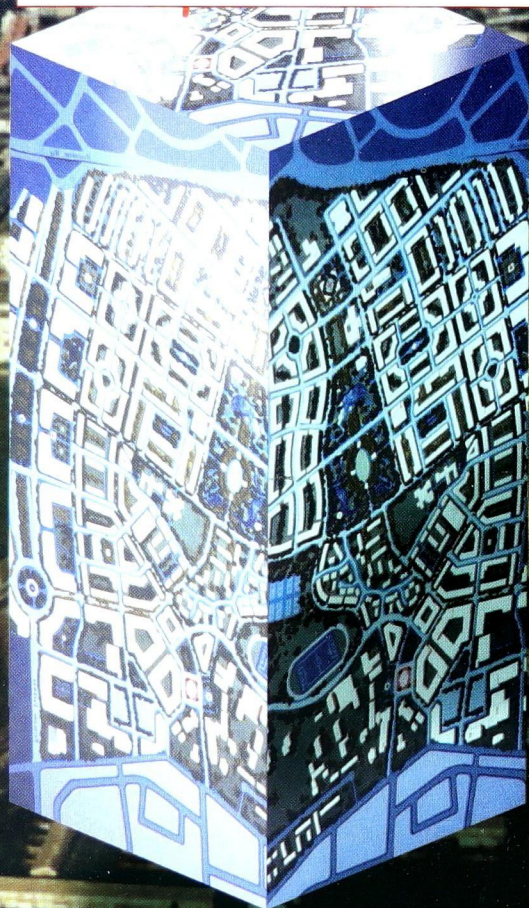


# ONTARIO PLANNING JOURNAL

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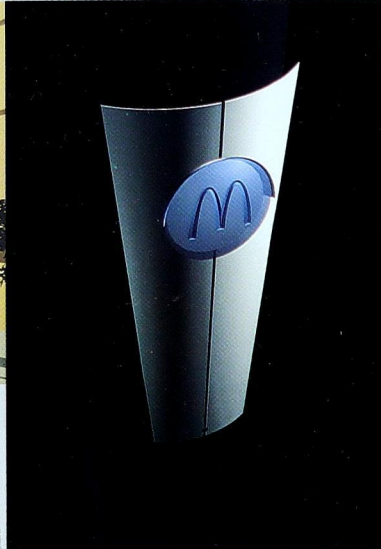


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or the past year our firm has been working in England on the regeneration of a

large public housing estate in Manchester known as Hulme. This is the site's second plan—the first, though beautiful, didn't work out.

This regeneration is being promoted under a new national government urban action program, the "City Challenge" program. While the United Kingdom has a very different national political structure and has experienced a degree of general urban decay and a collapse of their public Council housing experiment so far foreign to Canada, if not the United States, there are some useful things to learn from their response. The originality of that response is that it is based not primarily on physical planning, but on a coordinated economic, educational and social renewal and on a radical redefinition of the role and responsibilities of local government. Easy to say, not so easy to do.

The estate, known as Hulme, is located just south of Manchester's city centre. The 200 acres of council housing was created in the early seventies after a massive urban renewal clearance of a slum district bad enough even in the nineteenth century for Engels to write about it in "The Condition of the English Working Class." I remember driving through in the late sixties, after clearance and before new construction. Nothing remained in this huge flat area just south of the city centre but the grid of streets, the occasional massive red sandstone school building, Doric and intimidating, and on every corner, the pub. No people, no houses, nothing, just the pubs. A landscape so surreal, so brutal in its cleansing of the cultural slate that it became a staple location for the English working class

## COVER STORY

# URBAN RENEWAL IN HULME, MANCHESTER

by Joe Berridge

movies of the times. Albert Finney drove Liza Minelli through in his Rolls in that minor classic "Charley Bubbles," showing off his past and his future.

Hulme's future opened with the requisite architectural awards. Town councillors went to Bath to observe the perfect dimensions of its Regency crescents and brought them home to size the new palaces for the poor. For those who might not immediate-

ly get the point they named them the Nash, the Adam and so on. Four linked and nested crescents of housing, five storeys high, with unit access off open walkways at every level. To get to these walkways you go up elevators at each end of the crescents. Streets in the sky, over a mile long in all, long streets with only one way to get in and out at each end.

The brave new world of Hulme did not only involve rescuing Regency from the rich. Further north whole

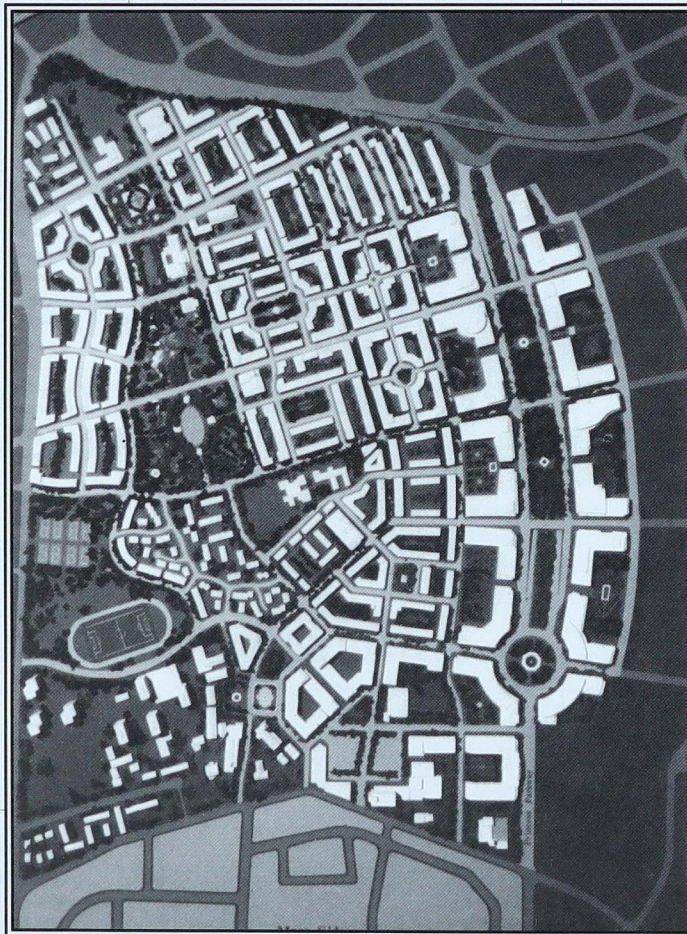
new ways of building housing were invented. Industrial building systems stacked units like Lego blocks behind the crescents, their strong geometrics, bold colours and novel materials clearly defining the new urban beginning.

The end of that beginning did not take long. Cities do not take well to theory. When the contractors had finished assembling the system-built housing they found a baffling array of re-enforcing rods, connector plates and other

unfathomable hardware left over like parts from a kid's model airplane. Damp, rust and structural failures soon took over. Those high-level streets in the sky became security traps as the elevators endlessly broke down and quickly filled with trash and dog and human excreta.

At its peak some 15,000 people lived in Hulme, now it's down to less than 5,000, a population of the most disadvantaged, turnouts from institutions, students and squatters. The Council no longer seriously tries to collect rent. More than half the units have been abandoned, many are burned out, leaving smoke scars on the faces of the crescents. Gypsies have moved their beat-up horses and vans into the vacuum.

Our firm works a lot in New York. We are no strangers to urban decay. But I am more unsettled here than in Harlem or the





Williamsburg section of Brooklyn. The monumental, formal eeriness of this place provokes in me an almost primal terror. As we walk around and take photographs, one of us keeps the car running. Hulme, and its southern neighbour Moss Side, are known in the national press as drug crime centres. There were two drug-related stabbing murders the weekend before, the suspects lost in the unmappable geography of the estate.

The Hulme estate is one of the most extreme, but by no means the only example of an urban god that failed. Two things are remarkable. First, how quickly in just my half-lifetime this area will be cleared again. Second, and perhaps this is what is at the root of one's disquiet relative to the U.S. experience, that the road to Hulme was paved with such good intentions.

The new architectural forms, the innovative building systems were pursued with a hope and enthusiasm entirely lacking from their universally utilitarian American counterparts.

Like the Berlin Wall, like the other gruesome testaments to the failures of the twentieth century, Hulme has an echoing symbolic importance. I find myself wondering whether part of it should be preserved, as a mandatory place of professional pilgrimage for planners and architects.

When we start our detailed analysis, however it makes sense to keep little or nothing, apart from a few pockets of good low-rise housing. The crescent and the system-built housing are impossible to repair. All that can be kept are the grid of streets, the sandstone school-houses and the pubs.

English municipalities now operate under a degree of financial and organizational control from the national government. Under Thatcher their earlier independence was severely curtailed in response to the spending and political excesses of some of the cities. The current Secretary of State for the Environment, Michael Heseltine, is trying to replace this adversarial relationship with a more fruitful partnership. After the purging of Thatcher, the cities, although still mostly politically Labour, are much more willing to cooperate.

Heseltine was responsible for introducing the Urban Development Corporations (UDCs) in the early eight-

ies as well as other interventionist initiatives like the City Action Teams which focused and coordinated governmental spending on particular problem areas. The UDCs were largely an attempt to bypass obstructionist local councils by removing derelict areas from local government control. They have a mixed record and the current market declines have hurt them. There were however some impressive successes in creating very active, implementation oriented bodies that got a lot of renewal underway.

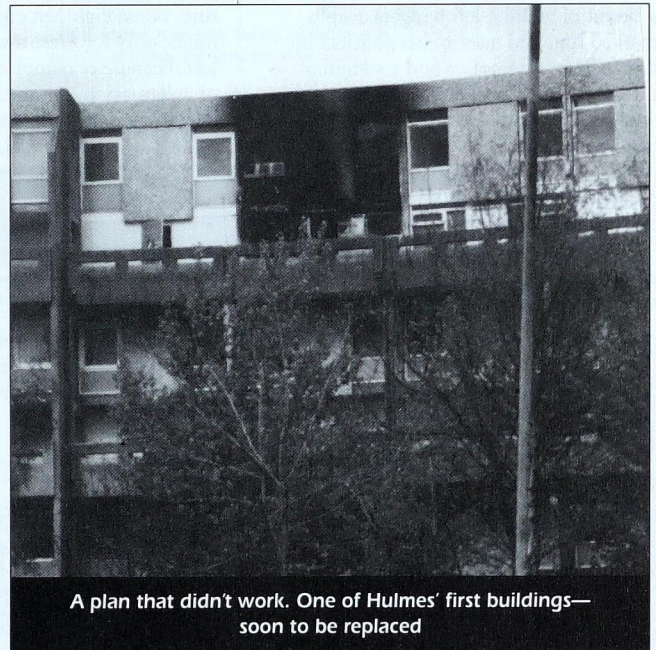
Manchester is one of several Northern English cities that had taken the country's industrial decline very hard. Once the home of the cotton trade and the centre of the country's heavy manufacturing base, the beneficiary of Empire and of Imperial Preference, the fundamental economic restructuring of the past two decades resulted in a massive loss of industrial employment. Like Glasgow or its neighbour Liverpool, Manchester was brought to its knees. One of the few benefits of the effective cessation of economic activity was that the wonderful stock of older commercial buildings, particularly from the inter-war period,

is largely untouched, with no tide of post-sixties progress to wipe them away. In this Manchester has much of the feel of the once-proud industrial cities of the U.S.—Pittsburgh or Buffalo—but has been much kinder with the wrecking ball.

The new Manchester is now far enough away from its industrial past that it can bear some nostalgia. The Cotton Exchange, once one of the most important commodities trading centres of the Empire, is now transformed into a theatre-in-the-round with cappuccino bars under its magnificent high cupola. A group

of old industrial buildings have been converted into a Museum of Science and Technology, beside a cleaned up canal lined with Victorian lamp-posts. It's easy to cavil at the trivialization, the commodification, of its history, but what else was Manchester supposed to do? Besides the nostalgia has not descended to sentimentality. There's still a brusqueness to the Northern manner that resists that.

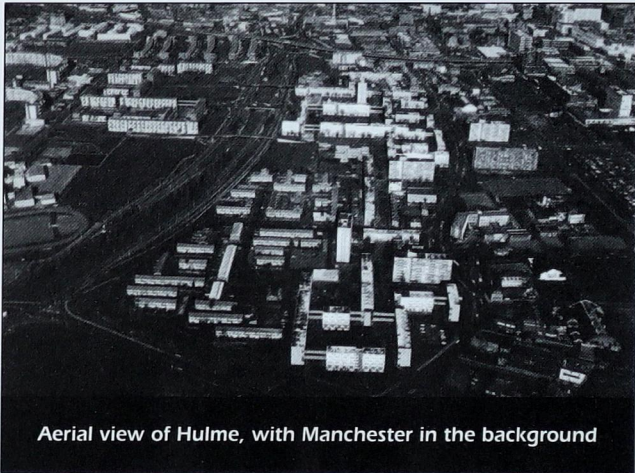
More importantly, signs of new energy are all around. In the new Europe economic competition is increasingly between city-regions rather than countries and Manchester is in a productive struggle with Birmingham and Leeds as to who will be the second city of England, who will be the 'capital of the north'. European and foreign banks are moving in; the airport—the most convenient I've encountered in the U.K.—is spawning a wave of growth that looks suspiciously like an embryonic North American 'Edge City'. Behind all this, the educational edge provided by one of the biggest concentrations of scientific and technological educational institutions in Europe is beginning to pay off.



**A plan that didn't work. One of Hulme's first buildings—soon to be replaced**

This renaissance has yet to hit popular English consciousness. My southern English friends greet the news that I am in Manchester with disdain. The Penguin





Aerial view of Hulme, with Manchester in the background

Guide to England and Wales my daughter sweetly gave me for Christmas contains no reference to the country's third largest city; nor for that matter to Birmingham or Leeds, the second and fourth largest. Stratford upon Avon, the unlikely birth-place of the bard, merits six pages. Exeter, my long ago home town, and a city of cheerfully self-admitted economic unimportance, rates three pages.

Michael Heseltine likes cities—rare among English politicians. His witnessing of the disastrous decline of Liverpool into a Beirut of fending left wingers deeply marked him and most of his political life has been an attempt to find a system of interventionist local city government that does not descend into the levelling, anti-business attitudes that seem so reflexive in municipal councils. Manchester, with a population of about half that of Toronto, has 99 councillors, 96 of whom are Labour.

What Heseltine's City Challenge program offers is a substantial stream of capital monies, guaranteed for several years,

from the national government, along with the coordinated and targeted spending of other ministries such as Transport and Housing. Little if any of this funding is new money. Rather it represents a way of getting much greater use out of public funding than through conventional program allocations.

Indeed, what makes the City Challenge program interesting here is that it is based on a number of novel principles of good local government that seem entirely lacking in Canada.

### Competition for Public Funds

To obtain City Challenge monies cities compete in a formal process based on detailed criteria. The important message is that competition between cities has had a powerful effect on their bureaucratic culture. Some eighteen cities competed for funds, only ten were awarded. Those who lost, because of complacency, inertia, lack of imagination, or unrealistic expectations about market or implementation, were subject to intense local, political and press criticism. It was a deliberate and successful attempt to introduce a competitive, "enterprise" culture into desiccated city governments.

### Private Sector Investment

The program requires that any funded public sector expenditure generate significant private sector investment, in the pro-

portion of at least 5:1. This avoids the trap of cities spending monies on projects such as leisure centres, civic buildings or site assembly with no thought as to the greater leverage such funds could generate. This distinction between investment and spending is central to the program, recognizing that public investment can unlock and augment, but not replace, the urban market place. Since public monies are in such short supply, they must be used judiciously to lever the private investment that will bring real change.

### Comprehensiveness

The City Challenge program is intended to bring about real change within a defined area of a city. The application for funds therefore has to focus not only on physical renewal, but on projects such as raising standards in local schools, providing job skills and ensuring community safety, crossing all the standard bureaucratic boundaries. What is offered is government intervention structured by area, not by department, and a very strong emphasis on human resources and physical replanning.

### Implementation and Action Targets

Targets, benchmarks, schedules and other specific measures of success and accountability are required in all areas of the proposed action plan. Costs and private investment levels have to be carefully justified. The realism and measurability of a proposed implementation strategy is one of the main criteria for selection. Again the philosophy is both practical and political. It moves away from the nebulous generalizations that characterize most urban and planning policy towards something tangi-

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ble and measurable. In so doing, it clarifies the political process for both elected officials and voters. There is a great emphasis on speed—the whole program is moving incredibly quickly. This too is having a salutary effect on local government.

### Competent Implementation

City Challenge assumes, and interestingly, most municipalities agree, that local government is by itself unable to implement projects effectively. U.K. City Councils have for some time been prohibited from directly developing any housing because they were so bad at it. City Challenge requires implementation by a new broadly based corporate structure involving the city and the private sector, as well as community groups, housing associations and others. This new company receives a mandate from an Implementation Agreement struck between the different government levels on the basis of the City Challenge bid. Again, the National government can provoke such agreements by holding out the carrot of the funding grants.

Like all such areas Hulme has been studied to death. Both the City and our private developer client had however come to the critical realization that nothing was to be gained from planning the past. While consultants and politicians had been agonizing, the structure of the city had been changing. The city centre, a bare quarter of a mile away but separated by the multiple barriers of an urban motorway, railway viaducts and a canal, was coming to life. New office buildings and the renovated canal district of Castlefield were just to the north and the major attractive parkway entrance to the city

from the airport that runs right through the area was stimulating a lot of investment. Immediately to the east is the largest concentration of post-secondary institutions outside of London. The new Manchester was all around. The key to any plan must be to unlock that energy and let it flow into the area, breaking Hulme out from its hermetic physical and social isolation.

The most difficult challenge of the plan was to deal with the type of social and community structure that should characterize this revitalized section of the city. A community in which the vast majority are poor tenants is no community. Luckily, within Hulme, some few isolated pockets of good housing still exist; housing with front doors and back gardens and small low-rise apartments built either before or after the terrible experiments with crescents and system building. The brave souls who still live here form the core of the disparate residents' associations that represent the area like so many beleaguered Balkan states.

The evacuation of much of the bad

housing as Council tenants voted with their feet to live elsewhere was also per-verse good fortune, since the numbers requiring re-housing after demolition were manageable. It was important not to recreate the social mistakes of the past by merely recreating the unitary, low-income household structure in new physical form. The plan therefore had to offer a physical environment in which people could choose to buy houses and flats or rent from a variety of different housing associations and other social housing providers. Above all, the scale of each block of housing control had to be kept small, so that no one owner or organization would be able to drag the entire district down if it failed. The presence of ownership housing, always a hard fought ideological battle, was, we felt essential to permit the social dynamism of the new neighbourhoods, allowing the income and mix essential for the maintenance of good schools and social services.

We produced the basic physical plan for the new Hulme in the traditional chaos of concentrated work in a few short months.



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If experience with Hulme teaches you anything it is how meaningless, even dangerous, is a single concept for so large an area that will take at least a decade and many different agents to develop.

There is a moment of self doubt. Does anybody really have any idea about how to plan an area like this? Have we just replaced the bold zeal of modernism with a cloyingly cuddly new community, a sentimental creation of an urban village neighbourhood as quaint and as untrue as the renovated canal district of Castlefield. I feel like telling the client to show the model once and then throw it away and start again in detail from first principles.

Our presentation to Heseltine takes place in the Midland Hotel, a wonderful, vast terra cotta Victorian railway pile, designed by an architect who never got tired, who couldn't sleep at night until he'd added another gargoyle, another turret, yet more griffon. The kind of building that inspired nothing but loathing in the next generation for its self indulgence and utter lack of function, to inspire in our times nothing but affection for the time when Manchester manufactured for the world. In this hotel, Marks met Spencer,

Rolls met Royce and Engels met Marx. Now Swedish tennis teams and Polish football teams mill in the lobby. Behind me in the lounge, a Pakistani business man with a thick Mancunian accent explains the Wars of the Roses to his polite but bemused American guests.

Heseltine enters the room, the first early morning stop on a ten meeting day. When he enters a room the room has been entered. He is a prince of politic and so bears himself. Indeed, a Shakespearean characterization is not inappropriate. With his long swept golden hair, he looks for all the world like a noble York, proud Exeter, sweet Richmond, a duke on whose loyalty John Major's crown ultimately rests, his hand still bloody from its first strike on Thatcher.

With Heseltine is Graham Stringer, the leader of the Labour Party on Manchester City Council. Now in his mid forties, he's been leader for the past ten years; tall, lean and strong boned, a veteran of the hard left wars that were fought in all these northern towns.

Stringer is that rarest thing in politics, a man of few words. During the presentation I can't get any reading of him, that etched face, really a methodist's face, strong calm and judgmental. God knows there are judgements enough to make in a town like Manchester. Grudgingly he says "I'm not normally optimistic" and leaves. I guess that meant he liked it.

It is clearly the U.K government's intention to extend the City Challenge philosophy to all areas of public service provision, particularly to those areas that cannot be privatized. It is remarkable how far privatization has gone in local government, with functions like garbage, water supply, electricity, affordable housing, transit, surveying, recreation centres all now largely provided by privately capitalized companies. The powers of Boards of Education are being radically reduced and equivalent per capita student grants put under the direct control of local school governors.

Other major municipal professional activities, like planning and law, are being offered to their staff for management buyouts. To someone seemingly inured to the leaden municipal and provincial bureaucracies of Ontario, what's happening is as revolutionary as the break up of the Soviet

Union.

This philosophy of local government regards the citizen as a consumer of public services who ought to have the same rights, efficiencies and choice as any consumer of private goods or services. To this end a "Citizens Charter" has been declared by Major, with such features as a municipal audit bureau to publish competitive city rankings of the comparative per capita costs of major services along with other measures of quality. The belief is that good information in the hands of the citizen/consumer permits greater political accountability. The U.K. has got very enthusiastic about such rankings. The newspapers are full of tables of comparative performance of secondary schools, water and electricity utility companies and the like.

It is a paradox at the heart of this redefinition of local government that the reinvigoration of bureaucratic culture, the primacy of public investment over public consumption and the introduction of the conventions of consumer democracy have had to be forced on municipalities from above. That no such energy exists at senior governmental levels in Canada gives one pause.

Ontario's post-war boom has allowed us to evade the issue of the overwhelming inertia of municipal and educational government. To our credit we have also largely avoided those monstrous acts of municipal commission such as Hulme. The economic boom at least is now over and will remain over for the foreseeable future. Whether we will suffer the same extreme decline as England's northern cities or the U.S. rust belt remains to be seen. What we do know however is that the future will not be like the past, that large areas of many of our cities will be going into decay and that our current municipal culture is not capable of correcting that decline. It has taken U.K. local government a long time to work out effective alternatives, but then they have had to deal with fiscal restraint for a lot longer and had no alternative but to make the leap from passive decline to active restructuring. Let's hope that our creative energies can be as well employed before we face problems as grave.

*Joe Berridge is an Urban Planner with the consulting firm of Berridge Lewinberg Greenberg Ltd.*

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The history of planning is littered with the debris of failed experiments. Peter Hall even wrote an entertaining book about the subject, called "Great Planning Disasters".

An intriguing theme that has persisted since Hippodamus patched together Miletus in about 500 B.C., is the quest for the model town or the ideal city. From Sunlight to Radburn, planners and our critics have persisted in latching on to perfect themes, perfect patterns and perfect designers in a bid to solve the world's problems through physical design. Modern planners, being a modest lot, seem to have settled on merely trying to perfect the suburb.

The latest gurus are the husband and wife team of Andrés Duany and Elizabeth Plater-Zyberk whose work is taking them from Sunnyside to Markham and beyond. (Watch for a Journal story on the Markham experience.) The media has pounced on the straightforward themes being espoused by Duany and has already managed to reduce them to clichés.

In this issue of the Journal, we sample a broad spectrum of design approaches. Mary Tasi-Wood describes the historical themes that inspired her award-winning Rideau Community Plan, while Joe Berridge eloquently recounts his travails in England, where his firm has been involved in an unusual urban renewal project. If we persist in seeking the perfect solution, he suggests, the experience of Hulme shows we must retain humility as well as professional zeal. After all, how many projects fail to last the life of the first mortgage before being torn down for another try at perfection?

## THINKING IN 3-D AND MORE

Elsewhere in the Journal, described in the Technology column by Robert Amos, and advertised on the inside front cover by Design Vision Inc., tools to carry the quest for perfection in three dimensional computer technology are described.

Designers use different means to communicate their ideas. Large scale projects are often presented using smart models scaled to fit in presentation cases. When built, they can surprise us. "I didn't know it was going to be so big", is a common cry.

Through the magic of sophisticated software, we can now visualize what a plan will be like in three dimensions, moving easily through streets and peeking down corridors, looking for surprising views. If we need to, we can also have the textures and building materials rendered very realistically. These are powerful communication tools, offering people a chance to picture the future in a medium they are comfortable with – a tv screen – rather than struggle with artists' renderings.

As with anything, trust too easily won can lead to trouble. The preachings of the latest guru may well be valid. And models of any kind are fine – be they digital or foamcore – provided that the underlying principles have been thought through and well understood by all concerned.

Preferably in at least three dimensions

Glenn Miller, Editor

## INTEGRATED WATERSHED MANAGEMENT DISCUSSED AT SEMINAR

by Ted O'Neill

Urban drainage design, watershed master drainage planning and approval processes in Ontario are in a state of change. Recent policy initiatives by the provincial government are intended to promote the recognition of environmental concerns at a broad scale very early in the planning stage. Today's Watershed Plans go significantly beyond the traditional surface drainage and flooding issues and provide the opportunity for a comprehensive consideration of a wide range of water-related protection concerns in a single integrated plan. A major challenge facing planners is translation of watershed planning principles into effective land use policies and plans.

One hundred and twenty people attended a one-day seminar at the Skyline Hotel in Toronto on December 2, 1991 to

hear about these and other issues related to Integrated Watershed Management. The seminar was sponsored by the Pollution Control Association of Ontario (PCAO) and the Ministry of the Environment. **Ted O'Neill**, Gartner Lee Limited and **Andy Adler**, Stelco organized and co-chaired the seminar.

Speakers provided background information and shared experiences on watershed planning from a variety of points of view including the Provincial government, municipalities, engineering consultants and the development industry. **Nancy Mather**, Cosburn, Patterson, Wardman Limited provided an overview of the evolution of Master Drainage Planning. Her presentation outlined the past, present and future directions for watershed planning in Ontario from an engineering perspective.

Recent watershed management initiatives of the Ontario Government were presented by **John Kinkead**, Ministry of the Environment. These included a set of provincial goals and principles for watershed, stream and lake management and guidelines for the preparation and implementation of subwatershed master plans and water management guidelines. Of particular interest to municipal planners, he also discussed protection policy guidelines for incorporating environmental management commitments into land use planning documents and actions.

**Margaret Buchinger**, Town of Markham Planning Department, reviewed the ecosystems philosophy and challenges faced by the Town in achieving resource conservation and protection. The role of watershed management in the overall approval process was examined from the



perspective of the development industry by **Bob Hooshley** of Metrus Development Inc.

Several interesting case studies were presented. **James Etienne**, City of Guelph presented a paper on the evolution of an integrated watershed management plan for Hanlon Creek. This watershed has been the subject of several environmental studies over the past 20 years. In 1971, a comprehensive study was initiated by the University of Guelph to predict the environmental impacts of the proposed construction of the Hanlon Parkway. The study was later expanded to address the effects of urbanization within the watershed. A number of specific design requirements to protect environmental resources in the watershed were recommended and subsequently implemented throughout the 1970s and 1980s.

By the late 1980s land development

pressures were great and it became apparent that there was a pressing need for co-ordination of information and methods used to review development proposals in the watershed. The current study, which has recently been initiated, is broad in nature. It includes the physical environment, aquatic and terrestrial habitats, water quality, flooding, ground water and an integrated approach to watershed management in the face of pending development.

The development of environmental policies for incorporation into the City of Vaughan's Official Plan was discussed by **Rick Hubbard** of Gartner Lee Limited. This study involved the development of an inventory of resource features within Vaughan and an assessment of development suitability within eight potential development areas identified by the City. The Official Plan Amendment, incorporating

the newly developed environmental policies, has been submitted to the Ministry of Municipal Affairs for review. It will be some time before the environmental principles are fully tested through implementation. The implementation committee established during this exercise, the involvement of the public and the support by Vaughan Council will be key

components for the ultimate success of this approach.

**Hazel Breton** from the Credit Valley Conservation Authority and **Dave Maunder** of Aquafor Engineering presented the results of the Credit River Watershed Management study. A two phase approach was used as a basis for developing a watershed plan for the Credit River. The first phase focused on the identification and discussion of issues relating to water quantity and was completed in the spring of 1990. The second phase concentrated on the identification and discussion of issues relating to water quality and natural resources, and integrates relevant aspects from the first phase.

**Doug Andrews**, Marshall Macklin Monaghan Ltd. discussed watershed planning and the integrated use of Best Management Practices (BMPs) to minimize urban runoff impacts. This paper discussed many of the important environmental problems which have been experienced in recent years and the Best Management Practices which have been developed to solve those problems. Although advances in watershed planning and urban stormwater BMPs have been encouraging they are not sufficient to achieve the goal of environmentally and economically sustainable development. The paper stressed the need to improve our efforts in the areas of strategic planning, construction controls, environmental site planning, restoration and funding mechanisms.

*Ted O'Neill is a Hydrologist and Principal with Gartner Lee, Toronto*

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# NEW PLANNING FOR ONTARIO: DÉJA VU ALL OVER AGAIN?

by Prof. Barry Wellar

There is nothing new about provincial governments creating commissions as a means to planning and development reform in Ontario. Nor, to put it mildly, is the track record inspiring.

As documented by the distinguished contributors to "Ontario Planned?" (Special Issue 23: Dec. 84, *Plan Canada*), various and sundry commissions have been struck over the years, amidst much hype and hoopla. Regrettably, they have generally proved to be of little or no perceptible avail in the end.

Beyond wasting everyone's time and energy, and public money, too many commissions are marked by residue of unread reports, and ignored findings and recommendations. Worse, they tend to leave behind cynical citizens whose good faith was replaced by feelings of betrayal, anger, and resentment toward "the system." In their view, nothing changed.

With that kind of known baggage hanging around its neck, and the entire country suffering from commission overload, there was no "honeymoon" period for the Commission on Planning and Development Reform in Ontario. (Announced by Municipal Affairs Minister Dave Cooke on June 12, 1991). An impeccable start, with no let-up in pace or progress, was essential for the Commission to establish and maintain its credibility from the word "go."

This was not to be, however, from an Ottawa-Carleton (O-C) perspective, at least. Not only did this area get put on hold for four months before the Commission introduced itself and its task, but O-C was ignominiously omitted from the Commission's list of locations for scheduled meetings and speeches. (*New Planning News*, Vol. 1, No. 1, 1991).

And things did not improve during the long-awaited O-C meeting, which came off as weak in content, disorganized, and short on confidence-building. Good intentions of all parties notwithstanding, it was not productive to cram

into two hours a cursory round of "Who's here?", a low-level commentary by Commission members (John Sewell, George Penfold, Toby Vigod) about their perceived mandate and approach, and a rush of quick-and-dirty questions and responses that did not coherently hang together in any way, shape, or form.

And, as a documentation concern, there was no evidence of anyone recording the proceedings for future reference by the commissioners or staff. Rather, we were left with recollections: of perceived nods or mutterings of agreement or disagreement; and of perceived promises to read, write, call, pursue a point of concern, etc., with said recollections fading and dissolving over time and space.

Having experienced similar outcomes from previous meetings, and wanting to go on record "early" in the Commission's activity schedule, I prepared a written submission.

*Two ends were served that justified the effort. First, because it was written, my statement was not and is not subject to vapourizing. Second, should it be necessary, the Commission could be called to account regarding the disposition of specific matters submitted for consideration.*

My approach was to interpret and synthesize this area's substantial involvement in a variety of fundamental planning and development matters over the past half-decade or so, to serve two express purposes:

First, to offer the Commission a written opinion on some key, generic problems—involving the *Planning Act*, the planning and development process, relationships among planning and development players, etc.—that in my view must be part of the reform initiative. And,

Second, to contribute to the definition of the Commission's objectives, and the ways and means of their realization.

And, to return to our concern about being put on hold for four months, I wanted to address the problems and objectives.

The following excerpts are from my

brief, submitted to the Commission on October 11. It is my hope and expectation these remarks will precipitate other commentaries in the *Ontario Planning Journal* on what is and should be the task, approach, and consequence of this reform initiative.

*1. In correspondence with Premiers Peterson and Rae, as well as with several Ministers of Municipal Affairs, and in a number of statements in newspapers, journals, groups have argued for several years that a Royal Commission is required to investigate relationships among government officials (elected and appointed at the municipal, regional and provincial levels) and development industry players (owners, promoters, lawyers, consultants).*

We continue to regard such an investigation and exposition as fundamental to dealing with the root causes behind the need for planning and development (P&D) reform across Ontario, and not just within the City of York and the Greater Toronto Area. While they no doubt deserve to be the current focus of a criminal investigation into the politician-developer relationship, other locales such as Ottawa-Carleton are also entitled to their inquiries in a fair and timely manner.

*2. As part of the abuse of ordinary citizens and community associations in the planning and development process, which includes denying them fair treatment, there appears to be widespread evidence of pro-development councils and business interests joining forces to reduce further the amount of time and information available to ordinary citizens to assess P&D proposals and activities. And, let us be clear about this, the Ontario government does not come to the public participation table with clean hands.*

Section 34 of the *Planning Act*, for example, with its limited time horizon, is contrary to the public interest. That is, while the conditions of Section 34 might have been acceptable in simpler times, they go against modern-day complexities and our increased capacity to make bigger mistakes in less time. Worse, the time constraint for notification favours the big institutional players



who can afford to buy needed expertise, and thereby take advantage of or promote "fast-tracking" of development applications.

3. *The Province of Ontario, author of this Commission, is itself a further (institutional) obstruction to reform in that the Planning Act, and the Foodland Guidelines Act, for example, are in dire need of clarification and revision.*

By way of illustration, the Planning Act reference to Interim Control By-Laws (Section.37) is demonstrably flawed—there is no requirement for the municipality to perform actually the study upon which enacting and extending the by-law is predicated—and the

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Foodland Guidelines Act is in a form of legislative limbo some 13 years after it was instituted. Reform, like charity, should and in this case must begin at home, that is, at Queen's Park.

4. *The Ontario Municipal Board (OMB), as a result of virtually starting hearings where councils leave off, as opposed to holding hearings "de novo," appears to compromise severely the fairness aspect of its hearings. That is, instead of arguments and judgments proceeding solely based on evidence introduced during the hearings, there is a deemed "de facto" bias from the outset for they find in favour of the council decision that is before the Board.* Reform of the P&D process must include examination of the claim of lost fairness due to the "de novo" principle, and must clarify the council-Board relationship.

5. *The planning and development "playing field" is not level, as we have written on many occasions (See, for example, Ontario Planning Journal, Vol. 4, No. 2, 1989), and as all provincial parties have agreed to in principle.* Since councils and business interests have an unfair financial advantage vis-a-vis ordinary citizens, which translates to other advantages that affect planning and development outcomes, it is required that intervener funding for planning actions be instituted by the province. We have argued that local governments are the appropriate source of funds for P&D interventions that are judged to warrant such funding, and we look to the Commission to bring this debate to closure in favour of leveling the P&D playing field.

6. *The finding of the Municipal Conflict of Interest Review Committee, that a commission rather than individuals should pursue conflict of interest complaints, is relevant here.*

Full resolution of complaints or concerns about malfeasance, misconduct, etc. related to planning and development approvals or deals, are beyond the skills and resources of most ordinary citizens and associations. That reality is especially disquieting when Municipal Affairs ministers and staff are opposed or reluctant to get involved. As a result, this Commission is obliged to propose either a similar P&D agency to take up complaints, or to propose an alternate mechanism by which complaints can be fully and fairly brought to resolution without imposing an undue burden on ordinary citizens.

It may be instructive to note that, over

the past several decades, only a handful of prosecutions has been successfully brought against local politicians under the auspices of Sections 102 and 180 of the Municipal Act. To accept that record requires us to convey "near-angel status" to politicians at the local level, and to accept further that virtually none of the thousands of planning and development transactions executed daily in this province are suspect. The truth of the matter, more likely, is that while there are reasonable grounds for increased investigations of staff as well as politicians, the means do not exist for individuals to pursue wrong-doers, and therefore the need for an independent agency to handle P&D complaints.

7. *During a recent Regional Official Plan Amendment hearing (Kanata Palladium) before the OMB, the Regional Municipality of Ottawa-Carleton (RMOC) adopted the "notwithstanding clause" argument, and the OMB accepted that approach.* By reference to the notwithstanding clause, which is a huge override tactic, RMOC by definition denied the existence of the Regional Official Plan, which prompts an observation. If the Commission is to address meaningfully the matter of reform, then it is that kind of real-world, institutional circumvention of the planning and development process that must be excised before real reform can begin, or be achieved.

In conclusion, and drawing on some twenty years of teaching, research, and community-level involvement with the content and process of planning and development in Ontario, and in many other jurisdictions, I am persuaded that on the evidence major structural and functional reforms are required from bottom-to-top.

The preceding are among the fundamental matters that I believe the Commission on Planning and Development Reform in Ontario must address, and see resolved if productive changes are to be made in the broad public interest, and if this Commission is to escape joining the ranks of the "déjà vu."

*Barry Wellar, MCIP, is Professor of Geography, University of Ottawa, and for the past six years has been president of a coalition of community associations involved in the downzoning of a regional shopping centre in Ottawa.*



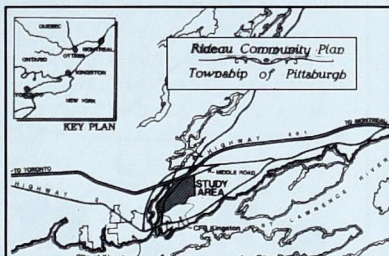
# THE MOVE BACK TO THE 90s...THE 1890s: THE DESIRE FOR THE "TOWN BEAUTIFUL"

by Mary Tasi-Wood

**T**he latter half of the 19th century was a time when many accepted beliefs were being challenged. In many ways, it was similar to the last decade of the 20th century—the 1990s. For the last 40 years, the planning profession has been preoccupied with the “City Efficient”, and with the design and construction of sewers, water supply, and streets that provide easy flows for urban traffic. However, there has been a recent movement towards questioning the rules and regulations of community planning based on strict segregated land uses and infrastructural requirements.

In 1980, I took an elective course with Professor George Rich in my final semester at the University of Waterloo Planning School. It was an experimental course on Planning History, and our small group of seven students studied famous urban planners who developed their ideas through the late 1800s: Camillo Sitte, Daniel Burnham, Ebenezer Howard, Patrick Geddes, Thomas Adams, and Benton Mackaye.

From our extensive research of these visionary planners of the 19th century, it became apparent that planning is not only infrastructure, but also an art and a science. “Sitte and others held the view that the City Beautiful is not just icing on the cake,



a luxury to be added once the practical problems of efficiency had been dealt with”, stated Professor Rich.

For the last twelve years, I have worked in a planning environment that develops communities first and foremost on the constraints laid down by engineers. Urban Design and environmental and historical objectives have been dismissed as “fluff” and jeered at by senior professionals as “those tree huggers and hysterical types”.

The Rideau Community Plan, which we prepared for the Township of Pittsburgh, was one of the few plans that I have worked on where the overall direction from the client was the “Town Beautiful”. In my first meeting with the Chief Administrative Officer, Barry Malmsten, I was handed a file folder containing sketches of Kingston area historic buildings, and a compilation of an

1800s village street map. Mr. Malmsten then took me on a tour of the Township to show me the riverview vistas, old growth trees, lilac bushes, stone walls, and historic estates. He also showed me the strip mall development and the new long loop subdivision designs that were creating an undesirable “generic” area that was undesirable. He talked about the need for a Community Plan that was based on heritage and environmental principles.

This unorthodox “terms of reference” freed the consultant team to run the project with a spirit of creativity. Poetry was read at team meetings which included Jerol Wheeler, Wheeler Douglas landscape architects, Sharon Lewinson, TSH engineering, and Paul Knowlton-Corporate Research Group, market research. In addition, the Township Planning Director, Jim Miller, worked with the team to ensure that community planning values were incorporated. I met several times with the local historian, William Patterson, to get a “feel” for the area, and to obtain Mr. Patterson’s assistance in plotting areas of historical significance on base maps. The plan also incorporates “environmental psychology”

*Continued on page 28*



**Village Square (Marks Square)**

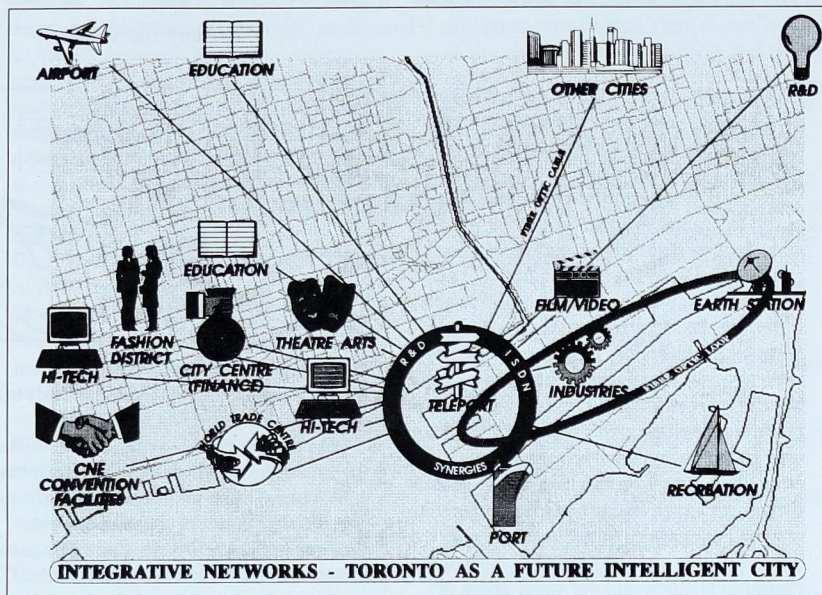


# The Teleport and its Application to City and Regional Planning

by John G. Jung

In the previous issue, John Jung described Teleports basically as telecommunications hubs providing business with a convenient and integrated satellite link. This article describes teleports around the world

Advanced integrated audio and video networking at a city-wide and regional scale can create new synergistic opportunities among industries that will significantly help to mould communities and their economic development strategies in the future. Multiway-interactive teleconferencing, disaster recovery, 24-hour security, and health related applications are already established parts of city development and city life around the world. Many people will recall the disaster recovery applications of Teleports when the phone lines and normal television feeds were interrupted during the San Francisco earthquake. Training videos, video conferencing, distance education, and integrative special events coverage are other areas which will be commonplace in our educational streams. Institutions have also recognized the values inherent in telecommunication applications, especially with the advances currently underway in video compression capabilities which will reduce costs and increase the quality of video distribution.



All of these new advances, and more, are in addition to the bulk of the 24-hour business activities that naturally grow beyond regional and national boundaries. For example, in recent years we've become accustomed to hearing the stock reports out of Tokyo and London, in addition to New York and Toronto. Globalization of Canadian business inter-

ests and a focus on business competitiveness is forcing us to become more globally aware.

But what does this all mean to city building? Can the incorporation of fibre optic cabling as part of the urban infrastructure, and creation of a Teleport be as significant a factor in new economic development strategies and redevelopment of cities, as is being suggested?

On the contrary, Teleports and related infrastructure are, in fact, on the leading edge of a major societal, as well as technological transformation. Planners and economic development officers around the world are seriously investigating the physical infrastructure needs of Teleports to ensure that telecommunications can be incorporated into their communities as part of their future economic development strategies. Others are only beginning to be astounded by the voracity of Pacific rim centres that have wholeheartedly incorporated the teleport concept as part of their vision for city building in the future. With virtually no restrictions on satellite related businesses and the high degree of compe-

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tion that has emerged in Asia, costs have lowered for communication related businesses and as a result, demand has increased substantially. This activity, in turn, has resulted in Pacific rim centres channelling their success into the physical reformation of their waterfronts by means of Teleport developments.

Japan is the most active in the Asian Region. Its telecommunications reform in 1985 brought great liberalization and privatization of telecommunications in Japan. It also fostered competition and consequently demanded that the field become more business-oriented in its approach. The government backed the Teleport concept as a vehicle for social and economic development enhancement by offering financial assistance, without interest, tax incentives and other assistance. (1)

Recognizing that it is difficult for any single private entrepreneur or public body to carry it out public-private partnerships have emerged as the key ingredient in fostering Teleport advancement as part of community-building in Japan.

Each brings to the table special abilities, whether experience in planning, financing, approvals processing, or development management. In return, each has

specific expectations about its share of the investment burden.(2) The private sector may be seeking long term profitability and continued business growth through business synergies, while the public sector may hope to reinvigorate the local and regional economy and create a state-of-the-art communications network that will ensure the community's competitiveness in the global marketplace.

Osaka's is the location of Japan's only operational Teleport to date. Osaka's public-private partnership, established in 1985, is made up of the local government and over one hundred and forty private firms.(3) It was able to take advantage of interest-free loans through the Japan Development Bank which established a fund from the sale of Nippon Telegraph and Telephone Corporation stocks following NTT's privatization in 1985.

In Tokyo the public-private venture among Tokyo Metropolitan Government, numerous private companies and the Japan Development Bank, is in the process of creating the Tokyo Teleport Town as an important urban sub-centre for Tokyo in Tokyo Bay on 448 hectares of reclaimed land. Tokyo's vision calls for a working population of 110,000 and residential population of 60,000 people for

this "intelligent new town." The focus of new development concentrates on an advanced business centre for international information and data exchange and will include commercial activities, convention facilities, and a major waterfront recreation centre. The project is currently under construction with substantial completion scheduled for 2001. The initial stage of construction, including bridges, roads, transit, and the Telecom Centre, are currently under construction. Private companies are expected to carry over 50%

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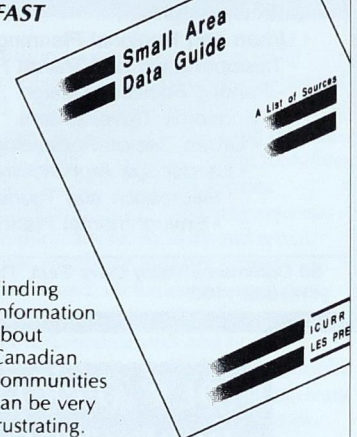
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of the financial burden for the project while the government is expected to facilitate the planning, approvals, and land consolidation for the partnership.

Near Tokyo, Yokohama has received world attention by creating a major new city-within-a-city based on the Teleport theme. Scheduled for completion by the year 2000, the Minato Mirai 21 project will be host to 460 acres of new business, commercial, residential, and cultural facilities on reclaimed waterfront lands.

With a working population of 190,000 people and 10,000 residents, Yokohama planners have targeted knowledge-intensive industries and international 24 hour

information exchange capabilities as part of the project's basic infrastructure. The Teleport's plan envisages full provision of fibre optic and local digital networks linking all parts of Japan to the world, as well as providing the community with a full range of telecommunication services like cable, videotext and database services. A public-private venture, similar to Tokyo's, exists in Yokohama to facilitate the development of the Teleport and the MM21 project.

Other Teleports in Asia are being planned in Nagoya and Kobe in Japan; Pusan in Korea, and in Thailand, Indonesia, Taiwan and Hong Kong.

In Europe, the focus on new economic development strategies and community building efforts are also on Teleports and related infrastructure. For example, the Paris Ile-de-France Region has created a partnership for the development of the Teleport with public and private organizations. The President of the Ile-de-France Corporate Development Agency recently heralded this project as a key element in Paris' regional planning policy for the future.(4) Here four interrelated Teleparks, each devoted to a main theme, will be linked to one another. A fibre optic network will encircle the Paris Ile-de-France area and development of a sci-



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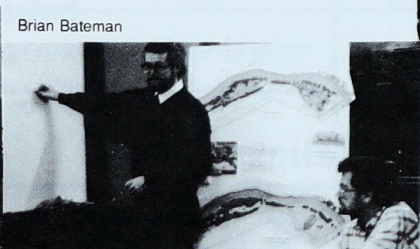
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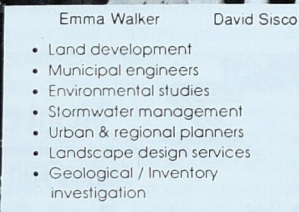


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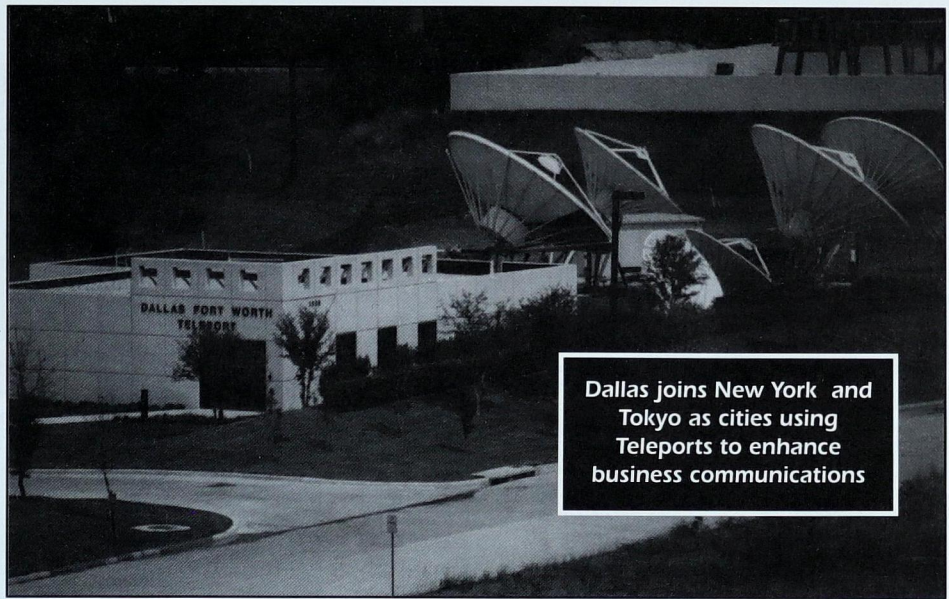
entific data transfer network has already been approved as part of this development. Additionally, one of the "smart teleports" in this network will focus on new activities expanding the financial sector, technology training, communications and design capabilities for the Paris Ile-de-France region.

Cologne's Media Park is another European example of a planned community where the Teleport and telecommunications infrastructure plays a key role in the future. Equally important for Cologne is the visual image and the designed environment around which the community will grow. Envisaged as a unique inner-city telematics and media centre on a 20 hectare site that was recently a German Railways yard, the Media Park sought out top international designers to ensure that the project was an aesthetic success, and functionally successful. Designed by Toronto's Eberhardt Zeidler, the concept focuses on the future working and living environments for the community. Offices, studios, housing, and leisure facilities are designed in an integrated system to incorporate both marketing and use of the teleport infrastructure, as well as the development of the real estate. End users benefit from this unique blend of urban spaces with the mix of activities which can spin off from the arts, media, and related business and residential environments.

The London Docklands, as another example, integrated the Teleport into their redevelopment program, resulting in demonstratable superior overall environmental improvements, especially when compared with other standard urban renewal projects in the London region. (5) Lisbon, Seville, Genoa, Berlin, Amsterdam, Budapest and others have followed with similar development plans.

In North America, the vision appears to be less developed, with the San Francisco-Oakland Bay Area Teleport, Dallas-Forth Worth Teleport, and the New York-New Jersey Teleport being the exception rather than the rule.

In Las Colinas, the Dallas-Forth Worth Teleport provides direct access to broadcast quality video, audio, voice and data opportunities to every property



**Dallas joins New York and Tokyo as cities using Teleports to enhance business communications**

within the development. This is remarkable considering the development is 12,000 acres of planned industrial, commercial, residential, and recreational uses. Apart from boasting its value-added telecommunications infrastructure as a means of building today for investment in the future, Las Colinas is selling "community", a community of multi-use developments, family residential villages, specially designed open spaces, and entertainment and leisure facilities.

The San Francisco-Oakland Bay Area Teleport and associated Harbour Bay project promotes itself as an internationally recognized commercial, residential, educational and recreational centre, enhanced by a sophisticated global communications system, through its Teleport. In addition to substantial residential enclaves, the master plan calls for a 300 acre smart business park with over

5 million square feet of commercial development, focusing on highly specialized, communications-sensitive businesses, especially in the R & D and international fields. A 600,000 square foot, five-building Teleport Plaza provides telecommunication switching systems, communications, security and tenant spaces. Incubator industry projects are incorporated, including international conference facilities, R & D centres, demonstration centres and hotels.

Common among all of these examples is the belief that providing the necessary infrastructure and creating the proper environment for future community building will ensure the community's sustained growth in the global marketplace.

#### **Toronto's Teleport Vision**

Unfortunately Toronto has yet to come to grips with its vision, due in large



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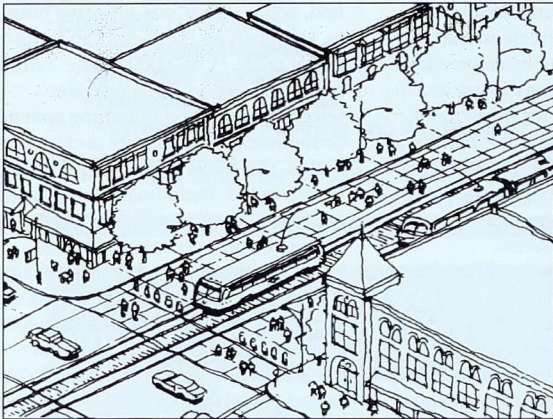
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# TRANSIT-SUPPORTIVE LAND USE PLANNING GUIDELINES

APRIL 1992



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part to the continuing dynamics of its complex waterfront issues. While Toronto has one of the largest collections of satellite dishes at a single earth station, the proposal to develop a Teleport as part of the business park with its necessary port redevelopment plans, have failed to emerge. The specifics about the future design and development of Toronto's Teleport are currently unclear, but the role of the Teleport in the development of the City and the region remains strong. Toronto, as Canada's centre of finance, and a significant world centre for communications, research, film, arts, fashion and education, has all the essential ingredients to develop as an "intelligent city" with the right infrastructure supporting and enhancing these activities. The Toronto region represents a significant economic base upon which a broader telecommunication infrastructure should be fostered. Tokyo University's Professor Ito, Chief of the Study Committee on Teleport Systems, argues that in such an economy, the construction of Teleports should be linked with the construction of large scale communication infrastructure connected with urban and regional redevelopment.<sup>(6)</sup> With a unified and integrated wide area network, such as the integrated systems digital network (ISDN), a tremendous number of information capabilities could be linked to a wider user, including users in existing and future development areas. This would be a vast improvement over services that currently require separate systems. Ultimately it may be possible to use a conventional telephone line to provide universal voice, fax, and data terminal capabilities.

Toronto is already well known for its quality of design and care for its creation of urban spaces and mix of uses. Bringing fibre optic links to the existing city centre and to other new areas as they emerge, should become natural elements in the city's and region's future plans. However, local planners and decision makers appear to offer scant reference to this concept. For example, Toronto's City Plan/91 proposals makes nominal reference to the future of telecommunicating as part of its vision for the city. The fax machine, combined with the personal computer, video, portable telephone, and modem, as well as changes to the corporate philosophy of workplace, have already had a dramatic effect on how people perceive communications and information as part of their lives today. For some it means not having to go into the office



downtown; for others it accelerates their work time, leaving time for other pursuits; and for others it means greater efficiency, and greater profitability. These have wide physical and personal implications. These could also have significant regional economic benefits. Richard O'Rourke, Senior Economist for the National Telecommunications and Information Administration of the U.S. Department of Commerce, has calculated, for example, that the effect of a Teleport in an area could be greater than ten times that of the tourism industry!(7)

These examples, from developments underway in Yokohama, to the future "intelligent cities" such as Toronto, clearly point to the scope and impact that the Teleport movement will have. However, greater awareness of the Teleport and its opportunities is essential. Service providers and Teleport developers, have to work harder to get the message to decision makers and the public at large. To excite and sustain the public's interest, a vision must be developed. The vision must include the entire package from living and working environments, to recreation and restful places. It must have a special sense of place; of urban design; and of caring for the comfort, enjoyment and safety of the people it is intended to serve.

A task force or working committee may be one way to bring together potential user industries, service providers, lending institutions, economic development officers, planners, urban designers, and decision makers, among others, with a view to developing a long range strategic plan and a vision for the integration of teleport and telematic infrastructures into their community.

John G. Jung, M.C.I.P., is an urban designer and urban planner who has been involved with Teleports since 1984. He is Director of Planning & Development with The Toronto Harbour Commissioners and recently delivered a paper entitled "Planning for the new interface between advances in technology and the human experience" to the World Teleport Association's General Assembly in Yokohama, Japan. To obtain a copy of the paper, please call (416) 863-2023.

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## OPPI COUNCIL MEMBER PROFILES

**T**he following OPPI Council member biographies will give the membership a better understanding as to the background of each member. Council welcomes your inquiries and comments on OPPI matters—telephone numbers for individual Council members are available from the OPPI office.

---

### JOE SNIEZEK—President

Joe Sniezek has been a member of CIP since 1974. He has worked in Markham (1973) and Sault Ste. Marie (1971-72 & 1974-Present). His service record with O.P.P.I. includes positions as District Representative (1987-1989) and President-Elect (1990). Joe has also been the Northern Ontario Chapter's (CIP) representative on National Council (1979-1982). Joe has a degree in Urban and Regional Planning from the University of Waterloo.

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### TONY USHER—President-Elect

Tony Usher was born in Montreal in 1950. He came to Ontario in 1966 to attend the University of Toronto, where he obtained graduate degrees in geography and business. Tony started work in 1972 with the Ministry of Natural Resources at Queen's Park, and has practiced continuously since then as a land use, resource, recreation, and tourism planner, based in Toronto but working mainly in rural, cottage country, and northern Ontario. He left the public service for the consulting sector in 1978, and established his own practice, Anthony Usher Planning Consultant, in 1983. Tony became a member of CIP in 1983 and has since contributed actively to OPPI, particularly in membership and environmental planning matters. He was the Journal's first resource and environmental planning columnist, from 1986 to 1990 and was elected to Council as President-Elect in 1991.

---

### Vice President (Membership)

The position of Vice President (Membership) recently became vacant upon the resignation of Gerald Carrothers, who had held the position since it was first created in 1990. A full report on Gerald's

dedication and commitment to the Institute over the past years will be published in a subsequent edition of the Journal. The new Vice-President (Membership) is Steve Sajatovic of the City of North Bay.

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### RUTH FERGUSON— Secretary/Representative-at-Large

Ruth Ferguson has held the position of Representative-at-Large and Secretary of OPPI Council since 1987. She was previously involved as a Director of the Eastern Ontario Chapter of CIP. A 1981 graduate of the Urban and Regional Planning Program at the University of Waterloo, Ruth has worked for both the public and private sectors. She is currently the Chief Planner of Ainley & Associates in Belleville. Her practice is primarily focussed on municipal planning, including the preparation of Official Plans, Secondary Plans, Redevelopment Plans and special studies.

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### ROBERT MADDOCKS—Treasurer

Robert Maddocks has been actively involved in CIP and OPPI since he was a student member (CIP) in 1976. Following his graduation from the Urban and Regional Planning Program at Ryerson in 1980, Bob was appointed to the position of Planning Director with the Township of Lake of Bays (1980-1987). In 1987 Bob moved to the Ministry of Municipal Affairs within the Community Planning Advisory Branch at the Thunder Bay office and was responsible for planning approvals in the Kenora and Rainy River Districts. He then moved to the Central Office of the Field Management Branch (MMA—Willowdale) in 1989 and was later transferred to the Cambridge office in late 1990 where he employed as a Senior Municipal Advisor. Bob was first elected to OPPI Council as the Northern District Representative in 1989 and became Treasurer of the Institute at the 1990 AGM.

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### BARBARA DEMBEK—National Representative

Barbara Dembek has been actively involved with OPPI over the last number of years and in addition to her position of

National Representative, is also the current Past President. In her position on CIP National Council, she also serves as the National Membership Committee Chair. Barbara has an undergraduate degree in Urban and Regional Planning and a graduate degree in Management Sciences, both from the University of Waterloo. She is employed as the Director of Planning for the Township of Wilmot.

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### JEFF CELENTANO—Northern District Representative

Jeff Celentano holds an undergraduate degree in Urban Studies/Economics from York University (1977) and a graduate diploma in Public Administration from Laurentian University (1982). He is presently enrolled in the Master's Degree program (part time) in Public Administration at the University of Western Ontario. Jeff has been actively involved with CIP and OPPI over the past ten years. He held the position of Secretary-Treasurer of the Northern Ontario Chapter, CIP (1981-82) and has been a member of OPPI Council since 1990. He has also dedicated his time to both the Ontario Planning Journal and Plan Canada, as a contributing writer and member of the Editorial Board, Plan Canada (1982-85). Jeff has been a long time employee with the City of North Bay (since 1977) and currently holds the position of Senior Manager, Planning Division.

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### LES FINCHAM—Central District Representative

Les Fincham graduated with a Bachelor of Environmental Studies from the University of Waterloo's School of Urban and Regional Planning in 1971. He has held several senior positions with the Ministry of Municipal Affairs including being Director of both Plans Administration Branches, Director responsible for the Niagara Escarpment program, the Parkway Belt West Review and Central Ontario planning issues. Les currently is the Director of the Information Management Branch which has been responsible for the development of Geocoded Information Systems (GIS) and other land use related information systems. Elected to OPPI Council this past fall, Les also is the Chairman of the Central



District Board of Management.

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**CAROLINE MCINNIS—Central District Representative**

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After graduating in 1983 with a Masters degree from the School of Urban and Regional Planning, University of Waterloo, Caroline McInnis was employed by the Ministry of Municipal Affairs. She has also held planning positions at the Ministry of the Environment and the City of Scarborough. From 1988 until the present, Caroline is currently employed as Planning Director for the Town of East Gwillenbury, a municipality located in northern York Region. At the present time she is also a member of the Greater Toronto Coordinating Committee. Caroline was elected to OPPI Council in the fall of 1991.

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**ANDREW HOPE—Eastern District Representative**

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Since graduating from McMaster University (1981) with a BA (Hons) and York University (1985) with a Masters in Environmental Studies, Andrew Hope has worked in both the private and public sectors. In various planning capacities, Andrew has toiled in most parts of Ontario and, as a result, has a keen awareness of numerous regional issues. He is presently employed by the Regional Municipality of Ottawa-Carleton, Plans Administration Division as the Planner responsible for the provincially delegated approval functions involving the City of Kanata, as well as the Townships of Goulbourn and West Carleton. Andrew has been a member of OPPI since its inception, and before that, a student member of the Central Ontario Chapter, CIP. He has served on the Eastern District Executive since 1987 and assumed the role of Chairman in the fall of 1991. His involvement has included work on the 1990 Ontario Planner's Conference Organizing Committee and the EOD Membership Sub-Committee.

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**BRUCE CURTIS—Southwest District Representative**

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Bruce Curtis, elected to OPPI Council this past fall comes with a background of many years of involvement with CIP/OPPI at the local level. He served as the Program Committee Chairman and as Secretary-Treasurer on the Southwest District Executive. Bruce has a Bachelors degree in Urban Development, Masters degree in Urban and Regional Planning, and is cur-

rently completing a Masters of Public Administration degree part-time. He is on staff with the City of London Planning Division, and since June of 1989 has been Chairman of the 1992 CIP/OPPI Conference to be held in London.

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**TODD STOCKS—Student Representative**

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Todd Stocks is a fourth year student in Ryerson's Urban and Regional Planning Program. As Student Representative, his

primary responsibility is to represent the views and concerns of student members at OPPI Council meetings as matters arise. Todd is also responsible for promoting student awareness and membership in the Institute. This is achieved through visits to the recognized planning programs; encouraging student submissions to the Journal; attendance and participation at the CAPS Conference; and through regular liaisons with individual school representatives. Following graduation, Todd will be pursuing a career in land use planning.

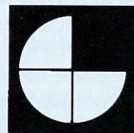
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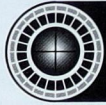
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EASTERN

## OTTAWA-CARLETON REGION DESIGN CHARRETTE

by Chris Brouwer

Industry professionals, students and members of the general public participated in a weekend-long affordable housing design charrette hosted February 14 to 16, 1992 by the Regional Municipality of Ottawa-Carleton (RMOC). The charrette, co-sponsored by EOD, provided a forum in which participants explored the feasibility of affordable development options to traditional suburban design and construction methods. The guest of honour for the event was the "Alternative Development Standards" document proposed by the RMOC Working Committee on Alternative Development Standards in September, 1991.

Eighty participants were divided into ten teams at the start of the weekend. Each team was given an identical 12 acre parcel of land on which to design an affordable housing development scheme using the proposed new standards.

The challenge of providing affordable housing has faced developers since the advent of soaring land costs, and is an issue which has more recently been brought to the forefront of planning in Ontario through the

Provincial Policy Statement *Land Use Planning For Housing*. As the building industry strives to provide affordable communities, ever increasing development costs have been pushing densities upward. Generally, increasing density will lower development costs, but, the sociological impact of living in higher density housing areas is not always adequately addressed at the design stage. Thus, the charrette was not simply an exercise to design affordable higher density housing, rather it was a means by which the larger issue of providing more *livable* communities in the future could be explored.

Proximity to amenities, siting, infrastructure, transportation, housing form and sociological issues were to be considered and balanced in the design process of each team. Prizes were offered to the four teams which submitted the most viable solutions to the exercise within the established time limit for the competition. The successful teams each provided unique or innovative ways to create a functional and aesthetically pleasing design solution while keeping as close as possible to the proposed design parameters.

The team of Max Bacon, Chris Brouwer, Andy Naoum, Jill MacFarlane, Grant Morden, Sid Thaker, Chinglin Wu, Eleni Reed and Jennifer Mallard (Team #1) took top honours. Their winning design met the required minimum density of 15 units per acre by providing 183 ground oriented units on the 12 acre site. The proposal comprised 24 zero lot line singles, 36 units in quadraplex buildings and

123 street townhouses. The Team #1 units were specifically designed to provide a more "flexible" housing form in terms of accommodating the diverse living space requirements of residents normally found in long term ownership of dwelling units.

The flexible housing unit proposed by Team #1 was designed around a mid-structure outdoor courtyard. This design maximized privacy and permitted the rear portion of the dwelling to be divided internally to function as an attached granny flat or apartment. To reduce the common suburban plague of garage dominated architecture, garages were recessed within the main structure of the dwelling units. Functional porches were added to the front of individual units to add character to the building form and to provide residents with a semi-enclosed space in which to be in contact with streetscape activities. Both the courtyard and quadraplex dwellings could be easily expanded; the courtyard home by adding a bedroom at the rear portion of the second storey and the "Quad" unit by finishing the interior of existing third floor building space.

In traditional subdivision layout and siting, unusable flankage found in lots situated on the outside corners of right angle bends in the street can result in much wasted land. The winning design maximized efficient use of land in this situation by siting the quadraplex in these locations and by limiting the frontage of the lots to 12 metres (3 m per unit). This also improved the aesthetics of the development

by presenting the largest building form at significant points in the streetscape.

Landscaping was maximized throughout the site. A neighbourhood park was situated centrally in the design which included land area in excess of the minimum 5% open space requirement for the provision of a future community centre.

The winning submission was thought by the jury to be successful in part because of the teams' consideration of development costs. Market price for the units was estimated in 1995 dollars to be at just under \$111,000.00 per dwelling unit. Team #1 recommended increasing the proposed minimum lot depth requirement of 23 metres and also including sidewalks along all rights-of-way as improvements to the proposed standards which would enhance the urban form of similar developments, at minimal additional cost per dwelling unit.

Notable design elements proposed by other winning charrette teams included, for example, providing group parking areas centralized within the street right-of-way along a landscaped boulevard and eliminating entirely the requirement for a front yard set back. Privately owned garages and driveways were not provided in this design which successfully displaced the vehicle from its traditional dwelling-oriented location and provided additional space for landscaped common areas.

Grid street patterns, central squares as focal points, lanes located in the rear yard, shared driveways and strong pedestrian connections from neighbourhood



community centre to nearby schools were key components of other successful charrette designs.

All submissions incorporated a range of building forms which added character to the community and addressed the need to provide housing for various income groups. A clearly defined pedestrian system and neighbourhood focal point or common area also emerged as necessary parts of the affordable housing equation.

Jury members for the charrette included Nann Griffiths, Associate Professor at Carleton University's School of Architecture specializing in urban design; Avi Freedman, Assistant Professor at McGill University and Director of the Affordable Homes Program; and, Graham Bird, Engineer & Development Consultant and past Vice-President/Development of Perez.

The charrette provided an exciting forum in which the RMOC could "test market" its proposed new design standards. Team submissions are being compiled by RMOC staff in a booklet which will be available to the public in June, 1992. The input of the charrette participants provided valuable assistance to the Region in producing new development standards that will guide the design of affordable developments that can be efficiently designed and effectively implemented on the ground.

*Chris Brouwer is an Urban Designer with Proctor & Redfern Limited, Ottawa*



### Biography

Elizabeth Sawicki accepted the position as Editor for the *OPPI Journal Central* Region. Ms. Sawicki brings to this position more than 6 years of experience in industrial/commercial, and residential land development as Manager of Development with Landtactix Inc., the land development arm of the Sorbara Group. Elizabeth manages the Sorbara Group's portfolio of projects located within the Greater Toronto Region.

Ms. Sawicki holds an undergraduate degree in Urban and Regional Planning from the University of Waterloo and is a member of OPPI and the Urban Development Institute (UDI). She also holds a position with UDI York Region Lot Levy Review Committee, has served as the Chair of the York Chapter of the Urban Development Institute's fundraising drive, and has lectured at the University of Waterloo's School of Urban and Regional Planning.

### Forum on public consultation sparks lively discussion

On February 20, 1992 the OPPI and Canadian Public Relations Society, Toronto Chapter, jointly sponsored a seminar entitled "Public Consultation: Who's Planning Our Future?" Presentations were made by

Chris Haussman, MCIP, of FC. Haussmann Consulting; Dave Abbott of Ontario Hydro, Khan Rahi representing the Access Action Council and the Metro Social Planning Council; Rhonda Hustler of RAGE (Rural Action on Garbage and the Environment); and Madelyn Webb from the Great Lakes Environment Office, Environment Canada.

Mr. Haussmann covered the basic of public consultation, and went on to discuss some key issues—identifying the target publics, assessing the validity of citizen interest groups, dealing with the NIMBY (Not In My Back Yard) syndrome, timing and resources.

Dave Abbott then elaborated on the themes of the seminar by describing how a large organization must first organize itself to effectively deliver and integrate public consultation into its corporate culture. He went on to describe briefly how Ontario Hydro consulted the public in the development of its 25 year plan for the demand and supply of electricity in Ontario, concluding with some basic lessons learned.

Khan Rahi spoke of the barriers to participation by minorities which result from cultural differences and physical structures in the urban environment. He urged the audience to use organizations such as the Access Action Council to reach out more effectively to the growing number of minority groups.

Rhonda Hustler presented the citizens' group perspective of public consultation—why it sometimes breaks

down, and listed citizens' criteria for effective consultation.

Madelyn Webb put the discussion into a larger context by describing how public consultation had achieved a critical mass in the Great Lakes Basin, to the point where societal consensus is emerging. This may even be starting to happen at a global level, with the upcoming UNCED conference in Brazil.

The ensuing discussion heard from professionals in the audience who are active in the planning, education, health and environmental fields. Everyone was highly stimulated by the discussion, and expressed an interest in more such opportunities in the future. "This experience has convinced me that there is a need for more discussions of this nature, and I intend to see that they happen," said seminar organizer Chris Haussmann.

Haliburton County Council has decided in its 1992 Budget deliberations to delay the preparation of its County Official Plan for one year. Work on this project started in July 1990 when Council hired Mark B. Stagg, MCIP, as its first County Planner and had been proceeding since. Council also decided that the work activities of Mr. Stagg and its temporary planning staff should now be refocused to economic development and tourism promotion. An agreement is being negotiated with the Haliburton Highlands Chamber of Commerce whereby the County staff would be "seconded" to



them to work under the Chamber's direction.

**CENTRAL DISTRICT PROGRAM COMMITTEE**

Events planned by the Program Committee for the remainder of the year are listed below. All members, provisional members, students and guests are encouraged to attend. While a few details have yet to be finalized, keep these dates and topics in mind:

**June 22** Discussion of membership process by Membership Review Committee

North York City Hall  
(Committee Room 3)

**June 10** Shoreline Planning Workshop hosted by Peterborough and area Planners  
Lindsay

**June (tbd)** Planning Commission Workshop followed by discussion on OPPI membership process and informal golf tournament  
*Muskoka/Simcoe Area*  
Contact: Andrew Fyfe (705) 325-1311

**September 22** TBA  
Toronto

**October 29** Joint meeting OPPI/CBAO  
Etobicoke Motel Strip  
OMB Decision

Speakers: Diane Santos, others to be confirmed

**December 3** Christmas Social  
Toronto  
Details to follow!

**Other Dates to Remember...**

**June 17** University of Waterloo Planning School Alumni Breakfast meeting with Dale Martin  
Toronto

**October 22** University of Waterloo Planning School Alumni University of Waterloo Planning School Alumni Annual Dinner  
Toronto

Events planned by the

Committee depend on your support to be successful. We are always interested in your views/comments concerning the program, and any ideas you may have for future events.

**Contact:**  
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255-1392,

Heather Johnston  
(Peterborough) 743-5780,

Dave Parks  
(Muskoka/Simcoe)  
(705) 765-3156 or

Corwin Cambay (Niagara)  
(416) 685-1571.

LAW & ORDER



Gary A. McKay, from time to time, will comment on court cases that deal with planning matters.

**MUNICIPAL SIGN BY-LAW PROHIBITING POSTERS ON PUBLIC PROPERTY WAS TOO RESTRICTIVE AND CONTRAVENED THE RIGHT TO FREEDOM OF EXPRESSION**

The Ontario Court of Appeal in a recent and interesting decision allowed an appeal brought against convictions of a musician in respect of charges laid under a by-law of the City of Peterborough which prohibited the placing of posters on public

property.

The facts of *Ramsden v. Corporation of the City of Peterborough* will be familiar to any city dweller. The defendant, a member of a musical group, attached a poster advertising upcoming musical performances of the group to a hydro pole in the City of Peterborough.

The City responded by charging the defendant under its by-law which prohibited the placing of posters of signs or advertisements of any nature on any public property. The defendant musician responded by saying, in effect, that the City's by-law interfered with his right to freedom of expression—and off the parties went to court. The musician was convicted in the Provincial Offences Court, but the Court of Appeal in a split decision (two to one), allowed the musician's appeal and overturned the convictions under the by-law.

Mr. Justice Krever delivered the majority opinion. In considering what constituted freedom of expression in these circumstances, he said

"I have no doubt that advertising an artistic performance is an act of communicating information. 'Posting' for commu-

nicating a fact is common in our cities and towns and no member of our society can be unaware of the use of posters on utility poles to convey information by individuals and governments, varying in nature from notices of garage sales, to notices of lost pets, to transmit information, to voters' lists. In my view, then, communicating information by using posters is an exercise of the right of freedom of expression guaranteed by Section 2(b) of the Charter which reads as follows:

S. 2. Everyone has the following fundamental freedoms;

Freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication ... ."

In reaching its decision the Court considered the fact that Peterborough's by-law prohibited posters and signs on *any public property*. Apparently, an earlier version of the City's by-law had been less restrictive and had only prohibited the placing of posters on trees or poles on any public street. The revised by-law, in the Court's view, went too far and was an unwarranted limit on freedom of expression. As far as can be determined from this decision, the



municipality put forward the following submissions for the basis and objective of the by-law.

First, it said that the by-law was to provide safety to workers who had to climb utility poles with spikes on their boots. The Court said this might justify a prohibition of fixing posters to wooden poles on public property, but it was impossible to see how it justified an absolute prohibition on all public property.

Second, the City said that a further purpose of the by-law was to prevent traffic hazards to motorists whose attention might be distracted by the posters; and finally, as a third argument, it said that the by-law also served to prevent visual and aesthetic blight.

Notwithstanding these objectives, the Court found that the total restriction by the by-law on such a traditional form of expression was out of proportion to the objectives sought by Council.

Municipal staff may well want to review their sign by-laws in light of this decision. In the case of the City of Peterborough, it is understood the city has filed an application for leave to the Supreme Court of Canada. It will be interesting to watch and

see whether leave is given to appeal to the nation's highest court on this prosecution arising out of a municipal by-law.

## ZONING BY-LAW REGULATING PROPANE STORAGE DID NOT CONFLICT WITH PROVISIONS ON THE ENERGY ACT

In recent years, urban municipalities have faced requests from ratepayers to regulate service stations and other land uses that have propane storage tanks as the tanks are perceived to be the hazard. One of the problems faced by a municipality with such a request is that there is a provincial jurisdiction in this area. The potential area for conflict was recently addressed by the Divisional Court in *Superior Propane Inc. v. The Corporation of the City of York*. Superior Propane Inc. sought a declaration from the court that a zoning by-law of the City of York, which restricted and regulated propane storage,

was *ultra vires* (beyond the municipality's legislative authority. Superior Propane Inc. argued that all matters relating to the supply and distribution of propane fell within the exclusive legislative authority of the province as contained in the Energy Act and submitted that the municipality's reason for enacting a by-law was for safety reasons. In this case, however, the court found no operating conflict between the provincial law and the municipal by-law passed under the Planning Act. In Mr. Justice O'Brien's words

"I am not persuaded there is operative conflict between the by-law and the statute. I conclude they do not cover the same ground to the extent it is necessary to choose between them or to determine if the statute takes precedence."

The Court decided the zoning by-law merely enhanced the statute and its regulations and accordingly both enhancements could live harmoniously.

Gary McKay is a lawyer practicing municipal and planning law in the Toronto office of Baker & McKenzie.

### TECHNOLOGY

# Compute and Persuade

by Robert Amos

Design professionals routinely lament the difficulty they have defending their work. They have a point. It's easy to see a direct link between, say, the roads budget and potholes. Whereas the links between building mass and notions of prospect, enclosure, solar access and the like, are less obvious for most. To balance this, designers resort to persuasive media; many renderings approach art form status. The ultimate response to all this is a precise model of the finished product in a form that mimics the real thing in three dimensions.

Accurate representation of buildings, or anything else, on computers has been around for several years. Canadian organizations such as Alias Inc. and the University of Toronto Centre for Landscape Research has done much in this field. With this technique, detailed landscapes can be created, arranged, and then

viewed or walked through along any path. Until recently' achieving this required specialist help and expensive equipment. Several products have now been made available that do almost all this for a very modest price.

3D Studio by Autodesk, the makers of AutoCAD, is sold as an interactive graphics software package for creating high-quality still images and animations. It enables complex three dimensional shapes to be created, placed, given a surface material, lit, and viewed. Its operation is complex but the results are astonishing.

Most operations begin by taking a flat shape, converting that shape into a 3D object, and then placing the object and rendering the final scene. A disc could be drawn into a cylinder, then given a surface to make it appear as a vase. Even complex objects, like boats, can be created in a similar way. Every aspect of the scene can be controlled to a fine degree, including scale

units, shading type, surface materials and mapping, atmospheric effects, background scenes and shadows.

Once created, a scene can be viewed as a still image under any lighting and camera configuration, or the scene can be animated to give the impression of movement. With the appropriate hardware, animations can be recorded onto standard videotape. As a

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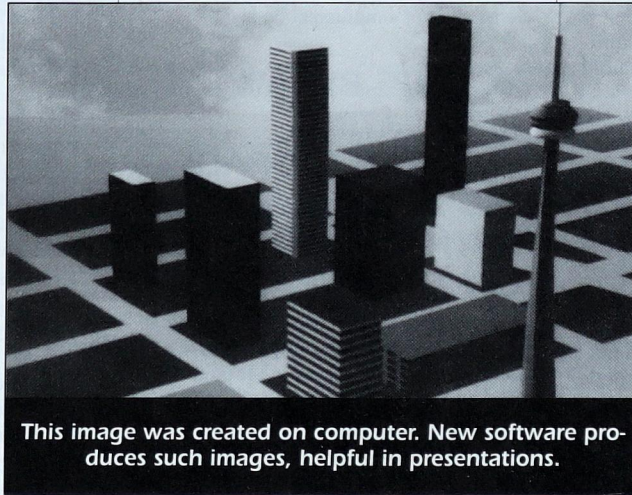


member of the AutoCAD family which is the design industry standard, it is compatible with other Autodesk products, such as AutoCAD release 10 and 11, and with third party products, such as LandCADD.

The disadvantage of this precise control is that most operations are complex and time consuming; fortunately the manuals are clear. Creating the major features of a streetscape can seem like an endless process. Be warned that a detailed scene can take a few hours to render on a PC, and an animation can take an entire weekend. Some work has been done on importing digital maps into AutoCAD, or by direct transfer from air photographs, but for the present it is largely a manual affair. As a result, there is a practical limit to the amount of detail any model can hold. Another concern is that any walk through path has to be determined, rendered and then displayed. No changes can be made during a presentation.

WalkThrough, by Virtus Corporation, is a similar product for the Macintosh. It functions as a pre-CAD application in

which the design and the path taken to



This image was created on computer. New software produces such images, helpful in presentations.

walk through an environment can be adjusted continuously. So it is an easy matter to, say, make a colour change or a viewpoint change during a presentation. To date this is the only product that has this capability, which they call ComputerAided Visualization (CAV). The disadvantage of this is that the quality of the rendering is flat and in no way comparable with the fine detail or complexity produced by 3D Studio. The makers are aware of this and sell

WalkThrough as a concept and communication tool rather than an accurate presentation tool.

Computer applications offer powerful tools for urban design and presentation and their like will inevitably become commonplace. Both programs offer a unique way for clients to visualize a project in a format that is about as close to reality as it gets, for the present. Both have received critical acclaim. 3D Studio is the first product for the IBM that makes it affordable for almost any office to create detailed and accurate digital still and moving images of their work. WalkThrough adds a real time dimension.

3D Studio is produced by Autodesk Inc. for the IBM and costs around \$2,900. WalkThrough is produced by Virtus Corporation for the Macintosh and costs around \$400.

*Robert Amos is a Planner with Hamilton-Wentworth.*

*Editor's note: More coverage of this emerging technology will be presented in future issues.*

## TRANSPORTATION

# MAKING DENSIFICATION WORK

by David Kriger

**A** key premise of both Neo-Traditional Planning and the Sewell Commission's densification proposals is that by placing amenities and jobs

close to where people live, commuters and shoppers alike will be less inclined to jump into their cars. The expected gains to the environment and in lessened infrastructure requirements are considerable. The Sewell Commission has outlined the steps needed to create the right conditions for these things to happen from, as it were, the supply side perspective. Recent studies in Halton and Toronto, among other areas, have expanded on some of the required conditions. But here's where the benefit of transportation planning experience provides a critical input: when the right con-

ditions are in place, how will drivers behave—i.e., what happens on the demand side?

Does the cause-effect relationship hold true—provide the proximities or the densities, build a transit service and people will leave their cars at home? The recent North American evidence is encouraging, but still tenuous. For example, it is well documented that Toronto's tremendous success in



subway-related development was strongly related to both favourable zoning bylaws and pent-up demand. As David Nowlan demonstrated at Cityplan '91, intense residential development in Toronto's core was responsible for keeping commuter auto volumes down, since a significant number of residents live and work in the core. The question raised by the densification proposals, however, is whether the same principle could be applied outside the core.

Recent American studies have compared observed ridership for new American and Canadian rail transit systems with pre-construction forecasts—and have seriously questioned the latter. Recent American planning failures also suggest that the more non-transportation goals are set for new road and transit infrastructure, the more



difficult it will be for that investment to achieve its transportation—i.e., its basic—goals.

The Neo-Traditional view on transportation has its roots in the pre-automobile days when people had limited choices for workplace, school and shopping—certainly not the case today. Clearly, concepts such as telecommuting and growth in cottage industries are complementary to Neo-Traditionalism—how do they relate to each other?

What makes people choose to live and work in downtown Toronto—what 'bundle of goods' have they chosen by buying a Bay Street condo? Transportation planning experience will tell you that if the goal is to manage, reduce or somehow control travel by automobile, the best—really the only—approach is a multi-faceted approach. Why? Because the market for auto travel is far from homogeneous. What other means are available to control con-

gestion—e.g., replacing employer-supplied parking with employer-paid transit passes? Exactly what would be the market for transit under densification—how does this match the every-increasing distances that commuters are willing to travel to find the job of their choice? In an age of two-worker households, whose job site will dictate the location of the home (and how is that different from what already happens today)?

The point is, both Neo-Traditionalism and densification can work, but the cause-effect (supply-demand) relationship is far from clear. Without an understanding of what motivates people to travel or live the way they do, implementation will be difficult. The Sewell Commission and Neo-Traditionalists have defined the goals, and a means of creating the right conditions. We need now to build on this, by trying to understand more about the other side of the coin, i.e. the demand side for trans-

portation. We should start by:

1. concentrating our efforts on understanding driver behaviour under the conditions defined above. These range from a review of the experience in other jurisdictions, to studies that define the target market.

2. exploring legal mechanisms that could be used in the Planning Act or in municipal by-laws, to affect or encourage changes on the behavioural side. Recent American experience with legally-required transportation demand management plans may provide one such precedent.

Above all, we must ensure that all stakeholder voices are heard from. By this I mean in particular the transportation planning and traffic engineering communities.

*David Kriger, P.Eng, MCIP, is Senior Transportation Planner with Delcan Corporation in Ottawa.*

#### BOOKS

## PENTURBIA

JACK LESSINGER, SOCIO ECONOMICS INC, 199, 340 PP.

*review by Jim Helik*

**F**orget about the growth and prominence of the suburbs. Forget about Edge City. It's all too late—the trend is over. We are, according to Jack Lessinger, on the brink of yet another great migration—this time to penturbia: new and old towns distant from major metropolitan areas. Pushed out by rising prices, congestion and pollution, and attracted by new social values, the middle class is making an exchange of suburbia for the small towns of penturbia.

Lessinger is able to accomplish two notable tasks in his book. The first is that he is able to recognize what is a growing trend: the movement of people and firms to small towns. Besides citing the now classic example of General Motor's Saturn plant in Maury County, a sparsely populated county in Tennessee, he makes continued reference to stories of yuppies who have quite literally, packed it in and headed for the hills. Though weak on substantive data, there is little doubt that there is at least some semblance of a trend here.

The second point that Lessinger addresses is the question of what the forces are behind any cycle of migration. Migrants, he points out, are not always driven by

either economic motivations (people simply moving to increase their standards of living) or improvements in technology (particularly transportation technology). Similarly, they are not always driven by a "push" effect of people being "squeezed out" of an area by high housing prices, pollution and crime. Migrations are often less a pursuit of jobs and more typically a search for utopia. The utopia of the post war period was the modern suburb. The emerging utopia is one of nostalgic towns and villages

just beyond the commuting range of large industrial centres.

So far, so good. However, this analysis only accounts for the book's first two chapters. By far the greatest portion of the book is taken up by Lessinger's theory of socio-economic cycles, of which penturbia is the fifth great wave.

These waves go back to the year 1730 and will continue through to 2070, the last being migration to penturbia. (if there isn't a rule about being careful of any author

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who speaks of 350 year periods, there should be). Each of these waves is described at length and chartered on succeeding

graphs (with labelling of axes often notably absent). Data (from population trends to homicide rates) are periodically sprinkled

in. The result of this cycle of waves is that penturbia emerges as not just a small trend of migration to small towns, but a crashing wave of which will bring depression, deflation, and effectively the end of suburbia.

The bulk of this book is subtitled "Why suburbia must crush and penturbia must boom". Lessinger says that his theory (about the absolute magnitude and certainty of this trend) "is supported by two centuries of American history". It isn't. As the Library Journal said of Lessinger's earlier book, it was "as intriguing as a book on land economics can be". So, read yet a further intriguing book by the same author, at least for the first twenty-six pages.

*Continued from page 13*

principles of private retreat, and public interaction.

In the fall of 1990, I travelled to Savannah to observe the wonderful restoration that had been done on the City's 26 public squares. Each square had its own character and was such a refreshing change from the barren and sterile parks seen in suburbs all over Ontario. On closer observation, I noted that bricks around the fountains had the names of various City groups and patrons who had donated money to preserve the sculptures and art work of these urban gardens. This gave me the idea to create a "Village Square" within the neighbourhood that could have fountains and sculptures and be a neighbourhood gathering place.

I thought about the need for civic officials and senior municipal staff to generate vision and civic pride in a Town. The Township of Pittsburgh has taken a major step towards creating their "Town Beautiful", and I am proud to be part of that process. I am also pleased that OPPI has chosen to recognize this effort in preparing a plan that is based on art and science.

*Mary Tasi-Wood is an Ottawa Planning Consultant specializing in customized secondary planning. Her firm won a 1991 OPPI award for the Rideau Community Plan.*

