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VANCOUVER '86 "GODGIVEN" SETTING SPARKS LIVELY CONFERENCE, OPTIMISM AT AGM

by Glenn Miller

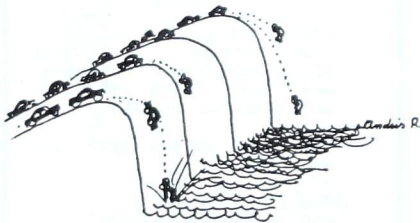
At the AGM in Vancouver in July, Jay Wollenberg of Vancouver was acclaimed as President of CIP. The position of Vice-President/Secretary Treasurer went to OPPI's Gary Davidson, elected over Stephen Jewczyk of St. John's. The new student rep. is Tim Murphy, who succeeds Bev Nicholson.

Gary Davidson's platform included a commitment (not a promise!) to help "build CIP as a credible national voice." This theme was echoed by several resolutions adopted at the AGM, including reaffirmation of a policy initiative on acid rain, and a stirring speech by Max Bacon, urging strong

the theme of "local planning global forces."

It was previously assumed that planners could leave control of the larger dimensions of the global corporate economy to other professionals, he said. Now planners seem uncertain whether or not they are equipped to tackle the difficult questions. The outcome of such dilemmas could determine if planners are to be relegated to a supporting role in future.

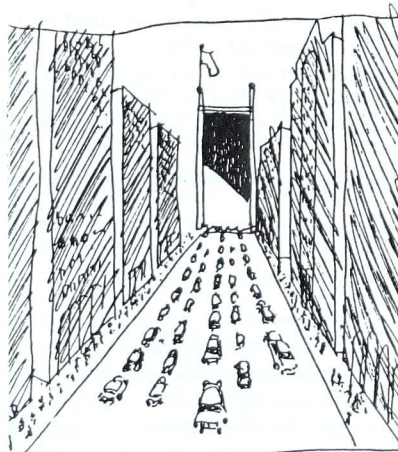
Altshuler's message prepares the ground for the 1987 Conference, to be held July 5-8 in Toronto, where the theme will be "Other Voices - Perspectives on Planners and Planning." If you would like to work on the '87 Conference, call Mary Campkin at 483-1873.



—The Lemming (Vancouver) Solution

leadership on national issues. Jay Wollenberg promised to do his share, if members were willing to do theirs.

The 1986 Conference drew almost 500 delegates, 40% of whom were from Ontario. The highlight of this well-organized event (congratulations to Doug Halverson and his team) was a keynote address by Professor Altshuler of NYU, who expounded on



The Radical (Paris) Solution



Retail Challenge: Are sidewalk vendors causing acrimony?

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HIGH TECH - THE WAY AHEAD: IMPLICATIONS OF THRONE SPEECH

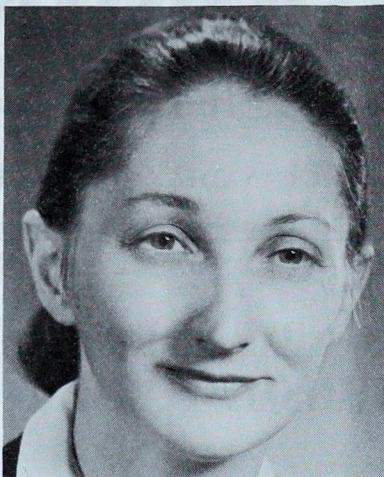
by Maureen Farrow

The April Throne Speech from the Ontario Government set forth a sweeping agenda for government action, covering a wide spectrum of policy goals from economic, trade and social policy to small business, education, health care and justice. The Journal asked Maureen Farrow, Chief Economist for the Coopers and Lybrand Consulting Group to assess the speech's implications.

The mainstay of the speech is the announcement of a \$1 billion, 10 year fund spearheaded by a Premier's council to promote technological innovation, while embracing the ideal for restructuring Ontario's economy to be a "world class competitor" in the next century. Almost half of the speech was devoted to measures promoting technological innovation, entrepreneurship, skills training and marketing Ontario's know-how in high-tech -- and experience in the delivery of health and education -- on global markets.

Following this generally business-oriented theme, the speech announced the following:

- a joint venture with the Chamber of Commerce to establish an investment network to keep small business informed of market conditions;
- continued emphasis to revert Crown Corporations no longer meeting government goals into private hands;
- the tax system would be reformed following the recommendations from a new legislative tax committee;



- the creation of an employee share-ownership program;
- extend the mandate of the Ontario International Corporation to better market Ontario's goods abroad; and
- establish Ontario offices to stimulate trade links in Japan, South Korea and China.

Although the thrust of the message in shaping Ontario's high-tech future is basically rehashed from promises of the past Davis government, the full commitment by the Premier himself to the high-tech challenge is refreshing. Overall, the speech is long on setting proposals and enhancing existing programs without stating how any of the increased costs will be met. For example, \$500 million of the \$1 billion high-tech fund will be new spending. This is on top of the introduction of an agricultural marketing program to aid Ontario's farmers and the \$9 billion estimated

for health care this year. Should the government follow through on its promise of "fiscal responsibility" in the May 13th budget, Ontario residents will be looking towards higher levels of provincial taxes again.

Industry sources also complained that there were no explanations on to how the government intends to redeploy auto and steel workers when they are displaced by advances in high-tech manufacturing processes.

The overall granting structure of the high-tech fund was also criticized, as the industry tends to favour a general and non-discriminatory tax concession scheme over the selection of grant recipients by a government council.

In effect, this throne speech is an attempt to table an agenda for the next decade, offering a framework for long-term achievements without endeavouring upon short-term promises.

The Ministry of Tourism and Recreation is revising a list of Planning Consultants who specialize in Recreation Master Plans.

The information to be distributed to municipalities is as follows:

- 1) Name, address, telephone number.
- 2) List of up to five Comprehensive Recreation Plans developed (at least one must have received some funding by MTR).
- 3) The name of the principal contact:

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THE CHALLENGE AHEAD FOR TORONTO'S RETAIL STRIPS

by John O. Winter, C.M.C.

Success in retailing brings its problems and its challenges. On the retail strips, the denser the pedestrian traffic, the more sidewalk vendors are attracted. The greater the success, the higher the rents for merchants.

The sidewalk vendor issue is prompting more acrimony now in Toronto because retail rents have doubled in the last two years. Leases that were \$20 to \$30 per square foot in the more successful retail strips are being currently renewed at \$40 to \$60 dollars.

The higher rents drive the merchant to capture more sales. The sidewalk vendor, who is seen as siphoning off trade, is an easy target. Another strategy for business improvement has been the formation of Business Improvement Areas (BIA) which tax the merchants to pay for physical improvements. The rationale behind BIAs is that consumers respond positively when shopping is an enjoyable experience.

The BIA helps to pay for paving bricks, trees, flowers, benches, antique street lights, street signs, and the like.

Physical changes can only go so far to improve business, however. When all the flowers have been planted, and when all the competing retail strips have planted theirs (so all the retail strips begin to look alike), what else can the merchants do? Some of the savvy ones have been conducting their own consumer research and it shows that their challenges are no longer just physical, but behavioural.

The challenges are behavioural in two senses: firstly, consumers are saying stronger than ever before in the surveys that they need evening shopping; and secondly, to get evening shopping on a retail strip, all the merchants have to agree among themselves that it is a good idea and agree that they will consistently implement it. Such behavioural changes among the merchants are not easy to achieve. The physical changes -- paying someone to plant the flower boxes -- were much easier to arrange.

Today's consumers say that they want to shop when it is convenient to them. This attitude is more prevalent with the increase of the two-income households, who are income rich but time poor; convenience becomes of prime importance to the two-income household. Shopping malls have long recognized this phenomenon and all their merchants, as a condition of their leases, agree to remain open in the evenings. There is no such co-ordinated action on the retail strips (and no such enforceable clauses in their leases).

The street vendors, then, are part of a much greater challenge for the merchants on Toronto's retail strips. Merchants are now taking concerted action against the vendors. The future challenge is whether the merchants can take concerted action to provide the service their customers want, and thus make it easier to pay the escalating retail rents.

However, the Board of Management of the BIA, which is generally comprised of the older merchants, who are more likely to be owners than tenants, may very well see their challenges lying elsewhere.

WOMEN IN PLANNING

HOUSING POLICY UNDER DEVELOPMENT FOR N.A.C.

by Brenda Farge

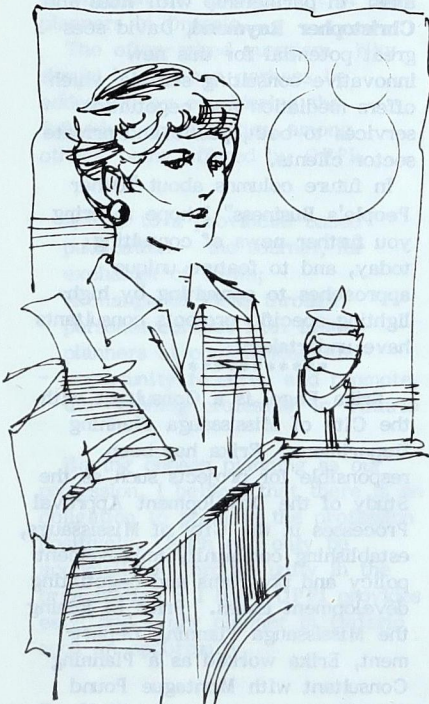
The National Action Committee (NAC) on the status of women held its AGM at Carleton University in early June. Brenda Farge, a graduate student in Community Psychology at OISE, represented Women In Planning.

Certain members of this group were instrumental over the past year in the development of a Housing Policy for NAC. Resolutions from their policy paper were passed by the Assembly dealing with a variety of issues which impinge upon women such as conservation of housing, particularly rental housing. This includes conserving the existing rental stock. Other issues included design features of housing project, rent review and control, equal access to apartments for families with children. Emergency shelters for women, advances in social housing and provision of housing for elderly and disabled women were also addressed.

The next step will be taken by a

newly formed housing committee to implement these policies in the form of political initiatives at the appropriate levels of government.

Call Brenda Farge if you are interested in this project at (416) 534-1345 or 922-3246 NAC, 654 St. Clarence Avenue, Toronto, Ontario M6H 3W9



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NEW COLUMN ON CONSULTANTS' PROFESSIONAL PRACTICE

by Erika Engle

"Other People's Business" is a new column about private sector planning consulting. At its inception, it was to provide news of the type of work consultants do today, highlight recently awarded contracts, current projects and other items of business. As the research evolved, however, the column expanded in scope from informing of the projects consultants undertake to telling you about the changing focus in consulting, and of the new approaches consultants are adopting in their professional practice.

The Projects

In canvassing consulting firms about the type of work they do, I have found that consultants are increasingly involved in "non-traditional" planning projects. The scope of work includes planning, financial impact, urban design, environmental, transportation and management components.

The IBI Group is involved in the preparation of an Economic Development Strategy for the redevelopment of the 27 acre Massey Ferguson site in the City of Toronto. The project addressed market, planning, urban design, environmental and transportation issues. A preliminary proposal is currently under consideration by the City of Toronto and on-going work includes refinement of the Economic Development Focus and the preparation of alternative development schemes to implement the M.F. Technology Business Centre proposal.

CMP/Barnard Consultants are undertaking a re-use study of the Old Lakeshore Psychiatric Hospital. The study is concerned with identifying the future use of this building and site, looking at market, heritage, and financial issues as well as building conditions in addition to traditional land use considerations. The firm is also involved in management studies for libraries in Bruce County, North York and Peterborough.

R.E. Winter and Associates, as part of the **Townridge Consultants Group** are involved in a Library Square Study for the Town of Aurora. R.E. Winter is also planning

a downtown transit terminal integrating inter-city and local transit with BPX facilities in Owen Sound.

Planning Consultants are increasingly involved in issues and projects relating to waste management. **M.M. Dillon** has been retained by O.W.M.C., to undertake a site selection study. In relation to this project the planners are involved in Environmental Assessment work, public consultation and developing and evaluating alternatives.

The Proctor and Redfern Group has recently been retained to undertake a study for a waste reclamation facility in the City of Cambridge which would receive source separated waste; including metal, paper, glass and plastics.



The Approach

The changing nature of the consultants' work brought forth new approaches to the consulting practice. The projects are implementation-oriented which necessitates the adoption of an interdisciplinary team approach. The consultant's task is not to present solutions to the waiting clients but to work with them to find an approach that satisfies both client and the professionals. The clients become part of the team.

The projects require creativity, imagination and flexibility on the part of the professional.

To find unique answers to the projects at hand involve framing and

reframing questions, trying out possible answers, and searching for new ways to phrase the issues in familiar language so that modified versions of known solutions can be applied. This approach proved highly successful during the preparation of the economic development strategy for the Massey Ferguson site. At times, it appears that the task of the consultants is not so much to solve the problem as it is to frame it so it can be solved.

The implementation orientation of projects also brought forth a change in the traditional "us against them" attitude of consultants, towards their public sector counterparts. Public sector planners are viewed as part of the team. The approach is towards balancing mutual objectives, and to satisfy to the greatest extent possible, the needs of all parties. Negotiating skills are important, as consultants seek consensus for the compromise of numerous conflicting demands and desires.

The perceived need for skilled negotiators and mediators in the planning profession gave **David Butler** of **The Butler Group** the idea for establishing **MediAction Associates**. In partnership with **Ross** and **Christopher Raymond**, David sees great potential for this new innovative consulting service which offers mediation and negotiation services to both, public and private sector clients.

In future columns about "Other People's Business" I hope to bring you further news of consulting today, and to feature unique approaches to consulting by highlighting specific projects consultants have undertaken.

Erika Engle is a Consultant with the City of Mississauga Planning Department. Erika has been responsible for projects such as the Study of the Development Approval Processes in the City of Mississauga, establishing community improvement policy and programs and negotiating development issues. Prior to joining the Mississauga Planning Department, Erika worked as a Planning Consultant with Montague Pound Associates.

EDITORIAL

PROMOTION OF PROFESSION EVERYONE'S RESPONSIBILITY

It was only last August when the executives of the former three chapters (NOC, COC and SWOC) sat together with representatives of OAP and hammered out the organizational structure of OPPI. The year has gone by with the non-glamorous yet necessary tasks of election, inaugural meeting, and setting the office support in place. A new beginning for any organization always brings new challenges. The current debate on membership within OPPI is perhaps one such challenge.

On a broader issue, it appears essential that all planners in Ontario should come under one banner and belong to the same organization; hopefully, this can be accomplished in the near future with the Eastern Ontario planners willing to join OPPI.

It is to some a startling fact that quite a number of practicing planners in Ontario do not belong to a professional planners' organization. The Executive Committee of OPPI, in its current review of membership by-laws, is carefully examining ways to broaden the involvement of all planners in Ontario.

The often-asked question: Why should I join? can perhaps be addressed by considering the following opportunities, among others, being offered by OPPI:

- access to a provincial-based publication - the Journal, for exchange of views;
- exchange of ideas through personal contact with fellow planners at conferences; and
- opportunity to serve and promote the planning profession in Ontario

Having chosen planning as our profession, I believe that there is an obligation to promote the profession positively. Such can only be accomplished through unity in the organization - I hope OPPI provides each and every planner in Ontario such an opportunity.

By Phillip Wong, Publisher



STRENGTH OF PLANNING LIES IN WEAKNESS

As I read recently of the concerns raised about professional membership requirements, my mind drifted back to the C.I.P. National Conference of 1985 in Sudbury and the luncheon address of Mancur Olsen. His presentation both interested and angered me in that his views seemed to be purposely not stated clearly.

It wasn't until I had read an article by James Fallow entitled "The Case against Credentialism" in the Atlantic Monthly, that his views became clearer. Professionalism is a very desirable entity in our time. Not only do we look up to the professions but we aspire to be professional. The difficulty that we as planners have in "making it" has been clearly stated by Nathan Glazer when he described planning as one of the minor professions. Lack of a fixed and unambiguous set of ends, a stable institutional context and a fixed knowledge sufficient for rigorous practice precludes an equal footing with say the medical profession. Any attempt to more planning into the realm of the major professions is, I believe, doomed. Olsen went one step further. He stated that professional status results in a professional cast which in the long term results in more harm than good.

The discussion about membership requirements skirts the larger issue of the place of planning in the scheme of things. I don't find the

lack of professional status to be a limitation. As I reflect on the tradition and persuasiveness of planning and its founders, the strength of planners and planning seems to lie in weakness.

George McKibbin, M.C.I.P.
A Senior Planner with Niagara Escarpment Commission

ADVISOR SYSTEM WORKS

Now that I have successfully completed my CIP exam, I thought I would write to give you some feedback on the advisor system.

I am one of the many out there who would have joined CIP long ago except for the fact that I had to write the exam. Despite the handouts prepared by CIP, I really had only a vague idea of what was expected of an examination candidate.

The advisor system, by pairing me with someone who had written the exam, took a great deal of the aura of the unknown away. It also meant that I made a commitment, which was enough to prevent me from procrastinating any further and to provide me with an impetus to write the exam.

I think that the advisor system helped me greatly and definitely should be continued as one of the informal services offered by the Central Ontario District.

Helen Lepek

MAPS

A MAP INDEX FOR COMMUNITY PLANNING IN ONTARIO

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**PROPERTY TAXES:
PRINCIPLE VS BENEFIT**

In the May/June issue, Gary Stamm argues that a system of property taxation based upon the concept of market value is neither fair nor equitable.

Unfortunately, Mr. Stamm's proposals for the elimination and replacement of a market value model would have far more disturbing social effects than do the inequities of the current system.

By way of background, market value as a basis for taxation is not novel in Canadian life. The sales tax is a tax based upon the market value of the good purchased; the income tax is a tax based upon the market value of the income earned; and the property tax is a tax based upon the market value of the property.

Mr. Stamm's two key propositions are that first, the property tax is not related to an ability-to-pay; and second, that the tax does not reflect a fair measure of the benefits received by different municipal users.

On the question of ability-to-pay, it is clear that one can find examples of differing abilities, and that there is no precise relationship between the means of generating one's income or its amount and the cost of operating and maintaining one's property.

However, it is also clear that a rough justice in ability-to-pay does exist in that those with high incomes can and do purchase and occupy high-valued property.

In Ontario, a progressive program providing relief, based on ability-to-pay, does exist, as do other

programs of outright and partial exemption based on the income status of users. These include the disabled, the handicapped, low-income households, a variety of non-profit users, and anyone undertaking upgrading of a property.

Beyond that, one doesn't hear arguments that the sales tax should be eliminated because it is not based on an ability-to-pay. That tax, like the property tax, constitutes a percentage of the value of the goods owned.

Further, the establishment of a tax on property based only on ability-to-pay would carry with it other little discomforts, including the transfer of income-related tax loopholes that plague the income and corporate tax systems and deprive the public of revenues otherwise owing to them. Add to that the fact that since the Federal Government would never abandon its jurisdiction over the income tax field, a tax on property based on income would effectively transfer municipal authority over spending on local issues to the Federal and Provincial Governments.

One wonders whether it wouldn't be wiser to maintain a system in which the local electorate can maintain accountability over locally elected councillors and trustees who are currently responsible for their local spending.

On the second proposition, that the tax does not accurately reflect a measure of benefits received, it seems to me that this is both correct, and desirable.

Mr. Stamm's own example points out the first difficulty with relating the tax to benefits. He recognizes problems of measurement, in

proposing that a garbage collection tax could be based on a "water use rate", because these are closely related. Is that a useful measurement for tax reform?

How would one measure fire or ambulance services delivered to a property? Would I be required to pay higher taxes by reason of the actions of an arsonist over which I have no control? Should high crime areas be penalized for frequent police presence or should taxation in these areas be reduced in order to promote rejuvenation or redevelopment?

Unfortunately, and unlike the market value principle, the benefits principle based on the measurement of services delivered is blind to these questions.

More importantly, the benefits-received model serves to eliminate the current universality of the tax, which I submit to be an enormously useful democratic instrument.

Mr. Stamm would only eliminate the universal delivery and payment of services for what he calls "social non-necessities programs". But surely all social programs are services to people and have a degree of social necessity to them. Even though I may produce less waste than my residential neighbour, I'm happy to pay equally into the pot in return for the disposal of waste throughout the municipality, which is of benefit and of value to me.

Finally, a property tax based on actual benefits received carries with it a very serious flaw, in that it ultimately leads to a city segregated by the quality of service.

It is quite conceivable that low-income neighbourhoods would spurn a new benefit, such as a community centre, in that the new service would result in higher taxation. Wealthier neighbourhoods would ultimately have a higher level of service and benefit, which is contrary to the desirable model of an equitable distribution of benefits to all of the residents of a community.

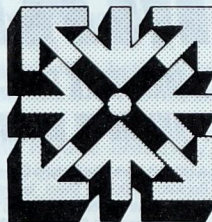
David Goyette is a principal of P.M.O. Consulting, and a Special Advisor to the Ontario Minister of Revenue.

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BROADER ROLE FOR CIP?

Since Tony Usher was kind enough to use an earlier letter of mine as the *leit-motiv* for his first column, I'd like to return the compliment and develop our common theme a little further.

Most municipal planners, I'm sure, would agree that there are other professionals whose work is to some extent akin to theirs: resource planners, environmentalists, economic development planners, social planners, urban designers and so on. But most municipal planners also seem to regard these as different "kinds" of planner, whose eligibility, or suitability, to share the CIP roof on terms of equality is at best dubious. Two other items in the same issue of the OPJ as the Usher column happen to illustrate the point rather nicely. Carolyn Kearns and Mary Jane Braide clearly assume that economic development is very much the business of municipal planners, whereas Ronald Pushchak,

on the other hand, refers to sociology, political science and anthropology as "only remotely related to planning". Economic planners yes, social planners no?

But the issue isn't -- I hope -- the legitimacy of different "kinds" of planning. Of course there are municipal planners, economic planners, resource planners, social planners and the rest; and of course they do rather different things during the working day. But all of them are concerned in some way with using and shaping physical, social, economic and technological change to improve the human environment. And of course -- I hope the "of course" will be generally accepted -- they should be talking to each other, learning from each other, exchanging perspective, ideas and experience. The basic definition of planning, after all, remains the same whether the practice concerns resource use in the foothills of the Rockies or neighbourhood renewal in downtown Saint John. Which implies some sort of common institutional framework

to allow and encourage such interaction to take place.

I would be the last person to argue that there isn't also a case for having an organization especially for municipal planners, just as there is for municipal administrators and municipal engineers and public health inspectors. If that's what CIP really wants to be, fine, though it should make that decision explicitly so that everyone knows where he or she stands. But CIP still -- at least for the moment -- has the opportunity to seek a broader role, and arguably a much more significant one, without denying room under the family roof for more specialized groupings of whatever members feel the need of them. Is the Institute going to continue simply avoiding the question, as it has managed to do for thirty years or so, and so inevitably find it settled by default sooner or later, perhaps quite soon? That is the real issue.

By Nigel H. Richardson, M.C.I.P.

POPULAR HOUSING OPTION FOR SENIORS

by Judy Zon

The Ministry of Municipal Affairs has just released a study of retirement communities in Ontario which provides an initial look at what has become an increasingly popular housing option for senior citizens.

Experience with retirement communities in Ontario is limited, there is an emerging need for guidance in planning for this type of development. Based on the case study approach the report provides an overview of experiences from the developer's and municipality's perspective. A number of general planning considerations have also been identified. While the results are preliminary, the report nevertheless serves as a stimulus for initiating discussion on the planning issues surrounding this type of development and a basis for future research.

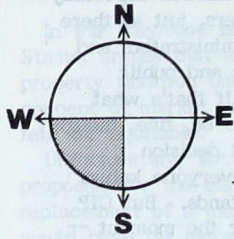
This publication can be purchased from: Ontario Government Bookstore, 880 Bay Street, TORONTO, Ontario or by calling: 1-800-268-7540 at a price of \$5.00

More information is available from Louis Spittal, Manger or Judy Zon, Senior Planner, Research and Special

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SOUTH WESTERN

"TOUR-LEDO"

By Nancy Morand & Doug Caruso

On Thursday, June 19th, 18 friendly, if slightly soggy, planners, landscape architects, lawyers and assorted students embarked on a C.I.P. sponsored field trip to downtown Toledo, Ohio. Toledo is a mere hour's drive from the Detroit/Windsor Tunnel but largely unknown to most Canadian planners.

Our first stop in this bustling City of some 450,000 was the 28-storey Government Centre Building which houses the offices of three levels of government: the City of Toledo, Lucas County and the State of Ohio. A speedy trip up to the 16th floor introduced us to our host for the day, Mr. Michael Young, Associate Planner for the Toledo-Lucas County

Plan Commissioner. Mike gave everyone a tour of the Planning Offices, an information package, and a brief history of the downtown area, utilizing the panoramic view of the area offered from the office windows to illustrate his points. In the last decade, Toledo has changed dramatically. Most of the industrial and port functions have left downtown, effectively making available large areas for downtown revitalization.

After our brief orientation we moved on to the 32 storey Owens-Illinois Building, a 750,000 square foot office development built by the Owens-Corning Company in 1979-80 on the banks of the Maumee River. Incorporated into the first floor is a company sponsored public exhibit space and an auditorium. Adjacent to the Owens-Corning offices is Fountain Square. This pond/ice skating rink is anchored by a monumental rock sculpture/fountain and boasts first rate design, materials and landscaping. The aesthetics and feeling of enclosure are quite impressive.

Progressing through the arcade of offices, restaurants and shops below the new 14-storey, 250 room luxury Sofitel Hotel, we made our way to the "Portside" Market Place. Portside, reminiscent of Trappers Alley in Detroit, provides specialty

shops and unique restaurants. After 1:00, the ravenous planners discovered one such unique restaurant (Louie's grill) and enjoyed a very pleasant lunch. Louie's offered a nice view of the Maumee River and the excursion boats which ply its waters (and dock at Portside of course).

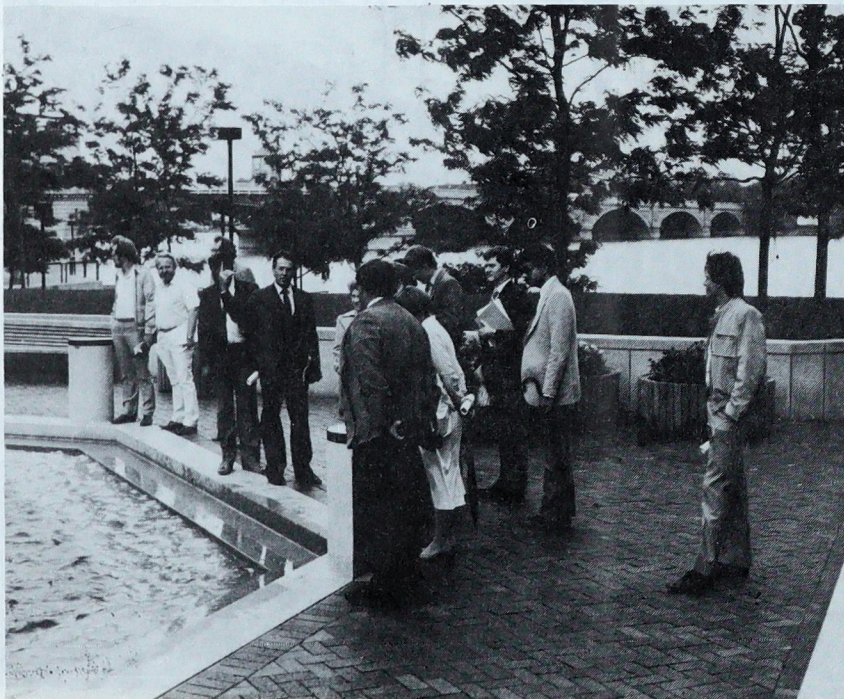
After lunch, when the rain had stopped, we moved our tour outside to the water's edge. There we found a pleasant riverfront promenade, a transient boat marina, outdoor grassed amphitheatre and some rather interesting art works. The fact that downtown Toledo hosts a large number of such works of art can be attributed to the fact that all government bodies must devote 1% of the cost of any of their downtown developments to the arts.

We also saw the unique Toledo Trust Headquarters with its triangular design. Perhaps more impressive to planners, however, was "Fort Industry Square" at the western edge of the Riverfront Development. This office complex was developed from a block of fine nineteenth century commercial buildings. An arched indoor arcade runs the length of the block. A centre atrium houses a unique modern elevator decorated in antique style. A new unobtrusive addition has been set back from the existing, well preserved facades.

Across Summit Street from Fort Industry Square is the site of the 400-room Radisson Hotel and Seagate Convention Centre now under construction. The buildings are expected to be operational by January 1987 and be a big stimulus to the downtown.

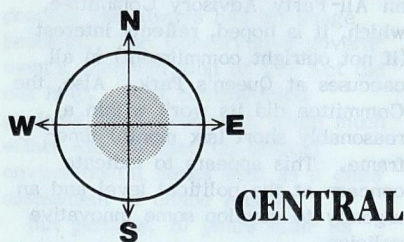
Downtown is not without its problems, however. There is virtually no residential development in downtown Toledo. The City is hoping to change that by developing the "Middle Grounds", a now vacant piece of City-owned property just south of the Portside Developments for high density residential use.

The downtown also has no comparison shopping area. The last downtown department store, "Macy's", closed 2 years ago and the City purchased the now vacant building. According to Mike, the City has been "malled to death". Four regional malls service the area, three being within the City limits.



By 4:30, the planners were again on the move - this time back to Windsor. The enthusiasm, knowledge and humour of our host, Michael Young, helped make our day one to remember. But downtown Toledo is worth a visit even without a guide. Many of us hope to return with our families in the near future. It's also refreshing to satisfy ourselves that there are different ways to approach planning problems. The word "zoning" was not mentioned once! Ontario planners, particularly, from mid-size cities, might well take an afternoon to venture around Toledo. The City is safe and clean.

Our thanks to Windsor planner Don Wilson for co-ordinating this event.



BRIGHT FUTURE FOR NIAGARA WINES

By Drew Semple

The future of the grape and wine industry in Niagara was the topic for discussion at an OPPI luncheon meeting held in May at Bright's Wines in Niagara Falls. The speakers were Dave Diston, Vice-President and General manager of Bright's Wines and Alan Veale, Director of Planning for Regional Niagara.

Mr. Diston spoke positively of the future of the wine industry and resisted the too easy temptation to bemoan the industry's recent problems. Over the last two years, a declining domestic share of Canadian wine consumption has resulted in large grape surpluses in Niagara. The recent alarm over additives in some brands of wine and the continuing competition from heavily subsidized European wines are problems the industry can overcome, he suggested. Mr. Diston also noted that Niagara's wine industry is resilient. Substantial advances are being made in the quality of Canadian wine, according to Mr. Diston. The efforts of the industry should be directed towards

producing table wines of modest quality at reasonable prices rather than towards trying to match the quality standards of the best wines of Europe, he concluded.

Alan Veale discussed some of the land use implications of the recent problems in the wine industry. There has been a noticeable increase in pressure by farmers for severances. Nevertheless, the easing of

planning regulations is not seen by Mr. Veale as an effective solution to farmers' problems. The long term adverse impact of severances on farming outweigh any short term financial benefits by individual farmers.

A tour of the Bright's winery was followed by an opportunity to taste the fruit of the vine and some more informal and "spirited" discussion.



MEMBERSHIP ISSUE DEBATED

In early June, the Central Ontario District sponsored a special program meeting to discuss the membership provisions for the OPPI general by-law. More than 40 people packed into a meeting room at the Metro Reference Library to hear David Butler state OPPI's position on the proposed changes. He emphasized that the executive welcomed ideas and opinion on the subject from the membership. A new by-law would only be introduced after considerable debate, he said, but a decision would have to be made at some point, if only to establish a benchmark for future progress.

Much of the discussion centred around admission requirements. Should they be weakened or strengthened? Opinion was mixed, depending on the perspective of the speakers. University lecturers, consultants, provincial planners and student members all added their views.

Overall, a "reasonable amount of consensus" was reached with respect to the following:

- there should be entrance requirements for membership in O.P.P.I.;
- a written exam after graduation was acceptable, and could possibly be administered by recognized Universities;
- a universal oral interview for all prospective members should be investigated;
- possible establishment of lottery system to fill interview panel;

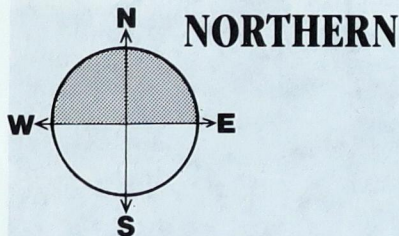


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- concern with respect to the length of practical experience; many felt that 4 years should be the minimum probationary period for both undergraduate and graduate degrees;
- consistency between the length of experience for both graduate and undergraduate students;
- continued recognition of planning schools;
- portability of member status between Provinces;
- concern with respect to possible "grandfathering" of non-members;
- "phasing-in" policy for students currently enrolled in planning schools and presently student members of O.P.P.I.

Contributed by David Butler



A NORTHERNER'S VIEWPOINT

By Jeff Celentano

Rosehart Committee Sees No Quick - Fix For One - Industry Towns

The final report of the Advisory Committee on Resource Dependent Communities in Northern Ontario (The Rosehart Committee) was presented to the public in early June. The report could be viewed as an economic primer on life and times in Northern Ontario, a kind of bird's-eye view of the part of Ontario most residents forget about until fishing or hunting season.

As indicated in the opening section of the report, Northern Ontario represents over 80% of the land mass of the province, but contains less than 10% of the population. Of approximately 50 resource dependent communities in the north, over 60% have fewer than 2,500 inhabitants. By contrast, 75% of the population resides in (Thun-

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- Contact Kevin Desrosiers (807) 475-1651.

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- Wawa Motor Hotel - Sept. 25-27, 1986.
- Theme: Resource Dependent Communities - Planning for Change.
- Contact Ken Zurby (705) 856-2244.

ders Bay, Timmins, North Bay, Sault Ste. Marie and Sudbury) five major regional centres.

There were a number of recommendations that may be of interest to the planning profession. These include:

- a long-term strategy for road development and electric power and communications services;
- review of availability of Crown Lands for cottage developments;
- development of a tax credit program for investment in northern manufacturing companies;
- a proposal to reduce gasoline prices by the equivalent of .05 cents per litre;
- implementation of a \$100.00 per year energy tax credit (to offset higher consumption and costs);
- establishment of a Northern Technology and R & D facility;
- Decentralization of provincial government offices to northern locations;
- development of innovative mechanisms for financing municipal expenditures in the north (including a Northern Municipal Bond Program);
- extension of existing government prohibitions on creation of new town sites and that new developments be tied to existing communities;

- development of funding and assistance programs for new housing projects and standards for company housing sites.

The other recommendation that may be of interest is the establishment of a Commissioner in resource-dependent communities to act as a Broker/Dealer between government, industry and the community.

A quick reading of the report indicates that many of the recommendations contain the vague suggestions Northern Ontario residents have heard before, such as a "long-term development strategy" for the region. However, this was an All-Party Advisory Committee, which, it is hoped, reflects interest (if not outright commitment) in all caucuses at Queen's Park. Also, the Committee did its work within a reasonably short (six month) time-frame. This appears to indicate concern at the political level and an urgency to develop some innovative policies.

Although one or two side committee issues were missed by the Rosehart (for example, impacts on native populations and band settlements, dealing with freight rates rather than gasoline prices, targeting (rather than studying) specific new resource sector manufacturing opportunities). The report may do a lot to "raise consciousness" in the rest of Ontario about the potentials and problems associated with northern development. I suppose that its success will be measured only in terms of translating these recommendations into policies for action.

The communities of Northern Ontario can ill-afford more foot-dragging and waiting.



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IS ENVIRONMENTAL ASSESSMENT COMING OF AGE?

By Tony Usher

As I write, the future of Toronto's railway lands is being threshed out before the Municipal Board. Opponents have sought (so far unsuccessfully) to have the project declared an "undertaking" subject to the Environmental Assessment Act. I am sure that most planners, architects, engineers, and interested members of the public see this as a frivolous intervention, and the Environmental Assessment Act in general as just another of the bureaucratic hurdles in the way of development.

Ontario's environmental assessment process has always had an image problem. The Conservative government's administration of the Act did not help. Most controversial projects were exempted, while much effort was lavished on critical environmental issues such as a class assessment of canoe routes.

But perhaps, 10 years after its proclamation, and one year after the coming to power of a government that at least for now is taking it more seriously, the Environmental Assessment Act is coming of age. Perhaps, on second thought, this Act is more of a planning act - in the true sense of planning - than any other Ontario statute, the Planning Act included.

The Act as currently interpreted requires proponents of public sector projects to:

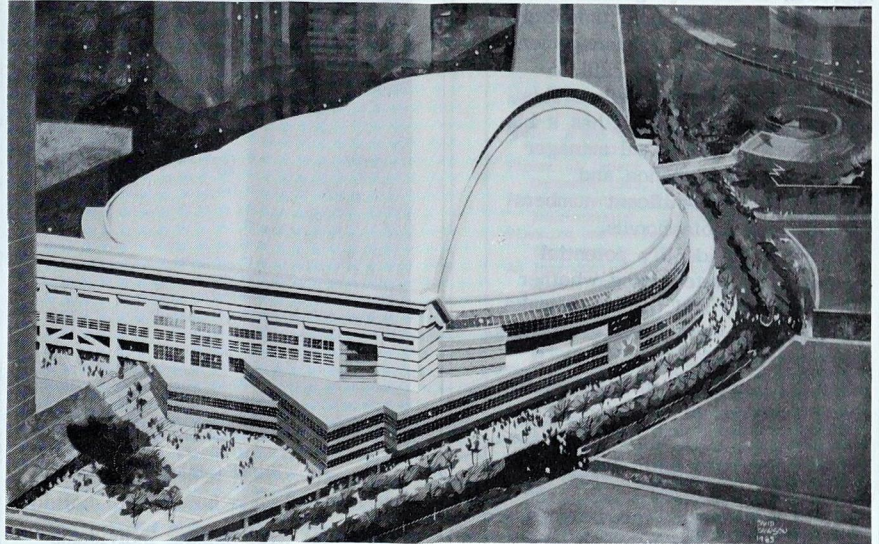
- describe what they want to do, and why;
- show what alternatives are available;
- justify the preferred alternatives on the basis of net environmental effects, traded off against other factors such as cost, effectiveness, etc.;
- show how adverse effects can be minimized and positive effects enhanced, and make commitments to bring this about;
- involve the public at every step of the way.

This is a proper and democratic project planning process for "undertakings" using public funds and having public impacts. Public sector proponents often do not follow these steps. They should. It

is also a planning process in the wider sense, because the Act defines "environment" as more than birds and bees, arrowheads and rocks. Environmental assessment under the Act must consider all external impacts of development, on economy and society as well as on the natural and built environments. To

own outlook and its own corps of professionals with its own disciplinary background. The fracturing of the planning profession, with roots in the disciplinary fracturing of our universities and in turn of our governments, is once again evident.

Wouldn't it have been a good idea to locate and plan the domed



Should stadium have been subject to E.A.?

an economist at least, the Act might be better titled the Externalities Act! To a planner, the Act provides perhaps the strongest commitment in any Ontario statute to the principles of comprehensive planning.

The Environmental Assessment Act and the Planning Act complement each other, and would do so more effectively if the government were to begin to extend the former Act to major private undertakings. The Environmental Assessment Act can ensure that basic development choices are sound and socially acceptable. The Planning Act can continue to ensure that those choices, **once made**, are implemented in an orderly and acceptable fashion. But few planners or government decision makers look at the two Acts in this way. Planners see the Planning Act as "their" act and the Environmental Assessment Act as someone else's, with the same tangential significance as, for example, the Ontario Heritage Act. The two Acts are administered by different ministries, each with its

stadium through the environmental assessment process? Wouldn't it be nice someday to have a single piece of legislation which recognizes that what is in these two Acts is the parts of a planning whole? Daydreams ...

Tony Usher is a Toronto-based planning consultant specializing in rural, resource, environmental and recreational issues.

Editor's Note: In Tony Usher's last column, the intent of his statement on OPPI's new By-law was inadvertently altered by a typographical error. We apologize for this

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THE 5 DIMENSIONS OF MANAGEMENT COMPETENCE

by John E.L. Farrow

A colleague was recently asking my advice about the promotability of a mutual acquaintance. Her question was, "They are good technically but can they manage?"

Such uncertainty is common and results from the fact that most organizations have no formal approach to identifying new managers. At the same time they feel they are short of management skill and especially the skill to manage other professionals. This skill is valued because it has a big impact. A good or bad manager affects the performance and productivity of significant numbers of well paid professionals.

In trying to identify potential managers, or determining whether you are ready and willing to make the transition from being a technical specialist to being a manager, it might be helpful to think about five key dimensions of the management role that I have identified and the skills required to fulfill these roles well.

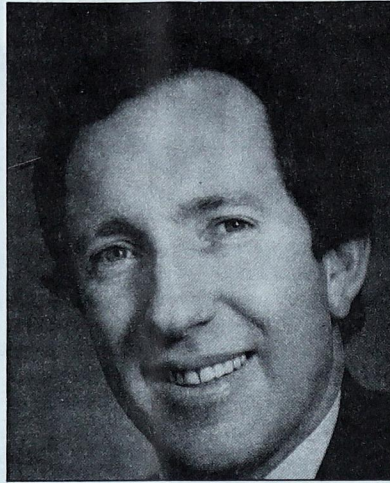
1. Leadership - This is exercised by the person who helps set the direction for the group. It sometimes requires spelling out the directions; other times leadership involves setting in motion the process by which the group establishes agreement on its direction. An important result is that the group finishes up with a common understanding and is able to move in a single agreed direction.

The leader also plays a key role in maintaining the group by obtaining co-operation, giving instruction and encouragement. These feedback activities help the group members grow in their jobs and develop their skills. In this role the leader helps bind the group together. The leader also has the task of ensuring responsibilities are properly shared and of holding those with these responsibilities accountable for their performance.

2. Strategist - Managers of any group are required to spend time regularly taking a longer term view of the activities of the group. In this role they should look at the function of the group as a whole and evaluate whether it is effectively fulfilling its mandate. It is a role that planners should fall into easily

as it involves forecasting changing needs or demands, and planning responses to these changes.

3. Facilitator - In this role the manager assists in making things happen. This is a supportive role



JOHN E.L. FARROW

concerned with helping individuals contribute effectively. The parallel in sport is the coach who works

with and advises players on how to improve their performance.

4. The Problem-Solver - The manager as problem-solver becomes a functioning technical member of the team, contributing technical expertise directly or helping access the required expertise necessary for a solution. If the group is being stretched to solve a problem, the effective manager is part of the solution. Managers who are also senior professionals fulfill this role easily.

5. Administrator - In this role the manager provides or maintains the support systems necessary for the group functions. These systems help the group keep track of its performance and obtain the information necessary to manage itself. The systems should help the individuals in the group leverage their skills.

It is worth remembering that when assessing your own or the management competence and potential of others, that management is a learnt skill. Consider the dimensions outlined above and start preparing your staff and yourself for greater management responsibility.

OMB

GRANNY FLATS PERMITTED IN GLOUCESTER

by Pierre Beckmans

One of the locations for the Ministry of Housing's pilot project on granny flats is in the City of Gloucester. A zoning by-law amendment was introduced under the temporary use provisions of the Planning Act (Section 38). The amendment was appealed by a neighbour and the City of Gloucester asked the municipal board to dismiss the appeal without a full hearing.

The objector claimed that the proposal would devalue his nearby property. The board noted the lack of supporting evidence for this objection from an accredited appraiser or real estate broker. The objector also expressed doubt that the granny flat would indeed be a temporary use, given the specifics of

the family and especially the age of the proposed occupant. The temporary zoning provides for a three year period, to allow the use to be evaluated. An extension of this period would require a new by-law.

The board agreed with the City and the Region that the objection was not sufficiently supported to justify a full hearing. On April 29, 1986, the appeal was dismissed.

Source: Decision of the Ontario Municipal Board, Petersen and the City of Gloucester, By-law 222-62 - File R860091

TIME FOR CIP/OPPI TO ACKNOWLEDGE OTHER PLANNING PROFESSIONALS

by Ron Keeble

The following are comments that I would like to offer given the discussion of the June 9th meeting on the membership provisions of the O.P.P.I. By-law. In the interest of brevity, I have presented my thoughts in point form.

1. I support the proposal that applicants for Membership must, under normal circumstances, do so as a Provisional Member. I also support the spirit of clauses 4.3.6 (on exemption from Provisional Membership) and 4.3.7. (membership in an equivalent professional planning organization). However, I believe that judgements in this regard should be made by the Membership Committee, on the recommendation of the Executive Committee.

2. I support the log book of experience requirement as proposed.

3. I agree with the notion that applicants for membership should be subject to professional peer review and that there be an oral component to this review. However, I would like to recommend an interview process rather than an oral examination format. Oral examinations are extremely difficult to conduct and would require a great manpower commitment which would tax the current resources of O.P.P.I.. While I agree that all applicants for membership should be interviewed, I do not support the proposal that graduates from recognized planning programs be required to take the written examination. It strikes me that O.P.P.I. should be in concert with C.I.P. National By-laws on this matter. In as much as the new C.I.P. National By-laws establish the National Council as the second and final appeal body on questions of membership it would be appropriate

to avoid circumstances where the affiliates' criteria are not in concurrence with those of the National body.

4. Further on the question of the written examination, I would like to see O.P.P.I. pursue the suggestion made at the June 9 meeting that individuals, who are not graduates of recognized planning programs, take the written exam shortly after becoming Provisional Members and well before their application for Membership. Perhaps it is time for a revision of the written exam.

5. I share the concern expressed at the meeting over the appropriate period of relevant planning experience. Perhaps a longer period of responsible planning experience is in order. However, I would recommend that O.P.P.I. have similar requirements to other affiliates on the matter of all recognized planning program graduates having the same period of required planning experience. I did not hear at the meeting any sound rationale for why there should be a distinction made between those who graduated from an undergraduate planning program from those who hold graduate planning degrees. Nor, quite frankly, can I think of any. I believe that applications for Membership must be judged on the basis of their own individual merits and their personal planning experience. This process does not lend itself to a 'class based' review. It is, and must be, an individual case



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OPINION

Cont'd from pg. 13

review. Therefore, I would recommend that clauses 4.3.1. and 4.3.2 be replaced with a single clause which stipulates that applicants hold "a recognized degree in planning" with no distinction made among baccalaureate, masters or Ph.D. degrees. This again would be in line with the C.I.P. National By-laws, and would resolve any problems of 'portability' of planning experience periods for membership.

6. And finally there is the issue of the distinction made, for purposes of membership, between recognized planning degrees and those which are planning-related. I support the continuance of this distinction. However, it may well be appropriate that O.P.P.J., and C.I.P. for that matter, review planning-related programs, several of which were mentioned at the meeting, as to whether or not they should be recognized. In my opinion it is high time that C.I.P. and O.P.P.J. acknowledge the professional activities of those individuals working in the fields of environmental and resource planning and management in particular, and the educational programs they completed. Others may also be appropriate for consideration.

There is obviously much to be done in terms of defining what it is that a professional planner is, and what skills, knowledge and level of



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competence he/she must have. If we as a professional organization cannot move toward confronting

these questions, then we are not going to be able to resolve this issue of membership satisfactorily.

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Helen Whyte, Director of Planning, has now become a Vice-President of the firm. Mike Gray recently became the Manager of Land Development Planning and also a Director of the firm. Karl Walsh has been promoted to Manager of Urban Design and Landscape Architecture. C.I.P. members on staff include Helen, Jim Taylor and Rick Tomaszewicz who recently joined the firm from the Town of Oakville Planning Department.

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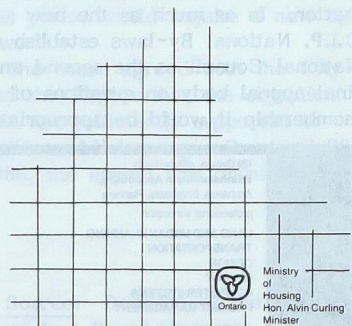
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DRAWING THE BOUNDARIES FOR PROFESSIONALS

by Reg Lang and Sue Hendler

PART ONE OF A THREE PART SERIES

At the inaugural meeting of the Ontario Professional Planners Institute in March 1986, the membership passed a motion calling for a comprehensive review of the Professional Code of Conduct. It's not clear whether this reflects real concern about ethical behaviours of planners or is simply an adjunct to review of the by-laws. Whatever the motive, the endeavour is timely; there are compelling reasons for a fundamental re-think of the ethics of planning. Clear signals are coming from a number of directions in society, indicating growing public concern about right- and wrong-doing by professionals, politicians, bureaucrats and others who are or should be serving the public interest. Although planners as a group have not yet been singled out for attention, individual planners do face difficult ethical and moral choices. OPPI's ethical code provides little aid or comfort on matters such as confidentiality, conflict of interest, bribery and whistleblowing. Nor does it give any guidance on deeper issues, such as whose interests planners ought to



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serve and how to choose among conflicting values.

We intend to focus attention on ethics in planning in a three-part series beginning with this article. This article will address ethics in planning and consider the role of an ethical code. The series will

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conclude with our proposals for a revised code for the Institute, which deals with boundaries of acceptable behaviour in everyday planning practice. The second

ETHICS TODAY

Matters of right and wrong seem to be gaining prominence on the public agenda. Consider this selection from recent media reports:

Canadians have witnessed a steady stream of politicians under investigation for and/or charged with conflict of interest. Typically, these individuals first try to stonewall, then claim there was no wrong in what they did. A recent study of MPs found agreement that such practices as bribery and misappropriation of funds are "dishonourable" but found no consensus on grey areas such as conflict of interest.

A provincial government forester was fired after he went public with his concerns about poor forest management (a U.S. study found that only one person in ten who blew the whistle was back on the job). The Ontario Professional Foresters Association's code of ethics calls for its members to maintain the honour and integrity of their profession but many members remain silent, according to one veteran forester, because they are employees and "they like to eat".

Members of a city council complained that aggressive developers are stepping up efforts to influence politicians, most of whom rely on developers as their prime source of campaign contributions. Developers were said to be sending councillors unsolicited cheques, openly attempting to bribe them, courting citizen groups, offering public benefits such as day care centres in order to gain approvals, and putting heavy pressure on planners. Although none of this is new, somehow a line appears to have been crossed.

During the Westchester Classic,

professional golfer Raymond Floyd called a penalty shot on himself even though it was likely that no one else had witnessed the infraction. One astounded reporter headlined his article, "Floyd's honesty broke the rules of cheating". Pollster George Gallup, providing support for this cynical view, told the Empire Club in Toronto that "cheating is both epidemic and big business".

These reports appear to suggest that apparently ethical behaviour is somehow deviant. Certainly, a sense of right and wrong is changing in a society characterized by the waning of influence of such institutions as the church and the family. While morality may have become uncertain, expectations of ethical behaviour appear to be alive and well, especially with regard to people in positions of power, influence, public trust and public service. Yet there is little to guide such individuals, professional planners among them, toward the ethical behaviours expected of them.

WHAT IS ETHICAL ?

What constitutes ethical and unethical behaviour for planners? The answer is far from obvious. Some planners even doubt that the question is appropriate. They worry that specific rules of ethical conduct could unduly restrict planning practice, given the diversity of situations planners encounter. This fear may explain why the CIP and OPPI ethical codes are so vague and insubstantial.

To probe practicing planners' view on (appropriate ethical) norms, we have prepared the following "self-survey". It consists of 15 planning practices which you are invited to rate on a scale ranging from ethical to unethical. "Ethical" here means good, right or correct behaviour while "unethical" means the opposite. Note that responses are intended to be anonymous.

In the next two articles, we'll report on the results and incorporate them into our discussion of the role that ethics could and should play in planning practice.

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Assign each of the following practices a score as follows: **1** ethical; **2** probably ethical; **3** probably unethical; **4** unethical and **5** undecided.

- a. Assisting, on your own time, a citizens group to prepare a position counter to one taken by your employer.
- b. Threatening a developer with costly delay in order to secure concessions you believe to be in the public interest.
- c. Distorting information to facilitate acceptance of a development proposal you feel meets a public need.
- d. Leaking information to the media on a matter you feel strongly about and on which you believe your employer or client is being unduly secretive.
- e. Organizing support among community groups and lobbying for your planning proposal without your planning director's approval.
- f. Accepting a loan from a developer with whom your employer or client regularly does business.
- g. Writing a letter to the editor, signing only your name and home address, criticizing the municipal council for approving a development against the recommendations of the planning department, of which you are an employee.
- h. Downplaying the value judgments in a forecast or analysis, thereby making it appear more objective than it really is.

- j. Submitting a report on a by-law that affects a property owned by a member of your family, without declaring a possible conflict of interest.
- k. Not providing members of the public with the full range of information available to you as a planner working on a planning proposal.
- l. Seeking to avoid responsibility for giving full consideration to the environmental impacts of a planning proposal or project.
- m. Presenting an opinion that you know is the only one that your client/employer will find acceptable, even though it does not represent the view held by you as a professional.
- n. Planning for the needs of disadvantaged groups, and working to alter policies and decisions which oppose such needs, whether this is part of your mandate or not.
- o. Knowing that another planner is behaving unethically but not informing your superiors or the professional organization.

Which of the following statements comes closest to expressing your view of ethics?

- An act or behaviour is right or wrong in itself, without regard to the consequences.
- The rightness or wrongness of an act should be judged solely by its consequences.

We would appreciate receiving the following additional information:

Employer: local gov't , provincial gov't , consultant , other ;
Level: junior , intermediate , senior , director or equivalent ; and
OPPI membership: Full , Provisional , Student , other .

Please record any comments you may have about this survey or about ethics and planning and return the completed form ASAP to: Reg Lang, MCIP, Faculty of Environmental Studies, York University, 4700 Keele Street, NORTH YORK, Ontario M3J 1P3.

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