things, and I guess the actual amount of time is not that important, except for people selling document services. So I move on to office space.

To cut a long story short, there are hundreds of figures out there on office space per

employee. Overwhelmingly, they indicate that office space per employee is decreasing. And yet . . . nobody explains just how they calculate the figures. What is included and what is left out? It's like residential land use density. Are we talking gross or net or net net? And how does this finding square with the decentralization of office space to suburban campuses where the overall space per employee (including soaring atriums, extensive landscaped grounds and enormous parking lots) must be pretty high? This is a whole research topic in itself. But people who cite office space figures never specify what exactly they mean.

Finally, I tried to track down those figures on information storage and retrieval. Again, document management companies cite them repeatedly. After all, they want you to hire them to scan all your documents and file them electronically. The website of the National Association of Government Archivists and Records Administrators attributes the figures to a 1998 study by (then) Coopers & Lybrand, now PricewaterhouseCoopers. And yet, once again, the one place you will not find this information is on the PricewaterhouseCoopers website. Odd.

Information on the Internet can be very hard to trace to its source. And yet, how often do we rely on vague figures from online sources in planning? Office space statistics turn up in planning reports, along with factoids like the number of dollars a year lost to traffic congestion (I'd really like to know how they calculate that one), or the "fact" that the United Nations considers Toronto the world's most multicultural city (it doesn't, but somebody once said it did, and it has been repeatedly endlessly ever since). It all adds up to what people like Bill McKibben, author of *The Age of Missing Information*, would call "information pollution."

Planners need information about everything from trends in retailing and industrial production to environmental indicators and demographic statistics, and they get a lot of this information from the Internet. Some of what they need will come from reliable academic or government sources. Others will come from interest groups (representing everything from big business to endangered species to food banks), and some from companies trying to sell services. Many factoids will appear with the declaration "Research has found that . . ." without any details on what the research involved. A double blind test with a sample of 1,000? Or three focus groups? Or the opinions of someone's best friends?

Can we tell the difference? I'll leave you with one last, depressing statistic, which I believe to be reliable. This is from a study conducted at Stanford University for *Consumer Reports* in 2002, in which 2,600 people were asked to view a selection of websites, state whether they found the websites a credible source of information, and how they determined what was credible. The most important feature for most people was not "information accuracy," "company motive," or "affiliations." It was "design look." If the website *looked* good, many people assumed it to be a reliable source of information. (http://www.consumerwebwatch.org)

So where are you getting your information? And how do you evaluate it? These are not rhetorical questions. I want to know. And I'd be interested in finding out if there's a need for some training in research skills. Send me a note at pcampsie@istar.ca.

Philippa Campsie runs her own communications company and teaches part-time at the University of Toronto. She has carried out research on everything from rooming houses to risk management, and she believes that you can't do it all in your fuzzy slippers from home—at some point, you just have to go to the library. Philippa is also the deputy editor of the Ontario Planning Journal. She can be reached at pcampsie@istar.ca.

Radical Rumblings: Confessions of a Peripatetic Planner

A graduate of Canada's first planning school writes about his career

Author: Len Gertler
Publisher: Department of Geography, Publication Series University of Waterloo, Volume One
Date: 2005
Pages: 310

Reviewed by Gary Davidson

Radical it may not be; but a must-read for students and planners interested in the evolution of regional planning it definitely is.

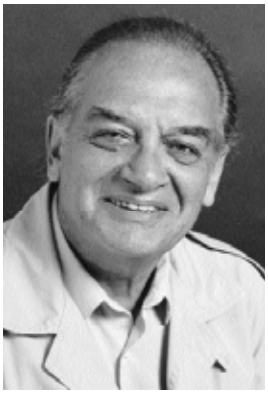
Len Gertler has just published Volume One of what are destined to be his memoirs. *Radical Rumblings, Volume One*, covers the period from 1951 to 1974. These are the early years of planning in Canada and mark the beginnings of regional planning and planning schools. Gertler was instrumental in both.

I must confess to being a fan of Len's. He came to the University of Waterloo when I was a student there and was Chair of the School of Urban and Regional Planning when I was an adjunct professor. We shared lots of ideas, both in agreement and in argument.

Radical Rumblings confesses to three themes:

- The substance of regional planning
- The sweep of history and ideas
- Local politics.

A fourth could be added. The life of a planner and vignettes of "planning heroes." Even Joey Smallwood and Pierre Trudeau show up on the pages.



Len Gertler pictured before his retirement

The themes are addressed through tracing Len's professional career in Edmonton, Toronto, Acres Consulting and finally the early years at the University of Waterloo. Interspersed are interludes—the Resources for Tomorrow Conference, worldwide assignments and the Ministry of State for Urban Affairs. The structure of the book is to follow various projects through their history and then mine their meaning and synthesize their lessons.

Radical Rumblings shines in tracing the development and evolution of regional planning in Canada. Detailed discussions of forging regional planning in Edmonton provide particular insight. The evolution is followed both in Toronto and the Atlantic Region, though a series of case studies. These

studies demonstrate both the evolution of regional planning and its importance to the development of Canada. There is a long view of planning in *Radical Rumblings*. The idea that individual planners need to have a purpose and a mission comes through strongly. Len lived this through a devotion to fostering regional planning in Canada.

It is almost axiomatic that reviewers only skim books. This one draws you in, despite its descent at times into a laborious, "report writing" style that is difficult to follow. For both planning students and practitioners, *Radical Rumblings* offers a unique history of both the practice of regional planning and its teaching at the University of Waterloo.

For planners focused on the future, it is often too easy to discard planning history. But like old ties, planning ideas have cycles and it is wonderful to grasp their flow. Based on Volume One, the next episode of *Radical Rumblings* is eagerly awaited. We can hope that Len offers planners his unique conclusions on the sweep of planning history over the last half of the 20th century and on into the new one.

Gary Davidson, Ph.D., FCIP, RPP is a Past Present of CIP and the President-Elect of OPPI. He is President of The Davidson Group Inc., in Bayfield.

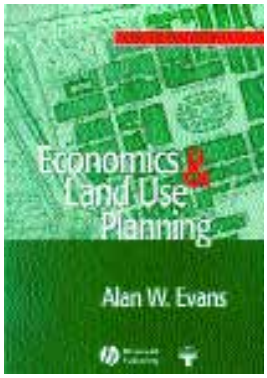
Economics & Land Use Planning

The dismal science strikes back

Author: Alan W. Evans
Publisher: Blackwell Publishing
197 Pages

Reviewed by T.J. Cieciura

This book is one in a series "Real Estate Issues" published by Blackwell Publishers. The book is a work supported by the RICS Foundation. "The RICS Foundation was established by the Royal Institution of Chartered Surveyors to promote and highlight the importance of the built and natural environment. The RICS Foundation supports and develops programmes to research to explore the key issues relevant to the way in which we manage, finance, plan and construct our built and natural environment, to make best and most effective use of the resources available to us."



The first sentence of the book sums up nicely the purpose of the publication, "The aim of this book is to bring together and present systematically work on the economics of land use planning . . . over the past 20 or 30 years." In this current climate dedicated to stopping urban sprawl (a term that I use with hesitation since it has no professional definition), this book brings to light many of the arguments about the effect of land use planning on economics.

If you can readily understand the language of economics (graphs) then this book will be a great addition to your library. It presents many arguments regarding the way in which land use planning, and those who make those decisions, affect the economic system of governments and consumers. One of the most compelling arguments and one that seems extremely relevant today, specifically relates to the use of green belts, growth controls, and urban growth boundaries. The conclusion is that " . . . a greenbelt which successfully constrains the physical growth of an urban area will result in increase in land and property values within the existing built-up area." This conclusion, backed up by empirical evidence, is echoed by many local economists.

There are many other areas of land use planning explored throughout this book. Areas such as the justification for government intervention in land use, controlling the density of development, zoning and conservation, the economic consequence of higher land values, methods of planning, and more.

It is an extremely interesting book if you can wrap your mind around the economic concepts presented. Some are very complicated and take a little more attention, particularly in determining how they apply to the Ontario situation.

There is rarely a book that I don't recommend to the planning community and this one holds up that tradition. It holds some valuable information, which seems surprisingly relevant to the Ontario planning arena, given that the book primarily focuses on the European example.

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A Citizen's Guide to Air Pollution

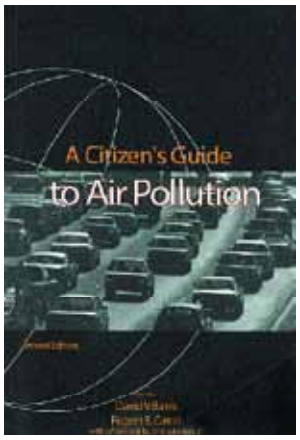
For citizens who demand to know more

Editers: Dave V., and Robert B. Caton
Publisher: Vancouver, David Suzuki Foundation, 2002
ISBN 0-9689731-2-4
Pages: 450

Reviewed by Eva Ligeti

A Citizen's Guide to Air Pollution is a series of essays, edited by David V. Bates and Robert Caton, about the science of air pollution and its effects. The 12 authors are experts in their field of study. They report from the perspectives of their own experience, supporting their topics with a great deal of scientific detail and references for further reading and research.

The editors' intent in compiling these essays is to highlight the importance of public understanding of air pollution issues. In the past, political interests and economic development concerns have minimized the importance of environmental issues. It is the editors' hope that informed public opinion will influence policy. This necessitates the importance of "a framework that can be understood by an informed reader." "Air quality indices have been developed as a simple way to inform the general public about pollution conditions." (p.247). A *Citizen's Guide* is meant to be a comprehensive publication to inform citizens of all aspects and effects of air pollution.



Since Dr. Bates wrote the 140-page first edition of *A Citizen's Guide to Air Pollution*, published by McGill-Queen's University Press in 1972, the effects of air pollution have been studied intensely. This new and valuable information resulted in a second edition that 30 years on has evolved to a more complex and technical reference book.

The book's wide range of technical and scientific information includes sources and chemistry of air pollutants and their effects on the atmosphere, ecosystems, and plant and animal health. It defines these relationships and outcomes in statistics, public decision-making, economic valuation, air quality management, and current issues and linkages. "A calculation completed for the Ontario Medical Association estimated costs for each region of Ontario, and produced a model that local people could use to calculate their own (health) costs based on their local pollution levels." (p.258)

In studying the effects of air pollution, the authors also confront the larger issues and effects of greenhouse gases. "Greenhouse gas emissions accrue globally, but the benefits of reduced common air contaminants accrue locally and regionally relative to emission sources because of the direct effects on air quality in the vicinity of the sources." (p.359).

The book is extensively documented and researched. It describes the many problems and continuing difficulties of reducing pollution and improving air quality. However, therein lies its principal challenge. In the compromise necessitated by creating one comprehensive volume with its scientific and detailed description, the book is no longer speaking to the average citizen. It may also be too long and technical to capture and retain the interest of a layperson interested in becoming more informed about these complicated problems, but it also lacks the pedagogy and focus of a scholarly textbook.

I believe the more appropriate audience lies between the citizen and the scholarly. It is an excellent reference for a non-technical individual working with environmental and health related fields through industry, government, education or community associations. (Or in the case of this magazine's audience, planners, who might benefit from having a reference work that contains numerous examples of pollution-related problems.)

Eva Ligeti is the Executive Director of the Clean Air Partnership and Adjunct Professor in the Environmental Studies Program at Innis College, University of Toronto. Dr David Bates was recently awarded the Order of Canada for his remarkable contribution to science and medical education.