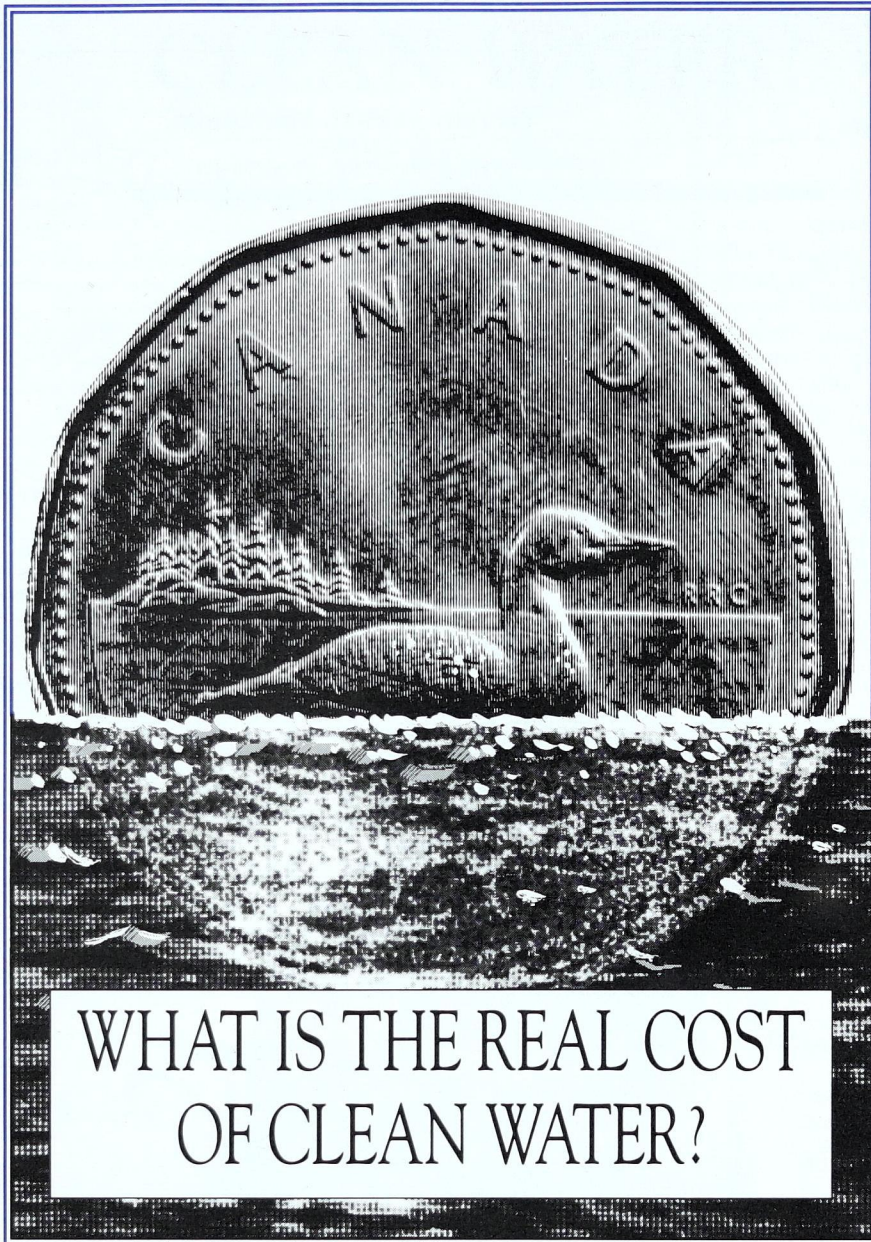


# ONTARIO PLANNING JOURNAL

JANUARY / FEBRUARY 1991 VOLUME 5 NUMBER 6



Cover story:  
*Bill Wilson probes the  
real costs of providing  
clean water.*

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photo Mike Manett

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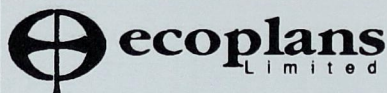
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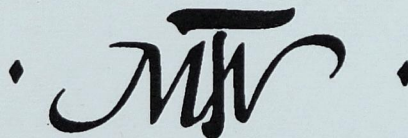
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This article has more to do with water than land. It is about clean water, sound land use, the cost of each and the connection between them. It is about how we as planners have already anticipated higher costs of sustaining clean water, and how we could act on that discovery.

In Peel Region, where I live, water costs have risen 6.5% annually over the last nine years. That's slightly in

excess of our inflation rate. Considering all the concern and energies aimed at a clean environment and particularly clean water these days, we should be paying more for the privilege of turning on our water tap. I'd like to explain how we are already paying more than our sewer and water rates for water and why paying even more for water may be a good idea, an equitable idea, and perhaps a necessary idea.

A note on equity, I think is important. Equity is defined as the application of the dictates of conscience or the principles of natural justice to the settlement of controversies. The alternative of not systematically addressing what I regard as "the water controversy", is a gradual deterioration of our basic life support, the aquatic ecosystem. Deterioration to a point where everyone will be obliged to buy bottled water. What average Canadian household can afford the inequity of being forced to purchase their water at 50 cents plus, a litre?

First of all, I assume I am getting clean water at my tap. I believe that is still a safe assumption even though I, like many of us in the Lake Ontario watershed, have had questions and concerns about our water quality in the past and will continue to look for answers in the future.

Then I looked at what I get for my

# WHAT'S THE REAL COST OF CLEAN WATER?

by W.M.C. Wilson

money. According to my most recent water and sewer bill, I pay 72 cents for every cubic metre of water which flows into and out of my house. For 72 cents I get a volume of water equivalent to that of a very large home refrigerator. (Please excuse this awkward comparison, but I could not think of another commonplace item close to a cubic metre in size.) I see that my household used about 50 cubic metres over the last 3-month period. That means a volume equivalent to 50 very large home refrigerators flowed through my house over the last 3 months for a cost of \$36.00. If that sounds like a good price, it is. That's .072 cents per litre, compared with about 50 cents per litre of bottled water bought at a store.

I then checked with Peel Region to see if .072 cents a cubic metre of clean water reflects the full cost of delivering that water to my tap. Peel Region not only assures me that all the costs of my water

system are reflected in my water bill, but that sewage treatment costs are also included. This includes costs of water treatment plants, water purification chemicals and processes, metering, sewage treatment plants, quality testing, new abatement programs, debt charges plus staff and equipment to operate and maintain all the above in perpetuity. These are the full direct costs of clean water.

There are, however, other indirect costs of ensuring clean water which my water bill does not reflect. I speak of municipal staff time and consultant cost for waste management studies, particularly searches for new landfill sites. A good deal of these costs are aimed at protecting our existing water supply, whether it be groundwater or the lakes and rivers into which our groundwater eventually goes. I realize we all pay other bills, in the form of municipal taxes, which pay for waste management. The point is these study costs are part of the cost of clean water. Every day our Provincial Conservation Authority, Regional and Town planning staff must review technical reports attesting to the sound development practices of land developers. Many of these technical reports deal with quality of storm water runoff and effects of groundwater. While these reports are all paid for by developers, public staff time in reviewing these reports is substantial. Staff must make sense of such vague terms as "cumulative effects" and "assimilative capacity" in the absence of a good regional scientific context. These staff costs are also the costs of clean water.

We have also seen Provincial studies such as Ron Kanter's "Space For All", report by The Ontario Round Table on the Environment and Economy,



Ontario Conservation Council, MTRCA's "Greenspace Strategy" and David Crombie's report "Watershed". MTRCA's "Greenspace Strategy" of July, 1989 advocates that, "Natural lands in the headwaters and river valleys must be conserved because they perform vital roles in flood control, erosion control, and groundwater recharge and discharge, and they provide aesthetic beauty." In "Space For All", issued in July 1990, Kanter concludes that, "Greenlands are increasingly being considered as more than park and open-space areas of serving just one end. The significance of greenlands in contributing to the quality of life, both mentally and physically, and to the quality of the environment in which we live, is starting to be understood." Kanter's recommendations include a Provisional Policy statement to limit Greater Toronto Area land uses to those which would not reduce the attribute of greenlands. Kanter also recommends the Provincial establishment of a 5-year, \$100 million Greater Toronto Area greenlands acquisition program. Kanter, on July 26, 1990 in a Provincial press release, was quoted to say, "The need to preserve natural areas, wildlife habitats, forests and the landscape in general is emerging as an important public value." The Province, as a result of the Kanter report, and in recognition of the fact that the Oak Ridges Moraine aquifers supply drinking water to several municipalities, identified the moraine as an area of Provincial interest on July 26, 1990. On July 24, 1990, the Conservation Council of Ontario recommended for discussion the water-related goal: To achieve healthy aquatic ecosystems which provide for the maintenance of essential ecological processes and life support systems. The Council suggests that all municipal Official Plans develop watershed plans to ensure that all land uses are designed to maintain optimal water flow and quality. Meanwhile, the Ontario Round Table on the Environment and Economy, in its 1990 Challenge Paper, is advocating full cost accounting as one of six principles for sustainable development. Specifically, the Round Table is suggesting, in accordance with this principle that we institute full

with this principle that we institute full cost pricing for water use and withdrawals to facilitate sustainable rates of use, greater protection of aquatic habitat and restoration of degraded ecosystems, balancing of water withdrawals and recharge rates for groundwater sources and increased protection for groundwater recharge areas.

We also have seen the International Joint Commission, funded with our federal tax

**"We should institute full cost pricing for water use and withdrawals to facilitate sustainable rates of use, greater protection of aquatic habitat and restoration of degraded ecosystems.."**

dollars, annually reporting on the need for more public investment in Great Lakes remedial action designed to correct pollution "hot spots" such as the Niagara River. Costs of correcting these legacies of poor pollution control of the past are staggering in their own right. Yet, at the October 10, 1989 IJC Biennial Meeting in Hamilton, citizens expressed extreme frustration by a "lack of commitment, leadership and action" by governments to implement the goals of the IJC Agreement.

From the Federal government, we have seen Crombie's August, 1990 interim report, "Watershed", telling us that "Water quality should be such that it allows fish to be eaten without restrictions caused by the presence of contaminants; that people can swim and engage in water sports without risk of illness; that levels of potentially toxic chemicals in drinking water remain below detectable limits or meet all accepted health standards."

We see that the Province has created a new crown corporation to provide clean water and ensure environmentally sound treatment of sewage. Speculation is (Water and Pollution Control-June, 1990) that this new organization may somehow rationalize higher charges to spur along new growth, let alone maintain existing

spur along new growth, let alone maintain existing systems. We have the Ontario Ministry of the Environment which regulates and sets clean water standards for us all. We hope that this Ministry can continue to reduce and eliminate industrial pollution at source through MISA (Municipal Industrial Strategy for Abatement) program, at the cost of private industry. That is not guaranteed. Meanwhile, the management and enforcement costs of MISA, at the Provincial level, are also significant.

On October 29, 1990, Mark Dorfman presented an excellent paper to the OPPI Ottawa Conference, entitled "Environmental Changes for Ontario: What Do They Mean for Planning?" Dorfman notes that the Planning Act, "...as it is now written does not specifically provide a statutory basis for regulating environmentally sensitive lands..." and poses the question, "...should the municipality compensate landowners who are required to maintain and conserve sensitive

lands in a natural state or to improve the state of the physical environment?" All of these reports are responding to public desire for a clean environment NOW! I have admittedly selectively referenced specific passages from specific reports. These reports are pointing in several directions at once. They do not suggest absolute limits on population growth or even recommend slower rates of growth. But they do strongly suggest limits on location of growth and where growth should not go; i.e., not on valleys, headwaters and wetlands of our aquatic ecosystem. I suggest that one common, dominant thread in these reports is the need for conditions which will sustain clean water.

The point here is that there are indirect costs of clean water not currently reflected in our water bill in a true "user pay" sense. It is also apparent from these suggestions and recommendations that there may be substantially more costs necessary to sustain clean water whether they appear on our water bill or not, e.g., land costs (or costs for certain rights to land) and remedial costs for polluted water source areas.

Most of these indirect costs arise from what I would call planning and research by other departments and levels of

government with their own budget which we pay taxes for anyway. We could consider some sort of transfer of these costs to municipal water bills. More important, is what all this planning seems to be telling us: that rising regulatory standards and public expectations are forcing more substantial funding for upgrading, not only our existing sewer and drinking water systems, but for aquatic ecosystem protection throughout entire watersheds. This funding, I see as being quite apart from funding new growth. We can leave new growth to the Development Charges Act.

All the above suggests to me that municipalities might consider a new fund, created by an addition to our water rates—a fund which would be used to

accelerate upgrading our existing water system, conserve water and pay a municipality's fair share of it's watershed's rehabilitation.

This fund, which I call the Municipal Water Conservation and Watershed Remedial Action Fund, would anticipate future needs resulting from tighter regulations on our existing water infrastructure, e.g., accelerated storm and sanitary sewer separation. It could include land costs for water recharge and natural wetland filtration. It would cushion the water bill from sharper rises in the future. It could fund metering where needed. It could be the means of avoiding debt charges. It could establish more clearly that new development, not considered eligible to tap this fund (no pun intended), fundamentally depends on the

health and sustenance of the existing aquatic ecosystem, including existing built water infrastructure.

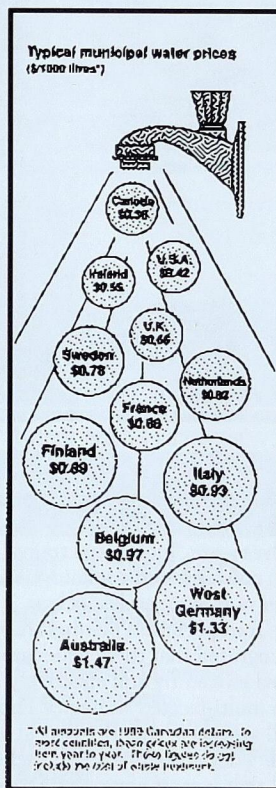
In the context of a water conservation program, also made possible by this new fund, attention is drawn to this relatively minor household bill, helping to reduce water consumption, which in turn may delay large investments into new sewer and water systems. And this fund, by relating water rates to watershed rehabilitation, literally brings home to the consumer, the consequences of not keeping our water clean. The circle is closed.

*Bill Wilson is a senior planner with the Ministry of Government Services, based in Toronto. This is his second major article for the Journal*

## Update on Provincial Water Initiatives

**"Water"** If you looked through the Provincial Government directory and counted every branch with water in its title, it would amaze you! Ministries that have interests in water include: the Ministries of the Environment, Natural Resources, Municipal Affairs, Agriculture and Food, Tourism and Transportation - administering nearly 40 different water-related initiatives. The province has recognized the need for co-ordination of some of these "water" interests and is currently reviewing how to clarify provincial requirements. Some of the initiatives include:

- Natural Resources is playing a lead role in the development of a "Provincial Water Efficiency program". Some activities include: Governments Services is undertaking an audit of six government facilities; Housing is developing water-efficient plumbing regulations. The next step will involve extensive consultation with municipal, industrial and commercial water users, as well as other interested groups to develop a comprehensive water efficiency strategy for Ontario.
- Natural Resources and MOE in consultation with Municipal Affairs and Agriculture and Food are proposing an



Graphic: Environment Canada

integrated approach to watershed and land use planning in their effort to develop a "Framework for the Protection and Management of Ontario's Lakes and Streams". This is still at the preliminary stage.

- MOE is preparing a "Safe Drinking Water Act". Currently, water quality matters are dealt with under the Environmental Protection Act. This new legislation evolved from public concern that drinking water quality is poor and that the current program has little enforcement power. The proposed legislation will be targeted to the approximately 500 public water suppliers in Ontario - it will not apply to bottled water or private wells. MOE is anticipating first reading of the legislation during the next sitting of the House.
- MOE is also developing a "Program for the Management and Protection of Ontario's Groundwater Resources" aimed at the private well user. It proposes the fair sharing and conservation of available drinking water and protection of groundwater quality. It focuses on protecting ground water on an aquifer basis.

*Diane McArthur Rogers*

# TRANSPORTATION AND SUSTAINABLE PLANNING

by David Kriger

This all suggests a radical rethink of what planning is all about." I couldn't agree more with this view, expressed by a participant in CIP's September 1990 workshop on sustainable planning. This theme is evident throughout the workshop's summary report, "Reflections on Sustainable Planning" (available through CIP).

Another theme, more implied than discussed, is the role of transportation in sustainable planning; in particular, what can be done about the negative effects of auto-oriented travel. The implicit goal is to reduce society's dependence upon the automobile, measured by its effects on non-renewable resources, ecological quality, and land requirements for new roads. Concentrated urban form is seen as a means of reducing the demand for, among other things, auto-oriented urban sprawl. The concept is intuitively sound. If you can concentrate development and densities, you not only give impetus to shorter, non-auto trips, but the supply of transportation becomes economically efficient. The report also advocates true user costs for motorists and subsidies for transit, both as fiscal disincentives to auto use.

Let me build upon the thought-provoking strategy for sustainable planning, proposed by the workshop. "Reflections" rightly states that issues of social equity should be given due consideration in the environmental/economic relationship. I would add issues of mobility and accessibility to this list, because:

1. The transportation ideas cited in the report are good, though not new. It is evident that these are offered in "Reflections" only as examples of the many strategies that could be used. It's also important to remember that the cited cause-effect relationships are not always automatic. For instance, there is an expectation that the closer a worker lives to a job in the CBD, the less likely

he/she is to drive to work. Not always true; many Canadian transit properties already capture a high share of CBD-bound commuter trips. Therefore, for CBD workers, the difference between a suburban location and a central residence can be quite small, in terms of changes in auto use.

2. If new roads and auto-oriented

sustainable planning strategy is dependent upon the degree to which society at large buys into the concept. Here's where transportation planning could play its most important role: The many levers and knobs that have been used to influence travel behaviour are well documented, and are directly analogous—as each situation warrants—to the development of a sustainable planning strategy that the public will adopt.

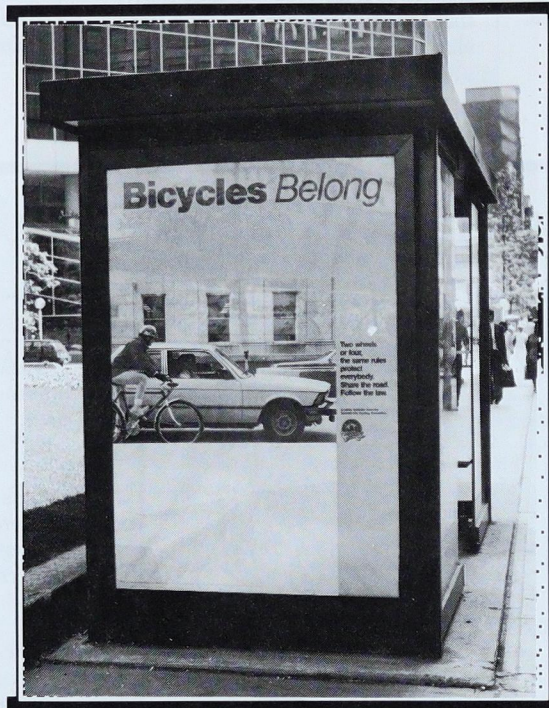
4. A sustainable planning strategy must not contradict a basic transportation axiom: the main reason for building a new rapid transit or high speed rail line should be to serve transportation demand—not to achieve other societal goals. Experience has proved this to be an expensive way of achieving these goals, and it doesn't always work. The transportation literature is replete with case studies of what works, and what doesn't.

Transportation planning is properly a branch of the profession, and should be included explicitly in the process—not as an 'other voice'. 'Reflections' does note the need for inter-disciplinary activity, including transportation engineering. Here I make the not-always-clear distinction between transportation planning—which defines both the problem and desirable future states—and transportation engineering, which emphasizes practical means of

solving the problems and achieving the desired future state. In real terms, this means that transportation planners should be included in future sustainable planning workshops and seminars, both to contribute directly and to provide the necessary linkages with the larger transportation community.

*David Kriger, P.Eng., MCIP, is a Senior Transportation Planner / Engineer with Delcan Corporation in Ottawa. (Our readers will note that David is now proudly able to sport the MCIP designation after his name. Congratulations!)*

Photo: P. Goodwin



*Cycling not the answer by itself.*

suburbs are not the answer to mobility and accessibility, neither—by themselves—are "high speed trains" between concentrated communities, nor are other non-auto modes such as cycling. Transportation planners have long recognized that these issues are addressed efficiently and effectively through multi-faceted strategies. These cover all aspects of supply (modes) and demand. They allow planners to select the tool that is most appropriate to a given situation.

3. The success or failure of a

# Is water on the table where you work?

In late February, I attended a meeting where Paul Mason, Director of Long Range Planning for the Region of Waterloo, spoke on groundwater research initiatives in the Region. He drove home the message that water is a commodity we have taken for granted for a long time. A sustainable future for places like Waterloo is dependent on sensitive and effective management of this resource.

Water quality is also a significant measure of how well we as planners are doing our jobs. We can make a net improvement to water quality through better design of development, as well as improved stormwater management techniques. In our last issue, we reported on Watershed, the second interim report of the Crombie Commission, which challenges planners to think about the GTA

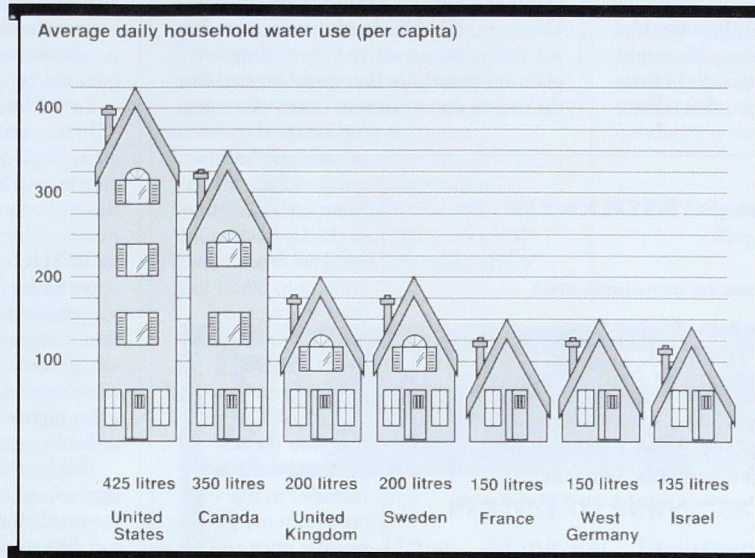
waterfront as an inter-dependent system of rivers, streams, headwaters, landforms and built environment.

In this issue, Bill Wilson looks at water and the full cost debate. He calls for funding, through municipal water rates, of water conservation programs, system rehabilitation and watershed protection. Are water quality/quantity issues on the table where you work? Do you know of some initiatives studies or reports that should be

shared with OPPI readers? Let us know and we'll print your thoughts.

*Diana L. Jardine*  
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*Editorial Committee*



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## HOW TO MAKE THE MOST OF THE CONFERENCE EXPERIENCE

I have recently attended the OPPI "Planner as a Visionary" conference held in Ottawa. It was evident that this conference was a success by the record attendance, the presence of informative and enlightening speakers, and a convenient location. However, there is always one question that arises, this conference was good, but how do we make the next one better? After some prodding, I have decided to offer my comments. I would just like to preface my comments by saying that although I have attended various day seminars, this is the

first "real conference" I have ever attended. So, as an unbiased, first-time participant, I offer the following suggestions to the next organizing committee:

### Content

While a number of the speakers put forth very interesting and sometimes thought-provoking theories and ideas, the practicing planner, like myself, deals in reality. While some of the speakers such as John Bousfield, Gardner Church, Corwin Cambay, Tony Usher and Nigel Richardson, attempted to put theory into practice by providing planning principles that could be used in the day-to-day operations of any planning

organization (public or private), not all the speakers did.

Therefore, I feel that in the future all speakers should attempt to better link their theories and goals for planning to the practice of planning. Essentially, I would prefer more of the "how tos" of planning to be included in the presentations. A wise planner once said "that theories and goals are merely statements of good intent, without the means to implement them."

## The Workshop Sessions

While these sessions were generally an hour in length, the speakers' presentations were often so long that only 10-15 minutes were available for questions. Perhaps, in the future, it would be better to limit the speakers to 15 minutes each (if two panelists), thereby allowing the balance of their presentation to evolve through the give and take of the question period. In addition, if necessary, a 5-minute summation by the moderator or one of the panelists could be added at the end of the question period.

### Social Interaction

In my opinion, part of the reason for attending a conference is meeting new people, and being able to put a face to those people we often interact with, but never otherwise have the opportunity to meet. The "mix and mingle" bar is a great opportunity for this to occur. My suggestions for the next conference—hold it in a larger venue where you are free to mingle without having to fight through the crowds, and have a "mix and mingle" bar every night of the conference, perhaps at a different venue each night.

Finally, I would like to commend the organizing committee of Conference 1990 for co-ordinating a very successful event.; it ran very smoothly and I look forward to the next one.

*Stacey Williams, MCIP*

*Editor's Note: The next OPPI Conference is to be held in the Muskokas.*

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## HARROWSMITH WORTH READING

Dear Sir;

I have recently read an article in *Harrowsmith* magazine dealing with the question of "sustainable development." I found this article to be very topical and would recommend that you consider requesting *Harrowsmith* to reprint the article in the *Journal* for interest of other planners. This article appeared in the September/October 1990 edition and was entitled "Sustainable Rhetoric" by Andrew Nikiforuk.

*Ross R. Cotton, MCIP*

*Editor's Note: Thank you for the suggestion. The article is excellent. We have written to Harrowsmith as you suggest.*



## HYDROGEOLOGY STUDY FORMS BASIS FOR KINGSTON TOWNSHIP AMENDMENT 85

by Rob Fonger

**O**n November 21, 1990, the Ministry of Municipal Affairs approved Official Plan Amendment No. 85 to Kingston Township's Official Plan. Amendment 85 increased minimum lot sizes in the rural areas of Kingston Township and also established new standards for the construction of private water wells and septic tank tile fields. The proposals of the Amendment were based upon the Hydrogeology Study which was prepared for the Township by Golder Associates and completed in the spring of 1990.

The Hydrogeology Study was commissioned in the summer of 1989 and formally received by Township Council on May 1, 1990. As part of conducting the study a survey was distributed in the summer of 1989 to all rural property owners in an attempt to determine the views of property owners with respect to private servicing conditions. A total of 1,670 questionnaires were provided to rural property owners and of these 993 were completed and returned. Advertised meetings were held on two occasions to discuss the preliminary findings of the study and to present its recommendations. Following the presentation of the study it was placed on display in the municipal offices for inspection by interested parties. A copy of the study was also deposited in

the county library in recognition of Earth Day.

The Hydrogeology Study Project documented the status of ground water resources for the rural portion of the Township, including factors and conditions related to water quality and quantity, and set out recommendations concerning development on private services. In addition to increasing minimum lot sizes in the rural area from one to two acres and establishing stringent standards for the construction of private services, the study process brought about both an increased understanding of the hydrogeological resources of Kingston Township and a

better appreciation, on the part of the Township's citizens and administration, of the demands which private services place on the environment.

It is notable that the approval of Official Plan Amendment Number 85, together with its related implementing zoning by-law amendment, occurred without any formal objection from the community, a factor which is attributed largely to the type of public involvement which was employed in conducting the study.

*Rob Fonger is Director of Planning for Kingston Township.*



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made the following appointments within the firm's senior management team.

Pat Monaghan will continue as Chairman of the firm's Board of

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Joe Tersigni, formerly Executive Vice President, Operations, is appointed President and Chief Executive Officer.

Bruce Bodden, formerly Senior Vice President, Engineering and Planning, is appointed Executive Vice President, Engineering and Planning.

Bill Longden, formerly Senior Vice President, Corporate Development, is appointed Executive Vice President, Corporate Development.

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Understanding Your Financial Statements 1987 \$15.00

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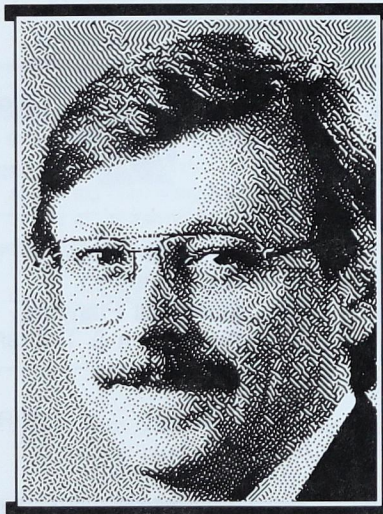
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Dave Hardy

# PLANNER AS VISIONARY

by John Sewell

The following is an edited version of the keynote address at the recent OPPI conference.

**T**he title I've been given to work with is pretty daunting: what are we to make of today's planners? Is today's city the planner's vision? Is it anyone's vision? Have we mixed up the role of visionary, prophet and doomsayer? Are planners the kind of people we want to have visions?

I immediately thought of a book purchased almost 20 years ago, entitled *Designing the New City*; it gives vision of a place called Toroid, a city of around a million people, in what the author called the ideal shape—a toroid, or donut of linked clusters names (in ironical Greek) Terminus, Factoris, Centralis, Colosseum, Universitas, and Senatus. Who needs that kind of vision except to say that's the wrong way to do things?

The author of Toroid—an engineer by the name of Gibson—closes his book with a quote from Heikki van Hertzen, designer of Tapiola, the town on the outskirts of Helsinki. It is the classic *cri de coeur* of the misunderstood planner:

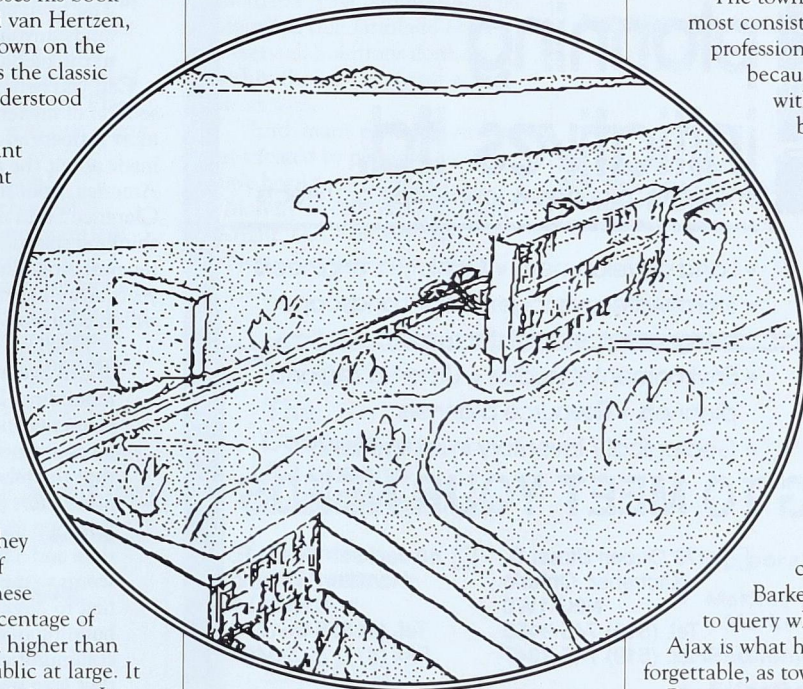
Every time you want to make an important reform or present a farsighted project, you can expect to meet with stubborn conservative and deep prejudice. Not only are authorities conservative, so are public opinion and the press. Most industrialists and businessmen think they are farsighted men of tomorrow. Among these men, in fact, the percentage of conservatives is even higher than the average of the public at large. It is hard to believe but it is true. It is such a problem that you cannot realize a new town project without finding a remedy for this obstacle.



John Sewell

Ah, the problems with reality.

There are two problems with this all too common approach. First, it assumes there is something wrong with other people—that they are too dumb to understand the genius of vision. The



Le Corbusier:

*"The evil he did lives after him."*

planner adopts a superior tone of "I know best."

Second, and it follows directly, too often the visionary planner turns out to be a crackpot—or dangerously close to a know-it-all demagogue. These kinds of planners have been dreadfully wrong-headed many too many times.

Let me give a few examples of the superiority mode. Le Corbusier—of whom Peter Hall says bitterly "The evil that Le Corbusier did lives after him"—put together these words in praise of the planner:

The harmonious city must first be planned by experts who understand the science of urbanism. They must work out their plans in total freedom from partisan pressures and special interests; once their plans are formulated, they must be implemented without opposition. And here is Kent Barker of CMHC, the chief planner of Ajax in the late '40s:

The town planner is probably the most consistently frustrated professional man. This is so because he is generally dealing with existing cities, bedevilled with traffic congestion, obsolete housing, and all the modern manifestations of modern civilization.

By comparison, Ajax presented a clean, uncomplicated technical problem. We had no local politics with which to contend, and no municipal council to convince or pacify.

Barker's statement leads one to query whether the cleanliness of Ajax is what has made its plan so forgettable, as town plans go.

But quite respectable planners can spout things which are absolute nonsense. Here's Ebenezer Howard talking about what the planner can

deliver:

Yes, the key to the problem how to restore the people to the land—that beautiful land of ours, with canopy of sky, the air that blows upon it, the sun that warms it, the rain and dew that moisten it—the very embodiment of Divine love for man—is indeed a Master Key, for it is the key to a portal through which, even when scarce ajar, will be seen to pour a flood of light on the problems of intemperance, of excessive toil, of restless anxiety, of grinding poverty—the true limits of Governmental interference, ay, and the relations of man to the Supreme Power.

The solution proposed is a city which mixes the town and the country—the Third Way—in which he will lead people like a Moses:

“...it has been shown that an organized, migratory movement from over-developed, high-priced land to comparatively raw and unoccupied

land, will enable all who desire it to live this life of equal freedom and opportunity; and a sense of the possibility of a life on earth at once orderly and free dawns upon the heart and mind.”

How many of us would vouch for how the migration from city centre to suburb has led to a North American nirvana, as Howard expected?

Several decades later, the American architect Frank Lloyd Wright took the same missionary approach to city building. He also engaged in direct assault on the city, although from a somewhat different perspective and with an angry scowl, and even more of a crackpot image:

Of all the underlying forces working toward emancipation of the city dweller, most important is the gradual re-awakening of the primitive instincts of the agrarian (p. 64)...uniting desirable features of the city with the freedom of the ground in natural happy union: such

reintegration as here called Broadacre City...We have earned the good right to speak of this city of tomorrow, the city of Democracy, indulging in no double-talk, as the City of Broad Acres. (p. 74).

A gradual awakening of the primitive instincts of the agrarian? Is the man for real? Yet here's an example of the same kind of strange thinking coming from the mouth of Canadian architect A.S. Mathers in 1940:

The technique of the tall building can be used to release the ground with its grass and trees for the use of the city dweller. The universal adoption of this principle in urban planning and housing would have most spectacular results. When you consider that it is possible as has been demonstrated by Corbusier in Paris to achieve densities as high as 400 per acre by using buildings 150 feet high and occupying only 12 per cent of the site leaving 88 per cent of the entire area for parks and other purposes adjacent to the buildings, not a mile away. The country is thereby brought into the city and you have the ideal of all town planners, the 'city of green' with no suburbs. The town ends abruptly at the farm lands surrounding it. We come back to the medieval concept of the town.

Can you believe it? Let me end this section of my remarks with probably the most influential pronouncement ever made about the planning vision in North America, from the American planner Clarence Stein at mid century. This thinking spawned the disastrous urban renewal programs of the next twenty five years as well as the suburban sprawl which continues today, unrelenting:

Existing cities cannot fit the needs of this age without a complete rebuilding. It is not merely that the elements and the details of plan and mass urgently require new forms, but that the relationship of these to each other must be radically revised. For this, one must begin with a clean slate and a large one. Therefore it seems to me that the sane policy is first to direct our energy toward building new and complete communities from the ground up: that is to say on open land outside developed urban areas. This we should do until such time as we have adequately demonstrated, by



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adequately demonstrated, by contrast, how unworkable and wasteful are the obsolete patterns of the old cities, and how completely they demand replacement. It is futile to attempt this in a small piecemeal manner. Meanwhile, where attempts are made to redevelop our old cities, it must be done on an adequate scale to form New Towns or at least modern neighbourhoods within the old cities but to a pattern far different from the old...

Redevelopment will be valueless unless each scheme is part of a co-ordinated process that will ultimately make the old cities into New cities—modern cities....

So what goes so horribly wrong? Is it that planners can't be helpful visionaries? Is the "visionary planner" an oxymoron—as you might attribute to the phrase "visionary dentist"?

No: we require planners to be visionaries. It's important that people say "Here is what physical form should be like. Here is the goal which we should be achieving."

In fact, there's even a legal requirement that planners be visionaries. It's called the Official Plan and although this instrument is hardly ever used this way, that is its intention. Official Plans are now mostly full of platitudes and if someone wants to do something out of keeping, we foolishly change the Plan. What's needed, instead, is a compelling vision.

How do we get that vision?

First, we must take account of the changing milieu in the late twentieth century in which planners operate. I think there are three important factors.

First, the state as a way of controlling society has lost a lot of its legitimacy. Some of this has to do with the failed

experiments in command economies—Soviet Union and its satellites in Eastern Europe is the most powerful example. Some has to do with state-dominated societies and the horror they inflict—Germany under Hitler, for instance, or Chile or China.

And this sentiment has even gone further, into a general sense that even liberal governments in civil societies are incapable of addressing serious problems such as poverty, housing, hunger. This perhaps is not true: with election of the NDP, there is renewed hope in Ontario that government can be an effective force.

Yet even at best of times government hates admitting there are problems it can't really solve. This means that people otherwise effective become impotent for fear of upsetting a political agenda. Planners can't tell you what they're doing because they're planning for someone else whose interest isn't all that clear. Managers in government one doesn't fear, one often despises.

Second, we've grown appropriately cynical of the brave promises of the private sector. The world no longer believes that forests will be replanted; that houses will be affordable; that buildings will be beautiful; that farmland will be preserved. Solutions don't lie within the private sector acting on its own.

Third, many planning problems are created by planners. Some have been created by our visionary forefathers—Howard, Wright, Le Corbusier and others—but most have been

created by our planning systems. Why has Olympia and York grown to be one of the most successful development companies in the world? Because, says a pundit, it learned to overcome the planning process in Ontario, and it knows it will never again meet such a formidable enemy.

Why are planners now talking so persuasively about the need for basement apartments? Because they're recommended by-laws which prohibited them in the first place. Why is everyone talking about the Main Streets idea of apartments over stores? Because that idea, which was possible in virtually every Ontario municipality until the mid 1970s, has now been zoned into

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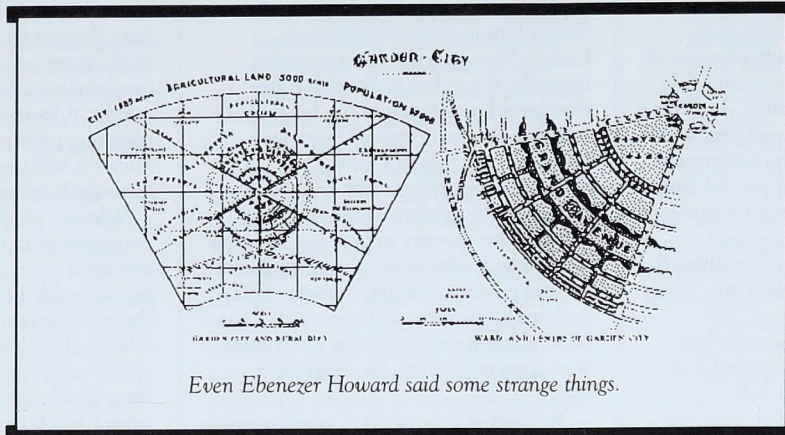
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oblivion: you can only do it after an approval period which allows the bank to get a stranglehold on the project.

We've been planned into a straight jacket. Everywhere you turn there's a rule saying you need approval from a planner before proceeding. Now the planners have not done this entirely on their own: politicians have helped foment these controls. The planners went along for the ride. Maybe they instigated them—as they instigated the suburbs with low densities and restrictive zonings.

What can we do in this complicated situation? How can we restore a rightful role to the visionary planner?

Thinking of visionaries, I turned to the poet William Blake for inspiration.



Even Ebenezer Howard said some strange things.

He wrote, "A spirit and a vision are not, as the modern philosopher supposes, a cloudy vapour, or a nothing; they are organized and minutely articulated beyond all that the mortal and perishing nature can produce."

And Blake being a self-acknowledged visionary did what all visionary planners do: he planned the perfect city, a Plan for the Holy City of the new Jerusalem, in

uncertainty as to exactly where the angels live—but that is, as we know, simply a matter of detail to be worked out at the Secondary Plan level.

But the key is being precise: having a vision which is not a cloudy vapour, but organized and minutely articulated. That's the first rule. Be as specific as possible. Perhaps refer to what's been built that should be replicated. Be

1801. As a Victorian writer noted eighty years later, it was "a beatific vision of a city as it might have been laid out by a heavenly town planner of the period."

It was a grid plan, with the Garden of Eden in the centre, accessed by three broad avenues leading from each of the four sides. The plan includes 12 palaces, and two cathedrals, as well as many gardens. There is

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explicit about form, density, street systems, mix. Don't leave general words for people to pick among. Ensure your specifics support your general goals—unlike Ebenezer Howard and others who assumed, without any good evidence, that lower densities and more green space would provide a better city.

Second, don't assume that the vision must be something new and different—being new and different is the twentieth century disease. It is best encapsulated in the direction given to planners working on the British town of Peterloo, "Do anything as long as it hasn't been done before."

We can easily repeat or reinterpret the past, there's no sin in that. Maybe take one part of the municipality for which we are creating a vision and say, let's repeat that, but with changes. Or take a pleasing built form, and say—repeat that.

Third, there's nothing without a shared vision—one that you have with others. Get others on side. Neither governments nor private firms have the legitimacy to act independently. Consultation is necessary, and it will help ensure you're grounded in reality. The vision deteriorates when it assumes complete knowledge and control—as Le

Corbusier thought was necessary. The planner must stress joint decision-making, and at the same time ensure the process doesn't subsume the problem.

One strong argument about the complicated planning process in Ontario with its layers of hearings, approvals and appeals, is that it disguises the fact the system has no real goals. A corollary of being part of a serious process, is the need to wind down the non-serious processes. They should be collapsed for everyone's benefit. Things got complicated in the early 1970s because local communities didn't trust planners, but what's happened is the system has

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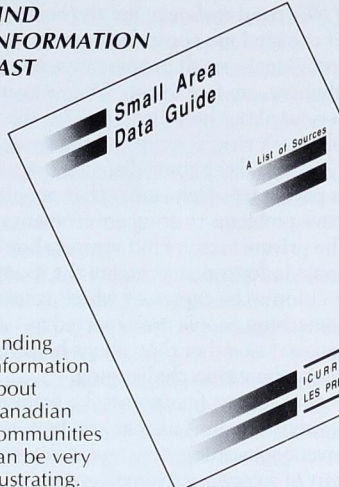
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become a forest of approval levers.

We need to deregulate the bottom part of the land use control system so individuals, small people proposing small changes, are free to act. We must get serious about humility. Don't let the planner's vision occupy all the space.

Fourth, keep some distance from who is paying you. Remember that people have problems trusting governments and the private sector. Find ways of showing some independence, create the room for a vision to be expressed which is seen as something people are expected to respond to rather than adopt holus-bolus. Make the vision challenging.

So I suggest four points: be precise in your vision; don't assume you have to invent something new; and make yourself part of a constructive process with others, while junking the time-consuming destructive processes.

The fourth point is the most difficult: getting the distance, finding the room to

do this, given all the politicians and resident groups and developers out there. Maybe this is the real challenge.

This conference is one good place to toss around this issue. Maybe we can talk about how alternatives can be put to others so the vision is clear. Or how we can write convincingly about the vision we have of the places where we live and work. Or how to be constructively critical of each other's vision.

We have three days to talk about visions and formulate ways of taking these ideas to the outside world. May we use these days well—not just to share the technical aspects of what is being done, but devising ways in which we can use our skills to help our cities, our country, to have visions to what our cities and our country might be.

The promise of the vision was outlined by Ebenezer Howard:

I will undertake, then, to show how in my plan equal, nay better, opportunities

of social intercourse may be enjoyed than are enjoyed in any crowded city, while yet the beauties of nature may encompass and enfold each dweller therein; how higher wages are compatible with reduced rents and rates; how abundant opportunities for employment and bright prospects for advancement may be secured for all; how capital may be attracted and wealth created; how the most admirable sanitary conditions may be ensured; how beautiful homes and gardens may be seen on every hand; how the bounds of freedom may be widened, and yet all the best results of concert and co-operation gathered in by a happy people.

*John Sewell is the former Mayor of Toronto. He now writes and lectures on cities and city politics.*

## ENVIRONMENTAL ASSESSMENT

# EAPIP TASK FORCE RELEASES ITS RECOMMENDATIONS

SUBMISSIONS TO EAAC INVITED

by Jonathan Kauffman

**E**arly this year, the Environmental Assessment Program Improvement Project (EAPIP) Task Force publicly released its long-awaited recommendations in a document entitled *Toward Improving the Environmental Assessment Program in Ontario*. The recommendations have been referred to EAAC, and public submissions are now being invited.

It is quite probable that to some EA practitioners, the recommendations will seem quite welcome. The public sector, for example, is likely to be pleased with the proposals concerning site acquisition, time limits and the director's right to determine acceptability. However, to the author, some of the recommendations seem to run counter to the notion of streamlining, and threaten to make the process lengthier, less informative, more complicated and more confrontational.

Since the recommendations are quite exhaustive, only a few key points are reviewed here. Hopefully, readers will obtain their own copies of the document, and judge for themselves how well the new recommendations meet their EA concerns.

### The PAC Phase and ADD Report

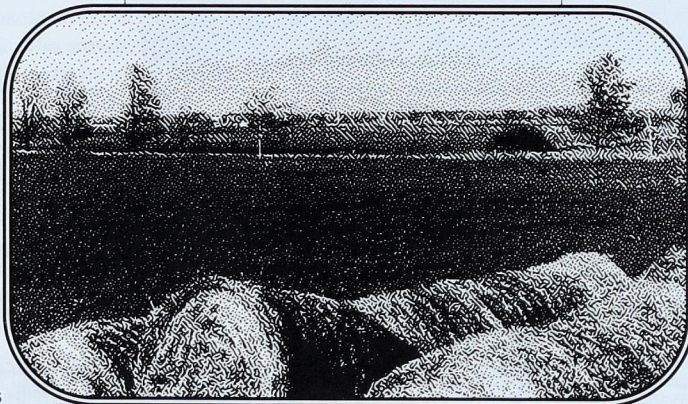
A new Planning and Consultation (PAC) phase is proposed for the

beginning of the process. This would consist of an initial public notice of the EA, and a first public meeting, supported by a draft Assessment Design Document (ADD), containing, among other things, the proposed "alternatives to" and "alternative methods." If it is intended to deal with both types of alternative concurrently, and not serially, this could be quite a positive development.

Otherwise, the main value would only be to serve as a "straw man", which is not without its merit, although the cost would be another report, and another hearing (see Scoping below).

One component of this new phase is the recommendation that in the Consultation Plan of the ADD, the proponent should set out the methods of dispute resolution to be used in the planning and consultation phase.

Negotiating what is essentially a formula for "who wins" is unlikely to lessen the adversarial nature



*Choice of sites may be quicker, but design is longer.*



of the process or contribute much to its streamlining.

### **"Alternatives to" the Undertaking**

The report notes the concern of some EAPIP participants that "alternatives to" may oblige the proponent to analyze alternatives for which it has no mandate or statutory authority. The report goes on, however, generally to support and extend the concept. The only concession to practicality is that from now on, "alternatives to" will have to be "reasonable." The proposal that a guideline be written to illustrate the meaning of "reasonable", is an implicit acknowledgement that difficulty is anticipated in interpreting this term. The author suspects that should anyone ever get around to writing this guideline, they will discover that the minimum requirement for something to be "reasonable", it that it be within a proponent's capabilities.

The Minister of the Environment in her cover letter to the EAPIP recommendations asks participants for their suggestions on how to extend the EA Act to the private sector. One solution might be to simply exempt proponents from having to consider any "alternatives to" which are beyond their control. Little would be lost in terms of the current situation, since "alternatives to" rarely have any effect on the process anyway. The optimal solution, however, without having to back down from any principles of the EA Act, is to eliminate the need for "alternatives to" altogether by preparing sectorial plans in such areas as energy, waste management and resource allocation. This could eliminate a major roadblock to extending the Act to the private sector as well as contribute significantly to streamlining the entire EA process.

### **Scoping**

After finalization of the ADD, it is suggested that the proponent should have a choice of two "mechanisms" for moving on to the planning and design stage, filing the ADD with the EA Branch for review and comment, or requesting a scoping session in front of the EA Board. The wording is a little confusing, since it appears that opponents can also "request" this same scoping session. In that case the proponent would not truly have a choice of two mechanisms, since there is little likelihood that any astute opponent would allow the opportunity to go by. Thus, a new hearing seems to have been introduced into the process.

introduced into the process. Lawyers may like the idea of scoping, since they have seen it work in the legal context. However, tribunal members are traditionally reluctant to take a tough stand on scoping, particularly where it appears to disadvantage unrepresented opponents. This may be to the tribunal's credit, but it doesn't result in very effective scoping. Furthermore, not all parties may interpret the term "scoping" as "scoping down." They may arrive at the hearing fully expecting to "scope up." In theory, scoping is a great idea; how much of a time saver it proves to be is another matter.

### **Participant Funding**

The recommendations suggest that proponents should be encouraged to provide participant funding during the planning and consultation phase of preparing an individual EA, as distinct from intervener funding for the hearing, which is also part of the process. The process is highly charged enough, as it is, with the proponents meeting with the public only at scheduled landmarks. Funding participants to hire their own consultants, who would then intervene continually in the daily course of a project, could lead to an extremely confrontational process. This, coupled with the earlier suggestion that the proponents provide an algorithm for resolving differences, suggests an unwillingness on the part of EAPIP to recognize the realities of project work. The result is likely to be an intolerable working environment and, in extreme cases, total paralysis of the design process.

### **The EA Review**

The governmental review is an extremely useful document, for proponents and the public alike. It contains material which is not readily accessible outside the public sector and positions that are extremely valuable in formulating a hearing strategy. In the

new proposals, the 60-day public review period would be concurrent with the 60-day government review period. As a result, the public would have no access to the government review for its own review, which could put the public at a severe disadvantage. This particular streamlining feature seems to amount to throwing out the baby with the bath water.

### **Conclusions**

The EAPIP document seeks to reduce the period from EA submission to undertaking approval, from over two years to about seven months, if a hearing is not required. However, potential loopholes in the recommendations suggest that this streamlining may not accrue. In addition, any time savings in the review and approvals period may be offset by an elongation of the planning and design process. Finally, it is feared that the process may become even more litigious and confrontational than it is at present.

A copy of the draft EAPIP recommendations can be obtained by calling EAAC at (416) 323-2669. The dates for oral submissions are Ottawa, March 6; Toronto, March 18 and 25; and Thunder Bay, March 20. The deadline for written submissions is April 3, 1991.

*Jonathan Kauffman is a land use planner and environmental consultant.*

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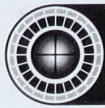


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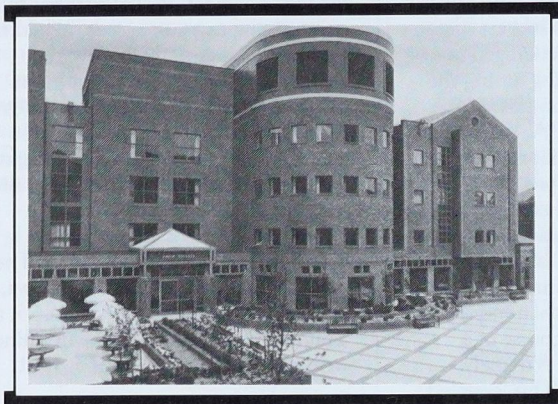
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Urban Design Awards**

The City of Kitchener presented its second annual Urban Design Awards



*Freeport Hospital Health Care Village won the City of Kitchener's Award of Excellence in the 1990 Urban Design Awards competition.*

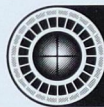
recently, recognizing projects "exemplifying superior design contributions to the city." A total of fifteen entries were submitted for the Award of Excellence, which recognizes overall design excellence, and the Award of Merit, which cites projects for specific elements.

Winners of the Award of Excellence were the Freeport Hospital Health Care Village, by Patsy Poulin, NORR Partnership Limited Architects Engineers, and landscape architects Frances C. Barnes and Andres Kalm, for Freeport Hospital; and Apex Metals, by architect Donald N. Wilson, and

landscape architect Peter Grobe, for Apex Metals Inc.

An Award of Merit went to Tallpines Townhouse Condominiums and Daycare Centre, by David Parrish, Architect and landscape architect Rob Hilton, of Hilton Foster Limited, for Freure Homes Limited. Upper Doon

Sewage Pumping Station, by Sedun and Kanerva Architects Incorporated, and engineers, planners, and landscape architects Knox Martin Kretch Limited, owned by the City of Kitchener, also won an Award of Merit.



**EASTERN**

**Arnprior's White Pine Woodlot Threatened**

It's not the rain forest, but to the people of Arnprior, saving acres of white pines in their town is just as important. The

woodlot, known locally for more than 35 years as "the Grove," has also been described as being the "crown jewels of the town ... a landmark" and an intricate part of the heritage of Arnprior. This forest is now in danger of being mowed down by a proposal to develop the land.

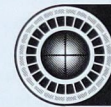
The Grove, which sits on about 102 acres of waterfront property at the edge of town, was originally owned by one of the prominent lumber barons families of Arnprior—the Gillies family. The roots of the Gilles family date back some 150 to 200 years. About eight years ago the last living relative died, leaving the estate to the United Church. The will stipulated that the land was not to be subdivided or redeveloped. It was to be "left open to the public." However, the United Church turned down the bequest and in 1984 the Oblate Fathers, an order of Catholic priests centred in Ottawa, paid over \$100,000 to cover the associated legal costs and became the new landowners.

A few weeks ago, the Oblates unveiled preliminary plans to rezone and subdivide almost half of the property "to allow for some low-density residential developments." Up to 120 lots would be cleared to build not only single-family homes but possibly seniors' housing and apartments as well. The proposal would generate a revenue of some \$3 million, which is needed to cover the costs of expanding the Galilee Community Centre, an ecumenical retreat centre

run by the Oblates near the Grove.

Many local townspeople want the Grove to be left alone and in its present more or less natural state. They have enjoyed the freedom of visiting the site and using it for many years now. They are afraid that they will lose access to a piece of local, living history.

The preliminary plans call for the removal of some of the "scrub" trees and leaving the majority of the majestic white pines intact. Also, more than half of the site will remain untouched. As of this date, the zoning changes have not been applied for but the pot has certainly been stirred to the point of frenzy.



**CENTRAL &  
GOLDEN  
HORSHOE**

**Ray Spaxman  
Addresses University  
of Waterloo, Planning  
Alumni**

Late in October, 1990 over 400 people, alumni and friends, attended a dinner at the new Holiday Inn Hotel in downtown Toronto to listen to Ray Spaxman, "Planner in Residence" at the University of Waterloo speak to the topic of "Quality of Urban Life in Toronto and Vancouver: A Planner's Scorecard and Forecast." Mr. Spaxman identified pros and cons to living in both cities and concluded with a series of considerations in evaluating the livability of a city. The

the livability of a city. The following highlights these points and a score out of 10 in Mr. Spaxman's opinion:

1. Must do regional planning in context of ecosystem principles.

Toronto = 8  
Vancouver = 2

2. Must concentrate on the quality of the public realm of the built environment

Toronto = 4  
Vancouver = 8

3. Must concentrate on caring programs

Toronto = 5  
Vancouver = 5

4. Must pursue research/development/educa-

tional and cultural programs

Toronto = 8  
Vancouver = 4

5. Work on co-operation between everyone

Toronto = 5  
Vancouver = 5

6. Location, location, location

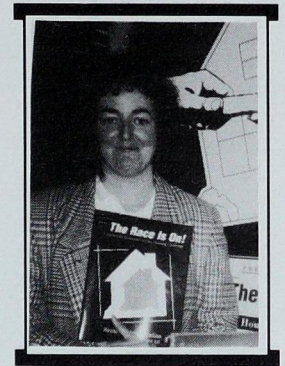
Toronto = 4  
Vancouver = 9

You can total it up if you wish, but Mr. Spaxman suggested that all you can do is make the best of where you are. "It ends up being different strokes for different folks."

The head table included: Master of Ceremonies, Jerry Hartman, Hudson's Bay Co.;

Michael Williams, Compusearch Market and Social Research Ltd.; William Buck, Inducon Canada; Roger Downer, Larry Martin and John Horton, University of Waterloo; Haydn Matthews, Chair of the Urban Development Institute; and Bob Millward, City of Toronto.

The organizers should be congratulated on their efforts as feedback on the event has been very positive. Many are hoping this will be an annual event!



**Say it isn't true!**

*Okay, it isn't true. Jo-Anne Egan has not left the Metro Planning Department as reported in a previous issue. We regret the error.*

ECONOMIC DEVELOPMENT

## Tourism: Global implications and local opportunities (part 2)

### Trends in Tourism

Tourism has become the major growth industry in the world, due to changes in social, economic and demographic factors, combined with technological advancements. These changes and trends include:

- the breaking down of political and national boundaries (e.g., in the USSR and Eastern Europe) and much more movement to, from and between these nations.

In more "futurist" thinking, these trends also would include:

- a change in lifestyle such that major periods of leisure time will occur continuously rather than at the beginning and towards the end of adulthood; and
- a growing awareness of "alternative" or "community-based" tourism, where visitors stay with the people in a community, or in local facilities. This enables more of the outside funds to stay and so upgrade the community, it has less environmental and social impacts, and finally it allows more lower income people to travel (students, low income families,

families, retired persons etc.).

### The Range in Tourist Attractions/Facilities

The "tourism industry" is a vast catch-all term for a range of facilities, events and indirect spin-offs that somehow are linked to, or mushroom because of, a tourist "attraction." It covers everything from the travel agent to the "attraction" itself, be it theme-park or famous cathedral, to hotels, camping sites, speciality shops selling souvenirs, and restaurants. The basis for the industry is, however, the "tourist attraction." This attraction may be a private venture, such as Disneyworld in Florida or even a small water-park; it may be a historical feature such as Stonehenge in England, or a historic area of a town such as Quebec City; it may be a natural wonder such as Niagara Falls or the Rockies; it may be an event such as the Tour de France or an air show; it may be site specific, such as a famous church, or a whole region or nation (e.g., the island of Bali, or the Kingdom of Nepal). Cities, such as London, Paris, Toronto and

and San Francisco, are centres of tourism where attractions include museums, art galleries, corner cafes and, probably most important, the particular ambience that one gets from just being there and walking down the street.

The range in terms of "tourist attractions" is thus vast, as are the direct and indirect spinoffs, and the tourist industry offers many opportunities to create economic and social benefits for both private business and the government sector.

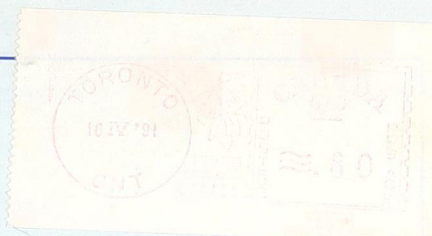
### Competition for the tourist dollar

Although there is a broad range of possible opportunities to help develop a tourism base in a community, simultaneously there is tremendous competition for the tourist dollar, and correct planning and promotion are essential to succeed in obtaining, and retaining, a share of the market.

Local municipalities, regions, nations and private companies all spend a great deal on advertising and promoting tourist attractions. Some attractions, such as the Caribana Festival in Toronto, grow

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gradually over time in both the size of the carnival and the number of tourists; others, such as major theme parks, require a minimum threshold of visitors at the outset, and must add "rides" annually to retain/increase visitor levels. However, market share can be quickly eroded by several factors, ranging from increases in the price of gasoline, thus reducing distances people are willing to travel, to the opening of another more exciting, or more heavily promoted, attraction within the market area.

Tourism planners must therefore understand both the potential opportunities and constraints offered by the particular site and proposed "attraction", and be prepared for the continual updating of the plan and the need for ongoing promotion of the attraction and/or attendant facilities.

### The Economic Benefits of Tourism

As an industry, tourism is a major source of employment and revenue for private corporations, municipalities and nations. To enjoy the economic benefits from the tourist industry an "attraction" must either be developed/built, or an existing element must be marketed. Edmonton Mall is basically a shopping centre, but it attracts tourists from all over the world. Ayers Rock is a natural phenomenon that due to worldwide advertising is now almost synonymous with Australia. Newmarket, Ontario, has an annual balloon festival—an event that draws people from all over the province and the United States.

The economic benefits that accrue from the tourist facility/event can be derived directly (e.g., Disneyworld), or possibly not at all from the attraction itself (e.g., Ayers Rock), but from the array of elements that helps serve the tourist. These range from the hotels, restaurants, gift shops, and

gift shops, and guides, to the transit systems and general stores which serve the employees working in the area.

### The Social Benefits of Tourism

A tourist attraction not only provides an economic benefit to a community, but also can bring certain social benefits to the residents in the vicinity.

Tourist dollars, for example, help in the maintenance/improvement of facilities used daily by local citizens, thus improving the quality of their life with little added cost (e.g., the cable cars in San Francisco). The location of facilities, such as Disneyworld, enables local residents to find employment and also allows them to visit a major attraction at less cost close to home.

The monies spent by the large number of tourists to old cities such as York or Chester in England assists in the costly restoration work of the 15th and 16th century buildings that are enjoyed year round by local residents. Even when a tourist goes to another place primarily to experience the culture and spends little, the social benefit is a better understanding of the other persons' way of life and thus a reduction in friction between cultures.

### The Potential Disbenefits

Tourism, like any other part of life, has a downside, when demand outstrips the ability of a community to cope with increased traffic congestion and similar problems. Negative impacts on the natural environment, and changes to the local social and cultural values, also can occur. The development of a tourist industry should not necessarily be stopped because of these factors, but plans must be made to eliminate or alleviate potentially negative

results. The advantages, quantitatively and/or qualitatively, must outweigh the disadvantages. It is only by recognizing the potential problems at the outset that they can be managed and resolved.

### Planning for Tourism

Planning for tourism requires a multi-discipline approach, and needs:

- an understanding of future demographics, and "life-style" trends and changes;
  - detailed information on the specific area or site in question;
  - knowledge and experience regarding the means by which the tourism "attraction" and the direct/indirect spinoffs can be developed;
  - understanding of potential disbenefits and how they may be eliminated/alleviated;
  - experience regarding the determination of capital and operating costs and revenues and financing;
  - detailed understanding of the means for program implementation and continued upgrading of facilities/events;
  - knowledge of public sector and private agencies who might help in the tourism program, with respect to funding, legislation, planning, implementation, promotion, etc.;
  - experience in the fields of transportation planning and infrastructure design, including water, power, drainage, etc.; and
  - a flair and understanding for the marketing and promotion of tourism.
- These and other items can be accounted for in a properly designed study.

*Stuart McMinn is a senior planner with Project Planning Ltd.*