

ONTARIO PLANNING JOURNAL

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EXPO 86: A CREATIVE TOOL FOR CHANGE

By Andris Roze, M.C.I.P., M.R.A.I.C.

Expo 86 is the 84th world's fair since 1851, when the first international fair was held just outside London. These events have all had similar characteristics. They were temporary; the participants were there to 'show off' at an international scale; there has always been a concentrated effort to demonstrate

new technology and many of the fairs have been catalysts for technological advances; there has usually been a dominant theme for each fair and some association with an important event of the host city or country.

The first exposition in 1851, for instance, was a celebration of the industrial revolution and is remembered to this day for the aesthetic appeal of Paxton's

800,000 square foot glass and iron prefabricated 'crystal palace'.

The 1893 Chicago Exposition was the first in the new world and it helped start the 'City Beautiful' ideas of city planning in North America. The 1904 St. Louis Exposition also created futuristic dreams of city developments. We celebrated our centennial with Expo 67, giving Canada and Montreal a world wide exposure, and helping to replace Canada's image of a northern lumberjack wilderness with that of a modern, technologically progressive country.

Expo 86

How then does Expo 86 rate in this venerable line of world's fairs? In the field of technological advances and daring structures, the fair is very pedestrian. I will, however, concentrate on the impacts that Expo 86 has had and will have on the evolution of Vancouver.

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RAILWAY LANDS FINALLY APPROVED

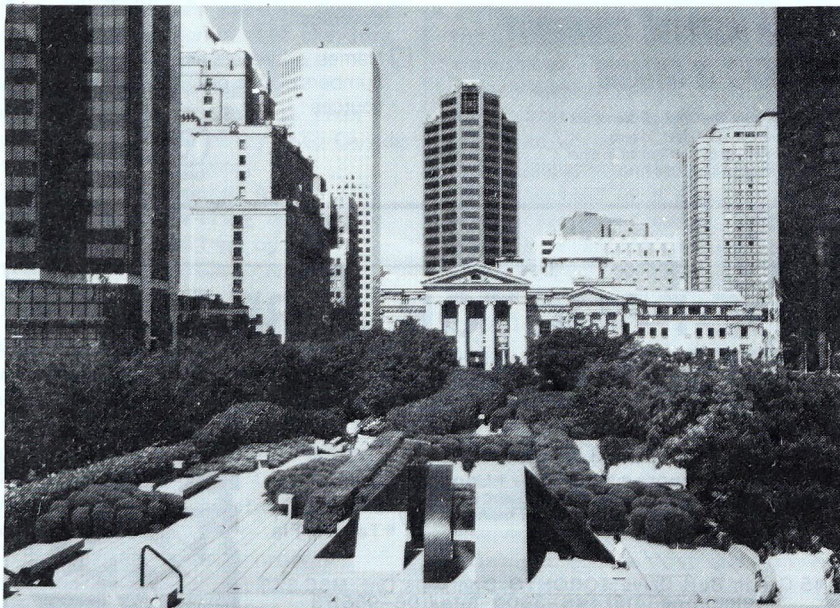
By Harry James

The headlong rush to put a plan in place for redevelopment of the Railway Lands ended this September, more than 11 years after it had begun. Just like the process of

making the plan itself, the O.M.B.'s decision was assembled slowly, piece by piece.

To the uninitiated, the scene at the Board, with the Chairman

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DOWNTOWN VANCOUVER SEEN FROM LAW COURTS

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RAILWAY LANDS...

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reading out the decision must have seemed like an obscure form of corporate bingo, as pin-striped lawyers sat intently checking off six-digit references.

Because of the high level of interest in the fate of the Dorned Stadium, even long-time observers of Toronto politics momentarily forgot the plan's simple beginnings that date back to the early seventies when Mayor Crombie struck a special land use committee to study ways of reuniting downtown with the waterfront.

When the recitations were over, the hearing room erupted. With 90% of the plan approved, city officials and developers had good reason to be delighted and their pleasure showed. The plan's opponents were understandably glum, but could hardly have been surprised, given the strength of evidence in support of the plan.

The scene resembled a film set after the final take. One reporter literally vaulted over the heads of counsel to reach the OMB panel before his rivals. Portly TV cameramen, loaded down with equipment, shunted aside startled spectators as they chased their producers. Cub reporters who had sat through three months of hearings in blissful ignorance suddenly started asking questions, but everyone was moving too fast to listen. A certain Ward 6 councillor took over the hearing room and entertained his students from a Ryerson planning politics class with a fanciful version of Toronto's waterfront history.

The Hearing may have been long and tedious but there were some memorable moments - good and bad. Points of legal argument on what qualifies for an environmental assessment will surely set people thinking ... the high calibre of Toronto's planning evidence was an object lesson of how to present a complex case ... the stamina of counsel on both sides ... the patience and good humour of the three Panel members ... the grinding incompetence of the press coverage.

WOMEN'S ISSUES ADDRESSED AT VANCOUVER '86

By Reggie Modlich

This year's C.I.P. Conference and subsequent A.G.M. marked a further advance in the recognition of women's issues in community planning as well as women planners' issues within the profession.

Two workshops focussed on women's issues. In the first one Susan Hanson, Professor of Geography, Clark University, discussed her research into the relationship ethnic women's transportation problems and occupational segregation. The second workshop dealt with Women Plan Toronto; Birgit Sterner, Environmental Studies, York University, enabled workshop participants to gain first hand experience with participatory research. She conducted a short exercise similar to the process applied in Women Plan Toronto. Reggie Modlich, a Toronto planning consultant passed on many transportation related concerns and suggestions raised by the women in

the project. The social reception sponsored by Vancouver's WIP group was better attended than the two workshops together.

Beverly Nicolson, one of two women council members, presented this year's A.G.M. with a report. A discussion on Women in Organizations during the 1985 convention had generated a resolution to the C.I.P. National Council, to "Investigate ways and means of incorporating the concerns of women planners into its future agenda". Nicolson's report recommended that general awareness of both the profession and its organization be strengthened and more research encouraged both into the situation of women within the profession as well as social and economic reality of subsets within our society. A committee was mandated to action these recommendations and report back to national council, this ironically at a time when there is no woman either on council or its executive.

MAPS

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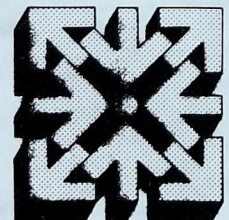
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IMPLICATIONS OF FREE TRADE ON CANADIAN RETAILING

By John W. Winter, C.M.C.

Adapted from a speech to the Annual Retail Marketing Conference of the Retail Council of Canada.

How will free trade with the United States affect the way retailers do business? For the first few years, at least, the effects may not be very large or wholly beneficial for Canadians. In the medium to longer term, however, free trade has the potential to create a much more dynamic Canadian retail market.

When preparing this presentation, I phoned Ottawa to see if there were any good jokes making the rounds about free trade. They said there weren't any. They said it was because they were taking the issue so seriously. It is really difficult to laugh about a national turning point, whose effects sometimes appear to be so uncertain.

What is Free Trade?

In the debate so far, little attention has been paid to the distributive trades that sell end products.

Free trade with the U.S. would mean that goods and services (with a few possible exceptions) may be traded between our nations free of any tariffs or non-tariff barriers (NTB). NTBs represent subtle methods of insulating our employment and our markets from competition. The entry into Canada of new U.S. retailers, for instance, is hampered by our NTBs of bilingual labelling and metric packaging, as well as by our trucking regulations. Another example is our .72 cent dollar.

Free trade would guarantee Canadian activities a more secure access to the vast American market, which is especially important to the natural resource sector. In general, Canada exports resource-based products to the United States and imports many manufactured and consumer goods.

Free trade should promote a rationalization of North American markets in manufacturing, agriculture and natural resources.



For manufacturing activities, it would promote productivity improvements, due to the economies of scale resulting from longer production runs. In theory, this would lead to lower average costs, which should lead to lower prices and increased variety for consumers. A more competitive domestic economy, the Macdonald Commission argues, should "should produce a reasonable expectation of long-term increases in employment and sales".

How Canadian Retailing Is Different

The job of Canada's retailers will be to increase sales to consumers. Some 200,000 stores employ almost one million people, approximately one out of every ten Canadian workers.

The Canadian retail structure is characterized by a significant concentration of sales. Our 25 largest retailers capture about one-third of the (non-auto) retail sales, while the 25 largest retailers in the States capture about one-fifth. In addition, a handful of Canadian developers share in a large percentage of each retail sale. Unlike Canadian manufacturing, however, Canadian retailing is predominantly owned by Canadians. Canadian retailers, however, generally have higher sales per square foot and somewhat higher margins because of higher occupancy costs, which appear to dictate these higher margins.

Impacts Of Free Trade On Canadian Retailing

What would a free trade agreement mean for this retail structure? Virtually all economic studies show significant employment benefits for Canada, over the medium to long term, stemming from the liberalization of trade. This is vitally important for the nation's retailers because, as our population ages (and tends to spend less in the stores), sales will need the added economic impetus from another, non-demographic source.

In the short run, free trade will not improve retail sales as higher unemployment and increased taxes are likely. This could have significant impacts in Canada's industrial heartland, particularly in cities where vulnerable manufacturing sectors are clustered.

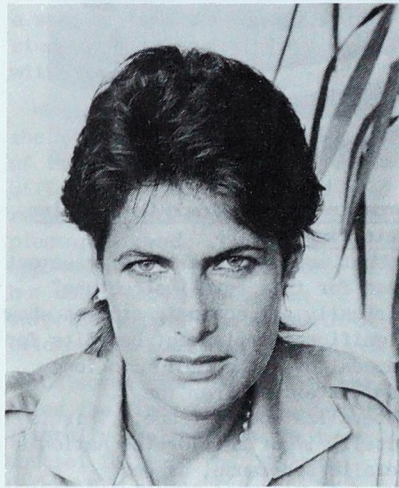
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SMALL CAN BE ATTRACTIVE

By Erika Engel

Small consulting firms, comprised of sole practitioners or two or three principals form a notable sector of planning consulting. They are highly skilled, motivated, innovative, energetic professionals. Some have previous experience in consulting, while others left the security of public sector jobs behind to begin challenging careers as consultants. Most have built



successful practices over the years and express a great deal of satisfaction with their professional lives.

Clients are attracted by the high level of personalized service, attention to detail throughout each stage of the process offered by principals, and the ability to produce work in a short space of time.

While a certain amount of healthy

competition exists, small firms are generally supportive of each other, refer ring work to others when there is conflict of interest or time.

Small firms tackle large projects:

Size does not pose a barrier to undertaking larger, complex, multi-disciplinary projects. When required, teams of other small firms and/or larger consulting groups, experts in other disciplines such as architects, urban designers, market analysis, engineers, financial experts, environmental analysts are formed. Their role in the team can range from that of a prime consultant responsible for the full co-ordination of the project to that of a sub-consultant.

A Sampling of Small Firms:

Warren Sorrensen formed, **Warren Sorrensen Associates Inc.** ten years ago. The firm offers services to public and private sector clients in urban studies and strategies, land use and transportation planning, development analysis and design. In association with **Macaulay Shiomi Howson Ltd.**, the firm has been retained by the City of North York to undertake the Uptown/Finch Study - a land use and transportation study of the Finch Corridor. In association with **C.M.P. Barnard**, Mr. Sorrensen is undertaking an Industrial Policy Review for the City of York. The firm is also undertaking the City of East York Official Plan Review, and is involved in a variety of

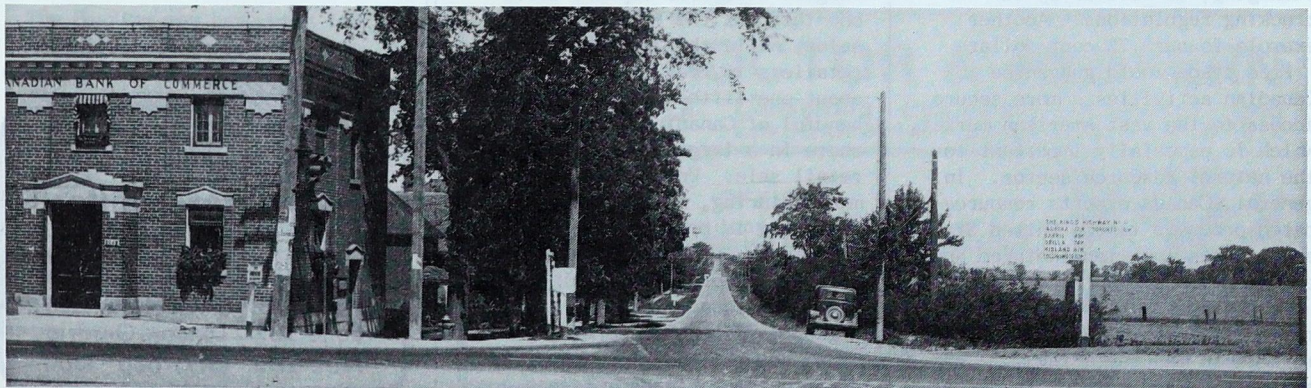
projects throughout Metro for private sector clients.

Macaulay Shiomi Howson Ltd. was originally established in 1981 as Macaulay/Shiomi Consultants Ltd. to provide services to a varied clientele in municipal planning and development. The two original principals, Robert J. Macaulay and Ronald Shiomi, had considerable background in the field, by virtue of their lengthy tenures with a large planning consultant affiliated with an architectural practice. In 1983, Elizabeth Howson joined the firm as a principal, bringing a broad range of planning experience gained in both consulting and public sector positions.

The professional service which the firm offers fall within a broad spectrum related to all aspects of land use and development planning, including official plan and zoning work; subdivision design; site plans; land use feasibility co-ordination and monitoring of development applications; hearing preparation and expert evidence related to O.M.B. and other administrative hearings involving planning issues.

The firm recently prepared terms of reference for a commercial policy review for the City of Peterborough. They are currently preparing an Official Plan for the

THE SCENE IS 1934 LOOKING EAST.
WHERE IS IT. See P. 8



Town of Grimsby and undertaking a variety of projects for private sector clients in Southern Ontario.

Patrick Sweet established his firm seven years ago. He worked as a sole practitioner for a number of years and was recently joined by **David Matthews**. Both partners are certified Ontario Land Economists as well as planners. The firm is known for innovative work, particularly in the area of Zero Lot Line Development and Comprehensive Plan Development. The firm provides expert evidence at expropriation hearings and O.M.B. hearings, advice to land developers and corporations in the analysis of property portfolios and financial pro-formas for development as well as expediting development applications, site planning, preparation of planning documents such as Official Plans and Zoning By-laws.

Allan Brass is a sole practitioner who established **Allan Brass Associates Inc.** seven years ago. Prior to establishing his firm, Mr. Brass worked as a senior consultant for a large, consulting group. The firm offers consulting services covering all facets of urban and regional planning for public and private sector clients. Mr. Brass is preparing a development strategy for the Winston Park Business Centre in the City of Oakville, and has been involved with a number of O.M.B. hearings in the Metro area as well as processing development applications for land development companies.

David Butler formed the **Butler Group** two years ago. Mr. Butler was a principal planner with the City of Etobicoke prior to establishing his consulting practice. The firm is currently undertaking a study for the Ministry of Municipal Affairs trying to resolve potential overlaps between the Parkway Belt West and Niagara Escarpments Plan. The Butler Group is involved in a number of O.M.B. hearings in Toronto, and with infill redevelopment in mature suburban municipalities. Of particular interest is the development of a multi-core retirement home that will also contain a daycare centre and a medical centre - the first of its kind in Canada.

Cathy Gravely, is a sole planning practitioner who established her

own firm in 1981. Before establishing her own practice, Ms Gravely worked as a Planning consultant for a large consulting firm. She undertakes a broad range of planning projects, including preparation of official plans, zoning by-laws, site plans, expert evidence at O.M.B. hearings and co-ordination and monitoring of development applications.

"Non-Traditional" Follow Up

As a follow-up to my column on firms involved in "non-traditional" planning projects, John Farrow of the **Coopers and Lybrand Consulting Group** tells me that he and his staff have applied their planning skills to a number of non-traditional areas for planners with some success, dealing with

marketing, economic, financial and management issues.

- Current projects include:
- Market studies for the Ghemezian's in Minneapolis;
 - Analysing the competitiveness of major northern industries and the effect of possible changes on northern communities;
 - Reviewing the operations of a major Planning Department;
 - Developing a long-term strategy for a private telephone company.

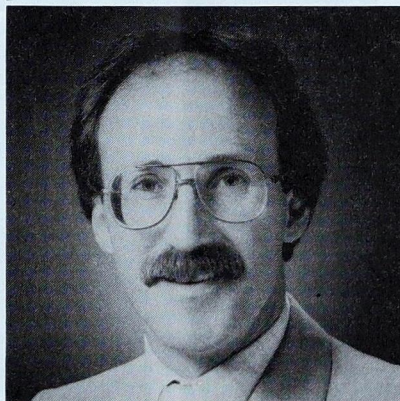
Erika Engel is a consultant with the City of Mississauga, Planning Department. She can be reached at 279-7600.

EDITORIAL

“...BOLDLY GOING WHERE NO ONE’S GONE BEFORE...”

By Jeff Celentano

It seemed a little ironic and more than a little appropriate. There I was, quietly celebrating the 20th anniversary of the voyages of Captain Kirk and the Starship Enterprise. Suddenly, like an overcharged dilithium crystal pulse-drive, my pointy-eared mind recalled the solemn words of Kirk that prefaced every entry into the



Captain's Log (that's the intro to the show for you non-Trekkies out there).

My mind reeled as though stunned by a phaser ... some of Kirk's words had a message for us and our organization as well!

We have (as a provincial organization) given ourselves a

"mission". We've spent the last 12 months getting our "starship" ready. True, there are a couple of outstanding "work orders" (eg. bringing our colleagues from E.O.C. into the Institute to make it a province-wide voice for planners), but successful resolution of these matters appear to be on the near horizon.

Now, we must get with the job and become forward-looking in our perspective. The Institute has to take positive and necessary steps to deliver efficient, creative and member-oriented services. Opportunities for improved liaison with provincial ministries at the policy formulation and program development levels are a must. In-Career Professional and Personal Development Programs ought to become a well-known Institute service. We must widen our liaisons with other related organizations, whether they be professional or political, so that our voice is heard. We must improve the ties between practitioners, academics and students in planning programs.

True, our "mission" is a large one, but like Captain Kirk, I believe we've got the "ship" and the "crew" to do it.

Let the journey to strange new worlds begin!

NEW DIRECTIONS AT METRO

By Glenn Miller

If you still associate economic development with back slapping comradery and glossy brochures featuring sailboats and sunsets, your ideas could be out of date. And the man who is ready to change your mind is Don Baxter, Metro's new director of economic development.

Baxter sees his mandate as helping consolidate Metro as the "business capital of Canada". This will require balancing a promotional role to create awareness of Metro outside of southern Ontario with

getting commitments from the private sector and all levels of government, aimed at protecting jobs and creating assessment.

"Growth and prosperity is not just going to happen, as it did in the past," he says. "There is an increasing amount of competition out there, both internationally and here in Ontario. Metro is going to have to learn to be pro-active, just to protect its current status."¹

A major hurdle in Baxter's view will be to "bend" upper level government attitudes to overcome what he sees as the "rich kid

syndrome." "Everyone understands aid for depressed areas: my job will be to demonstrate how a strong Metro will benefit Ontario and Canada as a whole. Many officials I talk to have the attitude that Metro doesn't need help."

While Metro may not need "aid packages" per se, there is clearly progress to be made in the area of heading off senior government measures likely to prove counter-productive, Baxter suggests. "It's an educational role," he says. "You can't torpedo the flagship of the fleet and expect to do well."

Ironically, conflicts between provincial/federal policies and Metro's role in economic development give Baxter greater cause for concern than the more obvious parochial problems of overlap with the municipalities that comprise Metro. During the years of committee wrangling that preceded establishment of the department, this issue received a lot of attention. "So far, the differences in our roles have defined themselves quite clearly," says Baxter. "Take site selection, for example. It's a two-step process. The all important move is to persuade international firms to select our region over the competition. Individual municipalities in Metro are sufficiently different from each other that local site selection can be done quite objectively, based on criteria set by the firm in question."

As to the progress made so far, Baxter attributes much of the success to the organizational framework established by Doug Floyd, who was responsible for bringing the new department into being. Much of Baxter's time is being spent getting to know his colleagues in the Metro area. "We're still building bridges," he says, "explaining how our work can complement local initiatives. We're refining the "bigger bang for your buck" theory of co-operative advertising."²

As the former planning director at East York - with responsibility for buildings as well as economic development - Baxter sees economic development as the implementation side of planning. The switch in emphasis came at a good time for him personally, " ... an ideal opportunity for a career change related to planning." As a confirmed "Metro watcher," Baxter expects



to work closely with Metro Planners, particularly on areas such as sub-centre growth and transit growth.

It is the policy area where Baxter feels he can make the most significant contribution. Papers are currently being prepared on the implications of "freer trade" on Metro and international banking centres, while items such as development of a Local National Product index are seen as important tools for protecting Metro's job base. Any local advertising will be aimed at reinforcing reinvestment decisions in Metro. In this regard, Metro has no need to "oversell" or rely on imaginative copywriters for reasons to locate in Metro, a luxury that Baxter readily acknowledges. The same approach will be reflected in all business contacts. "Being 'open for business' does not mean that anything goes," insists Baxter. "Ours is an ambassador role. If we do it right, everyone can benefit."

OMB

HAMILTON ASSOCIATION NOT A PROPER PARTY

by Pierre Beeckmans

The legal status of a neighbourhood group intending to appeal a decision of the municipal board was an issue considered by the provincial cabinet. The North Central Community School Association in Hamilton had petitioned the cabinet to reverse a decision of the board. The Otis Elevator Company objected to the petition on the ground that the petitioner was not incorporated and could therefore not in law file a petition because it was not a legal entity.

In response, the association referred to Section 94, of the O.M.B. Act which provides that "any party or person" interested may file a petition. It also pointed out that no objection was taken at the board hearing to it being "a party".

Cabinet was advised that an unincorporated body could not properly be a "party" before the municipal board and that a "party" in an appeal from a board decision had to be a "party" on the board's record in connection with the decision. Following this legal advice, the cabinet decided on April 17, 1986 that it had no jurisdiction to consider the petition, because the petitioner was not a legal entity.

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SHEPPARD SUBWAY APPROVED BY METRO COUNCIL

By Judi L. Cohen

After 5 years of study and review, and 2 years of public debate, the Sheppard subway was approved by Metro Council as the first priority of Network 2011, a Rapid Transit Plan for Metropolitan Toronto.

In May, 1985 the TTC and Metro unveiled Network 2011, a \$2.7 billion plan for rapid transit construction for the next 25 years.

In March of this year, a public information campaign was completed. All of the municipalities responded in writing to the proposed strategy but few were in agreement. Only North York endorsed the Yonge Street to Victoria Park Avenue section as first priority. Scarborough requested that the first phase of construction be the entire Sheppard Subway from the extended Spadina Line to the Scarborough City Centre. East York wanted the Downtown line as first priority and Etobicoke, Mississauga and York all thought that the Eglinton line should be first.

In reply to all of the municipal and public responses to the original Network 2011 Strategy, TTC and Metro Planning staff commenced work on the Network 2011 Final

Report, which examined all of the points raised in the year of public consultation. To reflect the concerns expressed, the major issues addressed in the Final Report included costs, benefits, land use and development, the role of GO Transit, west Metro boundary traffic problems, and Central Area subway congestion.²

After an intensive review of the original strategy, the recommendation that the Sheppard Subway from Yonge Street to Victoria Park Avenue be given the highest priority was reaffirmed.

The Sheppard Subway provides the strongest support for the Metropolitan Official Plan, serves existing large passenger volumes and acts as an east/west distributor in the north end of Metro. Further, it was concluded that the Sheppard Subway would not be dependent upon future provincial initiatives with respect to GO Transit.

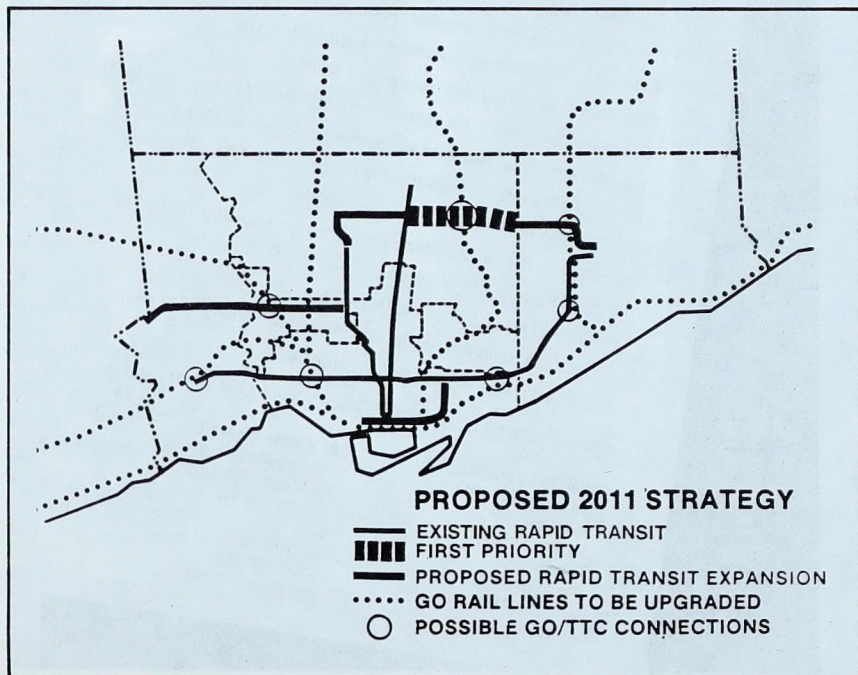
Another key recommendation of the Final Report was that the decision on the second priority can be deferred for 5 years, at which time a review of the prevailing land use and travel patterns would be examined. A choice among the three options of, completing the Sheppard

Subway, building an Eglinton West Rapid Transit line, or building a Downtown Relief line need not be made until that time. In 5 years the TTC and Metro will have better information on the role of GO Transit, the possibility of fare and service integration between the TTC and other transit systems and population and employment trends.

What lies ahead before the realization of the recommended rapid transit expansion is a review by the Ontario Government, which would be expected to contribute 75% of the construction cost. The Province will look at Network 2011 as part of the total demand for transportation improvements in the Greater Toronto Region. Further study by the TTC on the environmental and social impacts as well as engineering and land acquisition will precede the start of construction.³

The decision on future rapid transit construction is not unlike the situation which existed in the years preceding the March 31, 1954 opening of the Yonge Subway. In January, 1946 Council voted to build the Yonge Subway; nine years later the subway commenced operation. The headline of the Toronto Daily Star of March 29, 1954 read, "SUBWAY OPENING WILL END 43 YEARS OF FALSE STARTS". Network 2011 is intended to lead Metro and the Province in making the right decisions to keep Toronto as good a place to live and work in 25 years from now as it is today.

Judi L. Cohen is a Policy Analyst with the TTC's Corporate Planning Department



MYSTERY INTERSECTION IS YONGE/SHEPPARD

POLITICAL PRESSURE CAN YIELD THIRD RATE SOLUTIONS

By Tony Usher

When you read this column, it will be storm season on the Great Lakes. Huron, St. Clair, and Erie will still be at record highs, and communities on their shores will probably suffer unprecedented damage this fall. There will be anguished pleas for disaster assistance, louder than any yet heard from shoreline property owners. Our governments will also be under more pressure than ever before to "do something" about lake levels.

Great Lakes regulation has been a hot issue for most of this century. The Boundary Waters Treaty of 1909 set up a framework for allocating water through the International Joint Commission. Shore property owners are not the only group with a stake in water levels. High levels mean more efficient and cheaper commercial shipping, easier recreational boating, and larger quantities of cheap hydro power. Extreme high or low levels limit the use of shoreline recreational facilities, and impair significant natural features such as Point Pelee and Long Point.

Lakes Superior and Ontario are now regulated by outlet control structures. Many of those concerned about shore property think that regulating the intermediate lakes would reduce problems there. But regulating the intermediate lakes would reduce problems there. But regulating the Great Lakes-St. Lawrence system is like trying to close an overfull suitcase: push in one item and another pops out. What would help property owners on Lake Erie could hurt property owners in Montreal, and could also hurt other interests on various lakes. Also, there is so much water in the lakes relative to the annual flows through them that regulation in response to water level extremes can take months or years to be effective. In depth IJC studies have examined further regulation in light of the benefits and costs to all interests, and have concluded that it cannot be justified. So far, governments have bought the regulators' solid economic and

engineering arguments. But who knows what will happen in November 1986, if our television screens are dominated by scenes of heartbreak and ruin in Port Colborne or Wasaga Beach?

The regulators of the Great Lakes are in a classic technocratic trap - largely successful in their work and convinced of its merits, but unable to get their message across to the public. Their (mainly) engineering training and experience and their achievements up to now lead them to search for logical answers through logical analysis. They argue what is indeed a sensible case, that we should learn to live with level fluctuations. An aggrieved citizenry does not want to hear logic, however. Politicians, the media, and even the technocrats themselves have accustomed the public to expect quick fixes. We live in a ever more vicious cycle of grandiose political promises further inflated by media buildup, followed by bitter disillusion because the earth didn't move, further deflated by media teardown. As for us technocrats, planners and their professional brethren have always

prospered by suggesting that remaking the world as per a map, drawing or design will make it an infinitely happier place to live. The chasm between technocrats on the one hand, and public and politicians on the others, is all too familiar to those who have the eyes to see both sides.

With their more interdisciplinary training and experience, planners are perhaps more able to see both sides than other professionals can. Great Lakes regulation is one of many land and resource management issues where others have played lead roles because of traditional jurisdictional or professional boundaries, but where planners might be able to help bridge the gap between unrealistic public expectations and the strict certainties of the specialized professions. The alternatives are increasingly violent collisions between the traditional regulators and the public, or political imposition of third rate solutions.

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

EXPO CREATIVE TOOL

con't from pg. 1

The standard argument for the positive aspects of a major project like a world fair is that it produces a shot in the arm for the local economy and leaves a multitude of tangible benefits long after the euphoria of the fair has fizzled. The investment in the infrastructure necessary to support a world class event will remain for the benefit of the community long after the fair is but a memory.

A counter argument to this boosterism theory was delivered by Charles Blackorby, at the C.I.P. conference session on world fairs.

Burst of Creative Energy Needed

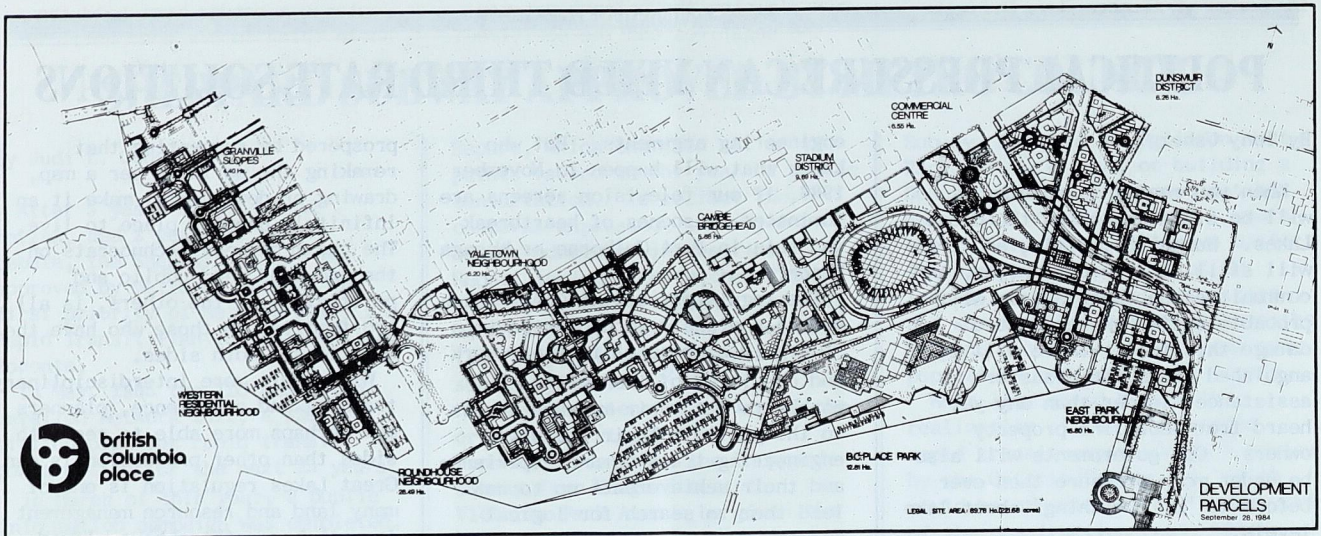
These arguments, while convincing in the abstract, overlook the all important factor of human nature in the collective actions of economics and city development. Human beings are most creative under pressure

and crisis situations. While, theoretically, one can work steadily towards a goal every day of the year, a series of deadlines will produce bursts of energy far above the norm and achieve results unattainable under normal circumstances. A world class event is such a crisis situation. It is a party, a gala event where cities, companies and individuals are challenged to produce the best they can.

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In terms of laying the groundwork for future urban development, Expo 86 is a success. The fair and projects associated with the fair have been carefully planned to shape the growth of Vancouver and create opportunities for development.

Vancouver's sparkling new skytrain is an example. The fact that the system was built and in operation by the spring of 1986 can be at least partially attributed to Expo 86.

Vancouver would have eventually developed a rapid transit system but Expo 86 was a strong catalyst that precipitated the decision and accelerated the process.

Expo's True Value

The greatest impact of Expo 86 will however take place after October 13, 1986, when the temporary structures are dismantled and the BC Place Corporation begins to implement its development plans. These envisage a water's edge city of over 10,000 residential units, office and retail commercial (5.4 million square feet), a hotel (980,000 square feet) and 72 acres of parks and marinas, replacing and even outgrowing the Expo site (see plan).

Even if development of the site does not proceed at the desired pace because of fluctuating economic circumstances, the opportunity has been created and

the plans can be adjusted to capitalize on new trends. It is doubtful if such a vast site could have been created under the normal urban renewal process without the concentration of energy and resources brought about by Expo 86.

This forethought (i.e. planning) may distinguish Expo 86 from many other world fairs. If the strategy works then Expo 86 will have been used as a creative tool to bring about significant positive changes in the growth of Vancouver. Many of the previous fairs have been spectacular explosions that dazzle for a few short months but then fade and leave a burnt out hole in the urban fabric. Expo 86 may be an explosion that creates.

MANAGEMENT

HOW TO DECODE WRITTEN REPORTS

By John E. L. Farrow

Recently I conducted an operational review of a planning department. Discussions with the Planning Director about the focus of the work and the results to be achieved identified a concern about the effectiveness of the department's written reports. The Director faced a problem all managers face at some time. He could write good reports, but did not have time to train his staff to reach a similar level of competence.

We decided I should address this

issue and, after my staff editor had diagnosed the problem, we developed a training program. From this, I have selected some guidelines which may prove useful to planning scribes at large.

Customize the Reporting Style

Most reports from any department tend to follow a standard format, regardless of purpose or audience. But, information reports are different from reports which make recommendations, and politicians, senior managers, and technical staff each have different needs. Reports should be tailored for different purposes and audiences.

Information Reports Should Be Standardized To Achieve Two Things:

- Convey the information within a logical framework so that the specific information is understood within a defined context.
- Present the most important information first.

Reports Leading To A Recommendation Should Be Persuasive

Readers need to know the conclusion in order to be interested and understand the supporting data. This is a guideline which should be followed for the report as a whole and for the individual sections.

Different Audiences Have Definite Preferences

Politicians and senior staff have conflicting needs which must be balanced carefully:

- Politicians are short of time; therefore, they need the recommendation first, followed by supporting data and arguments.
- They need differing points of view presented and discussed.
- The alternatives to a recommended course of action need to be clearly stated and evaluated.

On the other hand, technical staff require reports which follow a logical model that generally begins with objectives and concludes with recommendations.

Good Judgement Is Necessary To Eliminate Irrelevant Material

The writer of any report must be clear about its purpose and focus the material on this purpose. If you are trying to achieve more than three objectives with a single report, you are likely to fail. So the first step is to develop and define a clear objective.

Irrelevant material confuses the reader and dilutes the impact of your reasoning. Many reports I see contain extraneous material which is distracting. Make sure you have a reason for giving each piece of information. It is not enough to say you want to increase the reader's understanding. You must be able to justify all this information and explain how it specifically serves your purpose.



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Maintain Credibility

All decisions involve some risk; therefore, it is natural for the decision-maker to be a skeptical reader. Anticipate and respond to this skepticism by:

- being accurate,
- not overstating your arguments,
- supporting each conclusion with evidence from a number of sources,
- identifying assumptions and sources,

- explaining the balance between the negatives and the positives, and
- being definite about the uncertainties. Many planning analyses involve probable outcomes from a number of events. Express these probabilities clearly.



JOHN E. L. FARROW

Once you lose credibility with the reader, all your future efforts are wasted.

Give The Reader A Map

A reader works through a report line by line and tries to anticipate what's ahead so he can mentally adjust to the twists and turns. He often anticipates incorrectly and has to backtrack and re-read material; this is aggravating. Provide sign posts throughout the report with headings and conclusions that come at the beginning, not the end of each paragraph.

Avoid Overload

Short paragraphs and sentences are easier to read, especially for busy people who are constantly interrupted. To understand a

sentence a reader must hold the whole thing in his head until he gets to the end. A long, dense sentence often requires re-reading to get the meaning. Sometimes the reader doesn't bother and the thought is lost.

Use Active Language


Verbs are the organizers and they carry the reader along. Look carefully at your sentence structure and use active, not passive verbs, where possible.

Avoid Over-Writing

Too often, reports attempt to be persuasive by repeating the same thought in different words, for example, "This proposed development will overload the road so it is operating above its design capacity." This technique should be saved for occasional, special emphasis, and then do it crisply. "This proposed development will overload the road. It will then be operating above its design capacity."

The above guidelines were selected to address problems most likely to arise in planning departments. However, it is usual for each department to develop its own stylistic idiosyncrasies.

Review your department's reports with a critical eye and determine whether they are effectively achieving the department's objectives.



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NATIONAL DEBATE ON CAPITAL NEEDED

By Alan Demb

The National Capital Commission may have to worry about private buildings overshadowing the structures on Parliament Hill, but they needn't worry about being outclassed. If anything, downtown Ottawa suffers from a bad case of banality. Most of Ottawa's commercial architecture is less than distinguished. Indeed, many new buildings seem simply 'cut off', in adherence to the policy on height limits. The result is not symbolic of the national capital.

The NCC is quite aware of the problem. In a discussion document called "Plan for Canada's Capital" released earlier this year, the NCC says, "It is necessary to go beyond mirrored glass and concrete; to show how people can use and enjoy the Capital's attractions and public spaces while learning something about Canada's past, present and future".

There's no question that the national capital has a beautiful setting: rivers, canals, parkways, parks, and bluffs with the Gatineau

Hills in the background. It's also true that the national capital is getting a little scruffy around the edges, something that the new National Gallery and the National Museum of Civilization won't solve by themselves.

The NCC feels that the time has come to shift "the emphasis placed on the functions of the Capital, away from the administrative and support functions, towards the political and cultural functions". The subtext seems to be the national capital as symbol of national purpose and reconciliation.

The trouble is that, while the documents are for discussion and consultation, the debate may not be national in scope, even though "Our client is the Canadian public", according to the NCC plan. So far, the land use and urban design concepts produced by the NCC to guide the Capital's development into the twenty-first century haven't been circulated much beyond the municipalities, regional governments, the two provinces, and other federal agencies with whom

the NCC shares governance of the 4,662 square kilometre national capital region.

To date, NCC Chairman Jean Pigott hasn't taken the "Plan for Canada's Capital" on the road to encourage public input across Canada. Bringing the national capital up to scratch is going to take more than a national debate about changes in direction, however. It's going to take money, a longterm capital commitment, certainly co-ordination among the federal and junior governments. If the national



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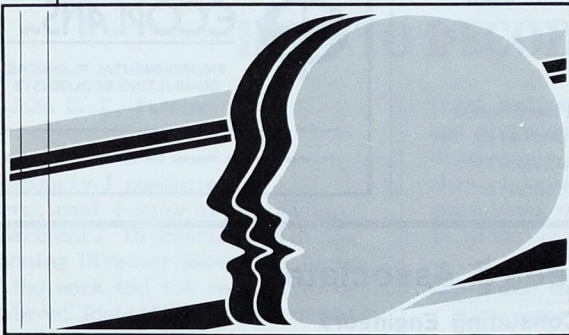
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capital is to be a showcase, it should apply to the process, including the costs, not just the product. As the NCC plan puts it, we're all the clients, aesthetically and financially.

Alan Demb is the publisher of 'Hotline' and 'Land Use Report' in Toronto.

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PERSPECTIVES ON PLANNERS AND PLANNING



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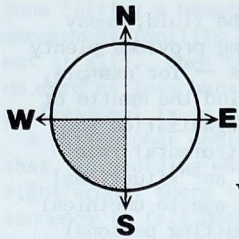
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**CAMBRIDGE:
THE TOYOTA EXPERIENCE**

By John L. Cox MCIP

On June 12, 1986, members of the Southwestern Ontario Division met at the Cambridge Holiday Inn, located close to the proposed Toyota site. The plant will consist of one million square feet on 377 acres and will employ 1,000 people.

The meeting was chaired by **Don Radford** of the City of Brantford. Three representatives of the City of Cambridge provided information on their experiences to date with the locating of such a major industry in the City.

Bill Allcock, Manager, of Business Development, spoke on the background negotiations from Toyota's announced expansion to Canada and the U.S. in July 1985 to the announced location in Cambridge in December 1985. **Fabian Bandoni**, Director of Engineering, discussed servicing the site, which is expected to cost approximately \$30 million.

Don Smith, Commissioner of Planning, discussed the planning input. He noted that the normal planning process was abbreviated (by such methods as obtaining a Ministerial zoning order on the site) but it was a cost/benefit question where such a major project is involved. He also noted the major problem was communications between the various government levels, other review agencies, Toyota and the public. He felt such a project should be directed by a small centralized group which could establish a critical path for the project.

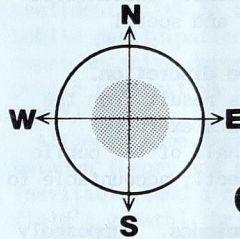
Since the development process is not yet complete, there may still be much to learn.

Jeff Watson Steps Down as SW Editor

After a long and illustrious career as Editor of the SWOC Newsletter and later as South-Western Editor for the **Journal**, Jeff Watson has stepped down, citing pressure of work and the feeling that the Regional Editor should be physically located closer to the executive to get the best results.

Jeff's contributions are much appreciated and will definitely be missed.

Brent Clarkson is currently searching for a replacement. He or she must have a lively sense of what's newsworthy and be prepared to badger people to make good on promised articles.



CENTRAL

Joseph Curtin Receives Appointment

Joseph Andrew Curtin, MCIP was appointed Chief Hearing Officer for Niagara Excerpment appeals in July. Mr. Curtin was previously an adjunct Professor of Planning at the University of Waterloo and during the 26-month Niagara Excerpment Plan hearings, he represented the Coalition on the Niagara Escarpment.

Don Knight Retires

On September 30th, Don Knight, MRTRI, MCIP, retired as Director of Development, Region of York, having masterminded in excess of 1700 technical reports in his 15 years with the Region.

Don previously worked for the York County Board of Education and the Subdivision Branch of the Province. Having first ventured to Canada from the wilds of Surrey, England in response to an advertisement for qualified planners in 1967, Don has now retired to the south of England. His many friends and colleagues

wish him all the very best. We also wish Don and his family success in re-learning English. (Adapted from a full biography prepared by Bill Addison)

Fall Program Shapes Up

The Central Ontario District's fall programming began in energetic fashion September 20th with a day trip to historic Kingston. About 40 planners toured City Hall and other sites, ending with a visit to a brew pub. Kingston's Planning Director and Mayor both addressed the group during the course of the day.

On the 24th, a joint session with the Municipal Land Section of the OBAO heard from Juri Pill, the TTC's General Manager of Planning.

October 17th is OPPI's AGM, held in conjunction with the Ontario Planners Conference. A full report on this session will be given in the November/December issue of the Journal.

The following week, on October 22nd Mississauga will be the venue for a program event focussing on the views of three Metro area Mayors. The event is being organized by John Faulkier of Woods Gordon.

In mid-November, Gord Buckingham will be trying to lure people to a "relaxed venue" to hear a lunch time discussion about planner exchange opportunities. The year closes with the 2nd Annual Christmas Blast, to be held in a yet to be named exotic location in downtown Toronto. It is hoped that last year's successful format can be repeated.

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PLANNING AND ETHICS: MAKING THE LINK

By Reg Lang and Sue Hendler

As planners engage in social intervention, moral and ethical issues inevitably result. In our last article we presented some examples in the form of a self-survey (we'll report the results next time). In this one we focus attention on how the field of ethics can assist planners in making ethical choices.

Ethical Issues in Planning

Wachs defines four categories of ethical issues in planning practice:

Everyday Behaviour. Conflicts of interest, leaking reports and distorting information fall into this group, routinely encountered in professional and social relationships.

Administrative discretion. Ethical dilemmas result from the fact that planners exercise judgement on behalf of the public but are not directly accountable to an electorate.

Planning techniques. Supposedly value-neutral tools such as cost-benefit analysis and impact assessment are embedded with values that predispose their users toward certain options or interests and against others.

Plans and policies. Ethical principles are embodied in plans and policies which reflect community values, deal with choices among ends and means, impinge directly on people's lives, and often involve redistribution of resources and impacts. The very purpose of planning is called into question: Why is it done? Whose interests does and should it serve?

Ethical issues become increasingly complex in planning practice with its numerous actors, contending interests and conflicting responsibilities (eg. to the public interest, employer or client, the community, the profession, an immediate peer group of colleagues, and our own consciences). What is a planner to do? No one likes to be caught in an ethical dilemma in which the only choices are to abandon one's principles or resign. Most of us try to avoid getting painted into

that corner. The fluid, messy world of planning provides plenty of escape routes -- for example, withdrawing behind the mantle of the employing organization and assuming an instrumental role, treating ethics as "situational", turning a blind eye to unethical behaviour, or putting personal loyalties ahead of the public good.

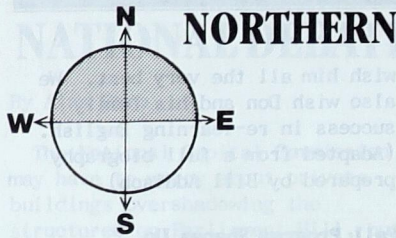
A code of ethics and professional conduct is one means a profession has to remind its members of their ethical obligations and provide guidance in meeting them. Such a code establishes standards to which the profession aspires, expresses general agreement on what is best, and imposes obligations. In devising its code, a professional organization can let itself be guided by general values of society, draw upon the collective experience of the organization's members, and exercise common-sense judgement. But can the field of planning also get help from the field of ethics? We think so.

Connecting Planning and Ethics

A branch of philosophy, ethics is the study of moral behaviour and judgements. A key concept from the field of ethics is that it is possible to evaluate a given behaviour and give coherent reasons why it is good or bad. Kaufman argues that planners need to cast aside the notion that choice is murky and best left to intuition. Rather, careful thought based on ethical analysis can aid the professional in determining right or wrong in specific situations.

What criteria can be used to decide whether a given action is ethical? In everyday life people rely on culturally-received behavioural norms from such sources as family upbringing, formal and informal education, religion and role models. Most of us try to Do Unto Others, Seek Truth and so on.

Wise as these axioms may be, though, they are seldom sufficient, especially in complex situations. Consider the admonition to Do Good, or at least Do No Harm -- prudent counsel for planners. As Bolan points out, planners often find themselves in situations where



NAKINA'S FATE HANGS IN THE BALANCE

- Abridged from a C.P. Article, dated July 30, 1986

By Jeff Celentano

The fate of a remote community in Northern Ontario will be decided by the end of August when the Canadian Transport Commission announces whether it will allow CN Rail to abandon the station at Nakina, Ontario and stop changing crews there.

Municipal officials in Nakina - a township of 1,100 people 260 kilometres north-east of Thunder Bay - fear the proposed shutdown spells the end of the community. It would leave one-quarter of the homes vacant and seriously erode the tax base. The community's Lawyer, John Hornak said that of the 425 working people in Nakina, about 90 will leave when the employees, their spouses and other people whose jobs depend on CN's presence leave.

The community will also suffer a substantial reduction in the tax base, causing an increase of nearly 70% in water and sewage bills.

Terrance Hall, CN's Lawyer, said closing the station would save the railway \$1.2 million annually and the company has done everything reasonable to reduce the effect of the "runthrough". CN has already signed contracts with employees to buy their homes at fair market prices and has promised to move eight engineering employees into Nakina to maintain the CN presence.

Another major employer in the community is a Kimberly-Clark paper mill which employs between 160 and 180 people.

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their proposals will produce some good and some harm (a new industry creates both jobs and pollution) or, worse still, where harm will result no matter what is or isn't done (siting a hazardous waste management facility here, there or not at all). When the choice is to do more or less harm, the professional is in an ethical bind.

A philosopher would remind us that, in deciding what is right/wrong, there is often a tendency to fall back on one of two fundamental and differing positions: **ends-oriented** (teleological) and **means-oriented** (deontological). In the former position, ends are what count and good ends can justify bad means; in the latter, an act in and of itself determines whether it is good or bad. And so, proponents of a project that will forcibly relocate people argue that its benefits to the many justify the disruption it will cause for a few; meanwhile, opponents argue just as strenuously that doing harm to people is wrong in itself and cannot be justified by good intentions. The clash between ends- and means-oriented positions and the need often to seek balance between them is a common feature of planning problems but it can also be found in planning principles and methods. Arguing "the greatest good for the greatest number" and seeking an excess of "benefits" over "costs" exemplify practices rooted in teleology while statements such as "land is a sacred trust that should never be abused" reflect deontology. Planners who add ethical analysis to their repertoire of knowledge and skills therefore can become more adept at systematically analyzing difficult situations, addressing the moral content of competing claims, and arriving at sounder and more defensible bases for informed ethical judgements.

The sub-field of applied ethics offers another method that has been attracting attention -- the development of what Bayles and others have called "bridging principles". These are guidelines for behaviour that mediate between abstract ethical theory and actual practice situations. An example is telling the truth in professional relationships. This principle, derived from the field of ethics,

responds to the planning field's practical need for trust between client and professional. But truth-telling is seldom a clear-cut imperative; conflicting responsibilities can create difficult choices. Bok's provocative book on lying illustrates how practitioners may be aided by bridging principles taken a step further. She suggests that before practicing deception or some similarly questionable tactic (such as whistleblowing or leaking information), we (1) consider alternative ways to achieve the purpose underlying that tactic, (2) weigh the moral reasons for and against, and (3) ask ourselves how a jury of our peers would judge the contemplated action. The use of bridging principles might similarly help planners reconcile such ethically based conflicts as open access to information vs confidentiality to client, full public participation vs representative democracy, and the public interest vs equity (as in NIMBY).

Although some disagreement between theory and practice is inevitable (and a stimulant to the field's growth), bridging principles could focus the controversy on difficult cases while usefully guiding the remainder. In this way, ethical analysis and the formulation and testing of bridging principles offer planners a rational and defensible means of promoting moral behaviour.

In Closing ...

Since planning is intended to lead to action, many planning decisions unavoidably become moral judgements, not just conclusions. Responsible behaviour then becomes the central issue. Professionals

naturally want to be competent and effective, to do things right. But the responsible professional also strives to do the right things, to be ethical. To assist its members in this regard, a profession can do several things. One is to guide practitioners toward appropriate planning behaviour; that is the role of a code of ethics (the subject of our next and last article). Another is to enhance the planner's ability in ethical analysis -- to think through what is right and wrong in specific circumstances. Paralleling these is a further need, to make the discussion of ethics and the "ethical impacts" of planning a legitimate and routine part of the professional planner's work.

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FIRST CLASS

OLDER INDUSTRIAL AREAS:

Planning for Revitalization

In 1982, the Ministry published a report entitled "Older Industrial Areas: Strategies for Improvement" which identified the need for renewal activity in the older industrial areas of Ontario's urban municipalities. That report recommended that, as a first step, an economic and planning review be undertaken to determine the market feasibility and scope for local improvement activities. Based on that recommendation, the Ministry has now prepared a new report entitled "Older Industrial Areas: Planning for Revitalization" which is intended to:

- provide information about the nature of older industrial areas;
- explain the findings of six case study communities;
- suggest a methodology to determine whether or not these areas should continue in industrial use or be allowed to convert to another land use; and,
- provide guidance on the content of a Development Plan to revitalize these areas and the process to implement the plan.

This new report takes the position that older industrial areas are a key part of a

community's land inventory for economic development and a resource that has often been overlooked.

Copies of the report are available from the Ontario Government Bookstore at 880 Bay Street, Toronto. For further information, please contact Louis Spittal, Manager-Research, Research and Special Projects Branch, Ministry of Municipal Affairs, 777 Bay Street, Toronto M5G 2E5.

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Stuart Tufts has recently arrived in Toronto from B.C. Equipped with a Masters in Planning from UBC, Stuart has experience in development, neighbourhood and municipal planning. He is looking for an entry-level position anywhere in Ontario and can be reached at 488-2356.

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Francoise Caron, a fluently bilingual graduate of Universite de Quebec a Montreal, has recently moved to Toronto in search of a

planning job. She is an experienced researcher, with stints at Quebec's Ministry of Municipal Affairs and the Montreal Institute of Scientific Research to her credit. She can be reached at 535-8413.

ON THE WATERFRONT, 1986

The "On the Waterfront, 1986" conference was held in Gravenhurst at the Muskoka Sands Inn in June. The conference was sponsored by OPPI, Min. of Municipal Affairs, Association of Consulting Planners and the Town of Gravenhurst.

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