

ONTARIO Planning

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JOURNAL

Protecting Greenspace while Building Community

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Also in this issue:

**Radical Chic in Downtown Kitchener, New Rules for Energy Projects,
Community Health Centres, Heritage Conservation Districts**

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Finding the Balance Between Conservation and Development

Anil Wijesooriya and John Mackenzie

On October 23, 2006, the Minister of Public Infrastructure Renewal (PIR), David Caplan, announced the transfer of 73 hectares (180 acres) of environmentally sensitive government-owned land to the Hamilton Conservation Authority (HCA) in the rapidly developing Trinity Neighbourhood (within the former City of Stoney Creek) of Hamilton. In addition, during Earth Week this year, the government announced a series of greenspace dedications¹ across the province, totalling approximately 80 hectares, which included an additional dedication of three hectares adjacent to the previously dedicated lands in Stoney Creek.

The identification of “greenspace” sites and the transfer of lands are managed by Ontario Realty Corporation (ORC), a crown agency that manages provincial real estate. The ORC’s mandate is to represent the interests of the taxpayer and find the optimal balance between value for money, while achieving government objectives related to such areas as creating complete communities, protecting the environment and delivery of social programs.

Where is the Trinity Neighbourhood and what is the Eramosa Karst?

The Trinity Neighbourhood is an approximately 186 hectare planning area in southeast Hamilton, in the former City of Stoney Creek, where approximately 40% of the total neighbourhood land area is owned by the Province of Ontario and managed by ORC. The neighbourhood is at the edge of the existing urban boundary and within a few kilometres of the Niagara Escarpment. The provincially owned lands in this area were historically part of a larger 200-plus-hectare assembly that had been acquired by the province for satellite city development. However, as local and regional planning circumstances changed, portions of these lands were declared

surplus and sold while others have recently been set aside for affordable housing, infrastructure and green space purposes.

The significance of the transfer is because it includes the Eramosa Karst Area of Natural and Scientific Interest (ANSI). The 73 hectares of land donated to the HCA led to the creation of the Eramosa Karst Conservation Area (EKCA), which will

protect a significant and unique landscape in Ontario. Karst is a landscape, generally underlain by limestone or dolomite, in which the topography is principally formed by the dissolving of rock and which may be characterized by dolines (sinkholes), sinking streams, caves and subterranean drainage, as well as surface drainage. The lands that make up the EKCA include a “core area,” “buffer area,” and a “feeder area.”²

Why is this land being protected in this rapidly urbanizing area?

The protection of these lands has involved a great expenditure of effort by citizens, technical experts, the HCA and both the municipal and provincial levels of government. This collaborative effort has helped define and protect a system of Karst features and greenspace buffers that will serve as a centrepiece for the Trinity community.

In the late 1990s, the former City of Stoney Creek, the HCA, and local stakeholders began a dialogue with the province to put a hold on any disposition or development of lands in the Trinity Neighbourhood until the environmental features in the area could be appropriately delineated.

A report titled, *Evaluation of the Eramosa Karst Stoney Creek, Ontario as a Candidate for an Earth Science ANSI*, was finalized for the Ministry of Natural Resources (MNR) and the former Region of Hamilton Wentworth. This report identified numerous and diverse karst features on the lands that were deemed to be provincially significant. The karst features include sinkholes and sinking streams, overflow sinks, soil pipes, dry valleys and a cave. The sig-



Pottruff Cave

Photo: ORC

nificance of the karst features was such that the report recommended the establishment of a provincial ANSI designation.

From 2003 to 2006 the ORC and the HCA worked together to identify and survey a core area, a buffer area, and feeder creek areas. After many years of intense effort, coordination and cooperation between the community, the municipality, agency officials and the province, this work culminated in the transfer of the land to protect a significant environmental resource and the establishment of a framework for a well-planned community.

Current Challenges in Planning the Trinity Neighbourhood

A series of planning challenges face the neighbourhood, which include the need to accommodate significant new rights-of-way, such as the extension of the Red Hill Expressway (Trinity Church Corridor), the need to protect the provincially significant “Eramosa Karst” earth science ANSI, while meeting future employment and residential needs. To address these concerns, the City of Hamilton and HCA are currently undertaking a series of planning initiatives in this area, which include:

- The Trinity Neighbourhood Plan review (City);
- The Davis Creek and Hannon Creek Subwatershed Studies (City);
- Municipal Class Environmental Assessments for proposed infrastructure in the area—ROPA 9 EA, Trinity

Neighbourhood Collector EA, and Trinity Church Corridor EA (City)

- Karst Management Plan (HCA)

Now with a better understanding of the Karst feature, the City is proceeding with an intensive planning and environmental assessment work program to address development that has occurred to the south of the Trinity neighbourhood.

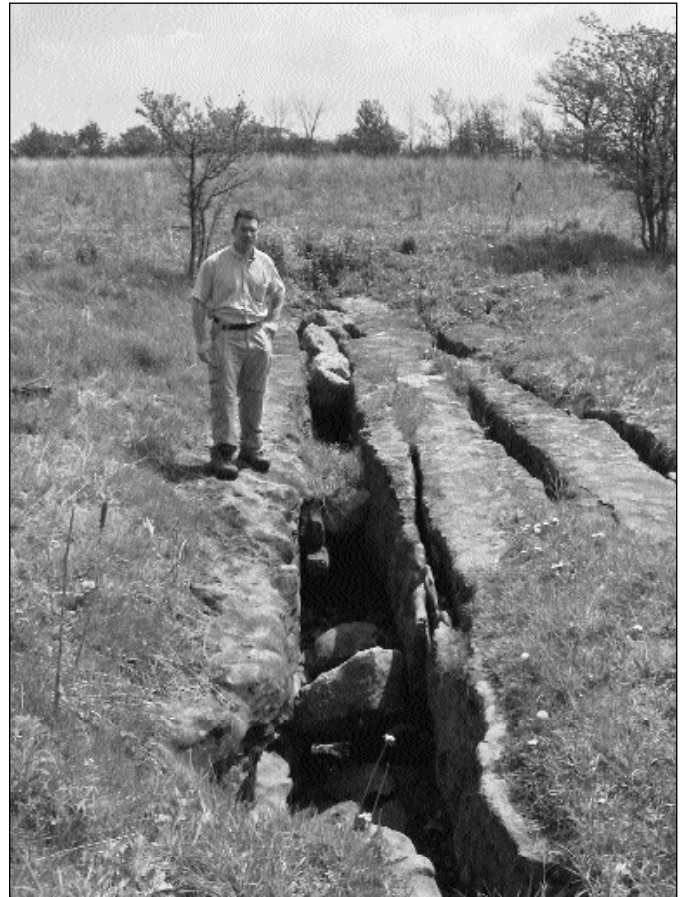
At the same time, and in keeping with its mandate, ORC has been assessing its portfolio from the perspective of supporting provincial initiatives, such as the Growth Plan for the Greater Golden Horseshoe and optimizing value for the taxpayer prior to disposition of surplus lands. In particular, ORC has been working closely with the Ontario Growth Secretariat to ensure that the development of ORC lands meets key objectives of the Growth Plan including, but not limited to fostering complete, compact, transit-supportive, pedestrian-friendly communities that provide an appropriate mix of jobs, services and housing. ORC must also take into account the Provincial Policy Statement (PPS), and provincial affordable housing and greenspace policies and programs.

In early 2006, ORC commissioned GSP Group, with A. J. Clarke and Associates, to prepare land use concepts taking into account Karst features and to help inform ORC’s comments into City/HCA EA and planning processes. Given the volume of work being undertaken in this area by Hamilton, the HCA and the ORC, a joint working group has been formed that meets on a regular basis to share information and coordinate work. This working group has helped define issues and prompt solution-oriented



Photo: ORC

Window Entrance to Nexus Cave



Entrance to Nexus Cave

thinking so municipal and provincial concerns can be factored into land use planning and infrastructure approaches for this area. A number of similar baseline heritage and environmental studies have been coordinated to avoid duplication of efforts and ensure information requirements have been met with cost and time savings for both parties.

The Next Steps

The City of Hamilton is continuing its work towards finalizing municipal engineer's class environmental assessments and secondary planning for the Trinity Neighbourhood. Feeding into this process, and based on the findings from the GSP and A.J. Clarke work, ORC is proceeding with detailed technical studies to understand environmental features and functions in this area, and to inform upcoming ORC Class EA processes in this area. This work will inform potential planning applications and strategies for the provincial lands east and west of the protected Eramosa Karst. This exercise is being carried out by an interdisciplinary consulting team led by GSP Group but involves experts from EcoPlans Ltd., A.J. Clarke, Terra Dynamics, Paradigm Transportation Solutions and Soil-Mat Engineering.

The technical studies include:

- Functional Stormwater Management Plan
- Hydrology & Hydrogeological Studies
- Geotechnical Study
- Servicing and Grading Study
- Water Flow Monitoring and Tracer Study related to Karst
- Traffic Study

- Noise Study
- Environmental Impact Statement
- Master Plan.

The studies will help identify the optimal development pattern for these lands and help establish the Trinity Neighbourhood as a showcase for the implementation of new Provincial policies. It is the goal of ORC to strike the right balance between achieving Places to Grow density targets, while protecting Ontario's natural heritage.

Acknowledgements

The authors would like to thank City of Hamilton and the HCA for their review of this article, and we look forward to writing further articles as this process unfolds. The authors also want to make special mention of the efforts of two former HCA General Managers, Ben Vanderbrug and the late Bruce Duncan, for their dedication and commitment to conservation, and for working closely with ORC to help evaluate and preserve the Eramosa Karst.

- 1 See PIR News Release at: <http://www.pir.gov.on.ca/english/news/2007/q2/b20070420.htm>
- 2 For more information see: <http://www.conservationhamilton.ca/parks/visit/eramosa.asp>

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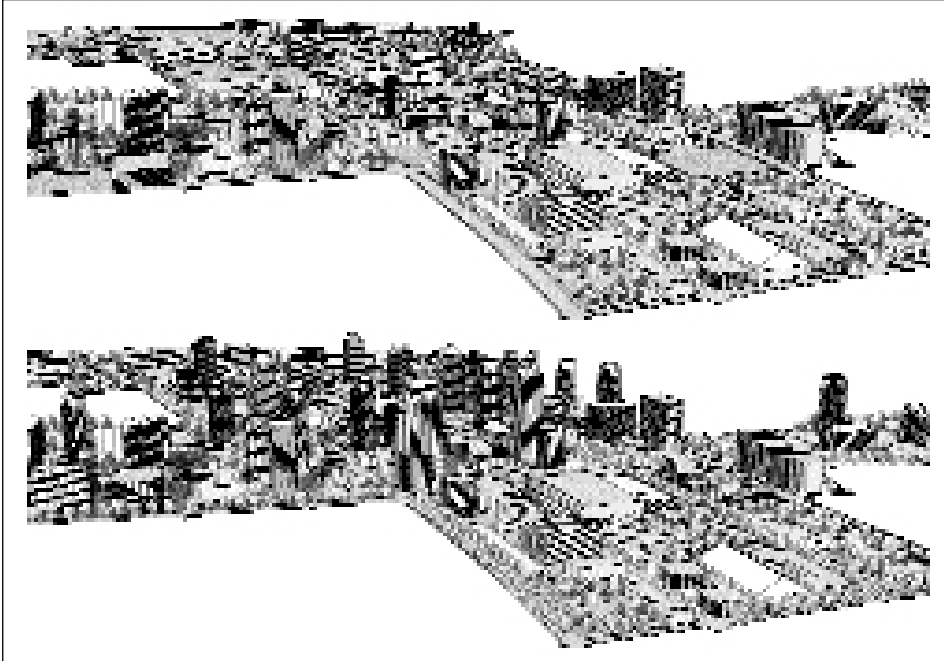
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Downtown Kitchener's Chic New Vision

Radical Chic?

Cory Bluhm and Jeff Willmer



Today (above), tomorrow (below)

This is the second of two articles on Downtown Kitchener's recent urban design initiative. The first article discussed "Help Design Downtown Kitchener"—innovative web-based consultation tools used to gather public input.

Since its inception, Downtown Kitchener's prosperity has always been founded on aggressive political and economic plans. In the 1850s, local businessmen convinced Grand Trunk Railway officials to bypass other villages in favour of Berlin (now Kitchener). In the 1890s, politicians offered non-standard tax incentives to recruit new industries to town.

So it should come as almost no surprise that City planners and politicians barely flinched when architects suggested Kitchener's new downtown design policies may be too aggressive. But in fact, planners and politicians were simply following tradition—do what needs to be done to provide the type of urban environment and economy sought by Kitchener residents, while still allowing plenty of room for developer creativity.

New Investment is Driving Change

Numerous factors are stimulating economical and physical change in Downtown Kitchener: catalytic municipal investment in new university facilities, including a new University of Waterloo Downtown Health Sciences Campus with satellite McMaster University Medical School, and the Wilfrid Laurier Faculty of Social Work is expected to lead to the growth of new pharmaceutical and health science research firms.

A comprehensive incentive package, coupled with the construction of a new Kitchener Market, has also stimulated urban growth. Between 2005 and 2006, building permit activity doubled, while the residential population grew by 35%. Major private-sector firms have also relocated to downtown over the past two years, increasing employment by 15%.

Looking forward, demographic change and proposed investments in rapid transit will continue to bolster the urban population. By 2016, the number of young professionals, empty nesters and seniors in Waterloo Region is expected to grow by 32,000. This should lead to even greater demand in the condominium housing market.

Building the Urban Lifestyle

But growth alone is not enough to ensure long-term economic sustainability. To continue attracting talented minds, urban dwellers and corporate investment, planners and designers must ensure that downtown Kitchener offers the type of urban environment sought by these users. Enter urban design.

What physical form will accelerate market interests? What kind of ambience do young professionals really desire? Which amenities will actually entice empty nesters to leave suburbia for an urban condo? These were the types of questions the Help Design Downtown Kitchener survey sought to answer.

Parking was a Non-Issue

Ask downtown merchants in most Ontario cities, and they are likely to raise the lack of parking as the main factor that hinders economic success. But survey results indicate that those who are visiting downtown Kitchener are less concerned about it.

Improved parking ranked 12th out of 15 possible areas of improvement. When given various streetscape improvement scenarios, only 12% of respondents want on-street parking maximized, while 59% want sidewalk activity maximized. Similarly, only 4% of respondents are content with Frederick Street (a four-lane downtown arterial road). A significant 42% would prefer to keep four lanes, but add considerable aesthetic improvements, while 54% would prefer eliminating lanes in favour of a central median.

As planners suspect, downtown users are more interested in finding a vibrant street life that provides character and pedestrian comfort. Wide bustling sidewalks, grand pedestrian medians, and street markets that can lead to impromptu meetings were identified as far more desirable than efficient vehicular access and curbside parking. Achieve a sense of urban vitality, and downtown users will overlook parking and traffic inconveniences.

Primary Objectives: Lively and Livable

Regardless of age, respondents consistently identified the two key elements. First, streets need to be lively and hopping with activity.

Sidewalks should be crowded with outdoor cafes, retailing and street markets. But not simply during peak times—urban dwellers want to live where this vitality is always present.

Secondly, downtown must feel livable. Urban dwellers want a walkable, transit-oriented environment that promotes a strong sense of community. Community centres, tree-lined streets, bike paths, passive green-spaces and pedestrian-level lighting are just a few design elements that should be woven into the urban landscape.

Designing for Distinct Audiences

Despite agreeing on priorities, great differences were found in how “lively” and “livable” translate into urban form.

For example, respondents aged 19-35 identified the need for more outdoor patios (73%) and improving storefronts (63%) as key areas of improvement. For those aged 55+, adding more street trees (67%) and more flower gardens (65%) should take priority. Likewise, while 51% of respondents aged 19-35 would prefer building heights over 10 storeys, 88% of respondents aged 55+ would prefer building heights of less than 10 storeys.

In general, respondents aged 19-35 want a downtown which embraces creativity, arts and cultural diversity. The urban form should be dense, characterized by taller buildings that use contemporary-style architecture. In their minds, achieving lively street life should drive planning decisions.

Respondents aged 55+, on the other hand, want a downtown which celebrates its heritage and architectural assets. The urban form should have a village scale, characterized by low-rise buildings that use Victorian-style architecture. In their minds, achieving a livable downtown should drive decision making.

With such diametrically opposed preferences, design policies could have been established to balance both preferences simultaneously. But instead, City designers opted to establish four distinct character areas. Policies in the first two districts specifically gear development to a distinct audience, while the last two districts combine features sought by both groups.

City Centre District—With an already significant supply of 10+ storey buildings, this district should evolve over time as a lifestyle and workplace for young knowledge workers. Design policies promote unlimited building height and density. Contemporary architecture will be encouraged, characterized by clean lines, the use of glass and steel materials, and transparent storefronts. Streetscape improvements will maximize space for sidewalk activity.

Market District—Characterized by 2-3 storey building heights, this district will retain the village feel sought by empty nesters and seniors. Design policies restrict building heights while encouraging more decorative and ornamental architecture. Streetscapes will maximize aesthetic features, such as planter beds and gardens, while storefronts will emulate more ornamental Victorian facades.

Warehouse District—In the midst of a shift from its industrial past to its future as a centre of health science and pharmaceutical research, this district will blend attributes sought by both demographic groups. Building heights have been restricted to preserve the mid-rise (3-6 storey) scale of the historic factories. Infill and adaptive reuse development, however, are encouraged to put a modern spin on this historic architecture by using transparent glass facades detailed with steel trim. Portland’s Pearl District provides the closest comparison.

Civic District—As the regional centre for arts and civic administration, new design policies will strive for bold contemporary architecture, but in a park-like setting. Surface parking will be hidden over time, replaced by a well-designed public realm of both passive and active space.

Design Policies Push the Envelope

The pre-Bill 51 *Planning Act* was quite clear that architectural elements could not form the basis for site plan review. But it did not prevent a municipality from enacting official plan policies that guide better architectural design. At the time, local architects and planners challenged Downtown Kitchener’s new policies as overstepping planning authority. Storefront design, building materials and overall character should be left up to the creativity of merchants, developers and architects, they said.

Kitchener residents saw it differently. Unimpressed with downtown’s current visual appeal, they demanded the municipality play a stronger role in the aesthetic qualities of this urban evolution. With increased mobility and greater exposure to great urban environments, young professionals and empty nesters have high expectations. Provide anything less than superior design, and a downtown becomes increasingly challenged to compete for both their spending dollars, and the employment opportunities they bring.

But with the recent *Planning Act* changes on architectural control, municipalities now have much stronger tools for effectively managing its urban form. Perhaps this is the clearest indication that Downtown

Kitchener’s new design policies aren’t as aggressive as they were initially perceived.

Moving Forward

New design policies or guidelines require a multi-faceted implementation approach in order to translate into visible results. In Kitchener’s case:

- The new policies have been integrated into the site plan review process.
- A streetscape master plan for the City Centre District, based on these policies, will translate into sidewalk enhancements in 2008.
- Financial incentives will soon be contingent upon design policy compliance.
- A City-initiated redevelopment partnership (Centre Block) will be built based on these policies.
- The future redevelopment of City-owned surface parking lots will also be contingent upon design policy compliance.

Reflections

With or without design policies, downtown Kitchener will look remarkably different 10 years from now. Market forces tell us that much. But without design policies, the community would have put its trust solely in the hands of developers and merchants who may or may not understand local values or consumer preferences. Instead, thanks to an engaging public consultation process, the community can now rest knowing that downtown Kitchener will change in a coordinated manner that fits the form, function and styles that they desire.

Some have called the final policies too aggressive, while others have called them overly regulatory. But if they are truly reflective of what Kitchener residents want to see their downtown become, perhaps they are also effective market research. After all, for any developer looking to sell residential condos, or any new merchant looking to set up shop, designing in line with these policies will gain favour with more than just municipal officials—it is likely to gain favour with Kitchener’s urban spenders. And after all, isn’t that what is most important?

Cory Bluhm MCIP, RPP, is a Planner and Urban Investment Advisor for the City of Kitchener. Jeff Willner, MCIP, RPP, is the

Director of Planning for the City of Kitchener. For more information on the new Downtown Kitchener design policies, visit www.kitchener.ca/urbandesign.html

Section 24 of Bill 51: Should We Be Concerned?

Questions arising

Damian Szybalski

Energy is a prerequisite for development. It is fundamental to all we do. Without energy, our cities would not function and the economy would stall. Recognizing this, this article provides a planner's perspective on Section 24 of Bill 51, the *Planning and Conservation Land Statute Law Amendment Act* (2006). Section 24 may exempt energy projects from the *Planning Act*. Arguments are presented for and against the exemption, and three alternatives to Section 24 are proposed. These arguments should allow you to determine whether there is cause for concern as to Section 24. I leave this determination up to you.

Section 24 Demystified

Section 24 (62.0.1 of the *Planning Act*) removes municipal planning oversight over energy projects. To be exempt, an energy project must fall within one of the following four categories (Figure 1):

1. The project has been subject to an individual environmental assessment under Part II of the *Environmental Assessment Act* (EAA) and has been approved under the latter section. This same project has also been prescribed by Cabinet through regulation under the *Planning Act*.
2. The project has been subject to a Class Environmental Assessment approved under Part II.1 of the EAA and has been planned according to the process set out in the Class EA. This same project has been prescribed by Cabinet through regulation under the *Planning Act*.
3. The project has been exempted from the EAA under section 3.1 or 3.2 of the EAA, and has been prescribed by Cabinet through regulation under the *Planning Act*.
4. Through regulation under the EAA, the project has been exempt from the EAA, and has been prescribed by Cabinet through regulation under the *Planning Act*.

According to the Ministry of the Environment (MOE), projects subject to an individual environmental assessment are relatively complex and have the potential to cause significant environmental impacts. Under the EAA, Regulation 116/01 specifies private- and public-sector energy projects deemed to require an individual EA. These projects

include hydroelectric facilities with a capacity of 200 megawatts (MW) or greater, oil-powered facilities with a 5MW or greater capacity and all coal-fired power plants. For comparison, Toronto's Exhibition Place Turbine has a capacity of 0.6MW, enough to power over 200 homes. A class environmental assessment applies to ten "classes" of projects which are routinely undertaken and have predictable environmental impacts (e.g. highway construction). Both individual and parent class EAs must be approved by the Minister of the Environment and Cabinet.

Regulation 116/01 stipulates the environmental assessment requirements for private and public-sector electricity projects. The regulation categorizes electricity projects on the basis of fuel type, size, efficiency and the potential for environmental impacts. Category A projects are not subject to the EAA, as they are considered to have the least potential for environmental impacts. Category A projects include all sizes of solar power installations, wind farms of less than 2MW and natural gas facilities of less than 5MW. Because Category A projects are not

Figure 1. Is the Energy Project exempt from the Planning Act? Follow the path

Condition	Approved/Exempt under the EAA?	Prescribed by Regulation under the Planning Act?	Project Exempt from the Planning Act?
Approved under Part II of the EAA	YES	YES	YES
	NO	NO	NO
	NO	NO	NO
Approved under Part II.1 of the EAA	YES	YES	YES
	NO	NO	NO
	NO	NO	NO
Exempt under Sections 3.1 or 3.2 of the EAA, or exempt by regulation under the EAA	YES	YES	YES

subject to the EAA, they will continue to be subject to the *Planning Act*.

Category B projects have environmental impacts that can be predicted and are easily mitigated. These projects are exempt from Part II of the EAA (i.e., individual EA), provided proponents complete the environmental screening process. Wind farms equal to or exceeding 2MW, hydroelectric facilities of less than 200MW and natural gas power plants with a capacity equal to or exceeding 5MW are among Category B projects. Because Category B projects are already exempt from the EAA through Regulation 116/01, provided that an exempting regulation is passed under the *Planning Act*, these projects would not be subject to the *Planning Act*.

Category C projects are major undertakings and/or have the potential for significant environmental impacts. These projects include hydroelectric facilities with a capacity of 200MW or greater, oil-fuelled power plants of 5MW or greater and all coal plants. The latter projects are subject to an individual EA. According to the MOE, only 5% of all projects are subject to an individual EA. Because Category C projects are subject to an individual EA, provided they are approved under Part II of the EAA and prescribed through regulation under the *Planning Act*, they would not be subject to the *Planning Act*.

To date, no class of energy projects has been prescribed under the *Planning Act*. Until such a time as a *Planning Act* regulation is released, all energy projects (excluding those of Hydro One and Ontario Power Generation (OPG) approved as an individual EA or Class EA) will continue to be disposed of under the *Planning Act*.

Section 24 is modelled on and expands on the pre-Bill 51 Section 62 of the *Planning Act*.¹ Section 62 exempted Hydro One and OPG undertakings from the *Planning Act*, provided that they were approved under the EAA (Figure 2). Whereas previously only public-sector energy projects enjoyed an exemption,

now prescribed private-sector projects may also be exempt. Section 24 applies universally across Ontario, including the City of Toronto.

Section 24 is intended to be used as a tool of "last resort." The province may choose not to draw on Section 24 and to not develop the required regulations, unless deemed necessary for projects that are "unreasonably" delayed by planning approvals. Alternatively, regulations may be prepared when the approvals process needs to be streamlined to avoid generation shortages. Section 24 could also be used to help implement the Ontario Power Authority's (OPA) forthcoming Integrated Power System Plan, a long-term plan that is meant to ensure a reliable electricity system.

It is crucial to understand that Section 24 is not an automatic exemption for energy projects from the purview of the *Planning Act*. To be exempt, a project would need to meet EAA requirements and be prescribed through regulation under the *Planning Act*. Because any such regulation must be made by Cabinet, it would be posted on the Environmental Bill of Rights and be subject to public review. At present, the province is not contemplating developing such a regulation.

To date, no determination has been made as to the class of energy projects that may be exempt, nor the criteria (e.g., renewables, project size) upon which the list of exempt projects may be based. However, an exemption for all types of energy projects (e.g., nuclear, coal), as often speculated, is unlikely. Rather, "green" sources of electricity generation (e.g., wind) are likely the types of projects to benefit from an exemption. Alarmist remarks by some have suggested that the province would use Section 24 to permit nuclear plants. Nuclear power, however, does not fall under provincial jurisdiction, but is instead subject to federal approvals, including the Canadian *Environmental Assessment Act*. Therefore, Section 24 does not relate to nuclear projects. It has also not been determined whether projects will be exempted

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solely based on project class or whether the regulation will incorporate a geographic-based exemption whereby the exemption would only be granted for projects built within pre-delineated areas.

One other point of clarification is that Section 24 is retroactive, in the sense that any exempting regulation passed in the future, would eliminate the applicability of the *Planning Act* to all prescribed projects irrespective of when a planning application was filed. Hence, even if a planning application for an energy project was filed prior to Bill 51 entering into force on January 1, 2007, this project would no longer be subject to the *Planning Act* if prescribed by regulation.

In summary:

- Section 24 is necessary to safeguard against unreasonable delays in the approval of energy projects and thereby ensure a reliable electricity system.
- An exception from the *Planning Act* is not automatic. An ‘enabling’ regulation under the *Planning Act* is required to make the provision “live.”
- While Category A electricity projects will

continue to be disposed under the *Planning Act*, Category B and C electricity projects will not be subject to the *Planning Act*, provided they are prescribed by regulation under the latter Act.

Arguments for Exemption

Section 24 has been portrayed as a mechanism for private energy producers to circumvent the rigours of the *Planning Act*. This assertion is, however, overly simplistic and does not account for the realities of the provincial power generation system. This is not to imply that municipal concerns over provincial priorities trumping local planning are unfounded. Nonetheless, there are realities which explain the Province’s decision to “streamline” energy project approvals.

Coal Phase-Out

The province has previously committed to closing Ontario’s coal-fired power plants by 2009. Due to unforeseen electricity supply shortages and demand growth, a revised decommissioning timeline is now being prepared by the OPA. To date, only the Lakeview

generating station has been closed. Closing the remaining coal-fired power plants can happen only if adequate new generation is installed at the appropriate locations and in an expeditious manner. Onerous planning approvals and OMB hearings may unnecessarily prolong the approvals process and compromise the province’s ability to meet growing electricity demand. By not requiring *Planning Act* approval, Section 24 will expedite approvals and allow for the decommissioning of coal-fired power plants.

Demand Growth

By 2031, an additional 3.7 million residents are anticipated to settle across the Greater Golden Horseshoe. Employment is projected to grow by 1.75 million jobs during the same period. This growth will in turn increase electricity demand.

By 2027, the OPA estimates that the demand-supply gap in generation capacity will be approximately 30,000MW. To put this in perspective, the entire OPG generation fleet has an existing capacity of slightly over 22,000MW. Between 2006 and 2015, the Independent Electricity System Operator’s

Figure 2: Section 24 Dissected

Planning Act Clause	Clause Wording	Explanation
62.0.1(1)	“An undertaking or class of undertakings within the meaning of the Environmental Assessment Act that relates to energy is not subject to this Act or to section 113 or 114 of the City of Toronto Act, 2006 if,”	Previously, only OPG and Hydro One projects were exempt from the <i>Planning Act</i> .
62.0.1(1)(a)	“it has been approved under Part II or Part II.1 of the Environmental Assessment Act or is the subject of,”	Part II of the EAA refers to an individual EA. Part II.1 refers to Class EA. Minor private-sector transmission projects may be subject to the Hydro One Class EA for Minor Transmission Facilities. Only OPG power generation projects may be subject to the OPG Class EA for Minor Modifications to Hydroelectric facilities, not private projects.
62.0.1(1)(a)(i)	“an order under section 3.1 or a declaration under section 3.2 of that Act, or”	Section 3.1 permits the Minister of the Environment to change or eliminate EAA requirements. Section 3.2 permits the Minister to declare that the EAA does not apply if doing so is in the public interest. Energy projects may be subject to either of the latter sections.
62.0.1(1)(a)(ii)	“an exempting regulation made under that Act; and”	Regulation 116/01 under the EAA designates then exempts Category B projects from the EAA provided they complete the environmental screening process. Therefore, only a regulation under the <i>Planning Act</i> is needed for Category B projects to be exempt from the latter Act.
62.0.1(1)(a)(b)	“a regulation under clause 70 (h) prescribing the undertaking or class of undertakings is in effect.”	An exemption from the <i>Planning Act</i> is not automatic. A regulation under the <i>Planning Act</i> is required. The exemption is retroactive by virtue of the fact that the <i>Planning Act</i> would not be applicable irrespective of when a planning application was submitted.
62.0.1(2)	“An undertaking referred to in subsection 62 (1) that has been approved under the Environmental Assessment Act is not subject to section 113 or 114 of the City of Toronto Act, 2006.”	Section 24 applies universally across Ontario, including the City of Toronto.

Source: Damian Szybalski (2007)

(IESO) 10-year outlook report anticipates that summer peak demand will grow by an annual average of 1.3%. This translates into a 350MW annual increase in generation capacity. Prolonged municipal approvals can compromise the Province's ability to meet growing energy needs. Exempting energy projects from the *Planning Act* will shorten the approvals process, eliminate duplication and ensure electricity system reliability. Simultaneously, the EAA may serve to address local concerns.

Prolonged Approvals

The novelty of private energy projects (especially wind farms) and their encroachment into more densely populated areas has given rise to "NEPAism" or "No Energy Projects Anywhere" attitudes, culminating in OMB hearings. Subject to existing *Planning Act* requirements, several energy projects have stagnated. In Prince Edward County, a 21MW wind power proposal was appealed to the OMB (PL020917). This particular project was appealed by local residents despite receiving County official plan and zoning by-law amendment approval. The Melancthon II wind project, a 132MW project straddling the Townships of Amaranth and Melancthon, has

also been appealed to the OMB (PL060653, PL060754). The OMB also has jurisdiction over a 200MW wind power project contemplated for Huron County, for which an eight-week hearing has been scheduled (PL060986). In Chatham-Kent, the appeal of official plan and zoning by-law amendments related to a 101MW wind power project was dismissed by the OMB without holding a hearing (PL061144). In the Township of Frontenac Islands, a 198MW wind farm has been appealed (PL070039).

Gas power plants are also subject to OMB appeals. A 280MW gas-fired power plant proposed for Mississauga was appealed by the proponent. The appeal relates to a City-wide official plan and zoning by-law amendment pertaining to the regulation of power generation, as well as site-specific applications (PL060319). The City, Peel Region and residents' groups requested that the project be elevated to an individual EA. With the request denied by MOE's Director of the Environmental Assessment and Approvals Branch, a decision by the Minister of Environment is now pending. This project is now two years behind schedule. A 680MW gas-fired power plant proposed for the Town

of Halton Hills has also been appealed to the OMB, but the appeal was subsequently dismissed (PL070113). This project is also subject to an elevation request to an individual EA filed with the MOE.

In total, the aforementioned projects account for 1,532MW of generation capacity or 30% of the total generation contracted by the OPA which has yet to reach commercial operation, excluding nuclear power refurbishment/restart (Figure 3). A delay in the installation of 30% of the contracted supply puts the electricity system in peril. It also vividly illustrates the extent to which *Planning Act* approvals are delaying the in-service dates of energy projects, in effect, making the OMB the decider as to whether Ontario's lights stay on or flicker off.

Referring to the approvals process for new generation and transmission facilities, in its February 2006 Reliability Outlook, the IESO stated that "The regulatory approvals necessary for construction are often critical-path items for the overall schedule, but can be time-consuming, particularly given the complexity and constraints associated with the current approvals process." In June 2006 and March 2007, the IESO expressed similar con-

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cerns. The IESO has called for an expedited and less complex approvals process that does not require energy producers to obtain approvals from various agencies and cause the same issues to be addressed repeatedly.

Lengthy approvals, mainly associated with the environmental screening process, have delayed the in-service date of the Melancthon II wind power project by up to 12 months, translating into \$10 million in additional costs. In Huron County, EPCOR's 159MW Kingsbridge II wind power project has also experienced approval delays. These delays have forced the company to set aside \$20 million, in part attributable to costs associated with terminating contracts with suppliers, contractors and consultants. Faced with uncertainty as to the length of the approvals process, EPCOR is now re-evaluating and

Figure 3: Ontario Power Authority Contracted Projects, Ontario

Technology	Wind	Hydro	Biomass	Natural Gas	Nuclear	Demand Reduction	Total
In Operation	395	8	9	1,236	0	13	1,661
Not in Operation	866	43	63	4,204	1,500	0	6,676
Under OMB appeal*	652	0	0	880	0	0	1,532
GTA (all projects)	0	0	4	2,373	0	13	2,390
GTA (not yet in operation)	0	0	0	2,283	0	0	2,283

* Only includes projects known by the author to be under OMB appeal. Some appeals may have been dismissed.
Source: Damian Szybalski, based on OPA data accessed March 10, 2007, research of OMB files and personal communication

re-designing the project. Environmental and planning approvals have delayed Enbridge Ontario Wind Power's project. Costs incurred as a result of this delay are in the millions of dollars. Another example of delays faced by power producers is the 49.5MW Blue Highlands Wind Energy proj-


ect in the Town of the Blue Mountains. This project has been terminated because of prolonged municipal approvals and the proponent's inability to obtain the necessary permits within required timelines.

According to one power producer, remedying approval delays requires revamping the EAA to clearly specify what is required of an environmental screening process, reviewing elevation provisions for individual environmental assessments and implementing strict timelines to ensure that projects are reviewed in a timely fashion. Since 2001, nearly 4,600MW of generation capacity has been subject to individual EA elevation requests (Figure 4). Subject to seven elevation requests relating to nearly 4,500MW, natural gas power plants have borne the brunt of elevation requests. While delays stemming from elevation requests are highly variable, typically it takes between four to six months to obtain a final decision as to whether an individual EA will be required. An individual EA typically takes a minimum of two years to complete, but may be completed sooner if information from the screening process is used.

Arguments Against Exemption

Municipalities, community organizations, politicians and the public have vocally opposed Section 24, citing it as a means of circumventing local planning control. Arguments against an exemption include:

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Figure 4: Electricity Projects That Completed Environmental Screening Since 2001

Technology	Wind	Hydro	Natural Gas	Oil	Total
Number of Projects	11	10	9	1	31
Capacity (MW)	624	39	4,808	5	5,475
Number of Elevation Requests	1	3	8	1	13

Source: Damian Szybalski (2007), based on personal communication with the MOE

Retain Local Planning Autonomy

Of the 5,176MW of power generation contracted by the OPA which has yet to become commercially operational (excluding nuclear), nearly half is focused in Ontario's most densely populated region, the Greater Toronto Area. As Ontario's power system becomes more decentralized and power plants enter this densely populated area, the likelihood for land use conflicts will increase. Consequently, municipal planning oversight will be more, not less, crucial, especially for large industrial uses such as energy projects. It is therefore imperative that municipalities retain approval powers over energy projects. Municipalities, not the province, are best attuned to local nuances and best capable of representing local priorities. In the absence of local control, energy project proponents may choose to site projects in locations and in a fashion that may undermine local planning objectives.

Draconian Approach

Citing the ability of the province to override local planning scrutiny, during Bill 51 debates, some have described provisions of Section 24 as being draconian and undemocratic. Section 24 entrusts the oversight over energy projects with the Province rather than with democratically elected local councils. This is irresponsible and unacceptable. Although this sentiment was loudly voiced during Bill 51 debates, Bill 51 was passed with Section 24 intact.

Existing Policy Framework Should Suffice

The irony with Section 24 is that instead of streamlining approvals, it may actually prolong the approvals process as communities, no longer afforded a voice through local planning scrutiny, will view power generation to be an illegitimate land use. These same communities are likely to become more resistant and challenge energy projects through other legal means and persistent elevation requests under the EAA. What is most disconcerting is that existing provincial policies already provide sufficient direction on the promotion of energy generation. This direction, consisting of the PPS and the amended *Planning Act*, ought to suffice.

The *Planning Act* requires that planning decisions "shall be consistent" with the PPS. In turn, the PPS identifies energy generation,

supply and conservation as contributing factors to long-term economic prosperity. Planners are encouraged to support development patterns that maximize the use of renewable energy (e.g.; subdivision orientation to allow for easy retrofit to solar power). In addition, municipalities are required to provide opportunities for energy generation to meet future demand. Renewable energy projects shall be permitted in settlement, rural and prime-agricultural areas.

The amended *Planning Act* identifies the "supply, efficient use and conservation of energy" as a provincial interest. The list of provincial interests now also includes the promotion of sustainable development. While the Act does not define "sustainable development," conceivably this includes the consideration of existing and planned power generation infrastructure to support growth. When reviewing draft subdivisions, an approval authority must have regard for the extent to which the plan's design optimizes the available supply, efficient use and conservation of energy. Under site plan, municipalities can approve matters related to exterior design, including sustainable design. Presumably, exterior sustainable design could include roof-mounted solar panels, micro-wind turbines and other energy-related features.

Responding to the PPS and *Planning Act* direction on energy generation, and recognizing the need for local scrutiny, a growing number of municipalities have developed policies and zoning by-law standards for energy projects (mostly for wind power). These communities include Bruce County, Norfolk

County, Municipality of Kincardine, Township of Huron-Kinloss, the City of Mississauga and the City of Greater Sudbury. Typically, these policies require a zoning by-law amendment, site plan approval and supporting studies (e.g., aesthetic impact study), and restrict generation to specific land use designations (e.g., agricultural, industrial). Unfortunately, the work of these communities may now be redundant. Their effort will now be overridden by much less stringent land-use planning requirements of the EAA. Section 24 disregards the fact that these policies were prepared to safeguard communities from potentially negative effects of energy projects.

The "shall be consistent with" standard, combined with a clear provincial direction to conserve energy and facilitate the siting of new generation, makes section 24 unnecessary. It is puzzling that, on the one hand, the Province requires municipalities to plan for energy generation, while on the other it may override local planning autonomy.

The second article will address inadequacies with environmental assessment. Damian Szybalski, M.Sc.Planning, MCIP, RPP, is a Policy Planner with the Town of Halton Hills. He can be contacted at damians@haltonhills.ca. Opinions expressed are solely those of the author.

- 1 Section 24 does not appear to have been modelled on the experience of any particular jurisdiction. However, one jurisdiction that does appear to exempt energy projects from local approvals is Alberta. Section 619 of the *Alberta Municipal Government Act* states that approvals granted by provincial energy regulatory bodies (e.g., Alberta Energy and Utilities Board) supersede municipal authority. When a municipality receives an application (e.g., zoning by-law amendment), it must approve the application within 90 days and any hearings held by the municipality may not duplicate issues already considered by the provincial energy regulators.

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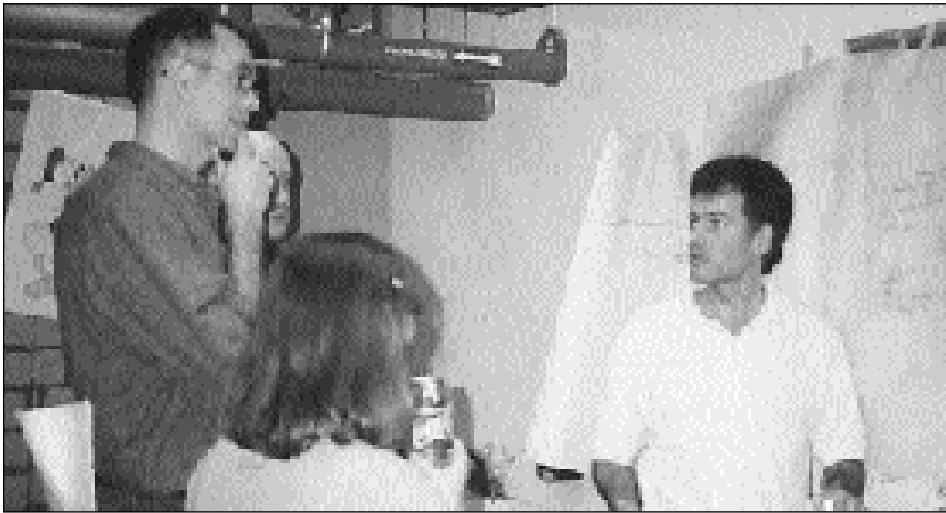
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Planning and Practice at South Riverdale Community Health Centre

Getting a new perspective

Melissa Tapper and Paul Young



Consultation in South Riverdale

The relationship between health and planning is proving to have real value. There is an increasing level of integration of ideas among public health researchers, social scientists and planners as the understanding of place-based influences on health increases. Specifically, there has been more recognition of how social and environmental variables influence health and well-being at the neighbourhood level. Recently, a report released by the Canadian Institute of Health Initiatives outlined relationships between self-rated health and neighbourhood characteristics including income, education, recent immigration and lone-parent families. These reports suggest that the relationship between health and place cannot be ignored.

It is the role of planners to build healthy neighbourhoods by considering the interrelationship of variables such as housing, air quality and the availability of space for physical activity. Community Health Centres also address the interrelationship of variables that build the health of neighbourhood residents by addressing physical, mental and social health through a variety of programs tailored to the specific needs of a given catchment area. This is why Community Health Centres become the anchors for neighbourhood health initiatives.

What are CHCs?

Community Health Centres (CHC) are not-for-profit, community-governed organizations that provide primary health care, health promotion and community development initiatives. CHCs are built on the belief that effective health care includes comprehensive primary care services delivered by interdisciplinary teams that include physicians, nurses, chiropodists, dieticians, social workers, community outreach workers and health promoters. Individual health care includes primary care, prevention, health promotion and community development. CHCs are designed to address the determinants of health. These include income, education, housing, environment, isolation and other factors that we know have a direct impact on health. This model has been so effective that the Ministry of Health and Long-Term Care is funding 22 new CHCs and 17 Satellite Centres across Ontario by 2008, which will bring the total number of CHCs, Aboriginal Health Access Centres and satellites centres to 123.

The role of SRCHC

When South Riverdale Community Health Centre (SRCHC) opened its doors in 1976, the Portlands and large parts of the South Riverdale neighbourhood were home to heavy industry and manufacturing, including

paint manufacturing, incinerators, and sewage plants. Most of the residents were from Atlantic Canada and Northern Ireland who worked at the local manufacturing plants. As a result of the industrial heritage, levels of sulphur dioxide, lead, and carbon monoxide in the area have often been above acceptable levels. As a result, the industrial pollution has always been of concern for local residents.

Today, SRCHC is part of a network of community health centres across Ontario. While the organization is larger and more complex than most other centres, the mandate is the same: to improve the health and well-being of local residents and the community through comprehensive primary care, health promotion, education and community capacity building.

The catchment area extends from Mortimer to the Lakeshore and the Don Valley to Coxwell Avenue. This area includes five distinct neighbourhoods: South Riverdale, Greenwood-Coxwell, Blake Jones, North Riverdale, and Playter Estates–Danforth. With a population of 89,100, it is one of the most ethnically and economically diverse areas in the City. For example, 67% of South Riverdale residents are visible minorities. Further, 58% of residents living in the area have a mother tongue other than English. The most common language is Chinese (23%) and Cantonese (21%). In 2001, low-income families in the catchment area represented 19% of the population. Further, over the past 20 years, South Riverdale and most of Blake Jones have had consistently high poverty rates.

SRCHC Programs are extensive

SRCHC is in the unique position of being able to offer programming that addresses both physical and social elements of health. The role of the planners is to look at organizational systems, community engagement processes and programs to ensure they improve the health and well-being of local residents. By providing population demographics, information about social and physical infrastructure, as well as preventative health measures within neighbourhoods, planners provide key information about the

catchment area to those who plan and deliver programs and services at the Centre.

Our priority populations include the shelter population, injection drug users, Chinese communities, poor, unemployed, uninsured, young parents and their children. A staff of 65 in four interdisciplinary teams delivers programs at SRCHC. These teams deliver health services, health promotion, environmental health promotion and education, food and nutrition, social work and social services, and pre and post natal care. Programs and services are offered in eight languages.

In addition to primary care, SRCHC offers a range of activities and programs aimed at improving the health and well-being of local residents, responding to the gap in services for young children and the number of low-birth-weight babies in the area. Jumpstart, a prenatal and postnatal support program was established to offer support programs such as advice on breastfeeding, nutrition, early literacy, as well as a drop-in program for families with young children.

In response to the low mammogram rates in the South Riverdale neighbourhood, a breast-screening program geared to Asian and South Asian women was recently estab-

lished. In addition, in response to the high rates of type 2 Diabetes in the catchment area, SRCHC holds Community Kitchens and education programs led by dietitians in Chinese and English. SRCHC also offers low-cost fruits and vegetable delivery through the Good Food Box program. Further, in response to the dramatic increases of HIV infection among injection drug users in big Canadian cities, the Provincial AIDS Bureau funded four harm-reduction programs across Toronto. SRCHC's harm-reduction program, COUNTERfit was established in November 1998. The program offers support, information and harm-reduction services for drug users in the area. Participants also have the opportunity to access primary health care and other social services. It is an entry point for a group of people who, historically, have had little access to traditional health care and social services.

With regard to physical planning and health, SRCHC has made health linked to environment as a priority issue, which has led to an interest in planning. The most glaring example of the planning-health link is an historical one. Factory worker housing and a school were developed adjacent to a concentration of heavy industry. In the 1970s, high

lead levels were discovered in children. The lead poisoning was connected directly to a lead-smelting factory and the nearby Gardiner East extension (now demolished).

Planners know in theory that the physical form of cities has an impact on the health of its inhabitants. The path to healthier cities is less clear—how do we undo or retrofit the mistakes of the past? We know too that smog not only aggravates childhood asthma, but it may actually cause this life-threatening disease. Levels of obesity are skyrocketing in cities that do not support cycling and walking for both commuting and recreation. These are not just issues of “lifestyle choice.” We need to eat right, exercise and walk more. We now know that planning policies and practices can limit the ability of people to make healthy choices.

The challenge is global in scale and can be overwhelming. One solution is to “act local.” The Centre organized a community meeting with a group of residents concerned about poor air quality. The facts were explored and possible solutions were “brainstormed.” One proposed solution was easy to visualize but to most planners—“mission impossible.” Take out two lanes of car traffic on a four-lane collector road and replace them with bike lanes, giving commuters a safe, affordable alternative to driving.



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It was a simple idea but impossible to do without both community and political support.

This group worked hard to explore the feasibility and to tell others about the idea. They knew it would make conditions safer for both pedestrians and cyclists. The key to the project's ultimate approval was community, staff and political support with almost no opposition. There were many open meetings to share and learn about the idea. Locally the plan made sense. And globally we have more people on bikes and on foot. SRCHC blended planning and urban design with the Healthy Community Model and ultimately won an "Award for Excellence in Primary Health Care" from the Association of Ontario Health Centres—for a transportation plan!



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Other health/physical planning issues that South Riverdale has worked on include parks and open space planning, community design, neighbourhood improvement plans, and in the spirit of "walking the talk"—greening our building with enhanced recycling, bike lockers and gardens for habitat and food.

We must begin to ask how cities should change and grow to ensure health is a leading part of the decision-making criteria. Other cities have begun to develop checklists for pre-development, rezoning applications and development review—to assist planners in these decisions and help politicians and the public understand the connections between health and planning.

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As the relationship between community planning and health is established, the role of planners becomes important in solidifying this relationship. As CHCs engage in preventative health promotion initiatives that address the social determinants of health, planners have a role in helping to implement this change at the community level. Planners at CHCs and in the broader health sector must strive to understand and facilitate an understanding of the interrelationship of tools that build healthy communities, neighbourhoods and residents. At South Riverdale Community Health Centre, we have made some important strides and we will continue to explore creative and innovative ways of continuing this work in the future.



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Melissa Tapper and Paul Young are Health Planners at South Riverdale Community Health Centre. Melissa's background is in social planning and community development. She can be reached at mtapper@srhc.com.

Paul's background is in planning, urban design and landscape architecture. He can be reached at paul@srhc.com. Contact the authors for an extensive list of references.

Central

Crystallizing Planning and Culture at the York University Planning Alumni Event

Elsa Fancello

Toronto's "cultural renaissance" promises to be a hot topic at York University's third annual planning social, which will overlook one of Toronto's newest cultural additions—the Royal Ontario Museum's Michael Lee-Chin Crystal from the Roof Lounge in the Park Hyatt Toronto on Thursday, June 28, 2007. Hosted by the MES-York Planning Alumni Committee, the social will build on the success of last year's event by providing an opportunity for alumni, faculty and friends to re-connect in another newly revitalized area of the city. This year's event welcomes attendees to further explore the discussions around culture and city building as they overlook one of Toronto's most talked-about cultural reinvestments—the Royal Ontario Museum's Michael Lee-Chin Crystal.

In 2003, Toronto City Council adopted the Culture Plan for the Creative City, a 10-year action plan to guide the city's cultural development. This report launched a 16-month campaign from September 2005 to December 2006 titled "Live with Culture," which was an initiative to showcase Toronto's art and cultural communities. Toronto's cultural plan and the "Live with Culture" campaign were actions taken by the City to capitalize on the opportunity created by a number of Cultural Renaissance capital projects in order to draw greater local and international attention to culture in Toronto. Although these initiatives have benefited many in the city and has fostered discussion on reinvesting in our creative sectors, they have also spawned discussion on how the City is defining culture, who these projects are trying to attract and ultimately what is the long-term vision of the City.

York University planning program continues to try to crystallize the discussions around city building and the social, built and natural environment. Founded in 1968, York's faculty of environmental studies masters program features a diverse planning stream that is recognized by the Canadian Institute of Planners and the Ontario Professional Planners Institute. Graduates of the program hold a

wide range of public- and private-sector positions in the planning and development field, and have made significant contributions to the revitalization of urban and regional areas both locally and internationally. You are invited to get close to one of Toronto's newest cultural additions—the Royal Ontario Museum's Michael Lee-Chin Crystal—while networking with planning and development professionals, colleagues and friends on Thursday, June 28, 2007.

Elsa Fancello is a second-year York University planning student and OPPI representative.

Eastern

The Defining Characteristics of Eastern Ontario

Donald Morse

One of the more intriguing questions from the recent series of Eastern District planning workshops is "What are the defining visual and cultural characteristics of this part of Ontario?" If we could identify these characteristics, how would we treat them in our plans? These are questions

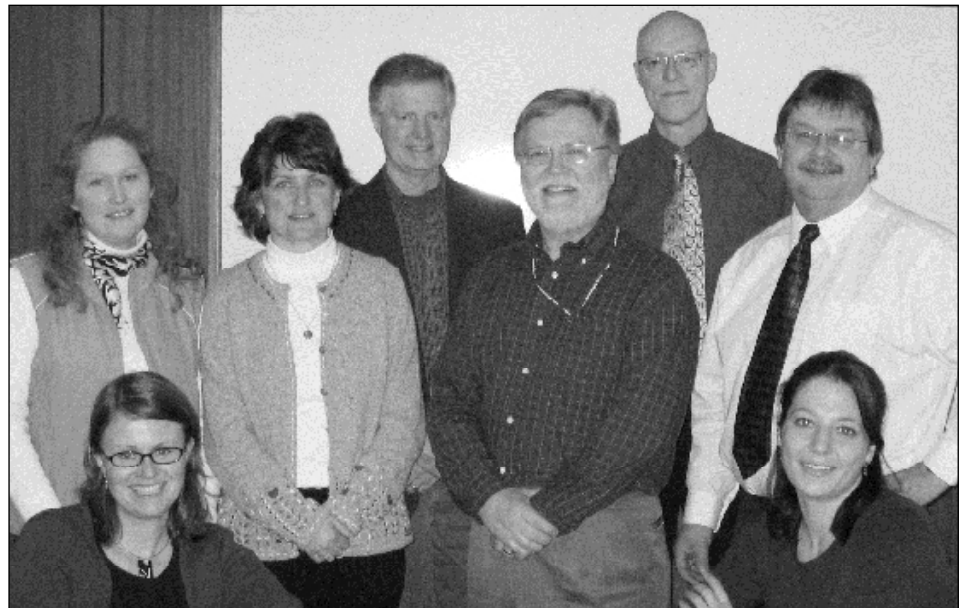
I hope that we will be able to consider over the next year or two as part of upcoming events. We may need your help with this, so if you have any thoughts on the subject and would be interested in exploring them further, contact either myself or one of the members of the Eastern District Executive Committee.

Thoughts on Commemorating the War of 1812-14

On a beautiful spring day last year, a group of planners gathered in the Town of Brockville to discuss town and rural planning. Kim Storey of Brown and Storey Architects mentioned the opportunities ahead of us to initiate special celebrations commemorating the battles fought many years ago in the War of 1812-14. Some of the critical events of this War occurred in our Seaway communities. Wouldn't it be interesting if the various levels of government could find a way to commemorate the War and, at the same time, beautify and brand these special historic places? The two-hundredth anniversary is not far away.

Planners as Volunteers

I would like to take this opportunity to acknowledge the wonderful group of professionals I have been working with on the Eastern District Executive Committee. They have volunteered their free time and committed themselves to planning and our dis-



Eastern District Executive From left to right (sitting): Kate Whitfield, Lisa Dalla Rosa, (standing): Sandra Candow, Colleen Sauriol, Charles Lanktree, Don Morse, Tim Chadder, Stephen Alexander

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trict. Working with these people is one of the privileges of being the Eastern District Representative on OPPI Council.

Stephen Alexander, City of Cornwall
Sandra Candow, National Capital Commission
Tim Chadder, J.L. Richards
Amy Cann, Queen's University
Lisa Dalla Rosa, Richcraft Homes
Charles Lanktree, City of Ottawa
Colleen Sauriol, City of Pembroke
Michelle Taggart, Queen's University
Kate Whitfield, J.L. Richards
Pam Whyte, Delcan Corporation

*Donald Morse RPP, MCIP,
Eastern District Chair, OPPI*

Lakeland

Standards and Guidelines for Consultant Archaeologists

Kathy Brislin

In mid-February, 30 Lakeland area planners attended an informative session on archaeology and Aboriginal relations organized and sponsored by Amick Consultants Limited and hosted by the Nottawasaga Valley Conservation Authority. The speakers included Mike Henry, a partner and consulting archaeologist with Amick Consultants; Peter Timmins of the Association of Professional Archeologists; Jeff Cowan, a lawyer specializing in Aboriginal law at WeirFoulds LLP; and Fred Flood, CAO of the Town of Midland.

Mike Henry updated the attendees on the status of the "Standards and Guidelines for Consultant Archeologists." The final version of this document was to have been released in January 2007; however, the Ontario Ministry of Culture (OMC) was persuaded by the Archaeological Association to consult with First Nations on the provisions of the document. Mike explained the proposed Aboriginal engagement standards and highlighted a list of concerns that would affect the planning process.

Peter Timmins provided an overview of the final draft guidelines, which have been a long time in the making. OMC consulted extensively with archaeologists, but very little with First Nations and other stakeholder groups, including development proponents and planners.

The Crown (Province) has a formal duty to

consult any Aboriginal community with an interest or "potential" interest in a site. However, the Crown's obligation to consult is being downloaded onto consultants, private-sector developers and communities.

Often there is a need to go back to first title. The speakers suggested going back before the issue of Crown Patents to understand how the Crown got the land—usually by treaty. They also recommended consulting with the Ontario Native Affairs Secretariat (ONAS) and Indian and Northern Affairs Canada (INAC) to find out who has claims, if claims have been filed, and whether claims litigation or potential litigation is anticipated.

In the view of the speakers, consultation has to be much broader than the closest Reserve Community, especially in urban communities where no local communities recognized under the *Indian Act* may be present, but where there may be outstanding claims or rights defined under the *Constitution Act*. In consulting, it is important to understand the cultural perspective of First Nations on decision making, which is consensus-based, and to get engaged as early as possible, to allow for mutual education.

Standard timelines don't necessarily recognize the complexity and depth of consultation needed. Consultation may be more costly than fieldwork or background studies. A consultant team may have to bring in experts to discuss the implications of certain options. Experts may have to explain environmental and technical issues, not just archaeological or heritage concerns. In addition, Aboriginal concerns are not limited to archaeology. For example, soil disturbance may be a problem in areas where the soil itself is considered sacred, depending upon the occupation and use of that location. Protection of sites does not necessarily eliminate the need for consultation, but it may shorten the time line.

Jeff Cowan discussed the distinction between the Crown's formal duty to consult—as defined under the *Constitution Act* and its regulatory or statutory duty under the *Planning Act* and *EA Act*. The consequences of not meeting the obligations are significant. After Confederation, the responsibility to dispose of or administer most Crown land was handed to the provinces. What is at play in many of these cases is the federal-provincial struggle to ensure that either level of government is not responsible for compensation or liability.

Fred Flood described the Town of Midland's experience of finding an ossuary on municipal land during the construction of a community centre. Fortunately, the ossuary was not within the footprint of the proposed building, which would have meant redesigning and repositioning the building. However,

protection and preservation measures were designed, using in-house resources, to allow future generations access to the site and a place to contemplate. The design of the area was carried out in consultation with the Aboriginal community.

The Town of Midland did not put any constraints on costs. The direction from the Mayor and Council was to “do this right, whatever it takes.” People will not remember how much money was spent; they will remember how it was done. In the end, the Town received some funding from the Ontario government. Part of the costs included payment to First Nations Groups for the costs they incurred attending meetings, as many travelled frequently and from considerable distances.

The overall message from this session was that big changes are occurring with respect to archaeology, heritage and Aboriginal issues that will affect planning in Ontario. All speakers urged the planning community to get involved as an important stakeholder group with a major role to play in ensuring that the coming changes are not implemented without their critical input.

Kathleen Brislin, MCIP, RPP, is a policy planner with the City of Barrie. She can be reached at 705-739-4220 or kbrislin@city.barrie.on.ca.

Southwest

Curling Straight Up

Jennifer Passy

The Ayr Curling Club welcomed 32 members of Southwest District on February 9, 2007, for the Fifth Annual Southwest District OPPI Curling Bonspiel in support of the Student Educational Trust Fund. The bonspiel raised nearly \$700 to support students in Southwest District, adding to the over \$2,000 raised since the event began. First-time curlers from the City of Cambridge issued a challenge to the participating teams to bring two teams from their respective offices for next year's spiel. So mark your calendars for Friday, February 8, 2008, and keep your eye out for registration forms in December. Thanks to all who participated this year, and to those who have come out for each of the five years we have run this event. Your commitment and enthusiasm makes for a fun day!

Jennifer Passy, MCIP, RPP



ADM Brad Graham stands surrounded by staff and consulting team (the Growth Plan Experts) following the presentation at APA. The president of APA is located far right

People

Daniel Burnham Award a Significant Achievement for PIR

In a land where the Stars and Stripes rules, seeing the Ontario flag flit across giant screens at the awards ceremony of the American Planning Association was a

moment to savour. **Brad Graham, Hannah Evans** and **Tia Dirks** received the Daniel Burnham prize for the Growth Plan (there was also a co-winner from Wyoming) in late April. A surprisingly large contingent of supporters from Ontario was also on hand the evening before to populate a reception in honour of PIR put on by the team of consultants who worked on the plan. PIR staff had also just learned that the plan had been awarded a top prize from CIP, to be presented in Quebec City in June. In a brief ceremony emceed by **Joe Berridge**, Brad Graham heaped praise not only on his staff, consultants and



Tia Dirks, Brad Graham and Hannah Evans of PIR enjoy the moment following the presentation

political leaders—Minister David Caplan was unable to attend the ceremonies because of pressing business at Queen’s Park—but also on the dozens of people representing vested interests and the general public.

Three members of OPPI are now dually designated having obtained the Certified Municipal Officer (CMO) designation through the Association of Municipal Managers, Clerks and Treasurers of Ontario (AMCTO) along with their designation as a Registered Professional Planner. **Mark Early**, MCIP, RPP, Director of Planning and Deputy Clerk with the Town of Mono, and **Marsha Paley**, MCIP, RPP, Senior Policy Planner with the Town of Caledon, received their CMO designations at the February and April AMCTO Board meetings respectively. **Colleen Sauriol**, MCIP, RPP, Manager of Planning, Building and Parking Authority with the City of Pembroke, received her designation in 2003. To attain the CMO, municipal professionals must prove exceptional knowledge and proficiency in the areas of municipal knowledge, management, leadership and communication skills. CMO’s are required to re-certify every five years to demonstrate

an ongoing commitment to excellence.

As newly accredited CMOs, Mark and Marsha will have their names listed in an upcoming *Municipal Monitor* magazine and receive their CMO lapel pins from the AMCTO President at an upcoming zone meeting. Mark and Marsha will also participate in the formal presentation of their CMO plaques at the AMCTO Annual Meeting Awards Luncheon in Kingston, Ontario on June 12, 2007. These OPPI members are part of a unique group of approximately 130 CMOs in the entire province. Congratulations, Colleen, Mark and Marsha on your hard work, continuing professional development and commitment to municipal planning excellence

People

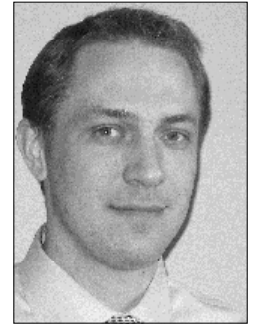
New Editors Appointed

We are very pleased to announce the appointment of two new contributing editors. **Michael Seaman**, who is a community planner with the Town of Aurora, is

taking on the role of contributing editor for heritage. As readers can tell from his article in this issue, he is knowledgeable and passionate about this aspect of planning. Michael is an active member of the Canadian Association of Heritage Professionals (formerly CAPHC) and is a member of the Ontario municipal heritage planners working group. Our second appointment is **Dennis Kar**, a planner with Dillon Consulting. He will be taking on




Michael Seaman



Dennis Kar


The Municipal Group



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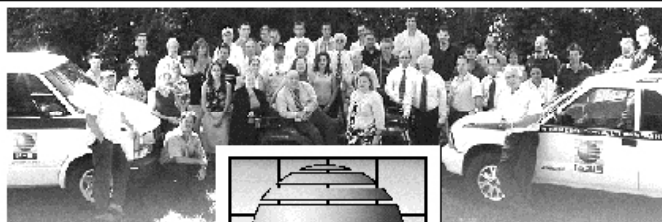
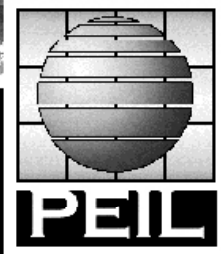
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the role of contributing editor for transportation. After graduating from McGill's School of Urban Planning, Dennis worked as a transportation planner for other consulting firms before joining Dillon. He also teaches course in transportation planning at Ryerson University's School of Urban and Regional Planning.

Dennis is taking over from the redoubtable **David Kriger**, whose columns have educated and entertained readers for over a decade. When Dave started the column, his goal was to promote the idea that land and transportation should be done in conjunction with each other. Although this is still news to some, Dave's remarkable knowledge and involvement with the industry has no doubt rubbed off on many readers of the Ontario Planning Journal. On behalf of all of you, we thank David for his contributions over many years, and wish him continued success as a vice president with iTrans Inc. Dave's final column will be published in the next issue of the *Journal*.

New district editors will also be joining the team. Watch for announcements in the next issue of the *Journal*.




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Editorial

Multi-Tasking for Planners 101

Glenn Miller

Can planners focus on more than one priority at a time? Of course we can. Multi-tasking is nothing new, but the current crop of major issues rolling through our collective consciousness must be close to setting a record for rapid change.

In this issue alone, readers can sample articles from a dozen disciplines or areas of specialty that merit our close attention. Let's start with Paul Bedford's clarion bell on how municipal planning departments view their role. Too often after we leave planning school, the books are stashed away and too few of us make an effort to re-connect with students and the beginning planners who will be filling the pages of this magazine and running for OPPI council sooner than you think. As Bedford says, perhaps the comfort level is a bit too high. Should organizations—particularly municipal planning departments—do some soul-searching to verify we are on the right track? Let us know what you think.

Before we go too far down the road of negativity, however, three stories in this issue suggest that places like Kitchener, the former Stoney Creek (now in Hamilton) and Aurora are helping to lead

change. Each municipality has been involved in something innovative in the past while. Provincial planners are also assessing their skills, from Ontario Realty Corporation to Public Infrastructure Renewal.

But two other stories—one feature, one department—set out different but important lines of thought. Damian Szybalski writing about Bill 51 tests our willingness to decide if the end justifies the means on something as critical as energy. Pull that thread and see where it takes you. The second article by Bob Glover and his colleague from South America asks us to think about the power of an idea—fixing up the public realm—as a way to rebuild an entire urban society.

Glenn Miller, FCIP, RPP, is Editor of the Ontario Planning Journal and director, education and research, with the Canadian Urban Institute in Toronto. He can be reached at editor@ontarioplanning.com.

Letters

Paul Bedford on Schizophrenia

We would like to thank the many individuals who responded to Paul's article in the most recent issue of the Ontario Planning Journal. We have not published them because they all evoke intensely personal experiences with mental illness and related issues. —Editor

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. Don't embed graphics with text, or text in text boxes.



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Membership Services Expanding to Meet Needs

Dana Anderson

Membership Services at OPPI brings together over 50 committee volunteers who give generously of their time to make OPPI an effective organization, providing services valued by members. Our volunteers do so with the help of three hardworking committees: Professional Practice & Development Committee, chaired by Vicky Simon; Membership Outreach Committee, chaired by Amanda Kutler; and Membership Committee, which I currently chair. Take a moment to read about the work they are doing to provide the services that you value as a professional planner.



Dana Anderson

Hats Off to Our Membership Volunteers

Full Member volunteers are always in demand for the Membership process. This past year the Membership District Sub-Committees have reviewed and approved a record number of logs, over 850. There has also been a substantial increase in the number of Provisional members moving to full membership, thanks to our dedicated Exam A examiners. They conducted 180 examinations in 2006.

We Need Your Help

As our membership numbers continue to grow, we need more volunteers to assist our subcommittees and to conduct Exam As. Full members interested in volunteering their time in membership services should contact me for more information.

And now a word to our Sponsors . . .

Candidates for Provisional Membership in OPPI require a Registered Professional Planner (or MCIP member from another CIP affiliate) to serve as sponsoring member in order to fulfil the requirements of the membership process. If you are a Full Member, you may be approached by a Provisional Member to do this, or you may volunteer to serve as a sponsoring member:

- Sponsoring members must certify that the logged experience of the Provisional member accurately reflects the content and nature of the work completed and that the work constitutes relevant planning experience as defined in Schedule P of the OPPI General By-law.
- Sponsors should encourage their Provisional members to log their experience at regular intervals.
- Sponsors should monitor the Provisional member's experience to ensure there is progression in the

- level of experience and in the range of experience.
- Sponsors should review logs prior to submission to ensure accuracy and completeness.
- Sponsors should assist Provisional members with preparation for Exam A.

The success of our Provisional members is reflected by the level of support and commitment given by the Sponsors. The Provincial Membership Committee strongly urges all sponsoring members to ensure their Provisional members move through the membership process in an efficient manner and within the seven years allotted.

More information on the role and responsibilities of being a sponsoring member is available on the OPPI website members area.

A Reminder to all Provisional Members about Logging

Keep those logs coming, and remember:

- All Provisional members are encouraged to log at regular intervals (six months for the first year and annually thereafter).
- Provisional members are reminded to check their logs for accuracy and to ensure the requirements for relevant planning experience as outlined in Schedule P of the By-law are met.
- Provisional members should provide an indication in their logs of what they have learned from their experience and what skills they have obtained.
- Provisional members should seek opportunities to obtain a wide range of experience and an increased level of responsibility in their positions. Where there are constraints to the range of

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experience opportunities, Provisional members are encouraged to take courses offered by OPPI and attend conferences and educational/training events at the District levels.

I would like to acknowledge and thank our tireless Membership Committee who meet each month to review the logs of Provisional members working towards their Full membership:

- Charles Lanktree**, Eastern District Membership SubCommittee Chair
- David McKay**, Central District Membership SubCommittee Co-Chair
- Mark Kluge**, Central District Membership SubCommittee Co-Chair
- Randy Pickering**, Northern District Membership SubCommittee Chair
- Stephen Evans**, Southwest District SubCommittee Chair.

Dana Anderson, MCIP, RPP, is Director, Membership Services and Chair, Membership Committee. She is also a Partner with Meridian Planning Consultants in Mississauga. Please direct your comments or inquiries on membership services to Dana at dana@meridianplan.ca or 905-819-2993.

Report on Professional Practice and Development

Vicky Simon

The Professional Practice and Development Committee (PPDC), assisted by members of the larger Continuous Professional Learning Committee (CPLC), has had another busy year.

Jennifer Coles, the Adult Learning Specialist retained by OPPI in the spring of 2006, provided valuable assistance with the development and launch of a membership survey to identify members' needs and wants for additional CPL programs to be offered by OPPI over the next three to five years. The survey received an excellent response rate of 46% from members in the early, mid, late and retired stages of their careers, which gave us a representative cross-section of the membership.

The top five preferences for new course development identified by OPPI members

in the survey, in descending order, were as follows:

1. Project Management;
2. Urban Design;
3. Understanding Legislation;
4. Environmental Issues;
5. Being an Effective Planner.



Vicky Simon

Last September, Council endorsed the CPL consultant's report, which provided direction for the development of four new courses, with the Environmental Issues information to be provided by way of website links rather than actual course development. As we

move forward with course development, we are mindful of potential on-line opportunities for course delivery in order to enhance the accessibility of the course content to members. We expect to launch the Project



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Management course in the fall.

I would like to thank not only the Committee members listed below, but also those members of the planning community who have assisted the PPDC in the CPL initiative. Special thanks goes out to Paul Bedford, Wendy Nott, Karen Smith and Kris Menzies whose help was invaluable.

The PPDC welcomed some new faces recently and currently comprises the following members:

Jason Ferrigan (Northern District)
Ron Blake (Oak Ridges District)
Deb Walker (Toronto District)
Maureen Zunti (Southwest District)
Stephen Alexander (Eastern District)
Carla Guerrero (Member at Large).

I would also like to thank David Shantz, formerly of the Eastern District, for his assistance over the past year.

On the national CPL front, CIP is moving

towards the development of a "Learning Network" section on their website, subject to approval by the councils of the various provincial affiliates, to publicize opportunities for CPL course attendance across Canada and to highlight existing third-party websites of interest to planners. The proposal is in its initial planning stages, so if you've come across a particularly good website please let me know.

The PPDC welcomes any thoughts or questions on our activities or any related matters. Please direct your comments or inquiries to Vicky Simon, MCIP, RPP, at vsimon@stikeman.com or (416) 869-5628.

Vicky Simon, MCIP, RPP, is OPPI's director for professional practice and development. She is also a senior planner with Stikeman Elliott in Toronto.

each recipient will receive complementary registration and accommodation at the 2007 conference in the Town of The Blue Mountains and will be profiled in an upcoming journal article. Thanks to everyone who submitted an application.

Special thanks to the Membership Outreach Committee who volunteer their time to plan and implement these initiatives. The Committee is currently composed of the following members:

Barb Kalivas (Member at Large)
Rachelle Ricotta (Student Delegate)
Mark Paoli (Southwest District)
Jeff Port (Northern District)
Bruce Singbush (Toronto District)
Pam Whyte (Eastern District).

The Committee is currently looking for additional members to assist with upcoming activities to implement our Strategic Plan. If you are interested in volunteering, please contact Amanda Kutler at kuamanda@region.waterloo.on.ca or 519-575-4818.

Amanda Kutler, MCIP, RPP, is Director of Membership Outreach. She is also a Planner with the Region of Waterloo.

Membership Outreach Committee— Successfully recruiting new student members and awarding Scholarships

Amanda Kutler

The Membership Outreach Committee has been busy implementing the Strategic Outreach Plan, a three-to-five-year plan that identifies and prioritizes outreach activities. The intent of the Outreach Plan is to recruit and retain student members.

The Membership Outreach Committee visited the recognized planning schools to speak with the students about the benefits of membership. Student membership has increased 13% since the plan was approved and the Membership Outreach Committee is committed to maintaining and increasing the number of student members.

One of the major accomplishments for the Committee in 2006 was the completion of the Student Survey, which was administered in the spring. An incredible response rate of over 55% was achieved. Key findings indicate that OPPI is delivering valuable programs and services to students and networking opportunities; students are aware of OPPI events, although participation varies

dramatically and is influenced by networking opportunities and that scholarships are valued, despite fluctuations in submission numbers over the years.

Looking ahead, there are five major themes: the need to work more closely with university faculty; improve promotion of scholarships; improve promotion of various employment opportunities; focus on networking and mentoring opportunities; and provide better links to District activities. The Committee's next step is to develop an Action Plan to address these key findings.

The Committee has also been busy reviewing the Graduate and Undergraduate Scholarship Awards. The Committee continues to be impressed by the high calibre of

applicants and is pleased to award the 2007 Gerald Carrothers Graduate Scholarship Award to Michelle Taggart (Queens University) and the 2007 Undergraduate Scholarship Award to Brian Webb (Ryerson University). In addition to the \$1,000 award,



Amanda Kutler

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FCM Municipal Partnership Programs in Vietnam Hieu Nguyen, 2006/2007 WordLINK CIP Intern

Hieu Nguyen

Motorbikes zipping in every direction, surrounded by almost four million people, and noodle shops on every corner—this was what greeted me upon my arrival to the humble capital of Vietnam. My WorldLINK CIP six-month internship was in Hanoi where I worked with the Federation of Canadian Municipalities (FCM) and the Association of Cities of Vietnam (ACVN) as a planning intern and the Vietnam Liaison Officer.

FCM's Municipal Partnership Program (MPP) has been carried out in Vietnam since 1997 and promotes sustainable development and local governance in developing countries through partnerships between Canadian and overseas municipalities. The projects are two to three years long and my main role was to provide support to the following three Canadian-Vietnamese MPPs:

- City of Fredericton & Lang Son City—Tourism Planning and Development through Public Participation in Lang Son City;
- Ville de Saguenay & Nam Dinh City—Capacity Building of Local Administration for Land Management and Taxation in Nam Dinh City;
- Strathcona County & Vung Tau City—Data Collection and Municipal Communications Strategy for the Management of Improved Service Delivery for Migrants in Vung Tau City.

I spent the first month in Ottawa working in the FCM office, where I was provided training and background work on the FCM-ACVN projects. I travelled to Hanoi at the end of September and worked in the ACVN office for the duration of the internship. The five months in Vietnam were extremely busy. I had the opportunity to travel across the country, participate in technical missions, do field research, and work directly with the Vietnamese and Canadian partners.



Hieu (second from right) participates in planning sessions in Viet Nam

In terms of professional development, this was a valuable experience and I was fortunate to receive a variety of learning opportunities. My career aspirations are in municipal governance, economic development and international work, and this placement was appropriately suited to my interests. My heritage is Vietnamese and this internship gave me the opportunity to visit Vietnam and family for my first time.

Working with the ACVN was a positive and constructive experience as I was able to be apart of a Vietnamese NGO and observe the daily activities of the office, learn how they worked with international partners like FCM, and see how they built capacity and involved their members in workshops. The staff welcomed me and I was treated as part of the team.

The FCM-ACVN work I carried out involved project management and support. I attended technical missions in Lang Son and Nam Dinh as an observer; where I was able to see the Canadian delegates in action and collaborate with their Vietnamese partners. In Vung Tau I had an active role in the initial phases of the project where I led a two-day workshop reviewing the MPP proposal, prepared and carried out a six-day workplan for field research in Vung Tau, and wrote a research report that will be used as the baseline assessment for the next phase of the project. In addition to the MPP work, I assisted with FCM's support to the development of

ACVN's association services and project management capacity, including the project implementation of Communities in Bloom, which targets increasing women's participation in local government.

My internship objectives were to: gain relevant professional experience in development projects dealing with Vietnamese urban planning issues; build a strong network with local and international organizations, specifically Canadian and local NGOs; and to find planning-related employment after the internship. I was able to

achieve these objectives as well as develop a deeper understanding of development issues that face the Vietnamese people. Local friends have been candid about how their way of life has changed between generations, for both better and worse. This experience has reaffirmed why I became a planner—to help improve the quality of people's lives.

The role and significance of planning is increasingly growing in Vietnam, compounded by its burgeoning population and opening economy. I feel the optimism in the air of good things to come, but foresight, management, and planning will be necessary to ensure sustainable long-term growth. I appreciate the work I was able to contribute, as it has allowed me to be apart of development in a country where my family laid its roots. Six months have come and gone, but my time in Vietnam is still in my thoughts.

For more information on my time in Vietnam, please visit: <http://hieuvietnam.blogspot.com>

The WorldLINK Internship program is managed by the Canadian Institute of Planners (CIP) and funded by the International Youth Internship Program of the Canadian International Development Agency.

Hieu Nguyen is a provisional member in the Eastern District. She recently returned from Viet Nam and is currently working with FCM in Ottawa.

The Student Scholarship Trust Fund is looking for Members to join the SSTF Board of Directors and the Jury

You are invited to join the Student Scholarship Trust Fund. The Trust Fund is established to administer and provide student scholarships on behalf of CIP.

The Board of Directors administers the scholarship program and funding of the scholarships. The Jury reviews the student submissions and selects the scholarship recipients. Both the Board of Directors and the Jury are seeking new members!

This is a great opportunity for CIP members to be involved in the future generation of Planners. The Board of Directors provides the framework and considers the financial sustainability of the scholarship program, while the Jury reviews summaries of students' research work which is leading edge, innovative and high-quality.

Your involvement either as a Director or Jury Member will be rewarding as you contribute to the research efforts of our student members. This is also an opportunity to get involved and give back to the planning profession. Your application will be brought forward at the Trust's AGM meeting in Québec City, in conjunction with the 2007 CIP annual conference.

If you would like to become a member, please contact Elaine Hamelin from the CIP office at: 1-800-207-2138 or 613-237-7526 ext 226. She will gladly provide you with an application form!

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Meet Aviva Pelt, OPPI's Student Delegate

I am thrilled to be given the opportunity to represent OPPI student members during the upcoming year.

Born and bred in Toronto, I am an urban enthusiast with a fascination for city life, trying to find solutions to make cities more livable and vibrant. After completing a Bachelors of Environmental Studies from York University in 2002. I

returned to York this past fall where I am working towards my Masters of Environmental Studies in the Planning Program. My studies are focused on public spaces and community engagement. I am an active member of PLANit York; the Graduate Planning Students' Association. As well, I



Aviva Pelt

sit on the Faculty Council Committee as a graduate student representative.

Thank you to Rachelle Ricotta, my predecessor, who achieved a lot during the past year. My goal is to build upon many of the initiatives started by Rachelle, such as the Triangulation events in the Toronto District and revising the Student Handbook. I am hoping to raise the level of participation among student members throughout all the Ontario districts and implement more opportunities for students especially helping to ease the transition process from student to professional.

*Aviva Pelt, OPPI Student Delegate,
can be reached at apel@yorku.ca.*



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The future of municipal planning departments

Paul J. Bedford



Constantly developing ideas for the future easier said than done

How relevant are today's municipal planning departments? It is a timely question that needs to be answered candidly. "Vision for the future: planning for major change" is the theme of the Quebec City CIP conference, yet how many planning departments are applying this to their own organizations?

I started to think about this during a recent opportunity I had to participate in an extensive review of the Ryerson Urban and Regional Planning program as a member of a small advisory committee. It was a positive exercise that gave me new insights into what today's students, faculty, employers and alumni value most about the program and its planning school graduates. This started me thinking about the pressures facing all municipal planning departments and their staff, regardless of size or location.

While Canadian planning schools are required to undertake a full program review every five years to maintain their standing with CIP, there does not seem to be a parallel requirement for municipal planning departments. Reorganizations are commonplace, but top to bottom functional reviews are not. Why is this so? Perhaps the day-to-day realities of coping with development applications, community opposition to almost everything, official plan and zoning by-law reviews, area studies, staff shortages and budget limitations

are part of the answer. However, all organizations today have similar pressures, yet still manage to re-invent themselves periodically and re-position themselves for the future. So what about planning departments?

To me, a good planning department guides change, provides solutions to current problems and constantly develops ideas for the future. This is of course easier said than done, which is all the more reason why it is critical to totally re-think how these functions get delivered on a periodic basis. It can be a tough and painful process, but one which will produce a healthier and more relevant organization that is in the change business.

Taking Stock

Employers surveyed by Ryerson stated that the three most important attributes of a graduating planner were interpersonal skills, written communication skills and creative problem solving. Clearly, our future actions should help to nurture planners to develop these skill sets. To do this, a much greater emphasis should be placed in planning departments that foster innovation in both ideas and practice.

The challenge confronting planners today are huge, but they will only increase with time. In Ontario, most municipalities in the Greater Golden Horseshoe are trying to cope with an unprecedented development boom.

Toronto, for example, is now the condo capital of North America. The provincial "Places to Grow" regional plan has put down some very important markers to meet, but its implementation over time will be the true test of success. A lot of hard work lies ahead with an expanded tool kit of planning and financial mechanisms needed.

In other parts of the province, municipal planning departments are trying to figure out how to best cope with stagnation or decline. This reality will probably intensify in the decades ahead as Canada's population growth is linked almost exclusively to immigration and internal migration within the country to larger centres of employment.

Another reality facing all planning departments is the large turnover of leaders within the next ten years. The age of current planning directors is generally in the 50-60 range with a large percentage anticipating retirement in the next decade. Is the bench strength of middle managers ready to step into leadership positions? How can they be better prepared to step up to the plate?

A further need within our profession was recently identified when OPPI conducted a full membership survey regarding continuous professional learning priorities. The survey tapped a nerve with an amazing 45.3% response rate. Planners across the province expressed a strong desire for ongoing learning opportunities that were relevant to the unique and different challenges facing different municipalities. The top five course preferences were project management, urban design, understanding legislation, environmental issues and being an effective planner. OPPI is currently looking at a variety of ways to best meet this need. But it is clear that more of the same just doesn't cut it.

Finally, young planners starting out in their first job deserve much more attention. Regardless of their university learning experience, most are bursting with enthusiasm and anxious to make a difference in their new positions. Since my own retirement as Chief Planner for Toronto three years ago, I have been fortunate to interact with a lot of graduate and undergraduate planning students in my teaching responsibilities at the

University of Toronto, York University and Ryerson University, in addition to speaking at the Canadian Association of Planning Students conference in Toronto. I love this new aspect of my life and have learned a great deal from the students. Above all, they want to be part of leading-edge planning departments, they want to get things done and they want to help achieve a sustainable future. They crave new ideas, new approaches and want to be inspired by their leaders and mentors. How can these aspirations be better satisfied? What changes should be made to make urban and regional planning more effective?

However, they frequently ask why it is that so many planning departments continue to relentlessly support car-dependent subdivisions and big-box power centres when all the literature and evidence suggest this pattern of growth is in fact not sustainable? It is an excellent question that for many remains unanswered.

Taking Action

There is no magic recipe for confronting change. My own thoughts may or may not be helpful, but I offer them in the hope that they may lead to positive renewal.

First, let's look at where municipal planning departments are located in typical large and medium-sized municipalities. Generally, they have become buried deep within clusters of other functions or are even merged with other departments. Whatever happened to the stand-alone City Planning and Development department? With the trend to assimilate city planning within bigger and bigger clusters, the Planning Director often reports through different layers of management bureaucracy. In my view, this type of relationship removes planning from the forefront of the change agenda. I firmly believe that planning departments should be visible and firmly implanted in the minds of citizens as change agents. Instead, they have often become part of large, unwieldy structures that seem to get sucked into the black hole of bureaucratic obscurity. This is not healthy and is not where planning departments need to be to address the future.

Second, planning departments should not be risk-averse. They should not be afraid to ask the tough questions about the core business they are in. What really matters and where planning departments get their power is when they are relevant in the eyes of the public and are seen as essential partners in helping their city and its communities achieve their objectives. This can only happen when the public sees the value added by planners and demands strong political support for its mandate. To achieve this status, planning departments need to take tougher positions on

controversial matters. They need to stick to their principles and stand for something that people care deeply about.

Third, it is essential to develop new proactive civic engagement models that involve stakeholders from the beginning in developing community visions that are owned by everyone. This is a time-consuming process but it is an essential step on the path to greater relevance. Positive civic engagement involves trying out new approaches that include the formation of ongoing mechanisms that encourage community consensus and result in a continuous conversation rather than a perpetual series of arguments. Other cities have developed their own models that are unique to their needs, such as New York's 59 Community Advisory Boards or Vancouver's Community Vision Circles. Toronto in particular needs to find its own model that can bring people together over a contentious change agenda.

Moving Forward

Simply put, moving forward must break down the fear of change. Embracing the future often means letting go of the past, but human nature generally does not easily welcome change. Planners seem to be no different. There is a natural tendency to hold on to what you know best and are most comfortable with. In planning departments, this often mirrors the existing organizational structure, the reporting hierarchy or past practices. With a scarcity of staff resources and ongoing budget limitations likely to remain for years, it is clear that the only way to move forward is to do things differently. It is essential to not just see things the way they are but how they can be and to have a road map how to get there.

People won't perform to their potential unless they care and are inspired. Municipal planning departments must create a working environment where professionals are empowered to make decisions at the lowest level possible. Breaking down the internal bureau-

cracy into bite-sized pieces that facilitate hands-on response and re-allocating resources to priority areas are also key. Redesigning processes where gaps exist and where too many people are involved can also have tangible benefits.

Bottom Line

Understanding and accepting the reality of change is what planners need to embrace within their own organizations. The ability to learn is the only fixed point of stability. Clinging to old ways of doing planning is fatal if we are serious about meeting future challenges. New ways to work, think and act that are characterized by innovation, flexibility and passion. This is what will equip planning departments for the next generation.

Leaders, coaches and process owners who share common values can help to transform the workplace where ownership of the whole department is part of everyone's job. Being a municipal planner must not just be another job in the bureaucracy but a unique and special role that stands out. City planning must come to life for the average citizen, be easily understood and be widely supported. A department that is known for its creativity, energy and ideas that are ahead of the curve will definitely succeed. There is never going to be a better time than now to start the self-examination process.

Paul Bedford FCIP, RPP, is contributing editor for Planning Futures. He teaches city and regional planning at the University of Toronto and Ryerson University, is a frequent speaker and writer in addition to serving on the Greater Toronto Transportation Board, the National Capital Planning Commission's Advisory Committee on Planning, Design and Realty, Toronto's Waterfront Design Review Panel and the Property Committee of Toronto's Centre for Addiction and Mental Health. He is also a Senior Associate with the Canadian Urban Institute.

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The evolution of Molson Park to the lifestyle community of Park Place

Peter Nikolakakos



Image: Mark Faldum, Petroff Partnership Architects

A view of the Lifestyle Centre, looking north from Mapleview Drive

North American Acquisition Inc. owns lands formally known as Molson Park in Barrie. The lands comprise approximately 189 acres (76 hectares) at the interchange of Highway 400 and Molson Park Drive. These lands form a part of the City of Barrie's southern node, which includes industrial, retail and service commercial uses. The subject lands were designated General Industrial.

North American Acquisition Inc. submitted a proposal for an Official Plan and Zoning By-law amendment on August 8, 2002 to permit the development of a "Lifestyle Centre" on these subject lands. This Lifestyle Centre would include approximately 41 acres of land dedicated to corporate business park uses (including commercial retail as a major component), 13 acres dedicated to industrial uses and 21 acres dedicated to open space.

The conversion of industrial lands to commercial lands was considered and addressed in North American Acquisition Inc.'s supporting material. According to a March 2003 Planning Justification Report prepared by

Meridian Planning Consultants Inc., "... the planning issue of the change of use from industrial to commercial/office is more related to the most appropriate employment purposes, rather than a simple inventory of the amount of land needed. The property in question is arguably one of the largest serviced parcels of vacant land adjacent to a 400 series highway interchange outside of the Greater Toronto Area. The accessibility and visibility of the property to the highway, together with its centrality in relation to the residential areas of south Barrie and the wider region support a higher order use as proposed, rather than industrial development."

Various other supporting material and reports were made available to the City during the processing of the application, including:

- Population, Household and Employment Projections prepared by CSE/MKI (December 2003);
- Economic Development Strategy prepared by Malone Given Parsons (May 2004);

- Employment Lands Conversion Study prepared by the City of Barrie Planning Services Department (June 2004);
- Fiscal Impact Study prepared by Clayton Research (June 2004).

The general theme of all these studies was that Barrie enjoyed an above-average household income; that Barrie was considered a "super-regional" destination for shopping; and that changes between industrial and commercial uses were not considered conversion compared to changes between industrial and residential uses.

Following an exhaustive back and forth with City Council and City staff and numerous studies, reviews, further studies and reports over a three-year period, North American Acquisition Inc. filed its appeals June 13, 2005, to the Ontario Municipal Board with regards to the City of Barrie's refusal and/or neglect to make a decision.

The City of Barrie proceeded to draft and propose Official Plan and Zoning By-law Amendments that would seek to designate and zone the subject lands Business Park uses, including industrial, office and open space uses. On March 6, 2006, the City of Barrie Council adopted Official Plan Amendment No. 85 and enacted Zoning By-law No. 2006-041, which would permit a business park for the subject lands. North American Acquisition Inc. appealed the approvals and the matter was consolidated with their application, which was before the Board.

The Board heard from several witnesses, weighing in on discussions regarding the conversion of employment lands, comparing the City-initiated policies regarding the Business Park designation to the North American Acquisitions Ltd. proposed Lifestyle Centre, and the servicing scenarios for both proposed uses. The Board noted that "a key difference between the appellant's mixed-use proposal and the City's all-business park proposal is that while the former seeks to address both the Commercial and Industrial Goals of the Official Plan, the latter only focuses on the Industrial Goals."

The Board went on to say that "The City's case in opposing these appeals, centres around its intention to go after a share of the dwindling manufacturing market following the Mayor's stated desire to "hit a home run" by attracting a single, large industrial user to this site."

The Board found that the Park Place pro-

posal conforms to the Provincial Policy Statements, conforms to the existing policies of the Barrie Official Plan, maintains the intent of the draft Barrie Official Plan and is an appropriate use for the site.

The Board concluded "... on the basis of the evidence before it that the City's opposition to the 'Park Place' applications was not based on issues of non-conformity with its Official Plan policies but rather was motivated by a political vision for the City by its elected representatives, which was not enunciated in its Official Plan. While this alternate vision may have been based on studies and reports commissioned by the City under its direction, these do not carry the status of

planning documents, which have undergone the public hearing scrutiny under the *Planning Act*. In this case, the political desires of the elected officials of the City of Barrie should not outweigh the planning merits of the Park Place proposal, which the Board finds to conform to the official plan policies in effect in the City of Barrie and constitutes appropriate planning."

For more information on the Barrie Park Place proposal, please visit www.parkplacebarrie.com.

Source: Ontario Municipal Board Decision/Order No. 3067, Issued October 31, 2006.

OMB Case No.: PL050527

OMB File No.: O050095, Z050076, M050128, O060061 and R060075

OMB Member: R.G M. Makuch

Peter Nikolakakos is a Land Development Manager with SmartCentres in Vaughan.

He is the contributing editor for the OMB and can be reached at pnikolakakos@smartcentres.com. Readers with suggestions for articles or who wish to contribute their own articles or comments are encouraged to contact him.

Professional Practice

Municipal Affairs Leads the Way on Brownfields

Staff

Brownfields coordinator Marcia Wallace of the Ministry of Municipal Affairs and Housing is encouraging Ontario municipalities to establish a highly visible crucial mass of booths at the upcoming Canadian Brownfields conference in Montreal this October.

"This move reflects the momentum on brownfields in Ontario," commented *Renew Canada* publisher, Todd Latham, who is responsible for booking exhibitors into the eighth annual brownfields conference. "This is the first time the conference is being held outside of Ontario," he noted, "so it is great to see the support coming in so strongly."



Marcia Wallace

Some of this interest can be found in legislation, although all of the municipalities currently committed to Montreal have had programs in place for several years already. The Growth Plan recently adopted by the province signals a shift in thinking regarding the potential of brownfields, with priority being given to redevelopment in preference to greenfield development, with a requirement that 40 percent of development take place through intensification.

In addition to Kitchener, which had already reserved its spot in the exhibit hall at the Palais des

Congres, the cities of Brantford, Oshawa, Hamilton, Kingston and the Region of Niagara Economic Development Corporation will be grouped around the Ontario booth. Hamilton and Niagara later won free registrations to the conference in a mini-contest held to acknowledge their support for the event.

In addition to taking booths in the CBN Marketplace, the Ontario government is also a major sponsor of the conference, and Minister John Gerretsen has agreed to participate in a Ministers Roundtable, which will also feature ministers from Quebec, B.C. and New Brunswick.

The program is quickly taking shape, and plans for interactive workshops, visits to key brownfield redevelopments and other learning opportunities are currently being made. Earlybird registration for the conference is available until June 15 (www.canadian-brownfields.ca). Contact Todd Latham at todd@wecomcommunications.ca for sponsorship and exhibit details.



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Aurora: A new direction for heritage conservation districts

Michael Seaman



Hillary House, National Historic Site, now a museum, which is located in the Heritage District

In 2006, the Town of Aurora established its first heritage conservation district. Located in northeast Old Aurora, this mostly residential neighbourhood of 165 properties is distinguished by mature trees and late 19th and early 20th Century Architecture. For this historic town north of Toronto, the decision was a major step forward in implementing its long-standing strategic vision of maintaining its historic culture and character as a key contributor to quality of life.

When the proposed district and plan was considered by Aurora Council, resident after resident lined up to speak—not in opposition, but in support of the district initiative—and praised both the proposed conservation plan and the thorough public consultation process.

This type of community support is not always associated with heritage conservation district studies. What was the recipe for success of this initiative in Aurora?

There were a number of factors in the district's favour. The percentage of heritage resources was particularly high, properties were well maintained and there is a strong

awareness of local history.

The project was not without its challenges, however. Until the heritage district was proposed, Aurora's experience with designation under the *Ontario Heritage Act* (OHA) was somewhat limited. It had no other designated district and only 12 properties had received individual designation under the Act. There were also no financial incentives that had been used by other communities to generate support for heritage districts in the early days of the OHA.

A further challenge came on April 28, 2005, immediately before the study began, when sweeping amendments to the OHA were introduced. After four years of pre-consultation related to the previous OHA, heritage district designation now had very different implications. No longer would designation only delay demolition or unsympathetic alteration of heritage resources; protection would now be permanent. Equally significant was the tool contained in Section 41.2 (2) which states "in the event of a conflict between the plan and other municipal by-

laws (e.g. zoning, public works), the plan prevails to the extent of the conflict." The amended act also allowed municipalities to extend alteration controls to cover character-defining elements such as mature vegetation in addition to the exterior of buildings and structures.

As the first district study to be started entirely under the amended OHA, there was no precedent for implementing many of the new measures, but, with interpretation provided by the Ministry of Culture, a "first of its kind" plan was created. The resulting plan is effective in promoting conservation and guiding change in the district.

More stringent controls wanted

The tool in the amended OHA that generated the most discussion was Section 41.2 (2). During the public participation process, it became evident that the majority of residents wanted more stringent controls on new construction and additions than those contained in the area zoning by-law. Standards were developed for building depth, relative height, driveway placement, and a requirement for detached garages. These were refined with the cooperation of property owners with pending development applications in the study area, who allowed their proposals to be tested against the draft guidelines. The results of the test were presented at the final public meeting and were favourably received.

Although the development provisions for the district are enforceable under the OHA, for clarity and consistency, the Town intends to bring forward an amendment to the area zoning by-law to bring it into conformity with the district plan.

There were few negative reactions resulting from the impacts of other amendments to the OHA. The enhanced demolition protection generated little concern. Nor were any significant concerns raised by area residents at the prospect of increased protection for mature vegetation on private property. The key area of consideration with respect to this provision was its potential to generate the need for a qualified arborist to review applications related to removal of protected vegetation. One amendment that clearly helped to reinforce support for the district was the new municipal power to delegate to an official the authority to approve applications which are in compliance with the district plan. By raising awareness of this tool it significantly reduced the perception that the district designation would lead to unnecessary bureaucracy.

Another factor in the success of the study

and plan was the extensive public participation process, which involved three formal public meetings and three pre-consultation meetings. The most innovative component, however, was the hosting of a day-long technical workshop mid-way through the study in conjunction with *Edifice* magazine. Not formally part of the study, the workshop was developed in response to feedback from the public requesting more education about heritage conservation concepts in order to more actively participate in the heritage district study process. The Town subsidized the workshop, targeted mainly at study area residents but open to all Aurora heritage property owners. A nominal fee was charged to help confirm attendance and Aurora worked with *Edifice* to refine the program to meet the needs of the local audience.

The result was outstanding. All 150 tickets were sold. Even after seven hours, almost all those who started the day were listening enthusiastically at the end. For the heritage conservation district the workshop provided a major boost. Positive and constructive public participation improved significantly.

With enhanced public input, the plan was tailored to the specific requirements of Northeast Old Aurora. Emphasis on flexibility in the guidelines was a key interest expressed and its inclusion in the plan helped broaden the level of support for the district. This flexibility is balanced with a strong focus on education in conservation principles as well as emphasis of documentation and reversibility of changes to heritage features.

The resulting district plan, as approved by Council, is both a quality document and true reflection of the neighbourhood. It is effective, flexible, well illustrated and easily understood by its primary end user—the public. It will help achieve the conservation of the character-defining features of the neighbourhood while maintaining sufficient flexibility for property owners to undertake reasonable expansion, make improvements and maintain individuality with their property.

For Council, the response to the workshop provided a benchmark of the level of interest in heritage conservation in the neighbourhood and Aurora, which was a key factor in securing its support for the project.

Lessons learned

So what can be learned from this heritage conservation district study experience in Aurora?

For Aurora, the technical workshop provided strong demonstration of the value of independent educational workshops about heritage and planning principles, running concurrently with planning studies as a means of encouraging constructive participa-



Lester B. Pearson's boyhood home in Aurora, located on Catherine Avenue

tion in the planning process and is likely to be considered when undertaking future studies. Inspired by the success of the Aurora workshop, a number of other municipalities have hosted similar educational sessions as a way of furthering their own initiatives and have achieved similar success.

In terms of implementing the new OHA, it is clear that heritage districts are now a considerably more powerful and broad-reaching tool for neighbourhood planning than they were prior to 2005. For Aurora, the stronger protection measures provided by the new OHA had very little impact on public

support for the heritage district. For the most part it appeared that the public appreciated the new stability provided by the fact that designation actually means preservation and is more than just the delaying mechanism that it was in the past. There was a similar response to the ability of the district plan to take precedence over municipal by-laws such as zoning in the event of a conflict. For the public, one of the most important improve-

ments was the ability to delegate approval authority to a municipal official, which significantly addressed their primary concern over potential delays in the application approval process.

The Northeast Old Aurora Heritage Conservation District study is the first to test the amended OHA. Aurora's experience should benefit other communities contemplating the use of heritage district designation as a planning tool in historic neighbourhoods. For Aurora, the creation of the Northeast Old Aurora Heritage Conservation District provides a solid foundation for future

heritage conservation district initiatives in this historic Ontario town.

Editor's note: The Northeast Old Aurora Heritage Conservation District Plan received an Honourable Mention in the Neighbourhood Planning Category as part of the 2007 Canadian Institute of Planners Awards for Planning Excellence.

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Bogotá's Renaissance Led by Vision for the Public Realm

Robert Glover and Carmen Franky

(Second of two articles.)



Avenida de Chile, calle 72 (left), the Eje ambiental, at the Jimenez Avenue in downtown

In the previous article, I described how a collaboration involving the University of Toronto Faculty of Architecture, Landscape and Design and la Universidad Nacional and la Universidad Los Andes came about, leading to a sponsored studio. This article details the regeneration of Bogotá, the capital of Colombia, location of the first studio.

Bogotá is the largest city in Colombia, with more than seven million inhabitants. It is Colombia's governmental, education and economic centre. Located in the centre of the country, Bogotá lies on a savannah between the Bogotá River to the west and the Andes mountains to the east and south, at 2640 metres (8661 feet) above sea level.

Originally called Bacatá by the native Muiscas, it was the centre of their civilization before the Spanish explorers colonized the area, but eventually became one of the centres of Spanish colonial power and civilization in South America. When Simón Bolívar captured the city in 1819 and became President, it was renamed Santafé de Bogotá. In 1821, it was made the capital of Gran Colombia, a federation combining the territories of modern Panamá, Colombia,

Venezuela, and Ecuador. When that republic dissolved into its constituent parts, Bogotá remained the capital of New Granada, which later became the Republic of Colombia.

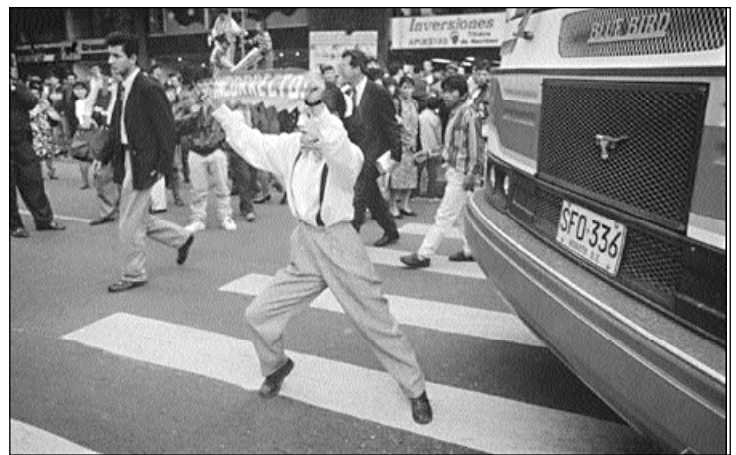
The Republic of Colombia is a country that throughout the 20th century has been unable to forge a strong national consensus regarding its civic and political institutions, and as the national capital, Bogotá has often been the physical stage for this lack of consensus. The city has experienced severe social and political disorder and physical growth and destruction over the years. By the 1980s, Bogotáños had come to feel a deep disconnect from their city and its institutions. Combined with the more common

urban ills of massive growth, chaotic traffic, poor public transit, a lack of public space and amenity, unemployment, air pollution, crime, social disorder and general insecurity, Bogotá had also become a guerrilla and drug mafia target. It experienced several urban attacks, epitomized by the infamous attack on the Justice Palace by the M-19 guerrillas in 1986.

In the early 1990s, a newly democratized system for the election of mayors was established by the national government. The Principal Mayor and District Council are responsible for city administration of Bogotá. The electoral changes led to the election of two remarkable Principal Mayors, the first a "philosopher" and the second a "technocrat." Both set out to remake Bogotá into a physical stage for civic inclusion and consensus.

Antanas Mockus was the former principal of the National University of Colombia in Bogotá. A Colombian mathematician and philosopher, he was mayor from 1993 to 1998, during which time he emphasized a new culture of citizenship and civic participation and became known for springing surprising and often humorous initiatives upon the city's inhabitants.

Mockus believed that transforming Bogotá's people and their sense of civic culture was the key to solving many of the city's problems. Famous initiatives included hiring mimes to make fun of traffic violators, because he believed Colombians were more afraid of ridicule than punishment. He established a public "Night for Women," when the city's men were asked to stay home for an evening to look after the house and the children. Bars offered women-only specials and the city sponsored free open-air concerts. When he asked people to pay a



A traffic mime show demonstrates "incorrect" pedestrian behavior

voluntary extra 10% in taxes, over 60,000 people contributed.

To improve the quality of life for the residents of many of the informal (and illegal) slums, Mockus undertook a program of formalizing and providing public services to many of the informal (and illegal) settlements that existed in Bogotá. The result was that a significant number of residents who previously lived without public infrastructure were now provided with these services.

To improve Bogotá's traffic and public open space, Mockus created a publicly owned bus-based transit system called the "TransMilenio" in separated right-of-ways on the major arterial roads of the city. The new transit system coincided with related improvements such as the rejuvenation of plazas, the creation of large parks, and the transformation of main arterial roads such as the Avenida Caracas, Avenida Jimenez and Calle 80 into dynamic pedestrian public spaces. Bogotá's network of bicycle routes, called Ciclorutas, was also started by the Mockus administration.

Bogotá saw significant improvements: 7,000 community security groups were

formed; the homicide rate fell 70%; traffic fatalities dropped by over 50%; drinking water was provided to all homes (up from 79% in 1993); and sewage connections were provided to 95% of homes (up from 71%).

In 1998, Antanas Mockus was succeeded as Mayor by Enrique Peñalosa, a talented public official, economist and administrator. Aided by financial reforms that had substantially increased the City's spending powers, Enrique Peñalosa also focused on the physical improvement of Bogotá's public realm and transportation infrastructure.

Based on the idea that all Bogotáños had a right of access to good transportation, education, and public space, he gave priority to the creation of new public space, eliminating and consolidating parking areas for cars, building hundreds of kilometres of new and improved sidewalks and streetscapes, bicycle paths, pedestrian streets, greenways, parks and public schools.

Peñalosa also established through a public referendum, an annual car-free day and the elimination of all parked cars from streets during rush hours. Peñalosa also led efforts to improve Bogotá's marginal neighbour-

hoods through citizen involvement and planted more than 100,000 trees.

Because of these efforts, Bogotá has experienced a dramatic and positive urban transformation and renewal over the past decade in the face of massive immigration and growth, continuing social difficulties and the civil war in the countryside. However, the biggest change may have occurred among Bogotáños themselves, as they have begun to develop a renewed culture of citizenship and civic participation.

More collaborative studios between urban designers in Toronto and cities in South America are being planned. If a compelling vision for enhancement of the public realm, combined with inspirational civic leadership, can work so well in places like Bogotá, imagine what could happen in cities in Ontario.

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Visualizing Density

*Julie Campoli & Alex S. MacLean
Lincoln Land Institute of Land Policy, 2007
152 pages*

Density. What does it look like? How will increased density shape our communities? *Visualizing Density* was commissioned by the Lincoln Land Institute of Land Policy to help planners, designers, public officials, and citizens better understand density and communicate varying levels of density using aerial photographs of existing neighbourhoods and illustrations of built form.

The authors—Julie Campoli, a landscape architect and urban designer, and Alex S. MacLean, a trained architect and photographer of aerial landscapes—assessed communities throughout the United States and engaged participants from a range of interests to provide input through design exercises and discussions.

The book has three chapters—Growing Closer, Patterns of Density and The Density Catalog. The first offers an overview of density and how it has shaped the urban landscape and form over time. The second is the

most interesting, as it explores the variation in density in existing neighbourhoods and current development projects and the identity it creates in the urban area. Aerial photographs illustrate differing forms of density, including infill, redevelopment and reuse.

The key factors affecting density are evaluated, such as building size, coverage and building type or design.

The authors note that the decision to create a specific type of building or determine the height of a building should involve a



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careful consideration of the density range in the neighbourhood. "Density disappointments" are identified to give the reader an idea of how different approaches yield different results.

In the Density Catalog, photographic references offer an inventory of density ranging from 1 unit per acre (less than 1 unit per hectare) to more than 200 units per acre (about 80 units per hectare). Oblique and aerial photographs show density at many levels, from rural to high urban density, and from established neighbourhoods to new development areas and employment areas.

Images and photographs in the book capture the shape and physical character in urban form in cities throughout the United States. While there are no examples of Canadian cities, the book is a great refer-

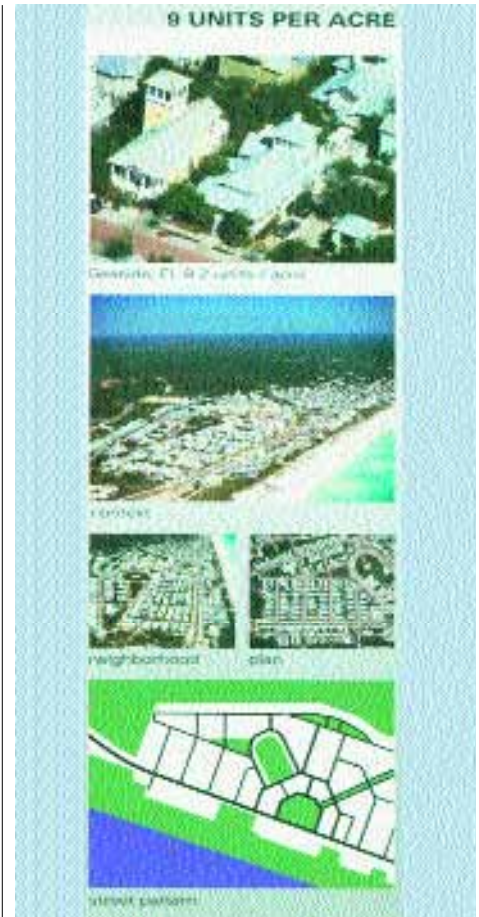
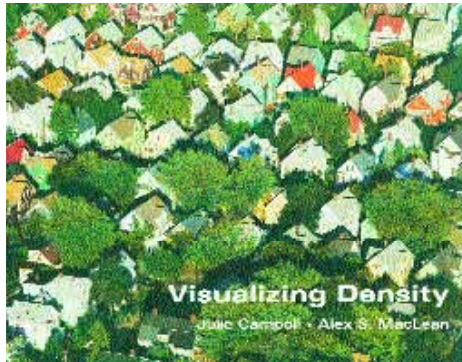
ence for visualizing density. An added value to the book is the inclusion of a compact disc containing all of the images found in the book.

Many of the principles and conclusions in the book are being implemented in Ontario.

However, the photographs and diagrams displaying basic building massing and location for common housing forms and density ranges provide useful information. The practical recommendations on design approaches can be used as a design tool to construct mental images of a range of densities

in many contexts.

Visualizing and communicating density is a challenge. This book provides another useful tool that planners and urban designers can turn to when faced with the need to understand or explain density and its relationship with the built environment.



David Aston, MCIP, RPP, is contributing editor for *In Print*. He is also a planner with MHBC Planning Limited in Kitchener. Readers interested in doing book reviews should contact David at daston@mhbcp.com.



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