

ONTARIO PLANNING JOURNAL

JULY/AUGUST 1992 VOLUME 7 NUMBER 3



Toronto Mayor Rowlands and Montreal Mayor Dore help cut the cake.

CONSOLIDATING MONTREAL'S ROLE AS A LIVABLE METROPOLIS

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ONTARIO PLANNING JOURNAL

THE MAGAZINE OF THE ONTARIO
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Subscription Rates: \$35 per annum

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The Journal is published six times a year

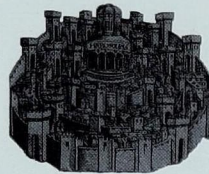
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ISSN 0840-786X

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Montrealers are celebrating again! The summer of 1992 promises to be a memorable one for citizens and visitors alike, as the City marks its 350th anniversary. A five month program, designed to fill the already active streets of the city with dancing, public art and entertainers of all kinds, began in May and is due to continue until October.

The City of Montreal is also marking this special anniversary with an intensive planning exercise aimed at producing the first comprehensive official plan in the city's history. Although there have been many important plans made for Montreal, the "Montreal Urban Plan" is scheduled to be the first that covers the entire jurisdiction, and which involves the public in its formulation. Mayor Dore has pledged to have the plan adopted by Council by the end of the year. Coincidentally, the regional government — the Montreal Urban Community — is also creating a new plan to provide impetus and support for the large scale efforts underway to replace and expand infrastructure in the region. These include the bringing on line of primary sewage treatment and the integration of commuter rail and rapid transit service.

Both administrations have been looking west to Ontario, and Toronto in particular, for advice on plan formulation. Louis-François Monet, who once worked with the Ministry of Municipal Affairs, now works for the City of Montreal and has been consulting with his former colleagues on a regular basis.

The City of Toronto has provided frequent commentary to colleagues at the City of Montreal, following up from contacts made during the speaker series organized by Toronto in preparation for the Cityplan 91 exercise. John Gladki, who headed up the process for developing Toronto's new plan, suggests that, "We've

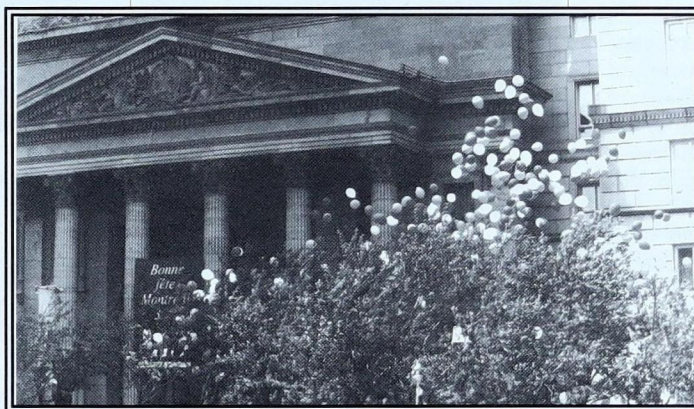
COVER STORY

CONSOLIDATING MONTREAL'S ROLE AS A LIVABLE METROPOLIS

by Glenn Miller

enjoyed a mutual exchange of ideas, which started when Montreal was preparing its downtown plan. Surprisingly, we found that we have similar approaches and similar planning processes, based on open participation."

The exchanges have not stopped with the completion of the respective draft plans. There's good reason to continue this



dialogue, Gladki feels. "It's extremely enriching on both a professional and cultural level."

Although Montreal has a reputation for a high quality of life, this perception tends to be focused on the city's vibrant downtown image. Julia Davies, a former Torontonian, is a project manager helping to prepare Montreal's plan. She suggests that Montreal has a lot to offer its residents, but feels that city needs "a lot of TLC" if it is to remain "livable."

"We have a diverse housing stock, recre-

ation and an excellent transportation system," she points out. "Our premise is that we have to take care of all these resources. On the negative side, there is still too much poverty and much of our infrastructure is in need of renewal. That means that a positive attitude is needed, and this theme runs through the plan. The public has shown a great deal of interest, which is rewarding."

Although the legislative base is different in the two provinces, objectives for creating a more livable metropolis are similar. Alain Trudeau, a planner with the Metro Toronto planning department, following up on Metro's publication "Livable Metropolis." Metro officials travelled to Montreal earlier this year to explain how Metro is approaching development of its new Official Plan — and to comment on how to live with shrinking capital budgets.

A serious problem for which there are no simple answers is the funding limitations placed on public transit by the province — which would seem to be a fundamental component of developing a "livable" region — as well as the need to spend huge sums on providing basic sewer service. The planning still needs to be done if it is to help the assessment of priorities, officials believe. According to Roch Poirier, Assistant Director of the Bureau du plan d'urbanisme, "The plan is

a tool to be used as a reference and as a reflection of the corporate vision."

A less serious, but nevertheless important contribution to the City of Montreal's birthday celebrations has been coordinated by the City of Toronto.

On July 21, just before the St Jean Baptiste holiday, a party was held in Montreal's honour in Nathan Phillips Square. A giant birthday card, covered with hundreds of signatures from well-wishers, is to be presented by Mayor Rowlands later this summer.

BEYOND THE NON-PLACE URBAN REALM?

by Michael McMahon

Urban place has recently been characterized as an enduring and fundamental value—something of an urban essence which needs to be preserved and promoted. Only a short time ago, however, planning discourse lent substantially different meanings to the idea of place. With the rise of quantitative planning in the 1950s and 1960s, the qualitative nuances of city places were subordinated to the forces of an abstracted space-economy. Beyond the central business district, the metropolitan area came to be celebrated as a non-place urban realm.

The idea of urban place is more historic product than fundamental and enduring value. Its meaning varies from place to place and time to time. This article seeks to demonstrate these points through examples drawn from the history of expressway development in Metropolitan Toronto.

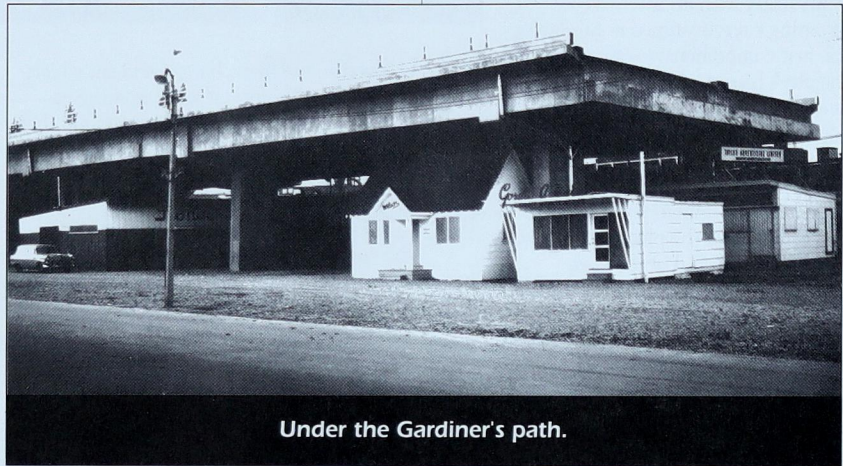
Urban Place as Site of Memory

Metropolitan Toronto's expressway system began with the F.G. Gardiner Expressway. Initially planned with a capacity of "100,000 vehicles per average annual day", construction of this eight mile stretch of roadway occurred between 1956 and 1966. For the most part this \$100 million dollar project unfolded as planned, the principal exception being the second section of the elevated expressway. Running between Jameson and Spadina Avenues, it presupposed the legal transfer of parts of an eighteenth century military reserve (the Garrison Common) from the City of Toronto to the Municipality of Metropolitan Toronto (hereafter 'Metro'). The associated expressway alignment was one which challenged the remaining integrity of one of the City's oldest urban places: Fort York.

The early 1958 alignment of the Gardiner Expressway had the expressway overhanging the Fort's southwest gun emplacement by approximately 20 feet. This incursion into the Fort's airspace was met with organized resistance from some 15 historical, conservation and veterans' societies. The official counter-response was heard in rationalizations of the following sort:

As Engineers, we cannot sacrifice design standards, resulting in unsafe driving conditions. Realignment of the Expressway as we have studied it would necessitate reverse curves within an inadequate length of tangent which presently connects existing curves. The design speed of this road will not permit this additional curvature from a standpoint of safety and adequate traffic flow.²

chairman of the alliance of groups which opposed the Gardiner vision. As to the compromised nature of the Fort's location, the argument was made that the eighteenth century ramparts allowed the pedestrian visitor "to get completely lost in the atmosphere of the place."³ For the majority of Fort York's defenders, this atmosphere was related more to the Fort's role as a symbolic site of memory, than to its formal composition as a physical place.



Under the Gardiner's path.

Photo: Turofsky, Metro Archives

This Spring of 1958 statement from the Metropolitan Toronto Commissioner of Roads was followed by a Fall statement from the Metropolitan Chairman. Fred Gardiner pointed out that the Fort's location was already seriously compromised by railways to the north and south that, given the immanence of the elevated expressway, the Fort should be moved to the Lake where it belonged. Such a site would simulate its original setting. This new location would also allow it to better function as "a source of inspiration to the thousands who drive past every day."⁴

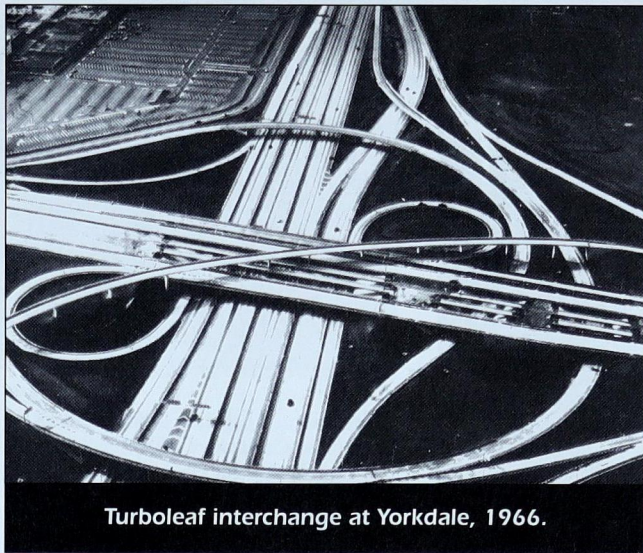
The late-50s battle for Fort York was won by heritage protesters: instead of the Fort being moved to accommodate "the design speed" of the expressway, the expressway was moved to accommodate the Fort. This outcome was partly attributable to arguments related to sensibilities of place. "A historic site is a place; you don't just move it," stated A. Gordon Clarry,

Commentators on the experience of place should not ignore the historic basis of popular perceptions of place, or the struggles which they can help support.⁵

Irregularities of Place

Contrary to popular belief, engineers, followed by planners, have not always been biased against irregularities in the urban landscape. While it is true that Toronto's system of ravines did interrupt the nineteenth century development of a uniform grid of streets, these topographic irregularities also provided a twentieth century benefit. Where the limited access expressway was concerned, naturally produced grade separations stood to dramatically reduce engineering costs. By the late-1940s, it was received wisdom that

Nature has provided Toronto with a natural framework for depressed arter-



Turboleaf interchange at Yorkdale, 1966.

Photo: McCullough Studio

ies. When the lower portions of the city are redeveloped, it will be found that Nature again favoured Toronto by placing the ravines in the locations most appropriate to a sound development of the city and the area of Greater Toronto.⁶

Building on this view, Toronto planners went on to link greenbelt planning to expressway planning. By the late-1950s, a “total system” of expressways had been envisioned. Beyond the Don Valley Parkway, this system encompassed the Crosstown, the Christie-Grace and the Spadina Expressways. Each of the latter three expressways – had they been built—would have taken out large sections of Toronto’s extant and remnant ravines.

Beyond the battle of Fort York, struggles against the implementation of expressway plans were intimately bound-up with Toronto’s neighbourhoods and the amenity value of the ravines. Now, 20 years after Metro Toronto was forced to back out of its system of expressways, the ravines have been officially celebrated as the prospective core of a new type of system, the bioregion. Views of our urban nature have changed, raising anew questions about the positioning of place in the evolution of planning discourse.

Out of Non-Place: ‘Place’

In 1963 Melvin Webber looked to Los Angeles and spoke of the need “to free ourselves from ... the fundamentalist con-

cepts of land, place and boundary.”⁷ For this highly influential planner, the modern metropolitan area was akin to an “intricately complex switch-board.”⁸ Flows of information and money were paramount, with concessions being made to the movement of people

and goods, the need for accessibility, and transportation systems with sufficient “channel capacity” to service key communication nodes.

Webber’s concessions to the importance of place were restricted to areas such as Wall Street in New York City. What he did not foresee was a partial reversal of the trend towards subcentering and noncentering. In the Los Angeles of the 1970s and 1980s, downtown ‘places’ like the Bunker Hill complex would be sought after. But while such complexes would replicate something of the centrality of the central business districts of old, they would replicate little more. As insertions into a highly fragmented and discontinuous urban realm, they would tend to look into themselves rather than facing out towards the city, its people and history.¹⁰

‘Place’ in Toronto

Far from being an eternal and unchanging value, the meaning of place is clearly contingent and relative. This is evident in background reports to the Royal (Crombie) Commission on the Future of the Toronto Waterfront. Following allusions to enduring and fundamental values, the authors of ‘Toronto Central Waterfront Transportation Corridor Study’¹¹, go on to speak of place in relation to nonplace expressway and railway corridor functions. The rising importance of rail transportation is highlighted, as is the long run feasibility of making the city a better place through

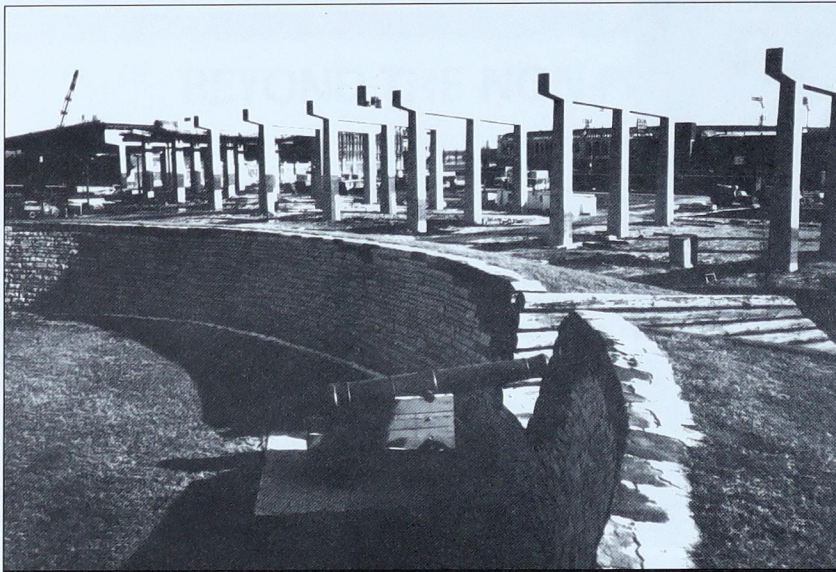
the removal of the central sections of the Gardiner Expressway.

Beyond the symbolic import of removing a monolithic structure such as the Gardiner Expressway, many of the ideas of the Crombie Commission are not new. The servicing of central business districts by public transit and rail corridors is tried and tested in New York City. And on Toronto’s Central Waterfront, the removal of the Gardiner would open up—as Bill Teron and others before David Crombie have well known—significant development opportunities. In the context of the Crombie Commission’s work, The Garrison Common Master Plan indicates what some of these opportunities might be. The Garrison Common Master Plan mixes innovative ideas of place with development scenarios more traditionally associated with the non-place urban realm. The viability of this plan is tied to a massive “Trade Centre Complex”, followed by commercial waterfront pavilions and the possibility of a “Large Screen Cinema Complex.”¹² Beyond these features, the plan highlights the idea of public space in its title, then elaborates with references to Coronation Park, Fort York and the City lands adjoining the Niagara Neighbourhoods to the Fort’s north and west.

If implemented, the public place components of the Garrison Common Master Plan would begin to link some of Toronto’s centre city neighbourhoods with the shores of Lake Ontario. The success of these links stands to be aided and abetted by meaningful public participation. Beyond traditional physical planning, the history of place might once again serve to foster and be fostered by democratic processes.

In Summary

History indicates that many of Toronto’s most significant public places have survived as a result of community actions. In place of references to eternal and fundamental values, these actions need to be acknowledged and elaborated, ideally through processes other than those associated with the tradition of Master



Gardiner Expressway under construction, circa 1961

Photo: University of Calgary Archives, Panda Collection

Plans, and Master Planners.

Michael McMahon is Manager, Exhibits and Public Planning, Metro Toronto

NOTES:

1. Proposed Lakeshore Expressway for

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Municipality of Metropolitan Toronto, Functional Report, April 1954, p.6. Metropolitan Toronto Archives.

2. Letter from George Grant to the City of Toronto Committee on Parks and Exhibitions, March 12, 1958. Tracy LeMay Collection, City of Toronto Archives.
3. Fred Gardiner, quoted in the *Toronto Star*, October 4, 1958.
4. Quotes from the *Toronto Star*, October 4, 1958.
5. See Tony Hiss's recent *The Experience of Place*. The subtitle of this celebrated work is "A new way of looking at... our radically changing cities and countryside." (Emphasis added).
6. 'Report of Certain Technical and Engineering Phases of the Proposed Highway Following Generally the Line of the Rosedale

Until September 13 at Metro Archives is "Concrete Dreams," a 300-image photo exhibit which follows the controversy surrounding the Spadina Expressway. The crisis began with citizen concerns about the lack of public information on expressway plans. "Concrete Dreams" is accompanied by "Driving into the Future?", a multi-image show by Gera Dillon on the space and time of the F.G. Gardiner Expressway. Metro Archives is located at 255 Spadina Rd., Toronto (416) 397-5000.

Valley Road ...' February 1946, Meadows Critoph and Company. City of Toronto Planning Department Library.

7. "The Urban Place and the Nonplace Urban Realm", in Foley D.L. (1963) *Explorations in Urban Structure*. A companion piece—"Order in Diversity: Community Without Propinquity," appeared the same year in Lowdon Wingo's *Cities and Space*.

8. Webber in Foley, p. 86.

9. *Ibid.*, p. 98

10. See Michael Sorokin, Editor (1992) *Variations on a Theme Park. The New American City And The End of Public Space*, especially Mike Davis' 'Fortress Los Angeles: The Militarization of Urban Space'.

11. Background Report 15, November 1991, by IBI Group in association with ten other lead consulting firms located in the Greater Toronto Area.

12. Garrison Common, September 1991, p. 83. This plan was drawn up a number of consulting firms, starting with seven self described "Master Planners" at Berridge Lewinberg Greenberg Ltd.



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Developing a Coastal Recreational Strategy for the Great Lakes

by S. Robert Hazra

The Great Lakes are either directly or indirectly, the most important focus of the recreational climate of the Province of Ontario. They provide 5,300 km of mainland shoreline and 4,700 km. of island shoreline in the Province (Ministry of Natural Resources, 1984).

Parks, beaches, cottages, marinas, and so forth make the Great Lakes' shoreline 'Ontario's playground.' Of Ontario's 131 Provincial Parks, for example, 42 are located on the Great Lakes. These 42 parks receive approximately 52% of all the visitors to Ontario's Provincial Parks. The four National Parks in Ontario are all located on the shores of the Great Lakes.

The importance of the Great Lakes to tourism and recreation is obvious. However, this has yet to be acknowledged by any Provincial management strategy for recreation, and public access to the lakes. The need for such a strategy is emphasized by the problem of demand exceeding the supply of certain recreational opportunities in some parts of the lower great lakes, and by constraints such as lack of access to the shorefront, as well as pollution.

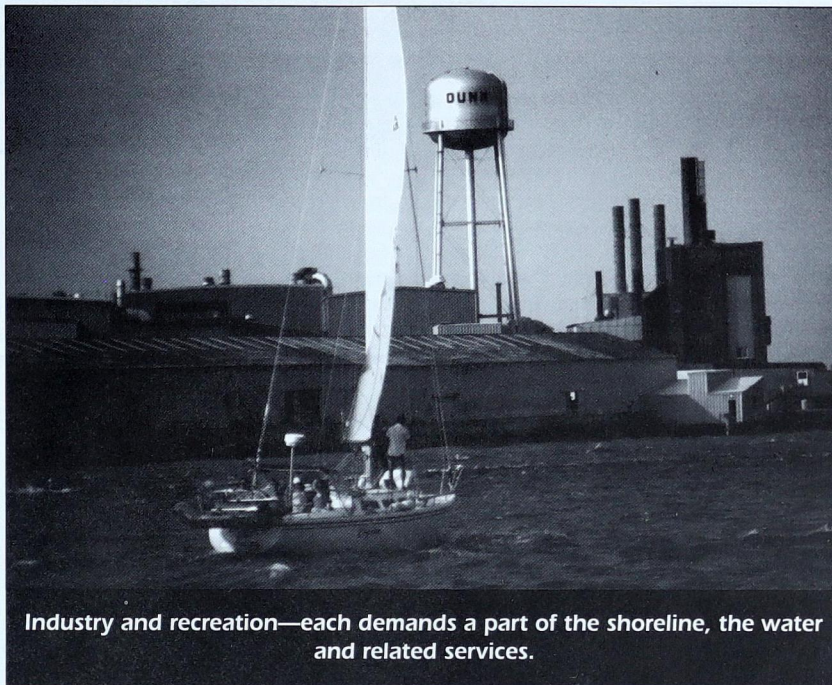
This article (in two parts) outlines issues to be considered in formulating a coastal management strategy for the Great Lakes, and an organizational framework that could implement such a strategy.

Public Access a Priority for Shorefront Recreation

Private ownership is one of the primary problems restricting public access to shorefront recreation.

In Southwestern Ontario, public usage of the Lake Huron shoreline has been impeded by cottage development along the shorefront; in fact, there exists "a virtually unbroken line of cottages" (Economic Development Branch, Office of Economic Policy, 1977: p.58) along some of the finest beaches in the area. Other areas of the Great Lakes are similarly affected. Permanent housing development along the waterfront of the lakes has also restricted access, as have marinas, generating stations, and other large scale facilities.

In many cases lake shores that are open



Industry and recreation—each demands a part of the shoreline, the water and related services.

to the public are located beyond private developments on the lakefront. Accessibility may still be impeded because entrances to the beachfront are inconveniently located and difficult to find; parking facilities at these entrances may be non-existent and natural features such as bluffs make access to the beach difficult.

Transportation routes may also reduce the recreational potential of shorelines. Highways and, to a lesser extent, railway lines, may reduce both the accesses to the lakeshore and the attractiveness of the area.

There are also many socio-economic barriers to the enjoyment of shorelines. Factors such as age, health, physical ability, income, and so forth may prevent certain segments of the population from visiting the shoreline (Ditton/Stephens, 1976). Many beaches, for example, cannot be reached by public transport.

Lack of hard-surfaced pathways on a beach may make wheelchair accessibility difficult or impossible (although specially adapted wheelchairs with balloon wheels are now being developed). Furthermore, a

lack of car parking facilities next to a beach can make access difficult for those who cannot walk long distances. There are, of course, other socio-economic barriers that should be considered by agencies providing recreational access to the shoreline.

Shoreline areas may also suffer from "visual access barriers" (Ditton/Stephens, 1976) that block the view of a waterbody. The wall of condominiums, hotels, and

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other buildings along the Toronto waterfront represent an obvious example.

Access may also be reduced by overcrowding. During peak-usage periods such as summer weekends many recreational areas are filled beyond their capacity.

User Conflicts

User conflicts take many forms. Conflicts may arise between homeowners along the shorefront and visitors, or there may be uses such as rifle ranges, or sewage lagoons, that are not compatible with recreation uses.

There may also be conflicts between various recreation uses. Activities such as water skiing, for example, are obviously not compatible with "water contact" activities such as swimming and scuba diving.

Pollution

Pollution is yet another factor that reduces the potential of some shorelines. Bacterial contamination resulting from untreated municipal waste in particular, has dramatically reduced the recreational opportunities that the lakes once provided. Much of the problem stems from the fact that sanitary and storm sewers have not been separated—or have only been partially separated—in many municipalities, resulting in the release of untreated sewage

mixed with storm water into the lakes.

The lakes have also been polluted by industries, and although much has been done to reduce industrial pollution, there are still concerns regarding the level of PCBs, Dioxin, and heavy metal in the Lakes.

Cottage Conversions

The conversion of summer cottages to permanent homes may also have a detrimental affect on recreation along the lakes. Additional pollution problems can result from a more continuous usage of older waste disposal systems. It has also been noted that conversion of cottages to permanent homes can intensify homeowner opposition to public access to the lakeshore.

Erosion

Problems of a strictly physical nature can also influence shoreline recreational potential, despite restrictions imposed by the Ministry of Natural Resources, or the Conservation Authorities.

For example, soil erosion resulting from land use practices along the shore has resulted in the infilling of bays, spoiling their use for such activities as boating and swimming.

Furthermore, the construction of protective structures on lakeshores has, in some cases, affected littoral drift and: "kept beaches in perpetual and unpredictable lateral movement. It's possible for beaches to move to locations where...public access is not possible" (Dittons/Stephens, 1976).

Recreation and the Natural Ecosystem

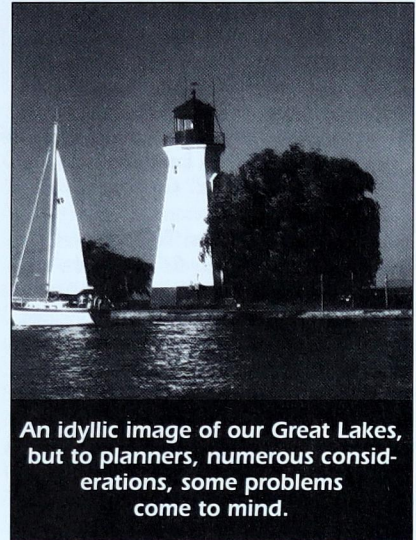
Tourism in some areas along the Great Lakes are dependent upon activities such as hunting and fishing.

Without proper management though, these forms of activities can harm the long-term recreational viability of these areas. In

Northwestern Ontario, for example, hunting and fishing has lowered the quality and the quantity of the fish and animal populations. The potential impact of these activities clearly points to the need for control on resource depletive recreational activities.

Another concern is the simple fact that most of the

major habitats for wildlife on the Lower Great Lakes are also popular recreational areas. Many of the major marshes along the shores of Lake Erie and Lake Ontario are also provincial parks and conservation areas that attract visitors. These marshes are important habitats for a variety of species of birds, mammals, reptiles, and amphibians; they also serve as a stop-over area for migrating birds. Although desig-



An idyllic image of our Great Lakes, but to planners, numerous considerations, some problems come to mind.

nating these areas as parks or conservation areas may appear to be "preservationist," large numbers of visitors are nevertheless attracted to these fragile areas.

Perhaps it is time to make a greater distinction between parks intended for recreational use and lands to be preserved for the protection of flora and fauna. Admittedly, within Provincial Parks the Ministry of Natural Resources attempts "zoning" which identifies lands within a park to be used more intensively, and lands to be preserved in their natural state within Provincial Parks; nonetheless, although controversial, there should be consideration given to actually discouraging public access to publicly owned land intended to preserve rare or fragile flora and/or fauna.

In the next issue of the Journal, Robert Hazra presents other solutions.

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ur cover story is short but makes an important point. The issue of striving for "livability" applies even in places such as Montreal, long

renowned for being one of the most urbane and culturally rich communities in Canada. It is also reassuring to know that underlying the fractious discussions on the constitution, planners in Quebec and Ontario are consulting each other on the fundamentals of how to make cities better.

Perhaps the driving force for a stronger community and a stronger country is the challenge of planning and city re-building at a time when financial resources are running dry. Liaison among cities and towns with similar problems is the key to learning faster. We literally cannot afford to waste time or scarce resources in finding out how to maintain the right balance between a thriving economy and a restored environment. Montreal may have taken rather too long to establish primary sewage treatment, but may benefit in

MONTREAL SEEKING TO IMPROVE UPON 350 YEARS OF HISTORY.

the long run by having installed the latest technology and applied the latest techniques in cleaning up its beaches.

Montreal was criticized for its choice of rubber-tired trains for its metro: "You'll never afford a system that can't run in the open," said the nay-sayers. Ironically, that city's record in rapid transit expansion has far exceeded the experience in Metro Toronto, where subway

construction has, until recently, been stalled for more than a decade. Some commentators have also pointed out that Montreal has not had to go through the agonizing public consultation processes required in Ontario.

The plans are made. The funding — until recently — was supplied, and the metro was expanded.

Next thing you know, people are using it.

Glenn Miller,
Editor

FOCUS GROUP PROVIDES VALUABLE INSIGHTS INTO FUTURE DIRECTIONS FOR THE JOURNAL



On one of the hottest Saturdays of the young summer, a group of OPPI volunteers gathered at Ryerson, in Toronto to talk about the Journal—its past, present and future.

Led by Diana Jardine and Glenn Miller, ably supported by Patrick McNeill, Stella Gustavson and coordinator Doreen Vanini, the group represented a broad cross section of the membership, both geographically and in terms of professional focus.

The Journal received solid support for readability and presentation, with the need for up to-the-minute commentary on professional practice issues leading the list of priorities. Draft mission statement was amended to read

1. Keep the membership of OPPI informed with respect to issues affecting professional practice
2. Keep the membership of OPPI informed about matters pertaining to the business of the Institute
3. Promote dialogue between members of OPPI and elected Council of OPPI
4. Promote dialogue between OPPI members and other practicing planners, including professionals involved in related fields.

As a natural benefit, the Journal serves as a means of outreach to interested members of the public, public agencies including municipalities and private firms."

We are truly indebted to Neil Rodgers, Pierre Beeckmans, Patrick Deoux, Mary Tasi-Wood, Sue Heffernan, Don McCullough, Gretchen DeBoer, Helen Lepek, Tracey Deek, Jim Collishaw and Mark Dorfman for taking the time to show their support and interest in the Journal.

LETTERS

POSITIVE RESPONSE

As a result of publishing the two part article entitled "The Teleport and its Application to City and Regional Planning", in your March/April and May/June editions, I have had a tremendous response for the paper delivered in Japan in 1991 entitled "Planning for the new interface between advances in Technology and human experience." Subscribers of ICURR, who may be interested in the paper, should indeed go through ICURR (416-973-8754) to arrange for a copy. Otherwise I would still be happy to arrange a

copy for non-subscribers (416-863-2023).

John Jung

CITIES: WHOSE RESPONSIBILITY?

Joe Berridge's article on the British "City Challenge" program, (Journal, Vol. 6, No. 2) specifically as applied in Manchester, makes interesting reading. It has some useful ideas for Canadian application, too — provided they are employed with a good deal of caution.

I like Berridge's aphorism "Cities do not take well to theory." It is hardly a new discovery that planning by architects

with messianic ideas about how the world should be ordered is apt to be socially disastrous, but it is still by no means universally understood. Perhaps we need to be reminded, too, that improving the built environment is only one aspect of true urban renewal, and probably not the most important; though one would hope that lesson has been thoroughly learned by now.

I won't comment on Berridge's apparent admiration for the "radical redefinition of the

role and responsibilities of local government" in England, with its combination of a heavy central government hand and extensive privatization of municipal functions, except to say that I hope this approach would be subjected to close and rather more critical scrutiny before being adopted in Ontario or any other Canadian province.

Valuable though several of Berridge's observations are, his parting shot is seriously off the mark. Noting "the overwhelming inertia [sic] of municipal and educational government" in Ontario, he claims that large areas of many of our cities will be going into decay [I'd be interested in his evidence for this] and . . . our current municipal culture is not capable of correcting that decline."

Now whoa there. I'm no apologist for municipal government in Ontario, and I'd be the last to deny that some of our municipal councils are not exactly models of enlightened or progressive thinking. But aside from the fact that Berridge's sweeping indictment ignores numerous Ontario municipalities whose activities effectively refute it, in blaming our "municipal culture" he has simply fingered the wrong villain.

If the key to the success of Britain's City Challenge is "coordinated and targeted spending of . . . ministries", Joe Berridge (or perhaps John Sewell and his colleagues) ought to try to explain that to the ministries of Transportation, Housing, Environment, Education, Community and Social Services — all the near-autonomous baronies that collectively go by the name of the Government of

Ontario. If he met with any success at Queen's Park, he certainly wouldn't in Ottawa. As this letter is written, the federal government is about to abandon any residual responsibilities it may hold for municipal and urban matters. Except, of course, it can't, because almost everything it does affects Canada's cities. What this abdication really means is that we can give up any faint hope we might once have clung to for urban-oriented coordination of federal policies and programs in such areas as (to name a few) trade, immigration, transportation and the environment.

I don't think we're doing as bad a job of urban management in Ontario as Joe Berridge seems to believe; but be that as it may, to attribute our failings and failures to our "municipal culture" comes pretty close to blaming the victim. The fact is that the urban environment which is home to four Ontarians out of five simply cannot be planned and managed as it ought to be until the "senior" governments recognize and assume their responsibilities in urban affairs. Unfortunately, the prospects seem to be getting dimmer, not brighter.

Nigel H. Richardson

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CORRECTION

From the Journal March/April, du Toit Allsopp Hillier offer urban design, planning and landscape architecture services. Architectural services are provided by Roger du Toit Architects Limited.

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The benefits of geographic information systems (GIS) in planning are well known. Several Ontario municipalities and provincial ministries are well along the path to implementing their own GIS. The focus has been on the integration of databases, creation of land-based inventories, mapping and spatial queries and analysis. The GIS and associated databases provide planners with effective foundations for responding to public inquiries, providing accurate and up-to-date data for decision making, and presenting planning results and proposals.

However, most GISs have only limited forecasting capabilities. Land use, travel demand or water consumption forecasts largely remain the domain of specialized, stand-alone analytical programs. Recent experience in integrating a travel demand forecasting model with a GIS demonstrates how the best features of both can be combined to provide a powerful planning tool.

Like other analytical packages, travel demand models feature sophisticated algorithms. They are based upon uniquely prepared databases. Graphical display capabilities are often well-developed, but cannot match those of a GIS. Special training is often required to use the model. As a result, forecasting and modeling are stand-alone activities, which means that the process tends to be closed and its potential under-utilized.

I recently participated in a transportation planning study in which a travel demand forecasting model was integrated with the client's GIS. This was, I believe, the first such application in Canada. The integration was based upon the exchange of input/output files, but several model func-

GIS AND FORECASTING MODELS: A POWERFUL PLANNING TOOL

by David Kriger

tions were also recreated in the GIS. Benefits of the integration include the following:

1. The client's staff was already familiar with using the GIS as an aid to decision-making. The integration allows the results of the somewhat esoteric modeling process to be examined in terms that non-specialists can understand and use.

2. Model input data and networks were created from existing GIS databases. This ensured consistency in the use of the corporate databases, given that a GIS compels the use of common databases. Duplicate files are minimized. This process also allowed significant reductions in editing and validating the model input.

At the same time, model output became part of the GIS corporate databases. This means that other users can access previously isolated data.

3. Enhanced graphics for public consultation and presentation. Model output, such as assigned link volumes, can be portrayed on multi-layered GIS maps, which contain easily-recognizable landmarks. The literature is replete with new converts to GIS, who stress that the presentation benefits alone are worth the implementation price.

4. Greater sensitivity to decision-making needs. The 'problem definition' typically continues to evolve over the course of a planning study. New issues and questions are

raised by the public, decision-makers and analysts alike. The use of the model in a user-friendly GIS environment allows a better understanding of the system under analysis and, therefore, 8 faster, more confident response.

Applications of the combined model/GIS appear limitless. For example, GIS has been used in facility planning for emergency services. The GIS shows the coverage area, by distance, served by a particular facility location. One way streets and other restrictions can be factored into the analysis. The integrated model adds the ability to consider dynamic coverage under congested road conditions. That is, coverage is measured by travel time in addition to distance. It also allows sensitivity analysis according to proposed changes in the road network (such as a new bridge).

The integration outlined here can be applied to other tools, such as water consumption or residential-employment allocation models. The results attest to the benefits: the analytical process becomes more open; model input is more soundly based; models are more responsive to emerging issues; and, the technical process of analysis and data management is made more cost-efficient.

David Kriger, P.Eng., MCIP, is Senior Transportation Planner with Delcan Corporation in Ottawa. He is the Journal's regular commentator on transportation.

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Computer-Aided Design in Land Planning

by Rob Amos

Computer aided design (CAD) applications enable designers to create precise two and three dimensional drawings in a format that can be easily revised, analyzed, and viewed. Such applications are common. The current edition of Site Planning by Lynch and Hack makes no mention of CAD; my guess is that the next edition will have an entire chapter devoted to the subject. Evidence for this is the spread of powerful computer based design tools to all fields including planning.

Besides some GIS applications, there is very little software designed specifically for the planning profession. The most powerful exception to this is an AutoCAD add-on package called LANDCADD.

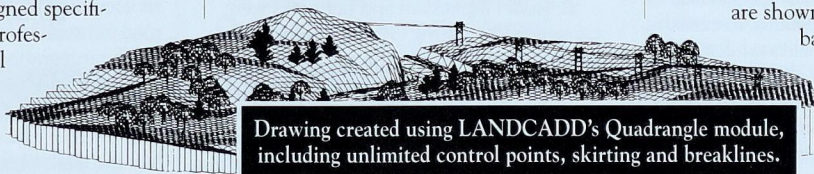
AutoCAD is accepted as the worldwide standard for computer aided design and much of its success is due to the variety of third party add-on packages. LANDCADD is one example of this.

Sold as the "world's leading land planning software," LANDCADD sets out to apply the computer's power to land and landscape design problems. It is a sophisticated aid to design with tools to help with subdivision design, site design, planting plans, road alignment, and most other land planning operations. In effect, it is the design equivalent of a word processor or spreadsheet. Changes can be made easily and run through a "what if" analysis so the implications can be seen.

LANDCADD is sold as a series of modules each of which provides a set of tools for a different aspect of land planning. Most

modules are clearly aimed to serve the landscape architect or civil engineer. Some, however, are useful for the planner. The combination of Quadrangle, Site Analysis, Cogo and Development, and Site Planning and Landscape Design modules enable the planner to do the following:

- Create a three dimensional contour or grid representation of an area using a variety of data input methods.
- Analyze the site's slope, aspect, elevation, visibility from a point, shadows, surface hydrology, and proximity to a point or line.



Drawing created using LANDCADD's Quadrangle module, including unlimited control points, skirting and breaklines.

- Alter the topography. Lay out lots, roads, buildings, parking areas, and golf courses. Add symbols, plants, people, vehicles, and street furniture from the built in library. View results in three-dimensional perspective.

The connection with AutoCAD is significant as this is the standard format for many types of information and add-on packages. For example, there are companies that provide base map information in digital form on topography, hydrology and land use in this format. Another powerful aspect is that by using the built in programming language, AutoCAD can function as a GIS system. In effect, each graphic element is given attributes which can be processed like a database file.

CAD is well accepted in many design professions, notably architecture. But converting to CAD is an investment, mainly in staff training, which implies that costs will exceed benefits in the short run. The

biggest advantage of this software series is that it is well established and so unlikely to become obsolete before you can reap the benefits. Already, university and college planning programs in Canada and the U.S. are training students in CAD, often specifically in LANDCADD.

There are a few problems, most of which have to do with the limits of technology. As computer power doubles every 18 months these may be dealt with over time. Training in both AutoCAD and LANDCADD is required, helpful training videos are available for the latter. Images

are shown as light lines on a black background whereas a paper white background is easier to read. A paint type sketch option would help in setting out design concepts. The

wire-frame presentation is difficult to read, although this can be solved with an add-on called Videoscapes which creates photo realistic images from the wireframes. Finally, some operations are very slow.

Everything that CAD does can be done by hand for a similar total cost. The difference is that CAD costs are up front, but once a system is set up procedures which used to take hours can be done in seconds. Engineers and architects have opted for the CAD route. As systems get better and cheaper the benefits seem likely to lead site planners the same way.

LANDCADD is available for IBM, Macintosh, and SUN computers. Modules vary in cost from \$300 to \$1,000. AutoCAD is required.

Rob Amos is a Planner with Hamilton-Wentworth.

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ENVIRONMENTAL ORGANIZATIONS DEFINE PLANNING CHALLENGE

by Dave Hardy

One of the strong points going for the Sewell Commission is its commitment to hear all sides. This strategy allows the Commission to identify the issues, hear a variety of opinions and anticipate positive and negative criticism. But it also has risks.

Those volunteering time to provide the Commission with advice expect there will be some acquiescence to their position in the Commission's recommendations. With the variety of groups providing input, meeting these expectations will be a difficult task.

Two of the largest environmental organizations in the province are active participants in the Sewell public consultation process. And, a third organization, the Federation of Ontario Naturalists, has kept the Commission abreast of environmental challenges ahead of them. Each of the organizations has made strong recommendations for fundamental changes in the planning process. The consideration of their views may significantly change the professional practice of planning in Ontario.

One of the largest Provincial environmental organizations, the Conservation Council of Ontario (CCO), argues for the development of a Provincial land-use plan. By implication, the Planning Act would begin with a vision of what "planning" in the Province of Ontario is intended to achieve in terms of sustainable use of land and natural resources and meeting social and economic goals. Section 2 of the Act and policy statements under Section 3 would reflect the position that all land planning would be undertaken in an ecosystem context.

Representing 33 province-wide organizations, the Conservation Council further recommends that planning regions be established across the Province. Citing a recent letter to Sewell, CCO President Phyllis Creighton states, "...within a South-Central Ontario Region, for example, regional planning goals and objectives should be established to be consistent with the overriding principle of environmentally sustainable development." This planning would be accomplished through local autonomy with direction from the Province.

Reflecting its Province-wide scope, CCO also pointed to the need to consider the land-use implications of increasing native self-government.

As land claims are resolved, aboriginal peoples will increasingly assume responsibility for planning and administering land. The Commission was urged to expand their focus by convening an aboriginal affairs working group.

In addition to the CCO, the Sewell Commission is also hearing from the members of the another environmental association, the Land-Use Caucus of the Ontario Environmental Network (OEN). The Land-Use Caucus, a newly formed sub-network within the OEN, facilitates communication and cooperation among dozens of environmental and citizens' groups across the Province.

At a recent meeting Caucus members endorsed the Commission's proposal to establish strong clear provincial policies. But they questioned the proposed elimination of provincial approvals and the reliance on municipal self-regulation.

Caucus members anticipate the need for a continuing provincial government role in resolving conflicts among policy statements, sorting out the site-specific implications of policies, and enforcing policies that municipalities are reluctant to observe.

Clifford Maynes, Land-Use Caucus Coordinator, observes, "under the Commission's proposed system, appeals to the OMB would become the sole means for the Province to enforce its policies. As a result, OMB use would escalate considerably. Alternatively, enforcement would be

lax and the policies would be ignored."

Maynes continues, "the burden on citizen groups to initiate OMB appeals would likely increase."

Caucus members told the Commission that public participation in land-use planning must be strengthened. Measures are needed to require active consultation and not merely, "opportunities for input."

Maynes states that citizen activists are all too familiar with the failings of the existing system, but they are still trying to come to grips with solutions.

Marian Taylor, Director of the Federation of Ontario Naturalists states, "the Federation of Ontario Naturalists is primarily concerned with how the work of the Sewell Commission will relate to other policy initiatives underway."

The representative of one of the oldest environmental organizations in the Province observed, "Sewell is going to have to consider new environmental planning initiatives in light of the current review of Provincial Wetlands policies, the Environmental Assessment Program Improvement Project (EAPIP)."

States Taylor, "the context of planning in Ontario is going to be as much a challenge as the content of the Planning Act."

Summing up the one view shared by the broad cross-section of both environmental and non-environmental organizations, Clifford Maynes suggests, "a lot more thinking has to be done on all of the reforms."

Dave Hardy is a Principal with Hardy Stevenson and Associates. He is the Journal's environmental editor.

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NATIONAL CONFERENCE MET ITS CHALLENGE

by Patrick McNeill

At a time of budget cutbacks and restraints this year's National Conference recently held in London, Ontario was a resounding success.

Over 320 planners from across Canada enjoyed the friendly hospitality of the "Forest City" and were offered a stimulating program with high calibre speakers including Pierre Berton and Peter Desbarats. Based on the theme "The Challenges Ahead: Future Trends and Practical Solutions" the conference program included sessions on Housing Tomorrow's

Population, Retailing Trends, Rural and Small Towns Coping With Change, Effective Planning and Management Strategies for the 90's, Confronting the Environmental Issues, and Planning for the Poor and Powerless.

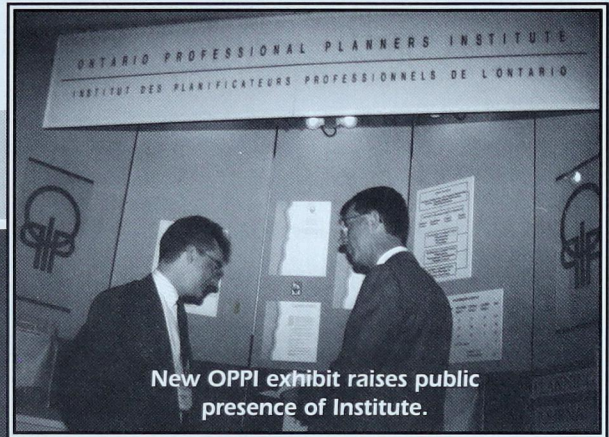
Pierre Berton opened the conference with a perspective of where Canada has been and where it is going. In some respects the shape of the nation is not that different from one hundred and twenty-five years ago — Canadians are still discovering themselves and the many intrinsic values that we hold dear. Our politicians are now try-

ing to capture and protect these evolving values in writing. As the world moves toward a global economy we are being forced to adapt to rapid changes while trying to maintain our Canadian identity. He encouraged planners to take a strong look at themselves and recognize the important role that we play in shaping human and physical environments. Canada is looked upon as a great nation with a unique federal system of government, high standards of living and a respect for its citizens.

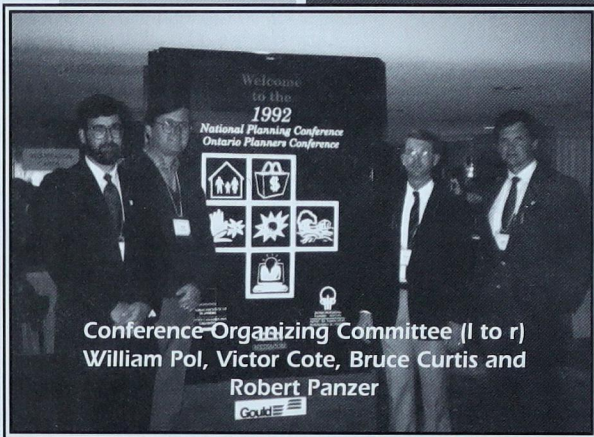
Another conference highlight was the session on "High Speed Rail In Canada"



Conference participants enjoy the garden party at the historic Middlesex County Court House.



New OPPI exhibit raises public presence of Institute.



Conference Organizing Committee (l to r) William Pol, Victor Cote, Bruce Curtis and Robert Panzer



CMHC Exhibit on Urban Design Concepts

Photo Credit: Rosemary Donovan

presented by Asea Brown Boveri, a world leader in the production, distribution and application of electrical energy employing over 220,000 persons worldwide. Zelko Lendich, Vice-President provided an alternative perspective to Bombardier's presentation on the Quebec-Windsor Rail Corridor at last year's conference. Mr. Lendich stated that "significant investments in high speed rail passenger services in Canada have a role to play in the future movement of goods and people in an efficient and cost effective manner and need to be looked at from the point of view of an investment in our future competitiveness." Mr. Lendich indicated the need to "stop viewing Government expenditure on passenger railways as a subsidy" and look at it in the same fashion as expenditures spent on roads and airports — "as an investment". ABB also had an informative exhibit at the conference depicting the proposals for high speed rail throughout North America. The display arrived at the conference directly from the Environment Summit in Brazil.

Planners were challenged in several sessions to look beyond their traditional roles and interests in land use and transportation planning and become more aware of environmental and social planning issues. Speakers directly involved with social issues such as street youth, the impoverished and the homeless used their personal experiences to express the need to integrate physical, psychological, economic and other issues into the planning decision process. Rev. Susan Eagle of London, Ontario attempted to "debunk the myth that there is any typical poor person" and that the "poor as people ... are very much like us in variety of personal lifestyle, attitude, ethics, personality and outlook on life." Rev. Eagle suggested that not everyone fits the stereotypical poor person and that planners must be more conscious of these facts when dealing with statistics and demographic information to assist them in preparing their plans.

Conference participants were treated with warmth and friendship from the City of London. Social highlights were the festive garden party complete with traditional music, song and dance and an incredible array of gourmet Ontario foods and the annual banquet and CIP awards ceremony. Comedian David Broadfoot brought the house down as he entertained with "Made In Canada" comedy for over two hours.

Bruce Curtis, Conference Chairperson, and Organizing Committee Members Victor Cote, Rob Panzer and William Pol were congratulated by Joe Sniezek, OPPI



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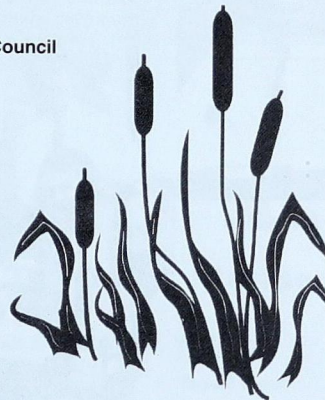


POLICY STATEMENT

Wetlands

**A Statement of Ontario Government
policy Issued under the Authority of
Section 3 of the Planning Act 1983**

Approved by the Lieutenant Governor in Council
Order in Council No. 1448/92
May 14, 1992



President for their contribution in organizing one of the best conferences ever. Bruce Curtis stated that "a great deal of planning was required with special attention given to detail." Mr. Curtis acknowledged the generous support of fifty other individuals, particularly the London Planning Staff.

OPPI/CIP also acknowledges the financial sponsorship by many planning, development, real estate and law firms, other corporations and in particular the major sponsors the City of London, Asea Brown Boveri, CMHC, MMA, OPPI and M.M.

Dillon Consulting. Next year's CIP Conference will be held in Victoria, B.C. The 1993 OPPI Conference has been scheduled for October 24 - 27, 1992 in the City of Niagara Falls. (The 1992 OPPI AGM will be held October 28, 1992, in Hamilton)

SHORTLIST OF ENTRIES

CIP AWARDS FOR PLANNING EXCELLENCE 1992

HANS HOSSE AWARD FOR PLANNING EXCELLENCE

1: HOUGH STANSBURY WOODLAND LIMITED

"Bringing Back the Don (Don River Valley Study)"

Honourable Mention

2: DISTRICT OF SURREY

"Finding the Balance Environmentally Sensitive Areas in Surrey"

3: BERRIDGE LEWINBERG GREENBERG LTD.

"Guidelines for the Reurbanisation of Metropolitan Toronto"

4: THE CITY OF LONDON

"Downtown Design Guidelines and the Urban Design Concept"

5: JOHN VAN NOSTRAND ASSOCIATES LIMITED

"Lesotho Urban Upgrading Project"

6: EDMONTON DOWNTOWN DEVELOPMENT CORPORATION

"Loft Housing Feasibility Study Final Report"

7: REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

"Housing Policies"

8: CITY OF OTTAWA

"A Vision for Ottawa"

9: LA SOCIETE IMMOBILIERE DE PATRIMOINE ARCHITECTURAL DE MONTREAL

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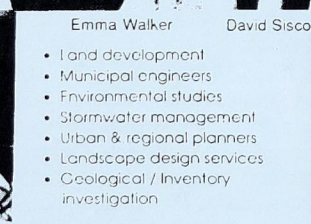
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FINAL CALL FOR SUBMISSIONS FOR OPPI COMMUNICATION AWARDS

CATEGORIES

OPPI recognizes four different communication categories:

1. Written Report
2. Audio/Visual Presentation
3. Workshop/Open House
4. Journalism Award

WHO MAY ENTER

Any member, corporation or consortium may submit an application providing that at least one member of the team is a member or a provisional member of OPPI.

Geographical Limits

The project must be located within the province of Ontario.

SUBMISSION REQUIREMENTS

1. Written (4 copies)
2. Audio/Visual (4 tapes, VHS or Beta)

3. Workshops/Open House (4 copies of each)

- Pictures of displays
- Copies of pictures
- Outline of results

4. Special Journalism Award

Nominations for a special journalism award will be accepted. Eligible entries include a story or a series of stories presenting a planning problem, concept or controversy. Nominations may be made by the editor, journalist or OPPI member. Four (4) copies of the story should accompany the nomination.

APPLICATIONS

A letter of application should accompany all submissions with the following:

- Author or authors;
- Abstract of the report, presentation of Workshop/Open House; Name(s) and sig-

nature(s) of the sponsoring OPPI member(s);

- Name(s) to be used on the award;
- The required materials as set out in the Submission Requirements.

NOTE: Material(s) will not be returned. Deadline for Submissions

The Deadline for submissions is **FRIDAY, SEPTEMBER 11, 1992 (4:30 p.m.)**.

Submissions should be addressed to the attention of **Patrick F. McNeill, Executive Director** and marked "Communication Awards."

For further information

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ARMBRO WINS PRAGUE AIRPORT PROJECT

A Canadian-led consortium headed by Armbro Enterprises Inc. has won a high profile international competition to develop a major new terminal complex at Prague's Ruzyně International Airport in Czechoslovakia.

The same Canadian group of companies that participated in Toronto's new Terminal 3, a privately owned and operated airport facility, will design, build, finance, manage, operate, and co-own the new \$200 million (Canadian) Prague terminal in partnership with the government of the Czech Republic.

In a joint venture with British Aerospace (BAe), Armbro formed the Prague Airport Development

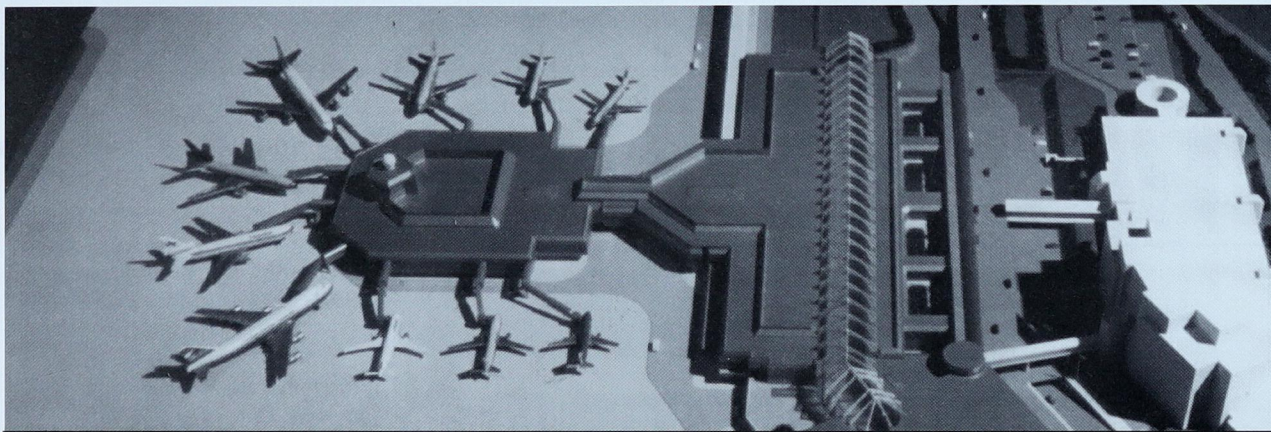
Corporation (PADC), which initially bid on the project in June 1990. Armbro Enterprises is a Canadian company involved in real estate development, road building, heavy construction and related airport activities. BAe, with headquarters in London, England, is a leader in civil and military aviation.

Scott Associates will be the architects for the Prague project.

Marshall Macklin Monaghan will support them on building engineering, and provide project management services. Peat Marwick Stevenson & Kellogg have prepared passenger forecasts and played an important role in the creation of the business plan. Murray & Company will structure a financing package for the project.

Last year the Canadians learned they were shortlisted with the French team, led by Bouygues, a German team led by Hochtief, and a Yugoslavian team led by Union Engineering. Since then, the remaining bidders have been working with the Czech authorities on the financial and technical terms of the privatization deal. The Canadian proposal included plans for retail, hotel, office, air cargo and other facilities as part of the terminal complex.

The financial package for the project will likely include participation by several international banks including ABN-AMRO of The Netherlands, Canada's Export Development Corporation and the European Bank for Reconstruction and Development.



Scale model of the new Prague Airport, scheduled to open in 1996. Capacity will be 4.8 million passengers a year.



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ARE PLANNER'S SKILLS BEING USED TO THE FULLEST?

Vladimir Matus thinks not



The Ontario Planning Journal is one of the few periodicals I read, and enjoy reading, from cover to cover. In the January/February '92 issue, I was particularly intrigued by the article "Reflection on the Profession" by Diane Santo. We have to hope that her keen observations will be noted by Sewell's Commission. Her critical remarks, directed at municipal planners, are, of course, well founded and absolutely true, but perhaps some further explanation is required. The fact of the matter is that not only municipal planners but planners in general are victims.

The process of victimization begins in the planning schools. With conventional theories of planning virtually on the verge of collapse, there is a notable absence of authority and leadership. Still immature and disoriented students are often encouraged to steer themselves through the extremely complex, often contradictory and poorly defined field of planning. After digesting truckloads of information and data, young graduates, at least the brighter ones, become increasingly nervous about their ability to plan human settlements, or at the very least, to meaningfully contribute to their chosen profession of planning. Those who enter real life with any degree of optimism are forced to sober up very soon.

First, there is very little respect for the planning profession. In this regard, planners are not alone—our emerging information society does not tolerate exclusive clubs of any kind. Two concurrent trends, the democratization of knowledge and information overload, allow a curious lay person to acquire information ahead of the professional. Consequently, every profession seem to be challenged these days. Even doctors, for example, our former white-coated "gods," are gracelessly falling from their pedestals.

Thus, it is not surprising that so many non-planners are convinced that they know more about planning than a professional planner. Public meetings are called to emphasize that point.

Planner? Take Minutes

Secondly, as Diane Santo correctly pointed out, municipal planners are supposed to advise councils and appropriate committees on planning matters, and not to actually plan. But councils and their committees do not plan either. No one does. Everyone appears to be caught in an often bizarre conflict between megaforges like special interest groups and a variety of stakeholders. During this process, planners take minutes. Rarely, however, can the reports which follow accommodate all the struggling parties. Although honest brokerage may pay off once in a while, too often it does not, and we frequently see many hard working and dedicated planners devastated by hostile audiences.

And now, great discussions are taking place concerning how to improve the planning process. One of the strongest messages coming from neighbourhood groups to planners is that there is an urgent need to replace planning "from the top" with a more democratic planning process "from the bottom." But taking into consideration the fact that since the sixties, planners have voluntarily given up all planning to become listeners and facilitators, how much more moderation can planners demonstrate? The issue here is an absence of planning rather than a style of planning. Even if we put aside comprehensive planning and just look at elementary land use planning,

how often are planners really allowed to guard orderly development and determine which areas to be developed first and which later?

Regarding Santo's thoughts on how to guide the profession's future endeavors, she is notably brief. In order to plan anything, there first must be a comprehensive planning theory in place, one based on a coherent body of thought, practice and actions. A broad set of issues must be addressed within the framework of this envisioned planning theory; five are, however, outstanding and have to be mentioned here:

- the theory must be human centred.
- it must be applicable to the whole world, not only to a small group of developed nations.
- it must be integrated with issues related to planetary health.
- it must be understandable to the general public.
- it must be accepted by a majority of the population.

Without general understanding and acceptance, there is no meaningful public participation and without public participation, any planning is a prescription for catastrophe.

In the absence of a new comprehensive theory, we can set neither goals nor objectives, nor outline a desirable state or vision, nor can we develop a new, open-ended process which alone, just by virtue of its vested ingenuity and fairness, can some-



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how, automatically lead us to a better, albeit indescribable, future.

Planners-Humble, Patient

Let us suppose that we have a consensus on what constitutes planning, what it includes, and where it should lead us, and that we have well trained planning professionals in place. Now we would be in a position to address some of the deficiencies related to the credibility of the profession which Santo has observed. It is well known and indisputable fact that municipal planner are the most extraordinarily patient and humble among civil

servants, that they have the strength to withstand public humiliation, and that they have the strength to withstand public humiliation, and that they never expect rewards or appreciation. However, to stand up and challenge one's political masters is so risky that it requires the disposition of a martyr. To remove fear out of planner's life, perhaps a possible solution could be inspired by a university model. To ensure that any senior professional planner can remain faithful to his/her "Hippocratic oath," shielding by means of some form of tenure should be established.

Another possible course to ensure the credibility and integrity of the profession may be inspired by a historical precedent. In the early medieval period, priests were totally dependent on their landlords and monarchs, i.e., civil authority. Submission to the civil authority meant that priests were often forced to endorse, support, or simply not oppose actions which were contrary to the Christian faith and the church's teaching. This unacceptable situation was finally rectified. Matters which related to religion, faith and morals become the exclusive property of the church and a reporting system to the central authority in Rome was organization be the only judge in matters related to professional excellence, professional conduct, and professional ethics. Consequently, all registered professional planners would be protected by a self-policing professional organization, provided that they were acting with the "Hippocratic oath." Thus, councils would get the best professional advice and planners would not have to risk their livelihoods.

I began by praising the Journal and I would like to end with two suggestions:

1. In the short term the Journal should establish a liaison with Sewell's Commission and dedicate a regular space to the work of the Commission and associated topics. A wide discussion should be encouraged. Although it may very well happen that the whole effort of Sewell's Commission will turn out to be an exercise in futility, the educational value for the planning profession is enormous and unprecedented.

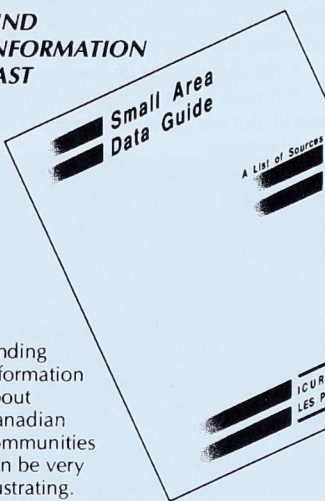
2. In the long term, I believe the Journal should engage in a dialogue with associated professionals such as engineers, landscape architects, architects, and (the emerging) urban designers. In addition, lawyers, land economists, the real estate industry and developers might find the Journal of interest. Since the Journal has become a mature professional publication with highly interesting content which provides common ground to a variety of professionals, businesses and industries, it may be worthwhile to expand its readership beyond the professional planner.

Vladimir Matus is a Toronto planner.

Editor's Note: Commentary on the Sewell Commission, and, in particular, OPPI's position, will be provided as it becomes available. Commentary from representatives of related professions are always welcome.

Readers with suggestions on additional sources of information are encouraged to contribute them to the editor.

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Speeding Up Provincial Decision-Making

Minister of Municipal Affairs Dave Cooke recently announced a series of initiatives to support urban economic recovery through the planning and development approval process by speeding-up Provincial decision making:

- The 3-year appointment of Dale Martin, as the Provincial facilitator to deal with major construction projects. Mr. Martin, formerly a Toronto councillor, is a consultant on local government and environmental issues.
- "Core Teams" of Provincial staff, assigned for each area of the province, to accelerate decisions on priority projects, primarily in urban areas, prepare coordinated positions on new official plans, and clear up backlog of planning applications within the provincial review system.
- Additional resources to the Ontario Municipal Board to reduce backlog and speed up scheduling of hearing. Administration of the Board is being transferred from the Ministry of the Attorney General to the Ministry of Municipal Affairs.
- Amendments to the *Planning Act* in the near future to make the current process clearer and more efficient, including a 60-day deadline for OMB referral requests of official plans and amendments.
- Delegation of subdivision/condominium approvals (MMA) and technical environmental reviews(MOE) to willing municipalities.
- Guidelines to clearly set out Provincial standards and approval requirements.

Land Use Planning for Transit Guidelines

The wait is over! The "Transit-Supportive Land Use Planning Guidelines", dated April 1992, prepared jointly by the Ministries of Transportation and Municipal Affairs is now being distributed to municipalities, transit operators and some special interest groups. Additional copies are available at a cost of \$10 from the Government of Ontario Bookstore, in both French and English. This publication would be of interest to anyone looking for ideas for making urban development and redevelopment supportive of public transit.

London Annexation Developments

On April 3, 1992 Minister of Municipal Affairs Dave Cooke announced his acceptance of arbitrator John Brant's report regarding a recommended boundary solution for the Greater London Area. Cooke received the report on March 30 after the 60 day arbitration period.

In *Journal*, Vol. 7, No. 1, City of London Planning Administrator Rob Panzer chronicled the background of the boundary issue through to the January 1992 appointment of London businessman Brant as arbitrator.

Underlying Brant's recommendations is the principle that a single jurisdictional authority, the City of London, should be the focus for all urban growth in the area, while Middlesex County and constituent townships remain agriculturally-based rural communities.

In his report titled "Co-opportunity: Success Through Co-operative Independence," Brant recommends the following:

- Annexation of 26,000 hectares by the City from the Town of Westminster and Townships of London, West Nissouri, North Dorchester and Delaware.
- City compensation spanning more than 10 years to Middlesex County of

approximately \$20 million.


- 3 kilometer buffer zone surrounding the new City boundary where planning would be done jointly by the City and County and development would be restricted to full municipal services.
- New City Official Plan to be developed by 1995 with extraordinary consideration of social, environmental and especially agricultural issues by way of long-term farmland protection.
- Dissolution of the elected London Public Utilities Commission.

New Provincial legislation to implement a majority of Brant's recommendations, through a London-Middlesex Act, received a first reading. Implementation of other recommendations will be co-ordinated through a transition committee of local representatives. Recommendations relating to Middlesex County will follow suit.

Crombie Report

On May 14, 1992, David Crombie, Commissioner of the Royal Commission on the Future of the Toronto Waterfront, released his final report, "Regeneration: Toronto's Waterfront and the Sustainable City." The document builds on the

continued on page 24



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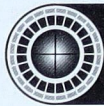
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GOLDEN HORSHOE

by Ian Bender

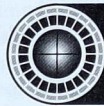
NEW THEME PARK

Land of knowledge is a rough translation of Maharishi Veda Land, a theme park planned for the City of Niagara Falls. The park derives its name and its inspiration from the spiritual leader Maharishi Mahesh Yogi. Magician Doug Henning, an Oakville native, is the park's developer.

The park is planned for 1900 acres of land at the Lyons Creek Road interchange of the Queen Elizabeth Way and borders the Welland River. Investment will likely top \$1 billion in a park that hopes to attract 6 million visitors annually. Besides the theme park with 33 rides and attractions, development of housing, a university, and a conference centre are planned. Can this be considered a Canadian mini version of an "edge city"?

Niagara Falls was considered by Henning to be a "natural" choice because of the already strong tourism pull of the city, which attracts about 12 million visitors per year. The freeway location is an obvious choice. In terms of other infrastructures, sewer and water lines will have to be brought to the site and access roads will require upgrading.

Ian Bender is a Planner with the City of St. Catharines and the Journal's Golden Horseshoe editor.



EASTERN

by David Kriger

In the news: **Tim Simpson** has recently moved to the Ottawa Valley to become the Town of Renfrew's Supervisor of Development. Prior to this, Tim was the Township Planner for Charlottenburgh in Williamstown. Tim replaces **Bill King**, who has moved to the Town of Amherstburg in Essex County.

Dan Brunton, field naturalist and life sciences specialist, was the featured speaker at a mid-May lecture on 'Natural Area Inventories.' Mr. Brunton is the author of 'Nature and Natural Areas in Canada's Capital.'

In conjunction with OPPI's Council meeting in Cornwall, Eastern District members were treated to a "Beer Tasting and Appreciation Night" in nearby St. Andrews. The May 7 social featured **Ian Bowering**, curator of Cornwall's Inverarden Regency Cottage Museum, who instructed EOD members on the fine art of tasting and appraising a variety of beers.

Coming July 3: Eastern District's Annual Golf Day at the Renfrew Golf Club.

ELIZABETH PLATER-ZYBERK FEATURED SPEAKER NEOTRADITIONAL PLANNING SEMINAR

by Nina Catherine Tomas

The Eastern District of OPPI was very fortunate to learn about the concept of neotraditional planning from Ms. Elizabeth Plater-Zyberk, one of the partners in the architectural firm of Duany-Zyberk Architects. The Miami-based firm, through its most

famous designs built in Seaside, Florida, initiated the concept of neotraditional planning and since then has been very active in promoting the concept throughout the U.S. and Canada.

Plater-Zyberk introduced neotraditional planning to an audience of close to 200 at the seminar held at the City of Nepean Civic Square this spring. Her opening remarks included observations that planning in Canada has, for the most part, been successful with suburban designs that have not obliterated the vitality of downtowns and have encouraged the use of public transit for work trips. Planning results in the U.S. have not been as effective. She suggested, citing evidence, that American urban/suburban problems are directly related to public policies that direct urban design. Public policy and regulations that guide planning are almost solely based on statistics, rather than any design principles.

The emergent design of most suburban areas was described as the result of a combination of regulations (such as zoning and the building code) and economic reality. Until now, design considerations have not been formally part of the planning process. Design guidelines are beginning to enter into the Canadian planning process in most cities, and are being established for central areas and/or districts/regions of natural or heritage significance. For example, the National Capital Commission has in place Design Approval requirements, as part of the Federal Land Use Planning Approval Process in the Ottawa-Hull area.

According to Plater-Zyberk, design considerations are not part of the development process of suburban areas, perhaps due to dwelling homo-

geneity and public expectations. Suburbs are a place to live for many people who likely commute to work into nearby employment centres, likely to be within the central core. Their design is guided by objectives such as: (1) traffic must flow fast and freely, which means the provision of adequate parking through wide streets and (2) separation of land uses.

The concept of neotraditional planning emerged through the search for principles of good design. Plater-Zyberk put forth a list of criteria to describe good design, including:

- The design is intended to solve problems, rather than create them.
- There is an understanding of broader problems.
- The design is critical of assumptions and clichés.
- There is a healthy respect for history.

The neotraditional planning concept uses the criteria of good design in developing a model neighbourhood as the foundation for building new communities, suburbs, cities and so on. The proposed model neighbourhood resembles those older neighbourhoods that can be found within most urban areas. These places are generally characterized with buildings of architectural and historical significance while possessing a sense of place and community, higher residential densities, mixed uses, smaller streets, limited parking and higher land values.

The concept of neotraditional planning was described in terms of principles to guide urban design. At the same time, it recognizes that unique solutions are required for unique situations. By following the principles of good design, the final neighbourhood would exhibit an identity that can be translated into a distinctive set of zones and regulations for a

particular community.

Plater-Zyberk introduced a planning model for a good design of a neighbourhood to act as the building block for new communities. The model neighbourhood is based on the following principles:

- The neighbourhood must have clear boundaries (either man-made or natural) and a central focus.
- The neighbourhood should not exceed a 1/4 mile radius, resulting in access to the centre from every location within a five minute walk.
- Mixed use is a fundamental element of the good neighbourhood.
- Provision of details such as public squares, large sidewalks and narrow streets. The aim is to encourage human interaction and to enable the design of the neighbourhood to be user-friendly, especially to the elderly, handicapped and children.
- The model neighbourhood is enhanced through integration with similar neighbourhoods.

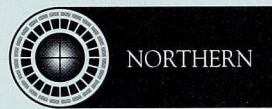
Growth should be organized and efficient. Land in the core should be used prior to moving further out in search of new building locations. Complete neighbourhoods should be added to ensure existing infrastructure is used before expending additional finances to build new services.

Plater-Zyberk's address was discussed by a panel of three local planners, an engineer and an architect. The discussion focused on the challenges in implementing new ideas in Eastern Ontario. Some of the identified obstacles included the structure of the planning process in Ontario, the limitations of professionals in the decision making process, market realities and public expectations. The panel reaffirmed Plater-Zyberk's statement that one of the misconceptions of

the public is that density is the measurement of the quality of a community. Finally, the panel noted that imaginative designs including narrow streets would also have to address the realities of our climate.

The turn-out and provocative message of Plater-Zyberk are clear indications of the success of the neotraditional planning seminar. Can neotraditionalism work here? I feel that the timing is right, although investing in new ideas is always risky. The planning process, in itself, may be an impediment to encouraging and realizing neotraditional development in Ontario. This is because planning professionals can provide their recommendations but they do not have the final say in design approval. The political will and public acceptance are necessary components to successfully alter the future urban fabric. Public awareness and education are required to achieve this end. Regardless, good design criteria can be assimilated by the visionary planner/urban designer—a problem solver with a global/regional perspective, who takes prudent action after careful consideration of existing circumstances, but always surrendering to the experience and knowledge of the past.

Nina Catherine Tomas is a Planner with Delcan Corporation/HMD Consulting Group Ltd. in Ottawa.



The Northern District and the Institute lost a friend with the recent passing of Hans Hoch, who retired in 1989 as the director of the Planning and Development of the Regional Municipality of

Sudbury.

Hans' education was obtained in Germany and he emigrated to Canada in 1952, where he settled in Sudbury. After some 11 years of private sector employment, he joined the municipal planning staff. Over the next 25 years, Hans made progressively more senior contributions to the improvement of community planning in the Sudbury region.

Along the way, Hans was a firm supporter and participant in the growth and development of TPIC and CIP affairs in the former Northern Ontario chapter.

My personal recollections of Hans focus on his easy going manner and sense of history in the recollection of TPIC and CIP history in our part of the province. To his family and colleagues in the Sudbury planning community, we extend our sincere condolences.

*Jeff Celentano
Northern District Representative*

VIEWPOINT

Two recent incidents have prompted me to write the following opinion and throw it on the floor for discussion.

The first incident was a conversation with a colleague (a planning consultant) who was mildly upset that an Ontario Land Surveyor (not a planner) was conducting a planning application with a local council.

The second incident occurred while reading a recent issue of *Canadian Building*, a magazine produced for the development industry. In this particular issue, several articles were referenced under "master planning," "composite planning" and were quite substantial in their connections to principles of community land use, neighbourhood design and site planning considerations. Interestingly, they were written

by architects and landscape architects.

Which brings me to the subject of my viewpoint, that is, who speaks for planning in the minds of the public?

Please note that I harbour no ill will to any of the colleagues in related professions noted in these two unrelated incidents. The conduct of a planning application is not rocket science, and the articles paid due reference to "planning" as a general professional field.

In my view, these incidents provide very telling benchmarks about our public profile as a profession and the Institute. If we are to build a constituency for planning with our clients and the general public, we must give serious consideration to the ways and means of raising the profile of our Institute and what it is that planners do.

It appears to me that we have much work in this record. Perhaps the simplest task is to spread some news about planning around in the communities in which we live and work. Next, consider recycling recent issues of *Plan Canada* or the *Journal* in legal libraries or community centres. Perhaps even giving a brief speech to a local service club could be a start. At the institute and Council level, it may be time to think about and develop a public relations strategy, and put resources to it.

I think that as a profession, we need to act quickly and assertively to clarify who should or ought to be speaking for planning and planners.

Jeff Celentano has been the Northern District Representative for the Journal from the outset and previously edited the famous North Country News. He is also an advisor to Plan Canada.

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FIRST CLASS

*Provincial News
continued from page 21*

Commission's extensive series of background reports and issue papers, with specific suggestions for improving the GTA bioregion's waterfront from Burlington Bay to the Trent River.

The Report includes an essay describing ways to heal an urban watershed, using the story of the Don as an example. Guidelines for watershed regeneration include protecting natural and cultural features, using topography and countryside to define urban form, ensuring that development enhances environmental health, maintaining rural traditions and intensifying development.

The Commission also outlined further work on six projects currently being undertaken by the Commission, at the request of the Province, which will be continued by the Waterfront Regeneration Trust in coordination with interested parties. These projects range from the development of plans (Garrison Common) and strategies (Lower Don River lands) to negotiation of partner-

ships between different levels of government, coordination of waterfront-related project, priorities and capital budgets and integration of environmental, land use and transportation planning for the Central Waterfront corridor. In addition, the Regeneration Trust will prepare a Lake Ontario Greenway Strategy for the waterfront from Burlington Bay to the Trent River to achieve a healthy, productive shoreline as a setting for recreation and economic opportunities and to implement the waterfront trail.

Copies of "Regeneration" are available at the Ontario Government bookstore, as well as at federal bookstores.

**Wetlands Policy Statement approved
by Cabinet**

The Provincial Wetlands Policy Statement came into effect on June 27, 1992. This means that, under Section 3 of the Planning Act, municipalities, planning boards, local boards and public agencies must have regard to this new policy Statement in exercising any authority that

affects any planning matter.

The Policy Statement is to be applied to provincially significant wetlands and lands adjacent to them, throughout Ontario. It is intended to ensure that there will be no loss of provincially significant wetland functions in the Boreal Region of northern Ontario and no loss of provincially significant wetland functions or area in the Great Lakes-St. Lawrence Region.

Copies of the Policy Statement and a fact sheet on the policy may be obtained from Ministry of Natural Resources District Offices, Municipal Affairs field offices and from the Natural Resources Information Centre, Room M1-73, MacDonald Block, 900 Bay Street, Toronto, Ontario, M7A 2C1, telephone (416) 314-2225.

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The map includes 57 loops and some straight sections, but all routes have been chosen to provide a variety of terrain and a good supply of amenities. The map is the brainchild of realtor John Sherk, who combines running his practice with participation on advisory committees related to planning and development. John is currently a member of the Waterfront Trail Committee in Metro Toronto, representing the Bruce Trail and Citizens for a Lakeshore Greenway. John's map is available in bicycle stores and better bookshops at \$4.95.