

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

ONTARIO Planning

SEPTEMBER/OCTOBER 2009, VOL. 24, NO. 5 JOURNAL

ONTARIO PLANNERS: VISION • LEADERSHIP • GREAT COMMUNITIES

NIAGARA BEYOND THE FALLS

Also: Greyfield Shopping Centres • Shrinking Cities •
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ONTARIO PLANNING JOURNAL

Volume 24, Issue No. 5, 2009

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ONTARIO PLANNERS:

VISION • LEADERSHIP • GREAT COMMUNITIES

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The Journal is published six times a year by the Ontario
Professional Planners Institute.
ISSN 0840-786X



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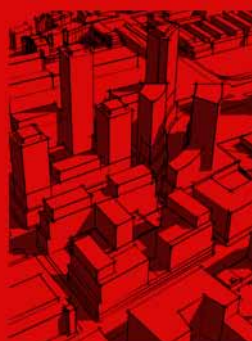
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Historic Niagara forms backdrop to Better World Conference

Alex Herlovitch

When you come to Niagara Falls to enjoy the joint OPPI-CIP conference in September, you are coming to an area steeped in history.

The first recorded settlers in Niagara Falls arrived in 1782. The first roads followed the trails of the First Nation's people and are still important transportation corridors today. Portage Road (the name reminds us that Niagara Falls required those travelling by water to make a long portage) extends from Chippawa to Queenston and wends its way through the City, skirting the upper rapids, falls and whirlpool of the Niagara River. Mountain Road follows the original trail along the brow of the Niagara Escarpment, overlooking Niagara-on-the-Lake.

In 1833, The City of the Falls Project was conceived as the first "planned community" in Niagara Falls. Approximately 400 acres were to be subdivided surrounding the hotels at the Falls. The plan called for the building of public gardens, churches, schools and a library; in essence a complete community. Alas, the project failed, because it was too costly to construct the necessary infrastructure and the sale of lots was slow. Today, many streets in the Fallsview area bear the names of the principals in the plan.

A double-deck suspension bridge was built across the Niagara River in 1853 to accommodate the Grand Trunk Railway, which arrived that year. The railway brought new prosperity and an ever-growing number of visitors to see the natural wonder of the New World.

After the Falls, the second most popular attraction was a visit to the Lundy's Lane Battleground, immortalized in the lyrics of "The Maple Leaf Forever." Initially, tourists came to climb or ride to the top of the observation towers erected on the site of the bloodiest conflict ever to take place on Canadian soil. The towers are long gone, but conference participants can see the best collection of artifacts, uniforms and memorabilia associated with the War of 1812 on exhibit at the Lundy's Lane Museum. The collection will form the centrepiece of displays for bicentennial events planned three years hence.

By the 1860s, the area along the Niagara River next to the Falls on both sides of the border was a centre for sideshows,

stunters and all manner of disreputable money-making activities. Complaints from both Americans and Canadians to their respective governments led to the creation of parks on either side of the river. The United States passed legislation in 1883 to establish the State Reservation above the Falls. The grounds and landscape



Conference committee: Alex Herlovitch, Barbara Wiens, Marilyn Radman, Natasha D'Souza, Mary Lou Tanner, Leigh Whyte, Paul Chapman, Gwen Donofrio. Missing: Rosalind Minaji, Charlotte O'Hara-Griffin, Alan Gummo, Ken Forgeron and Rick Brady

were the work of Fredrick Law Olmstead, pre-eminent parks planner of the period and father of landscape architecture in North America. His work will be examined during one of the mobile workshops of the conference.

In 1885, the Niagara Falls Park Act began the process that led to the creation of a public Canadian park at the Falls. Today, the Niagara Parks Commission controls the lands from Lake Ontario to Lake Erie and is lauded for its preservation of publicly accessible land. Join us for our opening celebrations at Edgewater's Tap and Grill in the heart of the Park, or for an early morning jog through the Park on Friday.

The late 19th century also saw the first efforts to harness the falls for hydroelectric power generation. The Canadian Niagara Power Company, formed in 1892, was the first to generate power on a large scale on the Canadian side. Its Rankine Generating

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Station is now owned by the Niagara Parks Commission. Over the next several years, other companies were granted rights to use water to generate electricity, including the syndicate led by Sir Henry Pellatt (who made his home at Casa Loma in Toronto). Power development continues on an even larger scale today.

Currently, the provincial government and Ontario Power Generation are boring a new (third) tunnel under the City to divert water from the upper Niagara River to operate turbines at the Sir Adam Beck plant at the north end of the City. Sign up for the mobile workshop that includes a visit to the generating station and tunnelling site.

The supply of hydroelectric power brought with it an influx of industry, including Nabisco, Post Foods, Canadian Ramapo Iron Works, Burgess Battery, Ohio Brass, and Cytec. Most of the heavy manufacturers are now gone, leaving brownfields behind.

One of these sites will be the focus of an intensive urban design charrette on opening day.

The Niagara region on both sides of the Canada-U.S. border will be featured in several mobile workshops. The City's historian will lead an orientation tour highlighting cultural heritage for both delegates and their families. Speakers from across the country will showcase their projects as our profession debates, challenges and discusses the opportunity to Build a Better World. Join us at one of the world's wonders for a fabulous experience where we can learn from the past as we chart the future.

Alex Herlovitch, MCIP, RPP, is conference co-chair and Director of Planning and Development for the City of Niagara Falls. He can be reached at aherlovitch@niagarafalls.ca.

Recycling Research Technology Transfer on a Brownfield Site in Niagara

Andrew Panko

Brownfield development in its present form is relatively new, starting in New England in the late 1980s. In Ontario, the Ministry of Municipal Affairs and Housing Brownfields Statute Law Amendment Act came into effect in May 2001 and the first regulations came into common use in

2004, with the Ontario Ministry of the Environment's (MOE) O. Reg. 153/04, the legislation governing Records of Site Condition (RSCs). Long before this, in 1994, the MOE had instituted O. Reg. 102/94 and 103/94 governing 3R regulations in the construction and demolition industry.

For the majority of former heavy industrial brownfield sites, many of the legislative tools governing assessment, planning, demolition, remediation and redevelopment were in place, with one exception. These are sites that have significant quantities of bulk raw materials or off-spec intermediate or finished products in place at the time of abandonment. A 'Places to Grow' brownfield grant from the Ontario Ministry of

(Cont. on page 19)

OPPI ANNOUNCEMENTS

SEPTEMBER 30–OCTOBER 3

BUILDING A BETTER WORLD, CIP/OPPI 2009 CONFERENCE

Niagara Falls, Ontario.

Looking for solutions that will help us to build a better world? Conference key note speakers, Sheila Watt-Cloutier, Chris Turner, Gordon Miller and Chris Ronayne. Preliminary Program is now available at: <http://www.niagarafalls2009.ca/>. See OPPI & CIP websites for more information.

OCTOBER 3

The Ministry of Municipal Affairs and Housing and OPPI will be releasing *Planning by Design: a Healthy Communities Handbook*, at the CIP/OPPI Conference. The purpose of the report is to facilitate and advance discussion and understanding on the impacts of land-use planning and design on people's health.

For more information about events, check the OPPI web site at www.ontarioplanners.on.ca, and the latest issue of Members Update, sent to you by e-mail

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OCTOBER 19 & 20

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Greyfield Shopping Centres: From Wasteland to Community Opportunity

David McKay



Proposed redevelopment of Bronte Village Mall in Oakville, currently in the approvals process

In his recent article about “Dead Malls” in the March/April 2009 issue of the *Journal*, Paul Bedford opened the door to an important and timely conversation about rethinking urban and suburban land use development and retail spaces. While the failure of malls as productive and successful retail enterprises can be seen throughout Ontario, we need to understand the causes of these failures, the models used for redevelopment of these sites, and what needs to be in place to ensure these sites are successfully redeveloped and re-integrated into the urban fabric of our towns and cities.

How do you identify a failing mall?

We have all been to a mall that was once successful but is no longer a viable commercial centre. Indicators of mall failure include:

- the loss of one or more major anchor tenants;
- vacancies in smaller store spaces;

- replacement of retail space with non-retail uses;
- increasing numbers of low-rent retailers (dollar stores, liquidation centres);
- deteriorating building conditions;
- a reduction in customer activity (evident in vast expanses of unused parking areas).

From a retail development perspective, mall failure has occurred when sales per square foot falls below \$150. Sales per square foot between \$150 and \$200 indicate the mall is on the brink of failing.

Why do once-successful malls fail?

A number of factors contribute to the failure of a mall: loss of market share due to competition from larger and newer centres; changing retail formats and obsolescence of existing structures; poor location; the decline of anchor tenants; and demographic changes in the surrounding community. One or more of these factors can lead to failure.

For example, one study explored the effects of location on shopping centre success and concluded that retail sales were determined more by centre size than by the proximity of competing centres. Larger centres draw more customers and thus are more successful. That means that smaller shopping centres have lower sales per square foot compared with larger shopping centres. Recent efforts in the retail industry to reduce overhead costs and focus on new formats (such as power centres, retail warehouses, and category-killers) compound this trend.

The loss of an anchor tenant can also lead to the failure of the mall. Trafalgar Village in Oakville and Morningside Mall in Scarborough are two recent examples of this fact. In both cases, the relocation of a Wal-Mart resulted in a significant decline in sales per square foot for the remaining stores.

What is the future for malls?

Professionals and academics have identified

five greyfield redevelopment models and strategies.

1. *Mall Reinvestment*: This model involves renovation of the existing mall building, sometimes with changes to tenant mix. Renovations may include a new façade, better lighting, upgrades to signage, increased landscaping or plantings or minor expansions. This is the least intrusive of mall redevelopment scenarios, but it does not address the loss of an anchor tenant.
2. *Mall Repositioning*: This strategy involves repositioning the existing mall primarily through the addition of entertainment uses, offices, and similar non-residential uses in order to reduce the failing retail components of the mall and attract new customers. The centre evolves from a single-use facility to a multi-use facility.
3. *Adaptive Reuse*: This scenario involves the conversion of the entire mall space for new uses, such as call centres, educational institutions, health care facilities, and residential uses. Unlike the previous models, the retail component is largely reduced or eliminated entirely.
4. *Single-Use Redevelopment*: This involves demolition of the mall, so that the site can be redeveloped for a single use, such as office, residential or employment uses. This type of redevelopment scheme is seen as a low-risk option by the development and lending industries.
5. *Mixed-Use Redevelopment*: This model involves full or partial demolition of the mall and its replacement with a mixed-use development incorporating retail, office, residential and even employment uses into a mixture of single-use or multi-use buildings on the site. A high percentage of lot coverage and density are achieved, often with underground parking or parking structures. This model often establishes a public street pattern, as well as public open space into the redevelopment scheme.

The choice of the model to be pursued depends on:

- site and location (including surrounding land uses, transportation networks, and infrastructure capacity);
- market demand for possible redevelopment models;
- the financial capacity of the mall owner or developer;
- the willingness on the part of owners, developers and lenders to attempt an unfamiliar type of redevelopment;
- the amount of public investment in the project;
- the planning approvals required to achieve the desired redevelopment model.

What is needed for successful greyfield redevelopment?

First and foremost, patience is required by all parties, as greyfield redevelopments take a long time to implement. A full-scale redevelopment to a mixed-use centre happens incrementally, and may take up to ten years. Even when significant planning approvals are not required, as in a “demalling” exercise, for which only site plan approval is required, from start to finish this redevelopment model could take up to two to three years to complete. The developer, public and the municipality must understand and accept that these projects do not take place overnight.

While many factors such as location and ease of municipal approvals may support a more intensive redevelopment model, market demand primarily directs private-sector decision making. A developer will proceed with a development model only if there is a reasonable expectation that profit can be made. In slow-growth areas, redevelopment to mixed-use, high-density forms of development may be unrealistic.

Ownership and title restrictions, such as leases and easements registered on title, are very real constraints on redevelopment. The length of lease terms, no-build area restrictions, minimum parking requirements, tenant relocation restrictions, anchor tenant approval requirements for major alterations to the malls, and existing easement rights can complicate redevelopment plans. In some cases, fractured ownership of the site (for example, a situation in which an anchor tenant owns its site within the overall mall site) may also affect the feasibility of redevelopment.

Another consideration is the need for a comprehensive vision for the future of the site. The municipality can initiate this vision, but collaboration with the mall owner, tenants and the public is required. The vision cannot be imposed by one party without cooperation among the various stakeholders in order to be successful.

Without a comprehensive vision, short-term goals and objectives will ultimately overwhelm and frustrate any potential for long-term redevelopment.

Master planning of the site is crucial to the long-term success of a greyfield redevelopment project. While smaller sites can be developed in one stage, most medium and larger sites require the careful planning and phasing that only a master plan can provide. The purpose of the master plan is to establish the ground rules for the site while providing sufficient flexibility to deal with issues that arise during redevelopment. The master planning process should also include provisions for urban design, landscaping and transportation improvements, as well as addressing leasing and other private interest constraints.

In most cases, greyfield redevelopment sites will require Planning Act approvals entailing a formalized public consultation process. However, standard consultation will not normally suffice; full and meaningful engagement is required. A large part of the process is the need to educate parties on the multiple constraints and interests involved. This goal can be achieved through focus groups, multiple working sessions with the general public and design charrettes. These efforts may lead to innovative ideas and solutions which were not considered in the development plan prepared by the developer. While enhanced public engagement may increase the timeframe of the development approvals process, in my experience this additional time is well worth the effort, as it leads to a better product that is more integrated with community needs and desires and ensures long-term community support for the project.

Only time will tell if we, as a planning profession, can harness the opportunity presented by greyfield shopping centres. To leave these sites in their current condition is an unacceptable proposition for our communities. While transformation will not occur overnight, understanding the circumstances of mall failure and the key factors in evaluating the opportunities and constraints of these redevelopment projects will help planners advance their potential for successful reintegration into the urban fabric of our communities.

David McKay, MCIP, RPP is a Partner with MHBC Planning. He has assisted clients in obtaining approvals for over 6,000,000 sq ft of retail space in Ontario, including numerous mall redevelopment/intensification projects. He can be reached at dmckay@mhbcplan.com

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Planning for Shrinking Cities

Lessons from South of the Border

By Michael Pyl

Imagine you are a land use planner in the city of Flint, Michigan.

Where residential streets once prospered, only one or two houses per block remain amidst widespread abandonment and burned-out empty lots. The sidewalks that line these streets have nearly disappeared. This decay is a product of a sharply declining population – where the population once counted 200,000 people in 1965, only 110,000 souls remain.

Increasingly, city leaders are espousing a new rhetoric. “We need to control decline instead of letting it control us,” says the county treasurer. “We have to do something drastic,” says the city council president. The mayor has gone on record in proposing to “shut down quadrants of the city.”

In these circumstances, what should a planner do?

In shrinking cities, the challenges of land use planning are fundamentally different from those in cities experiencing population growth. In the latter, planners work with developers and homebuilders to distribute growth in an optimal manner. But how does a planner’s approach change when there is no growth to distribute?

Far too often the answer is: it doesn’t. Properly planning for a shrinking city’s abandoned buildings, deserted and deteriorating public spaces, and underutilized infrastructure first requires local leaders to admit their city is, in fact, losing population. It is rare for elected officials to make this admission. Most respond by aggressively courting any growth they can to reverse the decay.

That was the approach Flint used for decades, and look how successful it has been.

However, if this city is in fact serious about doing “something drastic” and “shutting down quadrants of the city,” its made-in-Flint alternative should begin with a study of what is happening in Youngstown, Ohio.

Youngstown’s Approach to Decline

Youngstown, located in northeast Ohio



In times of economic growth, the physical fabric of a city grows to support the increasing population. But when a city’s population decreases, the physical fabric cannot contract in turn, leaving behind abandoned homes or even neighbourhoods

roughly equidistant between Cleveland and Pittsburgh, is a quintessential Rust Belt city. Steel brought the city glory and riches – at one point, Youngstown had the highest household income per capita in the country. In 1960, its population was 166,688, but the collapse of the steel industry in the 1960s and 70s saw this number plummet. By 2000, the city had only 82,026 residents, a decrease of 51%.

Youngstown’s initial response was typical. It fruitlessly pursued economic megaprojects, such as a blimp factory and national defence facility, in hopes of stanching the population hemorrhage. Its land use planning was guided by a comprehensive plan first published in 1951 that anticipated the city would grow to between 200,000 and 250,000. By 1999, civic morale was at rock bottom – a report that year by the Harwood Group reported high rates of parochialism, mistrust in public officials, and concerns over street and organized crime.

Shortly thereafter, elected officials began to face reality. Out of a review of its 1951 comprehensive plan came Youngstown 2010, an effort to better align the city’s planning with its probable future. Published in 2005 after three years of significant public consultation, the Youngstown 2010 Plan anticipates a population that will stabilize around 80,000; its vision statement accepts that it is a smaller city, and that its “oversized urban infrastructure will require rationalization and consolidation.” The plan provides citywide land use maps that detail, among other things, a 30% decrease in residential land and a 16% decrease in commercial land.

The Youngstown 2010 vision will be implemented through the creation of neighbourhood plans tailored to the unique characteristics of each area, although each will exhibit “rationalization and consolidation” to varying extents. The Garden District Neighbourhood Plan, for example, calls for the expansion of a regional park into large

tracts of vacant residential land, the development of trailheads at roadway deadends, and the closing of several residential streets. The Idora Neighbourhood Plan includes a phased greenspace expansion and designates certain areas for residential intensification to complement it. It also contains a street typologies guideline and a revitalization plan for the neighbourhood's commercial district.

The city also aims to reconcile all city operations with the 2010 Plan. Federal Housing and Urban Affairs funding, primarily designated for low- and moderate-income homeowners, is prioritized for neighbourhoods where a plan is in place; residents outside these areas are ineligible. Demolitions are also prioritized to these areas, a significant measure in a city with over 1,000 houses on the waiting list.

Achieving Community Buy-In

A combination of shrewd outreach and ripe conditions allowed Youngstown planners to achieve buy-in from local decision makers and citizens, no easy feat given that the 2010 Plan essentially calls for a select few neighbourhoods (or council wards, depending on

your perspective) to benefit from investment at the expense of others. The planning department—along with Toronto-based Urban Strategies, which was hired for the visioning process—mobilized extensive public involvement.

Before defining the community vision, planners reached out to 200 community lead-

Would it work elsewhere?

A number of characteristics unique to Youngstown allowed this approach to work. First, Youngstown was small enough that it was able to define a shared community vision, something that would not be possible in a larger city such as Detroit. Second, when the steel industry left Youngstown, there was no

hope that it would return. In Detroit, by comparison, although the auto industry has taken a huge hit, it still has a large enough presence that people still believe in that form of economic development. Third, Youngstown's decline is situated within a context of regional decline; when a shrinking city is surrounded by growth, conventional revitalization strategies are much more feasible. And finally, Youngstown had been down and

out for so long that its citizens were desperate to latch onto anything positive, despite its potential controversy.

But places like Flint have been down for a long time, too. And as cities shrink, the ingenuity of their planners must grow. Through innovation, Youngstown has finally become the model that other cities in the same situation can turn to for guidance.

Youngstown and Flint are extreme cases. Shrinking cities in Ontario (see Table 1) are not as hard hit. Nevertheless, there is an argument to be made for planners to pay attention to these examples, as resource towns and industrial centres lose employment and population. Planning without growth is possible.

Michael Pyl is a recent graduate of the University of Toronto Masters of Science in Planning program and can be reached at mike_pyl@hotmail.com.

City	Population		Pop. Change 1996-2006 (%)
	1996	2006	
Timmins	47,499	42,997	-9.5
Greater Sudbury	165,618	158,258	-4.4
Sault Ste. Marie	83,619	80,098	-4.2
Thunder Bay	126,643	122,907	-3.0
North Bay	64,785	63,424	-2.1
Cornwall	58,987	58,485	-0.9

Table 1: Ontario shrinking census agglomerations/census metropolitan areas (min. pop. 25,000)

ers from sectors such as churches, unions, and Youngstown State University. These leaders were then instructed to use their positions to help spread the word; by the time the general public was let into the process, 1,400 people (in a city of 80,000) turned out for the first meeting.

Given the city's limited resources, citizen volunteers assumed some of the legwork that, in a larger city, would have been delegated to planning interns, including land surveys detailing structure, property, and sidewalk conditions in every corner of the city. This effort helped increase the stake the public had in the 2010 process.

Public involvement was critical so that by the time it came to designate those areas that would benefit from consolidation, most would feel that decisions had been made in a fair manner. Youngstown's outreach was ultimately recognized with an American Planning Association award in 2006.



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A declining population erodes the tax base, making infrastructure maintenance almost impossible

How does a farmers' market work as an urban redevelopment catalyst?

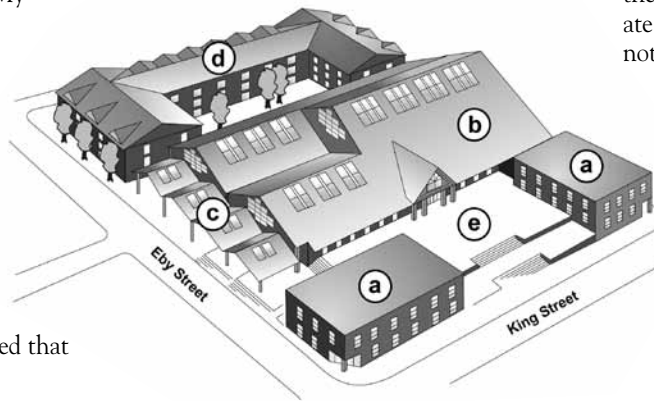
Gregory R.A. Richardson

Second of two articles. The first article discussed the popularity of farmers' markets and provided a short history of Kitchener's experience with public markets.

Did the development of the market in downtown Kitchener help revitalize the surrounding retail district? My analysis, using the urban redevelopment indicators mentioned in the first article, showed that spin-off effects on the surrounding district have been limited. First, the market has attracted only three new businesses to the neighbouring area: two bakeries and one dessert store. Second, no new retail or mixed-use buildings have been constructed in a one-block radius since the market first opened. Third, retail surveys showed that no new market district has emerged. Nevertheless, the market can claim one positive revitalization impact: the combined construction of the market, the condominiums, and the office/retail space, has eliminated one of the most blighted blocks in the downtown.

A look at the market's operating record since opening at the new location helps to explain its limited revitalization impact. The Saturday market attracts between 13,000 and 15,000 shoppers each week. However, one of the City's key goals was for permanent vendors to operate six days a week on the market's upper floor. This plan failed. Within six months of first opening, the

majority of permanent vendors left the premises and the upper floor has remained unused ever since. Today, the market's annual operating subsidy is at over \$780,000, much higher than the \$300,000 subsidy required to operate the former premises.



Project components: a) Two mixed-use retail and office buildings; b) An indoor two-storey farmers' market structure. Bottom floor for use on market days only, second floor designed for permanent market shops and food outlets; c) A large partially covered outdoor market area; d) A three-storey 68-unit condominium building; e) A 350-space parking garage beneath the market.

Planning and design process critical

Why did the vendors leave the upper floor? And why has the construction of the new Kitchener market not been effective as a retail business catalyst? Since the market was opened in 2004, an animated debate has been playing out in *The Record*, the local newspaper. A review of newspaper articles and let-

ters, as well as discussions with local business owners, highlighted the following problems:

- the location is too far away from downtown office workers;
- the design is poor, because of a flawed planning and design process;
- the management structure is inappropriate, with too much political control and not enough independent oversight;
 - the parking garage is underused during the week.

What can we learn from the Kitchener experience?

1. *Establish a design-review task-force early on.* The City of Kitchener disbanded its community design review task force once it established a partnership with a private developer to construct the new market building. This action likely contributed to many of today's design and operational flaws. It is important to establish a task force of local business owners, residents, architects, and policy makers to establish sound and long-term design criteria, and to review the architects' proposals to meet the established needs.
2. *Parking facilities should provide convenient pedestrian access for main street customers on non-market days.* A market's parking garage should be designed to effectively serve surrounding businesses on non-market days. Customers will avoid poorly

PLANSCAPE

BUILDING COMMUNITY THROUGH PLANNING

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designed parking garages which don't give them safe and convenient access to surrounding shops.

3. *Downtown public markets with permanent vendors should be easily visible from the main street.* Successful farmer's markets may act as retail anchors and don't necessarily need to be seen from the main street to be well frequented. However, many medium-sized city markets operate a full-sized market selling local produce only one or two days a week. Therefore, on non-market days, permanent vendors in downtown market buildings operate their business just like any other main street store and need to be visible to passing pedestrian and automobile traffic.

Clear potential

The Kitchener market has not catalyzed physical revitalization of the surrounding retailing district to date. Nevertheless, investments in downtown farmers' markets can act as a catalyst to surrounding businesses because they draw large crowds on market days. The two bakeries that moved to be near the Kitchener market reported conducting over 70% of weekly sales on Saturday morning during market hours.

At five years old, the new Kitchener market is still young. Management and design changes can still be made to improve the long-term health and viability of the project.

Gregory Richardson is a recent graduate of the McGill School of Urban Planning in Montreal. He can be reached at gregory.richardson@mail.mcgill.ca. His Supervised Research Project, from which this article is based, can be downloaded at <http://farmersmarkets.org/KitchenerMarket2008.pdf>. Gregory thanks McGill Professors Jeanne Wolfe and Derek Drummond for guiding him through the research process.

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Oak Ridges

The district committee has met once this year and sub committees have been diligently working on various events.

In late June, the district hosted a Green Social with special guests Suzanne Elston, Senior Environmental Coordinator, City of Oshawa; Susan Self, Chair, CTC Source Protection Region; and Roger Snowball, Director of Design for Wal-Mart Canada.

In the upcoming year, Oak Ridges District is planning to deliver the following activities:

- three ethics workshops with Ron Keeble;
- a professional development workshop focusing on healthy communities and urban design;
- a special event at the OPPI/CIP conference;
- a social event with Toronto Distinct;
- partnering with three municipalities on World Town Planning Day events.

Thank you to all our volunteers for their help and dedication over the past year. If you are interested in volunteering or hosting an event, please feel free to contact us.

Rosa D'Amico, MCIP, RPP, is the OPPI District Editor for Oak Ridges. She was recently promoted to Program Manager, Business Management within the Environmental Services Department at York Region. She can be reached at rosa.damico@york.ca or 905-830-4444, ext. 5195.

Alan Gummo sent this image of the "Urban Institute" Carrer Ciutat de Granada in Barcelona. He will be contributing a "letter from Barcelona" recounting

his observations on the city. Alan first visited Barcelona in 1970, and he plans to analyze the changes that have taken place over the past four decades.



Spot the graffiti that spells "Urban Institute" in Spanish

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Recognition Committee Activities

Healthy Communities, Sustainable Communities

Cathy Saunders

The Recognition Committee in partnership with the Policy Development Committee continues to implement the initiatives brought forward by the 2007 Healthy Communities, Sustainable Communities Call to Action. As you will recall the Call to Action focuses on the relationship between where we live and issues that are of key importance to communities across this province—obesity and related health problems; air quality in transportation corridors; air quality; economic vitality and poverty; and social cohesion.

OPPI identified the following five issues requiring immediate priority attention by all those with an interest and involvement in planning our communities and our future. To be successful in creating healthy and sustainable communities, we must collectively:

1. Refine and verify the results of the public health work on the relationship between sprawl and poor health outcomes, including obesity . . . to better develop land use and transportation design responses to Ontario's unique built environment.
2. Develop design measures and transportation modeling methods to better balance walking, cycling, and public transit with the demands of automobiles.
3. Prepare more sensitive land-use compatibility guidelines/ to address noise, odour, and air contaminants associated with the mixed land uses/ and higher densities required by Ontario's growth management policies.
4. Develop planning policies and methods appropriate to different contexts, including in economically declining regions and municipalities, by:
 - Encouraging markets for locally grown agricultural produce;
 - Finding innovative local uses for lands and resources in rural and northern communities; and
 - Scaling services in declining rural and urban communities to match community needs.
5. Ensure that planning analysis and decisions enable local communities to take control and manage change in a sustainable manner.

Since the launch of the Healthy Communities, Sustainable Communities initiative, OPPI has continued to develop and deliver the Healthy Communities Initiative. This development and delivery has occurred through the following actions/activities:

Partnership with the Ministry of Municipal Affairs and Housing to develop a Healthy Communities Handbook

This handbook, *Planning By Design: a healthy communities handbook*, is scheduled to be launched at the OPPI/CIP Conference to be held in Niagara Falls September

30 to October 3, 2009. The purpose of the handbook is to provide decision makers and practitioners with alternatives, ideas and suggestions as to how communities can be planned and designed to promote healthy communities. This handbook will include: planning tools for municipalities to achieve sustainability for the built environment; processes that can be used by the community and their municipality to consider possible opportunities for health-friendly neighbourhoods; and provides some best practices that are currently being undertaken in Ontario and elsewhere.

Other Partnerships

OPPI has established partnerships with the Heart & Stroke Foundation of Ontario, the Association of Local Public Health Agencies (alPHA) and the Ontario Public Health Association (OPHA). With these partners, OPPI can better advance the goals and strategies set out in the Healthy Communities, Sustainable Communities initiatives by ensuring that the message is given to a broad range of professionals in the community. Through these partnerships each group gains a better understanding on how existing and future strategies can be linked to provide a more comprehensive program for the entire community.

Storytelling

OPPI believes that the most important resource to achieve awareness of what can be accomplished with respect to Healthy and Sustainable Communities is through storytelling from our members to share best practices in creating healthy communities. With this in mind, we are asking you to share your stories by submitting articles for the Ontario Planning Journal and e-newsletter or host a District event that would bring in speakers to share their experiences in the field. The annual World Town Planning Day is an additional forum that can be used to share stories and experiences.

Cathy Saunders, MCIP, RPP, AMCT, Chief
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Juries

OPPI would like to thank all those who served on the juries of the 2009 Excellence in Planning Awards.

Kim Beckman, LLB, Davies Howe Partners · Andrew Bryce, MCIP, RPP, City of Niagara Falls · Wes Crown, MCIP, RPP, Town of Midland · Nadia De Santi, MCIP, RPP, FoTenn Consultants Inc. · Angela Dietrich, MCIP, RPP, City of Mississauga · Claire Dodds, MCIP, RPP, County of Huron · Paul Ferris, P. Ferris & Associates · Karen Hammond, MCIP, RPP, University of Waterloo · Hon Lu, MCIP, RPP, MMM Group Limited · John McHugh, APR, Edelman · Kevin Stolarick, PhD, Martin Prosperity Institute, Joseph L. Rotman School of Management · William Wierzbicki, MCIP, RPP, Planning Advisory Services

OPPI Excellence

in Planning Awards 2009

Planning Studies/Reports

City of Ottawa

Ottawa Escarpment Area District Plan

This plan, which was developed between January 2006 and December 2008, will guide future growth and help establish a high design standard for the Escarpment Area District – the neighbourhood situated between downtown Ottawa and LeBreton Flats. After extensive consultation with neighbourhood groups and other stakeholders, the project team identified redevelopment and infill opportunities and options (particularly on the site of the former Ottawa Technical High School building) and extensive public realm improvements. The plan includes provisions for heritage conservation, parks, open spaces and community gardens, and connections to public transit.



City of Brantford/IBI Group/Urban Strategies Inc.

Towards a Stronger Future: A Master Plan for Downtown Brantford



The vision of this master plan is to transform the downtown into the vibrant and healthy heart of the city. The plan was developed by city staff and consultants, who worked closely with downtown stakeholders and the community. One important goal was to create the conditions for the economic and physical revitalization of Colborne Street, one of Brantford's most historic streets, but a street that has suffered from neglect in recent years. Implementation has already begun, including the expropriation of properties on Colborne Street, to make room for a new downtown YMCA and expansion of postsecondary education facilities. The high quality of the plan has also spurred new investment in Brantford's downtown.

Healthy Communities Award

City of Ottawa

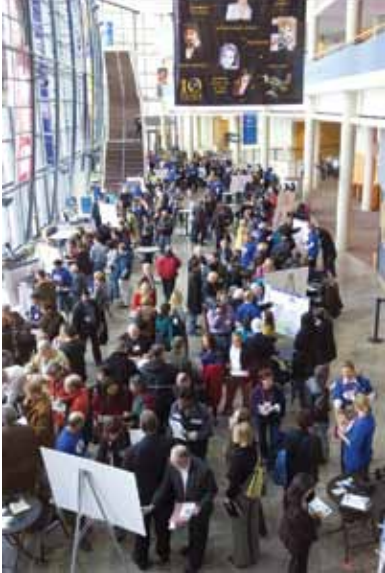
Ottawa Escarpment Area District Plan

The Healthy Communities Award, established jointly by OPPI and the Heart and Stroke Foundation, Ontario, has been created to recognize excellence in creating healthy communities. The Ottawa Escarpment Area District Plan is this year's recipient, as this project exemplifies the importance of creating sustainable living environments.

Communications/Public Education

Office for Urbanism/City of Mississauga

Our Future Mississauga Community Engagement



To begin the process of creating a new strategic plan, the City of Mississauga retained Office for Urbanism to engage Mississaugans in a conversation about the future of their city. This was the most extensive public consultation undertaken in the City's history, with more than 100,000 participants in total. Over nine months, the people of Mississauga participated in capacity-building workshops, charrettes, information sessions, stakeholder interviews, walking tours, presentations, online surveys, and open houses. The process included a speaker series, a three-part television series in partnership with the local cable station, and an interactive website that allowed Mississaugans

to take part in online surveys and submit comments. The Vision, Principles, and Drivers generated through the process directly informed the components of Mississauga's new Strategic Plan.

Urban Strategies Inc./City of Vaughan

Vaughan Tomorrow – A Vision for Transformation

The City of Vaughan, as part of its official plan review process, retained Urban Strategies Inc. to engage the people of Vaughan in articulating their vision for the future of the city. Between December 2007 and October 2008, a range of events were organized in which residents and businesspeople contributed their ideas, which were integrated into a discussion paper that sets out eight themes for city-building in Vaughan. These were presented in a variety of formats, media, and venues (including videos, a series of bulletins on specific topics, online presentations, a speakers series) to educate and engage the public.



A particular effort was made to involve youth through workshops held in high schools. The discussion paper has been adopted as the basis for the official plan review by City Council.

Research/New Directions



Town of Caledon

Peel-Caledon Significant Woodlands and Significant Wildlife Habitat Study

This study, a technical background document for the official plan review currently under way in the Town of Caledon and the Region of Peel, is the first of its kind in its focus on wildlife habitat. The report, which was written and designed to be accessible to a wide audience, provides a detailed analysis of about 40 criteria for identifying wildlife habitat, established through a review of scientific literature and work by other government agencies, with input from key stakeholders. Although many of the criteria are specific to the Town, the study provides a template that other municipalities could use in developing similar studies of their own.

Member Service Award

2009 RECIPIENTS



Jeff Celentano, MCIP, RPP

Jeff Celentano has been a member of OPPI since the Institute was created in 1986. His many contributions as a volunteer include chairing the steering committee for the 2008 Symposium held in North Bay (*The Grey Tsunami*) and directing the Policy Committee in 2003 and 2004, during a time of considerable debate on planning initiatives such as Places to Grow and the

reform of the *Planning Act*. From 2007 to 2008, Jeff served as one of OPPI's representatives on the Certification Task Force and chaired the Professional Exam Working Group for the Membership Continuous Improvement Program of the Canadian Institute of Planners.



Bill Janssen, MCIP, RPP

Bill Janssen has been a planner since 1980 and a leading volunteer in the Western Lake Ontario District for the past ten years. He has served on the Recognition Committee and the Nominating Committee, been a judge for the Excellence in Planning awards, and helped to organize the successful 2005 Connections Conference in Hamilton-Burlington as co-chair of the Program

Committee. He is currently a member at large for Western Lake Ontario and devotes many hours to mentoring younger planners.



Amanda Kutler, MCIP, RPP

Amanda Kutler joined OPPI in 1997 and became a Full Member in 2004. While serving as vice-chair of the Southwest District between 2002 and 2007, she helped organize the 2002 conference in London as chair of the media and promotions committee. As chair of the Membership Outreach Committee, she spearheaded the creation of a plan for student

outreach, which was implemented in full and ahead of schedule. At present, Amanda is OPPI's representative on the Communications Committee of the Canadian Institute of Planners, which is working on a marketing plan for the profession within Canada and to international audiences.



Dan Nicholson, MCIP, RPP

Dan Nicholson, a long-standing OPPI Member in the Toronto District, currently serves on the Professional Practice and Development Committee. He helped to create a presentation for World Town Planning Day and organized a walking tour of Old Toronto with former mayor David Crombie and former chief planner Paul Bedford in 2008. He has contributed to

the development of the continuous professional learning courses on project management and urban design, and served as OPPI's representative on a project dealing with multiculturalism in the Greater Toronto Area sponsored by the Centre of Excellence for Research on Immigration and Settlement.



Ann Tremblay, MCIP, RPP

Ann Tremblay served on OPPI's Policy Development Committee from 1999 to 2001 and chaired the Eastern District Executive from 2001 to 2005, in addition to serving as Treasurer of OPPI from 2003 to 2005. Since 2005, she has been an examiner for OPPI's Exam A. In 2004, Ann teamed-up with Nadia De Santi and a committee of dedicated Eastern District

planners to fundraise for 'OPPI House', an initiative for Habitat for Humanity, collecting \$75,000 over two years in a campaign that included a very successful gala evening at the Canadian War Museum in 2005. With this funding, Habitat for Humanity was able to build a two-storey semi-detached house in west-end Ottawa.

Scholarships

GERALD CARROTHERS Graduate Scholarship



Katie Temple

Katie Temple, who hails from Trinity Bay, Newfoundland, is studying at the University of Guelph in the program on Rural Planning and Development. She is particularly interested in the potential of localizing the food system and ensuring rural sustainability. In Newfoundland, she served as executive director of the

Newfoundland Environment Network, and in Guelph she is working to set up a Progressive Planners Network to foster dialogue on how planners can create positive change in society. She has also done volunteer work with Oxfam Canada, the Food Security Network of Newfoundland, and the Memorial University Advisory Committee on Sustainability, among other groups. In fall 2009 she will begin her second year of graduate studies, and hopes eventually to work as a rural planner in Newfoundland.

Undergraduate Scholarship



Meghan O'Donnell

Meghan O'Donnell completed her bachelor's studies in the program in Urban and Regional Planning at Ryerson University in 2009. She has served on OPPI's Student Liaison Committee for OPPI and the Toronto District Committee, volunteered with Metrolinx, and participated in fundraising for the Heart and Stroke Foundation

as well as running in a quarter-marathon to raise money for a centre for street youth in Durham Region. She hopes to work in provincial planning, since her interests lie in the area of growth management and the implementation of the Growth Plan for the Greater Golden Horseshoe. She was an invited speaker at P4: Perspectives in Planning, organized by the Toronto District in March 2009.

Southwest District Update September/October 2009

Steven Jefferson

Southwest District has started a round of lunch and learn sessions to provide professional development opportunities for members. Wendy Shearer OALA, CSLA, ASLA, CAHP, from MHBC Planning made presentations on July 30 in Kitchener and August 20 in London about Cultural Heritage Landscapes. Wendy spoke about how to identify the different types of cultural landscapes mentioned by provincial policies, and the planning issues associated with each type.

On September 2 we will be holding the Fall dinner meeting in Woodstock, combined with an afternoon design charrette. The afternoon session is being led by Sean Galloway, Urban Designer for the City of London. A new hospital is being built in the city and potential future uses for the current site of Woodstock General Hospital will be evaluated from an urban design perspective. The guest for the evening dinner meeting is Christopher Hume, Urban Affairs columnist for the Toronto Star.

OPPI will deliver the "Planner at the OMB" course in London on October 23. The District Executive is working to determine interest by

local municipalities for the delivery of any other continuous professional learning courses within Southwest District.

The annual Holiday Social is scheduled for November 19 in Waterloo Region. Final details about the event will be provided to members later this Fall.

In the July/August Journal, Steve Rowe provided an update on the *Green Energy and Green Economy Act, 2009* and the draft documents which had been posted on the EBR. The Discussion Paper titled "Proposed Content for the Renewable Energy Approval Regulation under the Environmental Protection Act" is one of the items reviewed by the OPPI Policy Development Committee. The OPPI comments were submitted to the Ministry of the Environment on July 24, 2009 and a copy of the response is available on the OPPI website.

A number of planners from Southwest District have gained experience with alternative and renewable energy projects and policy over the past few years. Thanks to all those who provided input to the Policy Development Committee during the preparation of the OPPI



Renewable energy a hot topic

response to the Ministry of Environment.

The OPPI response addressed the proposed approvals process, land use compatibility issues, and municipal infrastructure and processing issues. I encourage all interested planners to stay involved, despite the removal of municipal *Planning Act* approvals from a range of genera-

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tion facilities. Our experience with these issues will be valuable as the Province continues with implementation of the *Green Energy and Green Economy Act, 2009*.

In advance of next year's budgeting for conferences, it is noted that the 2010 OPPI Symposium will be held in Southwest District. It is scheduled for October 28 and 29, 2010 in Guelph and the theme will be Food Planning. Watch for details to be released this Fall.

There have been some changes this year to the Southwest District Executive. The Vice-Chair is Jeff Leunissen of the City of London, the Program Sub-Committee Chair is Nancy Pasato of the City of London, and the Outreach Committee Chair is Kristen Barisdale of the GSP Group. I would like to thank these and all other volunteers in our District who continue to make sure our activities run smoothly.

Steven Jefferson, MCIP, RPP, is the Southwest District representative on Council. He can be reached at steve@ksmart.on.ca.

Introducing the New Sustainable Communities Contributing Editor

Mimi Lau is a recent graduate of York University's Master of Environment Studies program, specialized in land use plan-

ning with a strong interest in building healthy communities.

Prior to these studies, she spent six years at the Regional Municipality of Halton working collaboratively across multiple disciplines to implement community-based behaviour change initiatives. Her background includes working on natural heritage mapping and environmental conservation so she proud to become a Contributing Editor, Sustainability. Mimi looks forward to working with the membership to continue the evolving discussion around sustainable communities.

The responsibilities of district editors have evolved over the years, but with the increasing importance and significance of locally driven initiatives, the role of district editor is also



Mimi Lau

evolving. In addition to reporting on programs and events, the district editors are a key link between members and the Ontario Planning Journal. The goal is to not only reflect the excellent work done by members in a particular district but to illustrate to all members the rich variety of initiatives undertaken across the province.

Murray Jones 1924-2009

Murray Jones, a planner well known for his innovative work across Canada, died in B.C. in August. Although not affiliated with CIP at the time of his death, Mr Jones was the first commissioner of planning for the Metropolitan Toronto Planning Board in the 1950s. He went on to form his own consulting firm, Murray V. Jones & Associates, and was involved in several major urban planning projects across the country before retiring in British Columbia.



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Niagara Brownfields (cont. from page 4)

Economic Development and Trade was awarded to Associated Brownfields Inc. (ABI) to determine the viability of recycling these materials on a commercial basis prior to commencing redevelopment of abandoned industrial property, and to report the acquired recycling know-how in a form that was easily transferable to similar sites.

The site chosen for the experiment was a heavy-industrial-zoned property in Thorold, Ontario, purchased in 2005 by ABI for residential redevelopment. The 50 acre site supported an abrasives plant since 1914. As the factory expanded over the next 80 years, off-spec and waste materials from the operations were used as fill to create a flat factory expansion site. Upon decommissioning of the plant in 2001, it was discovered that these off-spec materials covering most of the site, and in an on-site licensed landfill, amounted to some 400,000 tonnes. All of this material would have to be removed prior to any residential development occurring, and initial estimates put the cleanup costs at over \$25 million.

ABI carried out laboratory and field experi-

ments, and it was determined that a number of physical processes were required to separate out the several fill components. These materials are intermingled on-site, and extensive research is required to determine how to separate each fraction economically on a large scale. To complicate matters, some of the recyclable materials

and finished products. Currently, alumina, ferro silicon, black sands and graphite are being processed in test quantities for market, blended to the specifications required by the end user. Markets are being developed for the other on-site materials including aluminum oxide, silicon carbide, and bauxite. Although



PHOTO: MICHAEL HANNETT


commodity markets dictate end values of these products, the viability of this project depends on positive returns on recyclable materials, and potential savings of over \$25 million in cleanup costs (in particular in circumventing land fill disposal fees). Further, the various components of the recycling program were documented as part of the Ministry's Places to Grow initiative, and are transferable to comparable sites.

are contaminants of other co-mingled materials. For each potential end-user, further research is needed as all of these materials are separated and/or blended in the recycling process to the specifications of the end user. An experimental processing plant has been constructed on site, and separation of the fill has begun.

The former abrasives manufacturing operations represented a number of raw materials


ABI expects to begin development of 520 houses, beginning in 2010. This could not have been developed without the recycling strategy in place.

Dr. Andrew Panko, Ph.D., P.Geo., is the principal of Associated Brownfields Inc., St. Catharines, Ontario. He will be presenting this innovative research at the Canadian Brownfields conference in Vancouver in October (see canadianbrownfields.ca for details).




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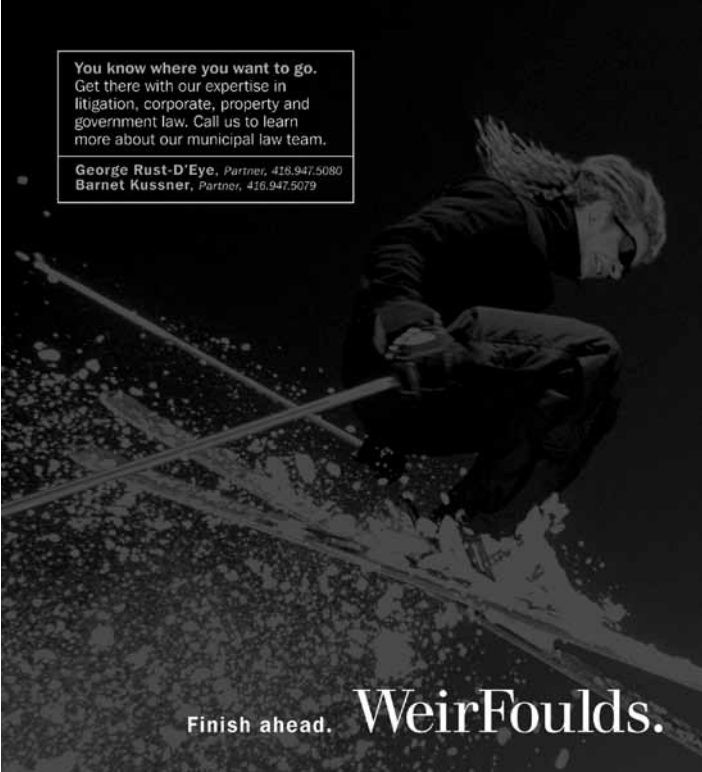
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Editorial

A Court Case That Could Change Things for the Worse

Glenn Miller

Anyone who has witnessed the pain and suffering of shopkeepers located adjacent to major construction projects will be sympathetic to their plight as they struggle to attract and retain their customer base. Yet when the offending projects represent much needed transit lines or other improvements, society typically takes a philosophical approach, citing the “greater good.” This fine balance was recently challenged in a controversial ruling in British Columbia, when a retailer successfully sued developers of the Canada Line, Vancouver’s newly opened airport transit project, alleging that the construction process had caused irreparable damage to the store’s business. Although the government has agreed to pay the shopkeeper’s legal costs, the ruling is being appealed. There is a lot riding on the outcome of the appeal—no pun intended. The implications for those responsible for managing infrastructure improvements are significant.

But is enough attention paid to the “how” of project implementation? We tend to focus our attention on engaging the public about the concept, the design and estimating impact, but has the practice of implementation moved with the times? Torontonians and other residents of the Greater Toronto Area are bracing for years of disruption

related to rapid transit development. All too often, planners in both the public and private sectors consider their job is done when the approvals are secured. Perhaps working harder to ease the pain of implementation would win the public’s support for future projects—smoothing their way, and reducing the angst.

Places like New York have begun to pay attention to these issues. In some cases, the proponents of cycling and pedestrian improvements are able to win public support for a project through the creative use of paint and use of temporary barriers to demonstrate the practical benefits of introducing dedicated bike lanes or car-free zones. The real construction takes place only after the changes have won the hearts and minds of New Yorkers (a city reputed to be the home of eight million traffic experts!). Planners are always trying to improve the planning process; why stop there?

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

Letters

Why the Ontario Planning Journal is Relevant

Thank you for your recent column entitled “Is this thing on?” Its presence and positioning in the *Journal* could not have more perfect—but why you ask?

After reading Paul Bedford’s article in the same issue “All About Mixed Use” I was prompted to contact and commend him personally on another delightful, expressive and engaging article. As a former student of Bedford’s teachings, I am always eager to read his thoughts. Bedford has an innate ability to captivate an audience and remind planners to be creative and champion new ideas. Having a previous academic relationship with Bedford, I thought it would be a nice gesture to congratulate him and share my own feelings on his vision of a retired planners’ mixed use dream—“The Planner’s House.”

By now, I’m sure you can see why I was prompted to respond to your call and let you

and people in their mid-to late careers in planning know that:

YES, in fact young planners/members do, as you wrote in your piece “. . . react in writing to what they read.”

And YES, the *Journal* is, in my opinion relevant to younger members.

And YES, the *Journal* should remain in print.

After hours staring at a computer screen, I welcome the opportunity to relax and divert my eyes to a tangible, hard-copy of the *Journal* that can easily be toted from one location to another. As much as I fancy new web-based technologies, there is much to be said for something read in print. Reading the *Journal* not only informs readers, but for me, is a sense of inspiration. Reading articles from seasoned planners gives me something to aspire to. I can only hope that one day I can be as influential in our profession as contributors to the *Journal*.

To answer your question, YES, “this thing” most certainly is on!

Erin Smith is a planner in Ontario.

Ultimate Mixed Use

This one caught my eye. Even though they are both ‘commercial’ uses, I thought you’d find the juxtaposition entertaining.

James Stiver jstiver@orangeville.ca



Odd combination of land uses

LETTERS TO THE EDITOR

If you have any comments, send your letters to:
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Planning Futures

A City Celebrates Its Planner: The Plan for Chicago at 100

Paul J. Bedford



Chicago takes the long view

I had the good fortune to be in Chicago during the 100th anniversary of Daniel Burnham's influential Plan for Chicago in July. The city went all out to celebrate. The Chicago Architecture Foundation presented an exhibition called "Chicago Model City" that examined historic and contemporary urban plans of all sizes and illustrated the philosophy of "thinking big." Maps and videos adorned the atrium of the Santa Fe Building.

But the stunning centrepiece was a scale model of the downtown core (four hundred city blocks, one thousand buildings), including a three-foot-high Sears Tower (now renamed for its new owner). The exhibit (which closes in September) encompasses five themes: Global City, Connected City, Green City, Beautiful City, and New City.

The winner of the Burnham memorial design competition is local architect David Woodhouse. The project comprises two granite walls placed at right angles containing a grid map of the streets, a narrative about the Plan, and a statue of Burnham. As visitors pass through the opening between the two walls they see the actual downtown.

The Chicago Architecture Foundation offers two special tours: one to Graceland Cemetery, Burnham's burial site, and another to see examples of Burnham's work in the Chicago Loop. The exhibits, tours, and events are worth a trip to Chicago for any planner.

Thinking Big

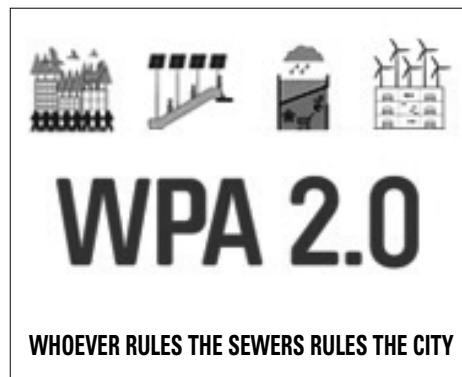
City planning and architecture hold a unique place in the heart and soul of Chicagoans. The famous 1909 Burnham Plan not only established the city's urban structure and organized the public lakefront, railroad system, parks and forest preserves, but also inspired residents and civic leaders to "think big" about the future of their city. One hundred years later, Chicagoans are still thinking big, with their dynamic bid for the 2016 Olympics.

"The people of Chicago have ceased to be impressed by rapid growth or the great size of the city. What they insist on asking now is, How are we living?" This quote from the 1909 Burnham Plan offers an important insight. Chicago's unregulated growth from an obscure prairie outpost of 4,500 people in the 1830s to more than 2 million by 1909 created

massive environmental and social problems that rendered Chicago inefficient, unhealthy and dangerous. Burnham and others in the Commercial Club of Chicago thought it was time to create a city that balanced growth and control.

The Commercial Club of Chicago was an elite group of business leaders with a record of civic engagement. Among them was Daniel Burnham, who came to Chicago from his birthplace near Lake Ontario in upstate New York. He was in the forefront of the skyscraper revolution that made Chicago renowned for its architecture. He made the transition from architect to city planner by supervising the design and construction of the 1893 World's Columbian Exposition in Jackson Park. The Exposition's stunning buildings inspired Chicagoans and in 1906 led the Commercial Club to invite Burnham to develop the Plan for Chicago.

Developing the Plan involved dozens of Commercial Club members serving on numerous committees. They met hundreds of times over two and a half years, with Burnham taking command of the enterprise. The proposed budget was \$25,000, but the final cost was \$75,000. Burnham accepted no fee for his services, but was given a small staff and a special workplace atop the white terracotta Railway Exchange Building (now the Santa Fe Building) on Michigan Avenue. His strategy to win popular support



for the Plan was to invite elected officials, businessmen and even opponents to provide feedback on the work in progress.

Perhaps his most brilliant move was to hire talented artists to visually bring the text of the Plan to life through pastel renderings and elevations. He recognized the need for people to visualize the ideas before they could embrace them. The grand visions and urban structure maps focused on dignity, beauty and function. It was the PowerPoint of its day!

The text consisted of 300 pages that covered both the physical aspects and social services of the city. Parts were written in an almost poetic style, praising the city's natural setting. "Always there must be the feeling of those broad surfaces of water reflecting the clouds of heaven; always the sense of breadth and freedom which are the very spirit of the prairies."

A draft document emerged in 1908, and the final Plan was published in 1909 by Chicago's leading publishing family. It was first produced as a fine art book in an edition of 1,650 copies. The Commercial Club gave Burnham the first copy, hand-bound in leather. The Art Institute of Chicago hosted the release of the Plan, and displayed 140 paintings, renderings, elevations, maps, diagrams and photographs.

The Plan argued that the best way to build a prosperous city was to make it beautiful and healthy, and that a great setting makes for a great people. It insisted that the lakeshore "be treated as park space to the greatest possible extent, and that it by right belongs to the

people." This principle has been adhered to over the past one hundred years by generations of Chicago business, community and political leaders and has produced the lakefront park system that is a defining feature of Chicago today. (In contrast, some Canadian cities have a hard time sticking to their official plans for a single four-year council term of office!)

Urgency was also a driving principle. Burnham's famous words "Make no little plans; they have no magic to stir men's blood" have their origin in his view "at no period in its history has the city looked far enough ahead." This advice is just as valid today. What planner would disagree?

The unprecedented promotional campaign, stirring language and visual images persuaded the city to adopt the Plan as its official blueprint and to appoint the Chicago Plan Commission. The Commission produced 165,000 copies of an inexpensive edition of the Plan called "Chicago's Greatest Issue: An Official Plan." It was distributed free to all. Charles Wacker, a leading businessman, produced "Wacker's Manual of the Plan of Chicago," which became part of the grade school curriculum. For 1909, this represented comprehensive citizen participation at a city-wide level.

Postscript

Although Daniel Burnham died in 1912, he saw the Plan of Chicago enthusiastically embraced and helped launch the profession of city planning. Today, visitors to Chicago can enjoy the Plan's many legacies, including the lakefront parks, the broad streets, Union Station, Navy Pier and the Forest Preserve District of Cook County. Not all aspects of the Plan were implemented and not all aspects of the Plan were comprehensive. It reflects a pro-business stance and pays relatively little attention to housing, neighbourhoods or quality of life. Nonetheless, it was a powerful document that set Chicago on an irreversible path of thinking big and thinking smart.

I can't help but wonder what the planners of 2109 will have to say about our generation. Will they find similar words of praise? Will they be able to point to similar plans and planners that had a lasting impact on our cities and regions? Will they consider our plans big enough?

Paul Bedford, FCIP, RPP, is contributing editor for Planning Futures. He is an urban mentor, lecturer and member of design review committees in Ottawa and Toronto. The Growth Plan won the coveted Daniel Burnham award from the APA two years ago.

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Mitigating Climate Change: Lessons from British Columbia

Pino Di Mascio and Elsa Fancello

Where we live, how we get around, the energy we consume and the waste we produce have significant impacts on our environment. These choices are central to efforts to address climate change. Through climate change policies and legislation, as well as mitigation tools to assist local governments, the Province of British Columbia has become a leader in North America in establishing the relationship between land use decisions and greenhouse gas (GHG) emission reduction.

In British Columbia, local governments are now mandated under Bill 27, *The Local Government (Green Communities) Statutes Act*, to incorporate targets to reduce GHG emissions and policies and actions to achieve those targets into their Official Community Plans and Regional Growth Strategies. Recognizing that the majority of local governments do not have the expertise or the resources to get started on such an ambitious initiative, in spring 2009, British Columbia's Ministry of the Environment, released preliminary Community Energy and Emissions Inventory (CEEI) data, which tracks emissions for each of the 185 local governments.

As part of ongoing work to create a

Regional Growth Strategy for the Comox Valley on Vancouver Island, Urban Strategies analyzed local climate change issues based on these new provincial initiatives and data. This article provides an overview of British Columbia's climate change legislation and offers our observations on climate change strategies.

British Columbia's Climate Change Legislation

In February 2007, in the Speech from the Throne, the Province of British Columbia committed to a 33% reduction in GHG emission from 2007 levels by 2020. This goal is currently the highest standard set by any North American jurisdiction. Since 2007, the Province has set additional GHG reduction targets of 6% below 2007 levels by 2012 and 18% by 2016.

To reach the GHG emission reduction targets, in September 2007, the Province introduced the B.C. Climate Action Charter to work collaboratively with local governments and the Union of British Columbia Municipalities. To date, 174 local and regional governments across the Province have signed the B.C. Climate Action Charter and

committed to developing strategies and taking action towards achieving the following goals:

- being carbon-neutral in local government operations by 2012 (not including solid waste facilities);
- measuring and reporting on the community's GHG emissions profile;
- creating complete, compact, more energy-efficient rural and urban communities by, for example, fostering a built environment that supports a reduction in car dependency and energy use, establishing policies and processes that support fast tracking of green development projects, or adopting zoning practices that encourage land use patterns that increase density and reduce sprawl.

The Province has also passed legislation to support the goal of reducing GHG emissions, including Bill 10, the *Housing Statutes Amendment Act*; Bill 44, the *GHG Reduction Targets Act* and important for this discussion, Bill 27, the *Local Government (Green Communities) Statutes Amendment Act*, which now mandates local governments to include GHG emission targets in their official community plans and regional growth strategies.

To fulfil the obligations set by the provincial government, local governments need three key pieces of information. First, they need to establish a baseline level of GHG emissions against which all future GHG emission levels can be compared. Second, they need to create a trend to indicate the changes in the quantity of emissions over periods of time by analyzing GHG emissions for a given year or years and comparing that data to the baseline emission data, which then shows an increase or decrease in emission levels. Third is a forecast for future emissions, which shows GHG emission levels if existing patterns of development and population growth continue without change.

2007 Community Energy and Emissions Inventory

The newly released community-wide inventory not only measures the amount of energy consumed and solid waste generated by a municipality and regional district, but also establishes a baseline level of emissions for

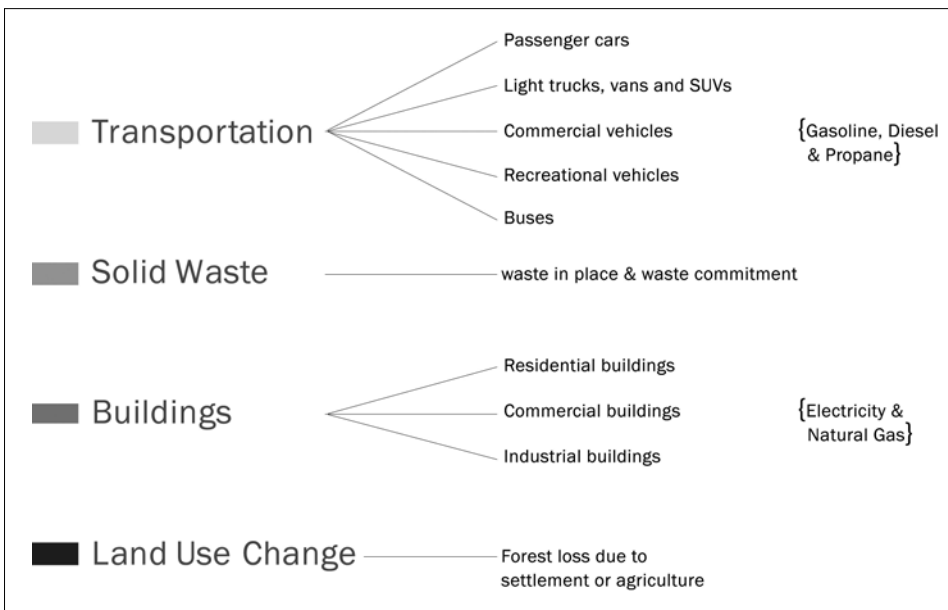


Fig. 1: CEEI's 4 sectors

local governments—the first step in setting GHG emission targets. The draft British Columbia Community Energy and Emissions Inventory (CEEI) reports break down the type and amount of energy consumed and/or greenhouse gases (CO₂e) released into the atmosphere by sector. Four sectors are examined (see figure 1):

1. *Buildings.* The building sector includes residential, commercial and industrial buildings. Each category includes the number of physical connections or accounts, the amount of actual energy consumed, such as electricity or natural gas, and the resulting CO₂e totals for each building category as well as CO₂e subtotal for the sector.
2. *On-road transportation.* The transportation sector is subcategorized into passenger cars, light trucks and SUVs, commercial vehicles, recreational vehicles, and buses. Each subcategory includes an estimate of the amount of fuel used (e.g. gasoline, diesel fuel, and mobile propane), and the resulting CO₂e subtotal for each vehicle class as well as a CO₂e subtotal for the sector.
3. *Solid waste.* This involves the estimated mass of waste deposited by local governments at community and/or regional landfill(s), with the associated CO₂e (methane) net of any known landfill gas flaring, capturing, etc.
4. *Land use change.* Land use change or deforestation includes the estimated amount of CO₂e from the loss of forests for urban development and agriculture. This data is provided only at the regional district level and as information only, as methodological issues still need to be resolved.

The standardized approach to inventorying ensures that the Province and all local governments are working within the same measurements to provide an accurate, overall picture of GHG emissions and energy usage in the effort to achieve climate change related goals.

GHG Emissions in the Comox Valley

From our analysis of the CEEI data for the Comox Valley Regional District (CVRD), we were able to draw the following observations:

Sector	Total CO ₂ e(t)	Percentage
Transportation	199,311	55.1%
Solid Waste	61,605	17%
Buildings	33,662	9.3%
Land Use	67,304	18.6%

On-road transportation accounts for more than half of the GHG emissions in the Comox Valley. In addition, personal vehicle use is responsible for approximately 80 percent of

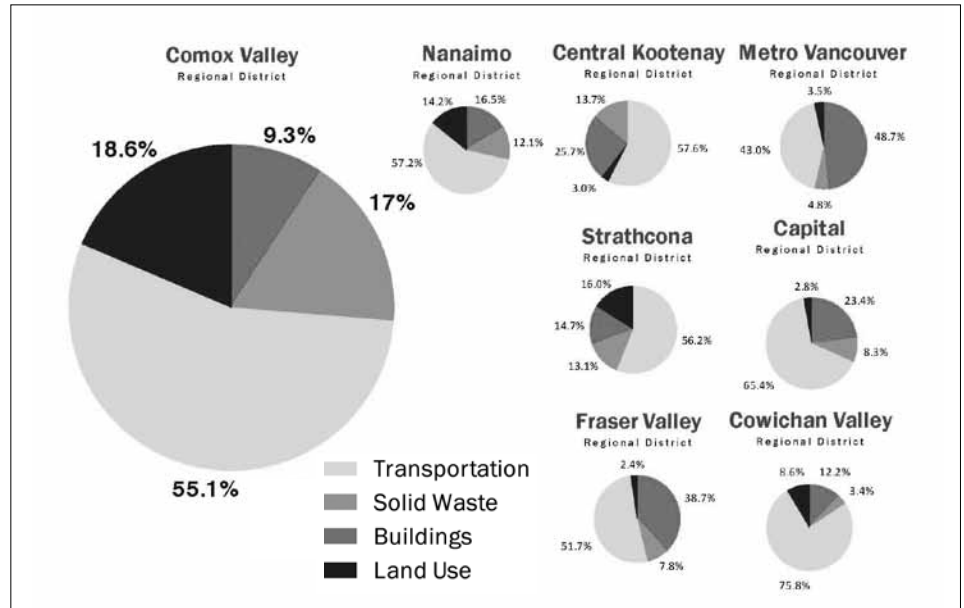


Fig. 2: Comparing other CEEI regional districts

transportation related emissions. Specifically, two-thirds of that total is attributed to light trucks, vans and SUVs. It is clear from this data that significant GHG emissions reductions could be achieved through increased use of public transit and through a shift towards smaller and more fuel-efficient vehicles.

Within the Comox Valley, there is little difference in the patterns of GHG emissions between urban and rural areas. While transportation-related emissions are slightly higher in rural areas, the difference is quite minor

and the general observation is that both rural and urban residents in the Valley appear to have the same impact on GHG emissions. In comparing the Comox Valley to other nearby regional districts (see fig. 2), we found:

- transportation-related emissions for the Comox Valley fall within the mid-range in comparison to other regions;
- emissions related to buildings are lower in the Comox Valley compared to other regions;

British Columbia's Greenhouse Gas Legislation, Charters and Plans

B.C. Climate Action Charter (2007): the Province introduced the B.C. Climate Action Charter to work collaboratively with signatory local governments and the Union of British Columbian Municipalities (UBCM) to positively affect climate change.

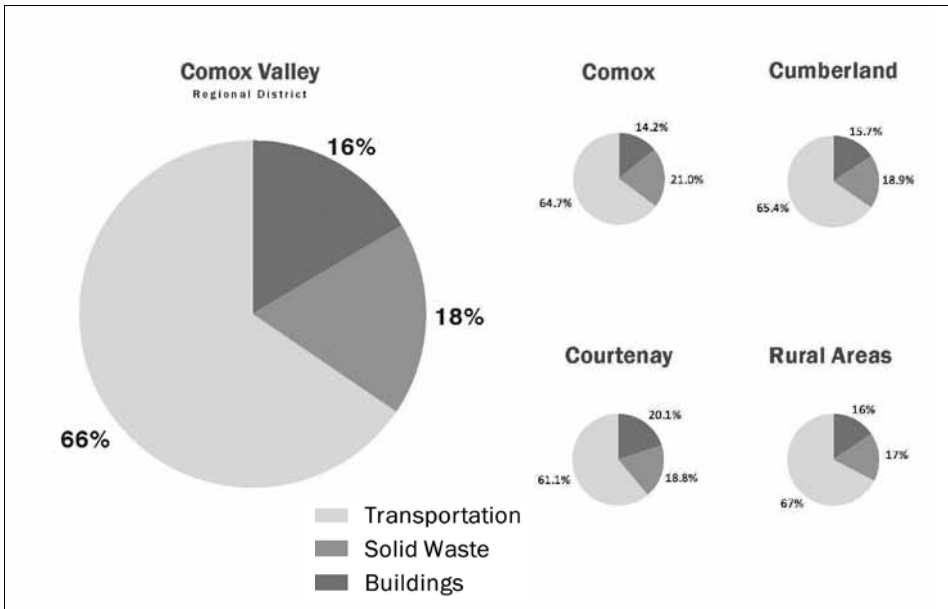
Bill 27, *The Local Government (Green Communities) Statutes Amendment Act (2008)*: mandates all local governments to incorporate targets to reduce GHG emissions and to create policies and actions to achieve those targets into their official community plans and regional growth strategies

Climate Action Plan (2008): outlines strategies and initiatives to take B.C. approximately 73 per cent towards meeting the goal of reducing greenhouse gas emissions by 33 per cent by 2020. It also provides information on the many ways British Columbians can reduce energy consumption and save money while reducing their greenhouse gas emissions.

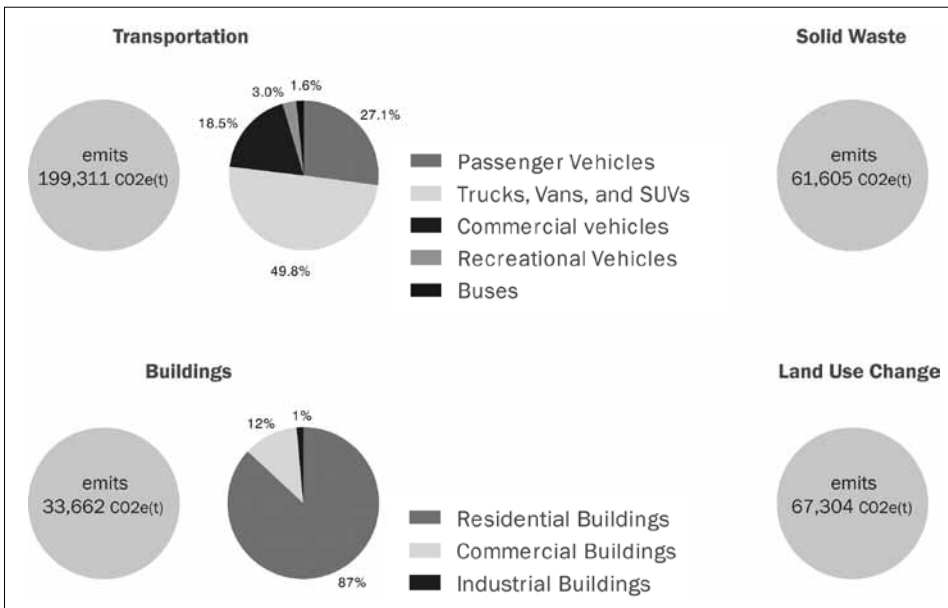
Bill 37, *Carbon Tax Act (2008)*: would impose a broadly-based carbon tax on the purchase and use of fossil fuels in British Columbia, such as gasoline, diesel, natural gas, heating fuel, propane and coal.

Bill 44, the *GHG Reduction Targets Act (2008)*: requires public sector organizations to begin pursuing actions in 2008 in order to reduce GHG emissions and become carbon neutral in their GHG emissions generally by 2010.

Bill 10, the *Housing Statutes Amendment Act (2008)*: augments jurisdiction for buildings by allowing local governments to enact bylaws regulating buildings for the purposes of addressing energy and water efficiency, and for reducing GHG emissions.



CVRD municipalities CEI data



CVRD CEI Data- compare

- emissions related to solid waste are comparatively high;
- emissions related to land use change (i.e., forest area converted to either a settlement area or agricultural use) are very high in comparison to other regions.

These findings indicate that the conversion of forested lands to settlement areas is the most significant challenge in terms of GHG emission reductions in the Comox Valley. Continued growth and development pressures will require that the Regional Growth Strategy address GHG emission reductions by ensuring that growth is directed in a manner that minimizes sprawl, encourages compact settlement areas and increases choices in how people move around. In other words, good GHG emission reduction policies are consistent with good land-use planning policies and we now have data to prove this.

Beyond the numbers

Several larger conclusions can be drawn from initial analysis of the BC data.

1. Promoting public transit will have the biggest single local impact on climate change. The Province of British Columbia identifies transportation as a leading cause of GHG emissions in the province, accounting for approximately 40% of the total emissions. Policies that support public transit and encourage increased walking and cycling will be critical to reduce the amount of GHG emissions emitted.
2. Green building standards as a stand-alone initiative will have little impact on climate change. Emissions related to building energy consumption are typically below 20% and outside urban areas, they are much lower. Although the movement to green buildings is important, planners should not see this as a panacea or a means for avoiding other difficult decisions on land use.

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The promotion of green buildings needs to be coupled with other initiatives.

3. Sustainability is all about location, location, location. Where we grow and develop greatly affects climate change. Encouraging green-field development not only consumes our natural environment, natural resources and agricultural lands, but there is now empirical evidence to demonstrate that it will increase the amount of GHG emissions emitted into the atmosphere. Reducing sprawl and reducing GHG emissions go hand-in-hand.
4. Understanding specific local emissions is key to developing effective policies. GHG emission reductions policies can take several forms and emphasize different components of an overall strategy. As governments become serious about reaching specific targets, an understanding of a local area's specific emissions is critical to developing meaningful policies. The B.C. data clearly show that green building standards will have a much greater impact in Vancouver where the emissions from building is relatively high compared to the Comox Valley. As planners, we need to help local governments move from generic strategies to locally relevant and effective policies.
5. The provincial and federal governments need to help establish a centralized database of GHG emission data. Such data are needed to develop targets and policies, but local governments do not have the ability or resources to collect emission data on a regular basis. The CEEI data in B.C. are an important starting point, but they are based on somewhat limited categories. In addition, several methodological issues have been raised. A consistent and reliable data source is key to allowing local governments to address climate change and, therefore, the federal and provincial governments should work together to create an emissions database. Climate change will only be properly addressed if we give local governments the tools and resources they need to tackle the issue.

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