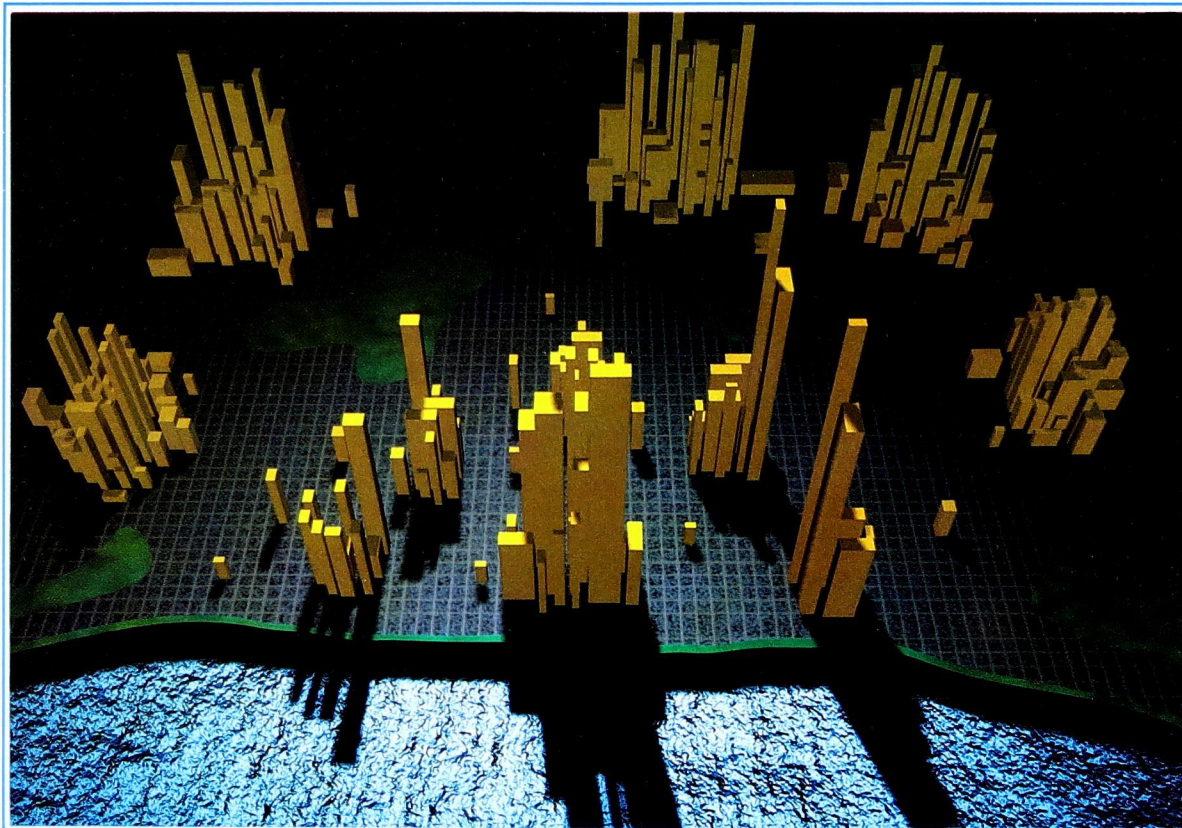


ONTARIO PLANNING JOURNAL

JULY/AUGUST 1990 VOLUME 5 NUMBER 3



The "nodal" scenario for development of the GTA: One of three concepts being explored3 Computer image created by Design Vision Inc.

OSEM Explained9
Metro PLanners Win Metro Award12
Understanding Rural Ontario: Book Review18

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C A L E N D A R

PLANNER AS VISIONARY: ONTARIO PLANNERS' CONFERENCE

October 28 to 30, 1990 in Ottawa. Contact Nick Tunnacliffe, telephone (613) 560-1228, fax (613) 560-6006, or Ray Essiambre, telephone (613) 225-1311, fax (613) 225-9868.

GREEN SPACES/SAFER PLACES

A forum on safer parks for women.

HIGH PARK WALKABOUT AND SAFETY AUDIT: Thursday, September 13, 1990, 7:00pm to 9:30pm, Departure from High Park subway station

PUBLIC FORUM: Friday, September 14, 1990, 9:00am to 3:30pm, St. Lawrence Town Hall, 157 King street East at Jarvis Street. Organized by the City of Toronto Safe City Committee in conjunction with the City's Parks and Recreation and Planning and Development Departments

METROPOLITAN PLAN REVIEW: SEMINAR SERIES ON THE FUTURE DEVELOPMENT OF CENTRES

In conjunction with its current review of the Metro Official Plan, the Metro Planning Department will be holding seminars on Centres and Office Areas in August-September. Those interested in public consultation, Metro-wide planning and transportation issues should plan to attend at one of the following locations:

Borough of East York	August 29
City of North York	September 6
City of Scarborough	September 11
City of York	September 13
City of Etobicoke	September 18
City of Toronto	September 20

Joan Bidell, Environmental Planning Consulting: 691-3325

BE SURE TO ATTEND THE ONTARIO PLANNERS' CONFERENCE 1990

The Eastern Ontario District will host the 1990 Ontario Planners' Conference in Ottawa at the Radisson Hotel, October 28th to 31st.

The theme of this first full-scale conference organized by OPPI is "Planner as Visionary".

Under this umbrella theme, the conference will focus on the changing contexts facing planners as visionaries, the tools available to the professional and various client groups, as well as strategies required to bring about change.

Feature speakers will include: John Sewell, former mayor of Toronto, Jean Pigott, Chairman, National Capital Commission; Senator Herb Sparrow, Soil Conservation Canada, Scott Merrill, the architect involved with Seaside, Florida; Michael Keating, author and former environmental reporter for The Globe and Mail; as well as a number of other thought-provoking individuals addressing a variety of diverse subjects. Complementing the plenary workshop sessions will be a series of tours of Ottawa-Carleton's transitway and bike path network, the By-Ward Market, the National Capital Commission's Greenbelt and Ceremonial Route. On the social side, highlights include a "Murder Mystery" dinner to be held on the night of October 29th.

Conference Chairman Nick Tunnacliffe and Ray Essiambre, on behalf of the Organizing Committee, would like to extend an invitation to all members of OPPI to join them in the nation's capital this year for what will undoubtedly prove to be a "must attend" event.

Information on the registration, conference airline and hotel will be circulated through OPPI's regular mail. In the meantime, if you have any questions, please contact Andrew Hope at (613) 560-2053.

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PROVINCE TACKLES GTA PROBLEMS SEARCHES FOR SOLUTIONS

GARDNER CHURCH WANTS PLANNERS TO PLAY A KEY ROLE

by Glenn Miller

The Journal interviewed Gardner Church, deputy minister responsible for the Greater Toronto Area (GTA), shortly after the release of the paper entitled, "Working Together — Managing Growth".

The offices of the GTA Coordinating Committee in Waterpark Place are far removed from the provincial bureaucracy of Queens Park — both physically and psychologically. Located just a stone's throw south of Toronto's industrial beginnings, on a landfill site at the foot of Bay Street, the GTA group appears to be well placed to help guide the complex forces that, in the words of John Sweeney, Minister of Municipal Affairs, "will shape the future of the Greater Toronto Area".

Gardner Church and his team coordinate the efforts of staff working for numerous provincial ministries, regional and local government in the GTA. They are charged with the responsibility of helping to forge a consensus among civic and community leaders concerning the collective future of no fewer than 30 municipal jurisdictions. To add spice to the challenge, the job must be accom-

plished in a period of months rather than years. Church and his team are occupying brave new ground in more ways than one.

If he finds this challenge a daunting prospect, the man chosen by the Premier to be the lightning rod for several hundred political viewpoints doesn't betray it. Surrounded by a collection of photographs and books that implicitly acknowledge the importance of the province's heritage, while keeping a strategic eye on the future, Gardner Church radiates confidence that both the timing and political climate is right for acceptance of the changes that must be made. "By issuing "The Urban Structure Concepts Study", the province is signalling that the time for ruminating is over," suggests Church.

"The current situation simply can't continue. The idea of large single family lots wall to wall from Oshawa to Hamilton is a thing of the past. Forget it," says Church. "Let's identify where, when and how the investment in future infrastructure should be made and get on with the job. We can't have our cake and eat it."

"We have to recognize that we are still riding on the supply of infrastructure established in the 60's," Church continues. He points out that the decisions made in the next short while will effectively determine the quality of life that future generations can expect. It is the attempt to balance environmental concerns with economic and geographic issues that complicates the process but which will potentially yield the greatest rewards.

"The major differences between the three scenarios set out in our study paper reflect different ways to allocate spending. We have to acknowledge that there is a price to growth. That price can not be just calculated in dollars and cents. That's the point," he emphasizes.

Church believes that, relatively speaking, the GTA is starting from strength — especially compared with some metropolises in the States. "Money is not really the problem. Although the sums of money being discussed are large, they are



Gardner Church

not outrageous considering the task at hand. The point is, can we really afford not to make that investment?" Despite the "doom and gloom" inherent in the least acceptable aspects of the various scenarios, there are some choices open to us, Church insists. "The options displayed in the three scenarios should not be seen as "three solitudes". In reaching consensus, Church suggests, "the end result is likely to be a blend of the best aspects of the central and nodal options." The three graphics illustrating the alternative concepts are deliberately designed to elicit debate and confirm the point that the end result of the process will not result in a plan in the accepted sense of the word. The graphics (which are pulled from a video prepared by Church's team) are "strictly conceptual". Looking at the "spread" option, it is clear to anyone that sprawl cannot be allowed to continue, believes Church. "So far, there have been no pot shots from the regions," he says. Nobody appears to be "hiding behind political barricade".

"I'm pleased to be able to say that the politicians and the bureaucrats are grappling with the issues, with great support from the regional planning

continued page 24

The Greater Toronto Area Urban Concepts Study was prepared for the Greater Toronto Coordinating Committee by a consulting team led by the **IBI Group**, in association with:

- R.V. Anderson Assoc.Ltd
- A.R.A. Consultants
- Bruce Brown Associates
- D.W. Latter & Associates
- Lavalin-Fenco
- Macviro Consultants Inc.
- Maureen Quigley
- Richard M. Soberman
- Totten Sims Hubicki Associates

The Journal gratefully acknowledges financial support from the Province and IBI and the consulting firms listed above to enable colour reproduction of our cover graphic.

EXPLAINING THE GREATER TORONTO AREA URBAN STRUCTURE CONCEPTS STUDY

The general objective of the GTA Urban Structure Concepts study is to develop three generic urban structure concepts for the GTA and provide a broad, strategic comparison of the three concepts in terms of their infrastructure requirements, the capital costs of such facilities and a number of other important criteria. These include environmental quality, energy consumption and economic impetus in terms of maintaining the quality of life for those living and working the GTA and areas surrounding it. (This is referred to in short form as "sustainable development".)

The character of the three concepts is as follows:

1. **SPREAD:** a continuation of existing trends, characterized by substantial population growth in the suburban regions at relatively low density, with continuing concentration of office development downtown and in various sub-centres in Metro and the four adjacent regions.
2. **CENTRAL:** in which substantial additional population growth/intensification occurs within the central, built-up parts of the GTA along with further intensification of commercial growth, such that the rate of urbanization occurring beyond the existing urban boundaries would be significantly reduced.
3. **NODAL:** an intermediate concept in which the broad distribution of people and jobs resembles Concept 1 but in which growth occurs primarily in and around existing communities in a compact form, resulting in a reduction in the rate of consumption of undeveloped land relative to Concept 1.

SCOPE OF THE REPORT

The objective of this report is to summarize the study findings and provide a systematic comparison of the three concepts in terms of transportation; hard services such as water, sewer, solid waste; greening/environment; human services.

INFRASTRUCTURE REQUIREMENTS

Infrastructure system concepts were developed as appropriate for the three concepts and capital cost estimates prepared, along with quantitative or qualitative assessments of operating costs, focusing in particular on differences among the three concepts.

The horizon year is 2021: capital costs are estimated on a cumulative basis for the period 1990-2021 (1990 dollars), with interim estimates for the period to 2011. Cost estimates are based on the use of existing technology in most instances. In the 31 year period, the GTA is anticipated to grow to 6.0 million people and 3.4 million jobs under all three concepts, a population increase of about 50% relative to 1990 levels.

OTHER BASIC ISSUES

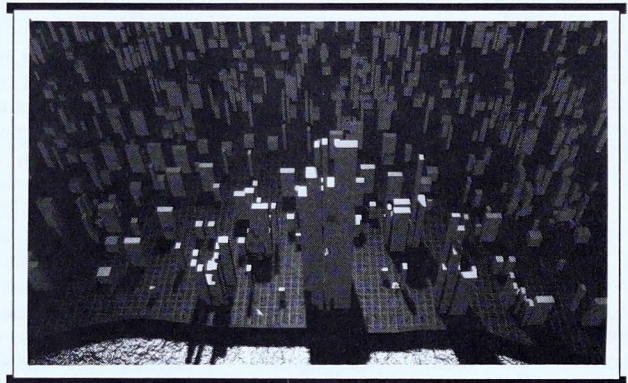
A number of important issues were also addressed to augment this comparison, including urban structure; economic impetus; environmental quality; energy consumption; external impacts and other quality of life factors. The comparisons were conducted at a broad, strategic level and all dollar costs are assumed to be in 1990 dollars.

CONCLUSIONS

Capital costs for all three concepts are between \$74 and \$79 billion, cumulative over the 31 year period. This is a 42% increase in average annual expenditures over recent annual investment levels. On a per capita basis, average annual expenditures would increase by only about 7%, reflecting the larger future population. At this scale of analysis, differences among the three concepts are insignificant and are therefore rated equally.

Operating costs for solid waste disposal are similar across all three concepts, but there are more significant differences in transportation operating costs, with "Spread" having the highest annual transportation operating costs in 2021 (\$12 billion), "Central" having the lowest (\$9.9 billion) and "Nodal" have intermediate costs (\$11.1 billion). Most other operating costs were treated qualitatively owing to study scope and time limitations. Concept 2 (Central) is rated highest and Concept 1 (Sprawl) the lowest.

URBAN STRUCTURE: Concept 3 (Nodal) generally receives higher ratings, followed by "Central" and then by "Spread". "Central" would consume significantly less rural land for urbanization but "Nodal" is seen as superior in terms of having less growth impact on existing community character, providing



1) Spread

a wider range of community sizes and providing a broader range of community sizes, and providing a broader range of community diversity in housing types/ownership, densities and mix of residential and job activity.

ECONOMIC IMPETUS: Concept 2 ("Central") would have the lowest impact on agricultural, forest and mineral resources in the GTA and would have the lowest cost push impact on land development costs, but could have higher risk of a land supply/demand imbalance which could lead to price increase for land, housing and employment facilities, depending on the manner in which the required growth management is carried out if adopted.

HARD SERVICES: all three concepts are essential equal in terms of trunk water and sanitary sewer systems solid waste

management costs, reflecting the postulated numbers and distributions of people and jobs. Concept 2 ("Central") rates highest with Concept 1 ("Spread") having the lowest rating (and highest costs). Concept 3 ("Nodal") is the intermediate position.

GREENING/ENVIRONMENT: The "Central" concept generally rates highest under this criterion followed closely by Concept 3, "Nodal". (This is discussed in greater detail under "trade-offs").

HUMAN SERVICES: Concept 3 ("Nodal") rates highest under most of the five relevant measures.

EXTERNAL IMPACTS: "Nodal" generally receives higher ratings under this criterion since, in common with Concept 2, it is anticipated to create less pressure for GTA overspill (low density) development in the rural hinterland and, coupled with higher level transit service and use in suburban areas, is likely to create less pressure for GTA oriented road traffic in the hinterland. There may be increasing pressure under all concepts for rural development in the adjacent hinterland for "country retreats"; this could be more pronounced in Concept 2 ("Central") because of the higher urban density but it is difficult to differentiate in this

achieve a similar level of service to that experienced in 1986 in the GTA, as the "basic" level of service. In addition, in some instances, cost estimates were provided (and included) for infrastructure investments to improve the level of service provided.

There are four subcomponents of the infrastructure capital cost estimates which are significant in this regard, two of them falling under the transportation criterion and two under the greening/environment criterion, as follows:

TRANSIT: substantial investment levels are estimated for improved transit under all three concepts, particularly Concept 2, Central with an estimate of \$14.4 billion. This level of investment (about \$460 million per year on average) would be essential in the view of the study team in order to serve the Central Concept and provide an acceptable alternative to the automobile mode, and approximately half that level of investment (about \$230 million per year) would be required for improved transit even under the Spread Concept with its emphasis on an extended and improved road network;

ROADS: the extensive capital investments estimated for new/improved roads (\$19.9 billion for Concept 1, \$17.0 billion for Concept 3, and \$13.2 billion for Concept 2) are based on the premise that the road network would be expanded to the extent that equal levels of service would be provided under all three concepts. The cost estimates were based on the assumption that sufficient new lane-km of roads would be added to provide

peak period travel speeds similar to those experienced in 1986 throughout the GTA. This subcomponent is the largest single contributor to the estimated capital costs, comprising about 25% of the estimated total. It is possible that such a level of investment and the impact of such roads in the central area would be considered too high and the alternative of increased road congestion in central and/or suburban areas would be tolerated

instead. If this were the case, Concept 2, Central, would experience the least negative impact from such a shortfall while Concept 1, Spread, would have the greatest negative impact and the impact on Concept 3, Nodal, would be intermediate. Alternatively, more transit investments in the central, built-up areas might be made under Concepts 1 and 3 to make up for the road shortfall, incurring similar levels of capital cost to those shown above; passive open space: the initial assumption under this measure was that sufficient passive open space would be purchased within the urbanized area under each concept to meet the current standard of 1.8 ha per 1,000 people. It is probable that the significant cost and physical dedication of large land areas to passive open space use in existing urbanized areas (\$6.0 billion under Concept 2, \$4.7 billion under Concept 3 and \$1.1 billion under Concept 1) would be considered to be too high for Concepts 2 and 3, such that lower passive open space standards would be accepted for these concepts. This could be achieved, for example, by providing the necessary passive open space in the same area (e.g. the urbanized area of Concept 1) for all three concepts. Under this assumption all three concepts would have the same capital cost for passive open space (\$1.1 billion) but residents in Concept 2 (and to a lesser extent Concept 3) would have to travel further, on average, than would suburban residents in Concept 1, to experience the new passive open space, most of which would likely be located in suburban areas.

STORM WATER QUALITY: as described more fully in Background Report No. 5, measures are currently in place to improve the quality of storm water runoff in new suburban areas through measures such as settling ponds. Partial treatment of retained storm water by water pollution treatment plants during off-peak periods is a future possibility. Polluted storm water runoff, sometimes mixed with sanitary sewage because sanitary/storm sewer separation has not been completed, still remains a major problem, however, and severely degrades the quality of GTA river valleys and lakefront amenities. Even when larger sums are assumed for addressing these problems, the GTA river valleys and lakefront would continue to experience negative impacts.

Clearly, trade-off decisions between



2) Central

regard based on the information available.

QUALITY COST TRADE-OFFS

As noted above the substantial capital cost investments required for all three urban structure concepts relate to the assumed level of service (quality standards). Generally, the analyses were based on the assumption that sufficient infrastructure should be provided to

levels of capital investments and the resulting functional/environmental standards achieved will require broad input from elected officials, staff, interest groups and the public at large. Increasing concerns regarding environmental quality and required actions to achieve sustainable development in this context will undoubtedly plan an important role in this process. The strategic estimates presented here, and the discussion of some basis trade-offs, are intended to facilitate this discussion and consequent decisions.

CONCEPT TRADE-OFFS

CONCEPT 1, SPREAD:

this concept would: consume the greatest amount of rural land and related agricultural productivity and natural resources, use the most energy and produce the most air pollution because of its higher travel effort and greater reliance on automobiles; provide less opportunity to enhance storm-water quality and dispose of toxic soils in central, built-up areas than for Concept 2 and, to a lesser extent, Concept 3;

Concept 1 is, however, closest to the status quo in terms of delivery of new housing, lifestyles, and government planning/regulation affecting urban development.

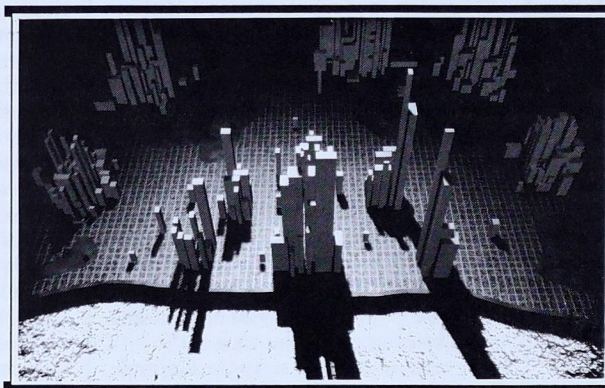
In some ways, therefore, Concept 1 is the least risky, since it would require less change from the status quo. In the longer term, however, it carries the highest risk since it would place greater negative pressures on the environment and on natural resources including energy sources and agricultural land. The environmental risk relates strongly to recent evidence that transportation activities, and particularly to acid precipitation, global warming, ozone depletion at high levels, and local toxic effects in and around urban areas.

CONCEPT 2, CENTRAL:

this concept makes the most efficient use of resources (e.g. land, energy) and places the least negative load on the environment; however, it would require the greatest amount of government regulation in order to divert population growth from suburban areas to central, built-up areas.

It would require the greatest change from the status quo in terms of popula-

tion densities and housing types, less automotive travel and greater use of transit, and growth management policies/programs, with the risks that are inherent in any significant change from the status quo. On the other hand, it



Nodal

would provide the greatest likelihood of achieving sustainable development and avoiding, in the longer term, the apparently inexorable growth of suburban automobile traffic as it is increasingly experienced in large North American cities;

CONCEPT 3, NODAL:

This concept builds on existing communities and their urban infrastructure such as civic buildings, commuter rail stations, transportation and other local infrastructure, while providing for continuing growth both in the suburbs and in the central, built-up areas but at higher densities of suburban development than under Concept 1; it would appear to provide the greatest range of choice in terms of population densities and housing types, community size and character, suburban and downtown living styles, available range of transportation modes, and integrated delivery of human services, while reducing per capita resource requirements and pollution levels relative to Concept 1.

Generally, it would be intermediate between Concepts 1 and 2 regarding its compatibility with sustainable development, the required level of government regulation and other comparison measures, with high rankings in terms of urban amenities, human services and external impacts on the GAT hinterland.

Costs:

Although minor capital cost savings might be achieved with Concept 2 and, to a lesser extent, Concept 3 relative to Concept 1 (if lower accessibility standards to passive open space were accepted under these concepts) the differences are not significant relative to the overall size of the capital investment for any of the three concepts and the range of uncertainty in the estimates; transportation operating costs would be significantly less for Concept 2 than Concept 1 (about \$2 billion per year difference) and Concept 3 would have an intermediate level.

In terms of capital costs, therefore, the similarity suggests that choices among the concepts (or hybrid versions of them) will focus more on the functional and qualitative aspects of the concepts than on their capital costs.

AN INFORMED DEBATE

An informed debate on the most appropriate future urban structure for the Greater Toronto Area will focus, therefore, on the relative importance to the people and leaders of the metropolis of basic urban objectives:

- an efficient, pleasant and diverse urban ambience;
- continuing opportunities for and encouragement of economic growth;
- efficient, reliable, convenient and environmentally-benign transportation;
- cost-effective hard services;
- preservation and enjoyment of green areas and related water resources and achievement of sustainable development such that environmental quality is maintained or enhanced and natural resources conserved;
- effective/efficiency of human services; and
- positive rather than negative impacts on the adjacent hinterland.

Debate regarding the relative importance of, and trade-offs among, the above types of objectives, in the context of information provided by this preliminary study, will, it is hoped, provide a sound basis for decisions on future directions for the GTA.

A PLAN FOR LOWER YONGE STREET

by David Gordon

The Gardiner Lake Shore Task Force was established by Toronto City Council as a coordinating body to discuss and formulate proposals about how the Gardiner Expressway and Lake Shore Boulevard might be more adequately integrated into the fabric of the city. The Task Force recently completed The Lower Yonge Street Urban Design Study.

Since the beginning of the old town of York, the foot of Yonge Street has served as a gateway to the city. The Yonge Street dock was always a passenger loading place, even as the waterfront moved south due to landfill in the past century. However, the foot of Toronto's most famous street became isolated by a series of barriers: the railway viaduct (1927), industrial development (1938-60), the diversion to Lakeshore Blvd. (1963) and the Gardiner Expressway

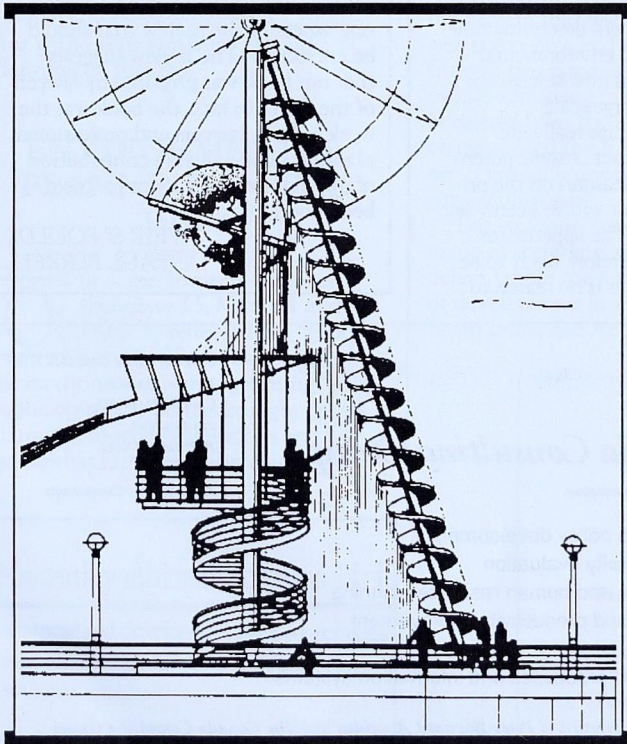
(1964). Lower Yonge Street became an industrial service road and expressway ramp. Currently, it is extremely difficult to walk or ride a bicycle through this environment from Front Street to the Lake.

The consultant team of Baird Simpson Urban Design Inc. and The Kirkland Partnership has developed a plan and strategy that could transform Yonge Street from Front Street to the Lake into a vibrant city street. The primary goal of the study is to re-connect the city to its waterfront by accommodating pedestrian, bicycle and vehicular traffic within the existing Lower Yonge Street right-of-way. The Task Force sees the Lower Yonge Street Urban Design Study as a model for the future study of other important north south streets which pass through the Gardiner/Lake Shore Corridor.

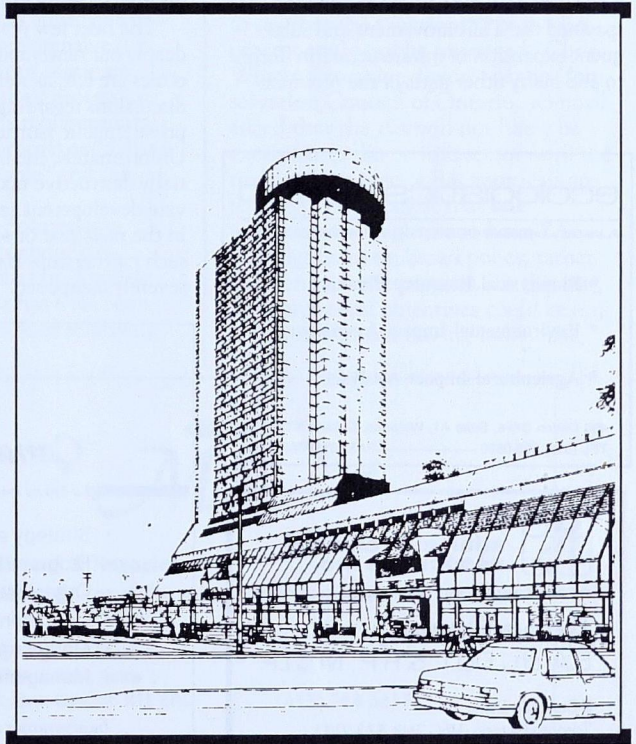
The implementation of Lower Yonge Street Urban Design Study will require the cooperation of the City of Toronto, Metropolitan Toronto, the Toronto Harbour Commissioners and private developers. This cooperation can result in a vastly improved Lower Yonge Street, with new lighting and ceramic tile to improve pedestrian conditions with the railway viaduct, paired fountains opposite the south side of the railway viaduct to create a gateway to the downtown, wide sidewalks with double rows of trees, and a public promenade and landing surrounding the Yonge Street Slip.

Dave Gordon, who had at one time represented Harbourfront Corporation on the Task Force, used his experience to advantage and provided the coordination between the consultants and the City.

Ornamental water sculpture



Proposed Water Court



CAN GOOD DECISIONS BE MADE IN A RECESSION?

Although our Prime Minister doesn't want to admit it, Canada is now in a recession. As high interest rates and an uncompetitive dollar take their toll on the manufacturing sector, Ontario is starting to show distinct signs of strain. In the sectors of the

was certainly no slouch economically. Some say that the reason we are so well off today in terms of infrastructure is because planners mis-read the signals and over estimated growth back then.

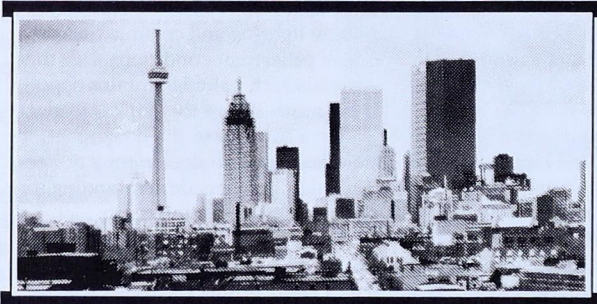
Many large scale planning efforts currently under way around the province were launched during boom times. The length of the process has ensured that the conclusions will be arrived at when people are losing their jobs and competition for scarce government resources is likely to become even fiercer. A common error is to base long range policy decisions on current or short term performance. Under such conditions, it is crucial

abandon the ideas, though. Because the worst of the tax measures coincide with an economic downturn, drawing the right conclusions about the best way to proceed will be made even more difficult.

For the GTA — the subject of this issue's cover story — the need for substantial investment in new infrastructure has reached a critical point. As Gardner Church points out in our feature interview, a strong economy is the basis for an acceptable living environment. "It is the difference between pleasant and unpleasant. Between rich and poor. We have choices," he says.

Lets make them.

Glenn Miller, Editor



The GTA: the search for an acceptable environment

economy that impact on planning and development activity, optimism is fading quickly.

It is worth questioning, therefore, under what economic conditions are important planning decisions best made? The era that spawned the TCR movement and subsequent expansion of infrastructure in Toronto and many other parts of the province

that planners and other professionals engaged in policy making take the longer term view. We must learn to distinguish cycles from short term aberrations, be they positive or negative.

The next few years will determine how deeply our newly found environmental ethics are felt, as well as how sincere the discussions regarding large scale private/public partnerships really are. Unfortunately, the impact of some potentially destructive tax measures on the private development sector will be keenly felt in the next year or so. The appetite for such partnerships is therefore likely to be severely dampened. This is no reason to

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LETTERS

Re: Ontario Planning Practice: Annotated Statutes and Regulations

We were gratified to read the review of our book, Ontario planning Practice, in the May/June issue of the Ontario Planning Journal. There is one aspect of the review that should be corrected. The review suggests that our book was prepared by lawyers of the firm. In fact, the book was the work of both lawyers and professional planners. The valuable contribution of our planners ought not to have been overlooked.

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JOINT PROGRAM SERIES HIGHLIGHTS NEW ROLE OF O.S.E.M.

by Tim Murphy

In February and March, the Ontario Society for Environmental Management (OSEM) and OPPI jointly conducted three seminars on the theme "Environmental Planning in the 1990s". The first seminar was entitled "Planning, Development and Politics" and featured Chris Winter, Executive Director of the Conservation Council of Ontario. Panel members were David Hobbs, Deputy Minister, Ministry of Municipal Affairs; Colin Issacs, Environmental Consultant; and Stephen LeDrew of Lyons, Goodman, Iacono, Smith and Bertow. The second seminar was entitled "Ataratiri" and featured Ross Winter, Manager, Ataratiri Development. The final seminar was entitled "Greater Toronto Area Waste Management Planning" and featured John Farrow, a partner with Coopers and Lybrand and currently CEO of SWISC. The following is an overview and commentary on the three seminars provided by Barry Mitchell, a Consultant with Environmental Strategic Planning of Toronto.

ENVIRONMENTAL PLANNING IN THE 1990s

by Barry Mitchell

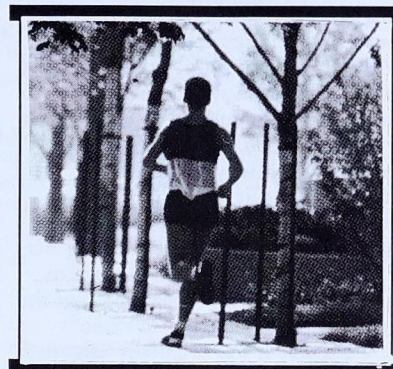
Our three Toronto seminars (February 15, March 1 and 14) fully reflected the "good news and bad news" state of the environment. The "greening" of public opinion that has brought better planning, tougher regulations and (somewhat) stricter enforcement is cer-

tainly good news. The bad news is that we still don't seem able to protect the environment from the relentless pressure of human activities. Here are a few personal reflections on "environmental planning in the 1990s", provoked, at least in part, by the seminar series.

We agree we need to decide how much (and what kind of) development is "sustainable", but we don't have agreement on how to measure "sustainability", nor do we make decisions in a way that gives environmental objectives the same consideration as economic objectives. One step that most environmentalists thought in 1975 was in the right direction, the *Environmental Assessment Act*, was the subject of much discussion at our seminars.

From an environmental perspective, the failure to extend the Act to cover private sector projects has been disappointing. Critics, on the other hand, insist that 15 years of experience with limited application to public projects has proven that the Act's approvals process is too slow and too expensive. Indeed, two lawyers at our seminars (while admitting that their profession benefited from the Act's requirements) characterized the EA process as "a disaster", "virtually unworkable" and "an irresistible force".

But, as Colin Issacs pointed out, many of the complaints about EA delays ignore the fact that no housing or development project has ever been heard under the Act; indeed relatively



The "greening" of public opinion that has brought better planning.

few projects of any kind have gone to EA hearings over the past 15 years. This suggests to me that the *Environmental Assessment Act* has become a kind of "whipping boy", a symbol of the imagined complications associated with environmental protection. This is not to say that the functioning of the EA process could not be improved. Chris Winter, executive director of the Conservation Council of Ontario, acknowledged that the Act will not likely be extended to the private sector until the time and expense of EA approvals are reduced. He thought that one improvement might be to have EA hearings focus on broad policy, rather than on separate projects. In this way, environmental objectives could be set, and met, without having individual

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projects subjected to detailed hearings on "need" and "alternatives to".

Stephen LeDrew, a seminar panel member and lawyer, felt that while the environmental issues themselves are not accepted by developers as legitimate planning factors, the short-comings of the *Planning Act* (or of the planning process) greatly reduced the environmental benefits actually achieved. Without being specific, he suggested we had to find new ways of drawing planning and environmental issues together.

Ron Kennedy, manager of a new unit at the Ministry of Municipal Affairs looking at reform of the planning process, had a different perspective. He thought that the *Planning Act* of 1983 still provided a good place to begin discussions and suggested that the first objective should be "to make it work the way it was originally intended to work".

I don't want to leave the impression that the seminars were limited to discussions of the legislative framework for environmental planning. We also looked at real projects; specifically, Seaton, Ataratiri and the Greater Toronto Area's waste management planning. Each illustrates the practical problems of meeting the requirements of the *Environmental Assessment Act*, and each also suggests the dangers inherent in trying to by-pass it.

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All three projects seek to fulfill social needs: Seaton and Ataratiri are ambitious developments offering "affordable" housing, while GTA has the unenviable task of finding a solution to the Toronto area's pressing garbage problem. In addition, all three proponents (two were represented at the seminars: Ataratiri by the project's manager, Ross Winter; GTA by project consultant, John Farrow) are committed to public participation and acceptance of rigorous environmental standards. And yet, any or all of these projects could still have considerable difficulty gaining approval under the EA Act.

Seaton, for example, is proposed for an area of provincially owned Class 1 farmland in northeastern Pickering that is poorly served by transportation links to Metro, this at a time when Metro and GTA planners are talking about the need to increase the density of population in Metro Toronto to promote the rebuilding of infrastructure and the improvement of services. Seaton's expressed interest in incorporating in its design innovative "sustainable community" elements, while laudable, may not offset the disadvantages of its location.

While Ataratiri's location south of King Street and west of the Don River meets the densification objective, it has other environmental problems: potential flooding of the site by the Don River and a site contaminated with industrial pollution.

The third project has perhaps the most difficult hurdles to overcome. The GTA must find a way to get new landfill capacity by 1996, but it must also meet very ambitious provincial targets for waste reduction, re-use and recycling. (The fourth "R", the recov-

ery of energy from waste, seems to have been removed from the list of options by the Minister of the Environment — without an EA hearing.)

These three projects are significant in their own right, but they will also be viewed by many as important tests of Ontario's ability to reconcile environmental and economic objectives.

Public policy-making should begin with a vision or strategic direction that reflects society's priorities. In Canada we rely on politics to set the broad goals, and the public is insisting on a very high priority for the environment. It has also signalled, however, that it favours a free market economy; that is, it wants government to leave as many decisions as possible in the hands of individuals. Preserving individual freedom without sacrificing long-term environmental and resource goals, and the long-term economic interests dependent on them, will surely be one of the central challenges facing us in the 1990s.

It won't be easy. OSEM members know better than most that environmental and resource issues can't be resolved in a year, or even a decade: the tension between development and the environment will have to be accommodated on a day-to-day basis. In the short term we can all play an important role in improving individual projects by insisting that they reflect principles consistent with a movement toward sustainable development.

But we should also be involved in the effort to find better long-term solutions. As an organization dedicated to fostering the exchange of information on environmental management among all the disciplines involved in planning and implementing development, OSEM should take the lead in articulating and debating the sustainable development principles, as well as the mechanisms that will make them reality. One way it could do this is by participating in the Ontario Round Table's effort to develop a provincial strategy based on sustainable development. I am biased, but I believe it is an opportunity to help develop coherent public policy that could guide both economic and environmental planning in the 1990s, and beyond.

Barry Mitchell is a consultant on environmental issues with the firm *Environmental Strategic Planning in Toronto*.

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The Ontario Society of Environmental Management

The Ontario Society of Environmental Management is an association of professional people working in environmental management, defined as "systematic and continuing action to maintain or to enhance the quality of the environment by interdisciplinary application of scientific knowledge and professional skills."

Originally founded in the seventies to promote the development of a distinct profession, OSEM was revived in 1988 with a new mandate to serve as an *inter*-professional and interdisciplinary organization, not competing with established professional bodies. Since then it has flourished. Paid-up membership has grown steadily and it is now approaching 100, embracing a range of disciplines and professions from biologists to lawyers, and including a high proportion of planners. A group of hard-working members has organized a number of successful and well-attended events, some in cooperation with OPPI and other organizations. A revised constitution and a complete set of new by-laws has been approved by the Society's Council and will be voted on by the membership before the June Annual Meeting.

A new president and Council will also be elected at that time. High on their agenda will be the aim of establishing OSEM's position as a recognized and authoritative commentator on environmental issues in Ontario. Another important item will be the expansion of membership to all regions of the province from OSEM's existing base in south central Ontario.

OSEM welcomes membership applications from OPPI members whose work substantially involves environmental issues. They can contact Membership Chair Vicki McCulloch (416-226-4022), Secretary Gretchen de Boer, OPPI, in the City of Niagara Falls Planning Department (416-356-7521), or any other OSEM Council member.

Nigel H. Richardson

OTHER PEOPLE'S BUSINESS

OTHER PEOPLE'S WASTE IS EVERYONE'S BUSINESS

by Edith Howard

Solid waste management is one of the most pressing problems facing municipalities today.

Efforts to reduce and recycle refuse are having an impact on the growth in volume of waste needing disposal. However, the reality is that our consumer society continues to discard quantities of materials which are difficult to re-use or recycle. At present incineration in landfill sites is the only disposal method available and identifying suitable sites is becoming increasingly difficult.

In this article, Laurie M. Bruce of M.M. Dillon discusses a co-operative approach to landfill siting based on examination of advantages which may flow to the host municipality from loca-

tion of a facility. She notes that in recent years conflicts arising over the siting of municipal waste facilities have been the

rule rather than the exception. While landfills are recognized as a necessary component of waste management systems and essential to society, local opposition frequently threatens the feasibility of siting these facilities. The source of this opposition is often associated not only with the site selected, but also with the process used to select the site.

The traditional site selection approach involves the systematic assessment of a given study area to permit the identifi-

cation of the most technically suitable site(s) for a landfill. Sites are gradually delineated through the application of criteria in increasing detail over a progressively narrowing geographic area.

Sites which meet specific articulated criteria are identified through this process.

Social and biological issues, land use, ground and surface water, archeology, transportation cost and service are some



Urban development generates waste

of the considerations reflected in the criteria. At M.M. Dillon it has been noted that while this traditional approach produces technically valid decisions that are objectively sound, it does not always provide enough latitude to address the social implications and public opposition associated with facility siting decisions. In addition, it does not accommodate the possibility that there may be unique siting opportunities available that are technically sound but more socially acceptable.

In response to this, several environ-



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mental planning consultants and their clients have been incorporating a "willing host" approach in the siting of waste management facilities. This approach involves the identification of communities wish to host a landfill in exchange for benefits such as jobs, disposal privileges and compensation. The sites which are identified through this approach are screened against standards to ensure their technical suitability.

The willing host approach, while producing a technically suitable site, may not produce the most technically preferred site. In order to assess the environmental and technical implications of siting a landfill for social reasons (i.e., using the willing host approach), the two approaches (i.e., traditional site selection and willing host) can be merged. This permits tradeoffs to be made between sites which are technically superior

against those that are socially superior. It will also enable an assessment of the social implications of forcing a landfill identified through the traditional approach on an unwilling community.

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

CIP

METRO TORONTO VIDEO WINS CIP AWARD FOR PLANNING EXCELLENCE

The 1990 CIP Award for Planning Excellence was won by Metro Toronto for a 30 minute, broadcast quality video entitled "The Race is On: Community Responses to our Housing Challenge".

The video was the work of Martin Herzog, MCIP and Jo-Anne Egan, a provisional member, who acted as "executive producers" on this co-venture between two Metro departments. Coincidentally, both individuals have since changed jobs but at the time of production, Martin was working as a policy development officer for Metro Community Services and Jo-Anne as a planner with the Planning Department. The package also received funding assistance from the Ministry of Housing.

The video addressed the "complex, and often controversial, topic of housing intensification". Accompanying the video was a resources kit. The educational resources were intended to raise public awareness, explore and promote debate, and convey a positive image of the housing intensification concept. The video and kit were distributed to a wide range of individuals and organizations including social agencies, government officials and elected representatives, community groups and libraries.

According to Herzog and Egan, the video served the educational objectives of the Community Services Department and complemented the emerging policies and programs of the Official Plan Review process currently being undertaken by Metro. The level of cooperation achieved between the two departments was particularly rewarding, report the "producers". The project required a great deal of nurturing through the process, however. Finally, after extensive reporting to various committees and valued support from senior Metro staff, elected officials were persuaded that this innovative method of communicating an important message was worthwhile.

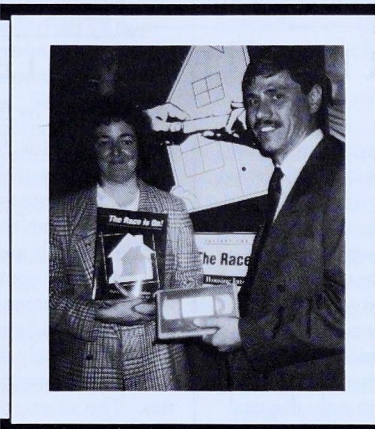
Metro will have an opportunity to acknowledge the obvious wisdom of proceeding with the project at an official presentation ceremony involving Chairman Alan Tonks later this year.

Jo-Anne Egan has since moved to the City of Toronto Parks and Recreation department and was the lucky one able

to visit Banff to pick up the award. Her co-producer recalls that the telephone call with news of their success "definitely made my day."

Other award winners in the Honours category included: "Plan de mise en valeur du Mont Royal" by Michele Jodoin, City of Montreal; "Boulevard Cafe guidelines", by Gail Johnson and Barry Brooks, the City of Toronto Planning and Development Dept.; "Policy to encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton", by Duncan Fraser and J. D. Freeman, City of Edmonton; and "Planning in Action Course for Municipal Planning Administrators", by Peter Boles, Ontario's Ministry of Municipal Affairs.

There were eight other entries, two of which were from the private sector.



Jo-Anne Egan and Martin Herzog show off "Race is On" material.

In addition to a budding career as a video producer and newly seconded member of Metro's Corporate Planning Department, Martin Herzog is also the Journal's editor for the Housing and "Other Voices" columns. Since joining the Journal, Martin has managed to broaden our coverage of housing issues and has made effective use of contacts with a broad range of professionals in other fields in searching out editorial material.

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CITY BUILDING ON THE P.C. WITH SIM CITY

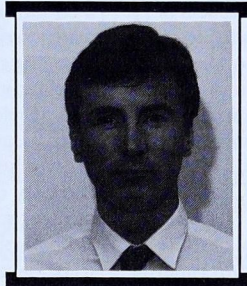
by Robert Amos

Games based on planning have never had the success that architectural or engineering games have had. The social dimension just doesn't lend itself to model making. Those that have been developed are either greatly simplified, or depend on vested interest role playing, or rely on complex computer models that are inaccessible to most. Yet the concept of play has always had an important place in the design professions. Witold Rybczynski devotes half a chapter in his latest book (*The Most Beautiful House in the World*, Penguin, 1989) to the history and importance of play in design. He notes that the use of games and models is essential when practitioners cannot manipulate their medium directly; such is the case in architecture and the same is true of planning.

Well, thanks to the personal computer and a program called Sim City, now you too can create entire cities at the push of a button. Sim City is an award winning program that allows you to build communities from scratch by designating land and laying out infrastructure. Once the power is turned on the city builds itself, subject to market forces. For example, if you zone for residential use without creating jobs everyone moves out, building too many public facilities without a sufficient tax base will cause the city to go broke. At any stage you can call up statistics and graphs on city finances, crime, pollution, the mayor's popularity, etc. In addition, the program has a number of built — in cities on the verge of some disaster which must be prevented. It should be possible to duplicate any community at a very general scale. The Terrain Editor, available separately, may be required to create the right physical setting.

Sim City succeeds very well in its purpose of entertaining, but the makers clearly feel that some knowledge of city

planning adds to the game. To this end they include a section in the manual introducing city planning from Plato to Kevin Lynch. They also include a brief bibliography and, significantly, a related bibliography for children. Clearly, they expect kids to be major users, and this may not be such a bad thing.



Robert Amos

It may be unfair to judge the program in planning terms as it is not intended as a serious tool. On the positive side, however, the program works surprisingly well as a reminder that every public action has a network of consequences, positive and negative.

The frustrations are partly philosophical and partly practical. Of the former is the reliance on the technical fix with the planner as autocrat standing back to propose the right solution for any problem — that's also the fun part. But there's no reason why public opposition could not spring out of attempts to level neighbourhoods or bulldoze shorelines. The practical weakness is due to the lack of detail available such as the inability to

manipulate zones below a block in size or to specify the type of residential, industrial or commercial use.

Sim City well deserves its popularity and may lead to an unlikely source of understanding for the profession amongst the public. It may even stimulate a new generation of planners; if so let's hope they won't be too disillusioned with the reality.

Sim City is by Maxis Software; costs around \$50.

Robert Amos is a planner with the Region of Hamilton-Wentworth. This article introduces Robert Amos as a new contributor on matters ranging from technology to economic development.

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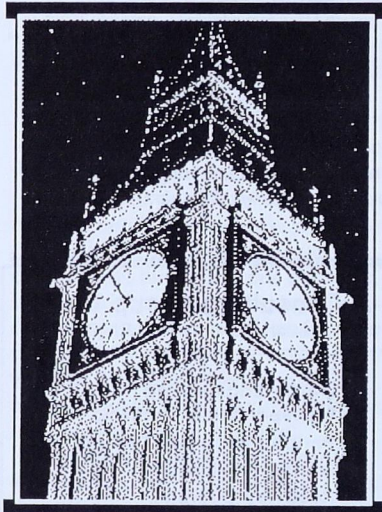
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ENVIRONMENTAL INNOVATIONS

by Dave Hardy

There's no shortage of calls for the development industry and all levels of government to consider what it means to do environmentally sensitive land use planning in the 1990s. In response, planners across the Province are increasingly finding themselves in the role of developing policies and plans to support environmental expectations.

Many of us are now developing policies to address issues such as waterfront preservation, the conservation the natu-



Ottawa: one of the most comprehensive, well-written and environmentally sensitive Official Plans

ral land forms such as the Oak Ridges Moraine, the enhancement of environmentally significant areas, and the "greening" of subdivision development and of the Planning Act itself.

When one steps back from all this activity, it's not hard to draw parallels with the land use plans and growth strategies of the late 1960s and early 1970s. Planners were then involved in the development of new towns, satellite centres and Provincial master plans such as the Central Ontario Lakeshore Urban Complex (COLUC) and the Toronto Centred Region (TCR) Plan. As much as planners had a green light to plan for the growth expected in the 1970s, today's planning efforts are intended to meet the goals and objectives of Ontario residents through to the turn of the century.

Included among these efforts are many positive and forward looking environmental plans and policies that deserve the attention of the planning community.

Of note is review work currently being conducted by **Municipal Affairs**. New provincial "umbrella" policies are being developed under the Planning Act to achieve long term environmental protection, to manage the land use impacts of population and economic growth, to assess the cumulative impacts of development and to consider the appropriate use of resources. The support for protecting provincial environmental resources couldn't come at a better time. It's important work that deserves OPPI's full attention.

However, under the shadow of the Province's planning efforts, environment planning initiatives are also occurring within agencies and local municipalities. Working with the constraints of the Conservation Authorities Act, Planning Act and Municipal Act, agency and municipal planners have been developing and implementing land use plans and policies that succeed in achieving environmental objectives.

The **Metro Toronto Regional Conservation Authority (MTCRA)**, for example, has recently produced two reports that deserve careful reading: the **Greenspace Strategy** and the **Interim Planning Guidelines for the Oak Ridges Moraine**. The **Interim Planning Guidelines**, in particular, are environmental planning guidelines intended to assist municipalities in the review of development proposals. I particularly like their recommendations for "landform conservation".

As a tangible example of policies related to estate residential development, MTCRA presents the report commissioned by the **Town of Caledon** on the **Palgrave Estate Residential Area**. This report ranks areas which were "most suitable," "suitable," and "not suitable" for estate residential development.

Planners in the **City of Ottawa** deserve a lot of credit for developing and forwarding for approval one of the most comprehensive, well-written and environmentally sensitive Official Plans that

I've seen. It's the culmination of an extensive public participation process. And, it's one of the only — but perhaps first of many — Official Plans to support a strategic aim adopting and practising the notion of sustainable development.

In some instances necessity has led to the development of environmentally sensitive policies. Many years ago the **Town of Newmarket** began requiring, as a condition of subdivision agreement, water-saving devices in toilets. While allowing the Town to address questions of water and sewer capacity, this measure also provided tangible environmental gains. Low flow bathroom basin faucets, shower heads and toilets are required in the **City of Niagara Falls** for any development subject to site plan control and for new plans of subdivision. These seem to be development control initiatives that, if successful, will provide gains all around.

Planners in the **City of Oshawa** are working with developers to upgrade standards with respect to topsoil replacement and tree planting. Oshawa is also promoting a "Good Neighbourhood Program" designed to encourage neighbourhoods to plant more trees and maintain ravines and woodlots.

From the "seed" planted by Councillors, planners in the **City of Waterloo's** Policy Planning Division have lead public participation efforts resulting in the establishment of six "green neighbourhoods". With planners acting as a resource, local residents are carrying out the naturalization of streams, implementation of individual water retention systems such as dry wells and cisterns, replacing grass by other species as ground cover on City boulevards, recycling and composting. Numerous municipalities have undertaken important initiatives to phase development and protect the environment during the development process.

Credit goes to planners with the **City of Guelph** for including comprehensive development constraint policies related to wetlands in their Official Plan. Long before the draft Wetlands policy was promulgated and the Provincial classification system was developed by the Ministry of Natural Resources, Guelph

undertook a study of wetlands and biological areas in and around the City. As environmental constraint sites, these were ranked according to a Natural Environmental Index.

Like planners elsewhere in southern Ontario, planners in the Town of Milton recently faced record numbers of consents, overdevelopment, stress on the ability of some areas to sustain existing development, and negative environmental effects of rural development. In response, they researched and developed Official Plan policies intended to support the phasing of rural development, ensure development is sensitive to the hydrogeology of an area, and discourage the fragmentation of open space conservation lands. By taking a two designation — “Rural” and “Agriculture” — approach to land uses they relaxed severance policies in certain areas and strengthened them in others where appropriate. This has allowed more effective control of both severances and rural estate subdivisions in non-urban areas.

In a similar manner, the City of Kitchener Land Utilization Study developed “Agricultural” and “Rural Settlement” Official Plan land use categories and a comprehensive zoning by-law. The study responds to the need to deal with development pressures. Like the Milton study, the “Agricultural” designation is intended to create permanent policies within the Official Plan to place the highest priority on agricultural land uses. The “Rural Settlement” designation is intended to recognize the existing non-farm residential uses.

In spite of the pressing need for stronger Provincial land-use planning legislation related to environmental protection, planners across the Province have demonstrated that there is scope within existing legislation for the development of innovative and creative environmental policies.

Let's hope that in this climate of enhanced planning activity, Ontario's professional planners will continue to develop plans, policies and other tools for achieving the type of environment that Ontario residents have come to expect.

[Editor's note: Municipal Affairs has retained M.M. Dillon to prepare an information document for all participants in the planning and development

process for incorporating environmental considerations at all planning scales and situations encompassed by the Planning Act.]

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



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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 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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Manitoba's Principles on Sustainable Development

Manitoba's MACIP NEWS (Vol. 7, No. 4) contained the following item which seems worthy of discussion here in Ontario. In the same issue articles on rural planning and area reports on the Pembina Valley and Portage a Prairies also appeared.

The following are 10 Principles on Sustainable Development approved by the Manitoba Round Table on Environment and Economy at its February 15 meeting:

1. Integration of Environmental and Economic Decisions

This principle requires that we ensure economic decisions adequately reflect environmental impacts, and environmental initiatives adequately take into account economic consequences.

2. Stewardship

This principle requires that we manage the environment and economy for the benefit of present and future generations.

3. Shared Responsibility

This principle requires that all Manitobans acknowledge responsibility for sustaining the environment and economy, with each being accountable for decisions and actions, in a spirit of partnership and open discussion.

4. Prevention

This principle requires that we anticipate and prevent significant adverse environmental and economic impacts of policy, programs and decisions.

5. Conservation

This principle requires that we maintain essential ecological processes, biological diversity and life-support systems of our environment; harvest renewable

resources on a sustainable yield basis; and make wise and efficient use of our renewable and non-renewable resources.

6. Recycling

This principle requires that we endeavor to reduce, reuse, and recover the byproducts of our society.

7. Enhancement*

This principle requires that we enhance the long term productive capability, quality, and capacity of our natural ecosystems.

8. Rehabilitation and Reclamation

This principle requires that we endeavor to restore damaged or degraded environments to beneficial uses.

9. Scientific and Technological Innovation

This principle requires that we research, develop, test and implement technologies essential to further environmental quality and growth.

10. Global Responsibility

This principle requires that we think globally and act locally.

*Editor's note: This is either a new word coined for the occasion or a typo of the calibre achieved by Ontario Ministry of Municipal Affairs commitment to "sustained" development.

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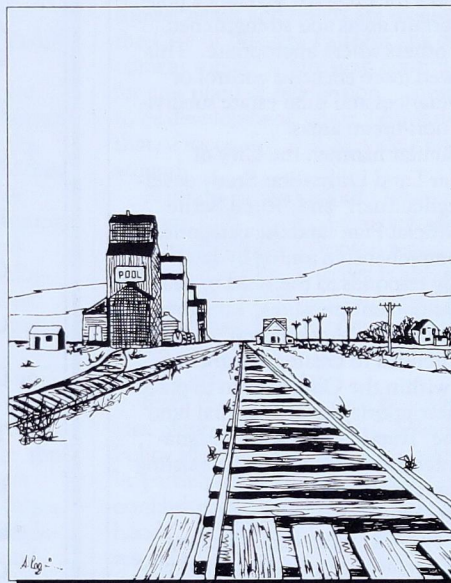
**MACIP
NEWS**



volume 7 issue 4

spring 1990

Rural Manitoba



WORKSHOPS ON LAND INFORMATION TECHNOLOGY FOR SUSTAINABLE DEVELOPMENT

The Commonwealth Association of Planners (CAP) has identified land information technology (LIT) as an important factor in planning for the efficient management and sustainable development of a nation's resources, including its urban areas. A directed, concerted program is required to ensure that the full potential of LIT for planning purposes is realized and that the transfer and use of



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LIT is appropriate to the needs, the ability to implement, and the ability to pay of local authorities, and especially those in developing regions.

The overall goal of the workshops is to assist planners and their local governments to use more effectively LIT in the rural, urban and regional planning and development processes.

The goal of the Program is to enable local governments to meet the broad challenge of the Brundland Commission Report, that is: "the efficient management and sustainable development of resource systems, economic systems and human settlements." A series of workshops providing peer review of LIT systems for planners will be held in a number of Commonwealth countries in 1990-91.

For more information regarding the Land Information Technology, please contact David Sherwood, Secretary General, Commonwealth Association of Planners, Suite 404, 126 York Street, Ottawa, Ontario, K1N 5T5, Tel: (613) 233-2105, FAX: (613) 233-1984

STUDENTS

MUTUAL LEARNING AND INTERNATIONAL DEVELOPMENT: A PROJECT OF THE SCHOOL OF URBAN AND REGIONAL PLANNING, QUEEN'S UNIVERSITY

by Mohammed Qadeer

A modest but unique project of international exchange has been organized by the Queen's School of Urban and Regional Planning. Four graduate students or recent graduates in planning and related disciplines from the university will spend 10 weeks in Trinidad working with community organizations and public agencies involved in land development and housing. Correspondingly, four Caribbean youths will come to Canada to work in regional and city planning agencies. The work assignments will be preceded and followed by week-long workshops for orientation, briefings, comparisons and reviews. This project has received a grant of \$42,000 from CIDA under its Youth Initiative Program, although CIDA's grant will have to be complemented with funds raised by the School and by participant's contributions.

On the surface the project appears to be an attempt to provide cross-cultural work experience for young professionals from the countries. Yet on closer examination its uniqueness becomes evident. First, it is based on the assumption of equality between the Third World and Canada. Canadians will work on problems of Trinidad, and Caribbeans will exercise their professional and academic skills on Canadian issues. The project has been consciously designed to counter the usual "we're helping the Third World and they're learning from us" approach of international development. Second, it aims at promoting a process of mutual learning and comparative understanding among the participants by bringing them together before and after their work assignments. Of course, the project

promises exciting opportunities for travel and learning for all participants.

The exchange visitors from the Caribbean will be placed in planning agencies all across Canada. One visitor will intern in the planning department of the Regional Municipality of Ottawa-Carleton, another will be placed in the Prince Edward County planning department to work on a special study of the agricultural land policies, the third will be working at the Institute of Urban Studies,

University of Winnipeg, and the fourth will work in Kingston. Correspondingly, the four Canadians (Virginia Cosgrove, Carolyn Doyle, Anne Kothawala and Noah Morris) will work with the Planning Aid Foundation, an advocacy group, the Planning Appeals Board and the Sou-sou Land Company in Trinidad.

Mohammed Qadeer is Director of Queen's University's School of Urban and Regional Planning



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THE CHANGING FACE OF RURAL ONTARIO

Excerpts from *On the Land: Essays and Images*, edited by Susan Glover (The Ginger Press, 848 Second Avenue East, Owen Sound, Ontario N4K 2H3).

Susan Glover grew up in Grey County, the subject area of this book. After a career as a magazine editor in Toronto, Ms. Glover returned to Grey County and took up dairy farming. This book is a compendium of diverse views on the issues facing the issues and the land in Grey County.

The farmers themselves are stoical about the changes. They know they are the last generation to make a living out of the land. They know that the land sold today is land that will never be owned by the family again and probably never farmed again. They encourage their children to seek employment off the land, even if it means moving away. They watch the hardware store turn into a wine store, the shoe repair turn into a muffin shop. They express regret at what has happened to the community, the small businesses, and the church, and take no comfort from the astronomical prices quoted for real estate deals on the next concession. One just shakes his head and says, "It just shows you that a million dollars doesn't buy very much any more."

Dan Needles

And so, further development of the southern Georgian Bay area will happen — not just because the region has an attractive resort base, or because it might be an attractive place to retire, but specifically because small town Ontario is perceived to be where the action will be in the decade to come. Most of these communities can grow within reasonable limits and retain their appeal, with new and interesting recreation facilities, increased job opportunities, better shopping, and a broader variety of goods and services.

Peter Lush

I'm sorry to hear that you and many others are disturbed by the growing influx of people from the urban centres of the south into Grey and Bruce Counties, and that you are uneasy about the proliferation of "For Sale" signs and the

likelihood of severances of land. That you are perturbed by the effects all of this will have on the tone and way of life that you have been accustomed to, I think I can well understand. I am equally certain that our ancestors at Cape Croker and Saugeen, former owners of the entire peninsula, would have understood your agitation. They underwent similar distress about the flood of strangers into these parts a hundred and fifty years ago.

Basil Johnston

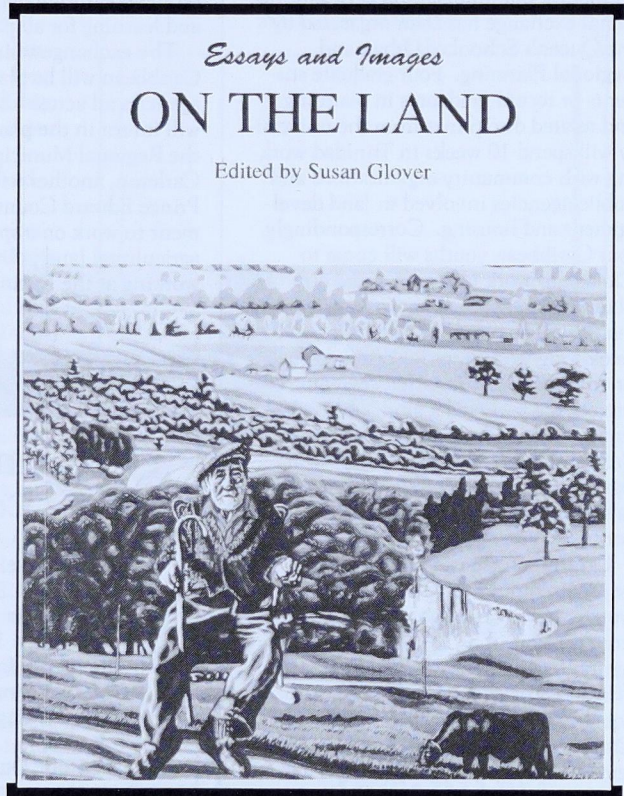
Farming in Grey County is tough for everyone. Many years ago agriculture was a way of life as well as an industry. Thirty-five years ago you lived off the land, sold your product, reinvested your profit and bought a new car once every few years. Your social life involved your community and your neighbours. As the years passed, all this changed in front of our eyes. Equipment, parts, seed, fertilizer, fuel, and so on, all became more expensive, but the price of the product did not increase enough to balance the costs. Sons and daughters leave the community for better jobs and city life. Farmers retire and sell their farms to non-farmers. Interest rates in the early 80s forced many to leave. The small communities we once knew have become cheaper housing alternatives for transient dwellers. The farm life I once knew as a boy growing up in Bognor no longer exists.

Bill Murdoch

Over half of the land owners we rent

from are people from an urban area. Some believe that mixing people from the city into an agricultural area spells disaster. Applying labels to people, and then attempting to keep them out of our rural areas, is nothing short of discrimination. I can't help think that a few well-publicized, unfortunate cases of farmer-versus-irritated neighbour brought about objections to new people moving into our area.

David Broderick



The sudden demand for rural residential lots meshed with the long, dismal decline of economic returns of small-scale family farming. Farmers discovered they could raise more from the sale of four lots severed off their land than they had earned in the past 10 or 20 years of growing food. Who was going to tell them, convincingly, that they couldn't do this because it was "economically unsound"? Would it be the painters, the

writers, the bird-watchers, the philosophy graduates dabbling in back-to-the-land hippie sheep raising?

Michael Valpy

Maybe agricultural abandonment is another chapter in the story of civilization, part of a cultural movement which sees progress in human order, in landscape manipulation and the increasing intensity of land use. In such a cultural framework the hard soil trades contain unwanted reminders of our beginning. And yet we still depend on natural wealth for survival. People who find their livelihood in nature seem to have been dismissed from general thinking like a primitive memory. The farms, forests and once-fruitful waters on which all human activity depend seem under attack....

It isn't that Ontario farmers have failed to manage their affairs as well as others. It's that they have an income option from real estate that doesn't exist in other, less populated regions. We have allowed farm land to simply disappear under Ontario's rolling urban-industrial economy without much thought about the eventual implications of creating a society which will not feed itself. Increasing crowds and burdensome cost of living have already pushed Toronto from its once-proud pedestal as a model of the good life.

Jim Algie

Farmers who sell severed land may be able to make as much from the lot sale as it would take several years to do on the farm, but what are they left with? If land prices increase the way they have in the past quarter century the \$40,000 or so they receive today for a parcel of land may be insignificant when they are ready to retire in 20 or 25 years. But how much will that rural severance have

depreciated the value of the land over that period of time? It is likely that farmers who resist the temptation for a fast buck, choosing instead to stand by their convictions about proper land use, will receive far more for their traditional, unsevered farm than the farmer who hacks it to pieces.

Mary Lou Weiser-Hamilton

What we really need is a foodland policy with teeth in it that recognizes foodland as a resource, not a commodity. Our soil is an irreplaceable component of life and should be protected as such. This policy should include erosion and severance controls, and environmental protection.

How we keep our water pure and what we do with waste all goes with planning. We have to know what is best for both the short and long term. Plans must have a vision that controls future development so it helps rather than hinders our existing communities.

Agnes Diemert

There are strong reasons to suspect that we just cannot afford to spread out development as a way of spreading the benefits. Some places, many places, just aren't suitable for development. The other route is to disenfranchise certain land owners by imposing strict land use controls. This reduces the costs of development but it also entails the unequal distribution of the benefits. It seems we must concentrate development in areas capable of withstanding intensive human use, but at the same time, we don't want to concentrate the benefits in the hands of a few.

We need some way of smoothly spreading the benefits of development without at the same time smoothly spreading the development itself.

Freeman Boyd

I am very concerned about provincial government agencies sticking their noses in our affairs. I feel that this area is designated as the playground for the city people. What is government trying to do? Stop single severances, then swoop in with big development to achieve their goal? Will our farms be covered with condominiums or subdivisions? The scary part is that the governmental agencies must know what they are planning, but we don't.

Bessie Saunders

We didn't start to care for the land again until it began to let us down, personally. When we found that the Great Lakes were polluted, that we had poisoned our groundwater with industrial and agricultural pollutants, and that the air we breathed was full of toxic substances from our excesses, we began to wake up. We began to look slowly around us and "see" the land again....

The mob will spill over to this region. We don't have a choice about that. It is not a case of development versus no development, but where should we put the people who are coming. The patterns of outward migration from Toronto and other crowded centres are already reducing the public value of our working landscapes. Soon there will be no differences between the city and the country. Unless we choose — plan — differently.

Susan Gibson



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NORTHERN

OMB SEMINAR PACKS THE HOUSE

Northern District members enjoyed a fruitful day-long seminar in the scenic surroundings of North Bay. On June 21st, a packed house attended sessions led by guest speakers W.R. "Rusty" Russell (barrister, solicitor and author) and Henry Stewart (former chair of the OMB) on "The Development Charges Act" and "Preparing Evidence for the OMB." The former session was important for its timeliness: the latter because it is always a great refresher for planners young and old!

While Northern District members were the majority of the audience, the North Bay session was also graced by several non-OPPI planners, a few area clerk-treasurers and a local solicitor or two! Perhaps future OPPI seminars of mutual interest to planners and non-planners can encourage this type of extra attendance.

The Northern District Executive also held a short business meeting with the membership.

INVASION OF THE COTTAGE- SNATCHERS

From an article by D. Lowther in Cottage Life (March/April 1990);

abridged by Jeff Celentano.

[Northern Editor's Note: I definitely have a conflict of interest in this matter since I own a cottage property on Trout Lake in North Bay. (Yes, it was a "bargain" when I bought it!) However, pressures on shoreline development on area lakes and rivers

have already stimulated a great deal of concern, study and debate.]

Just one hour and a half north of the Muskoka and Haliburton areas lie rugged, beautiful areas like Lake Nipissing, the French River, and the Mattawa River systems.

As property values in the south have moved beyond the budgets of many buyers, pressure on the area has intensified, especially as people accept that they may have to drive farther to their recreational retreats.

Local and area realtors believe that as the four-laning of Hwy. 11 is extended from Huntsville to North Bay in the 1990s, the improved access to the area will drive land values even higher.

Within 70 km. of North Bay, around the shores of numerous lakes and rivers, Lowther highlights property after property that can be had for prices ranging up to \$125,000. Among the two other types of recreational properties common to this area, Lowther refers to leases of land on Indian reserve properties and island lots. Perhaps the author may have overlooked one other source of potential recreational property — that is, the lease of Crown lands from the provincial government through the Ministry of Human Resources.

In his conclusion, Lowther gives warning to the would-be bargain hunters:

"the days of finding a place for under \$100,000 north of the Great (Muskoka) Divide are numbered. The boom is about to really begin — much to the chagrin of local folks looking for cottage property themselves — and the time to get in is now."

For the potential cottage purchaser, the clock is ticking.



CENTRAL

MONSTER HOMES— WELCOME TO MY NIGHTMARE

On 29 March 1990, the OPPI Central District hosted a program event entitled "Monster Homes—Welcome to My Nightmare?" Elaine Hitchman, Planning Commissioner, City of North York and Edward Salisbury, Manager of Short Term Studies, Town of Oakville, recounted their experiences in dealing with monster homes. Each person supplemented their discussion with a brief slide show illustrating examples of monster homes in North York and Oakville. Following the presentations, Elaine and Edward led a lively question and answer period and each elaborated on many specific issues on monster homes.

Regarding North York, Elaine indicated the City is experiencing a transition from homes significantly under-built compared to zoning. Some of the replacement homes are uncomfortably larger than the surrounding homes.

North York Council enacted its first infill by-law in February 1988 by adjusting zoning regulations to reduce the size of homes permitted. The by-law reduced the maximum height from 11 metres to 9.5 metres at the mid-point of the roof, and added a maximum house length of 16.8 metres. These changes resulted from the review by the Infill Task Force. City Council requested a review of the by-law after one year. The review was completed and reported in July 1989, and dealt with many non-zoning by-law issues (i.e., tree preservation, grading, and drainage) in addition to zoning by-law issues (i.e., height and yards).

The zoning by-law issues were referred to the City's Planning Advisory Committee for a

public meeting held in October 1989. All submissions were referred to staff for a report, and a Staff Working Committee was formed including the commissioners of the Planning, Legal, Building, and Property and Economic Development Departments. The Staff Working Committee met with community representatives and City staff involved in the daily workings of the zoning by-law. The initial staff report was submitted in January 1990, and a supplementary report was submitted in February 1990.

Elaine indicated that the City's principal objectives in tackling the review of zoning by-law's residential regulations, were to

- create a minimum of regulations for public good and ease of administration
- avoid duplication, conflicting or redundant regulations
- create regulations which allow for flexibility in building design (i.e., avoid stifling architectural and personal creativity)
- encourage renovation and rehabilitation of existing homes rather than demolition
- create new units compatible with existing neighbourhoods (i.e., ratepayers could accept homes of 2-3 times as large neighbouring homes, if homes were not unreasonably high and had sufficient yard.)

Elaine provided an overview of the numerous study findings, and concluded with a few general comments. In short, Elaine indicated that a few monster homes can scare everyone. Planners must get the community effectively involved at the outset of any perceived or identified conflict. North York by-laws were antiquated and needed extensive overhauling to address the monster home issue. She suggested that while replacement housing may be in a periodic low, it will return and municipalities should

repair zoning by-laws to adequately address the issue of monster homes. T.M.

Janice Robinson has left P&R to join Kerbel Group as VP Planning and development. At Kerbel she will be involved in residential, commercial and industrial development



GOLDEN HORSHESHOE

MEMBERS AND MILESTONES

The Golden Horseshoe continues to enjoy good mobility among planning personnel.

The new Planning Director for the Town of Lincoln is Carl Held from the Region of Haldimand Norfolk.

The new Senior Planner for the Town of Niagara on the Lake is Jim Fyfe from the City of St. Catharines.

Adele Filson has been promoted to Planning Director in the City of Thorold.

Paul Kraehling moves from the City of St. Catharines to the City of Guelph.

This is also a very progressive part of the world. How many people noticed recent job ads from the City of Burlington that listed a 7% higher pay rate for CIP/OPPI members? In terms of return on investment for your annual fees, that's better than CSBs!
I.B.



HURONIA

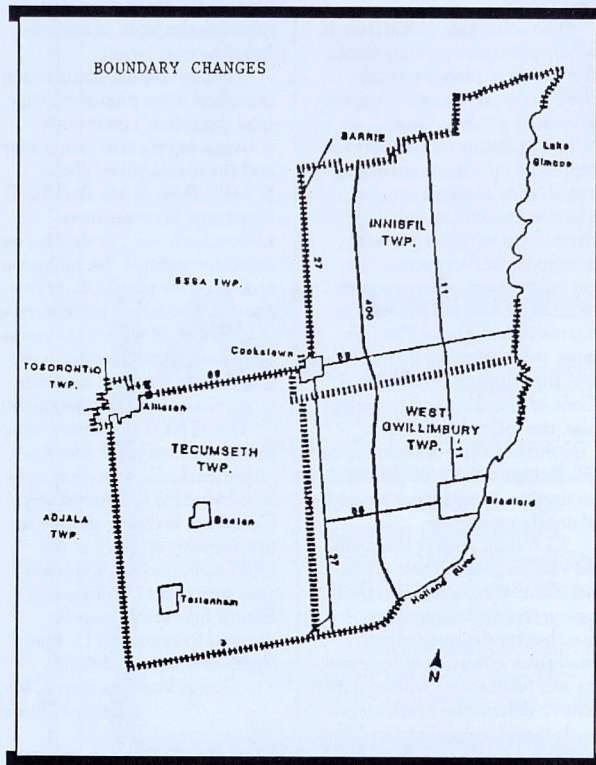
PROFESSIONAL DEVELOPMENT IN MUSKOKA

The Simcoe-Muskoka "Chapter" of the Ontario Professional Planners Institute recently held a half-day seminar in Orillia entitled "Planners at the Ontario Municipal Board:

Procedures, Practices and Pitfalls". Guest speakers included Mr. H. Stewart, former Chair of the Ontario Municipal Board, Mr. R. List, former Director of Planning for the District of Muskoka, and Mr. Rusty Russell, Solicitor with Russell, Christie and Miller. The seminar was well attended and provided for an informative discus-

BOUNDARY CHANGES IN SOUTH SIMCOE COUNTY

Municipal Affairs Minister John Sweeney recently announced the provincial government's intention to change municipal boundaries after the Province was inundated with



sion of appropriate preparation methods for hearings as well as tips regarding evidence-in-chief and cross examination techniques. The session concluded with a question and answer period.

Suggestions for future events may be made by contacting any member of the Simcoe-Muskoka "Chapter": Dave Parks, Township of Georgian Bay, 538-2337; Andrew Fyfe, City of Orillia, 325-1311; Wes Crown, Township of Tay, 534-7248.

annexation applications. In short, eight municipalities will merge to form three; Cookstown and Innisfil Township will amalgamate into one municipality, Bradford and West Gwillimbury into another and Alliston, Beeton, Tottenham and Tecumseth Township will form the third.

NEW BARRIE-ORO AIRPORT

The City of Barrie and the Township of Oro have announced a joint agreement to

develop and operate a municipally owned airport. The new \$6 million airport is expected to be operating in 1991 on 350 acres of land located ten minutes north of Barrie between Concessions 5 and 7 in the Township of Oro. A 3,500-foot runway which can handle most propeller driven aircraft and light corporate jets is proposed. The airport is expected to have major economic benefits for the whole area.

REVIEW OF SIMCOE COUNTY STRUCTURE

The Minister of Municipal Affairs has promised that Simcoe County's study to review the county structure will be given top priority. The Simcoe Study Committee held its inaugural meeting last month, indicating it would like to do its own study rather than duplicate the Province's review of South Simcoe County. The Ministry has suggested the benefits of county government include increased provincial funding under proposed changes to the grant structure. Counties seeking to restructure are likely to face a two-year process; the study into the change is estimated to take one year followed by a year of public meetings and comments. The Province is assisting the Simcoe County review through the provision of a co-ordinator, two full time positions and technical assistance.
C.P.



EASTERN

KEEP OTTAWA AS GREEN AS POSSIBLE

"Keep Ottawa as green as possible" is a common thread that runs through all public and private presentations to the

National Capital Commission on the Lebreton-Bayview site development process currently going into Phase 5. This theme represents a definite shift from the 1976 poll position which opposed development completely. Some people are still advocating the "leave as is" approach. The tendency this time (Phase 4) is more towards (whatever development scheme is chosen) keep it, or make it as green as possible. This aspect also includes "preserve the access to the shores".

The NCC has now put out for public consumption the synthesis of the following studies:

- technical assessment of all the concepts
- environmental impact assessment
- public participation results
- economic projections and market research

The concept, called "An Agora for the Capital" after the Greek place for meeting, business and festivals, is being carried into Phase 5. Any comments on this concept should be forwarded to the Planning Department of the National Capital Commission in Ottawa.

PLANNERS COMMENTING ON PLANNERS

A number of municipalities in Eastern Ontario have recently conducted or are in the process of conducting reviews of their Official Plans. This is noteworthy for a number of reasons including keeping a number of our members hard at work. However, the topic I wish to address is the issue of professional planners commenting as private citizens on the virtues of Official Plans in communities where they live. I believe the issue at hand is how far does a planner go in making comments on the efforts of professional colleagues. I guess the obvious extremes are to do nothing or to publicly lambaste the individuals. To my mind,

neither one is acceptable and some middle ground should be sought.

It has been said that by providing no comments at all, one is indicating agreement with the proposal. This can be deemed acceptable especially if one works for the particular municipality or consults for it. Eliminating any potential conflict of interest is always the best policy.

The other side of the issue is where planners critically assess the merits of plans and make their personal "negative" views known in a public forum. When professional planners are representing a municipality or client, they are expressing a planning option on behalf of their client which is perfectly acceptable and expected. On the other hand, when we comment as private citizens on the virtues of an Official Plan, we must ensure that we do not violate the Planners' Professional Code of Conduct and in particular, the following sections:

2.1.5 shall not maliciously or falsely injure the professional reputation, prospects or practice of another member.

2.1.6 shall respect the member's colleagues in their professional capacity, and when evaluating the work of another member for the same client shall show evidence of objectivity and justice, and willing publicly to defend the evaluation.

It is said in legal circles "that a lawyer who represents himself has a fool for a client" and this may be applicable here. It is very difficult to remain objective and promote the general welfare of the community when one is only interested in a specific issue and how it impacts them. There is some validity in hiring an outside planner to represent the planner's personal views on the issue.

There is also an informal rule of professional conduct that a planner should be careful to adhere to: planners must take the highest road possible in

offering constructive criticism to colleagues. The reason is that in most cases people expect it, but more importantly, the individual is also representing the profession along with the professional receiving the criticism. If planners are willing to "rip to shreds" the work of other professional planners we can expect nothing less from our politicians who in most cases are looking for anything to question the work of our colleagues.

I believe we are going to see more and more planners swept into the tide of community activism as property values soar and the much talked about NIMBY (Not In My BackYard) Syndrome becomes more entrenched. As a profession we must be careful of the image we project to lay people, to politicians and to fellow professionals in all fields. If we are to continue to earn the respect of these individuals, we must continue to maintain our high standards.

FOOTNOTE: Written complaints about any CIP Member's professional code of conduct may be submitted to the Disciplinary Committee in care of the Executive Secretary of OPPI at the OPPI address which is noted in your copy of the OPPI Journal. Further information may be obtained by contacting George Vadeboncoeur at 748-4172.

George Vadeboncoeur, Chair, Eastern District

"POOL POOLING"

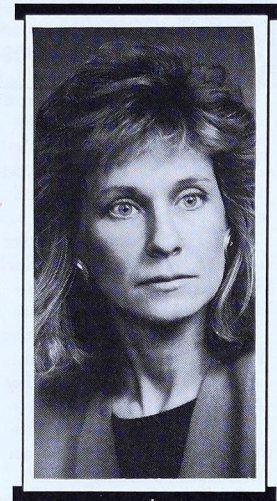
Rideau Township a rather unique way of doing recreational planning. It is actually a method of reducing the need for township facilities and in particular recreational pool facilities. The township recreation department has hit upon the idea of using backyard residential pools as locations for municipally run swimming instruction. Pools are leased on an hourly basis from residents and lessons are held for up to ten students. It is more economical than building a munic-

ipal facility. If you're in a smaller-sized municipality and as a planner you receive a request



**SOUTH-
WESTERN**

for a municipal pool — maybe this idea could work for you.



Dianne C. Damman

MEMBERS AND MILESTONES

Ecologistics Limited is pleased to announce the appointment of Dianne C. Damman as Senior Consultant—Environmental Planning and Impact Assessment. Ms. Damman has been consulting in the environmental field for nine years. She brings with her extensive experience in waste management planning, environmental assessment and approvals, and public consultation. Ecologistics Limited, located in Waterloo, provides consulting services in environmental planning and Impact assessment, landscape design and agriculture and soils, woodlot management, fisheries, and water management studies.

INTERESTED IN SOPHISTICATED PLANNING? YOU SHOULD HAVE COME TO CASA LOMA IN MAY

According to Alan Demb, publisher and commentator on the urban environment, planning is on a roll in the Greater Toronto Area. New neighbourhoods, new communities, new transportation and energy delivery systems, waterfronts, greenlands - all in the context of environmental sensitivity - the list goes on and on. The 1990's may turn out to be the Golden Age of planning, suggests Demb. From all this activity, Demb deduces that planning in the GTA is becoming more and more sophisticated. Corporate strategic plans, economic development strategies, affordable housing and social services delivery strategies are beginning to complement land use planning and urban design. The planning function is penetrating into diverse realms. Planners are being taken seriously. This was the thesis put to 30 registrants at the one day session held at the Casa Loma in May.

(Editor's note: Alan Demb is publisher of the Toronto Planning Digest and a frequent contributor to the Journal and other media.)

LINKED UNITS UNDER THE DEFINITION OF SEMIS CHALLENGED IN ALLISTON

by Pierre Beekmans

A proposal to demolish an existing house in Alliston and replace it with a pair of linked 2-storey dwellings was the subject of a municipal board hearing when a neighbour appealed a decision of the committee of adjustment granting a consent to sever a 66 x 137 ft. lot in two.

The appellant raised three issues: density, sewage capacity and compliance of the proposed linked units with the definition of a semi-detached house in the zoning by-law. The first two issues were easily resolved in the applicant's favour. The most interesting discussion in the decision relates to the third issue.

The zoning by-law defines a semi-detached dwelling house as meaning "one of a pair of two attached single family dwelling houses, divided

vertically, each of which has an independent entrance either directly from outside the building or through a common vestibule."

The planner for the Town of Alliston told the Board that the proposed dwellings would conform to the definition as they would be attached at the footings, be divided vertically by the space between the two interior walls, and have an independent entrance from the outside. He believed similar linked units had been permitted in the town under this definition.

The Board agreed with the appellant that this interpretation was not justified. In dismissing the appeal against the consent, the Board nevertheless found that the massing, setbacks and lot sizes for linked units would contravene Section 50(4)(c),(d) and (f) of the Planning Act. A condition was attached requiring the owner to enter into an agreement with the Town ensuring that a pair of semis would be built, with a common wall extending from the footings to the roof. The decision is dated March 29, 1990.

Source : Decision of the Ontario Municipal Board
Cranstoun v Little
File : C 890519



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continued from page 3

commissioners. There is simply too much at stake to allow parochial concerns too much emphasis. My job is to work with diverse interests and gain support for a workable strategy. A consensus among community leaders is what is needed." As a successful career bureaucrat, Church appreciates the risks inherent in packing an already full agenda into a seemingly impossible timeframe. He is also realistic. If the

process stretches out over too long a period, he feels, too much effort will be necessary to maintain "keep everyone at the table". He also recognizes that educating and coordinating the initiatives of the numerous provincial ministries requires a significant effort from his staff.

Gardner Church also sees the process as a challenge to the land use professions. Planners, for example, are one of the three principal forces in the municipal sector which, in his view, influence change. Engineers and municipal treasurers are the others. For too long, he suggests, there has been too little pro-active planning in government circles. He sees the current exercise as an opportunity for planners in both the public and private sectors to build a

context for helping decide what should be done. "There is a need to interpret our study options to reflect local priorities," Church points out.

"That's why we need input from the planning profession.

Planners are in the front line of change and are therefore crucial in spreading and synthesizing information."

From the outset of the study, Church and his advisors felt that the hardest part of the current challenge would be to realistically project future conditions and get agreement on the conclusions. Since forecasting is inherently less certain, any decisions concerning choices open to the participants must have solid foundations, it was concluded.

"There had to be no basis for professionals to challenge the assessment of where we are today. We had to have a high level of comfort that our understanding of the issues was unassailable," says Church, who feels that the work done by his consultants is "outstanding".

The multi-disciplinary team was led by Neil Irwin, a principal with the IBI Group. (See Box)

As understanding of the issues percolates through the provincial, municipal and private sectors, Church's primary goal is to avoid an urban version of Meech Lake where polarized viewpoints undermined the credibility of reasonable compromises. Church is at pains to point out that the process under way is not a planning process, per se.

The result will not be contained in a legally enforceable document. "Remember, we're dealing with a strategic framework and we can't afford to get hung up on the process."



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