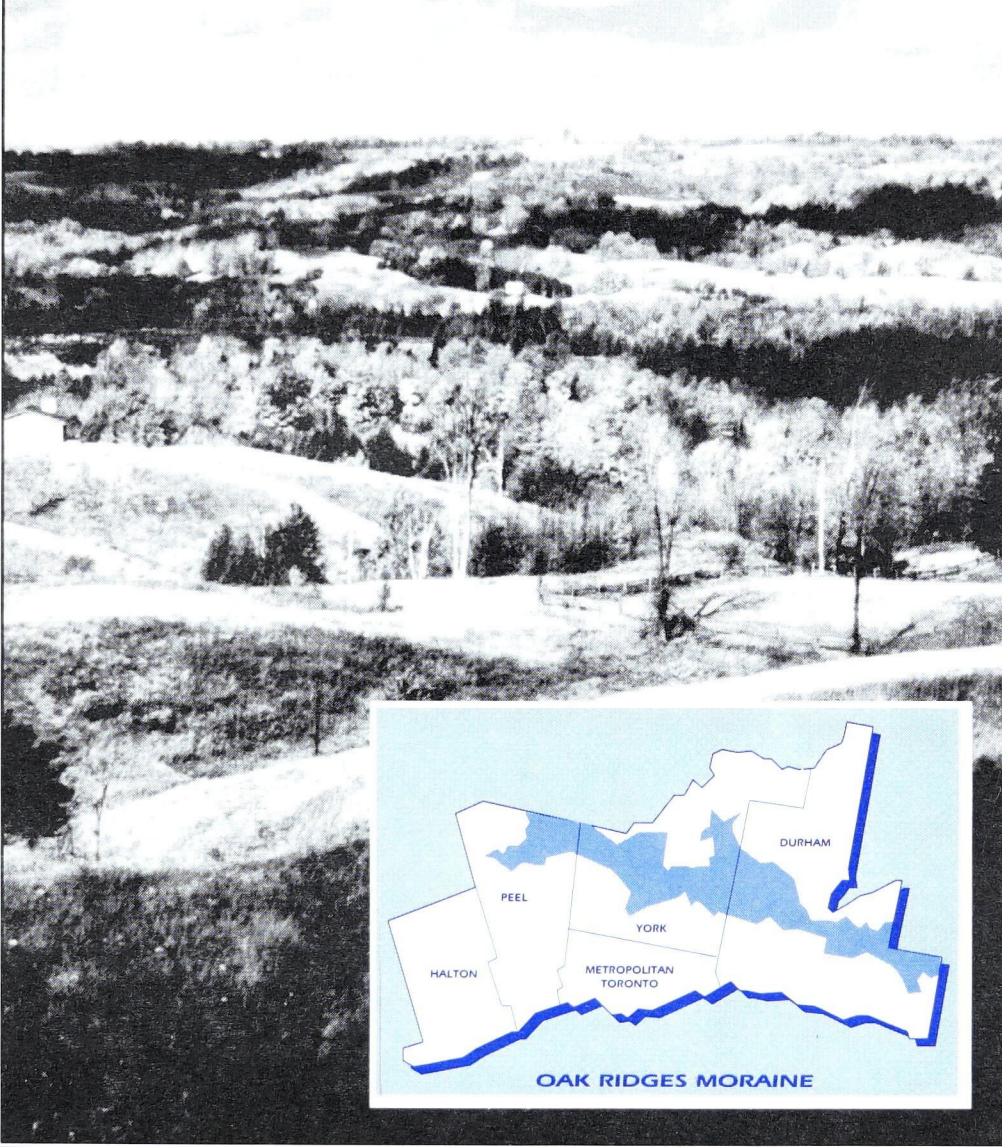


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ew provincial planning initiatives in the Oak Ridges Moraine area will

impact on landowners and government regulators. How might these initiatives be interpreted by the Ontario Municipal Board?

Development in the Oak Ridges Moraine is now influenced by three new planning instruments: an expression of provincial interest, Implementation Guidelines, and a planning study. These initiatives have been added on top of existing land use regulations under the *Planning Act* 1983.

The expression of provincial interest in the Greater Toronto Area (GTA) portion of the Oak Ridges Moraine, which was announced by Cabinet Ministers in two successive provincial governments, will result in closer scrutiny of all planning proposals as they receive consideration by municipalities and provincial authorities. It also increases the possibility of provincial intervention should the matter go before the Ontario Municipal Board.

The second planning instrument is the Implementation Guidelines, Provincial Interest on the Oak Ridges Moraine Area of the Greater Toronto Area (the Guidelines), prepared by the Ministry of Natural Resources, the Ministry of the Environment, and the Ministry of Municipal Affairs, in consultation with affected Conservation Authorities. The Guidelines will apply to the review of official plans and amendments, zoning by-laws and amendments, plans of subdivision and multiple consents for all land uses including but not limited to: residential and estate residential, golf courses, commercial, and industrial operations including aggregate extraction. All major land use changes are included; only building permits, minor variances and individual consents are exempt.

The Guidelines add new steps and suggest a new attitude to the development approval process. The new steps are as follows:

1. Any application will be reviewed to see if it complies with eight fundamental prerequisites. For example, a

COVER STORY

OAK RIDGES MARINE GUIDELINES

A LEGAL PERSPECTIVE

by Ronald M. Kanter

rural estate proposal outside of an existing community must provide a municipal analysis showing need.

2. If an application satisfies the fundamental prerequisites, an applicant must provide information in the form of three maps and five studies.

3. After the required information is provided, the application will be evaluated with respect to compliance with the provincial interest, prior to being considered according to the usual planning criteria.

The new attitude shifts the responsibility or onus from the public agency trying to stop development in the Moraine Area to the proponent trying to justify the development.

WILL THE GUIDELINES BE APPLIED IN A FLEXIBLE OR RIGID MANNER?

My experience with clients has been varied. One golf course received relatively quick clearance, while another was held up since a small portion of the course

crossed an environmentally sensitive area. A shopping centre on piped services should clear the Guidelines if it can meet criteria such as appropriate treatment of stormwater quality and quantity. However, rural estate development outside of existing communities has been subject to a development freeze.

The last planning measure I will mention is the Planning Study, coordinated by the Ministry of Natural Resources, to be completed by June 1993.

The Ministry is about to release requests for proposals for a Hydrogeological Evaluation and Natural Heritage System for the Moraine. These will serve as background reports for the Study.

Neither an official plan nor a planning study can operate as legal restrictions on land use. However, that a Planning Study is under way, with the Guidelines described as interim, could serve to delay consideration of certain proposals until further information is gathered.

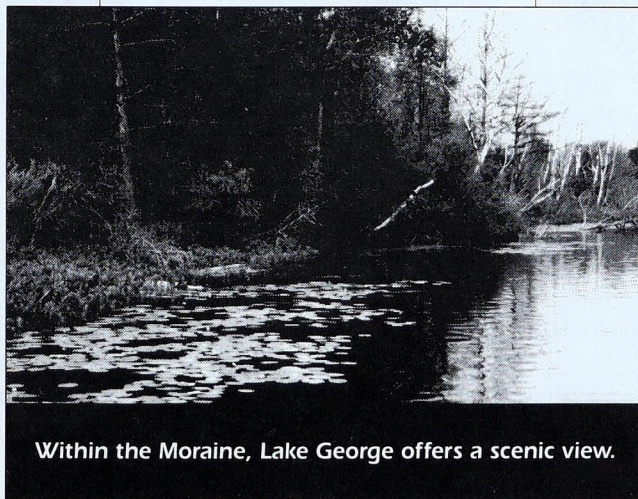
Landowners are naturally concerned about the impact that the Guidelines will have on their property values—both the value with existing zoning and the increase in value through zoning changes reasonably anticipated prior to the introduction of the Guidelines.

Current Canadian legal doctrine suggests that a *reduction* in land value by virtue of a planning decision will not result in compensation. For example, in the case of *Hartel Holdings v Calgary* [1984] 25 MPLR 245, the city restricted development to single family residential with a minimum lot size of 20 acres, while

the developer wished to undertake more intensive residential development. The Supreme Court of Canada dismissed the developer's application stating that:

[Alberta planning] legislation has gradually moved away from the situation in which the rights of the property owner were given paramount consideration towards the situation in which planning flexibility and the public interest are given paramountcy.

There are also Ontario cases such as *TTC v. Toronto Rosedale Subway Site 2 MPLR*



Within the Moraine, Lake George offers a scenic view.

Photo: The Metropolitan Toronto and Region Conservation Authority

(2d) 42 confirming that compensation does not follow zoning, either up or down. We might speculate whether these results would change if the federal government adds property rights to the Constitution. However, Canadian courts have held that a zoning by-law prohibiting any use of land at all will be struck down, as will downzoning to reduce the value when authorities are interested in acquisition. See *Rodenbush v. District of North Cowichan* 76 DLR (3d) 7.

The evaluation criteria regarding significant natural areas contained in the Guidelines may constitute such a prohibition: All significant natural areas must be placed in appropriate designations and zones having the effect of prohibiting land uses including uses such as golf courses and agriculture considered to be incompatible. 5. 4.4.2 (b)

While there is no substantive protection against a loss of value resulting from downzoning, courts and legislatures have established procedural safeguards for landowners who potentially face a loss in value. Under the *Planning Act*, 1983, any person has the right to appear and make representations on a change in an official plan or zoning by-law. The Guidelines designate the area to which they apply without notice or hearing by affected landowners.

There is no provision in Ontario's

Planning Act requiring the compulsory purchase of land to be used for public parkland or conservation areas, such as those found in planning legislation in certain other jurisdictions, such as Alberta.

However, the OMB has enunciated the following policy in a number of cases, where lands in private ownership are zoned for conservation or recreational purposes for the public at large, the

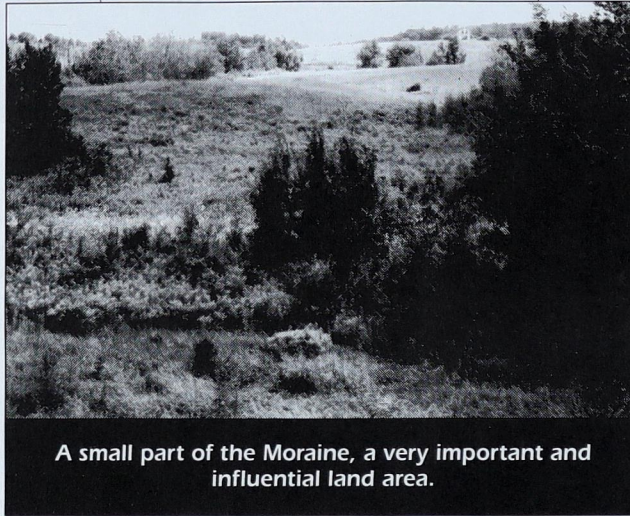
for those owners seeking permission for a change in use, without the procedural safeguards in effect when Official Plans or zoning by-laws are amended.

THE GUIDELINES ALSO POSE CHALLENGES FOR GOVERNMENT REGULATORS.

Perhaps the most difficult is finding appropriate measures to protect the Moraine without prohibiting all uses or zoning private lands for public purposes, which will trigger potentially successful legal challenges. Can regulators develop new techniques, such as transfer of development rights, positive easements allowing public access, or negative easements preventing development on portions of land, which will protect the Moraine and be upheld by the OMB and the Courts?

Municipal planners must determine how local autonomy in planning matters can be reconciled with the provincial interest in protecting the Moraine,

which includes parts of 14 local municipalities and three regions in the GTA. Unless they achieve this objective, pressure will mount from environmental groups such as Save The Oak Ridges Moraine for the



A small part of the Moraine, a very important and influential land area.

Photo: The Metropolitan Toronto and Region Conservation Authority

appropriate authority must be prepared to acquire the lands within a reasonable time or the zoning will not be approved. *Re Alfred Bog* 16 OMBR 262; *Re Ottawa Zoning By-Law 80-87* 21 OMBR 462.

The Guidelines will affect land values



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establishment of a new provincial agency, similar to the Niagara Escarpment Commission.

Provincial planners must determine how they can reconcile various criteria within the Guidelines and other planning goals. The Guidelines support clustering and intensification, but will MOE permit innovative servicing arrangements, such as communal septic systems? In my experience, MOE is sometimes more supportive in principle than in practice.

HOW SERIOUSLY WILL THE OMB TAKE THE OAK RIDGES MORAINÉ GUIDELINES?

The OMB has approved rural estate subdivision applications on the Moraine in several cases decided after the initial Expression of Provincial Interest but prior to the release of the Guidelines: *Ascot Estates* (OMB file 0890120, Z890220, 5900011) and *Whitchurch-Stouffville OPA A03* (OMB file 0880044, 5880043, Z870136). However, the Board also recently rejected a subdivision in Grey County on environmental grounds *Sydenham Township By-law 1989-26* (OMB file R900179, S890057) and a golf course in Ottawa-Carleton on the basis of non-compliance with the Draft Policy on Wetlands. *Wallace and West Carleton* OMB file R89035, R890639, S900003).

The Guidelines have already become an issue in one case before the OMB, *Kirby Heights Estates Inc.*, (OMB Files 0910036, S900044, Z900131). The applicant wishes to construct a rural estate subdivision containing 14 lots located in the Moraine area in the Town

of Newcastle. The proposal was supported by Newcastle planning staff and Durham Regional Council, but opposed by Newcastle Council and an environmental group known as SAGA, and examined critically by the Environmental Assessment Advisory Committee in Report #38.

The Minister of Municipal Affairs declined to declare the OPA a matter of provincial interest. The Minister of Natural Resources succeeded in obtaining status as a party, and counsel from the Crown Law Office is coordinating the provincial position that the application is premature. The OMB member hearing preliminary motions on the matter stated that the Oak Ridges Moraine Guidelines "are not etched in stone".

The matter was originally scheduled for 5 days beginning on September 23 but was deferred until the spring for a four week hearing. The applicability of the Guidelines to prior applications and the measurement of cumulative impact of additional similar applications will likely be major issues in the case.

While the OMB is not bound by precedent, some idea of its general attitude to statements of provincial government policy such as the Oak Ridges Moraine Guidelines may also be gained from the following comments in the recent case involving the construction of an NHL arena on farmland in the Ottawa area: Statements of government policy like the Food Land Guidelines which remain as the pre-1983-adopted statement on agriculture and post-1983 statements like the Flood Plain Planning adopted under Section 3 of the 1983 Act must be regarded by the Board. The Board is not bound to follow them; however, the Board is required to have regard to them, in other words to

consider them carefully in relation to the circumstances at hand, their objectives and the statements as a whole, and what they seek to protect. (*Terrace Investments* OMB file 0900207 p.62-63)

In conclusion, the Oak Ridges Moraine Guidelines set out some of the most stringent planning restrictions on the use of land in Ontario. They will have a profound impact on the municipal and provincial response to development applications on the Moraine.

However, the Guidelines will have less impact on the Ontario Municipal Board than on earlier phases of the planning process. The OMB will take the Guidelines into account, but will struggle to balance the goals of the preservation of water resources and open space on the Moraine with other matters of provincial interest, and also with the rights of private owners.

Landowners face a difficult choice. If they want to gain the support of provincial officials, they must comply with the broad policy concerns as well as the technical requirements of the Guidelines. If they wish to proceed with development proposals in spite of the Guidelines, they must be prepared to spend substantial resources seeking approval before the OMB. Regulators face the challenge of protecting the Moraine effectively without provoking legal challenges which will refute the Guidelines.

The Guidelines will not end disputes over development on the Moraine. They will provide ample ammunition, to be used on both.

Ronald M. Kanter is a Barrister & Solicitor with Woolley, Dale & Dingwall, Toronto

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or anyone looking for a challenging way to get "involved" in planning affairs and the business of the OPPI, there is currently no shortage of interesting avenues to explore.

Take president-elect Tony Usher's recent invitation to members to attend OPPI sponsored Forums as preparation for formal consultation with the Commission on Planning and Development Reform (popularly referred to as the Sewell Commission). Nine meetings are being arranged throughout the province to allow OPPI members the opportunity of expressing their views on the issues facing the Commission to other planners. As well, in the Central District, the Forum organizers are probably going to have some additional meetings to ensure that everyone has an opportunity to air their feelings. Watch your mailbox for details of the key dates. Or if you have mislaid the notice, use the toll free number for the OPPI office to get back in touch with this important initiative.

Another way to contribute, albeit on an issue more focused on OPPI, is to add your opinions regarding the future of the Journal. As announced in the most recent issue, your editorial board has embarked on a business planning exercise to determine where the Journal should be aiming its sights as a publication. If you

MAKING A DIFFERENCE WHEN TIMES ARE TOUGH.

would like to be part of the on-going discussion or have views on the role that a professional magazine should be playing as a communications tool, please contact anyone listed on the masthead or leave your name with the OPPI office.

The choices available to you to make a contribution to planning or the business of the institute are virtually limitless. There are

committees working on everything from membership issues to professional development. And if you live anywhere close to London, there is an active conference group waiting to take your call. (Our next cover story will feature the City of London, by the way, and outline the theme and structure of the upcoming joint conference. Being a leap year, the CIP National Conference and OPPI's annual conference coincide.)

There is definitely no shortage of options for involvement. The difficulty in these tough economic times is to retain sufficient energy and optimism. We would encourage you to think positively. Put aside the struggle with shrinking budgets and gloomy bottom lines long enough to attend the Forums, write to the Journal or contact the OPPI office to find out how you can get involved.

Glenn Miller, Editor

LETTERS

TIME TO REDEFINE "POLICY"

This letter is in regard to the July-August, 1991 article in the Journal by Ray Simpson. Mr. Simpson identified a number of key problems respecting the planning process that is currently being undertaken in Ontario. Looking back in Ontario Planning history, a number of Task Forces and Review Committees e.g., Task Force on Affordable Housing (1973), the

Ontario Housing Action Program (1974 to 1976), the Planning Act Review Commission (1977) and the resultant new Planning Act (1983), each identified that a major problem relating to the provision of affordable housing was the time delays in the processing of plans of subdivision.

As a result of initiatives in the 1970s and early 1980s to minimize time delays in plan, approval agencies such as the Ministry of Municipal Affairs and the various Regions each with their own delegated approval authority specified deadlines for the submission of agency comments. Many of these deadlines in the last several years have not been adhered to, and are being continually extended apparently without challenge. With any project, whether it be for non-profit housing, affordable housing or higher priced residential usage, time equates to money and hence to cost.

For some old hands in planning, a major step forward, in planning legislation was the inclusion in the Planning Act, 1983 of Section 3 which required articulation in legislation of the meaning of "Policy" of the Ontario Government. We have found recently that the legislated meaning of "Policy" is very quickly being eroded or simply ignored.

Many of us have experienced as Consultants or as Planners for other levels of Government or Ministries when speaking to another Ministry, "Well, that's our Ministry's Policy". When asked for a written copy of that "Policy" none can be produced. You receive only "Well that's just the way it is, that's our Policy". Some people refer to these as "Phantom Policies", a policy that does not really exist in paper nor substance but, nevertheless, seems to have body, if not substance. More alarming to this whole situation is the acceptance by other Planners of these "Phantom Policies" and their willingness to accept such without any question as to their application or validity.

As a Planner having worked for Municipalities and private interests I emphasize that it is necessary to have all the rules, clearly on the table and clearly established. In knowing all the parameters, people are normally willing to work to achieve satisfaction of written, clearly articulated and legislative based policies of our various levels of Government.

Ross R. Cotton, MCIP, OPPI

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letters continued...

FEDERAL MODEL FOR CIP?

A discussion paper apparently produced by the Executive Council of OPPI was distributed to all attendees at the 1991 OPPI Fall Conference in Huntsville (Deerhurst Inn). The content of the paper was debated at the Annual General Meeting. As one speaker out of many I stated that the relationship between CIP and OPPI insofar as it pertained to Membership and per member problems and concerns had, over the years, become muddled. It was now time to clean out the cloudiness. The suggestion I made was that CIP ought to fade out of membership matters at the per member level and that all individual membership matters other than umbrella matters such as portability ought to become the sole responsibility of OPPI. Included herein are such matters as the production and distribution of the membership parchment and the production and distribution of the membership seal. Within Ontario the determination of membership should be the sole responsibility of OPPI. Should the matters of parchment and seal continue to be distributed by CIP it should be clearly established that these symbols are proof that the membership being conveyed is to a separate and distinctly different Institute. The alternative also seems clear: the Ontario Professional Planners Institute should issue its own parchment and seal.

Notwithstanding the above views I did not recommend that each Institute operate totally separately. CIP is the National Institute and, accordingly, it should operate on National issues and matters.

Wm. S. Addison, MCIP, OPPI

SAFE DRINKING WATER FOR RURAL ONTARIO

The following letter was sent to Environment Minister Ruth Grier

Dear Minister:

A recent article in a Barrie newspaper, the Banner-Advance, reported that an Oro Township family was horrified to discover that their rural well was contaminated with nitrates. The well water had been checked on the advice of their pre-natal class instructor.

Many rural Ontario residents would be shocked to learn that their well water, which they believed to be pure, was polluted by chemicals and/or bacteria.

Gastro-intestinal disease is over 30%

higher for people who rely on rural well systems, than those using public water supplies.

A random survey of over 500 private wells in the Region of Waterloo by the Waterloo Health Unit found that 66% of shallow "dug" wells and 66% of deep drilled wells were contaminated by coliform bacteria or nitrates, or both.

Where intensive well testing has been conducted in Simcoe County, such as in the Alliston and Alcona areas, a high level of private well contamination has been found.

Likely much of the shallow groundwater in Southern Ontario is now contaminated.

The causes of rural well contamination are probably sewage effluent from private septic systems, farm chemicals and runoff from roads, including salt and residues from vehicular traffic.

These factors demonstrate that we, in Ontario, have not been doing a satisfactory job of ensuring that rural residents have safe drinking water supplies.

The problems today will be compounded tomorrow by the thousands of lots which have been created in rural areas, especially by severance, without adequate environmental impact analysis.

Here are my suggestions for co-operative actions by all levels of government and rural residents.

The Ministry of the Environment should look at the excellent research and approval requirements being developed by the Regional Municipality of Waterloo. The Ministry should be considering similar requirements for all new well, septic system, stormwater management and other measures which impact on the groundwater

regime.

The Simcoe County District Health Unit should conduct surveys of existing wells to determine the extent of well problems here in Simcoe County. They should be working together with the Ministry of the Environment and local municipalities to resolve existing problems.

Simcoe County itself needs to undertake a hydrogeological study to determine the quantity and quality of the County's groundwater resources, as a basis for future planning.

It is time for all local municipalities to think, plan and act ecologically. Groundwater is a critical resource on which all life depends. Experience in other jurisdictions in the United States and Canada has shown that local government must take the lead in forcing all levels of government to work together to protect and safely manage this resource.

Rural residents need to check for both bacterial and chemical pollutants in their own well water. They should contact their local municipality, the Health Unit and the Ministry of the Environment to find out what these government bodies are doing to safely manage the groundwater resource.

This is a crucial problem that we cannot leave to "somebody else."

*Sincerely yours,
Barbara Marshall
McNair & Marshall, Barrie*



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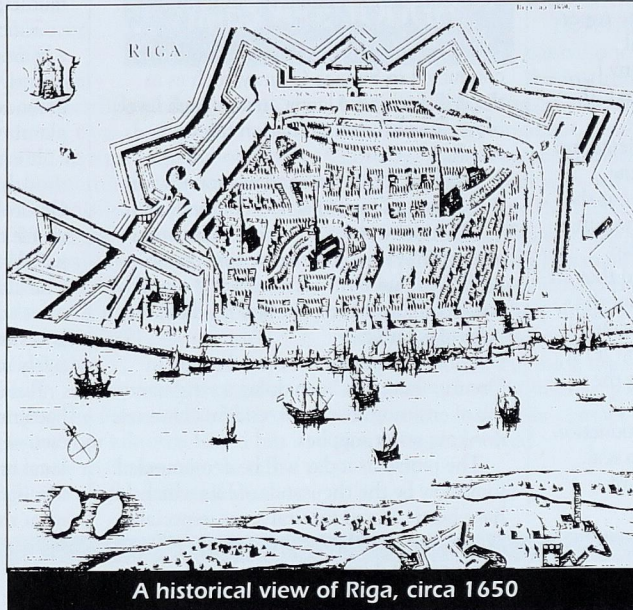
THE LATVIAN CAUSE

by Andris Roze

This article describes two projects that were accomplished by architects and by professional planners from Canada and the free democracies to assist the evolution of the emerging country of Latvia. The projects are compared and contrasted with the OM established program of CAUSE (Canadian Architects Urban Study Effort). The article concentrates on the process and only marginally on the identified problems and recommendations.

From July 5 to July 10, 1991 two teams of six urban planners, architects and environmental scientists from USA, Canada, Australia, Venezuela and Germany, joined forces with their counterparts from Latvia to devote five days of intensive study on the future development of Riga and Jurmala cities. Riga is the capital of the independent republic of Latvia and Jurmala is its adjoining seaside resort.

The event was organized by the Architects Association of Latvia (AAL). This organization's name is totally misleading to the Canadian reader since



A historical view of Riga, circa 1650

the executive of the association is based in Toronto and its 200 members reside in USA, Australia, Canada, Sweden, other European and even South American countries. The name does, however, identify the origin of the association and the stubborn "hope against hope" attitude of its members towards the eventual rebirth of Latvia.

A BRIEF HISTORY

Founded in 1924, the AAL was a voluntary association of architects whose objective was to foster the evolution of a high-quality architectural environment in Latvia. In 1945 two-thirds of its members chose the uncertainties of exile over the trauma of life (or death) under the USSR occupation. Since 1945, the AAL has continued as an active association in the "west," publishing an architectural magazine, organizing conferences and monitoring developments in Latvia.

For 45 years the association could only observe from a distance and through the veil of censorship the deterioration of the environment in Riga and Latvia. However, in 1989, AAL established contacts with the Latvian "Soviet" Architects Association and agreed to cooperate on a professional level to further the rebirth of Riga and its redevelopment as a livable, healthy city.

In the summer of 1990, AAL president Andris Roze visited Riga/Jurmala on a lecture tour. With the enthusiastic support of both cities, it was decided that



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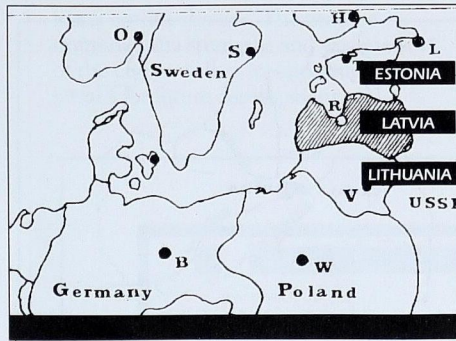
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AAL will organize intensive studies of Riga and Jurmala fashioned after the CAUSE type of projects sponsored by the Ontario Association of Architects.

ORGANIZATION OF THE PROJECTS

Anyone who has been involved in a CAUSE project knows the time and effort required to place a team "on the job" at the right time composed of the right people in an environment that is prepared to receive and assist the project.

It is safe to say that the Riga and Jurmala CAUSE projects were of another magnitude of organizational difficulty. The Ontario CAUSE projects and participants are, by definition, all in Ontario allowing for reasonable ease of communication and the donation of free professional time of two working days and a weekend with all expenses paid by the sponsor. The two Latvian CAUSE cities,



on the other hand were 1 0,000km from the organizers with almost unusable telephone or fax communication; the participants were from five countries and four continents; the donated time of five days had to be wrenched out of a personal vacation and the \$1,500 "out of pocket" travel expenses had to remain permanently "out of pocket."

In addition, most of the statistical information for pre-project analysis

including topo maps had to be smuggled out of Latvia at personal risk since this information was officially classified as of "strategic" importance to the USSR. It is, therefore, somewhat of a miracle in organization, blind faith and sheer luck that on July 8, 1991 two teams of six professionals from the "west" presented themselves for a five-day work session and were received by their counterparts and an enthusiastic city administration.

SOME OTHER DIFFICULTIES

Although the "western experts" and their Latvian counterparts spoke the same language and had comparable technical knowledge, each group was in fact the product of a vastly different society. The local experts were used to planning in an authoritarian state, with a command driven centralized economy. All the sincere eagerness to learn the role of planning in a free-enterprise democracy could not hide a palpable



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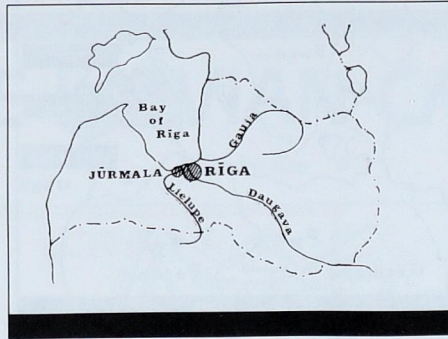
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undertone of differing attitudes. Notable among these was the belief that there is one correct solution to a problem that the "expert" can best develop without any interference from "non experts" such as politicians, the public or other selfish interests. The plan for a city should therefore ideally be developed by "experts" in splendid isolation and imposed by decree; (perhaps this strikes a sympathetic note "deep down" in the Canadian planner, eh?)

It is interesting to note that while this attitude was solidly decried by the planners from Canada, USA and Australia, a planner from Venezuela identified that as the normal operating procedure in that country and the planner from Germany was fairly sympathetic to the idea. The North American contingent was equally shocked when the planner from Germany recommended the introduction of land



pricing by statute, based on a "scientifically" derived land value assessment formula. Not many of us even knew that such a system existed in democratic, free enterprise Germany. How do you argue with success?

Such contradictions in attitudes and advice from overseas "experts" left the local planners bewildered. It is absolutely clear that neither Latvia nor the Soviet

Union will ever be a free enterprise democracy identical to the USA. Even Canada differs substantially from the USA extreme. The Baltic States are, after all, part of Europe and the European model is closer to them than the North American counterpart. Germany's scientifically derived and controlled land values probably have more relevance than the Toronto or Dallas free market. I suspect that this is doubly so because the German system was developed to combat wild speculation after the cataclysm of World War II which is similar to the present situation in the Baltic States.

In addition to such attitudinal differences, the two projects had to deal with more fundamental uncertainties. What will be the mix of free enterprise and state control that will form the framework for urban development? What is the relationship of state and local planning? Will the city have any say in the USSR controlled vast land holdings



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and enterprises such as the army bases, the health resorts, the port and transportation networks and huge industrial complexes?

In spite of all of these problems and potentially immense areas of misunderstanding, both projects proceeded smoothly and probably did achieve their objectives:

- To expose Latvian urban planners to some of the issues they will have to tackle in the free enterprise system.
- To evaluate the problems and opportunities of both cities from a "western" viewpoint. (To ask the right questions and give some answers.)
- To evaluate what type of "western" assistance may be required
- To build bridges and understanding among colleagues.


RIGA 2020 JURMALA 2020

Headed by Dr. Sigurds Grava, a Columbia University professor and transportation planning consultant from New York, the Riga team had the formidable task of prescribing the best course of evolution for this 800-year-old city of almost one million.

To prepare a "Master Plan" for the city in five days was, of course, an impossible task even for a "super team" from the "west." Very wisely Dr. Grava approached the problem as a strategic planning exercise with a "thousand questions" and

many option choices. The process examined the strengths and weaknesses of the city as well as its opportunities and pitfalls for future development.

The Jurmala project also involved six "western" experts including two ecologists from USA, one planner/architect from Venezuela, one



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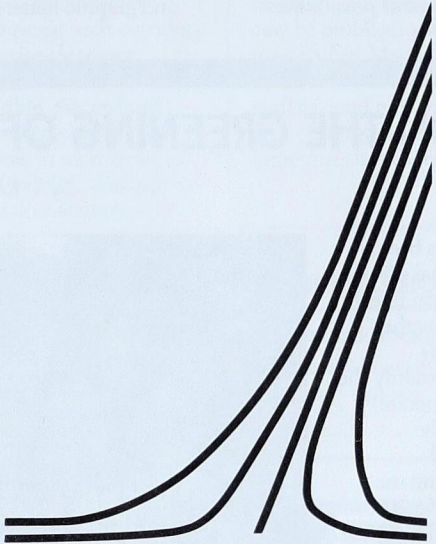
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architect/planner from California, an economist, a landscape architect and the group leader, Andris Roze, planner/architect from Toronto.

This team was deliberately chosen with a strong environmental focus since Jurmala itself is a unique environment. A suburb of Riga, Jurmala is located on a strip of land 25km. long and an average 5km. wide between the Baltic Sea and Latvia's second largest river Lielupe. It is a series of sand dunes covered with a pine forest, stretching parallel to the sea and Lielupe.

The Jurmala team approached the problem by developing 3 alternative "visions" of development possibilities

ranging from a "doomsday" scenario of Miami-Latvia to Jurmala as a National Park (Banff-Latvia).

Both teams arrived at similar basic conclusions. The number one problem in both cities is pollution and deterioration of the environment due to exaggerated growth induced by centralized planning from Moscow. It is absolutely imperative that future growth be tied to quality of the living environment. This is a healthy cities approach with urban infrastructure improvements as the strategic first priority.

Both projects prepared reports and recommendations in the form of written and graphic material. Both projects

recommended actions that needed to be taken by the municipalities in order to proceed with the process of planning. The five-day "wonder" was obviously shock therapy for both sides. It is hoped that the shock had its positive "jump start" results. A more extensive period of planners exchange is needed to achieve more measurable results. As a quick, sharp therapy, both projects were successful.

Andris Roze is Director of Long Range Planning, Regional Municipality of York.

ENVIRONMENT

MORE ON THE GREENING OF ONTARIO'S PLANNING SYSTEM

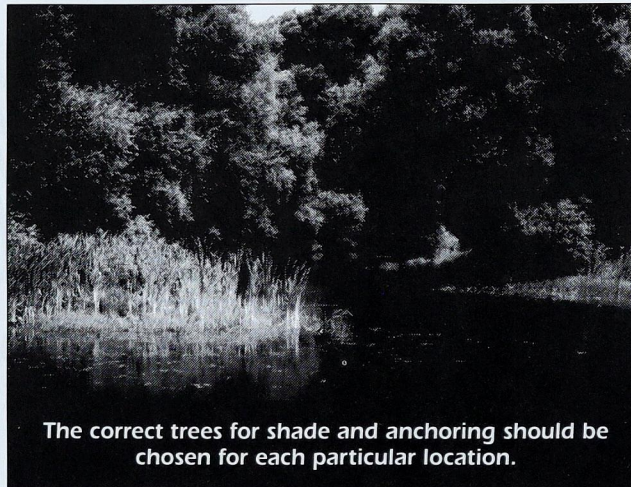
by S. Robert Hazra



There has been a great deal of discussion lately regarding the 'greening' of Ontario's Planning system. Certainly the scope exists to incorporate more environmentally sensitive policies and regulations within land use regulatory documents, some of which are mentioned here; but more policies and regulations will have little effect unless the organizational framework, and the expertise exists to effectively implement these initiatives. This paper addresses the issue of the planning framework as it relates to environmental preservation, and some of the planning policies that should be incorporated in Official Plans to provide for a more ecologically sensitive approach to planning.

THE REGIONAL PERSPECTIVE

The consideration of the environmental impacts of development proposals is often fragmented among various agencies. Local planning and building departments will deal with the built form of developments, although the planning department will also consider the whole spectrum of issues related to the



The correct trees for shade and anchoring should be chosen for each particular location.

desirability of a proposal, including environmental issues. Conservation authorities may deal with impacts on water courses and slopes (mainly to ensure that erosion is not a concern), the Ministry of Natural Resources will consider the affects of the development on Flora and Fauna, Regional Planning Department may comment on a wide range of issues associated with a development, from a regional perspective. Depending on the location or scale of the proposal other government agencies may also provide input on the environmental issues related to a proposal.

The integration of the issues raised by the various agencies may be difficult. The

fragmentation of responsibility for various aspects of the environment, in many cases, precludes a comprehensive and integrated approach to assessing the long-term consequences of a development on the environment. The challenge, of course, is to obtain an overall perspective.

Obtaining an "overall perspective" is difficult when the land base is fragmented into many political units. In some cases, the boundaries of municipalities have been drawn in a manner that exacerbates pressure on environmentally sensitive lands. In the Niagara Region, for example, the boundaries of the four municipalities occupying most of the lands suitable for tender production in the Region do not extend, for the most part, into areas of poorer quality agricultural land. As a consequence, in order to accommodate growth, these municipalities support urban sprawl on some of the best agricultural land in North America.

Emphasis must be placed on Regional planning, with the boundaries of these planning areas closely corresponding to watersheds (Mason: Ontario Planning Journal, July/August 1991) or to ecosystems; while the same time recognizing that each planning area must

have a sufficient supply of land available for development.

If Regional Planning agencies are to assume the role of devising a comprehensive approach to environmental planning (and in so doing, to remain relevant), these planning departments will require personnel who are conversant with environmental issues. Greater emphasis on environmental planning should not, however, lead to the expansion of Regional Planning departments to further bloat the bureaucracy. Regional planning departments should be relieved of their involvement with land use planning within urban areas, and leave such planning to the local planning departments.

THE LOCAL LEVEL

Generally speaking, planners tend to focus more on the built form, than on the actual lands being developed. Some municipalities recognize the need for more ecologically sensitive planning. The City of Niagara Falls, for example, has prepared a "Greening Plan" that contains environmental policies to be incorporated in the City's new Official Plan. All municipalities would benefit by having their Official Plans updated to recognize the following land use planning goals:

- To protect the existing natural features of the community and to encourage the maintenance of a higher proportion of the land base of the community as open space and landscaped area.
- To recognize and support the natural ecosystem in and around the community.
- To improve the overall aesthetics of the community.

Official plans could also be updated with ecological policies dealing with the preservation and enhancement of natural vegetation and wildlife.

ECOLOGICAL POLICIES

Official Plans should require that natural vegetation be maintained. The planting of new trees and shrubs should be encouraged. In cases where it is necessary to remove vegetation for construction purposes, such plant material should be replaced as quickly as possible with indigenous species. Policies should also be in place to ensure that banks and slopes be protected from erosion during

construction.

All Official Plans should contain statements that the grading of development proposals will encourage - wherever possible - natural runoff and groundwater absorption to maintain the flow of natural water systems. Natural runoff and groundwater absorption would, of course, also filter out many of the pollutants that are currently flowing into our lakes, rivers, and streams.

Another ecological policy that should be included in Official Plans should relate to the preservation of natural wildlife corridors. Natural wildlife corridors (i.e., ravines) should not be obstructed by roads. Where roads traverse such corridors there should be adequate clearance beneath them so as not to interfere with the movement of wildlife. Accordingly, bridges rather than culverts should be used to traverse streams in such areas, to allow the free flow of wildlife, and also in some cases, to permit uninterrupted bicycle/pedestrian paths.

Subject to the municipality's zoning by-law, the parking surface of all proposals should be minimized to the greatest degree possible.

In conjunction with Regional Planners, the local planners could also explore the possibility of linking parks within the community to parks and nature trails surrounding the community with greenways.

TREES

A local Planning department should also have expertise in, or should work in conjunction with the Local Parks and Recreation department, to ensure that the trees proposed for a development are indeed suitable to the urban environment.

Although we realize that trees play an important role in softening the urban environment, very little importance is accorded to the selection of trees by planners. Trees that grow too big have shallow root systems, or invasive root systems, or invasive roots, have more of a negative impact than a building that does

not comply with the requirements of the zoning by-law.

Aside from the aesthetic benefits of a wider range of tree types, trees provide a range of benefits including buffering, erosion control, wind protection, shade, land use barrier, and maintaining the air quality.

Trees used for erosion control often need to be fast growing like the Silver Maples (*Acer Saccharinum*) and Staghorn Sumacs (*Rhus Typhus*). Certain tree species like the London Plane Tree (*Platanus Acerafolia*), remove toxins from the air. A variety of trees that can be used for shade, but planners must realize there may be problems associated with these trees (Silver Maples, for example, have invasive roots that may damage underground pipes). The Russian Olive Tree (*Elaeagnus Angustafolia*), which sometimes has thorns, is a hardy pleasant-

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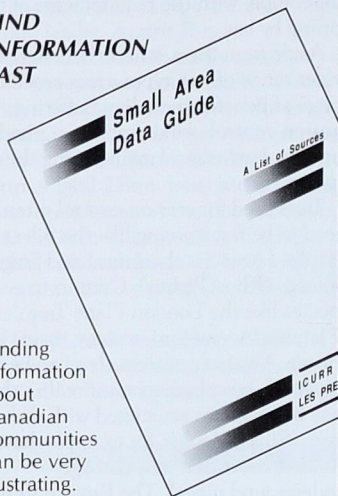
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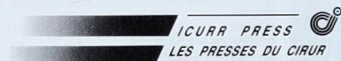
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looking tree that could be planted as a barrier.

A commitment must be made to properly assess the trees proposed in the development proposal. Too many new developments include tree species that will be nuisances when they are mature.

CONCLUSION

Although many are cynical about the "greening" of the planning system, many

communities in Ontario have done an excellent job of preserving significant natural areas. More could be done. The inclusion of ecological policies in official plans raise the awareness of these issues by planners and politicians.

Robert Hazra is a Consulting Planner with Miller O'Dell Planning Consultants in St. Catharines.

ONTARIO MUNICIPAL BOARD

DOES "CHARACTER OF BUILDINGS" INCLUDE COLOUR ?

THE BOARD RECOGNIZES THE PRINCIPLE

Gordon Babishaw operates a mobile repair unit serving transport trucks in difficulty on Highway 17 between Pembroke and North Bay. His proposal to set up a service centre off the highway for welding and tire work and for the storage of the mobile unit was opposed by people living in the vicinity. The council of the Township of Rolph, Buchanan, Wylie and McKay adopted the necessary amendment to the zoning by-law, which was appealed. A municipal board hearing ensued.

The proposed by-law amendment was for a change from Rural Marginal to General Industrial Special Exception One. The objectors were concerned about the volume of traffic this would draw toward their residential enclave on the Ottawa river. They opposed the rezoning but in the event it was approved

they sought a number of measures to reduce its impact. One of these suggested measures was a requirement that the colour of the building be restricted to a dark brown or dark green.

The Board noted that Section 40 of the Act specifically excludes colour, texture and type of materials from site plan review. It proceeded to discuss whether justification could be found in Subsection 34(1)4. This states that zoning may regulate:

"...the type of construction and the height, bulk, location, size, floor area, spacing, *character*, and use of buildings or structures.."

What does "character" mean in this context? The Board consulted the Oxford English Dictionary and found that it could include "a distinctive mark, feature, trait, characteristic, or aggregate of distinctive features." The colour of the roof or walls of a building could conceivably be so unusual as to amount to being "a distinctive feature or trait" in some circumstances but not in this case, in the Board's opinion.

On June 19, 1991, the by-law was approved subject to a number of changes designed to reduce its impact on the neighbours.

Source: Decision of the Ontario Municipal Board Sharon Lynn Dunn v By-law 16/90 File: R 900237

Pierre Beeckmans is a senior planner with the Ministry of Municipal Affairs

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WITH PLANNERS TAKING ON THE ROLE OF ENVIRONMENTALISTS, & ENERGY CONSERVATIONISTS, TRUE OBJECTIVES CAN BE LOST.

by Vladimir Matus, OPPI

I read the July/August issue of *The Journal* with great interest, especially the articles referring to Sewell's Commission. I was particularly impressed by the thoughts of Ray Simpson. His observation that the Commission's review of the planning process will take less time than the review of an average subdivision can dampen the enthusiasm of any potential participant in the discussion; nevertheless, we must try. The need for a thorough analysis of other alternative planning systems is obvious and long overdue. I would add that, since our challenges are unprecedented and global, the Commission should venture beyond its present socio-economic and cultural framework of North America. An analytical review of planning systems in different places and at different times should be prepared for the Commission by a qualified consultant.

However, while knowledge and an understanding of all optional planning processes is a prerequisite, and may indeed reinforce Simpson's other points and concerns, it is not enough. Planning is a means to an end. It should not be seen as a goal on its own. This may be the major challenge facing Sewell's Commission. There is little consensus on what is wrong, and even less on what could be a remedy. The last time we shared any common vision of the future was in the fifties. These visions were optimistic; there was a general belief that children will live in a different, a better and more exciting world than their parents. Today these renderings are published under titles such as *The Future Which Never Happened*. There are even plans for a "Museum of The Future" in Washington, D.C. The complete breakdown of a collectively accepted vision and concrete goals is fascinating from a historical perspective but very costly to contemporaries. It is costly in economic, social and cultural terms. One particularly tragic consequence for planners is that it limits planning to producing continuously revised editions of manuals and books of rules for a game the outcome of which is virtually unknown.

NEW ROLES FOR PLANNERS

Since the planning profession in the traditional sense has ceased to exist, planners have assumed a number of new roles, including those of power brokers, conflict mediators and, on occasion, group pacifiers. Whatever the role, any dedicated planner is saddened by community fragmentation and the counterproductive polarization of competing views. Let's review some of the loudest voices and their group agendas.

The most eloquent and best organized groups act under the "environment" umbrella. It was the environmental movement which first formulated the argument that the present course of our technology-oriented society is suicidal. Their argument is simple: "The bearing capacity of the natural environment is limited. We are rapidly approaching these limits." Consequently, some environmentalists have had, on occasion, a tendency to put the welfare of groundhogs, crickets and butterflies above that of human beings. Michael Hough, a moderate, may have shocked some by confessing that he is first and foremost an environmentalist and then an objective planner, but here are much stronger voices coming from environmental groups. Famine, disease, and natural catastrophes are Gaia's desperate attempts to mitigate the cancerous spread of humankind, a self-healing process which should be welcomed, not fought. In any case, moderate growth, no growth, or even negative growth are the fundamentals of the environmental philosophy.

Energy conservationists are an offshoot of the environmental movement. They are correctly pointing out the environmental consequences of the generation and consumption of

energy. Since there is no wide consensus of what environmentally friendly energy generation is, and since there is a direct relationship between the standard of living and energy consumption, a first sensible step should be energy conservation. In Canada, the two major energy bleeders are transportation and space heating. While insulation has been generally accepted, to suggest that we should re-arrange our cities to limit or even eliminate automobile trips, as is proposed for Hanover, is still a frightening proposition.

Another group may be called "growth managers," or the world of business and finance. This is the only identifiable minority in our society which can be publicly despised and ridiculed. They agree that we are in a very difficult transitional period but they are convinced that only through the generation of wealth can our social, environmental, energy and urban problems be cured. Since wealth cannot be generated in a stagnant world, growth must be encouraged, not arrested. To freeze growth and expansion is a more unnatural act than to temporarily upset or permanently readjust natural systems. This group is not particularly loud (because they are publicly despised and ridiculed) but is very powerful. Its strength is founded on the conviction that their views are backed by a vast majority of the population. After all, low car sales and a drop in new home construction are always devastating news which no one seems to cheer. Consequently, we can't talk ad nauseam



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about ozone, marshes, toads and grasshoppers, but factories will continue to churn out more and more cars, and prime agricultural land will continue to disappear under a layer of never-ending suburbia.

SOCIAL PLANNERS

Social planners and grassroots activists are not a monolithic, but actually a divided group; with respect to planning, however, they all insist on public participation. One extreme wing views the public participation process as "real planning" and thus sees little need for planners or planning schools. There is a small sub-group which holds the belief that public participation should be a collective brain harnessing project, i.e., several brains can produce an idea which a single one cannot. Here the planner's role is one of a simple facilitator. In practice, however, the conventional public participation process rarely goes beyond recording the decision around the table. Where public participation is particularly effective is in preventing or stopping something.

IS THE PAST BETTER?

Temporal discussions have been brought to this debate by history preservationists. As

a reaction to the senseless bulldozing of highway corridors through residential neighbourhoods and the endless construction of high rises and parking lots, some have come to believe that the past was better than the present. Planners, therefore, should somehow squeeze us into the shoes of our grandfathers. Some are genuinely convinced that to replace the old with the new or to build anything near the old is a cultural crime. The moderate wing is reluctantly prepared to accept new developments, provided they are timid, apologetic or ideally, invisible. Architectural or urban design experiments aimed at meeting contemporary challenges are out of the question.

There are many other groups in the community, many voices, many other issues. Relatively recent ones include Sustainable Development (balancing natural and human-made ecologies), Healthy Cities (planning with respect to human physical and mental health), and Winter Cities (planning with respect to Canadian climate). Although, thus far, not much new ground has been discovered, their adherents are putting forward well formulated arguments when addressing those long neglected areas of planning.

Growing but not yet fully matured are movements dedicated to planning for the specific needs of children, the homeless, women, the disabled and the elderly. In the current excitement these voices may be easily lost. But those of us who work on behalf of or for those special groups know very well—cities and communities built to accommodate those special needs would be wonderful places to live for everyone. Hopefully, this observation will be noted.

It would be a relatively easy task to develop a streamlined planning process for communities, for example, to follow the visions of H.R.H. Prince Charles. But these would be based only on the consensus of particular groups, not the whole community. The danger of a broad consensus building process is that the outcome may never become the property of the loudest and best organized group. Nevertheless, consensus on clearly defined goals must remain our first priority. Without a consensus on destination, even the best steering mechanism is useless.

Vladimir Matus is a Toronto planner.

STUDENT AFFAIRS

NATIONAL CAPITAL COMMISSION—GREENBELT PLANNING REVIEW BRINGS IN CANADIAN UNIVERSITY PLANNING PROGRAMS

by Richard Scott and Mark Seasons



We often talk of the value planners of tomorrow—our university students—can bring to the profession. To help expose students to a real-world planning exercise, the National Capital Commission has embarked on a unique national consultation process. Nine Canadian university planning schools are helping the Commission develop a new land-use plan for the Greenbelt, a 20,000 ha buffer of wetlands, forests, governmental complexes, and agricultural lands surrounding the City of Ottawa in Canada's Capital.

NCC planners began a major review of the Greenbelt in 1990. After 30 years of the Greenbelt's existence, it is clearly time to take stock. For example, rapid urban growth has occurred along its perimeter. Peoples' values have changed as well, so that many of the important

environmental features of the Greenbelt have taken on added significance in recent years. Last but not least is the desire of the Commission to have people across Canada contribute to their Capital's future.

The review's first phase is concluded with the release of a report outlining the future roles of the Greenbelt in fall, 1991. Each of the nine schools will take the results of this report, along with several background studies, and translate their findings into land-use concept, land-use policies and strategies for implementing the plan. The concepts and ideas generated by the students will be integrated into the Commission's own work, leading to the development of a preferred concept by the summer of 1992.

Each school submitted its findings to the Commission in early January 1992. The Commission has assembled a panel

of distinguished planners to adjudicate presentations in the Capital by students from each participating university in February 1992. Panelists include Ian McHarg, author of *Design with Nature* and internationally known ecological planner; David Crombie, former mayor of Toronto and Commissioner of the Royal Commission on the Future of the Waterfront; Hans Hossé, Professor Emeritus, University of Western Ontario and expert on the National Capital Greenbelt; and Nick Tunnacliffe, Commissioner of Planning for the Regional Municipality of Ottawa-Carleton.

The schools of planning participating in this project include:

University of British Columbia, School of Urban and Community Planning;
University of Manitoba, Department of

City Planning;
University of Waterloo, School of Urban and Regional Planning;
University of Guelph, School of Rural Planning and Development/School of Landscape Architecture;
Ryerson Polytechnical Institute, School of Urban Regional Planning;
Queen's University, School of Urban and

Regional Planning;
Carleton University, Department of Geography;
McGill University, School of Urban Planning;
Technical University of Nova Scotia, Department of Urban and Rural Planning.
The Commission is excited about this

new approach to consultation, and eagerly anticipates the contributions to the Capital of the many creative young minds from across Canada involved in this project.

For further information on this project, please contact Richard Scott (613) 239-5512 or Mark Seasons (613) 239-5270

BOOKS

EDGE CITY: LIFE ON THE NEW FRONTIER

JOEL GARREAU, DOUBLEDAY, 1991

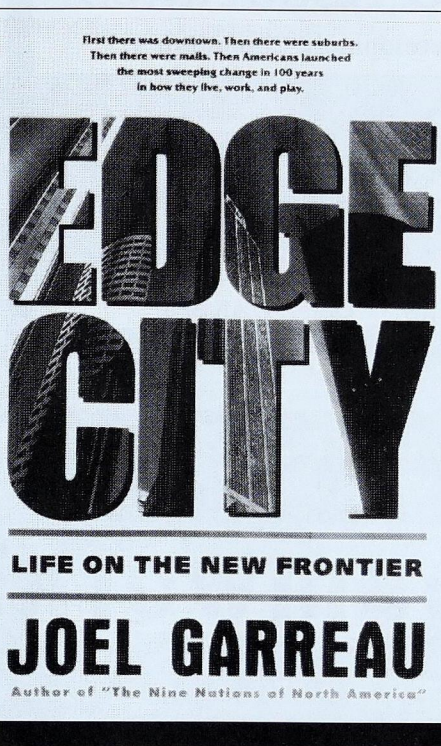
Review by Jim Helik

There's a new form of City evolving in North America; of a type which has become so dominant that they now number over 200, and yet of a form which has been largely ignored, until only recently. This is Joel Garreau's thesis in *Edge City: Life On The New Frontier*. The book serves as a comprehensive introduction, bolstered with over half a dozen detailed case studies, to what he calls "the most radical change in a century in how we build our world, and most of us don't even know it."

What defines an Edge City (so named both because they are on the cutting edge of urban development, as well as the fact that they are created physically on the edge of the urban landscape)? Garreau adapts a five-part functional definition:

- It has five million square feet or more of leasable office space—serving as the workplace of the Information Age.
- Has 600,000 square feet or more of leasable retail space—the equivalent of a fair-sized mall.
- Has more jobs than bedrooms—when the work day starts, people head toward this place, not away from it.
- Is perceived by the population as one place. It is a regional end destination for mixed use—not a starting point—that "has it all," from jobs, to shopping, to entertainment.
- Was nothing like a "city" as recently as thirty years ago. Then, it was just bedrooms, if not cow pastures.

And there are other factors separating these cities from traditional urban centres:



the jogging trails of the corporate campus vs. the sidewalks of the City, the shopping mall and, of course, the single-family detached home.

How do Edge Cities differ from the more traditional suburb? Garreau notes that the major shift is that this new City form is a "wealth creator," offering significant work (almost exclusively in office buildings) and shopping opportunities, as compared to the bedroom communities of the immediate post-war period. This has resulted in

changes, not the least of which is that "the old-fashioned Ozzie and Harriet commute from a conventional suburb to downtown is now very much a minority pattern." Thus the Edge City, with its own employment, entertainment, and residential areas, functions, by and large, independently of the City which spawned it.

What drives the trend? Garreau's point, bluntly, is that Edge Cities work, and fill a broad variety of needs from a cross-section of the population. This initially came as a surprise to Garreau: "I had always believed that there were only two sensible ways to live—in a yeasty urban neighbourhood reminiscent of a Dickens-style nineteenth-century city, or a remote, leafy glade that recalled Thoreau's nineteenth-century Walden Pond. . . I never could understand why anybody would want anything in between.

This new world being built. . . however, was not only "in between." It was "in between" triumphant. It seemed insane to me. It was a challenge to everything that I had been taught: that what this world needed was More Planning; that cars were inherently Evil and our attachment to them Inexplicable; that suburbia was morally wrong—primarily a product of White Flight; and that if Americans perversely continued to live the way they have for generation after generation, it couldn't be because they liked it; it must be because They Had No Choice. I even thought that cities were built by Master Architects.

Ah, yes. Live and learn."

Garreau repeats, in numerous examples drawn from case studies (from Boston and

New Jersey, to Texas and Southern California), that Edge Cities are what they are because they fill a need—they are “problem driven,” not “ideology driven.” They are a product of society, built by developers “giving people what they repeatedly demonstrated they desired, as measured by the most reliable of gauges: their willingness to pay for it.”

The developers who build these cities (and the bankers who fund them, and the engineers who construct them) operate on “an exquisitely fine-tuned logic” which explains those questions posed by an Edge City (i.e., “why are these buildings so far apart?”). What emerges from discussions

with these actors are “The Laws”.

“Developers are religious devotees of these laws. They don’t much care how humans *should* operate; their concerns are not that ethereal. All they want to know is how they *will* operate so that they can respond to those clues to make money.”

Once these laws are understood, or at least recognized, much of the built form begins to make sense. They include: the number of switches in travel mode a commuter will put up with (typically zero) and how many storeys up or down a person will use the stairs (also called the one-storey-climb-law). Garreau most helpfully codifies these laws in one of the book’s

final chapters.

Garreau’s book is far from an analytical text, yet he is able to present information in a highly readable form (his nine-page section on development economics is the most succinct and accurate summary I have ever read). *Edge City* may not be the first to note all of these emerging trends, but as a book which is already well quoted in the popular press, it deserves to be read.

There has been a great deal of discussion lately regarding the “greening” of Ontario’s planning system. Certainly the scope exists to incorporate more environmentally sensitive policies and regulations within land use regulatory documents, some of which are mentioned here; but more policies and regulations will have little effect unless the organizational framework, and the expertise exists to effectively implement these initiatives. This paper addresses the issue of the planning framework as it relates to environmental preservation, and some of the planning policies that should be incorporated in Official Plans to provide for a more ecologically sensitive approach to planning.

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THE PROPOSED NHL PALLADIUM: A HOME FOR THE OTTAWA SENATORS

by Nick Tunnacliffe

The OMB Hearing into the proposed arena for the Ottawa Senators franchise brought to the forefront two issues close to the heart of many a Canadian—agricultural land preservation and hockey. The Hearing at times took on the air of a gladiatorial struggle which befits the two issues. At the end of the day we have a decision which tries to balance them.

The record shows that the Ministry of Agriculture and Food, Campeau Corporation (who withdrew part way through the Hearing), the Ontario Institute of Agrologists and a number of individuals faced off against Terrace Investments Ltd. (the owner of the Ottawa Senators franchise), the Regional Municipality of Ottawa-Carleton, the City of Kanata and the Friends of the Ottawa Senators.

The Hearing was challenging, sitting between 21 May and 30 July 1991 with 86 witnesses and 300 exhibits. An early hearing was important to the proponent and this was arranged. The panel sat long hours to hear the evidence and delivered its decision only four weeks after the last hearing day.

MIXED USE DEVELOPMENT

The proposal before the OMB was to locate a mixed use development comprising a 22,000 seat hockey arena, a 400 room hotel, 24,000 square metres of office space and almost 6,000 square metres of retail space on 40 hectares of land. The land was immediately adjacent to the western boundary of Kanata's urban area and approximately 2 kilometres east of the urban area of Stittsville. Between the two urban areas the land was acknowledged to have a capability for agriculture of classes 2 and 3.

Terrace had originally submitted an application to develop approximately 240 hectares for urban uses of which the Palladium proposal was to be the centrepiece. This was not acceptable to the Region which in association with the three affected area municipalities, required the landowners to undertake a comprehensive planning study. A study called the West Urban Expansion Study was started with participation by the Region, area municipalities and the landowners. However, the Region and the City of Kanata adopted amendments to

project. The Board concluded that "the total economic benefits of this proposal will be positive for the community of Ottawa-Carleton."

SOCIAL BENEFITS.

A major part of the proponent's position was that having the facility would allow many different events to be staged, that the franchise would not be confirmed without the facility and that the facility would create community pride. The Board was satisfied "that the facility will, if developed as planned, provide many of these desired social benefits to the community."

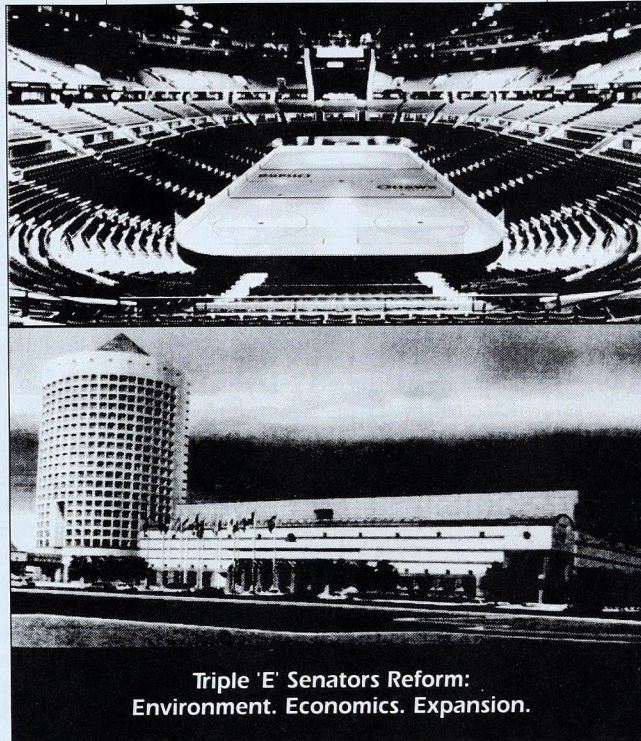
TRANSPORTATION.

The adequacy of the parking at the site and the proposed road and transit systems to deal with the crowds were issues. The Board was satisfied that "traffic of that volume can be adequately handled on the existing and proposed road infrastructure." However, one of the conditions of approval was to reduce the seating capacity of the arena to 18,500 to achieve the balance.

SERVICING AND ENVIRONMENTAL IMPACTS.

The site being adjacent to an already serviced urban area could be serviced with water and sewer. The proponents gave assurance that no additional capacity was to be provided and the services would be constructed at the expense of the developer.

Of greater concern was the issue of stormwater management. Part of the site is included in the Carp River flood plain. The proponent satisfied the Board that "an acceptable stormwater management plan can be designed to fully implement MNR and MOE's requirements and protect and enhance the Carp River."



Triple 'E' Senators Reform: Environment. Economics. Expansion.

their official plans permitting the Palladium project on 40 hectares of land.

THE ISSUES

ECONOMIC BENEFITS.

Both sides retained consultants to present their view of the economic benefits which might flow from the

SEPARATE ANCILLARY FACILITIES.

Consultants for OMAF advanced the view that too much retail office and hotel space was being proposed. One individual objector was concerned about the impact of this development on the Kanata Town Centre. The proponents were of the view that a mixture of uses would add variety, help spread the traffic peaks and strengthen the financial viability of the project. The Board found that "the proposed retail and hotel ancillary uses at the sizes proposed should not adversely affect existing or planned similar uses in the area." However, the Board was not convinced the total amount of office space was warranted and reduced the permitted office space to 12,000 square metres.

AGRICULTURAL PLANNING ISSUES.

That the land has a high capability for agriculture was not in dispute. What was in dispute was the thesis advanced by the proponents that because of its location between two urbanising areas, because of the land ownership (largely development interests who rent the land for cultivation) and because of the difficulty of farming in this situation (poor crop prices, impacts on farming operations) the logical use for the parcel in dispute and surrounding lands was urban.

However, the Board concluded that "despite the presence of a major urban highway corridor, the proximity of the Stittsville and Kanata urban areas and urban piped services extending through to Stittsville, this area, of which the subject land forms a part is a portion of the large agricultural area of good soils which remains predominantly in farm usage, on open, largely non fragmented

lots and indicates no basis for consideration of it being of lesser agricultural planning significance."

PLANNING ISSUES.

Despite the Board's finding on the agricultural capability it recognized that the Province's Foodland Guidelines permit changes in use to be justified using the tests in Section 3.14 of the Guidelines. The proponents looked upon the project as unique for which an alternate site, which met predetermined criteria of accessibility, size, servicing capability and timing was not available. On the other hand the objectors viewed the proposal as a major departure from the Regional Official Plan which had been adopted as recently as 1988, it introduced a major urban use and piped services into a rural area, it could act as a precedent for development on agricultural lands, the proponents had not justified the location under the Foodland Guidelines and that the Regional and Kanata Councils had insufficient information before them before adopting the amendments.

THE DECISION

The panel made it clear that in standing in the shoes of the Minister the Board must not only protect the rights of individuals and minorities but also see that the plans follow sound planning principles for the benefit of the community. The panel went on to state that a balanced judgement was required.

The Board found that the major issue was "whether this proposal can be found to be a justified use of high priority agricultural land at this location." The

Board concluded that timing was important to the success of the project and that an arena and entertainment centre of suitable size was required.

The question of the consideration of alternative sites became an important issue during the Hearing. Four of these were owned by the federal government and two by Campeau Corporation who initially objected to the project but subsequently withdrew. The Board found that no suitable sites were available given the time frame involved.

Thus the Board decided to:

Approve the Palladium proposal at a reduced seating capacity of 18,500 with the deletion of one office block.

However the Board will not issue its order until a number of conditions are met, including:

- The franchise and full membership in the NHL have been granted unconditionally.
- Financial security has been provided to ensure the proponents build and pay for the required infrastructure (this includes a new interchange on Highway 417). (Total costs of all infrastructure are estimated to be in the \$15-20 M range).
- Terrace has formally withdrawn its Regional OPA application for the additional 200 hectares it owns and discontinue participation in the study of its lands.
- The Region withdraws its endorsement of, participation in and support of the West Urban Centre Expansion Study.

In addition, the Board asked the Regional Municipality to consider:

- a) An amendment to the Official Plan to provide "a suitable and clear process for considering site designation for future large community facilities sensitive to environmental, agricultural and urban priorities."
- b) An amendment to the Official Plan "or other effective governmental action, to provide special agricultural buffer policies..." in the area between Kanata and Stittsville "and consideration of similar action to strengthen the urban-agricultural boundary near other prime agricultural lands under mounting urban pressure where no real need for more urban land exists."

Nick Tunnacliffe is Planning Commissioner, Regional Municipality of Ottawa-Carleton.

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OPPI REVIEWS DRAFT POLICY STATEMENT ON WETLANDS

On November 22, 1991 OPPI Council met with representatives from the Ministry of Municipal Affairs and the Ministry of Natural Resources to discuss the "Draft Policy Statement On Wetlands". Curt Halen, Senior Planner with the Municipal Planning Policy Branch stated that the draft policy introduces notions of compatibility and the notion of a wetland complex. The major thrust of the policy is to protect provincially significant wetlands, identified as Classes I, II and III, from development and incompatible uses. The policy is silent on the other classes of wetlands. The policy is to be implemented by Official Plan designations, policies and zoning provisions at the local level.

The following highlights some of the comments made by OPPI Council regarding the draft policy on wetlands:

1. The Policy Statement deals only with provincially significant wetlands (Class I, II, & III) and makes no reference to Class IV-VII Wetlands which have regional or local significance. By not mentioning the "other" wetlands in the policy statement, it will be more difficult for municipalities to protect Class IV-VII wetlands from development pressure. The policy statement should be amended to encourage municipalities to protect Class IV-VIII wetlands, since all wetlands have important values. It is noted that the 1989 Draft Policy encouraged municipalities to identify and protect wetlands below the classes considered provincially significant.

2. The definitions of "compatible land use and development" and "wetland functions", in combination with policies 2 and 5, mean that south of the Shield, any use or development in or adjacent to a wetland which causes any change to the wetland is prohibited. Any change arguably could include the death of one more mosquito, the deposition of one more particle of sediment or molecule of phosphorous, etc. No level of tolerance is given. Essentially this means a complete freeze within 120 metres of a significant

wetland (except for roads and utilities as per policy 61).

Either there is zero tolerance, or there is not. If there is, it's a principle repugnant to what planning is about. If there isn't, then the lack of inclusion of any principles on which tolerance might be based means that tolerance will be totally at the discretion of local MNR staff. This will inevitably result in different standards from MNR office to MNR office, and a lot of time and money wasted by all parties in guessing games, adversary proceedings, etc.

The 1989 version included provisions for dealing with tolerance through a "no net loss" type of approach, by requiring that use and development in or adjacent to wetlands in the South not reduce wetland values as assessed by the MNR evaluation system. This wasn't perfect, especially given the limitations of the evaluation system, but it was a legitimate planning approach. As well, the no net loss principle is well established in environment planning, notably in the federal Policy for the Management of Fish Habitat (pursuant to the Fisheries Act), which is applied in Ontario by MNR. Some reasonably reproducible tolerance mechanism is essential. Such a mechanism would also permit all classes of wetland to be included in the policy, with greater tolerance permitted for lower class wetlands; again, this would be a more planning-oriented approach.

3. The definition of "adjacent lands" should also state that the 120 metre overlay may be larger or smaller, depending on upland topographic features.

4. While "development" is prohibited within Provincially Significant Wetlands, "new land uses" may be permitted subject to meeting criteria. According to MMA staff, the wording of Policy 2 is based upon advice from MMA legal staff that there must be some land use(s) permitted by the policy Statement. It would be more appropriate to clearly state in Policy 2 that uses and development associated with conservation, resource management, etc. are permitted within Provincially

Significant Wetlands. For example, boardwalks and nature interpretive facilities, if sympathetically constructed, could be compatible with wetland objectives and conservation/resource management uses. The current draft wording offers a future potential loophole by not specifically defining permitted land uses.

5. There is a concern regarding the Shield area of the Great Lakes/St. Lawrence region, that until the evaluation guidelines and mapping is done by the MNR, that the policy statement is premature. What will be the differences in evaluation guidelines for the Shield area and southern limits of the Boreal region?

6. According to MMA, the implementation Guidelines will be released together with the approved policy statement. Many planners (MNR and Municipal) are concerned that no input has been allowed with respect to the Implementation Guidelines and that this is inappropriate for the public review process.

NEW OPPI MEMBERSHIP ASSISTANT

KEVIN S. HARPER joined OPPI as Membership Assistant on January 6. He is responsible for maintaining the membership database and handling activities related to membership. Kevin brings four and a half years of relevant experience working with databases and membership processing. He will work closely with the OPPI Membership Committee chaired by Gerrald Carrothers, Vice President (Membership).

SOCIAL MARKETING—A TOOL FOR PLANNERS?

by John Farrow

It has concerned me for some time that "Public Participation," as generally applied is ineffective, in scientifically determining what the public think, and in communicating public policy ideas. One result is that plans for our cities are constantly pressured towards blandness because bland generates the least negative reaction. Such a result may be acceptable, even desirable, when routing a hydro line or siting a landfill site, but blandness is not a desirable quality to plan into our future.

Planning requires long-term thinking, and difficult trade-offs between short and long-term costs and benefits. Planning usually involves giving up today's real benefits in a trade-off for a promise of future benefit. Planners can have difficulty winning popular support for this trade-off. However, sometimes the vision arrives along with an effective communicator—witness the current planning for the Toronto Waterfront. In other situations where public support is required, planners and politicians should compete for public sympathy, using all the tools available.

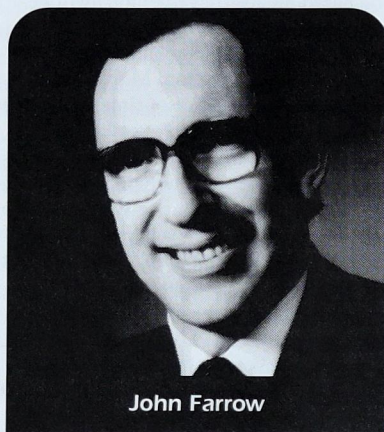
Concern about this problem had led me to look at current techniques used to market such public policy initiatives as energy conservation, safe sex and use of seat belts. The techniques used come together under the label, "Social Marketing." This is a complex topic but my research has identified some of the key concepts that planners may wish to adapt and apply. What follows is a brief description of some of these concepts and suggestions on how they might be applied.

Social Marketing is an approach to changing attitudes and behaviour. It combines integrated planning and action programs with market research, marketing strategy and communications technology. The situations in which it is most commonly applied have strong similarities with the problems planners face when trying to win community support. Attempting to persuade the population at large to adopt a responsible

attitude toward the environment is only a short step from persuading a community to buy into a *shared* vision of the future.

DEFINING TARGET ADOPTERS

It is implicit that within any



John Farrow

community, not all groups will be equally affected by policy initiatives. Social marketers define their target groups carefully to determine current attitudes and accomplish a specific change in this attitude. In planning it is the stakeholders who can facilitate the adoption and implementation of a plan, yet detailed, market research on their current attitudes is rarely undertaken. Paying attention to target groups and then segmenting them further as the basis for subsequent targeted communication could improve the effectiveness of planners significantly.

RECOGNITION OF SUBGROUPS IS IMPLICIT.

When it comes to changing attitudes, the target population must be segmented into subgroups with homogeneous attitudes. Different communications strategies will be required to deal with each group. This contrasts with the model of public participation most often used which tends to treat the population affected as homogeneous, with some minor concessions geography, language

capability and mobility.

ADOPTION BEHAVIOUR

Social marketers study how groups adopt new ideas. One useful insight is that information comes to groups from *personal sources*, non-personal sources and from participation in the social marketing program. Personal communication is usually considered the most effective. The practical question is how to trigger personal communication to potential target adopters. A preferred way is through opinion leaders. This approach works best with specific situations, like planning at the neighbourhood level. In situations where many attitudes exist, concerning something more complex, like a city wide plan, it is usually not clear who is leading and who is following on any topic. Therefore the approach is to get opinion leaders to first stimulate discussion to segment the community, then to use opinion leaders for each segment.

DESIGNING THE SOCIAL PRODUCT

Most social marketing is aimed at specific behavioural changes like waste reduction. However the approach taken to motivating individuals toward this type of social goal is challenging when applied to planning. Not only is extensive market research undertaken on target group's needs, attitudes and motivations but extensive thought is given on how to match these group motivations with social goals. Pilot testing of ideas is common and the feedback from such tests is used to refine the idea being marketed and the communication strategy. The result is significant social change. It is interesting to speculate on how the development of plans would change if more attention was paid to motivating groups toward enthusiastic support.

If plans are to be implemented they need positive sustained support from a series of stakeholders. Planners tend to measure opposition but not support. Maybe that's why implementation is ultimately a problem. The approaches

outlined in social marketing suggest that planners should aim to create and then measure the positive support for their plans not just the opposition.

Social Marketing is a fast evolving field and some of the approaches do not fit with the values of planners who tend to see public opinion as a sacred litmus test for their ideas. In fact reading about the details of some social marketing campaigns by public agencies raises the ugly spectre of manipulation by

government. However, the minds of our citizens are getting bombarded every day with messages that urge the immediate purchase of a vast array of consumer products. Every time an effective car ad reaches its target the demand for roads goes up and the willingness to pay for public transit decreases. We must ask ourselves whether we are willing to fight, with the currently available tools, for a share of the public mind or whether we are prepared to see our communities be

less than they could be because we cannot win public support.

For those interested in reading more about social marketing: *Social Marketing—Strategies for Changing Public Behaviour*, Philip Kotter and Equardo Roberts: from the Free Press, is highly recommended as a good summary of basic concepts.

John Farrow is a Partner with The Coopers & Lybrand Consulting Group.

TECHNOLOGY

TALKING TO THE VIDEO CULTURE

by Robert Amos

It's news to no one reading this *Journal* that planning is fundamentally about information applied to a purpose. But, whereas society has changed the ways it consumes information, planning, and most other professions, are still using centuries' old media to present it. Modern technologies are used but only to generate vast quantities of the same stuff. In effect, every planning office is now a publishing house. The collective capacity to produce written materials has increased at about the same rate that interest in reading them has declined. In North America, adults spend an average of fifteen hours each week watching TV, and less than one-fifth of that time reading.

The same technology that is responsible for the proliferating word can also present ideas in a more digestible format. Autodesk Inc., who produce Autocad, have developed two

sophisticated graphic presentation programs for the desktop computer—Animator and Animator Pro. Both have some type of animation capability which could be useful to the planner.

Animator is the most basic and cheapest of the two products. It operates as a versatile drawing program with an added time dimension. Each frame of the animation is a separate screen which can be changed as desired to create the effect of movement when played back in sequence. Anything that can be drawn or loaded can be animated. Bar graphs, pie charts, bullet-point lists, maps, scanned photographs, etc. can be made to change, develop, spin, turn in three dimensions, and so on. In fact, it's difficult to think up graphics that cannot be produced, although some take a little ingenuity. Individual clips can be played back to create sophisticated films. With the appropriate hardware, animations can be recorded onto standard videotape. Other graphics products such as Harvard Graphics and Storyboard have timed presentation capabilities, but none have the same flexibility.

A very useful feature of Animator is that a copy of the program is not required to run an animation. A separate player is included and can be freely distributed. For example, an animated explanation of the re-zoning process, or of the results of a housing study, could be widely distributed on a computer disk along with the player.

Because of the range of features, Animator is complex at first glance and

requires some persistence. Fortunately, the instruction manuals are clear. Also, detailed graphics do not playback very smoothly from a floppy disk. Another weakness is due to the limited screen resolution of 320 x 200 pixels, so fonts are limited and diagonal lines look jagged.

Some of the weaknesses in Animator are addressed in the recently released Animator Pro. This features much better graphics and some other advanced features, including the ability to branch presentations. Again, animations can be played back independent of the original program, but a powerful computer is needed to cope with the advanced features.

The written word is a media under siege. The signs are that some more direct means of presentation is overdue for dialogue with those outside the profession. It is unlikely that the planning processes will be simplified, yet there's pressure to make the process more open even when faced with limited staff resources. One solution is to provide self-serving presentations in an accessible format of some type. Written reports will stay for some time, but alternative applications, such as computer animation, are likely to become a lot more common.

Animator costs around \$230, Animator Pro costs around \$800. Both are produced by Autodesk Inc.

Robert Amos is a Planner with Hamilton-Wentworth.

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DIANA SANTO: REFLECTIONS ON THE PROFESSION

By popular demand, here are highlights from a speech given by former Municipal Affairs planner and 11-year veteran of the OMB, Diana Santo. The occasion was the OPPI conference in Muskoka. The context was responding to a panel consisting of Max Bacon, Jim Balfour, Diana Jardine and Ross Raymond, each of whom had expounded on the views of the past, present and future prospects for the planning profession. Diana Santo's remarks offer a rare insight into the private views of an active member of the OMB. After reading this, your approach to giving evidence at the Board may be forever altered!

ON THE SUBJECT OF THE 1960'S:

I recall working at Municipal Affairs and meeting with various townships in Eastern Ontario to try to convince them to pass a building by-law or a subdivision control by-law. Their answers were, invariably, why? It may be hard to believe, but subdivision control only became universal in 1970. Before that, there were absolutely no controls whatsoever over any subdivision or development of land.

ON THE PRACTICE OF CHURNING OUT OFFICIAL PLANS WHEN QUANTITY MEANT MORE THAN QUALITY:

In the sixties, official plans were being mass produced and approved for the sole purpose of preserving a local consent granting authority. Severance control is at the local level. Often, the only modification that was necessary by the Minister was to correct the name of the municipality because the planning consultant - in haste - had forgotten to change the name from the "filing cabinet official plan".

Draft approvals on average took three to six months and the maximum number of conditions was 12. School sites were often given over for free. We were also concerned about the time required to go through the process and a task force for streamlining was created. Sound familiar? Today, the process takes years and the number of conditions has quadrupled. I ask you is the product - that is, the communities that are created - any better for it? Looking back, I think we didn't do too badly, and houses were certainly a lot cheaper.

ON HOW THE MINISTRY CAME UP WITH RURAL ESTATE GUIDELINES:

It was a time when development was proceeding very quickly. Consultants were trying to grapple with policies for estate development. It was decided that we should have a statement or a policy. Well, the then Deputy Minister (Bill Palmer) called Keith Bain on the telephone and said, "Keith, we need a policy on estate development." Keith had a chat with a few of the people around and devised a letter that was to be sent out signed by Bill Palmer to a number of Reeves of the townships where excessive estate development was occurring. After this consultation process, Keith quickly decided that 20 acres sounded like a reasonable unit for an estate lot. The letter was prepared. In those days, before word processors, corrections or spelling errors meant that the letter had to be retyped. So, up the line it went from Keith to Don Taylor and then to Bill Palmer, and each time it had to be retyped. The last retype resulted in the zero being left off: Bill signed it and it went out. And that's how we have a policy on estate development based on 2 acre lots!

ON THE PERILS OF VESTING POWER IN BUREAUCRACIES:

The "do-er" planning of the sixties gave birth to the "idea" planning in the seventies. Examples include: the Toronto Centred Region, the Niagara Escarpment Commission, The Parkway Belt, Regional Planning, sub-regional task forces and reports such as Simcoe-Georgian Bay. There were also the new towns, such as Townsend.

All agencies were trying to bring some coordinated, functional relationship to the massive growth of southern Ontario while Plans Administration branch just kept on approving OP's and subdivisions. The problem - small "p" political administrators were busy trying to keep their administrative empires. That's when coordination of the planning function falls behind. One planning group did not talk to the other. At one point, they were even in different ministries. Policy planners thought of themselves as superior to the implementation planners. No coordination. No leadership. The inevitable result is failure.

ON THE PROVINCE'S DIFFICULTY IN SPEAKING WITH ONE VOICE:

Today, the Ministry of Environment is going in one direction. Agriculture and Food in another. Housing is setting standards on social needs while Natural Resources produces more provincial policy statements than all other ministries put together.

Yet the Ministry of Municipal Affairs appears not to be involved in any of this. Unless they take a leadership role in coordinating the multi-faceted and multi-disciplinary approach as input to the economic, physical, social and environmental impacts that shape our communities...unless Municipal Affairs become provincial planners...the seventies will be repeated into the nineties.

ON WHAT CONSTITUTES "GOOD PLANNING":

I had the opportunity and privilege of working as a planner for the province for over 14 years and in that capacity overseeing and recommending the approval of OP's and subdivisions - promoting "good planning". As a member of the OMB for 11 years, I also regularly listen to planners (and I do listen!) give opinions on what is good and sound planning.

We would be wise to remember the hypocritic oath of a planner

(modified from Frederick Bair, "Planning Cities"):

"The hypocritic oath of a planner is 'I will inform myself before advising and my advice shall be according to my knowledge, ability and judgement, for the benefit of the general public, and not for their hurt or to do them any wrong or to give any person an advantage which is harmful to the general public interest.'"

Most planners are not the final decision makers. The role of the professional planner is to help the decision maker make a good decision on land use matters. Planning in Ontario is still in its infancy. Growth has occurred so quickly and our land mass has seemed endless and indestructible. Planners as individuals have not been able to develop a real sense of professionalism. There has been very little sincere political will either at the local level or the provincial level to nurture or support a truly professional

approach to land use planning.

A professional planner, in my opinion, must take a broad public interest perspective and be comprehensive in his or her analysis and recommendations. Someone has to coordinate and make sense out of the complex information that comes from many disciplines.

HOW COME WE HAVE PEOPLE CALLING THEMSELVES ENVIRONMENTAL PLANNERS?

Have you ever seen a land use decision that didn't affect or impact in some way on the environment? These planners have been running so fast that they haven't thought out the unfortunate effect that slavish adherence to jargon might have. Is the message that if you are a land use planner - without a fancy title in front - that you ignore the environment? Of course not. In my opinion, separating land use considerations from environmental matters does a disservice by fragmenting the process of land use decision making, preventing a coordinated comprehensive approach. It tends to fuel single purpose agencies or groups - as happened in the seventies - and we should all work together to make sure it doesn't happen again.

ON WHAT IT TAKES TO BE A PLANNING PROFESSIONAL:

What does it mean to be a professional? It includes a degree of independence from the project, or the advocacy group that has retained your services, or even the municipal council where you are employed. It includes the ability to throw out the jargon and cut the b.s. Avoid fad words or phrases and reliance on jargon such as "ecosystem planning" or "sustainable development" to bolster an obscure or indefensible position. Explain matters in clear, layman's language that can be understood by politicians, the public or professionals and especially OMB panel members. Sometimes we have the most difficulty!

Professionalism includes credibility, which must be earned. It relates to academic qualifications, work experience, positions taken on similar matters, thorough analysis - and last but not least, honesty.

Be careful what you support. Land use planning decisions, whether on site specific matters or a long range policy plan, are today - and will continue to be - more and more complex. Unless you as a professional can capture the coordination and leadership role and provide confidence through your credibility and honesty, the future will be

shaped by single purpose advocacy groups.

ON THE CREDIBILITY OF THE PROFESSION:

A planner should not be an advocate. Lawyers and promoters are hired for that purpose. Once planners become advocates of a project or proposal they lose credibility. Too often, matters come before the Board based on poorly conceived evidence. Planners that support preposterous positions destroy the credibility of the profession as a whole, while others are so wishy-washy in their position that it is impossible to see what side of the fence they are on.

Somehow, municipal planners must convince their councils that planners are there to give the best advice available. If they choose - as is their right to do - to ignore professional advice or opinions they should not force planners to try to support the council decision before the Board or any other tribunal or before the public as being a good planning decision. It is a difficult question, but one that goes to the credibility of the profession as a whole.

In addition, let's compare other professionals at the municipal level. Is the municipal engineer asked to stand up and defend a project that is insupportable from an engineering point of view? Of course not. Planners must convince their council that they will give evidence as to the decision, how it affects the area and what matters may be involved with that but it should be clear that if asked for their professional opinion, that the opinion is given openly and without fear of reprisal.

ON HOW EVEN A BOARD MEMBER WITH INFINITE PATIENCE CAN BE TESTED:

Some of the worst offenders in terms of credibility are planners who become advocates for socially assisted or affordable housing projects. What often happens is that they confuse the issue of need with land use issues and impacts. One example is an eight storey apartment building that was to be used to house families in need of various forms of social and emotional assistance. The planner indicated that notwithstanding that the building and its associated parking facility were going to be at the lot line of an adjoining single family dwelling, there was to be no adverse planning impact on the adjoining owner. Upon further questioning, it became clear that the need was so overwhelming that it replaced any negative impacts. This may be true for the people who are going to benefit and need the project, but the owner will not

see it the same way.

In my opinion, the issue of need and planning impact are two distinctly different matters. The same professional can address both issues, but must leave resolution of the issue to the decision-maker. You can deal with the impacts without diminishing the issue of need.

Another example was a redevelopment scheme in a large metropolitan area with a neighbourhood comprised of large single family lots. The redevelopment scheme proposed 10 townhouses. They were to be lined up with the rear walls of the units set back only six feet from the existing side yard of the single family homes. Yet the planner gave evidence suggesting that the issue should be dealt with as a side yard variance even though the area was to function as a rear yard. The planner said that there would be no negative impacts whatsoever. What would you have done with such evidence?

ON THOUGHTS TO GUIDE THE PROFESSION'S FUTURE ENDEAVOURS:

Planners with a broad perspective of the ramifications of development should develop a sense of the public interest and take the lead in shaping future development. This is a difficult period with severe economic restraints but social and environmental issues cannot be ignored.

Writing on the subject of a planner's role, Charles Abrams said that planners should address:

The guidance and shaping of the development, growth, arrangement and change of urban environments with the aim of harmonizing them with social, aesthetic, cultural, political and economic requirements of life.

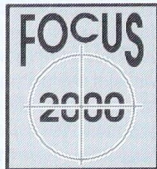
He added, "City planning is a profession, an act, a science, a governmental function and social and political movement."

It is no easy task but as professionals, you should look to and demand from OPPI the guidance, standards and support that planners need in order to retain the credibility and build a sense of professionalism deserving of this group.

Diana Santo is a member of the Ontario Municipal Board. The foregoing was extracted from her speech to the Muskoka OPPI conference in 1991. Thanks to Robert Lehman for making this material available.



EASTERN



Focus 2000 is the name of the Strategic Official Plan

Review project. Begun in February 1991, it involves the preparation of a Community Strategic Plan and an update to the Township's Official Plan.

The revised project schedule, approved by Council on October 15, 1991, is set out below together with the status of certain other key elements of the project.

Focus 2000 has been a grand exercise in community planning. A council/staff retreat was combined with the convening of focus groups, a random survey of 2500 residents and public meetings. The more than 50 meetings and proceedings conducted to date provided a forum for all residents and special interest groups to present their views on all aspects of the future community of the year 2020 without the constraints associated with traditional Official Plan review exercises.

**CONNECTIONS
ACCEPTED**

On November 5, 1991, Council accepted "Connections," Part I of the first Strategic Community Plan for the Township of Kingston, for inclusion in the Township's Official Plan. "Connections" contains a VISION statement which indicates that Kingston Township is a community where people come first, living in a healthy, natural, barrier-free environment characterized by neighbourhoods having a sense of belonging and identity, and governed by the VALUES of people first, natural environment, identity and linkages. This unique value-based plan, which was developed by and for the people of Kingston Township, concludes with an invitation to all individuals and groups to join the Township in creating the community of the future. Included with the plan are appendices outlining the steps Council intends to take to co-ordinate the resources of the community so that the vision for 2020 will be realized.

*Robert H. Fonger, Director of
Research and Planning Policy,
Township of Kingston*



CENTRAL

**ONTARIO'S FUTURE:
PEOPLE, LAND AND
THE ENVIRONMENT**

Early in 1991 a small group of people with a shared interest in improving land use and environmental planning in Ontario met to discuss informally what they could do to promote that cause. This *ad hoc* group, Nigel Richardson, John Hitchcock, Barry Mitchell and Beth Savan, organized two discussion sessions during the summer 1991 at Innis College in Toronto, to which they invited a number of well-informed people from the municipal, academic and other realms. The purpose of these sessions was to seek advice on, first, the main issues that needed to be addressed, and second, what useful action might be taken by the *ad hoc* group and its allies.

Ontario's Future: People, Land and Environment—A Discussion Paper is one result. For copies contact John Hitchcock, University of Toronto Department of Geography, 100 St. George St., Toronto, Ontario

M5S 1A1. This paper will be reviewed in a future issue of *The Journal*.

**COMPUTER
BULLETIN BOARD
DEMONSTRATION**

In a recent issue of *The Journal*, Rob Amos described a computer-based bulletin board system that could have planning applications. These systems enable calls to be made over telephone lines from any personal computer to a central computer to read or leave messages and transfer files. In effect, this gives people the opportunity to exchange messages or information over any distance, quickly and relatively cheaply.

All that's needed is a personal computer, a modem and associated software, and a telephone line. Such a set up could provide for exchange of ideas within the planning profession, and could be useful to planning agencies as a way of disseminating information with little staff time involved.

Rob will demonstrate the system from April 6-10 between 7 a.m. and 6 p.m.. Anyone interested is invited to call (416) 524-1188.

FOCUS 2020 CALENDAR

FOCUS 2020 Project Meetings will be conducted by the Planning Advisory Committee on the following dates

January 6, 1992.....	Review of Studies
February 3	Presentation of Second Draft of Official Plan
March 16	Public Meeting on 2nd Draft
April 6	Review of Public Comments
May 4	Final Draft of Official Plan Recommended to Council

All meetings begin at 7:00 p.m. and public input is welcome.

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Travers Fitzpatrick is the new Director of Planning for the City of Welland. He moved from his hometown of Brockville, where he was Commissioner of Planning



and Community Services for 13 years. For four years before that, he worked in Nova Scotia and PEI. In Welland, population 45,000, Travers will coordinate urban and regional planning.

John Perry is Town Planner at Niagara-on-the-Lake, moving from St. Catharines, after 17 years as a Development Planner. Over the years, he gained much experience in development application. With a new Official Plan for Welland adopted, John's responsibilities will include its implementation.

Don Loucks has joined Hotson Bakker Architects as Senior Associate in charge of the Toronto office. He succeeds Al Hepburn who is moving to Vancouver's Hotson Bakker office.



Don worked for three years as Development

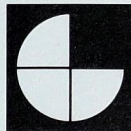
Manager/Architect with the Toronto Harbour Commission and, before that, with firms in Ontario and New Brunswick.

Hotson Bakker has completed redevelopment studies for the John Street Roundhouse, the St. Lawrence Market area and the Theatre Block South in Toronto, the Oshawa Harbour and Brampton Commercial Corridor.

Catherine A. Spears joined Marshall, Macklin, Monaghan Limited as Senior Manager of Municipal and Land Use Planning. This is a new position which reflects the Company's commitment to the emerging need for specialized real estate

planning and development management for counselling. Ms. Spears has more than ten years experience in real estate development, owned her own firm, Spears & Associates and held positions with Bramalea Limited as Vice President of Land and with Inducon Development Corporation as Director of Planning. Catherine holds an undergraduate

degree in Urban and Regional Planning from Waterloo and a Masters in Science (Planning) from the University of Toronto. She is a member of the Canadian Institute of Planners (CIP), the Ontario Professional Planners Institute (OPPI), the Urban Development Institute (UDI) and is a supporter of the Canadian Urban Institute.



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FIRST CLASS

MAIN STREETS

LIVING INTENSIVELY

by Alan Demb

John swung open the lobby door and immediately confronted a large refrigerator. The refrigerator blocked the entire entrance.

As John squeezed past it to the building intercom, he recalled that this building was one of the first Main Streets Intensification projects developed in the Danforth demonstration project area. The lobby was small. Indeed, the stairs and hallways seemed to be built to the minimum Building Code requirements.

The four-storey building had replaced a one-storey grocery store. Now, the grocery was back in the new building, and the three upper storeys were devoted to twelve bachelor units. The owner of the building, who also operated the grocery,

wanted the most rental units possible. He needed to maximize his rental return. The grocery had been out of business for eighteen months while the old building was demolished and the new building constructed. People who lived in bachelors were least likely to have cars. The 17-metre lot frontage exempted the building from on-site parking.

John rang the bell next to Alicia's mail box, and a hollow voice told him to come upstairs. The stairs were fairly steep, but the atmosphere was clean and bright. Alicia was standing at the door of her flat when John arrived. "What's that refrigerator doing in the middle of the downstairs hallway?", he asked.

Alicia shrugged. "It's been there for the past week. The refrigerator came from the

grocery store. It's so hard to get rid of big appliances these days, since the City starting charging a removal fee. I've told the landlord it's a safety hazard."

John frowned and nodded. Alicia decided to change the subject. "Where did you park?" John laughed. "I didn't bring the car. The parking rates are too high, now that curb-side parking has been eliminated for bike lanes. I came by TTC. The tokens are 1/3 off on weekends. Besides, I've heard that people living on residential streets nearby are starting to damage cars that don't have local parking permits parked in front of their houses."

Alicia smiled. "It's such a lively day. I've made us a lunch from the deli counter in the grocery store downstairs. Why don't we eat on the tenant's patio?" John helped Alicia gather up the luncheon things. They walked down two flights and along the hallway to the patio at the rear of the second floor.

Alicia opened the door to the patio. "Isn't this great? The tenants tend the flowers and shrubs which the landlord donated. Actually, they're leftovers from the grocery store." John listened to voices coming from a truck which had just parked in the laneway. Some men had come to remove the refrigerator.

He smiled. The patio was airy yet secluded, the foliage lush and flowers voluminous. It was a small oasis in the city, something usually reserved for the well-to-do.

If this was what the Main Streets program could produce, then there ought to be more of it.

Alan Demb is a publisher of planning-related newsletters and a frequent contributor to the Journal.



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