

ONTARIO PLANNING JOURNAL

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**SPECIAL
CONFERENCE
ISSUE**

CIP NATIONAL CONFERENCE – THEME CHALLENGES US ALL TO LISTEN

Stephen M. Sajatovic, MCIP,
President, OPPI.

It is a great pleasure to be associated with the 1987 CIP National Conference in my capacity as President of the Sponsoring Affiliate, The Ontario Professional Planners Institute. The Conference Committee has undertaken a large task, and come up with a series of speakers and workshops that is first-rate.

The Conference theme, "Other Voices", is a timely one. First, it reflects our need as a profession to be continually aware of the integral roles played by other professionals in community development. Second, the Conference sub-themes of "Health, Wealth & Wisdom" in the community development context points out several current issues at regional and national levels for our profession in particular, and Canadians as a whole. "Healthy Cities" is an initiative being pursued by the CIP with the Federation of Canadian Municipalities, and it makes sense. The "World Conservation Strategy" is a current topic of discussion at the Provincial Institute level. Initiatives such as these reinforce the necessity for the planning profession to be pro-active, and to consider the concerns expressed by other professions involved in the community development field.

On a more "local" note, the "Other Voices" theme was discussed at the recent Annual Meeting of



DON'T MISS THE MAX BACON RUN

the Northern Ontario District, held on May 8th and 9th in North Bay (see related article). Both "Solid Waste Disposal" and "Economic Development Policies for Northern Ontario" attracted a diversity of speakers and Provincial Government officials to an out-of-Toronto location. I would encourage more of this productive type of inter-disciplinary discussion in communities around the Province in future.

In closing, I would extend a warm welcome to all delegates and participants to the 1987 National Conference. I hope the message from "Other Voices" leads to a new era of community progress. It challenges us all to listen.

SEE PAGE 5

Mulroney to Municipalities – drop dead!

To paraphrase the classic headline in the New York newspapers after the U.S. President refused that City's appeal for reprieve from bankruptcy ... our Federal Government bluntly rejected an appeal from municipalities in ten Provinces for a 5 billion dollar contribution to carry out much needed repairs to basic municipal infrastructure such as roads and sewers. The forum was the 50th anniversary of the FCM (see Conference Panel Session: All Broke Up About Infrastructure).

INSIDE:

Other People's Business: Recreation Planning	p. 6	Special Report on suburban centres	p. 17
Hans Blumenfeld autobiography: review	p. 10	OPPI strategic plan	p. 19
Interview with Bob Millward	p. 12	Search for new city form	p. 21

OPPORTUNITIES CANADA: COOPERATION OVER COMPETITION



In March, 1987, the six Metro area municipalities joined forces with Metro's Economic Development Department at "Opportunities Canada", an annual international trade show dedicated to investment opportunities. According to **Pat Marshall**, the City of North York's representative, operating as "Team Metro", was not only a new idea, but one that proved to be very effective.

"The joint presence at the show achieved three important firsts", says Marshall, who is credited with coining the "Team Metro" idea. "Number one, it proved we can all work together - something Metro has been encouraging us to do. Two, it demonstrated to the politicians that co-operation is more effective than competition. I believe this is

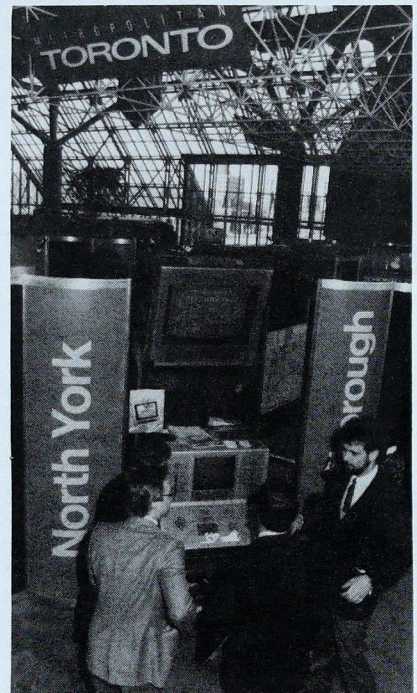
the start of a new understanding politically. Three, the investment paid off very handsomely in terms of actual leads. We're still developing these leads three months later."

With six municipalities under one "roof", the representatives of each area found that although there is a normal amount of overlap and duplication in terms of site selection, each municipality is sufficiently unique that "handing off" a prospect to another member of the team able to meet requirements more precisely, proved to be an efficient way to operate.

Investors from Saudi Arabia, China, Taiwan and West Germany were among the countries most interested in the Metro area. To enhance the process of exchanging informa-

tion, a comprehensive data base was available that allowed prospective investors to select, on the basis of criteria that included workforce, similar markets or site requirements. "This really worked well," comments Marshall. "It's like the economic equivalent of computer dating!"

Pat Marshall demonstrates data base at Team Metro booth



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ENVIRONMENT AND THE METROPOLIS – NOT A GOOD FIT

By: Tony Usher

The CIP National Conference opens on July 6th with the keynote topic, "are cities killing us or fulfilling our dreams?" Inside the Harbour Castle, the "deep ecologism" of John Livingston will clash with the urban futurism of Kristin Shannon. Outside, the flashpoints of conflict between Toronto and its environment - Lake Ontario waters, Harbourfront, the Leslie Street Spit, downtown air - will continue to fester and fill the Metro news pages as they have for years. Reconciliation between cities and environment will not be significantly closer at the end of the day, either inside or outside the meeting room.

Almost half of Canada's people live in nine metropolitan areas of 500,000 or more. But we do not usually think of environment or resources as having much to do with metropolis. We think of environment as being somewhere out there, along with farms, forests, tundra and oceans. We know that industries are major air and water polluters, but it's true that a lot of the worst offenders are outside our big cities. Our attitude towards environment in metropolis is that it simply doesn't exist. Pave over a field on the urban fringe, and it becomes part of a human-made, self-contained urban system, hermetically sealed from the naturally regulating system outside. Would that it were so simple!

Out there beyond the last mall, many of us believe that we can reconcile the natural and human worlds within the limits of our present value system. Some emission reduction here, some wetland preservation there, and all will be well. Our provincial and federal environmental regulatory systems are based on this "resourcist" assumption of better environmental management without fundamental value shifts, and in non-urban Ontario, most environmental issues are confined to resourcist parameters. In the metropolis, however, it is hard to imagine how the "green" view of the world can be squared with the economic and social imperatives that drive urban growth and development.

Environmental management is about externalities. Outside the cities, the cost of reconciliation through proponent internalization of externalities (such as stormwater management, a subject that merits its own future column), or through public compensation for them (such as natural areas preservation), is often bearable. Inside the cities, it is not. One need stray no further

from the Harbour Castle than Harbourfront and its tortuous history, for a fine example.

Many optimists try their best within the system as it is, and deserve much credit for doing so. Urban designers and environmentalists have come up with excellent ideas of how to make our cities more "green", more in touch with their resource base, and more respectful of the environment. Yet our cities are very little changed as a result. Municipal politicians and bureaucrats, who traditionally felt that environments ended where cities began and in any case left such matters to senior governments, are now climbing on the environmental bandwagon. In May, the City of Toronto established an environmental protection office. However, with almost no legislative mandate, what can the City accomplish?

I don't know where I stand between John Livingston and Kristin Shannon. But I do know that the

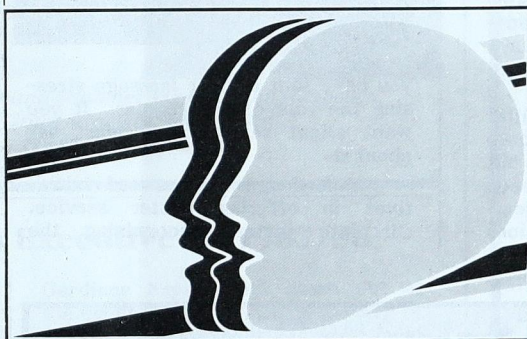
views they represent are poles apart. Toronto can progress along its anthropocentric (focussing on mankind) path towards world stardom only by continuing to ignore its place in the ecosystem. A "green" Toronto can be achieved only through drastic changes in mainstream values. Cities expose this contradiction as they bring out many others. The biocentric, deep ecology challenge to the traditional priorities of urban society is becoming more broadly based and articulate (see for example the recent *Globe and Mail* series that gave the animal rights movement considerable credence). These are interesting times. I'll be there listening on July 6th.

(In my last column, I thanked Muskoka Region Planning Department. Sorry, Muskoka District!)

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

OTHER VOICES

PERSPECTIVES ON PLANNERS AND PLANNING



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CUSTOMER SERVICE IS EVERYONE'S RESPONSIBILITY

By: John E.L. Farrow

Everyone is talking about customer service, from Air Canada to the Municipal Works Department, but few are doing anything about it. The general mood in most organizations falls into one of two categories:

1. We offer good service now; and
2. We don't have the time or resources to do any more.

One aspect of management is similar to engineering—the need to do more with less. To do this, you require creativity and innovation, plus in the service area, a strong customer orientation. A recent encounter on an airplane illustrates what's possible.

I was flying to the prairies sitting next to a manager of a lentil processing plant. We were discussing the problem of how to compete in the commodity business where price per pound is viewed as the paramount competitive issue. He described how successful he had been in identifying a customer need and responding to it. The processing business is competitive and each processor is trying to attract business, but in most cases, farmers' trucks arrive at their gates every day in a random fashion, leading to delays of one or two hours if a number arrive close together.

This manager responded by introducing a system of booking arrival times by telephone. With a little innovation and at little cost to himself, he reduced his customer transport costs by a significant amount, and was able to attract more customers.

Opportunities to introduce similar service innovations abound in both the public and private sectors, but to date, there seems to have been more talk than action. To help remedy this, I have listed ten actions

which managers can consider taking immediately.

1. Acknowledge Customer Service As A Priority

The words "customer service" are written down in the department's action plan, but is it given time at the staff meeting? Managers send a clear message about the department's priorities, not just through their memoranda, but by their actions. If, upon reviewing a file, you ask only about whether the by-law amendment conforms to the Official Plan and not whether you have offered the applicant good service,



you have sent a clear message stressing the role of the regular. If you want client service, you must ask about it.

Acknowledge and reward initiatives in offering better service. Circulate letters recognizing the

staff's helpfulness, look for good examples to reward, and offer praise even when good efforts didn't quite work out.

2. Make Sure Everyone Knows Their Job

A service-oriented organization should never have visitors standing at unattended reception desks or service counters. If a telephone rings more than a few times, then it becomes everyone's job to answer it.

People tend to be wary of organizations that they don't know well, so that they usually focus on a name, even when calling with a general inquiry. If we introduce into our departments the response "Ms. Smith isn't here this morning. Can I Help?", we'll service our customers better, and probably overall, waste less time trading phone calls.

3. Identify Your Customers

If you work at McDonald's, the problem is straightforward. If you are in a local planning department, it is more complex. There are Councillors, developers, ratepayers, other agencies, other departments, etc., and all have different needs. If you are a Deputy Minister, it is even more complex. (A recent study in the Federal Government identified eleven major internal groups for one deputy). It is important to identify the customer groups and understand how their needs differ.

4. Get In Touch

The first thing is to talk to customers about their needs. Don't guess at what these might be. For example, ask developers how their development is coming along; determine where their other problems are. Your staff, with your leadership, can start doing this immediately. The data collected will provide the raw material for your creative processes.

Why couldn't the heads of each section organize the occasional sandwich lunch in the boardroom with a group of two or three regular users of departmental services, to find out what their current problems are? It might be something a municipality can initiate, which will give it a competitive edge in attracting a new employer.

5. Innovate

The argument against improved service is always that there are not enough resources available. Innovation is all about doing more with less. Planners with their eclectic

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Use this skill not just to produce better designs, but to produce better ways to serve people. Why not ask each member of staff to come up with an idea on providing better service at no cost for the next staff meeting?

6. Try It

Control and criticism kill innovation. Establish realistic guidelines for the level at which new initiatives need to be approved, and then encourage trials of their new ideas. As long as the guidelines and objectives are clear, there are going to be very few negative experiences.

7. Monitor Personally

If you are not sure how your organization performs, try telephoning with a request. Organize others not known to your staff to visit the office with typical problems. See how you and they are handled, and then solve the problem, if there is one.

8. Train

Most of us are fortunate in having a highly educated work force. This

work force can learn new skills; therefore, it's worth investing in training staff in customer service. Good training will make your leadership in this area pay off more effectively.

9. Recruit With Service In Mind

Recognize that a positive attitude toward service is a necessary professional quality. Therefore test through interviews inter-personnel skills, and look for positive attitudes towards providing good service. As Peter Drucker once said, "Even accountants can smile and say good morning."

10. Plan

I believe that a great deal can be done with a little leadership in the service area, but remember, as all good managers should, that a sustained response is necessary to achieve major results. Plan to reinforce and build on your initial successes.

If you are really successful, Council, senior management or the president, may be so pleased, you'll get a bigger budget next year!

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Conference committee at work: from left, Diana Faulkner, Liz Lea, John Hitchcock, Diana Jardine, Glenn Miller, Myra Weiner, Grace Strachan, Janet Grant, Barry Crowe, John Farrow, Beate Bouron, Larry Sherman missing.

Women in Planning sets Executive for 1987/88

A renewed resolve to keep alive and active was expressed by Women In Planning, at their recent Annual General Meeting, held at Oakham House in April.

City Planner Vince Pietropaolo and St. James Town Tenant Council leader Betty Sabourin, stimulated a lively discussion with their presentations on how to improve the environment in one of the City's oldest, yet physically deteriorating, high rise neighbourhoods. In fact, the suggestion of a charette on the future of St. James Town, similar to the one sponsored by the OAA on the

Gardiner Expressway, came out of the event.

The new executive will meet shortly to work out the activities for the coming year. **Ann Pace**, City of Scarborough Planning Department, **Carmella Kendry**, Peel Region Board of Education, **Jane Davidson**, City of Toronto Planning and Development Department, **Grace Strachan**, Ministry of Municipal Affairs, **Xenia Zepic**, Metro Planning Department, **Joanne Egan**, City Parks and Recreation Department, and **Reggie Modlich**, Women Plan Toronto, will help co-ordinate the group for 1987/1988.

CONSULTANT ACTIVITY IN PARKS AND RECREATION PLANNING

By: Edith A. Ganong

Official Plans include policies on acquisition and preservation of open space. However, municipal planners are seldom involved in decisions about the use and programming for a parks system. This month, five consulting firms discuss their approach to recreation planning, and particularly, the shift in emphasis from development of facilities, to comprehensive strategic plans.

Robert Lockhart of **Rethink Inc.** recalls that the first park and open space plans in Ontario in the mid-1970's focussed on open space and recreational facilities, and included 10-year capital development forecasts for land acquisition and development. In the absence of much focussed planning in the parks and recreation area, these municipal master plans were overwhelming to most Parks and Recreation Departments and municipal councils. In the end, implementation was spotty.

However, these projects did raise awareness about the need to better plan for leisure services. Since the mid-1980's, the trend has been towards more comprehensive strategic plans that include all the major players in leisure service provision. These contain fewer specific recommendations about facilities, open space acquisition and 10-year forecasts, and pay more attention to improving service delivery, inter-agency co-operation, policy development, planning guidelines and broader concepts about how best to overcome current shortfalls and be better prepared for anticipated future change. The first Comprehensive Recreation Plan was completed for the City of London by **Rethink Ink.** in 1984.

Jim Morgenstern of **The Institute of Environmental Research** notes a similar shift in emphasis in the master plans which his firm has prepared for over 35 municipalities in the last ten years. In the early plans, the emphasis was often on identifying long-term capital requirements for

recreation facilities and parks. While this remains an important objective of the master plans, management and administrative issues are becoming increasingly important. Most of our recent plans have included detailed recommendations for improving the long-range leisure planning capabilities of municipal Parks and Recreation Departments. In many municipalities, as Parks and Recreation Departments become increasingly involved in planning, research and policy-making, a closer working relationship is developing between municipal planning and recreation staff. The result is greater co-ordination and improved long-range municipal planning.



This evaluation of delivery and program effectiveness has been built into a Parks and Open Space Master Plan for the City of Waterloo, being undertaken by **Jean Monteith and Associates.** Citizen participation in the study has been high through a randomly distributed questionnaire and interviews with special interest groups and recreational clubs in the community. These latter groups were invited to discuss their perception of the quality of the community's recreational, cultural and parks facilities, and deficiencies, assets and/or areas for improvement.

An evaluation of the delivery effectiveness for recreation, parks and culture within the City is being handled by Dr. Don Getz at the University of Waterloo in association with **Jean Monteith and Associates.** This component of the study involves interviewing all salaried and contract employees of the City, as well as holding workshops. Its function is

to discuss staff's perception of their ability to deliver services to the residents of Waterloo, as well as their evaluation of the overall direction that their Department is taking.

John A. Stevenson Associates emphasizes public participation, financial and operational feasibility and responsiveness to local issues and context in its projects. Recent projects have addressed the needs of a number of different types of communities; growing urban centres (Aurora, Stoney Creek), rural townships (Elma and Logan), rural-urban towns (Lincoln), and smaller stable communities (Goderich).

The firm's work in preparing municipal recreation master plans, facility feasibility studies and parkland development plans, identified the need to include management and operational reviews as part of the recreation planning process. As a result, the firm has prepared a handbook on Operational Reviews for the Ministry of Tourism and Recreation, and undertaken operational reviews for both municipalities (Port Hope, Campbellford, Seymour), and private non-profit organizations (Laurentian Ski Club). The firm has recently diversified its projects to include international and private sector work, the most interesting being part of an international consulting team preparing the Pre-Development Master Plan for a Regional Park System for the State of Kuwait.

Reiner Jaakson of **Jaakson Planning Associates Inc.** prefers to do projects which have a research component, and which require development of new study methods, or where the analysis of data will contribute new knowledge to the professional and academic literature. The firm also has computer hardware and software to conduct questionnaire surveys, and to statistically analyze survey data. One specialty of the firm is to do survey research for other consultants, or directly for public agencies.

Prof. Jaakson recently completed a four month study for the New Zealand government. The focus was on the water-oriented recreation and tourism potential of a series of reservoirs being built on the Upper Clutha River in Otago, on the South Island. The study looked at the marketing potential of the new reservoirs for tourism in New Zealand, and the way in which water-oriented recreation could be controlled, using unique legislation and organizing a special administrative body to enforce regulations.



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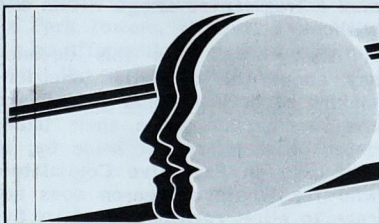
PLANNING WITH OTHER VOICES - WE CAN'T DO IT ALONE

Hans Blumenfeld once remarked, "Everyone is a planner: some of us just plan more than others."

This simple statement is an excellent reminder to us not to take ourselves too seriously as professionals. We are just one cog in the wheel, after all. It is also a challenge to us as members of CIP to define what it is we do. After all, if everyone plans, how do we justify laying claim to such a title?

An Annual Conference is an ideal time to ask philosophical questions such as these. The 1987 Conference takes the view that our environment is shaped by the collective impact of physical, social, economic and many other factors. In order to be able to better define and understand our role, we must consult with our colleagues in different disciplines who also plan. Nature has no interest in the way society has compartmenten-

talized its planning efforts - health planners, economic planners, facility planners, environmental planners, etc. The thoughts and ideas of other



professionals must therefore concern us and quite possibly help us grow professionally. The Conference thus looks at "planners" in the generic sense, as well as in the context of planning practiced by our membership.

To judge from correspondence and articles in Plan Canada and the

OPPI Journal over the past year or so, the topic is timely. Coincidentally, in the two years since the theme was chosen, CIP has modified its definition of planning to include "resources, facilities and services", as well as land. As well, CIP has recently endorsed the concept of "Healthy Cities", which is based on a "concern for the environment, for healthy individuals within a healthy social, economic and physical context". The movement, if not the philosophy, is new. It appears as a "stream" in its own right at "Other Voices".

Regardless of what we call ourselves, or how we choose to label our particular interests, it appears that we can all agree on a common denominator: our objective is to help make our environment a better place. No single group can do it alone, or work effectively in isolation.

By: Philip Wong, Publisher, and Glenn Miller, Editor

LETTERS

Praise for OPPI position paper

I would like to congratulate OPPI on its Position Paper on the Report of the Advisory Committee on Right to Farm. The tone of the paper, and particularly the comments under Item 4, are clear and concise, and I am delighted that our Provincial organization has taken a strong position on this issue.

For some time I have been interested in the need to promote harmony between farmers and non-farmers, and I wonder if your readers would help to attack the myth of farm/non-farm conflict that has been so vigorously promoted by the Minister of Food and Agriculture and his staff. As the OPPI position paper says, "there is little evidence to support O.M.A.F.'s position." Does any Ontario planner have any evidence of this conflict being any more serious than the occasional conflicts between neighbours in any setting, rural or urban?

S.G. Rich, Planning Consultant.

By-law process assailed

By: Glenn Tunnock, MCIP

As co-author of CIP's new national by-laws, I had occasion to witness the evolution of the constitutional policy of the Institute. At times this process was fraught by the complexity of regional interests or staid traditionalism, while at other

times, by refreshing new direction. Eventually, and most importantly, a consensus was arrived at by national council. The new by-laws were subsequently ratified by the membership, including of course, a substantial number of planners in Ontario. Since then, Ministerial approval has been granted.

What did we create in this legislative and policy exercise? Two

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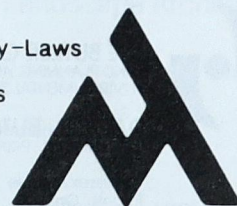
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principles stand out clearly in my mind. The first is a universal and enhanced professional standard of membership. The second, closely tied to the first, is a more rigorous process for election to membership (through the use of a log book and a more closely supervised internship). The former principle has the effect of vesting upon any planner in Canada, the same basic rights of entry to membership, a concept that ensures portability across provincial or territorial boundaries, that facilitates professional practice across boundaries, and that enhances the marketability and mobility of planners from one area of the country to the other. The latter principle establishes a universally consistent and higher standard of procedures for entry, in turn, designed to cultivate quality professional and ethical practices.

What then have we actually achieved in implementing these principles? In my opinion, Ontario has breached the spirit on both counts by choosing to "up the ante" on both the requirements for election to membership, as well as in the administrative process governing internship.

This is elitist! We are in effect creating an exclusive club... an insular affiliate in the national confederacy of affiliates. By creating more onerous standards for Ontario, are we not in fact casting aspersions on the qualifications of our fellow planners in other jurisdictions? Will these elevated standards really make a difference to employers in making decisions on whether to hire a planner from Ontario over one from B.C.? I think not. It may have the negative impact, rather, of giving our profession a fragmented image within and without.

Also, what does this decision say about the collective decision-making of both national council and the membership when their (mandated) wishes are set aside by, in this case an Executive Committee, who for whatever reason does not care to elicit ratification of its by-laws by the membership of OPPI? I would suggest that it is unusual, if not irregular, for a professional organization to disenfranchise its entire membership on its by-laws!

There may be a more serious factor to consider. This is whether differences between national and affiliate by-laws may be legally contested under the auspices of the Canada Corporations Act. For example,

a prospective member who meets the criteria for membership under the national by-law is one that qualifies for membership in CIP. If refused election, such an individual has recourse to appeal under the national by-law, if not by virtue of the superior legislation.

There is no compelling rationale for a double standard for membership matters for Canadian Planners predicated on residency in one province or another. If there is, then let Ontario planners of all membership classes express their democratic right before enshrining this in our by-laws. Let us also decide the merits of exclusive decision-making powers being left in the hands of an Executive Committee.

Editor's Note:

The OPPI By-Law was adopted at the inaugural general meeting in March, 1986, and the provisions for membership requirements were ratified by mail ballot in October. The By-Laws were formulated during the same time period that the revised CIP By-Law was being considered, and were ratified before the CIP By-Law.

OPPI's By-Law explicitly provides that anyone entitled to membership in CIP, moving to Ontario, be entitled to equivalent membership in OPPI.

OMB

York Condo Conversion Successfully Appealed

By: Pierre Beeckmans

The conversion of 547 apartment units to condominium ownership in the City of York was the subject of a municipal board hearing when the municipal council's approval of the conversion was appealed by the **Federation of Metropolitan Toronto Tenants' Associations**, pursuant to Section 7(12) of the **Rental Housing Protection Act**. The complex was built in the mid-sixties; it comprises two 25-storey towers and a 2-storey

building containing a swimming pool and commercial facilities.

The Board quoted the most relevant criterion in Ontario Regulation 434/86, which must be met if a condominium conversion is to be approved:

"In the opinion of council, the proposal does not adversely affect the supply of affordable rental housing in the municipality."

For the applicant, housing economist Frank Clayton gave evidence to support the contention that Park Towers was a luxury-type project and could not be described as "affordable rental housing". Rents were demonstrated to be at the top end of the range in the City of York: 99% of the one-bedroom units rented for \$500 or more; 96% of the two-bedroom units rented for \$700 or more; 99% of the three-bedroom

units rented for \$1,000 or more. In York as a whole, excluding Park Towers, these percentages were 14%, 7% and 0% respectively. The average monthly rent in Park Towers in April, 1986 was \$747, whereas the average for the City of York was \$465. Renters in Park Towers had an average income of more than double the average renter income in the municipality (\$40,377 compared to \$17,133 in 1981). Mr. Clayton also pointed out that the demand for rental housing would be reduced by almost as much as the supply when the conversion takes place.

From an analysis of rent as a percentage of income, Clayton drew some interesting conclusions:

- two-thirds of renters in Ontario in 1985 spent less than 25% of household income for rent;
- dividing the population into quintiles (20% intervals) by income



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distribution, these can be described as low income, moderate income, middle income, upper-middle income and high income; affordability is associated with the problems of the low and moderate income groups. As income rises, less is spent on rent as a percentage of household income.

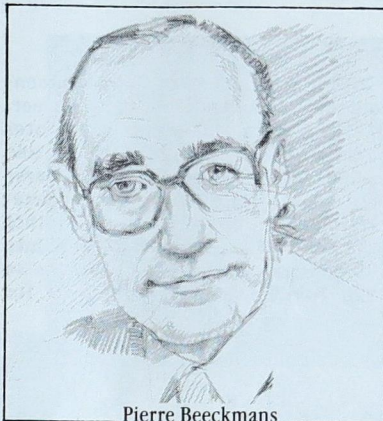
In an analysis entitled "Causes and Consequences of Condominium Conversions", Clayton pointed out that some of the converted units continue to be rented and also that the demand for rental accommodation is reduced because some of the purchasers are former renters. Where the conversion results in rehabilitation, as in Park Towers, there is a public benefit as the housing stock is upgraded.

Susan Taylor, Co-Ordinator for the Ministry of Housing's Rental Housing Protection Program, was subpoenaed by the appellant Federation. Her analysis assumed 30% of income as the cut-off to determine affordability. She found that the conversion of Park Towers would reduce the supply of rental units in the municipality by 2.2%, aggravating an already low vacancy rate of zero. Ms. Taylor proposed that low and moderate income should include the lower two-thirds of the population. In 1986 figures, this would mean a maximum income of \$37,500 and a maximum affordable rent of \$938 in the City of York. If only renter incomes are included, the maximum income is \$30,305 and the maximum affordable rent is \$758. In Park Towers, 328 units rented for less than \$750 in 1986. In Ms. Taylor's analysis, this number of units would be lost from the supply of affordable housing for people of moderate income.

Vykki Silzer, Senior Planner responsible for conversion policy in the City of Toronto, was also subpoenaed. She disagreed with the approach in the Clayton report: the incomes of potential tenants must be considered as well as those of the existing tenants. She believed that the affordability criterion should be applied to the lower 66% of the population. She indicated that Toronto staff had even been considering the lower 75%. She stressed that the municipal boundary was of little relevance in studying the housing market. The metropolitan area was a more appropriate housing market area, and the incomes of all households should be considered, not just renters' incomes, since people move between tenancy and ownership. Using 1981 census data, updated to 1986 by a factor of 152%, she arrived at a cut-off rent for affordability of \$1,174. This would include 502 of the 547 units in Park Towers.

- 30.5% of the renters in York paid more than 30% of household income for rent in 1981. Most of these had incomes below \$20,000.

Two employees of C.M.H.C. also gave evidence under subpoena by the Federation. This agency provides assistance to people described as being in core need. A ratio of 30% of household income spent on shelter or whether present accommodation is below certain standards or is overcrowded determines the need. The assistance is calculated to reduce the rent to income ratio to 25%. In Park Towers, 211 units were found to be affordable to persons who may meet the core need criteria.



Pierre Beeckmans

A staff planner for the City of York gave evidence regarding the official plan policy on condominium conversion. He indicated that he had submitted information to the council on matters alluded to in the policy, but had not given any advice on the conformity of the conversion. He similarly gave no opinion on conformity to the Board.

The Board rejected the Clayton assertion that the conversion of Park Towers would not adversely affect the supply of rental units in York. It proceeded to a decision on what constitutes affordable housing in the City of York. The Board decided to use income data from the entire metropolitan area, rather than just the local municipality. It included income data for owners as well as renters, and it used the lower two-

thirds of the population income groups to arrive at a cut-off-per-household income of \$46,973. This was substantially what had been argued by the appellant. It used a ratio of 25% of income to calculate affordable rent, and arrived at a figure of \$979 per month. All units renting at not more than this amount would thus fall within the category of "affordable rental housing". Under this definition, 447 units at Park Towers qualified.

Finally, the Board considered whether the removal of 447 affordable rental housing units would adversely affect the supply of affordable rental housing in York. It concluded affirmatively, and found that the test set out in Section 8(1)(3) of O.R. 434/86 was not met.

In conclusion, the Board speculated on the effect of not approving the application. If some of the current tenants still wish to purchase a condominium unit, they may find one and move away from Park Towers. Their units would become available to other renters. The buildings may not be upgraded to the extent proposed in the conversion, but the City had the power to ensure that any necessary remedial work would be undertaken.

The appeal was allowed on May 11, 1987. However, a petition to Cabinet has been launched by some of the tenants who had hoped to buy their units.

Source:

Decision of the Ontario Municipal Board, Park Towers, 400 Walmer Road. File: M-870009.

OPPI Scholarship to be awarded

The Scholarship Selection Committee is pleased to announce that **Dennis R. Flaming** (Guelph University) and **Paul Weissenborn** (University of Waterloo Undergraduate Planning Program) have been awarded OPPI scholarships.

The awards will be presented at the Fall OPPI Annual General Meeting.

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Hans Blumenfeld autobiography short course on long life

Review by: Glenn Miller

In 1929, Hans Blumenfeld was a journeyman architect living in Vienna. Although there was not much work, the city was a hotbed of radical thought. Young intellectuals such as Blumenfeld thrived on talk of social revolution, and experimented with the emerging art of psychoanalysis.

Because the demand for architects was erratic, Blumenfeld frequently found himself out of work. After being laid off towards the end of the year, he decided to take advantage of his freedom and visit Greece. Just as he was leaving to buy his ticket, however, a postcard was delivered, containing an offer of further work. As quickly as he had planned his impromptu vacation, he resolved to stay in Vienna, and try to make headway in his career as an architect.

Therapy Changes Attitude

If that postcard had not arrived when it did, it is possible that Hans Blumenfeld would never have discovered city planning. To judge from his own description of his design talents, it is likely that we would never have heard of him if he had continued to practice as an architect! On the advice of friends, he underwent a painful course of analysis. Through therapy, or perhaps in spite of it, he concluded that he lacked the degree of creativity required to be a successful architect. Luckily for us, Blumenfeld was to discover he was eminently suited to planning, a profession that specializes in "taking a problem, analysing it, and coming up with an answer".

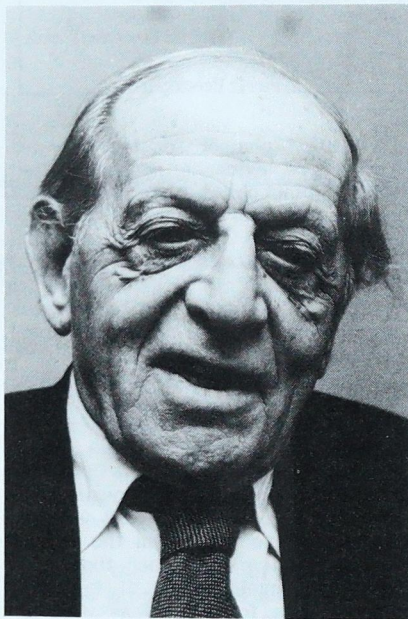
A second factor in redirecting Blumenfeld's career was his desire to contribute to the socialist cause. Through his circle of friends, he became involved with the Communist Party, and served as a courier, making "dead letter drops" in Yugoslavia. His career as an agent was cut short, however, after colleagues died at the hands of police following one of his visits across the border.

The economy also played its part in pushing Hans Blumenfeld to change careers. Unemployed once more, but before he could pack a bag for Greece, he was offered an opportunity to work on the first of Moscow's 5-year plans. After initial

misgivings about the location and the nature of the society, Blumenfeld accepted. Very quickly his role changed from architect to planner, a change that alerted him to his true potential and allowed him to confide in a colleague that he considered himself fortunate to be able to "do what you darn well please and call it work!"

Life As A Drifter

The description of how Blumenfeld happened upon his new career, like hundreds of other anecdotes comprising his autobiography, is told in language that is typically sparse and direct, yet full of self-deprecating humour. As a result, the author is able to pack enough material into 300-odd pages that might otherwise have run to several books. Or for



**Life begins at 65 –
(the not entirely
candid
autobiography
of a drifter)**

the cinematically inclined, several movies. If Hans Blumenfeld's autobiography is ever made into a movie, casting could prove to be a major challenge – after all, how many actors are capable of sustaining a characterization spanning six or seven decades? Throughout his long life, Blumenfeld has apparently been performing a balancing act between the stubborn protection of principle and cheerful pragmatism. It is this willingness to make the best of situations that underscores one of the best surprises in the book. Just as the sub-title suggests, Blumenfeld really has been a drifter. Although extensive globe-trotting in search of gainful employment was not uncommon for the times (between the world wars), it becomes clear that Blumenfeld was also searching for an ideal society, as well as a suitable role to play.

The pace of the book is hectic. Part of the reason for this is that the sheer volume of ideas allows only brief paragraphs to describe events lasting years. At first reading, I found this disturbing. But as many of us have discovered to our pleasure, Blumenfeld's work encourages regular re-reading, and thus fresh discovery. Anecdote and philosophical musings are neatly set in a chronological framework. It will be hard for most of us to resist turning to the chapter on Canada first, or checking out the index to see whose name is mentioned.

Strength Of Logic

That the one-time agent crossing international borders with incriminating evidence concealed in the base of his shaving brush is the same person whose ideas have made such a lasting impression on the planning community (and beyond), ultimately makes a great deal of sense – that fits with Blumenfeld's synoptic view of the world, seeing life and the environment as a unit. As a young man he was philosophically opposed to violence, but insisted on volunteering when Germany declared war. Explaining why he refused to go to a neutral country, he says, "Having done nothing to prevent the war, I could not wash my hands of it; I had to share the fate of my people."

Hans Blumenfeld is a Fellow of CIP. His autobiography is published by Harvest House, with help in part from a publication grant from CIP.

Toronto Releases 1986 Quinquennial Review

By: Steve Dynes

The City of Toronto Planning and Development Department has just completed its second five year review of Toronto's Central Area Plan. The **1986 Quinquennial Review** represents the most comprehensive review to date, with a total of ten papers published.

The Review concluded that while the general goals and objectives of the Central Area Plan remain valid, new initiatives in several policy areas may be required in order to achieve these goals. A number of areas are identified where further study is required. In addition, an expanded monitoring system and more appropriate mechanisms for broader reviews of the Plan are set out.

Experience of the last ten years warrants a broadening of the monitoring process. A major theme of the discussion of deconcentration and transportation planning, was the increasing level of uncertainty that has resulted from recent changes in the economy of the Central Area and the Region. Are the trends in floor space per worker and occupational restructuring likely to continue or accelerate? Is the growth in permanent part-time employment a short term, post recession, recovery phase, or is it indicative of permanent, structural changes? If it is the latter, how does this impact on travel behaviour? Recent trends have clearly demonstrated that growth in office space has **not** resulted in comparable increases in employment levels and consequently peak-hour travel demand. If these trends continue, the need for major transportation improvements may well be moved further into the future.

Trends in other, non-office sectors or activities in the Central Area also need to be monitored, including changes in the size and structure of the Central Area labour force. It was recommended that this expanded monitoring system be incorporated, in whole or in part, into the City's Official Plan.

Toronto City Council adopted the 1986 Quinquennial Review in April of 1987. The following reports were published:

Overview Report (December, 1986)
Summary Report (December, 1986)

Background Papers:

- 1 Changes in the Distribution and Demand for Office Space in the Toronto Region (December, 1986).
- 2 Regional Perspectives on Labour Force Change and the Impacts

of Technology (December, 1986).

- 3 Regional Population Trends and Projections (December, 1986).
- 4 A Review of Office Space in the Central Area (December, 1986).
- 4A Statistical Review - Office Space Development in the City of Toronto: 1976-1985 (December, 1986).
- 5 Trends in the Utilization of Office Space (December, 1986).
- 6 Trends in Employment (March, 1987).
- 7 Central Area Travel Patterns (March, 1987).

- 8 Review of Transportation Planning in the Central Area: 1976-1985 (March, 1987).

Copies of the 1986 Quinquennial Review may be obtained from:

The Resource Centre,
Main Floor, New City Hall,
Toronto, Ontario. M5H 2N2
(416) 392-7410

Steve Dynes is Research Co-ordinator, Policy and Research Division, Toronto Planning and Development Department.

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LAND USE PLANNING: ONLY PART OF THE PUZZLE

Robert Millward, MCIP, was interviewed by the Journal in April, shortly after his appointment as the City of Toronto's Commissioner of Planning and Development.

As the recently appointed Commissioner of Planning and Development for Toronto, you obviously have a very full agenda. What are your priorities?

On the development side, much of the Department's attention is naturally focussed on the central waterfront right now. There's a whole new city growing south of Union Station and we're trying to pull the pieces together to make sure it's done right. Waterpark Place is a good example of the kind of quality that can be achieved.

How do you feel about Harbourfront?

Harbourfront is at a critical juncture. The reviews have been fairly critical of the density, scale and quality of some of the development - with some justification - but how Harbourfront works is very important to the city. I think mixed use is important down there, but we have to do better in defining the public realm. It should be credited, for example, for its very successful programming, which has been responsible for bringing people to the waterfront. I certainly don't believe Harbourfront should be all grass, but we need greater certainty in what's public and what's not - the public spaces have to be less ambiguous and should feel like public spaces.

You mentioned densities. With hindsight, do you think there is too much development designated on Harbourfront?

I hope we'll be successful in re-deploying densities in future. We

need federal help to achieve that, but another priority has to be nailing down connections to the Railway Lands to the north. Linking the waterfront and the Railway Lands with the rest of the City has been an objective for nearly ten years now.

The aerial view of the waterfront on your wall appears to be circa 1960. The area was definitely still industrial then.

You're right. And it's a good reminder of how far we've come. Let's not forget that there have been some very positive developments on the waterfront, such as the re-use of the Terminal Warehouse building. But there's a lot left to do.

With the Blue Jays and the Argos due to move to the Domed Stadium in 1989, what is going to happen to the CNE? It's a landmark site that seems to need a lot of help.

I see a tremendous opportunity to rejuvenate the CNE. Some key questions will hopefully be answered in the near future. How should we deal with the CNE vis a vis Ontario Place? I would like to see the two areas physically integrated. There are proposals currently in the works to achieve that - and this could tie in to the Olympic bid for 1996. We have to treat the whole waterfront area as a resource.

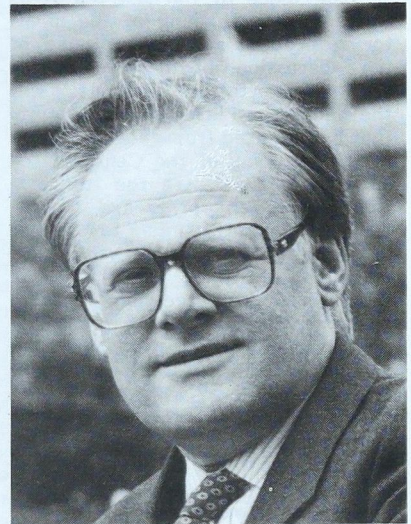
Many of the initiatives you refer to are broader in scope than the traditional approach to land use planning. How do you see your department's role in influencing the larger picture?

Land use planning is not very useful just by itself. It's only a piece in the puzzle - albeit an important one. Our department is planning and development. It's impossible to ignore the economic and social inputs. For example, another of

our priorities is job retention. Part of our approach is to promote Toronto and Metro by bolstering segments of the economy that need to be helped. Take the example of providing day care for workers in the garment district. We've been heavily involved there. In that particular context, we see our job as making it easier for a troubled industry to survive. Planning and development should be working together.

Some municipalities deliberately keep planning and development under separate management. From what you say, it seems that wouldn't work well in Toronto.

You're right. The segregation trend puts politicians in an awkward position. Economic development can sometimes lead to bitter internal



battles. Why fight those battles in public? I don't see how you can achieve consistency between the two areas with two separate commissioners. Our way, we don't boost anything we can't support on the basis of good planning. Massey Ferguson (redevelopment of a large industrial plant) is driven by economic development, but founded on sound principles.

What are some of the other kinds of connections you would make between economic development and planning?

Another of our initiatives involves promoting tourism and the arts. Very simply, what's good for tourists, an active downtown after business hours, activity on the sidewalks, interesting public sculpture, memorable development, built at a human scale - all this is good for residents too. There's a natural balance. Planners can't take complete credit, but

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these are important values to protect and sustain. The philosophy of incremental growth is accepted more readily now, than ten years ago. I'd give us an "A+" for that. As we continue to grow, we're committed to sustaining the quality of urban life in a way that's urbane and sane at the same time.

Has Toronto earned its reputation as an innovator in planning?

Definitely. So many of the statements that sound like motherhood today, were new ideas a dozen years ago. It may sound trite now, and it may be hard to remember it any other way, but protecting neighbourhoods, the need for open space, protecting old buildings - everyone accepts these concepts today, but that's only because the groundwork was laid in the early 70's. Saving old buildings is good business today, not just some crazy planners with hopes and prayers.

Can you give some other examples of how a basic principle has been developed into a new direction?

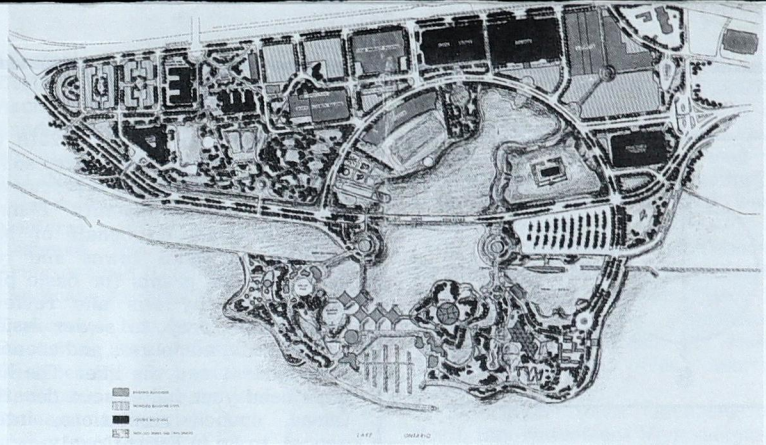
Take the neighbourhoods theme. Healthy neighbourhoods are helping to evolve support for local street-front retail. These shops are a real strength in the community, which has been translated into support for BIA's. We now have 30 BIA's. Take housing downtown. We've been pleasantly surprised by the number of new housing units built in the last 5 years. The idea grew out of the conservation strategy to keep high rises out of neighbourhoods, but nobody anticipated that we would actually get a net increase in the downtown population.

Are there any negative aspects to a high level of demand for living close to downtown?

I'm concerned about the affordability issue. Today, your personal wealth has more to do with when you bought, than how much you earn. Newcomers and young families have a tough time. The City has to do more to invent policy and techniques to create more affordable housing. The planning department is just one actor, but I definitely see a role for government in this area, to work with the private sector to come up with solutions.

In recent years, there has been an emphasis on the success of the City in negotiating public benefits ... winning concessions outside of the Official Plan or any provisions in the Planning Act. Is this the best way to go?

I would feel more comfortable with a legislative framework so we can ensure equity and fairness. But negotiating public benefits has enabled us to make a substantial contribution to social housing. But there are some fairly tricky equations in determining what's right for the par-



Proposal for redevelopment of CNE with Ontario Place

ticular situation. That's why planners and others have to worry about the issues collectively.

Your predecessor was working on a reorganization of the department. Do you plan to carry this through?

Very much so. The department organization is out of sync with the work program. We have 180 people on staff, but somehow I feel we have internalized ourselves, with too many spinoffs resulting in a pluralistic approach to policy. We have good people, but are perhaps not functioning as a department as well as we might. I'd particularly like to be able to place more emphasis on the long range planning function. I'm looking for more synergy from the department as a whole. And hopefully we'll be able to move in

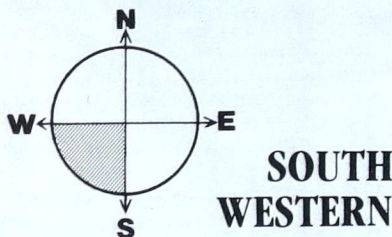
that direction soon.

As a final question, how do you see the City's role in Metro, particularly with the suburban municipalities gaining in strength?

I think our department has a responsibility to speak up for the City at Metro Council. One key issue is commercial growth. Deconcentration is definitely a reality, and I'm pleased about that. That's something the City has supported. But this issue brings us back to the waterfront. The Railway Lands is needed for the City core to remain competitive with the best suburban sites. Without the extension to the Financial District, we'd be running out of prime sites. The core has to continue to be strong if deconcentration is going to be effective for the area as a whole.



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Summertime Report

Summertime and the Southwest District, land of fun and sun interspersed with dedicated planners, has set its social agenda for the rest of the year - learning and leisure.

Monday, June 25th: Intervenor Funding Seminar (How to Pay For Your Planning Fantasies), Biltmore Hotel, Guelph.

September 25-27: Southwest District Annual General Meeting at the Little Inn in Bayfield. The respectable topic is "Exclusionary Zoning", but don't let that fool you. The program and the environment follows a long-standing Southwest tradition of good times in nice places.

Talking of nice times and places, in **November**, an audio-visual program on the "Adaptive Re-Use of Old Buildings" is being held in a unique heritage home - The Elmhurst Inn in Ingersoll.

Now the program committee has been concerned of late about the level of "professional development" of the London folks and students. So these events have been painstakingly designed and refined to attract these planners-in-hiding. Go get out your date books and write them down - **in ink!**

Planners on the Warpath: occasionally referred to as the "real thing". The Minister of Municipal Affairs has appointed an Advisory Committee on County Government to look at issues of representation, functions, and financing. OPPI has asked **Bill Hollo**, the Southwest's prickly pen, to orchestrate a response. Send those cards and letters to Bill at the Lambton County Plan-

ning Department by June 25th (yes that's 1987). Still in the "deep south", **Ed Cornies** is mounting a rescue mission on the Community Planning Grant Program on behalf of basic planning in small towns and rural areas. Seems grants for basic planning (plans, by-laws and reviews), have fallen prey to sexier issues - waterfronts, computers and economic development and the like. The little guys need your help: send donations (ideas, council resolutions, intelligence), to Ed in Essex County.

The Huron County Planning and Development Department has fallen into the community development puddle. With some generous assistance from the Federal Government's SED (severely employment disadvantaged) program, a nine month study has been launched to match SED groups in the County with appropriate employment opportunities and required training programs. The study is pursuing a strategic approach, and attempting to match groups and programs for a ten year horizon, by developing indicators of groups likely to be dislocated by changing economies and forecasting new employment opportunities for which these groups could be trained. The study is being co-ordinated by **Mark Seasons**, a Ph.D. student at Waterloo, and has a project team combining planners and community workers. The study intends to develop an on-going, community based facility to assist SED groups find permanent employment.

A plea!! The new Southwest editor needs material, and soon the press gang will be arriving at your door. July 16th is the copy deadline for the July/August issue, so avoid all the mangled bodies and other gory stuff, and send material to **Gary Davidson**, P.O. Box 163, Goderich, Ontario, N7A 3Z2. Many Thanks!

Robert Millward, recently appointed City of Toronto Commissioner of Planning and Development, indicated his organization uses consultants where staff time or expertise are not available, and the nature of the issue is too sensitive to be handled internally. Millward looks for a proven track record and reliability; the ability to follow terms of reference while delivering on time and budget; and the clear capacity to articulate and address the task when selecting a consultant.

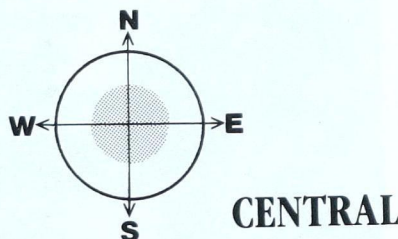
Greg Yonge of Woods Gordon urged public sector officials not to create detailed proposal calls, as it leaves little room for consultants to prepare a response. As with other facets of planning, communication between parties is most important to the success of the consultant's project. A staff member should be made available, and regular meetings held between staff and consultants. This practise ensures the scope of the study continues to be understood, and new directions can be explored. In the end there will be no surprises.

Millward reversed roles, asking consultants in the audience whether it was helpful to know who else was bidding on a project. The answer was a clear "yes". The consultants can rate their chances, and determine through the invitation list how the client perceives the project. The more information given up front, the less time is spent by the consultant trying to obtain that information.

Scarborough Urban Design Awards

The Victoria Business Village: Phase I, 1025-65 McNicoll Avenue at Victoria Park Avenue, was chosen as the award-winning project at the 14th Annual City of Scarborough Urban Design Awards held in May. Though the number of entries was down this year, this project ranks with previous winners in terms of quality of design and execution. It was the unanimous choice of the jury.

Victoria Business Village is a small unit office condominium project which resembles a townhouse complex, not a sterile modern (or post modern) office building. The two storey brick buildings with sloping roofs create a residential atmosphere, and relate well to the residential neighbourhood to the south. Both the interior central spaces and the triangular spaces between the buildings and the curving street have been extensively landscaped with hard and soft materials. The project will age gracefully as the plant material matures. It was developed by Graduate Holdings Ltd. and Sam-



Candid Consulting At May Program Meeting

The May program meeting featured discussion of how to effectively use consultants with guest speakers who are "users" and "doers".



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uel Sarick Ltd., and designed by Fliess Gates McGowan Easton Architects Inc. and EDA Collaborative Inc. Landscape Designers.

The jurors, Councillors who serve as chairmen of the City's four standing Committees, also chose four Honourable Mention projects:

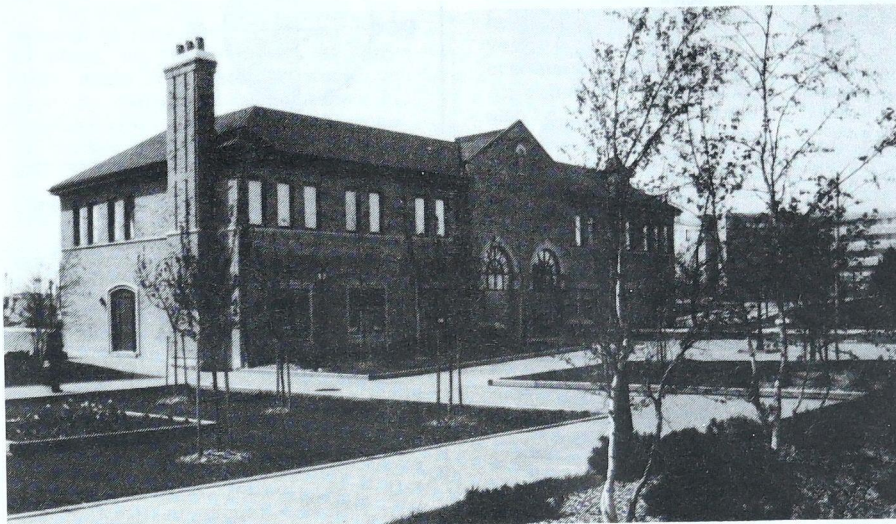
- * St. Dunstan of Canterbury Anglican Church, 56 Lawson Road.
Designed By: Brown, Beck & Ross Architects and Victoria Lister Carley Landscape Architects.
- * Commercial Plaza, 3430 Finch Avenue.
Owned By: Aaron Mendelson

Enterprises Ltd.

Designed By: Green Liang Weizel Architects and Elizabeth Tugman Landscape Architect.

- * Whistler's Restaurant & Cafe, 3114 Danforth Avenue.
Owned By: George and Helen Mastoras.
Designed By: Erland Gustavs Architect and Harrington & Hoyle Landscape Architects.
- * Centenary Hospital - Margaret Birch Wing, 2867 Ellesmere Road.
Designed By: Bregman & Hamann Architects Engineers and Baker Salmona Associates Ltd. Landscape Architects.

By Glenn Scheels



Victoria Business Village

issues in North Bay over the past decade. Rounding out the speaker's panel was Mr. Thomas Rahn, a researcher with the Pollution Probe Foundation. Mr. Rahn offered his observations on waste recycling as a partial answer to present waste disposal methods.

In the discussion that followed, all speakers and the moderator noted that while it is a growing issue for municipalities, neither conventional nor proposed methods of dealing with solid waste offer clear-cut solutions.

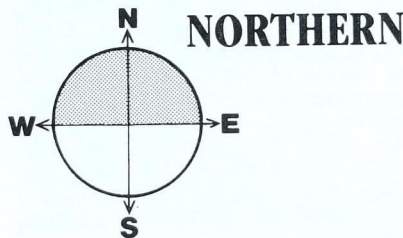
Afternoon tours included the North Bay Waterfront Redevelopment Project, the Main Street reconstruction area, a tour of the underground radar complex affiliated with CFB North Bay, as well as a tour and reception at the newly-renovated North Bay Arts Centre.

The Annual Business Meeting of the District was held on Friday evening. Reports were received from Philip Wong, District Chairman, and other members of the District Executive on a variety of housekeeping matters. In addition, members received a brief status report from Narism Katary regarding publication of proceedings from the 1985 CIP National Conference in Sudbury.

The session on Saturday, May 9th dealt with "Planning and Economic Development Policies for Northern Ontario", moderated by Mrs. Marie Marchand, President of the North Bay and District Chamber of Commerce. The lead-off speaker was Dr. Bob Rosehart, President of Lakehead University, and former Chairman of the 1986 Provincial Advisory Committee on Economic Development in Northern Ontario. Rosehart spoke of "Two Economies" in the North - one of relative diversity, and another of threatened company towns. Among the policy challenges for Northern Ontario, he highlighted eliminating fragmented local policy

entertaining and thoughtful layman's perspective to garbage was provided by North Bay Alderman Richard F. Donnelly, Q.C., Chairman of the City Council's Public Works Committee.

Both sanitary landfill and energy from waste proposals have been local



ND Annual Meeting

By: Don McConnell, Stu Kidd and Jeff Celentano

A diverse and thought-provoking agenda highlighted the Annual Meeting of the Northern District of OPP on May 8th and 9th in North Bay.

The May 8th workshop focussed on "Solid Waste Disposal in Ontario", and was moderated by Mr. G.M. (Milt) Farrow, ADM of the Community Planning Wing, Ministry of Municipal Affairs. Mr. Bob Breeze, of the Waste Management Branch, Ministry of the Environment, described the current Provincial initiatives to assist municipalities in the area of solid waste management. An

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positions, developing broad-based community leadership, improving labour-management relations, and the necessity for a specific and distinct Federal Development Strategy for Northern Ontario.

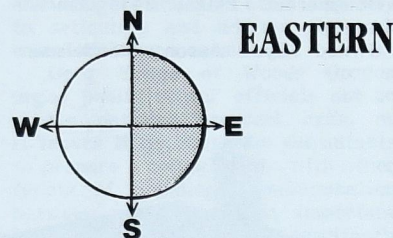
Offering a local government and business perspective was Mr. Tom Davies, Chairman of the Regional Municipality of Sudbury. Davies urged the audience to "pull together" as a region politically, and develop "home-grown" solutions to sustainable community development. Among his suggested strategies for long-term development in the North, Davies

proposed the establishment of northern research and development expertise at local colleges and universities, the need for a Northern Ontario advocate in Ottawa, the need for all northern municipalities to get informed and pressure elected officials, and "to be imaginative and develop a united front" for custom-made development policies.

The third panelist was the charismatic and exuberant MPP for Cochrane North, Mr. Rene Fontaine. Mr. Fontaine gave the Provincial Government's current policy responses to the development issues in Nor-

thern Ontario. In his capacity as Provincial Chairman of the Province's Northern Development Councils, he urged his audience to speak with one voice, and avoid parochial concerns. He also challenged Northern Ontario to become master of its own destiny, in terms of development strategy.

A lively discussion between panelists and the audience rounded out a very successful and thought-provoking Conference.



Waterloo Planning Alumni Ottawa Reunion

A large number of former Waterloo planning/geography students attended a recent alumni meeting in Ottawa. According to a survey carried out by one alumnus, many former students are working in municipal government, with some working at the federal level. This led to a number of interesting encounters and exchange of experiences. It also left many looking forward to the next Waterloo Reunion in Ottawa.

Chapter Awards Program

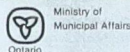
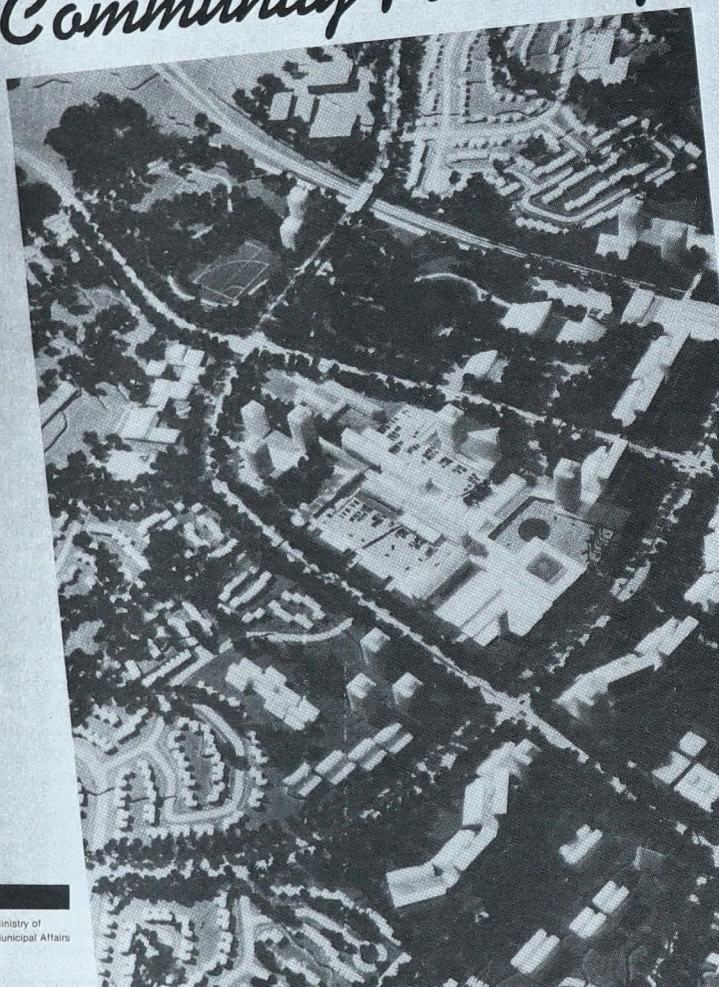
The Eastern Ontario Chapter (now District) has an established Awards Program (instituted with initial presentations of awards in the Spring of 1982). This program recognizes the excellence of planning practice in Eastern Ontario. It is also hoped that this program will continue to increase the level of public awareness in regard to the wide variety of roles filled by planners.

Briefly, the project must be planning related (either policy, development, plan or a demonstration project). The form of the application will be limited to a two-page summary. Also required is a copy of the project or report. Only six 3 x 5 photos mounted on an 8½" by 11" sheet will be accepted. All entries should relate to work which has been performed in Eastern Ontario, or which has particular application or relevance to that area. For the purposes of the program, Eastern Ontario extends only as far west as the westerly limits of the counties of Renfrew, Hastings and Prince Edward.

Entries may represent the work of an individual or a team. Submis-

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sions are invited from all practitioners and students involved in planning in Eastern Ontario. A maximum of one award and one honourable mention will be made in each category. In addition, in each category, a maximum of one award and one honourable mention may be made

for work by students. The judges reserve the right to make no award in a category if, in their opinion, the entries in that category are not of a sufficient calibre.

To take account of the recent organizational changes within the District, the deadline for submissions

has been extended until September 1, 1987. The awards will be presented at the Annual General Meeting in September.

For more information, contact Gary Holisko in Ottawa at (613) 226-4980.

Special report on suburban centres in Eastern District

Compiled by Bob Pekarchuk

Town Centres - The Answer To The Suburban Identity Crisis

The biggest complaint about the suburbs is that they have no sense of place, no "there there", as Gertrude Stein once said. It would be hard to distinguish some areas in Scarborough, Etobicoke, Nepean or Orleans from one another. They are reassuring because they are all so alike, and many people like the "Holiday Inn effect" of "no surprises".

However, the suburbs have been invaded by well travelled baby boomers, and developers and local councils are feeling the demand for more varied and higher quality services. Fearing an endless sea of strip plazas, many municipalities are hoping to create a downtown, or "town centre" in the middle of acres of vacant land. Much criticism has been levelled at these attempts. How many town centre planners do you know that would prefer to "hang out" in the Byward Market in Ottawa, or Queen Street and Spadina in Toronto? Why is it so difficult to create an exciting and liveable Town Centre that is not just a collection of architectural monuments in a sea of asphalt?

The problem may lie with inappropriate or outdated initial design concepts, or uneconomic locations. Sometimes, the implementation stage is not thought out, and the extended planning process can wear everyone down so that the original good ideas are forgotten. Another problem is that some city officials do not believe in urban design, as they are so busy jumping on the economic development bandwagon that they forget the basic quality of life principles.

It is important to have an innovative master plan that integrates well with surrounding neighbourhoods. The plan should be designed after extensive trade area information has been gathered to determine the best location in terms of potential population. It is also imperative to gather together basic statistics such as income and labour force information. Surprising as it may be, many potential businesses have outdated information on which to base

design and location criteria. In the past, this may not have been a problem. However, when a municipality is gaining 5,000 or more persons a year, with demographic and socio-economic shifts, it is a problem. An extensive consumer survey should also be conducted. There is no reason that a municipality cannot undertake to do this. Hordes of unemployed university students would be happy to use their basic social survey techniques, and the municipality would be getting an objective study for once.

Following this, an extensive site specific analysis should be made of the proposed Town Centre site, including topographical information, ownership, transportation linkages, etc. It is not necessary to have a weighty document. A well designed concept plan, reduced to an 8½" x 11" colour glossy, and a ten page planning document listing basic goals and objectives and design guidelines with some existing examples of the type of development desired, is sufficient. For example, Les Hegyi and I designed the Gloucester City Centre concept in February and March of 1984, in spite of initial skepticism, and presented our findings to Gloucester City Council on March 21, 1984. Council was astonished at such statistics as 79% of the total population lived in the north end of the city, 85% commuted into downtown Ottawa to work, the high average household income, and the

young average age of the population. Many of them still had perceptions of Gloucester as a basically rural community. They were also interested in the innovative shopping concepts we showed them in slide format, of developments in Europe, the United States and Canada, particularly the theme concepts of the Burlington Village Square development and the Sherwoodtowne Village complex in Mississauga.

Although our design concept was approved in 1984, with subsequent success in attracting various uses to the Town Centre area such as Telesat Canada, the National Sports Federation Headquarters and the new municipal offices, it remains to be seen if the proposed shopping mall will succeed in creating a downtown feeling.

The Township of Cumberland may have some success in creating a unique shopping environment as the Town Centre Secondary Plan has a strong emphasis on visual environment and urban design criteria. When we were working on the document, it was apparent that Cumberland has a definite interest in promoting a unique identity for the municipality, and there are several specific guidelines for developers to follow.

It is not enough, however, to have just a good initial design concept. Many developers parcel off their land to various other interests who bring in their site plan for 20,000

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square feet and could not care less if it was shown on a dusty plan somewhere that bikepaths were supposed to be linked, and that there was supposed to be an overall design theme for developments. They eventually wear everyone down, and you end up with another sea of asphalt. The City must have a strong commitment to urban design, and retain some vision of what it intends to achieve.

Developers are similar to homeowners who want their investment to appreciate in value. If one is not blessed with a city like Florence, Italy or Salzburg, Austria, then the only chance at a unique Town Centre environment is to ensure that design guidelines are applied to all the developments and that initial concepts of an urban park, bikepaths and a high quality pedestrian environment are adhered to. This has worked well in places like Nantucket, where all developers must conform to design criteria that ensures that the natural seaside atmosphere and pedestrian amenities are retained. However, I caution planners not to get caught up in rigid design by-laws that prevent canopies from extending over cafes, and dictate the colour of fences.

The only chance for success for Town Centres is to create an innovative urban design plan, and be fanatical about implementation. It is imperative to have mixed uses such as art galleries, libraries, day care, theatres, offices, light industrial, retail and residential uses, and have an exciting theme that can be marketed. You have to create a place that lives 24 hours a day. It may never compete with downtown, but it can make suburbia more interesting.

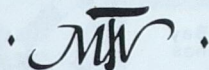
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Mary Tasi-Wood is a planning and land development consultant. She had a hand in writing the Gloucester City Centre Plan and the Cumberland Town Centre Secondary Plan. She makes her home in Orleans.

Marathon Realty And Mutual Life Partners in Orleans Town Centre

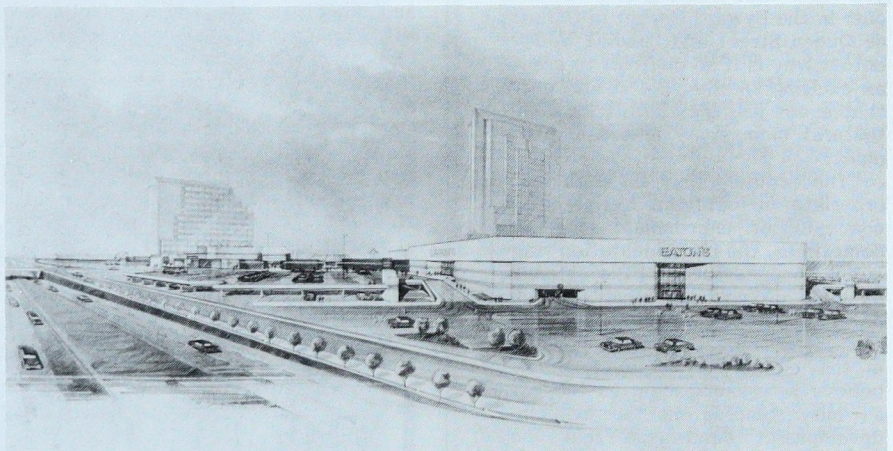
The proposal to create the Orleans Town Centre originated in a 1981 report prepared jointly by Cumberland and Gloucester. The purpose of the "Town Centre" is to create a regional focal point for development of commercial, office, institutional and recreational uses, capable of providing for the economic, social and cultural needs of the community.

Marathon Realty and Mutual Life are the developers of the original Orleans Shopping Centre, and are currently engaged in expanding the Centre on both sides of the municipal boundary. Marathon and Mutual have been working closely with the municipal authorities, in support of the long-term plans for a regional Town Centre. Future plans include the addition of offices and an hotel on Marathon's/Mutual's property. The first step in bringing these plans to fruition is construction of a Ring Road which will also provide transit access.

Official Plan) is an attempt to get out of a planning "rut" and provide a unique city centre for the people of Orleans.

It started with a combined effort between the two neighbouring municipalities - the City of Gloucester and the Township of Cumberland. Through the Regional Official Plan, a "round dot" on the map indicated this to be the district centre for Orleans. Orleans is a designated urban growth area outside the confines of the Greenbelt, and to the east of the City of Ottawa. Orleans has grown much faster than any planner had planned, or any politician had hoped. Cumberland Township is the second fastest growing municipality in Canada, with a growth rate of 67% (comparison of the 1981 and the 1986 Census), and the Gloucester part of Orleans is not far behind. The present population of Orleans is approximately 55,000, but in 1976 was only 12,033. Because Orleans does not have any political, electoral or census cohesiveness, putting together statistical data with plans is very difficult.

In 1981 the joint planning effort produced a report entitled "The Eastern Urban Community Town Centre Technical Committee Report". This umbrella report established the various town centre components within the Town Centre, and enabled each



Artist's concept of Marathon/Mutual development

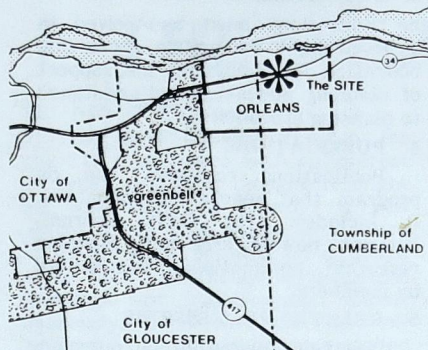
Cumberland's Effort At A Town Centre For Orleans

It has a great deal going against it - a town centre shared by two municipalities, a suburban community with little more than a highway commercial strip for a main street, few historic links to the past, and pressure for growth that is among the highest in Canada. However, the Cumberland Town Centre Secondary Plan (an amendment to the local

municipality to plan and develop its own components within the scope of the overall project. It established the framework for the infrastructure by providing definition for the Ring Road transportation system, a central rapid transit station, and for the major expansion across the municipal boundary of the Place d'Orleans Shopping Centre. Politically, the report was accepted by both Gloucester and Cumberland Municipal

Councils, but was never formally entrenched into any planning documents.

Using this strategic framework, Cumberland Township has attempted to define more precisely "their" idea of a Town Centre. The basic goal of the Town Centre Secondary Plan is to "encourage the creation of a



dynamic, multiple use town centre with a 'main street' focus which will foster 'a sense of place' for the residents of Cumberland and Orleans". The development concept is based on promoting the Town Centre as a prominent physical and symbolic focus of the community. In addition, it is intended to provide a locational setting for some 4,500 to 5,000 jobs.

A retail shopping focus would be provided with the expansion of the existing shopping mall (Place d'Orleans), and along the "main street" to the east. Medium and high density residential development will be allowed as accessory to the retail and office uses, or in an exclusive residential area. Approximately 1,500 to 2,000 people could be accommodated. Institutional uses and open space links will interact with the other uses and take full advantage of the local physical features, which include a wonderful view of the Gatineau Hills and a tree-lined escarpment.

The "main street" now known as "Centrum Boulevard" will reorient retail and offices away from St. Joseph Boulevard (where the highway commercial strip threatens to continue), and close to a pedestrian oriented street reminiscent of the old Ontario downtowns. The Town Centre Secondary Plan was adopted by Council and approved by the Regional Municipality of Ottawa-Carleton in March, 1987.

The area designated as town centre was largely vacated and owned by only a few developers. The majority of the vacant land is owned by J. Perez Corporation, who have enthusiastically embraced the objectives of the plan, and have drafted a conceptual plan that appears to imple-

ment the Secondary Plan. At present, a senior citizen's building, a nursing care facility, rental apartments and commercial amenities are going through the approval process. Slated next on the list is an office building for the municipality, a farmer's market and a retail/office complex. Centrum Boulevard is to be started within the next year.

The project is definitely ambitious and will take years to complete, but working within the Secondary Plan and the Design Guidelines, Cum-

berland should get something more than a simple proliferation of strip plazas and fast-food restaurants.

Pamela Sweet, MCIP, Director of Planning, Cumberland Township.

Acknowledgements:

The Town Centre Secondary Plan was prepared co-operatively by Tasi Wood & Associates and the Cumberland Township Planning Staff. The Town Centre Design Guidelines were prepared by Cecelia Paine & Associates.

OPPI

Evolution of OPPI's strategic plan needs input from membership: that includes you!

by Gary Davidson:

Over the past year OPPI Council has pursued a strategic plan. A draft was presented at the AGM in October, 1986, and comments from several members and council helped to refine the plan. The strategic plan is on the "pony trail" again to the districts and the members for more comment and suggestions. Final stop is the 1987 AGM. This article provides an overview and some of the highlights of the strategic plan.

The strategic plan considers those environmental factors affecting OPPI; the organization's developing culture, suggested strategic plan elements and those initiatives which OPPI should pursue.

The Environment

The environment that led to the formulation of OPPI is composed of three turbulent sectors: - an historical definition of "planning" that fails to recognize the breadth of planning in Canadian society; the rapid alteration in the "practice of planning"; and, the unfocused organizational structure relating to the

"planning profession". Coupled with the tendency to consider only municipal planning as legitimate, accelerating changes in society over the past decade have resulted in a growing diversity in the type of planners required and trained by the universities. This situation is not reflected in "planners' organizations" and hence many "planners" have chosen to remain outside traditional planning organizations which appeared increasingly irrelevant.

The Ontario Professional Planners Institute emerged as a result of a long felt need to have a unified voice representing all the planners of Ontario a voice that could speak to a wide range of provincial matters involving community development and change. It had long been felt that the separate Ontario Chapters of the Canadian Institute of Planners not only missed numerous opportunities to integrate planning concerns into the decision making process in Ontario but did not represent a broad enough constituency of planners.

A major reorganization by the

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CIP in 1984 provided the catalyst leading to the formulation of OPPI. Specifically, CIP adopted the following goal:

"To support an identifiable National Association with more decentralization of responsibilities and resources to the Affiliates. This will result in the Affiliates becoming the primary focus of achieving the objectives of CIP."

The redefined objectives of CIP covered seven major areas:

- Membership
- Politics
- Communications
- Public Image
- Research
- Program Delivery
- Financial

Arising from these changes, the Ontario affiliates of CIP commenced discussions to form OPPI in 1985. In the fall of 1985, OPPI was founded through the amalgamation of The Central Ontario Chapter, The Northern Ontario Chapter and The Southwestern Ontario Chapter of CIP, and soon thereafter the Eastern Ontario Chapter joined OPPI.

OPPI Culture

After a little over a year of operation, an organizational culture is developing around three interrelated elements: THE NETWORK, THE PROFESSION and THE PUBLIC.

OPPI's network is its organizational lifeline. The network exists at the national, provincial and local level. OPPI is built around its local Districts and a major component of OPPI's culture is based

on the support of local Districts and their activities. It is the efforts of the Districts that will carry out the initiatives of OPPI and determine its long-run credibility to its members and the public. The provincial network of the organization is intended to address provincial issues and provide province-wide member services. OPPI is also part of a larger community of planners at the national level and international level and supports the efforts of CIP. The network and attention to its strength provides the ability of OPPI to undertake programs and deliver services. It provides the focus of how we look at our organization.

The network focuses internally upon its members, including planning students (the profession), and externally upon its clients (the public). OPPI feels that the professional organization for planners must be congruent with the realities of ethical planning practice and planning education. OPPI needs first to adapt to and then to become a leader with respect to the leading edge of planning practice.

Inward looking organizations may be able to sustain momentum in the short term but eventually fail for lack of widespread community support. They become reactive and perish. Critical to OPPI's future is how it addresses those public issues that affect the residents of Ontario. OPPI needs to represent planning and planners to the public by taking stands on important planning issues throughout the province.

Strategic Plan Elements

1. LOCAL DISTRICTS

OPPI's strength lies in its district organizations and their activities. Local Districts must have both the autonomy and resources to run programs and devise organizational responses that best suit the planners in their respective areas. OPPI will have to work cooperatively with the Districts to assure their continued health. At present, there are four districts which present the founding structure based on CIP affiliates. There is nothing sacrosanct about the number of districts. For volunteerism to work effectively a balance of size, distance and program opportunity must evolve.

2. PUBLIC PRESENCE

This is the outward face of OPPI and is the basis for public judgment of the organization and, to some extent, of the profession. It is the vehicle that can employ the network to its widest extent, the domain of planners' "expertise" and the area

where the developing coalition with other community development professionals can be employed most effectively. It must be issue-based to ensure relevancy, currency, impact and, most of all, membership involvement. Involvement in public presence initiatives is the best avenue to ensure member "ownership" of their organization.

3. EDUCATION

"Education" must be viewed in a broad light to include continuing education for members, the support of planning education and assistance to planning students.

4. PUBLICATIONS

Publications represent the on program that reaches all members. It includes: the OPPI Journal, District newsletters, and planning research publications contributed by members.

5. RELATED PROFESSIONS

The development of an outreach program to other professions concerned with the community and its development is needed. The intent is more than information sharing. The objective would be to commence the formulation of a coalition to raise issues and lobby on behalf of the community planning concerns.

6. MEMBERSHIP

OPPI must be at the forefront of planning practice. OPPI's strategy is to become relevant to a wider range of "planners" and to "expand" the conception of "membership" to keep abreast of the evolving practice of planning and the broadening range of its practitioners.

7. CIP RELATIONS

OPPI should strive to maintain a supportive and stable relationship with CIP.

Strategic Initiatives

The culture and strategic elements become operative through a series of initiatives. While the present size and resources of OPPI and the Districts place limitations on the number of initiatives, the real limitations lie not so much in the number of initiatives but in OPPI's and the District's ability to manage them. The management capability can be assisted by use of a strategic approach as opposed to a control approach. OPPI and District executives can effect a great deal of involvement and action through the volunteer networks of their members. However, general areas of initiatives must be clearly enunciate and new areas of initiatives should not be ventured upon without first examining their impact and congruence with the organization's culture. OPPI's nemesis will always remain the ease with which it can



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diffuse its efforts to the point of general irrelevance; not by attempting too much but by undertaking initiatives that are contradictory.

Four on-going initiatives are considered as critical: Support Districts, Public Presence, Membership and Publications.

OPPI has developed a host of

current initiatives. There is a need to categorize these and attempt to make them run on the basis of autonomous implementation wherever possible so that OPPI can focus and monitor its major goals. Appended to the Strategic Plan should be a listing of current initiatives.

A TIMETABLE

This outline is an overview and

provides the key aspects of the OPPI's strategic plan. Comments are welcome and should be sent to the District Councils. Try to get them there by the end of August. Anyone who would like a complete draft of the strategic plan can get one by contacting: Gary Davidson, P.O. Box 163, Goderich, Ontario, N7A 3Z2.

URBAN DESIGN

THE SEARCH FOR NEW CITY FORM

By: Ken Greenberg

For those visiting Toronto for the CIP Conference with an interest in urban design, I thought it might be worthwhile to identify a few places in the area where an attempt is being made to deal on a larger scale with the design of individual buildings and public spaces simultaneously. In no case are these examples to be taken as unqualified successes, but they do illustrate a number of important propositions which reflect some of the current thinking.

First, we are living in a period when the issues relating to the design of the city are coming back into sharper focus - this after a long period when the practice of planning had become to a large extent non-physical, both in analytical and prescriptive terms.

Urban Design is now very much on the agenda of the City of Toronto, many of its neighbouring municipalities and that of the Metropolitan Government itself. There is a renewed interest both in the layout and quality of public spaces as the armature of city form, and in the shape and quality of individual developments as its constituent parts.

However, unlike the period of the City Beautiful movement at the turn of the century when grand designs for the city were often pursued in isolation from other planning objectives, contemporary urban design is part of the highly integrated and complex democratic process which now characterizes planning itself.

On the public side, it must work co-operatively and incrementally with the other disciplines responsible for the design and maintenance of all aspects of municipal infrastructure. On the private side, it must work co-operatively with the development industry to articulate the ways in which long-term private and public objectives for built form can be realistically balanced.

Urban Renewal Is Alien Concept

Finally, after decades of trying to destroy and replace the city with alien and unworkable concepts

through urban renewal, there is once more an emerging consensus about what a city is, how it works and to a lesser extent, what it looks like. It is diverse and heterogeneous - socially, economically and culturally. It is built intensively around a network of vital and active public spaces including parks, squares and streets. It cannot be totally dependent on the automobile, but must also rely heavily on public transit. It affords



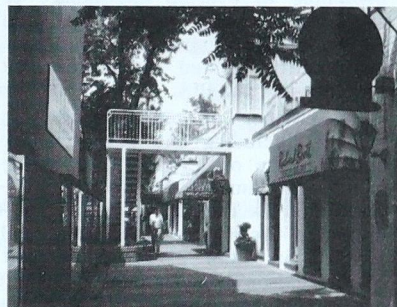
Spadina/Dundas/Queen

a measure of protection from the elements, but does not shun them. It builds creatively on its past ... and so on.

It is naturally easier to describe these desirable attributes in the abstract than to achieve them in reality. So rather than continue to refine the ideal, I will move immediately to a brief description of the areas which I have selected, not necessarily

for outstanding individual design, but because I believe that they constitute important local examples of a collective act of city building now underway.

Within the City of Toronto I have selected four areas on the periphery of downtown: the Bay/Bloor/Yorkville area in midtown; the St. Lawrence/Old Town of York area to the east; the Dundas/Spadina/Queen Street West to the west; and the



Bay/Bloor/Yorkville

Harbourfront/Central Bayfront area to the south.

These peripheral areas have certain things in common. First, not too long ago, they were all either moribund, in decline, or part of the wasteland surrounding an expanding "Central Business District". Second, it is here in these transition areas that one of the most significant propositions of the Central Area Plan

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has been tested—namely that of the need for visible mixed-use communities in and adjacent to the core. Three, it is in these areas that there has been a need to re-define an intermediary scale of building to provide a workable transitional step between the towering edifices of the core and the houseform buildings of the outlying neighbourhoods.

The **Bay/Bloor/Yorkville** area has a number of interesting characteristics. Within Yorkville itself, successive cycles of frenetic rebuilding have all but eradicated the original "village". Yet while its passage as a social phenomenon may be regretted, its scale has been by and large retained, and the intricate network of mid-block passages augmented. It is still a place of intensive street life at certain times.

Within the same area, Bloor Street is emerging as a premier shopping street, and Bay just south of Bloor, as important new residential area. Of great interest now is that these three spheres of influence are beginning to overlap and merge to form a more cohesive neighbourhood fabric linked by street and park improvements carried out jointly by the City and the BIA.

A number of major challenges remain, including the potential for the creation of a major new park-square on Cumberland, a better utilization of the remaining vacant properties to the southeast of Bloor and Yonge, and the proposed retrofit of the Hudson's Bay Centre.

In the **St. Lawrence/Old Town of York** area, key decisions were made in the early 1970's to save and restore the south St. Lawrence Market, and to introduce a large new population in the St. Lawrence neighbourhood in a way which exemplifies many of the principles of the Central Area Plan. Since that time a combination of mixed-use development in existing and new structures and an extensive program of public improvements including work on streetscapes, Berczy Park, St. James Park, the Toronto Sculpture Garden etc., continue to reshape this historic district.

There are still a number of very significant sites slated for redevelopment within and on the edges of this area, as well as major additions proposed for the network of public spaces, including the creation of a new "Courthouse Square" off Court Street and the westward extension of Crombie Park to Church Street.

Spadina/Dundas/Queen West is not an identifiable area per se. It is rather a configuration of three contiguous streets, each of which has demonstrated an extraordinary increase in vitality. The overlaps created by the shift of Chinatown to Dundas and Spadina, the blossoming of Kensington Market, the resurgence of the fashion district on Spadina, and the growth of arts, night-club, restaurant and media communications activities on Queen Street West, have resulted in a filling in and intensification of this whole area to the west of the downtown.

Important physical issues have emerged. These include the fit of the proposed expansion of the Art Gallery of Ontario on Dundas into the neighbourhood context, the need for a sophisticated and sensitive scheme to reintroduce light rail tran-



Scarborough City Centre

sit or streetcars on Spadina Avenue, the potential to reinvigorate the fabric of 19th century squares and broad streets remaining in the area, and the fate of the remaining legacy of high quality industrial buildings.

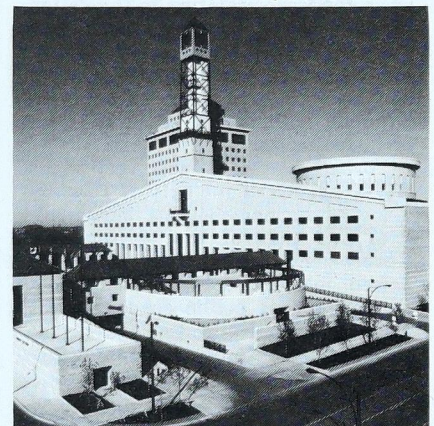
To the south of the downtown core, the city's **Bayfront** is in the throes of rapid redevelopment. Though there has been an attempt to apply many of the guiding principles of the City's plan to Harbourfront and the Central Bayfront with notable success in some respects, these areas are exhibiting many of the growing pains of a "too instant city"—transportation chaos, some poorly designed buildings, a sense of excessive densities, a tendency toward "projectitis" and the lack, as yet, of a coherent pattern of parks and open spaces.

One of the greatest design challenges now facing the City is the need to find an effective way to co-ordinate the restructuring of this area. Since the context is evolving so rapidly, it will be essential above all else, to ensure the creation of a coherent and generous network of interconnected public spaces linking both north-south and east-west.

City Building In the Suburbs

Outside the city proper, there are a number of interesting efforts underway to create new urban centres in suburban areas. The regional planning context calls for a "deconcentration" of the downtown core and the creation of regional foci to produce a multi-centred pattern. Whereas market forces in many American cities are producing a worrisome exodus of work uses to suburbia in an exclusively auto-related pattern, the attempt here is to encourage this growth to cluster in identified centres which are capable of being served by rapid transit and capable of functioning as vital pedestrian places with a diversity of uses and activities.

The challenge in such cases has



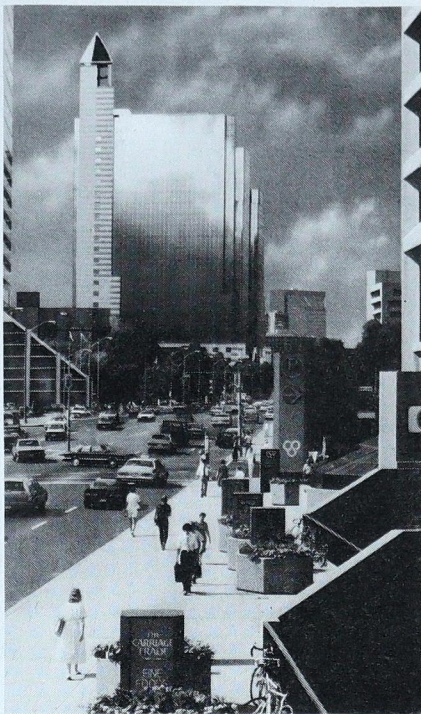
Mississauga City Centre

been to create a nucleus of real urban form in a context whose scale and pattern has essentially been generated by the automobile. In **Scarborough**, the emerging City Centre has been located within an arterial superblock. To its initial ingredients of a civic complex and a large regional shopping centre are being added a substantial amount of new office space. A rapid transit link to the subway via a new light rail fixed guideway system, has also been added. Within the "centre", pedestrian circulation has been generally separated from the vehicular network. Thus far there has been no attempt to incorporate a residential population within the superblock, although the plan provides for this. While it is still at an early stage in its development, the Scarborough City

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North York downtown

Centre option raises important questions about its ultimate validity as a prototype and its relationship to the arterial road network and low density development on its periphery.

In **North York**, the attempt is being made to transform a portion of Yonge Street which is on the subway line, into a full scale downtown. A number of public institutional buildings for various levels of government and large-scale commercial developments, have been erected already, and more are in progress. At issue here is the obvious need to transform Yonge Street itself in this area from a high speed suburban arterial, to a convincing urban street. There is also a need to reconcile the currently radical juxtapositions in scale and type which are presently occurring between new buildings at very high densities, and the existing suburban fabric.

There is also a proposal which is under consideration to connect the Scarborough and North York Centres via a new subway line, as part of a strategy to strengthen these centres and move away from an exclusively radial pattern in relation to downtown Toronto.

A third attempt to create a new regional downtown is underway in **Mississauga**, emerging from the Square One shopping centre off Highway 10. Here amidst an already large concentration of residential towers and new suburban office buildings, a striking new, but still isolated,

City Hall complex has just opened. The expressed intentions of the architectural competition which gave rise to this new civic complex were to use it as a catalyst to create a more urban pattern of streets and blocks on its edges. Given the obvious commitment in this area to an auto-oriented development pattern, it remains to be seen whether this strategy will work.

The case of **Mississauga City Centre** points to a large dilemma. Mississauga is geographically speaking, outside of Metro Toronto, and

beyond the reach of the Toronto Transit Authority. It does not have a direct rapid transit connection to the subway system, something which could probably only occur in the context of a provincial initiative for full regional transit integration. Without such links, it may be extremely difficult to reduce the auto dependency which makes it so difficult to achieve true urban form.

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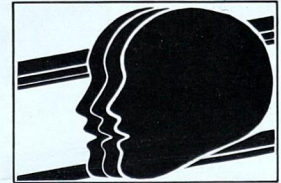
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U.S. Favours Compensation For Owners Affected By Restrictive Zoning

By Pierre Beeckmans

A recent decision of the U.S. Supreme Court has been hailed by developers as the most important land use decision since zoning was declared constitutional in 1926. By a 6-3 vote, the court ruled that "just compensation" required by the Constitution for taking of private property for public use, also applies to zoning laws or other regulations that bar them, even temporarily, from using their property.

The decision in a case from California was described as a clear victory for landowners and the real estate industry. Local government groups saw it as a substantial curtailment of their ability to set community standards. Lee Ruck, general counsel for the National Association of Counties stated, "It has the potential at all levels of government". Alan Beals, executive director of the National League of Cities, added that many local governments may become gun-shy when it comes to enacting certain planning regulations, for fear of ending up in court, or having to pay damages. Spokesmen for the development industry welcomed the decision, expressing the

hope that it would curtail local governments' tendency to change the rules in the middle of the game, causing property owners severe hardship.

A key question left unanswered is whether a decision to "downzone" property or to require larger lots can be deemed to be a "taking" requiring compensation. Another unresolved question is whether compensation may ever be required for regulations imposed for public safety. Lawyers agree that the full impact of the decision may not be evident for some years.

The decision was rendered in the claim for compensation filed by the First English Evangelical Lutheran Church of Glendale against Los Angeles County. The church had purchased a campground in 1957. In 1977 forest fire destroyed much of the surrounding vegetation, and in 1978 a flood destroyed several buildings at the campground. The County adopted a temporary ordinance prohibiting construction or reconstruction of any building in the region. The church sought damages, and on June 9, 1987, the U.S. Supreme Court agreed that California law cannot deny compensation for such takings, and it returned the case to state courts for study.

Source:

The Buffalo News, June 10, 1987.

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