

ONTARIO PLANNING JOURNAL

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May 13 to 19, 1990, in Banff Alberta. Contact Madeleine Aldridge, Conference Office, Faculty of Continuing Education, University of Calgary, 2500 University Drive NW, Calgary, Alberta T2N 1N4, telephone (403) 220-7319, fax (403) 289-7287.

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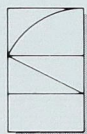
July 16 to 21, 1991 in Edmonton, Alberta. Theme: Growing, Building, Moving — Scientific and Engineering Advances in Cold Climates. Contact ISCORD 91, P.O. Box 8330, Station F, Edmonton, Alberta T6H 5X2, telephone (403) 450-5218, fax (403) 450-5198.

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October 28 to 30, 1990 (not October 29 to 31, as was mistakenly given in some flyers) in Ottawa. Contact Nick Tunnacliffe, telephone (613) 560-1228, fax (613) 560-6006, or Ray Essiambre, telephone (613) 225-1311, fax (613) 225-9868.



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RETIREMENT COMMUNITIES: THE ON-GOING EVOLUTION IN ONTARIO

by Mary Rose

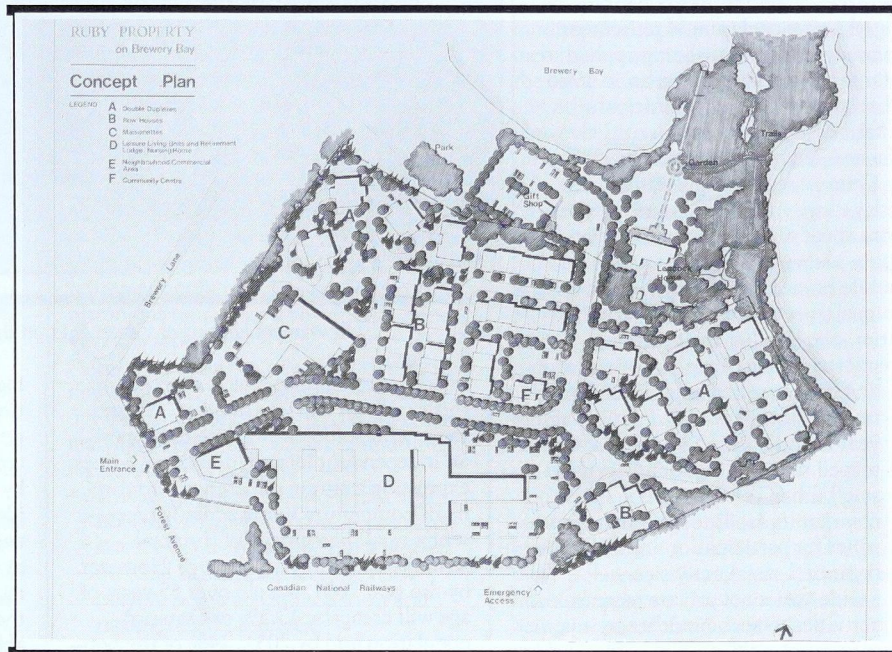
The Ministry of Municipal Affairs has defined "planned retirement communities" as "planned, low density, age-restricted developments offering extensive recreation services and constructed primarily by private capital as profit making ventures."¹ These communities offer but one option for retirement living. Traditionally, housing costs have been somewhat lower and more affordable in retirement communities due to lower land costs in rural settings as opposed to those in larger urban centres such as Metropolitan Toronto.

The first major retirement community in Ontario was Sandycove Acres, which was established in 1970. Today there are well over 30 such communities in Ontario providing on the order of 10,000 housing units. In the United States, retirement communities have been in existence since the 1920s and conservatively speaking, over one million older adult Americans now live in some type of planned residential setting in approximately 2,500 or more retirement communities.

Researchers in the United States have developed a typology or classification of retirement communities which describes the wide range of shelter alternatives available to seniors.² As a result of the detailed study of eighteen retirement communities, a typology was devised and applied to five types of retirement communities. These include:

- retirement new towns (5000 plus population in size)
- retirement villages (1000 to 5000 population in size)
- retirement subdivisions (up to 5000 population in size)
- retirement residences (less than 1000 population in size)
- continuing care retirement centres (less than 1000 population in size)

The larger the population base, the more extensive are the health and outdoor recreation facilities and services provided. Also, the residents of the



Concept Plan for a retirement community prepared by MMM.

larger communities (1000 to 5000 population size) tend to be "young" seniors and predominantly healthy retirees while the retirement centres accommodate mainly older and more frail senior citizens.

In the United States, the retirement

new towns, villages and subdivisions tend to be provided by the profit-making sector while residences and care centres are mainly sponsored by non-profit organizations. This is similar to Ontario where our retirement communities are mainly developed for profit and our

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retirement homes or lodges and our homes for the aged and nursing homes are either privately owned and operated for profit or managed by non-profit groups.

From the above, it can be seen that the American concept of retirement communities differs from the Ministry's definition. However, as we continue to plan for retirement housing, the nomenclature of retirement community is already being applied in a far more general sense than in 1986 when the Ministry of Municipal Affairs completed a study entitled *Planned Retirement Communities*.

Ontario retirement communities today range in size and housing type from about ten condominium town-house units up to 1,200 or more mobile homes. In identifying the unique aspects of retirement communities, one or all of the following characteristics may apply:

- an age-segregated adult lifestyle/child-free environment
 - year-round leisure living in rural landscaped surroundings or adjacent to small urban centres
 - community facilities offering opportunities for participation in numerous organized social activities
 - a wide variety of private recreational activities to accommodate tennis, swimming, golf, shuffleboard, aerobics, cross country skiing, bicycling and other sports as appropriate
 - a maintenance-free or low maintenance setting with communal grass cutting and snow removal
 - smaller sized housing units specially designed to meet the needs of retired persons
 - a secure environment including emergency call systems and monitoring.
- Historically, retirement community living has appealed to middle and upper



Retirement housing at Green Briar in the Nottawasaga Valley

middle income households, especially those with an existing home to sell and those with sufficient income to support an independent leisure lifestyle. Retirees expressing a strong preference for retirement community living actually represent a small percentage of the total seniors population in Ontario. However, by the year 2001, people over 65 years of age will comprise 13.5% of Ontario's population and by 2031, 24% of the population is projected to be 65 years of age or older. Clearly, this is a large and growing segment of the population. There is a continuing trend toward increased life expectancy. Over the past 50 years or so, infant and childhood mortality rates have substantially decreased and in addition there have been reductions in diseases seriously affecting older age groups. In addition, a Ministry of Health study¹ found that 67% of seniors are independent while only 6% have extreme difficulty in looking after their own needs. Retirement communities offer a social, recreational and physical setting attractive to many aging but predominantly healthy retired persons, including those 55 years of age or older. Even though retirement homes or lodges and homes for the aged or nursing homes are available housing options for seniors requiring some level of care, many seniors have a high degree of independence, and this trend is likely to continue.

As referenced above, the Ministry of Municipal Affairs study of planned retire-

ment communities concluded that additional research was warranted regarding retirement communities. Specifically, continuing research has been undertaken by the Ministry in the areas of market identification, criteria regarding location, design, health and social services, as well as municipal financial impact and implementation options. After a long delay the Ministry's report is to be made available in the near future. Nevertheless, from the continuing design and development of retirement communities, a greater understanding of the planning issues associated with this form of housing and the resultant community structure has been gained. In fact, in 1988, the Urban Development Institute of Ontario formed a "Retirement Communities Interest Group" comprised of interested members. The group meets once a month to discuss on-going experiences, issues and concerns and to listen to guest speakers address specific topics associated with retirement community development and seniors' housing and lifestyles.

Initially in Ontario, retirement communities took the form of mobile home

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park communities focussed on a recreational amenity such as a golf course with a club house facility or recreational centre, providing card rooms, a large space for community dinners and dances, barber and beauty shops and perhaps a library and swimming pool. An instant bank teller, post office and convenience shopping outlet were optional facilities. The more "remote" the location, the more likely extensive the support services and facilities are to be provided.

Smaller sized condominium townhouse, maisonette and apartment developments marketed to seniors have been located within and on the periphery of smaller urban municipalities. In many cases these municipalities have been within one to one and a half hour's drive of Metro Toronto or other substantial urban centres. These small retirement communities serve the needs of local residents as well as retirees who have relocated from larger cities.

Today, options are also evident in the physical form of single family units. In many instances, the manufactured home or even the conventional home built on site is preferred to the mobile home. Also a variety of tenure arrangements are in place, ranging from leased land with owned units to rental apartments and condominium housing. Developers continue striving to meet the needs of retirees and to satisfy the demands of the marketplace.

Another societal trend which has come into play is the early retired, semi-retired or second career phenomenon. Over the recent years, a number of middle aged individuals have chosen "early retirement" and the associated pension and severance benefits. Some are "semi-retired" or working on a part-time basis for government or private industry while others are self employed. Thirdly, some mid-fifty year olds have branched out into second careers where "hobby" interests are capitalized upon or where individual specialty interests are made available on a consulting basis. In any event, the advantages accruing to this work force are many including the expanded elements of leisure time, broad choice of residential location and continuing income beyond the pension level.

Even with continuing career interests, many retirees prefer natural amenities and proximity to or location with a picturesque environment as compared to a close live/work setting (often strongly urban oriented with the associated con-

gestion and pollution.) In fact some potential future retirement community developments are marketed as leisure living recreational communities, today inhabited by middle aged parents and older children on a seasonal basis, perhaps to become the retirement housing for the parents in the future. This is particularly evident in some ski chalet developments and winterized "cottage" areas. For example, the Collingwood area is "booming" with development pressure and Lagoon City in Lake Simcoe is expanding. Those involved with rural planning will also recognize that smaller rural/urban centres are attracting relatively large numbers of seniors from farms and nearby larger urban areas. The Town of Seaforth in western Ontario is a case in point, although this settlement is not a retirement community according to definition but represents a continuing trend vis-a-vis retirement living.

It is important to recognize that retirement communities represent only one option for seniors' housing. Further, many are opposed to these communities for a number of reasons:

- an old age ghetto environment with nowhere to go when partial or extensive care is required placing a burden on local health care facilities and nursing home accommodation and transportation services;
- major social impact on rural areas with significant population increases as a result of retirees relocating to "remote" retirement communities in sparsely populated townships;
- perceived political impact with the influx of urban voters who may wish different representation;
- substandard access roads and percentage increases in traffic volumes on rural and township roads;
- servicing problems associated with a large concentration of (older) people in rural areas at relatively high densities;
- lack of planning policies to guide municipalities in the review of the appropriateness of specific retirement community development applications;
- perceived negative environmental impacts on watercourses and the countryside resulting from retirement community development;
- age segregation cannot be legislated and no real assurances can be provided to seniors occupying the retirement community housing units, and with soaring housing prices in larger urban

areas, retirement communities may attract young couples and others in pursuit of "affordable housing" within commuting distance of work place; and

- concern over the aging of retirement communities and the need for regeneration when residents relocate to other more supportive facilities or die.
- For the above and other reasons, some municipal and policy planners feel retirement communities should be reviewed in the same development context as would any other form of proposed development. However, to date municipal financial impact statements prepared in conjunction with retirement community projects have demonstrated a break even situation and/or a financial benefit for the municipality in the longer term when all phases of development have been completed. In this regard, retirement community development can be similar to industrial development, creating job opportunities and contributing to the municipal tax base without placing a burden on educational facilities and school busing.

Several new directions are emerging vis-a-vis retirement community developments in Ontario. In the self-contained, more isolated projects, a greater range of housing types and accommodation are being proposed, from small lot one storey, single family units to low rise condominium and/or rental housing. This is quite a departure from the mobile home park setting of the retirement communities of the 1970s. Secondly, some communities are in fact seniors communities within a community. An example is a proposed development in downtown Port Perry on the shores of Lake Scugog, where low rise senior citizens' condominium apartments and retirement housing are planned in conjunction with the development of an adjacent shopping centre.

This concept was further reinforced at a recent conference held in Toronto in early October, entitled, "New Development and Marketing Opportunities in

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Retirement Housing." Josef Ger, president of Senior Living Consultants Inc. and chairperson of the conference, has commented to the effect that seniors housing development in the context of a mixed use project including also retail and office commercial uses represents a significant opportunity for all concerned. A variety of shopping facilities, medical offices and other recreational and social amenities may be close at hand for easy access by seniors while the retail mall or shopping centre benefits, in addition, from the market created by seniors living in close proximity to the retail and service facilities. This concept is somewhat removed from the traditional retirement community but nevertheless it represents a future trend.

Another departure from the homogeneity of earlier retirement communities is the proposed development of retirement communities providing a range of housing types as well as a range of care. Such is the retirement community proposed by Versa-Care Limited in Orillia, adjacent to the summer home of scholar

and author, Stephen Leacock, on the shores of Lake Couchiching. As owners and operators of one of the major local nursing home facilities, Versa-Care is proposing to build and market seniors' housing including quadruplex and town-house units as well as retirement lodge and leisure living low rise rental apartments where meal services and medical supervision will be made available. This continuum of care approach may also represent a future trend where housing and health care needs are equally provided for within a retirement community.

As to the on-going evolution of retirement communities in Ontario, municipalities will be carefully monitoring the aging and changing of existing communities in the course of planning for future development and redevelopment. At the same time, planners, health care providers, senior leisure living experts and housing specialists will be suggesting new ways of accommodating retirees, taking into consideration the fine balance among the many factors which come into play including social

needs and the use of leisure time, aging and the state of health as well as economic means. Finally, the development industry will endeavor to satisfy the demands of the market now and in the future.

1. Ministry of Municipal Affairs, *Planned Retirement Communities*, Preface", July 1986
2. *Journal of Housing for the Elderly*, "Retirement Communities, An American Original" Volume 1, Numbers 3/4 (Winter 1983)
3. Ministry of Municipal Affairs and Housing, *Towards Community Planning for an Aging Society*, June 1983
4. Ministry of Health, *Directions in Public Health*, 1980

Mary M. Rose, MCIP, MRAIC is an architect and planner. She is the principal planner and a partner in the firm of Marshall Macklin Monaghan Limited, Consulting Engineers, Surveyors and Planners.

URBAN DESIGN

BRAMPTON TAKES A 3-DIMENSIONAL STEP INTO THE FUTURE

by Bill Wright

The City of Brampton is undertaking a comprehensive urban planning review of the Queen Street Commercial Corridor running East/West in Brampton. This study reflects Brampton's increasing prominence as a major urban centre within the Greater Toronto area. A competitive project for the review was won by the Hotson-Bakker urban design team. The team includes Hough, Stansbury and Woodland Ltd., DS-Lea Associates Ltd., Clayton Research Associates Ltd., and Design Vision.

Of particular interest is the way the project includes the preparation of a digital 3D model of the Brampton area. At the end of the project, the 3D model must be delivered to the City's Intergraph GIS system. Design Vision is using their Alias/Silicon Graphics system to build the geographic information system database and then will transfer it using industry standard digital file formats.

Available throughout the project for interactive design review meetings, the digital 3D model will form the basis for other Digital Imaging and Geographic Information System Services including high quality 3D visualization, graphics, animation and video capabilities.

The flexibility and power of 3D computer graphics will be used to full advantage in the design simulations as a number of urban design alternatives are explored and evaluated.

The Alias Modeller System allows changes to be made quickly and efficiently to the 3D model. As the model develops and evolves, digital 3D graphic illustrations from any number of points-of-view can be created to illustrate alternative conceptual designs. Computer graphics are especially powerful in illustrating 3D massing, perspectives, spatial

relationships, view corridors, etc.

Detailed street level views, to establish the design's character, will be prepared. Changes over time of the urban development and landscape will be developed by generating perspectives from identical points-of-view at five and ten year intervals.

High quality images are created using the 16.7 million available colours and 2000x2000 and beyond pixel capabilities of the Alias system. Final images are output to 35mm slides with a film recorder resulting in commercial art levels of quality. The need to produce work for public presentation is especially important. This same digital 3D model can be used equally effectively in the preparation of video material, enabling views to "experience" a drive or walk along a street or through a building.

Computer graphics will prove to be a powerful tool for design development and communication in this project.

Bill Wright is Vice-President of Operations and Technical Services at Design Vision. For more information, call him at (416) 585-2020.



The digital 3D model: a flexible tool

AS RESIDENTS OF THE GLOBAL VILLAGE, THE INFORMATION AGE CRAMPS OUR STYLE

This is a story about speed. "The greatest volume of transport consists in the moving of information," states Marshall McLuhan in his 1963 book, "Understanding Media". According to McLuhan, the form of our cities, and, indeed, our culture is shaped by the "speed up" controlling forces of transportation and communication, be they roads, railways, telephones or the printing press. Computer networks, cellular phones, the fax machine and a host of other means of distributing information emphasize the process of "speed up". This paradoxically promotes intra-urban centralization while permitting decentralization on an international scale.

The Information Age Meets the Global Village.

Which brings us to the Journal. For the past few years, the Journal has been produced via the miracle of "desktop publishing". Not only has computerization dramatically improved our ability to produce an attractive magazine at a reasonable cost, it has also allowed us to lay the groundwork for a more manageable production process, since everything except typing and graphic design is done on a voluntary basis. The key is ease of access. No matter where you are located, you can communicate with us directly by fax machine or, in the case of longer articles, send us the material on a computer disk. This simplifies production and keeps costs down. When material has passed the scrutiny of production editor Wesley Stevens, it is translated to a Macintosh disk and turned over to our art director, Steve Slutsky. Roughly 1,000,000 bytes of digital information assembled from as many as 20 or 30 sources are then transformed into the Journal. This in itself is a minor technological miracle, overseen and nurtured by human expertise.

The properties that make this process possible, however, are also the source of its vulnerability to the technological equivalent of disease - the computer virus.

A computer virus is a work of mischief. It is a snippet of programming information buried in a piece of software that can unwittingly be transferred from machine to machine or even over a telephone line. In effect, it is attacking the computer's immune system, or its ability to correctly identify and interpret the digital messages being dealt with. Its uncanny resemblance to the way viruses attack the human immune system has led to the use of medical terminology to describe some of the effects.

When a virus strikes, the "cool" relationship between man, machine (and his software) becomes "hot" and emotional. The computer is malfunctioning, it is sick!

Like any professional who depends on his computer for his livelihood, Steve tries to protect his software and his computer

from the potential ravages of a computer virus. Last year he invested in a virus detection program designed to diagnose viral problems before they had a chance to infect the whole system. A few months later, when the symptoms of a virus persisted, he arranged a consultation with other computer specialists. They discovered that a virus which had worked its way into the virus detection program was in fact responsible for the infection. The name of the program was Interferon - a fact that brings us uncomfortably close to the medical analogy.

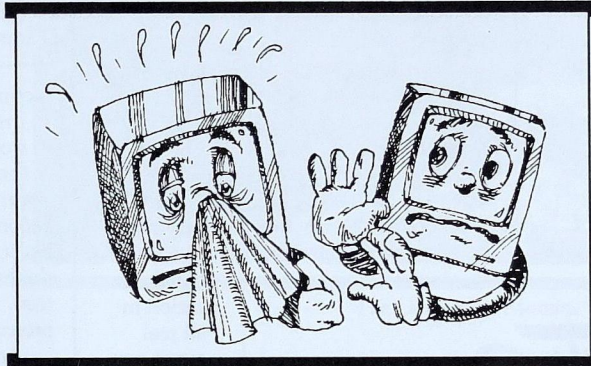
Then, during the production of our most recent issue, Steve's computer began to act strangely once again. Producing a 24 page magazine requires constant manipulation of several very large files. For no good reason, the application he uses kept quitting unexpectedly, ruining the Journal setup each time. Yet the

detection programs sensed no virus. During the next frantic week, the identical problem showed up on computer systems all over Toronto. The investigation finally revealed a new virus, invisible to most available virus detectors, capable of being transmitted from any file - not just software. It lived in the directory which organizes every floppy or hard disk and transferred itself to other directories. The inventor of this particular virus resides in Belgium. Fortunately, a cure was readily available, even

though the virus had been identified only weeks before. Readers eventually received the Journal, albeit a few weeks late.

When McLuhan talked about the implications of information technology extending "our central nervous system...in a global embrace" he could not have guessed how literally accurate his predictions would be. Suddenly the global village seem a bit cramped.

Glenn Miller



DEMBEK MOVES AHEAD ON REGISTRATION

OPPI has established a working group comprised of Mark Dorfman, George Rich and Barb Dembek, with Ian Lord as legal counsel. The purpose of the private legislation will be to recognize the term "registered planner". Dembek stresses that "the legislation will not affect or interfere with the right of any person to practice planning." Only full members of OPPI will have the right to use the term. She also says that this move is not intended to change the recent OPPI philosophy of representing a broad spectrum of planning interests. It is expected that application for legislation will be submitted soon. Questions should be directed to members of the working group or Alan Bradshaw at the OPPI office.

WHY SHOULD PLANNERS WORRY ABOUT ECONOMICS?

by Edward C. Bruce

Whether or not they realize it, land use planners in the municipal sector hold the key to real estate values. The first step in maximizing the use of land is generally the passing of an Official Plan — a planner's delight, but often a developer's headache. Planners find themselves involved in almost the entire development process, including zoning, site plan approvals, minor variances and so forth, continuously providing employment for more planners by crossing swords with other planners, be they at the Provincial or municipal level, or retained by other interested parties.

The most obvious result of the activities of planners can be simply stated in one word — MONEY (or more accurately, wealth). Fortunes may ride on the obtaining of approvals, and conditions imposed on a developer can make his project uneconomic. Do all the planners involved fully understand the financial implications of their actions? Do they care? Possibly not, but they should.

The most important implications of planning activities to a property owner, be

he a developer or a homeowner, are economic considerations, but if he hires a planner to represent him at the Ontario Municipal Board or other level of appeal, the planner will likely be barred from giving evidence on the financial implications of the arguments being presented — because this is outside his or her field of expertise.

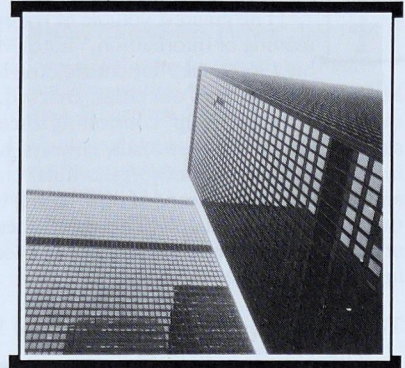
Is this fair? Are planners only qualified to deal on matters of theory? Must they keep their minds on the theoretical plane and not deal with practical matters? If they are fully prepared to give evidence at a hearing, would they not be aware of the general economic considerations of the project, and of the effect their professional opinions will have upon the property in question?

We are entering the realm of the "land economist", a person who might otherwise be described as the generalist of the real estate professions. However, as the subject is so wide in scope, no one person could hope to know it all. There is no professional body in North America, of which I am aware, which attempts to give a broad-

based education in all real estate matters. As a result, the real estate professions have become fractured and separate, each largely pre-

occupied with protecting its own patch.

This is unfortunate, as it is the greater



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picture which is the most interesting one. In this complex world, we cannot expect to work in isolation from the other facets of the profession of real estate. This does not mean to say that planners should also become quantity surveyors and appraisers, but it would be to their advantage to learn the basis of value theory and its application. This applies equally to the other professions of the land.

At the very least, it would expand each person's horizons and understanding of the real estate field as a whole if he or she were to meet with other professionals to exchange views, either on an informal basis, or in a more formal educational setting. An understanding of the functions of the professionals in the field of land economics, of which land use planning is a part, is not only desirable, but essential in order for clients to receive a better and more complete service. Planning practice can look beyond pure theory. It should be the aim of all professionals to continue to expand their education through their careers, and not stop once the appropriate certificate is hung on the wall.

Yes, planners should worry about economics.

Mr. Bruce is a real estate appraiser with Lincoln North & Co. Ltd., and is the President of the Association of Ontario Land Economists. Approximately thirty per cent of Association members are planners.



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E.A.A.C. GANARASKA FINDINGS AFFECT ALL OAK RIDGES MORaine AND ONTARIO PLANNING PRACTICES

by Bill Wilson

A recent Provincial report has once again raised the issue of development threats to the Oak Ridges Moraine, a massive ridge extending from the Niagara Escarpment to the Trent River. On December 22, 1989, Dr. Philip H. Byer, Chairman of the Environmental Assessment Advisory Committee (E.A.A.C.), circulated his report to all affected parties at the request of the Minister of the Environment, James Bradley.

Dr. Byer and E.A.A.C. raise serious generic questions about the adequacy of existing land use planning approaches in addressing detrimental cumulative impacts on the environment. I, for one, commend E.A.A.C. for speaking out on this major issue. I believe they have done the public a service in stimulating further serious discussion and solutions.

I will here briefly review E.A.A.C.'s report and then lay out some personal reflections on how the world should unfold.

E.A.A.C. Report

E.A.A.C., consisting of Dr. Byer, Dr. Robert Gibson and Ms. Christine Lucyk, submitted their Report #38, entitled "The Adequacy of the Existing Environmental Planning and Approvals Process for the Ganaraska Watershed", on November 15, 1989. E.A.A.C.'s report originated from a proposal to build a subdivision of 13 estate residential lots in the headwaters of the Ganaraska River. Local residents were so concerned that they asked the Minister of the Environment to subject the proposal to an environmental assessment. While Mr. Bradley did not agree to go that far, he did ask Dr. Byer to carry out a public review of the long term effects of development in the Ganaraska Watershed. At this point, the Minister asked for advice on the adequacy of the existing planning and approvals process to protect the watershed.

Not only did Dr. Byer deal with the Ganaraska, but he extended his findings



The Oak Ridges Moraine

and recommendations to the entire Oak Ridges Moraine. He did this for one overriding reason, namely that during the course of his hearings, many groups and individuals consistently expressed the fear that effective environmental protection of the headwaters would NOT be achieved through the land use planning and approvals process set out in the Planning Act.

Dr. Byer states that this fear rests on two central factors:

1. "...the simple observation that other municipalities on the Oak Ridges Moraine, which are closer to Toronto and have faced the 'development' pressures just now rising in the Ganaraska headwaters area, have proved to be unwilling or unable to prevent the spread of residential land uses onto the southern slopes of the Moraine", and

2. "...the cumulative effects of additional environmental pressures are not likely to be given serious consideration under the existing process..."

Dr. Byer flatly states that NONE of

the prerequisites of environmentally enlightened land use planning "...is now met in planning in Ontario, at least not in planning affecting the Ganaraska headwaters, the Oak Ridges Moraine, and the south-central part of the Province subject to urban/suburban expansion pressures".

It is sobering to contemplate that our local or even Provincial processes are not adequate to deal with potential development threats to our environment. And it is not the first time we have heard this from knowledgeable sources. In their own way, the conservation authorities



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have been telling us this for years.

The Official Plan Process

I believe that there is considerable potential in the formulation of Official Plans to recognize natural systems and cumulative effects. It's not that this hasn't been done by a municipality before. There are precedents in Ontario.

For example, in 1972, an enlightened administration of the Region of Waterloo sat down with Ontario's own pioneer of environmental management, Dr. Robert Dorney, and a system of environmentally significant areas were agreed upon. Shortly thereafter, ecologist Dr. Derek Coleman created the E.S.A. system map for Waterloo. This map, now part of that Region's Official Plan, has been used as the basis of subsequent regional development decisions.

I believe it is reasonable to expect municipalities to continue their trend over the last 20 years in improving designations of sensitive natural areas. These areas were initially noted as this or that river or lake, later as hazard lands with a few more smaller creeks shown, and more recently as environmentally sensitive areas (ESAs) in some progressive municipalities. Prime specialty and certain class one agricultural lands could also be designated. In unincorporated areas, certainly new or different means must be used to measure these natural systems.

Given a certain amount of urgency here, and understanding full well the shortcomings of Official Plan processes, I nevertheless believe it could be worthwhile to use the Official Plan document (which is familiar at least to municipalities) as the means for recognizing many of these natural systems. I say this not just because the Official Plan is recognized widely, however flawed, but also because a concerted effort to measure these systems and enter them into Official Plan documents will, at the same time, raise awareness of the slowly disappearing ecosystems. This awareness would, in my opinion, encourage more discrete designation types in Official Plans.

The alternative seems to be a largely

new system of inventory, or an inventory from several different sources which would be at least as costly and/or difficult to measure and monitor as would Official Plan sources. In addition, the mainstreaming benefits of using the public Official Plans process would be lost.

Most encouraging along these lines is the current provincial initiative to develop a Greater Toronto Area (GTA) Greenlands Strategy. Premier David Peterson has appointed MPP Ron Kanter to recommend a "... greening strategy to protect the natural landscape along the waterways from the Oak Ridges Moraine to the lake (Ontario)." Mr. Kanter held his first meeting at M.T.R.C.A.'s Black Creek Village on December 13, 1989. About 50 representatives of municipalities and environmental interest groups attended.

Nothing official has yet come about from this meeting. But it was my distinct impression, as one of those attending, that the most favoured control mechanism to protect natural areas was the local Official Plan. Most people recognized Official Plans as the only universally familiar document which speaks to sound land use. It was recognized furthermore, in my opinion, that the public debate and statutory process leading up to the Official Plan designations, must include environmental protection designations just as appropriately as any urban designations.

Temporary holding orders were also encouraged for natural areas threatened by development, until the appropriate science can be brought to bear on the question of development.

Science and the Oak Ridges Moraine

The high rate of estate lot development on the Oak Ridges Moraine on groundwater supplies leads many of us to the recognition that groundwater is a limited resource. An understanding of ecosystem dynamics (limits, thresholds, structure, functions) is a prerequisite to choosing intelligently between development or no development on the Moraine.

More science, particularly hydrogeology, needs to be brought to bear on questions of development across the headwaters of the entire Greater Toronto Area, that is, on the Oak Ridges Moraine. The fact that "science" has not prevented overpopulation, pollution and stressed-out environments in some other regions, has given science a bad reputation in

some quarters. As U.S. astronomer Wm. K. Hartman wrote in 1984, "An undercurrent in late twentieth-century culture is a rejection of verifiable problem-solving approaches to daily life ... as illustrated by the popularity of astrological superstitions and other subjective cults." Some environmentalists adopt highly romanticized visions of rural, agricultural homesteading in harmony with nature. But, as Hartman points out, in adopting a simpler, less consumerist approach to daily life, we need not abandon our intellectual curiosity for new information, new understandings, new experience, particularly I would add, where it involves the very water we drink!

Science, or the attempt to observe nature and learn the properties and limits of our natural world, continues to offer us very real new frontiers. Just because we have flung ourselves from sea to sea, from pole to pole and to the depth of the oceans, does not mean there's nothing left to discover!

In past urban processes, the case for preserving open space and surface waters was considered a desirable end. However, the rationale and science behind this desire was not as rigorous as those arguments for housing and industry. The introduction of storm water modelling into the planning process in the early 1970s placed the argument for open space and flood land protection on a more equal footing with developers' rationale. Now, as development puts increasing demands on our headwaters, the science of hydrogeology should be brought to bear upon our unique aquifer and recharge systems to give us all a clear idea of the limits, in terms of quality and quantity, of our groundwater reserves.

This is not to say that hydrogeology is not used in current development applications. Private estate lot developers use hydrogeologists commonly these days. The hydrogeology used in current developments is focused on the effects of a single development. What is lacking is a regional hydrogeological map of the entire Oak Ridges Moraine which shows recharge areas and no-development zones just as clearly as the science of surface water hydrology has shown us where not to develop because of flooding concerns. This would deal with cumulative affects in a rational, comprehensive way. The approval of such constraint-opportunity designations would, of course, be subject to statutory public process of Oak

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Ridge Moraine municipalities.

The public authority which is expected to protect our headwaters is the Metro Toronto Region Conservation Authority (MTRCA) and other conservation authorities across the Oak Ridges Moraine. These authorities presently lack funding to create a regional hydrogeological constraint map. Local councillors must be encouraged to support funding to conservation authorities for this purpose.

I suspect that with the application of

science, we should, in our Official Plans, give at least the same weight of environmental significance to recharge areas of the Oak Ridges Moraine as we already do for the Niagara Escarpment. The questions perhaps are whether the public and local councillors will be convinced and to what degree top-down methods may be applied by Planning Act policy statements or GTA initiatives or even Environmental Assessments.

In summary, I would again like to commend the efforts of E.A.A.C. in

publicly raising the question of cumulative effects in our planning process. I am admittedly putting a great deal of faith in the chances of improving and using Official Plans as a more dynamic tool for quality environmental control of a comprehensive nature. That is always what planners claim for O.P.s. Let's put comprehensiveness to the test for O.P.s!

Bill Wilson, MCIP is an Environmental Planner with the Ministry of Government Services.

OPINION

Y PROJECT X?

by Rob Fonger

As the 80s boomed to a close, word came from Queen's Park about new legislation for the 90s (the Sustainable Development Act) which would replace all existing planning law, including the Planning Act and the Environmental Protection Act, in order to fast-track development. Although the proposal is apparently set out in a report entitled "Reforming our Land Use and Development System" (code name Project X), attempts to confirm the content and status of the report have been met with official silence.

There is little doubt that Ontario needs a more efficient approach to development control which will permit planners and other professionals to apply more of their talents to project review and less to regulatory and administrative matters. Anyone familiar with the general state of our environment and the current planning process in Ontario also knows that existing legislation is inadequate to protect the natural and built environment. Is it possible that the "streamlining" concepts of the proposed Sustainable Development Act could serve both of these purposes? Or is this initiative more likely to result in a compromised approval process which promotes substandard development? Moreover, should we as planners get involved in the debate?

Ever since the advent of the Environmental Protection Act there has been a question as to who is ultimately in control of the planning process, planners under the Planning Act or "other" professionals (who are often planners) under environmental legislation. Our failure to resolve this question is at the root of the current

processing dilemma.

At the present time land owners can use, or abuse, their property however they like unless some law specifically limits this ability. This results in an owner being able to cut down all the trees, remove the top soil, import fill, demolish a building, drill a well or start manufacturing glue unless several laws have been passed to limit these "rights".

This need to establish, and then main-



Will approvals process get simpler?

tain, multiple controls is one of the key factors which makes planning in Ontario such a cumbersome process and contributes to planners becoming "prisoners of process" instead of the "priests of progress" needed by their communities. It also causes much confusion and disenchantment with the planning process. In addition, nothing in current legislation even suggests, let alone demands, that the environment should remain unchanged until such time as a project, or other physical action involving the land, has been approved. The evolving Building Code Act further undermines the logical relationship between approval and related construction

activity, thus making a mockery of the entire approval process. (The latest example is Bill 103, now at first reading, which provides for the issuance of conditional permits in the absence of all requirements being met.)

In the early 1970s universal subdivision control was instituted to ensure that land division would not occur until a planning assessment was completed. Perhaps the early 1990s is the time to introduce universal site alteration control to ensure that an appropriate approval process precedes changes to our natural and built environment.

Just as the principal theme of the 1980s was the entrenchment of human rights, the 1990s must be the decade of the establishment of the rights of the environment. Properly constituted, a Sustainable Development Act could be Ontario's first step in have its citizens become "stewards" of the natural and built environments to which they have legal title.

So why Project X? Will it be another change that will further confuse our current processing dilemma and lead to substandard development, or has the time come for all of the professionals involved in the process to press for a meaningful Sustain"able" Development Act?

(In the previous issue of the Journal, Tony Usher reported that "Reforming Our Land Use and Development System" had been made public. Despite repeated attempts, Rob Fonger has not received a copy of this report, and has been unable to confirm its status as an official document. — ed.)

Rob Fonger is the Planning Director of Kingston Township.

THE CASE OF THE LONELY DRIVER

by David Kriger

Among the popular prognostications as we enter the 100th and final decade of the millenium is the prediction that driving alone into our downtowns will become "socially unacceptable"

I have some problems with that. To begin, it would require a fundamental change in travel behaviour. Urban transportation policies around the world have been trying to achieve the same result for decades. Virtually every transit system in Canada is focused on the downtown core; a key objective being the provision of a fast, convenient and safe alternative to driving alone to the CBD. And the high transit modal splits for work trips into central Toronto and Ottawa (60% - 70% plus) demonstrate the success of these policies in Ontario. But there will always be someone who needs to drive on a given day — for instance, to meet someone at the airport, or to go to the dentist. So it's unlikely that driving alone into the

downtown will be eliminated totally, short of an outright ban.

Many in the transportation planning community feel that suburban congestion is a more pressing problem. That suggests, among other things, that enticing

as easily, and more efficiently, by transit; or even by replacing empty buses on evening routes with, say, jitneys (the Town of Markham recently introduced a variation on this theme). The means to implement these concepts have been

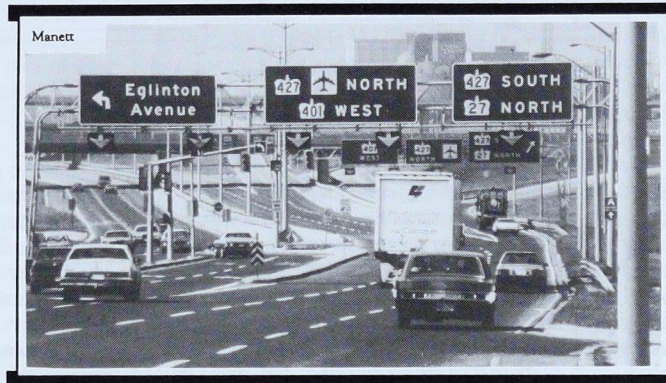
around for years. What "social acceptability" may provide is the popular mechanism by which the public would agree to pay the 'true' price of travel. People seem to be ready to adapt — witness the successful pro-transit initiatives and publicity that accompanied the opening of SkyDome.

Of course, it's not simple. The biggest challenge, it seems to me, is preventing what already has been termed as the 'we' decade from becoming just that — i.e., out

of fashion ten years from now. The notion of social acceptability suggests actions at the individual level (presumably, one reason why the 'blue box' curbside recycling programmes have been so successful). Such seemingly popular community-minded behaviour may provide a golden opportunity for introducing what may prove to be tough but necessary measures. Where planners can help most, I think, is in recognizing what is feasible (eliminating most private vehicles from the CBD may not be) and helping to sell not so much the plan, but its implications.

• • •

Some months ago, I broached the idea of a transportation planning liaison between the CIP and the Roads and Transportation Association of Canada (RTAC) with members of both organizations. Both have responded positively. It would seem also that this liaison could fit CIP's initiative towards the formation of special interest groups (i.e., within CIP). The main purpose of the liaison would be to exchange ideas on specific topics, such as the transportation implications of sustainable development. More news later; in the meantime, comments and ideas would be appreciated (care of the *Journal*, please).



drivers out of their vehicles is a widespread, multi-jurisdictional problem. As an example, in the Greater Toronto Area, a key initiative to encouraging cross-boundary transit use has been discounted joint transit passes (notably, the TTC/GO Rail 'Twin-Pass') and service co-ordination among local suburban/cross-boundary bus operators.

So, is socially acceptable travel merely a re-invention of the (dare I say it) wheel? Not necessarily. What's different this time around is the growing public recognition of, and unwillingness to accept, the societal implications of individual actions, starting with the environment. What's needed is the ability to make the traveller more accountable for the consequences of his/her choice of mode — in other words, to pay the full price of a trip by car that could be made

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MANAGEMENT IN THE 90s

by John Farrow

Those of us who have taken the opportunity at the dawning of a new decade to peer ahead might well ask ourselves, "Will managers become obsolete in the 90s?"

A review of that inevitable flurry of new-year forecasts suggests a number of interesting trends which will have a significant impact on the nature of the organizations in which we work.

I have identified seven trends which will very likely transform existing organizations and the ways in which we manage them.

1. Baby Boomers will be the workforce

The presence of the baby boom underlies any discussion of trends in attitudes and behaviour in Canada. The 8.2 million Canadians born between 1946 and 1964 have now all entered the workforce and are having a significant influence. At the same time, those educated before the Second World War are retiring in increasing numbers. Throughout our society and particularly in the work place, the values of the baby boomers are taking a dominant position. Organizations are based on values and must learn to change in response to the changing values of general society and their own personnel. The demographic changes of the 90s also mean that fewer new graduates will be coming through the system and that, therefore, competition for staff will be more intense than previously.

2. Materialism will continue

The hedonistic yuppie is alive, well and looking for an office with a window. The pursuit of personal happiness and a materialistic lifestyle will continue to characterize most members of the workforce. Demands for rewards, recognition, and job satisfaction are, therefore, likely to increase, and those concerned with motivating large groups should recognize this. The strong materialistic theme identified by some forecasters suggests that monetary rewards (such as bonuses) linked to personal effort and results will become more attractive. The introduction of such schemes poses special problems for the public sector and will present a challenge for management.

3. Personal control will be a priority
Although the activists of the 60s are now firmly entrenched in middle age, their suspicions of authority will persist.

As a result, workers will continue to seek more autonomy and look for work situations that offer greater personal control.

In government, managers are going to have to balance this need with the requirement for public accountability, which has usually been interpreted as meaning tight central control. Reconciling these two values is likely to be a major challenge.

4. A decline in organizational loyalty

The globalization of markets will result in organizational turmoil as the private sector faces mergers, acquisitions, rationalization and management buy-

outs. This will, to some degree, influence the values of all workers and lead to a decline in organizational loyalty. However, it also provides an opportunity for the public sector to attract good people from the private sector who value stability.

5. The differences between the public and private sectors will narrow

Corporate concern with matters on the public agenda is growing. More and more, the environment, health and education issues affect major corporate initiatives. At the same time, the public sector is becoming more pre-occupied with market forces and the need for efficiency and flexibility in a fast-changing world.

A key issue of the public sector man-



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agement environment in the 90s will be the need for the effective management of both contractors and staff. For example, individuals who require more flexible work terms may seek individual contrac-

tual arrangements rather than the normal employer/employee relationship. Conversely, outside suppliers and contractors may become so well established that they taken on some of the characteristics of

employees. Market forces are also likely to keep the idea of privatization bubbling along as pressure on public sector expenditures continues. At the same time, participation in joint ventures with the private sector to address policy issues previously seen as being a purely public responsibility is likely to grow. For example, Procter & Gamble is undertaking a major initiative in Cincinnati to improve inner-city education. The manager of the 90s will have to be comfortable with all these issues and with working in organizations that are hybrids.

6. Quality of life will become a serious issue

The concept of quality of life will be redefined in the 90s in two ways. Quality of life in the work place will mean more autonomy, educational opportunities, personal satisfaction and meaning. Managers will truly have to become leaders and accept that, in many situations, leadership will be shared. As organizations acknowledge that interests beyond the 9 to 5 workday will be the primary source of satisfaction for many, they must become flexible in providing for the pursuit of these outside interests. The factor that will drive this will be the competition for staff that are in increasingly short supply.

7. Customers demand more service

As time becomes a more precious commodity, customers will demand and get better service. One of the key attractions of McDonald's restaurants is speedy service. Similar standards of service will be demanded of government. This, in turn, will require a significant change in the orientation and attitude of the workforce. Managers are expected to lead this change and will, therefore, have to invest in educating themselves on how to improve customer satisfaction.

We are fortunate to belong to a profession that is familiar with tracking and responding to social change. However, our roles as members of working groups will require that we respond to these trends in more immediate and personal ways. Our responsibility is to prepare ourselves to work effectively in the new circumstances we will be face and, sometimes, to take a leadership role in effecting change. In the organizations of the 90s, leadership may well be everyone's responsibility.

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



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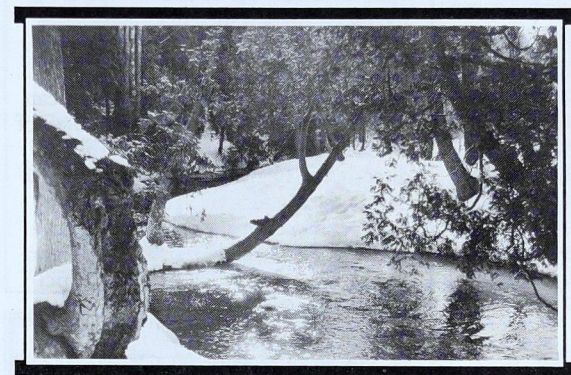
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SOME SUGGESTIONS FOR STREAMLINING THE E.A. PROCESS

by Jonathan Kauffman

The growth of environmental assessment (EA) in Ontario to its present, unmanageable proportions may be due in part to the process having strayed from the outright evaluation of an undertaking and its alternatives into the realm of policy making and sectoral review. Even without these two factors, the process would not be a short one. First, the Environmental

Assessment Act (EAA) defines "environment" broadly, so that a multi-sectoral approach is required. Secondly, the EAA, in addition to looking at the impact of an undertaking, as did the earlier Environmental Protection Act, also examines the need for, and alternatives "of" and "to" the undertaking, making a multiple-alternative approach necessary. Nevertheless, the Act does not call for EAs to become a general forum for policy review, or to deal with sectoral matters which are implicitly beyond the scope of the proponents.



EAA defines "environment" broadly

The above factors, however, are not the only potential sources of cost and delay, and others may include: excessively elaborate public participation procedures which, in addition to prolonging the process, may also lead to "participant burnout" and distrust of the system; inequitable compensation policies which force parties to participate regardless of their actual position on the central issue; and relatively new methodological procedures which have not yet been thoroughly "debugged".

In the text which follows these issues are discussed on an exploratory basis, in the hopes of drawing out some debate from members of the profession on potential means of streamlining Ontario's unwieldy EA process.

Thresholds

In current EA practice, many potentially innovative alternatives are being discarded because they must be evaluated at levels of operation below their economical thresholds, or beyond the proponent's jurisdiction. This is often much to the dissatisfaction of special interest groups and members of the public, who may be making a significant effort to participate in the process. For example, a typical solid waste EA for a small municipality may conclude that recycling or energy-from-waste (EFW)

is not economically feasible, and that landfill is the only alternative. Is any other conclusion likely? It should not take a team of experts to conclude that a small municipality, or even a group of such municipalities, does not have the resources to finance and operate a multi-million dollar waste management facility.

It should not be necessary to prove the same point repeatedly in each succeeding EA.

Planning community facilities and engineering services based upon a hierarchy of thresholds and/or service areas has long been an accepted planning principle, but this does not seem to be fully recognized in contemporary EA analysis. In the North Simcoe EA decision, the panel concluded that the proponents, in view of their limited financial capacity and lack of industrial customers for energy, had arrived at the correct decision to eliminate the proposed alternatives and focus on the landfill component. Given the circumstances, the author fully supports the panel's conclusion. However, this only serves to highlight the structural nature of the problem. Major services in Ontario are rarely provided locally; consider electricity, highways and sewers. While waste disposal, with all of its associated high-tech components, may

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have once been a feasible local undertaking, this is no longer the case.

If innovative approaches such as recycling and EFW are to succeed, they must be examined in the context of economically sized catchment areas. Since the latter may be inter-municipal, inter-regional or even provincial in scope (for example, resale of power to Hydro), the responsibility for some waste disposal initiatives may have to be taken, wholly or partially, to higher tiers of government, and thus removed from the purview of the individual EA. Such matters would then find their way back into the EA process as predetermined Provincial interests, authority strategies, regional policy, etc.

It should be noted that high-tech solutions are not the only possibilities for innovation. Some options can be implemented locally, at reasonable cost, such as reduction, reuse, source separation ("blue boxes") and composting. However, in practical terms, high-tech solutions are likely to remain the largest components of waste reduction schemes for some time to come, and must therefore constitute a major focus of the analysis.

Weighting

Another issue which might quite usefully be relocated outside the EA process is the "weighting" process. Weighting is the assignment of priorities, or relative values, to individual components of the evaluation. For example, it may be decided that while "hydrogeology" and "transportation" are both necessary compo-

nents of a full evaluation, hydrogeological considerations are nevertheless paramount, and hydrogeology is therefore "weighted" as being, say, twice as important as transportation.

Weightings are essentially a form of public policy, and should be subject to broad based participation, not just a self-selected range of local residents and outside lobbies, however worthy the latter may be. As an illustration, in Halton, local participants decided that costs were to have the lowest order of importance. Is this a reasonable consideration? There is nothing unique about a landfill in terms of public benefit. Other public works are equally important, and equally, potentially hazardous. Should the same criterion not apply to all regional projects of this nature? If so, is this the best forum for establishing such policy?

One way of resolving this incongruity might be to incorporate priorities, or "weightings", into the policy sections of the appropriate Official Plan, such as the solid waste management section of a regional plan. The advantages are that the decision would be a product of a wider range of participants, a more generous time frame, and a calmer environment, since participants would not know precisely where candidate sites were likely to be located.

Avoiding Public Participation Burnout

Public participation, which is supposed to facilitate the access of interested and affected parties to the EA process, often turns out to be as much of a hindrance as a help. The public usually has little forewarning of the total duration of the process, nor does it have the professional's discipline of holding back part of the budget, or effort, for the final stages. Premature and often pointless participation in the early stages of an EA can sap the resources and enthusiasm of citizens groups. In effect, they are beaten down by the process and cannot make a strong representation at the end, when it really counts. More intervenor funding,

although necessary and worthwhile, is only a partial solution. The other part may be less, but more effective, public participation. Three suggestions on how to achieve this follow.

First, if policies and weightings were predetermined, as described previously in this article, some of the earlier and stormier public meetings might be foreshortened or eliminated.

Secondly, whenever possible at these early meetings, the public should be provided with a "straw man" (i.e. a concrete proposal, or a range of options) in which they can "poke holes". There may be some concern that if such an approach is adopted, the public will not "get in on the ground floor" in the decision making process. However, in a flexible approach, options can always be added. Spending too much time in the "platitudes stages" can cause delay, and lead to disappointment later on.

Finally, any improvements which can speed up the overall process, regardless of whether or not they involve the public directly, are likely to make public participation more effective. The public can then anticipate the duration of the process and pace itself better, thereby reducing both funding problems and "participation burnout".

Compensation

The author's experience with EAs suggests that some opponents are being forced into participating purely out of fear of financial loss, rather than out of any immutable objections to the undertaking. A more equitable approach to compensation, in addition to being an ethical obligation, could foreshorten the EA process by limiting opposition to those who are genuinely concerned about the issues. It is understandable that the authorities are reluctant to compensate or buy out landowners surrounding public works, in terms of opening up widespread claims for similar treatment in other areas. However, the situation surrounding landfills and other major public works seems to be unique in terms of how high a price the few are being asked to pay for the benefit of the many. Such distinctiveness might point the way to a legal definition that would differentiate this type of public undertaking from those where impacts are more diffuse and widely borne. Whatever the case, a limited amount of compensation seems to be taking place already, signalling that it may now be time to give the issue some formal consideration.

In terms of landfills, costs are rising so

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rapidly that a levy of one or two additional dollars per ton would be insignificant, but could constitute a relatively powerful funding mechanism for compensating or buying out abutters. With regard to other public works, such as dams, highways, transmission corridors and nuclear power plants, contemporary budgets are frequently so large that they too would overshadow a reasonable compensation policy.

A Model Methodology

In order to eliminate a number of recurrent problems in EAs, a model methodology should be considered. Such problems might include: weighting, which has been discussed previously; double-counting, particularly with regard to planning criteria (a technical issue which will not be dealt with in this article); consistency between successive stages of evaluation; and evaluation methodology, notably the lack of clarity and rigour where paired analysis is concerned.

A model methodology could assist: the MOE in providing guidance to EA participants; proponents in avoiding duplication of efforts; the public in understanding the scope and order of the proceedings; and

the Board and lawyers in establishing a benchmark of "commonly accepted EA principles".

There should be sufficient EAs in circulation now to permit the formulation of a model methodology by analyzing past examples in a systematic manner, rather than having to start from first principles. That is to say, it should not have to be a long drawn-out exercise.

Paired Analysis

"Paired analysis" is a technique whereby alternatives can be compared without necessarily quantifying each and every variable in the analysis. Starting with what is judged to be the least viable, alternatives are evaluated in pairs until all are eliminated but the "preferred alternative". Paired analysis seems to permit the relatively painless comparison or "trading-off" of:

- variables that can only be rated qualitatively, such as in the form of "high", "medium", and "low";
- incommensurable values, such as "transportation impact" versus "visual impact"; and
- "no-win" situations, such as "getting

EAGLES APPOINTED TO ENVIRONMENTAL ASSESSMENT BOARD

In the last issue of the Journal we mentioned the appointment of planners to the OMB. Dr. Paul Eagles, Associate Professor at the University of Waterloo, has been reappointed to the Environmental Assessment Board. "As the decisions of many members of the Institute are ultimately subject to review by the OMB, EAB and Consolidated Hearing Board, it is reasonable to assume that these members might be interested in knowing that planners are making unprecedented progress in raising the profile of the profession on these boards," comments Dr. Eagles. The Journal plans to interview other appointees in the near future.



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farm produce to market" (widen road), versus "safety for children, elderly and handicapped" (don't widen road).

Unfortunately, such comparisons are usually lacking in technical rigour, and really just amount to sweeping issues under the rug.

Use of the paired analysis technique has led to recurrent statements in Government reviews (e.g. Halton, North Simcoe) to the effect that reviewers cannot understand the methodology, but are approving it anyway. This cannot fail but to bring the process into disrepute. Indeed, in the North Simcoe Landfill application (which was refused), the panel expressed its dissatisfaction with the lack of "traceability" and "replicability" in the paired analysis, as well as the manner in which Government reviewers, having been unable to make any sense of the paired analysis, had nevertheless passed the EA on to the Board for a hearing. With a little luck, paired analysis will be abandoned in favour of a straight-out weighting methodology, but failing this, it should at least be cleaned up so that it has some modest pretensions to

credibility.

Methodological Consistency

Methodological inconsistencies can occur in EAs when major constraints are altered in between preliminary screening stages and the final, short list evaluation (for example, changing a "natural containment" criterion in the first stage of a landfill EA to an "engineered solution" in the second). The only logical course of action is to repeat the initial screening with the new criterion. It might seem easiest to counsel avoiding this type of change altogether, but the human thought process is iterative, and the ability to revise assumptions over the course of a complex project should be carefully safeguarded. Re-evaluation might not be such an intimidating task if the overall process could take place more quickly, so that positions did not polarize around specific solutions. A computerized model methodology might make trial runs within a single project stage, and re-evaluations between successive stages, more feasible.

Site Selection Criteria

Since major public works projects can

have a significant impact and may be potentially hazardous, it is in the public interest that they be located on the best site for the purposes. Landowner refusal to allow authorities onto a site for testing has led in certain instances to exclusion of these properties from the list of candidate sites, where otherwise they might have been found quite suitable. It appears that at present expropriation, which is both cumbersome and expensive, is the only alternative to voluntary access. Clearly, some mechanism has to be devised which would permit a reasonable degree of access for testing purposes to private property within the study area for the duration of the EA investigations.

Similarly, site availability, or "willingness to sell", has also been used in certain instances to eliminate properties from consideration which might otherwise have been found just as suitable as other candidate sites. If site availability is used as a criterion, two dangers exist. First, the public may be put unnecessarily at risk, just because one landowner is willing to sell and another is not. Secondly, discrimination (albeit most likely unintended) may occur against the less wealthy landowners, i.e., those in financial difficulty. Availability of a site should only be a factor in tie-breaking situations.

Finally, taking into account the severity of social impacts which can result from the relocation of a family or an enterprise, investigators should avoid using excessively coarse-grained methods for the identification of candidate sites. It may simplify matters to look for sites in only one ownership, or of only one size, but this may also eliminate potential sites with admittedly some administrative shortcomings, but otherwise with fewer social impacts or other major constraints. In view of what is at stake, a finer-grained analysis may be justified.

Conclusions

If controversial social issues are left to EAs for resolution, rather than being decided openly in the appropriate forums, EAs will continue to turn into lengthy and repetitive microcosms of society's ongoing conflicts. To restore EAs to their original purpose of evaluating a specific undertaking and its alternatives, it is suggested that some study be given to streamlining the process by:

- relocating sectoral decisions from the EA process to higher-tiered, single-purpose levels;



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- relocating weighting (policy) decisions from the EA process to the appropriate Official Plan;

- simplifying public participation so that it requires less effort, and is more closely focussed on the EA under consideration;

- increasing the equity of compensation policies for landowners surrounding major EA undertakings; and

- formally reviewing EA procedures to resolve methodological shortcomings.

In closing, it should be noted that while hindsight is easy, properly executing a major EA is an exceedingly difficult task. It is not the purpose of this article to criticize sincere professionals or to diminish the EA process. Rather, it is to recognize that a valuable process is being jeopardized by its excessive duration and cost, and to generate some dialogue within the profession as to how to remedy this.

Jonathan Kauffman is a consultant specializing in land use planning and environmental impact. He has been an expert witness in three EA hearings: the Halton Landfill, North Simcoe Landfill, and Derry Road Bypass.

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LETTERS

THE PUSLINCH AFFAIR BOARD DECISION AWAITED ON PUSLINCH

All eyes of the Southwestern Ontario aggregate industry have recently been focussed on the Township of Puslinch. Here before one of the longest OMB hearings ever held, the future of very significant aggregate reserves is being debated. On one side the Township of Puslinch is claiming that it has more than enough gravel pits and that with only 4,000 residents, why should it supply the rest of Southern Ontario with gravel. On the other side is the Min. of Natural Resources and the Aggregate Producers of Ontario stating that the Puslinch resources are of provincial significance and that their extraction conforms with the Ministerial Aggregate Provincial Policy Statement. In addition, four aggregate producers are attempting to secure licenses for several site specific new pits.

This firm has been involved with this issue for several years and currently represents two parties with a direct interest in the outcome of the hearing. The Board has now recessed to consider the evidence.

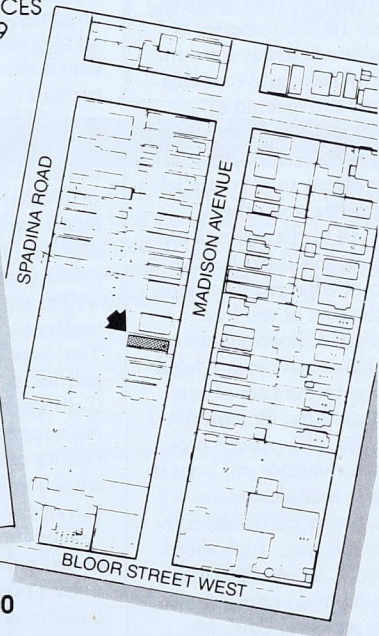
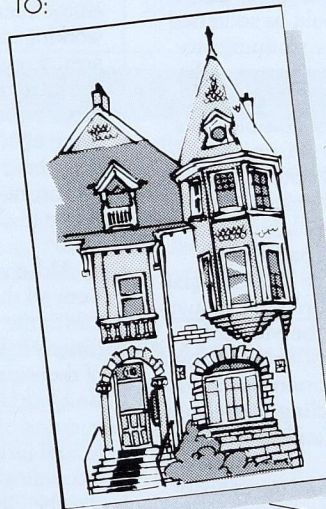
The results of the hearing will undoubtedly set the stage for future extraction applications. I will provide a full commentary on this important case after the Board has issued its decision.

*John Ariens
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**SOUTHWESTERN
REPORT**

**FROM RAILS TO
TRAILS**

by Ellen Cramm

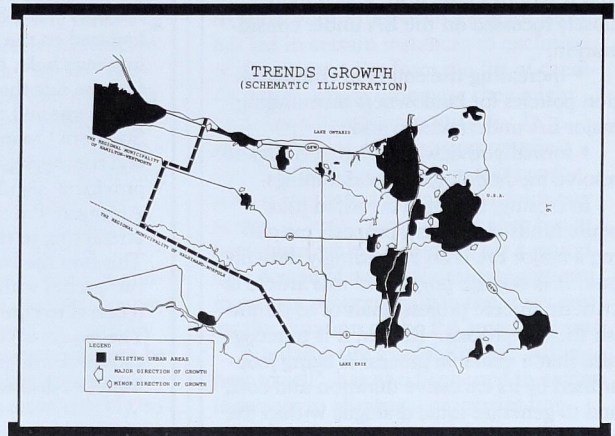
The reuse of abandoned railway lines was the topic of the Southwestern District dinner meeting at the Olde Heidelberg Brewery and Restaurant, Heidelberg, on December 7. Speakers for the evening were Norman Mealing, Ministry of Transportation, who is chairman of the Provincial Interministerial Committee on Abandoned Railway Lines, and Mr. David Slade of The Heritage Group, who was involved in the development of the recently established Georgian Trail in Grey County.

Mr. Mealing indicated that there are now approximately 1800 kilometres of abandoned railway lines in the Province, and that this number is expected to increase to 4500 kilometres within the next five years. Issues facing the Provincial Committee and others involved in the reuse of old rail corridors include: the rights of adjacent landowners; the cost of rail line acquisition, improvement, and maintenance; and legal liability in the case of accident or injury. Potential uses which have been proposed for various rail lines in Ontario include nature trails, utility corridors, commuter rail lines, high speed corridors, recreational rail lines, highway corridors, and linear parks systems. Mr. Mealing emphasized the role of planners in evaluating

potential uses for abandoned railway lines, and urged listeners to become aware of abandoned railway lines in their area, to be informed of the objectives of various landowners and interest groups concerned with the reuse of rail corridors, and to inform politicians of the issues surrounding railway lines within their jurisdictions.

Mr. Slade discussed the development of the Georgian Trail, a 28 kilometre recreational trail system which follows an abandoned CNR right-of-way on Georgian Bay, between Meaford and Collingwood. Mr. Slade emphasized the importance of background research in trail development. Trail ownership, potential users, degree of both public and political support for the project, and financing for acquisition, upgrading, and ongoing maintenance were all identified as key factors which should be addressed early in the planning process. Other matters to be considered include the identification of possible links with other existing or proposed trail systems in the area, and the selection of primary trail activities as well as compatible secondary uses. The Georgian Trail now links five municipalities in the Meaford-Collingwood area by providing a recreational trail system for cycling, cross-country skiing, and pedestrian activities.

The future use of abandoned railway lines proved to be a popular item for discussion, and the insight and experience provided by both speakers will undoubtedly



Possible growth patterns in Niagara

benefit audience members who find themselves involved in similar projects in the future.

Ellen Cram is responsible for program activities in Southwestern District.

**ANTI-NUCLEAR
CLAUSE DROPPED**

Former Central District editor Glenn Scheels, now working in the Kitchener area, sends in a report from the local press that a Guelph based citizen's group has given up a lengthy legal battle to have the City include an anti-nuclear weapons clause in the new Official Plan.

Although the matter went all the way to the OMB, the group appeared dissatisfied with the results of their campaign. A key issue in this case was the question of municipal vs. federal jurisdiction.

According to the report, this was the OMB's first case concerning a city's right to exercise land use controls over the making of nuclear weapons.

The decision apparently

indicated that the municipality could deal with public concerns on this and similar issues through the passing of a resolution.



CENTRAL

**WHERE NEXT?
THE REGION OF
NIAGARA
PONDERS ITS
FUTURE**

Grimsby was the location for a November 30, 1989 panel discussion sponsored by the OPPI and the Regional Niagara Planning and Development Department. The topic was the issue of urban growth and the preservation of the fruitlands of the Niagara Peninsula. About 30 planners and other interested persons came out to hear the three panelists: Diana Jardine, Director, Plans Administration Branch, Central and Southwestern Ontario, Ministry of Municipal Affairs;

Dr. Hugh Cayler, Geography Department, Brock University; and Corwin Cambray, Manager, Policy Planning, Regional Niagara.

The report *Where Next? A Look to the Future*, prepared earlier by Regional Niagara, provided a focus for the discussion, which raised more questions than could be answered. How much spillover can the Niagara Region expect from the furious urban growth of the Greater Toronto Area? How do we weigh the current agricultural economic problems against the long term supply of tender fruits? Do we have to follow the market forces and build on the high quality land? Is it worth the infrastructure investment necessary to force growth onto the lower quality lands?

These questions and more will be asked again and again as the municipal governments in the Niagara Region

face some very important land use decisions in the near future. OPPI and Regional Niagara are to be commended for providing the forum to let the debate begin.

**RICHARD GILBERT
FIRST PRESIDENT
OF CANADIAN
URBAN
INSTITUTE**

The newly formed Canadian Urban Institute has announced that Richard Gilbert will be the Institute's first president, effective in April, 1990. Gilbert will be serving in a voluntary capacity until then, at which time he will resign from his present position on Metro Toronto Council.

The Institute is an independent, non-profit organization with a mandate to develop solutions faced by large urban areas in Canada

and elsewhere. It will put on training, seminars (watch for an announcement for a conference this summer), and carry out applied research. One of the Institute's first staff members is planner Gillian Mason, who is a Program Director.

An interview with Richard Gilbert will appear in a subsequent issue of the *Journal*.



NORTHERN

**KIDD'S CAREER
ON TRACK WITH
ONTARIO
NORTHLAND**

North Bay's loss is Ontario Northland Railway's gain. Stuart Kidd, formerly Manager of Research and Special Projects with the

city's Planning Department, has recently moved to a senior position with the Ontario Northland Railway where he will be involved in the development of the railway's landholdings. In addition, Stuart will play a key role in management of the parent company's land assets. The Ontario Northland Transportation commission, a multi-modal crown corporation created to act as the flagship of economic development in the North, is active in rail, air and trucking.

A graduate of the University of Waterloo, Stuart worked with Canadian National before joining the City of North Bay. While at the City, he tackled housing issues and undertook a variety of economic development-related activities. In his new position, Stuart will also be based in North Bay.

O B I T U A R Y

KLEMENS DEMBEK



Klemens Dembek, the man who helped introduce the principles of good planning to the City of Sudbury, has died at the age of 65.

Klemens Dembek joined the City in the late fifties, having completed a Masters of Planning at the University of Manchester in England. As Director of Planning, Dembek helped draft the City's first Official Plan and was the guiding force behind the move to regional government in the 70s. A central principle was his belief that various local counties should be planned as a single economic unit. He held the position of Director of the Region's Planning Department from the time of its forma-

tion in 1973 until his retirement.

The Dembek family, although originally from Poland, quickly became attached to the Sudbury area and raised four children there. His daughter Barbara followed in his footsteps as a planner, and is

currently President of the OPPI. She recalls that many people now scattered throughout the province gained their early training working for her father. "He was a good teacher," she says.

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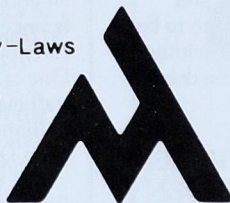
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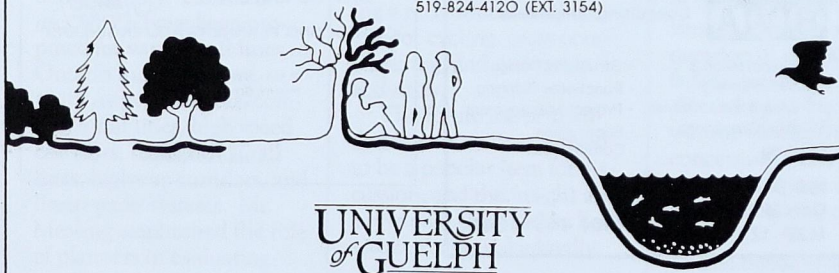


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OSGOODE TOWNSHIP SEEKS TO PROTECT ITS RURAL CHARACTER

by Pierre Beeckmans

A proposal for a severance on poor farm land in the Township of Osgoode was not opposed by the Ministry of Agriculture and Food. The Ministries of the Environment and Natural Resources and the Conservation Authority also expressed no concerns. The Ottawa-Carleton Land Division Committee granted the severance. However, the Township of Osgoode refused to rezone the property and appealed the decision of the Land Division Committee. The applicant appealed for an order amending the township zoning by-law.

At the Municipal Board hearing, the applicant's representative presented evidence to show that the proposal would not offend the Official Plan. He suggested that it would satisfy the four conditions applicable to land severances in rural areas. The soil capability rating is 6, considered not to be viable farm land.

The Township's consultant responded that a scattering of non-farm uses, even on pockets of poor farm land would not be in the long term interest of farming. The Township Council was of the opinion that the consent, removing the house and barn on 4 acres of land at the centre of the property, would destroy a viable farm operation.

A farming neighbour gave evidence that a successful farming operation had existed for 10 years on the 75 acre property from which the consent was being sought. It had stopped only on the death of the previous owner. He felt that farm and non-farm uses do not mix and that the subject application would open the door to further development.

The Board was impressed by the Township's desire to maintain the rural character of the municipality. Its decision on August 31, 1989 supported the municipality's position.

Source : Decision of the Ontario Municipal Board Atienza property, Lot 19 , Con X, Files C 870587 & Z 880132.

Pierre Beeckmans is a Senior Analyst with the Program Services Branch of the Ministry of Municipal Affairs.

COMMUNITY PERCEPTIONS OF NON-PROFIT HOUSING NOT SUPPORTED BY THE EVIDENCE

by Vanine Lee

In a recent issue of the *Journal*, the findings of a study undertaken by Ekos Research Associates to document the impact of non-profit housing on property values were summarized. This article describes the research methodology used by Ekos.

Impact on Property Values

To determine if non-profit housing influenced property values, the research design involved comparing a treatment group of residential properties with a closely matched control group, before and after the construction of a non-profit housing project. Residential properties surrounding a non-profit housing project comprised the treatment group while the control group consisted of similar properties located in the same neighbourhood but not exposed to a non-profit project. In choosing the control group, dwelling units were matched as closely as possible, in size, age and physical condition, to the treatment group. In this way, observed differences can be attributed to the presence or absence of non-profit housing.

The hypothesis was that the difference in rate of change in the mean selling price for properties surrounding non-profit housing, developed before and after construction of the project, is no different than that for the matched control group of properties.

The sample of non-profit projects for this study was derived from all non-profit housing projects developed between

1981 and 1986 in Metropolitan Toronto, the City of Ottawa and the City of North Bay. Only non-profit housing developments in primarily residential neighbourhoods were considered. A total of 114 projects were considered initially, but many of them were excluded from the study because they were not surrounded by sufficient numbers of residential properties, or because it was not possible to find a suitable control group in the neighbourhood. The final sample of 51 projects included 30 projects in Metro Toronto, 15 in Ottawa and 6 in North Bay.

Sales data from 1980-1988 TEELA Reports (a data base of all home sales activity as recorded at Land Registry Offices) were used to compare average selling prices of properties in the treatment group with properties in the control group, before and after the construction of a non-profit housing development. During this time period, 492 sales were recorded. The sales data were standardized into constant 1981 dollars according to the Housing Price Index. Also, broader market forces such as the level of sales activity in the area, the relative economic health of the area, interest rates, etc. were all held constant in the design. This was done to provide an accurate, relative measure of the impact of non-profit housing on sale prices.

The analysis excluded outliers from the sample. Outliers are values which are substantially higher or

lower than the rest of the cases. For the purpose of this study, all sales of \$100,000 or less and \$200,000 or more in 1981 dollars were excluded from the study in order not to artificially distort the average price. (The data was also analysed with the outliers, and it was shown that this had no significant impact on the main conclusions.)

Statistical significance was tested to ensure that the researchers can confidently conclude that the analysis is a valid inference to the broader population being studied. All analyses used the analysis of variance (ANOVA) method to test for statistical significance. ANOVA was used to test if the means (or averages) of a variable (e.g. selling price) vary from one group of observations to another, i.e., treatment group, control group; Ottawa, Toronto, North Bay; before project, after project.

The study also addressed potential threats to the validity of the findings (internal and external), plus measure-



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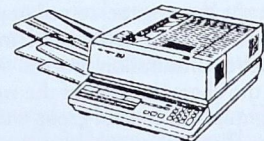
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ment errors and data reliability.

Internal validity refers to whether the design can isolate the impact of the independent variable (exposure to a project) from other potential causal factors. Ekos indicated that any bias in the composition of groups or selection of extreme cases for the control group are types of threats that are more applicable in cases involving human subjects, but unlikely in this study. The matching of control properties to treatment properties ensured that the two groups are similar.

External validity refers to the question of whether or not the findings can be generalized to the broader population. First, the sample is restricted to the 1980-1988 time period. It makes no claims to earlier periods. Regarding the issue of geographic representativeness of the sample, not all projects in the population were included but the projects represent a large fraction of the eligible projects in the three centres used in the study. These three centres account for over half the inventory of non-profit housing projects in Ontario.

Ekos also examined how faithfully the empirical indicator (TEELA records of sales) measured property values. Since the market, as expressed in the selling price, truly determines value, this was considered as the most valid measure. An alternative approach using professional appraisals merely estimates values and uses the same data in the evaluation. This was considered less scientific by Ekos.

Having reviewed the major threats to validity, the logic of the design and the clarity of the evidence and test, the study once again concludes that non-profit housing projects had no overall negative impact on property values.

Neighbourhood Perceptions

A secondary research issue was to determine neighbourhood residents' perceptions about non-profit housing and impacts in their neighbourhood. To obtain this information, a total of 1,808 mailback questionnaires were dropped off to residents living within the treatment and control areas. 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. A profile of the characteristics of the treatment group and control group was developed to allow the researchers to compare across groups and to identify factors

which may influence perceptions.

Hard Evidence

The total number of questionnaires returned was 381 for a response rate of 21%. Only responses which were statistically or substantially significant were presented in the report. A previous article in the *Ontario Planning Journal* summarized the findings of this neighbourhood

survey. Ekos concludes in their report that while many of the residents surveyed perceive non-profit housing to have a negative impact on property values, these fears are clearly unsupported by the hard evidence.

Vanine Yee works with the Housing Advocacy Task Force at the Ministry of Housing

A STRATEGIC HOUSING PLAN FOR OTTAWA-CARLETON: WILL IT MAKE A DIFFERENCE?

by Colleen Hendrick

In the fall of 1988, Social Services and Planning staff from the Regional Municipality of Ottawa-Carleton and Social Housing staff from the City of Ottawa Department of Housing and Property met to discuss the status of several housing initiatives targeted at homeless single adults. We were concerned that there had been a dramatic increase in such people requiring emergency hostel accommodation. As well, the only emergency hostel for single women was scheduled to close within a year. Services for the homeless were in a state of transition. What emerged from the joint staff meeting was consensus on the need to develop a sense of direction related to housing and support services for homeless single adults.

We prepared a discussion paper that defined who the homeless are and some of the reasons for homelessness. We also described the emergency hostel system in Ottawa and its relationship

to other permanent housing initiatives. The paper also contained an inventory of various housing options for singles and a description of the types of support provided, occupancy-vacancy levels and various rental costs. The paper concluded with a series of recommendations which ultimately strive to ensure that "a supply of appropriate, affordable and secure housing is available for homeless, single persons in order to reduce the need/demand for emergency hostel accommodation."

Input from range of participants

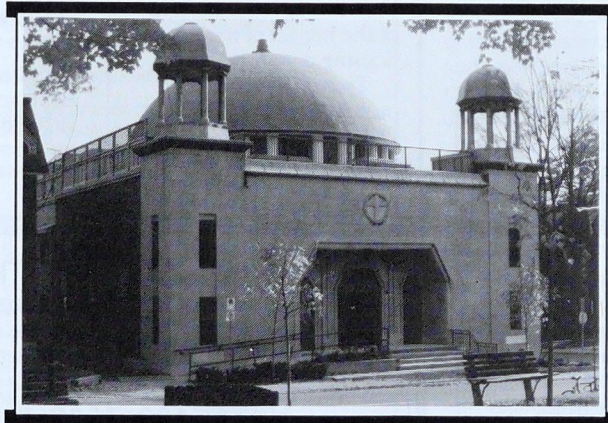
This discussion paper was circulated to interested members of the Ottawa-Carleton community with particular interests in these issues. A community consultation meeting was held in March 1989. Comments from more than 25 community participants were incorporated into the final report. The final recommendations related to the following areas: information and access to housing, emergency and permanent

housing, and the planning, coordination and delivery of housing.

The major recommendations are summarized below:

- More housing information material needs to be provided to: agencies working with low-income singles; emergency hostel staff and residents of emergency hostels.

- Funding is needed for the



Building converted for homeless.

development of a central application registry in order to improve access to social housing.

- A coordinated data collection system for emergency hostel services needs to be developed in order to provide a comprehensive profile of existing users and project future demand.

- Social housing providers need to recognize singles housing as a priority. Annual operational targets need to be developed which reflect a priority status for low-income singles.

- Rent supplements need to be made available for rooming house accommodation.

- The forms of housing and support services need to be identified which will be needed for individuals for whom the existing housing is unsuitable.

- Social housing providers and community service providers need to develop and maintain stronger linkages regarding the planning of permanent housing initiatives targeted to the homeless.

The report has been approved by the City of Ottawa and the Regional Municipality of Ottawa-Carleton. A joint committee of staff will follow up and monitor the implementation of these recommendations.

This staff initiative has produced a comprehensive planning document which will guide the future development of housing and support initiatives for the homeless in this community. One of the most important outcomes has been the process of bringing housing developers together with community service providers who work with the homeless to share ideas, identify gaps and propose solutions related to housing and support issues for the homeless. This process has also highlighted the need for ongoing coordination and collaboration among Social Services, Housing and Planning staff at a local government level. The challenge will be to ensure that the recommendations are implemented. Subsequent follow-up reports will measure how successful this community has been in achieving the objectives of this housing plan for homeless single adults.

Colleen Hendrick is a Supervisor in the Planning and Review Division of the Region's Social Services Department in Ottawa-Carleton.

A WORLD-WIDE UNDERTAKING

by Edith Howard

This column provides a round up of some of the new projects being undertaken by planning consultants and will be organized, in the future, around a specific topic. In the next issue Environmental Impact Assessment (social and physical) will be featured. To cut down on the need for detective work on my part, please send a note giving a brief description of the project and any ground-breaking aspects of its design or approach to me at: Metro Toronto Planning Department, City Hall, East 11, Toronto, M5H 2N1.

The projects in this issue cover a broad range of planning activity.

Berridge Lewinberg Greenberg Ltd. provided an international round up. The firm has been commissioned by Olympia and York Developments to assist in the planning and design of a 40 ha site in central Moscow. The site is being developed in the context of an international trade area. The existing trade exhibition facilities will be expanded to include residential, retail and hotel development as well as Moscow's first western-style office tower.

A little closer to home, BLG is developing a concept plan for a former 10-block industrial area adjacent to Chicago's business centre. The plan proposes a mix of office, retail and industrial uses, centred on an attractively landscaped area which will provide a venue for kiosks and other people-oriented activities in order to create a pleasant and safe environment. The firm is involved in two other mixed use projects: a concept plan for a new Uptown Business Core for the Town of Oakville in the south-west quadrant of Dundas and Trafalgar Roads, and a development study for the Provincial lands at Highway 401 and Falstaff Avenue which integrates affordable housing and community uses.

Hemson Consulting Ltd. is currently undertaking an economic feasibility study which will examine the opportunities for intensification of development along major roads. The study is part of the Housing on Main Streets initiative of the City of Toronto. The firm is also engaged in an Office Location Dynamics study for Metropolitan Toronto which examines decision-making criteria of the office sector in choosing to relocate.

Hemson recently completed long term

employment forecasts to 2031 for the five regions in the Greater Toronto Area. The assignment was undertaken for the Greater Toronto Co-ordinating Committee (composed of Metro and the four regional governments in the GTA, along with the Province of Ontario) which is examining long term infrastructure needs in the region. A new land use based model, which reflects locational decision-making criteria, was developed to distribute forecast employment.

A.J. Diamond, Donald Schmidt and Company have recently completed two urban design projects. A preliminary study for the City of Toronto's Ataritari Project investigated design options for a new 65 acre residential community. Features of the plan included a comprehensive open space system, a mix of residential, institutional and employment uses and a rationalization of traffic patterns within and through the site. The firm has also completed an analysis of the Moss Park Housing Project for the Metro Toronto Housing Authority which suggests design alternatives for infill housing to increase the density of the project with street related uses more suitable for households with children.

The Realty Consulting Group of Coldwell Banker offers a broad spectrum of experience in planning, architecture, real estate finance and development. Projects underway include Sears' Project 2000, a consolidation of the firm's distribution facilities into one location and the financing of the new facility through the disposal of redundant warehousing facilities. The Realty Consulting Group assisted Sears in the selection of a new site in Belleville and is examining the redevelopment potential of their holdings in Metro Toronto. In sunny Georgia, the Realty Consulting Group co-ordinated a team of local consultants in the preparation of a plan for a 156 acre site in mid-town Atlanta. A decision by the Atlantic Steel Co. and the Georgia Tech. Foundation to relocate prompted this study which involved a complex series of access, traffic and service infrastructure issues in order to achieve a development incorporating retail, office and residential uses.

Edith Howard is Manager of Policy Development with the Metro Toronto Planning Department.

ALBERTA'S LAND-RELATED INFORMATION SYSTEMS NETWORK PROJECT

by Bill Clark

DMR Group has been selected to identify, evaluate and recommend appropriate technical alternatives for the Province of Alberta's Land-Related Information Systems (LRIS) Network Project. The overall intent of this project is to design, develop and implement a data retrieval system or "gateway" into a network of land-related information systems.

The ultimate product to be delivered is a computer-based information exchange network. Distributed access will be provided to land registry and geopositioning data. Users in both Government and private sectors will be able to retrieve the desired information on-line and in an integrated fashion — for instance, obtaining reports on both the Crown and private lands in a selected region, along with maps showing the locations of the parcels.

When completed, the LRIS Network will provide the Government and the citizens of Alberta with new capabilities to quickly access, integrate and use its land-related information resources, and will provide stimulus to economic diversification by enhancing the high-technology Land Information System (LIS) industry in the province. Once implemented, the LRIS Network will serve as a precedent for the development of similar projects internationally.

DMR Group has developed a strong presence in the GIS/LIS marketplace among municipal and provincial governments, and the private sector, in Alberta, British Columbia, Ontario and Quebec. For further information, contact George Lysenko, GIS/LIS Practice Leader, DMR Group Inc., 1500, 10020-101A Avenue, Edmonton, Alberta T5J 3G2, phone (403) 423-2070, fax (403) 423-0102.

Wm. (Bill) A. Clark is Managing Director of the Edmonton, Alberta office of DMR Group Inc

THE JOURNAL TEAM CONTINUES TO EXPAND

This is the 25th issue of the *Journal*, and I am very pleased to mark this milestone by introducing new faces as members of the

Journal's editorial team and bring you up to date on some other matters.

First of all, I am delighted to inform the readership that **Diana Jardine** will be continuing as Publisher of the *Journal*. Even though Diana is no longer officially a member of the OPPI council, recent changes in the structure of council responsibilities allow delegation of this role.

Our new columnist dealing with environmental issues is **Dave Hardy**, a planner with the Town of Aurora and currently President of the Conservation Council of Ontario. Dave has recently re-entered the field of municipal planning, having worked for a number of years in the environmental assessment branch of Ontario Hydro and, before that, with the Ministry of Environment. Dave's first column will appear in Volume 5 No. 2, due out in May.

As part of our continuing efforts to broaden coverage of planning issues, news and events in your local area, we plan to subdivide regional coverage as much as possible in future.

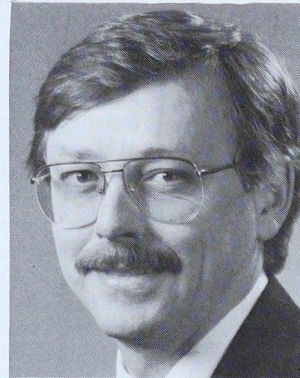
The Central District is not the largest district geographically but is

certainly one of the busiest in terms of the amount of planning activity concentrated within its borders. In order to give *Journal* readers the best possible coverage, therefore, it makes sense to subdivide responsibilities for reporting news from the District into several areas.

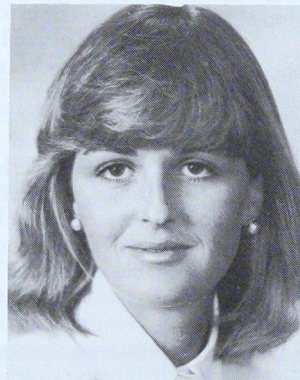
Starting next issue, **Tim Murphy**, a planner with M.M. Dillon Ltd., will be covering the Greater Toronto Area for the *Journal*. In addition to being a member of the Central District program committee, Tim is also active with the Urban Development Institute. Before joining Dillon, Tim worked with Conlin Engineering and Planning in Welland. He has planning degrees from Waterloo and Queens University and was the CIP National Student Rep in 1986-7.

I am also very pleased to announce that **Celeste Phillips**, a consultant with Jorden & Jones Ltd. in Barrie, will be the new editor for Huronia, an area stretching from the shores of Lake Simcoe to Georgian Bay. Celeste is a graduate of York University and previously worked with the City of Barrie planning department.

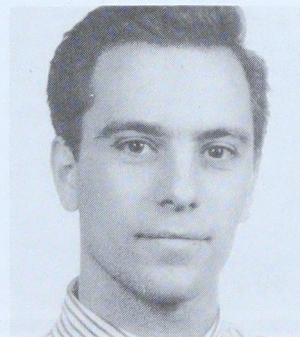
As mentioned previously, **Ian Bender**, a senior planner with the City of St. Catharines, is covering the Golden Horseshoe area. His story on a local program meeting dealing



Dave Hardy



Celeste Phillips



Tim Murphy

with the future of the Region of Niagara appears in this issue. Plans are also underway to appoint sub-regional editors in other districts, particularly in the Southwest, which has been unrepresented for far too long! If you are interested in getting involved, please get in touch with District Representative **Victor Cote** at the City of London Planning Department.

To help keep our readers up to date with changes and events at the Province,

Stella Gustavson, a policy analyst with the Office of Senior Citizens Affairs, has been a member of our editorial board for some time. Late last year, we also welcomed **Diane McArthur-Rodgers**, a Project Planner with the Plans Administration Branch. Coincidentally, the Ministry also returns as an advertiser with this issue, reflecting the Province's desire to communicate directly with the large segment of the planning community outside of the provincial/municipal ambit.

In addition to collecting news and reports on local events, our editors are also on the look out for feature articles on a wide range of topics — particularly those that offer a regional perspective. You will find contact numbers for our new editorial team members on the *Journal* masthead (page 2).

Glenn Miller

OPPI OFFICE STAFF ALMOST AT FULL COMPLEMENT

Alan Bradshaw, OPPI's Executive Officer, is pleased to introduce a new staff member. **Natalie Aberback** joins OPPI as Administrative Assistant and will be helping Alan reorganize office functions and procedures. A Membership Assistant, whose job will be attempting to help smooth the process of joining the Institute as well as handling enquiries concerning new members, will be hired soon.

Alan would also like to draw to your attention the fact that the OPPI office is accessible by telephone at no charge from anywhere in Ontario, through the use of an 800 number (1-800-668-1448). As well, the office has also acquired a FAX machine (416-483-7830). So next time you feel inspired to write a letter to the editor (or the President of OPPI, for that matter), all you have to do is give us the fax.

Where the dollars go

One of the on-going challenges for a non-profit organization is control of its costs and revenues. As of 1990, approximately 46% of your membership dollar goes to CIP for the provision of services such as Plan Canada and operation of the national office. The remainder is spent by OPPI which operates a balanced budget. As the pie chart shows, the administrative expenses represent a large proportion of costs, although this will be offset to a large extent by improved and expanded services to members. More than one third of the budget is spent directly on member services such as programs, conferences and committee work.

The *Journal* accounts for only 11% of the budget. Of this, about a third of this sum is mailing costs. (Write to your MP concerning the policies of Canada Post!) When cost recoveries from advertising and subscription revenue are taken into consideration, the total net expense for the *Journal* is reduced by more than 20%. At a net production cost of less than \$2.00 per copy, the *Journal* has to be one of the all-time bargains!

First OPPI Salary Survey

The first salary survey undertaken for OPPI reveals some very interesting statistics about who we are, how much we

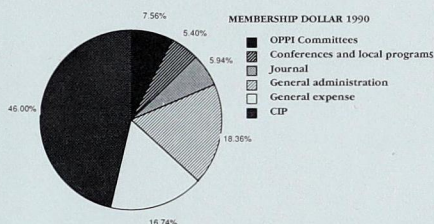
make, and who we work for.

First, the good news! The average salary of OPPI planners is \$52,490, some \$5,000 more than the median, suggesting that a number of us are earning considerably more than average. In fact, about 7% of the membership earns more than \$80,000. One hard working soul pulls in more than \$300,000! The authors of the report indicate that, as might be expected, average salaries increase according to years of experience, which also explains why full members tend to make more than provisional members. Planners working for government tend to enjoy continuously rising salaries up to approximately 20 years of experience. Consultants, on the other hand, level off somewhat earlier. The exception appears to be the senior partner/owner, whose earnings directly reflect performance.

Ontario planners continue to be characterized by their youth, say the authors of the report. A very large proportion of the membership has five years of experience or less, and an increasing number of planners enter the profession each year (although the rate of increase is declining). Since there are not likely to be promotion tracks for everyone, managers will have to stay on their toes to keep staff interested and motivated as this group of planners moves through the system!

Another fact which would be interesting to track over a period of time is the proportion of planners working for government versus the private sector. Overall, the numbers are reasonably balanced. Although 49% of respondents are in government service, with another 13.5% in "other public sector" jobs, nearly 36% work in the consulting and "other planning sector". This latter group includes developers, banks, and real estate related functions.

A copy of the full survey can be purchased from the OPPI office for a modest fee. The data were collected in June, 1989 and were collected through a mail survey of the OPPI membership. Raj Varma and Doug Caruso compiled the survey on behalf of the Institute.



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GREATER TORONTO GREENLANDS STRATEGY

Ron Kanter, MPP, has been asked by the Premier of Ontario, the Honourable David Peterson, to

develop a greenlands strategy for the Greater Toronto Area. He was appointed to undertake this study

on October 17, 1989 and he has been asked to complete his report by June 1990.

Mr. Kanter will make recommendations to protect the river valleys and headwaters of Lake Ontario in the GTA. In addition to identifying a regional system of natural areas and landscapes, Mr. Kanter will recommend control mechanisms and enhancement strategies as well as the appropriate institutional mechanisms needed to implement the greenlands strategy.

Mr. Kanter will be working in close cooperation with the Royal Commission on the Future of the Toronto Waterfront, headed by David Crombie.

An important element of the greenlands study is consultation with interest groups, experts and agencies experienced in the protection of the natural environment. Mr. Kanter has already met with many representatives from regional governments and various umbrella or region-wide interest groups. He has asked all groups, including area-specific conservation and environment groups, as well as community associations and industry people, to submit written briefs addressing the three components of his study.

If you would like copies of the study's terms of reference, or if you have any questions about the greenlands strategy, please contact Laurie LeBlanc at (416) 369-1747.

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