

# ONTARIO PLANNING JOURNAL

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INSTITUT CANADIEN DES URBANISTES

## TORONTO '87 SHAPES UP AS A "MAIN EVENT"

CIP's National Conference will be held in Toronto this July. As you will have gathered from the mailings and advertisements, the theme is an eclectic one that is aimed at developing an expanded concept of planning. As Conference Chairman **Diana Jardine** explains, "By recognizing the many disciplines and forces that collectively shape our physical, social and economic environment, we are issuing a challenge to all planners to critically examine their skills, attitudes and personal profes-

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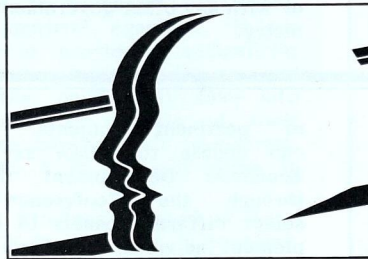
## President's Message

Let me begin by welcoming the planners in Eastern Ontario into the OPPI. I know your participation as the Eastern District will help this organization become what it was intended to be - a very strong professional organization not only Provincially, but also on a National basis.

1987 will be a very busy year, highlighted by the CIP National Conference in Toronto in July. Conference Chairman **Diana Jardine** and her organizing committee have prepared an exciting program. I urge all members to

con't pg. 2

## OTHER VOICES

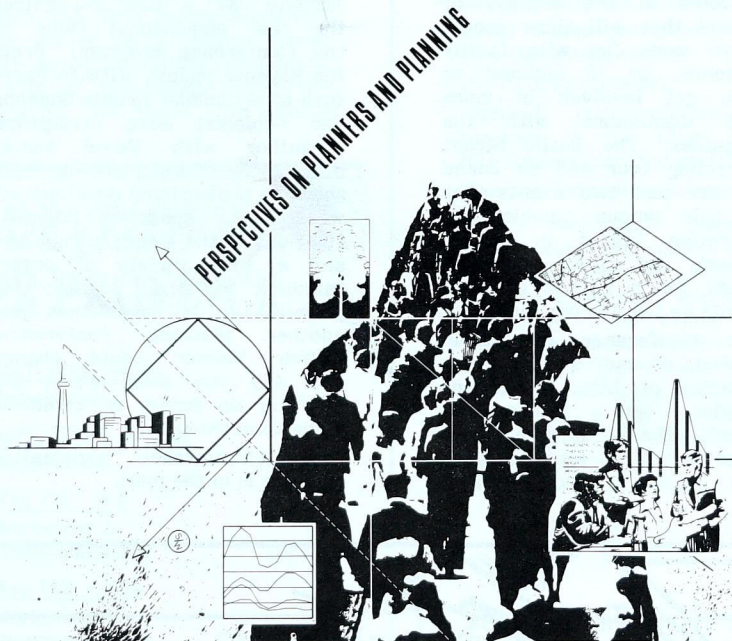


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1987 NATIONAL CONFERENCE

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HILTON



Ms. Diana Jardine, Conference Chairman 3206 Yonge St., Toronto, Ontario M4N 2L3 (416) 483-1873

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## JOURNAL COPY DEADLINES

• MAR. 15 ..... MAR./APR.

## Message cont'd from p. 1

offer whatever support they can, particularly attending the event. Another major initiative for 1987 will be the series of Professional Development Seminars to be run across the Province by Ryerson. This program is being co-ordinated by **Mary-Ellen Johnson** and **George Peter**. Student Liaison initiatives, a Scholarship Program, and the Student Mentor System will also be initiated in 1987.

1987 will see the OPPI Executive Committee dealing directly with the Province through the office of **Milt Farrow**, Assistant Deputy Minister, Ministry of Municipal Affairs. The Liaison Committee will meet four times a year with Milt and his Branch Directors. So that the Executive can raise issues of interest and

concern to the Membership, I would ask that you send me a note outlining any matters of legislation, policy or program which you



Stephen M. Sajatovic

feel this organization should raise with the Province; either with the Ministry of Municipal Affairs or with any other government Ministry.

I want to close by wishing you all a very happy, healthy, safe and prosperous New Year. I ask you to remember that you can only expect results, services and achievements from this Organization directly in proportion to your contributions to it. Get involved!!

Stephen M. Sajatovic, M.C.I.P.,  
President, OPPI,  
January, 1987.

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## Retirement Housing Conference

Toronto's Hotel Admiral is the location for a conference entitled "Retirement Housing", scheduled to take place on April 23rd and 24th. The focus will be on planning, developing and management of retirement housing, and will involve developers as well as health care specialists.

The Conference is being organized by the Institute for International Research. A full calendar of events is available from Kirstie Miller at (416) 928-1078.

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## OPPI FRENCH SERVICES POLICY

On August 8, 1986, the OPPI Executive Council adopted the following policy related to the provision of French Language Services to its members:

"The OPPI Executive Council agrees to provide French Language Services to its members on an 'informal' basis. The services to be offered will include bilingual standard forms (letterhead, envelopes and invoices, certificates, other forms, etc.), responding to letters and telephone calls in the language of the initiator, and accepting and printing articles for The Journal in both English and French, and that each District should be left to determine its own policy with respect to French Language services."

On September 12, 1986, the OPPI Executive Council adopted the following name as the French equivalent of the OPPI:

**"Institut des Planificateurs Professionnels de l'Ontario" (I.P.P.O.).**

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## OBITUARY

Melba Thrift, wife of Eric Thrift, FCIP, died in Kingston in January. The Journal extends its sincere sympathy.

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## Main Event cont'd from p. 1

sional goals. We hope that the effect will be to create a climate that helps every type of professional involved work more effectively together."

The Conference program begins on Sunday, July 5th, with tours in the vicinity of the hotel that will allow people to have some fun with family or friends, or if inclined to do so, get involved in more serious discussions with the tour guides. The Leslie Street Spit cycling tour and an Island picnic are just two events that offer this unique combination. Registration begins on Sunday afternoon, so that everyone is ready for a packed program of events on the Monday morning.

"The Conference is loosely organized around a sub-theme of Quality of Life, Investment Strategies and Management Options", Diana Jardine says. "Delegates will be able to select panels from a wide variety

of pertinent subjects. You can choose to follow say, an Economic Development theme through the Conference or select different panels to complement individual interests".

Half of the registration cost is tax deductible - a first for Toronto '87 - that recognizes the real educational value of the Conference program. From the keynote panels, with speakers such as economist **Kristin Shannon** and ecologist **Jake Livingston**, co-author with David Susuki of CBC's award-winning TV show, to professional development workshops, hands-on demonstrations of the latest technology, and a wide variety of entertainment options, Toronto '87 promises to be more than just another planning conference. "Other Voices" could change the way you think about the job you do today, or could be doing tomorrow.

The Conference registration package is in the mail.

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# THE POTENTIAL OF PROVINCIAL POLICY STATEMENTS

by Tony Usher

For those heretics among us who believe that a planners institute can include those who didn't go to planning school, and that planning can encompass more than the Planning Act, two Ontario legislative initiatives of recent years stand out. Both are excellent concepts; neither are well understood and/or used to potential. I wrote about the Environmental Assessment Act in this column three issues back. Just as significant are the policy statement provisions of the 1983 Planning Act.

Section 3 of the Act allows the Province to set out policies on matters of Provincial interest (enumerated in Section 2), without taking away municipal powers to prepare and administer municipal plans. Municipalities, approval agencies, and the Municipal Board must "have regard to" these policies, allowing some latitude for variance in special cases. The mechanism is elegant. It could have been used to achieve most of the benefits of the Niagara Escarpment Planning and Development Act, without the costs of that Act's catastrophic damage to the reputation of comprehensive land use planning in Ontario. However, Section 3 will live up to its potential

only to the extent that the Province uses its powers to issue policy statements.

What is Section 3's potential? In writing about the Environmental Assessment Act, I suggested that an economist might call that Act "the Externalities Act". Similarly, the matters of Provincial interest enumerated in Section 2 of the Planning Act are by and large externalities. Section 2 is the sole basis for bringing those considerations into municipal planning. Section 3 is the only route leading from the very broad statements of Section 2, to explicit policies useful to planners, developers, and approval agencies. If we want to provide municipalities with meaningful guidance and direction on how to take into account the impacts of their actions beyond their boundaries, Section 3 is the only game in town.

The Province's record on Section 3 is not too encouraging so far. The new Planning Act was proclaimed in August, 1983. Nothing happened until 1986, when the first policy statement was issued in a lovely binder with space for future statements. Drafts of two others were circulated. All three - on mineral

aggregates, foodlands and floodplains - are revisions of policies issued by Cabinet before the 1983 Act.

Some other long-standing initiatives, wetlands preservation for example, may eventually lead to policy statements. The Liberal administration deserves credit for getting Section 3 moving, but so far it has used it only to dress up old Conservative policies in new clothes. The new government's openness and innovation in environmental matters do not seem to be matched in the planning realm.

My biased and no doubt uninformed short list of matters of Provincial interest that could be considered for policy statements includes:

- naturally significant features (not just wetlands);
- culturally significant features, and the reflection of Heritage Act provisions in municipal plans;
- water quality;
- lake capacity for development;
- Great Lakes shoreline protection and management;
- the CORTS policies;
- regional transportation and services in the (dare I say it?) Toronto-centred region;
- planning for senior citizens.

What's your list? Don't get carried away; the policy statements binder only has room for eight, and three slots are spoken for already. The reader who sends in the most creative suggestions for five future policy statements will (a) see them published in a future column, and (b) get to send them to Mr. Grandmaitre.

## OPPI PROFESSIONAL DEVELOPMENT WORKSHOPS COVER PROVINCE

The Ontario Professional Planners Institute is offering two separate workshops this spring to hone planners' professional skills. The first of the workshops will be conducted by **Larry Sherman** of Ryerson and the IBI Group, and will focus on Mediation and Negotiation. This has been an extremely popular workshop in the past.

The second of the workshops will be conducted by **Sheila O'Neill** and **Barbara Orser** of Ryerson, and will consist of separate sessions on Effective Communication and Marketing Your Plan.

Each workshop will take place over a Thursday and Friday on the following dates:

<u>April 10th - 11th</u>	
<b>Negotiation</b>	London
<u>April 30th - May 1st</u>	
<b>Negotiation</b>	Hamilton
<u>May 7th - 8th</u>	
<b>Marketing &amp; Communication</b>	Toronto
<u>May 14th - 15th</u>	
<b>Marketing &amp; Communication</b>	Thunder Bay
<u>May 14th - 15th</u>	
<b>Negotiation</b>	Toronto
<u>May 28th - 29th</u>	
<b>Negotiation</b>	Ottawa

Look for further information in the near future.



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### Grant Lee Assumes Presidency of Marketing Organization

Grant Lee, MCIP, Marketing Co-ordinator for The Proctor & Redfern Group, was elected President of The Toronto Chapter of The Society for Marketing Professional Services.

The 1987 SMPS program will include at least six luncheon meetings between January and October, as well as a retreat in Toronto for Directors of North-east Region Chapters to discuss marketing-related issues. A special day-long workshop for SMPS members only is planned for early June.

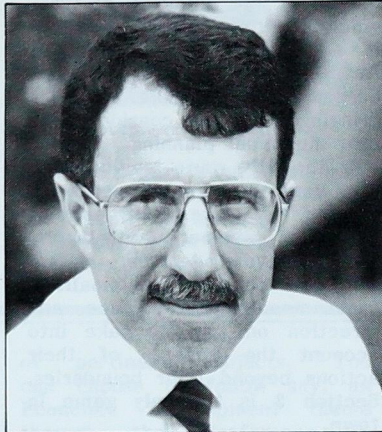
The Chapter also plans to publish a four-page newsletter four times during 1987, which will include sections on a variety of subjects including general marketing information, news about members and the companies they work for, and letters to the editor.

Information about the SMPS can be obtained by contacting Grant Lee at (416) 445-3600.

1987 marks the beginning of the fifth decade of professional service for **Morrison Hershfield Limited**, a structural and civil engineering firm with offices in Toronto and Ottawa. Formed in 1946 by University of Toronto professors Carson Morrison, Charles Hershfield and Mark Huggins, along with Joseph Millman, the firm's current staff numbers over 70, and includes engineers, scientists, technologists, designers, technicians and drafting personnel.

Morrison Hershfield's services are offered for commercial, institutional, municipal, residential,

transportation, communications and recreational projects. Clients typically include owners, developers, architects, government agencies, lawyers and property management firms. The activities of the Micro Climate Studies group in Guelph is now organized as a separate firm, RWDI Inc., or Rowan Williams Davies Irwin.



Mo Magued

The firm has long been involved with various elements, both old and new, of the urban infrastructure. The design and rehabilitation of numerous bridges and roadway structures throughout Ontario (including the F.G. Gardiner Expressway in Toronto), major rail relocation work, and the renovation of historical buildings are among the tasks that have gained the company the respect of its professional colleagues.

In September 1986, Dr. Mohammed (Mo) Magued, was appointed President of Morrison Hershfield. In addition to his new responsibilities, he continues to direct the firm's Transportation Group.

### To Word Process or Not To Word Process?

Does your office have word processing equipment? Do you do your own typing? One way to test the advantages of word processing without a large capital outlay is to use a service bureau. The names of service bureaus can be found in the Yellow Pages (under Word Processing or Typing), at copy/print shops or from other planners/consultants.

#### "How Much Will It Cost?"

For a basic rate of \$25 to \$35 per hour, you will probably get: initial typing (input) of six to eight double-spaced pages per hour, depending on the legibility of your work; a printed, draft copy for you to proofread and edit; correction of input errors (editing changes cost extra, based on time) and printing of the final copy. Long-term storage on disk (eg. up to two years), proofreading and minor grammatical editing may also be included.

Before you leap after the lowest rate in town, check the services provided, the print styles available and the overall quality of the work. And trust your intuition or gut feeling about the place. If it doesn't feel good, you probably won't be satisfied in the end.

#### To Type or To Word Process?

Use this as a general rule: typing will be cheaper if you only do it once. But if you plan to edit, revise or store your reports, proposals or mailing lists for future use, it will pay to word process them.

And by the time you're through, you'll wonder what you did without it.

Contributed by Eric Hellman, who is a former environmental consultant, who now works with **New Age Word Processing**, a Toronto word processing service bureau. He can be reached at (416) 656-6257.

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### Editor's Note

Erica Engel will no longer be able to compile this column owing to new job responsibilities that involve a lot of travelling.

Anyone interested in taking over this position is invited to contact Glenn Miller at (416) 977-1400.

# ODE TO 1987, THE YEAR OF ...

by Peter Neice

It's New Year's Eve and I ask myself - "what are the unfolding frontiers for 1987?"

Is the economy on an extended roll?

What lies ahead for the provincial fringes?

The Southwest - 30% overcapacity in auto production looms threateningly closer (1990).

The North - the roller coaster resource ride goes on.

The East (where all roads lead to Ottawa) - further cuts in the bureaucratic ranks?

Vacationland - on another roll? Let's play!

Toronto - well, it runs on its own inertia with the 1996 Summer Olympics the latest plutonium for continued growth.

The environment - have we poisoned ourselves irreversibly? Waste disposal, toxic incinerators, poisoned rivers all loom large. Diagnosis: Cancer. Prognosis: Failing.

The farm economy continues to falter - will there be a subtle shift from rural planning to rural redevelopment?

While the year will be the judge of my unofficial predictions, I believe there is a need to examine what is really happening to our rental stock, particularly in this International Year for Shelter of the Homeless (IYSH). Out in the far flung fringes of the Province, private industry has walked away from creating new rental accommodations, preferring to capitalize on the sure bucks in the single detached market.

Who's filling the breach? Why, the Province (in co-operation with the Feds) of course - you and me and our tax dollars. The public purse can only afford to do so much. I believe a strong push is needed to lure that unlimited pool of private capital back into the rental marketplace.

We are all aware of the housing stratas that exists in our society. With limited new market rental units coming on stream, a tremendous crunch has been created for the fixed rental base. Now more than ever, affordable rental accommodation is needed. Not "core need", "most-in-need" or "shallow need" rental units, but units for moderate income households. Home ownership is

fast becoming a luxury. Demand for rental units far outstrips supply, notwithstanding the Ministry's good intentions.

Perhaps we have not noticed, but I believe there has been a subtle, yet dramatic, change in the fabric of our communities. They have become suburban enclaves of monotonous single detached blandness, while the rental stock continues to dwindle.

Planners and our political masters have paid only lip service to official plan goals to increase affordable rental stock. We have been all too quick to embrace market forces, the "good times" - condos, upscale rental units, maximum cost the market will bear, maximum profits. Are our efforts now coming back to haunt us? We clearly have not been forceful enough in defying market forces to fulfill an important social responsibility.

The gap between rich and poor continues to widen. Developers have catered to the housing needs of the wealthy while governments have been scrambling to address the needs of the less fortunate. But what of the needs of the ever widening working middle class? As the crunch worsens do local municipalities open themselves up to Maryland (New Jersey?) type constitutional challenges?

At the provincial scale I feel OPPI must take up the challenge, exercise its mandate. We must lobby the province to get private capital back into the affordable rental housing market.

At the local level perhaps a recent developer's suggestion needs further serious consideration - that municipalities require 25-30% of a proposed subdivision be dedicated for moderate affordable housing, thereby keeping the land cost component low and overall construction costs down. At first this suggestion, from a developer no less, came as a shock. Would implementation be fraught with private market resistance and objections? But on second thought, perhaps he's on the right track. Municipalities need to flex their muscles a bit.

So in 1987, let's remember to "make it affordable!"

Peter Neice is Regional Editor for SWD.

## OSCM represents environment Comment on OPPI by-laws

This is in reply to an article by Tony Usher [Vol. 1 (3)]. In paragraph 6, Mr. Usher states "environmental planners ..... do not have any other professional organization". I would suggest that Ontario Society for Environmental Management (OSEM), which has membership requirements similar to CIP, does provide the professional organizational structure for a variety of disciplines. It acts as a bridge, with Land Architects, engineers, planners and academics as members.

R.S. Dorney, MCIP,  
Secretary-Treasurer, OSEM.

### Comment on the By-Laws of the OPPI

I have been giving particularly close attention to the By-Laws of the OPPI recently in connection with my interest in the new requirements for membership. I have also received a copy of the proposed By-Laws for CIP, and a comparison of these two By-Laws raises some interesting questions in addition to the qualification for membership issue which is not the subject of this comment.

The first comparison deals with how the By-Laws may be subsequently amended. The CIP draft provides that in addition to the Council and an affiliate "any five corporate members may, at any time, propose an amendment to this By-Law." The OPPI adopted By-Law provisions that only the Executive Committee can initiate a By-Law amendment if in its opinion it is necessary or desirable. Once passed by the Executive, it goes to the membership for "confirmation". The OPPI By-Law does not provide for an amendment to be initiated by a group of members.

It may be argued that the Executive Committee is unlikely to refuse to consider a request from a group of members for an amendment, and this may be true.



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But the fact remains that there is no recourse if the Executive Committee is of the opinion that an amendment is not "necessary or desirable."

The second comparison affects the Professional Code of Conduct. CIP's draft is, as far as I can see, the same as before. OPPI's code contains an important addition in the Preamble: "... the member will seek to promote and protect both public and private interests, as may be appropriate to the situation, always acknowledging the primacy of the public interest." (emphasis added). This says to me that if my client or employer, a planning committee or a developer, is about to take action which, in my opinion, is contrary to the public interest, I must bring this situation to the attention of the public - or am I misinterpreting the Preamble?

Of course OPPI or any other affiliate of CIP is not bound to accept and adopt CIP's By-Law and can modify or adapt as it sees fit. However, where significant departures such as the two I have mentioned are made, I do think that the membership of CIP is entitled to an explanation of the need for the departure.

OPPI's By-Law has been adopted and is now in force. I will agree that I - and others - should have read it more carefully and raised questions before it was adopted. But we are all subject to human frailties, and I would not have given the two By-Laws such special attention had I not been involved in an issue that required careful reading of the two documents.

I shall be interested to hear whether my concerns are shared by other members. If they are not, I will write my concern off to paranoia. If they are, then the present By-Laws are not carved in tablets of stone.

George Rich

## INDUSTRIAL TRENDS - IMPLICATIONS FOR MUNICIPAL PLANNING

Although manufacturing in Ontario remains a major source of employment, since 1971 growth in the high technology and service sectors has been dramatic, both in terms of jobs created and new firms established. Growth has been particularly outstanding for computer and related industries, communication services, business services, wholesale and distribution outlets, among others.



The Ontario Ministry of Municipal Affairs has recently completed a study of the relationship between the needs of these new growth industries and current municipal planning practice.

The study looked at new industrial areas in six Ontario communities:

Caledon, Cambridge, Etobicoke, Kanata, Markham, and Mississauga, and the planning controls set up to govern development in those areas.

On the whole, planning criteria in the case study municipalities were adequate to meet the needs of new growth industries, as well as traditional ones, although some improvements can be made. These include: improvement in the approvals process (value of a facilitator), rationalization of industrial categories, provision of

amenity retail in industrial areas and fine-tuning of parking and loading standards.

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# TOWARDS A NEW ETHICAL CODE

By Reg Lang and Sue Hendler

Our three previous articles examined ethics in planning, and reported on a self-survey of 50 OPPI members. In this final article, we make some suggestions for bringing ethics more directly into the mainstream of planning thought and practice, particularly with regard to reformulation of the OPPI Code of Professional Conduct.

## Ethics and Planning

Planning as a professional activity is ethically complex. The variety of contexts, subject matter and obligations confronting individual practitioners creates a broad spectrum of ethical issues ranging from quasi-legal matters such as conflict of interest, to profound philosophical and political questions such as whose interests the planning profession ought to serve. Our earlier articles suggested that in a field where many problems are essentially moral and not merely technical, ethical issues require guidance beyond that provided by personal preferences. Such circumstances call for structured, reasoned, ethical analysis in order that planning behaviour may be both accountable and defensible.

Ethical analysis can enter planning practice through the work of individuals and through the operation of planning offices. But it receives its impetus and legitimacy from the Code of Professional Conduct.

## Why A Code?

A profession's ethical code serves a variety of purposes, two of which stand out: articulating minimum acceptable behaviour, and establishing standards of conduct to which practitioners should aspire. The Code expresses general agreement on the beliefs that members of the profession share, imposes constraints on individual choice, provides the basis for acting on charges of unethical conduct, and informs the public of the profession's collective commitment to excellence and the public interest.

Ethical codes are not without difficulties. They are open to a range of interpretations and can be difficult to enforce. They may be regarded as "window dressing" - PR gimmicks that look good to outsiders, but are not

taken seriously by practitioners. An ethical code may even be counterproductive by helping to maintain the very status quo that it seeks to change.

A Code of Professional Conduct for planners is open to this potential and this risk. But the planning field exhibits at least five additional problems that affect ethical practice. First, planners

face the confounding array of conflicting allegiances and obligations. Second, they often find it difficult to know who "the client" is; the majority of planners are employees, not autonomous problem-solvers in the classic professional tradition. Third, the planning field presents great and growing diversity; process, content, context and role combine in many different ways. Fourth,



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the practice of planning seems to be experiencing some kind of fundamental change, as it moves beyond physical and land use planning to other forms, and to the generic application of planning knowledge and skills. Finally, planners' roles are shifting; for example, from technical-analytic, to more interactive-political.

All this naturally makes practitioners wary of imposing norms of professional conduct that, in advance, give some considerations supremacy over others, and that may unduly constrain needed freedom of action. Perhaps as a result, the typical ethical code that planners are prepared to adopt tends to be quite limited in scope, weak in its provisions and vaguely stated. Such a code gives planners flexibility, but at a price: it provides little guidance in coping with ethical issues, is therefore not taken seriously or enforced, and ultimately deserves the "window dressing" label. These criticisms apply to the OPPI Code, essentially the same as CIP's, which has remained more or less unchanged since the Fifties, and has resulted in few disciplinary actions (none since the early 1970's, according to the national office).

Our position is that an up-to-date professional code, meaningful to the work planners do, is needed and is long overdue. We believe that if carefully developed and maintained, fairly interpreted and properly enforced, a code can

be of real value by providing ethical standards, a way to expose unethical practice, and a means of renewing the profession. However, as we argue later, the Code must be part of a system and process of ethics, if these potential advantages are to be captured.

#### What Might The Code Contain?

Five categories of professional responsibility are commonly cited in Codes of Ethics for planners:

##### **1. Responsibility to the public.**

This category, automatically number one for any profession, is particularly important for planning, which makes a special claim on guarding and interpreting the public interest. The preamble to OPPI's "Professional Code of Conduct" acknowledges this "primacy of the public interest", but makes no specific provisions for it. By contrast, the code of the American Institute of Certified Planners and the draft ethics statement of the American Planning Association include references to: the comprehensive and interrelated nature of planning and the need to seek integrated balance of physical, social, economic and environmental considerations in planning; provision of full, clear and accurate information, on an equal basis, to the public and decision-makers; giving citizens adequate opportunities to have meaningful inputs to planning processes; expanding choice and opportunity for all persons; and protecting, enhancing and

conserving the natural and built environments.

##### **2. Responsibility to client and employer.**

Addressed here are such matters as confidentiality, public disclosure "where the public interest may be adversely affected", conflicts of interest, and so on. The OPPI Code covers these, but not fully. For example, it offers little guidance on exceptions to maintaining confidentiality.

##### **3. Responsibility to the profession.**

Of concern in this category are professional autonomy, relations among professionals, advertising, compensation, etc. Missing from the OPPI Code are such matters as guidelines to "whistle blowing" on unethical colleagues.

##### **4. Responsibility to employees and colleagues.**

Only two concerns are addressed in this part of the OPPI Code: discrimination and facilitating the employee's development. The OPPI Code leaves out a section that is included in the CIP Code; - the planner's special obligation to the professional advancement of students and junior members.

##### **5. Responsibility to self.**

This includes the planner striving for high standards of integrity, proficiency and knowledge; maintaining competence through such means as continuing education; and voluntarily assisting groups who lack adequate professional services (The CIP Code says something about this, but OPPI dropped it). It is also the place where reference can be made to the incorporation of critical reflection and ethical analysis in planning practice.

Provisions of the Code in each of the foregoing five categories ought to address the four types of ethical issues described in our September-October article: aspects of everyday behaviour, administrative discretion, planning techniques, and plans and policies. The Code should address itself to behaviours that are specific to planners (such as revealing and not knowingly concealing values in planning analyses, forecasts and proposals) not merely those that are part of ordinary moral behaviour and expected of any professional, in fact of any person (eg., avoiding conflict of interest, being loyal to employer/client and treating peers fairly). In addition, the Code needs a preamble that clearly establishes why it

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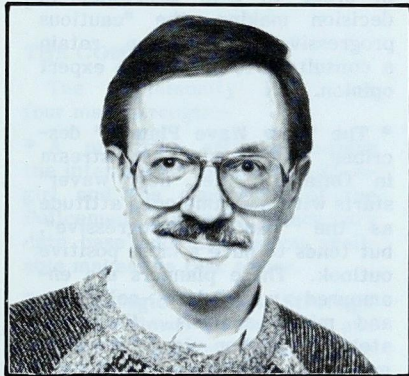
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exists, what it is for, and how it is to be used.

#### Ethics As System And Process

By itself, however, even the best ethical code can do only so much. As a framework of principles it can express the planning profession's commitment on certain matters - a few initially, and more as time goes on - but a code can seldom be precise enough to define what is appropriate in specific situations. This does not mean that ethics returns to being a matter solely for the individual's conscience. Rather, it suggests that professional ethics be considered a process in which guidance on what is right and wrong emerges out of experience, critical reflection and discussion amongst peers, and where the results are fed back to the Code which may then be amended to enhance its utility and maintain its relevance. Like the law, an ethical process ought to involve ongoing interplay between principles and cases. Like laws, ethical codes have to be dynamic instruments if they are to be justified.



Reg Lang

We visualize ethics as a process functioning within a system that could include these components:

- The Code of Ethics and Professional Conduct.
- A capacity, on the part of individual practitioners, to engage in ethical analysis taking a systematic approach to examining situations in order to arrive at bases for informed ethical judgement and its regular application to planners' work.
- Mechanisms and channels for ethical reflection and discourse, in order to legitimize and facilitate the application of ethics to everyday planning. This might include "ethical advising" from the Institute, as now offered by the AICP.

- Inclusion of ethics in planning curricula, continuing education programs and Institute examinations (following the example of engineers and lawyers in Ontario).
- Enforcement and discipline, together with encouragement to and protection for whistle blowers, to enable exposure of unethical behaviour and to make the profession more accountable.
- Continuing review and updating of the Code.

What about next steps? Typically, these would involve establishment of a committee to review the existing Code, circulation of draft proposals for comment, discussion at meetings, and formal proposals ratified (or not) at an A.G.M. Such an approach has two important shortcomings. First, its proposals might not be sufficiently grounded either in the realities planners face or in ethical analysis; proposed changes often lean far too heavily on what other jurisdictions have done and unduly reflect the biases of their proponents. Second, creation of a new Code would not fully address the central issue: the appropriate role of ethics in the practice of planning. Confronting this issue necessitates a rigorous effort to think through the need for ethics in planning and alternative means by which this need could be met. We feel this should include:

- Identifying, through broad consultation within the profession, what planners perceive to be the real ethical issues - our November/December article reported the beginning of consensus in this regard - and going through several iterations to expose deeper concerns and problems in planning practice.



Sue Hendler

- Marshalling facts and other evidence (eg. case studies) concerning the nature and extent of these ethical problems. Defining them more clearly, paying attention to what Donald Schon calls the "frames" within which they occur. Clarifying and attempting to narrow areas of disagreement.
- The establishing of "bridging principles" (discussed in our November/December article and essential to a field as diverse as planning) that link issues in practice to broad principles such as confidentiality, truthfulness, openness of information, and exposure of value positions.
- Formulating a new Code including norms of conduct, principles and procedures. The intent would be to create an instrument, part of a system and backed by a process, that would actually help planners to work through specific ethical problems, resolve conflicting aims and desires that block action, and determine what is ethically appropriate.

Rather than rushing into revision of the Code, the planning profession would be well advised

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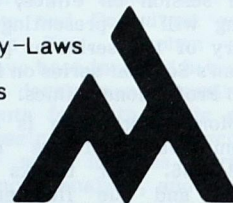
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to step back and initiate a longer term and more fundamental inquiry of the kind just outlined, perhaps beginning with a series of workshops on ethics and planning (such as the one proposed at the CIP National Conference in Toronto in July). Such a process would yield the kinds of information needed to produce a Code in which professional planners could have pride and toward which they would show respect.

#### **Finally ...**

This concludes our discussion of ethics and planning. We would like to take this opportunity to thank those readers who returned our survey, and those individuals who were prompted to write or speak with us on this important topic.

Interest in ethics on the part of planners appears to be high. Perhaps at a time when many people are questioning the meaning of their work, ethics offers a pathway to greater personal satisfaction. For planners collectively, however, the time is similarly opportune for giving ethics attention. As the profession continues down the road of inevitable change, an ethical process could be an attribute that distinguishes the planning field, anchors and unifies the profession, and enables it to show leadership to others.

Reg Lang is a Professor in the Faculty of Environmental Studies at York University. Sue Hender is a PhD candidate in the School of Urban and Regional Planning at the University of Waterloo.

#### **Editor's Note**

This series on ethics is the most ambitious yet tackled by the Journal. It has also stimulated a great deal of comment. Our colleagues in Saskatchewan are planning to re-print some of the series. CIP is basing a National survey on the authors' material. The National Conference will also likely have at least one session on ethics, and Reg Lang will be presenting a summary of the series as part of a Dean's Seminar series on Practical and Professional Ethics.

More information is available from Dave Stemos at (416) 638-3446. Our thanks to Reg Lang and Sue Hender for a thought-provoking and very readable series.

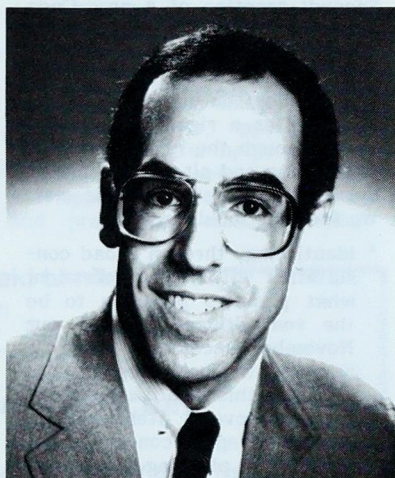
## **"COMMUNITY PILOTS" - THE WAY AHEAD**

By Stephen Chait, CMC, and  
Randall Mar, MCIP

Economic development is increasingly becoming a responsibility of municipal planners. Not surprisingly, planners are responding to the challenge of economic development and real estate reuse in their own unique styles. This article profiles four types of planning behaviour, and suggests a model for self-development.

### **FOUR TYPES OF PLANNERS**

Understanding the behaviour of municipal planners involved in economic development can provide valuable lessons for those facing the same challenges. Four profiles, ranging from the "militant traditionalist" to the "opportunistic dabbler", typify the broad cross-section of planners currently faced with economic development in Ontario communities (Figure 1).



Stephen Chait

\* The "Community Policeman" is quickly disappearing, but is still among us. The prevailing

attitude is one of suspicion and mistrust, arising from a regulator mentality. The "policemen" often view themselves as guardians of the community's virtue, and tend to be confrontational during discussions of re-zoning applications. They are often quick to judge a development proposal negatively (rather than assume what they perceive as risks).

\* The "Cautious Progressive" categorizes many of today's planners. They are open-minded and interested in guiding growth and the resulting change in their community. Often their ability is hindered, however, by a lack of market and financial expertise. As a result, "cautious progressives" can be slow to respond to "hot" opportunities as they generally lack the experience and confidence to be proactive. In order to gain assistance in decision making, the "cautious progressive" will often retain a consultant to provide an expert opinion.

\* The "New Wave Planner" describes the growing mainstream in Ontario. The "new waver" starts with the same open attitude as the "cautious progressive", but tends to have a more positive outlook. These planners are enamoured with data collection and micro analysis. Unfortunately, they often view a development in isolation. There is a risk in the "new waver" becoming "data jammed" and losing sight of an overall strategy.

\* The "Real Estate Cowboy/Cowgirl" sees himself/herself as a superstar breaking new ground. As a group, they are reactive and jump on a good idea with a view to the short term only. The cowboy/cowgirl is very much

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project oriented, and goes for the quick deal in search of immediate success or gain, without much thought to an overall strategy. A weakness often observed with this type of planner is their vulnerability as a "lone wolf"/high risk taker.

and market trends will enhance success. The value of keeping tabs on these factors will be borne out in the long run.

\* A creative and open approach to meeting the needs of the public and private sectors and a willing-

**2. Maintain a comprehensive data base.** Tracking of market trends in assessment, rents, and sales in both your own and competitive communities can provide a crucial advantage in negotiations. Similarly, demographic data on existing labour force, employment and employers is invaluable in targeting potential activity. All sources of information should be explored.

**3. Develop a strategy.** Comprehensive strategies should be devised for the residential, industrial and commercial sectors. Base this strategy on community wide goals and see that it is tested regularly as the community changes.

**4. Build awareness and develop contacts** through field trips, attendance at conferences and membership in organizations like the Ontario Professional Planners Institute, the Urban Land Institute, the Urban Development Institute, the Ontario Industrial Development Council and the American Economic Development Council.

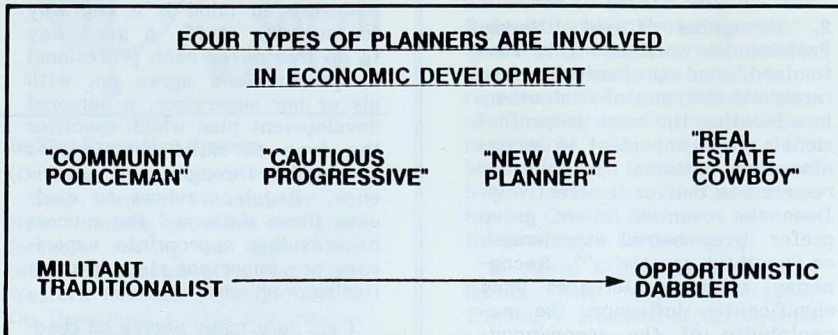
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The rewards of adopting the "Community Pilot" role model can be immense, both for you and your community. Tops on the list is job satisfaction stemming from the challenge of working at a higher level, making greater contributions to the community and an exposure to a wider variety of projects. Further, the knowledge and leadership displayed in landing an "economic plum" can do wonders for personal confidence and career.

Finally, but equally important, is that your efforts can go a long way to enhance the image of planners as being receptive, informative and effective in the arena of economic development.

**Ontario needs more Community Pilots!**

Stephen Chait is a Certified Management Consultant with Cresap, McCormick and Paget/Barnard. Randy Mar is a Planner and Consultant with the same firm. Stephen and Randy have been involved in many economic development consulting assignments for both public and private sector clients. The scope of their work includes market and financial analysis, and economic, industrial and tourism development strategies.



What do you do if you see yourself in one of these profiles? One place to begin is to think of yourself as another type of planner altogether - a "Community Pilot"; someone who can mix the strengths of all of these approaches.

**THE COMMUNITY PILOT**

The "Community Pilot" has four main strengths:

\* A proactive attitude merges the intensity of the Cowboy/Cowgirl and the experience of the Policeman. Having the necessary data base and information available makes the task easier.

\* A strategic outlook. Strategic thinking allows for rational and confident decisions and enables one to maintain the integrity of those decisions.

\* An awareness of the working environment. Knowledge of the political scene, economic activity

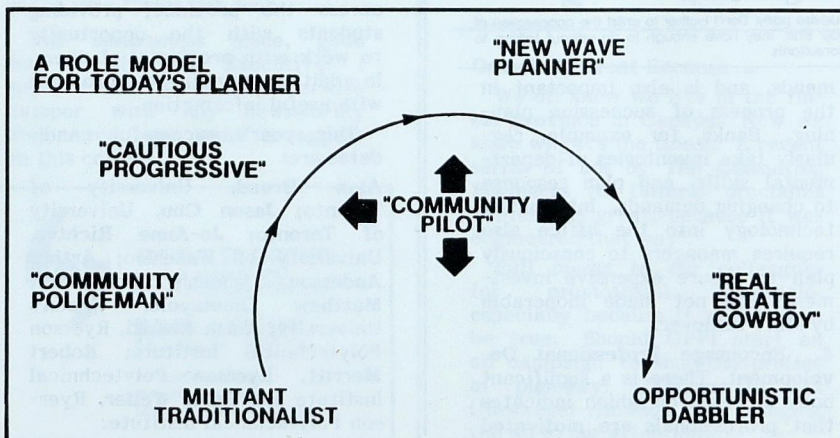
ness to consider progressive designs and mixing of uses is key.

To capture it in one phrase, the "Community Pilot" "measures a development proposal by its fit with the community's development strategy". Without this development strategy, municipal planners will be frustrated in their attempts to deal with planning and economic development issues, and may find themselves backing unproductive or inappropriate proposals.

**HOW TO GROOM YOURSELF**

You now have your role model. The question remains; how do you adopt it?

1. Develop the expertise by reviewing and understanding feasibility studies, and examples of policy and re-zoning applications from other municipalities. Also, treat your exposure to developers and industry as a learning experience. Above all, ask questions!



# MANAGING PROFESSIONAL "JOB SHOPS"

by John E.L. Farrow

A colleague pointed out recently that in the use of technology, the way in which professionals work was more suitable for cottage industries than for robotics.

Pushing the analogy a little further, it is tempting to compare a planning department staffed by professionals to the "job shop" type of workplace, with professional staff taking the place of machines.

In both an industrial job shop and a department of professionals, each project (i.e. widget to be made, application to be evaluated, plan to be prepared, research report to be written) requires a degree of customization. However, in the human job shop, the resources are people, and how they are allocated to projects has long-term as well as short-term consequences. Over time, the pattern of assignments given to individuals significantly influences their professional development as well as their contribution to the organization. The allocation of work will also influence the satisfaction of the client being served (minister, mayor, CAO, member of the public), the professional's eligibility for promotion, dissemination of expertise and, ultimately, motivation and productivity.

The significance to individuals and the organization of work allocation decisions is something which is rarely considered in management literature. However, for managers of professionals, it is clearly an important issue.

Some suggestions for addressing this topic are as follows.

**1. Allocate Resources Thoughtfully.** Any department has a limited number of professional resources; therefore it must use its staff wisely. This means that their skills must be assigned to the tasks facing the department in the most efficient way. Sections and subdivisions within the organization are often a barrier to the most efficient allocation of resources. Good managers recognize the temporal nature of such barriers and cultivate a team spirit and service mentality which ensures that resources are used efficiently. Sometimes this means balancing workloads; at other times, it entails the

secondment of staff to other areas for short periods.

**2. Recognize Client Needs.** Professional work is highly customized, and professionals are rarely exact clones of each other. In allocating the work to professionals, it is important to recognize the personal interactions required to deliver it effectively. Does the eventual client group prefer "grey haired experience", or "youthful creativity"? Recognizing client preferences may significantly influence the acceptability of the recommendations and, ultimately, the client's satisfaction. A good manager of professionals is always sensitive to the difference between ability and credibility in the client's eyes.

**3. Build Human Capital.** A good team has a balance of skills, some of which are shared. In allocating work, the manager can encourage specialization or a more general mix of skills. On-the-job training is an important organizational development tool. It is particularly important in responding to changing workloads or changing the skill mix in anticipation of changing de-



Surprise party. Don't bother to enlist the cooperation of your staff. They have enough to do without talking to consultants.

mands, and is also important in the process of succession planning. Banks, for example, regularly take inventories of departmental skills, and plan response to changing demands. Introducing technology into the office also requires managers to consciously plan to ensure expensive investments are not made inoperable by staff turnover.

**4. Encourage Professional Development.** There is a significant body of research which indicates that professionals are motivated

by a desire to build their skills. Allocating work thoughtfully with this in mind is a key way to motivate staff. A good way to do this is for each professional to prepare and agree on, with his or her supervisor, a personal development plan which specifies the type of skills each wishes to acquire through work experience. Regular reviews to evaluate these skills and the success in providing appropriate experience are important steps in monitoring progress.

I am sure many people on reading this will say, "How can I achieve this on top of everything else?" In some environments, it may not be possible, but a highly motivated professional staff, who are flexible and effective and respond to a variety of situations, represent a valuable resource which many managers would like to have. Stealing some time from day-to-day matters to invest in building a better professional team may make future management a lot easier.

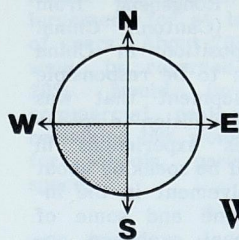
## Ministry of Municipal Affairs Planning Experience Program

The Ministry of Municipal Affairs has announced the successful candidates of this year's Planning Experience Program contracts. The program, which is sponsored by the Community Planning Advisory Branch, provides students with a \$700.00 contract to complete research on a topic related to the work of the Community Planning Wing.

The program has been well received by the planning schools across the province, providing students with the opportunity to work with provincial planners, in addition providing the province with useful information.

This year's successful candidates are:

**Alan Drozd**, University of Toronto; **Jason Chu**, University of Toronto; **Jo-Anne Richter**, University of Waterloo; **Arthur Anderson**, Queen's University; **Matthew Omolayole**, Queen's University; **Anita Rzaszki**, Ryerson Polytechnical Institute; **Robert Morrilt**, Ryerson Polytechnical Institute and **Peter Weller**, Ryerson Polytechnical Institute.



## SOUTH WESTERN

### In The Executive Lounge

(Or Some Like It Hot!) **Peter Neice**

The Waterlot Restaurant in New Hamburg provided the comfortable setting to install the 1986-1987 Executive for the South Western Division (SWD) of OPPI. On December 4, 1986 the following officers were confirmed:

#### Chairman

**John Cox**

My first planning boss and previous owner of the infamous "TITAN".

#### Vice-Chairman

**Laverne ("Never Returns Calls") Kirkness**

Sure to ignite any otherwise dull planning meeting. Do I venture, fun in any crowd!?!

#### Secretary-Treasurer

**Brian Hunsberger**

No stranger to politics - I sense an imminent comeback.

#### Program Sub-Committee

##### Chairman

**Sybil Frenette**

Sure to add colour to any otherwise blase planning meeting. I'm sure the 1987 Annual General Meeting weekend will be a guaranteed crowd-pleaser.

#### OPPI District Representative

**Barb Dembek**

She'll keep everyone in line and make sure things get done.

All seriousness aside, good luck to the new Executive! I promise not to edit or otherwise tamper with any newsworthy items you may want to appear in this column.

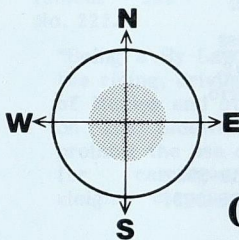
### Southwestern Program Committee Active

Three program meetings and a regional Annual General Meeting are planned during 1987. The first event is on February 26th in Kitchener to debate "Bill 11 - The Rental Housing Protection Act". The trio of speakers will include **Brent Clarkson**, as well as a representative from The Ministry of Housing and the solicitor responsible for drafting the legislation. In addition to local SWOD members, the Committee invites Central Members to make the journey to Kitchener.

In April, a program session in Sarnia will focus "Intervenor Funding". Readers of the Journal will remember that a summary of the Hamilton case appeared in a recent Pierre Beeckmans column. There have been other developments since that case was reported, so an interesting discussion is assured.

A third program event is to be held in August in Ingersoll, to discuss "Amalgamation of Municipalities and the Impact of Boundary Adjustments". The third week of September has been reserved for the Annual General Meeting, at the Little Inn in Bayfield, on Lake Huron.

For more information, call Sybil Frenette in Kitchener at (519) 885-7383.



## CENTRAL

### Ontario Is Great Because ...

We all know we live in the finest province in Canada. Now we know why it's the finest. A recent series of ads by **The Consulting Engineers of Ontario** proclaims "Ontario is great, because it was engineered that way".

Full marks to our colleagues for promotional hyperbole, especially because it might even be true. Should OPPI start an ad campaign to sing the praises of planners? [Thanks to Liz (Hawkeye) Howson for bringing the ad to our attention].

### Christmas Bash A Blast

The Second Annual Central District Christmas Party provided a good warm-up for the season's festivities. Toni Paolasini and her crew put on a great show.

The "Other Voices" (National) Conference in July was promoted, with the selling of Conference buttons. Fittingly, Toni won the draw.



Brigitte Scholz and Gary Goodman



Gord Buckingham, Joanne Arbour, John Sullivan

### Central Program Picks Up The Pace

The Central Ontario District program committee has mapped out an ambitious program of events for the first half of 1987.

On March 3rd, at a Scarborough location, the topic will be Homes for Sale- Buyer Beware. A month later, the scene shifts to Hamilton, to discuss "Industry and Economic Development". On May 4th, the subject is "Marketing Applications in Planning". Downtown Toronto is the location.

As a pre-CIP Conference warm-up, on June 4th the program will be held at the controversial new City Hall in Mississauga. The building itself will probably be the topic of debate.

Names of speakers at these events are being finalized at press time, and members will be notified in separate mailings.

Contact Anne Purdie at (416) 878-5511 for more details, or at 845-7171 (Toronto).



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## Central Ontario Planners' Workshop - May 21st

Contact Kyle Benham of the Ministry of Municipal Affairs at (416) 224-7635 for details of the Central Ontario Planners' Workshop to be held at the Richmond Hill Country Club on May 21st. The topic will be "Turning Planning Fads Into Solutions - Economic Development".

## Ken Bauman Makes Inroads

Ken Bauman recently spoke at the Annual Industrial Development Conference sponsored by The Ministry of Industry, Trade and Technology. His message was simple: Municipal Affairs expends considerable effort to ensure that the municipal planning process is sensitive to economic development initiatives.

The positive response to his speech clearly showed the value of planners making their contribution known to other professionals.

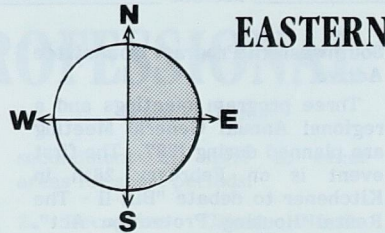
## Free Trade... Should We Or Shouldn't We?

More than 130 invited guests recently attended a one-day forum hosted by the Toronto Real Estate Board and Metro's Economic Development Division, to study the impacts on Metropolitan Toronto of a free trade agreement with the United States.

Following an historical overview (presented by David Crane, a writer for the Toronto Star), Carl Beigie of Dominion Securities Inc. spoke forcefully in favour of free trade, and Ron Pellerin of the Canadian Auto Workers argued as convincingly against.

Three separate panel discussions followed, focussing on the manufacturing, non-manufacturing, and the cultural sectors of Metro's economy.

- The argument in favour was that a liberalized trade policy would not have a significant impact on Metro's economy because it is highly diversified with a strong service-sector and small business orientation;
- The argument against expressed the fear that under a freer trade agreement, Canadian production would be substantially cut back in a number of key industries, resulting in significant job loss and the erosion of some social programs.
- From the cultural point of view, the fear was expressed that many of our institutions would be endangered by a trade agreement.



## Regional Editor's Note

Although most Eastern District readers of the Journal already know me, let me introduce myself to the rest of you. I'm **Bob Pekarchuk**, and the Eastern District is officially "on board". With luck, we may be able to multiply and use the space to provide noteworthy and interesting "newsy" items with the emphasis on personal interest articles so that others may enjoy the happenings in the Eastern District. In addition, it allows me to canvass the entire OPPI membership from time to time for topics which will be of interest to all planners in Ontario. Some topics currently circulating in the grey matter include waste planning, water and environmental concerns and someone to take the "pro" position on city centres. If any members, planners, students, consultants, councillors, executive representatives in the Eastern District or elsewhere would like to contribute, you are encouraged to contact me with articles, news items, comments, staff changes, reports or social news.

### Mailing Address

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Kinburn, Ontario.  
K1A 2H0

### Telephone

(Res): (613) 839-5552  
(Ed): (613) 839-2057

## Eastern District Professional Development Seminar

The program committee of the Eastern District has tentatively scheduled a Professional Development Seminar for March 17, 1987 at the Trillium Room on the 8th floor of the Ontario Provincial Building, located in the Rideau Centre at Rideau and Sussex Drive in Ottawa. The focus of this seminar is on one planner's experience in a professional exchange program overseas.

The speaker is Ted Droettboom, who is the associate director of the Vancouver Planning De-

partment. He has recently returned from an exchange in China. Ted's exchange was with a planner named Situ Rongsheng from Guang Zhou (Canton), China. Rongsheng's position in China called for him to be responsible for all development that was undertaken. In addition to speaking about his experiences in China, Ted will be speaking about Canadian involvement in the international scene and some of the international exchange opportunities available to planners in this country.

Contact the Eastern District Office by phone in early February for more complete details at (613) 839-2057.

## Christmas Program Event

This year's Holden's Event was once again a success with a number of Eastern District planners in attendance. The 1986 event almost didn't happen. By the way, the Holden's Event can no longer be called this, because Holden's is no longer. So to effect both that change and maintain the continuity - The Fifth Annual EOC Social Event was held on December 11th at Vine's in the Byward Market. This event is strictly a social occasion and everyone was there to enjoy the company, the food, and let's not forget, the wine at Vine's. It was a very pleasant way to get into the Christmas spirit for 1986.

## Gloucester Seeks To Enlarge Its Urban Development Area

The City of Gloucester is seeking an amendment to the Regional Municipality of Ottawa-Carleton's Official Plan to enlarge its urban area, even though Regional Council has decided Gloucester should only complete construction on current projects during the next five years.

Gloucester planner, Les Hegyi, said the City tried a second time on January 19th to convince Regional Council to expand the City's urban area. Any other decision would put limits to growth on Gloucester, and would decrease the supply of urban land in the City. Hegyi said a larger urban growth area would provide a better choice for people in the types and availability of housing, and that they are simply extending the range of the current housing areas.

The regional complaint that enlarging the urban growth area would strain the transportation system, is simply not a fact under

consideration. Gloucester feels that the system could adequately handle the growth without enlargement for at least a couple of years. About 70% of the land would be reserved for housing, 20% would be used for commercial projects, and the remaining 10% would be available for schools, parks and open spaces.

### The National Capital Commission's "Red" Pavement Route Earns Its Gold!!!

Early in December 1986, a "leaked" report that the National Capital Commission was going to pave in red the ceremonial route used by visiting royalty and diplomats in Ottawa, caused a local furor. The \$15 million Ceremonial Route, as a part of another NCC project called the "Mile Circle of History" was scheduled for completion in 1988. Most of the criticism has been levelled at the plan to pave the route with a red-tinted asphalt. In addition, the local media used the information in their "silly reports" sections to take yet another swipe at the NCC for non-participatory, cavalier and outrageous planning action.

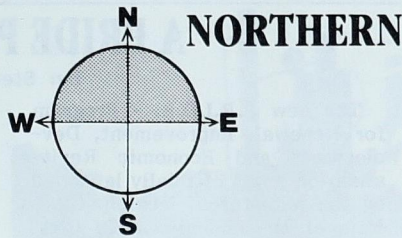
NCC Chairman Jean Pigott asked Commission employees to ignore the critics of the project, and think instead about the achievements such as the parkway system, skating on the canal, open space and spring flowers, as well as the national festivals such as Winterlude.

Now it appears as though the "red" has won some recognition in the form of a prestigious international design award. Progressive Architecture magazine has selected the design of the Ceremonial Route as the winner of an award for its concept. The award may serve to quiet some of the more vocal protestors; however, it is certain that this matter still remains unresolved.

### History Is Made!!! EOC Decides To Join OPPI

Negotiations were recently completed between EOC and OPPI which has allowed EOC to become the Eastern District of the OPPI. These negotiations were intended to secure a firm position in OPPI for EOC and its membership, as well as provide for a smooth transition of duties and responsibilities.

By: Bob Pekarchuk.



### Old "222" Bites the (sic) Dust

(A Tale of Transportation Lore in The "Gateway City")

By Jeff Celentano

All of you transportation/planner types would have shed a quiet tear and possibly heaved a sigh of relief at a North Bay Council meeting just before Christmas. Environmentalists in this community raised a full glass of grog in celebration of the momentous occasion. The City's street and sidewalk cleaning crews were just plain happy. Of course, local shoeshine and shoe repair shops were simply devastated.

By now, you may have guessed the reason for this wide range of emotion that split and rocked the planning fraternity and touched the lives of every man, woman, child and beast of burden in the Gateway City (**yes Margaret Atwood, this is the Gateway to the North!**)

You haven't?

But surely the national news must have picked up on the infamous "222". That's By-Law No. 222.

"Being a By-Law to prevent the riding, driving or leading of Horses and other animals on the Sidewalks, and to prohibit the use of sidewalks for carriages, wagons, sleighs, bicycles and other

vehicles on the sidewalks of the Town of North Bay."

It's amazing to think that those venerable and ancient town fathers of not so long ago legislated this drastic and monumental piece of legislation (without the benefit of an Environmental Assessment Hearing!):

"1. It shall be unlawful for any person or persons to ride, drive or lead any Horse or any other Animal along or upon any sidewalk of the Town of North Bay at any place other than where proper crossings are provided for such purpose.

2. It shall be unlawful for any person or persons to draw, haul or propel by any power whatever, any Carriage, Wagon, Bicycle, Sleigh or other conveyance of any description, along or upon any sidewalk of the said Town of North Bay."

Sounds like pretty stirring stuff. But the better part was in the penalties section:

"Any person convicted of a breach of any of the provisions of this By-Law shall forfeit and pay at the discretion of the convicting Magistrate a penalty not exceeding \$5.00, nor less than \$1.00 for each offence, exclusive of costs, and in default of payment of the said penalty and costs forthwith the said penalty and costs, or costs only, may be levied by distress and sale of the goods and chattels of the offender, and in case of there being no distress found out of which such penalty can be levied, the convicting Magistrate may com-

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mit the offender to the common goal at North Bay, with or without hard labor for any period not exceeding Thirty days, unless the penalty and costs are sooner paid."

Sale of goods and chattels? Commit the offender to goal? Hard labour? Gosh, they just don't make By-Laws like they used to! And you should have seen what they said about the offending horse (can you say "glue factory" boys and girls?!)

Anyway, the sad note about this vibrant piece of transportation planning legislation was that, like Old Paint, it was heading off into the sunset. Cast aside and repealed, to make way for one of those new-fangled, high-tech critters called a "Traffic By-Law".

A true pity. On April 15, 1987, old "222" would have celebrated its 80th birthday.

#### Ice Roads A Vital Link To North

Adapted from an article in "Northern Ontario Business", January, 1987. By Jeff Celentano.

Many of the residents of Sandy Lake and Weagamow (Round) Lake (about 380 miles northwest of Thunder Bay), are not only glad winter is here, but they literally count the days until frost, snow and ice will settle into their areas.

The reason is simple; winter is the season of ice roads, and for a relatively short time, these two otherwise isolated communities will have a road linking them to more southerly urban centres.

When the roads are "set" and ready for traffic, tractor trailers hauling loads of up to 40 tons, including the combined weight of the truck and the load, will cross frozen lakes and muskeg - country that would be impassable at any other time.

Maintenance of the road over the land means removing excess snow by plowing and packing it. Over the lakes, careful attention must be paid to the slushy sections.

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## A PRIDE PERSPECTIVE

By: Steve Cheetham

The new P.R.I.D.E. - Program for Renewal, Improvement, Development and Economic Revitalization - was officially launched by the Minister of Municipal Affairs at the annual A.M.P. Conference in August of last year.

While a quick reading of the accompanying press releases and program literature might suggest that this initiative is merely an extension of the now discontinued Ontario Neighbourhood Improvement Program (ONIP) and the Commercial Area Improvement Program (CAIP), further investigation reveals that a significant refocussing of approach to community renewal is embodied in this new program. In essence, **PRIDE** goes far in completing the union of community planning with community improvement activities.

For over 20 years the Province has been assisting municipalities undertake community renewal and redevelopment activities through various funding programs. Many have become familiar by their acronyms - **NIP, ONIP, CAIP**, etc. By all accounts, these programs have been enormously successful in rejuvenating declining downtown, residential and commercial areas in a large number of Ontario communities. However, these programs for the most part applied to specific land use types. **ONIP** for inst-

ance, was used only where the predominant land use was "older residential". In addition, these programs entailed quite specific project eligibility criteria. As a result, municipal renewal area priorities were frequently guided by the program requirements rather than the overall community improvement needs. Rather than undertaking a comprehensive review of the municipal improvement area priorities, municipalities tended to approach their renewal endeavours reactively, responding to the availability of program dollars and developing projects according to the dictates of program requirements. Solutions sought out problems rather than the reverse.

Although the revitalization of the specific areas was successful, it is hard to say for sure whether the communities' actual priorities in the overall sense were implemented. **PRIDE** essentially turns the process around in that it demands a comprehensive review and appreciation of the overall community improvement needs and opportunities before zeroing in on a particular project area. It effectively gives further weight to the planning process espoused under Community Improvement Policies concept which was initiated with the proclamation of the 1983 Planning Act.



Commercial facade improvements such as these in Coldwater 30 km. north of Barrie are a spontaneous and frequent spinoff from provincial funding of downtown municipal improvements. **Credit: Ron Brown**



The **PRIDE** initiative emerged from an increased awareness at both the provincial and local levels that the real need for community improvement assistance spanned well beyond older commercial and residential areas. In particular, we have begun to appreciate the problems associated with the older industrial areas and the enormous revitalization and development potential of the waterfront resources of a large number of communities.

Older industrial areas often represent a significant employment base for a municipality but have stagnated or even declined due to a range of factors including the deterioration of municipal services, land use conflicts, traffic and parking problems and so on. Basically, the lack of a stable and efficient physical environment has deterred investments, including expansion, and even maintenance, by the industrial concerns in these areas.

**PRIDE** also recognizes the need for renewal efforts in mixed use and transitional zones. Even the highway commercial strips are deserving attention these days, principally because they represent the "gateway" to the community. From a tourism perspective, these municipal gateways are considered significant since the first impression visitors get of a community is often developed during their initial drive into town.

**PRIDE**, unlike **CAIP** and **ONIP**, has very few stated eligibility criteria. The prerequisite of approved Community Improvement Policies within the municipality's Official Plan remains, as does the existence of a Property Standards By-Law. A municipality's financial capability and its past performance in renewal program administration is also reviewed. But for obvious reasons, however, there are virtually no project area criteria. Rather than assessing the merits of a municipal application, more or less on its congruity with program criteria, **PRIDE** is looking at the proposal's anticipated effectiveness. Basically, does the solution proposed address the problem identified and its maximum advantage taken of redevelopment opportunities?

The assessment of a project proposal under **PRIDE** will look at three prime factors:

1) The planning process which the municipality has used in selecting the project area relative



Countless neighbourhoods have benefitted from ONIP-funded parks and playgrounds. This children's play area is in East York. **Credit: Ron Brown**

to other identified areas.

2) The overall revitalization effort required in the area both in the short and long term. Due to financial limitations, the particular project elements being proposed in an area will be judged by their strategic importance and potential spin-off effect.

3) The supporting planning activities and direct revitalization efforts that have already been implemented in the area. It should be recognized that **PRIDE** represents neither the beginning nor the end of a renewal process and is merely one of a number of implementation tools that a municipality can use. A complete reliance on **PRIDE** signals limited municipal commitment and raises questions of the investment's likely effectiveness.

By opening the program up to all areas of the municipality's built environment and by removing specific area and project element criteria (i.e. **ONIP's** mini-

mum expenditure of 20% in either "soft" or "hard" services), **PRIDE** represents a funding program that is highly responsive to the revitalization needs and opportunities of municipalities. With few program restrictions, a municipality's success under **PRIDE** will very much depend upon its ability to make a case developed through a comprehensive and thoughtful land use planning process.

Steve Cheetham is a planner with the Community Renewal Branch of the Ministry of Municipal Affairs, which administers the **PRIDE** program.

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## Supreme Court Quashes Scugog By-Laws For Non-Conformity

by Pierre Beeckmans

Two zoning By-Laws of the Township of Scugog were opposed by some ratepayers, who not only appealed them to the Municipal Board, but also sought a court order to quash them for non-conformity with the regional official plan. The OMB hearing was adjourned pending the court decision.

The two By-Laws were intended to permit residential development of a plan of subdivision comprising 22 lots of Scugog Island. The zoning change was from "Rural" and "Environmental Protection" to "Shoreline Residential, Exception Two" (SR-2). The SR zone permits seasonal dwellings, conversion of seasonal dwellings to permanent use and single family detached dwellings. The re-zoning had been preceded by an official plan amendment designating the subject area as a "Shoreline Residential Area".

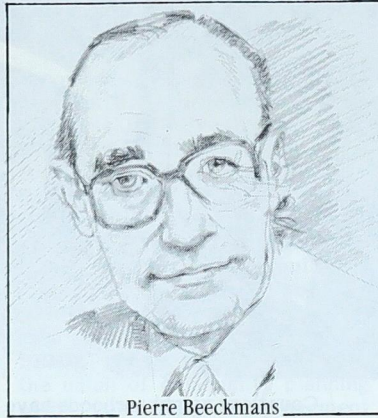
The challenge was based on two assertions:

- that 19 of the subdivision lots do not have lakeshore frontage, whereas the official plan amendment preceding the ByLaws refers to the location of the Shoreline Residential Areas as "along the Lake Scugog waterfront".
- that the official plan policy applicable to Shoreline Residential Areas provides for seasonal dwellings and conversions but not for new dwellings built for permanent year-round occupancy.

The Township's response was to point out that the 1975 comprehensive By-Law, approved by the OMB in 1983, provided for zoning with exactly the characteristics now in dispute. Lots without lake frontage were zoned "Shoreline Residential" and areas designated within the official plans "Major Open Space System" were zoned "Shoreline

Residential". (The Major Open Space System allows seasonal dwellings and conversions.)

The Supreme Court of Ontario seemed to consider the Township's argument to be irrelevant. It dealt with the two objections on merit and rejected the first basis, finding that "along the Lake Scugog Waterfront" could



Pierre Beeckmans

be interpreted to include lands without direct access to the lake. Turning to the second basis, the court agreed with the objectors, that the By-Laws provided for

a use not included in the official plan policy applicable to the area. The court noted the provisions of the Planning Act relating to "deemed conformity": Sections 19(4) and 39(29). It went on to quote a 1960 decision re: North York Township to the effect that the OMB has no power to deal with the validity of a By-Law. Furthermore, the challenge was not to the comprehensive By-Law, but to two By-Laws on which no decision had yet been made to deem or not to deem conformity. It seemed quite obvious to the court that the subject By-Laws failed to conform to the official plan. Obliquely, the court implied that the Municipal Board's decision on the parent By-Law was in error because it had simply overlooked the seasonal/permanent issue.

The two By-Laws were quashed on September 26, 1986.

### Source:

Decision of the Supreme Court of Ontario (Weekly Court), Zoning By-Laws 42-85 and 72-85, Township of Scugog, OMB Files: R850323 and R850498.

## URBAN DESIGN

# DESIGN AWARDS PROVOKE, EDUCATE

By Glenn Miller

When the idea for holding an annual competition to pick the best development projects in Scarborough was first broached more than a decade ago, few people thought the event would catch on.

More than ten years later, thanks to the persistence of the energetic alderman/architect who began it - John Wimbs - and careful nurturing from Carl Knipfel, Scarborough's Director of Urban Design, the Annual Awards Competition has earned the respect of the development community and can now be considered to be something of a local institution.

Typically, reaching this plateau has set Knipfel's button-down mind thinking about how to change the event to protect the real purpose behind it - to get the public thinking and talking about their urban environment.

"We've now reached the point where we need more effective, inventive ways of publicizing the event to the public", Knipfel insists. "I want people to look

at what's around them in more detail and make judgements. If they don't like what they see, they should demand something better. Good design is spurred by reactive rather than proactive energies". "The competition should spark controversy to bring the issues into the public forum."

Part of the process of education is being exposed to good examples of good design, Knipfel maintains. "There's usually universal agreement when a public space doesn't work. But you hardly ever hear people talking about the successes, spaces that really turn them on. The general public has not had sufficient exposure to alternatives to be able to articulate their views. If you don't have broad exposure, you don't know what's possible".

The media can play a vital role in spreading the word on design, and in Knipfel's opinion, the local press should pay more attention to the subject. "There's just not enough opinion on design in our newspapers. You need knowledgeable critics. Chicago is a good example where the level



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of criticism is excellent and the community as a whole is aware of design issues. In Chicago, even the taxi drivers have opinions on urban design and architecture. Another example is Norway, where because of the focus on design of all types in schools, young people are really conscious of design".

In the beginning, the launching of design awards programs in a community without traditions in such an area made things quite difficult. Slowly, the standard of the winners has improved.

"You have to be careful", Knipfel cautions. "You can't afford bad winners but you have to maintain enthusiasm. The judges walk a fine line between being brutally honest - which could have a negative effect on the willingness of designers and developers to submit projects for review - and being overly complementary in an effort to be positive. Realistically, though, anything in the finals of a competition is worthy of criticism. It should be able to take it".

Knipfel has some sympathy for the politicians involved. He sees the Design Awards as a genuine learning experience for the host municipality and feels that Scarborough's politicians deserve credit for having the nerve to hold the municipality up for critique. Two other municipalities, Mississauga and Brampton, now have design award programs similar to Scarborough's. Curiously, with its riches of fine design, the City of Toronto has not ventured into the awards arena. "Maybe Scarborough was first because it had to try harder", suggests Knipfel.

The concept of urban design vs. architecture is another area that has caused some heartache

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along the way. "It's very hard to get the idea of what works as a good public space across in a photograph. That makes it difficult to explain some winners", he points out. "The Competition itself is a public relations tool. Over time, the result has got to be a better designed city. It's part of the process of education. Good designers are born, not made. But anybody can be taught to appreciate design.

Designers tend to do what they think people want. Maybe some spaces are too organized. Maybe what we need is less structured spaces. But we won't know unless we hear first hand from the public".

Knipfel has strong feelings about the "type of public" that is being catered to by designers. "Most projects are clearly designed to accommodate the comfortable middle class". He suggests the public soul-searching that begins with a Design Awards competition is perhaps the first step in hearing about the needs of other groups with very different needs".



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## FIRST CLASS

### STUDENT AFFAIRS

#### Student Liaison Committee Report

Students: There are over 100 practising professional planners awaiting you!

By now you should be aware of the efforts of the Student Liaison Committee in establishing and implementing the OPPI Mentor Service. All student members have recently been sent Mentor Service application forms, the deadline for which has been extended to February 20, 1987. At that time, student applications will be matched with an experienced practitioner and by mid-March be notified of appropriate mentors. Members who want an application form should contact the OPPI office at (416) 483-1873.

#### Why A Mentor Service?

The rationale for the program is that many students pursuing planning degrees and careers in planning may not have adequate access to experienced practitioners in the field. The purpose of a mentor service is to provide planning students with access to experienced practising planners who are willing to provide advice and guidance on practical planning issues or solutions related.

#### How It Would Work

The OPPI office will maintain

lists of experienced practitioners who volunteer to serve as "mentors". "Mentors" will be listed by geographic region (eg. COD, SWOD, NOD) and possibly by area of expertise and participate on a rotational basis. "Mentees" would be entitled to receive 2 or 3 names of "mentors" who may assist them. Planners who feel they can be of assistance to students should fill out the appropriate registration form and return it to the OPPI office.

#### Conditions

"Mentors" registered by geographical area, and by area of expertise, must be full members of OPPI in good standing. "Mentees" must be student members of the OPPI and registered for the service. OPPI will keep lists of "mentors" and "mentees" in confidence. "Mentees" may contact the OPPI office in Toronto (by telephone or in writing) and specify an area where a "mentor" may be consulted; area of expertise required. The program is designed to protect the interests of both parties and to ensure that students get the advice they need without overburdening their mentors.

Full details can be obtained from the OPPI office.

#### Student Liaison Luncheons

The Student Liaison Committee has planned three luncheon sessions for this term. Each of

the planning schools in the Toronto area, is hosting a luncheon which is intended to provide a semi-formal session on topics which students have indicated would be of interest to them.

The first was at Ryerson in January; "Planners as Urban Designers". The second in on Thursday, February 12, 1987 at 1:00 p.m. at the University of Toronto (978-4812) on "The Development Industry". The third session will be on Wednesday, March 4, 1987 at 2:00 p.m. at York University, to discuss "Ethical Issues in Planning Non-Traditional Planning Roles".

Please contact your student representative for more information, and watch for upcoming announcements. All classes of membership are encouraged to attend.

Anne Purdie and Tim Sanderson are currently co-chairing the OPPI Student Liaison Committee.

Mary Tasi Wood, B.E.S., M.C.I.P. President

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