

ONTARIO PLANNING JOURNAL

MAY/JUNE 1990 VOLUME 5 NUMBER 2



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ONTARIO PLANNING JOURNAL

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NEW SIMPSON STREET: A PLAN FOR THE REVIVAL OF THE OLDEST MAIN STREET IN THUNDER BAY

by Stefan Huzar

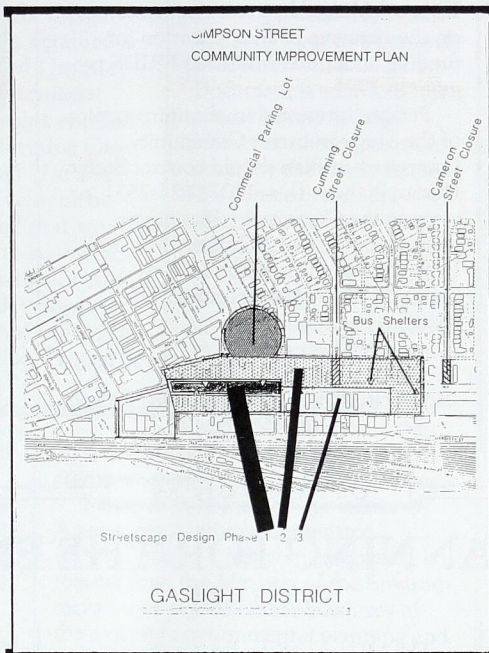
The "mainstreet" revival movement has reached northern Ontario's largest community, Thunder Bay. One hundred years ago, in Thunder Bay's south core, once the city of Fort William, the first streetcar system in Canada operated down Simpson Street. Today, Simpson Street has become a marginal retail area, stagnating and without a positive future. To help the business community turn things around, the Planning Department has prepared a Simpson Street Community Improvement Plan.

The recommendations in the Simpson Street Community Improvement Plan, when implemented, could transform this rundown part of Thunder Bay and give it a new vital future. Recommendations, prepared by the Planning Department, call for capital investments in community commercial public parking lots, intersection closures and streetscape improvements. Associated changes in the Official Plan and Zoning By-law are recommended to encourage multiple unit housing and ease parking and site development regulations. The establishment of a BIA (Business Improvement Area) and other organization changes are recommended and considered vital to the transformation of Simpson Street.

The future of Simpson Street, as outlined in the Improvement Plan, rests on the principle that the entire length of the street cannot support retail functions. Therefore, municipal investment should focus on the two existing street segments where commercial activity is strongest.

The two commercial areas are very different from each other. Each has features which give it strength. All recommendations are intended to build on and develop these unique features.

The north cluster has traditionally served the surrounding ethnic community. Many specialized food stores and services have grown in popularity and now attract clientele from well beyond the local area. It is recommended that a



The Gaslight District Streetscape Plan

streetscape design plan be designed to reinforce the "European" flavour, provide "European" type amenities and create a special place.

The south cluster saw the development of numerous hotels and bars at the turn of the century. Their use continues

to generate significant night life and entertainment activity with some associated problems.

Solutions may, in part, be administrative, achieved through increased enforcement of liquor consumption and police regulations. However, in the long term, the solution rests in developing the physical resources of the area. In the south portion of Simpson Street, it is recommended that streetscape improvements reinforce the night-time uses, and that the large warehouses nearby be considered for restaurant, office or mixed use residential purposes. The street design should anticipate potential links to any converted Hardisty Street warehouses, and possibly further to the Kam riverfront which is currently being studied for development, as a major new element of the south ward downtown.

In the Simpson Street area, other strengths are seen as clues to the direction development could take. Other initiatives recommended in the study include:

- identifying the details of architecture and microclimate which have proven to work successfully for Simpson Street's pedestrian environment,
- considering the continuation of certain mini-industrial storefront operations,
- zoning to reinforce the mosaic of

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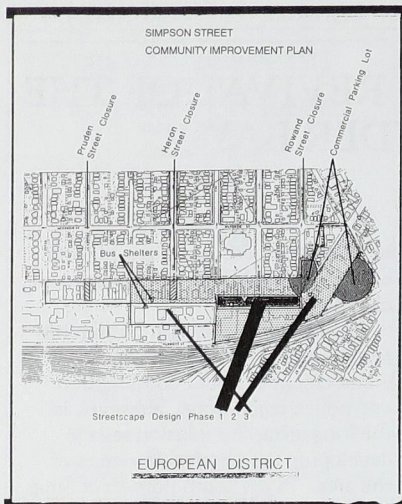
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The European District Design Proposals

- continuous strip retail,
- installing new signs and making traffic improvements to reinforce a Simpson Street identity over the entire

distance between the two key activity nodes of intercity and Downtown (south core), and

- constructing new non-profit residential units with associated open space conducive to the needs of seniors.
- The rate and degree to which the study recommendations are implemented will depend upon the strength of the BIA, established by areas businesses, and on the outcome of an application for funding under the Province's PRIDE program in 1991.

Persons interested in obtaining copies of the Simpson Street Community Improvement Plan should contact Stefan Huzan, Planner II, at (807) 625-2531, or write to the Community Planning Department, City of Thunder Bay, 500 Donald Street East, Thunder Bay, Ontario P7E 3V2, Attention: Stefan Huzan.

Stefan Huzan is a Planner with the City of Thunder Bay.

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OTHER VOICES

IS ANYBODY PLANNING FOR THE ENVIRONMENT?

by Toby Vigod

In September 1989, environmental groups obtained a leaked Ontario government document entitled *Reforming Our Land Use and Development System* that would, if implemented, dramatically alter the development approval process in Ontario. Project X (as it was known by those working on it) was coordinated by the Treasurer's Office and would have given the green light to unrestrained growth, putting environmental considerations on the back burner.

Hiding behind the veil of the current buzzword of sustainable development, the authors of the document recommended that all existing land use and environmental legislation in Ontario be consolidated into a new "Sustainable Development Act." The authors took the position that provincial involvement in land use planning decisions should be minimized. They recommended that where provincial review does take place it should be consolidated in the Ministry of Municipal Affairs — a ministry without any particular expertise in environmental protection.

The Ministry of the Environment (which was not consulted about Project X) and the Environmental Assessment Act would be seriously undermined if the recommendations in the document were implemented. The authors of Project X suggest that strengthened environmental regulations (MISA, CAP) may eliminate the need for Environmental Assessment over the long term. This betrays a fundamental misunderstanding of Ontario's environmental legislation. MISA (Municipal-Industrial Strategy for Abatement) and CAP (Clean Air Program) are end of pipe, remedial programs dealing with discharges to the environment, while environmental assessment is the critical strategy for protecting the environment before damage is done.

The underlying philosophy of the document is revealed in the statement that "the existing policy framework and regulatory system reflects an outdated protectionist perspective." This unsubstantiated statement is ironic given the fact that the public has already raised concerns about unconstrained development — the Toronto waterfront is a case in point.

The document also considers agricultural land as "raw land" to be developed. It complains that "in some cases, it can take up to seven years to bring raw land in a large municipality from an agricultural designation to development." What this report ignores is the fact that prime agricultural land is already being destroyed at an accelerated rate in this province.

The leaked document raises serious questions about the Peterson government's commitment to environmental protection. Two years ago, the Ontario government was a signatory to the National Task Force on Environment and the Economy which called for "increased use of environmental impact assessment" as a tool for ensuring that environmental and economic decision making would be implemented. The Task Force also recommended that governments take specific steps to open environmental, resource and economic development policy making and planning to greater public input.

The leaked document would have curtailed the role of the public in the

planning process — in fact, in briefing notes regarding the Ontario Treasurer's September 1, 1989 meeting to discuss the document, Mr. Nixon is quoted as saying that he "was not persuaded of the need for any extensive consultation on these initiatives either at the Provincial or municipal level."

Environmental groups, concerned about the author's intention to short-circuit the existing process for reforming the Environmental Assessment Act (the Environmental Assessment Program Improvement Project (EAPIP)), wrote to Premier Peterson asking for some assurance that EAPIP would continue to be the legitimate vehicle for a critical evaluation of the environmental assessment in Ontario and that the approach of the leaked document not be implemented. On October 17, 1989 the groups received a response from the Premier in which he stated that the leaked document "does not represent government policy and had not received Cabinet approvals at any level." Premier Peterson also had indicated that "any proposed reforms to the land use plan-

ning process will involve thorough analysis and appropriate consultation with relevant parties." Further, he stated that the government stands behind the principles of the Environmental Assessment Act which has served as an effective front end planning role.

One effect of Project X has been to speed up the EAPIP process. New managers were put in place and a Government Discussion Document is scheduled for release in late spring. However, one assumption stated by the newly formed Task Force is that the review of the Environmental Assessment Act is independent of the review of the Planning Act. This is an unfortunate assumption in that it seems imperative that the Planning Act be reviewed and revised to ensure that the land use

planning and approvals process results in environmentally sound decision-making.

Most recently the Environmental Assessment Advisory Committee (EAAC) issued a report in response to a request from the Minister of the Environment for its advice on the adequacy of the existing environmental planning and

approval process to protect the Ganaraska Watershed in view of potential developments in the area. In a far-reaching report encompassing 14 recommendations, EAAC stated that the Province should recognize that: "the existing land-use planning and approvals process does not provide satisfactory means of protecting the environment, especially from the negative cumulative effects of intensifying land use, and should begin immediately to prepare a package of reforms to incorporate effective commitment to environmental stewardship in land-use planning in Ontario."

EAAC also recommended that EAPIP and the Ministry of Municipal Affairs' review of the planning process should be coordinated to address these issues. While EAAC came to no final conclusion on the mechanism for ensuring environmental assessment principles are incorporated into the land-use planning process, they urge an immediate examination of this issue through an open, consultative process. Ironically, one of their suggestions is a new "Sustainable Development Act" — one that would be 180 degrees from the "progress through pavement" approach taken by Project X.

*Toby Vigod is the Executive Director of the Canadian Environmental Law Association.
(Ed. note: Look for updates on provincial initiatives, next issue.)*

In September 1989, environmental groups obtained a leaked Ontario government document entitled "Reforming Our Land Use and Development System" that would, if implemented, dramatically alter the development approval process in Ontario: Project X

EDITORIAL

LET'S KEEP IT SIMPLE AND GET IT RIGHT

In recent issues, readers of the *Journal* have been treated to a sustained (but not necessarily sustainable) series of articles on a variety of inter-related planning and environmental issues. Some have to do

with "how we should plan" and some deal with "how we should control". Others focus on the need to dramatically upgrade the quality of the end product, as well as the standards by which we should judge the results of planning efforts.

Major changes are under way, both philosophically and in terms of process. Ruth Ferguson's article in this issue takes the position that our role as planners is to help determine and achieve community values as they apply to the environment, land use, economic development, etc. In her article, she asks for our input regarding our areas of interest and our willingness to participate in OPPI's initiatives with respect to influencing new legislation and drafting new standards for our organization.

Judging from the number of favourable comments on recent articles in the *Journal* — particularly the piece by Bill Wilson on Ganaraska — I am certain there will be a strong response. Watch out for a questionnaire to be sent to all members in the very near future.

Glenn Miller

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RE: AGM RESOLVES TO STUDY REGISTRATION

Planners give advice on a wide range of topics. Not all Planners can or should give advice on Land Use, Community Planning, Urban and Regional Development or Site Development Planning.

Not all Planners are advice givers. Planning committee members call themselves planners. Politicians more often than not decide who their "Planner" will be notwithstanding qualifications.

The big risk in "registering", "establishing a self-governing body", "reserving the name," or otherwise identifying "planners" as a professional group is responsibility. The more identifiable, the more defined the activity, the more the "profession" as a group have a *duty* to give responsible advice on the "wise and orderly" disposition of land. This duty must be judged by a self regulating body who would establish the rules of practice.

The best approach to address the question of "registration" in my opinion would be to establish the core of the "self regulating" body within our midst as planners. We could then identify who our members are and the range of expertise we have as a body. The next step would be to establish if we want to be "all things to all people" or if we want our "profession" to be "land use and community," "land use," "urban and regional" or any other planning sector. Once our area of expertise is established the existing "member" system or alternative should be identified as a grading unit. For example "member" is a person qualified for all aspects of professional advice giving. "Member, Urban" confines advice giving to urban development. "Member, Resource", would be

resource development planning and so on, if that's the way we choose to go.

Investors, cities, villages, the Province and citizens win or lose on the basis, in part, of advice given by planners. To a greater or lesser extent such advice is important not only to the person requesting it but also to "society" in general.

In looking at what we want to "protect" for the exclusive use of "our community of planners," I think we have to define our area of expertise on the basis of the success our Members enjoy in our society. At the same time I know that not all "planners" aspire to be "all round" experts. Planners have established themselves in all areas of administrative, economic, management, development and land use activity, but not all "members" should have to achieve the apex of the pile to be judged a good planner. Thus the protection has to be for a fairly wide range of planning activity and allow for special interest.

Planning has a solid and growing "body of knowledge." It is true that the body was taken piece by piece from other professions. At this stage however I think that what might have been a "Frankenstein", with mismatched limbs and a host of scars and stitch marks, has healed and come alive as a better body than the sum of the parts. The scars healed, the stitches were pulled and we've held together.

Is it time to walk as a profession? If it is we must muster the will and start the heart pumping to make the "body of knowledge" useful to our society in a *professional* way. To do that we have to limit ourselves and decide what we want to be responsible for. Then we have to reserve and protect.

Wm. W. Kowalchuk

TRANSFORMATION OF PLANNING PROFESSION NEEDED

Re: HRH The Prince of Wales: Vision of Britain (Urban Design —*Ontario Planning Journal*, Nov./Dec. 1989)

Not only should the OPPI take a lead in organizing the debate about the built environment, but it should also initiate a transformation of the planning profession itself. The historical reasons for the abandonment of physical planning by

planners are certainly not valid today. The crisis of the profession is so profound that it is being increasingly viewed as redundant, kept alive solely by virtue of the Planning Act. Our cities and communities are currently being shaped primarily by the team efforts of developers, architects and elected representatives. Since it cannot be in the interests of society or our communities to simply allow the planning profession to wither away or be transformed into an auxiliary paper sorting tool, it is essential that the OPPI launch vigorous programs aimed at resurrecting the planning profession. There are several avenues which could be pursued towards this end:

- increased involvement in the above-mentioned debate on the built environment
- working closely with universities to restructure the planning curricula
- assisting municipal planning departments in coping with the upcoming challenges in the areas of physical planning and urban design.

Vladimir Matus

PLANNING IN POLICE FORCES

For several years now, there has been a specialized and dedicated group of individuals conducting planning at the many police forces across Ontario. Collectively, this unified group is known as the Ontario Police Forces Planning Association (OPFPA).

We are a group of planners who conduct the planning for new police facilities, manpower deployment, feasibility studies, and many other major planning and research initiatives in the planning field.

On behalf of the OPFWA, I would like to thank everyone at the Ontario Planning Journal.

The articles and information given serve as an excellent information and research source.

As a provisional MCIP who regularly receives the Journal, I often share planning ideas from it with members throughout the organization.

Keep up the great work!!

Barry Horrobin, Planner
Windsor Police Service

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PLANNING PROFESSION INACCESSIBLE ?

As professional planners we feel a commitment to support the profession by taking out membership in the Canadian Institute of Planners and the Ontario Professional Planners Institute. However, we have found that both CIP and OPPI have been doing their damndest to make the membership application process a blind hurdle race. The membership rules are unclear, inconsistent, and arbitrarily applied without notice or consultation.

An example of this is the Examination "B" requirement. The current By-law states that new members are required to take this exam to qualify for full membership. The benefits of this could be disputed, but, until recently, the rule was clear. Now, however, CIP will admit that there are exemptions from Examination "B": having taken university level planning courses is one, although which courses, when, and where taken is not clear. To the best of our knowledge, no

disclosure of information on this matter has been enunciated to those whose path to membership would be affected by these changes. Certainly we were never informed of a change in policy.

A further source of confusion is that the courses to qualify for waiving Examination "B" have to be taken as a student member. Does this presume that student members have a monopoly on the benefits of education? This is how we interpret this regulation, yet we believe it to be an unreasonable distinction which has nothing to do with the merit of the applicant. The effect of this, depending on how the rules are interpreted at the moment, could be to delay full membership as much as two and a half years simply because a student did not take out a membership.

No one is suggesting that the gates to membership be thrown open. What we are advocating is full disclosure of the position of CIP and OPPI as to the rules of membership and that the rules be applied consistently and reasonably with adequate notice. Now is as good a time

as any to make these rules fair and explicit.

The frustration we have experienced with the rules for membership has prompted this letter. We feel that the Institute and its members would be best served by a clear statement of the rules of membership, adequate notice of any proposed changes to these rules, and proper consultation with the membership regarding any proposed changes in regulation. It would be the ultimate irony if the institute of a profession that purports itself to be accessible to the public is not even accessible to its own practitioners.

John Amos

Vanessa Grupe

Mary Lou Tanner

Robert Amos

Mark Hornell, MCIP, OPPI

These planners wish to make it clear that the views expressed in this letter are their own and in no way represent the opinion of their employer, the Regional Municipality of Hamilton-Wentworth.

ENVIRONMENT

TURN-AROUND DECADE UPON US

by Dave Hardy

I'm one of many readers who have enjoyed Tony Usher's column over the years. His ability to approach important issues with candor is a real strength. A hard act to follow. I wish him all the best as he moves on to other activities.

Over the last year, science writer David Suzuki has drawn our attention to the growing urgency of environmental issues. His observation that the last decade of the millennium would be the critical decade for mankind struck a deep sympathetic cord among many Canadians. To many, the nineties have become the "Turn-Around Decade."

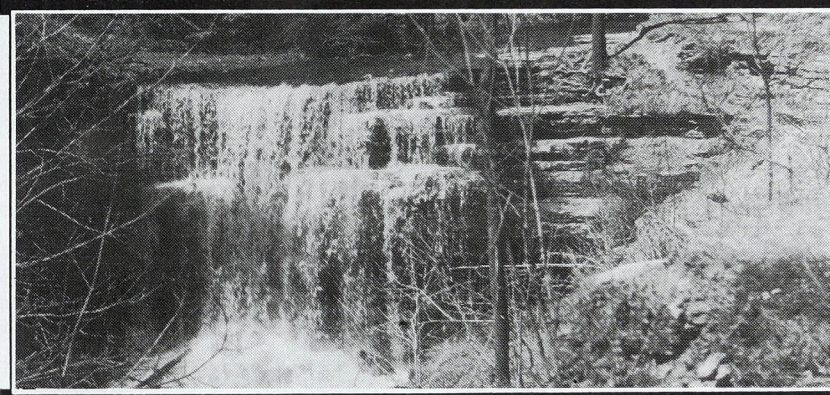
What are the implications of the "Turn-Around Decade" for land use planning?

Planners in rapid growth municipalities frequently have to address this question head-on while addressing the planning concerns of members of the public and environmental organizations. Our entry to the Turn-Around Decade has

tal protection measures in Official Plans, plans of subdivision and site plans.

Solutions to environmental problems brought forward by public groups are often based on the premise that tenure and economic pressures should be elimi-

nated from the decision-making equation. Woodlots, environmentally sensitive areas, areas of scientific or natural interest and prime agricultural land should have special status, over and above municipal and Provincial legislation intended to provide for their protection. With an even stronger belief in the sanctity of nature,



seen a resurgence of groups seeking "no growth." These groups often advocate uncompromising positions toward the preservation of natural areas, calling for the incorporation of strong environmen-

tal protection measures in Official Plans, plans of subdivision and site plans. Solutions to environmental problems brought forward by public groups are often based on the premise that tenure and economic pressures should be eliminated from the decision-making equation. Woodlots, environmentally sensitive areas, areas of scientific or natural interest and prime agricultural land should have special status, over and above municipal and Provincial legislation intended to provide for their protection. With an even stronger belief in the sanctity of nature,

How are planners to address these issues?

Land values and economic pressures will remain an essential part of the equation while growth and development is inevitable, particularly throughout the Greater Toronto Area.

We find ourselves in the position of wrestling with the essential questions of how to manage and control growth to minimize environmental impacts and maximize environmental gain with little apparent legislative support for accommodating environmentally enlightened land-use planning. Under the current approvals process, land owners can, and often do, remove trees and strip soil long before environmental considerations can be raised. At that point it's too late.

What is the role of the community of professional planners?

Too often, members of the public have seen our role as "conduit" for the implementation of plans that often have potential for environmental degradation. They are impatient with explanations about what can and can't be accomplished under the Planning Act or Environmental Assessment Act. It would seem to be the exception that planners are viewed as professionals with the tools, the outlook and the opportunity to bring about sustained environmental health.

Should the public be looking to Ontario's professional planners for popu-

lar advice and guidance on land use planning matters? Or is that the role of journalists? It was Michael Valpy and Jock Ferguson of the *Globe and Mail*, for instance, who won awards and praise for drawing attention to land use issues of growth and development.

Are we living up to our responsibilities for addressing environmental protection matters? Is it a matter of redefining the balance between advocacy and professionalism? When to be an advocate?

These are questions that have always posed difficulty. Our training causes us to anchor our professional opinions with an understanding of the notion of the public good and the legislative basis for the implementation of plans. Professional opinions on planning matters would be sadly lacking without this grounding. Yet, as a profession we seem to have drawn a line between knowing about sustainable development and providing the advice, guidance, and at times advocacy, that would help to bring it about.

At a recent series of meetings on the environment and planning held by the Ontario Society for Environmental Management, Provincial representatives suggested that sustainable development in municipal planning is, essentially, good solid professional planning. In effect, sustainable development can be achieved through the implementation of the Planning Act the way it was intended. The key question is how to provide for a "greening" of the planning process under the Planning Act. And, conversely, how to deal with land use planning matters under the existing provisions of the Environmental Assessment Act.

In comparison, the recently released Report Number 38 of the Province's Environmental Assessment Advisory Committee (otherwise known as the Ganaraska Report) has been receiving a

lot of attention in the environmental community. (See Bill Wilson's article in the last *Journal* and the article by Toby Vigod in

this issue.) It states strongly that it is time to consider a "greening" of Ontario planning.

The report recognizes that the "implementation of the Planning Act does not in practice give high priority to the consideration of environmental effects, and does not address cumulative impacts ... simply put, the current planning process is not capable of ensuring permanent protection for environmentally important areas." Strong words.

Recommendation 12 of the same report states that the "Minister of the Environment should urge the Minister of Municipal Affairs to introduce an immediate amendment to the Planning Act." The amendment should "establish clearly [the] consideration of overall environmental quality issues and cumulative environmental effects as legitimate and necessary components of deliberations by municipal authorities, the Ministry of Municipal Affairs, the Ontario Municipal Board and the Cabinet on Official Plan, Official Plan Amendment and related approvals."

David Crombie made similar recommendations in the Interim Report of the Royal Commission on the Future of the Toronto Waterfront.

Perhaps it's time for a unified review of the Planning Act, Environmental Assessment Act, Trees Act, Conservation Authorities Act and other statutes to accomplish the goal of ecologically integrated land use planning.

Perhaps it's time for the planning profession to reset its priorities and explore the nature of professional practice. Should we be taking a public "lead role" in undertaking a review of the potential of the Planning Act and other Acts relating to the environment? How best do we enter the Turn-Around Decade?

Dave Hardy is a planner with the Town of Aurora. He is President of the Conservation Council of Ontario and its the Journal's new columnist on the environment.



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GETTING A GRIP ON QUALITATIVE ISSUES WITH SOCIAL IMPACT ASSESSMENT

by Edith Howard

For many of us used to dealing with the hard data of demand analysis and project cost, socio-economic analysis exists in a slightly foggy world of perceived or qualitative values. However, increased public involvement in the decision-making process has created a need to examine the socio-economic implications of projects, even those which do not formally require environmental assessment.

Three consultants active in the fields of social and economic assessment contributed to this issue.

Andy Keir (KEIR CONSULTANTS INC.) describes the public environment that has led to increased emphasis on socio-economic assessment: "While socio-economic impact assessment has been around for a long time, it has been a token part of most studies. A few quick calculations using Statistics Canada information, some sleight of hand with economic data and a public participation program aimed at telling people the virtues of the project were more the rule than the exception. Times have changed, however, for two basic reasons. First, people are simply asking more questions. They want to know how a project is going to affect them and the communities where they live. Second, people have discovered they have the power to stop projects, even big complex projects. This new found power of 'veto' has proven to be a potent weapon and it has sent project proponents on all sides scrambling to find out about the people and communities they will potentially affect. A key objective of social impact assessment is to develop a consensus for a proposed undertaking that is acceptable to both the project proponent and the community in which it will be located."

Peter Homenuck (INSTITUTE OF ENVIRONMENTAL RESEARCH) identifies the objectives of social impact assessment (SIA) as describing the changes that will occur in people's way of life, their cultural traditions and their community as a result of the development and implementation of a proposed undertaking. He points out that SIA can also be discussed in terms of the pub-

lic's perception of the effect a proposal will have. "A negative perception can result in responses that are in themselves significant to the community."

"The task of SIA", Professor Homenuck states, "is to identify possible impacts that

might result from the proposed alternatives and to assess the ... advantages and disadvantages to the people involved. In this way, social implications can be taken into consideration in determining public policy, selecting the preferred alternative, or designing impact management strategies. The identification of publicly acceptable mitigation, compensation and local benefit measures is also an integral component of social impact assessment."

He indicates that while there is a close and complementary link between SIA and public information and consultation activities, these are not substitutes for SIA. "Public inputs with respect to criteria and weights to apply in the analysis can be obtained through the consultation program. This data then becomes part of the background information used to assess the potential impacts of a proposal and to develop appropriate impact management measures, thus completing the social impact assessment process."

Ian Skelton (DOHERTY-SKELTON PARTNERSHIP) concentrates on assessment of the need for social services. This may be required if any agency wishes to ensure that it is providing an appropriate level of service; or a provincial ministry wishes to distribute funds equitably



Objectives of social impact assessment involve community consultation.

among regions. He suggests that the concept of need in the social services can appear elusive: as social values change, new needs may be articulated. In many instances the level of need outweighs available resources. "While it is clearly desirable to establish standard service levels, in many cases it is more useful to relate need among areas in a relative sense and to identify priority service expansion areas."

Ian Skelton points out that need often cannot be measured directly or there may be lack of agreement between the ministry, the service provider and the client groups about the definition of need for a service. In many instances these difficulties can be addressed by tackling need assessment with multi-criteria decision aids, similar to those which have been applied in resource management or facility siting. They can assist need assessment in cases where trade-offs must be made between conflicting objectives and points of view.

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

INCREASING HOUSING CHOICES

by Grace Strachan

The Land Use Planning for Housing social policy statement came into effect on August 1, 1989. It was designed in consultation with municipalities across Ontario, the Association of Municipalities of Ontario, housing interest groups, a variety of housing experts and members of the development industry. The policy is designed to create more

opportunities for increased housing choices - housing that is both appropriate and affordable to a wide range of households.

What does "affordable housing" mean? It means housing that is affordable to middle and low income households - those households whose incomes put them in the lowest sixty percent of the population.

For example, in the Greater Toronto

Area, this means households earning anywhere from \$0 to \$55,800 a year. In the Barrie area, it means households earning less than \$48,000 a year.

The policy calls on municipalities to ensure that a wide range of housing is available so that every household in this lowest

continued page 17

MANAGING THE AGING WORKFORCE: THE POLICIES YOU ESTABLISH TODAY MIGHT WELL AFFECT YOU TOMORROW

by John Farrow

It is far easier to read about social trends than to decide what to do about them. A major social trend we, as planners, have been discussing for the last decade is the aging of the population. However, as managers, we have done little to respond to the changing needs of our own aging workforce.

The demographics of the workforce present us with a number of questions:

1. How can we recruit sufficient skills to ensure that our departments function effectively?

2. How should we manage the aging baby boomers?

3. How should we manage the older worker who is nearing retirement age?

I propose to concentrate on the last issue, but will comment on the other two first.

The recruiting of professionals will likely become more difficult in the mid-1990's as the number of graduates from university is expected to be less than sufficient to meet the needs of an expanding economy. Managers can counter this trend through the use of the following strategies:

1. Increase retention by making the available jobs more attractive. Clearly, compensation will be a part of this, but less obvious approaches include creating an attractive work environment through job enrichment and training.

2. Recruit from non-traditional

sources. This can include everything from recruiting from overseas to making greater use of part-time workers.

3. Adapt work tasks so that they can be performed more efficiently by fewer people or by employees with fewer skills. This means that more effort must be devoted to developing standard procedures, check lists and, ultimately, the use of artificial intelligence.

Whichever approach is used, it is important to recognize, today, that the future competition for employees will be fierce and will require innovative strategies.

Another major phenomenon associated with baby boom demographics is the fact that many of these "boomers" are middle managers. Organizations accommodated this group relatively easily in the past. The economy was growing and most organizations were expanding as well. However, as the population ages, the rate of growth is slowing and, at the same time, the "boomers" are seeking career progression in organizations which do not have enough senior positions to accommodate their aspirations.

Solutions to this problem, which are designed to keep the organization healthy and not necessarily to satisfy all the aspirations of the individual, include lateral shifts, secondments to other organizations, retraining and outplacement. Managers have to tread a fine line on this issue between ensuring that the

organization overall is effective and dealing with the thwarted aspirations of individuals.

The need for managers to address management issues associated with older employees arises from changing attitudes and legislation. Policies concerning mandatory retirement are no longer acceptable and the prospect of labour shortages in the mid-1990's make them undesirable.

How, then, should you approach the issue? What follows is a suggested six-point plan.

1. Assessment

Assess the current position of the department. It has been demonstrated that age alone is not correlated with an employee's performance. Therefore, the approach should be to look across the organization at what past performance measures have indicated about those holding positions. Then, assess the needs of the organization against the inventory of individuals and, finally, look at what the departmental age profile indicates about retirement and future needs.

2. Refining of Job Performance Criteria

An important step toward employing more older employees is obtaining a clearer understanding of the types of abilities needed for the various posts. Stating these requirements as precise criteria allows staff to be evaluated for the

jobs on the basis of how well their abilities meet the criteria.

3. Performance Appraisal

Corresponding with a better understanding of job requirements are improved analyses of individual performance. Age biases can be reflected in judgements made by managers. Reducing the department's reliance on these judgements through more precise measures and management training can limit the impact of age bias.

4. Workforce Interest

Once a determination has been made of the department's future human resource needs and which particular skills it will have difficulty securing in the future, consideration must be given to ways to keep the employees who have the required skills. To do this, it is necessary to identify the rewards desired by the workers with these skills. In small

departments, this can be done on an individual basis; in larger departments, surveys can be used. An understanding of the motivations of this group of older employees allows the selection of incentives that will encourage them to stay.

5. Education and Counselling

Research has shown that many employees develop a variety of concerns about the direction of their lives after terminating their current employment. Counselling on retirement and developing a second career helps prepare employees for this adjustment. Counselling is also useful in helping older employees seek opportunities for new roles within the organization. Along with counselling, the opportunity for training to assist in this adjustment should not be overlooked.

6. Restructuring of Jobs

Many older employees have critical

skills and knowledge which organizations wish to retain. However, some tasks may not be suited to their skills. Job restructuring allows these skills to be retained while assigning unsuitable responsibilities to others.

If the forecasts about the shortage of labour in the mid-1990's prove correct, the ability to work effectively with older workers will be a valuable management skill. Like many management skills, flexibility in responding to the different needs of individuals is the key.

One key incentive which will help managers focused on this issue is that the practices they introduce today may apply to them tomorrow.

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

PLANNING

KAMAP: STRATEGIC ALLIANCE IN THE KINGSTON AREA

by Rob Fonger

The advent of the nineties is bringing increasing demands on all levels of government to do more with less. Strategic alliances are becoming an increasingly popular response to these demands since they offer a means of increasing efficiency through the coordination of efforts and the reduction of duplication.

An example of such an alliance is the Kingston Area Mapping Coordination Committee (KAMAP) which was constituted in 1989. KAMAP was formed as a vehicle to assist the four municipalities which constitute the Greater Kingston Area (GKA) in automating their map-

ping resources and preparing for a Geographic Information Systems (GIS) future. Individually, none of the municipalities were large enough to be able to afford the technology or to attract the serious interest of senior governments or potential vendors with appropriate products. However, by forming an alliance with the local conservation authority and Queen's University, the municipalities of the GKA have established a unique forum for ongoing intra-agency cooperation which involves the sharing of information and standards.

The key focus of the Committee's work is to create a digital single-line street network map which includes civic address ranges and covers the four municipalities. The creation of the map is being accompanied by the automation of an area street name index. An agreement regarding the registration of new street names is intended to deal with street name duplication and each municipality is completing a civic addressing scheme, most notably in the rural areas.

In creating the map a six

digit code has been developed to identify each of the road intersections, which are



being digitized principally from 1:10000 Ontario Basic Maps. It is intended that this code will serve as a unique local identifier which will serve to coordinate mapping across the GKA and provide a link between the new map, the Statistics Canada Area Master File (AMF), Ontario Assessment System (OASYS) information and Road Inventory Man-



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agement Systems (RIMS) being pursued in the jurisdictions. It is also anticipated that Sewer Inventory Management Systems (SIMS) and Water Inventory Management Systems (WIMS) data will be linked to this coding scheme in the future.

Concurrent with preparing the map the Committee is working with Statistics Canada to update the Area Master File,

in time for the 1991 Census.

When completed, the map together with its automated index and coding scheme will serve as the mechanism for linking, comparing and supplementing information from the local level with data available from Provincial and Federal sources. It will also constitute a street segment referencing framework suitable for use by many agencies in the GKA

including those involved in emergency services, particularly 911.

A copy of the Committee's first Annual Report outlining the first year of activities can be obtained by sending \$5.00 to KAMAP, c/o Cataraqui Region Conservation Authority, R.R. #1, Glenburnie, Ontario K0H 1S0.

OPPI NOTEBOOK

PRESIDENT'S REPORT

by Barbara Dembek

Over the last few months, the major thrust of Council has been the formulation of a strategy that will effectively put forward the interests of Ontario planners. After the November 1989 AGM a discussion took place in order to determine the priorities of the membership regarding strategic actions to be undertaken by the Council. The following summarizes the priorities established by the membership:

Internal

1. Professional development
 - to keep skills "current"
 - to prepare practice advice notes to provide members with advice on planning
2. Encourage use of initials and seals on plans of subdivisions
3. Investigate legal support for planners
4. Awards

External

1. Gain influence with respect to legislation and legislative reviews and initiatives
 - OPPI must identify planning issues and define planning functions
 - lobby politicians

2. Public profile
 - be more pro-active on planning issues
 - manage press and press releases
 - be seen as participants, not spectators
3. Planning aid
 - collect, as first step, informational pamphlets already produced in OPPI office
 - prepare leaflets to help the public make best use of the planning system
 - prepare list of members who would make initial consultation available at no charge.

Following up on this, several Council members attended a meeting with the Assistant Deputy Minister of the Ministry of Municipal Affairs in order to convey some of the issues raised by planners. At the meeting an amendment to the Municipal Act was requested to give planning department heads the right to a hearing in the event of dismissal. Support for the registration of the title "planner" or some derivative was also requested. Additionally, several planning issues of concern were discussed. These included the planning initiatives being undertaken in the GTA and provincial planning positions. This latter issue dealt with the fact that many ministries are establishing policies and practices which may affect land use, and many of these provincial initiatives are not complementary. A final point was

made regarding the streamlining of the planning process initiatives currently under way. It was noted that since OPPI represents a constituency at the centre of the debate on the streamlining of the planning process, it seems at cross-purposes not to have included OPPI representation in the debate.

OPPI concluded the meeting by requesting a regular liaison with the Minister and by noting that AMO, UDI and other similar groups are not the only spokespeople for planning concerns. It is Council's objective to ensure that planners as a group are heard independently on planning issues.

With respect to the internal priorities, a workshop on presenting evidence at the Ontario Municipal Board is scheduled for May in

Elora. If successful, it is anticipated that the workshop could be repeated in the fall at a location in eastern Ontario.

Registration of Name

As mentioned in the previous issue of the Journal, a number of associations have been recognized by private acts. These include the Ontario Association of Landscape Architects, the Institute of Chartered Secretaries and Administrators of Ontario, the Ontario Institute of Purchasing Management Association of Canada Inc., the Association of Registered Wood Energy Technicians of Ontario and the Chartered Institute of Marketing Management of Ontario. Currently, the Ontario Home Economics



Barbara Dembek

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Association has a private act pending. In total, 23 associations have been recognized by private acts and one is pending.

At the AGM, the following resolution was passed:

That OPPI Council establish a working group to bring forward an application to the Ontario legislature for a private bill recognizing OPPI and professional planners.

Council has established a working group consisting of Mark Dorfman, George Rich and Barbara Dembek with Ian Lord as legal counsel. The purpose of the private legislation will be to recognize the term "registered planner." In effect, no one except a full member of

the Institute will be able to call themselves a registered planner. However, I want to stress that the legislation will not affect or interfere with the right of any person who is not a full member of the Institute to offer or provide services similar to those offered or provided by a registered planner.

Others practicing planning will not be able to call themselves a "registered planner" although they will be able to practice planning.

Since the formation of OPPI, efforts have been made to ensure that OPPI does not solely represent land use planners and that the membership require-

ments reflect the full spectrum of those practicing planning. The private bill will not change this philosophy nor the membership requirements of the Institute.

Under the direction of the resolution passed by the membership at an Annual General Meeting, Council and the working group are pursuing this initiative and it is expected that an application for private legislation will be submitted in the spring of this year.

Members who have comments or questions are urged to contact the working group or the Executive Officer.

ONTARIO MUNICIPAL BOARD

NORTH YORK PRESENTATION TO OMB USES VIDEO

by Pierre Beeckmans

The use of sophisticated presentation technology before the Municipal Board was a salient feature of a hearing on a proposed 69-unit condominium apartment project at the north-east corner of Lawrence and Bayview Avenues in North York.

Residents of Lawrence Park and a group of students and professors at Glendon College had appealed the required zoning and Official Plan amendments. They were concerned that the luxury apartment project would be too visible. The project was to retain the existing Cheddington House, a historic building, and incorporate it as the main entrance to the twin towers. The minimum apartment size was 2,500 square feet. The site was to be re-designated from Institutional and Valley Lands to Residential and Valley Lands.

The objectors' presentation included a movie video produced by Professor John Donahy of the Centre for Landscape Research at the University of Toronto. It was based on a 3-dimensional computer model and took the viewer on a "walk" through the area before and after the construction of the proposed apartment complex. There was strenuous opposition to the introduction of the video before the board, based on concern that a skillfully prepared three-dimensional simulation could be "seductive". The board ruled that new technology was bound to come along and it

should not necessarily be rejected. Photographs were probably viewed with similar concern when first introduced in the courts as evidence. They too permit a certain subjectivity to be introduced by the photographer's choice of angle, light, type of lens, etc. The board was satisfied that the opportunity to question the video's creator provided sufficient protection against seduction by the technology. It emphasized, however, that this opportunity for cross-examination was essential.

Proof of the board's resistance to seduction was afforded by the decision. It agreed with the project's proponents that the site was exceptionally well suited to the use proposed and that the proposal represented good and sound planning.

The amendments were approved on May 1, 1989, with minor modifications:

Source: 23 O.M.B.R. 33, Willmott and North York, O 880101 and R 880437.

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

OMB APPOINTMENTS

The profile of the Planning profession is on the rise through Ontario Municipal Board appointments. To date there are six members of the OMB with planning backgrounds. They include Anna Fraser, Mary Ellen Johnson, Narasim Katary, Diana Santo, Frank Watty and Ted Yau. These members help to promote the profession through their appointments.

Also, of interest is that Mr. John Kruger is the new Chairman of the

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Ontario Municipal Board. Mr. Kruger replaces Mr. Henry Stewart who recently retired.

It should also be noted that professional planners have been appointed as

members of the Environmental Assessment Board. Dr. Paul Eagles sits on the EA Board.

A study prepared by Robert MacCauley for the provincial government entitled

"Review of Ontario's Regulatory Agencies" made some strong recommendations regarding the future role and mandate of some of the Boards. Management Board currently has a number of initiatives underway in response to the recommendations, and follow-up action will be taken accordingly.



Ministry of
Municipal
Affairs
John Sweeney, Minister

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From the Ministry's Bookshelves Recent Publications

Increasing Housing Choices: Implementation Guideline for the Land Use Planning for Housing Policy Statement

Information Bulletin: 1990 Affordable Income and House Price Data

A Planner's Reference to legislation, provincial policies and guidelines 1989 \$5.00

From our finance and administrative titles ...

Keeping the Public Informed 1985 \$1.00

Bulletin 56 - By-Law Indexing 1986 \$1.00

Cash Management in Municipalities 1986 \$1.00

Understanding Your Financial Statements 1987 \$15.00

Local Government Finance in Ontario 1988 N/A

The Pay Equity Act, 1988: A Guide for Municipalities \$2.50

Municipal Councillor's Manual 1988 \$10.00

Questions about the Freedom of Information Legislation?

The Municipal Freedom of Information and Protection of Privacy Act, 1989 comes into effect on January 1, 1991. Preparing for the Legislation: A Guide for Municipal and Local Boards and A Summary of Bill 49 for Municipalities and Local Boards are two publications available from the Freedom of Information and Privacy Branch, Management Board Secretariat, 18th Floor, 56 Wellesley Street West, Toronto, Ontario M7A 1Z6

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A USEFUL REFERENCE

*Ontario Planning
Practice: Annotated
Statutes and Regulations*
reviewed by Pierre Beeckmans

Lawyers in the office of Weir & Foulds have produced a package comprising several pieces of provincial legislation and regulations dealing with "land planning law". The loose leaf binder includes the Ontario Municipal Board Act, the Consolidated Hearings Act, the Judicial Review Procedures Act and the Statutory Powers Procedures Act in addition to the Planning Act. All regulations made under these Acts are also in the package.

The text is annotated which means that it is interspersed with references to court cases and municipal board decisions relating to various provisions. It is made clear in the preface that only certain types of cases are included: planning law cases rather than planning cases.

The focus is on case law on jurisdiction, judicial review and interpretation of the statutes rather than on the planning merit involved.

The package is particularly relevant to the legal profession but planners may nevertheless find it a useful reference source in its annotations to the Planning Act and the Municipal Board Act.

For example, the annotations pertaining to the committee of adjustment are probably the best source available.

KEY INDUSTRY CONFERENCE HELD JUNE 18 AND 19

"Land Development Across Ontario" is the title of a two day conference hosted by the the Canadian Institute on Monday and Tuesday, June 18 and 19 th at the Metro Toronto Convention Centre.

OPPI members are strongly encouraged to attend this conference, say the organizers, as the range of topics being addressed by a top-flight speakers line up should prove to be of considerable interest and relevance, regardless of your specific area of interest.

Some of the issues dealt with include:

- Reconciling the interests of permanent residents with part-time residents
- Demographic trends and their impact on development
- Title problems such as undeeded roads, shorelines and crown patents

- The approval process and its problems
- Alternatives for servicing
- The proposed policy statement on wetlands
- Impact of the Environmental Assessment Act
- The "stoney" problem of aggregate resources.

As an added benefit, all conference registrants will be participating in one of three regional workshops (west, north and east) which will provide them with an ideal opportunity to discuss specific issues with other planning professionals who operate within the same geographic regions.

OPPI members who would like to register or receive more information should call The Canadian Institute at (416) 927-7936.

PLAN TO ATTEND...

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OPPI For information or registration call The Canadian Institute
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Stephen A. Weese, O'Flynn, Weese and Tausendfreund (Belleville)

OAA CENTENNIAL PROJECT MAKES RARE ARCHITECTURAL LIBRARY ACCESSIBLE TO SCHOLARS AND THE PUBLIC

A collection of almost 300 books that comprised the library of Victorian Toronto's leading architectural firm, Cumberland & Storm, has been acquired by the Ontario Association of Architects (OAA). The OAA will place the collection under permanent custody of the Thomas Fisher Rare Book Library at the University of Toronto.

The OAA first learned about the existence of a large number of Storm's books in 1988. Believing that such a valuable piece of Ontario's architectural heritage should be preserved intact and made available to the public, the OAA decided to try to secure the collection as part of its 100th anniversary celebrations. The OAA recently acquired the collection from the family of the late Eric Crompton Horwood, donor of the collection of architectural drawings bearing his name at the Archives of Ontario.

The books represent the working library of a prominent nineteenth century architectural firm and are considered a valuable resource for the study of Canadian architectural history.

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Ron Sandrin-Litt

worked as an architect, planner and professor of architecture in Ottawa, Calgary and Toronto. Before joining A.J. Diamond, he worked with several firms with a focus on resort development, and between 1985 and 1988 was Manager of Accommodation and Housing Development for the Calgary Olympics.

JOURNAL APPOINTS NEW URBAN DESIGN COLUMNIST

As regular readers will appreciate, *Urban Design* is a topic that the *Journal* takes very seriously. It is with great pleasure, therefore, that we announce the appointment of our first columnist for this important subject.

Ron Sandrin-Litt, an architect and planner with A.J. Diamond, Donald Schmitt & Co., will be writing a regular column on *Urban Design* for the *Journal*, starting with the next issue.

Ron graduated with a Bachelor of Architecture from UBC and has

Together Frederic Cumberland and William G. Storm dominated the architectural field in Toronto during the 1850s, designing such prominent buildings as: University College; the centre section of Osgoode Hall, including the Rotunda with its square-domed skylight of coloured glass, High Courts and Great Library; the courthouse for the County of Ontario in Whitby; Hamilton's Post Office; the Chapel of St. James-the-Less on Parliament Street, Toronto; and the Victoria County Courthouse in Lindsay. Storm was committed to improving standards

in the architectural profession and served as the OAA's first president.

The collection has remained together since Storm's death in 1891. At that time the books were passed on to Edmund Burke, who took over Storm's practice in 1892. In 1894 Burke formed a partnership with John Charles Batstone Horwood that lasted until Burke's death. J.C.B. Horwood passed the collection on to his son, the late Eric Crompton Horwood.

The OAA hopes that the Ontario Association of Architects Centennial Collection will serve as a nucleus around which other books may be gathered to enrich understanding of our architectural heritage.

The Ontario Ministry of Culture and Communications provided financial assistance towards the cost of the project.

For more information, contact: Karen Black of the Ontario Association of Architects, telephone (416) 968-0188.

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continued from page 10

sixty per cent of the population is served. That includes all ranges of income - not just those at the "top end" of the spectrum.

HOW DOES THE POLICY WORK?

The policy helps ensure that rules and regulations are in place which advance housing goals, rather than impede them. It does so by calling on all municipalities to "have regard for" the policy when making planning decisions which affect housing in their communities.

In general, the policy says that municipalities must do the following:

- Keep an adequate supply of land available for residential development at all times;
- Make better use of opportunities to create additional housing in existing communities;
- Approve application for housing development as quickly as possible;
- Plan for a full range of housing needs.

Let's take a closer look at these requirements

- **Keep an adequate supply of land available for residential development at all times.**

Long-range land use planning is critical to providing a steady supply of affordable, appropriate housing. The policy calls for municipalities to designate in their official plans a 10-year supply of land for residential development. They must also have at all times a three year supply of building lots at the draft approved or registered stage. Once this framework is in place, municipalities will be able to respond quickly to fluctuating housing needs.

- **Make better use of opportunities to create additional housing in existing communities;**

In municipalities where most of the land is developed, the intensification of land uses may be the only way that more housing will be created. For example, redeveloping industrial lands or converting non-residential space such as unused schools or churches to residential use, could add more housing in existing communities. Another way to intensify development and provide affordable accommodation in existing residential neighbourhoods is to permit accessory apartments and rooming, boarding and lodging houses. Municipalities are

expected to identify areas in their official plans and zoning bylaws where intensification is to be permitted and establish regulations which allow it to take place.

- **Approve applications for housing development as quickly as possible;**

The more time spent getting residential applications approved, the more potential exist for higher housing costs. As well, shorter time frames lead to a more flexible system which is better able to respond to changing circumstances. For these reasons, municipalities and the province will reduce the time taken to process residential development applications.

- **Plan for a full range of housing needs;**

The policy calls for a range of housing types distributed throughout the municipality - for example, townhouses, apartments and semi-detached as well as detached homes - based on the housing market needs of each area. At least 25 per cent of new housing should be built so it is affordable for moderate and lower income households. Housing costs are considered affordable when they are 30 per cent of less of a household's income. Therefore, housing prices which meet the policy's "affordability" requirements will vary from region to region because household incomes vary from one part of the province to another.

What are the time frames for implementation?

In areas where growth pressures are greatest and housing needs most acute, municipalities are expected to adopt official plan and zoning bylaw provisions to fully implement the policy statement by August 1, 1991.

These priority areas include: Metro Toronto, Durham, York, Peel, Halton, Hamilton-Wentworth, London, Windsor, Ottawa-Carleton, Niagara and Waterloo. All other municipalities with populations above 5,000 are expected to review and revise their official plans and zoning by-laws to address the policy statement, as they are routinely up-dated over the next five years.

For townships and villages in counties with populations below 5,000, there is flexibility in how the policy is implemented.

What is the Province Doing to Help?

The Ministries of Municipal Affairs and Housing have issued an Implementation Guideline for the Land Use Planning and Housing policy statement. This guideline has been sent to help municipalities identify ways to tailor their implementation of the Land Use Planning for Housing policy statement.

In addition, the Ministries have established special implementation teams to help municipalities in the priority areas to apply the policy. These teams comprise individuals from each Ministry who deal on a daily basis with a particular geographic area. As a result, they are able to offer advice on the specific issues and concerns of the municipalities within that area. Field staff in other areas are also available to offer advice on the policy to municipalities and other interest groups.

Just as the policy expects municipalities to streamline their planning process to reduce delays, so the Ministry of Municipal Affairs is engaged in streamlining its own approval process. Guidelines are being prepared to help improve the process at both the provincial and municipal levels.

What Progress Has Been Made?

The vast majority of the 104 priority municipalities has adopted a work program to implement the policy and are undertaking a review of their policies. In addition, several municipalities are already negotiating new developments for affordable housing.

What is the Next Step?

All municipalities in the priority areas will be expected to fully implement the policy statement by August 1, 1991. This means that they are expected to conduct the public meeting required under the Planning Act, to consider the necessary revisions to their official plans, by August 1, 1990.

For further information, contact Grace Strachan at 585-6060.



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IMPROVING THE FIT BETWEEN HUMANS AND NATURE

Robert S. Dorney, *The Professional Practice of Environmental Management*, (New York: Springer-Verlag New York Inc., 1989).
reviewed by Steven Rowe

Now that public concern for the environment is finding increasing expression through the planning process and in decisions related to individual projects, it is worth asking ourselves how the environment-related professions are adapting. Is there still a place for the coordinating and interpretive skills of a planner in drawing together the findings of environmental specialists, or is a new professional approach in order?

In his book *The Professional Practice of Environmental Management*, the late Robert S. Dorney suggests that what is needed is an entirely new profession —

the "Environmental Manager." The Environmental Manager's role is in "improving the fit between humans and nature", based on an inter-disciplinary approach which draws together the skills of such professions as biologists, agronomists, soil scientists and hydrologists to provide input to the development process from an environmental perspective. Dr. Dorney's book comprises a manual for this new profession. It draws from his extensive experience as an academic and as a consultant to cover a great deal of ground — from an initial justification for the new profession in various contexts, through discussions of

its philosophical, ethical and technical principles and conceptual basis, to the organization and operation of a consulting environmental management practice.

In establishing the need for environmental management, Dr. Dorney draws attention to a "conceptual hiatus between urban planning and urban ecology." The urban planner or designer is said to perceive the urban environment solely in terms of the "structural elements" of the urban fabric (roads, open spaces, buildings), whereas the ecologist can, by applying "system ecology theory," contribute more to the enhancement of the quality of the urban environment. It is only possible for a planner to be an environmental manager through having a broader academic background, and an ability to see things from this systems point of view. In addition, specialists such as engineers and scientists tend to approach problems from a reductionist point-of-view (i.e., the reduction of complex matters into their simplest form), and the approach of the environmental manager is said to be more holistic, or dependent on contextual knowledge.

Since part of the urban planner's work also involves the synthesis of input from other disciplines, and since many planners already work in the environmental field, it would have been helpful if the relationship between the two professions had been explored further. Figure 1-3 in the book is a chart showing how the work of a number of professions would contribute to the preparation of a plan for a new town: the environment manager is shown to have an important role, but the urban planner is not even mentioned! A potential contribution to urban planning is, however, only one aspect of the environmental manager's profession — with particular reference to Canada, problems associated with arctic ecology, energy conservation, and toxic waste are also seen as falling within the scope of the work.

The conceptual framework of envi-



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ronmental management is described in the context of interactions between a number of elements such as the scale of

the reader's understanding of Chapter 3 is not helped by the apparent use of similar titles for both sections and subsections, which tends to disguise the underlying structure. This analysis attempts, through the use of tables and charts, to define an approach to almost every conceivable environmental management problem.

As a planner who frequently works in the environmental planning field, I was hoping to find at least some discussion of the legal framework in which environmental decisions are made. Environmental legislation and related policies and guidelines often define the scope, the standards, and even the methodology to be applied in examining environmental concerns, and deserve fuller treatment in a book of this kind.

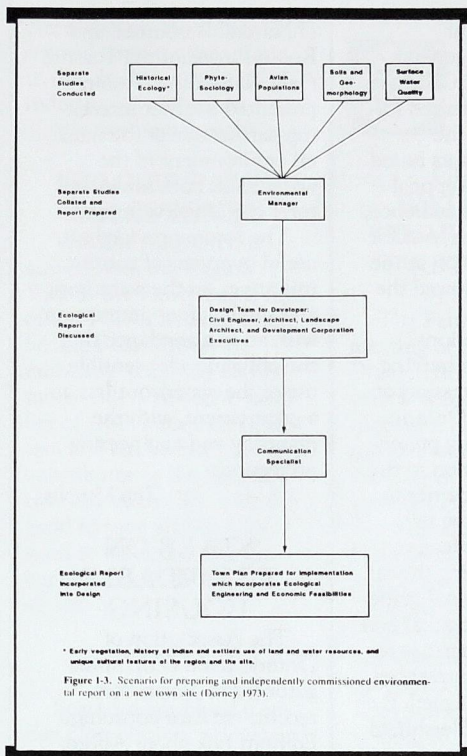
Dr. Dorney's description of the dynamics of environmental management consulting is of particular interest. This topic receives little attention in textbooks and journals, and yet the success of a consulting firm is ultimately dependent on the formal and informal relationships between its members, the cultivation of clients, the proper planning and execution of work, and on the quality of professional evidence given at public hearings. This is useful reading for planners setting out as consultants, as well as for environmental managers.

To add further weight to his case for the new profession, Dr. Dorney devotes considerable attention to the relative costs and benefits of environmental management, using case studies as illustrations. In many cases, however, benefits appear to result from the application of individual disciplines rather than on the environmental manager's analysis of the

relationships between them.

Overall, Dr. Dorney's arguments for the need for an integrated, multi-disciplinary approach to environmental planning are more convincing than his case for the creation of a new profession of environmental management. The scope of the environmental management profession — ranging from soil science to social impact statement — is at least as wide as any of the conceptual gulfs that must be crossed by many planners in their day-to-day work. He shows through his analysis that the planning and environmental studies courses that produce our new planning graduates already provide opportunities for study in many of the areas he would like to see included in an environmental management master's degree program. At \$69 US, it seems that the price of the book will, in itself, prevent Dr. Dorney's message from spreading beyond academic circles. Irrespective of whether a major new profession emerges from Dr. Dorney's efforts, land use planners have more to offer the environmental planning field in terms of coordinating and inter-disciplinary skills than is suggested by this book, and it is to be hoped that our profession shows sufficient flexibility to meet this challenge.

Steven Rowe is a Senior Associate with Walker Young Associates Ltd. His most recent article for the Journal appeared in Vol. 4, No. 6.



* Early vegetation, history of Indian and settler use of land and water resources, and unique cultural features of the region and the site.

Figure 1-3. Scenario for preparing an independently commissioned environmental report on a new town site (Dorney 1973).

activity or planning, landscape type, factors which generate landscape change, the phase in the planning process, and the "mode" (Urban and Regional Development Mode, New Facility Development Mode, Government Policy Formulation Mode, etc.) These interactions represent the "systems" approach which distinguishes the environmental manager from other professionals. This is perhaps the most complex part of the book, and



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CENTRAL REPORT

COPING WITH THE IMPACT OF TOURISM DEVELOPMENTS

On February 21, 1990, the OPPI Central District Program Committee held a forum on the topic of Coping with the Impact of Tourism Developments. Jon Linton, Principal, Ernst and Young, and Tony Usher, Anthony Usher Planning Consultants, presented a framework for tourism development impact assessment. The presentations were based on the personal experience of Jon and Tony with the Ontario Art Gallery and northern resorts respectively.

The presentation of the framework and case studies was followed by an open discussion of opinions and experiences of all in attendance. Based on the discussion and input from the evening itself, Jon and Tony intended to modify the framework and circulate revised copies to those in attendance for comment. (True to their word, the revised framework arrived within the week — well done!) Overall, the evening

provided an interesting opportunity to explore the positive and negative impacts of tourism projects and to refine a process to evaluate those impacts.

Tim Murphy

GREATER TORONTO WATERFRONT ACTION FORUM

On March 6, 1990 the Professional Engineers of Greater Toronto held the Greater Toronto Waterfront Action Forum at the Ontario Place Cinesphere. The forum provided an overview of current initiatives on the Greater Toronto Waterfront from the perspective of the Royal Commission on the Future of the Toronto Waterfront, the Toronto Waterfront Charette, consultants, developers, environmentalists and the South East Toronto Industrial Awareness Organization. In addition, the provincial perspective was provided by Duncan Allen, Special Advisor to the Premier on Toronto Waterfront Development.

Diane Jardine gave an animated and informative presentation on the Toronto Waterfront Charette. Diana outlined the basic concept of a charette, the diversity of professionals involved in the

Toronto Waterfront Charette and the general conclusions of the Charette. The concepts presented for the waterfront by the Charette participants raised more than a few skeptical eyebrows from the audience, but did provide the basis for interesting discussion at the reception that followed the forum.

Other presentations included a case for burying the Gardiner Expressway at the shore of Lake Ontario. Another interesting presentation drew attention to the fact that the real barrier to the waterfront is the rail corridor. A cost effective scheme for returning the rail corridor to its original grade (i.e., burying the tracks) and capturing a large acreage for development was presented by Mohammed Magued, P. Eng. of Morrison Hershfield. Garry Stamm of Stamm Economic Research described the potential economic benefits, both in terms of 'new' land and efficiencies enjoyed as a result of the elimination of the rail corridor as a barrier.

Environmental perspectives were provided by Bill Mclean of the Metropolitan Toronto and Region Conservation Authority, David Evans of the Toronto Area Remedial Action Plan of the Ministry

of Natural Resources, and Robin Powell of the Toronto Field Naturalists. Robin presented a rather interesting perspective of the natural environment of the waterfront, both urban and rural (i.e., river valleys).

The forum provided a useful overview of current initiatives on the waterfront and surely left an impression with all in attendance that the obligation for sensible use of the waterfront lies, to a great extent, with the planning and engineering professions.

Tim Murphy

STARR ON AFFORDABLE HOUSING

The Association of Ontario Land Economists gathered in North York recently to hear consultant Ed Starr talk about Affordable Housing. He entertained his audience with an informative overview of the problems facing government and private firms trying to address the affordability issue. His talk was spiced with many "real life" examples that show the scope of the problem, such as the Thornhill builder whose solution to the affordability problem was to offer a range of 80, 60 and 40 ft lots. Starr fielded many questions of fact and some on princi-

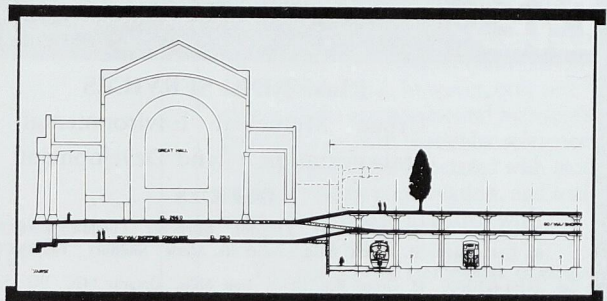


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ple; although the audience seemed largely sympathetic to the challenge facing the industry, easy solutions are clearly nowhere in sight.

MEMBERS AND MILESTONES

William Addison has moved from the Region of York to the Barrie-based firm of Reid & Associates, where he and Ross Cotton are municipal planning consultants. Bill is an active member of OPPI's committee system and has been a regular contributor to the *Journal* over the years. We wish Bill good fortune and look forward to hearing about his experiences in the private sector.



Scarborough-based Centara Corporation, a developer of residential and commercial properties in the Metro Toronto area, has hired Brigitte Scholz as Director of Development. Brigitte was until very recently Manager of the City Centre planning area in the Scarborough Planning Department. Before joining Scarborough in 1981, Brigitte worked for various provincial ministries.



After a distinguished career heading Metro Toronto's Research wing, Gerry Nuttall has retired. He has plans to write a book and is currently travelling.



SOUTH WESTERN

CITY OF WATERLOO'S "ENVIRONMENT FIRST POLICY"

by Rob Panzer

The February 8th dinner meeting of the Southwestern District, held at the Quality Inn in Woodstock, was very successful in terms of its turnout and subject matter, the City of Waterloo's "Environment First Policy." The fifty attendees included a fairly widespread representation of members from across the District as well as several students and a number of non-planners attracted by the topic of discussion.

They were not disappointed as Greg Romanick, Director of Development Planning for the City of Waterloo, provided an interesting account of the steps that have been taken towards his Council's goals of making Waterloo the most environmentally conscious municipality in Ontario.

The Environment First Strategy evolved out of an Environmental Think-Tank initiated by the Mayor with the full support of his Council and senior staff. Two seven-person teams of City staff members, representing all departments, put their minds to ways in which local government can respond quickly, efficiently and positively to public demands for a stronger environmental perspective in the planning and development processes and in the maintenance of public lands. The partici-

pants focused on the following five areas where a municipality can exercise a measure of control to achieve environmental objectives:

- creeks and stormwater management,
- flood plain management,
- environmentally important areas,
- urban vegetation, and
- parks and open space development.

For each topic area, goals and possible implementation strategies were formulated. Each idea was evaluated for its cost effectiveness, political acceptability, environment benefit, multi-purposefulness, and originality. There emerged from the think tank a list of 18 preferred strategies. These strategies have been endorsed by Council and directions have been given for the presentation of implementation action plans.

Mr. Romanick described the various strategies that have been developed and their stages of implementation. In so doing he demonstrated that the value of the initiative is as much related to the creation of feelings of common purpose and "do something about it" attitudes, and to the development of a broad-based, systematic approach to environmental enhancement at the local level, as it is to the individual strategies.

As the evening progressed to general discussion of the topic, Greg was ably abetted by Brian Trushinski, whose position as Environment Coordinator for the City of Waterloo was created as part of the Environment First Policy.

Rob Panzer is on the Southwestern District Program Committee.

ANNUAL GENERAL MEETING TO BE HELD IN SEPTEMBER

The Annual General Meeting and Conference of the Southwestern District of OPPI is to held on September 21-23, 1990, at the Holiday Inn in Sarnia, Ontario. Please mark this date on your calendar! For more information, contact Ms. Ellen Cramm, City of London, at (519) 661-4980, or Mr. Brian Trushinski (Co-Chair of the Southwest Program Committee), City of Waterloo, at (519) 747-8708.



EASTERN

THE ROLE OF HERITAGE CONSERVATION IN URBAN DESIGN

About 30 planners from Eastern District and Belleville attended this program event held in Belleville City Hall last November.

Mark Hall, the Project Director of Teddington Limited, provided an overview of his company's projects planned in the downtown core and along the riverfront area of Belleville. These involve the retention of integral parts of whole buildings which have the heritage classification. The other major part of the Teddington project involves an integrat-

ed housing development on the west side of the Moira River.

Leading up to his discussion of the Belleville project, Mr. Hall discussed other heritage projects with which he has been involved in the U.S. including the Central Library and Bunker Hill in Los Angeles, as well as a project in Ventura that is similar to the project in Belleville.

In Belleville, there is a historical pattern of use as a summer recreational area for Toronto's population, either as a boating, swimming or summer sports recreational area. The Teddington Projects simple connects with this perception and in fact many of the units in the housing project are aimed directly at the recreational housing user — wealthy ones at that. Stewart Murray, the City of Belleville's Planning Director discussed the City's role in the planning and

development process of the Teddington Project. An additional benefit was to have the presentation take place in a marvelous example of a restored heritage building — Belleville's City Hall. The building is a converted Farmer's Market.

Thanks must go to Ruth Ferguson and Heather Reilly at Ainley and Associates Limited Belleville for a superb job of organizing this event.

MEMBERS AND MILESTONES

Suzanne McGlashan has recently been appointed to the position of Commissioner of Human Resources with the City of Ottawa. Previous to this appointment she had since 1983 been the Director of Corporate Planning/Special Assistant to the Chief Administrative Officer. In June of 1989 she was appointed as the Acting Commission of Human

Resources.

Ted Robinson, a former member OPPI soon to rejoin our ranks was recently appointed to the position of Commissioner of Planning and Development with the City of Ottawa.

Dave Kriger is returning to Ottawa to join Delcan as a Senior Planner in their Transportation Division. Dave will continue his active role as Transportation Editor for this journal.

Marlene Schwartz, a graduate of McGill's School of Planning, formerly of the Ministry of Municipal Affairs and Housing, has recently accepted a position at the City of Ottawa Planning Department under the direction of Tony Sroka.

Over at RMOC there have been a couple of changes in personnel. There are two new Intermediate Planners: **Jean Paré** and **Steven Wong**.

Sylvie Grenier is an

Intermediate Planner with RMOC responsible for housing matters. **Rob McKay** has moved from the Policy and Program Division to fill one of the vacated positions in the Plans Administration Division.

Grant Lindsay has left the RMOC's Plans Administrative Division to become the Planning Director of Goulbourn Township.

Ken Bedford has also left the RMOC's Plans Administrative Division to return to Cornwall as a Senior Planner.

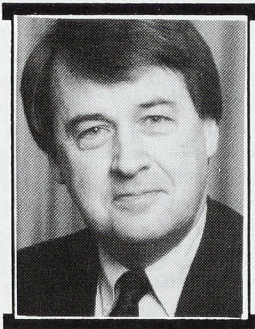
Pamela Sweet, Director, Policy and Program Division, RMOC, began a six month maternity leave on October 23. **Carol Christensen** has taken over for Pamela as acting director and **Ian Cross**, another McGill graduate, is filling in for Carol as one of the policy managers.

THE PROVINCE

ADM OF MUNICIPAL OPERATIONS APPOINTED

Brian Riddell has recently joined the Ministry of Municipal Affairs as Assistant Deputy Ministry of Municipal Operations. Mr. Riddell was most recently Director of the Ministry of Transportation's Central Region Office. He is excited about new challenges ahead of him with Municipal Affairs. Of particular interest to our readers is that Mr. Riddell oversees the planning branches within the Ministry

Brian Riddell

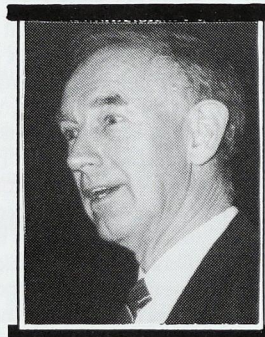


that deal with day-to-day municipal operations. The *Journal* wishes Mr. Riddell well in his new position.

MILT FARROW RETIRES

G. M. (Milt) Farrow, an Assistant Deputy Minister with the provincial government, retired from the public service in December 1989.

Milt is well known in the planning field, both in his recent role as the Premier's Special Advisor on Housing Development, and previously as the



G. M. (Milt) Farrow

Assistant Deputy Minister of Community Planning.

Nearly 500 people wished Milt farewell at a retirement party on January 24, 1990 at the Toronto Hilton Hotel. He was roasted by many, including former Ministers he worked with, former and present politicians and many friends.

Milt is now doing consulting work for various levels of government, including Markham and Moosenee.

Best Wishes to Milt from the *Journal*.

ENVIRONMENTAL SAFEGUARDS IN THE PLANNING PROFESSION

by Ruth Ferguson

At recent meeting with MMA Branch Directors, OPPI Council members in attendance were asked their opinions as to whether the planning process in the province was adequate to ensure environmental safeguards. I would like to share some of my personal opinions regarding this issue and describe the role and activities of OPPI and professional planners in promoting sustainable development.

Philosophical attitudes

In the 1980's, the attitudes of Canadian society shifted from protecting the "common good" towards promoting the rights of the individual. This developed in part because of the "Charter" and the pursuits of the baby boomer generation for increased personal wealth. In our investment community, land resources constitute an important commodity. More and more Canadians are investing in real estate than in small business, manufacturing or the stock market. The anticipated return on investment is usually dependent upon development "rights" and maximum yields.

Planners are required to balance these competing interests of land as a commodity versus the community role as stewards of the land resource. The determination of community values and the actions required to be implemented to achieve these values is central to what all planners do, regardless of speciality. Like the architect who should strive to design a building in harmony with its natural setting, planners should strive to design communities, subdivisions, economic strategies,

etc., that are sustainable and result in "no net loss" to the environmental component in the community.

OPPI Council has supported the development of an environmental ethical statement for practising planners to subscribe to as recommended by a group of planners led by Nigel Richardson and Jim Balfour, OPPI Council's National Representative.

Research and Development

Law by its nature is a follower and planners cannot look to legislation for leadership in all of the dilemmas facing the environment and the planning process. One of the reasons that law is reactive is that it is difficult to understand all of the correlations between cause and effect over time and place. For example, the Ministry of the Environment is wrestling with the issue of density and private services because of the wide range of terrain and soil conditions across the Province. We also require guidelines regarding stormwater treatment and O.D.W.O. updates for water quality parameters. More research is needed quickly to assist in understanding the cumulative impacts of development on our natural resources.

In dealing with the environment, planners have the responsibility to take a comprehensive view and to synthesize the recommendations of hydrogeologists, landscape architects, geologists, limnologists, etc., into appropriate environmental decisions and programs with other disciplines wherever possible.

Education

Planners must understand the link between their profession and the environment. There is a need to enhance the environmental focus on some the planning schools' curriculum and OPPI has a role in part, through its visitation program and review of Exam B requirements. As professionals, we have a responsibility in guiding and advising student members and in liaising with the academic community.

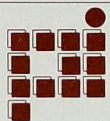
OPPI has a role in providing on-going education, program events and conference programs to promote environmental themes and knowledge for its members. Council relies on the Districts to deliver program events and surveys have or will be undertaken throughout the Districts to determine areas of interest for on-going education.

As a group of professionals, planners should be well equipped to mold and direct development activities to sustainable development activities. We have to be prepared to meet the challenge through thoughtful and creative solutions. We have a professional responsibility to "think globally - act locally" to ensure that our actions, designs, and recommendations promote healthy cities and sustainable development.

Legislative Review

OPPI and planners must communicate with key groups that we are part of the solution to deal with environmental issues facing our communities.

OPPI Council previously met with the MMA Liaison Committee, and in the past



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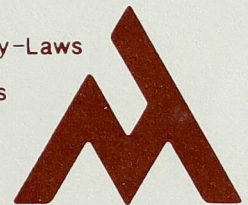
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prepared position papers on related environmental policies such as the Provincial Wetlands Policy Statement and the Environmental Assessment Act. Council has been somewhat frustrated by the fact the MMA continues to consult UDI, AMO, etc., for policy directions regarding policy issues and not OPPI.

Our president, Barbara Dembek recently met with the Minister of Municipal Affairs and advised him that OPPI wants to be involved in the process that results in changes to planning legislation (and legislative change appears to be part of the provincial agenda.)

To date, primarily Council members have responded to planning and environmental issues through the preparation of position papers. In order to respond effectively and quickly to the province and to assist OPPI in establishing working groups of professional planners to direct and respond to legislative or other issues, a questionnaire will be circulated to all members of OPPI regarding individual areas of interest and willingness to participate.

We would urge interested members to return the questionnaire to OPPI's Executive Officer. Volunteer efforts by our members will assist OPPI in providing crucial input to the Minister on environmental and planning legislative review.

The need for more complicated legislative processes is not always the solution to our environmental planning problems. Some additional observations, beyond the need for research and educa-

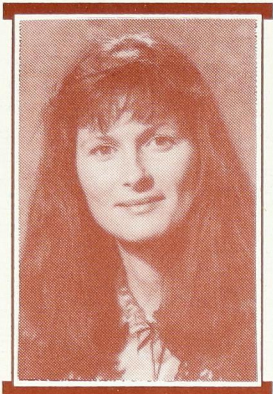
tion, are as follows:

- The intent of the Planning Act in 1983 was to ensure that all pertinent information was made available prior to municipal decision making.

The "pre-circulation" concept has failed in Ontario because agencies, particularly those with environmental input, have been unable or unwilling to respond until after the Official Plan or OPA has been adopted. Once the plan has been adopted, it is often difficult for an upper-tier to reverse local land use decisions. Instead, approvals are "subject to" environmental issues being addressed at some point further in the process, such as development agreement or zoning. Meanwhile, the density servicing and

land use of the project have already been committed to. In many instances, if an opportunity for agency review and comment was made prior to a Council's decision, more informed environmental decisions would have been made. The overall push to "streamline" the planning process has the potential to deal with environmental issues but there appears to be a lack of provincial resources available to undertake the review function.

- There is no comprehensive protection afforded the natural environment by existing legislation, especially prior to development approvals. No mechanism exists to protect environmental destruction caused by filling and dredging in areas without fill and construction regulations or the cutting of trees. OPPI and many other groups have



Ruth Ferguson

already directed the province to this weakness in response to the proposed wetlands policy. There should be consideration to giving greater legislative authority to Conservation Authorities, through broadening site plan control or some other mechanism to prevent detrimental site alteration.

- Official Plans and other planning documents could be more effective in limiting cumulative negative impacts of development, if a greater understanding of the environmental resources was available and reflected in policy directions. For example, Kingston Township has initiated a area-wide study on groundwater resources to assist in understanding the cumulative effect of estate and rural residential development on groundwater supply. These studies often require a broader scope than township boundaries, i.e. watershed, in order to protect municipalities from detrimental upstream impacts. Many municipalities do not have the financial resources available to carry out area-wide environmental studies. However the cost of providing piped municipal water systems in the event of groundwater contamination is surely higher than the initial study. County restructuring may also assist in resolving serious environmental planning cross-boundary issues.

These are some observations regarding the planning related environmental dilemmas in the province. OPPI Council would welcome further input from its members to ensure that the future direction of environmental/planning legislation and programs includes a representative cross-section of the views of professional planners.

Ruth Ferguson is Secretary, OPPI Council and is the Chief Planner at Ainley and Associates in Belleville.