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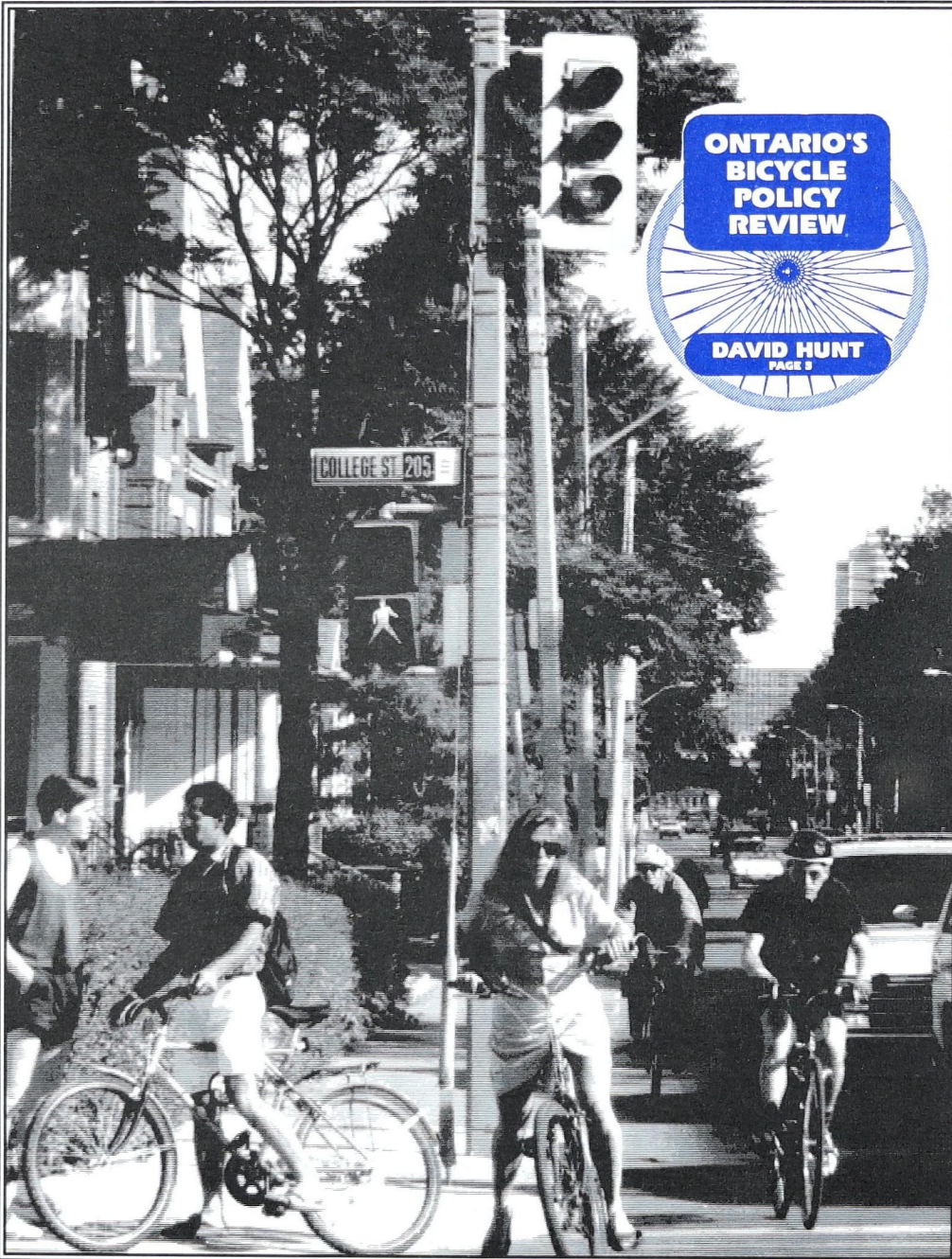


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Should the official sphere of provincial transportation in Ontario

encourage and support the bicycle as a serious mode of travel and trip making? Some would venture to state that with the number of observed cycling participants and examples set by other jurisdictions, the answer is obvious and the Ministry should revise its policy to include financial support for bicycling. In Metro Toronto alone, it is reported that cycling commuters have increased from 38,000 in 1988 to 70,000 in 1990. Others, however, may judge that this minority group of transportation users which for the most part is oriented towards recreation purposes should not receive more government funding, especially in a period of economic strain. In the Greater Toronto Area both cycling and walking account for approximately 1% of the trips with over 85% of the cyclists trips being recreational or fitness outings.

The Ministry of Transportation of Ontario initiated a review of its existing bicycle policy in August of 1990 to provide answers to the above question and positions. The ministry's present policy was last reviewed in 1981 and concluded that cycling is predominantly a recreational pursuit with minimal commuter benefits and therefore should not compete for a share of transportation funding allocations. Eligible areas for Ministry support cover bicycle route signing, parking racks at transit stations, inclusion within broad planning studies and safety related initiatives, the expenditure for all of which average well under \$200,000 per year. Municipalities in the province are responsible for initiating planning, and paying for construction and maintenance of bicycle facilities in their jurisdictions. The focus of the ministry's attention in this area has been on a continuous program of bicycle safety through promotion campaigns, course materials, driver education and regulations under the Highway Traffic Act.

With this background, the policy review is being

COVER STORY

ONTARIO'S BICYCLE POLICY REVIEW

by David Hunt

conducted in a manner which is open and seeks comments from all interested parties and the public through an active consultation process. Advertisements and press releases were circulated province wide, in April of 1991 to request public comments and again in June/July to invite participants to public meetings in Toronto, Ottawa, London, Sudbury and Thunder Bay. Nearly 450 contacts have been made to the ministry on this project, which clearly identifies the high degree of public interest.

The timing of this project finds it set within a climate of strong government and interest group support. Federal, provincial and municipal levels have environmental agendas which the bicycle can complement in terms of energy conservation, pollution reduction, global warming and a host of other "greening" initiatives. Transportation alternative based groups such as "Bikes not Cars" and

over 40% commuter trips by bicycle, expectations across the province are certainly high for some form of policy support.

The public has identified a number of primary issues that require close scrutiny. These include the lack of bicycle facilities, safety concerns, the environment, education and enforcement. Implementation costs, funding and design criteria also are critical factors.

There is little doubt that the momentum generated over the last decade in North America for cycling will continue to result in an ever increasing presence of bicycles. For example, the powerful Bicycle Federation of America, with a recent pedestrian division, is lobbying Congress to increase its existing \$45M per year support for state cycling infrastructure to a whopping 3% of the Federal Aid Bill or approximately \$400 million.

The environmental by-ways of Ontario are well positioned to take advantage of this burgeoning American and Canadian interest through cross boundary cycle links and matching facilities for cycling tourists. Any future changes, however, will likely be slow and gradual, and the policy review represents an essential first step to determine the direction of that change.

David Hunt is a Senior Policy Planner with the Ministry of Transportation of Ontario. He is responsible for coordinating the Bicycle Policy Review and can be contacted for more information at (416) 235-4174.

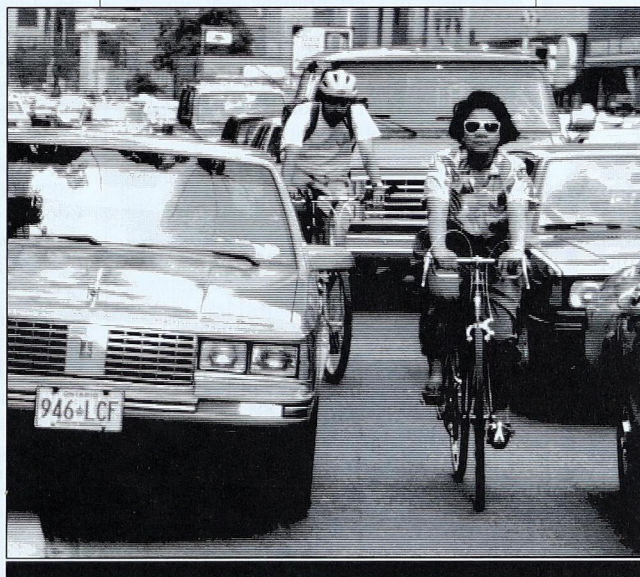


Photo: Anne Hansen

CREATING HEALTHY SOCIAL ENVIRONMENTS: A REVIEW OF METRO TORONTO'S SOCIAL DEVELOPMENT STRATEGY BACKGROUND REPORTS

by Greg McFarlane

Fundamental to any strategic planning process is the notion that the "world" should appear different at the end of the process, than it did in the beginning. In some instances these changes are minor and cosmetic while in others dramatic shifts can occur replacing old values, ideals, and power relationships. Some benefits are realized immediately; others need time before their true impact is felt. Similarly, the Municipality of Metropolitan Toronto's current initiative to map out a strategic approach to social development is designed to provide guidance and direction on what the social landscape should look like through the 1990s, and into the next century. What this environment should look like, how we achieve it, and how we know that we were successful are all vital questions which need to be addressed throughout this process.

As referred to in a previous article on Metro Toronto's Social Development Strategy in the Ontario Planning Journal (Volume 6, Number 3), four consultants were contracted to review the following critical topic areas:

- (i) social implications of a sustainable city;
- (ii) alternative models for the delivery of human services in large urban areas;
- (iii) strategies for making the community better for disadvantaged households;
- (iv) an overview of demographic, economic and public policy trends and
- (v) opportunities for community empowerment and community-based planning.

Each of these topic areas addresses a different aspect of social development, and taken as a whole, provide a powerful framework in which social planning can occur within Metropolitan Toronto. It is essential however that these reports not

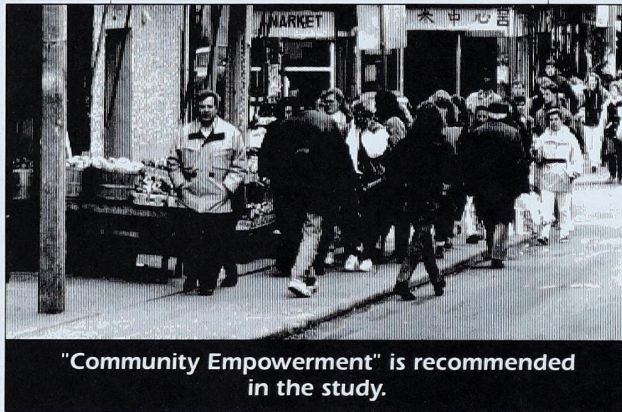
be read independently, but rather with the view to understanding the relationship between the concepts and ideas contained within them.

THESE INCLUDE THE FOLLOWING UNDERLYING THEMES:

- the idea that all citizens require equitable access to community resources (including linguistic, physical and mental access);
- that inclusion, empowerment, and empowerment in the decision making process are essential to creating a sense of community;
- the notion that the creation of a livable city includes the integration of

and focus groups with key informants, this report places Metropolitan Toronto in the context of the current socio-economic environment.

Beginning with a review of demographic trends, this report outlines many of the factors which will contribute to the composition of Metropolitan Toronto's population. The decline in fertility rate, the growth of the elderly population, and the need for increased levels of immigration to stabilize the population will all have a dramatic impact on social policy in the municipality over the next 10 to 15 years. There will be an increased need for



"Community Empowerment" is recommended in the study.

physical, social, and economic needs.

The purpose of this article is to review the consultants' key findings and comment on their implications for the evolution of social and economic policy within Metropolitan Toronto. The findings and concepts of the consultants' studies will be of interest to land use planners attempting "to have regard for" community service needs and social policy issues.

THE "BIG PICTURE"

"Metro in Transition" is a comprehensive overview of demographic and economic trends, an analysis of federal/provincial government policy trends and their implications for Metropolitan Toronto. Based upon an extensive literature review, interviews,

municipal leadership to ensure that social services meet the needs of a diverse ethno-cultural community. Renewed pressure for language and job training for refugees and new immigrants will require greater planning and co-operation between all levels of government. There will be a radical shift in the labour force balance, with fewer young entrants supporting an economy dominated by an aging population. Finally there will be the transformation of our society into one which must adapt to larger numbers of elderly requiring more health and social resources.

In the realm of economic development, two significant challenges were identified. Increased global competition from nations with low-wage production commands an ever increasing presence in the market place. As a result, Canadian business will be compelled to re-evaluate current strategies to become more competitive in a global economy. Globalization will also increase pressure on various levels of government in Canada to re-think the degree and type of social supports available to its citizens, since competitiveness has been linked to the social costs business incurs (i.e., universal health care, unemployment insurance and welfare programs).

The second challenge is that of retaining employment in the manufacturing sector. The impact of "free

trade" (with the eventual addition of Mexico), job displacement through the increased use of technological innovation in the work place and the migration of companies to lower cost regions in the Greater Toronto Area will contribute to Metropolitan Toronto's vulnerability.

These economic trends will have a significant impact on social development over the next ten years. Industrial restructuring will likely replace traditional manufacturing jobs with positions requiring new, more technical skills. Displaced workers will find it increasingly more difficult to obtain employment at industrial wage rates, while re-training may significantly delay re-entry into the labour force. The most serious implication of this scenario is the further polarization of income distribution with increased numbers of working poor among women, those with low educational attainment and recent immigrants.

In terms of intergovernmental relations, the situation can best be described as being in a state of transition. The federal government is currently re-evaluating its commitment to the support of social spending, including restraint in such programs as the Canada Assistance Plan and Unemployment Insurance. Similarly, the provincial government is also in the process of reviewing social programs which it either delivers or has responsibility for overseeing. The implications for municipal governments are enormous with respect to how client groups become defined, who takes responsibility for them, and how programs are funded.

The final chapters speculate on the impact of social service devolution to communities. Although there is some consensus that delivery of social services should be a community responsibility, it is by no means clear that municipal

governments should be the agent of delivery.

"NEW AND IMPROVED" SERVICES

In "Strategies for Making the Community Better for Disadvantaged Households", and "Alternative Models for the Delivery of Human Services in Large Urban Areas", the themes are change and partnership. Both reports argue that an examination of those whose "disadvantages" have placed them on the margins of society and new paradigms for human service delivery are required to move Metropolitan Toronto towards a more healthful social environment.

The implications for municipal governments are enormous with respect to how client groups become defined, who takes responsibility for them, and how programs are funded.

While the definition of disadvantaged household is not without controversy, it has been defined here as individuals and families "...whose quality of life has been adversely affected as a consequence of their inability to move beyond the margins of political, social and economic existence (and)... are prohibited from gaining access to, or of being included in the mainstream."

Contributing factors to disadvantage include low income wages in a high cost city, failure of the educational system to ensure standards for literacy, and inequable job hiring practices. The identified consequences of disadvantage are large numbers of homeless, hunger (more people using foodbanks), physical and mental health problems, and conflict with the law.

After a brief literature review, this report goes on to identify several strategies for addressing disadvantage. Issue areas are roughly divided generic concerns like planning, land use, and

public safety and the more traditional consumer group approach (i.e., elderly, youth).

Each issue area incorporates objectives and strategies for implementation. In the area of economic development, for example, an economic objective is to attract "environmentally friendly" industry through the establishment of municipal tax incentives. To reduce the marginalization of refugees and immigrants, expanded mental health services are proposed.

While the "strategies for disadvantaged households" report searches for more immediate solutions to marginalization and accessibility, the "Alternative Models" report explores models for the long-term reorganization of human services delivery, starting with the premise that human services parallel social, demographic, and economic transformation.

The three proposed models are: Community Partnership, Enterprise Culture and Community Service Cooperatives. What is significant about these approaches is that the planning function has been decentralized and authority has been devolved away from government. Local problems are addressed with local solutions, by local authority.

In the Community Partnership Model local government, business and community agencies work together for the benefit of the community. This model was developed in the United States during the 1980s when massive cuts in human services were initiated by the federal government and local government could no longer meet community human service needs. Local business did not wish to locate in communities where social and economic decline was occurring. The loss of

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human services, economic investment and employment began to accelerate the decay of many U.S. cities.

To encourage partnerships between business, government, and community, federal tax incentives were given to businesses that participated in cooperative initiatives. Community organizations identified needs and solutions, local government provided needed authority, while business provided a portion of funding and management expertise.

In the Enterprise Culture Model, the planning, managing, and delivery functions of human service delivery are moved from centralized government to the private and non-profit sectors. This model is based on the "bottom up" principle of planning where services are driven by consumer demand. Funding originally designated for community agencies now goes directly to the consumer who decides how much service is purchased, how often it is delivered, and by which service provider.

In an alternative format, private and non-profit agents could bid on government sponsored service contracts (i.e., Meals-on Wheels, home help, family counselling etc.), thus ensuring that the service is delivered at lowest cost and by those who best understand the market. Such an approach presumably promotes both innovation and efficiency.

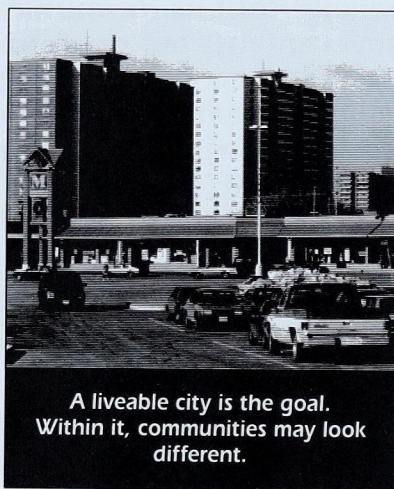
The Community Service Cooperatives Model replaces government departments with more flexible and responsive, community-based, non-profit groups. Such a model would enable users, members and staff of a human service organization to plan and control program delivery. As a "people-centred" approach to services, control of the work place would migrate to staff of the agencies.

"POWER AND PLANNING TO THE PEOPLE"

Beginning with the premise that citizen involvement in any public planning process is a basic right, the "Opportunities for Community Empowerment and Community Based Planning" report goes on to explore various models of planning and empowerment and its relationship to citizen participation. The underlying assumptions of this report are that participation is more likely when people feel they can make a difference, have an

opportunity to participate and have some degree of control over the process.

Five models of citizen participation are proposed and represent gradations of community empowerment. Beginning with the Information Model, this approach ensures that the public is fully informed about changes in the environment. In the Consultation Model is the requirement that citizens be consulted on local needs before decisions are made. The Advisory Model incorporates a structured and ongoing opportunity for citizen involvement during the planning process. In the Support to Communities Model, local communities would provide support to citizen groups in order to ensure that they become effective partners in the planning process. The last model,



Community Control, would transfer funding and decision making power directly to the local community. Each of these models is described in detail, outlining respective advantages and limitations.

The report argues that the opportunity to exercise empowerment requires a strong commitment to community based planning. A detailed description of seven planning models then follows. As in the empowerment models, the planning approaches are also on a continuum as defined by organizational sophistication and degree of authority. The first is the Community Forums Model ("Town Hall Meeting") which has little organizational structure and only has the authority to debate issues and pass resolutions. The Community Task Force Model is a

mechanism for the citizens to address a specific issue for a limited period of time to deal with well defined targets and goals. A more structured approach is the Community Associations Model which brings together community agencies and organizations who have a common interest to share information but has no decision making capacity. Similar to the previous model, the Community Federation Model voluntarily brings together agencies with the express purpose with finding agreement on specific issues which then becomes the position of participating agencies. In the Community Coalition Model, agencies or organizations coalesce on specific issues or concerns in a structured environment with clear lines of communication, guidelines for decision making and accountability structures. The Community Council Model is an assembly of both agency representatives and individual citizens with an elected Board of Directors giving it a mandate from the broader community to deal with specific issues. The last model is the Community Corporation which emphasizes both the social and economic objectives of a community controlled business to deal with issues identified by the local community.

In the end, a complex series of recommendations are proposed including the development of a plan to establish guidelines for citizen participation and evaluation criteria. Recognizing that no one model is best, the report recommends integrating several models as a means of increasing the decentralization of service planning and delivery. While the strategies for disadvantaged households report searches for more immediate solutions to marginalization and accessibility, the "Alternative Models" report explores models for the long-term reorganization of human services delivery. Starting with the premise that human services parallel social, demographic, and economic transformation, this report reviews those changes as the context for the development of alternative strategies for service delivery.

"TO SUSTAIN OR NOT TO SUSTAIN..."

The concept of sustainable development is best characterized as achieving optimal states of human and

environmental well-being without endangering the possibilities of other people in other times and places to do the same. In "Social Implications of a Sustainable City", sustainability is explored in the context of the social infrastructure of a livable city. Several principles are developed including that of transgenerational equity; the integration of economic, environmental and social goals; a balance of socio-economic and environmental interdependencies; and self-determination in order to develop greater community self reliance.

The report documents three strategies for achieving social sustainability. The first strategy is a review of the role of community based planning in a sustainable society. This type of planning ensures that the "ordinary citizen" has involvement at various points in the decision making process. A checklist of requirements for community based planning is developed based upon a series of principles such as Diversity (does the process anticipate and expect divergent points of view) Equity (is the process democratic) and Self-Determination (does the process promote self management). Each principle has attached to it a series of questions to be asked during the planning process.

The second strategy is a framework for developing a Social Impact Assessment (SIA) process. The SIA is a means of assessing how the human costs and benefits of planned changes will be distributed across both time and space. Its principle use is to establish the right of people affected by an activity to decide if they want it to happen and how.

The last strategy is the Community Balance Sheet. The "balance sheet" approach annually assesses municipal standing with respect to key socio-economic indicators. Several indicators

How far can the political structures be changed to accommodate the competing interests of self determination? How do we begin to successfully integrate the goals of social, economic and environmental planning as a means of achieving and maintaining a "livable city"?

and methods of measurement are suggested such as equity in income distribution, natural resource depletion, the costs of environmental damage. An example of a reporting format is also included. Such a method of evaluation is useful in determining which areas are experiencing positive or negative change and allows for the readjustment of priorities where necessary. However, without appropriate social/economic strategies available to address areas of decline, there may be some difficulty in developing a timely response to the emerging needs.

In the end, the report points out that no policy framework exists to ensure that the examples and ideals illustrated within the document are implemented or replicated in Metropolitan Toronto.

THE FINAL WORD

The collective vision of these reports is that the Metropolitan Toronto community is undergoing vast social, economic, and environmental change. In the midst of all this change there is the enduring sense that somehow it must be managed at a human scale. Each of these reports therefore has something to say about managing change and about what residents could do to help create healthy communities.

It is also abundantly clear from these reports that a new social contract is required between those who govern and those who are governed. The goals of sustainability and alternative ways of providing human services for example require an examination of ongoing citizen participation and local autonomy in the light of the

current decision making process at all levels of government. How far can the political structures be changed to accommodate the competing interests of self determination? How do we begin to successfully integrate the goals of social, economic and environmental planning as a means of achieving and maintaining a "livable city"? How can we incorporate diverse community values and visions into a complex and often ambiguous planning and decision making process? These are some of the many questions this research has left for us to ponder.

Greg McFarlane is a Planning Analyst with the Policy and Planning Division of the Metropolitan Toronto Community Services Department. Contact Greg at (416) 392-8660 for more information concerning these studies.

OTHER PEOPLES BUSINESS

NEIGHBOURHOOD PLANNING: THE KEY TO A HEALTHY CITY

by Rick Merrill

The most important portion of Toronto's CityPlan '91 Proposals Report may well be the emphasis on new residential development that reinforces the qualities of healthy neighbourhoods. Conflicts between the scale of new forms

of development today and their impacts on specific areas of the city cannot be underestimated. That Toronto is blessed with strong neighbourhoods has begun to sound almost cliché. However, returning to Canada after ten years in Dallas and having viewed the City from a distance

convinced me that the quality factor that sets Toronto apart from many North American cities is its vibrant neighbourhoods. By comparison, planners in some U.S. cities like Dallas could benefit from the Toronto experience.

THE LEGACY OF SUBURB BUILDING

The form of planning in Dallas over the past 30 years was based on a suburban model, as inner city residents continue to move to the outlying areas. The typical suburban residential developments feature single family homes, often in fenced compounds, with total reliance on the automobile. While traditional neighbourhoods often draw vitality from a diverse mix of uses, zoning practices in Dallas isolate functions into clearly identifiable land uses. That is not to say that there are not healthy communities within the city. The problem is that they are in need of protection and Dallas continues to look to large scale development as the answer.

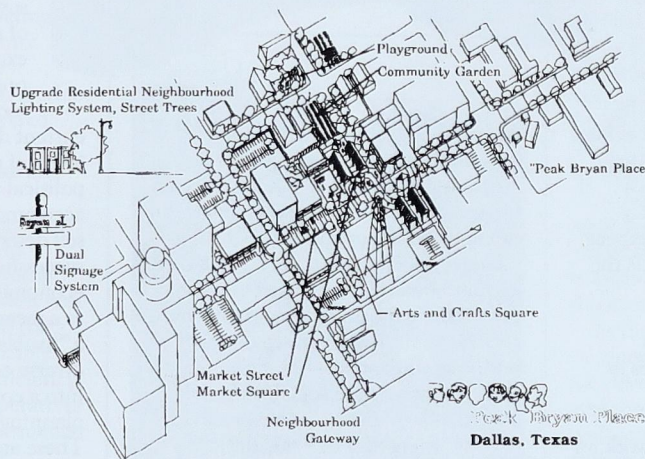
THE NEIGHBOURHOOD FOCUS

Elements that act as a focus for localized activities also give the neighbourhood an identity that residents can easily relate to. It was most interesting to rediscover the role of the school in typical urban Toronto neighbourhoods. Many families first meet through the activities common to their children at the local schools. In Dallas and many of its suburbs, more than half of the non-minority school-aged children attend private schools. The result is a neighbourhood in plan only. Those elements that bind the residents of Toronto's neighbourhoods together such as local schools and the associated activities are functionally absent in Dallas neighbourhoods.

In 1989, the City of Dallas solicited consultants for the planning of an area adjacent to the Central Business District that has historically been a reception area for immigrants. The process evolved from the idea that some form of retail market would be a good means of rejuvenating an area of the city that had high crime rates, overcrowding and rundown infrastructure. The purpose of the exercise was to develop an Asian Market building to cater to the high

number of Vietnamese and Cambodian refugees living in the area. Specifically, the market was to act as a catalyst for the neighbourhood as well as the larger immigrant community now spread throughout the city.

As the selected consultants for the Asian Market, we undertook an extensive process of consultation with the residents of the area. The spectrum of immigrants included those from Vietnam and Cambodia as well as Nicaragua, Haiti, El Salvador and Mexico. These new arrivals had a lot in common. Their perception of a neighbourhood suggested that the proposed market must be much more than a place to shop: the market needed



to serve as a social centre for the neighbourhood. As such, it could not be a single building. Neither would the residents' cultural heritages lend themselves to an enclosed concept.

It became abundantly clear that the Dallas Planning Department's concept of the new Asian Market as a single building bore little relationship to the lifestyles of the immigrant residents and their concept of a neighbourhood. Nevertheless, the City's desire to utilize the market as a catalyst for re-establishing the area had merit even if it came from the wrong set of assumptions.

As a result of the public consultation process, the City's efforts broadened to encompass new forms of housing over retail and the use of the street as an integral part of the market. Essentially, the role of the market would supplant the school as a vital neighbourhood focus.

Further, a working committee was established to detail the neighbourhood concept. The committee formulated a marketing plan which reached out to the larger Asian community for support, input and financial assistance from those who had successfully relocated to the suburbs.

LOST TRADITIONS

The form of the traditional neighbourhood has been diluted in cities like Dallas. In the case of the Asian Market, the process of rediscovering the functional elements of that living environment came about by accident. A new and more functional community is evolving around the area of the Asian Market since it has been integrated into the fabric of the neighbourhood and acts as a focus to the localized activities of the residents. The street has been returned to them as a place to congregate and carry out daily tasks. On Saturdays, the plan calls for street parking to be replaced by stalls for the sale of produce. Permanent market sheds have been designed to work for a variety of activities when not in use for the market. Day care has been established for working mothers and the sense of a neighbourhood seems to be emerging naturally.

Toronto planners do not have to re-learn the art of community building as they do in Dallas. Toronto has strong tradition of healthy neighbourhoods to build on, and the impetus for maintaining and expanding them is CityPlan '91. The fundamental task is to provide framework that allows the neighbourhood to adapt to lifestyle and other changes. However, one lesson that can be learned is that the deterioration of such things as local schools can be devastating even to the best-intentioned planning efforts. Toronto should not be complacent in attempting to reinforce any and all of the elements that sustain strong neighbourhoods—for together, they form the key to a healthy city.

Rick Merrill is an architect and urban designer with Page & Steele Architects in Toronto.



With apologies to the Bard and anybody who isn't interested in what happens in Toronto, here are some random thoughts on how our sense of what makes a place liveable can be shaken up overnight.

Large cities can be the most exciting places on Earth. Committed urbanites will put up with a lot for the sake of protecting a lifestyle that thrives on bustle, adrenaline and the occasional hustle.

City life can also be wretched - the kind of existence that renders the presence of good book shops, exotic blends of coffee and fine dining rather meaningless.

For the majority of city dwellers, however, life is a mixture of mildly pleasant experiences tinged with a range of annoyances. The stresses of urban living, for the most part, maintain a sort of equilibrium - although many would suggest that the balance is precarious. In Metro Toronto alone, the number of fairly happy people could easily exceed two million.

So when a week long transit strike throws a wrench into the day-to-day business of getting by, even fairly happy people get upset. When the subways aren't vibrating under our feet and the streets are devoid of buses, streetcars and trolley buses, the city is a lonely place - notwithstanding the thousands of extra cars

WHEN THE QUALITY OF LIFE IS STRAINED

pressed into service and the masses of cyclists threading their way through the world's biggest parking lot. Anecdotal evidence suggests that the strike was the back-breaking straw that for many tipped the scales against city living.

For those like myself who will continue to live in Metro come what may, perhaps there are other, more useful messages to be learned

from the strike. Some have suggested that the TTC did us all a favour by allowing us to get a glimpse of a Metro 20 years in the future struggling along without the benefit of improved transit - an environmental nightmare comparable to Jimmy Stewart's "It's a wonderful life" dream sequence when he sees the world as it would have been had he not been around. The worry is that we will quickly forget the experience, remembering only the heroic parts ("...and how did you manage in the strike?"). The reality is that decisions on new transit infrastructure will be knowingly delayed until nearly 2000 to accommodate Environmental Assessments that some observers have suggested will cost the taxpayer \$33 million for the privilege of finding out that transit is more environmentally acceptable than allowing more cars to penetrate the urban fabric.

Glenn Miller, Editor

OTHER VOICES

KIDSVIEWS: TORONTO'S YOUNG PEOPLE SPEAK FOR THE FUTURE

by Judy Matthews

"If you have a city that's not a place where children like to live, it eventually becomes a place where adults will not like to live."

Dr. Robert A. Aldrich
Pediatrician
University of Washington, School of
Medicine

WHY WE DID IT

The group with the biggest stake in Toronto's future—the City's young people—were given a major say in determining that future, through Kidsviews. This initiative included a series of six planning-oriented projects, undertaken in classrooms across the City and at City Hall.

City planners joined forces with Toronto's public and separate school boards and local "street kid" counselling agencies to both inform and learn from the younger generation. Together, they developed projects that stimulated kids to think about the planning issues

affecting Toronto. Teachers and counsellors ensured that the ideas, concerns and opinions emerging from Kidsviews projects were considered during Cityplan '91, the review that will result in a new Official Plan for the City of Toronto.

Developing a greater interest and awareness of municipal issues among the City's youth; developing through this interest a sense of involvement and commitment regarding Toronto and its future; and changing kids' perceptions about their ability to affect change, were three of Kidsviews' objectives. Expanding the scope of civic studies and fostering a greater understanding of local government within the school system were other important goals.

HOW WE DID IT

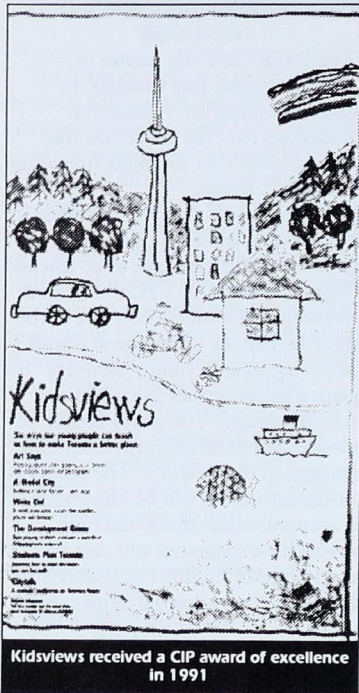
Following discussions with several students and school trustees, the Toronto Board of Education officially endorsed the City's initiative. The Planning and Development Department then struck an

advisory board for Kidsviews. Developing projects that were relevant to the current school curriculum and to Cityplan issues and its consultation process was not easy. The various disciplines represented by the Advisory Board—educators, counsellors, planners—each brought their own unique perspectives and experiences to the task. The end result was a series of projects that broke new ground, both in terms of content and application.

To enlist the support of the City's teachers, posters and brochures describing the six Kidsviews projects were developed by City staff and sent to every school and teacher in Toronto.

WHAT IT INVOLVED

The Kidsviews initiative designed and developed six separate Cityplan '91 projects for implementation in classrooms across the City: "Citytalk," a student conference on urban issues where policy briefs on topics such as housing, transportation and the environment were



formulated and presented directly to the Commissioner of Planning and Development; "Art Says," an exhibition at City Hall of more than 200 paintings, drawings, posters, murals, plans, models, poems, and essays, based on issues in the new Plan; "A Model City," a two-day workshop where teams of students, architects and urban designers planned and built a new City neighbourhood using Lego blocks; "Write On!," a survey that asked over 2,000 students and street kids to identify buildings and places they like, where they feel uncomfortable or afraid, and neighbourhood issues that concern them; Everyone who participated in the "Write On!" survey was eligible to enter a draw to become "Mayor for A Day"; "The Development Game," a role-playing exercise where students, in the guise of developers, City planners, politicians, etc., grappled with conflicting views to prepare a redevelopment proposal for waterfront lands; and "Students Plan Toronto," an in-class writing assignment where students worked in groups to prepare their own official plans.

Eight months of planning and activity culminated with the grand finale of the Kidsviews project. Some 300 students

representing a spectrum of schools and ages, gathered for a formal presentation to City Council in the Council Chamber, followed by a luncheon in the Members' Lounge upstairs. These events had three objectives: to recognize the time, effort and creativity of participating students; to provide students with an opportunity to speak directly to Council; and to alert municipal politicians to the needs, concerns, and interests of young people living in the City.

Students from each of the six Kidsviews activities addressed Members of Council and presented the Mayor with a written report, outlining the process and conclusions they had reached as a result of participating in the project. The students asked Councillors to "build more houses and schools in the City"; "create more homes for the homeless"; "put more buses and streetcars on the roads"; "put up more trees than buildings"; "make more parks for kids to play in"; "more bicycle paths for kids to ride on"; and "clean-up the gunk in the lake".

Students thanked organizers for the opportunity to participate in the Official Plan review. They said it was important "to involve youth, and to allow them to give their opinions." They hoped, "that they would be listened to."

WHO PARTICIPATED

Nearly 8,000 students, from some 100 City schools, participated in Kidsviews.

Through Beat The Street, an additional 30 young people, living a marginal existence, participated in the art and writing projects.

In conjunction with Youthlink—Inner City, another 100 youth participated in a survey that addressed the concerns that affected them as young people living on Toronto's streets.

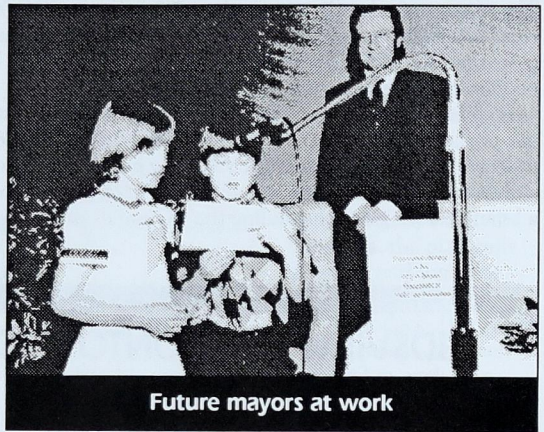
WHAT WE ACCOMPLISHED

HOW WE HELPED THEM AND HOW THEY HELPED US

Kidsviews helped children develop an

awareness and sensitivity to urban issues and how the City works, by giving them a sense of civic participation. We hope they will in turn develop a commitment and sense of responsibility to making their City more liveable in the future.

What surprised planners most, was the striking similarity between the concerns raised by the City's youth through Kidsviews, and those made by adults through other phases of the Cityplan '91 outreach process. Kidsviews reassured planners that they were tackling the right issues—concerns that affected everyone, including the youngest citizens. Planners were



Future mayors at work

genuinely impressed with the freshness and insight of what the kids had to say, as well as how articulately they expressed their views.

WHAT WE ARE DOING NOW

Building on the success and momentum of the project and, more importantly, responding to the needs that emerged during its implementation, City staff, educators and young people are now working on two recommendations. First, a Young Peoples' Advisory Board at City Hall is proposed. The Board will provide a mechanism through which City policies that effect young people can be brought to their attention for their review and consideration.

Second, based on the assumption that good municipal policy comes from informed and educated citizens, City planners and Board staff are now working together to expand and enrich

the educational curriculum in municipal affairs throughout the Toronto school system.

These recommendations will go before Council in October 1991.

Kidsviews costs \$10.70 (Canadian

funds), including taxes (shipping and handling charges apply). Copies are available from the Resource and Publications Centre, Information Services Section, main floor, City Hall, Toronto Ontario M5H 2N2;

Phone (416) 392-7410.

Judy Matthews was a planner with the City of Toronto Planning And Development Department. She is currently working for Metro Planning in the Policy Division.

MANAGEMENT

MANAGEMENT FUTURES IN GOVERNMENT

by John Farrow

A

key task for managers is anticipating the management problems of tomorrow that they and their organizations must cope with.

Notwithstanding this,

surprisingly little is written about the future organizational pressures that will result from the changing operating context. The following ideas that were stimulated by discussions in a recent workshop on future management issues in government, are designed to respond to this need. The focus is municipal government but many of the points can be extended to other levels of government.

GLOBAL ECONOMIC FORCES WILL BE FELT LOCALLY

Increasing international competitiveness is the dominant trend that will influence every other economic factor and this has many important consequences for Ontario municipalities. The two most important are, the continued restructuring of the manufacturing industry through the 1990s and the pressure to reduce government debt by constrained government expenditures.

THE IMPLICATIONS FOR MUNICIPAL MANAGERS ARE AS FOLLOWS:

- Local economic uncertainty will encourage municipalities to seek partnerships, with senior levels of government, business, labour and educators. Managers who are comfortable operating outside the organization to facilitate these partnerships, are going to be required. Networking and negotiating will be important skills.
- Financial constraints will mean that every decision is a financial decision. The ability to determine the financial consequences of decisions and communicate the results effectively will therefore be required.
- Economic development will become an

increasing pre-occupation as the vulnerability of towns to shifting patterns of job creation become apparent. A demand for marketing, economic and entrepreneurial skills will likely result.

CONSTITUTIONAL ISSUES WILL IMPACT MUNICIPALITIES

The question currently being asked about the balance of power and responsibilities between Queen's Park and Parliament Hill is



John Farrow

raising the public's consciousness about how they are governed. One consequence is that the value contributed by all levels of government is being questioned; witness the rise of the Reform Party in Ontario. Municipalities can also expect to come under close scrutiny. In response, managers are going to need to explain what their departments do and convince councillors and the public that the services they provide represent good value for money. The ability to evaluate services from a customer's perspective, analyze municipal activities keenly to determine where the most value is added, and to communicate effectively, will be required.

ENVIRONMENTAL CONCERNS WILL GROW

As a topic of public concern, the environment is still immature. Current research is stimulating public concern and then regulation. Reaction to new regulations in turn stimulates further research and the cycle begins again. The current effort devoted to environmental concerns will grow exponentially during the next five years. Knowing how to account for environmental impacts will become as important for managers, as being able to prepare a budget. Environmental concerns will have an especially significant impact on municipal managers as most of the international issues—Great Lakes clean up, energy conservation, waste management, etc.—all have a local component.

Another trend is that environmental interest groups in some jurisdictions are challenging resource allocation decisions. Managers faced with this challenge will require more than traditional arguments concerning efficiency to support their recommendations. They need to determine the best environmental outcomes of alternative courses of action, integrate this into their analysis and persuasively communicate the results. Furthermore, they will need to provide assurance to an increasingly skeptical public that the organizations they are responsible for are being managed in an environmentally responsible way.

Understanding environmental issues, and then being able to build these considerations into decision making, is another key management skill for the nineties.

THE TECHNOLOGY SQUEEZE

As technology and knowledge about its marvels progresses, resource constrained municipalities are going to be making

increasingly difficult investment decisions on new technology for revenue collection, electronic auditing, environmental clean-up, energy conservation, transportation management systems, communications, the accessing of information, etc. The

advertisement that says, "No one ever got fired for buying IBM," plays on a basic fear of those responsible for making these big decisions. Many decisions concerning the purchase of new technology are highly visible, expensive and risky. Getting it wrong impacts

significantly on individual careers.

Yet managers will have to make these investment decisions more and more frequently. Understanding how to use technology, evaluate technological investment and determine its impact on the organization will be an increasingly valuable skill.

DEMOGRAPHIC AND SOCIAL TRENDS CONTINUE TO BE IMPORTANT

Planners are used to responding to these issues professionally but demographic and social trends will also place new demands on managers. Aging, increased ethnic diversity resulting from immigration and employment equity require new responses from the organization, and as a result new management skills. The same social forces are also going to make the operating environment more diverse and complex. Managers are going to have to adapt quickly in order to respond to changing demands both internally and externally.

A good understanding of the cross-cultural and intergroup issues will be a good start. However, organizations may well need to be structured differently to be more responsive to their workforce. Facilitation skills are going to be necessary for managers so they can assist organizations make the transition from current established operating norms to what are likely to be more flexible organizational cultures.

In order to lead organizational change, managers must first manage personal change. This means anticipating future organizational pressures, determining the future management skills required and then setting out diligently to ensure that they and those around them acquire these skills. Through this process, managers make the most important transition of all—from managers to leaders.

John Farrow is a Partner with The Coopers & Lybrand Consulting Group in charge of the strategic planning practice.



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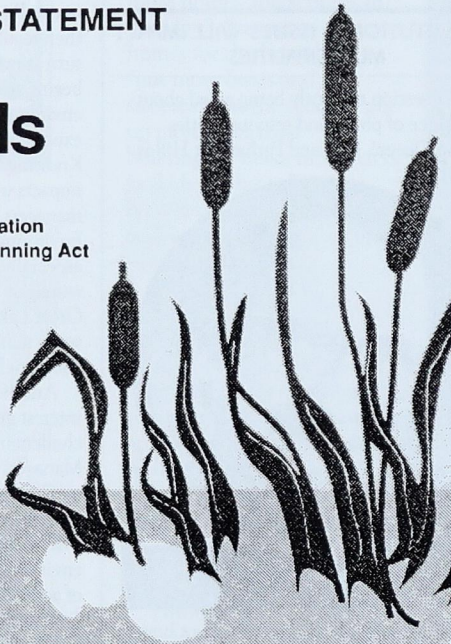
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TOOL OR TROUBLE? CONDITIONS IMPOSED BY A COMMITTEE OF ADJUSTMENT

by Marshall Green

In dealing with the question of the Committee of Adjustment and its power to impose conditions on its approvals, I have decided to deal with three particular themes—the power to order conditions in the first place, how far those conditions can go, and how to get those conditions enforced, i.e., registered.

AUTHORITY FOR PLACING CONDITIONS

As we all know, Committees of Adjustment generally deal with three aspects of authority under the Planning Act—the granting of consents, the granting of minor variances, and the extensions of legal non-conforming uses.

With respect to the power to grant consents, the condition-authorizing power is tracked back via section 52(2) of the Act to section 50(5), giving the Committee of Adjustment the same power to review and order conditions on a plan of subdivision. To follow the path, we look at section 52(2) which states that the Committee (or Council or Minister) in dealing with a consent, shall consider the matters set out under section 50(4) (the subdivision considerations) and shall have the same powers as with a plan of subdivision, and in particular the powers under section 50(5).

The power to order conditions with respect to minor variances and for extensions of non-conforming uses are set out in section 44(9) of the Act. It is important to note that section allows the committee to grant permissions “for such time” and “subject to such terms and conditions” as the committee deems advisable. The use of this time mechanism will be discussed shortly.

HOW FAR DOES THE POWER GO?

The power to order conditions upon the granting of a consent is covered, as we have indicated, under section 50(5) of the Act. That is the same section as the

Minister uses to order conditions on a subdivision agreement. The power is very broad. It includes the provision under section 50(5) (d) to force the applicant to enter into an agreement with the municipality for such matters as the Committee (Minister) considers necessary, including the provision of municipal services. Thus, something akin to a mini subdivision agreement could in effect, be ordered. On the other hand, all of the tests that the Board has set out for determining the reasonableness of these conditions would come into play.

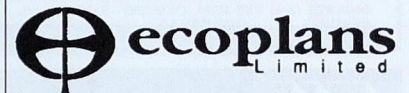
For instance, the line between “hard” and “soft” services may have to be drawn, though this distinction, with the Development Charges Act, is becoming less visible. In addition, the municipality may, in fact should have to show a line between the actual application and the demand for the service requested. For two cases dealing in different ways with this issue, see 569912 Ontario Ltd. v. City of Barrie Committee of Adjustment¹ which sets out the tests on how a city must prove levies that it intends to charge on severance, and First City Shopping Centre Group v. Gloucester², a site plan case, that touches on the question of planning reasonableness.

By way of example, the power to order entrance improvements for a severed lot would likely be a legitimate exercise of the condition ordering power on a consent to create a new building lot. It is related, of course, to the concerns set out in section 50 (4) (e). Likewise, sewer extensions and hook-ups might be a legitimate reflection of the concerns set out in section 50 (4) (i). At the other end of the spectrum, contributions to more “global” services such as libraries, fire hall and police services, as far as these might not otherwise be covered in a lot levy, would likely not be closely enough tied to section 50 (4) to pass OMB scrutiny. An example of a “grey” area would be such as a deed for future road widening. Is this truly tied to the development of this individual lot? As

the OMB stated in one particular case, the conditions ordered must be “within the limits of planning reasonableness.”³

The power to order conditions on a severance is what might be called a more “particular” power. That is, it is set out in a particular section, and drawn from the powers that are specifically set out and granted to the Minister in what the Act has identified as a like situation, the approval of a plan of subdivision. On the other hand, the power to order conditions upon an application for variance or permission is a much more “subjective” power. The power is set out, in general, in section 44 (9), and has been left to the Board, the Courts, and practice, to develop.

What is specifically dealt with, though, is that the provision of time-limited conditions is authorized. With respect to extensions to legal non-conforming uses, you should be made aware of a recent unreported OMB decision that has deemed time limits on such extensions to be inappropriate. For instance, if the Committee deems that a particular use of a non-conforming building should be allowed because it is “more compatible” but limits the change



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to a particular time period, does the entire use become "illegal" when the time expires?

With that caveat in mind, the use of time limited variances can be a very important tool for the Committee to use. The granting of permission for a temporary dwelling while a permanent one is being built, or allowing an existing dwelling while a new, replacement one is

under construction are examples of the importance of such a power. Time-limited conditions are also used in connection with allowing certain development to go ahead of the provision of full municipal services, though this requires careful consideration in order not to turn the municipality into a guarantor that the services do in fact come into place within a specific time period. It should also be

kept in mind, in particular as we deal with enforcement of these conditions, that any temporary structures should be capable of being dismantled easily.

Once we draw away from the time-related conditions, the very general wording of the section allows almost limitless conditions, subject to the warning issued earlier that the conditions must bear a relationship to legitimate planning concerns. Boards have allowed reduced standards on the basis that a particular use of a property take place (e.g., parking requirements reduced on the condition that a property continue to be used for non-profit housing³). They have even gone so far as to order money paid to a neighbour as an estimate of the amount his land value might be reduced because of a reduced set-back for a garage.⁴

Please keep in mind one important distinction with respect to the power to grant conditions on variances. As opposed to the consent power, where the power to order parties to enter into agreements with the municipality is specific, there is no such clear power in the variance section. Many committees still order such agreements, and many applicants still enter into them. However, there is no specific power given to the committees to order such, and until the question is put before a Board or the Courts (which appears not to have happened yet) this power is still a dubious one.

There are, of course, a couple of general restrictions on the imposition of conditions whether they are for a severance or for a variance. Firstly, since the Planning Act is provincial legislation, conditions must not delve into the areas left exclusively to the Federal government. Conditions that prescribe that a variance could be granted, subject to no use of the premises for gambling, or obscenity, for instance, would be a contravention of this rule, as it deals with criminal law.

Secondly, we must always be cautious of restrictions that can be alleged to trample on human rights. The example of the Bell case always looms large when we try to attach specific conditions that may relate to the user as opposed to the type of use.

ENFORCING CONDITIONS

There is really no sense, of course, in



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having conditions if they cannot be enforced. It is a key then for the condition-imposing body to decide which conditions to impose, to consider how these conditions are to be enforced against a defaulting landowner, and to determine how they are to come to the notice of subsequent purchasers.

Dealing with the first question first, the enforcement process breaks down into two categories—conditions imposed per se, and conditions imposed under an agreement.

Where a committee on a severance imposes conditions for the granting of same, the statement setting out the conditions is followed by a statement (or is to be implied from the legislation) that the conditions must be fulfilled within a specified time, or the severance is void. Of course, a certificate will not be given until all of the conditions are met. The land cannot actually be separately deeded until that happens. Enforcing the conditions simply does not raise itself as an issue. Please note carefully, as I am sure you have done, that the secretary-treasurer's certificate given under section 52(21) is conclusive proof of the fulfillment of the conditions—that becomes the point of no return for a municipality that seeks to enforce the alleged failure to fulfill a condition against an owner.

The landscape is not quite so clear, however, with respect to conditions imposed on a minor variance. If the building that was granted a parking variance on the condition that it remain non-profit housing, no longer is same, how does one enforce the condition? Well, the municipality, of course, would not want to run the building. Nor would it, or the Courts, want to be put in the position of having to supervise the owners on the use of the building forever. The simple answer is that, upon the condition lapsing, the use is no longer legal. It is not legally non-conforming, mind you; the use is illegal. Enforcement can take place either by bylaw prosecution with the imposition of daily fines until the parking variance is made up, or by way of a mandatory injunction for the provision of extra parking, or otherwise changing the use to comply.

However, when one of the conditions put on a severance or a variance is the entering into of an agreement with the

breach of contract.

Agreements have other theoretical implications as well. In the case of a severance, keep in mind that the agreement might contain conditions that are ongoing even after the certificate is issued. Say, for example, an agreement entered into calls for the landowner to make some ongoing arrangements for a particular matter. The landowner then fails to keep that part of the agreement. The theoretical implication is that the severance is no longer valid. In the case of a variance, the use could be said to revert to illegality. Likewise for the extension of a legal non-conforming use. Consider the implications that might occur when the agreement calls for the landowner to provide

There is really no sense, of course, in having conditions if they cannot be enforced. It is a key then for the condition-imposing body to decide which conditions to impose, to consider how these conditions are to be enforced against a defaulting landowner, and to determine how they are to come to the notice of subsequent purchasers.

a certain number of off-street parking spaces. He provides them on a neighbour's land, and the agreement with the neighbour lapses. Is it safe, then, for a lawyer acting for a purchaser to rely only on the certificate of the

municipality, another dimension is added. The failure to fulfill the agreement gives the municipality, in addition to its quasi-criminal and injunctive rights, a personal action against the landowner for a

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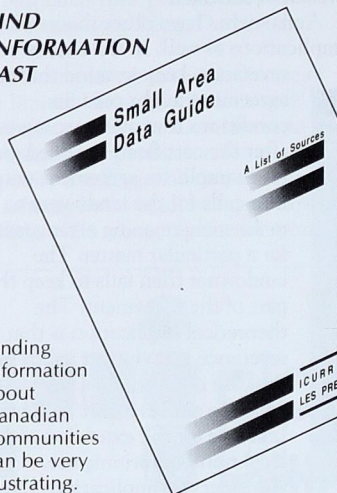
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secretary-treasurer to confirm that all elements of the severance have been met?

One of the over-riding complications with respect to the entering into of agreements when ordered by a committee of adjustment is the considerable inflexibility in amending them should the situation need arise in the future. Specific conditions that are to be imposed by agreement will have to return to the committee if the agreement is to be amended.

The last point I would like to deal with, is how one gives or gets notice of these conditions or of agreements containing same.

Amendments to the Registry Act, Land Titles Act and the regulations under both Acts have led to tremendous inflexibility in the number and types of documents that Registrars are prepared to accept for registration. Agreements that are authorized by section 50(5) are clearly allowed to be registered. Thus, any agreements that are entered into as part of a severance, and that in any way can be tied to section 50, should state in a recital that they are made under that section.

The situation is much more difficult in the case of conditions imposed and agreements made under the variance or legal-non-conforming extension sections. Firstly, since there is no "certificate" requirement on conditions imposed under these sections, there is no way of guaranteeing that the conditions are fulfilled. Short of hiring enforcement officers, there is no way that the municipality can assure itself, and subsequent owners, that conditions have

been met. Of course, the result of not fulfilling a condition, for a variance, for instance, is that the variance is void, and the use becomes illegal. However, this has to be communicated, at least to a perspective purchaser. I would strongly recommend a flag on all files that have received permission in order to make a notation on the inevitable lawyer's building and zoning letter. Though I am aware of no case on point, I can imagine that some day a municipality will be held liable for not informing a purchaser that there was an unfulfilled condition on the variance granted to his predecessor in title.

Secondly, since there is no specific power to order agreements, there is likewise no specific section authorizing such agreements to be registered. In this case, I would advise a careful reading of the Land Titles handbook. This book sets out the kinds of agreements—easements, entry agreements, etc.—that are registerable. If possible, try to bring your proposed agreement under one of the acceptable headings. Then, design appropriate recitals. If you can't find a suitable umbrella, trust your flagging system.

The powers given to grant consents, variances and permissions are important ones. The ability to place conditions is key to effectively controlling these powers. The key to effectively using conditions, including agreements, is to make sure that the conditions or agreement terms are relevant to the permission being requested, are clearly set out, and are properly communicated to all who might be affected.

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I WOULD ALSO LIKE TO ACKNOWLEDGE THE PAPER GIVEN BY CHRISTOPHER J. WILLIAMS TO THE CANADIAN INSTITUTE CONFERENCE ON MUNICIPAL LAW IN THE '90s, ON JUNE 10TH, 1991.

Marshall Green is a Solicitor with Graham, Wilson and Green of Barrie. Mr. Green presented this paper at the OPPI conference in Orillia in June.

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MORIYAMA AND TESHIMA'S CANADIAN EMBASSY IN TOKYO

by Ron Sandrin-Litt

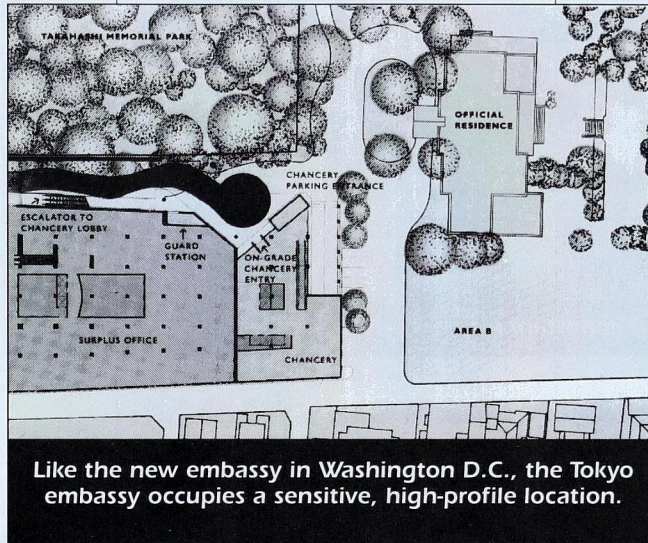
The building of a new Canadian Embassy in Tokyo must perform be a grand gesture... embodying the symbolic linking of great nations. The most daunting part of the design for Moriyama & Teshima Planners was to maintain a clear separation of real cultural values versus populist "kitsch."

The existing embassy site was retained for the new embassy, a superb location fronting on the Aoyamadori in the prestigious Akasaka district of central Tokyo. Directly across from the Togugosho Imperial Grounds, it was once the property of the last feudal lord, daimyo of the Sasayama clan, Viscount Tadatoshi Aoyama. With the exception of the Takahashi Memorial Park immediately to the east, the site was nestled in a clutter of high-priced, mid-to-low rise commercial and residential buildings catering to a professional and corporate tenancy.

The program for the site subsequently divided it into two constituent parts: the northern half, accessing the Aoyamadori and opposite the Imperial Palace, was to house the embassy and high profile corporate offices. Also included would be a library, art gallery, exhibition area, reception room and underground parking. The southern half included a portion for the existing official residences and garden; a new portion would provide staff residences, fitness facilities, and parking in a second phase once the embassy was completed.

The Canadian government issued a proposal call to Canadian developers, for them to build the project at their cost in return for income from the corporate offices for a prescribed period of time. Not surprisingly, no Canadians participated. How could a Canadian consortium provide the long distance familiarity with leasing, local trades, availability of materials and so on, that would be secondhand information to any Japanese group. The proposal call was

advertised in Tokyo. Twenty-eight offers of interest were received. The winning consortium proved to be the Shimuzu Corporation and the Mitsubishi Trust and Banking Corporation.



Like the new embassy in Washington D.C., the Tokyo embassy occupies a sensitive, high-profile location.

Both the Embassy and the corporate offices required direct access to the Aoyamadori frontage because of the prominent address. The leasable area of the corporate offices dictated the income to the developer, which in turn set the date for the reversion of full ownership to the Embassy. The Canadian Treasury Board very early on decided to retain the entire site, rather than surrender any portion for density bonuses, for security considerations and "enryo," or respect, for the surrounding city fabric... presumably not because the land is worth a fortune or that a diplomatic enclave would be loathe to trample on the by-laws of a host country.

The building envelope guidelines are strict in Tokyo. The shadow profile dominated the design, after some forty schemes, by suggesting sloping roofs on the particularly sensitive north and east facades. The scheme literally and visually conformed to the allowable envelope pressed against a maximized internal floor plan. The gesture was not trivial: besides the enormous technical problems in designing a roof-wall (or wall-roof),

Moriyama and Teshima took great care to ensure that the space underneath its slope was indeed usable. And to this Mr. Moriyama would add that the sense of space in each room under the roof-wall is grander from the perceived receding wall line. The environmental review, besides that of the shadow study, included an insect count in the widely-help but dubious acceptance of quantity as a final measure of environmental quality.

To resolve the requirements for "main street" access for both major occupancies, the massing for one of the occupancies, the Embassy, had to be moved both farther back and higher onto the site, much like two building blocks must be positioned on top of each other to fit on a plot not large enough for both. In order to connect the Embassy volume (centred on its fourth floor lobby) to the Aoyamadori streetscape, a

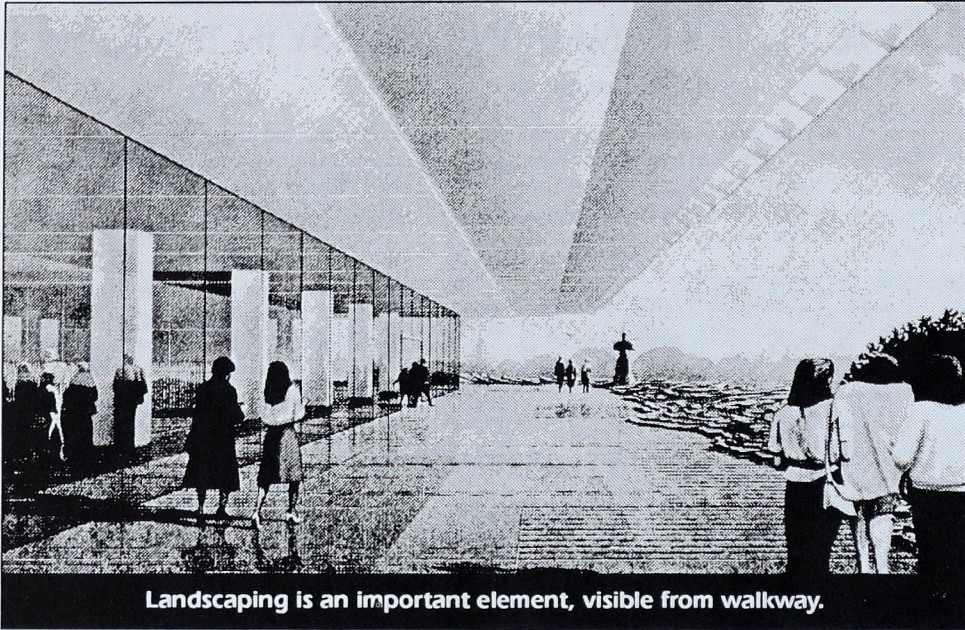
walkway was created to the rear of the site to the elevators. The walkway was intended to display the subtle qualities of "oku," the experiential modification of the senses as one traverses a landscaped passageway. Although the notion is charming, it is truncated by the installation of a long escalator which acts as a short-cut to the fourth floor Chancery lobby... symbol and substance in odd, if necessary, contradiction. The cultural split is repeated in the lobby by means of the interior walkway, which begins with a pool (i.e., the Atlantic

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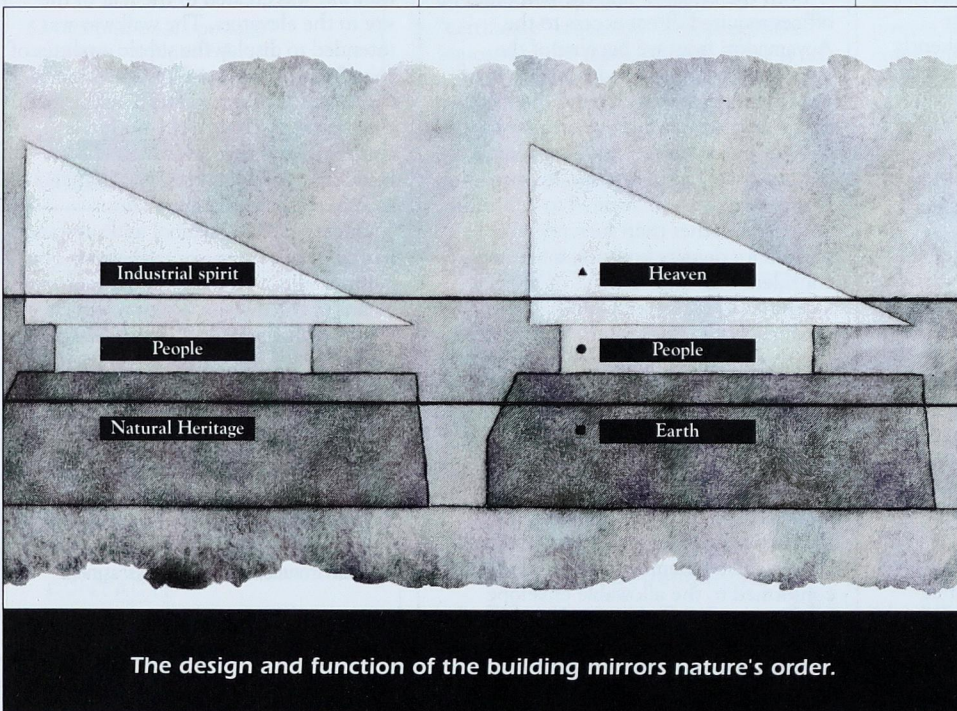


Landscaping is an important element, visible from walkway.

Ocean) lined with various sculpted rock effects (i.e., the Canadian shield, prairies, and Rockies), and ends at another pool (i.e., the Pacific)...and then there's a Japanese garden. The fourth floor lobby is the beginning of what Mr. Moriyama

would call the "treehouse"... and this is where the essence of the design truly unfolds.

Brochures and architectural statements are replete with humbling references to the "ikebana," the Japanese art of flower



The design and function of the building mirrors nature's order.

arrangement: the subtle composition of elements of heaven, humanity, and earth. The relation of built and landscaped form to cultural metaphors wears thin, though. The notions become all too suspect when the very symbols they evoke turn out to look like a building. Mr. Moriyama's reversion to the "treehouse" analogy smacks more of the truth. In hindsight, it is easy to see that much of what he accomplished with the Embassy runs closer to the tree as metaphor than anything else... the tree as sturdy support, the tree as home in the sky, the tree rooted in cultured earth, the tree as shade-giver,

even the tree as insect habitat. The embassy is evocative not because the theatre, gallery and library are in an easily accessible "basement" space, or the corporate offices are fronting the Aoyamadori, or it has a clever roofing system. Rather, the Embassy commands a tree-height niche in a culturally-laden and environmentally significant part of Tokyo. It expresses a tempered understanding of its natural context, most visibly evident in the Gar Smith sculpture at the entry. It fails only in those aspects where the design is cut, quite literally, by necessity or by disconnected and arcane vernacular. The compression of so much allegory into one project undoubtedly creates powerful cultural conflicts which are almost impossible for any designer to resolve completely. Perhaps, that is the Embassy's most eloquent statement.

Ron Sandrin-Litt is a planner in private practice.

ECOSYSTEM PLANNING:

Application of a Waterfront Partnership Agreement

INTRODUCTION

The Municipality of Metropolitan Toronto has initiated a cooperative planning process to develop a new Metropolitan Waterfront Plan. To augment Metro's ongoing cooperative planning process Metro commissioned 16 students from Ryerson Polytechnical Institute's School of Urban and Regional Planning to explore the concept of partnership agreements as an implementation mechanism for the proposed waterfront plan. A planning model based on Ecosystem planning principles was developed and a partnership agreement devised.

ECOSYSTEM PLANNING

An ecological approach to planning recognizes the interconnection of the various elements which comprise an ecosystem including air, land, water, and living organisms. The waterfront and watersheds are uniquely interconnected through a linkage of human and natural systems. This results in the realization that the waterfront cannot be rehabilitated, conserved and enjoyed in isolation. Instead equal emphasis must be placed on preserving the watershed which ultimately feeds the waterfront.

The partnership agreement was premised on an ideal regional environmental plan at

the scale of the Bioregion. This would lead to interjurisdictional cooperation at the local level.

ECOSYSTEM PLANNING MODEL

This proposed model incorporates these principles into an ideal planning structure by which to compare Metro's ability to achieve ecosystem planning. It is acknowledged that this model will have significant restructuring costs; however it was not the purpose of creating the model to evaluate its costs and benefits associated with implementation.

This model stems from a broad Provincial Policy Statement on bioregion planning. The policy statement will establish the bioregion as the area within which environmental planning would occur, and would define the geographic boundaries of the bioregion. It would include baseline environmental land use policies and require the creation of a Bioregion Environmental Plan.

The Bioregion plan would be developed through a cooperative effort between the

Conservation Authority, the regional and local municipalities, and environmental interest groups. The Regional Official Plan would provide the link between the environmental policies of the Bioregion Plan and land use planning at the local level.

Similarly, local municipalities will be required to incorporate the policies of the Regional Official Plan. This would ensure that local policies and bylaws would conform to Regional Official Plans, which in turn conform to the Bioregion Plan, creating a planning framework within which planning can occur within a natural boundary.

Todd Stocks and Paige Souter are planning students at Ryerson's School of Urban and Regional Planning.



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This is a new column for The Journal, a place to learn about colleagues' movements in the industry. Please send a photo & information about yourself or an associate to the editor c/o OPPI office.

EDWARD R. SAJECKI is the new Planning Commissioner for the City of York. He comes from CN Real Estate where he was General Manager, Planning and Land Development (Eastern Canada) since 1989. A graduate of the University of Toronto in Civil Engineering and the Masters Urban



Ed Sajecki

Studies program at the University of Salford in Manchester, England, Sajecki began his career as a planner with the Greater London Council, London, England. On his return to Ontario, Ed worked with Metro Toronto and the City of Guelph. In 1979 he was appointed Deputy Commissioner of Planning for the City of Etobicoke in 1986. As General Manager, Planning and Land Development (Eastern Canada) for CN Real Estate, Sajecki was involved in the Toronto Railway Lands, Ataratiri, and the CNR Task Force on the Environment, as well as others. Ed is a member of the Canadian Institute of Planners (CIP), OPPI, Association of Professional Engineers of Ontario (APEO), Urban Land Institute (ULI), Association of Ontario Land Economists (AOLE); he is a Professional Land Economist (PLE), and has served on the Planning Committee of the Board of Trade of

Metropolitan Toronto, as well as being active in the Urban Development Institute (UDI).

KAREN BRICKER became Commissioner of Planning for the City of Etobicoke in the spring after four years as the department's Deputy Commissioner. She replaced Tom Mokrzycki, former City of Oshawa Planning Director, who resigned the post to take on a similar position with the City of Mississauga. Prior to working for Etobicoke, Ms. Bricker was with the Ontario Ministry of Municipal Affairs for seven years, after gaining broad experience in the private sector and local municipal governments. She holds a B.A. from the University of Manitoba and an M.A. from the University of Toronto. Two of the City's most contentious development applications, the Goodyear site and the Motel Strip, are scheduled to be dealt with at the OMB this year. Ms. Bricker has been involved in both applications since their outset.

RAY PARFITT B.E.S. was named Planning Director for Mara Township (Simcoe County) in June. Mr. Parfitt graduated from the University of Waterloo in 1970, and went to work for the B.C. government in planning. He also had his own consulting practice.

After his return to Ontario in 1985, Mr. Parfitt has been a Plans Administrator and worked in the public and private sectors.

TOM JANUSZEWSKI retired from the Town of Markham in July after seventeen years of service. Tom served as

Director of the Town's Planning Department between 1975 and 1990. More recently, he served as Director of Urban Design in the Planning and Development Department. Tom presided over an unprecedented period of rapid growth in Markham. His special interest was urban design and quality of development. He applied a Tertiary Plan approach to development review, and established an annual Urban Design Awards program in the

Town. Tom intends to establish a small consulting practice in planning and urban design.

The York University campus is undergoing major physical changes, but as **BRET BIGGS** sees it, there is much more to come.

"I see value enhancement as aggressive marketing of institutional lands as an emerging component of growth in Canada's real estate sector," says Biggs, the new President and CEO of York University Development Corporation (YUDC).

Biggs brings to YUDC more than 20 years of real estate development and management experience in both the public and private sectors in Ontario,



Brett Biggs

with specific background in project management and the value enhancement and marketing of real estate. He was appointed President last spring.

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NEW IDEAS FROM DEAD ECONOMISTS

TODD G. BUCHHOLZ, PENGUIN BOOKS, 1990, 321 PP.

Review by Jim Helik



Who needs 'em?"

Donald Reagan, Former Chief of Staff to The President, speaking of the President's Council of Economic Advisors.

It has been called "the dismal science" by Thomas Carlyle. Practitioners have been lampooned by everybody from politicians to television comedians. Yet at least a cursory knowledge of the writings and teachings of the major economists of the last three centuries is necessary for planners, who must deal with market processes frequently, even at a peripheral level. The problem has always been how to acquire this information in both a straight forward yet readable form.

Buchholz goes a long way towards filling this gap. In thirteen chapters he walks through over two hundred and fifty years of history, from 1723 (the birth of Adam Smith), to the present. Buchholz's writing style is what makes this all palatable. Using everything from modern examples to a joke from Henny Youngman, he is able to introduce Alfred Marshall and the neoclassical issue of marginalism. Similarly, a quote from W.C. Fields begins a chapter on monetarism, and an extended example of Gilligan and the Skipper's (from the T.V. show Gilligan's Island) work on a desert island depicts Ricardo's law of comparative advantage. There are few other writers (Buchholz is a former Harvard economics professor) who can so well illustrate a point.

Some of the economists covered are well known, perhaps more so by name than by deed. In Chapter Three, Buchholz reviews Thomas Malthus, "prophet of doom and population boom", and assesses the "breezy scientific method" that Malthus applied in some of his earliest works. Most importantly,

Malthus' work is placed in context of both his contemporaries (Malthus' father was friends with both David Hume and Jean-Jacques Rousseau, and Malthus himself debated David Ricardo on numerous occasions), as well as modern doomsday proponents of no growth, or the limits to growth. Buchholz briefly reviews the models underlying both the Club of Rome and Global 2000 Reports (branded as "PIPO" models: pessimism in, pessimism out) and notes that in some cases basic economic assumptions (i.e., the role of prices as a signalling agent to conserve or to economize) are ignored, while others have duplicated the mistakes of Malthus, ignoring the effects that technology can have on levels of output, or on the utilization of scarce resources. However, the greatest lesson to be learned from Malthus, which should stand as a warning to any planner facing the exercise of making a forecast, is:

"Never, ever, extrapolate from past data without boldface, underlined, capitalized disclaimers and due modesty. If Aeschylus

lived in the modern world, he would write a tragedy about a noble researcher smote by the gods for immodest extrapolation. If Aeschylus wanted modern protagonists, he could look to disciples of Malthus who like Cassandra cried of doom to come (the difference being that Cassandra was right)."

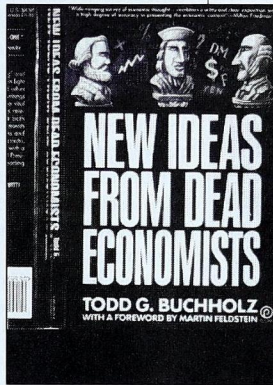
Yet another economist more frequently quoted than actually read is Adam Smith. Reviewing Smith's work, Buchholz raises an often forgotten point of Smith's writings: that they were grounded in a strict sense of ethical and moral behaviour.

While the charge that economists assume only selfish motives, caring only about quantifiable costs and benefits and ignoring man's more "noble side", might well be valid in some cases, it misses the mark in describing Smith's work. (Smith held the chair in moral philosophy at the University of Glasgow). In a brief 31 pages, Buchholz is able to not only review Smith's life and major works, but also use modern examples (the North American steel industry, and the current world-wide deregulation blitz) to illustrate Smith's major tenets.

Along with examining lesser known economists such as Alfred Marshall and David Ricardo, Buchholz also examines the three main modern economic schools: the monetarists, the public choice school, and the rational expectations theorists (in a chapter appropriately titled "The Wild World of Rational Expectations"). The chapter on monetary policy makes a spirited attempt to make understandable often arcane phrases, such as "M1 money supply", "velocity" and that mysterious organ "The Fed."

The style of the book need not detract from the contents, for there are few texts that can so thoroughly serve as primers (or as a refresher course) to modern economic thought.

Jim Helik is a consultant with Hemson Consulting Ltd.



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COMMUNITY POLICING AND PLANNING IN ONTARIO

by Morley Minuk, MCP, MCIP and Lenna Bradburn, MPA

INTRODUCTION

Community policing has emerged in response to widespread feelings that the traditional or professional model of policing no longer meets police challenges with modern day communities. Police organizations throughout the world are now developing police and community partnerships achieving common security, protection, order, and quality of life objectives. This article offers insight into the principles of community policing and its affect on the future work of planners.

ORIGINS AND PHILOSOPHIES

The traditional model of policing developed in the United States, during the 1930s. In that period, incidents of police organization corruption were attributed, in part, to close police and citizen contact. As a result, a police structure of control and isolation from the public emerged. Technological advancements in communications and transportation furthered police ability to operate with minimal direct public contact. Several western countries, including Canada, adopted this approach even though experiences in many of these jurisdictions did not parallel those found in the United States.

The traditional model is characterized by a reactive, incident-driven approach to policing. Police resource allocations and priority determinations are largely unilateral decisions taken at the highest levels of the police organization. Individual police officers are "crime-fighters." Their work is distinct and separate from all other community and social services. This narrowly focussed law enforcement role for officers is reinforced by the police institutional framework. Volumes of rules, procedures, and regulations flow downward through a centralized hierarchical organization impeding creativity and innovation. This framework creates a police sub-culture often resistant to change of any kind. It is not surprising that under the traditional

model, the community role is little more than a supportive function. Public participation is generally restricted except for fiscal accountability to local governments.

Two decades ago, questioning the effectiveness of the traditional model began. Police leaders and researchers recognized community relationships had been lost and that a reversal of this situation was necessary. Communities



Community partnerships developing

themselves began to demand greater input to police decisions contending law enforcement is part of a broad community service. Police organizations responded by adding directed patrols and with programs designed to enhance community interactions by giving residents some responsibility for maintaining order. Programs including Neighbourhood Watch, Operation Identification, and Crime Stoppers are early illustrations of this movement. From this overall period of reassessment which continued through the 1980s, came the philosophy of community policing.

Unlike the traditional or professional model, community policing seeks to foster active cooperative partnerships between police and communities to

achieve security, protection, order and improved quality of life. Although a relatively new concept for North American urban police organizations, researchers have traced roots of the approach to post-World War II Japan. It has been suggested that rural police organizations, to varying degrees, are involved in community policing due to their size and close community relationships. For community policing, criminal justice neither is the sole police function nor is law enforcement the only police response. Police add value not unlike other social or community services. Several police organizations reflect this new perspective now having changed their official names to include the word "service."

For a police organization, community policing means the decentralization of functions, when feasible. The identification of problems and solutions is carried out in partnership with communities. Each community has unique characteristics and concerns. To meet community needs, given a renewed emphasis on front-line officer roles, a police organization must be flexible and proactive. Proactive policing involves anticipating community issues and implementing strategies designed to address problems before they occur. It is suggested front-line officers manage local issues by being responsible to the particular community. Emergency response and investigation remain elements of community policing. However, the community policing delivery of these services differs from the traditional model in that local level delivery is emphasized. In community policing philosophy, cooperation is sought between community residents, police, and other social and government agencies to enhance effective police resource utilization.

PLANNERS AND POLICE

Police and municipal government planners already interact in various ways. Some Ontario police agencies have planners, who may be either officer or

civilian members, working as liaison with municipal planning departments and police organizations. Police planners can participate in the circulation review of proposed development plans including subdivisions, buildings, and major redevelopment projects. Police planners undertake plans review assessing, for example, levels and types of service provision changes; potential for victimizations due to development designs; and traffic management problems. Police planners bring significant issues or problems arising out of this work to the attention of municipal planners so appropriate steps are taken prior to plan approval.

With community policing, relations between municipal and police planners can become even stronger. Communities change by design and on their own. Municipal and police planners, working together can manage such change to meet a common municipal purpose. Municipal planners must first become more familiar with and accept the philosophy and objectives of community policing. Here, police must take it upon themselves to initiate the education of municipal planners on community policing. The local knowledge, skills and expertise of municipal and police planners can then establish new conduits to neighbourhood improvements. These conduits can be found in neighbourhood planning and land use approaches.

NEIGHBOURHOOD PLANNING APPROACHES

Neighbourhood integration and interaction are central to community policing. Municipal planners cognizant of this objective and aware of new major community development proposals and directions can assist police in achieving their objective. Municipal planners can encourage increased police involvement in community consensus decision making. Community or citizen assemblies could be formed allowing all interested residents, businesses, and service providers including police the opportunity of identifying concerns and action plans. Municipal planners can promote increased community police presence at new and existing community facilities such as recreation complexes, libraries or wherever the public convenes. Door-to-door community resident needs assessments could be undertaken through

municipal and police planner partnerships.

Other areas of interaction between municipal government planners and police may be strengthened such as in sharing of demographic and mapping information.

Municipal planners in carrying out their specific mandate can look to police as a valuable information source. Police are extremely close to day to day circumstances—the community pulse. Police planners are in a position to provide neighbourhood assessments from a “street level” perspective. Periodic formal police planning statements on neighbourhood or community environments could be helpful, for example, in official plan, secondary plan, or zoning by-law research and preparations. Police planners can become more vocal on issues and alternatives such as for proposals involving major population base expansions through intensification; community facility and service needs; and, even community aesthetics.

LAND USE PLANNING APPROACHES

Creative land use planning can be used to support community policing. Approaches including urban and neighbourhood design, mix of uses, and private sector involvement can be employed furthering the objective of police and community integration.

Where and when the need arises, planners could suggest suitable locations for either temporary or permanent ‘storefront’ community police offices or make recommendations on the inclusion of such facilities as part of new development or redevelopment applications. Storefront offices, widely used and called ‘kobans’ in Japan, are popular in other jurisdictions including Singapore, Detroit, Edmonton, and Victoria. Some researchers contend kobans reduce mobile patrol requirements and foster feelings of mutual ownership between police and neighbourhoods. Ultimately, the feasibility of such approaches will depend on individual agency community policing strategy and local community resident desires.

On a much larger scale, mixed-use developments where police offices and other social services are coupled with, for

example, senior citizen or non-profit housing could be promoted. This approach could be taken one step further where police and developers enter joint venture partnership agreements on the redevelopment of strategically located sites of interest to both parties.

Urban design promoting neighbourhood safety and security is another area where municipal and police planners can jointly focus further attention. Street lighting type and location; pedestrian and vehicular circulation, landscaping, building situation and street layout can all affect neighbourhood safety and security. The collective experience of municipal and police planners with these issues can be beneficially applied addressing problems well before they occur in a community.

CONCLUSION

In Ontario, community policing is now required by legislation. The Police Services Act, (1989) recognizes the “need for cooperation between the providers of police services and the communities they serve.” Under the provincial act, every Ontario Chief of Police is responsible for providing community oriented police services. Education and cooperation are key ingredients to strengthening working relationships between police and municipal planners. It has been suggested police have responsibility for educating municipal planners on principles of community policing. At the same time, municipal planners must make police more aware of their objectives whether these be in, for example, neighbourhood improvement, social and economic development, or housing. The proactive aspect of community policing requires police to better understand and become further involved in the analytical and technical aspects of municipal planning and development processes. Together municipal and police planners are better able to assess implications of their decisions with communities.

Lenna Bradburn is a Police Services Advisor with the Ontario Ministry of the Solicitor General. Previously, she served 10 years as a police officer with the Metropolitan Toronto Police. Morley Minuk is a consulting city planner with LDA GROUP in the City of York.



**SOUTH
WEST**

**JUNE 1991
DINNER MEETING
PROPERTY RIGHTS
AND PUBLIC ACCESS
TO THE
WATERFRONT**

The Southwest District had another successful dinner meeting at the Oakwood Golf and Country Club in Grand Bend on June 13, 1991 with 35 members in attendance. The members had an opportunity to play a round of golf before the program meeting and enjoy the beautiful surroundings. The topic of property rights and public access to the waterfront is closely tied to the property dispute involving the Village of Grand Bend and Mr. Archie Gibbs who claims ownership of a pivotal portion of the main beach. The seasonal and weekly influx of cottagers and tourists has a significant impact on the Village and the loss of part of the main beach could reduce the summertime enjoyment of the area.

The speaker was Mr. Russell Raikes from the law firm of Choen & Melnitzer, who participated in litigation on behalf of Mr. Gibbs. After an overview of public versus private use of waterfront and natural areas, Mr. Raikes went onto discuss the opportunities and

obstacles available in the Planning Act to deal with regulation of private lands having natural amenities.

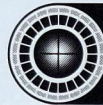
Mr. Raikes described the omission of a crown reserve in the original land grant and the Gibb's family claim to the beach through several generations, which created unique circumstances to the Grand Bend dispute. The ownership issue is still before the appeal courts and will have significant impact on waterfront lands that many municipalities believe to be vested with the crown. The question and answer period after the presentation rounded out the evening.

The South West District Annual General Meeting has been set for September 13, 14 and 15 at the Tobermory Lodge in Tobermory.

*William Pol, Program
Committee
Southwest District OPPI*



**Front facade of Caisse Populaire building looking West.
Future walkway (on right) to Farmers' Market.
Civic Center in background.**



NORTHERN

**DOWNTOWN
REVITALIZATION IN
STURGEON FALLS**

by Jeff Celentano

With the official opening of the new Caisse Populaire Building in February 1991, the community of Sturgeon Falls is one step closer to the revitalization of its

downtown core area.

Sturgeon Falls lies some 23 miles west of North Bay on Highway 17 and has a population of approximately 5,000. It is a service centre for the surrounding farming communities, and has a strong francophone culture.

Revitalization of the town's core area got underway in earnest approximately seven years ago with the planning and design of the new

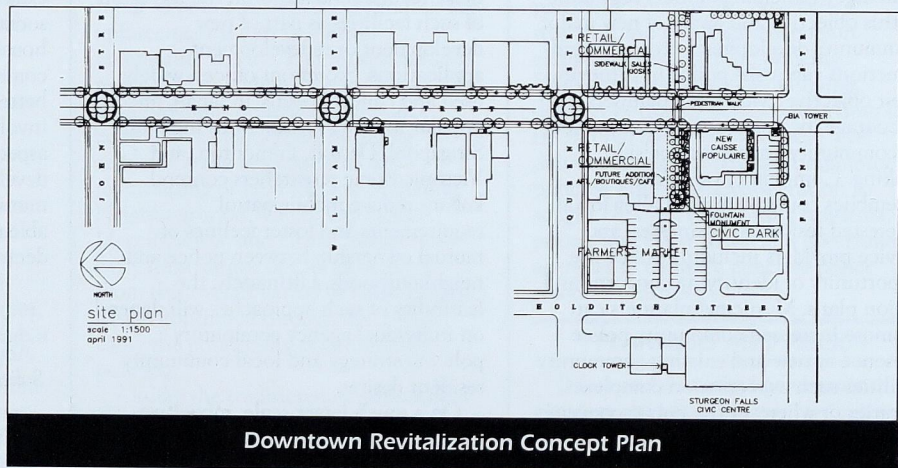


Photo: Bywater & Assoc., Architects

Photo: Bywater & Assoc., Architects

Civic Centre on Holditch Street in the westerly sector of the downtown. Architects, community officials and local business owners discussed how the Civic Centre could be linked to the retail area along King Street.

The Civic Centre and parking lot doubles as farmer's market during the growing season. A landscaped walkway with pedestrian-scaled lighting completes the linkage to the Caisse property and the King Street commercial area. Future plans envisage a continuation of the walkway further east to Main Street. In addition, the Caisse site will also accommodate a community clock tower and the south end of a series of streetscape improvements leading north along King Street. A short walk south on King Street connects a pedestrian to the town's new waterfront marina development on Lake Nipissing.

Caisse Populaire officials noted that their new financial building represents not just confidence in their business but in the future development of their whole community as well.

TOUGH TIMES IN ELLIOT LAKE

abridged from an article by B. Wickens & C. Manere in the May 27, 1991 Macleans

In May of this year, Denison Mines Ltd. of

Toronto served notice that it will close its last uranium mine in the Northern Ontario city of 14,000 by June 1992, because its only customer, Ontario Hydro, plans to cancel its long-term contract for uranium. With local unemployment running at 62 percent in the primary workforce, the town faces an uncertain future.

Founded in 1955, two years after the discovery of uranium, Elliot Lake grew rapidly during the late 1950s as a major supplier of uranium to the U.S. government. In 1959, the City had a population of 24,000. Later, the demand for uranium to generate electricity from nuclear power gave the community another boost. But the impending shut-down of Denison's last remaining mine has cast a pall over Elliot Lake.

Elliot Lake is only the latest of many one-industry communities in Canada to have fallen on hard times. The town's biggest problem is that the mines that form the mainstay of the local economy can no longer produce uranium at a competitive price.

Elliot Lake may soon be hit by more bad news. The city's other major employer, Toronto-based Rio Algom Ltd., is currently renegotiating its uranium contract with Ontario Hydro. Rio Algom employs 647 at one mine, down from 2,214 workers at three

mines in 1990.

City officials are scrambling to find other means of ensuring the City's survival. Most of the hope for broadening Elliot Lake's economic base appears to rest with the retirement living program, sponsored in part by the Ontario government. Established in 1987, the program, which offers affordable housing and such free services as snow shovelling, has attracted 1,500 retired people to Elliot Lake, mostly from Southern Ontario.

The program's goal is to convince as many as 4,000 retired people to move to Elliot Lake by 1994.



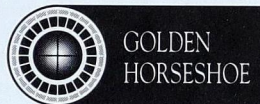
WE'RE BACK

After a short absence, the Central District's Program Committee has been re-established under the direction of Neil Rodgers. Neil is currently a Consultant in the Real Estate Services Group of Price Waterhouse in Toronto.

The Committee is in the initial stages of developing an agenda of events, both professional and social, that are of interest to the membership. The Program Committee hopes to announce a line-up of events in November with a "kick-off" event outlining the

professional seminars and evenings for the 1992 season. It is the goal of the committee to establish an agenda in advance so that members are fully aware of these events and plan their attendance accordingly.

As always, the membership's support and attendance at these events is critical to the success of the effort. The results of the Program Committee survey suggest the OPPI members are extremely interested in professional development, seminars, thus your support is important. Many ideas were expressed through the survey, however those members who have ideas and/or wish to assist the Program Committee are encouraged to call Neil at 977-2555 (ext. 2040) for further information.



What does cross border shopping have to do with planning? We probably didn't think about that too much—until recently, that is. Any change to our economy of the magnitude that has occurred is bound to have its effects on the structure of our cities.

It may be surprising to know that until 1988-89 there were more Americans travelling to Ontario than Ontarians to the U.S. That, of course, has changed

dramatically and the reasons are well known.

The Niagara Region is hard hit, because of its proximity to the border. Many residents are within the 15 minute "zone of convenience" from which they make frequent trips for gas, beer, and dairy products and the occasional larger items.

The impact on border cities is harder to

determine. The signs are there, such as the closing of an A & P in Welland, blamed mainly on cross border shopping. And gas stations may become a rare commodity in Niagara Falls and Fort Erie. But usually, when a store closes, it's blamed on several factors including the current recession.

In Fort Erie, economic development officer Glen

Walker says the effects work in two ways. He speculates that Americans still spend more money in Fort Erie than vice versa, but the bridge tie ups are making it difficult for them to come and spend at restaurants, taverns, strip clubs, bingos, golf courses, and specialty retail shops. Meanwhile Fort Erie is left with no large food stores, few gas

stations, and a generally undersized retail sector. But, he says, we've depended on Buffalo for years to provide all those big city services,

A few years ago, Americans were crossing to buy gas in Canada. Although planners look at many aspects of any project, some things cannot be anticipated.

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by Todd Stocks

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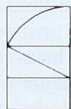
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Todd Stocks is a student at Ryerson, studying Urban and Regional Planning.



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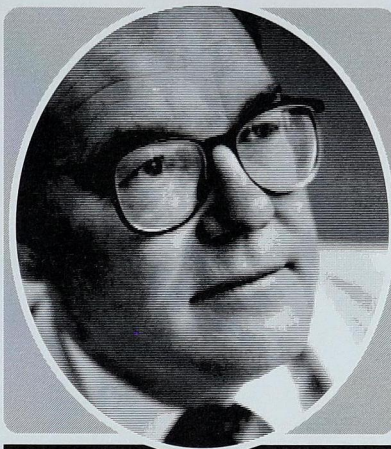
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OPPI MEETS WITH JOHN SEWELL

Response to the Province's announcement of the "Commission On Planning and Development Reform in Ontario" has been extremely positive and openly welcomed by the public and various interest groups according to John Sewell, the Commission's Chairperson. O.P.P.I. was one of those groups who were quick to react to the opportunity to play an integral role in the process of planning review.

During the months of July and August, the Commission office was being established under the direction of John Sewell. The other two Commissioners, George Penfold and Toby Vigod embarked on their new roles in early September. The commission has hired an Executive Director. Wendy Noble, who is on secondment from the Ministry of Municipal Affairs as Director of the Municipal Planning Policy Branch, will be undertaking the formidable task of ensuring that operations and administrative matters of the Commission are appropriately undertaken. At the O.P.P.I. Council meeting held in late June, a preliminary strategy was discussed to determine how O.P.P.I. could best represent the interests of its membership at the Inquiry. Council recognized that the membership is a very diversified group, with representation across both the private and public sectors. The question was how does the Institute reflect the diversity of opinions of its members and at the same time make an effective presentation and recommendation(s) to the commission to represent the profession?

Rather than making any rash decisions, O.P.P.I. Council felt it was necessary to meet with John Sewell first to better understand how the Commission was going to undertake its mandate. O.P.P.I. could then mould and plan their strategy based on the Commission's approach. Joe Sniezek, President, contacted the Commission's office in early July to arrange a meeting with John Sewell. The President was also directed by Council to form



John Sewell

a working group to consider the options available to O.P.P.I. in preparing a response to the Inquiry. A working group has been formed and representatives for the Institute met with John Sewell on August 22, 1991. Mr. Sewell was very receptive to the O.P.P.I. delegation and recognized the significant importance of the planner's role in the Inquiry. He stated that he didn't want to see the profession submerged in the process of "big" hearings, but wanted to engage in an open and frank dialogue to explore the issues and to attempt to seek out solutions to many of the problems inherent in the planning process today. It is John Sewell's desire to approach the Inquiry in a similar fashion to David

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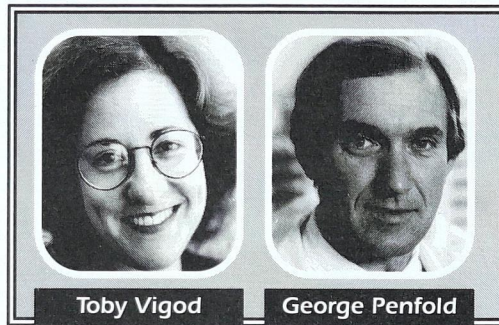
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Crombie's examination of Toronto's waterfront. The "Crombie model" will allow for informal discussions to assimilate all the information prior to producing the final document and proceeding with any formal hearings.

It is the intention of the Commission to submit a report to the Province by April, 1993 with strong recommendations for the reform of the Planning Act. John Sewell noted that the Commission's role will not end at this point, but will continue until such time that new planning legislation is introduced and eventually receives royal assent.

Mr Sewell stated that the first item on the Commission's agenda is to adopt a set of goals and objectives that are "clear, simple and straightforward". One such objective is to create an integrated planning system which will require the examination of the existing problems in a rational and timely way. He wants the Commission to develop ideas, rather than just being a recipient of ideas - to be interactive and attempt to be consensus-

oriented in order to reach agreement. Joe Sniezek stated that he was encouraged by John Sewell's outlook



Toby Vigod

George Penfold

with respect to the direction the Commission would be taking - "Planners will each have to take a close examination of their particular role in the planning process...the Commission provides a great opportunity to participate and attempt to resolve the gridlock in the process." Mr. Sewell agreed to participate in any forums set up by the Institute, and noted that he and the other two members had accepted an

invitation to attend the O.P.P.I conference in October. The Institute has also agreed to provide the membership list to the Commission office in order that a newsletter can be distributed by the Commission office to all O.P.P.I members as the Inquiry proceeds.

Since the meeting with John Sewell, Council has further discussed the approach to be taken by the Institute. The members were consulted at the Annual General Meeting and throughout the Muskoka conference to obtain some feedback. One strong suggestion is to arrange on a district basis a series of forums to stimulate discussion. Joe Sniezek stated that all members are encouraged to participate either on an individual basis or as a collective. "This may be the only time we get such an opportunity to have a direct impact on the policy-making process as far as the Planning Act is concerned. It's important to get in on the ground floor and be visionary".

*Patrick Mc Neill is OPPI's
Executive Director*

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