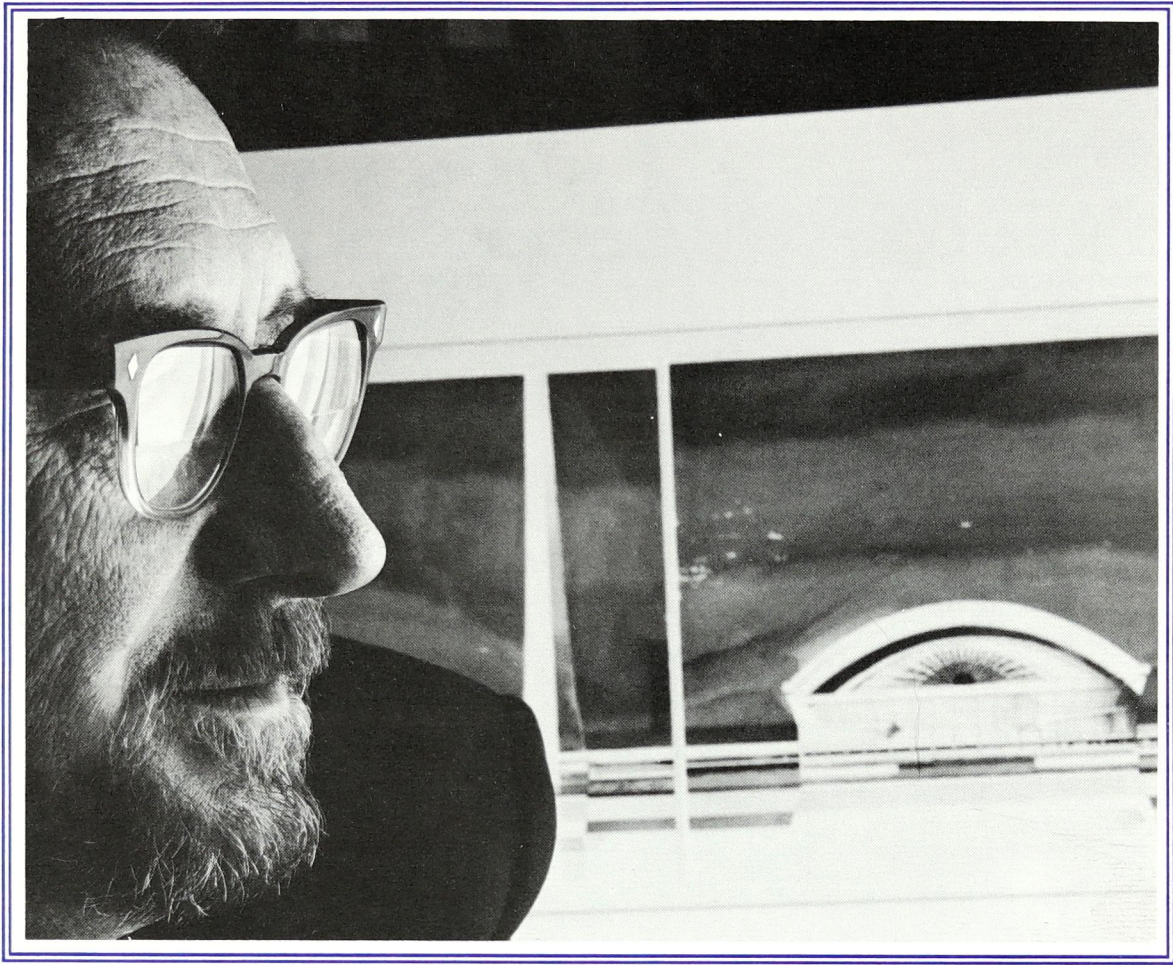


# ONTARIO PLANNING JOURNAL

JULY / AUGUST 1989 VOLUME 4 NUMBER 3



Rod Robbie: *Beyond, Behind and Before the Dome*

*Landscape*

Sustainable Development in Canada.....	5
Report Card for OPPI/CIP .....	8
CityPlan '91: Are We Screwing Up? .....	15

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# ONTARIO PLANNING JOURNAL

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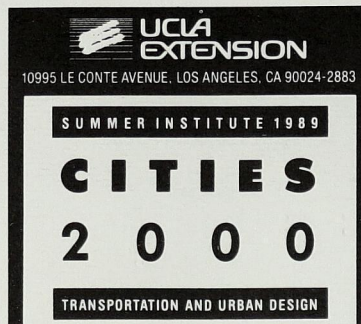
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# ROD ROBBIE: BEFORE, BEHIND AND BEYOND SKYDOME

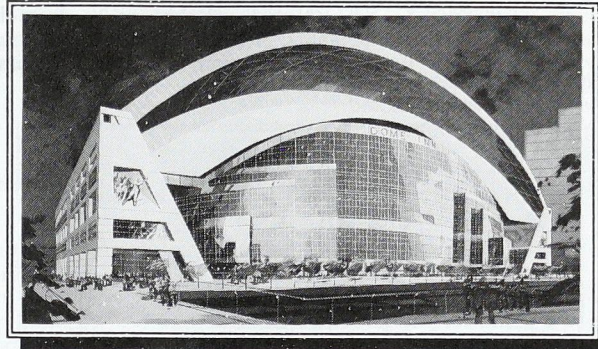
by Glenn Miller

**T**he time is any morning rush hour in 1986 or 1987. A horde of commuters is tramping wearily up the steps from the St Andrews subway stop in downtown Toronto. Weaving through the crowd at a steady clip is a man with a wiry beard and horn-rimmed glasses.

Hefted on one shoulder is a large roll of architectural drawings, balanced by a bulging leather briefcase in the other hand. He walks briskly south on University Avenue, enters a nondescript office building and takes the elevator to the Penthouse floor. As the doors open, the discrete corporate demeanour of the elevator gives way to frenetic activity. This is the project office of RAN (Robbie, Adjelian, NORR), the consortium of designers responsible for the SkyDome. Between the elevator and his office, Rod Robbie manages to carry on three separate conversations, stooping to sketch a detail on a scrap of paper, redirecting a slew of telephone messages taken by a harried secretary and convincing a group of agitated project workers to let him "get in the door" - all the while balancing the drawings on his shoulder.

Scenes like this were commonplace for Robbie and his co-workers during the early days of the SkyDome's construction, when detailed design was literally one step ahead of construction. The team struggled against an impossible time schedule, severe budget constraints and complex design challenges. "You would walk through the RAN project office and see people ageing before your eyes," recalls an architect who worked there. The strain of working 12 hours a day, often seven days a week for more than 18 months would show on every face. The unrelenting pressure took its toll. "There were an enormous number of problems to solve, and we brought it off, but at great personal expense," says Robbie. "You had to do an awful lot of very complex work, and get it right first time." As an added stress, the stadium evolved during the construction process from a mere stadium into what Robbie calls a "pleasure palace - somewhere for people

to come and have fun", through the addition of a hotel, a health club, a tv station, a sports and entertainment centre and many different kinds of all-season activities. Robbie credits the Stadium Corporation's Chuck Magwood with influencing that direction, and thinks that the building will be able to make more a positive contribution to the city around it as a



Hotel added complexity

Dawson

result.

Now that the building is open, and everything works - including the much talked about convertible roof - there is relief but no let-up. "Getting this thing built in no time flat meant that we had to patch together a huge human infrastructure from several firms at very short notice. We've now got to sort that out and keep it fed with work," Robbie says. There is also the small matter of having become what Robbie laughingly calls "an overnight success after 40 years in the business."

Trained as an architect and planner in post-war England, Robbie worked with British Rail and in private practice. In Canada he worked with the firm of Peter Dickinson Associates (PDA) and later designed the Canadian Pavilion at Expo 67. His varied portfolio includes the design of an energy efficient settlement for CMHC, a proposal for a

new city in the Oshawa, the famous Woodroffe Demonstration project in Ottawa, the new town of Frobisher Bay, as well as many industrial and institutional buildings. The common thread through this work is his dedicated belief in a "true systems approach."

"Whether its architecture or planning, you can't come up with a solution unless you understand the problem," he says. One of the areas where Robbie has successfully put his ideas into practice is education and school design. His papers on systems building are now standard reference material. One of the reasons that Robbie and his colleagues were willing to risk so much on the Dome was that they genuinely believed they had a better idea. That kind of conviction has also stood Robbie in good stead in the past. His CV contains numerous references to proposals for "better ideas", ranging from radical ways to modernize the building industry to innovative housing procurement techniques in Israel

*continued page 21*

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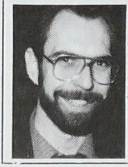
## END OF AN ERA

Although Thank You messages are traditionally left until the end of the year, I would like to start the summer off with some notes of appreciation.

First, on behalf of the Journal's Marketing Manager, Scott Davis, thank you to all our advertisers for your continued support. Our roster continues to increase, and, in this issue we welcome the first notice from a law firm specializing in municipal law (p. 22.).

Next, I would like to acknowledge the excellent work done by Central Editor Glenn Scheels and Southwestern Editor Gary Davidson: unfortunately for the Journal, both Glenn and Gary have had to turn in their blue pencils, and are "retiring" from the publishing world.

Of note for those who are interested in filling these vacancies: during his time as Central Editor, Scheels was promoted to Associate status at Walker, Wright Young, and is now mov-



Glenn Scheels



Gary Davidson



Mary Campkin

ing to a senior position with Cumming, Cockburn in Kitchener. Davidson, on the other hand, combined his Southwestern role with being President and now past president of CIP.

Success and volunteer work for the Journal clearly go hand in hand! Can this be a coincidence?

Our final thank you is reserved for Mary Campkin, OPPI's first Executive Secretary, and, for many of us, the ever-cheerful voice of CIP for almost a decade and a half - first in the old Central Ontario Chapter Days and more recently with OPPI. It's hard to believe, but Mary is actually retiring. She is moving out west to be with her family, and OPPI is currently advertising for a new Executive Director. Although there will doubtless be more formal expressions of thanks to Mary from the president and members of Council, I'd just like to say thanks, Mary, from all of us. We'll miss you.

*Glenn Miller  
Editor*

## LETTERS

### NETWORK ORGANIZATIONS THE WAY OF THE FUTURE

I should like to echo your editorial in the May/June edition of the Journal, and thank John Farrow for his column on the possible application of network organizations to local governments.

Municipal governments today are facing financial constraints and cut-backs in funding from senior levels of government and in the circumstances they need any good ideas they can get!

*Derek Chadwick, Toronto*

### METRO CORRECTS NEWS ITEM

I read with great concern a news item in the May/June issue of the Journal (p.14, Message for Metro) which was not only poorly researched but also, I feel, completely inappropriate for publication in a professional journal. The item suggested that the reason for so many non-engineer transportation planners leaving Metro over the years is the fact that promotion to the senior ranks of Metro is only open to professional engineers.

First of all, only one (not four) transportation planners has

actually made the move to the North York Planning Dept. While two others had previously moved to the North York Transportation Dept., only one of these was a non-engineer.

More importantly though is the totally incorrect message left with

your readers that the promotion of transportation planners within Metro is only open to professional engineers. This is simply not true. Our qualifications for the position of planner within the Transportation Division include an undergraduate degree in a transportation related field, three years of relevant experience and eligibility for full membership in either the APEO or CIP. Promotions to more senior positions likewise require either membership in APEO or CIP. Contrary to the impression left in the Journal, qualified non-engineer transportation planners are most welcome in the Metro Planning Dept.

*Barry Morrison, MCIP  
Deputy Commissioner of Planning*

### COMMENTS ON EDITORIAL AND "IMPORTANCE OF BEING UNCERTAIN"

I read with great interest your editorial in the March/April issue of the Ontario Planning Journal. As an architect and planner, I am convinced that the upcoming environmental challenges will require much closer cooperation between the two professional disciplines. In my recent publication, Design for Northern Climates, I advocated a need for synergy of planning and architecture which is particularly important in the Canadian context given its harsh climate, fragile environment and growing developmental pressures.

It may interest you that at the Winter Cities 1988 Conference, a panel of internationally prominent architects and planners awarded my book the Grand Prize (\$10,000) in the category of "Building Design, Technology and Urban Infrastructure".

I also would like to comment on Larry Sherman's article (the same issue).

Today more than ever in recorded human history, the factor of uncertainty is hindering forecasting and the planning and design process. In previous, less dynamic times, the expert's and the professional's decision was accepted almost without question, even in situations having far reaching consequences for the individual and/or society. However, in times of accelerated change, even a top professional cannot always fully assess the relationship between all the relevant variables and create a reliable basis for making conditional predictions. Neither the full impact

*cont'd. page 21*



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# LAND USE PLANNING AND SUSTAINABLE DEVELOPMENT IN CANADA

by Nigel Richardson

The imperative need to devise and implement a formula for sustainable development has occupied both the (Brundtland) World Commission on Environment and Development and Canada's National Task Force on Environment and Economy. The Task Force defines sustainable development as development which ensures that the utilization of resources and the environment today does not damage prospects for their use by future generations. This remains, however, more an aspiration than a plan of action. The land - the solid ground we walk on - is fundamental to almost every kind of economic activity, and it is also a vital component of the global ecosystem. Land use planning can therefore be a key element in devising a concrete, purposive strategy for sustainable development.

## EXAMPLES OF CONTEMPORARY CANADIAN LAND USE PLANNING:

Contemporary Canadian land use planning offers a wide range of examples that illustrate the potential for sustainable development. These examples also illustrate its present fragmented state.

The paper also includes brief descriptions of some programs in other countries to provide further illustrations of the range and potential of land use planning.

## COMMENTS AND CONCLUSIONS:

The paper concludes that "The effectiveness of land use planning as

a tool for achieving sustainable development has been clearly demonstrated by its application to, for example:

- promoting efficient use of land,
- allocating renewable resources,
- protecting lands, resources and features of special value,
- resolving competing demands for land according to predetermined criteria.
- encouraging and facilitating environmentally sound economic development,



Manett

*Purposive strategy needed for sustainable development*

- promoting sustainable urban development.

The best achievements of Canadian land use planning compare favourably with those of other countries. Canada could have perhaps the best land use planning system in the world if each of its jurisdictions were to adopt and adapt the outstanding Canadian models for its own use.

Perhaps the most serious obstacle is attitudinal: the perception of land as property and commodity, and widespread ambivalence towards planning in the public sector. Also,

the very diversity of land use planning activities obscures the particular approach and principles which constitutes their common core, and obscures also their collective achievements.

Full realization of the potential of land use planning as a tool for the achievement of sustainable development calls for changes in the way in which it is currently employed. Such changes are likely to occur, however, only after we change our perception of land in relation both to "the environment" and to society and the body politic. Specifically, what is called for includes:

1. First and foremost, recognition of land as integral to the "life support system" of the species, so that we think of it in terms of stewardship rather than of exploitation. Here we have much to learn from our aboriginal compatriots who perceive earth, air, water and living things as having an essential unity.

2. Recognition by governments of land policy as basic, and as important as, say, health or education policy.

3. Rethinking of professional purpose, responsibilities and ethics by those who actually practice and teach land use planning.

Adoption of sustainable development formally as a goal of land use planning at the federal, provincial and territorial levels of government is the first and fundamental step towards fully effective use of land use planning for sustainable development - because land use planning is only a tool to be used for the ends decided on by society.

Development of sustainability-oriented national land use policies should follow from this. While a national land use policy is not needed to put such policies into effect, the fragmentation of responsibility for land use and the environment characteristic of most governments in Canada would have to be overcome.

Greatly improved integration of land-related programs within a single policy framework is a primary need. This should include the explicit recognition of municipal planning as

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an instrument of land policy, and the adoption of the appropriate procedures supported, where necessary, by legislation. These measures would be facilitated by the adoption of regional systems expressly designed to serve land use planning purposes.

In addition to its broader responsibilities for major aspects of the ecosystem such as air quality, water management and fisheries, the Government of Canada has four specific areas of responsibility with regard to land policy and planning.

(1.) To ensure that a coherent,

effective and equitable system of land planning and management is not neglected in the processes of establishing aboriginal rights with regard to land and resources in northern Canada, and devolving new powers to the territorial governments.

(2.) To maintain and expand the federal government's traditional and irreplaceable role as a source of information on land and land use planning in Canada.

(3.) To ensure that its own land-related programs promote and reinforce sound land use planning, and

where applicable are carried out within a framework of planned land use.

(4.) Above all, to provide the leadership needed to establish sustainability-oriented land policies as the basis of land use planning throughout Canada.

*This article is abstracted from a recently published report prepared by Nigel Richardson for the Canadian Environmental Advisory Council. Mr. Richardson is the principal of N.H. Richardson Consulting. The Journal has received a number of requests for articles on this topical subject.*

## MANAGEMENT

# UNDERSTANDING TODAY'S PROFESSIONALS

by John Farrow

"I just don't understand it," said Bob. "The people we hire today don't seem to treat their work the way I used to. They don't seem to care, and I have great difficulty managing them." Bob was sitting in his director's office discussing how to improve productivity in the office, and the topic of motivation had come up.

"Perhaps you should be more of a coach and less of a manager," the director suggested.

"I try," replied Bob, "but I can deal with only a few of them, while the others seem to approach working here in ways I just don't relate to."

Bob was running into the familiar problem of assuming that his staff members' motivations should be similar to his own. This is a dangerous trap for a manager. The motivations in most work situations are complex and, while it is hazardous to play amateur psychologist, it is useful to do so in order to understand the range of possibilities. In this regard, one useful typology has been developed by Michael Maccoby, who suggests that the value-drives which influence all of us at a very basic level can be grouped into five primary types in most workplace situations.<sup>1</sup>

These five basic types go beyond Maslow's hierarchy of the needs to provide a useable segmentation of the positive values that motivate people at work. These types are the Expert, Helper, Defender, Innovator and Self-Developer. The segmenta-

tion of values that motivate individuals is useful only if managers recognize that individuals will inevitably deviate from these normative groupings. Managers should try in a professional environment to suit their leadership style to individual needs. This typology therefore represents a starting point.

### 1. THE INNOVATOR

Innovators tend to be organizers, instigators and strategists. They are usually good at motivating people, but not necessarily at developing them. Maccoby found that 10% of his sample fell into this category and that they tended to be in entrepreneurial organizations in which they played a major role in redesigning the enterprise by inventing new rules, roles and relationships.

Innovators tend to be under-represented in government because of the rigid structure and the difficulty of making quick changes in how things are done. However, there are enough exceptions to indicate that they do exist, survive and can succeed. Changing the way government organizations work can be a major priority and challenge for those innovators that survive.

Innovators have three key weaknesses that every manager should recognize: in some circumstances, they exhibit a lack of sensitivity to those around them; a tendency to identify too personally with their innovations and, therefore, lose objectivity; finally, they often lack

patience with the rate of progress toward their vision.

### 2. THE EXPERT

The expert's primary personal value is mastery. This mastery includes achievement, hard work, and a sense of self-esteem through recognized success. Experts want control, and resist delegation and flexible relationships. To them, the innovator's approach looks like anarchy and the requirement for independence require by the professionals graduating today seems like arrogance. However, most traditional professionals fall into the expert category and, therefore, many readers of this article will identify with the values outlined.

For the expert, performance on the job involves mastering the challenge of solving problems and successfully meeting difficult tests. The ideal job allows the expert to exercise independent judgement and personal control.

Reward for the expert comes from external recognition and inner satisfaction. Payment and promo-



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tion are key forms of recognition, and experts also value tokens such as awards and plaques. Where these opportunities for recognition do not exist, they become frustrated. In dealing with experts, it is important to treat them professionally and to acknowledge the value of their opinions. The management of experts requires that goals are clear, delegation occurs, freedom and respect are given, advice is available when needed and accomplishment is recognized.

### 3. THE HELPER

Helpers tend the wounded, smooth conflicts within organizations, and build relationships. Without helpers, the autonomy required by the experts would make organizational life unbearable for all but the "winners."

Helpers care about people and give special emphasis to those in need. Most of those in the helping professions also have a strong commitment to professional values. For the helper, a person's immediate needs in a service and organizational sense always have the highest value.

Work relationships are extremely important to the helper and successfully fulfilling them represents one of the key rewards for this type of professional. Another key reward is the feeling of being needed and appreciated. Monetary rewards are best tied to equity, rather than given as a reward for performance.

Helpers make good managers, especially when coaching is required. However, they have a tendency to be gullible because they want to believe in everyone.



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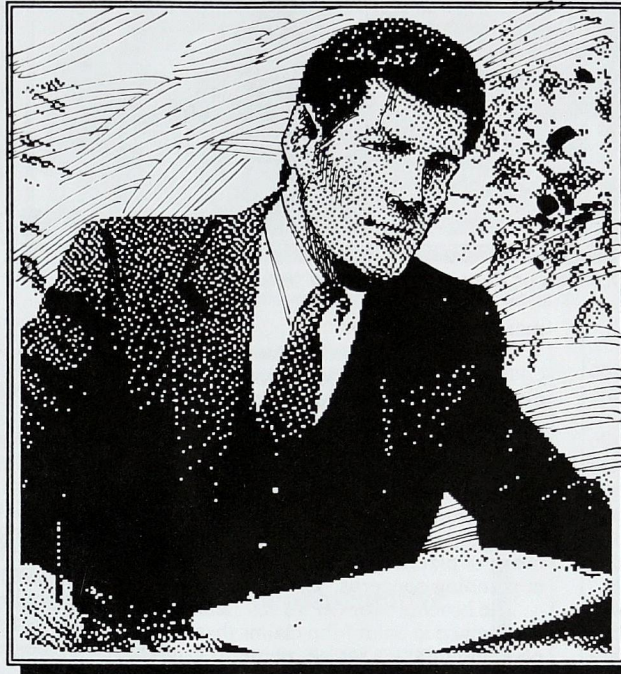
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They may also tend to avoid conflict.

### 4. THE DEFENDER

Defenders are motivated by the need to defend the organization. Defenders are watchful of internal values and are useful in ensuring that the cultural values of an organization are kept intact. A key strength is their loyalty.

The key weakness of the defender is that he or she sees the world in terms of "them" and "us," and this approach can be disruptive when there are subgroups within larger



organizations.

Defenders are rewarded by the achievement of results and the sense that their efforts make a difference. Defenders look for strong, courageous bosses, and this can be a useful characteristic since most organizations need principled institutional loyalists to support their leaders and protect organizational values.

### 5. THE SELF-DEVELOPER

Self-developers might almost be characterized as the "yuppie" professionals. They focus on self-development to maintain a sense of authority, self-esteem and the

security of having marketable skills. They are well adapted to change, value independence and accept responsibility for themselves. They also tend to be competitive.

Their weaknesses are the opposite of their strengths: detachment, an unwillingness to commit themselves, and a reluctance to take on parental-type leadership roles. They function best in organizations based on shared responsibilities, reciprocity and continued learning.

They value financial rewards because of the relationship between money and independence, but are disappointed when money is the only reward. The opportunity to develop their skills is their primary motivator.

More than the other types, they value a balanced lifestyle and do not believe that work should be the most important aspect of life. However, they make good managers because they are egalitarian and value the views of others. To become most effective as managers, they must acknowledge the need to assume organizational responsibility.

### CONCLUSIONS

The real benefit of grouping the values that motivate professionals is that it becomes clear that different types give priority to different values and that this, in turn, requires the manager to acknowledge the need for a customized management style. The typology presented can become the starting point for a more individualistic management style. This

approach is especially important in dealing with highly educated professionals whose values have been reinforced in a variety of ways by their education and training.

Armed with this sensitivity and understanding of motivation, managers can put together and lead teams which will effectively achieve organizational goals. Managers will also be better able to develop and adapt as their roles and their organizations change.

1. Michael Maccoby, *Why Work - Leading the New Generation*, New York

*Simon and Schuster, 1988.*  
John Farrow is partner in charge of the strategic management practice at Coopers & Lybrand

# REPORT CARD FOR OPPI: GOOD POTENTIAL, MUST TRY HARDER

by Tony Usher

The first of these columns appeared three years ago, denouncing "municipal planning chauvinism" within CIP and OPPI.

It's time for a report card to see how our national and provincial organizations have fared since, in trying to better accommodate and represent all planners.

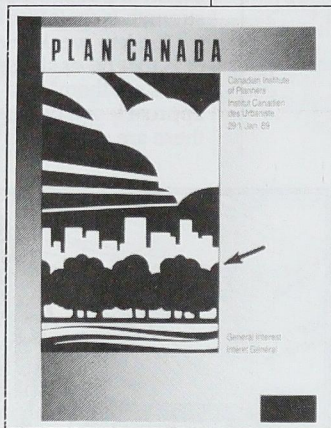
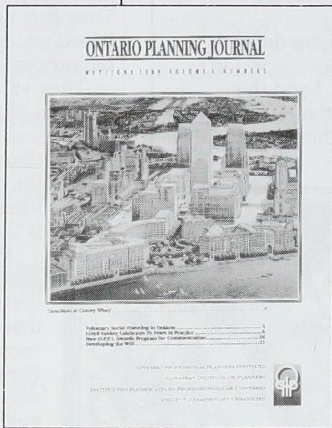
OPPI overcame last ditch opposition from some of the planning schools and brought in the present membership rules.

Although the rules still favour planning school planners, they introduced universal provisional membership and examinations, and are in both appearance and reality a major step towards equitable treatment of all. **Grade: A-**

More and more non-municipal and non-planning school planners are applying to OPPI and are being treated fairly and equitably in the admission process. Between 40% and 50% of those being admitted to provisional membership under the new rules are non-planning school graduates. **Grade: A.**

OPPI has failed to address why it attracts a low percentage of public sector planners in agencies other than municipal planning departments and the Ministry of Municipal Affairs, and why membership is not considered desirable by most nonmunicipal planners and their employers. If Imperial Oil discovered that domestic car owners were 10 times more likely to buy its gas than foreign car owners, it would move on the double to find out

what the foreign car owners thought was wrong with Esso and what it could do to get the foreign car owners to buy



Do Journal or Plan Canada avoid "municipal chauvinism"?

more gas. **Grade: D.**

If Central District is representative of OPPI, then program events are still catering mainly to municipal planners and their perspectives. **Grade: C-**

On the other hand, OPPI is showing a more positive face to the wider planning community through the continual improvement of the Journal, which is making a serious attempt to give space to a wider range of planning sectors and to broader planning concerns. **Grade: B.**

The brochure for CIP's 1989 national conference in Saint John claims that "a planning function which merely emphasizes land-use controls is not enough". The graphics at the bottom of the page suggest otherwise: a protractor, a ruler, a pen, and eyeglasses lying atop a photo of a downtown heritage building, an ad headed "Are You Inter-

ested in the Future of Your City", "Strategic Planning" and "Building Permits" pamphlets, and two other unreadable publications. The program content appears to match the graphics; "more than controls" appears to boil down to the fact that municipal planners need good leadership and management skills as well as good bylaws. **Grade: D.**

The first issue of *Plan Canada* published by the Institute of Urban Studies, University of Winnipeg also arrived recently, reeking of municipal planning chauvinism. The Urban Studies Institute obviously believes that its own almost exclusive concentration on urban planning and design encompasses the

entire spectrum of planning and *Plan Canada* readership. CIP may have no alternative but to put its journal in the hands of planning schools, but the costs can be high. Most schools deal with only one sector of planning and, like most other academic fiefdoms, take a flat-earth view that anyone exploring past the narrow range of their faculty interests and course content will fall off the edge. For the next three years, the edge will be Winnipeg's Perimeter Highway. **Grade: D.**

The Canadian Institute of Planners is still named l'Institut Canadien des Urbanistes in the other official language. **Grade: D-**

Average grades for this highly unrandom and no doubt unfair sample: OPPI, **B-**; CIP, **D**. Next issue, back to the real world.

Tony Usher is a Toronto based consultant.

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# CRISIS IN TRANSPORTATION? STILL MOVING, BUT FOR HOW LONG?

by David Kriger

**P**lanners in the United States often look north for examples of how things ought to be done - in fact, an American colleague once told me that Toronto was the city that New York 'wanted' to be, but never quite became. (I believe he meant it as a compliment.) Transportation-wise, Toronto and Ottawa have highly regarded transit services, while the Ministry of Transportation of Ontario has an enviable record in technological innovation. Smaller communities throughout Ontario enjoy clean and safe transit services.

At the same time, we've been accustomed to hearing about the horrible conditions of roads and - especially - transit systems south of the border. For instance:

1. Philadelphia's commuter rail system was in such poor shape that when a lengthy strike forced long-suffering passengers into their cars, serious consideration was given to a permanent shutdown. (Fortunately, that didn't happen.)
2. Manhattan's elevated West Side Highway was permanently closed

after a piece of it fell in one day; the cost of its rehabilitation was hotly contested among other critical transit and road needs. The latest is that the east side route has also started to crumble.



Manett

*Infrastructure repairs eat up scarce budget dollars*

3. A generation ago, Los Angeles sold off the rights of way of its once extensive trolley network. Now, it's paying dearly as it builds a new subway.

4. An aging freeway system (to speak nothing of urban streets) means deteriorating conditions and massive rehabilitation projects. When was the last time you drove on an Interstate highway without being stuck in traffic around a construction detour?

Neither view gives the whole picture. Success stories, such as San Diego's cost-efficient LRT, Washington's award winning subway, and innovative bridge designs over obstacles as diverse as Tampa Bay and Appalachian valleys, illustrate how transportation in the States really can work when the chips are lined up.

## NO MORE SMOOTH RUNNING

In Ontario—throughout Canada, in fact - things are not quite as rosy as they used to be. Consider the following trends, the first well known to those in the transportation planning community; the second just emerging:

1. Municipal roads and streets are eligible for construction and operating grants from the province. But the past several years have seen reductions in provincial subsidy levels, with municipalities having to take proportionately greater shares.

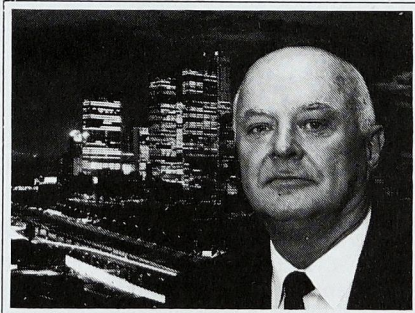
One result has been a push towards increased efficiencies in the use of resources - ranging, for instance, from computerized inventories that indicate when a section of road is up for repair, to energy saving construction techniques. That's good. A less happy result, though, is that shortfalls in funding are now the norm. Inevitably, capital improvements are postponed, so that more emphasis must be placed on catching up to today's needs - let alone meeting tomorrow's. The problems are magnified when the

## ECONOMIC DEVELOPMENT

### Headquarters Strategy Gets Special Representative

Following on from the initiatives from its economic strategy report, Metro has appointed a "Special Representative" with the mandate to communicate with the international business community. In late April, Chairman Tonks announced the appointment of Robert A. Bandeen to take on this important role.

Bandeen is a former ceo of CN and Crown Life with extensive connections throughout the world of business, education, arts and community service. Although his job is voluntary, he will be working closely with Metro Economic Development staff to develop a program to attract more corporate headquarters to Metro.



Robert Bandeen

Rafy

In making the announcement, Tonks said that headquarters are important because of the high-value jobs they bring to the community, and the fact that manufacturing facilities and new industrial jobs tend to locate nearby.



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need to rehabilitate our aging roads and freeways is considered - how will all these needs be met? The massive \$2 billion earmarked in the recent provincial budget certainly gives a badly needed shot in the arm to transit and roads - but will Ontario's initiative spur other provinces to do the same?

2. Remember the power failure that knocked out much of Quebec during a hockey playoff game? A recent report attributed that failure and several others to the abandonment of routine maintenance, brought on in turn by budget cuts. This practice of (not-so) benign neglect is well known among American transit properties. The first response to a scarcity of funds (caused by budget cuts, spiralling energy or labour costs, or reduced market populations) typically has been to put off regular maintenance. In the short run, service coverage is not affected; besides, operating subsidies are based on ridership, not maintenance. It doesn't take long, however, before maintenance cutbacks begin to drive down the all-important reliability factor, with the inevitable result on ridership.

Hydro Quebec's experiences, coupled with a slight softening of transit ridership in Ottawa and increased public concern about service reliability in Toronto, show that we may not be immune. What will happen **after** the economy slows down?

#### SOLUTIONS: A NATIONAL APPROACH

What's being done? We have the American experiences - both good and bad - before us as benchmarks. So, the consequences of funding shortfalls are known. The Roads and Transportation Association of Canada (RTAC) represents private and public transportation interests nationwide. RTAC recognizes that transportation problems no longer can be seen as a local issue; the effects on the nation's

economy and welfare are of a national scale. In this vein, RTAC's recent activities include the following:

1. RTAC compared transit funding needs with actual expenditures, and systematically documented funding shortfalls across the country. This is a basic step in determining how different operators cope with similar conditions.

2. In an unprecedented move, RTAC, in cooperation with the Federation of Canadian Municipalities, appealed to the federal government for help in maintaining the nation's roads and

highways at acceptable standards. Funding for urban and rural roads typically has been a provincial or municipal concern: a recent study of goods movement in Toronto suggests

that the cost of time lost due to traffic congestion is paid ultimately by the consumer - to the tune of billions of dollars. It's hard to localize that sort of impact; everybody pays.

3. RTAC is an active participant in the U.S.-based Strategic Highway Research Programme. Among other activities, the programme addresses technical and administrative issues related to maintaining our deteriorating roads and highways. Besides introducing cost-efficient innovations to practice, the program serves to establish practical guidelines.

The RTAC approach underlines the fact that we're all in this together. Because planning covers such a broad range of activities, in the overall scheme of things it is inevitable that conflicts will arise among different planning interests. Competition between the need to maintain roads (and sewers, and other services) **now** and the need to plan for the future can only become more acute. We can't afford 'zero-sum' solutions. Perhaps one way of ensuring that competing interests can be accommodated is for the planning profession to follow the RTAC example and address the problems - the implications - of funding shortfalls and deteriorating services from a national perspective.

*David Kriger is an Associate with the B-A Consulting Group, transportation planners and engineers, in the Toronto head office*

#### ONTARIO MUNICIPAL BOARD

### MAJOR BATTLE OVER NORMANBY RURAL INDUSTRIAL PARK

by Pierre Beekmans

**A** municipal board hearing on a proposal to develop a 300 acre property about five miles north of Mount Forest for dry industries and commercial uses became a major battleground for a conflict between philosophies on how Grey County should develop.

The Saugeen Economic Development Corporation and municipal corporations from miles around supported the applications for official plan and zoning amendments and many private citizens also made supportive submissions. Their basic motivation was a desire for jobs and increased assessment, which they believed would flow from the economic activity in the proposed industrial park.

Opponents saw the proposal as a betrayal of one of the basic principles

underlying the official plan: protecting the agricultural base. They saw it as an attack on the quality of life associated with the rural environment. The Ministries of Agriculture and Food and of Municipal Affairs were listed among the objectors, in addition to a group called "Citizens for the Protection of the Environment and Foodlands". The local Federation of Agriculture branches all submitted resolutions opposing the proposal and the Christian Farmers' Federation made a presentation requesting the government to defend the Food Land Guidelines.

Evidence was submitted by county planning director David Slade and by a number of consultants in support of the proposal. The consultants included economist Cam Watson, agrologist David Cressman, hydroge-

ologist Graham Jordan, engineer Bill Mannerow and, under subpoena, Doug Parrish. Bruce County's planning director, Donald Scott, also gave evidence under subpoena. The thrust of their presentation was that the proposed site was ideally suited for its purpose, was not on prime agricultural land and would have a net positive effect on the whole general area. The permitted uses would include those with space-extensive outside storage requirements which

impact on land values, speculation by absentee landowners and conflicts between urban and farm uses. Environmental concerns were cited, particularly, with respect to pollution of the water supply, and reference was made to the cost implications for municipal services. Their basic argument was that agriculture was the region's main industry and that the integrity of the official plan required that maintaining the viability of the agricultural system should be the

of a "Memorandum of Understanding" between the County of Grey, the owners of the site and the two Ministries. The Memorandum deals with an agreement worked out between the parties to accept a phased approval, initially for the northerly 100 acres of the site. An official plan amendment covering the townships of Normanby and Egremont in accordance with the Food Land Guidelines was to be prepared with advice and funding from the two Ministries. The County was also committed to preparing local official plans throughout the county in accordance with the government policy for agricultural lands. The Memorandum also provided for designating and zoning 10 per cent of the subject site for general commercial uses.

The Board declared itself puzzled by the apparent withdrawal of the Ministry of Agriculture and Food's initially strong objection in favour of future official plan considerations. It generally accepted the proposal as modified by the Memorandum but rejected the concept of either general or space extensive commercial use on the subject land.

In response to a request for \$25,000 in costs by the "Citizens for the Protection of the Environment and Foodlands", the Board awarded \$5,000 against the County, the Township and the property owner. It recognized the group's significant contribution to the proceedings and the proponents' inadequate preparation and confusion.

The decision is dated January 17, 1989.

*Source: Decision of the Ontario Municipal Board  
Amendment 16, By-law 22-88,  
Watson property  
Files O 880031, R 880094, R  
880476*



*Foodland guidelines subject of debate*

were incompatible with an urban industrial park location. Conditions were deemed suitable for private water supply and septic tank systems. Natural gas and a 44 kv hydro line were available to the site, which had direct access to Highway 6. Under cross-examination, Doug Parrish, a former deputy director of the Grey County planning department, gave his opinion that the proposed amendment would not conform with the Rural land use principles of the official plan. Donald Scott stated Bruce County's support for the amendment but indicated that, as a planner, he could not support industrial development in rural areas.

It was suggested that the introduction of employment opportunities would indirectly support farming activity by making it possible for farm families to survive economically. Opponents, on the other hand, were concerned about the proposal's

prime concern.

Although the Ministries of Agriculture and Food and Municipal Affairs were mentioned as major objectors, the Board decision makes no reference to their participation in the hearing. In its initial objections, Agriculture and Food had stated that the site conformed to the definition of high priority agricultural lands, since 76 per cent is comprised of Class 3 and 4 lands under the Canada Land Inventory.

After a four month break in the hearing, the Board received a copy

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# HOUSING ADVOCACY TASK FORCE

by Richard Franz

The Ontario Ministry of Housing formed the Housing Advocacy Task Force (HATF) in the Spring of 1988. Its creation occurs in the context of a growing consensus that the solution to Ontario's housing difficulties requires initiatives on several fronts, involving a variety of

Province's Housing First Policy on provincially owned land;

(2) The participation in the land use planning and approvals environment to facilitate affordable housing production;

(3) the development of partnerships to enhance the production of

potential housing development before other alternatives are examined. If the site is determined to be suitable for housing, then a mixed community is designed of which a least 25% of the units fit within provincial affordability criteria. Those surplus lands not suitable for housing development are to be sold, with the proceeds going to support affordable housing development elsewhere.

Examples of development under way through the Housing First Policy include the site of the former Lakeshore Psychiatric Hospital in Etobicoke and the Lombard Street project in Toronto.

## PARTICIPATION IN LAND USE PLANNING AND APPROVALS

The Task Force actively advocates on behalf of sponsors of affordable housing, especially sponsors of non-profit housing. Municipal and regional governments, which manage the land use planning process, are encouraged by the Province to expedite the planning approvals process for affordable housing developments. Similarly, this Ministry and the Ministry of Municipal Affairs are working within the provincial government itself to streamline review and approvals processes affecting affordable housing.

Examples of the types of intervention activities spearheaded by HATF include organizing testimony at public hearings, Planning Committee hearings and hearings at the Ontario Municipal Board; appeal of exclusionary municipal by-laws to the Ontario Municipal Board for a ruling in light of planning principles and the provincial interest in affordable housing; negotiation and mediation with municipal officials and staff on specific rezonings and planning approvals.

# YIMBY



**Yes In My Back Yard!**  
**Oui, Dans Ma Cour!**

actors. In addition, the role of the Ministry cannot simply be that of a delivery agent of social housing programs, but must also involve acting upon those factors which enhance or impede the implementation of those programs.

HATF operates chiefly in four areas:

(1) the implementation of the

housing;

(4) the general seeking of opportunities for affordable housing.

## HOUSING FIRST POLICY

The Province of Ontario has a Housing First Policy on the use of its surplus land. This means that lands determined to be surplus to the needs of government must be considered for



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## MUNICIPAL AND COMMUNITY PARTNERSHIPS

HATF actively seeks municipal and community partnerships to build on the combined strengths of provincial government and other institutions to better serve the need for affordable housing. Partnerships are strategic in nature. They are directed at addressing housing problems, the solutions to which a single agency or level of government cannot satisfactorily implement on its own.

Examples of partnerships struck by the Ministry of Housing are:

- Partnership Agreements with the Cities of Ottawa and Peterborough, which involve a broad array of program initiatives and outreach activities;

- Partnership Agreements with the Catholic Archdiocese of Toronto and the four Metropolitan Toronto United Church Presbyteries, which involve non-profit housing development on church land and housing education through church networks.

- A jointly sponsored demonstration project with Toronto Real Estate Board on intensified land use for affordable home ownership.

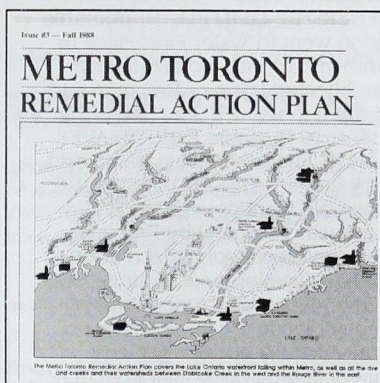
Formal partnerships are under discussion with several other municipalities, community organizations and church groups.

## OPPORTUNITIES FOR AFFORDABLE HOUSING

In addition to the above areas of work, HATF has been involved in educational activities regarding housing problems and solutions, community development strategies in support of affordable housing, and collaboration with the Ministry of Municipal Affairs on the implementation of Ontario's Housing and Land Use Policy Statement.

The Housing Advocacy Task Force has a three year mandate (to March 1991), at which time its functions will be reviewed. Richard Franz, Housing Advocacy Task Force 585-4242.

## OTHER PEOPLE'S BUSINESS



### JIM MARTIN PLAYS ROLE IN RAP

Jim Martin is a Brampton based consultant currently acting as facilitator for the Public Advisory Committee of the Metro Toronto Remedial Action Plan. He contacted the Journal after reading about the Waterfront Charrette to be held in the fall.

The purpose of the Remedial Action Plan is to restore and protect Metro's waterways. An article on the activities of this group will appear in a subsequent issue of the Journal. Meanwhile, the group is actively working on a large number of pollution related problems along the Metro waterfront, from Etobicoke to Scarborough.

Jim can be contacted at 453 7422 in Brampton or through the RAP office in Environment Ontario's offices on Overlea Boulevard.

### PAQUETTE NATALE ARCHITECTS NOW OPEN FOR BUSINESS

Remember the Phantom of the Opera "competition" set up to rival the official Ballet-Opera House competition? The Journal carried the winning entry by Deo Paquette et al in

its March/April 1988 edition. At the time, Paquette and his colleagues were working with Zeidler Roberts. Now Deo and Gino Natale have established their own architectural practice on Dundas West in Toronto. They can be reached at 588 7422. Their services include design studies of various kinds, including residential, industrial and commercial.

### URBAN DEVELOPMENT INSTITUTE "AWARD OF EXCELLENCE" WON BY MONARCH GROUP, YOUNG & WRIGHT, NORR PARTNERSHIP, MENKES

The UDI Awards Evening, May 24, capped off a highly successful first-time collaboration between the Urban Development Institute and the ICI Division of the Toronto Real Estate Board in "ICI at UDI", a joint conference and exposition.

ICI at UDI had 350 registrants for the conference and 5,500 visitors to the trade show offering one-stop shopping for those looking to buy or rent office and commercial real estate. Over 100 more people attended the conference this year than last, while 1,500 more than had been expected visited the trade exposition.

Among the splashiest presenters at the show were Ontario cities and towns equipped with hi-tech booths project-based presentations by devel-

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Marina del Rey

opers active in various geographical areas.

The UDI Awards Program was established to recognize outstanding achievements in the real estate development industry. This year's winners of the awards, announced at a wind-up banquet and celebration the evening of May 24th, were: Residential low-rise: MILLCROFT, by MONARCH GROUP. Honourable mention in this category went to Bayview Hill by Metrus Management, Land Development and the Glen Group.

Residential high-rise: CAMROST DEVELOPMENT CORPORATION for MARINA del RAY in Etobicoke. The Liberties of College Park, submitted by Toronto College Park, received honourable mention.

Commercial retail: CARRIAGE SQUARE in MILTON submitted by YOUNG & WRIGHT ARCHITECTS.

Office Development: the winning entry was YOUNG CORPORATION CENTRE in NORTH YORK by NORR PARTNERSHIP LIMITED. Honourable mention went to Water Park Place in downtown Toronto, nominated by the architectural firm of Bregman and Hamann.

Industrial Business Park: BEAVER CREAK BUSINESS PARK in Richmond Hill, by menkes DEVELOPMENT INC. Honourable mention went to Bramalea Business Park II by Bramalea.

The conference, organized through the Urban Development Institute, was well-attended and included timely presentations on the ramifications of the new Ontario budget by Garry Stamm of Stamm Economic Research (see page ....) and a first-time round table on regional development participated in by regional chairman, J. Gardner Church, deputy minister of the office for the Greater Toronto area, and major developers in the Toronto area.

Preparations are already underway for the next ICI at UDI, planned for the spring of 1990. The success of this first joint conference and exposition underlines the need for an annual event where members of the industry can catch up on the latest issues and where buyers and renters can see, in one location, the range of opportunity in office and commercial/industrial real estate. For further information please contact Patricia Trusty/Pat McDermott (416) 869-0141



Environmental Biology and Horticultural complex, Guelph University

The \$24 Million Environmental Biology and Horticultural Science complex, designed by Robbie/Young + Wright Architects Inc. for the University of Guelph, is now out for tender. The new facilities including 145,000 square feet of laboratory, classroom and office space and 21,378 square feet of new greenhouse space for research and teaching. The project enables the University to locate various disciplines in one new facility. The Environmental Biology and Horticultural Science departments are playing a pivotal role in helping Canada achieve a self-sufficient, competitive position in food and floral production. For more information please contact: Walter Pestrak, B. Arch. MRAIC, Director of Joint Venture.

#### OPPI NOTEPAD

##### OPPI WELCOMES ITS FIRST PUBLIC ASSOCIATE MEMBER

Robert C. Corbeil of Almonte, Ontario is the OPPI's first paid up Public Associate. Welcome!

Mr Corbeil recently made a mark of a different kind when he achieved a long held dream to complete his Bachelor's degree in Geography at Carleton University. Graduating at the same time was his grandson, Brent Corbeil. Mr Corbeil began studying at Carleton after the Second World War but was forced to take what turned out to be a 40 year break for economic reasons. After a successful career in hospital administration, the federal government and as a consultant, Mr Corbeil plans to pick up his consulting career by acting as a resource person for planners. In addition to joining CIP/OPPI, Mr Corbeil is involved with a geographer's association.

The Journal looks forward to receiving contributions from you, Mr Corbeil. Again, welcome aboard and congratulations on your graduation.

#### POSITION PAPER UPDATE

##### OPPI SUBMITS WETLANDS POLICY

Barbara Dembek, President of OPPI, has submitted a brief to the Minister of Municipal Affairs commenting on the draft Wetlands policy statement. The paper was prepared by Ruth Ferguson, Chief Planner at Ainley and Associates of Belleville.

Because of the general nature of the proposed Policy Statement, and the fact that much of the responsibility for protecting significant wetlands is to be passed to municipalities, OPPI have expressed concern that the tools available to municipalities will not offer comprehensive protection and management. OPPI has indicated that the province should become more proactive in these issues, particularly in areas of urban development pressure. A summary of the brief will appear in the next issue of the Journal. In the meantime, Ruth Ferguson can be contacted at 613 966 4243.

CITYPLAN '91

Joe Berridge challenges Torontonians "invest energy, passion and ideas"

# ARE WE SCREWING UP?

**T**he keynote speaker at City-Plan '91 was consultant Joe Berridge, a partner in the firm of Berridge Lewinberg Greenberg. His

speech was an eloquent plea for those who love cities for their own sake to make the kind of contribution to Toronto that is instantly recognizable in the great cities of the world - be it in the form of philanthropy, the creation of great institutions or the increasingly essential need for excellence in education. Rather than jump on the bandwagon of an anti-urban backlash, people interested in Toronto's future should marshal the kind of imagination, drive and commitment that distinguish New York, London, and Paris.

Berridge began by listing the darker side of the current boom. "Are we screwing up?" he asked. A fair question, but not one likely to lead to new policy or provide an adequate basis for the future, he concluded. "By any of the objective standards that one can choose, in the company of major world cities that we now keep, Toronto is still heaven on earth," he said. But the ability to function in

harmony, integrate huge numbers of new immigrants and maintain relatively low crime rates cannot be separated from economic health.

Berridge also cautioned against the belief that any city is able to control its own destiny beyond certain limits. "We make our own cities," he acknowledged, "but not entirely as we please. Cities are the reflection in physical form and community structure of the economic and social forces at play in the world...the elements of a city's basic character are increasingly set by market dynamics and cultural changes that are global in nature."

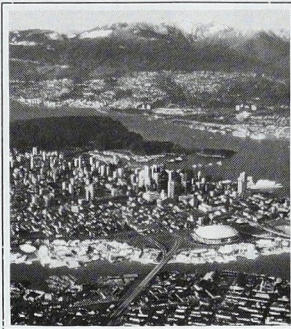
**"CITIES ARE WHAT HAPPEN WHEN WHILE WE'RE MAKING OTHER PLANS"**

Because our financial and human resources are limited, we should "not waste them in vapid gestures" Berridge advised. Understanding what is happening in Toronto in the context of the wider world is essential. "What's immediately obvious is that very few (of the concerns about the City) have

any direct relationship or coincidence with land-use regulation...In fact, the last thing we need now is to put all our productive energies into

## VANCOUVER

Director of Planning, Larry Beasley gave one of the most articulate speeches of the conference, saying that while Vancouver has its problems, it has effectively defined its

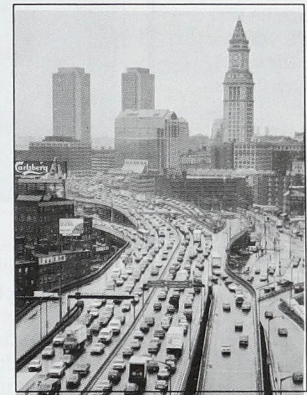


identity. Other cities are welcome to pursue world class status, he said. Vancouver is happy being a Canadian city. Continuing to be responsive to its natural setting, Vancouver has focussed on growth as a level to be used in improving the quality of life - but not at all costs.

happening in Toronto in the context of the wider world is essential. "What's immediately obvious is that very few (of the concerns about the City) have

## BOSTON

Peter Dreier cited the effects of a post-Reaganomics era. "People can actually be worse off in a prosperous economy," he suggested. Boston's big challenge has been to cope with drastic cutbacks in housing



and other areas. Thanks to a booming economy there has been scope to create effective linkage programs, where new housing is tied to the provision of commercial space. Public agencies have more power than Canadian counterparts and less power, depending on the situation.

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generating a more exquisitely sophisticated version of the Central Area Plan. While we probably do need such a revision, any reasonably competent group of people ought to be able to knock it off in a few months," he said.

To get beyond the mental shackles and restrictions of the past, "We have to shake that cultural exhaustion and make a more comprehensive, imaginative leap into the future of our city."

Berridge's prescription for meeting this test began with a grim reminder of what happens to large cities when they lose their concern for the underprivileged. "If we continue our progressive choking of (social security) funding and with unproductive policies denying people a healthy economic and social engagement with the city, then people will give up on that too."

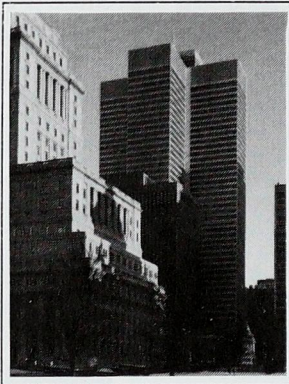
When the underclass has no stake in the city, drug problems and crime become an

inevitable destabilizing force. "Generosity is replaced by guardedness, public interest is replaced by private defense... We must applaud the prompt implementation by the province of the social assistance review committee policies for overhauling the welfare system to create positive opportunities for those trying to emerge from poverty and dependency," Berridge added. The city also needs a non-adversarial public housing environment... a community-led renewal for those neighbourhoods in need... affirmative action and community outreach... and an education system overhaul to "reduce one of the highest high school dropout rates in the developed world".

Toronto cannot afford to wait for

## MONTREAL

Michele Jodoin addressed the impressive advances Montreal has made in its recently rekindled interest in planning. Regional plans from the sixties were never dealt with on a local level until very recently in the post Drapeau era. Much of the focus has been in promoting Montreal's revitalization to help meet objectives for economic development. Some of the excellent base upon which to work happened by



accident or as a fall out from mega-projects. The rubber wheeled metro is now the driving force behind an aggressive decentralization program, taking the success of the downtown initiatives to the broader population.

of these individuals has contributed so much.

Toronto has more than its share of the 'mega rich', claimed Berridge. "The rich are always with us. We just need to put them to some productive work. We need their energetic commitment to re-invest in the city that made them."

### GRAB A SHARE OF BUFFALO

"We need to make a (an) aggressive structural response to the free trade opportunity... by moving rapidly across the border and grabbing as much of the western New York, northern Pennsylvania and Eastern Ohio region we can. Everything that's closer to us than to Pittsburgh, New York and Cleveland."

"Who needs to grow, who needs

the government to act, said Berridge "This is our city, we are all responsible for making it the place we want," he said. A sound economy and good jobs are key to harmony.

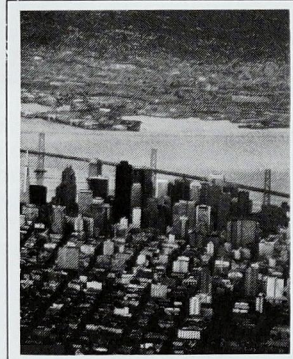
One of the major weaknesses with Toronto's economy is that it "lacks substance from top to bottom". At the top, Toronto needs more major corporations capable of fostering the institutional ties between public and private sectors, between industry and university, Berridge stated. "At the bottom, the problem is far more serious. We are not creating the higher value-added jobs that are the prerequisite to the new urban economy," said Berridge. He cited "the chilling void" at all levels of the educational system and drew parallels with the positive impact that American millionaires have had in the States; names such as Rockefeller, Carnegie and Rothschild - every one

to compete? Well, if the bloom goes of the economic boom, look out. There is no more depressing and potentially explosive social mix than continuing immigration and rising urban unemployment," Berridge pointed out.

Berridge also suggested that the city is easily capable of sustaining more growth. But "in our rush to meet the affordability crisis we are in danger of losing sight of the objective in housing, not just to provide units, but to provide good places to live," he said.

## SAN FRANCISCO

Dean Macris' view of planning and development in San Francisco held his audience in a trance. The planning commission's authority is so extreme that politicians do not have the final say. Only a privileged few major projects are reviewed each year, and the authority has the full power to reject them if they are not deemed suitable. Market need is assessed, as the quality of the architect-



ture, leading some to call the contest "development by beauty contest".

## John Sullivan & Joseph Pacek

Planners: Land Use, Urban Design, Impact Studies  
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The lack of diversity in Toronto's housing stock was also criticized. "What we are building now is the stock of the 21st century and in neither

into deciding which are the proper alignments...we are building less and less at his time of greatest growth...we have to involve the private sector in the building, financing and potentially, the operation of new sections of the transit system." Road pricing is also inevitable, Berridge commented.

#### WHAT NEXT? CITYPLAN '91 WORKPLAN

The production of a new plan for Toronto's Central Area moves into high gear following the CityPlan '91 forum. The task is formidable: to introduce a new system of development control that transcends the limitations of Ontario's existing muddled system while guaranteeing certainty for the development industry and ensuring that public benefits are secured.

The objectives of the exercise are to move beyond the traditional limits of land use planning into the realm of social equity, environmental quality and culture. To achieve these objectives will require attitudinal changes within the population to demand quality development and to assume responsibility for implementing the Plan.

For these reasons public participation initiatives and communication strategies are extremely significant.

Some of the specific initiatives that have either been initiated or about to be initiated include:

- Establishing a 37 member task force comprised of wide range of representative groups. The task force is divided into three subcommittees dealing with one of three themes: managing growth, promoting social equity, improving the quality of the urban environment. The purpose is to come up with a set of principles by the fall of '89 for the production of the plan.

- Setting up a multi-cultural outreach program to involve and inform Toronto's many large ethnic communities about the process.

- Conducting a series of neighbourhood "focus group" discussions with community leaders to talk about safety, environmental problems and solutions.

- Involving school children through the boards of education in essay contests, art contests and school projects around the "future of the city".

- Establishing a series of staff teams to focus on the background studies that need to be prepared. Projecting population and office employment growth scenarios, based on juggling three variables: 1) office development levels 2) transportation capacity 3) downtown population and housing growth. Other work will focus on developing design guidelines, waste disposal systems, implementing open space improvements etc.

- Preparing a proposals report for the new plan for Spring 1990.

- Conducting neighbourhood forums.
- Refining the proposals and preparing a final document ready for Council approval in spring 1991.

- John Gladki

public or private housing are we building the quality or environment a long-term view demands."

Berridge also derided those people constantly trying to cure the traffic congestion problem. "The cures are all worse than the disease...Congestion is the appropriate and only urban cure for all traffic problems." He was less sanguine about the transit problem, however. "So much energy has gone

#### ANTHONY USHER PLANNING CONSULTANT Land, Resource, Recreation, and Tourism Planning MICHAEL MICHALSKI ASSOCIATES

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#### ANTI-URBAN MALAISE

No one has a monopoly on good taste, and there is no substitute for quality, Berridge insisted. "Even the architects and planners have lost their nerve and judge in terms of context and fit, producing an apologetic architecture where the best building is that which steps back, sets back, cowers down, looks old and if possible pretends not even to be there," complained Berridge. He urged a return to "another view...a view that establishes the city not as an enemy, as a hostile battleground, but as our noblest and most challenging cultural creation."

"For the most urbanized society in the world, Canada holds a strong streak of anti-urbanism, as if there is a fundamental contradiction between the "idea of the north" and the enjoyment of urban life."

"We need the strong virtues; courage, generosity, daring, fortitude, imagination and love. And the greatest of these must be love, love of this city, love of all its citizens. Let's not be afraid of it, love it."

#### WELL PREPARED PLANNER SEEKS OPPORTUNITY

Mohammed Arif Temor (tel. 416 966 8769) has a Masters in Planning from the School of Planning and Architecture in New Delhi, as well as a degree in civil engineering and valuable work experience in several parts of India. As a relative newcomer to Canada, Mohammed is keen to get the all important "first break" to launch his career here. His address is 85 Wellesley Street East Apt 305, Toronto, M4Y 1H8.

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## CENTRAL

### ENVIRONMENTAL ASSESSMENT FOR APARTMENTS?

The Runnymede Development Corporation has filed an application Site Plan Approval in Scarborough for four condominium apartment buildings with a total of 1,450 units on its 15 acre Gerrard Street site. A portion of the Runnymede lands were once used as a waste disposal site and area citizens are concerned with the development of the land. During sewer excavation on site during 1984, old drums containing various substances were uncovered and disposed.

The site has had a long history which I can only briefly cover. The disposal of waste on the site was terminated in 1960 and the site was redesignated and rezoned for apartments by 1969. The Ministry of Environment granted approvals under the Environmental Protection Act in 1974 which permitted the lands to be developed sooner than the minimum, 25 years from the date the lands ceased to be used for landfill. Building permits were ordered issued by the courts in 1978. The commercial component of the project and the sewer installations occurred in 1984. Citizens filed a complaint with the Ombudsman against MOE for various actions by the Ministry under the F.P.A. The Ombudsman concluded that the Ministry had acted reasonably in responding to citizen concerns. Runnymede and MOE have undertaken numerous soil tests and gas emission studies since 1984 and accord-

ing to a planning staff report, Runnymede has continued to respond and satisfy MOE's requirements under the F.P.A.

That said, there have been citizen requests to the Minister of the Environment to have the project subject to scrutiny under the Environment Assessment Act. Scarborough planning staff prepared a report for Council's consideration which discussed Council's options with respect to proceeding, requesting designation of the project as an "undertaking" to which the EAA should apply and the use of an interim control by-law to study density and traffic.

Scarborough Council decided on May 8 to request that the project be subject to an environmental assessment. At the date of writing the Minister has not issued a response to the Scarborough and citizen requests.

*Glenn Scheels*

### MAY PROGRAM MEETING

The May program meeting was structured around a very entertaining tour of the newly completed Mel Lastman Square in downtown North York, with comments from its architect, Michael Kirkland, and the Director of Land Use Control, Peter Cheatley.

Cheatley's talk described the trials and tribulations of bringing the downtown plan into being. During the development of some of the principal components of the plan, the Planning Department was sidelined by the initiatives of active citizen groups. Urged on by the Mayor, the groups hammered out the basics with the help of consultants hired by developers

with projects in the area.

"Urban Design in private practice is tactical architecture," said Michael Kirkland, who made a convincing case for putting emphasis on the quality of public spaces, rather than having the public sector interfere with the design details of individual buildings.

Kirkland was critical of the kind of regulation that inspires developers to treat the approval process as a set of hurdles to be avoided rather than confronted. "Developers are motivated by the desire to avoid difficulty," he claimed. "Yet the making of public spaces is one of the enduring contributions a planner or architect can make." Kirkland complained of public sector "urban designers" who use "urban design as a device to attack or criticize architecture."

The tour of the square was much enjoyed by the 30 or so attendees. Although there appear to be a lot of bits and pieces in the square, when viewed from above, the pedestrian experience is good. There is an open stage and terraced seating that would make an excellent outdoor forum for an ambitious Council...a series of riviulets that end in a pond/skating rink...a wedding chapel...and some gardens that have been "attack proofed" as far as physically possible. There have also been cosmetic improvements to the Civic Centre as well, resulting in the introduction of light to the council chamber for the first time (!) There is also a ventilation pipe, that, contrary to popular belief does not exude white smoke whenever the Council passes another official plan amendment.

SUMMER SCHEDULE  
Plan to attend the sum-

mer social at the Amsterdam Cafe on August 10, says Program Chairman Gord Buckingham.

### HOME OWNERSHIP INTENSIFICATION DEMO PROJECT

The Ministry of Housing and the Toronto Real Estate Board agreed in 1988 to encourage private sector participation in the provision of affordable housing. A proposal call was made in November, 1988 for demonstration projects which would provide for the production of ownership housing for less than \$130,000 per unit in built-up areas. The project would have a 'fast-track' approval process at the provincial and local level and utilize reduced development standards.

One such demonstration project was processed in Mississauga. A report has been prepared by the Planning and Building Department which recommends that priority be given to the processing of the necessary planning and building permit approvals.

The project comprises 11 detached and 40 double duplex units on a 2.5 acre parcel of land. The site is a surplus hydro transmission line right-of-way and lies north of the line, surrounded on three sides by existing single family houses. Access to the land locked site will be via the hydro corridor with the corridor also used for visitor parking.

Reduced zoning performance standards and engineering requirements are being considered in order to achieve the affordability objective. Land and servicing costs are estimated to be approximately \$3 million and the applicant, Gardi Construction Limited, is proposing sales prices of

\$127,000 for the detached units and \$117,000 for the double duplex units. To ensure that each unit remains an affordable one, restrictions will be placed on the title of the land. The selected purchaser with a family income of between \$40 - \$60,000 will be required to agree to occupy the house as their principle residence and not sell it without the consent of the vendor for a period of three years.

**STOP PRESS:** Missis-sauga voted the concept down and tacitly acknowledged in doing so that "affordable" housing is not wanted in that municipality.



## EASTERN

### GREETING FROM QUEEN'S

Greetings from Queen's! The School of Urban and Regional Planning (SURP) has settled into the recently completed Policy Studies Building. We at SURP occupy the building and share its space with the School of Public Administration and Industrial Relations along with the Institute of Inter-Governmental Relations and the Centre for International Relations. The move to a bright, spacious and modern facility was welcomed by all staff, students and the clerical staff.

Throughout the year the students were involved in a number of interesting academic pursuits. The Land Use Planning Project class entered the "International Cities Design Competition". The class had to come up with design solutions for the future of the industrial city, using the City of Milwaukee as a prototype.

The submitted what they hoped would be a most unique and hopefully the winning entry. The Housing Project Class came up with innovative design solutions for a 20 unit family-oriented, non-profit housing co-operative in Kingston. This design was submitted for consideration. The Program Planning Project Class conducted an extensive study of North Kingston youth and their employment needs.

Three Queen's SURP students were among some 72 planning students from across the country who attended the CAPS Conference in Vancouver. The theme for the conference was "Planning Innovations for the 1990's". The Community Design Class travelled to Boston in mid-March to study Boston's imageability.

### MEMBERS AND MILESTONES

There have been a few changes in career paths for some of the planners in the Eastern District.

Pamela Sweet, previously Director of Planning and Senior Planner for the Township of Cumberland for nine years and a former past President of the Canadian Institute of Planners assumed the responsibilities of Director of the Policy and Program Division of the RMOC on March 13, 1989.

Scot Manning has assumed the position of Director of Planning in the Township of Cumberland. Scott's position changed in early March, 1989.

George Vadeboncouer has left the planning department of the Regional Municipality of Ottawa-Carleton to assume the position of Special Assistant to the Chief Adminis-

trative Officer and return to the City of Gloucester. Although moving out of the "direct hands-on" approach to planning George will now find himself in the more "political" approach to planning. George began his new job with the City of Gloucester on May 1, 1989.

### PERTH COUNCIL WON'T BACK OMB APPEAL

Perth town council says it cannot afford to be part of an appeal against the recent OMB decision to allow for the development of 70,000 square foot shopping mall at the corner of Hwy.7 and Wilson Street in Perth. The town along with the Riverwalk Group has opposed the rezoning in favour of development of a two-block downtown property. The Riverwalk Group has proposed building a three-storey retail/office/residential complex on downtown land.

The Riverwalk Group intends to launch an appeal. But Perth town council will not be part of that appeal nor will they set into motion their own appeal because they feel they just cannot afford it. The town spent nearly \$250,000 on the first appeal.

### CORNWALL WATERFRONT - PROGRAM EVENT

The Waterfront Program Event took place at the Cornwall Civic Centre in Cornwall on Thursday May 25, 1989:

The brochure states that "Cornwall has something for everyone." Cornwall it also states "Basks in the beauty of our waterfront location". At present, this is a half-truth because only

about five or six kms. of Cornwall's 16 km. waterfront area is usable and considerably less can be considered beautiful. However, if the plan presented to a critical audience of some 30 urban planners from Eastern District gets approval from Cornwall's City Council that half-truth could be the whole truth.

The Cornwall Waterfront redevelopment project has been ongoing for a number of years now and essentially stems from the original redevelopment that took place in Cornwall as a result of the construction of the St. Lawrence Seaway. Now in 1989 it appears that much progress has been made towards making the waterfront area of Cornwall into both a commercially viable area as well as a place where people will want to be.

The Cornwall waterfront contains a diverse set of land uses, constraints and potentials. These uses at present run from heavy industrial to passive recreational and everything in between. The waterfront has a symbolic meaning to Cornwall, providing a strong identity with the past. In fact, Cornwall's evolution is due largely to its location and setting on the St. Lawrence River. From the first Cornwall Canal which allowed large ships to pass into inland ports on the Great Lakes to the present Seaway Channel.

In addition to its historical importance (and past commercial viability) the Cornwall waterfront has the potential to be transformed into a major public resource for the citizens of Cornwall and visitors to the area. The major thrust of the waterfront plan is to increase public access, use and enjoyment by trans-

forming it into more of a people place. To a certain extent this has already been accomplished through the Civic Centre Complex, Lamoureux and Guindon Parks and the Public Marina but much remains to be done.

The waterfront can become a significant recreational and tourism development resource and its future development can also serve to support adjacent districts such as the Central Business District and adjoining residential neighbourhoods.

Some of the future policies which are to be incorporated into the general planning policies of Cornwall include encouraging future developments along the waterfront to provide for public access to the waterfront and to preserve the significant waterfront views and vistas through the use of innovative architectural design. Encourage general restoration and renovation towards a more natural landscape along the waterfront as well as promote the location of compatible touristic and recreational attractions along the waterfront.

The waterfront has significant potential much of which is still virtually untapped. The real challenge is to introduce a con-

tinuous, co-ordinated and comprehensive waterfront planning program. It will not occur overnight but with a concentrated effort and co-operation among the many owners, public agencies and private interests along the waterfront it stands a good chance of happening.

In addition, to this very specific presentation of the Cornwall Waterfront Frank Martin of the Ministry of Municipal Affairs provided and overview of Urban Waterfronts in Ontario and beyond. All in all the evening provided an informative insight into the do's and don'ts of waterfront development.

The Cornwall Waterfront plan was to be presented to Cornwall City Council on Monday, May 29th as an information plan. With what we saw on May 25th that information plan (based of course on the available financing) has an extremely good prospect of becoming the official road map for the City of Cornwall's Waterfront Redevelopment.

...

**The Northern Column returns next issue**



## SOUTH WESTERN

### PROXIMITY TO BORDER A BENEFIT FOR WINDSOR

The Windsor-Essex County Development Commission is to broaden its mandate to include a new focus on pushing commercial development, according to local reports. Part of a proposed reorganization of the Commission could also lead to a revised decision making process, involving the full Commission membership rather than just an Executive Committee.

Part of the rationale for the move, according to Alexander McCrindle, the new chairman of the Commission, is the desire to create a master plan for the area's economy. While efforts to diversify the economy beyond the auto sector will be on-going, McCrindle believes that protection of the existing industrial base will always be a priority. A Strategic Planning Committee, comprised of City and County officials and the private sector, has access to a \$400,000 budget for preparation of such a plan. A key factor in the study process will be the perceived

potential of Windsor location with respect to the U.S.A. in the post-free trade era.

The hospitality, construction, transportation and retail sectors are experiencing boom conditions currently, and the Commission intends to capitalize on this momentum by working in cooperation with all the planning resources at its disposal, the chairman suggests.

### THE POWER BEHIND THE PARK

Ontario Hydro is working on an ambitious plan to turn a Hydro corridor adjacent to the 401 in London into an industrial park. At 95 acres, this will be the largest development of its kind yet undertaken by the giant utility.

Much of the site will be devoted to setbacks from the Hydro lines and for providing landscaping, Hydro officials indicate. If the property is zoned for light industrial uses, Hydro believes that there could be as much as 600,000 square feet of development in the park eventually. The City of London is reportedly keen to take advantage of the visibility from 401 to attract new industry and increase the industrial tax base.

## JOBS

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## Rod Robbie: the Skydome

*continued from page 3*

and other foreign climes.

Rod Robbie has also devoted a lot of time over the years to the furthering of professional standards in both his professions.

He is past chairman of many technical advisory committees and was a founding member of the Construction Industry Development Council.

He is also a member of CIP/OPPI and until the SkyDome dragged him

away was on the organizing committee for the highly successful 1987 CIP National Conference.

### Beyond the SkyDome..

For Rod Robbie and his partners, while the satisfaction of creating SkyDome is substantial, the challenge of marketing the knowledge gained during the process and the patented designs of the opening roof is now getting their full attention. One of the world's largest general contractors, Kumagai Gumi Co. Ltd of Japan,

has licensed the RAN Consortium's convertible roof design to build stadia in Japan. The first joint project by Nippon Dome Structures, in which Kumagai and the RAN Consortium are joint venture partners, is already in the planning stages. As Robbie told an interviewer recently, "I don't believe in the starving artist in a garret cliché. I'd rather be comfortable in my old age."

## letters

*continued from page 4*

nor the consequences of different alternative futures can be safely determined. As a result, the contemporary professional has to work under the magnifying glass of public scrutiny. Public participation was created in order to augment the limited capacity of the professional.

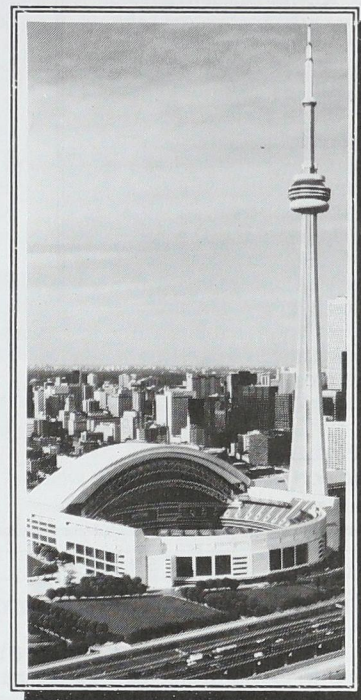
Nevertheless, even in an enhanced, negotiated plan preparation process, all the alternative solutions or compromises are based on conditional predictions which are based on certain assumptions which are derived from information available at a given time. Unfortunately, given our dynamic time period, we are dealing with a seemingly endless stream of information rather than a finite store. Furthermore, the relevant and the irrelevant, the right and the wrong, the good and the bad, the feared and the welcomed, keep keep switching sides at an alarming pace.

This makes it necessary to har-

ness as much information as possible and to use the information before the opportunity to utilize it is missed. Otherwise, even the most sophisticated plan preparation and implementation strategy may result in very expensive mistakes. Somehow, the dynamics of our galloping world would be incorporated into the process. Inspiration or clues may be drawn from the survival strategies of living mobile systems. Their sensors are continuously engaged in probing and scanning the surrounding environment, and after the elimination of the redundant and irrelevant, information is continuously processed and translated into instructions for the next move, action, strategy amendment, or modifications.

Complex human-made systems such as corporations or municipalities or complex processes such as planning and design should adopt and utilize these time honored, perfected by evolution, survival strategies.

*Vladimir Matus*



*Lenscape*

*Glenn Miller is Editor of the Journal. He is also Development Manager for KG Land Corporation, a subsidiary of Kumagai Gumi Co. Ltd., which is mentioned in this article*



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**PROJECT AREAS TO BE STUDIED BY THE CHARRETTE TEAMS**

The five project areas to be studied by the different Charrette teams include: The Mouth of the Don River/Keating Channel; the Portlands; The Humber Bay area; Exhibition Park; and the Scarborough bluffs Corridor.

front location to the east of Toronto Harbour. As its name implies, this area has seen much port activity which has slowly diminished along with the decline in shipping. It is now home to many light and heavy industrial firms and storage and trucking businesses.

The area is ripe for redevelopment

The study team will evaluate alternative land uses for the area, dealing with the issue of what constitutes a successful contemporary neighbourhood in a waterfront setting in relation to the continuing need for industry and shipping.

**THE HUMBER BAY AREA**

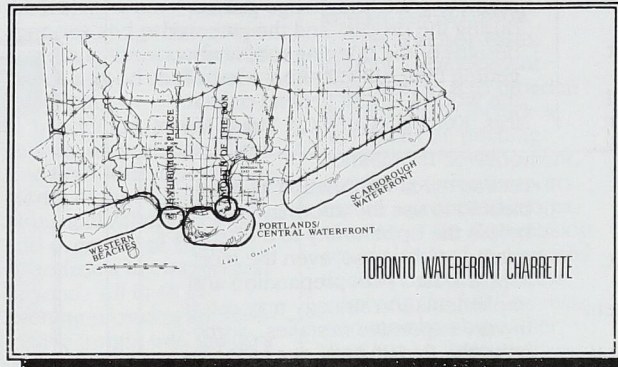
This study area extends westward from Exhibition Park to Mimico. It is dominated by a large transportation corridor which contains the Gardiner Expressway, Lakeshore Boulevard and a main rail line, effectively cutting off access to the lake from the adjacent neighborhoods of Parkdale, High Park and South Kingsway.

The water's edge consists of a narrow strip of land used for public and private recreation on the eastern side of the bay, and the "Motel Strip" and residential uses on the

**THE MOUTH OF THE DON RIVER/KEATING CHANNEL**

The Don River enters Lake Ontario in the Port of Toronto via the Keating Channel. Much of the original beauty of the place where these waters meet is obscured by highways, railways, industry and pollution. The mouth of the Don has long been overlooked as an important element of the Toronto waterfront.

The Charrette study team will consider reorganization of land uses and rehabilitation and restoration of the river mouth area to create a "High Park" in the east.



and the opportunity exists to create new neighborhoods and public space taking advantage of the water's edge beaches, and unique features such as the Turning Basin, the Keating Channel and the Hearn Generator site.

west. The future of this area is currently the subject of much public debate and planning concern. Recent redevelopment activity has been concentrated in

**THE PORT LANDS**

The port lands enjoy a prime water-

STUDENTS

**FIRST OPPI ANNUAL STUDENT COMPETITION**

**OPEN TO STUDENTS IN THE CENTRAL DISTRICT**

In order to raise the profile of the organization and the profession amongst planning students as well as those from related disciplines, to encourage excellence on the part of students, the annual OPPI/COD student competition was developed.

**THE COMPETITION:**

Entries were solicited from students in the Central District currently enrolled (full or part-time) in a planning or planning related graduate or undergraduate program. Each application had to be sponsored by the Professor who supervised the course in which the project was completed or by the Program Director.

**CASH AWARD:**

The winning entry will be awarded a prize of \$750 and then two runners-up will receive a OPPI/COD certificate of merit.

**EVALUATION CRITERIA:**

1. Innovation and originality of the concepts, design and methods:
2. Effectiveness in responding both in the short and long term to needs of the community and/or clients:
3. Implementation, including the appropriateness of the strategy chosen and the mechanisms used:
4. Comprehensiveness in content and context and the considerations given to changes over time:
5. Complete references and bibliographic documentation:
6. Presentation quality including clarity of text and visual display:
7. Applicability to other situations.

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isolated high density residential projects.

The team studying the Humber Bay area will seek to formulate an overall plan for its redevelopment, including changes to the existing transportation corridor.

#### EXHIBITION PARK/ONTARIO PLACE/FORT YORK

This study area consists of the Canadian National Exhibition and adjacent lands including Ontario Place, Fort York, the Railway Lands and the Molson Breweries site on Fleet Street. In Toronto this waterfront area is the traditional site of much organized recreational activity.

Exhibition Park is important as the largest available open space in the Toronto core area and contains many buildings tied to local history. It is considered a prime possible location for the World's Fair and the Olympics.

The Design Charrette team will consider plans for this area in the event of its selection as a location for these events, and other development alternatives and desirable uses.

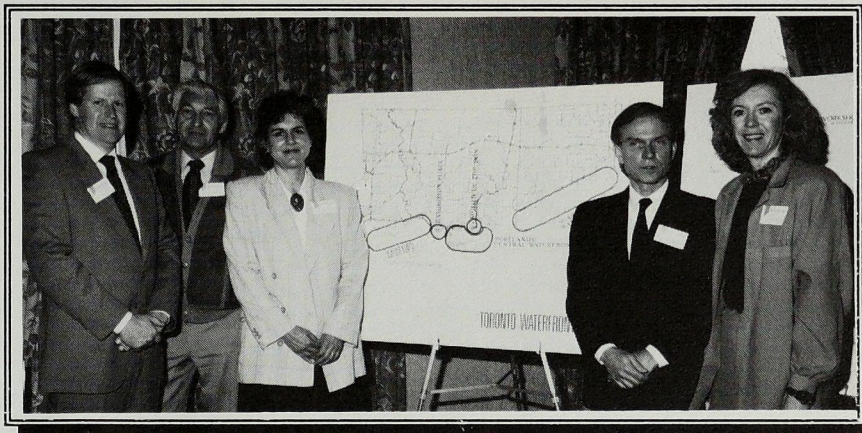
#### Scarborough Bluffs Corridor

This area features a shoreline

uniquely different from the rest of Metro Toronto, encompassing cliffs that tower up to 300' feet over the water. In the west, the bluffs begin where the boardwalk ends, near the Balmy Beach Canoe Club and the R.C. Harris Filtration Plant. At their eastern boundary they descend to blend into east Point

Park and the Rouge River marshes.

The objective of the study group on the Bluffs is to explore the shoreline's potential for recreation and tourism in harmony with this area's environmental sensitivity; and to raise awareness of the need for careful development planning of what comprises a unique



*The Presidents of the OAA, OALA and OPPi with Charrette Co-Chairs Mark Hall and Diana Jardine*

#### ECONOMICS

### Municipal Sector Finance: Royal Commission Needed

At the first ICI at UDI show (The Industrial Commercial section of the Real Estate Board with the Urban Development Institute), held at the Convention Centre in Toronto in late May, much of the talk was devoted to the impact of the provincial budget. One of the keynote speakers at the conference portion of the event was economist Garry Stamm. His remarks, which were made to a standing room only audience from the development and municipal sectors, enunciated a common concern that the development sector is being asked to shoulder an increasingly large share of the financial burden of providing the infrastructure for development.

Apart from the philosophical shifts in terms of the ways that the province intends to use or delegate its taxation powers, Stamm was critical of the decision to penalize the Greater Toronto Area. "A crude approximation is that the provincial government pulls a surplus of from four to six billion dollars from the GTA for redistribution throughout Ontario. The "Commercial Concentration Levy" and "Development Charges Act" can be expected to hit the development industry very hard," said Stamm. "By imposing extra taxes on the GTA, the Treasurer has effectively split the province into two financial units."

Although the province is belatedly raising the level of spending on infrastructure (see Vol 3 No 6), Stamm pointed out that many of the capital works mentioned in

the budget were originally committed by the Robarts administration nearly 30 years ago. The Concentration Levy is the province's way of "catching up". Stamm questioned the fairness of double-taxing the GTA and letting the other metropolitan areas off the hook. The arbitrary size of 200,000 sq ft as the cut-off requires "further explanation", suggested Stamm.

One of the most troublesome aspects of the taxation measures in the budget is that "there is no indication ... that the funds raised from the (concentration) levy are earmarked for projects in the GTA. It appears that the funds are headed for the general revenue pot," he said. The trend in tax reform has traditionally been to remove "earmarking" by reducing the ability of the taxpayer to link a tax to a particular expenditure. The use of the "Development Charge", otherwise known as a levy, is a contradiction of this trend. "This budget sucks and blows at the same time," commented Stamm.

While applauding "responsible" levels of taxation, Stamm argued that the new directions are "not well thought out". He called for a Royal Commission to study taxation, with a focus on municipal sector finance. Stamm also suggested that budgeting be done on a five year basis rather than a single year. He also said that capital works budgetting should be instituted with accounts by function and purpose.

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# FIRST CLASS

regional resource.

The team studying the area will most likely be emphasizing recreational uses for the Bluffs that would link it to the overall shoreline system, considering such elements as access and resort, marine and transportation development options, and appropriate adjacent development patterns.

## THE WATERFRONT

The Toronto area Lake Ontario waterfront has been receiving plenty of news coverage of late - even making Alan Fotheringham's column on the back page of Maclean's magazine.

"The Crombie Commission" hear-

ings on the continued throughout the spring. An Ontario Municipal Board hearing on an interim control by-law placed on the Harbourfront neighbourhood of Toronto is to begin on May 30. The City is negotiating with developers and Harbourfront Corporation to resolve the parkland and building development issues in this neighbourhood.

The City of Scarborough has established a Committee of Council to study its waterfront. Metro Toronto Council as part of its desire to become more active in planning matters has also established a waterfront committee to review planning and development activity along the Scarborough, Toronto and Etobicoke Lakeshore.

"The OPPI-OALA-OAA' sponsored charrette which will address Metro's "chaotic" waterfront in September has also been given newspaper coverage.

It is hoped that a fresh new vision of the waterfront can be obtained from the brainstorming of independent experts from around the world who are not involved in Metro development. Diana Jardine and Mark Hay of OPPI are co-chairs.

*A symposium will be held at Queen's Quay Terminal September 16 1989, between 1p.m. and 4p.m. The final recommendations of the charrette will be presented on Sunday, at 10:30 a.m. at the Harbour Castle Westin.*

## OBITUARY

### Stephen Llewellyn

died suddenly in May as the result of heart disease. He was 34. He is survived by his wife Susan, and son Drew.

Stephen earned a B.E.S from Waterloo University and had been a member of CIP since 1981. On behalf of his friends and colleagues in OPPI, a contribution was made to the Daily Bread Food Bank.

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## FALL SYMPOSIUM: DEVELOPERS OF THE FUTURE Private Mass Transportation, New Communities, New Financial Packages

October 26, 1989

Richmond Hill Country Club

\$300.00

Confirmed Speakers include: **Dan Burns** [Cityhome, Toronto], **Stephen Chait** [Chait Consultants Ltd.], **Jim Colbert** [Beutel Goodman & Co.], **Ted Cymbaly** [North York Bd. of Education], **Michael Hiscott** [Dufferin-Peel Roman Catholic Separate School Bd.], **Councillor Howard Levine** [Toronto], **Councillor Dale Martin** [Metro Toronto], **Glenn Miller** [KG Land Corp.], **John Morand** [Scarborough Economic Development Dept.], **Dallard Runge** [CMHC]

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