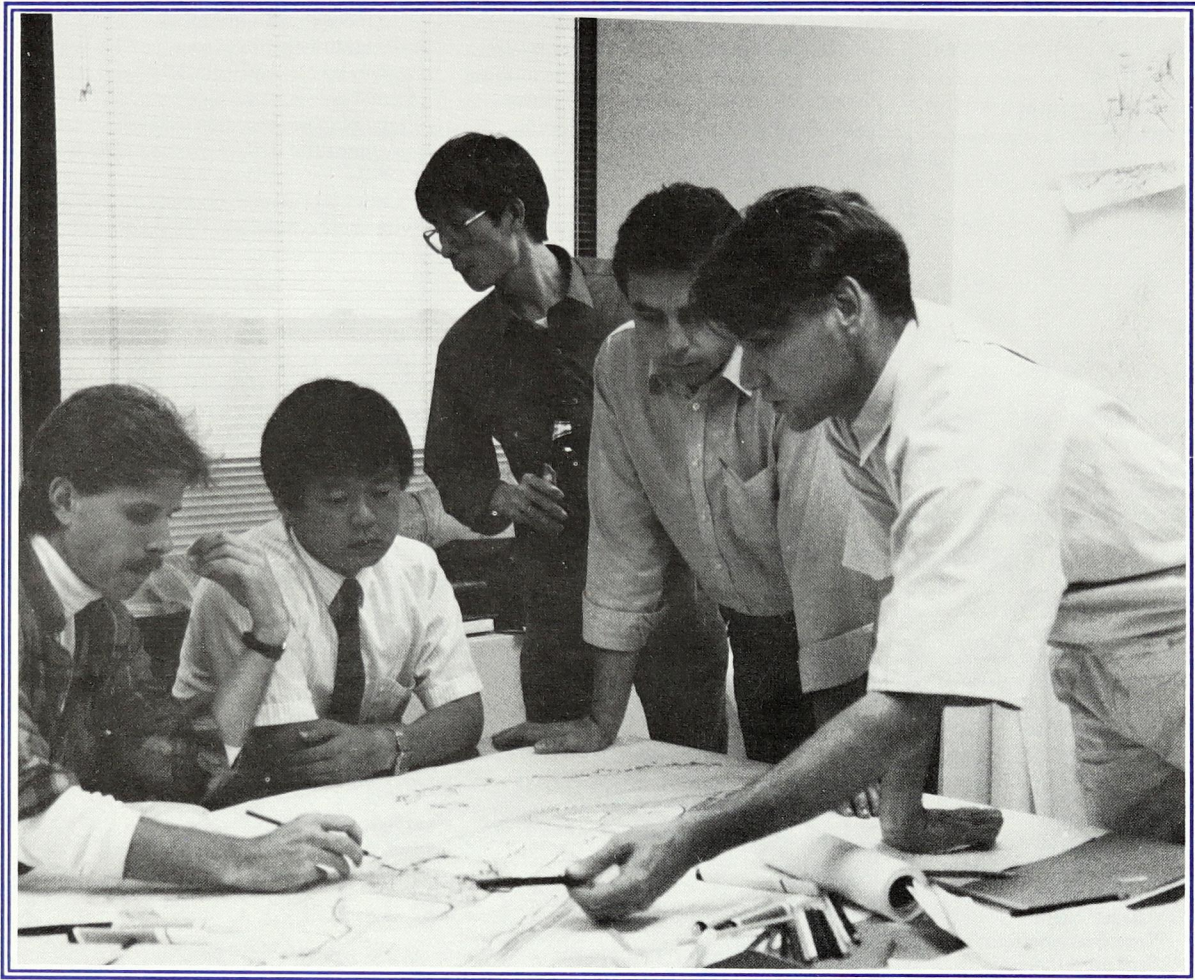


# ONTARIO PLANNING JOURNAL

NOVEMBER/DECEMBER 1989 VOLUME 4 NUMBER 5



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UPDATE ON THE LAND USE PLANNING FOR HOUSING  
POLICY STATEMENT

**O**n July 13, 1989, the Provincial Policy Statement on "Land Use Planning for Housing" was approved by Cabinet. The Policy Statement creates the opportunity for housing by addressing a number of issues that are important to the land use planning process. Specifically, it deals with how those involved with land use planning decisions can ensure an adequate supply of land, the development of a range of housing types, the streamlining of the approval process and a more intensive use of existing housing and building stock.

Effective August 1, 1989, all planning authorities shall have regard to this policy statement in any planning decision.

In areas where growth pressures are greatest — Metropolitan Toronto, Durham, York, Peel, Halton, Hamilton-Wentworth, Ottawa-Carleton, Niagara and Waterloo, and the Census Metropolitan Areas of London, Windsor and Toronto — municipalities are required to begin work

on amending their official plans and zoning by-laws within three months. These documents must reflect the full intent of the policy statement by August 1, 1991.

To meet this requirement, municipalities are also to approve a work program by November 1, 1989 and to hold a formal public meeting to consider the official plan revisions necessary to implement the policy statement, by August 1, 1990.

Other municipalities shall review and revise their official plans and zoning bylaws as they are routinely updated over the next five years.

A guideline to assist in the implementation of the Policy Statement is available. It provides extra detail to assist in fulfilling the requirements of the policy. Copies of the Policy Statement and the Guideline are available from the Ontario Government Bookstore at 880 Bay Street, Toronto.

**STOP THE PRESS!**

Following the recent departure of Ed Sajecki from Etobicoke to CN Real Estate, another high profile defection to the private sector was announced at presstime. Ken Whitwell, ADM at the Ministry of Municipal affairs is leaving the Ministry to start up a consultancy.

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# THE MAKING OF A CHARRETTE

by Laura Taylor

**A**sk most people who are familiar with the term *charrette* exactly what it means and they will tell you that it is an

intensive brainstorming session organized for the purpose of solving a specific problem within a limited amount of time. Charrette is a french word meaning "cart" used by architectural students at the Ecole des Beaux Arts in Paris where students work feverishly around the clock to finish their projects by the deadline when a cart is sent around to collect their work.

Ask someone who has organized a charrette exactly what it is and they will tell you that it means a lot of work.

The Toronto Waterfront Charrette is no exception. Fifteen members of the Toronto planning and design community met for a couple of hours every second Wednesday for six months to prepare for the event in mid-September. Two graduate planning students (of which I am one) worked full-time for four months plus a team of event planners and media relations consultants.

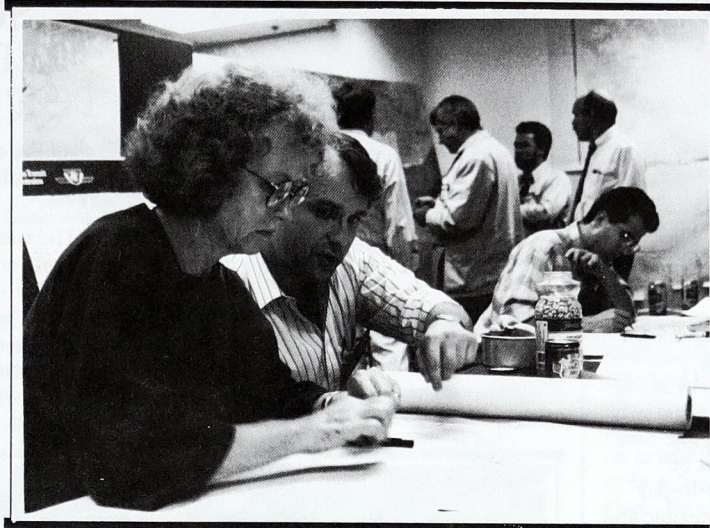
Time and energy was spent going door-to-door seeking sponsors, identifying and inviting planners and designers to participate in the Charrette and coordinating individual travel arrangements, organizing each of the five days of the Charrette minute-by-minute, and searching for a small army of volunteers to make the event happen.

So if it's so much work, why do people do it?

For the 26 planners, architects, landscape architects, and urban designers who volunteered their time to come to Toronto and grapple with the myriad of problems facing Metro's waterfront,

participating in the Charrette, I believe, is an opportunity to design for the sake of designing (aside from the obvious networking and promotional

involved with planning in the first place — to create and sustain environments which are healthy (in every sense of the word) for the people who live there.



Dave Gordon briefs Ottawa's Nan Griffiths on "local colour".

advantages). Each member of the five design teams is an experienced professional familiar with working in the development environment that is dictated by strict budgets, design guidelines, and tricky approval processes. Being involved in a charrette is a chance to step back and recall why one gets

Some of the participants said that being a member of a charrette team was reminiscent of working on projects in college where you're compelled to defend what you believe. Each team of five people met, usually for the first time, on Wednesday night. After helicopter tours, van tours, and walking tours of the waterfront and briefing sessions by members of the community, the teams were set to work by Thursday evening with the task of creating a compelling design for their waterfront study area for the benefit of the local community. But what constitutes a "good" environment? How best to enhance the community's

physical/visual/psychological connection to the waterfront? Should the water's edge be hard or soft? or both? where? Presenting one's beliefs and blending them with the beliefs four other team members to determine a single position for the team as a whole is a

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constructive process. Taking that position and blending it with the views of four other teams to create a single vision for the entire waterfront (by Friday night) is a challenging process. I

person's commitment to this event was due in part to their belief that Metro's waterfront is important to the region as a whole and that the Charrette might be a catalyst to encourage positive discussions

of the charrette process itself. I believe that those who witnessed those presentations and those who see the drawings in person or in the final report will be moved and compelled to care about what happens to *their* waterfront.

The extent of this caring will define the success of the Toronto Waterfront Charrette. Making people care is what makes the work worthwhile.

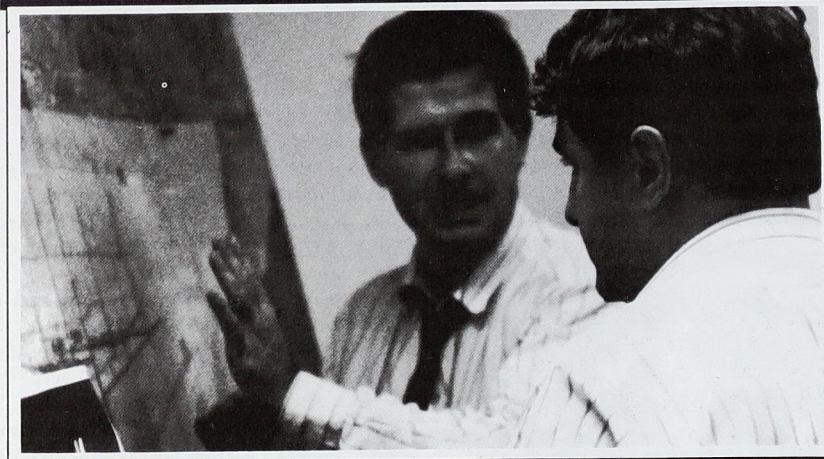
*Laura Taylor is a master's student in urban design at the Faculty of Environmental Studies, York University.*

## SUMMARY: REPORT FROM THE CHARRETTE

One of the neighbourhood representatives stated our objectives simply:

"The waterfront should be green and clean and accessible".

As visitors to Toronto we are impressed by, among other things, a marvellous transit system that structures development and a superb park system. That park system is to us particularly interesting. River valleys are essential



*Joan (pronounced Warn) Busquets from Barcelona makes a point. He was also voted "best dressed" team member.*

think that each team member is regenerated and rejuvenated by participating in these processes by being forced to analyze why they plan and why they design and why they *think* like they do....something which may not be demanded of people in the day-to-day struggle to complete projects on-time and on-budget.

For the members of the steering committee, planning the Charrette was an organizational feat as these events tend to be. Months of meetings, phone calls, letters, phone calls, memos, and phone calls culminates in the final Wednesday night meeting before the Charrette when the inevitable question is asked, "Can anyone think of *anything* that we forgot?" Silence.

By the time the Charrette begins, the committee members know where they should be at what time and what they have to do when they get there. Each event—the Opening Reception, site tours, Roundtables, agency presentations, the Urban Waterfront Symposium—has been thought through countless times and each event weathers its immediate emergencies and makes way for the next.

Each committee member became involved in planning the Charrette because they were involved in the organization of a similar event or events previously and found it to be rewarding for a variety of individual reasons. Each

among the people of Metro and in turn effect positive planning, policy, and change.

The magical day arrived on Sunday



*No shortage of information in intensive sessions.*

(after a very intense workday on Saturday) with the final press conference and presentations of the plans, designs, and schemes that each team envisaged for their area. When the lights went down and the drawings and illustrations flashed on the huge twin projection screens, the audience was quiet—each person evaluating the proposals and comparing them with their own personal dreams. Those drawings, as a vivid description of each team's visions, are very much the Charrette's legacy. They have an energy and a vitality that speaks

elements in that system. The rivers flow into the lake, but the river valley parks are cut off from the waterfront by artificial intrusions. These intrusions



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should disappear or be bridged. The waterfront, green from end to end, should be a continuous integral extension of the rest of the parks. We have paid particular attention to the Don River Valley, and its difficult connection to the lake.

"Cleaning" the waterfront, largely beyond our purview, is a regional environmental problem that will require regional solutions. This will take 10 to 20 years. But those changes in the waterfront that we, and others, foresee will also take 10 to 20 years. The "cleaning" and "greening" should go forward together.

The waterfront is man made, it is an "artifact", some of the waterfront which is most admired is landfill, and we believe that further landfill is desirable, to insure the greening of the waterfront. We make specific recommendations as to its extent and location. We recognize that past landfill has not been "clean"; that must be corrected before landfilling continues.

We believe it to be inevitable, and desirable, that in the future many more people will live close to the waterfront. That private development will exist partly because of public investments in the waterfront, and the public should act to protect what it has created. Social equity should be insured; a mix of income groups is essential. Private buildings should not block public access to the waterfront, visually or physically. Specifically, and among other things, buildings should not be built "broad side" to the lake; medium rise buildings reaching towards the lake are best. Tall buildings are acceptable, if widely spaced

and located at points of emphasis. There are lessons to be learned, both positive and negative, from the buildings along Queen's Quay.

The important thing about the Toronto Waterfront is that there is a city behind it but access to the waterfront is difficult everywhere. The

directions along the waterfront.

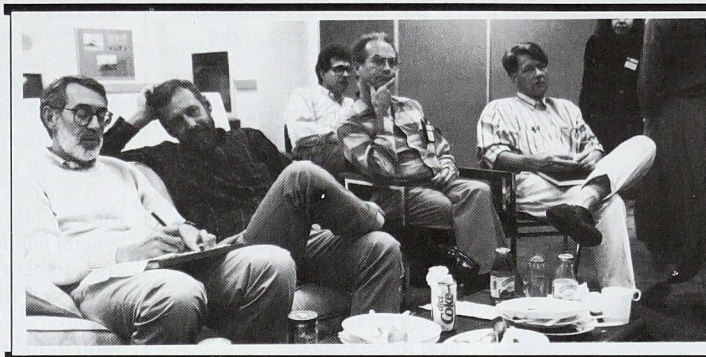
Most great cities have one or more great central places. We see Toronto's central place as spectacular: the "harbour-piazza", framed by the quays, the Islands and the industrial waterfront.

Beyond the harbour the "spit" is a natural sanctuary that needs special protection. We take it as "given" that between the harbour and the city centre the Gardiner Expressway must disappear. Diagrammatically, we suggest that the present arrangement of the Gardiner and Lakeshore Drive be turned upside-down, that the Gardiner be depressed below a broad, at-grade, tree-lined avenue that is a ceremonial entrance to both the city centre and the waterfront.

Replacing the Gardiner will require a large public investment. This should be matched by the quality of the private investment around it. Both public and private investment should be guided by an urban design plan; this work aims to be a first approximation of such a plan. Planning the future of the Gardiner and the area around it should be tackled immediately. It is already late in the game.

We hope that our drawings and observations contain some fresh insights. But they are mostly a mixture of local ideas, some of them longstanding, that we believe deserve more attention. For the cities and the region this is a time to stand back and assess past failures and successes. But that assessment should not be prolonged. We hope that an agency and a process is soon created that can make plans and assemble the monies to implement them, which will be responsible for the waterfront from west of Etobicoke to east of Scarborough, and which will be responsible to the variety of local interests for which the waterfront exists. The tensions between these two objectives will not surprise citizens of a democratic society.

We appreciate our opportunity to share in the speculation on Toronto's future.



Looking for consensus: team leaders meet to discuss progress.

city, west of the Don River is cut off by railroads and expressways, east of the Beaches it is cut off by steep bluffs. The Etobicoke waterfront is interrupted by public marinas and private properties; both access and continuity must be sought by a variety of devices. Exhibition Place, a special waterfront asset, has special problems; connection to the city behind it should be an essential aspect of future development. In Scarborough, lack of access in the past can be turned into an asset; a narrow continuous park at the foot of the Bluffs should be accessible primarily from the immediate neighbourhoods, and by people on foot or bicycle.

The neighbourhoods along the waterfront should be a "normal" part of each city. To the greatest extent possible the "urban fabric" should extend close to the shore; there should be a broad mix of useful facilities and employment opportunities.

The Transit Commission should anticipate light rail transit in both

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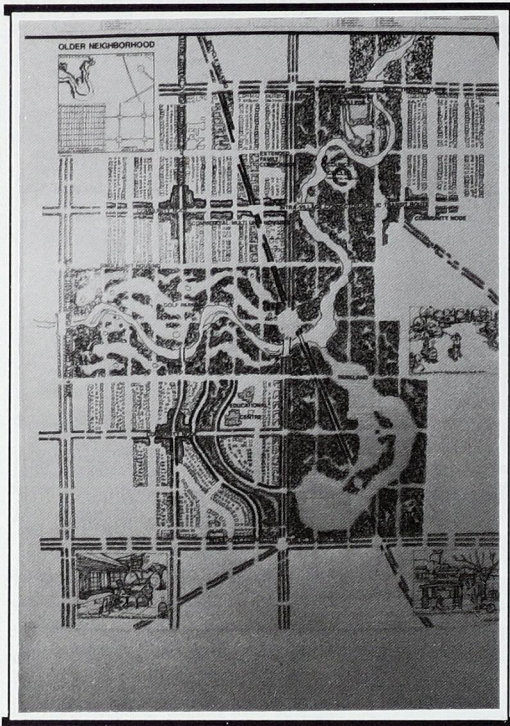


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*The Suburban Edge*

**JIRI SKOPEK WINS HONOURABLE MENTION IN MILWAUKEE**

The School of Architecture and Urban Planning at the University of Milwaukee combined with the International Union of Architects to organize the International Cities Design Competition. Toronto architect and planner Jiri Skopek and his colleague Dennis Winters were awarded an Honourable Mention during an awards ceremony held in September.

The object of the competition was to create visions of the City of the Future. Skopek says that the intent of their submission was to provide a 30-year scenario for Milwaukee which would serve as a prototype for industrial cities coping with their industrial heritage.

**HRH THE PRINCE OF WALES: A VISION OF BRITAIN**

Prince Charles writes, "My chief object has been to try and create discussion about the design of the built environment; to rekindle an alert awareness of our surroundings; inspire a desire to observe; but, most of all, to challenge the fashionable theories of a professional establishment which has made the layman feel he has no legitimate opinions."

The great value of a book such as this is the possibility that it will stimulate the general public to begin to look at their environment more critically. The Prince of Wales is the ideal person to do that in Britain. Tom Wolfe had a go in the U.S. Who would succeed in Canada? Other than Stephen Lewis there seem to be few people whose views would be accorded any respect.

Regular readers of this occasional column will note that the Journal has often complained about the paucity of public debate about our built environment. In the past we have blamed the media for ignoring an important subject, particularly through their refusal to match the standards set by serious British and American newspapers which employ qualified critics in specialist areas. Perhaps we should also start to question the way we (planners, architects, urban designers, etc.) handle our communication with the public. Urban design competitions held in a few municipalities go some way to stimulate debate in a non-adversarial setting. Public lecture series are another important tool (see the calendar note regarding the Toronto Urban Studies Sunday series). If you think that the OPPI should take a lead in organizing debate about the built environment — or any other planning-related subjects — write in and let us know.

G.M.



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## "LOOK IN THE MIRROR: PEOPLE HAVE A RESPONSIBILITY TO PARTICIPATE!"

**T**hat provocative statement by one of the presenters at the Press Conference that concluded the Waterfront Charrette sums up in a single line what the Charrette was all about.

Although the organizational emphasis inevitably rested on the dozens of professionals who came from Europe and North America to offer their ideas, the true beneficiaries of the Charrette are the hundreds of local participants who were acting as resource people and representatives of community groups, private interests and government agencies.

"Visions need to be articulated — and we've tried to do that — but by themselves, these ideas are useless," commented one Charrette team member to a group of local observers. "There's no point in tossing ideas back and forth. There has to be the initiative to implement them and that means there has to be the political will to act ... That puts the ball back in *your* court. Look in the mirror. You people have the responsibility to

participate in your local processes. If we've managed to get you collectively excited about the possibilities, then I feel we've done our job."

By stirring up the reactions of people to their waterfront, the teams sought to serve up a mixture of "romantic notions" combined with practical solutions. And by demonstrating our ability to initiate and organize major events, to work cooperatively with the OAA and the OALA, as well as to attract the interest of planning and design professionals from around the globe, OPPI has taken an important step down the road to enhancing the status of the Institute.

Joe Passonneau, F.A.I.A., stated in his closing remarks, "An insight from the inside ... to give credit where it's due ... this is the best run charrette I've ever been involved in." As co-chair of the Charrette, with Mark Hall, I want to place that accolade in perspective. This was a true team effort.

*Diana Jardine, Publisher*

## LETTERS

## CIP'S PAST PRESIDENT TAKES "REPORT CARD" IN STRIDE

The following letter is addressed to *Journal* columnist Tony Usher:

Dear Tony:

You have been known for your thoughtful and provocative articles in the OPPI *Journal* and interest in non-municipal-focused planning. In your latest article, "Report Card for OPPI", you stated that CIP continues to display a "municipal planning chauvinism" ... provocative, yes, thoughtful, well.

As a planner whose interest and work range across the rural/northern community, resource and municipal spectrum, I am pleased to report (one more time!) that CIP does have a very good passing grade in all of its efforts to break from the traditional mode of "municipal chauvinism". Let me convince you, as well.

Witness:

- the '89 CIP Conference which you graded on the basis of its brochure cover rather than its substance, and substance it had. Stephen Lewis' wrap-up challenge to our profession demonstrated his understanding that CIP has moved well beyond a narrow municipal focus.
- Plan Canada has taken an authoritative and wide-ranging view of planning in the past three years. Surely, Tony, you have examined their contents. To judge one issue of Plan Canada as representing all issues and to deny one issue to the

municipal focus is unrealistic and unworthy of our past.

- Tony, Tony, have you lost the broader perspective of planning? Have you, too, become "the Toronto consultant?" To say that Plan Canada will now reflect interests that extend to Winnipeg's Perimeter Highway is quite simply insulting to the editors, Plan Canada and CIP. You may be forgiven, however, assuming your opinion was committed in the narrow confines of the towers of your downtown. In Winnipeg, we can see the horizon!
- Come to the next CIP AGM (outside of Toronto) and listen to the list of projects. Surely the Healthy Communities Project, with its focus upon social, environmental, economic and physical health; the Commonwealth Association of Planners; Acid Rain statement; sustainable development initiative; cycling report; 88 Social Issues Conference; Shelter for the Homeless, to name a few, will persuade you otherwise.

But then, with a "D", we can only get better.

*David R. Witty, MCIP, Past President CIP*

## TONY USHER REPLIES:

Dave Witty's letter is fair comment, and it is unjust that he should have the burden of responding to my column. Dave is highly regarded for his experience and expertise in nonmunicipal planning, and perhaps I should have given CIP an A for electing

him president.

However, I would like to answer one point. My comments on Plan Canada were clearly directed at the first (January 1989) issue of the magazine published by the University of Winnipeg, Institute of Urban Studies. Both explicitly in its introductory articles and implicitly in the rest of its content, this issue set the direction to be followed under the Institute's editorship over the next three years, and I stand by my comments as a fair criticism of that direction. I was not criticizing Plan Canada for all time past and future, and I hope that the current editors prove me wrong about Plan Canada present. On the evidence so far, I'm not yet ready to eat crow (the excellent March 1989 issue on rural planning was a product of the previous Curry & Curry editorship and the University of Guelph).

## MORE CRITICAL ANALYSIS CALLED FOR

The article on Robbie and the Dome left me with the same slightly uncomfortable feeling I experienced when I read the piece some months ago on Canary Wharf in London. Neither gave any hint that serious questions have been raised about the project from a planning standpoint (and at least in the latter case, in terms of urban design as well). The *Journal* is, after all, a planning publication, and it seems to me important to maintain a

critical (which isn't the same as negative) planning perspective in stories about architects and developers, no matter how eminent. If we don't do it we can hardly

expect anyone else to.

On another subject entirely, while I seldom disagree with Tony Usher, I did feel that his "report card" was a bit unfair to

CIP in neglecting some laudable initiatives, notably the "Healthy Cities" project.

*Nigel Richardson*

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### HOW COULD OPPI ALLOW METRO TO CONSIDER A NON-MEMBER AS COMMISSIONER?

Metro has just announced the appointment of John Gartner as Commissioner of Planning for Metro. As noted in the press announcement, John is a member of CIP/OPPI. If the scenario envisaged by Colin Vaughan in his September article, "A Planner in the Works" (Globe and Mail supplement), had come to pass, though, things might have been different.

According to the article, one Metro politician has proposed hiring a planner from Spain. Another has suggested hiring an engineer. When asked whether Canadian planners might object to an outsider being hired, the OPPI dithered: "No formal position," they said.

It is totally unacceptable that 1) the largest and most influential metropolitan area in Canada could contemplate hiring a non-CIP member as its commissioner, and 2) CIP/OPPI did nothing when that was a possibility.

It is unacceptable because the Commissioner is the key to ensuring sensible handling of land use control and development. Without professional direction, from where will the municipality receive the good planning criteria to guide its growth or mould its future directions? Can anybody off the street give competent, professional planning evidence before the OMB on behalf of their municipality?

What message does it convey to young planners, who have taken the required courses, or to others who have gone through their supervised professional practice, when non-planners are seriously considered as commissioner? Will the non-planner support and enhance the professional development of his/her colleagues when he/she did not need them to be appointed? The evidence suggest not. What message does it convey to the world about the skills and the status of a professional planner? Is a non-lawyer appointed as city solicitor? Or a non-engineer as city engineer? The, why can a stranger to whom a politician has taken a sudden liking even be considered as commissioner?

What does it say of profession and of a professional institute that would allow such thing to happen?

*John Winter, MCIP, AICP, CMC PLE*



# VIA RAIL: A BRIGHTER FUTURE?

by David Kriger

**T**he drastic cuts in VIA Rail's service were widely seen as the beginning of the end of Canada's passenger trains. But VIA's situation — high subsidies, high operating costs, and a high political exposure — made the cuts inevitable. In fact, a pared-down VIA could have a bright future, though only if the right things happen. Here's how:

1. Allow VIA to serve its appropriate markets. Largely, these appear to be the tourist market (e.g. through the Rockies) and the short-distance intercity traveller (mainly, in the Windsor-Quebec City Corridor). VIA should not be the main link to isolated rural communities. Most have other, better used means of access. Surely, broader community needs would be served more effectively in the long run with new or upgraded highways and air strips.

2. Tailor service around the traveller's complete trip needs — not just the portion made by rail. The tourist's rail trip is essentially a land-based cruise through the mountains or the Maritimes. It must be looked at in terms of the complete package, including first class comforts and service (=new rail cars), meals, connections with other modes (mainly airlines), hotels, resorts, and so on. Proposals to do just this are being put together by Canadian tour operators.

3. Maximize private sector operation of Canada's passenger trains. This fosters expertise gained in the marketplace —

surely the tour operator knows best how to cater to tourists. It also can increase accountability, in that politically-inspired service is minimized. Privately-run transportation operations are becoming increasingly common in the western world; unions are still very much part of the picture but under conditions more in tune with today's realities.

4. Put the Windsor-Quebec City Corridor service on its own right of way. This is an old idea, but one whose time finally may have arrived. The short

**The drastic cuts in VIA Rail's service were widely seen as the beginning of the end of Canada's passenger trains. But VIA's situation — high subsidies, high operating costs, and a high political exposure — made the cuts inevitable. In fact, a pared-down VIA could have a bright future, though only if the right things happen.**

distance intercity market is a natural for VIA. Under the right conditions, it can provide a viable alternative to congested airways and highways. VIA's LRC trains already provide comfortable service on Corridor routes, but operating speeds are limited by interference from other trains and at grade crossings. Having its own, grade-separated track is a critical factor in maintaining competitive speeds. There

appears to be interest from the private sector to build and run this type of service, though right now, it's a wait-and-see situation. (The government seems to have left the door open on this

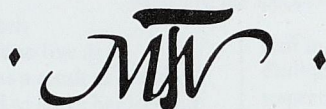
one.)

An exclusive right of way permits innovations not otherwise feasible. For instance, modernized train operating procedures could reduce labour costs. The exclusive right of way maximizes train control, which in turn optimizes the movement and number of trains using the tracks. This would support high-frequency service. The whole system also could provide an international showcase for Canadian technology, much as the TGV is doing for France.

5. Provide service with the aim of filling appropriate market niches. The Ontario government's proposal to fill gaps in Toronto-area service with GO trains is quite appropriate; it reflects the reality that Toronto's commuted now covers a huge part of south-central Ontario. The passenger gains both with schedules that are more in tune to travel (commuting) needs, and by access to the discounted GO/TTC transit pass. It may be, in the end, that an interchangeable ticket would allow a passenger to transfer from an intercity train, to a commuter train, to a subway — as is done in Britain. Certainly, tailoring the appropriate service to the appropriate operators is a start in this direction.

6. Maximize connectivity between modes. Intercity modes — rail, bus, airplanes, autos — have to be considered less as head to head competitors, and more in terms of filling niches in the marketplace. Connectivity also applies to complementary modes, such as intercity rail and local transit. For instance:

- VIA stations in Toronto and Ottawa



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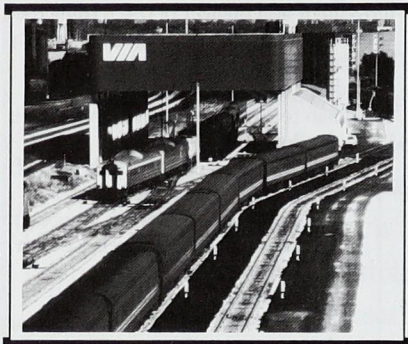
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(and Montreal) are accessible by rapid transit. A TTC pass holder might be offered a discounted visitor's pass on Ottawa's bus system, upon presentation of a valid VIA ticket.

- Toronto's Union Station also serves as the hub of the GO and TTC networks. Means of better integrating the station's intercity (VIA), regional (GO) and local (TTC) transportation functions currently are being studied.

- Travellers from eastern Ontario (including Ottawa) often drive to Montreal's Dorval Airport to make their air



Mamett

connections. All trains into Montreal from Ontario must stop at the suburban Dorval station. The airport can be seen from the station. A free shuttle bus connection between the two could help tap the plane/train market. (Amtrak does this at Baltimore's international airport, which lies quite close to the heavily travelled Washington-New York-Boston rail corridor.)

7. Play down the non-transportation roles attributed to VIA. The media focus on the romantic notion of passenger trains as the cement that binds our communities together is somewhat misplaced. The key notion of rail transportation as environmentally efficient is valid only if the trains are full and if enough travellers are drawn off the roads and the airlines. (A high-speed alternative to auto and air travel in the Corridor could do the trick. The acceleration and deceleration profiles required to sustain these speeds, in turn, are best served by "clean" electrical power.)

The real long term value of a passenger

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rail service is that it provides viable alternatives to other modes of intercity travel. VIA still has the potential to grab a significant share of the market — but only under the right conditions.

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

ONTARIO MUNICIPAL BOARD

## GROUP HOME IN SAULT STE. MARIE

by Pierre Beekmans

In 1984, the City of Sault Ste. Marie liberalized its zoning with respect to group homes in accordance with the advice of the Ministry of Correctional Services. By-law 84-40 permitted group homes in all residential zones. The term "Group Residence" was used to describe a facility for more than 8 residents and it was restricted to higher density areas.

In 1986, a building permit application to establish a correctional group home in a large residence was denied on the grounds that the proposed facility for people serving court sentences was not a group home. On appeal by the applicant, Ray Dawson, this decision was supported by the Ontario District Court.

Following that court decision, the council adopted By-law 87-96 which allowed correctional group homes in all residential and institutional zones and correctional group residences in institutional and higher density residential zones. One homeowner, a man living next to the subject site, appealed the by-law but later withdrew his appeal. When council

learned that the reason for the withdrawal was an agreement between the appellant and the Ministry of Correctional Services, guaranteeing that no correctional facility would be established in his part of town, it re-considered By-law 87-96. The Province was not following its own normalization policy; feeling betrayed, council repealed the by-law.

By-law 87-137 was passed instead. It excluded correctional group homes and residences from all zones. Proposals to establish these uses would be subject to rezoning. Group homes and group residences continued to be treated as in By-law 84-80. This by-law was appealed by Mr. Dawson.

At the hearing, after listening to the evidence, the Board concluded that the municipal council had acted in a very responsible manner and had done nothing untoward. The appeal was dismissed on February 1, 1989.

*Source: Decision of the Ontario Municipal Board  
 By-law 87-137; 441 Laurier Ave.  
 File: R880357*

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## SHARED LIVES, SHARED EXPERIENCES: A CASE STUDY OF A HOME SHARING MATCH

by Sarah Boyd

**F**or many planners, Ontario's Home Sharing program is perhaps best known for its small, yet significant role in residential intensification. For the clients who use the service, home sharing can prove beneficial in helping them find compatible housemates, and in so doing, improve their quality of life.

As readers will remember from a previous article, "A Review of Ontario's Home Sharing Program" in the May/June 1989 edition of the Journal, the Province along with numerous municipalities co-fund Home Sharing services in 17 locations throughout Ontario (two new services have begun since the last article). This unique service provides intensive interviewing, screening and housing counselling in order to successfully match together people to share accommodation.

This article outlines the steps in the match-making process by highlighting a case study of an on-going home sharing match.

The Phillips family matched with Marlene Johnson in Kitchener, Ontario, epitomize the kind of success story which can be realized through the Home Sharing program.

Marlene, a homeless senior in the process of recovering from a stroke, was desperately searching for a place to live at a reasonable price. As a result of the stroke, she had been forced to leave her job and give up her long-time hobby as a professional roller skating coach. Subsequently, she was evicted from her townhouse, as her landlord felt that she could no longer pay the rent. Fortunately, through a referral from a Ministry of Community and Social Services staff person, Marlene got in touch with

Homeshare Waterloo Region. This referral was to dramatically change her life for the better.

After a thorough screening and interviewing process, Marlene was introduced to Beverley and George Phillips and their daughter, Colleen. Mr. and Mrs. Phillips are a busy, professional couple who run a trucking business which takes them to Florida, often for weeks at a time. They needed a home sharer who could supervise their energetic teenage daughter, and mind their home and pets while they were out of town. Other attempts at finding a suitable person to share their home had failed, for one reason or another.

The match, arranged by Homeshare

the rest of the house. She pays approximately \$200 per month rent.

Through follow-up procedures, Homeshare Waterloo staff have been able to keep track of happenings in the Phillips-Johnson match. Marlene has enriched the Phillips' lives with her various talents, especially in roller skating instruction. Since joining the household, Marlene has inspired teenager Colleen's interest in roller skating. Between Marlene's excellent coaching skills and Colleen's natural talent for athletics, they have won numerous provincial and national championships.

Although suffering another stroke, even more devastating than the first, Marlene has managed to rekindle her

strength and adjust to her new circumstances. According to Marlene, the progress she has made to date has been facilitated largely by the support and encouragement provided by the Phillips family.

The unique features of this particular home sharing situation reveal the care that Homeshare staff took in matching the special needs of all individuals involved. It is unlikely that the Phillips and Marlene would have come together without Home Sharing services. Other means, such as a housing registry, or a

classified ad in the newspaper, do not supply the care and attention to detail that Home Sharing staff provide. Although home sharing is not the answer for everyone with the need for affordable housing, the many inherent benefits of shared living have already made it a popular housing option for thousands of people in Ontario.

*Sarah Boyd is with the Ministry of Housing.*



*Matching the special needs of individuals is part of the Homeshare service*

staff in October, 1987, has allowed the Phillips and Marlene to resolve their respective difficulties. The Phillips have been successful in finding a compatible person to share their home and watch over things while they are away, and Marlene has found a home with a supportive family at an affordable price.

Marlene has a comfortable bed sitting room and bathroom in the Phillips' renovated basement, as well as full use of

## BRIGHT LIGHTS

by Tony Usher

**I**n the gloom of planning in world-class Ontario, some bright lights.

The State of Victoria, Australia has a Department of Planning and Environment. Do they understand something about planning that we don't?

The selfsame State of Victoria has adopted a draft strategy to cut carbon dioxide emissions by 20% by 2005, in accordance with the target urged by a 1988 Toronto conference on the greenhouse effect. Like Ontario in Canada, Victoria is a rich, populous, metropolitan, and environmentally leading-edge Australian state. Canada's energy ministers, including Ontario's, recently met to consider the Toronto target, and backed away from it. It's apparently too much to ask Ontarians to actually give something up. Of course, when the ocean rises, we'll lose only Moosonee and Fort Albany.

Michael Valpy, after getting off to an uncertain start as the Globe and Mail's new urban affairs columnist, has hit his stride. Through much of August and September, his columns on planning and development in Ontario spoke truths that planners and politicians don't want to hear. For excellence in communications in planning, and for speaking out when most planners are staying silent, Valpy deserves an honorary OPPI membership.

Thanks to a suggestion in one of Valpy's recent columns, I discovered a long but rewarding article by Tony Hiss in the New Yorker magazine (August 21 and 28) that should be required reading for all Ontario planners. Hiss starts by describing what remains of the "working

[rural] landscape" of New York and environs, giving us a sobering glimpse of the Toronto area of 20 or 30 years hence if things don't change. However, he does more than lament the past, and he certainly doesn't write off the future. He tells us why we need to maintain rural and natural landscapes and connections in the urban fabric, and reviews numerous examples from the U.S. and Europe of how landscape is being protected and maintained in both urban and rural settings. Most of these examples involve methods other than outright purchase, which most Ontario planners and politicians think is the only alternative to doing nothing, though it is often sterile and self-destructing.

• • •

"Sustainable development": words that all politicians now love to mouth, words that unlock government coffers, words that mesmerize the media. Why?

The phrase was popularized by the 1987 World Commission on Environment and Development. The report of this United Nations commission, chaired by Norwegian Prime Minister Gro Harlem Brundtland, has become one of those authorities that everyone refers to, most misunderstand, and few have actually read. Many of you will be surprised to learn that Brundtland deals mainly with how to relieve Third World misery while maintaining a sustainable environment. Brundtland may not have all the answers, but if there is any hope for the poor nations of this earth, it is through economic growth within acceptable limits rather than no growth and perpetual, deepening poverty.

But what does sustainable development mean for the rich nations? Even Brundtland tiptoes around this subject out of deference to the 21 nations, including Canada, represented on the Commission. However, it is clear that the report advocates growth for developing countries and restraint for the developed ones. Its message for a country like Canada is: don't grow and consume less overall; distribute any population growth to peripheral areas and economic growth among the poor; help poor countries

more. Brundtland's bottom line is that the rich must make room for the poor to grow, so that we can approach economic equity without destroying the planet.

Canadians just don't want to hear this message. In its widely distributed 1987 report, the National Task Force on Environment and Economy cited Brundtland as inspiration, claiming the World Commission's support for the principle that "ensuring environmentally sound and sustainable economic development requires . . . continued economic growth" in Canada as elsewhere. Our politicians and planners alike are convinced that sustainable development means continued growth, just like the National Task Force said.

A perfect example is the Ontario Government report, "Reforming our Land Use and Development System", that came to light in mid-September. First reports indicate that this document advocates replacing all existing planning law with a Sustainable Development Act in order to fast-track development approvals and facilitate growth in a part of the world which would be at the absolute bottom of Brundtland's priority list. Even more amusing — a slip of the pen or a clever ploy? — the report advocates replacing our "protectionist" perspective with a "sustained development" one.

"Sustainable development": say it often enough, and it sounds like whatever we want it to mean, as reassuring as apple pie. No wonder we love it so.

*Tony Usher is a Toronto based consultant specializing in resource, recreation and tourism planning*

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## EVALUATION OF PROPERTY VALUE IMPACTS: NON-PROFIT HOUSING CASE STUDY

by Vanine Yee

One of the fears often raised by residents of a neighbourhood where non-profit housing is being planned is that their properties will decrease in value once this type of housing is built. It is important that public decision-makers and planners know what the true impacts are of non-profit housing on property values when addressing neighbourhood concerns about this issue.

In response to these concerns, the Ontario Ministry of Housing commissioned Ekos Research Associates of Ottawa to conduct a study on the impact of non-profit housing on property values. The study, which was recently released by the Ministry of Housing, found no evidence that non-profit housing causes surrounding properties to decrease in value.

Ekos surveyed 51 non-profit housing developments of various types and sizes in North Bay, Ottawa and Metropolitan Toronto. The selling prices of homes surrounding a non-profit housing development (treatment group) were compared with the selling prices of a matched group of houses not having a non-profit housing development (control group) during the period 1980-1988. The researchers also compared average property values before and after the non-profit project was built. In addition, a questionnaire was distributed to residents in both groups to survey their perceptions of non-profit housing.

#### Findings

The accompanying table presents the basic data. The average selling price of a property near a non-profit project (treatment group) went from

\$65,786 before a project was developed to an average of \$66,663 after the development of a project. These sale prices were translated into constant 1981 dollars (adjusting for inflation) to provide an accurate relative measure of the impact of non-profit housing on property values. The data indicates that there was no significant difference in average selling prices before and after the projects' introduction in a neighbourhood.

In terms of market areas, there are minimal changes between the values of properties sold before and after the development of non-profit housing projects in both treatment and control groups in Metropolitan Toronto and North Bay. However, in Ottawa, property values in the treatment group rose an average of \$8,883 (14%) and an average of \$5,807 (9%) in the control group. While this finding may suggest that non-profit housing has a positive impact on property values in Ottawa, the data is not statistically significant.

To survey neighbourhood perceptions of non-profit housing, a total of 1,808 questionnaires were distributed in both the treatment and control areas. The total number of questionnaires returned was 381 or a response rate of 21%.

The questionnaire surveyed residents' satisfaction with the neighbourhood; acceptance of non-profit housing; perceived impacts of non-profit housing and satisfaction with the public consultation process.

In regards to neighbourhood satisfaction, there were significant differences in satisfaction with the availability of parking, level of street noise and overall satisfaction between the treatment and control groups. A larger proportion of residents in the

control group reported satisfaction with these neighbourhood characteristics than those in the treatment group.

In asking residents to rate their acceptance of non-profit housing, the majority (62.9%) agreed that non-profit housing is a good idea and is needed. However, only one-third of the respondents indicated that they would be willing to accept more non-profit housing in their neighbourhood. There were no statistically significant differences in the acceptance of non-profit housing between residents in the treatment and control groups or between cities. Acceptance of non-profit housing is much higher among renters (73.4%) than homeowners (22.6%).

Factors which would increase residents' acceptance of non-profit housing included respecting the privacy of adjacent lots and limiting the number of projects in each neighbourhood. While the availability of adequate parking was perceived as the least satisfactory neighbourhood factor, this factor was highly rated as a factor in increasing residents' acceptance of non-profit housing.

Approximately 60% of respondents perceived the impact of non-profit housing on property values to be negative. However, only 35% stated that the presence of non-profit housing had a negative effect on their decision to purchase their dwelling. About 60% of residents who lived in the neighbourhood prior to the development of non-profit housing reported dissatisfaction with the public consultation process and felt that they were not given adequate notification and information regarding a project. Even though residents were dissatisfied



with the public consultation process, only 36% reported that the provision of better information would increase their acceptance of non-profit housing while 44% reported that this would not increase their acceptance.

### Conclusion

The evidence and statistical tests indicate that non-profit housing had no overall negative impact on property values. This conclusion holds true regardless of market area. Residents' fears of non-profit housing causing a drop in property values are unsupported by the data. However, as Ekos concludes in their report, these perceptions can and will persist.

The report is a helpful reference for planners working for municipalities or the private sector who are often in the position of addressing concerns from local politicians or residents regarding the impact of a proposed non-profit housing development in their community. The report is also useful as evidence at Ontario Municipal Board hearings involving non-profit projects.

"Evaluation of Property Value Impacts: Non-Profit Housing" is the first study in Canada that examines the impact of non-profit housing on residential property values. Copies of the report in English and French may be obtained from the Ministry of Housing, Communications Branch, 777 Bay Street, 17th floor, Toronto, Ontario M5G 2E5, (416-585-7041). Questions about the study and its findings should be directed to Ms Vanine Yee of the Ministry's Housing Advocacy Task Force (416-585-4234).

*In the next issue, the methodology used in the study will be discussed in more detail.*

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### THANKS MIKE !

The Toronto development community owes federal finance minister Michael Wilson a vote of thanks for helping make Toronto the focus of World Property's cover story in June. The story, entitled "TORONTO TAXED", was about the

negative impact of the federal capital tax which shifts taxes from earnings to ownership, and which is viewed as particularly onerous on companies owning extensive properties. Ironically, the article is quite short and not really worthy of a cover splash. Can't wait 'til they hear about the corporate concentration tax.

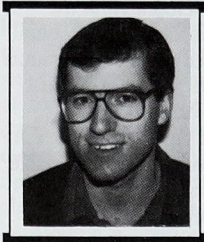
### OIDC ANNUAL JOURNAL WORTH READING

The annual journal of the Ontario Industrial Development Council contains some interesting reading. A number of the articles are contributed by planners or economic developers trained as planners. Ken Whiteford, planning commissioner of Oxford County, writes about "Genesis and Garbage", for example. Contact: Diane Moore at (519) 255-7790.

## PLANNING TO HOST THE 1996 OLYMPICS: ISSUES AND OPPORTUNITIES IN MELBOURNE AND TORONTO

by Peter Robbins

This is the second of two articles comparing Melbourne and Toronto.



Peter Robbins

Toronto's bid to host the 1996 Olympic Games has received a lot of critical press recently. It is very easy to get lost in all the rhetoric that has been discussed over who will really benefit if Toronto's candidacy succeeds.

Some 17,000 km away in Melbourne, the main issue is not who will benefit, but how can the City best realize the tremendous redevelopment opportunities of the City's west end which the Olympics bid has helped stimulate.

Two reasons help explain this difference. First, despite the fact that Toronto has been planning its Olympic bid for over three years now, the choice of sites for its venues has lacked certainty. Plans for the location of the main athletes' village, in particular, have changed a number of times. Indeed, Toronto Olympic officials have admitted that there is every indication that further changes to the bid will be made in the future. In contrast, the location of the main facilities in Melbourne was established and set at a very early stage.

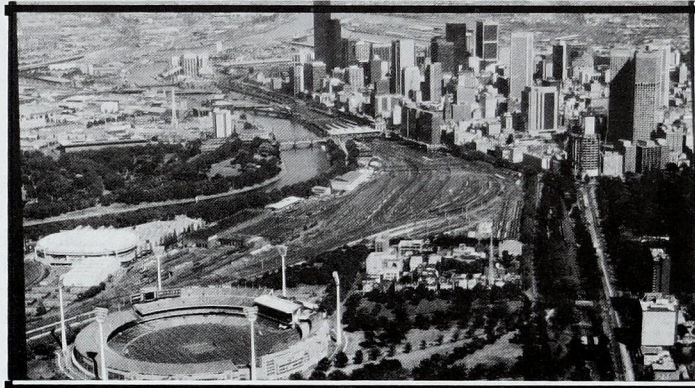
Second, there is a major difference in the way that Melbourne and Toronto have each approached their bids. Whereas Melbourne developed and continues to maintain its bid on the basis of broad community support and involvement, Toronto's bid, until recently, has been perceived to be both corporately driven and too remote from the public interest. Although Olympic officials say that there will be "plenty of time for process" and public involvement, it is clear that up to now many opportunities for open

participation have been missed.

In some respects, Melbourne was fortunate in that the public's initial attention and interest was caught by the fact that two other cities, Brisbane and Sydney, were also bidding for the Australian nomination. Toronto, on the other hand, never had to compete against another city for the Canadian Olympic nomination.

### Mega-Project Mania

Opponents to Toronto's bid argue that the City seems to be gripped with a "mega-project mania" — a reference to the SkyDome, Ballet-Opera House, the 1996 Olympics and Expo 2000. Not only is



Melbourne's Docklands Concept stresses integration with the existing city.

there an impression that the public have largely been shut out of the planning process, but valuable resources and energy are being used to pursue Olympic-related projects which appear remote from the current pressing concerns of the larger community — concerns which relate to the period of rapid growth which Toronto recently experienced. Ultimately, the key issue seems to boil down to what extent Toronto remains a liveable city.

A commonly held misconception in Toronto seems to be that hosting an Olympics or World's Fair would elevate the city to a previously unattainable "world-class" status. But this seems unlikely. To quote *Toronto Star* international columnist Richard Gwyn: "Clean streets and efficient

transportation and periodic international spectacles do not a world-class city make. Worldliness, I mean, in general, an international temper and texture to a city and in particular, the location there of international institutions, be these commercial and financial or cultural, academic, scientific, medical, athletic. Attract those and you attract the world. Absent those and you have a city that is world-class only to itself" (extract of speech given to the Cityplan '91 Forum, Toronto, May 1989).

What an "international spectacular" like the Olympics will most likely do for the host city, however, is increase tourism and international exposure (particularly of local arts and culture — the Olympics are, after all, not just the premier international sporting event but also a major arts and cultural festival), help forge a more united community spirit, create many short-term construction and service job opportunities, and leave a legacy of physical infrastructure improvements and new sporting and recreation facilities that would not necessarily be built in the short to medium term were it not for hosting the

Olympics.

### Planning Issues and Opportunities

One of the advantages of bidding for an

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Olympic Games, even though a city may not win the right to host them, is that it forces people and planning authorities to think more carefully about the future of their city and, in particular, the future land use and form of the city. One must be careful not to make short-term planning decisions that may prove detrimental in the long-term. If a city is to invest so much resources and energy into hosting an Olympics, it must ensure that it leaves a lasting legacy of public benefits for all the people. While this was not the case in Los Angeles in 1984, a number of significant public benefits could be derived in Melbourne or Toronto.

The City of Toronto's Commissioner of Planning and Development identified that the best way to achieve such a lasting legacy "is to ensure that the facilities and venues put forward as part of Toronto's bid meet two fundamental criteria: First, they should provide for the physical, environmental, social and cultural improvements which could otherwise be achieved only at great cost and difficulty over a much longer period of time. ... Second, the facilities and venues should enhance and extend the City's existing urban fabric in a logical and appropriate function, so that the City will not be left with isolated or incongruous developments which are inconsistent with its underlying form and natural growth patterns" (Report from the City of Toronto Committee of Heads Olympic Task Force, May 8, 1989).

Both are very valid criteria and are as equally applicable to Melbourne as they are to Toronto. The 1996 Olympics would have far reaching land-use implications in both cities, particularly affecting their relationship to the waterfront and future downtown development.

One of the main features of Melbourne's bid is its centrality. Ten of the 13 proposed venues, housing 18 of the 27 Olympic events, are to be located within five

kilometres of the Central Activities District (CAD). The Olympic Village is to be built on the existing docklands at the western end of the CAD, recently named Victoria Harbour. More than half of the \$2 billion to be spent on upgrading existing and constructing new facilities will be financed by the private sector.

The main focal point will once again be the Melbourne Cricket Ground (MCG), a 100,000 (soon to be upgraded to 110,000) seat stadium which was also used when Melbourne hosted the 1956 Olympics — the first and only time the Olympic Games have ever been held in the southern hemisphere.

Toronto's bid includes a total of 31 separate venues, nine of which are to be located outside of Metropolitan Toronto. A total of 10 new venues need to be constructed, including the proposed

village, the Bathurst-Spadina neighbourhood, is an area which has always been planned for predominantly medium density residential-commercial use. A total of around 3,100 housing units are proposed for the 14 hectare site, which is currently predominantly owned by CN Real Estate. Under the existing railway lands agreement with CN, a total of 4.45 hectares for housing would be conveyed in ownership to the City of Toronto.

In approving the Bathurst-Spadina neighbourhood for development as the athletes' village, the Toronto City Council recently voted in favour of all housing units being made "affordable" — a worthy goal but, one may ask, just how realistic? Although the lands to be vested in the City are intended to be developed for affordable housing, the existing agreement with CN allows them to sell their land at market

prices. Unless CN agree to renegotiate the agreement, which they apparently are not willing to do for fear of the City of Toronto seeking a lower commercial/retail component in the proposed Spadina Sub-Centre, the City or a higher level of government would have to acquire CN's land to meet the 100% affordability criterion. At current market rates, this could mean a multi-million dollar investment. Meanwhile, a large site mooted for redevelopment just west of the

Bathurst-Spadina neighbourhood, the Molson brewery, stands to become a main beneficiary from the accelerated development of the western end of the railway lands.

The other main Olympic village site is the proposed Ataratiri neighbourhood, where a total of 2,500 housing units are planned for the media village. Ultimately, around 12,000 people are intended to be accommodated in the neighbourhood. The housing agreement between the Province of Ontario and City of Toronto calls for a minimum of 60% of the housing to be affordable (35% to be socially assisted), with the remaining 40% to be rented or sold at market rates. Economic realities pertaining to the development of the site, which must first be cleared of any soil contaminated from its former industrial use, may preclude meeting a higher ratio of affordable housing.

Just as the location of the athletes' village in the Bathurst-Spadina neighbourhood would likely accelerate and provide certainty for the development of the western end of the railway lands, so too



*Bike path to Swan St. Bridge*

Olympic stadium, to be built on the existing site of the CNE Stadium in Exhibition Place. Unlike Melbourne, which proposes only one main Olympic village, Toronto has chosen three separate sites: the Bathurst-Spadina neighbourhood, at the western end of the railway lands (for athletes), the Ataratiri (formally St. Lawrence Square) development east of the downtown core (for officials and media), and the Downsview airport in North York (for athletes' families).

#### **Bathurst-Spadina and Ataratiri Developments**

It is interesting to note that the original preferred site of the Toronto Ontario Olympic Council (TOOC) for the main Toronto Olympic Village was not the railway lands, but the Cherry Beach site in the port industrial district. This site, however, caused much debate within the Toronto City Council about the loss of the City's industrial base, and so was eventually rejected.

The current proposed site of the athletes

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would the inclusion of the media village in Ataratiri. Moreover, however, the development of each site for Olympic-related purposes could see an advance infusion of government funding to help meet servicing and socially assisted housing costs which might not otherwise have been available.

#### Victoria Harbour Development

There are two important differences between Melbourne and Toronto relating to their respective Olympic Village sites: first, whereas just over half of the housing to be developed in the Bathurst-Spadina neighbourhood will be owned by the City of Toronto, nearly the entire Melbourne docklands site is already held in public ownership. Second, unlike the Bathurst-Spadina neighbourhood, which had already largely been committed for developing as housing, the proposed Melbourne Olympic Village is sited on a totally new area which had previously not been planned for residential development.

What the Olympics bid has done for Melbourne is build up a tremendous momentum for the development of the docklands. A dramatic transformation of the existing 150 hectare site, equal to almost half the size of the CAD, is proposed which will see the introduction of a major new residential, commercial, retail and tourist precinct. If it proceeds, and the Government has given every indication that it will regardless of whether Melbourne wins the Games bid, it will fundamentally shift the city's emphasis towards its western boundaries and the Yarra River. Much has been done recently to enhance the environs of the Yarra and to strengthen the city's links to the river. The opportunity exists to further consolidate this link and enhance its physical and recreation attraction.

The Olympic village, which is planned to accommodate up to 17,000 athletes and officials, will later be used for a combination of public housing, private

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rental and affordable owner-occupied units. While no exact figures for this allocation have been released, Victoria Harbour will effectively create a new inner residential suburb for Melbourne.

In order to generate feedback and ideas among the community for the future development of the area, the Victorian State Government released in August 1989, a discussion paper for public comment entitled "Melbourne's Docklands: A Strategic Planning Framework". Included in the paper is a proposal to extend the Collins Street commercial spine to the water, over the existing Spencer Street railway lines. The railway station itself would become a transport interchange, providing Melbourne with a long-needed central bus terminus. The discussion paper also suggests height limits on buildings in the waterfront area which it says should be of "human scale" and not overshadow the water. While the option of undergrounding the railways to enable at-grade extension of Collins Street was apparently investigated, this was found not to be feasible because of engineering, operational and financial constraints. In advancing this prognosis however, the State Government seems to have largely diluted the "City West" proposal, developed two years ago by a group of consultants, which involved moving the railway station to the north in its entirety so as to accommodate a full at-grade extension of the city grid.

#### Conclusion

It is clear from the preceding review and analysis that many differences, both in process and substance, exist between

Melbourne and Toronto's respective bids to host the 1996 Olympic Games. Unfortunately, Toronto's bid has been tainted by secrecy and, until recently, a lack of broad public involvement. Notwithstanding this, the potential exists for both cities to derive significant public benefits under the banner of the Olympic Games. This is perhaps more evident in Melbourne than in Toronto, where the Olympics bid has not only helped foster a resurgence of confidence in the future of the City, but acted as a catalyst for the proposed redevelopment of Melbourne's docklands.

*Peter Robbins is an urban planner from the City of Melbourne. He has just recently completed working on exchange with the City of Toronto Planning and Development Department.*

*The views expressed in this article are the author's and do not necessarily reflect either those of the City of Melbourne or the City of Toronto.*



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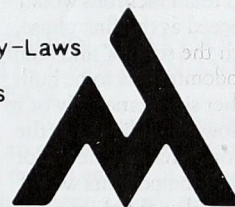
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## NORTHERN

### RAILWAY LANDS OFFER UNIQUE DEVELOPMENT OPPORTUNITY IN TIMMINS

The ONTC Railway Land Development in Timmins, Ontario is an ambitious and imaginative project planned by the Ontario Northland Transportation Commission (ONTC) and The Richardson Group, to be built on the ONTC downtown lands in the City of Timmins, Ontario. To be constructed in phases over a period of approximately five years, this multi-use project is intended to serve as a major focal point for the city.

The major feature components would be a large hotel and conference centre combined with an office and retail complex; two senior citizens' or family condominium apartment buildings which, depending upon the community's needs, would contain from 150 to 200 units; and two (or possibly three) major office buildings, which would be developed to accommodate various government and business needs.

It is intended that the hotel and conference centre as well as the private office and retail facilities would proceed as the first phase, with the seniors' and family condominiums to be built either simultaneously or to follow immediately as the second phase. The major office components would proceed as the third phase

when the various government needs are determined. The components would be interconnected to provide for climate controlled access from one building to another.

The estimated development cost of the project, as currently envisioned, would exceed \$75 million (in 1989 dollars) and would employ large numbers of local companies and tradespeople in its creation. Depending upon its eventual size, the project could accommodate over 1800 employees on a permanent basis.

The ONTC Railway Land Development will be a joint venture comprised of the Ontario Northland Transportation Commission, The Richardson Group (North Bay and Timmins) and Harrower Properties (Timmins).

Spokesmen for The Richardson Group point out that the proposal is in a preliminary phase and must await further feasibility studies of all of the proposed components before proceeding.

The major studies to be performed will include an economic and demographic review of the existing market with forecasts for future development, consumer and prospective tenant preference sampling, and design and engineering feasibility studies. The recommendations from these studies will be used to confirm and refine the proposed concepts.

In addition to its mandates in transportation and telecommunications, the Ontario Northland

Transportation Commission is committed to using its resources for commercial, industrial and tourism development throughout Northeastern Ontario.

*abridged by Jeff Celentano*

### NEW DISTRICT REPRESENTATIVE

Northern District representative Joe Sniezek chaired the semi-annual meeting for the Northern District held on September 22, 1989 in conjunction with the Northwestern Ontario Planning Conference, in Thunder Bay. Along with a variety of district business matters, the appointment of a new district representative was on the table. Mr. Robert Maddocks of Thunder Bay has agreed to take on this appointment for the next 2 year term. As one of his final district tasks, Joe administered a member survey on future program development. Our thanks to Joe of his efforts on behalf of the Northern members during his term of office.

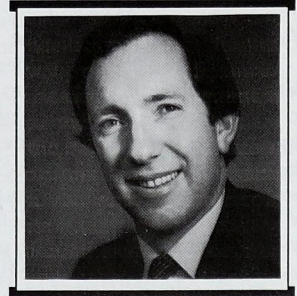


## CENTRAL

### JOHN FARROW APPOINTED CHAIRMAN OF SWISC

The interim CAO of the Solid Waste Interim Steering Committee (SWISC), formed to coordinate development of a long-term solid waste management system of the Greater Toronto Area (GTA), is John Farrow, the

Journal's management specialist. The Committee



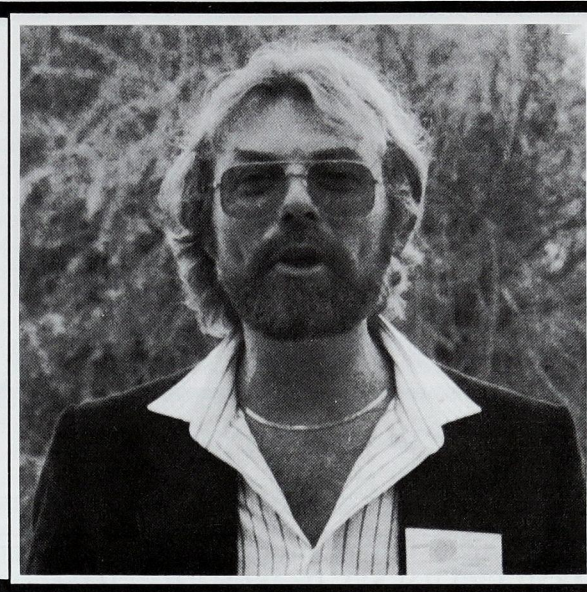
*John Farrow*

recently released its first status report to regional councils.

The report describes developments since the five Regional Chairmen in the GTA and the Province proposed last March 14 to take a comprehensive, GTA-wide approach for managing the more than four million tonnes of solid waste produced in the area each year.

The status report indicates that, in the intervening period, each regional council has discussed and debated the proposal and agreed to continue working towards a common solution to the solid waste crisis.

According to John Farrow, the debate at councils and the public discussion initiated by the Chairmen's proposal "have emphasized the importance of several elements of the initial thrust." The report states that the public discussion has underscored the need to ensure member council participation and decision-making at all key stages at each stage, and the need to ensure that management options and



John Gartner, new Metro Planning Commissioner

every reasonable alternative technology is examined.

To ensure that full consultations take place and that all reasonable options are considered, the status report says the SWISC has introduced a preliminary "Expressions of Interest" stage as part of the public tendering process for developing a solid waste management system to the GTA.

"The main purpose of the Expressions of Interest will be to identify the range of possible systems, system components, and host communities appropriate to the long-term system," said Farrow. "We believe this will allow greater scope for public consultation and will ensure that all interested proponents are able to put forward a full range of reasonable alternatives for a system or for components of the system."

The report also notes that

technical and managerial consulting firms, as well as a firm specializing in public consultation processes, have been retained to help develop this initiative.

In Farrow's estimate, most of the effort has gone into development of the working relationship of the GTA partners, securing financial commitments for on-going activities, and preliminary consideration of planning and system components.

**JOHN GARTNER APPOINTED METRO PLANNING COMMISSIONER**

Hamilton's loss. Metro's gain. John Gartner has been appointed as Metro's new Planning Commissioner, replacing John Bower who retired earlier this year.

John Gartner, who is well known to members of CIP/OPPI through his activities with the Institute over the years, was born and raised in Toronto and gained his first planning experience with the Metro Toronto Planning Board in the early seventies. Following that he worked for Coppers & Lybrand and held senior positions with Oshawa and Oakville before moving to Hamilton.

The Journal officially welcomed John back to Metro at a luncheon hosted (some say roasted) by his former employers (Coopers & Lybrand) at the beginning of November. Exclusive coverage of his plans for Metro has been promised.

**BUFFALO TRIPPERS SEE DIVERSITY, ARCHITECTURAL SPLENDOUR**

A bus load of Central District members enjoyed a whirlwind tour of Buffalo in September. The overall impression of downtown was that, compared to Toronto, Buffalo downtown is still



dead, despite vast sums spent to improve it. Landscape architect Debra Sankey was impressed with Buffalo's approach to assisted housing, which is well distributed throughout the community. Assistance with down-payments and flexible approaches to the taxation of improvements also scored high marks, in Sankey's view. Of particular value was the outstanding quality of individual buildings,

which seemed at odds with the reportedly low land values. The desire to attract industry is very strong, and the authorities are motivated to grant generous tax holidays for incoming firms. Many Ontario companies are considering relocating manufacturing plants to Buffalo because of its location (accessing the same markets as Toronto), very cheap land and very cheap labour. Great strides have also been taken to improve sections of the Buffalo waterfront. The trip organizers were voted high marks for their efforts.



SOUTHWESTERN

**KITCHENER AWARDS COMMISSION TO DESIGN NEW CITY HALL**

After the first national design competition since 1983, the City of Kitchener has chosen the Toronto firm of Kuwabara Payne McKenna Blumberg to design the new city hall. The proposal consists of a series of building parts that frame a civic square.

The Globe and Mail, reporting the award, noted that only one of the finalists for the competition was in business prior to 1987. The design is described as Modern Revival. Should go well with Octoberfest.

**LONDON — FAT CAT CITY GETS LEAN AND MEAN**

This is the intriguing title of an article about London in the fall edition of Challenges, a glossy mag

published by Industry, Trade and Technology. Much is made of the City's success in pursuing the concept of medical technology as the basis for the economic revitalization under way. According to London natives, however, the reports of poorly conceived retail developments downtown are entirely accurate. The deputy mayor calls Galleria London the "windowless wonder". What do London planners have to say to that?

Of great interest to the research community,

however, is the recently announced research park to be built just off-campus at the U of Western, focusing on bio-engineering. Sounds like there is lots of interesting material for articles for the Journal to be penned from the London area.

We're waiting!

**SOUTHWEST AGM A WELL ATTENDED EVENT**

The Southwestern AGM was held at Bayfield on the last week-end in September.



*The changing face of London*

STUDENTS

**STUDENT AGENDA: AN OPEN BOOK FOR STUDENT PARTICIPATION**

*by Stephen M. Van Dine*

**S**chool is in full swing around Ontario as students embark on new and interesting planning endeavors. I would first like to take this opportunity to welcome both new and returning students to another year of planning challenges.

I am the student representative on the Ontario Professional Planners Institute and will be representing all student planning concerns on the OPPI Executive. This Fall I will be travelling to each of the planning schools in Ontario with Canadian Institute of Planners Student Representative Mark Patry. The purpose of our tour is to bring students up to date on both OPPI and CIP activities and address any of the concerns fellow students may have with regards to the professional associations.

I have already had an opportunity to visit the School of Urban and Regional Planning at Queen's University. I am happy to report all is well, and I look forward to their increased participation in the coming months. I would also like to thank Queen's for their assistance in arranging my visit and especially their warm hospitality.

Christine Richards, from the University of Toronto, reports there are 17 new full time and three part-time planning students in the program this year. She says there are

also four newly created areas of specialization at the school. They include: Environmental Planning; Urban Planning and Development; Regional Economic Policy Planning; and Social Planning.

Ryerson's School of Urban and Regional Planning is celebrating its 20th anniversary this year. Laurie Bontinen reports orientation week was a huge success this fall, with 87 first year and 16 direct entries admitted into the program. Highlights of the week-long event included a planning tour of the City, a Toronto Blue Jays game,

and the annual Ryerson Parade and Picnic.

Laurie tells me Ryerson is looking forward to the upcoming annual Golden Bulldozer Challenge at Waterloo. She is convinced the trophy will stay in Toronto. I am sure Christine Lee may have something to say about that.

I can be reached at Ryerson's School of Urban and Regional Planning at 979-5165 or, if you are outside the 416 area code, you can leave a message toll free at the OPPI office at 1-800-668-1448.



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## A PRACTICAL PROGRAM FOR CHANGING ORGANIZATIONAL CULTURE

by John Farrow

"Well, what do we do about it?" said the Planning Commissioner as she sat surveying her management team. This was the \$64,000 question and, after half an hour of discussion, she realized that she would need to get someone to do more research before the next management meeting.

The question that remained unanswered was how to improve the department's "culture". All her senior managers agreed that the basic components for an outstanding department were in place. The City's corporate plan set clear goals for the planning department, the organization was logical, the staff were a good blend of experience and new additions, and the compensation and management information support systems had recently been updated. However, they had all agreed that there was still something missing.

After reviewing current management literature, the planning commissioner concluded that the problem lay in the department's "culture"; this morning's meeting of the management team confirmed this view, but no one had any ideas about what to do next.

The dilemma described above is one that managers who are serious students of their craft are quite likely to run across. For, despite the proliferation of writing on the importance of culture over the last few years, practical ideas on what can be done to change or improve an organization's culture remain scarce. This article proposes that the best way to improve the culture of an organization is through a self-administered training program.

Training is a powerful means by

which a management group can communicate a message quickly to the remainder of the organization. If this training is self-administered rather than delivered by outside specialists (whether internal or external), the message will be stronger and management will reinforce its own commitment to the desired changes.

### Why is Culture Important?

An organization's culture is that collection of written and unwritten history that makes it function the way it does. Perhaps the most visible aspects of the culture are the corporate mission statements:

- Avis — "We try harder."
- Metro Toronto Police — "We serve."

But also included are the less visible yet equally powerful messages of corporate history, myth and folklore ... "You'll never become a Director unless you work in another department."

"Senior appointments are always made from outside." "JJ knows the way it should be done." Corporate culture is defined by the way people interact on many discretionary matters for which there are no explicit corporate policies. The behaviour manifested by these individuals becomes critical to the overall functioning of the organization.

### Why is Culture Hard to Change?

The same factors that make culture important to the effective functioning of the organization also make it difficult to change. Many of the behavioral traits are learned informally from others or evolve; therefore, key positive cultural attributes are difficult to identify and then to change.

Sometimes, individuals bring attitudes to the job as a result of previous experience. Education, previous work experience and professional norms are all powerful influences in this regard. Other behaviours are learned from members of the organization, from the president to the mail clerk. To capitalize on these influences, management must establish clearly what it wishes its staff to achieve and then guide and support them in working toward these objectives. Individuals in an organization perform a wide variety of tasks involving a multitude of detailed individual actions and interactions. Management concerned with change cannot usually address this level of detail and, therefore, must focus on attitudes and end-results, leaving most of the details of how these changes are to be achieved to the discretion of the individual.

### Change Can Be Achieved Through Training

A program to change an organization's culture involves a special training program which has five basic steps:

**1. Determine objectives:** The organization must establish clear objectives for the type of culture it wants. These objectives must be realistic and compatible with both the skills of the staff and other aspects of the organization.

**2. Assess the change(s) required:** This assessment is designed to identify the positive and negative aspects of the culture that exists and the magnitude of change that is required to improve performance to the desired level. The greater the change, the greater the time and resource commitment. An attitude survey or focus groups are useful tools at this stage.

**3. Design the program:** A curriculum for training must be developed which breaks down the overall desired change into a number of smaller steps which fit together coherently. Change is incremental in an organizational context and the program must recognize this and

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set realistic goals.

#### 4. Recruit and train faculty:

Organizational training in the corporate culture is most effective when the training is delivered by an internal faculty. This is the case because the internal faculty members are credible and, through the process of leading the training, reinforce their own commitment to change. However, in order to effectively train this faculty quickly, the use of outside resources is desirable. Program delivery is developed with the faculty members as part of their training preparation.

#### 5. Deliver the program:

Most programs concerned with cultural change have the following

design:

- a statement of objectives and concept of the training;
- the theory that supports the need and methods;
- descriptions of a desired end state which relates organizational needs to individual performance;
- exercises designed to teach new approaches and behaviour; and
- a review of objectives and a forward program.

The key issues to remember about organizational culture are that:

1. Culture can be changed.
2. Change must be initiated and led internally.
3. The resources for change must reflect

a careful blend of internal and external resources.

4. Training is one of the best ways to effect rapid change.
5. Other aspects of the organization must reinforce the desired change.

Good organizations always have a strong, positive culture, and though a good culture is hard to build, it is something that, with good leadership, everyone in the organization can contribute to. Creating a positive organizational culture is everyone's responsibility.

*John Farrow is partner in charge of the strategic management practice at Coopers & Lybrand.*

### OTHER PEOPLE'S BUSINESS

## HEMSON EXPANDS PUBLISHING ACTIVITIES

Hemson Consulting Ltd. of Toronto recently announced the acquisition of two planning newsletters from Alan Demb Consultants Ltd. The newly renamed Hemson Planning and Development Report covers planning news throughout the Greater Toronto Region, while the Hemson Toronto Land Use Report reports on the activity of the City of Toronto's Land Use Committee.

Alan Demb, former city planner and frequent contributor to the Journal, will continue as editor of these newsletters which he founded six years ago.

Commenting on the change, Scott Burns, a partner in Hemson, said, "The newsletters are ideal complements to our existing information services which we intend to expand even further in the future."

Hemson currently publishes the Hemson Report, a widely read quarterly analysis of Canadian real estate markets, and maintains a number of real estate and planning information bases.

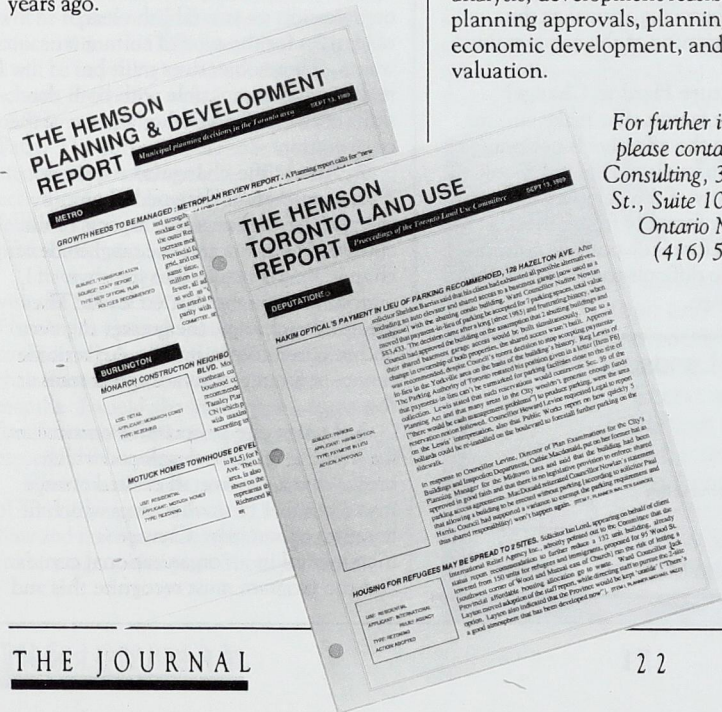
In addition to its planning and real estate related services Hemson has an extensive consulting practice focusing on real estate development and urban public policy. Activities include: market analysis, development feasibility, planning approvals, planning policy, economic development, and property valuation.

## TEAMWORK IN PLANNING THE EXPERIENCE OF PROJECT PLANNING LIMITED

It has become standard practice that planning and development projects must be carried out by teams of specialists. The issues to be resolved are too numerous and complex to be dealt with by a single profession. No matter how good the generalist planner's work may be, without inputs from other experts it is unlikely to be recognized as a project of excellence by everyone concerned — owners, financiers, users, politicians and other professionals. As a consequence, most requests for proposals received by consultants now specify the different professional disciplines the client expects, "including, but not limited to" planners, engineers, architects, urban designers, landscape architects and all sorts of experts in environment, traffic, housing, heritage preservation, marketing, financing, public participation — the list can go on and on.

But does the multi-discipline approach work? Is it cost effective? Does it really produce a significantly better total environment? As usual, the answer is both yes and no.

It can be very effective with people who, having teamed together over a period of time, also possess the relevant specialist knowledge. With a group of strangers lacking teamwork experience, however, much of the effort may be wasted. Even if their individual work is



For further information please contact Hemson Consulting, 30 St. Patrick St., Suite 1000, Toronto, Ontario M5T 3A3, (416) 593-5090.

outstanding, the synthesis into a meaningful totality is often less successful.

The world of music suggests an analogy. A group of renowned soloists, picked at random to form a symphony orchestra, can hardly be expected to create beautiful music without a great deal of preparation to mould them into a team.

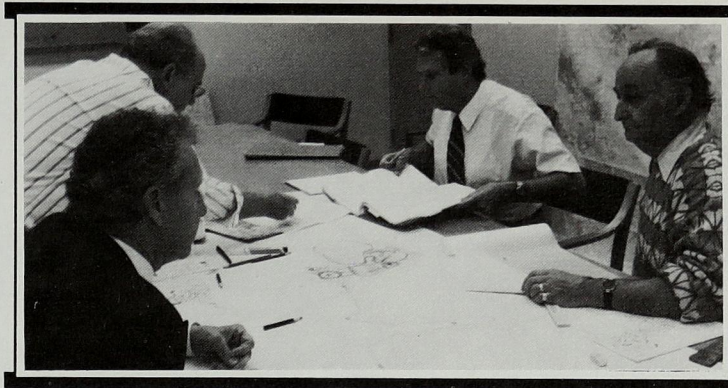
The difference between a group and a team is one of the keys.

Webster's definition of "teamwork" gives us a clue: "joint action by a group of people, in which individual interest are subordinated to group unity and efficiency." An optimum project cannot be created, unless the team members are used to working with each other, have learned to understand and respect each others skills, and are willing to adapt their individual "best" solutions to fit into the team's solution.

The musical analogy gives us a second clue. Excellence is not only the result of the virtuosos becoming a team by rehearsing and playing together for a long time; it also demands an outstanding conductor or team leader, as well as a behind the scenes management, which looks after the infrastructure: administration, money, marketing and the symphony hall.

The planning and development of Don Mills, the 2200 acre new community built in North York in the 1950's, provides an example of successful multi-disciplinary teamwork. Unable to find the specialist consultants who could do all the work, Mr. E.P. Taylor, the developer of Don Mills, put his own in-house team together, encompassing management, finance, planning,

engineering, architecture, landscape architecture, shopping centre and industrial development, sales and community relations. Company President Karl Frazer, a true leader, appointed Macklin Hancock to head the planning and design team. This group became an effective team of specialists, in which each member worked in concert by understanding and appreciating the contributions made by the others. The



*Project Planning staff work on Leningrad project*

solutions to individual component problems, arrived at by applying accepted professional and industry standards, could thereby be readily adapted to provide an optimum fit into the overall plan, with a minimum of unproductive conflict.

The Don Mills experience showed that, instead of teamwork resulting in any one element of the project being outstandingly better than it would otherwise have been, the real benefit is that every detail becomes a more effective and better integrated part of the comprehensive totality. To paraphrase Webster's definition, the interests of the specialists are subordinated to the achievement of the goal of a jointly produced project of excellence, rather than individual monuments.

When Don Mills was essentially completed, the members of the technical team decided to preserve their new-found expertise and established the consulting firm of Project Planning Limited in 1956. Since then, its multi-discipline staff has continued to perfect the teamwork approach, by applying it to development projects throughout Canada and in many other countries. During the last three decades, this has included such varied assignments as the new urban communities of Flemington Park and

Meadowvale, Centre Island and the concept of Ontario Place, all in the Toronto region; the master plans for the University of Guelph and Tanzania's new capital city of Dodoma; urban improvement projects in Nigeria and Kenya; resorts in the Bahamas, Fiji and Hong Kong; Kuwait's waterfront; and currently, an urban development scheme in Leningrad. More than 35 years of experience has reinforced our conviction

that virtually all development projects demand inputs from a variety of specialists, whose efforts are immeasurably enhanced through true teamwork. Ideally, the team should include all the participants in a project: owners, financiers, technicians, users, and the public policy makers and approvers, all motivated to co-ordinate their efforts and to subordinate their individual interests to the common objective.

Where it has worked, you will invariably find one person who has tirelessly dedicated his efforts to create mutual understanding of the issues and a consensus about the solutions, and who won't stop until the optimum has been reached. This team leader is not the "master" planner who willy-nilly subjugates everyone to his own views, but the "master planner" who makes every team member feel that he or she has made the best possible contribution to a truly joint effort to achieve overall excellence.

*For more information, call Maarten Dake, Director of Planning, at (416) 861-1411.*




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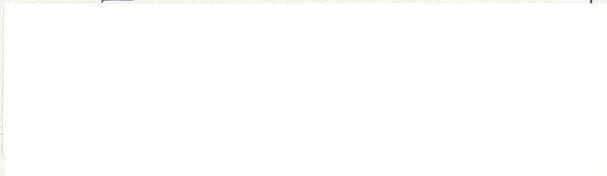
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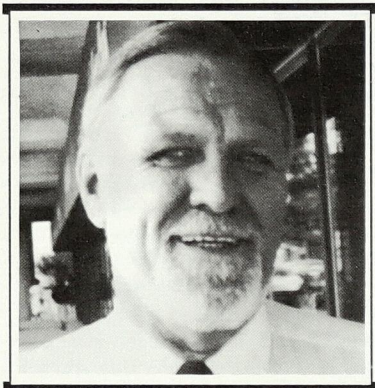
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**OPPI NOTEBOOK**



**ALAN P. BRADSHAW IS NEW EXECUTIVE OFFICER**

Alan Bradshaw brings more than 25 years of management experience with non-profit organizations to his role as OPPI's first Executive Officer. A graduate of McMaster University with a degree in Political Science and

History, Alan has a mandate to improve the overall efficiency of OPPI's administration and help us display more of a public presence.

"Improved services to members such as educational opportunities is one way to achieve this," he says.

After a settling-in period, Alan intends to tackle a long list of tasks, including organization of major events such as OPPI's first full conference next year. To assist in the timely dissemination of information, he will also sit on the Editorial Board of the Journal. Welcome, Alan, and good luck!



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**EDITH GANONG RE-JOINS THE JOURNAL**

We are very pleased to welcome Edith Ganong back to the Journal to handle the consulting column. Beginning in the new year, her new column will select a different topic each issue and focus on the activities of firms specializing in that particular area. In addition, regular news and events relating to consultants will continue to be included in the round-up. To ensure that the column remains



relevant to firms throughout the province, however, Edith wants to hear regularly from firms practising outside the Toronto area.

*Edith is currently Director of Policy at the Metro Toronto Planning Department and is actively engaged in the task of helping to prepare the new Metroplan.*



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