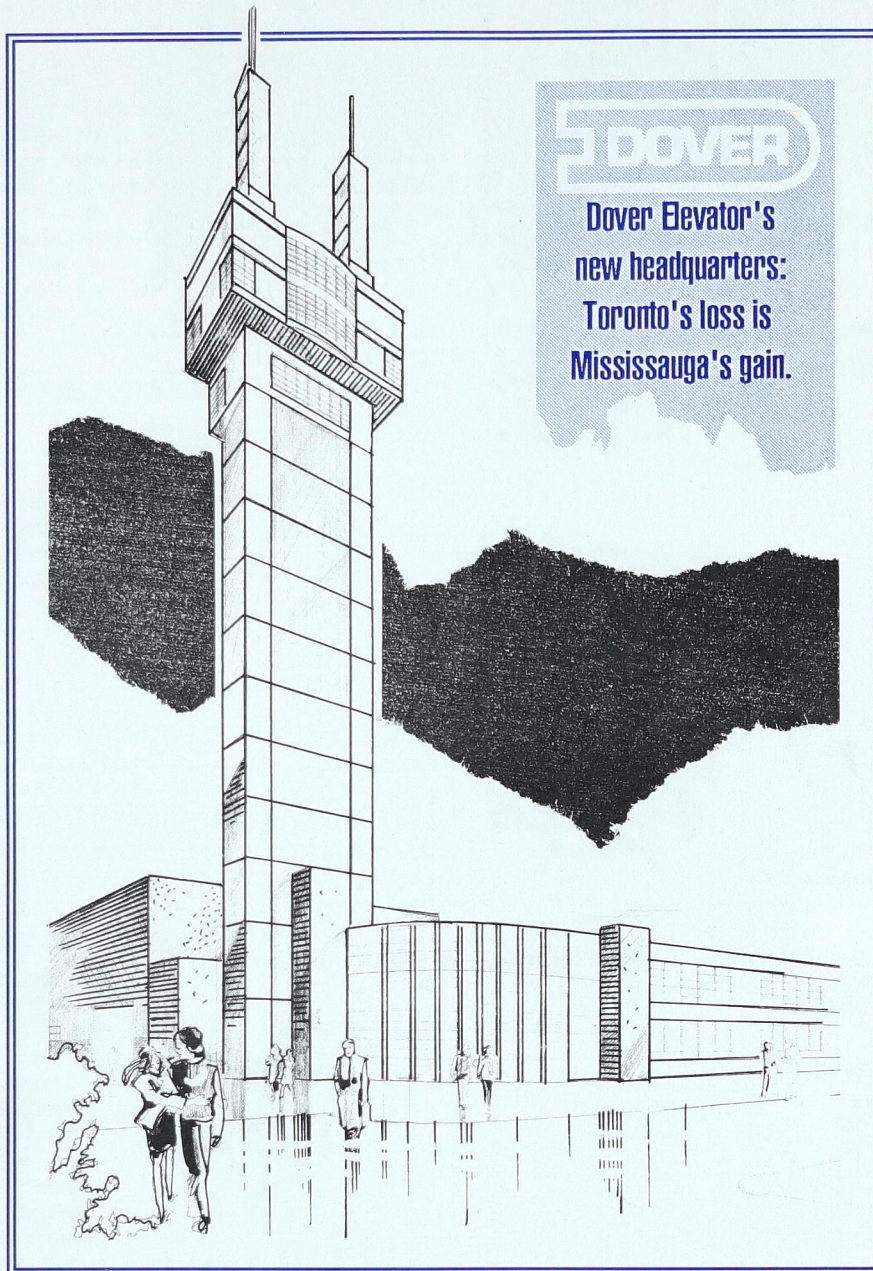


ONTARIO PLANNING JOURNAL

MARCH / APRIL 1991 VOLUME 6 NUMBER 1



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EQUITY IN UNIVERSITIES: A CHALLENGE
FOR THE DECADE

May 6, 7 1991-Ottawa

The Ontario University Employment and Educational Equity Network is organizing this conference for all university personnel, academic and non-academic, to meet and share information relating to employment and educational equity.

The aims are:

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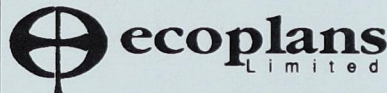
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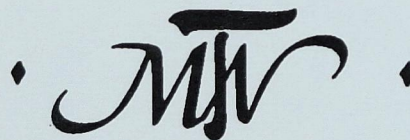
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Recently, major urban centres across Canada experienced an extended period of strong economic growth and a concurrent escalation in the speculative value of real estate. In particular, the unrealized value of lower density industrial properties became a significant investment and redevelopment opportunity for real estate investors and developers. This trend has attracted the attention of officials of established municipalities who are concerned that this unrealized industrial real estate value has stimulated the relocation of industrial firms to outlying areas *primarily for the purpose of recovering this incremental land value.*

This article examines the industrial relocation process and some effects that speculative industrial real estate values have had on the relocation decisions of industrial operations. Metropolitan Toronto (Metro) is used to illustrate certain industrial trends, but many of the issues influencing industrial relocation are typical of most rapidly growing urban areas. A brief review of the industrial market in Metro is provided to illustrate basic economic trends affecting relocation activity. This is followed by a more generic discussion of some reasons behind these relocations.

Industrial Economic Activity

In real terms, lease rates increased 33% between 1984 and 1989 (all numbers expressed in real terms and in 1989 dollars). Figure Two reveals that during this same period there was a considerable number of relocations of manufacturing operations. In fact, in 1989 over half of all industrial operations within Metro had been located at their present site for less than five years. Using the issuance of building permits as a rough indicator of where these industrial firms are relocating to, Figure Three shows that the communities outside of

COVER STORY

REAL ESTATE AND THE INDUSTRIAL RELOCATION DECISION

BY FRED ROVERS

Metro are benefiting from these moves.

Despite this trend, however, the number of manufacturing jobs in Metro has remained constant at approximately 250,000 persons. In fact, total manufacturing value added for Metro during this period increased approximately 14%. This is largely due to the growing number of smaller industrial firms locating within Metro and replacing the manufacturing activity lost by the relocation of larger industrial concerns. Thus while it can be said that the industrial base of Metro is changing, it is unlikely that the manufacturing base of the Metropolitan economy is weakening.

Relocation Considerations

There are several factors which directly influence the industrial relocation decision.

- Space Needs
- Labour Supply
- Municipal Policies
- Industry Trends

While real estate value is not listed as a direct influence on the relocation

decision, each of the considerations outlined above does have a real estate component which, while not directly affecting the decision to relocate, does affect the nature of the relocation.

Space Needs

A growing number of facilities in established urban areas are approaching the end of their useful economic life. Firms facing this situation find themselves restricted by how long they can

remain competitive in their existing facility. Similarly, some firms are faced with the fact that their production process has become inefficient or outdated. These inefficiencies are a result of repeated expansions within the constraints of the same facility or site until the firm is faced with a serious space needs consideration. This type of obsolescence will motivate a firm to relocate because further on-site expansion is not possible or because adjoining real estate is not available or is too expensive.

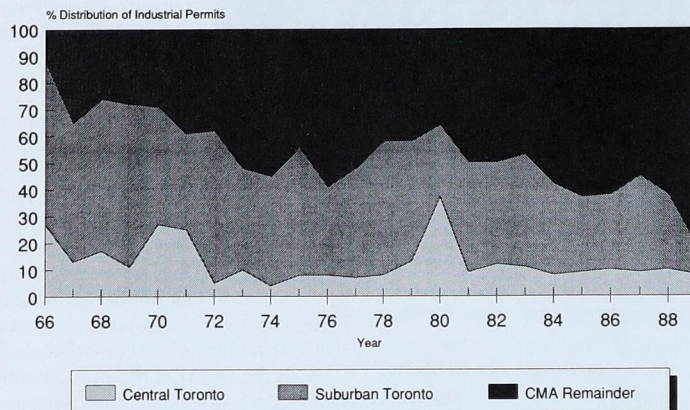
As a case example, Dover Elevator Corporation in Toronto is currently relocating their facility to a new site in Mississauga from John St. in downtown Toronto. Efforts to obtain a new site within the downtown core proved difficult and involved a considerable number of political and land use uncertainties. The move was prompted by the realization that, after 90 years of continually expanding on their current site, Dover's existing production facility was becoming inefficient and

inadequate to service their needs. Although their existing site was worth a considerable amount, discussions with management confirm that site value was not at all considered as a motivating factor in their relocation decision. In fact, because Dover is owned by a foreign parent company, any capital gains attributable to an increase in the land value of the Dover Canada facility revert back to the foreign parent upon the sale of the property. This is likely



Industrial Building Permits Issued

Toronto CMA (\$1989)



another factor which downplays the importance of real estate value in the relocation decision of Canadian subsidiaries of foreign-owned industrial firms.

Dover provides one example which illustrates the point that while the mandate to relocate is usually initiated by the need for additional space or more

efficient facilities and not the underlying value of the real estate, the relocation to an outlying municipality is directly affected by the availability and value of real estate in surrounding areas.

Labour Supply

In rapidly developing areas, demand for labour is intense and access to a

sufficient quantity of qualified labour is a source of competitive advantage. As such, improving proximity to labour is an objective of most industrial relocations. In terms of real estate, escalating residential land values have influenced the residential pattern of the industrial labour force. In Metro the limited land supply and escalating residential real estate values has reduced Central Metro municipalities to only 20% of the population of the Greater Toronto Area (GTA) — a decline from 30% in 1974. Conversely, outlying municipalities now contain almost 40% of the GTA population. Thus while industrial real estate values may not initiate the relocation process, residential real estate values can indirectly affect industrial relocation by dictating the location of the firm's labour supply.

Municipal Policies

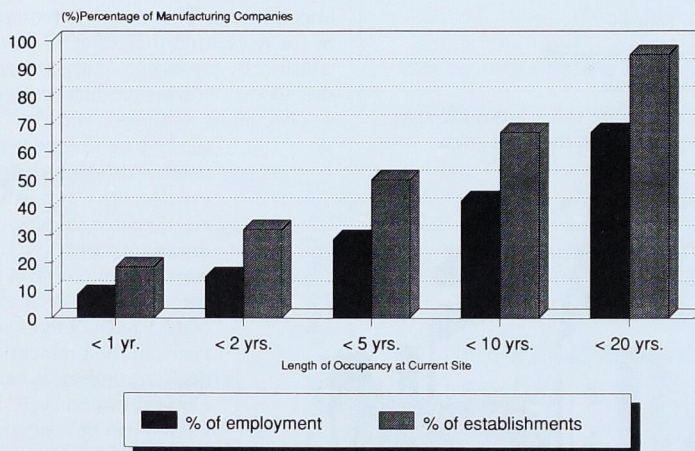
The policies and attitudes of municipal councils and planners towards the rezoning of industrial land directly affects industrial land values. For example, blanket policies which refuse to consider any industrial rezonings are designed to control the number of industrial relocations by minimizing the speculative component of industrial land values. However, this policy is based on the inaccurate assumption that industrial firms are relocating primarily to recapture the real estate value of the site. This approach can cause market distortions by protecting sites which may no longer be suited to industrial uses and restricting the supply of sites better suited to more intense land uses.

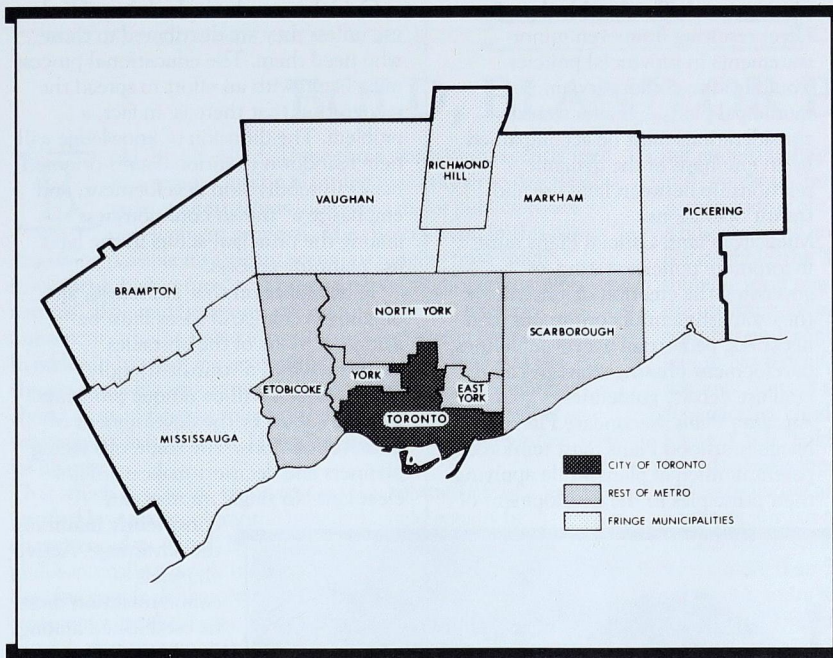
Alternative proposals by municipal staff include a form of "capital gains tax" based on the incremental value created by the rezoning of obsolete industrial land. The money generated by this tax could be used to improve the infrastructure of the remaining viable industrial land supply.

Industry Structure

The book value of the real estate of large, established industries is insignificant in terms of the market value of the land and prompts corporate takeovers to gain control of these undervalued assets. This industry trend also results in the duplication of manufacturing operations and closure

Manufacturing Establishments and Employment By Length of Occupancy





operations into a new design/build facility capable of housing both operations and is seen as an opportunity to own their property rather than lease. In light of this trend the availability of suitable sites, and the corresponding real estate values, favour outlying municipalities.

Conclusion

In summary, the value of real estate is certainly a key component of the industrial relocation process. However its influence on those responsible for the decision to relocate is usually subordinate to the daily operating needs of the firm. In those instances where the incremental land value is very significant and the risk of relocating is minimal, unencumbered land value does represent a one-time source of cash. Nevertheless, the value of real estate is most often viewed as part of the firm's location analysis efforts, but not part of the actual decision to relocate.

of under-utilized plants. Under free trade, these closures will continue as large U.S. firms rationalize their Canadian operations into American plants and profit from the disposal of their

Canadian real estate assets.

Within Canada, a growing number of industrial firms wish to consolidate their office and manufacturing functions into one facility and establish a stronger corporate presence. This often necessitates relocation of both

Fred Rovers is a consultant with Coldwell Banker Commercial Real Estate Service. He holds a B.E.S. from the University of Waterloo and an M.B.A. from the University of Toronto.

TRANSPORTATION

TRANSIT-FRIENDLY SUBDIVISIONS

by Michel Gravel, P.Eng and Geoff Noxon

The increased use of transit is often advocated as being a critical component of sustainable development. But has the subdivision design and approval process in Canadian municipalities kept pace with this concept? A recent study of experiences across Canada suggests that transit is not always given due consideration in the process.

In 1986, the Canadian Urban Transit Association (CUTA) identified transit's role in the subdivision design and approval process as an area of research meriting priority consideration. In 1989, the Roads and Transportation Association of Canada (RTAC) sponsored a study to identify and investigate current problems, and to develop appropriate guidelines and recommendations for future action.

Recurrent Problems

Canadian transit operators have experienced difficulty in providing efficient, cost-effective public transportation service to modern subdivisions. The low density developments typical of peripheral suburban areas are not "transit-friendly," despite the emphasis and tremendous financial support given to public transit by provincial and municipal governments across the country.

Several problems were found to recur in the subdivision design and approval process, and in conventional subdivision design principles and standards.

These include the failures to:

- 1 Restrict new development to lands contiguous with the transit service area.
- 2 Coordinate the initiation of new

transit service with construction staging patterns. Potential riders are more easily attracted if transit service exists when they first move in, since travel habits tend to be established quickly.

- 3 Stipulate land use densities high enough to support target ridership levels. This is important in ensuring cost-effective transit operations.
- 4 Plan the location of transit-reliant land uses (such as schools, social services and senior citizens' housing) to be compatible with desired transit routing.
- 5 Avoid indirect or discontinuous collector road networks. These make it awkward to provide direct and efficient routes through a neighbourhood.
- 6 Provide convenient pedestrian access

from residences and other facilities to transit stops.

- 7 Provide adequate infrastructure at bus stops, including safe and comfortable passenger waiting areas.
- 8 Apply appropriate standards to the design of roads used as bus routes (for instance, to ensure adequate road widths, geometries and pavement thicknesses).

In a sense, the above problems are symptomatic. From the transit operator's perspective, they are rooted in more serious, fundamental shortcomings such as:

- 1 The failure of most provinces to protect their investment in transit, by not using planning legislation to require municipalities to integrate transit/land use considerations into their planning processes.
- 2 The failure of many municipalities to emphasize transit-related goals and standards in policy plans and zoning by-laws.
- 3 The inadequate integration of transit operators into the land use planning process, or their total exclusion from it.
- 4 The lack of awareness of policy-makers, developers, planners, designers and engineers regarding the needs of transit.
- 5 The lack of open channels of communication among developers, municipal land use planners and transit operators.

Findings

There are four principal areas in which improvements are necessary if transit is to be more fully integrated into the subdivision design and approval process:

- 1 *Provincial Planning Policy Statements* Provincial legislation must specify transit-related considerations to be made by municipalities in the land use planning process; for example, transit service should be specifically included with "harder" municipal services such as water supply in the evaluation checklists which guide subdivision

plan approval. The "trickle down" effect resulting from even minor statements in provincial policies would lead to conformity among municipal plans. Specific transit considerations must be accompanied by an emphasis of the dynamic relationship between land use and transit operations.

- 2 *Municipal Plans.* Official Plans must incorporate policies stating, or governing the creation of, criteria for the establishment of continuous road networks, pedestrian access guidelines, development phasing strategies and land use density guidelines.
- 3 *Ancillary Plans.* Secondary Plans and Neighbourhood Plans must reinforce parent municipal plans while applying their principles to the development of

Guidelines and standards are of little use unless they are distributed to those who need them. The educational process must begin with an effort to spread the recognition that there is, in fact, a problem. The diffusion of knowledge will help tear down traditional auto-oriented biases in subdivision development, and emphasize a "transit consciousness" among the principal actors in the land use planning process.

To capitalize on that awareness, an ongoing exchange of ideas must be initiated. Many of the obstacles encountered in a "transit-friendly" design process will be unique problems that are solved by the development of creative solutions. The trade-offs facing planners and decision-makers are not clear cut. No single interest can

consistently maintain the advantage. Active channels of communication must be established among developers, planning departments and transit agencies; there must be as few impediments as possible to the flow of information and judgement which is vital to the making of planning decisions.

The benefits of better integration of transit into the land

use planning process are significant. Improved transit operations benefit riders and, as importantly, are needed to divert drivers from their cars. Developers benefit from the improved marketability and quality of life offered by their developments. Municipalities (and thus taxpayers) save money by reducing transit subsidies. Case studies have found that improved subdivision design practices could reduce transit operating costs for a single development by anywhere from \$30,000 to \$185,000 annually.

Organizations such as RTAC, CUTA (and its regional associates such as the Ontario Urban Transit Association), and the Canadian Institute of Planners (including member organizations such as the OPPI) should each work to educate their members about the subdivision planning and design process, and transit's role within it. The goal is to achieve a

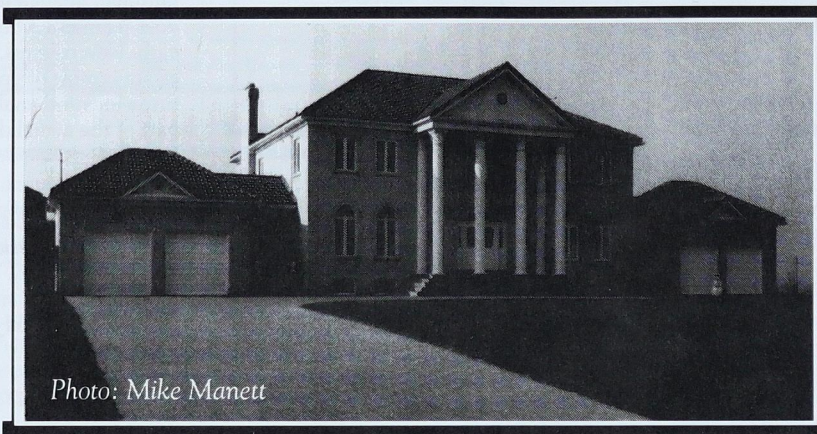


Photo: Mike Manett

Some subdivisions are not transit friendly.

a specific area. For example, an ancillary plan should detail the desired phasing pattern in an area to be built by multiple developers, in a manner conducive to the introduction of transit service.

- 4 *Subdivision Plans.* Great economies could be realized by improving the quality of the average draft subdivision plan. Developers and designers must understand the needs of transit, the tools available to improve their designs, and the potential benefits of doing so. The draft plan review process should directly consider transit interests, and provide transit operators with some follow-up. Subdivision agreements must enforce construction standards and procedural guidelines.

Conclusions

continued page 24

BOLD, BLAND OR BLIND?

Bold. Bland. Blind. These three words were recently used by a senior Ontario planning practitioner to describe his view of alternative visions for a major public/private development proposal. The choices were, in this case, describing possible investment scenarios ranging from "high investment, high return" to "dis-investment, higher intangible rewards". The middle option was essentially a "do-nothing" assessment, which offered a more expensive version of the status quo. In addition to summing up in pithy fashion the essence of the choices available and scoring high for alliteration, that planner's choice of words speaks volumes about a dilemma facing all of us working in Ontario today. How should we go about presenting ideas for change?

That which is a "bold" vision for one (i.e. substantial risks are justified by equally substantial benefits), could equally be characterized as "blind" by another (i.e. technically right but philosophically wrong). It seems that the only point of agreement is that few people deliberately choose the typically Canadian compromise at the outset, but mediocrity rises to the top on the grounds that compromise is the only way to get a decision this century. Ironically, a review of Ontario history usually shows that the most effective choices made in the past are those in which decisive action had been taken, often by bureaucrats or entrepreneurs with little interest in perpetual consultation.

If there is a new element influencing how we handle change, it is probable that our values as a society, as a profession, and as individuals appear to be undergoing a substantive evolution. If, before the current period of enlightenment, we were able to divide

our understanding of planning issues into "technical/professional" and "political", we now have an added dimension to consider. Our understanding of the "universal truths" has been tampered with. And there is no going back.

For example, the "bold" idea for solving Metro's garbage problems by shipping it off to a mine in Northern Ontario is now officially (by the province, at least) considered to be "blind" - as in technically right but philosophically wrong. Is it then "bold" to preserve logging jobs in Northern Ontario while attempting to preserve the more precious assets of the forest, or should we consider that to be ecologically "blind"? In the face of extreme shortages of low-cost housing, is it "bold" or "blind" to press ahead with the creation of a mixed use development in Ataritari (in Toronto) when the costs of soil remediation and the potential impact of flood prevention would bankrupt any but the public purse?

At a different scale, is it "bold" or "blind" for the province of Quebec where more than 500 municipalities do not yet have primary sewage treatment, to try to rank the costs of separation (we're not talking sewers here!) versus staying within Canada on an economic balance sheet?

A cynic might conclude that "bland" starts to look good when it becomes impossible to predict, prior to the release of a report or a proposal, how the public, other professionals or politicians will react to your ideas.

Try the "bold" or "bland" or "blind" test on your current work project you might be surprised at the results.

Glenn Miller, Editor

LETTERS

PLANNING BY DEFAULT?

The recent action of the new government regarding the Redhill Creek Expressway in Hamilton makes me wonder why I have bothered to plan for the last 35 years or so!

Briefly, The Redhill Creek Expressway is part of a freeway system designed to bypass the congested areas of metropolitan Hamilton, and open up new lands for development. It has been 20 years in the making, was discussed technically and publicly ad infinitum, and democratically resolved following all regional, municipal and provincial requirements. Work started on this multi-million dollar project in 1990. Lands have been dedicated, industrial and residential subdivisions created, future plans drawn up and funds allocated.

Within a few weeks of taking office, the present newly elected government

rescinded provincial funding, thereby effectively leaving the whole project in doubt. The decision was made "protect the environment of the Redhill Creek Valley", after some lobbying by four local MPPs.

Quite apart from the questionable value of the area to be protected, the secretive manner in which the decision was made — a Cabinet decision without prior consultation with the public — raises serious concern for planners. For twenty years planning in Hamilton-Wentworth has been predicated on the construction of the overall Freeway and this includes three Official Plan reviews. Four of the six local municipalities are directly affected; their Official Plans, and the Regional Municipal Plan, are in disarray.

The decision to rescind financing was not made on planning grounds, although the Cabinet must have been aware of the planning consequences. Planning and transportation approvals are still in place.

Thus, presumably, if a benefactor were to provide what had been the provincial share of the costs, the construction could go ahead.

What concerns me is that we appear to be returning to the "bad old days" of "planning by money." At the very least to cancel a project by means of financial decision, smacks of a lank of planning intestinal fortitude ... if the Redhill Creek is bad, the withdrawal of the planning approval should be the vehicle for cancellation.

One wonders what is the next step — another twenty years of wrangling whilst the metropolitan area suffers? With the Niagara Escarpment likely to be even more damaged by any alternative new route, or the urban fabric of both Hamilton and Stoney Creek torn apart in an attempt to rebuild the nearby Highway #20, solutions will be a long time coming. And even longer if we have to rely on local funding.

I think what bothers me most in this

whole business is that the Cabinet seems to have disregarded the collective wisdom of ministry staffs, the recorded history of the project over the last twenty years, and the views of persons and politicians outside its particular political persuasion: even for the four local MPPs, who lobbied so assiduously for purely doctrinaire reasons, must have been aware (surely?) of the damage to the planning system that their advice to Cabinet must create. Certainly, there seems too little purpose in making plans for periods longer than four or five years, or larger than can be financed purely locally. And this sets the clock back half a century, effectively destroying regional/large-scale planning that may

contentiously be in disagreement with the doctrines of the particular party in power at the time. I was under the impression that even politicians had recognized the need to get the best land use, one had to balance ALL aspects of a long-term plan, including the needs of humans. If this is not to be the case, "we" might as well scrap the current planning machinery, and proceed to develop our land on the "good old" ad hoc bases of yesteryear!

Eric Grove

NEW SUBSCRIBER LIKES THE JOURNAL

At last I have become a subscriber to

the OPPI Journal and I've received a copy of the Nov/Dec '90 issue.

I was impressed with the quality of the Journal — everything from the glossy cover showing Crombie's report to the professional articles and comments. I was very interested in a comment on the OMB case involving a plan of subdivision in the Town of Lindsay. In fact, I sent a copy of it to all of the members of our environment law group for their information and update.

Keep up the good work...

Gary McKay
Baker & McKenzie
Barristers and Solicitors-Toronto

OPINION

WHA'D'YA-MEAN, "IT'LL TAKE FOUR YEARS"?

A Lawyer's Guide to the "New Reality"

A sound often heard in the boardrooms (throughout Ontario) is the wail that follows after disclosure that "the straight forward rezoning" might take longer than anticipated.

Jane Pepino, a lawyer with Aird & Berlis cites a not improbable scenario to dramatize some basic points about the current approval process in Ontario.

Let's take the example of a nice property on the main street of "Busytown," in the Regional Municipality of Yorkham. It's a two-storey building of only 10,000 sq.ft. consisting of 5,000 square ft. retail and

five apartment units above. The building is run down, having been created originally from a pair of old semis that had a few additions over the years. The best part is that it's sitting on one-and-a-half acres of land on the main street where redevelopment is starting. A couple of five and six storey office buildings have been approved by council and a nine storey condo is under construction one block away. It seems to be ripe for a residential redevelopment of a modest 60 units, or roughly 40 UPA. Our mythical developer engages an architect who produces some lovely plans showing a six storey building

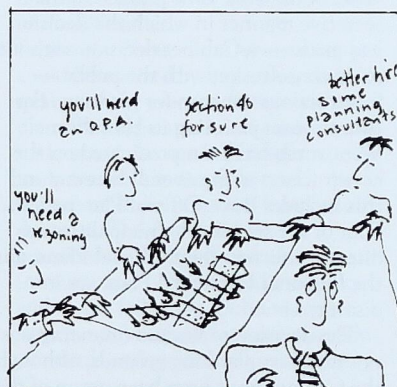
with a mere 12,000 square ft. floor plate, lots of underground parking, and extensive landscaping. It is assumed our friend will have to amend the municipality's official plan and zoning by-law. The banker approves the budget on the basis that 30 months is a generous carrying period until sales start to generate some cash flow.

This simple project, this lovely little building, is about to embark on a process that may involve a minimum of seven different pieces of legislation and a minimum of nine separate applications. It carries the potential of OMB appeals, court challenges or both, on at least seven

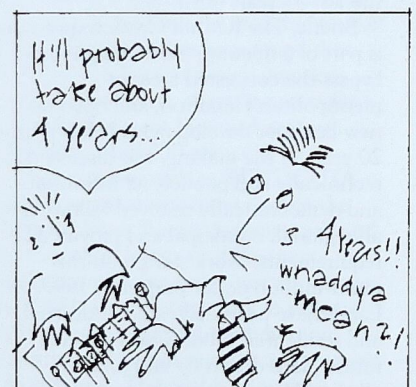
PHASES OF THE DEVELOPMENT PROCESS



1. ENTHUSIASM



2. SKEPTICISM



3. DISBELIEF

of these applications if the building was bought on the basis of vacant possession — that has to be a safe assumption because no one ever buys a tenanted building for redevelopment.

The project will, of course, require the usual OPA, by-law amendment and S.40 (development review or site plan) approval — but, again, let's assume that six months and lots of surveyor's fees and legals will take care of that.

Not considered perhaps might be an application for a demolition permit pursuant to the provisions of the Planning Act because the building had some residential units once and — of course — the now dreaded Rental Housing Protection Act application is necessary — not only to tear down the existing structure, since it includes more than four rental units, but also for a draft plan of condominium approval. In the scenario I have spared our developer friend is the nightmare of discovering an environmental problem such as hidden underground storage tanks, or an archeological problem, such as the discovery of an old homestead, camping ground or — worse still, burying ground. I have also assumed the project out of other wrinkles such as unanticipated requirements for extensive road widening which would severely reduce the buildable area and/or density, or utility easements that would cut a swath through the middle of the site.

I might add that none of these assumptions that I have so generously left on the shelf are products of my over-active imagination. Real people, who own real land, have, to my knowledge, suffered

these problems. I might, just for fun and to keep it somewhat real, assume that LACAC — the local architectural conservation advisory committee “discovers,” when reviewing the application, that those semis are worthy of preservation under the Ontario Heritage Act for both architectural and historic reasons. As a result, after a number of months, the LACAC initiates the necessary steps to have the property designated as worthy of preservation under the Heritage Act. If they move with alacrity, and if the land is not in the City of Toronto, they can get the building designated in about six months, after which time the owner can start the waiting period for the actual demolition permit.

Regarding the OP, the developer has assumed that it can be processed through the town and approved by the Ministry of Municipal Affairs in 12 months.

Now the fun begins. This project has

become “the straw that broke the camel's back” for the local ratepayers. They realize the face of their main street is changing, and they don't like it — or — they are prepared for change, but want it controlled and planned. Therefore, they call for a secondary plan, or a comprehensive OPA to decide whether main street redevelopment should continue to be a “little office here, a little residential there,” or something different.

All of a sudden, a six to eight month municipal circulation and reporting process doubles because of the necessity to do a larger planning exercise, perhaps involving the hiring of consultants, since no municipality seems to have the staff to do secondary plans. The other problem is they rarely seem to have the budget to hire the consultants. The public input process is greatly expanded, and this project runs the risk of being sucked into someone else's battle. Invariably, political attention is higher, and the risk of NIMBYism is



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greater. Finally, even once a favourable OP designation is enacted by the municipality, the Ministry of Municipal Affairs circulation invariably takes longer than the allotted 60 days, and, being area wide, can throw up bigger problems.

But, why (you ask) doesn't she simply convince the planners and politicians that this needn't be part of an overall planning exercise? Now, don't think that merely proceeding by way of a site-specific amendment allows anyone to avoid any of

these delays and problems. It turns out that our mythical Regional Municipality of Yorkham — like York Region and its constituent municipalities and parts of North York, York East and Scarborough — has no more sewage capacity. I've often wondered how that can happen, given that the definition of planning includes the concept of looking ahead and being prepared, but, there it is, and, once they get the sewage pipes fixed, and the treatment plants expanded, you can bet we are out of solid waste disposal space. Now, I don't intend to get started on the shortsightedness of some bureaucrats and politicians, I raise the example only to caution that, within the Greater Toronto Area, any planning process is often constrained today by lack of hard services, and stands the chance of being stopped in its tracks for some indefinite period of time by some as yet unforeseen shortage. You should have heard my client in Brampton last month who, though OP'd and draft approved, had 1200 units stopped in their tracks by council's freeze. The shortage there was everything — schools, roads, health care and social services.

Now, some people say that one way of cutting through red tape or getting an otherwise non-existent sewage allocation, is to include affordable housing in the project. Well, unfortunately, because Busytown has not yet compiled its housing study, setting out where it will put its required 25% affordable — and by what means — and the Ministry of Housing is taking the position, this month, that each application should provide 25% — so the question becomes — can you do it? What do the neighbours say? Will this make your project a lulu? What will this do to your marketing scheme? Does the town agree? How is it secured in a way that satisfies the Ministry of Housing?

Because, I can state categorically the Ministry of Housing and Municipal Affairs want affordable housing, insist on affordable housing, but have no clear guidelines, precedents of agreements to cover most circumstances — which perhaps explains why I have heard them referred to by social housing proponents as the Ministry of talking about Housing. In any event, given that the most residential projects now include 25% "affordable" (being the only thing the market might respond to) gives no great edge — "social housing, i.e., non-profit



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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 the Legislation: A Guide for Municipal and Local Boards and A Summary of Bill 49 for Municipalities and Local Boards are two publications available from the Freedom of Information and Privacy Branch, Management Board Secretariat, 18th Floor, 56 Wellesley Street West, Toronto, Ontario M7A 1Z6

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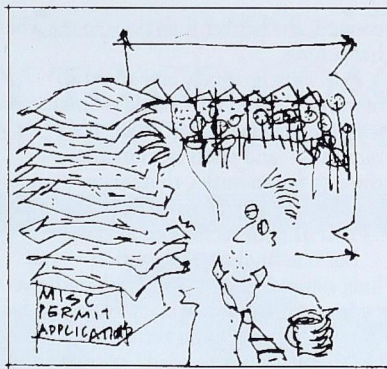
4. PANIC

housing delivered under some government program, might be given expedited processing at the ministry level, particularly if, as is so often the case, an OMB hearing is required.

But I'll come to that!

So, where are we? — 24 months have passed — 18 for the planning study leading to a draft OP, circulation for comments, and the like, and another six months for the "public process" — that is, dealing with the neighbours or, the people who the politicians look to for votes.

Do not forget, or if so, only at your peril, the planning process in Ontario is tripartite. Legislatively, it involves politicians, landowners and the public who must get notice and who are guaranteed input. This last fact leads to another reality of processing. That is, at some point during the agony and sweat of getting the land use planning done — the big picture — you also have to start the site planning done, because, to be frank, this is where the rubber hits the road on the issue of impact — 12 stories might be acceptable in one location on a lot, and shade



5. PERSEVERANCE

someone's backyard in another.

It is for this reason I am asking that at sometime during the 20 months, our developer friend has paid the architect, the traffic engineer, the landscape architect and the urban design planner to spend hours and hours with the municipalities counterparts and the neighbours to reach a plan that meets with general approval.

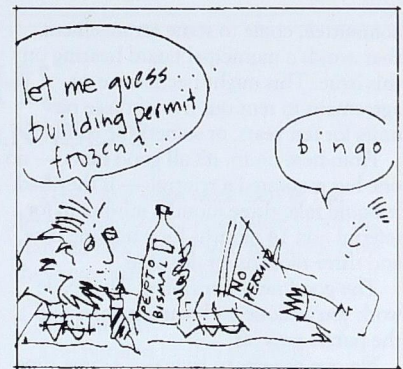
I cannot overemphasize how important this is.

First, many municipalities, North York being a good example, will not pass a by-law without a Section 40 application, and, in many circumstances, "big" questions like land use cannot be determined until site layout has been determined.

Second, if there is going to be a problem with staff, better to know at the beginning of the process than the end. It is staff opinion that some politicians rely on.

Third, for ratepayers, ditto. I have one motto for this process — "Don't sweat the small stuff". If they want you to move the building and you can, do.

Fourth, the OMB virtually requires site plans with by-laws at hearings.




6. MATURED ENTHUSIASM.

Fifth, if it isn't done now, it'll simply lengthen the time involved in processing — and provide another kick at the cat for objectors, or fall prey to change in political or planning direction.

Sixth, most of the work is required anyway for a draft plan of condominium to be filed. Sometimes, I find that clients get so caught up in the angst of the planning process, they forget the goal, which is, to have a saleable product, usually at the earliest possible opportunity.

Oh, and by the way, I am also assuming that the Rental Housing Protection Act application is following in train — that is, a month or two after the planning decisions, given that most councils like to decide on whether or not they like the proposed new use. Busytown, however, runs the two together, since they are of the opinion, like the City of Toronto, that the vacancy rate, and the impact of the demolition of these five units on the supply of affordable rental housing in the entire municipality, is something that should be kept in mind when determining whether the redevelopment should proceed. I am also assuming, in my very optimistic estimate of 24 months, that the local tenant's association has, after causing only two deferrals and setting up a working



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committee, come to some arrangement that avoids a municipal board hearing on this issue. This might necessitate an agreement to rent out five of these new units for ten years, or something similar.

From here on in, it's all good news — no one has requested a referral — if they had, it would take three months minimum for referral and 14 months for a hearing date, and three months for decision.

The good news continues. The spade work you've done with the planners and the public pays off.

No one objects to by-laws — same time period. No one appeals RHPA approval — or issuance of demo permit (though LACAC does picket the sales centre when the demolition take place 18 months after draft condo approval, and a signed OP 28 to 30 months after our friend started. And this is the good news scenario.

Now, pre-sales can begin. This should happen before working drawings are finalized. Also, of course, because Busytown required all the levies up front, and the school and park levy went up 300% the month before the by-law went to

council, the banker is anxious to see what's happening.

But, sales go nicely and after two months, it seems reasonable to finalize the working drawings. That's four to six months — and plans examination — three to four months, that's more than three years just to have a building permit — and its gone as smooth as glass.

But one final note of caution — our long suffering developer can't breathe yet — because, even now, the project can be stopped. The building permit may in fact be "frozen" or "suspended" in a variety of ways. First, a challenge under S.15 of the Building Code Act, an aggrieved person simply applies, and the service of that notice acts as a "stay."

Or, last year was an election year, and the prodevelopment members of Busytown council were swept from office and replaced by a group of reformers who have never built anything that wasn't government subsidized — sound familiar? And suddenly, the project is subject to changed rules — they have passed an interim control by-law, or, a freeze because

of shortage of schools, roads, parks, sewage capacity or waste disposal sites.

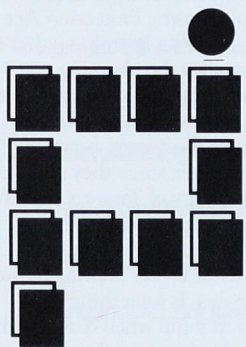
For some, this may be an all too familiar recitation, but few involved in the process see the overall impact of individual interventions. I hope I have left you with a sense of the vagaries and complexities of the planning process, and how dramatically fortunes can shift.

The development industry is a business — my clients are business people, not cowboys — they want certainty and pour immense resources into covering every base, having thought of every issue before the other guy. At base, however, we must realize that it is a business carried on within a highly charged public and political environment which cannot be entirely controlled. And so, I'm afraid to say — the wails go on — "Wha'd'ya mean, 'It'll take four years'?"

This article was adapted from the text of a speech by N. Jane Pepino, QC, given to the Ontario Land Economists in October, 1990.

Ms. Pepino is actively involved in the approvals process.

Torill Kove drew the cartoons. She is about to relocate to Quebec and hopes to contribute to the Journal on a regular basis.



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WAY TO GO COACH!

A NEW TRAINING CONCEPT FOR MANAGERS

At a small meeting of managers from planning departments I attended recently, the problem of finding good managers cropped up. The general complaint from those present was that the planning profession has less than its fair share of good managers and that future competition for staff would aggravate the problem.

Having undertaken many management reviews for municipalities and provincial departments involving planning and other departments, I am not convinced that the planning profession has fewer good managers than other professions. However, I do feel that most municipal governments do not value management skills as much as other organizations.

Problems that arise from a shortage of managements skills are leading to pressures for change. These pressures include the need to do more with less staff, the growing expectations of the public and a generation of the more recent graduates that expect to join groups that are led and managed effectively.

As a result, most municipal departments, including planning departments, are looking for senior staff who combine both professional and management skills. Professional competence is still essential to ensure credibility with the council and the public. However, City Managers and Mayors are increasingly aware of the need to have departments function well overall and this requires leadership that is focused on overall departmental rather than personal performance.

Most senior managers have taken management training in short courses and have rounded off their learning in that famous "School of Hard Knocks". The knowledge these managers have represents a valuable body of knowledge for most organizations. As a result, mobilizing these training resources has become an important aspect of organizational development as managers seek to prepare those reporting to them for the delegation of more authority.

by John Farrow



Naturally, much personal training occurs informally, however, in analyzing how to organize these activities more deliberately, the coaching of athletes provides a good model. Coaches provide assistance at all stages of problem solving, focus on joint participation and teach by example. The coach is supportive, provides feedback and provides hands-on assistance when required.

Coaching involves five basic steps:

- 1 assessment,
- 2 program design,
- 3 agreement,
- 4 implementation, and
- 5 monitoring results.

These five steps work well in the development of a personalized training plan led by a senior staff member. How these can work follows.

1) Assessment

The purpose of this step is to determine what the individual needs to enhance their skills. But there are two other considerations — departmental needs and the skills managers have to offer which should be passed on. This last aspect can be sensitive; not all great hockey players make good coaches and not all good managers make good trainers.

This sensitivity arises from the need to carefully assess the ability of the various managers to pass on what they have learned.

The key requirement for an effective management coach is to be consciously competent. That is, not only be good at what they do, but be aware of why they are good.

Many of us are intuitively competent, but to teach others our skills we must have developed an analysis of these skills to the point where they can be passed on.

The assessment phase involves balancing three sets of needs — the need of the individual to develop new skills, the need of the department to increase the number of people with these skills and the available time of managers with

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the required skills.

2) Program Design

On the basis of this assessment the objective that is to be reached within a reasonable time is established. This objective must be bold enough to involve extra effort from both the trainee and the coach, otherwise, why bother?

The program that is designed to respond to the objective must be flexible (as outside pressures are bound to disrupt time schedules), but there should be a definite time limit. The activities that could be included are multiple, but examples that may apply in some circumstances include:

- preparing the first draft of next years' departmental plans and budgets;
- co-ordinating the staff reviews for the department;
- chairing (and participating) in a task force to solve an interdepartmental problem;
- developing a new policy and developing new procedures to better implement an existing policy; and
- making a high profile presentation to an important group.

What is important is that these new activities are undertaken under the guidance of the coach. This is important

for departmental credibility as well as ensuring the appropriate learning experience. It is also important that the individual activities fit into a coherent program designed to reach the skill building objective.

3) Agreement

This is a short but vital step. The trainee and the coach must agree and commit to the objective and the program.

4) Implementation

In implementing, the coach should identify the on-going learning opportunities, help plan the activity, provide moral support, monitor, provide feedback and, where necessary, provide assistance on the task in hand.

5) Monitoring

This is an on-going task for the coach so that the challenge of the next step is appropriate. The trainee should assist by self monitoring, but the coach is required to provide that extra objective input to provide guidance on repeating a step to reinforce certain skills or to move on. It is important that there is a formal assessment of results at the end of the prescribed period.

In summary, good managers focus on group results and are concerned about how to improve overall group performance. Formal out-of-office training plays a useful role but leaves many gaps. Recognizing the role of senior in-house managers as trainers can help fill these gaps and the coaching model is a useful one in planning these activities.

If you want to build your skills, why not look at those around at work and approach someone you wish to learn from with a proposal. Then get it endorsed by whoever you are both accountable to.

If you are a manager frustrated by the rate of development of some of your staff, maybe this is a way to help and motivate them at the same time. Remember this is an investment that could generate a return very quickly.

"Coach" Farrow is partner responsible for the strategic planning process at Cooper & Lybrand. This article marks the start of his sixth "season" writing for the Journal. He was picked up as a first round draft choice from the now defunct C.O.C. Record.

ONTARIO MUNICIPAL BOARD

EFFECT OF PROPOSED WETLANDS POLICY QUERIED IN WEST CARLETON

by Pierre Beeckmans

In September of 1989 the municipal board heard a request from a developer to dispense with a full hearing on an objection by Helen and Tom Wallace to a zoning by-law applicable to an estate lot subdivision supported by the Township of West Carleton. The Board agreed with the objectors that the concerns of the Ministries of Natural Resources and the Environment should be dealt with in the public planning process prior to finalizing the zoning. A full hearing was scheduled but the objectors were warned that they had better have some substantive support for their concerns.

A full hearing was held between February 5 and May 16, 1990. The basic concern of the objectors was that the golf course could have an adverse environmental impact on the adjoining

Constance Creek and the wetlands abutting the creek. By this time, the Wallace's concerns had been picked up by others (The Wetlands Preservation Group) and representations had been made to have the golf course project subjected to an environmental assessment. The E.A. Advisory Committee decided to await the outcome of the OMB appeal before making its recommendation to the minister. The golf course was substantially completed when the hearing began.

In evidence, the township's planning consultant, Doug Grant, stated that the proposed provincial policy statement on wetlands was not a firm policy and should be considered as merely advisory. Lands on both sides of Constance Creek were designated as Class 1 Wetlands by the Ministry of Natural Resources. Mr. Grant was not able to describe accurately the

condition of those lands prior to the work which had been completed.

The Ontario government was strongly represented at the hearing. Several MNR staff members and a representative of Municipal Affairs gave evidence. The first MNR witness stated that most of the 52 acres of wetland had been dredged and filled, creating a large pond. A second MNR witness related the development of the wetlands policy and described the evaluation system used to classify some 2000 wetland properties in Ontario. A golf course was not seen to be compatible with the conservation uses associated with the wetlands. Municipal Affairs' Curt Halen noted that the wetlands policy had not been approved by Cabinet but said the document was nevertheless an expression of provincial concern for wetland protection. A consultant retained by MNR told the

Board the most suitable restoration plan for the Constance Creek area would cost \$652,000.

The golf course architect told the Board he was instructed to design a world class golf course. He was aware of the wetland but was advised by the consulting engineer and the owner that the whole site was available for the golf course and the proposed use was permitted. He believed that without using the wetland area he could not design a course capable of attracting major tournaments on the property available to him at the time. The owner had since acquired additional lands.

A golf course architect retained by MNR gave evidence including the opinion that a suitable golf course could have been built without encroaching on the wetland area. Numerous biologists and environmentalists gave evidence in support of the Wetlands Preservation Group. A professor from Carleton University saw the golf course as a clear

threat to the valley's ecological continuance. He thought the disturbed area could be restored to a wetland condition. Users of Constance Creek told the Board that its character and aesthetics had been totally changed. The change in the drainage pattern raised fears that nutrients and pesticides would drain into the creek.

A number of local residents appeared in support of the golf course project, citing employment opportunities, the improved tax base, the recreational benefit and the disappearance of weeds and algae. Others spoke in opposition to the proposed development.

The Board identified two major issues:

- a) environmental concerns as they affect land use planning; and

- b) the draft policy statements issued by two Ministers of the provincial government and its relationship to the provincial interest.

The Board disagreed with the proponents of the golf course who saw

no adverse environmental impacts on the wetlands. It went on to state that "...when two Ministers of the Crown issue a statement pursuant to Section 3 of the Planning Act it behooves this Board to take note of the statement... The Board is not bound to decide in accordance with such policy, but the Board may give significant weight to the statement..."

On August 29, 1990, the appeal on the by-law covering the wetlands was allowed. Two conditions of draft approval of the subdivision plan were also before the Board. It decided to make any dredging or filling of the land in the vicinity of Constance Creek subject to a drainage plan to be approved by the region of Ottawa-Carleton.

Source: *Decision of the Ontario Municipal Board*

Zoning by-laws 36-1989 and 73-1989
Conditions 14 & 15, plan of subdivision: Lot 8, Con 5

Files : R 890345, R 890639 & S 900003

BOOKS

The Coming Global Boom

Review by James E. Helik

Charles R. Morris, Bantam Books, 1990, 267 pp.

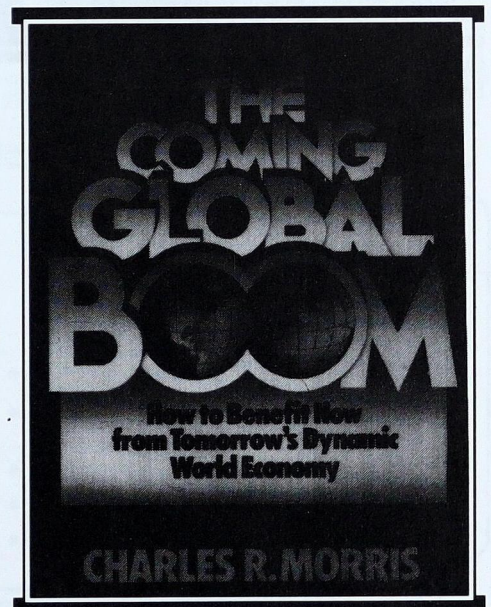
Any book titled *The Coming Global Boom* suffers from an immediate problem: being lumped into the category of popular books with similar sounding titles such as *Making Millions In Real Estate With Nothing Down*, and *Surviving The Coming Depression/Recession/Economic Downturn*. Yet despite the title, Charles Morris, a partner with a Cambridge, Massachusetts, investment analysis firm, has written a well documented examination of emerging economic forces as they affect North America.

Morris's premise is straightforward: that despite the current short term economic slowdown and longer term forecasts of gloom and doom by many prominent economists, North America, and indeed much of the world economy, is on the verge of a long-run, sustained economic boom. Much of Morris' thinking is derived from the Austrian school of economics, specifically from

Joseph Schumpeter, who theorized that what drives an economy are not long term waves or cycles but rather sudden bursts of development and innovation. Morris argues that emerging trends in demographics, government, and industry will drive the global economy to new levels of productivity and a broader distribution of economic benefits.

Demographics trends noted include the aging of the "baby boomers", who will continue to exert a strong influence on the overall economy. However, this group will no longer be the "dependent" population of the 1970s and 1980s (consuming wealth and services but producing little). Instead, they will be "making more and saving more". The increase in the rate of personal savings will free capital for further economic investment and expansion, which will benefit the overall economy. Conversely, however, these same trends will negatively affect the real estate market and related sectors of

the economy as "all of the demographic factors that caused the real estate boom ... will be running in reverse in the 1990s", including a decline in the rate of



new household formation, a levelling of the over-65 population, and rising marriage rates (and declining divorce rates). These trends are all bearish for the real estate market and will lead to flat residential prices (in real terms) in most centres for the rest of the decade.

Emerging trends in government actions will also have positive effects. Morris points to worldwide declining budget deficits (still large, but declining as a percentage of GNP, which is the only true way to measure such deficits), lower inflation and interest rates, and the possibility of a "peace dividend", all of which will combine to lead to a rise in global economic output and productivity.

For business, especially North American industry, Morris sees a good future after a long disruptive period in the 1970s and early 1980s. While other economists have been writing obituaries

for North American manufacturing industries, Morris has examined fundamental shifts in the manufacturing sector. For example, though employment in industry (the measurement most often used by planners) declined drastically during the past 15 years, the health of industry measured by many other factors (output, productivity per worker, plant utilization) began to turn around in the mid-1980s and will continue to improve in the future. As a further example, manufacturing (in both Canada and the United States) accounts for approximately the same percentage of the GDP as it did over 30 years ago. Morris points towards the rapid diffusion of high productivity manufacturing technology and global expansion into previously untapped local markets as furthering this trend into the next century.

One does not have to believe Morris's whole story (such as the eventual melting away of economic boundaries) to see that he often makes a compelling case for a more dynamic economy in the future. Such dynamism is not to be confused with blind optimism, as Morris is the first to point out that there will be periods of "economic dislocation", as well as regional disparities. Planners should read this book if for no other reason that to be aware of some of the possible effects of the changing nature of industry and emerging demographic trends in North America.

Jim Helik is a consultant with Hemson Consulting Ltd. He will be reviewing books regularly for the Journal. Ideas for potential reviews should be passed to Jim at (416) 593-5090

OPPI NOTEBOOK

Earlier this year, OPPI President Joseph Sniezek met with Brian D. Riddell,

Assistant

Deputy Minister, Ministry of Municipal Affairs.

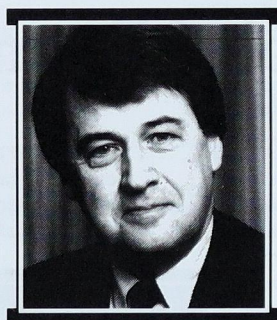
One of the topics was Ministry perception of planners.

Mr. Sniezek requested an annual meeting for OPPI members and the Minister to discuss items like "concerns about the delays experienced at the OMB and at the Ministry level concerning OPAs.

"With delegation of approvals, we believe Ministry efforts should be involved in

resolving conflicts between Ministries — MNR and MOE are two major problem areas."

Mr. Sniezek said, "We are presenting a private bill to the Planning Profession. This bill is going to the private bills committee this spring and we believe it will serve the interests of the Ministry and professional planners throughout the province," he concluded.



Brian Riddell

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The following article is reprinted from *The Land Economist*, Fall 1990. The newsletter is the professional journal of the Association of Ontario Land Economists.

In their 1988 paper, "The Baby Boom, the Baby Bust and the Housing Market," N. Gregory Mankiw and David N. Weil of Harvard University tested the hypothesis that US housing demand could be predicted long in advance from the age structure of the population. Total demand was defined as the sum of the contributions by each individual to housing expenditures. The study concluded that total demand for housing would decline from 1979 to well beyond the turn of the century with "real" house prices falling below 1971 levels.

I have tested that hypothesis in the context of Ontario demographic trends and house prices. While the American work relies on population alone, my study made use of a new housing requirements model developed by CMHC.

This produced some difference in the peaks and troughs, but the pattern of change remains similar in both studies.

Based on demographic change (births, deaths and migration) and the life cycle expenditure pattern of household heads in 1986 constant dollars, my model predicted that the total demand for housing would fall from 1974 (the first period for which comparable data was available) to

1984, then rise dramatically to 1989, followed by a steady decline that begins to level off by 2011, the end of the model period.

A comparison with historical data shows that real house prices troughed two years before demand and peaked three years ahead of the peak demand. This suggests that price change leads the change in total demand, but that real prices and total demand move together.

This model predicts that real house prices, which began to decelerate in 1986, will likely continue negative from 1990 to the end of the study period in 2011.

For this study, we produced a profile of housing expenditure measured as average housing price by age group (data obtained from the 1986 census). Renter house price was determined by multiplying monthly rent by a gross rent multiplier of 110, based on an A.E. LePage report on house prices and expected rents. The profile shows average prices of \$44,600 for the age group 15-19, rising to \$87,800 for the age group 50-54. After age 55, housing expenditure falls steadily to \$59,300 for the group over 74 years of age.

Then, the housing expenditure by age group was applied to the specific number of families and non-families in each respective age group for the period 1974 to 2011. My study also plotted the annual change in total expenditure against the change in annual average Ontario residential sale prices from 1974 to 1989 as reported by the Canadian Real Estate Association, deflated by the Consumer Price Index for Canada (base: second quarter 1986).

These findings have significant long

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term implications for the housing market and for land prices:

1. Net housing requirements are predicted to decline from a high of 85,800 units in 1987 to 60,500 in 2011. The assumptions behind this scenario are:

a) international migration will remain high and

b) interprovincial migration to the west will slow after 1990

2. Total housing requirement for home owners from 15 to 34 years of age of age (most first time home buyers) becomes negative in 1992 and remains until the year 2066. The size of this age group actually shrinks, requiring fewer housing units than are available.

3. The age group 35-54, which now requires 31,000 units annually, continues to grow to 36,000 in 1996, before falling off dramatically to 8,000 units in 2002.

4. The home-ownership requirement for those over 55 years of age (now 17,000 units annually) grows at a moderate rate to the year 2000, then increases more dramatically for two years to 38,000 before leveling off in the 34,000 range. The group over 75 years of age does not become a dominant factor until the end of the study period.

The conclusion is that the current drop in real prices is not only a response to the current business cycle and high interest rates: it reflects a more fundamental weakening in long term demand, as a result of a structural adjustment to the demographic characteristics inherent in the population. As such, real prices will continue to decline for the foreseeable future.

Dallard Runge is co-ordinator of economic and market analysis for CMHC Ontario.

Local Economic Development and the Environment

by Rob Amos

Talk of recession may have shifted attention away from the environment for the moment, but in the long term it seems increasingly likely that all professions will need to have regard for our natural surroundings. The argument that it's someone else's problem doesn't cut it anymore. The question now is how to reconcile an organization's traditional function with some regard for the consequences of that function.

In the public domain the economic development role has the potential to be most at odds with the environmental movement. This is due to the criteria used to judge development, namely: number of jobs created, number of tourists drawn, growth in population, GNP, GPP, and the like. Theoretical attempts have been made to draw up a more comprehensive measure of economic well-being. One, the Index of Sustainable Economic Welfare, is comprehensive but complex and only applicable to the national situation (1). A better definition for the local scale was proposed by T.M. Power (2) summarized as follows:

Total real locally available wages + value of nonmarketed income locally available to individual = local cost of living qualities of the environment.

This reintroduces the concept that nonmarket goods contribute to economic development and that increasing wages is only one aspect of the development effort. Thus, a local increase in wages does not necessarily lead to an increase in local real income.

The most often talked about concept that

tries to reconcile growth and the environment is sustainable development (SD). But, as Tony Usher has pointed out, the concept was intended to be applied in Third World nations. The message for the developed countries is less clear. The Brundtland report(3) notes that growth is OK if it "reflects the broad principles of sustainability and non-exploitation of others" (pg 44). Applying these principles to aid in targeting economic development efforts is no easy task. For example, how does building a new auto parts factory or a tourism complex measure up against SD? A clue to operationalizing SD lies in one of its central principles which states that development is fundamentally about satisfying human needs. Theories of human need have been around longer than theories of SD. One of the best known was proposed by Abraham Maslow in 1954. His theory states that needs can be ranked in a hierarchy such that an individual will not seek a higher need until all the lower ones are satisfied. Higher needs are for personal self-fulfillment; lower needs are for food, water and air; others fall between these. Maslow was no environmentalist, he simply outlined the conditions we all need for survival. The most basic of these are the ones now most at risk according to the environmental movement.

Any economic proposal can be measured against each of Maslow's categories. The question can be asked: does the auto parts factory have a positive, negative or neutral effect on the lowest needs, and on the next lowest, and so on. It's hard to imagine any factory that doesn't have a



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negative effect on air or water so in the strictest sense the proposal should stop there. Allowing it means accepting a steadily degrading environment. Of course, there is no reason factories could not be environmentally benign, it would just cost them more to operate. Prices to the customer would then reflect the true cost, to the planet, of goods. By evaluating a proposal at each level some sense of the real impact of a development emerges, both positive and negative. For example, what are the likely affects on housing, social structures, and how fulfilling are the new jobs compared with the alternatives.

Brundtland and her commissioners had no intention of constricting development in this way. Rather, they wished for the entire range of human needs to be considered. The significant difference is that the Commission considers employment to be the most basic need, and not clean water or air. In fact throughout much of their report it's difficult to see where the environmental reputation came from. Thus, a factory may compromise the natural environment but provide opportunities for better shelter, education, social contact, and self-fulfillment for those previously unemployed. On balance, the project may therefore be desirable in areas of under-development as the alternative opportunities may be few. Where there is full employment the Commission is vague. Quality of life is often cited as a comparative advantage in economic development literature. But the purpose of this is usually to draw the outside investor with the eventual result of raising wage incomes in the community. Maintaining that quality is generally taken to be outside the traditional development function. SD offers little guidance, whereas Power and Maslow

describe two frameworks against which the consequences of development can be judged. According to both models, development that is really sustainable is the kind that meets people's needs not the kind that increases GNP, sales, and other quantitative measures.

- (1) H.E. Daly and J.B. Cobb (1989) *For the Common Good.*
- (2) T.M. Power (1988) *The Economic Pursuit of Quality.*
- (3) World Commission on Environment and Development (1987) *Our Common Future.*

RICK DOUGLAS, OPPI, MCIP

Rick Douglas passed away on November 20, 1990 of a rare, malignant brain tumor. Rick was a Senior Associate and Vice-President of E.J. Reinders and Associates, Architects, Consulting Engineers, Planners and Project Managers. The company's offices are in Brampton.

Rick joined the firm in August 1987 as Senior Planner, then was promoted to Director of Planning and Manager of Reinders Northern Ltd. Rick had worked in Iqualuit, NWT, for eight years in the Department of Municipal and Community Affairs.

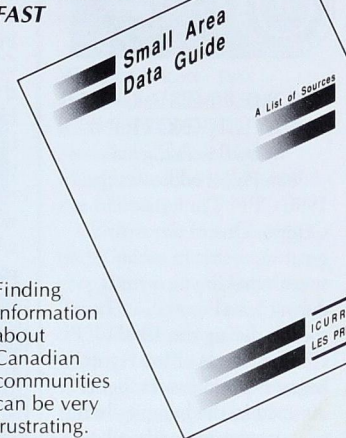
Joseph Plutino, Associate Planner of Reinders, writes, "Rick was a rare individual and an exceptional role model in our profession. His sense of professionalism and his genuine interest in people earned him the respect and admiration of his staff and associates. He will live on in the hearts of all who have had the good fortune of knowing him and in the light of his children's eyes. His friends at E.J. Reinders and Associates Canada Ltd. will miss him."

Rick is survived by his wife Sue, and his three young children.



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EASTERN

SOMETIMES A GREAT NATION (NOTION)

by Bob Pekarchuk

Jean Pigott addresses the 1990 OPPI Conference in Ottawa. One of the truly great moments in ad lib speech making occurred during Jean Pigott's luncheon speech during the 1990 OPPI Conference. As Mrs. Pigott began her address the lights dimmed in the banquet hall, all ears were focused on her voice, the projectionist had just put up the first background slide. When out of the blue, Mrs. Pigott announced she was going to throw away her prepared speech and said, "I'm going to talk from my heart today" as she explained what it means to be a Canadian in the nation's capital.

Pigott has watched along with the rest of us in this nation the warring factions threaten to destroy what they cannot own. In her words, it leaves us the residents of the the nation's capital at a loss as to what to do. The capital is supposed to embody the strength and purpose of the country. It is supposed to represent it with its symbols, traditions and dreams.

"What should the capital of Canada mean in this traumatic time of change?" she asked. Then she answered. Pigott wishes every child (and adult) in Canada could be put on a tour bus here in Ottawa and be given the 75 cent cook's guided tour of CANADA STREET. They need to see, now more than ever, what is here.

Pigott's would take that tour bus along what has been commonly called the one-mile square route of Canadian history. She would show our children Rideau Hall and explain why we have chosen to separate the pomp of state from the power that governs it. Next she would show External Affairs where them most precious passport in the world is issued. The War Memorial and the War Museum, where we commemorate those who have paid the supreme price in order to preserve our rights and freedoms to shout at each other in Parliament.

They would need to see the Parliamentary precinct—Confederation Boulevard. The Peace Tower and her story of the Inuit artist visiting Ottawa for the first time who asked to have her picture taken with the Peace Tower so she could take the picture back to the far north to share with all her friends who could not be there in person.

They would also need to see the Supreme Court, where the highest laws in our land are upheld, the Museum of Civilization, the Art Gallery and the National Archives where the memory of Canada's past is lovingly stored and restored.

She also remembered that some of Canada's greatest triumphs as a nation came at times when the nation itself was in periods of crisis. The Parliamentary precinct was built during the First World War. Jacques Gréber began his visionary labours on the eve of the Second World War and Pierre Trudeau chose to re-define the capital's borders and mandate in 1969 just as Quebec was slipping into

provincial crisis.

Her over-riding message to the assembled planners was that as Canadians we need one place where we feel Canadian and there needs to be a re-dedication to the dream of what it means to be Canadian. As we proceed into this latest time of crisis ... a failed Meech, talk of separatism (both western and Quebec), free trade, the GST and recession, now is the perfect time for new initiatives within the capital. Mrs. Pigott sat down to deafening applause.



NORTHERN

WINTER CITIES DESIGN MANUAL PRODUCED

by Jeff Celentano

In November of 1990, the landscape architectural firm of Hough, Stansbury, Woodland was retained to research and write a Winter Cities Design Manual. This publication was targeted for delivery to the International Winter Cities Association conference held in Sault Ste. Marie in January 1991.

As a design manual, it is more than a little unique. First, the sponsorship and financing for this text came from a variety of sources: the IWCA, the Ministry of Municipal Affairs, the city of Sault Ste. Marie and the Northern District of OPPI. Second, although primarily written by and about landscape architecture and design, input was obtained

from local planners from Thunder Bay, Sault Ste. Marie, Timmins, Sudbury and North Bay. It is hoped

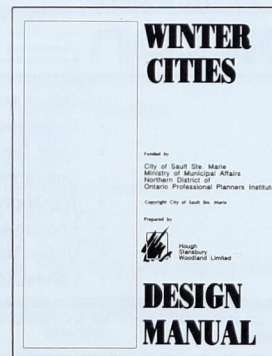


Jeff Celentano

that their contributions will help make the document useful as a resource for our colleagues in both fields. Third, although there is a distinct "Northern Ontario" flavour to the final document, it was felt that the issues and ideas produced are applicable not just to a region, but to Ontario (and perhaps other provinces) as well.

What the manual tries to do is suggest how winter cities can be made more comfortable and convenient. Similarly, the manual was written to assist both the professional and the lay person "develop design solutions that are sensitive to the winter conditions of northern climates."

Mr. Hough and his associates have compiled a



remarkable amount of information, organized it in a logical fashion and have thrown out a few questions and challenges to boot.

For additional information or to acquire your very own (sure to be a collector's item) copy, please contact the City of Sault Ste. Marie Planning Department. from Don McConnell (705) 759-5375.



Hurononia report

by Celeste Phillips

The Muskoka-Simcoe Chapter of OPPI recently held a dinner conference at the Sundial Inn in Orillia. The conference, entitled

"Towards an Ecological Consciousness in the 1990s", was attended by approximately 45 persons and was organized by Andrew Fyfe, City of Orillia; Dave Parks, Township of Georgian Bay; Wes Crown, Township of Tay; and Michael Sullivan, Reid and Associates. The guest speaker was Mr. Fred Johnson, Manager, Special Projects, responsible for the Greater Toronto Area, Ministry of Natural Resources. Mr. Johnson advised that with public recognition of the need for more environmental planning, the Ministry of Natural Resources has in response placed increasing emphasis on the prevention of water resources, natural heritage and biological systems (woodland management). In this regard, municipalities will be asked to play a key role in implementing many of the "greening" initiatives through their planning efforts. The question and answer period provided a broad overview of both local and regional issues. It is clear that over the next five years, the Ministry

of Natural Resource's new directions in environmental management will become much more visible.



A message from your new regional editor

Heather Ross

After graduating from the University of Waterloo in 1986, I started my professional planning career with the County of Essex. This initiation prepared me for my present position as a Current Operations Planner with the City of Windsor. My dedication has not gone unnoticed as I was recently

asked to become OPJ Regional Editor, Southwestern Ontario.

I am third of a long line of Windsor editors - two actually, Jeff Watson and Bob Riley of 1985 SWOC Newsletter fame. In their inaugural address, they noted the following:

"Editors are not the only participants in the preparation of a newsletter. The SWOC Newsletter had traditionally included, in addition to the above, social notes, notice of new planning techniques, professional advice for the resolution of thorny planning problems, as well as a variety of miscellaneous bits..."

Since all our readers are also potential contributors, the degree of excitement will depend a great deal on you, the reader."

I agree, and I'm going after you!

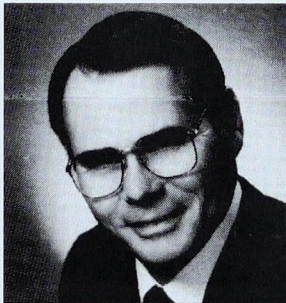
Call me at: (519) 255-6250 or send articles to Heather Ross City of Windsor Planning Department 350 City Hall Square West Windsor, Ontario N9A 6S1

OTHER PEOPLE'S BUSINESS

CLAUDE F. BENNETT

Mr. Bennett retired from provincial politics in 1987. During his career as MPP for Ottawa South, he served as Minister of Tourism, Minister of Housing and Minister of Municipal Affairs and Housing. He was also Chairman of Cabinet and a member of the Policy and Priority Board of Cabinet.

He was appointed chairman of the Board of Canada Mortgage and Housing in December, 1990.

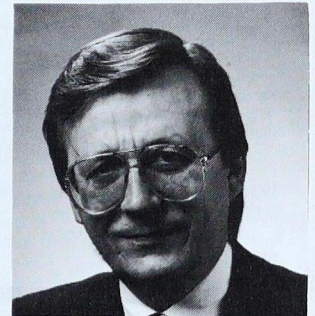


PAUL STAGL

Paul Stagl has established a new consulting practice, Opus Management Inc., specializing in development, urban design and provision of expert testimony.

Paul continues his affiliation with the IBI Group and plans to join forces with the firm for larger projects.

Opus Management is located at 62 Fairholme Avenue in North York, ON, M6B 2W6.



The Soul of Professionalism

Who is a professional and who is not? The question is confusing. Professionalism means several different things. The only certainty about it is that it cannot be conferred by others. Professionalism must come from within ...

The current use of the word "professional" in reference to business attitudes is ironic in view of its traditional meaning. For centuries in western societies, a professional was precisely what a business person was not. It was commonly assumed that there was a higher purpose to professional activities than merely making a living. This put professional people on a higher social level than those "in trade," who in turn were assumed to have only money in mind when doing their work.

The idea that a profession had a moral dimension denied to more straightforward commercial pursuits could be traced to the origin of the word in the Middle Ages. Then, a professional was someone who had vowed or "professed" to devote his or her life to the service of God. It did not take long for certain secular workers to point out that they too had taken vows to serve mankind in the same selfless spirit. Thus teachers (or "professors"), physicians and lawyers combined with the clergy to form the professional class.

In theory, professional people put ethics ahead of money-making or other personal interests. In practice, the reverse was often the case as professional codes were wantonly honoured in the breach. Sleazy lawyers figure prominently in the literature of Elizabethan times, demonstrating that today's professional scandals draw on a long and dishonourable tradition. But since the majority of professionals over the ages proved honourable enough to retain public respect, the established professions enjoyed a degree of social esteem that was the envy of similar occupational groups.

These strove to gain greater prestige by claiming professional status. By the

beginning of this century, dentists, accountants, engineers, architects and others had been formally added to the list of professions. From then on, the meaning of the word expanded informally to include other workers who had university degrees or the equivalent, and did not dirty their hands in their jobs.

Dictionaries took to defining a profession broadly as a "calling involving some branch of learning." These days, yuppies (young urban professionals) constitute a type rather than a social class. They are identified more by how much money they make and how they spend it than by their specific careers.

Money has always had a good deal to do with the public perception of the professions, since doctors, lawyers and the rest are known for their relatively high incomes. At the same time, though, it has been understood that there are some acts forbidden by ethical codes which no amount of money can entice a scrupulous professional to commit.

Indeed, professionalism in its purest form calls for a dedication which transcends pecuniary or any other private considerations. One of the most telling illustrations of what being a professional is all about came in an anecdote told by a World War II correspondent who once encountered a nursing nun tending to some horribly wounded and diseased Japanese prisoners.

"I wouldn't do that for a million dollars," said the newspaperman.

"Neither," said the nun, "would I."

But professionalism has a second meaning which collides directly with the spirit of the first. In the second sense of the word, a professional will do absolutely anything for money. One could be a "professional" torturer if the price were right.

Being a professional in this sense also means doing for pay what others do for nothing. It is the opposite of being an amateur, although in its application to sports, the distinction between the two

designations has become blurred.

Professional pride interacts with professional standards of workmanship. One is proud to be able to do an outstanding job; one will not do less than an outstanding job because one is proud.

In many cases, professional pride may be mingled with the animal joy a person finds in the exercise of a natural ability. Those with a strong talent for a particular line of work may feel that this is what they were born for. Young people with this conviction have a sense of professional dedication before they ever take up their specialties.

"He was in love with his work, and he felt an enthusiasm for it which nothing but the work we can do well inspires in us," the American man of letters William Dean Howells wrote of a colleague. Here he touched on three attributes of a great professional in any field: a sense of vocation, enthusiasm, and the special inspiration which is generated from within.

The polish that makes a professional piece of work shine is usually the result of copious sweat and perhaps even tears of frustration. The more agonizingly one toils at it, the finer the product. As Daniel Webster wrote about his own sometime profession, "If he would be a great lawyer, he must first consent to be a great drudge."

The first thing a novice notices about an old pro in any field is that he or she makes difficult tasks look easy. Along with their other acquired expertise, professionals become expert at never showing the intensity of their efforts. They are more aware than anyone of the meaning of the classical aphorism, "the perfection of art is to conceal the art."

The English language has never known a more readable stylist than Charles Lamb, whose prose flowed with the clarity and brilliance of spring water. But his author-sister Mary, in a letter to friend, has left us with a endearing picture of how painfully he achieved his mastery: "You would like to see us, as we often sit writing at the same table.... I taking snuff, and he groaning all the while, and saying he can make nothing of it, which he always says till he is finished, and then he finds out he has made something of it."

Lamb's uncertainty over his work clashes with the image of cool professionalism held by the public. Seasoned professionals are supposed to "know their stuff," meaning that they know exactly what they are doing



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at any given time, and that they know their subjects inside-out.

Professional persons tend to present an air of calm capability to the world for the very good reason that what they essentially have to sell is trustworthiness. None of us would want a dentist who is evidently unsure of which tooth to drill or an accountant who confesses his confusion over a newly-passed tax law.

And indeed thoroughgoing professionals must have confidence in their own abilities. It is self-confidence that allows them to break with tried and true techniques in the search of fresh approaches to problems.

Professional self-confidence comes from having a sure grasp of the fundamentals of one's subject. Where self-confidence goes wrong is which senior practitioners in a field become too sure of what they know, and come to believe that they have completely mastered their subject. When they conclude that they know all there is to know, they are no longer professionals, but hacks.

Complacency is a distinctly unprofessional trait. The reason there are scholarly journals is to make it possible for professional men and women to maintain a knowledge of the ceaseless developments in their chosen subjects. The journals also carry debates over new ideas in the field, which stimulate lively and creative thought about professional concerns.

If there is one characteristic of the established professions which sets them apart from other employment, it is the continual renewal of knowledge and expertise through publications, conferences, seminars and so forth. That distinction, however, is becoming less and less relevant with the passage of time.

It was once possible for a man or woman to get a job in business or public service and retire from it 50 years later with pretty much the same body of knowledge he or she acquired in the first few months of working. Now, almost every occupation in the western economy has become like the professions, in which something new is always happening to enhance knowledge and alter techniques.

Technicians and crafts persons nowadays are constantly having to learn about new equipment, processes and methods. People in sales are just as constantly being called upon to learn the intricacies of ever more complex product lines.

In no industry are products and conditions the same today as they were two or three years ago. Keeping abreast of developments has become a way of life for anyone involved in administration, production, servicing, or sales.

The renewal of knowledge is only one of the characteristics of the established

professions which are becoming common in other occupations. As summarized by the American newspaper executive Charles E. Scripps, some others are "high academic standards, rigorous training, peer review, and permit by way of government license or some other empowered body."

Mr. Scripps made his observations in a letter to the editor of a journalistic trade magazine. In it, he concentrated on professionalism in the context of public responsibility. He pointed out that anyone responsible for the physical or psychological wellbeing of other people is capable of causing great harm which cannot be completely dealt with by the legal system. Journalists clearly are in a position to cause such harm.

For many years there has been talk about having journalism designated as a profession, if only to encourage journalists to exercise greater responsibility. Mr. Scripps argued against such a move because of the threat it raises of government control.

Going down a list of "professions," he wrote: "The practices of medicine, or tennis, or prostitution are not civil rights or human rights. The right to speak and write, to hear and read, are human rights everywhere and civil rights in civilized nations. Journalism is a noble calling, a skilled craft, a respectable trade, or ignoble, sloppy, or disreputable depending on the character and skill of the practitioner."

In this he echoed the widely-held opinion among journalists that professionalism is where you find it. Professional and unprofessional journalists may work side by side on the same story or even in the same news room.

Whether a particular person deserves to be called professional or not depends entirely on how conscientiously he or she collects and handles information. It can be argued that the same applies to lawyers or accountants or architects; that calling them professionals does not necessarily make them act like professionals. Some do and some do not.

Because dereliction inevitably occurs in the best-regulated of professional families, some have formed their own governing councils with powers to punish offenders by expulsion if necessary. One reason journalism has never formally become a profession is that it is too amorphous to allow for the kind of self-regulation practiced in the law, medicine and the like.

Journalism ranges in quality from newspapers and magazines in which every word is checked for accuracy to tabloids full of "reports" about the ghosts of movie stars, grotesque multiple births and visitors from other planets. Add to these the electronic media in all their diversity, and it is just too unwieldy for any professional body to

grapple with.

If journalism is too big to lend itself to the formal imposition of professional discipline, how much more so is the whole broad field of business. True, individual industries—notably those having to do with personal finance—have set strict standards of ethics and training for people in sales. Still, there is no controlling behaviour in business in general. Any product can be made a little cheaper, a little less reliable, a little less safe; anything can be sold under false pretenses to those who have no need for it. Short of the law, which by no means covers all cases, it is impossible to curtail cheating among business people inclined to cheat.

So, despite all the talk about "sales professionals," "management professionals" and the like, business people are unlikely ever to gain public recognition as professionals in the traditional sense of the word. Instead, professionalism in business necessarily will remain a matter of actions speaking louder than words.

Like all professionals worthy of the name, business professionals will put their customers' welfare before any personal consideration. They will never stop renewing and improving their knowledge and skills. They will conduct themselves with due professional pride and integrity. They will not cut corners, whether in terms of ethics, performance, or quality.

Never has there been more need than there is today for professional attitudes in business. The large-scale financial failures in North America in recent years were brought about by a lack of the qualities which professionalism implies.

These include not only the ethical qualities implied in the first meaning of the term, but the workmanlike qualities implied in the second. The two meanings converge when they come to professionalism in business, because the business professional must be both a scrupulous dealer and outstanding at his or her work.

"A great society is one in which men of business think greatly of their functions," the philosopher Alfred North Whitehead wrote. To think greatly of those functions is to regard doing business as a profession whether or not it is so called.

In essence, the professional man or woman is one who behaves professionally, not necessarily one who has been certified by a licensing body. Professionalism cannot be conferred on you by other people. It consists of what you expect from yourself.

*From Royal Bank Letter, Nov/Dec 1990.
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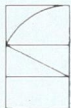
FIRST CLASS

continued from page 6

widespread recognition of the problems faced, the strategies that can be used in overcoming them, and the key aspects of the implementation of those strategies. It is recommended that a "transit awareness" package be developed and promoted nationally to members of each profession involved in land use planning. Where resources permit, the general package could be refined within each province or city in order to accommodate area-specific standards or processes.

Michel Gravel is Chief Transportation Engineer and Geoff Noxon is a Transportation Engineer with Delcan Corporation in Ottawa. Delcan undertook the described study on behalf of the Roads and Transportation Association of Canada (RTAC). The study reports, "The Role of Transit in the Subdivision Design and Approval Process," and "Guide to Transit Considerations in the Subdivision Design and Approval Process" may be purchased through Roads and Transportation Association of Canada, 2323 St. Laurent Blvd., Ottawa, Ont. K1G 4K6 (613) 521-4052

Views expressed herein are those of the authors, and not necessarily of RTAC. Comments on this article are welcome. Ideas for transportation-oriented articles should be addressed to Dave Kriger, c/o the Journal or directly to Delcan in Ottawa, where Dave is a senior transportation engineer.



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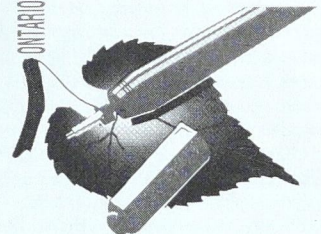
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