

ONTARIO PLANNING JOURNAL

MARCH / APRIL 1989 VOLUME 4 NUMBER 1



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ONTARIO PROFESSIONAL PLANNERS INSTITUTE

CANADIAN INSTITUTE OF PLANNERS

INSTITUT DES PLANIFICATEURS PROFESSIONNELS DE L'ONTARIO

INSTITUT CANADIEN DES URBANISTES



THE MAGAZINE OF THE ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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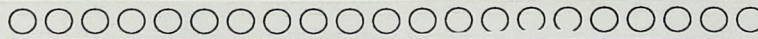
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*Subscription Rates: \$35 per
annum*

*For advertising rates, con-
tact*

*Scott Davis at the above
number.*

*The Journal is published six
times a year by the OPPI.*



C A L E N D A R

ONTARIO'S ENERGY CHOICES CONFERENCE

April 3-4, 1989, to be held at the Sheraton Centre Hotel, Toronto. Sponsored by the Canadian Energy Research Institute, and the Ministry of Energy. More information can be obtained from the Conference Division, Canadian Energy Research Institute, 3512-33 St NW, Calgary, Alta. T2L 2A6.

UNIVERSITY OF GUELPH SEMINARS

The University School of Part-Time Studies and Continuing Education at the University of Guelph is running the following seminars:

Strategic Planning in Community Economic Development, April 6-9, 1989. It is an intensive, practical program for municipal economic development officers, senior administrators, municipal planners and representatives from Chambers of Commerce, Boards of Trade and similar organizations in small towns, villages, single-industry communities and rural municipalities in Ontario. It is sponsored by the University School of Rural Planning and Development and the School of Continuing Education, University of Guelph, Guelph, Ontario.

Computer Assisted Drafting and Design, April 12 and 13 or May 5 and 6, 1989. It is a course designed for landscape architects, civil engineers and planners with little or no computer experience or whose experience does not extend to CADD.

For further information, contact Gary Lodge, Program Manager, at (519) 824-4120, Extension 3956.

21st ANNUAL SYMPOSIUM OF THE CANADIAN HOUSING AND RENEWAL ASSO- CIATION

May 21-31, Quebec City
(613) 594-3007

DESKTOP MAPPING SEMINAR IN MARCH

Plant Associates announces that a one day Desktop Mapping Seminar will be held at the Brampton Holiday Inn on Tuesday, March 28, 1989. Desktop Mapping involves the use of microcomputers to generate maps for a variety of purposes. Maps are an effective and easily recognized way to communicate spatially related information. Microcomputers can be used to generate an unlimited number of maps to illustrate different combinations of information.

Attendees will find out why Desktop Mapping is such a powerful planning and management tool, how to improve communications with Desktop Mapping, how to use Desktop Mapping for competitive advantage, which hardware and software works best, why Desktop Mapping should be the first step in the development of a full-featured geographic information system and how to link computer generated maps to alphanumeric databases (including SIMS, WIMS and RIMS). Demonstrations of actual Desktop Mapping Systems will be provided on a range of computer hardware platforms.

The seminar will be of interest to municipal planners, architects and engineers, consultants, public works officials, Clerks and CAO's, Ministry of Housing, Municipal Affairs, Natural Resources, Transportation and related Officials, geographers, demographers, cartographers, statisticians, real estate professionals, land developers, conservationists, environmentalists, representatives of transportation, courier and communications companies, and anyone with an interest in low cost access to digital mapping information.

Complementary continental breakfast, coffee breaks, lunch and a complete set of seminar notes are included in the \$145.00 cost.

Plant Associates provides municipal engineering, building sciences and information systems consulting services from offices in Mississauga, Ontario. For further information, or to register, please contact Michael Herel, Seminar Co-ordinator, at (416) 890-6700 or Fax (416) 890-7502.

OPPI RESPONDS TO PROVINCIAL HOUSING STATEMENT

In its revised response to the Provincial government's Housing Policy Statement, OPPI commits the expertise of its membership as a resource to help the Province develop a comprehensive policy.

"Professional planners in Ontario clearly have a very important role to play," the draft response points out. "Professional planners must make every effort to be seen as part of the solution - ensuring that...opportunities are recognized and that impediments to...housing production are identified and removed."

If the Province's extensive consultation process is to be worthwhile, the draft paper suggests, "this process should not and cannot be permitted to become an academic exercise. The object should be to get housing units built for those that need them, in a range of locations, sizes, types, tenure and prices." The draft goes on to say that, "The emphasis should not be on creating burdensome policy requirements for municipalities...or unnecessary uncertainty for the building industry...or unrealistic expectations for those in need."

"The emphasis should be on implementing a concise statement of how affordable housing opportunities can be created and built across this province." OPPI's draft paper also stresses that the province "should make it quite clear that this Policy Statement is just one part of an overall...strategy on housing. The Province must clearly articulate all the other components of that...strategy so that the parties to this process can see how each of the parts of the whole fit together and create a balance."

Among the many points made in the 10 page, single spaced draft:

- Market conditions vary widely across the province. Actions must be targeted and prioritized accordingly.
- For numerous groups, the only solution is direct intervention by senior levels of government; private sector responses will not work.
- Short of restructuring the whole economic system, housing prices can only be brought down by stimulating supply in areas where land is less expensive.
- Short term market-distorting controls and regulations are detrimental and tend to cause more problems than they cure. Such an approach creates unwieldy bureaucracies, devious responses to avoid their impact and is no substitute for stimulating supply.

A major concern expressed by the draft response is whether or not the

Ministry of Housing should be trying to stimulate supply while being perceived as the source of excessive regulations. Appropriate roles for each level of government should be sorted out, and in particular, the role of the not-for-profit sector. The province should also indicate tax changes, funding schemes and the means of funding much-needed infrastructure. As well, the Ministry of Housing should indicate the roles of other ministries and the kind of coordination role it intends to play. The draft response urges the Ministry of Housing in the strongest possible terms to take a lead role in specifying what has to be done and by whom.

Disappointment

Part of the disappointment within the industry itself is the view that the Housing Policy Statement is titled incorrectly, which creates unrealistic expectations. In addition, the 25% affordability requirement is a concept that cannot be dealt with through the land use planning process alone. In reality, all that the process can accomplish is to provide the opportunity to allow affordable housing projects to be built.

The draft response also criticizes the Statement's lack of regional sensitivity. Municipalities should be encouraged to be pro-active, to make things happen. To do that there must be a broader understanding of how the local housing market works.

A practical concern expressed by

the draft paper is that the Policy Statement does not indicate the intentions of the province in terms of providing additional assistance in creating the necessary infrastructure for servicing land in high demand areas. Senior levels of government must play a role in this area, OPPI's paper suggests.

As well, the draft response goes beyond the terms of the Policy Statement to suggest that the Ministry of Housing must redefine its role, and should concentrate on stimulating of supply rather than enforcing regulations. The Statement should be amended to give clear direction to the OMB in a number of areas. Housing should also not be considered in isolation from employment requirements. A land speculation tax is also recommended.

The Province should also allocate additional funds to not-for-profit sectors, and assist the ability of two-income families to function by introducing universal day care. Finally, the draft paper suggests amendments to the Landlord Tenant Act and Rental Housing Protection Act to encourage people to open up existing housing for rental purposes.

Copies of the full text of the draft submission are available on request from the OPPI office (416 483 1873). Members are encouraged to add their comments by contacting Steve Sajatovic, who is coordinating OPPI's position on the Province's Housing Policy Statement.



John Bower (right), seen here with his wife and son, retired as Commissioner of Planning for Metro Toronto after a distinguished career of 35 years service. A Retirement Reception was held at the Sheraton Hotel January 19, 1989. Shoving through the crowded bar prior to the event, one wag noted the number of well known faces from the planning and development community packed into the room and commented that if a bomb was to go off in the room just then, Ontario would likely enjoy good planning for the next 15 years. An interview of John Bower will appear in an upcoming edition of the Journal

O.P.P.I. SALUTES CENTENARY OF O.A.A.

The Ontario Association of Architects is celebrating its Centenary this year.

In a young country like Canada, 100 years is a long time. And any professional organization capable of surviving the transition from quill pen and vellum to the high tech world of computer aided design deserves our admiration and applause.

After a nasty bout of physical determinism at the beginning of the century and having more recently survived a fling with postmodernism, the architecture profession appears to be confidently set for the next 100 years. Whether the focus of the architect's perspective is external, dealing with form, or internal, dealing with function, architects inevitably bring something worthwhile to the table. As the urban - and suburban - fabric gets more complex, architects have helped shoulder the responsibility for dealing with the larger picture through the field of urban design. Architects have also been

leaders in housing intensification, infilling, saner work environments and many other areas where a physical solution is necessary to stimulate ideas.

Perhaps the common ground between architecture and planning is best understood through the contribution of the many architect-planners whose work fills our textbooks and keeps our thinking current. As our way of saluting the OAA's Centenary, from time to time throughout 1989 the Journal will carry profiles of architect-planners past and present.

As a professional association, the OAA has achieved a great deal in the past century, and, led by its membership, has continued to adapt to change. It has coped with self regulation, liability issues, new legislation for the profession and a host of other matters. The OAA is an example of commitment and patience.

Glenn Miller

POSITION PAPERS UPDATE

Members are encouraged to submit opinions on these O.P.P.I. initiatives

• **Solid Waste** - Ruth Ferguson is coordinating a position paper on this subject. She can be contacted through Ainley Associates, Belleville, Ontario.

• **Housing** - As indicated elsewhere in this issue of the Journal, Steve Sajatovic is putting together OPPI's revised position paper on Housing, specifically in response to the Province's draft Policy Paper. As this is in an advanced state of preparation (see summary on front page) please hurry to add your comments. Steve can be contacted at 705 474 0400.

• **Environmental Ethics** - This is less a position paper than a stab at a follow up on the theme of Sustainable Community in the context of Lang and Hendler's widely acclaimed series on Ethics, carried in the Journal two years ago. Jim Balfour, a director of Dillon (416 229 4646) is coordinating this item. The intention is to see if the OPPI code of ethics should be amended to specifically take account of environmental issues.

• **Professionals in the Hotseat** - Gerry Carrothers (416 736 5252) and Jim Balfour are looking into the level of support that an organization such as OPPI might usefully offer members caught in litigation or similar situations as a result of their actions as professional planners.

LETTERS

LIABILITY, DISMISSAL ISSUES IN QUESTION

I refer to an article in the December issue of Municipal World dealing with the way municipal councils deal with disciplinary action regarding senior staff.

In my opinion the Planning Act requires amendment to identify a position of Chief Planning Officer for any municipality and secondly the Municipal Act requires amendment with respect to Section 99.

I strongly believe that this is an issue which OPPI should be treating with utmost urgency and should lobby the Minister of Municipal Affairs accordingly.

Travers E. Fitzpatrick MCIP (Commissioner of Planning and Community Services, City of Brockville)

Editor's Note: The issue Mr Fitzpatrick refers to will be addressed in detail in subsequent issues of the Journal. See also the reference to "Planners in the Hotseat" on this page. OPPI is attempting to respond to this matter on an urgent basis.

NIMBY ALIVE AND WELL IN METRO

While browsing through the Saturday Star recently, the attached commentary by Warren Potter (Real Estate) caught my eye. I thought it might provide some thoughtful "grist" for the editorial "mill". What a sad commentary on how far the whole NIMBY syndrome can be taken, especially considering the mounting problems of housing affordability.

Robert Macaulay, MCIP

The Journal is reprinting Warren Potter's article for the benefit of those that missed it in the Toronto Star.

SCARE TACTICS USED IN PICKERING

Last week an anonymous reader sent me a pamphlet which has been circulating in Pickering. Attached to it he or she had written: "Thought you might like to see some of the garbage being given out in Pickering."

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ing". And the reader was right. It's not only garbage, it's untrue and inflammatory. In big, bold type it says: Concerned about your property value being decreased? ... You should be! This involves your home!

The pamphlet says a developer has submitted an application to the town of Pickering to develop an affordable (cheap) townhouse development. In point form, the text says the affordable townhouses "will reduce the property value of our single-dwelling homes. We have all paid top dollar for our homes and do not want the value decreased. This townhouse proposal is assumed to be similar to Ontario Housing-type projects (\$100,000 homes."

Wrong: Tom Christoff of the Landford Building Group proposes building 85 street townhouses and 8 detached houses in the Finch and White's Road area. They are luxury townhouses which will retail for \$200,000 to \$250,000. They'll be a minimum of 2,000 square feet with minimum 21 foot frontages. Hardly your standard OHC townhouse.

The pamphlet continues: "This proposal calls for double the occupancy space in half the area size -- high density population."

Wrong: Landford wants the land re-zoned from low to medium density.

The pamphlet: "This proposal will lead to traffic congestion, will overburden our services, such as water supply and drainage, as well as

garbage collection."

Wrong: If every new family drove their cars on the road at the same time -- highly unlikely -- it would add another 93 cars, hardly congestion. If Pickering's municipal services are so shaky they cannot accommodate water and garbage services for 93 homes, they're in trouble. Would these resources not be just as strained if they were 93 detached homes?

The pamphlet: "This proposal will detract from the professional/family-oriented neighbourhood theme already in place."

Wrong: To afford a \$250,000 townhouse here, a family would have to have an \$87,000 combined income. Many people in this income range are professionals and people who live in townhouses also have families.

Pamphlet: "This development is the typical beginning of increased crime rates, vandalism, gang violence and drug operations ... an excellent example is the well-known Jane/Finch area."

Wrong: These scaremongering statements are totally without foundation. There are many townhouse projects in Pickering and surrounding municipalities. Drugs and vandalism are no more prevalent in areas where there are townhouses than where there are detached homes. It's insulting to label all the people in the Jane/Finch area as

being criminals, drug dealers and gang members. The vast majority are decent, hard-working people.

The authors of this scurrilous and ill-informed pamphlet list a phone number and urge people to get on side with the exhortation, "We have the right and it is our duty to decide what happens to our area and the safety of our children and environment."

Wow! And I thought McCarthyism had died out in the 1950's. We can only trust that Pickering politicians will have the good sense and intestinal fortitude to tell these ill-informed NIMBYs (Not In My Backyard) where to go -- and as far away as possible. Any realtor will tell you that the presence of townhomes in a detached house neighbourhood does not affect prices one whit.

CIP NOTES ERROR

The CIP office wishes to point out that it has since learned that the previous publishers of Plan Canada did not suffer bankruptcy, as indicated in the last issue.

CIP apologizes for any embarrassment caused. John and Gail Curry have since relocated to Ontario and are welcomed as members of the O.P.P.I.

WATERFRONT

QUICHE OR CARGO? CROMBIE PROMISES TO "DO IT RIGHT"

In mid-January the Honorable David Crombie addressed a packed dinner audience of the Ontario Association of Land Economists in his capacity as head of the Royal Commission on the future of Toronto's waterfront. "Investigating Toronto's waterfront is not just a livelihood for me, it's an overriding passion," he said.

His infectious enthusiasm for the mammoth task ahead - the mandate of the Commission is to report back within three years - left his listeners in no doubt that he intends to do his best to knock some sense into a grab bag of 35 Federal agencies and crown corporations that currently vie for a piece of the action on Toronto's waterfront. The physical boundaries of his enquiry will stretch as far as logic dictates, he indicated, and not be bound by artificial borders or ownerships.

Five reports will shortly be made available, with public hearings scheduled for May. Where are we going? What are the conflicts? And most

important of all, what are the possibilities? These are the questions addressed in the reports, which will deal with the future of the Island Airport, Harbourfront, the Harbour Commission, Environmental Matters and the Port.

For David Crombie, the need to understand the historical importance of the setting is paramount. Waterfronts cannot be dealt with in isolation, he insisted. An even worse sin, in his view, is the "franchising of waterfronts" - a phenomena only too common around the world which happens when people try to repeat a proven formula without paying attention to the nature of the city. In San Diego, for example, the battleground between industry and retailing/entertainment has been characterized as "cargo or quiche".

There were many OPPI members in the audience, and if this speech is any indication, then we are all in for a treat this fall when the OPPI charrette will occur.

TORONTO WATERFRONT CHARRETTE

The charrette will consist of an intense 5-day work session in which planners will generate proposals for designated areas along the Toronto waterfront.

The charrette will be held September 13 to 17, 1989.

Fresh approaches will be created to such issues as:

- developing the mouth of the Don River as an estuary riverfront park.
- revitalizing the Port lands
- redefining the Scarborough Bluffs



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NEGOTIATED PLAN MAKING AND DESIGN ... THE IMPORTANCE OF BEING UNCERTAIN

ADAPTED FOR THE ONTARIO PLANNING JOURNAL FROM A PRESENTATION
TO THE 1989 ACSP CONFERENCE STATE UNIVERSITY OF NEW YORK, BUFFALO

FIRST OF A SERIES

by Larry Sherman

With deference to Oscar Wilde, planners and designers are much too Earnest and not nearly enough Uncertain. Our tradition is to forecast the future with great certainty, describe the appropriate future by systematically eliminating the alternatives, and then convince our public/client to invest in an end-state master plan of that future. In doing so we deny the reality of uncertainty. We create plans and building designs which fail to achieve what should be our fundamental objective: creation of orderly frameworks within which people are empowered to do their own thing, that is, interact within free and creative marketplaces (of ideas, land, behavior, etc.).

A plan which acknowledges factors of uncertainty is not end-state; it contemplates "what if's"; it has contingencies; it is negotiable; it empowers its stakeholders to make choices. By legitimizing uncertainty, planners can bring fundamental change to the way they address the tough issues, resolve conflicts and get decisions made efficiently. Emerging techniques of strategic choice theory and

negotiations can combine to correct some of the serious flaws inherent in the concept of our very stock in trade - the end-state master plan.

Instead of order and stability, most master plans actually create instability and a disincentive to participate on the part of many of the stakeholders who are expected to support the plan. This occurs, for example, when a community plan, once legislated by Council, establishes land values which then escalate by virtue of the speculator's ability to have land up-zoned. Even municipalities now find it profitable to trade plan and zoning changes for linkage payments and civic improvements. Everyone seems to profit from an unstable master plan except perhaps those community interests which the original plan was designed to protect.

Since the plan becomes a legal document, a legal process is required to change it. The process of changing the plan creates confrontation between those for and those against the proposed change. A third party tribunal often is called upon to decide on legal rather than planning grounds who will win and who will lose. The public's major participation

is in opposing the plan. How often do we hear the seasoned planner accuse the public of only coming out when there is something to oppose! The traditional master planning process then, seems to have serious flaws:

- End-state plans are based on forecasts which are often found to be inaccurate because they do not take adequate account of future uncertainties; these plans are therefore unlikely to include the necessary contingencies to deal with such uncertainties. Plans that are not inherently capable of responding to change are unstable and therefore unreliable;

- As a result public input becomes reactionary and negative rather than collaborative and positive. When those who have a stake in the plan do not have a sense of authorship, their response is predictably defensive, critical and unresponsive;

- Public commitment to plan implementation is lacking. Stakeholders are not motivated to commit to an end-state plan that does not include realistic contingencies to satisfy their concerns about dealing with uncertain futures. As a result, some key stakeholders withhold their involvement in formulating the plan and instead, wait in the wings for the opportunity to obtain profitable exceptions to the plan once adopted;

- The process for changing the plan results in confrontation rather than cooperation between those who have stakes in no change and those who gain from change. Such conflict is often resolved by a third-party tribunal (such as a Committee of Adjustment, court of law, or in Ontario, the Ontario Municipal Board) which will decide first on the basis of the law and only then on



Joint participation is a precondition of effective negotiation

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planning merits. Outcomes seldom achieve the potential for good planning solutions and the joint gain of the disputants.

- Scarce planning resources of time and money are wasted. Planners argue that the existing process is necessary because a more collaborative approach would be time-consuming, then blame the public when the plan is contested in lengthy and costly court hearings because it has failed to recognize their interests.

More than fine tuning is required in order for longer range planning and design to truly foster the substantive input and support of legitimate public interests and creatively reflect public values, attitudes and commitments. We need to rethink the process which has been institutionalized within our professional and political systems and which continues to be taught in our professional schools, and we will need to reexamine the fundamental roles and skills of planners and designers needed to lead a more open, cooperative approach.

CLUES FROM STRATEGIC CHOICE THEORY

The traditional planning process is one of narrowing the options and of limiting the examination of alternative futures because decision makers are often confused by more rather than less options and they seem to be the most comfortable when they can select one of them and enshrine it in law. Strategic choice theory suggests that the comfort level of decision makers facing the uncertainty of alternative futures is increased with the ability of the planner to show how uncertainty can be managed (and thereby reduced).

Allen Hickling in his book *Aids to Strategic Choice* proposes ways of managing uncertainty both by better knowing it and by more logically accommodating it. He replaces the Master Plan with a Commitment Package, which is divided into:

- the Action Set, comprising actions and explorations which can be immediately identified, and
- the Policy Set, comprising actions which are delayed subject to the explorations, and contingency plans which may be needed subject to the results of the Action Set.

In theory Hickling appears to base his proposals on an enlightened rational/comprehensive planning model. Yet to operationalize Hick-

ling's theories, one must recognize the inevitable conflict between those parties expected to make the essential commitment. Hickling does not address the critical questions of how to get that commitment such as:

- We now recognize that the "public" is really made up of a variety of different (and often conflicting) interest groups; by what process are respective interests served by the plan? How is joint gain realized?

- How is uncertainty managed in a context beyond our control and time frame? How can this commitment package remain valid over a relatively long timeframe, i.e. as interests and their representatives change over time?

- How do the interest groups measure the consequences of their



Concrete examples lessen confusion

incremental decisions made over that timeframe?

FURTHER CLUES FROM PUBLIC DISPUTE RESOLUTION TECHNIQUES

Principled negotiation techniques have recently emerged in the field of urban development as a practical means of resolving public disputes that might otherwise end up in court.*

Principled negotiations is based on the concept that all legitimate stakeholders involved in resolving an issue are invited to participate in a process which (a) suspends judgement until they have had the opportunity to cooperatively consider one another's interests, (b) jointly formulates required data, (c) collectively explores possible options without necessarily committing to them, (d) applies objective evaluation criteria, (e) invents packages of solutions and (f) makes trade-offs so that everyone's critical interests are ultimately served by the resulting agreement to a plan of action.

An essential element of principled negotiations is what Hickling calls managing uncertainty. If for example, a group of neighbours agree to the construction of an adjacent apartment block on the condition that adequate off-street parking is provided, what happens if what is adequate today is inadequate in 5 years? The neighbours can agree on a plan of action if a contingency plan is included and the neighbourhood will gain access to badly needed recreation facilities which will be shared with the new apartment. There is immediate joint gain but there is also a contingency for future uncertainty.

Built into the commitment package are the techniques of contingency planning, performance measures and guarantees, monitoring and

renegotiations procedures that make it possible to agree today on a plan in the face of that uncertainty. Applied to plan making and design, the advantages are significant:

- Stakeholders in the process are motivated to participate if there is the opportunity to achieve joint gain;

- They tend to share rather than withhold information and ideas;

- The plan is more stable because the participants have more stake in implementing it once agreed to, than in fighting through the system to change it;

- They are motivated to publicly promote the agreed upon plan and support one another in

getting it ratified;

- They are motivated to live up to their commitments in implementing the plan as a way of ensuring that the other parties do likewise.

Sustained economic growth, coupled with environmental deterioration, is stressing Ontario's planning process to its limits. The "other voices" ('87 CIP conference theme) continue to press for planning solutions which reflect a wider range of interests, many of which are in conflict. But these other voices cannot agree on the solution so they want it all: fairness, profit, genuine public participation, political tranquility, vision, affordability, even the right to change their minds. Under such pressure, Ontario planners should extend the dialogue with those other voices, acquire new skills in problem solving, decision making and communications, and jointly with those other voices press for fundamental changes in what we do and how we do it.

NEGOTIATED LONG RANGE PLANNING AND DESIGN

Admittedly there are differences between resolving immediate public disputes by negotiations and preparing long range public plans by such methods. Yet in some ways getting agreement on a negotiated long term plan should be easier than getting a cooperative resolution to an immediate dispute. In theory the participants in a long range planning process need not be in conflict over basic objectives (we do need a plan; we want orderly growth, affordable housing, good schools, a balanced budget, etc.). Time is also on their side; they have the breathing room to assess the consequences of their decisions and to renegotiate the means of achieving their objectives or best utilizing their facilities (assuming adequate flexibility has been built).

Although the participants may or may not agree on the basic objectives, conflict will inevitably arise over priorities, the means by which the plan is implemented and the conditions under which it can be supported. As a result, people involved in negotiated plan making have certain expectations:

- Participants need to see things in writing; it helps to jot down key points on flip charts during a discussions, record and circulate conclusions of discussions in memos, draft and circulate agreements once reached;

- The same people are expected to continually participate; groups are cautioned against repeatedly replacing one representative with another, thereby creating unstable relationships at the table;

- Negotiating parties are expected to declare policy parameters within which they wish to negotiate without presenting them as rigid bottom line positions, e.g. Council's policy on budget restraint or a public agency's policy on desired minimum service levels;

- Participants expect to agree to and then stick with an agenda and time schedule for carrying out the planning negotiations; an unnecessarily open-ended process lacks the discipline to motivate serious participation. Make sure all parties have a sense of ownership here; agenda-setting has become a fine art in the hands of the planner and can dangerously misdirect the discussions;

- Parties with conflicting long term interests recognize that forecasts are subject to future uncertainties; they expect contingency plans armed with contingency budgets as the basis for agreeing on a plan of action;

- Agreements of interest group representatives are expected to be ratified by the group itself; often strategies for supporting ratifications are included in the agreement between parties;

- Agreed upon plans are expected to include mechanisms for follow through, schedules of action by each party, monitoring procedures and triggering mechanisms, deadlines, etc. The commitment package may be complicated by sweeteners which enhance the agreement but might otherwise require parties to become

determine the specifics of the process to follow. Yet, by matching strategic choice theory with principled negotiations techniques, a basic four step approach to negotiated plan-making can be followed:

- **Preparation:** The objective is to ensure that all legitimate interests are included and that they buy into the process. Significant history is reviewed, obvious planning parameters are noted, a work plan and time schedule is drafted, the role of the planner as facilitator or mediator is defined, a cooperative climate of positive relationships between potential participants is fostered, a common vocabulary is provided. An introductory negotiations skills workshop might be offered in which participants have the opportunity in a gaming situation to experience other views and identify common goals underlying their objectives for long term planning.

- **Joint Fact Finding**

If the participants are ultimately expected to buy into the plan, they must initially buy into the assumptions, objectives, and research upon which it will be based. Prior to technical work being initiated, there must be agreement on the issues (based on the interests and concerns of each party), what data is required and how it is to be generated. If previously generated data is to be used it must be accepted by all parties. Conflicts over competing sets of data are to be avoided.

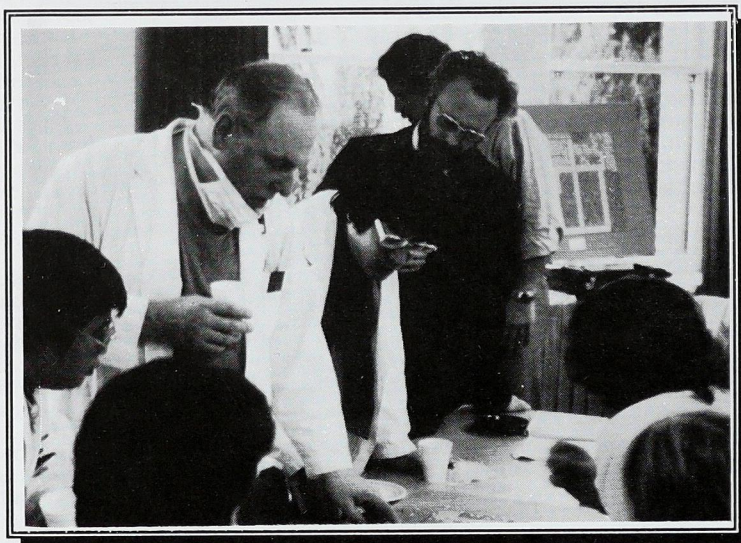
- **Packaging the**

Options

Based on the research results, the participants are taken by the planner through a process of inventing options without necessarily committing to them, then selecting clusters so as to address (a) the various interests and (b) the range of forecasts of the future (with varying degrees of uncertainty). Where alternatives are evaluated, ensure that agreed upon objective criteria are applied.

- **Commitment to the Package**

The participants agree to a preferred package of options when they each can perceive that their respective gains outweigh their not being included in the negotiated planning; since they each have the alternative of opposing rather than supporting the plan, it becomes apparent to all parties that for a reluctant participant to agree, conditions may need to be



The model can be applied in many different settings. This is an example from the health field

watchdogs over one another to ensure compliance. Implementation agreements may include routine reporting procedures, annual reports, performance audits, etc.

- The process of negotiating a long term plan cannot be expected to be a one time event. While the approach may break with tradition, the resulting agreement should include procedures for routine plan review, renegotiations and integration into the established administrative structure of the jurisdictions within which public planning and development routinely occurs. If appropriate for example, the agreement should trigger revisions to community Official Plan policies, budgets and by-laws.

There is no simple 'how to' for planners and designers to follow, and each case with its unique variety of personalities and interests will

included which will protect against perceived future uncertainties. An agreement is reached by making constructive trade-offs which include adequate contingencies to deal with rather than deny such uncertainties.

SOME EXAMPLES

Successful cases of negotiated public dispute resolution are increasingly in evidence throughout North America. The leadership and inventory of well researched materials provided by the Harvard Program on Negotiations has supported significant advances throughout the U.S. and Canada. In Toronto the Society for Conflict Resolution in Ontario (SCRO) has been formed by a group of planners and educators to promote practice, training and research in the field of planning and environmental mediation. The Ontario Ministry of Municipal Affairs (Plans Administration Branch) has recently adopted internal procedures for facilitating negotiated solutions to local public disputes that would otherwise be adjudicated before the Ontario Municipal Board, and has achieved an impressive track record which even two years ago would not have seemed likely in this highly institutionalized and regulated public planning system.

There is less evidence of successful negotiated longer range planning and even fewer cases where major facilities can be said to have been designed through a cooperative process where potential users get the opportunity of negotiating form and function. Three projects in which I have participated are mentioned here merely to demonstrate the potential for applying strategic choice and negotiations methods to the problem of longer term cooperative planning, design and decision making.

• Regina Environs Land Use and Transportation

In 1972 the Province of Saskatchewan endeavored to prepare a 40 year transportation plan for the provincial capital of Regina. Since no long range land use plan for the city existed we postulated a range of growth scenarios based on

varying degrees of uncertainty, accompanied by a strategy table which identified

(a) transportation decisions which could be made in successive ten year periods because they were common to all scenarios,

(b) decisions which could be taken because they were likely to accommodate the most preferable scenario, and

(c) decisions which required more exploration in light of future uncertainties beyond the control of the City or the Province.

Since 1972 the preferred plan has evolved in response to demands for growth and in function of a myriad of incremental but orderly decisions. To its credit the 1972 strategy table has survived 15 years of various municipal and provincial government personality and policy changes and continues to be a useful guide.

• Halton Region Growth Strategy

The Regional Municipality of Halton lies within the Toronto-centered urban complex and has a population of some 275,000 people forecast to grow to approximately 430,000 over the next 25 years. A regional growth policy plan is needed which can be adopted and funded in part by the four municipalities comprising Regional Council. Conflicts between these four municipalities appeared to be an obstacle, e.g. competition for growth and tax base, cost sharing of services, development vs. agricultural land and environmental protection, old timers vs. new-comers, affluent commuter communities vs. local modest wage earners.

Technical cost/benefit research was compiled along with a combination of public opinion surveys and forums where panel discussions were held between various interest group representatives. The local media cross-questioned the panelists as did the attending public. The four municipal councils met together (for the first time ever) in workshops to reflect on the results of the public surveys and the issues discussed at the public forums. The original perception of conflict is now giving way to a consensus regarding options for

achieving phased land servicing and development strategies which satisfy the major interest groups by providing contingencies for uncertainties such as the interim supply of ground water, the future cost of treating and piping water and sewage in the longer term, and the rate of development to be allowed.

• Victoria General Hospital

A major regional acute care hospital represents a complex set of special interest departments with varying perceptions of their respective needs and priorities within an overall capital and operating budget. Any design for a new facility to last perhaps 50 years which does not represent all those interests is likely to experience significant staff and perhaps board opposition.

Victoria General Hospital was programmed and designed with extensive user-group input by devising a gaming technique which enabled staff groups (not limited to senior management) to simulate their functions by arranging building elements within a three-dimensional clear plastic model. The model provided a sense of scale (and thus budget) and allowed staff to cooperatively invent and assess alternative spatial layouts. The ultimate plan was thereby negotiated among the staff, facilitated by the designers who suggested options as part of the dialogue. The design includes provision for structural and mechanical flexibility which were conditions set out by the staff in recognition of the uncertainties of future demand for services, new technologies and changes in procedures.

Similar approaches have been taken for the planning and design of the new Sciences Library at the University of California (Irvine), the Whitby Psychiatric Hospital in Ontario and the Urban Hospitals Project in Alberta.

SOME OUTSTANDING QUESTIONS

Clearly, the negotiated approach requires a great deal more research and debate amongst planners. There is the worry that the planner's traditional role as creative visionary is lost when the stakeholders are empowered to participate in negotiating the plan. Skeptics predict that those who traditionally have shaped decisions including planners and their political masters will be unwilling to forfeit their privileged position in favour of the empowerment of other interests. Even those of us who are convinced of the legitimacy of planning mediation as an efficient and creative supplement to the traditional process worry about the ability of planners to serve as mediators without some basic changes to their professional education. These concerns deserve our attention without denying the

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importance of applying strategic choice theory and negotiations principles to producing better long range plans and designs. Here are five questions commonly raised:

• **Should the Planner be the Mediator?**

Any agreement amongst the stakeholders is not necessarily a good agreement. The complexity of long range planning and design requires the leadership and contextual knowledge of the plan/design mediator having both a comprehensive technical grasp of the issues and an overall balanced appreciation of stakeholder and public interests.

• **Who is Invited to Participate?**

To produce a stable commitment package, all special interests should participate whose stakes are sufficiently high that they could make or break the success of adopting and implementing the plan. A comprehensive long term plan must be actively supported by all of the major interest groups who could defeat it by their opposition and contribute to its successful implementation.

• **How Stable is a Long Term Commitment Package When Interests and Stakeholders Change Over Time?**

An agreed upon and well documented planning process will include the procedures for reassessment and renegotiation. New stakeholder representatives will learn from this documentation what has previously been agreed to and why as the basis for introducing new points of view and considering changes.

• **How to Deal with Hidden Agendas and Unspoken Prejudice?**

This is a common problem in interpersonal dispute resolution but may unfortunately be overlooked when dealing with public interest groups addressing long range community planning issues, yet to be sure, there is as much human nature below the surface of group expression as there is that of an individual. For example, local neighbourhoods within a community may debate long range growth strategies in terms of servicing costs, preservation of open

spaces, traffic congestion, etc., but opinion surveys may uncover significant underlying attitudes which must be consciously dealt with, such as "affordable housing and ethnic integration will depress land values in my neighbourhood", "I moved here to enjoy the natural surroundings, which more development would destroy", "I oppose anything that would raise taxes". Through objective research, public discussion of the issues and adequate media coverage the public and the politicians will have the opportunity to publicly think through the consequences of their views and focus on the legitimate interests necessary to result in an acceptable negotiated plan.

• **How to Protect the Public Interest?**

A public plan negotiated between special interest groups may not be perceived by the community or its elected bodies to be in the best public interest, and if so, should not prevail. The negotiations process

between stakeholders is an efficient way to formulate a plan proposal but it does not substitute for the established procedures of ratification, e.g. public meetings, council approval, by-law enactment. Such agreements are subjected to the full due-process of political review and ultimate approval or rejection by responsible elected bodies, thereby ensuring that the general public interest is determined by the democratic process.

CONCLUSIONS

With good reason the public increasingly views the master plan as a regulatory tool to control rather than stimulate community development. Typically this plan fails to accurately represent a community's views, aspirations and priorities. This plan is less visionary, less reliable, less representative than it must be; regrettably it is taken less seriously by the community as the guide to orderly development.

In a time of the quick fix, political expediency, and environmental and fiscal crises resulting from tangible conflicts at all levels of our society, surely planners need to be concerned that the public is losing patience with the ineffectiveness of our longer range, broader planning efforts. Our concepts of certainty, public interest and participation, empowerment, decision-making, plan-making and design (to list a few) require re-examination. In doing so, we might usefully draw from the theories of strategic choice and the practice of negotiated public dispute resolution in order to better formulate plans which can deal with the legitimate (but often conflicting) interests and future uncertainties facing communities today. ■



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- Physical, Chemical and Biological Aspects of Wetlands; Functions and Values of Wetlands
- Distribution and Loss of Wetlands; The Impact of Drainage on Wetlands
- Wetland Evaluation System in Ontario
- Restoration of Reclaimed Wetlands; Cooperative Management of Wetlands

Program presenters will include : Professors George Mulamootil and Doug Hoffman, School of Urban and Regional Planning, University of Waterloo; Professor Michael Bardecki, Ryerson Polytechnical Institute; Ms. E. Snell, Snell and Cecile Environmental Research, Guelph; Mr. Greg Scheifele, Gore and Storrie, Cambridge.

Registration Fee: \$335. Registration will be limited to 20.

Further information is available from Continuing Education, University of Waterloo (519)888-4002.

MARATHON REALTY WINS NORTH YORK DESIGN AWARD WITH ATRIA NORTH, PHASE II

The Design Award program in North York has quickly gained popularity among builders in what has become one of Metro's busiest municipalities.

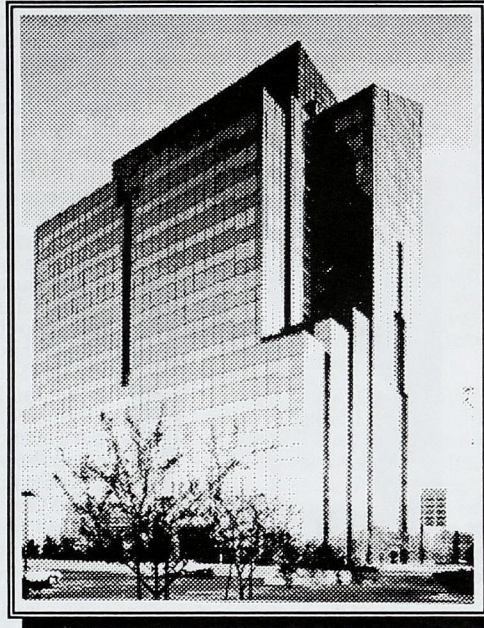
The top honour in the Urban Design Awards program went to Marathon Realty's Atria North, Phase 2 in recognition of the sculptured design of this blue and green mirrored building which has already become a landmark at Highway 401/Consumers Road. The award is all the more remarkable when it is considered that the symmetry of the project design will only be completed when the next tower is completed, commented a North York planner.

Awards of Merit were given to the Shoppes of Brian Village owned by Group "G" and the Lansing Square (Phase 3) office building, also located in the Consumers Road area. The Shoppes combine the charm of a colonial theme with the convenience of shops along a public sidewalk woven into the project. The Lansing Square building is notable for its sophisticated red, white and blue plaid design by Clifford and Lawrie Architects. The project is owned by

Manufacturers Life.

Another award went to Inducon's Cosmopolitan corporate centre, designed by Ray Moir of Inducon. The Beautify North York Award was given to the lushly landscaped Victern Developments building on Lesmill Road. The jury was particularly impressed with the blue reflecting glass and detailing of the structure.

House Design awards were given to a number of projects that



Atria North, Phase II

respected the character of the street. Both winners (4 Donino Avenue and 7 McBain Avenue) emphasized renovation rather than demolition, lending a stabilizing influence to their respective neighbourhoods.

Other urban design news from North York is that the municipality will shortly be announcing a major design study involving the Yonge Street corridor.

PETER MARTIN

Peter J. Martin, who made significant contributions to the Planning profession and the planning of communities in the United States and Canada over a 30 year period, died peacefully at home with his family on March 12, 1989.

Born in the town of Alton, Hampshire England, Mr. Martin was educated at Churcher's College and commissioned into the British Army, Royal Hampshire Regiment in 1949. After army service he qualified as a Chartered Surveyor and came to Canada in 1954 to work with Central Mortgage and Housing Corporation in the Maritimes as an appraiser. Following a Post Graduate course in Town and Regional Planning at the University of Toronto he began his planning career with the Metropolitan Toronto Planning Board in 1956. During that period he worked on the draft Metropolitan Official Plan and assisted many municipalities within the then larger Metropolitan Planning Area in the preparation of local plans.

Between 1960 to 1970 he worked with Candeb and Fleissig and Associates, a leading planning firm in the United States, becoming a Vice President of the firm in 1965. During this period he headed up the mid-western office of the firm based in Chicago and subsequently as vice president worked in the head office in New York Metropolitan area.

Returning to Ontario he became a member of the firm Knox Martin Kretsch Limited as Vice President and Director of Planning working in 1971 and 1972 on Planning of the Bramalea City Centre and surrounding development. He joined M.M. Dillon Limited in 1972 and served as Vice President and Director of Urban and Regional Planning and in recent years as Senior Consultant in the Planning Division. In these capacities he contributed to the planning of many municipalities and provided planning advice to various organizations and senior levels of government. During the period 1973-1976, at the request of the Ontario Minister of Housing, Mr. Martin served as Executive Co-ordinator for the Ontario Housing Action Programme which gave new impetus to the provision of housing in the Toronto Region, Ottawa and elsewhere in

the Province.

His many friends in the Planning and related professions in Canada will remember Peter Martin for the time, energy and dedication he gave to the well being of the profession through his involvement in many professional associations.

Among his many professional affiliations, Peter was a Past President of the Canadian Institute of Planners, the Ontario Association of Land Economists and the Association of Consulting Planners. In addition he was the current Vice President and representative of the Americas and the Caribbean in the Commonwealth Association of Planners.

Dave Witty, President of the Canadian Institute of Planners, expresses his sorrow on behalf of the Institute at Peter's untimely death. He noted that Peter had the vision and foresight in recent years to enhance the role of Canadian Planners in the international field through his active participation in the Commonwealth Association of Planners. For this work and his dedication to the Canadian planning profession, Mr. Witty wished to record that Peter was recently elected a Fellow of the Institute.

Peter Martin served at various times as a lecturer in Urban and Regional Planning at Guelph and Waterloo Universities, Ryerson Polytechnical Institute and at Atkinson College and the Environmental Studies Faculty at York University.

John Bower, who has recently retired from his position as Planning Commissioner of Metropolitan Toronto, has been a close friend since 1956.

He remembers Peter as one of the most energetic and dedicated planners that he has known and feels that his presence will be missed while at the same time the evidence of his work will continue in the future advancement of the Professional Association he was involved with.

He leaves his wife Annella, sons Blair, Glenn and Adrian, stepsons Simon and Dominic, brother Richard in England and former wife Cynthia.

THE RACE IS ON: COMMUNITY RESPONSES TO OUR HOUSING CHALLENGE

by Martin Herzog and Jo-Anne Egan

Metropolitan Toronto and other urban areas are experiencing critical housing problems which are becoming increasingly complex and difficult to resolve. There is a growing awareness and concern regarding housing shortages in general, and the availability of appropriate and affordable housing in particular. Many households require smaller and more affordable accommodation.

A variety of responses are required to meet these housing needs. One of the most promising options is housing intensification (or residential intensification): the process of increasing the number of dwelling units within a community by making better use of land and the existing housing stock.

Although not a new phenomenon, intensification is a concept that is not necessarily well understood. It is often surrounded by misconceptions as to the nature of, and the potential neighbourhood effects from, the undertaking(s). Certainly there are genuine concerns regarding the effects of housing intensification; and intensification may be inappropriate for many sites.

However, residents tend to envision worst-case scenarios. Exclusionary regulations are supported and intimidating and adversarial approval procedures are invoked to discourage and effectively prohibit valid housing intensification opportunities. Yet there is a substantial base of evidence to suggest that intensification has been and can continue to be successfully integrated within existing communities. In fact, making better use of our housing stock may be a necessity for the future stability of some neighbourhoods currently facing declining populations.

How can we bridge this gap? Can we make the debates within our

communities more rational and perhaps less adversarial? Can a more positive environment be created within which local solutions to pressing housing needs can be sought?

The elusiveness of these objectives can be reduced by changing community attitudes, introducing more supportive regulatory provisions and simplified procedures, and promoting community involvement in the process of seeking housing solutions. Paramount to these approaches is the task of raising public awareness.

In response, the Community Services Department and the Planning Department of Metropolitan Toronto have developed the video *The Race Is On: Community Responses To Our Housing Challenge*. The educational video supports the housing initiatives of the Metropolitan Plan Review, and

focuses on housing intensification as an important approach to easing Metro's housing shortage. This project was made possible by the financial assistance provided by the Housing Conservation Unit of the Ministry of Housing.

The *Race Is On* video and the accompanying *Housing Intensification Resource Kit* provide practical information and visual examples designed to familiarize community groups and the public with housing intensification and achieve greater acceptance of the concept. These resources are able to:

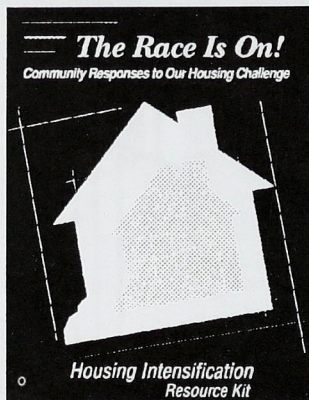
- Provide an overview of the range of housing intensification opportunities available.
- Respond to prevailing precon-

ceptions about the neighbourhood impacts of intensification projects.

- Examine some of the barriers to intensification and introduce strategies for overcoming them.
- Illustrate a variety of successful intensification projects.
- Identify opportunities for individuals to become personally involved in long-term solutions to the affordable housing problem.
- Demonstrate that communities and their needs are changing and that co-operative approaches involving communities will be required to effectively manage this change.

While the video and kit were designed for the Metropolitan Toronto context, they will prove useful for discussion elsewhere. It will be possible to borrow or purchase *The Race Is On: Community Responses To Our Housing Challenge* by contacting:

Municipality of Metropolitan Toronto
Community Services Department
Policy and Planning Division
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TORONTO AREA PLANNING SCHOOLS UPDATE

- By: John Davidson

With the 1988-89 academic year already half over, it is time to reflect on some of the events which have taken place at the Toronto area planning schools, and the events which lie in the months to come.

NEWS FROM U. OF T.

For the University of Toronto's Master's Program in Planning, the academic year started off on a very positive note with a record high 22 students being admitted to first year studies. It is hoped that this trend will continue. The Program also received favourable reviews from the Ontario Council on Graduate Studies in a report released in the fall. In keeping with this upbeat spirit, it was recently announced that the Program was to receive new microcomputers with AUTO CAD software for design graphics, as well as a laser printer for report presentation.

On the academic front, Dr. John Hitchcock, Director of the Program in Planning, is on sabbatical leave and pursuing research in Africa. Dr. Meric Gertler is now interim Director of the Program. Earl Miller, Manager of Community Services Policy, City of Toronto Planning and Development Department, is teaching Dr. Hitchcock's course in Community and Neighbourhood Planning, and receiving favourable reviews. David Weinberg, who teaches a planning course in Real Estate Development, has been named President, Canadian Imperial Bank of Commerce Properties Ltd. He is formerly Senior Vice-President, Cadillac-Fairview.

The annual planning field trip, held in the second week of September, was once again a success. This year, students travelled to Boston where they held talks with the Boston Redevelopment Authority and the Boston Planning and Development Department. Other highlights included an architectural tour of the downtown core, trips to Martha's Vineyard, Harvard, MIT and Fenway Park.

The fall term was capped off with the presentation of the second year Workshop reports to an audience of faculty, planners, and community representatives. The papers this year addressed community planning issues such as neighbourhood revitalization, the siting of a local community health centre, and waterfront reintegration.

Preliminary inquiries from first year students indicate that there is a great interest in joining CIP/OPPI, and the membership drive should prove to be fruitful. Presently over three quarters of the second year class are student members.

On February 3rd, a group of planning students from the University of Manitoba visited U. of T., where planning seminars and more informal get-togethers were arranged. The group also travelled to York and Ryerson.

Finally, the Program in Planning will be sending two student representatives to the CAPS Conference, February 15-18, at UBC.

NEWS FROM RYERSON

Once again the annual Ryerson-Waterloo Golden Bulldozer Challenge held in late January was a smashing success. Activities in the Challenge included an egg toss, a three-legged race, a volleyball tournament, a tug-of-war, wing-eating contests, the best Bulldozer imitation, and of course the boat race finale. The event was well attended by both schools, and a good time was had by all. Ryerson hung on to narrowly defeat the Waterloo planners.

The School of Urban and Regional Planning will be hosting a Careers night in which Ryerson planning alumni will answer questions regarding employment in the field. The exact date is to be announced.

Two student representatives will be attending the CAPS Conference at UBC, ensuring that the Toronto area will be well represented at the proceedings.

NEWS FROM YORK

Students from York University's Environmental Studies program will be attending a field trip to Boston later on in the term. The trip will stress architectural and urban design issues.

David Crombie, Head of the Royal Commission into Toronto's Waterfront Development, shared his views on the subject at an address at York during the fall.

York will be sending a representative to the CAPS Conference in February also.

Charles McRobert, who will be attending the proceedings, is also OPPI Executive Student Representative.

- From the BC Newsletter... "Municipal planners could write a report to Council summarizing the Brundtland Commission report and begin the process of translating these ideas to the municipal level."

- Alan Artibise, director of the School of Community and Regional Planning at UBC, when asked to put together an all-star guest list for dinner, suggested Thomas Adams seated next to John Sewell, with Italo Calvino (Invisible Cities) and Jane Jacobs, with J. Dyos (British historian) and S. Woodsworth (rebel without a cause).

- David Hulchanski is the New Director of the Centre for Human Settlements. He has worked for CMHC, Ontario's Min of Municipal Affairs, the Coop Housing Foundation of Canada and has studied comparative housing policy at the Kyoto University in Japan.

- From Saskatchewan... Laurent Mougeot has been selected by CIP as a representative to the Caribbean Workshop in Jamaica in February.

- The Deputy Ministers of Rural Development and Urban Affairs wrote jointly to David Klippenstein, President of APCPS to confirm that a new standing committee will be established to liaise between the Association and the Ministries. "We look forward to the profession's continued assistance...to meet current challenges and achieve future opportunities, while recognizing their broader implications", they concluded.

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TORONTO'S TURBULENT SKIES: LOCAL AIRPORTS UNDER SIEGE

by Mitchell Cohen

For more than a decade, the once proud Toronto airport system has been showing signs of trouble. As this descent from efficiency quickens into dangerous nose-dive, one wonders if it will ever be possible to pull up and turn things around.

What has become painfully obvious during the past year is the sad state of affairs affecting our local airports. Once taken for granted as having unlimited capacity, Lester B. Pearson International Airport, the nation's busiest facility is quickly reaching the saturation point. Located minutes from downtown, Toronto Island Airport remains constrained by an out-dated agreement. The recently expanded

Hamilton Airport sits near empty, while smaller general aviation airports continue to close as a consequence of urban sprawl. The list goes on and on.

As the evidence of deterioration continues to mount, the closer we edge towards what could be coined "airport gridlock". Deciding what measures would succeed in halting the deterioration is a somewhat easier task than it will be to calculate when things are going to get better.

September 25, 1975. This day should be remembered in history as the official start of the deterioration of the airport system in the Toronto

area. "The people of Toronto will receive the service they deserve" shouted the angry federal Minister of Transport Jean Marchand as he announced the suspension of the Pickering Airport due to the Province of Ontario's refusal to co-operate.

The shaken Minister then went on to say that Pearson would not be

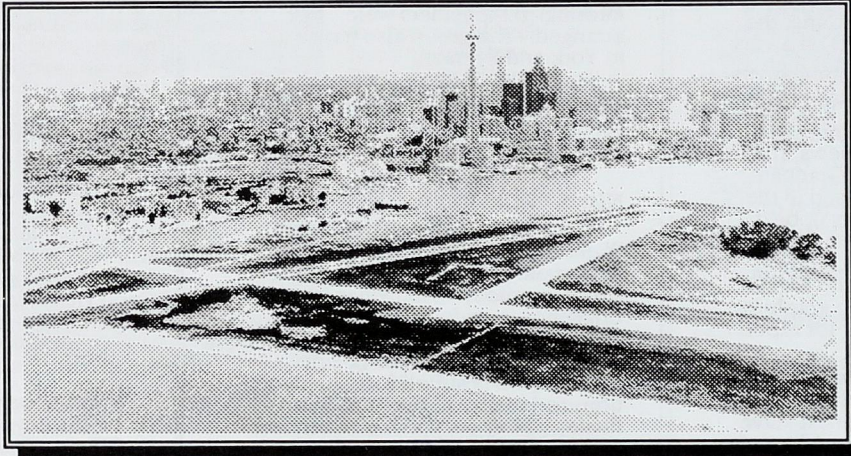
3.5 million passengers per year is currently processing over 8 million. Terminal Two, which handles close to 9 million passengers per year, is becoming bloated and is starting to show strain.

The completion of the privately funded Terminal Three will alleviate some of the terminal building pressures, but the

current system of runways and taxiways is unable to cope. Soaring traffic has resulted in expensive delays as too many aircraft vie for too few runways. Inclement weather conditions can put all of Pearson's traffic onto one single runway! The airside inadequacies have recently been confirmed by an aide for the Minister of State for Transport: "the airport can't handle any more traffic right now".

The cost and inconvenience of

the resulting air traffic delays has forced federal officials to reduce the number of flights by about 40% to 70



Toronto Island Airport

expanded and as an aide quipped, that service was "bound to deteriorate".

But the deferral of the Pickering Airport and the refusal that same year to expand Pearson were only the tip of the iceberg of the missed opportunities to maintain a respectable level of service at our airports.

One just has to frequent the nation's busiest airport to see the deterioration of service, or what could be coined "Marchand's revenge". The requirement for additional airport facilities at Pearson is obvious. Terminal One, which was designed in the 60's to accommodate

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per hour. Further rationing of capacity may be a reality.

The current shortfall in capacity at Pearson were projected by airport planners back in the mid-1970's. It was publicly reported that no amount of traffic management would be able to overcome the need for additional facilities. Throughout the 1970's, a respected committee of air carriers continually backed the need for additional runways and petitioned the Minister's Office.

The silencing of the voices for additional runways was unusually swift and sure. There came a point in time when only the airport planners and the business community would subscribe to the theory that Pearson was running out of capacity.

The political refusal to accept the theory and approve the construction of an additional runway capacity seems to have been a result of the power of local neighbourhood interest groups. These groups were well organized and thoroughly understood their task as they effectively lobbied the politicians at all levels. The political promises (of no-action) made to the local residents have for years put a strangle-hold on the ability to provide additional capacity at Pearson.

Municipal planners surrounding Pearson do not escape a share in the blame for the capacity crisis. Why has development been allowed to encroach the airport and further strengthen the sophisticated noise-abatement lobby? Non-compatible land uses quickly sanctioned by neighbouring municipalities will continue to constrain the expansion of airport facilities at Pearson.

In the face of the embarrassment at Pearson, the federal government is again making moves towards an international airport at Pickering. Transport Canada still owns 9,000 acres of land which is designated for airport development. Many of the original zoning restrictions designed to buffer the airport from the surrounding communities remain intact.

While opposition from the local citizen groups has been quick off the mark, a few of the braver local municipal politicians have agreed that the new airport would relieve congestion at Pearson along with

boosting the economy.

But as the opening of an airport at Pickering would be a difficult and rocky 10 years away, our airport system continues to come apart at the seams. Pickering is a long-term solution and we are in desperate need of some short-term answers.

Our airport woes don't stop at the majors. Toronto Island Airport, which has the ability to become a premier commuter and general aviation facility, is being constrained by a 1983 three-party agreement which prohibits a mainland fixed link and use of jets.

While the access issue may not be that difficult to solve, the real issue is allowing jet-aircraft to use the facility. Recognition is required that commuter jet aircraft are currently in use which have noise characteristics lower than those limits currently imposed at the airport. Propeller aircraft are not always quieter than jets.

Municipal politicians have as usual been quick to voice their opposition to the use of the airport by jet aircraft. This decision, despite the conditions at Pearson, effectively limits the utility of Toronto's downtown airport.

HAMILTON POTENTIAL IGNORED

While some airports have too much traffic, some have too little. What has an all-weather runway capable of accommodated 747 aircraft, a hassle-free terminal building, is 50 minutes from Toronto, has free parking and is open 24 hours a day? Hamilton Airport.

Expanded at a cost of \$52 million, the airport never become the regional facility it was planned to be. Despite years of planning and consultation with Air Canada to satisfy their requirements for operations out of Hamilton, our flag carrier never showed up. There was not enough political force available to bring the airline, which was to be the catalyst for further development, to Hamilton.

Today, the airport sits virtually deserted save for a few commuter flights, a successful charter carrier, and sports teams or movie stars who want to avoid their adoring publics.

While the greater use of Hamilton Airport may not noticeably relieve the congestion at Pearson in the long-term, the airport can play a vital role in relieving some of the current chaos.

Politicians keep promising the creation of a new and expanded role for the ghost-like facility to fit into the over-all airport system. But the promised action always failed to materialize.

Our airport system is not just utilized by passenger and cargo aircraft. A sizable portion of traffic is made up of general aviation activity, ranging from the corporate official in a company business jet to the small courier and the Sunday flyers.

For years this type of activity has been spread throughout a number of airports in the Toronto area, with little industry attention. The expulsion of this type of "non-compatible" traffic from Pearson and the closing of Maple and King City Airports due to urban expansion has severely limited the available bases for this type of activity.

The region's hub for general aviation activity, Buttonville Airport, is under severe pressure from urban expansion. Negotiations have gone on for more than two years to assist the operators in keeping the facility open but the federal government remains non-committed at this time. In response, Buttonville Airport may soon have to close.

While the justification to assist the general aviation community may not be crystal clear, it still remains an important segment of the aviation community. This segment may have to face up to the fact that soon the only place to land in the Toronto area will be Toronto Island Airport.

The demise of airport efficiency is not limited to major urban centres. Oshawa Airport is a good example. The airport, which is integral to the auto industry's parts "just in time" process, has been severely encroached upon by residential subdivisions. Encroachment around the Oshawa Airport has not only strengthened the anti-airport lobby but it has limited the airports options for expansion.

If encroachment is not enough for the little airport to endure, years of political indecision on funding for the facility has caused the airport taxiways and aprons to literally fall to pieces.

All airports, large or small play a vital role in ensuring efficient air transportation in the Toronto area.

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But the system continues to quickly unravel.

Are we headed on a course towards airport gridlock? If action at Pearson and the surrounding airports is not forthcoming, further deterioration of service, if not gridlock, is a distinct possibility.

As airport planners churn out the reports, as they have for the past decade, continually identifying the need for additional airport facilities, the political strength necessary for implementation still must be found.

This elusive political strength must

transcend all levels of government. But it is the federal government who must exhibit an unparalleled show of force in stopping the deterioration of our airports caused by years of inaction. This change in the political winds must materialize despite the expected back-lash from minority segments of society.

I am often asked what specific measures are required to arrest the current situation. As politically unappealing as they seem, the following specific measures should take place:

1. Construction of additional air-

side and groundside facilities at Pearson Airport.

2. Revision of the 1983 agreement to allow for the construction of a tunnel and the use of jet aircraft at Toronto Island Airport. Construction of a new terminal building.

3. Commencement of detailed plans for the construction of phased International Airport on the federal lands at Pickering.

4. Ministerial decision regarding the future role of Hamilton Airport and the appropriate funds to accommodate said role.

5. Commencement of detailed plans by the Province of Ontario to improve access to the Pearson Airport.

6. Construction by the Province of Ontario of Highway 6 (New) to connect Hamilton Airport to Highway 403.

7. Study of the role of general aviation in the Toronto area and the adequacy of facilities.

8. Further emphasis of the federal government's policy on encouraging local levels to assume control of airports. Issuance of a policy on the potential for privatization of airports or components of.

9. Legislation to effectively prohibit municipal approval of non-compatible land uses adjacent to airports.

10. Legislation to require the acknowledgement on title that new residential subdivisions may be located in areas affected by aircraft noise.

11. Creation of an public/private sector task force to review, recommend and lobby for aviation needs of the Toronto area. Possible creation of an operating authority to manage the operation of a system of airports in the Toronto Area.

The decision makers have allowed the airport system to become inefficient. It is time that we approach our elected officials to remind them of the economic importance of an efficient airport system and the need for proactive decisions. Further lack of political support for much-needed improvements will certainly continue to cause serious and chronic economic penalties to us all.

Mitchell Cohen writes frequently on airport and airline matters.

**John Sullivan
& Joseph Pacek**

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CENTRAL

**CENTRAL ONTARIO CHAPTER
SUB-REGION PROGRAM
DELIVERY**

The Program Committee of the Central Ontario Chapter would like to broaden program delivery services by conducting a series of program events in locations outside of the greater Metropolitan Toronto area.

Three areas identified for program delivery are:

- Niagara (Regions of Niagara, Halton, Hamilton-Wentworth and Haldimand-Norfolk);
- Muskoka (District of Muskoka, Simcoe County); and
- Victoria (Counties of Victoria, Northumberland and Peterborough).

While these program events would address issues of particular interest to planners within the three sub-regions, they would be open to all OPPI members.

Anyone within the three sub-regions wishing to assist in the initiative by acting as a sub-region contact and/or providing assistance in organizing program events, is encouraged to contact either of the following persons:

Tim Murphy - M.M. Dillon Limited - (416) 229-4646; or

Gord Buckingham - Ministry of Municipal Affairs - (416) 224-7635.

**APPOINTMENT IN
SCARBOROUGH**

Peter Poot has been named as Commissioner of Planning at the City of Scarborough to succeed Kenneth Whitwell who is now ADM with the Ministry of Municipal Affairs. Senior

Planner Kennedy Self is leaving Scarborough to join the Metro Office of Totten Sims Hubicki.



Peter Poot

**O.P.
UPDATES**

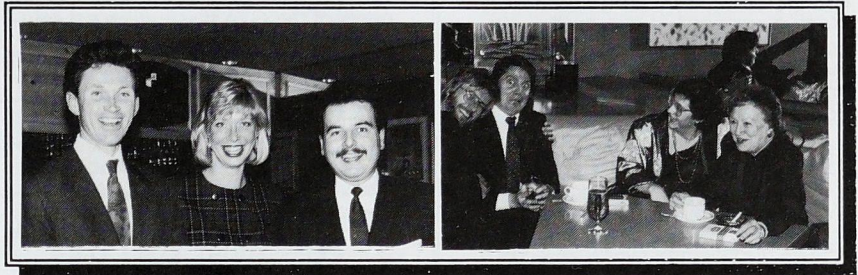
North York will soon have its downtown

plan in place following the recent completion of the second segment of the Ontario Municipal Board hearing. The planning process has taken about six years to complete, and involved extensive negotiations and meetings between developers and

ratepayer associations from both sides of Yonge Street in arriving at a plan both groups could support. As part of the negotiations, four developers agreed to pay the legal costs for a coalition of eight ratepayer groups. In January of 1988, the OMB approved the downtown plan in part, but requested more detail on a service road, protection for neighbourhoods and the projected number of

tee at the time of writing, outlines three general categories of options: 1) deferral of O.P.A.'s, 2) Interim Control By-Laws, and 3) downzoning. The report does not make recommendations as to a preferred option, but the Department will report further on the implications of a specific option.

PROGRAM NOTES



Mike Ellis, Audrey Reifenstein and John Jacob enjoying the O.P.P.I. Christmas party.

Kennedy Self puts the arm on Glenn Miller while Marlene Garson and Mary Campkin look on.

workers who will commute to the office development.

The City of Etobicoke is in the midst of its three-phase Official Plan Review being undertaken by Warren Sorensen and Associates and City staff. The first phase involved the preparation of background studies examining land use, population, transportation, and economic and social change. A report outlining choices for the City's future was prepared in the second phase, and workshops/open houses were held in November of 1988 to discuss the future options. The final phase will involve the drafting and refining of a new Official Plan for submission to Council in the Spring of 1990.

The Planning Department of Toronto continues with its review and update of Metroplan. A series of background papers has been prepared on such items as housing, industrial areas, and open space. These reports are available from the Metropolitan Planning Department, City Hall, Toronto.

The City of Toronto Planning and Development Department have begun work on the 1991 Central Area Plan Review. A report was prepared by that Department in January, responding to a request by Mayor Eggleton and Council, to report on options for achieving a "breather" on Official Plan Amendments for offices in particular, and the pace of development in general, to ensure that the Central Area Plan Review is not prejudiced. The report, which has not been discussed by Land Use Commit-

By the time you read this item it will probably be March; however, I'll pass along that the Central planners did have a successful Christmas party in mid-December at the Inn On The Park!

INTERNATIONALISM

On January 17, 1989, the first program meeting of the new year was held at Ryerson's Oakham House. The well attended evening included presentations of international works by Joe Berridge of Berridge, Lewinburg, Greenberg Associates and Eb Zeidler of the Zeidler Roberts Partnership Architects to the planners, architects and urban designers assembled.

Mr. Berridge featured his firm's plan for the waterfront of San Juan, Puerto Rico. The waterfront has traditionally been cut off from the rest of the City by its fortification walls and later by a warehouse district. Like many North American cities, San Juan's waterfront is going through a period of transition, and the Canadian designers were requested to help shape its future.

The waterfront is a major point of entry to the City, as it includes the docking facilities for many cruise ships. The new waterfront plan provides for the functional requirements



Joe Berridge

of the ships and their tourists, and integrates the older portion of the City with the waterfront. Design guidelines were prepared for the waterfront plan area, and the firm is now in the process of undertaking a proposal call for the first phase of the redevelopment.

Mr. Zeidler featured a series of international projects prepared for clients or which have won design competitions. Included in the evening's slides and discussions were mixed-use projects on Baltimore's waterfront, Malaysia, Philadelphia, and San Francisco; the Palm Beach, Florida, Opera House, and the Cologne, West Germany, Media Centre. These projects exhibited Zeidler's continued ability to marry high tech materials and images with traditional architectural principles.

HALTON URBAN STRUCTURE REVIEW

The first phase of the Region of Halton Urban Structure Review has been completed by the IBI Group in association with R.V. Anderson & Associates. The review addresses further growth in the Town of Milton by expanding water and sewer service based on population and employment forecasts to the year 2011. The second phase will deal with land use patterns, engineering requirements, and the management of hard and soft services.

PARLIAMENTARY PRECINCT PLAN WINS AWARDS CITATION

The Parliamentary Precinct Plan, illustrated on the front cover, by du Toit, Allsopp, Hillier, a Toronto firm of architects recently received an Awards Citation in Urban Design and Planning from the U.S. magazine Progressive Architecture as well as National Regional Honour Awards from the Canadian Society of Landscape Architects.

The firm also received a National Citation and Regional Merit Award last week for their study of Toronto's

Lakeshore/Gardiner corridor.

LANDFILL UPDATE

While there has been no solution found for the Metro Toronto landfill crisis, it appears that one is closer than the last time it was mentioned in this column. The Chairman of Metro Toronto and the surrounding Regional Municipalities have met with the Premier and Gardner Church, ADM responsible for the Greater Toronto Region, to discuss possible solutions. A number of private sector firms have also been preparing plans for various components and systems which they believe could form integral components of the GTA waste disposal solution.



EASTERN

CITY OF OTTAWA TO RECYCLE CHRISTMAS TREES

On the first day of a new and unique seasonal recycling program, more than 400 freshly used Christmas trees were dumped at three City of Ottawa municipal yards.

These trees represented only a tiny fraction of the estimated 40,000 Christmas trees sold in the Ottawa area during the 1988

Christmas season. Previously these trees were either burned as firewood, or placed in the normal garbage stream to wind up in a landfill site.

This year under this unique recycling program, Ottawa plans to chip the discarded trees into a mulch for use in city parks and along pathways as a weed inhibiting device. In addition to this beautifying effect, the program is expected to save valuable landfill space for real garbage.

OC TRANSPRO OPENS YET ANOTHER PARK AND RIDE LOT

OC Transpo opened its third park

and ride lot as part of its extensive plans to encourage public transportation commuters to use the transitway. This new lot was opened in late December in Orleans, (a suburb in the City of Gloucester at the extreme eastern edge of the OC transitway). All reports and OC Transpo statistics indicate it is a busy spot now, and should prove to be even more popular with transitway riders as the bad weather approaches.

The current capacity of 400 cars in Orleans has now been increased by 150 cars. The new lot was designed to accept the overflow from current lots, and it will be used until a new, larger, and more permanent park and ride lot is built in 1989.

OC Transpo opened its first park and ride lot in 1987.

OTTAWA'S NEW CITY HALL - PROBLEMS CONTINUE

After weeks of wrangling with the architects who have provided a design for the new city hall, Ottawa Council has dropped a threatened ultimatum and has instructed City staff to negotiate possibly higher fees for the architects.

Negotiations resumed on January 25th with architects Moshe Safdie of Boston, and Murray and Murray Architects of Ottawa, co-designers of the \$67 million project. The deadline for the negotiations in the two-month dispute has been set at February 1st, when Ottawa Council meets again. Under the terms of the contract, the City has offered the architects \$4.2 million. However, the architects stood firm with their demands for more than \$1 million extra.

Tim Murray, whose Ottawa firm of Murray and Murray Architects is to handle the project, said he was "very happy the City has seen its way to re-open negotiations." He also mentioned that the architects had made concessions worth more than \$300,000. The base of the problem stems from the City's contract with the architects. It has been seen as being inadequately written in that it demanded additional services without providing additional fees.

All sides concerned with the negotiations are hoping for a quick and equitable settlement. Attention



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will be focused, and breath will be bated, until a settlement is reached.

On another front, the proposed design of the new city hall has raised the ire of its closest neighbours in Ottawa's New Edinburgh ward. Residents of the ward are vowing to oppose the construction of the two 10-storey observation towers that are an integral part of the design of the new city hall.

The twin observation towers are to have observation decks providing views of such sights as Rideau Falls, 24 Sussex Drive and the Parliament Buildings. The towers are at the south end of Green Island, and directly across the Rideau River from New Edinburgh. Residents of that community fear that in addition to the previously mentioned sights, the towers will give visitors an unobstructed view of their backyards.

The architects, Safdie and Murray and Murray have already reduced the height and size of the towers by 10 percent. The original design proposed an 11-storey tower, but this was modified at Ottawa Council's request. In addition, the proposed towers have been moved closer to the current city hall in an effort to protect a stand of large trees at the edge of the Rideau River.

NATIONAL CAPITAL COMMISSION BEGINS EXPROPRIATIONS

In two separate incidents of expropriation, the National Capital Commission has begun to swing its weight in the National Capital Area. After weeks of fruitless negotiations, the Commission began proceedings of expropriation against a planned subdivision in Gatineau Park. The project under "notice of intent" is the infamous McInnis 110 acre property near Pink Lake.

The plans called for a 72 home subdivision. The project was opposed by environmentalists worried about the impact on the park. It also appears that the Commission is about to expropriate the other two large scale projects slated for other areas of the park. The start of expropriation comes after plans for a six month freeze on development in the park collapsed in mid-December, 1988.

In an unrelated development, the NCC has let surface a plan to demolish three NCC-owned houses and an apartment building on Sussex Drive adjacent to the grounds of Rideau Hall. The stated purpose for the removal of these buildings was to make room for a parking lot to serve tour buses and cars at Rideau Hall, the home of the Governor-General.

Residents of New Edinburgh have stated that these demolitions could have been averted if the decision to

close Rideau Hall had not been made several years earlier. That decision created a parking and stopping problem as visitors to the area began parking on Sussex Drive in order to take pictures of the historic gate and the red-coated guards. Residents say a simple solution would be to open the gates to Rideau Hall.

RIDEAU BUS MALL RENOVATIONS DELAYED

"The long-awaited plans for the renovation of the Rideau Street bus mall will likely be delayed another year until the spring of 1990," stated Wilk Koppert, a City of Ottawa planner involved in the negotiations with the Rideau Street businesses. This delay in the renovation schedule would result even if an agreement could be reached this spring. One of the reasons for this is that the City will apply for subsidies to help pay for the more than \$4 million facelift, and this may result in further appeals to the Ontario Municipal Board.

The facelift, the second in about six years, calls for a redesigned street that would be opened for regular traffic 24 hours a day. It would include a partial or total removal of the glass pedestrian enclosures that line the bus mall between Sussex Drive and Dalhousie Street. The Rideau Street businesses are being asked to pay two-thirds of the total cost, but have withheld payment for the original costs, and taken the issue to the OMB.



NORTHERN

Editor's Note

Our thanks to Kevin DesRosiers of the Thunder Bay Community Planning Advisory Branch Office for these articles. Kudos also to Bob Maddocks of the Thunder Bay C.P.A.B. for his efforts in co-ordinating the seminar.

NEGOTIATION SKILLS WORKSHOP

The Community Planning Advisory Branch of the Ministry of Municipal Affairs in Thunder Bay and the Ontario Professional Planners Institute (OPPI) recently sponsored a 2-day Negotiation Skills Workshop in Thunder Bay. The workshop was attended by over 40 people with diverse responsibilities, ranging from planners and consultants to councillors and clerks. Delegates attended from throughout Northwestern Ontario: Kenora, Red Lake and Marathon to name a few, and from as far east as Sault Ste. Marie and Temagami.

The workshop was presented in response to the demand for municipal

staff at all levels to be effective in daily negotiations with developers, property owners, municipal officials, councils and colleagues. The purpose of the workshop was to assist participants in enhancing their negotiations skills and to become better aware of the key principles upon which to base the resolution of a conflict.

The moderators of the session were Beate Bowron, Senior Planner with the Economic Development Branch of the Toronto Department of Planning and Development, and Larry Sherman, Urban Planner and Director of the IBI Group. The coursework was developed in cooperation with the Harvard/MIY Program of Negotiations.

The participants' comments can be summarized up by one particular comment: "The course was very pertinent to the situations our council has to face although I have negotiated for years, I've never before been able to consolidate my ideas on negotiation techniques as they were presented here. A very useful course."

FROM THE NORTHERN DISTRICT 'DID'JA KNOW? DEPARTMENT

1989 PLANNING CALENDAR

Once again, and for the third consecutive year, the Thunder Bay Community Planning Advisory Branch of the Ministry of Municipal Affairs has designed, produced, and distributed the Education Poster/Calendar that one sees in most planning departments and municipal offices through the Province.

We hope the effort is continued, as the calendar contains practical planning information that is useful on a daily basis combined on a poster/calendar with attractive graphics that will enhance any office.

FEDERAL/PROVINCIAL AGREEMENT PROMOTES ECONOMIC DEVELOPMENT OBJECTIVES FOR MINERAL INDUSTRY IN NORTHERN ONTARIO

Editor's Note



**allan e. brass
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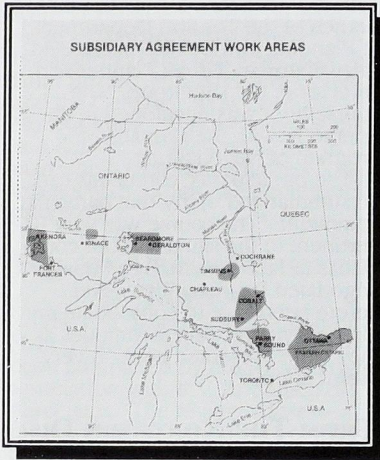
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Allan Brass,
B.Arch., Dip.T. & R.P., M.C.I.P.

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This article is abridged from an Energy, Mines and Resources publication on the Canada-Ontario 1985 Mineral Development Subsidiary Agreement. It is important from a regional planning perspective because it will have a prolonged economic and resource impact on many (single-industry) Northern communities.

Ontario's non-fuel mineral indus-



try is the largest in Canada. In 1984, Ontario alone provided from its \$4.4 billion worth of minerals, more than one third of the metallic minerals and structural materials produced in Canada. To ensure that it continues to prosper, the Federal and Provincial governments have agreed to fund jointly a five-year \$30 million development plan, the Canada-Ontario 1985 Mineral Development Agreement (COMDA). Federal programs under the agreement will be carried out by Energy, Mines and Resources Canada, and Provincial programs by the Ministry of Northern Development and Mines.

Most of the funds -- \$18.3 million - will be devoted to geoscience activities designed to stimulate mineral exploration and development by industry near selected communities (see "Work Areas" map).

In addition, \$5.7 million will be spent by Ontario, and \$6 million spent by Canada on improved access to mineral information files, co-op programs with industry to increase productivity in underground mines, an industrial mineral strategy for Ontario, improved road access for mineral development, and public information programs.

The objective of the economic development program is two-fold: first, a comprehensive approach to identifying opportunities for regional economic growth through the industrial mineral deposits in

Ontario; and second, an improved road network in the northeast to facilitate servicing of mineral exploration and development and increase the mobility of the local labour force.

COMDA is administered by a 6-member management committee co-chaired by a Federal and a Provincial member, with two additional members appointed by the Federal Minister of State for Mines, and two members appointed by the Provincial Minister of Northern Development and Mines. Technical sub-committees develop and oversee specific projects and make recommendations to the Management Committee.



SOUTHWESTERN

PLANNERS AND THE MEDIA: THE FRONT PAGE CHALLENGE

(by Bruce Curtis)

The media has become an all pervasive force in our modern society in pursuing their function to provide the information upon which the public can base their decisions, both politically and in the market place. The journalists and reporters choose the news items which we will hear or read each day and the stories behind them. In fact, the media had attained a level of influence in our lives that is seldom shared by other institutions or agencies. When we look at local issues, media involvement can either help or hinder the successful resolution of a community

planning issue. In a positive sense, good media reporting can generate citizen interest and participation which can lead to well thought out solutions to planning problems. However, if the media provides a biased or unfair report, it can polarize the parties involved in a planning problem and set the stage for a prolonged battle in which compromise solutions become more difficult to achieve. Today's media image of planners ranges widely from that of a guardian of the public interest to being either an obstacle to progress or a friend of the developer. The challenge for planners is to deal with their image and the planning issues in front of the media and to use the media to their advantage to provide complete and honest reporting which can potentially lead to better decisions and solutions for all concerned.

On September 24, 1988, approximately 50 planners from across Southwestern Ontario gathered at the Inn on the Bay in Owen Sound to hear about and to discuss the topic of "Planners and the Media", as part of the District's Annual General Meeting. The keynote speaker for the seminar was Philip McCleod, Editor of the London Free Press, and he was followed by fellow media panelists K. A. (Sandy) Baird (Publisher of the



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Kitchener-Waterloo Record) and Jim Algie (reporter for the Owen Sound Sun Times). Panel speakers representing the planning profession were Victor Cote, Policy Administrator for the City of London Planning Division and Bill Thompson, Commissioner of Business Development for the City of Kitchener. Together, these speakers presented their opinions on the relationship between the planning and journalism/media professions and insights into ways in which the two groups can work toward assisting each other in the interest of providing fair and honest reporting on municipal planning concerns. This article briefly reviews some of the issues discussed during the seminar.

The media, like any other business, has an interest in making money, at least enough to allow the business to continue functioning. In this regard, management decisions on economic matters are constantly being made to ensure efficiency, productivity and competitiveness. Unlike many other businesses, however, the media is given certain privileges such as the guarantee of a free press. Along with this freedom comes responsibility and the obligation to perform with intelligence, objectivity, accuracy and fairness in relaying the news. But can you trust the media? Philip McCleod answers with an absolute "yes and no". He believes that the media can be trusted as much as any other human endeavour and that you can trust the media as much as you can trust that all 10 Commandments are always obeyed, that everyone in prison is guilty, or that planners have placed every road, every building and every park in every city in exactly the right place. Similarly, Sandy Baird feels that most newspapers try to do a good job of delivering information to the public. However, there are newspapers, and there are newspapers -- some are apt, and some are a little more inapt. He contends that nothing is ever done with malice when covering municipal and planning related stories. Mistakes are due more to a lack of understanding and flat out stupidity rather than being a result of any conspiracy or desire to do anyone harm. If untruths are reported, the true story will eventually emerge, sooner or later.

The situation the media finds itself in is that of constantly seeking simple solutions to increasingly complex problems. The inaccuracies resulting from simplifying complex issues can be reduced to some extent by the media placing more emphasis on investigative journalism. Reporters will have to go beyond the simplicity of the headline grabbers and seek explanations for the occurrence of various events.

For this the journalists will need greater expertise in many fields in order to enable them to relate all sides of an issue and properly place their report within its context.

CRISIS REPORTS ONLY

Despite the media not covering planning issues between crises, Victor Cote had praise for the media as it related to a recent experience he had with the London Free Press. The City of London was beginning the public review process for its newly prepared Official Plan and just before the public meetings began the London Free Press ran a six-part series looking at the draft Official Plan's significance and possible effect on the development of the City. The series was an excellent example of in-depth or feature reporting with many stories explaining the proposed changes and raising questions as to whether or not the changes were leading London in the right direction. Victor felt the media had been instrumental in the public review process because it had aroused the interest of the general public and encouraged their participation, which eventually led to an improved planning document and solutions that were well thought out. The media had become involved at a time other than crisis and the result was a very productive process that included greater representation from the public than might have otherwise been the case. He felt that this was a good example of how the media can go beyond the mundane and look at the bigger issues associated with community planning.

Bill Thompson shared his experiences of many years of dealing with planning issues in the media. During the past 30 years he has noticed quite a change in the media as they went from discovering planning in the early 1960s and introducing it to the public, to being somewhat of a watchdog keeping a check on local government. In general, he has found that the media has treated planners fairly for the most part and that any negatives have been caused by both sides. However, he feels that there is room for improvement and that the media should stick to the facts and keep opinion out of the story. If opinion is interjected into a news report then all sides of an issue are not fairly reflected. Opinion journalism should be reserved for the editorial page, leaving the reporter with an obligation to investigate and understand the whole story and report the facts to the people. Bill felt that the public has a mistrust of both politicians and planners, and even a mistrust of the press. With a better understanding of our respective roles and philosophies we can work much better with the journalists and have the full story

reported. If the planning and journalism professions do not work together then the citizens will suffer and planner will suffer.

None of the media panelists had any secret formula for getting the planner's story into print. However, Jim Algie quite clearly summarized the views of the media speakers. He suggested that individuals (planners in this case) must be willing to participate in the story, have some confidence in the journalists they are dealing with, and be willing to take certain risks in defense of the profession and in defense of good planning. In other words, get to know the reporters in a professional relationship and explain your point of view in an honest and forthright manner. Philip McCleod agreed with Jim Algie on this point and recommended that the planner should not assume the reporter is simply playing games, but is asking what it is the public wants to know. He said to be patient, trust the people, and trust the media.

In conclusion, the seminar was a fine opportunity for planners and journalists to air their views and share a forum for learning more about each other and the problems each faces. Those in attendance at the seminar may have left with a different perspective and may possibly act in a different manner the next time they deal with the media.

Bruce Curtis is a planner with the City of London Planning Division and is Chairman of the Program Committee for the Southwestern District of OPPI.

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



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WHAT WILL BE WILL BE (A SIMULATION)

by David Kriger

A few years ago, CBC Radio's "Ideas" series had a show on economic forecasting models. Much of the discussion -- ease of use, role in policy making, and so on -- was applicable to forecasting models in general, including travel demand models.

Models came off looking pretty good -- or so I thought until heard the closing theme music: "Que Sera, Sera". (So much for all those years in Planning School!)

Travel demand forecasting models have made tremendous strides in technical accuracy over the past several years. But it's no secret that some planners are wary of models. Models, after all, are only abstracts of reality; they simulate certain conditions -- such as travel demand -- but cannot account for every planning issue of importance. So the acceptance of models in the planning process has not kept pace with the technical improvements. This article explores some of the ways in which planners can make better use of travel demand models.

Models are notoriously data hungry. They require a considerable commitment in resources. But from the planner's (read user's) viewpoint, perhaps the single biggest complaint is the limited ability of models to respond to changes in planning assumptions, or to the inevitable range of questions that arises during the course of a planning exercise. For instance, strategic planning models often are called upon to provide increasingly detailed travel characteristics, at a level too fine for the degree of model calibration. Local variations in travel or socio-economic characteristics are difficult to model -- for example, a model will assign a student to a school on the basis of transportation accessibility rather than by jurisdiction. The "what if" questions inherent to planning are not always

easily addressed by models.

Travel demand forecasting models provide an understanding of travel behaviour, in part as a function of both current land use activities, and



future population/employment distributions. Model results also are used to identify points in the urban road and transit networks at which travel demand exceeds system capacities -- hence, model results are instrumental in determining transportation investment strategies.

Transportation investment needs -- the flip side of available infrastructure capacity -- are crucial determinants in overall growth management strategies. But for policy planners, it's hard to assign the appropriate value to quantitative model output. Some users swear by the results; others swear at them. What is an appropriate role for travel demand models in the planning process? Consider how other models are perceived:

In his article "Computers and Decision Making" in the Autumn 1985 edition of the *Journal of the American Planning Association*, Richard Langendorf observed that models generally are elements in the

planner's decision support system. In this sense, it's the interpretation of the hard data that counts -- less so the data themselves.

A review of Canadian economic forecasting models suggests that the main benefit of models is that they help organize institutional thinking about alternative futures. That is, the models define the range of alternatives that should be considered, with less value assigned to the actual model results. This is consistent with the 'decision support' view, in that the model essentially acts as a trigger for discussion.

The notion of models as part of a decision support system suggests that greater emphasis should be placed on translating and interpreting model results. In short, the problem lies less with the models themselves and more with how they are used.

What can the planner do?

Don't treat the model as a "black box". Travel demand models rely on demographic forecasts and trends, but the planner's input should not end there. It's not necessary to master the mathematical intricacies of the model. It is important to understand enough of the process, so that the output -- the *raison d'être* of models -- can be understood and interpreted in the context of other planning issues.

A good qualitative reference is "An Introduction to Urban Travel Demand Forecasting; A Self-Instructional Manual", put out by the U.S. Federal Highway Administration and the Urban Mass Transportation Administration in 1977. It is based

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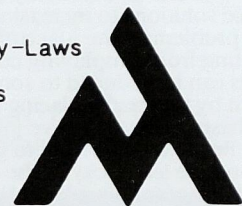
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on UTPS -- the workhorse model of the 1970's -- but for a general understanding, it should be applicable to most travel demand forecasting models. (Unfortunately, it may be hard to find, given its age. Perhaps a more detailed look at how models work will be the subject of a future article. In the meantime, try: Office of Methods and Support, U.S. Department of Transportation, Washington, D.C., 20590, U.S.A.)

Test input assumptions. The purpose here is to define the model's limits -- under what conditions do the assumptions remain valid? For instance, some travel characteristics may be based on assumptions about the labour force participation rate for females. How much can these assumptions change before the travel characteristics are no longer valid?

By knowing how far a model realistically can be pushed, the planner gains a good idea of what reasonably can be expected of the model -- its strengths and weaknesses. In turn, weaknesses can be addressed, either quantitatively through detailed analysis, or qualitatively as the results are examined.

Know your data. The availability of a broad range of data sources

allows cross checking and comparison. For instance, Census Place of Work / Place of Residence data provide not only a major reference against which model calibrations can be checked, but -- standing alone -- they provide insight into the all-important work trip patterns. The availability of data from past censuses allows trends and changes to be monitored. In turn, these can be compared to socio-economic trends, to gain a broader picture.

Use those microcomputers (you knew this one had to come up somewhere). As with everything else, the trend is to put (squeeze?) travel demand models onto the micro. In addition to the improved hands-on capability, many micro-based models feature graphical portrayal of results, in an easy to read manner (great for Council meetings).

For the planner, a bigger benefit may be the ability to apply the ubiquitous spreadsheet to the process. For example:

Variations in input assumptions or output results can be tested on a spreadsheet. The user controls the relationships, which can be as simple (for example, linear) or as complex as fits. The point is that the planner

has more of a hands-on participation in the process than otherwise may be possible. Since spreadsheets forces a user to think through a particular problem in a systematic way, they tend to give a focus to the pre- and post-model analyses.

Many data sets -- for instance, corridor travel trends, or historical population and employment data -- already are on spreadsheets. With some application, they can be applied to an analysis of model input or output. Again, the user controls the type of relationship desired, independent of the model.

The latest word processing packages allow the import of spreadsheet tables and graphs directly into the text. From a communications standpoint -- from the policy analyst to the political decision maker -- the potential improvement in comprehension is tremendous.

None of the above is particularly easy to achieve. Certainly copious doses of time and patience are needed. But travel demand models not only are here to stay; they are getting better. The trick is to strike the right balance between 'letting the model find the answer' and applying ever-valuable planning judgement.

MANAGEMENT

MANAGING TO MAINTAIN PROFESSIONAL STANDARDS

by John Farrow

In some parts of Ontario, the municipal planning system is severely stressed and, in certain cases, overloaded. I draw this conclusion from my involvement in reviewing the planning and development activities in a number of the province's municipalities.

It is interesting to examine the reason for this. On one hand, there is a high level of development activity; on the other hand there are councils which often hold conflicting views simultaneously. The first is that their municipality should grab what development it can while the time is ripe, a belief that conditions prevailing in 1981/82 are about to return. The second view is that municipal staff and, in particular, planning staff, can keep increasing the volume of work handled indefinitely. As a management consultant and planner, I would be the first to acknowledge that the efficiency of some planning departments leaves something to be desired. However, I also recognize that increased effort alone is not the answer and has limits. In some of my work, I see extraordinary levels of overtime, staff under severe stress, high turnover, and the inability to recruit adequately trained staff. Without proper management, this situation leads inevitably to a

decline in the quality of planning. Potential solutions abound, but I would like to focus on some initiatives that directors and managers of planning departments should undertake. There are five alternatives I will suggest, under the headings of Scheduling, Codifying, Recruiting, Training and Championing.

1. SCHEDULING

One weakness that exists in most planning departments is that its members do not know their department's capacity. The reason for this is the popular wisdom that each application and research project is so different, it is impossible to determine in advance how much staff time it will take. I used to hold a similar view; however, having worked with many different departments, I now believe that following a preliminary assessment, it is feasible for good managers to estimate how much time the processing of an application to the preparation of a research project will take. The accuracy of these estimates will improve with practice. Work scheduling is a cornerstone of good management and the approach I suggest is that:

(a) The manager review each new application or request for a report with

the responsible professional, and estimate:

- person-days of work required to complete the task, and
 - the lapse time to completion, allowing for responses to comments, and requests for information, etc.
- (b) Each professional keep a forward plan showing his or her anticipated workload, by day, running out six to eight weeks with appropriate allowances made for handling unscheduled events, such as enquiries from the public or from other departments.
- (c) Managers keep a summary of the forward schedules by staff member and use them in allocating new work, balancing work loads and maintaining progress.
- (d) A forward schedule of when recommendations and reports will be tabled with the council to the planning committee be maintained.
- (e) The work scheduling system should be updated regularly or when circumstances change.

The key advantage of undertaking this work scheduling is that it allows those responsible for managing the department to determine when the department is fully loaded with work and to say so. This, in turn permits one of

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three things to happen:

- **a shifting of priorities** (delay the parking report and process the hotel application). or
- **The establishment of realistic expectations** (the report on the application will be put before council in June, not April), or
- **the recruiting of extra resources.** If those responsible for professionals fail to help them manage their time, then time pressures will inevitably lead to the erosion of professional standards. Work scheduling provides the basis for responsibly resisting the pressure to force one more application into the system and resisting the pressure for conducting a superficial analysis.

2. CODIFYING

Much of the activity associated with handling applications is repetitive and is passed along, almost like folklore, from one planner to the next. The establishment of a procedures manual, which lays down the municipality's accepted approach for handling recurring situations, achieves a number of important results; namely:

- (a) It establishes accepted standards.
 - (b) It enables information to be communicated quickly to the public, council and other departments.
 - (c) It allows new staff to learn more quickly.
 - (d) It provides the opportunity to delegate tasks to more junior staff.
- A procedures manual is one way of reinforcing professional standards.

3. RECRUITING

One of the unfortunate characteristics of activity associated with development is its link to the construction cycle. This means that the demand for staff tends to be cyclical and has been particularly severe since the recession. As a result, there appears to be a shortage of experienced staff.

Adding staff initially creates more work, rather than less. From my observations, some recruiting efforts have recruited staff with barely adequate experience.

Initially, new staff require senior staff time for training, thereby increasing the demands on staff who are already fully committed. Lack of experience increases this demand for training and, therefore, senior staff time.

Effective recruiting must be carefully planned. Clear specifications must be established, and necessary training planned and scheduled. If suitable applicants fail to apply, making do now will only create problems resulting from poorly executed work later on. If there are no suitable applicants, don't compromise, redesign the search and try again. Recruiting is an opportunity to reinforce professional standards by recruiting the best people available.

4. TRAINING

Closely linked with recruiting is training. If departments are to become more efficient, staff will need new skills. Training is one of the best ways to improve productivity. Yet most departments rely on informal personal on-the-job training which is demanding on senior staff and inefficient.

In approaching training, assess the additional skills that staff need and develop a training plan accordingly. Do not confuse training with conferences, which are stimulating but rarely skill-building. Think about skill in categories such as technical competence, communication skills (verbal and written), and managerial or supervisory ability. Then try to develop a customized training plan for groups within the department. In busy periods use outside resources to do the training, senior staff usually cannot be spared. Remember, training is one of the most effective ways to reinforce the values an behaviour you believe are most valuable.

5. CHAMPIONING

When a group is being worked very hard for long periods, its members can feel good about their efforts if they are being recognized. Good managers not only give the recognition personally, but also ensure that others in authority do so as well. In this role, you champion the

group by discussing the situation with the CAO and getting recognition at that level.

More difficult, but equally as important, is addressing the issue of interaction with council. Councillors, like other managers, have to balance their praise and their criticism; often, however, there is little of the former and a great deal of the latter. Since planning matters usually fill up half of the council's agenda, this is particularly tough on planning staff. In circumstances where it is necessary to discuss Council's expectations with the council and point out the role they have in helping motivate staff to perform well. It is the job of the commissioner or director to champion the staff and get the situation into balance.

In conclusion, it is clear that southwestern Ontario is enjoying a boom in development activity. This means that a lot of decisions are being made very rapidly about the future shape of our communities. In this circumstance, let us use our management skills to reinforce professional standards that will give our communities the future they deserve.

John Farrow is a partner with Coopers & Lybrand responsible for the strategic management practice.

Tony Usher's column will return next issue, as will Pierre Beeckman's column on the OMB.

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