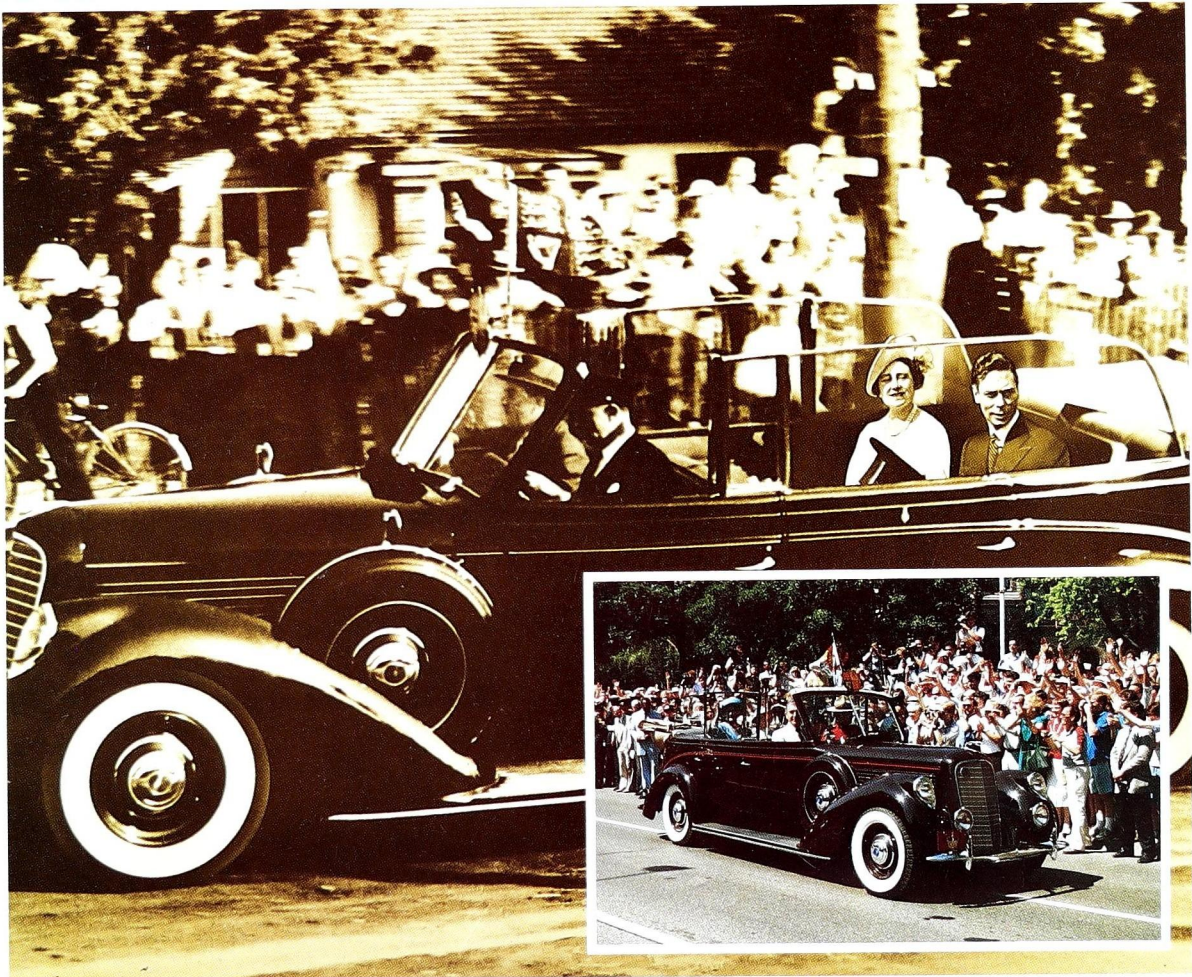


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The Lincoln in which Her Majesty the Queen Mother drove at the 50th anniversary of the dedication of the Q.E.W. this summer is the same car in which the King and Queen travelled in 1939.

Planning Transitions.....	11
Housing Options for Older Canadians.....	15
View from "Down Under".....	21

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THE QUEEN ELIZABETH WAY: PUBLIC UTILITY VERSUS PUBLIC SPACE

by John C. van Nostrand

The present generation of Canadians has witnessed a remarkable change in the public's perception of the role of large-scale engineering works in everyday life. To a great extent, this change has been fueled by the parallel rise of the environmental movement, and the subsequent entrenchment of its principles in most major provincial and federal planning programs. Accordingly, highways, hydro-electric transmission lines, gas pipelines and trunk water and sewage mains, which were earlier celebrated by a society deeply concerned with improving urban and rural living conditions, are today maligned as the harbingers of a progress which is considered to be threatening, undesirable and ultimately, unnecessary.

In spite of the proliferation of the environmentalists' "no-growth" or "limits-to-growth" philosophies, Canadian governments have continued to expand their regional and municipal servicing infrastructures at high levels of public investment.

With this in mind, the purpose of this article is to review the historical development of one of the earliest and most successful examples of regional technological infrastructure in Canada — the Queen Elizabeth Way. In fact, this road was one of the first so-called "superhighways" to be built in North America. Originally conceived as a combined traffic artery and regional public space, it has since been transformed into a wholly utilitarian object.

The original concept of a new highway, to be located between Highways 2 and 5 in order to relieve the pressure on both, was first advanced by the Toronto-Hamilton Highway Commission in 1916. Construction, however, did not commence on the "Middle Road" until 1929, at which point it was initiated as a labour relief program during the Depression.

However, with the election in 1934 of

a new Liberal Provincial government led by Premier Mitch Hepburn, and subsequent appointment of T.B. McQuesten as Minister of Highways, the



original concept for the Middle Road was to be dramatically elaborated.

Design Innovations

Among the innovations credited to McQuesten was his support of the team of John Lyle, architect, and Carl Borgstrom and Humphrey Carver, landscape architects and town planners, to work on

this project in close association with Proctor and Redfern, highway and bridge engineers. Lyle was a proponent of modern architecture well known for his role in Union Station.

The significance of the North-West Entrance to Hamilton, completed in 1931, and its effect on McQuesten's subsequent re-evaluation of the Middle Road in 1934, cannot be underestimated. Here he had apparently managed to strike a new balance between the dual roles of the highway, both as a more efficient traffic artery and as a more useful scenic public space. The fact that this had been accomplished within a single right-of-way effectively countered contemporary highway theorists who were arguing that, while "recreational" and "commercial" roads were both important, they should be placed in separate, parallel rights-of-ways. Moreover, the working association which he had nurtured between the apparently disparate professions of engineering, architecture and landscape architecture had resulted in the introduction of an unprecedented combination of pastoral and urban elements which, when placed together, were capable of defining the emerging regional import of the highway. Over the next four years, with these achievements still fresh in his mind, McQuesten

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completely revised the original concept for the Middle Road and, in doing so, set down the conceptual basis of the design for the Queen Elizabeth Way — the first "Superhighway" in North America.

The first major revision adopted under McQuesten was that the Middle Road should not only be completed as far as Burlington, but should also be linked with a second new highway running from Burlington to the American border. The idea of a single, high speed road which would facilitate efficient transportation between Toronto, Hamilton and New York State was strongly supported by the recently re-elected Liberal federal government under Prime Minister Mackenzie King. Since his first term in office in the early 1920s, King had sought to consolidate Canada's alliance with the United States, across what he and President Roosevelt had proudly declared to be the longest undefended border in the world.

The second set of revisions adopted under McQuesten was concerned with the emerging concept of "traffic engineering." The primary objective of these new standards was improved efficiency and automobile transportation safety, which, in turn, implied maintaining a continuous flow of traffic. To this end, the first new engineering standard adopted by the Department was that opposing lanes on the Middle Road/Niagara Highway would be divided. The second, complementary standard introduced by the Department was variously described as "restricted" or "controlled access." This gave rise to two design principles: one, "that by concentrating traffic at a relatively few intersections the Department would be in a better position to concentrate its time and money (on these) ... and they could be economically improved by some higher form of design", and, two, that every effort should be made to restrict direct access to the highway from abutting private properties. As a result of the adoption of these principles, two important "higher forms of design" were introduced for the first time in Canada.

The first of these was the "cloverleaf interchange" which consisted of a grade-

separated underpass and four circular access ramps, arranged to permit an uninterrupted flow of traffic. The second was the "fully-controlled access" portion which was built at the entrance to Toronto.

As at Hamilton, in addition to introducing these new concepts of

was being replaced, symbolically, by a new highway landscape created in the image of the wilderness — a wilderness which, in the first instance, had been annihilated to make way for rural colonization.

The Middle Road/Niagara Highway was officially opened from just west of Toronto to St. Catharines by King George

The Middle Road/Niagara Highway was officially opened from just west of Toronto to St. Catharines by King George VI and Queen Elizabeth (the Queen Mother) on June 7, 1939. At the same time it was renamed the "Queen Elizabeth Way." The use of the word "way" was itself unusual and served to reinforce McQuesten's concept that this road was neither just a highway nor completely a parkway. This also placed it in the company of such great imperial thoroughfares as the Pharaoh's Way and the Appian Way and gave rise to a series of final works which sought to enshrine this role.

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The first of these was the Henley Bridge across the Welland River, to commemorate the royal opening at St. Catharines. In 1942, a second monument commemorating the royal visit was dedicated by McQuesten when he opened the entrance to Toronto. Sculpted by Francis Loring, this took the form of a 40-foot high triumphal column, supporting a replica of the Crown, and at its base guarded by an enormous lion. This column was also placed on the median of the highway, at a small ridge which afforded the driver a first panoramic view of the city.

Since its official opening and subsequent completion to Fort Erie in 1947, the Queen Elizabeth Way has been in a constant state of redesign and construction. Given that highway construction programs usually comprise a myriad of separate and overlapping contracts, covering an extensive period, it is difficult to describe accurately the

highway engineering, McQuesten placed equal emphasis on the simultaneous development of the Middle Road/Niagara Highway as a public parkway. Thus, he again commissioned a team of architects, landscape architects, artists and planners to work on the design of the highway in association with the Department's engineers.

During the late 1930s, McQuesten returned to Borgstrom and Carver and asked them to design and lay out a planting scheme for a section of the Middle Road running from Brown's Line (Highway No. 27) to Bronte Creek.

Carver has since written in his famous book "Compassionate Landscape" that, "The route of this new freeway was through an area that had already lost its original landscape character and our planting was intended to restore the impression that here one was passing through orchard land, now through a strand of mixed woodlot, and there along the route of an old (colonial) concession road with hedges and tall elms on the fence-line."

He has since summarized the overall concept for the scheme as being "to disguise and conceal the rigidity of the engineering and to simulate the Ontario landscape."

Symbolic Change

In effect, the existing rural landscape of the region, represented by the rectangular pattern of trees and hedgerows which had been planted in colonial times,



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completed state of the QEW at any particular time during the past 34 years. It is, however, possible to identify three general stages of reconstruction, each of which has been heralded by the introduction of a new or revised set of engineering standards. In all cases, the introduction of a new or revised set of engineering standards has been directed towards improving the efficiency and safety of automobile movement.

Thus, the original relationship of the engineering, architectural and landscape elements has undergone a series of transformations. During each stage new relationships have been formed between these elements, and between the highway and the region which surrounds it.

The first stage of reconstruction lasted from 1948 to roughly 1957, during which time major concerns about safety emerged. Two complementary problems were to recur again and again in the ensuing years. The first of these stemmed from the Department's inability to implement a consistent design throughout the system as a whole. For example, while it ultimately sought to promote continuous traffic flow, and had at certain points constructed cloverleaves to facilitate this, it expected drivers to come to a complete halt at stoplights a mile further along. The second arose from the difference which surfaced between the Department's perception of the engineering function of the highway and the public's traditional understanding of the road as a public space. For centuries, roads had served both as a means of transportation and access to one's private property. Consequently, they also served as a forum for commerce and public communication. The Department's aspiration that the public would abandon this common

understanding for the single purpose of improving automobile movement proved to be short-sighted.

Traffic Levels Affected Landscape In 1952 the Department initiated a



Sunday trippers enjoy Q.E.W.

program aimed at resolving these problems. First it began to replace the most dangerous at-grade intersections with grade-separated underpasses and/or interchanges. Second it introduced new "frontage roads" in conjunction with several of the key interchanges. The purpose of these was to provide access to adjacent properties while limiting direct access to the main highway.

Canada's first shopping centre — the Dixie Plaza — was built during this period at the Dixie Road interchange. In addition to its functional relationship with the highway and surrounding community, this was one of the first private buildings to acknowledge the highway as a significant public space. The main building was L-shaped and set back from the interchange so as to define an extensive parking plaza. Moreover, it was sited to face one of the cloverleaves which constituted a kind of garden-forecourt of the plaza, the periphery of which was also subsequently landscaped. The overall effect was of a super-cornerstone located on a super-corner.

By 1958, traffic from the adjacent new developments had increased to the extent that even the Deputy Minister was forced to admit that the QEW had again become a deathtrap. During the period 1952-58, 7,000 accidents were reported and 170 persons killed. One Hamilton motorist wrote: "A drive to Toronto and back is the modern equivalent of high adventure and daring-do, like jousting or yachting on the Spanish Main."

The second stage of reconstruction was launched with the announcement that the Department planned to widen the entire Toronto-Hamilton portion to six lanes. In conjunction with this it also planned to construct service roads and grade-separated interchanges throughout, in an effort to attain fully-controlled access — in other words, "freeway conditions."

Several new engineering standards and components were introduced during this period. First, all of the existing stoplights were removed, replaced with grade separated interchanges. Second, the widening to six lanes and the construction of service roads required the removal of all the medians and a substantial reduction in the size of the adjacent verges. Third, the Department introduced new laws to control the form and location of roadside development. The Department also built the first of two spectacular "skyways", the largest span bridge in Canada, crossing the Hamilton Ship Canal at Burlington Beach, a traditional bottleneck.

New Perceptions

A significant new perception of the highway emerged during this period. With the elimination of the original landscape and its replacement by four additional lanes of traffic, its role as a public space began to decline.

By 1971, traffic had again increased to such an extent that a third stage of reconstruction was initiated. This stage, which is still in progress, began with widening the Toronto portion from six to eight and, in some places, ten lanes. These recent improvements have placed considerable pressure on the rest of the corridor. Ironically, traffic is already so congested during rush hour west of Toronto that stoplights have been introduced on a number of entry ramps to optimize the flow of traffic on the freeway.


A further irony is that many of the

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new interchanges occupy so much land that large areas have been left empty and a new wave of landscape planting is currently underway within the right-of-way. This is being offset, however, by the introduction of a much more consequential landscape element — on lands bordering the highway. Typically this takes the form of a massive linear earth berm, 15 to 20 feet high, which is intended to isolate adjacent development from the highway. Where insufficient space exists for these, they are replaced by eight-foot high concrete walls for the same purpose. The berms are often planted with trees and shrubs and the walls "hidden" by rows of pine trees. The highway is now perceived to be so entirely technological — not to mention noisy and dirty — as to require its psychological and visual removal from daily public life. In other words, landscape elements which were once used to enhance it as a positive public space are currently being used to hide it.

The design of contemporary buildings along the highway constitutes a further extension of this new perception. Unlike the Dixie Plaza, the recent Sherway Mall, built at the interchange and the new "Oakville Place", completely reject the highway apart from the utilitarian access it provides. In fact, both use it to reinforce the sought after sense of alienation created in their exterior surroundings. In its stead both offer enclosed interior malls, lavishly planted with *ficus benjamina*, as a new, alternative, "public" space.

During the relatively short period of 40 years, the Ministry of Transportation's perception of the role of the Queen Elizabeth Way has altered significantly.

The Journal gratefully acknowledges a grant from Ford Motor Company of Canada Limited for the colour reproduction on our cover.

While McQueen originally sought to combine the improvement of traffic movement with the creation of a picturesque, regional public space, the Ministry's attention since 1952 has focussed almost exclusively on the highway's utilitarian function. In the process, not only has its original form been virtually annihilated, but its potential to serve as a useful public space has been undermined — to the extent that the QEW is now viewed as some sort of technological monster which is best eliminated from everyday urban life.

Ironically, the simplification of the perceived role of the highway has occurred despite the fact that, if anything, the observable impact of the QEW on the emerging pattern of urbanization within the corridor during this period, has called for an expansion of the original concept. For it soon became clear that the highway was neither simply an agent of traffic efficiency nor a picturesque landscape, but, a major public element giving shape to, and eventually forming an integral part of adjacent urban communities.

Conflicting Objectives

While on the one hand, the Ministry acknowledged that the QEW "had influenced the location of more factories, warehouses, office buildings, split levels, high rises, schools, churches, service stations, motels and shopping centres than anyone had dared dream of", on the other, it viewed this phenomenon as a problem requiring more sophisticated controls to ensure its elimination, rather than an opportunity to expand and improve on the highway's role as a major determinant of urban form.

The realities of current economic and social conditions, and the experience of the Queen Elizabeth Way, suggest that further revisions are in order regarding the construction and reconstruction of existing and new highways. Given current land values, and the competition for space within the Toronto region, the efficiency and safety of

highway movement will continue to take precedence. At the same time, however, highways are being supplemented by more extensive networks of public transportation including trains, buses and light rail transit. In either case, were the rights-of-way for these to be approached as positive and complementary public space, the use of this land and the effectiveness of the transportation system, road or otherwise, could be effectively multiplied. That is, were these lands to be designed as integral parts of the larger urban fabric, instead of buffer zones, the parks and other recreation grounds developed within them would be more readily accessible and more attractive to the public. Such a concept would require some foresight on the part of the Ministry, to recognize that certain sections of these transportation and utility corridors would eventually lie within the boundaries of future urban communities. Consequently, appropriate building types would need to be designed along the edges of the rights-of-way, which not only concentrated vehicular or pedestrian traffic, but also served to reinforce these as major public spaces.

The further exploration of this concept will necessitate the development of a more effective working relationship between civil engineers, planners, architects and landscape architects. Above all it will require a clear understanding of problems such as are posed by the Queen Elizabeth Way, and the vision of people like Thomas McQueen.

John van Nostrand, OAA, MCIP, is an architect and planner. He is a partner in the firm of Garwood-Jones and van Nostrand, Architects, and is president of John van Nostrand Associates Limited. This article was adapted from a paper originally published in Urban History Review, Vol. XII, No. 2 (October 1983).



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Make No Dull Plans

The cover story in this issue is as much about the future as it is about the past. John van Nostrand's account of how the Queen Elizabeth Way came to be built is a fascinating chronicle of how the higher ideals of civic design in public works have been discarded in favour of coping with the pressures of growth.

The legacy left by Thomas McQuesten may be barely recognizable today, but the will to rise above the mundane is still with us. One promising offshoot of the Gardiner/Lakeshore Taskforce, for example, has been recognition by Metro that civic design issues should be addressed as part of the basic engineering design process for major highway projects in the area. This kind of inter-agency cooperation is required today since it is unlikely that a single individual can impose his or her will on the public realm.

Regrettably, however, where new public infrastructure is

concerned, the real challenge is to gather the political will to get projects built in the first place. For those projects that do get approved, how would it be if the Ministry of Transportation set civic design objectives and persuaded local municipalities to join them in the process?

New Regional Editor

We are very pleased to introduce a new member of the Journal's editorial team. Ian Bender, who has recently returned to Ontario from Saskatchewan, will be covering the Golden Horseshoe for the Journal. His telephone number at the municipality of St. Catharines is (416) 688-5600. Ian's appointment is part of our on-going effort to increase the depth of coverage of local news, people and events.

Glenn Miller
Editor

LETTERS

THIS MAGAZINE SERVES US WELL

Just a few words of well-deserved recognition: it is now worthwhile to pick up this Magazine if you want to learn about ongoing planning concerns and some personal matters in Ontario. I am beginning to see the manifestation of our common interest, even if through differing points of views, on the pages of this Magazine.

There were some articles lately with a critical bent, and with suggestions for new techniques and approaches. No purpose could be more valuable for this Magazine than helping to refresh our ideas and our arsenal.

Eva Samery, MCIP

PROVINCIAL STANDARDS FOR RURAL DEVELOPMENT LEAD TO FRUSTRATION AND DELAY

This is in response to Tony Usher's article in the May/June issue concerning standards being applied for rural lots with private sewage disposal systems — septic tanks to most of us.

In both Waterloo Region and Wellington County the standards being enforced by Health Authorities, with, I assume, the blessing of MOE., have recently been changed. Standards for septic tank development have been doubled, and we have been advised that

approvals will be on a lot by lot basis depending on the percolation time for each lot, which is to be established by a field test carried out by a hydrogeological engineer. Furthermore, a restriction is to be registered on title that the area for the tile bed and a "mantle," an additional area to allow for lateral spread of effluent, may not be used for any other purpose. Presumably the home owner can grow a lawn on it and the kids can play on it.

When we questioned the Regional Health authorities they claimed that their new standard was based on a daily water use of 3,000 litres per family. They admitted that this standard was high because they had based it on a luxury home with several bathrooms. Records of actual consumption of water obtained from the local water billing agencies indicate that the maximum recorded consumption is 1,500 litres per family per day! When queried about these conflicting figures, the Regional authority staff explained that they and the MOE had decided to be "on the safe side."

On pursuing this further with Regional authorities, I was told that they were facing an action for damages because a septic tank installation that had been approved according to former standards, subsequently failed to work properly. Such information as I have been able to gather about this court

action seems to indicate that it was the final grading of the lot, and not the construction of the tile bed, that was at fault.

Practical experience of septic tanks shows that when a properly constructed tile bed ceases to perform because it has been clogged with roots, for example, the septic tank outfall is connected to a temporary holding tank for the short period that it takes to excavate and remove the old bed and install a new one in the same place.

I would like to underline a particular point from Tony's article that has wider implications. Regulations such as this are imposed as conditions of an approval under the Planning Act, but they have never been subject to public consultation, or consultation with planners in rural private practice, so their legality as conditions of approval of a plan subdivision can be questioned. If they are authorized under public health legislation, then their application and enforcement is something separate and apart from the Planning Act.

In practical terms, they should be part of the plan approval process, and their adoption and subsequent amendment should follow the public notice and consultation process that the Planning Act requires. Appeal to the impartial judgement of the OMB should also be available. These comments apply not

only to septic tank standards but to a number of other "administrative" policies used by the staffs of provincial Ministries.

As a final word, appeal of administrative approval decisions made

by middle level provincial civil servants is an extremely difficult process at present. There is no clear avenue of appeal and attempts to pursue the issue up through the layers of provincial

bureaucracy produces the kinds of frustration and delay that unnecessarily add to the occupational health hazards of consulting practice.

S. George Rich, MCIP, MRAIC

ENVIRONMENT

TWO ANNIVERSARIES

by Tony Usher

July saw the 200th anniversary of the fall of the Bastille and the 20th anniversary of the first moon landing, milestones that received comparable attention in the North American media. The Apollo project has turned out to have had little or no value other than to serve as the example par excellence of vainglorious and wasteful megaprojects (Toronto appears to be planning its own moonwalks for 1996 and 2000). The French Revolution, for both good and ill, remains the most important turning point in modern history. The events of 1789 are at least as significant for planners as for anyone else.

Basic to planning — whether Planning Act, environmental, economic, or social — is that people legitimately have power to shape a better home for themselves on this earth, in accordance with certain fundamental values. Planners, politicians, and public can debate endlessly what the ends of collective action should be, and what means are and are not justified to achieve those ends. But the idea of collective action to achieve fundamental values is the basis of planning: if you don't believe in it, you shouldn't be reading this magazine. The French Revolution was not the first, and certainly not the last, attempt to enunciate basic human values

and seek to advance them collectively, but more than any other event in our history it legitimized and advanced those efforts.

The Revolution spawned not only the Declaration of the Rights of Man and the Citizen but also much bloodshed and evil. Social upheavals all too often involve first the flowering and then the frustration of democratic ideals, most recently in China. Yet it is from these upheavals that our own ideals come. Many today believe that the evils of events such as the French Revolution nullify their ideals, and conclude that collectively articulated values and collective action to achieve them do not belong in our society. This fashionable perspective underlies much of the anti-planning thinking popular among pundits and politicians. Planners who believe in what they are trying to do and are not just holding down nice jobs should never forget where it all began: in the crucible of 1789.

•••

In the May-June *Journal*, I dealt with new Ministry of the Environment standards for subdivision lots remote from municipal services. By now, many of you will have also seen a June 30 letter from Environment's Central Region announcing its interim approach to autonomous servicing. Faithful reader

Bill Addison of York Region has asked for more detail on alternatives to the large lots being sought by Environment. With the help of my colleague, environmental planner Michael Michalski, I'm pleased to oblige.

None of the following possibilities is being endorsed here. The point is that there may be ways to meet provincial drinking water objectives for nitrates other than increasing the traditional 0.2 ha (half acre) privately serviced lot size, and that these other ways have not been explored as much as they should have been.

- Making allowances for different soil conditions in determining acceptable lot sizes, to recognize that, for example, some soil types retain nitrates and other contaminants, holding them back from groundwater supplies, much better than others.
- Household water treatment systems to minimize nitrates at the tap.
- Modification of existing Aquarobics system (an Ontario approved, mechanical treatment plus filter bed household septic system) to minimize nitrates in effluent (apparently being tested by manufacturer).
- Addition of "red mud" industrial sludge to conventional tile fields, to minimize nitrate discharges (Environment feels this needs more testing).
- Communal sewage treatment systems economic for small subdivisions. Designs would have to be foolproof enough to satisfy municipalities (who would have to assume ownership), financial institutions, and insurers.

This conflict of Ministry of the Environment practice with efficient land use and housing affordability will only be faced up to when our politicians see it for themselves and understand its implications. Only then will a better way be found.

Tony Usher is a Toronto-based consultant.

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WINDSOR

TRANSPORTATION PLANNING FOR SKYDOME: A SUCCESS STORY

by David Kriger

"Toronto has finally solved its evening rush-hour traffic problem — just hold a ball game"

Toronto Star, June 6, 1989.

What's the most entertaining spectator sport in Toronto these days? Hats off if you guessed watching SkyDome's retractable roof open and close. Toronto's new stadium is making its mark on everything, it seems ... except traffic. The dire predictions of "chaos" on the streets hasn't materialized. That is no accident.

The transportation planning for SkyDome was characterized by its sheer magnitude, and by the tremendous number of issues that had to be addressed. Above all, the project's high profile — especially in the months leading to SkyDome's June 3 opening — provided some interesting twists on the usual planning process. Concerns about SkyDome's potential impacts on downtown parking and congestion persisted, notwithstanding careful consideration of these issues by all involved in the planning process. The "will the Dome open on time?" drama played out daily in the media grabbed the public's attention and, it might be argued, caused people to think about just how the transportation system would work.

Two Cornerstones in Transportation Strategy

SkyDome's transportation plan had two cornerstones. The most important of these was a reliance on transit as a primary means of access. The stadium is a short walk from both the Toronto Transit Commission's (TTC) subway and the hub of GO Transit's commuter rail lines, at Union Station. Thus, high capacity, efficient transportation systems were already in place. The high modal splits associated with downtown trips, coupled with surveys of travel behaviour at Exhibition Place, suggested that many SkyDome visitors would use transit.

The second cornerstone was the dispersal of parking away from the stadium site. Conditions limited the amount of parking that could be accommodated on-site. More important, dispersed parking made for a better distribution of vehicles on the downtown street system and on the nearby Gardiner Expressway. In other words, you don't have everybody trying to leave the same parking lot onto the same street at the same time. Inventories of

commuter rail stations. Because stadium events generally take place in the evenings and weekends, these commuter Park and Ride lots would have plenty of room for SkyDome visitors.

The two strategies together meant that almost everyone would enter and leave the site on foot. Hence the need for pedestrian connections to the nearby street system — especially over the approach tracks into Union Station, which separate SkyDome from downtown. (Much of last spring's press was concerned with whether or not a key pedestrian bridge — the SkyWalk into Union Station — would be ready in time. It was, albeit with the help of some temporary facilities and routes.)



John Street pedestrian bridge to Skydome

parking lots and garages indicated that up to about 27,000 spaces would be available within a 15-20 minute walk of SkyDome. This supply is over and above those needed for other downtown recreational activities. Also, as new developments come on stream over the next few years, the supply is expected to increase. On top of that, TTC and GO Transit together provide about 22,000 parking spaces at suburban subway/rapid transit and

PR Campaign Emphasized Transit

Detailed maps showing how to get to SkyDome appeared in a special insert to the Toronto newspapers just before Opening Day. The insert was the major part of a transit-oriented public information campaign. (The campaign was required as part of the planning agreements which preceded construction.) Colourful, "festive" directional banners were set up on all pedestrian access routes to direct visitors and to help distribute flows more evenly among the various access points. To further promote transit, SkyDome sponsored free TTC rides for the first months after the stadium opened — the event ticket served as a free "SkyPass" to and from SkyDome.

An elaborate operations plan,

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including everything from police control of intersections to special event street signs, to an intensive monitoring programme, was co-ordinated by SkyDome.

Transit Established as the Way to Go

Travel patterns were established quickly. TTC and GO together carry between 35 and 45% (i.e., up to about half) of all SkyDome visitors. Only a quarter to a third come by car. Up to 10% walk all the way to SkyDome — this no doubt includes downtown workers who stay in the area for the ball game. Another 5 to 10% come by charter bus, especially from southwestern Ontario. Taxis account for another few percent. A small number of health-conscious sports fans bicycle down.

Parking lots at first were somewhat empty. This was due to the transit-oriented publicity, the public's concerns about getting caught in jams, and the fact that parking prices were in a state of flux. (At first, prices ranged from \$5 to \$15 — the average is now about \$5 to \$8.)

What about traffic congestion? The pedestrian surge lasts about 25 minutes — and that's for capacity baseball crowds. The streets near SkyDome are kept open, although some lanes are barricaded off to accommodate pedestrians. TTC and GO received rave reviews in the press. Traffic jams tend to be localized.

Some adjustments in travel patterns are taking place. That's to be expected. For instance, as parking prices stabilize, more people are driving — but TTC and GO still dominate. There obviously is some fine-tuning to be done to rectify operational glitches, to maintain smooth flows and to react to situations as they arise (such as road maintenance and new development) but overall, the transit travel patterns are unlikely to change.

Location, Location, Location!

Why did traffic and parking cease to be issues virtually overnight? A co-ordinated

effort among many public agencies and private interests — from the police, to traffic signal controllers, to transit operators, to parking lot owners — clearly paid off, as they put their collective best foot forward.

As important, SkyDome's location tells the tale: Despite the widespread perception that the stadium would only add to traffic and parking problems, SkyDome's travel demands largely complement — rather than compete with — other uses of the downtown transportation system. Moreover, the main transportation elements — transit, streets and parking — largely were in place already. The media were quick to note that this major attractor has generated a lot of business for nearby restaurants and complementary activities — SkyDome is another (big) reason to come downtown after offices and stores close. As expected, these pre- and post-game activities have flattened the peak pedestrian and vehicle flows to and from the stadium. The public information campaign and the media focus were effective in telling people how best to access SkyDome.

So, SkyDome is where it should be, even (especially!) from a transportation planning viewpoint. Go see for yourself — the best view is in front of the stadium on The Esplanade (to the south), with the CN Tower and downtown Toronto in the background. It fits.

David Kriger is an Associate with BA Consulting Group Ltd. in its Toronto head office. BA Consulting Group served as SkyDome's transportation planners.

URBAN DESIGN

Viewpoints: 100 Years of Architecture in Ontario

Viewpoints is an exhibition of photography and art work depicting the changing patterns of architectural design in Ontario for the past century. It opens at the Royal Canadian Academy gallery September 29, 1989 and runs through to October 28. The exhibition has been mounted by the Ontario Association of Architects in celebration of its 100th anniversary. Gallery hours are Tuesday through Saturday 10 a.m. to 5 p.m. Call 363-9612. There is no admission charge.

Mississauga Urban Design Awards

Submissions are invited for the City of Mississauga's 9th Annual Urban Design Awards. The competition is intended to influence the creation of quality development and set standards for continuing expectations for excellence. It is open to architects, planners, landscape architects, engineers and developers for residential, commercial, institutional, industrial and recreational projects including street improvements and public utilities.

The deadline for submissions is October 6, 1989. Winners will be announced on November 29.

For submission forms or more information, telephone the City of Mississauga Planning and Building Department, Design Division, (416) 896-5516.

Scarborough Urban Design Awards

The winners of this year's competition will be announced on November 3. Scarborough has been holding this competition since 1972.

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PLANNING TRANSITIONS

by Sue Hendler and Godfrey Spragge

In September 1988, the Social Assistance Review Committee (SARC) submitted its report to the Ontario Ministry of Community and Social Services. The report, entitled *Transitions* (often referred to simply as the SARC report), represented an investment of 3 million dollars by the Ministry and three years of time and energy on the part of the committee and others who became involved.

To date, the report has been met with widespread acclaim, and the provincial government has begun to implement some of the 274 recommendations made by the committee. However, and of interest to planners, neither the CIP nor OPPI have developed a position/discussion paper on the topic of social assistance or the SARC report. The purpose of this discussion is to present a brief summary and analysis of the SARC report and to outline ways in which the planning profession may become involved in the consideration of social assistance issues.

By way of introduction, assistance to, and representation of, disadvantaged groups in society has been a cornerstone of the planning profession. The professional code of the CIP (1986) states that, "[a planner] may offer services to disadvantaged groups in society to ensure their rights and interests are protected without fee or with minimal fee ...", and, in stronger terms, the code of the AICP (1981) holds that, "A planner must strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons and must urge the alteration of policies, institutions and decisions which oppose such needs."

Thus, given that (i) when we speak of disadvantaged people, we normally refer to

economically disadvantaged; and (ii) social assistance represents a human service directed at the economically disadvantaged, it would seem that the subject of *Transitions* should be of central concern to the planning profession.

Transitions is a voluminous 624 page document in eleven chapters and nine appendices. In the first chapter the basic aim of the report is set forth: to transform the social assistance system in Ontario. Particularly, "the social assistance system must enable ... individual choice, self-determination, and participation in community life" (p. 16). It is this notion of enabling individuals to make the transition from dependence to self-determination and full community participation that is the hall-mark of this report, from which it takes its name,

the same case of schizophrenia that society does. There are those who would emphasize development and individual responsibility, and those who would emphasize society's responsibility to the individual. *Transitions* places the emphasis squarely on people, and would reconstitute social assistance as a springboard to meaningful, safe and fairly compensated employment opportunities. "Safe" embodies the idea of healthy; "employment" embodies the idea of self-fulfilment; "fairly compensated" embodies the idea of an adequate income, supplemented if necessary. This is not a concept of making "them" work for their welfare. It strongly rejects the "us" and "them" approach. The underlying concept is to assist people towards self-fulfilment (opportunity planning), while

providing a realistic level of support, free from stigma, until employment can be effected. In a very creative way, the report bridges social schizophrenia and merges responsibility for the individual with responsibility of the individual. It is an important advance in our understanding of social welfare and its ramifications.

Given this underlying approach, *Transitions* incorporates ten operating principles in its recommendations and policy direction.

These principles include: eligibility, adequacy, accessibility,

personal development, personal responsibility, individual rights, respect for family life, respect for diversity, accountability of the system and shared responsibility. While it is recognized that some of these principles may potentially be in conflict in substance or in thrust, it would appear that satisfactory compromises were arrived at by the committee. Examples of the report's recommendations which embody such



Anti-poverty protesters in Kingston

Whig Standard

Transitions.

It would be presumptuous to attempt a full summary in a few paragraphs, but perhaps it would be useful to attempt to place the report in a broader context in terms of where planners have come from with their concerns for disadvantaged groups. It is clear from the codes of professional ethics quoted above that planners share a social conscience but the planning profession appears to suffer from

compromises and which may be of particular interest to readers of the *Journal* include:

#8. With the possible exception of those involved in labour disputes, no resident of Ontario should be automatically ineligible for social assistance. Applicants should be assessed on the basis of need alone.

#71. Income support and opportunity planning should be instituted as separate but complementary forms of assistance that are integral to a restructured social assistance system.

#103. The provincial government should increase its efforts to combat illiteracy.

#188. The provincial government should begin immediately to establish the conditions for municipal delivery and the process for assessing a municipality's ability to deliver the new program. At the same time, it should begin to develop methods of service planning with municipalities and an effective service for monitoring municipal delivery.

These examples illustrate the focus of the report: the attempt to reconcile personal and social responsibility is a recurring theme.

It is significant that the content and direction of the report is directly analogous to other recent policy documents in related areas of planning. *Transitions* emphasizes complementary reforms across the spectrum of human needs such as housing, health, education, training, employment and labour. In housing it combines the need for more affordable housing with conservation of the existing housing stock, public and private, and particularly conservation of the now aging stock of high-rise buildings. It points out the need for intensification in low density areas, and the need to devote surplus publicly and quasi-publicly owned lands to be used for low cost and non-profit housing. Existing low-cost housing is to be

conserved, and more added either by building new housing or by converting some of the existing stock.

There are both public and legal obstacles to conversion and intensification, and these obstacles must be overcome by a government information program dealing with the need for affordable housing, by attempting to reconcile our social differences and by the repeal of laws and regulations which tend to discriminate. This plea to open our neighbourhoods to a wider social spectrum is consistent with the major emphasis of the draft of Ontario's Housing Policy Statement, released for discussion in 1988 (Ontario Ministry of Housing and Ontario Ministry of Municipal Affairs 1988). With respect to housing, the emphasis of this report is on maximum independence at affordable rents in chosen neighbourhoods.

Further, and with respect to health planning, the Spasoff and Evans reports on health policy in Ontario (Evans *et al.* 1987, Spasoff *et al.* 1987), along with *Transitions*, stress empowerment, integration and mobilization as crucial aspects of social policy and programming in the province. Further, the SARC report is compatible with the Canadian Healthy Communities Project with which readers of this publication will be familiar. Both emphasize the links between health and poverty and call for a holistic response to the problem of developing a well and productive community.

In addition to the relationship of *Transitions* with current emphases in health and housing policy, the theoretical bases of the report fall in line with current foci of many recent works in planning theory. Again, there is a focus here on empowerment and the mobilization or politicization of citizens in becoming independent members of society. John Friedmann's (1987) *Planning in the Public Domain*, arguably the most important book in planning theory in the past two decades, is an example of this phenomenon. The absence of a connection between planning theory and planning practice has long been a thorn in the sides of planning practitioners and academics; whenever such a link occurs, it can be regarded as a positive potential convergence of these two aspects of the planning profession.

In sum, *Transitions* is about giving unemployed people self-respect, and a desire and ability to contribute to society. It derives from the highest ethical traditions of our culture. It appeals to

each one of us and our obligations to society, and to society and its obligations to each of us. The search to find ways to maintain a strong, productive work force is also appropriate as we approach a period of time when the dependency ratio (elderly/working age population) will be very high. From an economic perspective it will be important to assist every able-bodied member of society to maintain a maximum feasible level of production. Thus, from an ethical, moral, social and economic point of view *Transitions* is appropriate to our present and future way of life.

The planning profession, then, must decide where it stands on these sorts of social issues. This year's CIP conference is focussed on "beyond development controls" and is emphasizing social, strategic and environmental aspects of professional practice. Does the OPPI wish to follow suit and perhaps incorporate principles of social welfare in its activities, including its ethical code? That is for all of us to decide; *Transitions* has provided us with a starting point.

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- Sue Hender is an Assistant Professor in the School of Urban and Regional Planning at Queen's University. Her areas of research include social planning, health planning and professional ethics. Godfrey Spragge is an Associate Professor in the School of Urban and Regional Planning. His areas of interest are housing, heritage preservation, population and employment analysis, and the history of Canadian planning.

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ONTARIO NON-PROFIT HOUSING ASSOCIATION CREATED

by Debbie Kraus

The Ontario Non-Profit Housing Association was formally established on September 23, 1988 by municipal and private non-profit housing delegates who were attending the Ontario Non-Profit Housing Conference. Delegates to the conference adopted a set of by-laws and elected a Board of Directors. Don Richmond, General Manager with the Metro Toronto Housing Company Ltd., was elected President. The Board of Directors also includes 20 other people representing large and small non-profit housing groups from across Ontario.

The purpose of the Association will be to build a strong non-profit housing sector and promote the production and management of high quality, affordable housing across Ontario.

Municipalities and non-profit organizations may become members, while individuals may become associate members. The associate membership fee is \$25.

More than 125 municipalities have developed municipal non-profit housing. There are an additional 600 private non-profit housing corporations across Ontario. Together, the two sectors have produced over 73,000 housing units.

Activities

The Association plans to undertake the following activities:

- **Communication/Information Exchange:** The Association believes it is very important to communicate with its members and to promote the exchange of information. We want to begin to develop a network. We will produce a quarterly newsletter, and help put members in touch with each other through a membership directory. The Association also plans to hold meetings in various Regions

across the Province in areas convenient to members. A first meeting was held in the City of Hamilton on June 8, 1989.

- **Sector Development and Consultation:** The Association will serve as the representative body that will speak for the non-profit housing sector in consultations with the Ministry of Housing. The Province will work with the Association to obtain input from the sector. The Association will also work with the Ontario Regional Office of Canada Mortgage and Housing Corporation.
- **Training and education:** The need for training and education has been identified as a priority for the Association. We plan to develop practical and concise "How To" training packages on matters of interest to members. Training sessions may be held at the annual conference, Regional meetings and other times, as needed.
- **Project Development and Management Support:** The Association plans to assist new groups wishing to develop non-profit housing, and will put new groups in touch with experienced members who will

provide some initial advice. The Association will also provide resources of experienced members to non-profit housing groups experiencing difficulties in managing their projects.

Committees

The Association has developed a committee structure to help meet the Association's goals. The Committees play an important role in developing policy positions for the Association.

The Land and Development Committee is chaired by Richard Peddie, General Manager of Land Development, with the City of Toronto Department of Housing. The Committee prepared a response to the Provincial Housing Policy Statement, which was adopted by the Board of Directors on June 8, 1989.

The Association supports the objectives of the policy and has offered suggestions for implementation from the point of view of non-profit housing groups. The Association also called for



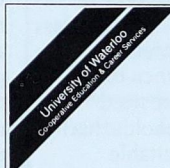
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making lands available for non-profit housing groups at prices within Program limits, funding for municipal infrastructure, and streamlining the development approval process by municipalities and government agencies.

The Land and Development Committee will be developing recommendations for the distribution of government lands, and looking for new ways to fund community-based housing.

The Program Administration Working Committee is chaired by Roger Maloney, Director of Operations with Peel Non-Profit Housing Corporation. It has been established to address some of the issues relating to managing non-profit projects. So far, this committee has discussed how to do budgets, principles for establishing rents for geared-to-income tenants, and tenant selection practices.

Ontario Non-Profit Housing Conference

This year's non-profit housing conference will be held in Kingston Ontario, from October 3 - 6, 1989. This conference will be co-hosted by the City of Kingston and the Ontario Non-Profit Housing Association. The Association's first annual meeting will be held during the conference on October 5. Members of the Association will receive reduced conference registration fees.

For further information on the Ontario Non-Profit Housing Association or the Annual Conference, write to Debbie Kraus, Executive Director, Ontario Non-Profit Housing Association, 20 York Mills Road, 3rd Floor, Willowdale, Ontario M2P 2C2, or telephone (416) 392-3613.

PROVINCE ANNOUNCES HOMES NOW PROGRAM

by Shayne Ramsay and Marc Collins
"Homes Now", announced in the fall of 1988, is a provincial unilateral non-profit housing program designed to produce 30,000 units of housing over the next three to four years. Homes Now represents a departure from past programs not only in terms of magnitude but in its

attempt to increase the availability of affordable housing for low and moderate income households in the manner most appropriate given local market and housing conditions. In addition, a new financing method was established for Homes Now in an effort to achieve more cost-effective non-profit housing. Acquisition and lease of existing rental units as options and a more flexible non-profit delivery system were also established. To put the Homes Now innovations in context, some background is necessary.

Non-profit housing became the primary form of social housing in Ontario in the early 1970s as the public housing program was being phased out. Non-profit housing is rental housing for low and moderate income groups, which is developed and managed by municipalities, co-operatives and other non-profit community-based groups. Funding is provided mainly by senior levels of government. The housing is affordable over the long-term because, although for-profit consultants and contractors are used during the construction, the housing is operated on a not-for-profit basis. Government subsidizes the difference between the actual cost of operating the building and the rents collected. Some tenants' rents are also "geared-to-income" — that is the rent is not based on the traditional criteria of the size of the unit or location, but on approximately 25% of the tenant household's income. Other tenants pay "market" rents.

The production of non-profit housing began in earnest in 1973. Financing and subsidy reforms were introduced in 1978. Then, in 1986, the governments of Canada and Ontario entered into a revised funding arrangement for the provision of non-profit housing in Ontario. Throughout the 1980s, the federal government had moved toward a position of providing assistance only to the very neediest households. As a result of the 1986 revisions, the federal government limited its assistance to "core need" households. (Core need essentially means those households that cannot afford adequate and suitable accommodation within 30% of gross household income for a given market area.) Assistance for core need households is provided on a 60%/40% federal/provincial basis. The Ontario government requires that a minimum of

40% of the units in each project be provided for core need households. The remaining 60% are provided for a range of households from core need to those that can afford market rent, depending on the sponsor's objective and the level of provincial subsidy. Funding for these non-core need units is provided by the provincial government. The 1986 F/P program was designed to produce 6,700 units per year. With federal funding restraints, this target has not been achieved over the past two years.

In addition to Ontario non-profit programs introduced in 1986 and 1987 (Project 3,000 and 3,600), the provincial government has now introduced the Homes Now program in its effort to address the continuing need for affordable housing.

Under Homes Now, non-profit groups can procure housing units through one of three mechanisms — new construction, acquisition and rehabilitation of existing buildings,

and lease of existing or new rental units. Acquisition and lease represent less capital-intensive methods of acquiring non-profit housing. Previous programs permitted the acquisition of existing buildings in "save" situations but did not have a lease component. Under the acquisition option, non-profit groups can acquire existing rental housing or space suitable for conversion to housing. Non-profit sponsors are encouraged to select those projects that are threatened as sources of affordable housing, that have the potential for increased density resulting in additional non-profit rental units becoming available, or that involve conversion from non-residential to residential uses.

The lease component allows non-profit groups to lease individual units or entire buildings (existing or new) from private sector landlords. The minimum term of such leases is fifteen years and there is a \$20,000 per unit grant for rehabilitation/construction costs available to the owner through the non-profit corporation. Normally the owner of the building will continue to be responsible for the management and maintenance of the building and the leased units, except for rent collection and tenant selection which will be done by the non-profit group.

This increased range of procurement options is intended to give the non-profit sponsor maximum flexibility in acquiring

units. A benefit of the acquisition and lease options being integral elements of Homes Now is the encouragement to rehabilitate some of the province's existing rental stock and to ensure its continuing viability as a source of affordable housing. In addition, it will serve to redistribute some of the existing stock as a portion of units will be reserved for needy households.

Financing for the program is another new element of Homes Now. The capital funds for the construction of new projects and the acquisition and rehabilitation of existing buildings will be provided by the Ministry of Housing, through the Ontario Housing Corporation (OHC). OHC will obtain the monies necessary for this purpose by accessing Canada Pension Plan (CPP) funds available to the province. This will make it possible to provide funds to non-profit corporations at interest rates approximately 1.5% lower than that normally charged by private sector lenders. Traditionally, non-profit projects have been 100% private sector financed. However, notwithstanding the fact that these loans were fully insured by CMHC and the non-profit received ongoing government assistance, interest rates charged have been comparable to those charged to regular borrowers. The use of the less expensive CPP funds will

lower the ongoing government assistance necessary to support non-profit housing projects.

The Non-Profit Housing program was originally conceived as a way of enlisting community-based participation in the provision of assisted housing; it shifted responsibility for the production of units and the management of projects away from the Ministry and OHC to community-based non-profit producers. Homes Now moves the concept of community-based programming further by recognizing the ongoing maturation of the non-profit sector and devolving to it more of the "delivery" role currently exercised by the Ministry. The concept of "reserved allocations" for the more experienced producers means that they no longer have to apply for individual projects, but have a block of units to be allocated in accordance with a group's two to three year production plan.

In addition, the Ministry of Housing has also examined its administrative requirements for Homes Now. The project-specific review process has been rationalized with any duplication and unnecessary review being eliminated. Further, a revised review process based on the sponsor's experience has been established. Previously, the Ministry did not differentiate among non-profit corporations — each was subject to the

same review process.

Program bottlenecks associated with the 1986 F/P program such as the administratively-complex competitive allocation cycle and the onerous year-end project funding deadline have been eliminated or modified under Homes Now. These changes will allow a project to develop at its own pace rather than under the pressure of artificially imposed time constraints.

The non-profit sector is also assuming a more direct role in the design of programs. Homes Now was introduced after extensive consultation with the non-profit and co-operative housing sectors on virtually every aspect of program design and delivery. The result was a more flexible program designed to meet the varying demands of housing consumers across the province.

The success of Homes Now will result not only in the production of 30,000 units of affordable housing but in a non-profit and co-operative housing sector better able to address the housing needs of Ontarians.

Shayne Ramsay and Marc Collins are Policy Advisors in the Housing Development Policy Section, Social Housing Programs Branch, Ontario Ministry of Housing.

OPINION

HOUSING OPTIONS FOR OLDER CANADIANS

The following is a brief prepared by the Federation of Canadian Municipalities.

The elderly have diverse interests, life styles and different levels of health, fitness, income and assets. Thus, it is expected that a greater choice of accommodation is required. There is a need for municipal, provincial and federal governments to work with the private sector and seniors organizations to identify new types of housing required to help the elderly

maintain their independence. The FCM applauds Canada Mortgage and Housing Corporation for having organized the Conference on "Housing Options for Older Canadians" held in Halifax in October 1988. This kind of event is an excellent tool to raise awareness among the key actors (industry, seniors, policy makers) of the issues and opportunities and to stimulate dialogue.

Some new types of housing options to meet the needs of the aged are already known: retirement communities, cottage clusters, garden suites, homesharing, commercial housing, congregate housing and home equity conversion. Such housing arrangements, to be appropriate for seniors, must meet certain conditions:

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closeness to stores, banks, transportation, community and professional services, recreational services, etc.

In order to finance new facilities and to assist the elderly in meeting their housing costs, more subsidies are needed and must be provided through a number of means: land availability, mortgage and construction assistance, reverse annuity mortgages and rent-assistance paid directly to senior renters. Many municipalities have already established property tax relief to seniors like deferred taxes or grants and operate an institutional form of residential accommodation like Homes for the Aged.

For those elderly who must rehabilitate their dwellings, the FCM is of the view that the Residential Rehabilitation Assistance Program (RRAP), designed by CMHC, should allow the addition of items which may help the frail elderly to live independently such as grab bars and emergency response systems.

For municipalities, housing the aging population may mean new property tax policies, new land use and zoning bylaws and reforms in housing regulations to provide more affordable accommodation, nursing homes and rest homes for the aged. In order to develop a better understanding of future housing markets and a continuum of housing solutions, it is also necessary to work more closely with agencies, both public and private sectors. The FCM is working cooperatively with CMHC, the Canadian Association of Housing and Renewal Officials and the Canadian Home Builders' Association on the Residential Construction Regulatory Reform Program. This program is aimed at creating a spirit of cooperation between municipalities and home builders and bringing about discussions on how to be flexible and innovative in the way we build homes for the present and the future. Senior citizens' housing should benefit accordingly.

John Sullivan & Joseph Pacek

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ECOLOGISTICS HAS NEW LOCATION

An Open House on June 15 marked the official opening of Ecologistics Limited's new office facility. The staff of thirty-five are now located in north Waterloo at 490 Dutton Drive, Suite A1. The telephone number remains the same: (519) 886-0520.

EGMOND GEOGRAPHIC ASSOCIATES

New businesses, old factories and new development can all place a strain on existing roads, sewers or dumps. Old factories can be the site of contamination plumes. Buried fuel tanks can lead to water pollution complaints. Soft soils can lead to foundation settlements or sliding soil, cracked foundations etc. Claims due to construction can be costly. Egmond Geographic Associates provides geotechnical and environmental consulting engineering services to deal efficiently with the issues.

John Van Egmond writes that the firm has been involved in projects ranging from South Riverdale lead clean up to a spill evaluation in Etobicoke. John's phone number is (416) 283-2459. The firm has offices in Collingwood (705-444-6799), Barrie (705-734-5616) and Acton (519-853-3090).

MOFFAT KINOSHITA ASSOCIATES INCORPORATED

Entering into its 24th year as one of the leading architectural firms in Canada, Moffat Kinoshita Associates Incorporated looks on its past accomplishments with pride and to future projects with anticipation. Buildings throughout Ontario and beyond are monuments to the vision of those who made them reality — the people at Moffat Kinoshita.

The firm has designed educational, cultural, institutional, recreational, commercial, corporate, residential and hospitality facilities. It is renowned for its work on user-occupied buildings such as hotels, recreation complexes and innovative scholastic centres.

Don Moffat, Gene Kinoshita and the late Ormond G. Moffat, P.Eng. formed the firm in June 1965. It has since been joined by Brian

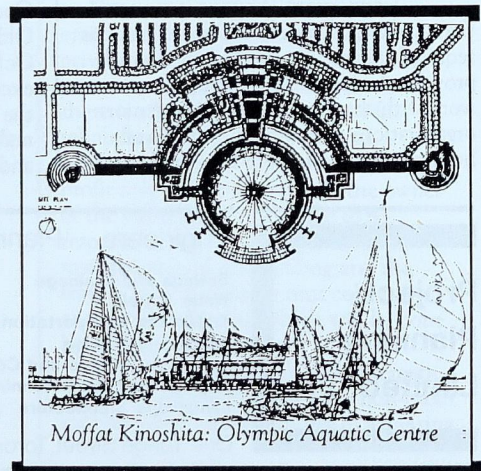
Gregersen, Henry Wong and Doug Denton. Forty people work in its Toronto and Hamilton offices.

Moffat Kinoshita is involved in a \$120-million project currently under construction in Richmond Hill. The expansion of the Parkway Sheraton Hotel and the construction of the adjoining Parkway Corporate Centre is slated for completion by 1990. The firm has also been engaged by Captain Developments Ltd. of Richmond Hill to develop plans for a commercial centre for the intersection of Highways 7 and 404.

"We are on the leading edge of hotel design and we are very familiar with the all-suite concepts that are already popular in the United States and becoming more so in Canada," says Henry Wong. Moffat Kinoshita has used its expertise in various hotels including the flagship Marriott Hotel near Pearson International Airport and a proposed 240-room Holiday Inn in Windsor.

The firm has worked on important, complex projects, such as the \$45-million renovation and expansion of the Royal Ontario Museum, the head office and new studios for CHCH-TV in Hamilton as well as educational buildings for the Universities of Toronto and Western Ontario, McMaster University and various public and separate school boards.

Moffat Kinoshita created the much-admired Metro Toronto Track and Field Centre at York University. It has received inquiries about building similar facilities and subsequently designed the



Moffat Kinoshita: Olympic Aquatic Centre

Bermuda National Sports Centre. It has long been involved in North American ventures and is investigating the Pacific Rim and the Soviet markets.

Wong traces the firm's growing worldwide reputation to its impressive portfolio of past projects and the attitude of its team. "We go out of our way to meet their needs and concerns and solve problems for them."

The company's fully automated office, which features an in-house multi-station computer-aided design and drafting system (CADD) and the latest in technology, maximizes production efficiency and service delivery.

The firm has received twenty-four national and international awards. Moffat Kinoshita Associates Inc. also reports that their design for the Toronto Olympic Aquatic Centre has been selected by the Toronto Ontario Olympic Committee for the 1996 Toronto Olympic Games submission to the International Olympic Council.

For more information, write to Henry Wong, Principal, Moffat Kinoshita Associates Incorporated, 124 Merton Street, Toronto, Ontario M4S 2Z2, or telephone (416) 488-5811.

PLANNING AT PROCTOR & REDFERN

One of Ontario's most diversified group of consulting planners is located within Proctor & Redfern's network of branch offices. The firm's planners are involved in land development planning, municipal planning, environmental planning, community planning, transportation planning and urban design. Many planning projects now being carried out within Proctor & Redfern employ CADD and Total Station Survey equipment — design tools traditionally associated with engineering projects. Proctor & Redfern has placed senior planners in key branch offices to improve delivery of services

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locally. Clients throughout the province benefit from this arrangement because they not only get service from local planners, but they can also obtain specialized services from other planners within the P&R network as required.

The specialized skills of the firm's senior planners are seldom duplicated in any one location within the organization. Most are experienced in fundamental municipal and land development planning procedures and design to facilitate the undertaking of more common types of projects through Official Plan and Zoning Bylaw drafts and amendments.

The firm's planners are involved with environmental and municipal policy affecting hazardous waste cleanup and solid waste management. Projects include the Smithville PCB cleanup, assignments related to the planning for Metropolitan Toronto's management of its waste streams, the Peterborough County/City waste management master plan, Tri-municipal waste management master plan, recycling feasibility study for the County of Peterborough, PCB phase-out strategy for Environment Canada, and the Essex-Windsor waste management master plan.

Planners have been working on the urban area expansion study for the City of Guelph, which has now entered Phase II, as well as a comprehensive master plan study for 270 hectares of Ministry of Government Services land in Brantford, and a comprehensive land use and preliminary engineering assessment for 1,200 hectares in Cambridge, also for MGS.

In Ontario's cottage country, the firm's planners are skilled in the development of land for recreational, commercial and

residential uses. Ottawa office planners are involved in the development of the Sheldon's Bay Recreation Resort on the Big Rideau Lake, which includes condominiums, recreation facilities and redesign of the waterfront. Near Upper Canada Village on the St. Lawrence River, planners are working on the development of 800 hectares for commercial, industrial and residential uses, some of which are drowned lands to be reclaimed as islands and canals.

Urban design projects are also undertaken throughout the firm's organization, such as subdivisions in Scarborough's Malvern Community, industrial lands in East York affected by the Leslie Street extension, the Barrie Height Review study, and assignments related to highway corridor studies including the Highway 407 study east of Toronto.

In Northern Ontario, the firm's planners have specialized skills in working with Band Councils on community planning projects, with provincial ministries on land and facilities disposition studies, and with municipalities on policy planning.

Planning at Proctor & Redfern has continued to change to meet client and societal requirements in many fields. Even at a time of rapid social and economic change, Proctor & Redfern maintains its 40-year tradition of offering clients as many planning services as possible through local offices.

For more information, telephone Grant Lee, MCIP, Marketing Manager, at (416) 445-3600.

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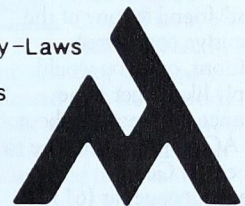
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EASTERN

EASTERN DISTRICT ANNUAL GENERAL MEETING

The 1989 version of the Eastern District's Annual General Meeting will take place in Kingston on September 27, 1989 at 7 p.m. Arrangements are being finalized at the moment but you can be assured that the affair will be done to a turn in one of the finest rooms that the City of Kingston has to offer. As in the past when the AGM has been held outside of the Ottawa area, transportation arrangements will be made for those members planning to attend the AGM and the associated evening's festivities. In addition, the present executive has begun the annual version of the "Amazon Jungle Head Hunt". Simply stated the executive is in the process of putting together a slate of officers for election to the executive committee of the Eastern District. When all the plans have been finalized they will be published in the next Issue of Vibrations which should be printed at the beginning of September 1989. In the short-term, if you would like to nominate yourself or your "best" friend for any of the executive committee positions, or if you would simply like to get some advance information about the AGM, please feel free to call either George Vandeboncouer at (613)

748-4126, Andrew Hope at (613) 560-2053 or Bob Pekarchuk at (613) 839-5552 (wait until the fourth ring and leave a message on the infamous machine).

MEMBERS AND MILESTONES

Tom Fletcher, the City of Ottawa's Commissioner of Planning has very recently accepted the challenging position of Director of Planning for the City of Vancouver. The time-frame of Tom's departure from Ottawa has not been fully disclosed at this point but it certainly appears as though this is a step up for Tom. **Bill Holtzman** has moved to the City of Nepean after an extended stint of planning with Minto Corporation. We wish Bill all the greatest success in his new position in Nepean. **Steve Cunniffe** has moved up in the world of planning by moving from the City of Nepean to become the Commissioner of Planning and the Director Development for the Township of Cumberland. **Carolyn Bond** has also moved over from the City of Nepean's Planning Department to the Planning Department at the Township of Cumberland. **Ken Bedford**, formerly with the City of Cornwall's Planning Department, has now taken up residence as an Intermediate Planner with the Regional Municipality of Ottawa-Carleton. It looks as though Cornwall's loss is the RMOC's gain. To all those on the move we would like to wish them the greatest of success in their

new undertakings. We would also like to remind you the readers that if you or anybody you know has recently reached a milestone in their planning career or personal life please let us know so that we can share the good news with everyone.



NORTHERN

CONFERENCE NOTES

Nice to hear that the Northeast and Northwest Community Planning Advisory Branch offices are continuing with their sponsorship of Annual Fall Conferences for planning officials. In the Northeast, New Liskeard rolls out the welcome mat from September 13th to the 15th, 1989. With a conference theme of "Trends and Challenges of the year 2000", an excellent variety of speakers have been lined up. Also, effort of interest to our Francophone colleagues, simultaneous translation facilities will be made available. Some of the featured speakers include **Floyd Dykeman**, **Michael Smither** and **Remi Trudel**. Guest appearance by twice Provincial Cabinet Members (**Rene Fontaine**, **David Ramsay** and **John Eakins**) are also scheduled. On the west side of the Great Lakes, the Northwestern Ontario Planning Conference will follow its sister event on September 21st and 22nd in

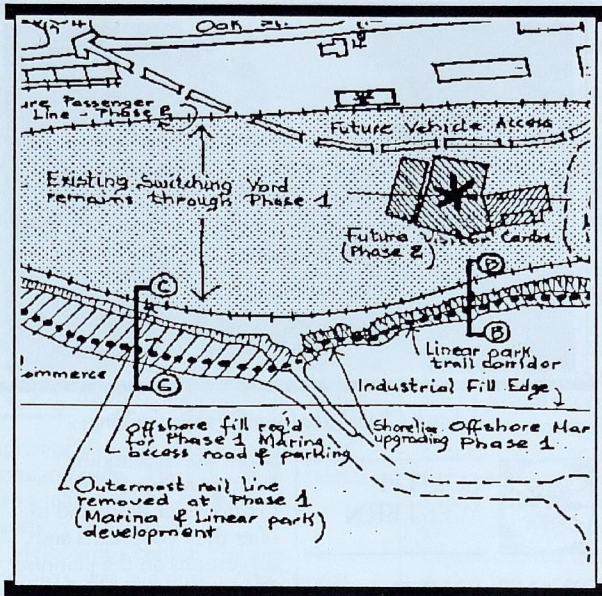
the friendly environs of Thunder Bay's Valhalla Inn. Featured speaker will be **Myles Rademan** who will elaborate on "Conjuring Visions and Mastering Change." In addition, this conference will host a number of workshops on such topics as tourism strategies, cottage conversions, hiring consultants and environmental constraints. Conference packages on both of these events have been distributed to the area officials. These meetings have become well-known gatherings for Northern Ontario Planning officials over the years.

PROGRAM SURVEY

District Representative **Joe Sniezer** notes that a District Program Survey has been prepared and will be distributed to members through the latter part of the summer. The survey will ask for members' preferences regarding topics, speakers, frequency or duration of sessions, and preferred locations of these activities. Survey results will be compiled by the District executive this fall and will be used for future even programming.

MEMBERS ON THE MOVE

While our friends in the Region of Sudbury are trying (as this copy is written) to resolve some labour/management disputes, the search goes on for a new Regional Planning Director, to replace veteran member **Hans Huch**, who retired recently. Our congratulations and best



Report for North Bay which won CAUSE award

wishes are extended to Hans, along with our thanks for his professional contributions over the years. Rumour also has it that the Northern District and the Sudbury Region will lose a good friend and collaborator as this individual moves on to a provincial appointment. More on this in the next District report! Best wishes also to Bill Wingard and family (of the Community Planning Advisory Branch Sudbury). Bill is off to La Belle Province on a four-month secondment for professional exchange and language training.

NORTH BAY CAUSE STUDY WIN O.A.A. AWARD

In June of 1989, the City of North Bay was one of seven province-wide recipients (and the sole Northern

Ontario recipient) of Ontario Association of Architects Centennial CAUSE Awards. According to comments prepared by the Architects' Association, "The OAA CAUSE Committee decided that the Association's Centennial Year, 1989, was an appropriate time to appraise the CAUSE program generally, to review the achievements of communities studied in the early 80's, and to recognize communities which have continued the spirit of CAUSE. Members of the original CAUSE teams have revisited seven cities and towns considered for Centennial CAUSE Awards. They met with local politicians and citizens and prepared summaries of their findings which were submitted to the OAA CAUSE Committee for

consideration. In every case, original team members reported that the communities were on their way to attaining the goals that CAUSE has set for them."

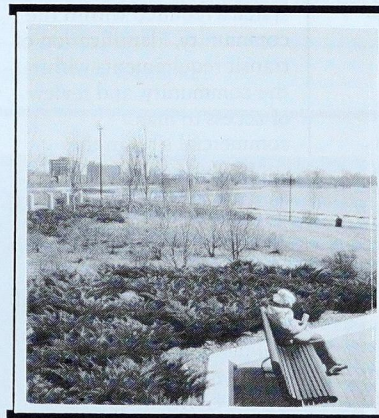
The particular emphasis in the award given to North Bay was in the City's response to Waterfront Development and Design. In the Associations' report, it is suggested that "North Bay affords the clearest example both of waterfront problems and of success in moving towards satisfactory solutions. At the time of the CAUSE in 1982, the central core of the city was cut off from Lake Nipissing by the Canadian Pacific Railway main line and switching yard. There was no direct access for pedestrians or vehicles from the core area across the railway lands to the lake. In the words of Morley Daiter, then the Director of Planning and Works for the city, "there

along the lake to the west of the railway lands to provide a pedestrian/bicycle/ski route linking the two existing beaches, that the CPR switching yards be relocated, that the railway lands thus liberated be used for residential and recreational purposes, and that good pedestrian and vehicular access be provided to the railway lands from Algonquin Avenue and Wyld Street. Since the CAUSE the City of North Bay has accomplished the creation of a linear waterfront park. This involved the acquisition of CPR lands adjacent to the Government Dock and of water lots along the lakefront, and shoreline filling to extend the existing beach areas and create a marina, much as proposed in the CAUSE Report. While the CAUSE Team had envisaged a pedestrian/bicycle/ski route, with a minor access road to

the marina, the City opted for a waterfront parkway from north to south, giving convenient vehicular access to the whole park, as well as linking existing streets to north and south. The waterfront park is attractive and a great asset to the City."

Having worked with the North Bay CAUSE team on their 1982 study, I am sure they were quite pleased with how quickly their vision for this part of the community has been translated into reality.

Jeff Celentano



was a need to suggest or develop adequate integration of the core area with the waterfront. The CAUSE Report for North Bay included recommendations that a linear park be created



CENTRAL

INTEGRATION OF STRATEGIC AND OPERATIONAL PLANNING IN BRAMPTON

The City of Brampton has recently carried out planning and engineering studies for a proposed new community of 70,000 people which will include substantial commercial, retail and office development. Due to the magnitude of the development and its potential impacts, a major transportation planning study was undertaken at both the local and regional level.

Proctor & Redfern's engineers were retained by the City to identify all regional arterial and freeway road improvements required for full development of the 4,000 acre Sandringham/Wellington Community. The study team was also asked to identify inter-regional improvements required for full development.

At the strategic planning level, a mainframe computer model was used to identify the freeway and arterial road systems and the inter-regional transit system required to handle full development. To ensure that the new development area was not considered in isolation, land use forecasts for the City of Brampton as well as all surrounding regions were rationalized. Objectives of the study at the City level included review of the phasing of

development and related road improvements, identification of intersection improvements required at major arterial roads, identification of the road improvements required by growth in existing traffic, and identification of need to protect right-of-ways for new road and transit facilities.

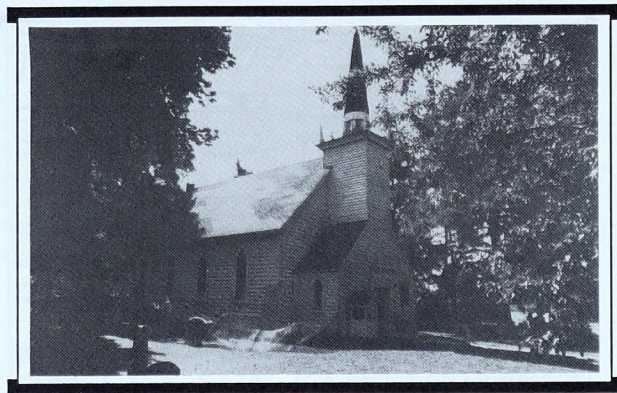
At the City level, a subarea of the mainframe model was transferred to a micro-computer based model. Trip tables were derived from the mainframe model for the subarea. The micro-based model was used because of its flexibility, speed, and the ability to look at many alternative development scenarios and phasing schemes. Various techniques were used to look at freeway corridor volumes, arterial corridors, and traffic distribution to the freeways within the city.

Study objectives at the Community level focused on identification of minor arterial and collector road systems required within the community, identification of transit requirements within the community, and review of access to major commercial sites in the community.

The micro-computer model was used at the community level to review collector road requirements, intersection and signal requirements, and access problems to commercial sites.

Joanna Musters, P. Eng.

Tyrone Gan, P.Eng.



Mohawk Chapel, the Grand's oldest building



SOUTH WESTERN

GRAND RIVER HERITAGE STUDY

The process to secure Canadian Heritage River status for the Grand River is now at the stage of preparing a draft Nomination Document and possible Management Plan. Last year's Grand River study identified many significant heritage features in the watershed, including three outstanding areas: Luther Marsh, the Cambridge-Paris corridor, and the Dunnville wetlands.

This year's Grand River Heritage Study aims to develop a management plan proposal which will protect the invaluable heritage features of the watershed and balance these concerns with those of development. To incorporate the range of public interests that exist in the valley, a series of public information meetings were held in June. These meetings provided participants with opportunities to learn more

about the outstanding heritage features of the Grand River Basin and to offer their comments and suggestions on the planning proposals.

The Grand River Heritage Study is being undertaken by the Heritage Resources Centre at the University of Waterloo, with the support of the Grand River Conservation Authority and the Canadian Heritage Rivers Board, a body consisting of representatives of federal, provincial and territorial park agencies involved in planning and managing Canadian Heritage Rivers. The study director is Gordon Nelson, Chairperson of the Heritage Resources Centre and Professor of Geography and Urban and Regional Planning at the University of Waterloo. The study team consists of graduate students and Grand River Conservation Authority staff. The project is responsible to a Steering Committee.

For more information, telephone Ms. Ayumi Bailly, Information Officer, at (519) 885-1211 ext. 2941.

A VIEW FROM "DOWNUNDER": COMPARISONS BETWEEN MELBOURNE AND TORONTO

by Peter Robbins

This is the first of two articles comparing Melbourne and Toronto - two large cities which are remarkably similar in terms of their geographical, cultural and planning background, yet very different in the way they are governed. This article begins by introducing some of these broad similarities and differences.

History of Development

Settled in 1835, one year after the incorporation of the City of Toronto, Melbourne is today a city of 3 million people, and capital of Victoria, Australia's smallest mainland state. The city has developed into a major centre of commerce, transport and industry.

Melbourne's central city area, like Toronto's, was laid out in a traditional grid street pattern. Large tracts of railway land were later developed adjacent to the Melbourne Central Activities District (CAD). Tremendous foresight was shown in creating an extensive system of elegant tree-lined boulevards, parks and gardens around the city. They not only provide Melbourne today with an extensive recreation and tourism resource, but give it a distinctive physical identity, now reflected in the title of the "Garden City".

Although Toronto's central area is fairly compact by North American standards, the intensity of the built form and the tilted orientation of the Melbourne grid, which stand in contrast to the adjacent parks and gardens, Yarra River, and railway lands, provide Melbourne with a far more compact central core.

The differences in the major periods of growth of each city are quite marked. Whereas Toronto grew slowly but

steadily throughout the nineteenth century, reaching a population of 156,000 by 1901, the Victorian gold rushes and the long economic boom of 1860-90 had catapulted the population of Melbourne to 485,000 by the same year.

The decade of the 1880's, known as the era of "Marvellous Melbourne", saw the city achieving a level of economic prosperity never since equalled. It was not until near the turn of the century, after a severe economic depression, that Sydney re-emerged to overtake Melbourne in terms of size and influence (a longstanding rivalry for predominance between the two cities continues to exist to this day). Toronto, of course, has experienced its most dramatic growth during this century, particularly in the last two decades, which have seen it overtaking its longtime rival, Montreal.

Urban Sprawl

It is interesting to compare the extent of urban development of both cities. Despite Australia's small population (16.5 million), it is in fact one of the most urbanised countries in the world. Melbourne is also one of the world's

most sprawled cities. North to south, the city stretches over 100 km and 80 km east to west.

Until the Second World War, almost 90 per cent of Melbourne's population lived within 15 kilometres of the central city. Today, only 42 per cent of the population now live within the same distance.

The post-war period saw Melbourne's urban area grow rapidly as a direct result of three main factors: one, the increasing availability of motorised transportation and less corresponding reliance on public transport; two, large increases in population, characterised by massive immigration and the baby boom; and three, the relative abundance of cheap land available to be developed on the suburban fringes. Although a widespread preference for low density, spacious suburban living existed before the war, successive State and Federal Governments also indirectly facilitated Melbourne's suburbanisation until the early 70's, through a variety of home ownership policies.

While Toronto's urban area also expanded rapidly during this post-war period, it is not characterised by the

same amount of urban sprawl as Melbourne. The key reason for this is obviously the higher density of residential development found in Toronto. Apart from the aging Housing Commission flats, built throughout pockets of the inner suburbs during the late 1950's and 60's, Melbourne does not have a predominance of high-rise apartment buildings.

Architectural Heritage

One of the major similarities between Melbourne and Toronto are its inner

Melbourne - fellow competitor for the Olympics



neighbourhoods. Not only are they both rich in social diversity, but also characteristically "Victorian" in nature, exhibiting a consistency in building scale and architectural style uncommon in many other cities. They are each undergoing, or have undergone, the process of gentrification.

Unfortunately for Toronto, a considerable amount of its building stock in the financial district was destroyed in the 1904 fire. Melbourne has been fortunate in retaining many of its significant commercial and public buildings, most of which are now protected and classified as "notable" buildings. Melbourne is, quite unashamedly, one of the world's great Victorian cities. Much of its magnificent architecture, in particular, is a reflection of its gold rush heritage.

Cosmopolitan Character

Both Melbourne and Toronto are very cosmopolitan cities. Each derives a significant proportion of their immigrant populations from Europe, with a growing number of migrants coming from South East Asia. Approximately 28% of Melbourne's current metropolitan population, were born overseas (36% for the Toronto CMA). Like the City of Toronto, Melbourne's inner urban region is characterised by an extremely diverse ethnic population. In 1986 for example, 34.3% of the region's total population were born overseas and a further 32.7% were born to migrant parents. To many people's surprise, Melbourne is also said to be the third largest Greek speaking

community in the world (after Athens and Thessaloniki).

Other Characteristics

Another major similarity with Toronto are Melbourne's trams. Like Toronto's streetcars, they not only serve as a vital cog in the transportation



Trams are common to Melbourne and Toronto

system, but contribute to both cities' identity (more so in Melbourne than is the case in Toronto).

Unlike Toronto, however, Melbourne does not have a subway system. An underground rail loop circles the CAD, but was not constructed until 1985. The majority of Melbourne's extensive radial rail network is at grade, and not all that dissimilar to that of the combined networks of the TTC and GO Transit. Because of the extent of Melbourne's sprawl however, it is far more dependent today on motorised transportation.

Local retail strips and large suburban shopping centres are quite common throughout the Melbourne metropolitan area. Downtown, however, the city

supports a very extensive arcade and street retail system, providing quite a different shopping experience from that of Toronto, with its underground pedestrian system and the predominance of the Eaton Centre. Climatic differences, obviously, account for much of this.

Differences in Government

There are two major differences between Ontario and Victoria in the systems of government which one must first appreciate before understanding the intricacies of the planning system.

The first is that Melbourne, unlike Toronto, does not have a separate form of metropolitan municipal government. Instead, for the most part, regional government responsibilities are divided between the State Government and statutory authorities, most of which fall

under the direct and indirect ambit of the State of Victoria. The State is directly responsible for all public transit, road construction and traffic control, primary and secondary education, health, housing and police. The metropolitan planning function, for long the jurisdiction of the Melbourne and Metropolitan Board of Works (MMBW) — the water and sewerage authority — was taken over by the Victorian Ministry of Planning and Environment in July 1985.

With metropolitan Melbourne constituting roughly 70% of the Victoria's total population of 4.3 million, there has never been any real desire on

JOBS

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Now in its fourth year of publication, the Ontario Planning Journal continues to expand its influence among planning professionals throughout the province. As the principal means of communication among members of OPPI, the Journal relies on volunteer editorial staff to see that the activities of the Institute are reported accurately and regularly.

As a regional editor, you will be responsible for coordinating reports from within the region and identifying items of interest to the readership. As well as developing the regional pages, you will help to solicit and coordinate articles on a wide variety of subjects. One of the stated aims of the Journal is to foster as wide a geographic coverage as possible to counter the natural tendency towards the origin of material from the Toronto area.

For those with a natural curiosity, an extensive range of contacts and an interest in improving communication within the profession and with other related professions, this type of "work" will add very little to your work day. For the right candidates, this can even become a natural extension of your current professional role, be it in the public or private sector.

behalf of previous State Governments to create a major regional tier of government for Melbourne. To do so would, in effect, create an additional de facto State Government with each competing for jurisdiction over the metropolitan area. A parallel situation might result in Ontario in any attempt by Metro Toronto to significantly expand its boundaries to take on responsibility for a wider area of the Toronto Region. Presently, Metro constitutes only 24% of Ontario's population.

The second major difference is the structure of local government itself. Whereas Toronto only has 6 municipalities within Metro, and 26 within the CMA, 52 separate municipalities are within or part of the contiguous urban area of Melbourne (56 within the MSD). The City of Toronto is slightly larger in land area than the 9 inner most municipalities of Melbourne combined (Cities of Melbourne, Brunswick, Collingwood, Fitzroy, Port Melbourne, Prahran, Richmond, South Melbourne, and St. Kilda).

The same 9 municipalities, which have steadily experienced declines in population since the Second World War,

today make up not even half of the City of Toronto's residential population (276,000 compared with 612,000). The largest municipality of that grouping is the City of Melbourne, with 57,000 residents. However, it also serves a daytime working and visitor population of 300,000. The smallest municipality is the City of Port Melbourne which has a population of only 8,500.

Numerous attempts have been made over the years to restructure the system of local government in Victoria, but most have floundered on the rock of unfettered local rivalries. The threat of forced amalgamation or annexation, both rural and urban, has led to a history of quite bitter acrimony. Inevitably, the issue has typically become too hot a political potato to handle.

State Vs. Local Interests

While the Province of Ontario still influences basic infrastructure decisions in Toronto, through its legislative authority and financing practices, by and large it seems to take a greater back-seat role in the affairs of local government compared to that of Victoria. Nowhere is this better illustrated than in the case of control over central city development. Many readers might be surprised to learn that the Melbourne City Council was actually sacked by the State Government in 1980 and replaced by 3 Commissioners for a period of 18 months. Moreover, even when a democratically elected Council was returned, their planning powers over the Central Activities District (CAD) were later taken away by the current State Government.

The convention since then has been for the Ministry for Planning and

Environment and the City Council to try and seek agreement on development applications. But with the Minister always maintaining planning control over matters of major importance, like office development - the City has been delegated responsibility for mostly minor matters - and differences emerging between the two camps over matters of detail and policy, showdowns over some major development proposals have inevitably occurred.

The City of Melbourne is not seeking a complete return of its planning powers, believing that a role does exist for the State Government to represent matters of State importance in the central city area. Attempts to create a more co-operative development control process, however, similar to that in existence in Adelaide where a joint planning commission between the State Government and the Council has been in place for over a decade (and worked exceptionally well), have been rebuffed by the State Government.

The one major proposal which has seen almost universal agreement between the State Government and the Melbourne City Council, is that of Melbourne's bid for the 1996 Olympic Games. The bid has sparked, not only enthusiastic community and government support, but intense interest and discussion about future development.

In the next article, I will explore in more detail the planning issues associated with Melbourne's Olympic Games bid, as well as focus on other major metropolitan and downtown planning issues.

Peter Robbins is an urban planner from the City of Melbourne, currently on exchange with the City of Toronto Planning and Development Department.

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PLANNERS AND SUSTAINABLE DEVELOPMENT

by Nigel Richardson

The following is a further extract from Nigel Richardson's paper on sustainable development in Canada, prepared for the Canadian Environmental Advisory Council. Nigel notes that the full text is available from the Council.

Changes in attitude and perception are also called for among the land use planners themselves.

Within the institutionalised profession as represented by the Canadian Institute of Planners the perception of "planning" essentially as municipal planning, while frequently denied, is widespread: "shop talk" among CIP members is more likely to concern current retailing trends or enhancing the municipal tax base than river basin planning or forest management.

It is likely that an appreciable number of them are still unfamiliar with the term "sustainable

development", and what is perhaps worse, that many of the rest see no particular connection between sustainable development and their vocation.

The educational background of most planners is in the social science or design disciplines, and most have at best a scanty knowledge of the biological or earth sciences, including ecology.

The land, per se, is not acknowledged as the focus of the planner's responsibilities and activities, nor is a basic understanding of ecological principles a requirement for professional recognition.

The CIP's Code of Professional Conduct is concerned almost exclusively with the members' obligations to employers and clients, colleagues, and employees, in terms which could apply equally, mutatis

mutandis, to lawyers and accountants. Nothing is said about the nature of his or her substantive responsibility, specifically as a planner, to society and its habitat.

Perhaps the profession needs the equivalent of the Hippocratic Oath, imposing on its members an ethical obligation to care for the land and to safeguard the health of the environment. (This not only might serve at least as a reminder and conscience-jogger to present members, but might also convert some of the not inconsiderable number of people who are actually engaged in land use planning but view the CIP with some skepticism.)

The absence of any real ethical or intellectual core to the planning profession should be a matter of concern not only to the Institute and its provincial affiliates but also to the university schools of planning.

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