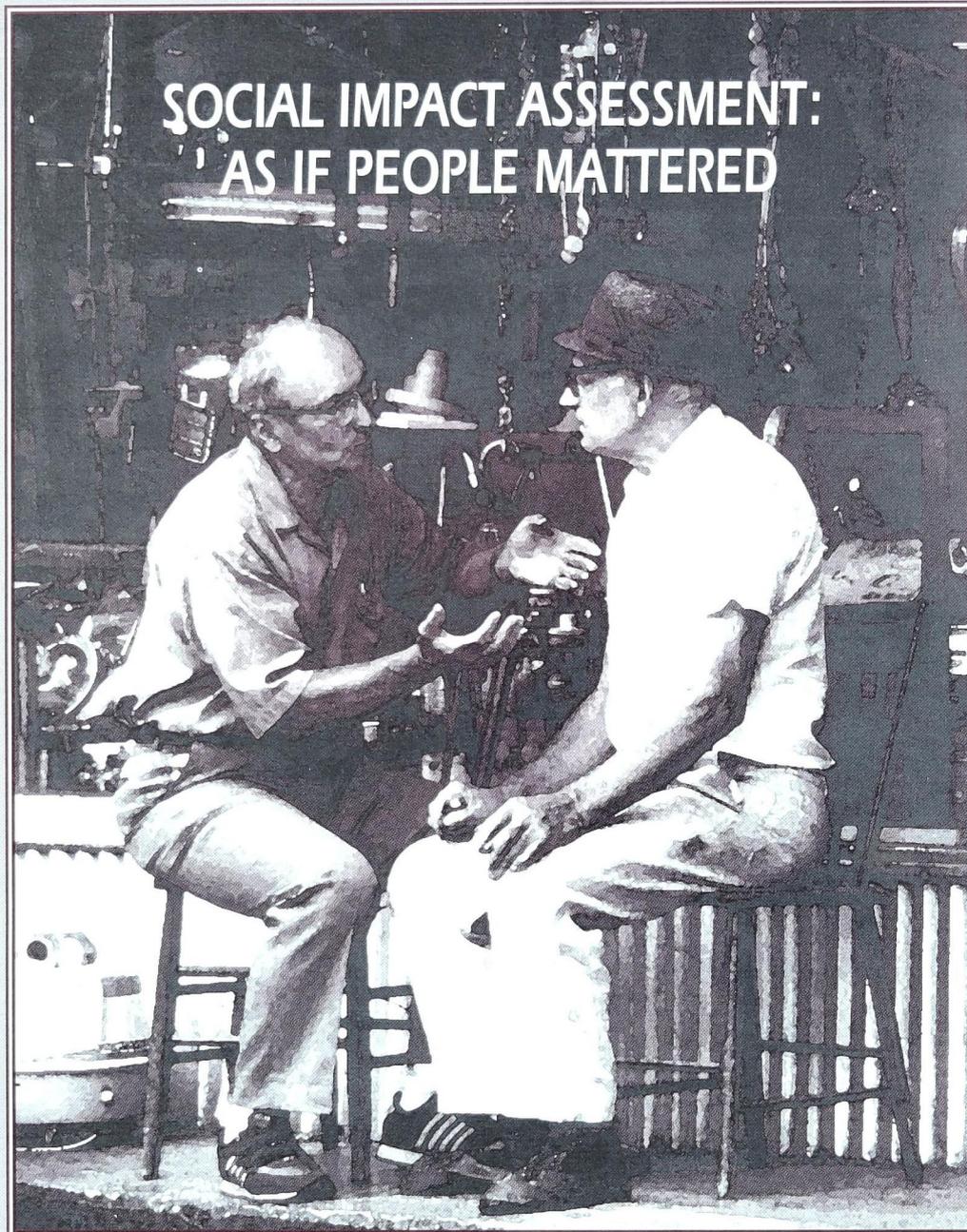


ONTARIO PLANNING JOURNAL

MARCH/APRIL 1993 VOLUME 8 NUMBER 2



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plan to attend the conference overlooking the falls at the Sheraton Fallsview Hotel in
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COVER STORY

SOCIAL IMPACT ASSESSMENT — AS IF PEOPLE MATTERED

by Joe Manion

The necessity to assess the social impacts of projects and policies on the quality of life of people and their

community has been widely recognized. Social Impact Assessment (SIA) has emerged as an increasingly sophisticated but still contentious way of determining the implications and consequences of planned change in or to the social environment.

Often overshadowed by ongoing SIA's debates about the "state of the art" is the critical issue of the broad approaches to assessing social impacts that are, knowingly or unknowingly, embraced and acted upon by planners and policy makers. Torgerson (1980: 9), has suggested that while there is a continuum of SIA approaches, two clearly defined poles exist which present profoundly different and often incompatible visions of the goals and role of SIA, and its relationship to the larger planning and decision-making frameworks within which assessments are conducted. For the purposes of this discussion, these approaches are labelled as "quantitative-technocratic" and "interactive-participatory."

This article examines both approaches to SIA. The interactive/participatory approach is preferred for developing a social impact process. This model is compatible with the social planning framework recently approved by the Metropolitan Toronto Council.

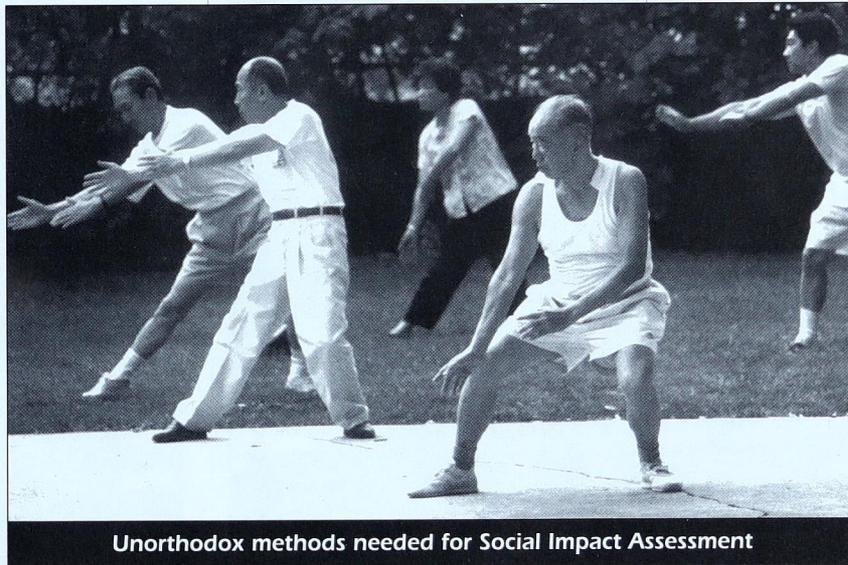
On the basis of values and objectives embodied within this social planning framework, the aim is to outline a set of criteria that will guide the development of a credible and appropriate social impact assessment process.

APPROACHES TO SIA

The quantitative-technocratic approach has been dominant in influencing the way in which SIA assessments, seen as research and evaluation products, are conceived and carried out. However, such "orthodox" assessments

have increasingly been criticized for not satisfactorily identifying or making sense of the social changes which result from particular actions or activities.

The development of an alternative approach to SIA stems from the recognition of the above noted inadequacy, but also from a



Unorthodox methods needed for Social Impact Assessment

wholly different conception of the essence of social impact assessment, and of its relationship to planning and political decision making. This approach, which I have labelled interactive-participatory, acknowledges the fundamentally political nature of SIA, and recognizes the need to examine development issues as components of a larger social and political process. The focus of SIA therefore entails integrating knowledge and values, developing interactive and participatory assessment processes, and viewing assessments as social learning processes that facilitate community development.

It is worth noting that this approach does not invalidate the utility of conventional research methods and techniques or minimize the importance of resolving genuinely technical questions. These methods and questions must be understood in a broader social context, however, and implicit values must be identified and made explicit.

This thumbnail sketch accentuates broad differences between approaches to SIA. Even at this level of generality apparently such differences are meaningful and have concrete implications for the construction of real world assessment models.

SIA AND SOCIAL DEVELOPMENT PLANNING IN METRO TORONTO

Metropolitan Toronto Council's recently approved Social Development Strategy (SDS)

articulates a set of broad principles and directions for social development. It also recommends the creation of a process for assessing social impacts of designated Metro initiatives.

Entitled "New Realities - New Directions" (1992), the SDS provides the planning framework within which social development goals and strategies are formulated. The SDS establishes the planning context and explicit values that must be taken into account to guide the development of an appropriate SIA process. The SDS also

dictates that SIA will largely take the form of project and policy assessments. As Craig (1980: 47) notes, SIA can only work as project assessment if it takes account of the broader policy making context.

In addition, the SDS embodies a set of developmental objectives that should influence all facets of the social planning process, including SIA. These objectives call for a planning and decision making process that is more involving, accessible and sensitive to the diversity of the region's population; which empowers vulnerable communities and individuals; which promotes increased ownership of decisions by

those most affected; and which is clearly and openly accountable.

Conceived of as an "interactive-participatory" venture, the SIA process must be responsive to these developmental objectives. The point is not simply to describe the distribution of impacts or outcomes or to ameliorate the worst impacts, but to make SIA one key component of a larger planning process that can influence the outcomes themselves. Action must be combined with analysis, assessment with understanding, and project specific information and evaluation with continuous learning and cumulative knowledge development. Ideally, the result will be both socially and institutionally meaningful and relevant.

If this was an easy task, the literature on SIA would be much more focused than it is. Nonetheless, at the risk of oversimplifying, there are a number of criteria that can guide the development of a SIA process compatible with the SDS planning framework. Such a process should be:

- **INTEGRATIVE** - the process must incorporate and consolidate knowledge, information, values and experiences from divergent sources, and increasing integrate social and economic issues
- **MEDIATIVE** - conflict must be acknowledged and accommodated with mutual learning and negotiation facilitated by the process
- **ENTRENCHED** - SIA must be accorded meaningful status in terms of influencing planning and political decision making processes
- **CUMULATIVE** - SIA must be part of, and central to, an ongoing social monitoring function which identifies the cumulative impacts of development and social changes within communities
- **FLEXIBLE** - to be more than routine exercises, significant latitude must provided within



SIA must be responsive to people

the process to develop methodologies which are contextually appropriate and inclusive of "objective/factual" and "experiential" realities

- **ACCESSIBLE** - in the broadest sense, the process must be sensitive to diverse communities, and recognize and respond to differential capacities to participate in an SIA
- **PARTICIPATORY** - continuous public involvement must be seen as a right, structurally integrated into the process, and be meaningful in terms of making the planning process accountable to impacted communities
- **REFLEXIVE** - the process itself must be open to change and be part of a continuous learning path and feedback loop vis a vis the larger planning framework

These criteria clearly speak to the "what" of an SIA process, not the "how." They establish an explicitly normative set of ends that must be considered when designing and implementing both a broader assessment protocol and specific project assessment processes. Ultimately, they form the basis for undertaking SIA's that will help to highlight value and technical choices, involve communities in and educate them about planning activities and generally democratize decision making processes.

es.

THE CHALLENGE - IMPACT ON PEOPLE?

This article raises what I believe are critical issues that need to be addressed. Chief among these is the contention that SIA is not fundamentally about what kind of methodologies should be employed or any number of other technical questions. It must be about determining the social impacts of decisions on people and their communities in ways which value and validate human experience and which promote democratic participation in decision making.

This is hardly new. The challenge will be, at the level of urban municipal decision making (a.k.a., the real world), to fulfil the promise of the SDS by assessing social impacts as if people mattered.

Joe Manion is a Policy Development Officer with the Metropolitan Toronto Community Services Department

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DELCAN USES 3-D VISUALIZATION ON HIGH PROFILE HUMBER RIVER BICYCLE/PEDESTRIAN BRIDGE DESIGN

Delcan Corporation, the lead Metro Toronto Transportation Department consultant on the high profile Humber River Bicycle/Pedestrian Bridge project, recently retained the services of the expert Toronto based 3-D computer visualization firm, Design Vision, who was involved last summer with the 3-D visualization of alternative locations of the same bridge for the City of Toronto.

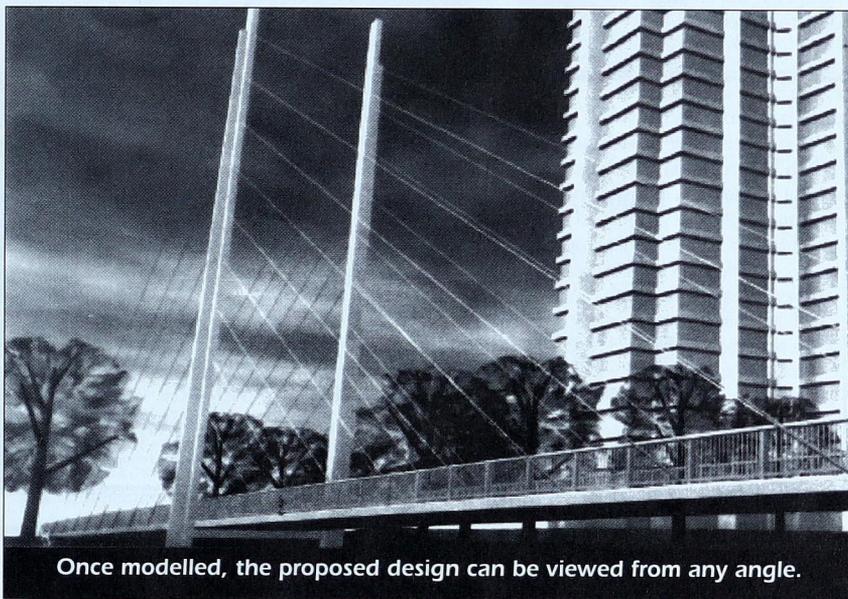
Design Vision's mandate was to demonstrate how 3-D visualization could help streamline both the design and decision making processes, as well as the preparation of materials for public agency review.

Working with Delcan's design sketches and AutoCAD files, Design Vision quickly provided

Delcan with a conceptual 3-D model of the proposed bridge in context. This enabled them to refine the design with the architectural consultant and client, the Metropolitan Toronto Transportation Department.

"The 3-D model was used to examine bridge tower and cable configurations as the design developed," says Vic Anderson, Delcan's Chief Bridge Engineer. "It also provided the ability to view the bridge from the perspective of bicyclists and pedestrians, boaters, and occupants of nearby condominium towers."

Final comprehensive visualization will allow the team and the public agencies to review the design with a consistent and coherent understanding of what the bridge might look like for a full range of end users.



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STONEY CREEK PLANNING DIRECTOR SEEKS GUIDANCE ON HIS ROLE BEFORE THE BOARD



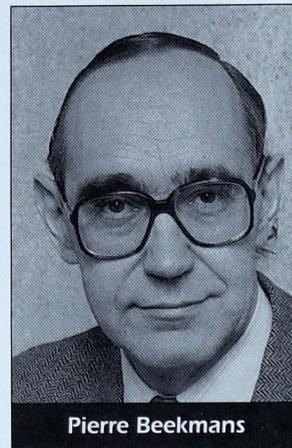
The Municipal Board was asked to give guidance on the appropriate role for the municipal planning director in a hearing where council's decision had been very different from the recommendation in the planning director's report.

Green Road Developments Ltd. had applied for official plan and zoning amendments to permit the development of a small commercial shopping plaza. The planning report was favourable but there was considerable opposition from nearby residents and the council turned the application down. Planning Director Ron Marini was summoned by the applicant to appear before the Board. He was instructed by the municipal solicitor to confine his evidence before the Board to his own report and recommendations and not to get involved in reviewing the reports of the consultant planner hired by the City. He was also told to get independent legal advice on his role. The advice he received was that he should ask the Board for guidance.

The Board referred to Section 52 of the OMB Act and to Section 14 of the Statutory Powers Procedure Act. It found the municipal solicitor's action in attempting to curtail the planner's role before the Board to be improper. It was an attempt to impair the Board's ability to carry out its mandated functions.

The City of Stoney Creek was ordered to pay the reasonable costs incurred by Mr. Marini in retaining independent counsel.

The planning issues were then discussed. They dealt mainly with traffic and parking. Reference was made to *Commercial Parking - A Planner's Handbook* published by the Ministry of Municipal Affairs. The City's consultant quoted from this publication to demonstrate a parking shortfall but the Board pointed out that he had ignored the report's shared use principle. If this principle was applied the proposed parking became more than adequate. On December 4, 1991, the Board allowed the appeals.



Pierre Beekmans

Source: Decision of the Ontario Municipal Board, Green Road Developments Ltd.- Drake's Drive, Files: O 900071 & Z 900221

Pierre Beekmans is a Senior Planner with the Ministry of Municipal Affairs. He is the Journal's contributing editor on the OMB



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ABORIGINAL SELF-GOVERNMENT AND LAND-USE PLANNING: PART 2

by Dave Hardy

Canada is committed to being the first major nation to recognize the right of aboriginal people's to self-government and assumes responsibility for their own affairs. This is the second of a two-part series about the implications to Ontario planners. It addresses the question: What is this going to mean to Ontario planners?

To begin with, planners are going to have to change our perception of what it means to 'relate' to aboriginal people. We will have to understand that we are talking to First Nations, not First Municipalities. In public participation programs, it is no longer appropriate to consider aboriginal people as interest organizations. As if it ever was.

Marcia Sypnowich, Assistant Deputy Minister, Policy Division of Municipal Affairs, states that questions of self-government will have to be resolved on an individual level. Depending on the agreements reached, talking to a Chief representing a First Nation should become similar to talking to someone from another level of government. With the Chief having legitimate and legal authority. Suggesting one ramification of the potential changes, Bruce McLeod, Manager of Strategic Planning and Intergovernmental Relations, Ministry of Municipal Affairs, observes, "Municipal planners in all parts of the Province may be reporting to two governments, the municipality and the Treaty Organization."

Rural areas may be more directly affected than urban areas. However, in urban areas, it might mean that planners will be required to understand where the aboriginal tenants and landowners live and to find ways to obtain their views about relevant developments and issues related to taxation. According to Grant Wedge, Assistant Deputy Minister, Ontario Native Affairs Secretariat, "What we know for certain is that, planners will have to go knowledgeably into the assessment of planning issues, and, understanding the values that aboriginal people bring forward for the protection of the environment."

"Planners are going to have to appreciate the capacity of First Nations to work in partnership. What's required is a willingness to work together," states Wedge.

Aboriginal people have a long history of government that planners must begin to under-

stand. Most of us haven't got the faintest idea of the lexicon of this level of government. When should we addressing a First Nation vs. a Treaty Organization? What is a Reserve vs. an Indian Association? Where do Robinson-Superior lands end and Robinson-Huron lands begin? What about aboriginal people off-reserves and Metis?

Knowing how to begin and complete negotiations will not be easy.

In one example of such a learning process, Peter Atcheson, Planning Director, City of Brantford states, "My Council thought we had successfully completed negotiations with the Six Nations Reserve over the issue of a road allowance. We signed the agreement, paid the money to the Band Council and the Band even got a license of approval from Ottawa as required under the Indian Act. But, we're now in a situation now where the Hereditary Chiefs and Band Mothers told us we were negotiating with the wrong group."

"What I've learned," says Atcheson, "is that you've got to be very clear who your working with. It's something like understanding who is the real ambassador of a sovereign state."

By way of comparison, Ontario is currently involved in addressing 70 land claims and two dozen consultations with Treaty Organizations. It is also involved in five major negotiations: with the Nishnawbe-Aski Nation; the Algonquin of Golden Lake, along the Ottawa River; Mississauga #8 near Iron Bridge; Temagami-Teme Augma Aski near North Bay and the United Indian Councils, south of Georgian Bay to the Ottawa River.

Understanding the basis and progress of these negotiations is particularly important if you are a planner working predominantly under the Environmental Assessment Act. If you are currently involved with a project like a waste management facility, mine application, industrial or residential development on or in the vicinity of a reserve or land claim, you are now involved in intergovernmental negotiations!

What are some of the planning issues under the Planning Act?

On the municipal planning level, we are going to have to begin to address issues related to the harmonization of standards between municipalities and traditional treaty lands. For example, harmonization would be an issue where a rural township and reserve are both on

a lake and different standards are in effect. "What we have found to be essential," according to Atcheson, "is the need to build bridges at the political level."

Some leadership is occurring in this area in Northwestern Ontario with the Wabeseamong First Nation-Whitedog involving local municipalities and a third party. The parties are involved in a process of co-management of lands off the reserve within the Whitedog traditional land-use area.

We are also going to have to address jurisdictional issues where lands under aboriginal government jurisdiction are out of sync with the Official Plan. Or conversely, where municipal by-laws are out of sync with the desires and aspirations of aboriginal people. Atcheson, for example, cites a blank spot on the Schedule supporting Brantford's zoning bylaw. It indicates lands under which the City has no control - even though there is an office complex on the site.

One of the most contentious issues is areas of traditional municipal authority that are now subject to land claims. And, areas of traditional use subject to the planning process. The OMB will not be unaffected as it seeks to understand its authority to address planning disputes, given there is no equivalent body for resolving jurisdictional issues within First Nations.

Sypnowich appropriately recognizes that, "Most of us are facing more questions than answers." She continues, "Many questions of self-government are going to have to be resolved on an individual basis. Worked out one-on-one with the Treaty Organization through negotiation. The one thing I'm sure of is there will be no easy answers."

I'm pleased that many of the Ministries, Provincial Agencies and the Sewell Commission, have begun to focus attention in this area. Unfortunately, it's Ontario's planning profession that is now being challenged to stay relevant.

Canadian planners were silent when issues of land-use and zoning captured international attention at Oka. As a profession we are now overdue in our efforts to address the issues related to aboriginal people.

Dave Hardy, MCIP is a Principal of Hardy Stevenson and Associates. The firm has completed several recent assignments involving Ontario's aboriginal people. Dave is also the Journal's contributing editor on environmental issues.

OBJECTIONS TO AIRSTRIP GROUNDED

by Gary McKay

There is an old legal chestnut that municipal governments are "creatures of statute," meaning that they possess only the legislative powers given to them by the Province. It is also a truism that in exercising the powers they do have, municipal governments must exercise their powers for a proper purpose. These broad legal principles are seen at work in two recently reported decisions of Ontario courts involving municipal by-laws.

The authority of a municipal zoning by-law to regulate a private airstrip was the central issue considered in *Venchiarutti v. Longhurst and Longhurst* (1992) 8 O.R.(3d)422 (Ont. C.A.). The case concerned land located in cottage country. Henry Longhurst sought to build a private gravelled airstrip on his mother's farm near Lake Rosseau. A cottage owner on the lake sought to stop the airstrip's construction. The zoning by-law of the Village of Windermere classified the farm as a development zone with the permitted uses being limited to only the existing uses at the time of the passage of the zoning by-law and certain other specific uses. None of the



Gary McKay

pre-existing or allowed uses included an aerodrome or an airstrip. The objector took the position that the municipal by-law was enacted to regulate land use and as such, constitutionally speaking, it fell within the ambit of "property and civil rights," a division of power within the Province's jurisdiction, as opposed to that of the federal government's. On this analysis the objector argued the construction of an airstrip was not permitted by the applicable zoning by-law. The Ontario Court of Appeal disagreed with this argument. The whole field of aeronautics was stated to be a class of powers that fell within the federal government's exclusive jurisdiction. The federal government had seen fit to occupy that field through the federal *Aeronautics Act* and its regulations. Accordingly, the Court held the municipal by-law could not affect or regulate the location of an aerodrome or airstrip. The Court stated in its reasons that a legislative body is presumed to enact provisions only within the limits

of its constitutional powers; the zoning by-law properly regulated land use and it contained no reference to airstrips. As a matter of interpretation, the by-law should not be read as affecting the power of the federal government to regulate airfields. The proponent of the airstrip was therefore allowed to proceed.

Even where a by-law is constitutionally valid, it must still be passed for a valid purpose in

keeping with the legislative authority that authorized the by-law. This latter principle is illustrated in *839891 Ontario Inc. v. St. Catharines* (1992) 10 M.P.L.R.(2d)1 (O.N.T. Gen. Div.) where an interim control by-law was under judicial scrutiny. As we know, interim control by-laws (ICBL), unlike regular zoning by-laws, can be passed under the Planning Act without notice to landowners.

The Planning Act does require, however, that the municipality must have made a decision by by-law or resolution to have a review or study undertaken in respect of land use policies in the municipality or in a defined area. In the *St. Catharines* case, the court examined the circumstances concerning the passage of the ICBL. The specific land affected had been zoned for approximately four years to allow multi-family units. Area residents' opposition must have crystallized at the site plan approval stage area. In the result, Council passed a motion that a study be carried out respecting land use policies applicable to this specific property (and they added it be carried out at the ratepayers association's expense!). The by-law had been passed even though a report from the planning department stated, in part, "Staff do not recommend this as it is not a proper use of interim control powers and there are no planning grounds on which to have the development freeze and study." The court, in essence, concluded that the ICBL had been passed in response to ratepayer pressure and not from any genuine planning concern.

Accordingly "... since the study was not undertaken to develop a land use planning policy, the bona fides necessary to the decision to authorize the study and the interim control by-law is lacking. It follows that the by-law was enacted outside the scope of s.37 of the Planning Act, 1983 and is invalid" [italics added].

The court found that the city had an onus to demonstrate that the by-law had been enacted on sound planning principles and on the facts of this case, the city had failed to do so. The court, therefore, ordered the by-law quashed.

Footnote: In the case of the airstrip, the matter came before the courts rather than the OMB because the issue was one of by-law interpretation. For the interim by-law case, there was a choice: test the by-law on its merits at the OMB or question the basis of the by-law in the courts on the grounds of bad faith.

Gary A. McKay practices municipal and planning law. "Law and Order" is an occasional column dealing with planning issues before the courts.

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Commitment to change is a well-worn, sometimes cliché concept. At the *Journal*, we are continually impressed by the speed and comprehensiveness of change, not only in planning, but in the field of publications technology. As regular readers know, our recently adopted Business Plan (limited copies available through the OPPI office) is predicated on making the internal changes to keep up with change, particularly the kinds of changes that you, the reader, tell us you are interested in.

Improvements to *Journal* communications are therefore occurring in both technology and in terms of the organization needed to publish the *Journal* to the standards we have set.

On the technology front, we are now equipped to send and receive both text and suitably prepared graphics by modem. (Please contact the office for more details if you want to take advantage of this innovation.) The use of modems will greatly improve our flexibility and reduce courier costs.

We would also request that ALL material sent to us for publication be

JOURNAL PAYS DEBT TO DARWIN



Elizabeth Hemens, Vance Bedore, Wayne Caldwell, Glenn Miller, Heather Robertson, Liz Sawicki

made available on a floppy disk (or by modem, of course).

The new Publications Committee recently met for the first time, formally establishing a direct link to Council, and placing a greater emphasis on direct regional representation. Each district rep will be involved with the district management committee (or equivalent). Regional reporters – who already contribute to the regional pages – will grow in number and also assume a broader mandate to generate full articles in their local region.

We are also very interested in meeting anyone who would be interested in taking on the position of Deputy Editor. Thanks to the fax, modems and other technological wonders, you can be located anywhere in Ontario. As they say in executive search ads, "Your communication skills are well developed but enthusiasm and energy are just as important."

Please contact me through the OPPI office if you are interested or know someone who is.

Glenn Miller
Editor

LETTERS

FEDERATION OF CITIZEN'S ASSOCIATIONS DISPUTE REPLY TO WELLAR "OPINION" ARTICLE

In his capacity as past president of the Federation of Citizens' Associations of Ottawa-Carleton, Mr Ross Barton wrote to the *Journal* to dispute the argument presented by Nick Tunnacliffe in Volume 7 No. 4 (responding to Barry Wellar's previous article that appeared in the "Opinion" column).

The following is a summary of the points made in the letter:

Opportunity for Mr Tunnacliffe to dispute lack of representation was not taken.

Ottawa was 13th out of 16 locations. With only three weeks left before a reporting dead-

line, FCA "told that it was already too late for significant input into the first phase of the Commission's work." The FCA was concerned with the attitude of Commission and its members and felt that the treatment of correspondence by the Commission was cursory. As a result, the FCA "gave up" on the Commission after two meetings. The FCA was dissatisfied with the way they were treated by the Sewell Commission.

(Editor's Note: Although we welcome debate in our Letters page, we took the unusual step of summarizing Mr Barton's letter because of space limitations and because the letter deals with events that took place a long time ago. We would be interested in current commentary

on the Commission's on-going activities.)

MEMBERSHIP PROCESS: GROUP LEARNING PAYS OFF

This letter outlines my experiences in having recently proceeded through the membership process to achieve full membership status. A chronology is provided for the information of others who may be embarking on the journey to full membership.

In the fall of 1991, a group of planners in the Barrie area began meeting on a monthly basis to share information in preparation for writing Exam 'B.' The meetings involved exchanging pertinent reading material, as well as in-depth discussions of each of the four questions which comprise Exam 'B.' (It should be noted that many of the reading materials identified on the Reading list for Examination 'B' are difficult to obtain for people without access to a university library).

The chair of our study group was Barry



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Peyton, a partner in Reid and Associates Ltd. of Barrie. This firm also provided the study group with the use of its offices for our meetings, as well as unlimited amounts of freshly brewed coffee! Ross Cotton, Planning Manager for the firm, made himself available to the group on several occasions to answer

questions and provide guidance. Ross also acted as the invigilator for the three group members who sat Exam 'B' on June 27, 1992, at the firm's offices. It is worth noting that the three members of the study group who sat Exam 'B' were all successful in passing the examination.

The study group also asked Bill Addison, Director of Planning for Simcoe County, to help us with the interpretation of the individual questions on Exam 'B,' and what kind of response was expected by the markers. Rick Hunter of the firm Raymond Walton Hunter shared with the study group his experience in sitting Exam 'A' and his preparation for it.

Prior to the formation of the study group, I continued to file with the Membership Committee of OPPI, updates of my relevant planning experience, for inclusion in my Log Book. Bill Addison provided valuable assistance and guidance both in reviewing the material which was prepared and in assessing its merits. Mr. Addison also acted as my sponsor. He was always available to answer any questions which I had and he provided me with encouragement, along what initially appeared to be a long and arduous path.

Bill was always very supportive of the Institute and its role as a professional organization for planners. In his role as Chairman of the Central District Membership Subcommittee, Bill always ensured that my Log Book "updates" were reviewed promptly by the committee for validation. He also encouraged me to request that Exam 'A' be held locally.

Originally, I had been requested to provide my preferred times to the Registrar for the regularly scheduled October sittings of Exam 'A' in the Toronto area. (York University). At the last moment, I was informed that there were not enough examiners available

for the number of applicants. Subsequently, I was requested to wait until another sitting was arranged.

Although disappointed, I agreed to this request. Bill Addison insisted that I write to the Institute and request that he be permitted to arrange a sitting in the local area. He believed that there were a number of qualified examiners residing in the Barrie area who could form the examination committee. He was given the necessary approval and proceeded to set up the exam within three weeks of receiving approval.

The examination committee and chair were planners that I knew professionally, but with whom there was no conflict of interest. Bill asked us if we felt comfortable with the situation, and all agreed that we did - so the exam proceeded as planned.

My opinion of sitting both Exam 'B' and 'A' is totally positive. The candidate was made to feel very comfortable with both settings and this certainly made both events less stressful. I also believe that this makes the process less costly both in time and money, both for the examiners and the Institute. Overall, I view both examinations and the preparation as very positive experiences. This is largely due to the participation of local examiners in a local setting and the support provided to me by my sponsor.

Holly Spacek, OPPI, MCIP

READERS DEMAND MORE ON HAMILTON WENTWORTH INITIATIVE

In Volume 7, Number 4 of the *Ontario Planning Journal* you published the vision statement prepared by Hamilton-Wentworth's Regional Chair's Task Force on Sustainable Development. This generated much interest and many people phoned to discuss how the vision was developed and how it is to be implemented.

On January 25, 1993, the Task Force presented its strategy for making the vision a reality to the Regional Economic Development and Planning Committee. This report was accepted unanimously and will now guide the development of all regional policy initiatives.

It was a three year effort involving over 1,000 citizens of Hamilton-Wentworth and staff from all regional departments. Copies of the final reports prepared by the Task Force are on file at the OPPI office. Mark Bekkering at (416) 546-2195 has more information.

J.D. Thoms, Commissioner of Planning and Development

An article explaining how the vision statement and strategy for action were developed will appear in Volume 8, Number 3 (May/June) of the *Ontario Planning Journal*.

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THE LEARNING ORGANIZATION: A NEW CHALLENGE FOR PROFESSIONALS

by John Farrow

Professionals who become managers face two major challenges. First, maintaining their personal professional skills at the highest level and second, doing the same for the skills of staff within their department.

Meeting the first challenge requires a commitment to personal life-long learning that goes far beyond the occasional conference and course, and way beyond learning on the job. This commitment is necessary because the world is changing fast; five years in University plus haphazard on-going learning does not build personal knowledge and skills fast enough to keep up with the pace of change. The global economy functions on knowledge and information and its impact is felt daily from Bay Street to rural Ontario.

THE PERSONAL CHALLENGE

The jobs that planners do require them to be forward thinking and outward looking, therefore, they must keep their skills and knowledge current. This requires not only commitment but organization and discipline. The need for an organized approach to career learning was illustrated by a conversation I had recently with a U.S. diplomat. This person had been a career diplomat for 14 years. His pattern of work was to spend two years at a time in each posting and then move to a different city. Commenting on his wealth of experience, I inquired how he captured what he learned so he could use it and apply it in the future. As we discussed this, we both realized that he was missing a major opportunity to learn from his daily exposure and activity because he had not thought of his experiences as an opportunity to build his knowledge and skills. "Leading professionals" and "Professionals that Lead" need to keep abreast of the constantly expanding body of knowledge and to do this they need a strategy, skills in time management, discipline and energy.

THE LEADERSHIP CHALLENGE

A greater challenge than the personal commitment to life-long learning is committing an organization to the same process. The customers and clients we serve require the best and to serve them requires organizations that learn and change continuously. However, most organizations fall short of this and have cultures that encourage individuals only to learn the skills necessary to function within the stat-



John Farrow is the Journal's contributing editor on management.

individual members of an organization possess. Culture provides the basis for decision-making and problem-solving processes of an organization as it influences the interpretation of goals and the manner in which action is taken. In short, it is the basis of much of the human activity in an organization.

CULTURES TEND TO BE STATIC

Changing organizational culture is important because the culture of an organization has a tendency to become static but the world continues to change at a rapid pace. Culture tend to become static because the beliefs of individuals within an organization determine their behaviour and this, in turn, becomes the role model for others. These behaviours are further reinforced by other forces, such as established strategies, structures and systems. Put simply, the existing culture, whether it helps or hinders the achievement of the organization's goals, will be unlikely to change without new input and deliberate efforts to make it change.

ic framework of the existing culture. To create learning organizations we must create a new learning culture. This requires cultural change.

CULTURE PROVIDES THE OPERATING FRAMEWORK

Culture can be defined as a commonly held set of beliefs, attitudes and values that exist within an organization. It is important because attitudes, values and behaviours are dependent on the beliefs that the

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CAPS CONFERENCE 1993

by Lori Miller and Andrew Roberts

Social Planning and Quality of Life was the theme for this year's Canadian Association of Planning Students annual conference held in Waterloo Ontario, February 12 to the 15. Delegates from 14 of the 18 accredited universities across Canada were represented including: University of British Columbia, University of Calgary, Concordia University, University of Guelph, University of Manitoba, McGill University, Technical University of Nova Scotia, Nova Scotia College of Art and Design, Queen's University, Ryerson Polytechnical Institute, University of Saskatchewan, University of Toronto, University of Waterloo, University of Windsor.

The key note speakers were very informative and sparked many discussions throughout the weekend. The speakers included: Ken Greenberg

(Principal of Berridge Lewinberg Greenberg Ltd.), Adele Freedman (Design Critic for the Globe and Mail), Walter Kem (Director of the School of Landscape Architecture for the University of Guelph), and Annie Luttgen (Assistant Chief Executive Officer, City of Hull, Quebec).

Overall the conference was an unqualified success! The highlight of the weekend was the opportunity to meet with planning students from across Canada. The interesting seminars combined with the opportunity to discuss planning issues resulted in a rewarding and worthwhile learning experience for all who participated.

The AGM concluded with a well-negotiated joint bid between Ryerson and the Montreal "consortium." The successful bid places the 1994 conference in Montreal, hosted by the four neighbouring universities. The 1995 conference will be held in Toronto, hosted by Ryerson. This coincides with the 25th anniversary of Ryerson's School of Urban and Regional Planning.

Looking back at the experience now, we see the conference as the endurance test that it was. In other words, how much could everyone socialize till the wee hours of the morning and still participate in the intellectual rigours of the day!

We are certain everyone is looking forward to the next one! A special thanks to the University of Waterloo's CAPS Executive co-chaired by Paula Pescador and Shelly Vandermyer.

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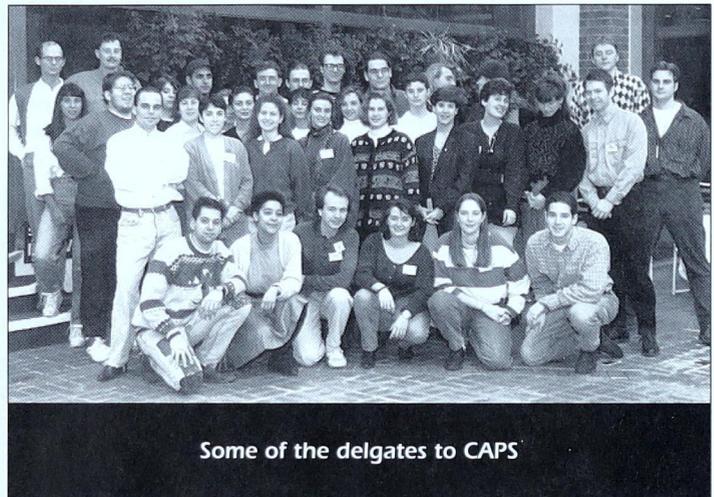
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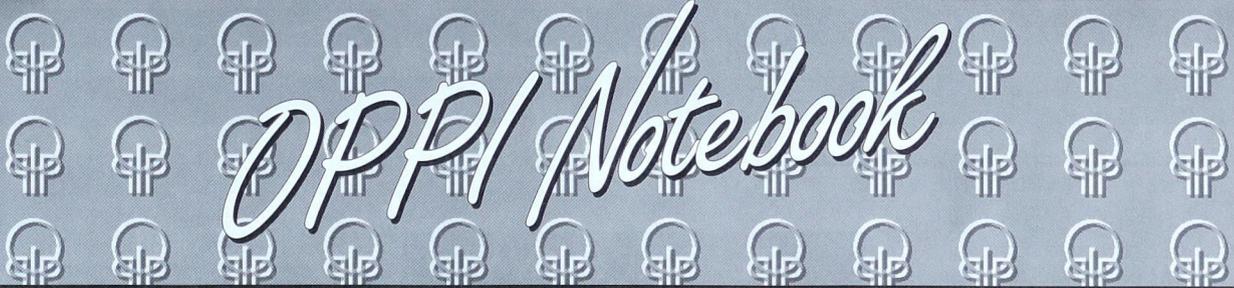
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KEN TROUGHTON, OPPI, MCIP

Ken Troughton passed away suddenly on January 14, 1993, at the age of 41. Ken was an avid sailor who lavished much of his attention on his yacht "Shadow." He began his career at the City of North York, before moving to the Town of Flamborough to take up a position as Senior Planner. Late in his career, he moved into the private sector, working for Loeb and then Sobeys supermarket chains as the Southern Ontario manager of real estate. His friends and colleagues will miss him.



A BI-MONTHLY ROUNDUP OF OPPI COUNCIL NEWS AND ACTION

LOBBYING. MANY OF YOU ARE RECOILING ALREADY. BUT IT'S THE ONLY GAME IN TOWN... AND OPPI IS STARTING TO PLAY.

We have two major lobbying efforts under way. The first is our work on the Commission on Planning and Development Reform. The Commission is so central to who we are and what we do that you have generally supported our making ourselves heard as never before on policy issues. We have just submitted the fourth of five briefs, and I made a presentation at the Commission's draft report public forum in Toronto. If we sense that the Commission's reform package is in trouble at Queen's Park, we are prepared to work publicly with like-minded groups to save its key elements.

As a result, we have considerably increased our credibility with the Province and the Commission itself. We have demonstrated that we care about our profession and our practice, and that we are worth paying attention to.

Our second lobbying initiative is, of course, the OPPI Private Bill. Three years of courteous, discreet negotiation haven't gotten us very far (see "Fulfilling the Mandate" in this Notebook). Council has therefore asked you to write your MPPs, and lobby them in person where you can. We are also reviewing proposals from public relations consultants to help us develop a more sophisticated strategy.

What are planners doing lobbying anyway? Two thirds of us are public servants. Almost all of us would rather quietly work things out

behind the scenes than noisily and publicly confront. But do we have any choice?

- Increasingly, our members expect it. One of the messages that came out of the 1992 Membership Process Review is that we need to enhance our public policy profile and advocacy.
- Our colleagues are doing it. The Ontario Association of Landscape Architects, with considerably fewer members than OPPI, have a public relations consultant on retainer to help them promote and market their profession. The Ontario Association of Professional Social Workers, which is seeking a government Bill to register and regulate their profession, is using a public relations consultant to advance their cause in the Legislature and with the media.

The times demand it. The general decline of accommodation, conciliation, and consensus, combined with Ontario's political turbulence since 1985, have swept away the old, quiet ways of doing things, ways to which most of us were more temperamentally inclined.

- And finally, let's not sell ourselves short. We were woefully behind most other professions in developing a collective organization, identity, and self-esteem, and many planners still scorn their own profession and professional institute. Yet since OPPI was formed in 1986, we have come to realize that planning is a sleeping giant. We have an enormous influence on life in this province. We account for several hundred million dollars of economic activity each year. A lot of people outside OPPI would like to hear what we have to say and take us seriously. Will anyone take us seriously if we don't properly equip ourselves for battle, and aren't prepared to fight?

REPORT FROM THE PRESIDENT

FULLFILLING THE MANDATE

In early March all members received a letter from OPPI President, Tony Usher seeking your individual support to undertake a lobbying effort with the Provincial Government in an attempt to have the draft Private Bill regarding recognition of the Institute and registration of title passed. The following is the complete text of a letter sent to the then Minister of Municipal Affairs, the Honourable David Cooke dated January 12, 1993, setting out OPPI's concerns. At press time (March 1), no answer had been received.

Dear Mr. Cooke:

As you know, a draft of the above Bill was submitted to your Ministry for review in 1991. You replied on March 31, 1992, indicating two concerns with the Bill. We would be pleased to accommodate your first concern, about the size of Council.

However, your second concern about the designation of our full members has brought our efforts to a complete standstill. You indicated that you would object to the designation "Professional Planner," but not to the use of our initials "OPPI." We have repeatedly indicated that we are willing to consider alternative designations. However, an Act that recognizes only initials is not acceptable to our members, and is

not one that the Institute wishes to proceed with.

I am attaching for your information a chronology of our dealings with your Ministry on this issue. Despite every effort on our part, we have not been able to resolve the matter. The modification you suggested in your March 31, 1992, letter is not acceptable to our members; neither is the option of abandoning the legislation in light of your Ministry's lack of support. Our Council must now consider whether to move the legislation forward, while risking your opposition.

Our members find it hard to understand why the Ontario Association of Property Standards Officers and the Ontario Building Officials Association, two associations that are much smaller, younger, and less diversified than OPPI, have recently obtained similar private bills without difficulty. Our members would also find it hard to understand why a government in the progressive and social democratic political tradition would not wish to recognize professional planners, the practitioners of one of the historic touchstones of that tradition.

Council would prefer to work with you and your staff to find a mutually acceptable designation. We are meeting on January 29 to consider this matter further, and look forward to your early response.

Yours sincerely,

Anthony Usher, MCIP, OPPI, President



DEPUTY REGISTRAR

In order to better serve OPPI's membership and Council, a new position, Deputy Registrar, has been created. Council is pleased to announce that Kevin Harper, Membership Assistant has agreed to take on this challenging role. Kevin's new responsibilities will include greater day to day administration of the membership process and a number of special projects which support the Membership Review Committee's recommendations.

REPORT FROM KIM WARBURTON, VP-MEMBERSHIP AND REGISTRAR

Once an application to write Examination 'B' has been approved, candidates are given six months in which to actually write the exam.

The exam may be written at a time and location which is convenient to the candidate, under the supervision of an Invigilator who is nominated by the candidate. Please contact the OPPI office approximately two weeks in advance of the date on which you wish to write, in order to make the necessary arrangements.

Extensions to the deadline are possible, through written request. Please note that if

the exam is not written by the deadline date and no extension has been requested, you will be required to reapply to write the exam.

EXPERIENCE VALIDATIONS

Just a reminder to Provisional Members that experience records should be submitted every six months. Validations exceeding six months can cause administrative difficulties and delays, and can lead to possible rejection of all or part of the experience submission. Validations should be sent directly to the OPPI office, to the attention of Kevin Harper, Deputy Registrar.

APPEALS POLICY

An appeals policy regarding examinations, experience validations or other "unfavourable actions" relating to the membership process was adopted by Council on December 5, 1992, and amended January 29, 1993. For a copy of the policy or additional information, please contact Kevin Harper.

EXAMINATION 'A'

Sittings of Examination 'A' are held on a regular basis during the year, in various areas of the province. In Toronto, sittings of the exam are routinely held in February, June and October, while in London and Ottawa, sittings are scheduled for February and September. Individual arrangements for the examination can also be made outside of the regular schedule in each of the four districts.

Candidates who have been approved to sit the exam will be notified by the OPPI office when the date for the next session has been set.

MEMBERSHIP OUTREACH COMMITTEE

A Membership Outreach Committee is in place and its first meeting was held in February. The committee is looking at ways to increase significantly membership in OPPI. Thanks to everyone who volunteered assistance. Due to this excellent response, we will be able to form a number of working subcommittees. More to come on outreach activities. If you have any ideas or questions, please contact Kim Warburton, Vice President (Membership).

EXAMINATION 'B'

Although Examination 'B' is only marked four times during the year (in February, May, August and November) the exam may be written at any time.

QUESTIONS?????

If you have any questions concerning OPPI membership issues, please call either Kevin Harper at the OPPI office or Kim Warburton (416-274-3646).

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'93 OPPI CONFERENCE EXHIBIT SPACE

Exhibit space for the
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Conference to be held
in Niagara Falls on
October 24-27 is now
available. Please con-
tact Les Fincham at
(416) 585-7223.



The second meeting of OPPI Council was held on January 29, 1993. The following highlights some of the issues discussed and the related decisions made. Other issues have been given separate reports in this Journal insert. The next meeting of Council is March 26, 1993.

1993 BUDGET

Council approved the 1993 budget, which projects revenues of \$479,00 and expenditures of \$469,000. Robert Maddocks, Treasurer explained to Council that revenues have been conservatively estimated and that the Institute will have to continue to monitor carefully its spending throughout the year. The largest increases relate to higher rent and related expenses, such as property and business taxes, and staff salaries. The majority of line items, particularly Council expenses, have been kept constant. The 1992 audit was recently completed. A full report will appear in a future edition of the Notebook.

OPPI renewed its membership in the Conservation Council of Ontario and increased its annual contribution to \$500.

COUNCIL REPORT

APA/CIP CONFERENCE - TORONTO 1995

Plans are now being initiated in preparation of the 1995 American Planners Association and CIP Conferences to be held in Toronto in May 1995. APA holds its conference in Canada every ten years. Toronto last hosted APA thirty years ago. Barbara Dembek, OPPI's National Representative on CIP was recently in Chicago on non-OPPI business and took time off her busy schedule to meet with senior APA representatives. Council recognized the significant opportunity for both OPPI and CIP and will be further discussing organizational issues in the next couple of months with APA and CIP. OPPI members will continue to be informed of these discussions and will shortly be called upon to assist in this exciting planning event.

NATIONAL MEMBERSHIP STANDARDS

CIP released a Discussion Paper on National Membership Standards for review by all affiliates. General standards for admission to membership in CIP are established by national by-law, and administered by the affiliates. The Discussion Paper addresses questions about consistency and equity,

and the portability of membership between affiliates. OPPI Council supported the direction CIP is taking in respect of its review and has provided CIP with a copy of the recommendations which are contained in the OPPI Membership Process Review Report and adopted at OPPI's AGM last October.

PUBLIC POLICY ISSUES

The Public Policy Committee has been extremely busy in responding to numerous requests and invitations to attend meetings to discuss various provincially driven initiatives.

The Committee will be preparing position papers for Council's review on the majority of these issues. A brief description identifies the areas of involvement - full reports will appear in future editions of the Journal.

- Jeff Celentano has already met twice with Ministry of Municipal Affairs representatives to review the draft implementation bulletins related to the Growth and Settlement

Policy Guidelines.

- Committee hearings will soon start on Bill 90 regarding Residential Units and Garden Suites. OPPI will present a brief.

- OPPI has been invited to participate in quarterly meetings with Ministry of Housing staff and other interest groups to discuss issues of mutual interest. Marni Cappe represented OPPI at the February meeting.

- Tony Usher and Wendy Nott met with representatives of the Municipal Engineers Association, Consulting Engineers of Ontario and the Urban Development Institute on February 9 to discuss matters of mutual interest. Agenda topics included the NPO Commission and MEA's class environmental assessments for road, water, and sewage projects. This is one example where OPPI will continue to strengthen its relationship with sister organizations to share ideas, positions and issues.

- OPPI has requested an extension to the deadline for the submission of a position paper on the Ministry of the Environment and Energy's Land Use Planning Review (Interim Planning Positions).

- David Miller attended a two-day workshop sponsored by MNR on February 26/27 regarding the Discussion Paper on the MNR Planning Review.

- A draft statement from MNR on Biodiversity Conservation In Ontario has recently been received and will be reviewed by the Committee.

NEW MEMBERS

OPPI welcomes the following Full and Provisional Members:

(C) - Central District; (SW) - Southwest District;
(N) - Northern District; (E) - Eastern District
Elected to Full Member Class as of January 22, 1993:

Michel GAUVIN (C)

P. Kristine MENZIES (C)

Elected to Provisional Member Class as of January 22, 1993:

David L. ALBRICE (C)

Ronald P. BIDULKA (C)

Lee J. BULL (C)

James B. CLAGGETT (C)

Mary J. COUSINEAU (S)

Lola L. EMBERSON (C)

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Susan M. KITCHEN (C)

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William T. LOGAR (C)

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Daniel J. YOUNG (N)

Nicola C. ZEUNERT (C)

OPPI AND NEW PLANNING FOR ONTARIO

Copies of the following are available to OPPI members on request. Please call or fax the OPPI office.

- OPPI Submission in response to Draft Report, March 1993.

- Presentation by Tony Usher to Draft Report public forum Toronto, February 22, 1993.

OPPI's fifth and final submission on New Planning for Ontario will be to the Government in response to the Commission's final report. As always, interested and concerned members are invited to contact the New Planning for Ontario Task Force through the OPPI office.



VOLUNTEERS! VOLUNTEERS! VOLUNTEERS! Webster's Dictionary defines a volunteer as "a person who undertakes some task or service of [his or her] own free will." This is certainly true of all OPPI volunteers who continuously act on behalf of their fellow members to represent the interests of Planners, to organize events and to keep the organization alive and vibrant. I recently undertook a review of the various committees and individuals associated with OPPI and counted well over 175 member volunteers directly involved on an ongoing basis.

It is extremely important to maintain a strong volunteer base.

Not only from a financial point of view – volunteerism reduces the cost of having paid staff to undertake many of the tasks necessary for program delivery and policy development, but more important to maintain ownership or stewardship of the Institute itself. According to R.M. Watts' publication entitled *The Role of Volunteers In Non-Profit Organizations*, a professional organization such as OPPI is more reliant on volunteers because the majority of its members who act as volunteers can benefit directly from participation. There is a high degree of expertise amongst the membership and such volunteers can devote their time and expertise

"to matters that the members can readily understand" – this may not be possible in an organization which is staff-driven, thus stewardship of the profession is maintained.

In addition to members of Council who are elected and noted on the OPPI Notebook masthead, this edition of the Journal lists the names of those OPPI members who have recently been appointed by Council to various standing and ad hoc committees, as well as those members who have been requested to act as OPPI representatives on several joint initiatives. There are numerous other members who are directly involved with Institute activities at the District level including the District Management Committees, District Program and Membership Sub-Committees, and others. In addition, OPPI relies on the assistance of members to undertake professional development programs, those who act as examiners and the members who contribute regularly to the production of the Ontario Planning Journal.

OPPI salutes the incredible dedication and support given of its members, both present and past, and encourages others to become involved in the Institute.

WHAT DRIVES OPPI?

by Patrick McNeill

COUNCIL APPOINTED COMMITTEES & REPRESENTATIVES

The following lists those members recently appointed or reconfirmed by Council to serve on a Committee or to represent OPPI externally. There are numerous other volunteers on District Committees and Sub-Committees, examiners and others that are also involved in OPPI activities. To contact anyone listed, please call the OPPI office.

Management Committee Tony Usher (Chair) Valerie Cranmer Robert Maddocks Kim Warburton	Professional Development Coordinator Les Fincham	Ruth Ferguson-Aulhouse Hans Hosse Matt Pearson Steve Sajatovic Tony Usher John Waller	Private Bill Working Group Gerald Carrothers Barbara Dembek Mark Dorfman George Rich Joe Sniezek Tony Usher	Student University Representatives Lori Miller (Chair) Robert Brown (Windsor) Chris Duke (Guelph) Paul Ferreira (Ryerson) Emanuel Pressman (Waterloo) Geoff Smith (Queen's) Edward Vellboom (Toronto) Vacant (York)
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The OPPI Conference Organizing Committee recognizes the important role of corporate sponsors at the 1993 conference to be held in Niagara Falls on October 24-27. Major corporate sponsors will be offered sponsorship and name recognition for entire conference streams or may choose to sponsor social events. Major sponsors will also be provided with exhibit space and other special arrangements as part of their sponsorship. Other donors will be offered name recognition, sponsorship of sessions and workshops. This is an excellent and "value-added" opportunity to promote your message and to support the planning community in Ontario. For further information, please contact Bob Steele or Rick Brady at (416) 688-4272.



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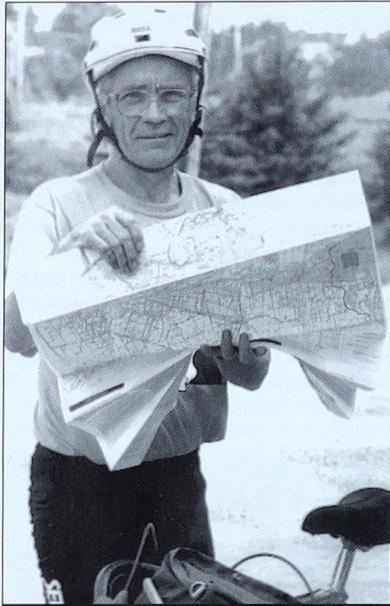
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Bike touring made easy: John Sherk developed this map of bicycle loops to meet the needs of fellow cyclists. (photo credit: Dan O'Reilly)



As reported last fall, John Sherk, a Toronto businessperson with an interest in planning and development issues, has published a specially prepared map of rural Ontario bike routes – the kind of loop or trip that an urbanite might want to tackle in a single day's ride. An initial pressrun of 25,000 copies is selling well and is available at bike stores in central and southwest Ontario.

Printed by MapArt, the map is a tribute to persistence and imagination. After a fruitless journey through the provincial bureaucracy, Sherk decided to create and publish the map himself. As an avid weekend cyclist, he had identified the need for such a product but was dissatisfied with what was available.

With the winds of change blowing through various ministries with responsibilities for different aspects of cycling – and the use of bicycles as genuine components of the transportation system being championed by the Ministry of Transportation – Sherk is confident that his map can be used as a building block for many other initiatives, including economic develop-

ment and recreation/tourist strategies. Sherk is a member of the Bruce Trail Association, Citizens for a Lakeshore Greenway and is also a continuing participant in the City of Toronto's Gardiner/Lake Shore Taskforce. John was also one of the first "citizen" subscribers to the *Journal*.

"RE-URBANIZATION GUIDELINES FOR METRO TORONTO" SCOOPS THREE AWARDS

Metro Toronto is a metropolis where the rate of change is highly variable and qualitatively different from place to place over a large area. Metro needs more housing, but was there a way to put a positive spin on housing intensification?

The need to translate broad planning objective into attractive and practical urban form was one of the challenges put to **Berridge Lewinberg Greenberg** by Metro Toronto's Planning Commissioner, John Gartner, and the then director of policy, John Livey, as the firm set out to develop what became "Reurbanization Guidelines."

The result, after considerable research and interaction with the client, was a product that combines a framework for thinking at the macro scale with a refreshingly pragmatic approach to urban design on the street. Metro

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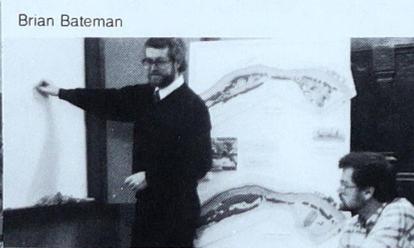
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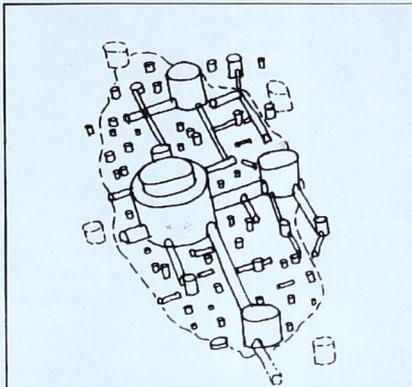
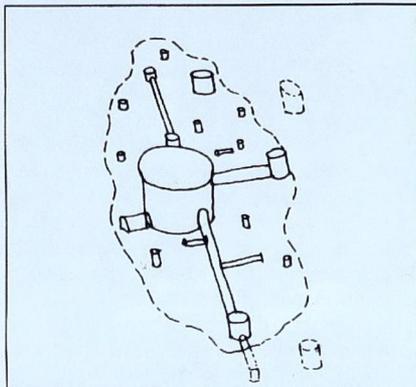
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Metro's current structure dominated by core. Combination of evolving centres and corridors has variety of benefits.

even received a complimentary letter from Jane Jacobs, commenting favourably on both the findings and way they were communicated. The Study and accompanying guidelines balances social, economic and environmental factors, as well as the opportunities and responsibilities of the public sector in providing the basis for intelligent decision-making. BLG principals Frank Lewinberg and George Dark, together with associate Pamela Blais, cite their desire for an integrated solution in preference to an isolated response as the key to the popularity of their work.

The guidelines emphasize effective city building techniques rather than a "cookbook" approach, qualities that helped the publication scoop three different awards for planning excellence.

Accolades were received from CIP (Honour Award), APA (Outstanding Planning) and Progressive Architecture (Research Citation). As word of the awards spreads, both BLG and Metro can expect to field enquiries from other cities keen to see how "reurbanization" can work for them.

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ALL KIDDING ASIDE, BY-LAWS ARE SERIOUS BUSINESS

The City of Ottawa took an imaginative route to advertising notice of a major review of its zoning by-law. The headline in the Ottawa Citizen ran: **IN 1095 DAYS, YOU WILL HAVE A NEW ZONING BY-LAW.** A slightly more serious review of the project objectives followed, accompanied by phone numbers.

Will **John Cuthbert** or **Dave Leclair** let us know what the response was? You've got 13 days to respond. (Just kidding.) Thanks to **Karen Pianosi** for contributing this item.

SUSTAINABLE DEVELOPMENT INITIATIVES IN THE EOD

Facets of sustainable development are creeping into Eastern Ontario through a variety of media. Actions of municipalities, agencies, interest groups and individuals are becoming more and more consistent with the goals of sustainable development.

At the regional level, the Regional Municipality of Ottawa-Carleton (RMOC) initiated an Environmental Review of the Region's Official Plan in 1992 and a draft Framework for the Environmental Review of the Regional Official Plan has been prepared. The purpose of the environmental review is to examine Regional Official Plan policies and assess their effectiveness at integrating environmental considerations into all policy areas covered in the Plan. The Environmental

Review is taking an ecosystem approach which is "a way of thinking, not a specific methodology." The first public forum was held in February 1993 to discuss the Framework and obtain feedback from the public. Over 100 people attended the day long session which began with presentations from three speakers: **Ted Manning** (Environmental Scientist), **David Sherwood** (Planner, former CIP Executive Director) and **Alan Cohen** (Development Lawyer).

Mr. Cohen discussed an issue which will likely become increasingly more difficult to resolve by all those involved in land management/planning, requiring innovative solutions from governments at all levels.



David Sherwood

Landowners' rights versus policy implementation; incentives in exchange for no development will need to be provided to landowners. Application of the concepts of integrated resource management may be a foundation for solutions. Integrated resource management is similar to the ecosystem approach whereby the primary goal is to protect the environment but enabling utilization of the natural land resources for economic, social and cultural development.

Some of the concepts of integrated resource management are already being used by forest managers, however, there is no framework available to guide resource managers to develop appropriate policies and courses of action. Fortunately, Eastern Ontario was selected as a

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Sothwestern: Norman Pressman's new book

Model Forest through the *Partners in Sustainable Development of Forests* program, initiated under the federal Government's *Green Plan*. Among the objectives of the Model Forest are to develop a first class, working model of sustainable forest management, based on community partnerships, and to apply new and innovative approaches, procedures and

techniques to support the development of sustainable forestry.

One of the strategic goals of the Eastern Ontario Model Forest (EOMF) is:

"The development of an integrated resource management planning process suitable for the achievement of sustainable forestry within the EOMF."

Achieving this goal requires a framework and strategy for incorporating integrated resource management into the planning process within the EOMF. Target municipalities within Eastern Ontario will act as pilot areas for developing methods of incorporating integrated resource management concepts into the planning process.

Sustainable development also encourages developing healthy communities. Utilization of existing vacant land resources in a more efficient manner is a goal that both developers and approval agencies are striving toward. Rising land development costs and limited serviced vacant urban land means developers are trying to squeeze in as many new housing units as possible. However, regulations and zoning provisions control the emergent

number of lots within a subdivision. Challenging the accepted standards means adopting alternative standards.

The RMOC recently released a report entitled "Alternative Standards" which suggested methods of reducing residential development standards to produce a more affordable house.

Their ideas became a theme for a charrette held in February 1992 and now, their ideas are being implemented in a demonstration project.

The first demonstration residential subdivision will be located in Gloucester, which is part of the Regional Municipality of Ottawa-Carleton. Alternative standards will be featured in the project, including reduced right-of-way (ROW) widths and smaller lots. The five-hectare site will encompass townhouse and semi-detached lots with less than standard frontage and depth. It will be interesting to hear the success of the concept and what improvements can be made in future developments. A monitoring committee has already been set up to decide what type of data to collect and when. Once built and occupied, a survey to determine residence satisfaction will be undertaken.

Recent and upcoming activities of the EOD Executive include a one day Conference, which is being planned by OPPI Eastern on Current Development Trends and Real Estate Pro-Forma Potential. It will be held in Kingston in April, with support from Queen's University.

The EOD Executive is finalizing their comments on the planning recommendations of the Final Report released by the Commission on Ottawa-Carleton Regional Review (headed by Graeme Kirby). OPPI Eastern District supports the need to strengthen the policy planning direction at the Regional government level, along with the need to reduce the number of lower tier municipal governments from its current eleven municipalities to five:

- one core lower tier government covering all lands within the green belt
- three edge cities representing the West (Kanata), South (Barrhaven and Longfields/Davidson) and East (Orléans) Urban Communities
- a rural municipal body

Finally, selection of a winner of the EOD's first annual "Award for Excellence in Planning" is imminent given that the Awards Committee Panel is in place and ready to eval-

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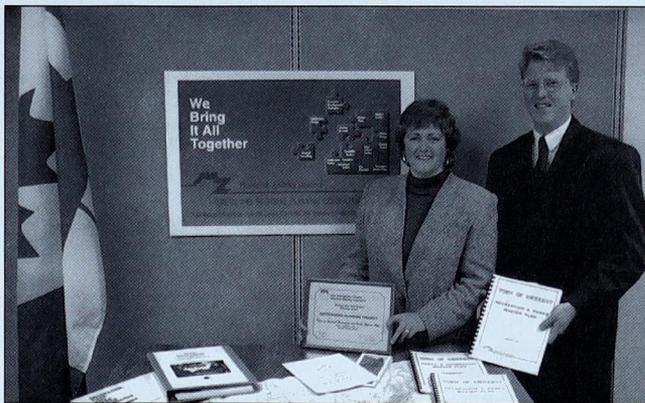
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Jean Monteith and Hugh Handy celebrate APA award for Amherst Recreational and Parks Master Plan

uate the submissions. The Panel consists of:

- Max Bacon, Director of Planning, Proctor and Redfern Limited
- Steve Alexander, Director of Planning, City of Cornwall
- John Ibbitson, Staff Feature Writer, *The Citizen*

with two EOD Executive Members presiding in an advisory capacity: Andrew Hope, Chairman of the EOD and Patrick Déoux, Director, Nominations Committee and Coordinator of the Award Program.

Nina Catherine Tomas is a Planner with Delcan Corporation in Ottawa



HUMANIZING CITIES: CLIMATE-SENSITIVE URBAN SPACE

Professor Norman Pressman of the University of Waterloo and a Dutch colleague, Boudewijn Bach, have just published *Climate-Sensitive Urban Space - Concepts and Tools for Revitalizing Cities*. Written while Pressman was on sabbatical leave in Holland, the book combines a historical perspective with practical modern-day examples of effective ways to channel urban movement.

The authors believe that strategies such as attention to public space and collective well-being, an emphasis on cycling, walking and public transport can contribute to a better quality of life in our cities. This "profusely illustrated" little book will shortly be reviewed for the *Journal*. In the meantime, for information on how to get

the book, you can reach Professor Pressman at (519) 885 1211.

(see illustration)

MONTEITH ZELINKA LTD AWARDED BY APA

The London, Ontario firm of **Monteith Zelinka** recently received a prestigious award from the New York Upstate Chapter of the American Planning Association for a

Recreation and Parks Master Plan prepared on behalf of Amherst, New York. The project was directed by Jean Monteith with the assistance of Hugh Handy (who recently moved to the County of Wellington). Over a period of a year, the Monteith Zelinka team worked with the community and the client to prepare a "needs" study that also met the organizational changes demanded by a fiscally difficult environment.

Monteith Zelinka Ltd. celebrated its 15th anniversary in 1992. The firm specializes in recreational planning, with municipal clients in Ontario and New York State.

INFORMATION EXCHANGE IMPROVES RAPPORT WITH KEY PROVINCIAL MINISTRIES

by *Beverly Nicolson*

In February, the SWD of OPPI met at the Elmhurst Inn in Ingersoll for an afternoon workshop and dinner meeting. The topic of the

day was "From Guidelines to Policy Statements: The Range of Provincial Interests." The presenters were **Tonu Tosine, Ministry of Agriculture and Food, Brian Nixon, Ministry of the Environment, Heather Jamieson, Ministry of Natural Resources and Patricia Boeckner, Ministry of Municipal Affairs**. There were 55 participants in attendance and five groups were formed. The formula for the afternoon was participation - presenters reviewed the relevant policy initiatives, a brief question period, followed by a small group discussion. Presenters circulated to different tables throughout the afternoon. Questions posed by the Program Committee guided and stimulated discussion.

Tonu Tosine left no doubt that the Ministry believes the Foodland Guidelines to be a policy statement under Section 3 of the Planning Act. The Ministry's concern with the increase in non-farm rural development is that the "potential for conflict becomes greater as the makeup of the population changes." Mr. Tosine briefly reviewed the guidelines, clarifying policies, their implementation and interpretation by the Ministry. He noted the consultative process the Ministry had undertaken in developing "An Agricultural Land Protection Program for Ontario" and their desire to receive feedback and constructive comments from practicing planners.

REFORMS BEGIN IN-HOUSE

Brian Nixon advised that the planning reforms recently implemented by the Ministry of the Environment were originally intended as guidance to their own staff, consultants and municipal employees to promote consistency and expediency. The seven guidelines were not under Section 3 of the Planning Act. Second, the guidelines were intended to promote planning of services and consideration of alternatives for sewage treatment outside serviced



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areas. Mr. Nixon noted that although the documents appeared to promote communal systems (small batch plants) these were only alternatives. He advised that MOE is co-operating with the Waterloo region in a study of alternate means of sewage disposal and communal systems. In answer to questions, Mr Nixon agreed that current policies do not encourage assessment of the cumulative impact of development and this is one area in need of revision. Heather Jamieson cleared up some of the mystery of restructuring within the Ministry of Natural Resources, highlighting the new emphasis on "a team approach" and "proactive long range policy development." This approach was meant to enable co-ordination of the many areas under the Ministry of Natural Resources' jurisdiction. The Wetland Policy Statement is now being enforced and MNR has issued 'implementation guidelines.' The intent is for Ministry staff and municipalities to take an intermunicipal/watershed planning approach. Increasingly, MNR will be requiring environmental impact information prior to approval rather than as a condition.

Patricia Boeckner noted that all of the initiatives being circulated by the Ministry of Municipal Affairs are "guiding" documents, many of which support Ontario's economic recovery. Some of the initiatives include the Streamlining Guidelines, Growth and Settlement Policy Guidelines, Upper Tier Planning Guidelines, Provincial Guideline Directory and Planning Act Amendments. Several of these have already been released while others are still being developed. She reviewed the current initiative of hiring additional temporary staff and the core team approach to clear up the backlog of applications. The workshop wrapped-up with group comments, which have been transcribed and disseminated to the participating ministries.

UPCOMING EVENTS

The next event is scheduled for April 15 in Petersburg at the Blue Moon, the topic to be Economic Development. Planning for the

SWOD, AGM has begun, the site for 1993 is scenic Port Elgin, Bruce County at the Canadian Auto Workers (CAW) Family Education Centre. Plan ahead for September 10-12, 1993.

Bev Nicolson is a member of the SWD program committee. She is with the Township of Amabel.



COBALT - A LIVING EXAMPLE OF MINING ABUSE

*Abridged from an article by Arnie Hakela in the North Bay Nugget
Abridged by J. Celentano*

Editor's Note: This article is not about laying blame. This article should be seen as an example of the real-life practical issues facing single-industry communities on the decline.

Once know as Canada's Silver Capital, it supported a population of 35,000, complete with opera house and even a stock exchange.

But that was back in the 1920s when up to 100 mines were perched in and around the rocky basin where shafts and drifts chased silver veins in every conceivable direction.

Houses and other buildings went up as haphazardly as the mines, often on top of the silver veins which eventually were mined out, leaving a vast network of underground tunnels.

The inevitable happened - backyards and chunks of land simply disappeared overnight. They dropped down into the drifts. Houses were condemned and torn down.

And half a century later, in this town of 1,400, it's still happening.

In fact, governments dished out \$5.5 million (in 1992) for mine hazard abatement during a \$10 million water and sewer improvement project. It also meant an additional \$2 million on new roads and sidewalks.

Cobalt Mayor Roy Scott said mining interests became wealthy in cobalt and left nothing but problems behind.

"The morale has never been as low as it is now. Seven out of 10 people are being assisted in one way or another - welfare, unemployment insurance, pensions, social assistance of some type.

It would be nice to get some help from those mining people that cobalt got started in the first place."

At present, there are no working mines in the town. The last to close was Agnico - Eagle Mines Ltd. a few years ago.

SUDBURY WATERSHED PLAN COPS AWARD

Abridged from Winter 1992 issue of Waterfront World

The Regional Municipality of Sudbury, along with Moriama & Teshima Planners Ltd. of Toronto, was presented one of the 1992 Annual Awards of the Waterfront Centre of Washington, D.C. Their entry in the "Waterfront Plans" category was entitled *The Ramsey Lake & Watershed Community Improvement Plan*.

"The vision and strategy embodied in the wide-ranging plan was praised by juror O'Boyle. The Ramsey Lake & Watershed Plan embodies a 100-year vision for this part of northern Ontario Province.

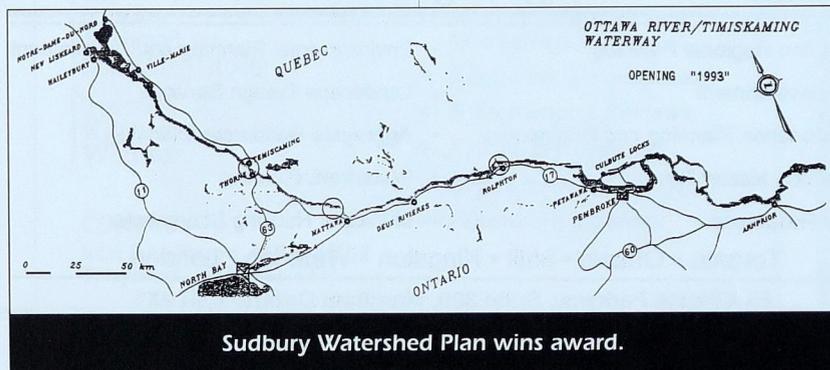
The plan takes an ecosystems approach. And while major emphasis is on the health of the lake and its entire hydrological system, there is also a plan for commerce, recreation, culture and public enjoyment. These will be built over time at a series of centers around the lake, a "chain" of features, all embodying public access.

The plan is an impressive document also in capturing and reflecting something of the culture of the area, its pride, its natural resources as well as noting its degradation. The City of Sudbury is a recognized leader in addressing environmental issues - it was recognized at the recent UN environmental summit at Rio de Janeiro.

The territory in which Lake Ramsey sits is rich in minerals - nickel is a major product. The mining industry, attendant railroads and erosion added up to a degraded natural resource, which in turn led the community to seek a long-range plan to restore its natural and commercial health.

Juror Hersh noted that while the Ramsey Lake & Watershed Plan was a 100-year environmental plan, it also incorporated and planned for commercial undertakings. In all of its recommendations, such as for the establishment of a Lake Ramsey Trust, since accomplished, public accessibility to the lake is a hallmark.

The plan document is eloquent in its language and its reach. It is also noteworthy for the community participatory planning



Sudbury Watershed Plan wins award.

employed in accomplishing its task – something the Waterfront Center believes in strongly.”

CENTURY-OLD WATERWAY DREAM NEARS COMPLETION

*Abridged from the Near North Fall/Winter
Guide and Articles by G. McCulloch in the
North Bay Nugget
Abridged by Jeff Celentano*

LAKE TEMISKAMING/OTTAWA RIVER WATERWAY

The Waterway Project began in the winter of 1988–1989 when a team of consultants evaluated the feasibility of creating a recreational boating waterway on the Ottawa river and Lake Temiskaming. The 260 km waterway is found to be feasible and beneficial. The development of this waterway was concluded to be practical and cost effective. The waterway which opens in 1993 will use trailers, four-wheel drive vehicles and existing roads to transport boats around three hydro-electric dams. The three dams involved are the Temiskaming dam near Temiskaming Quebec, the Otto Holden dam north of Mattawa and the Des Joachims dam near Rolphton Ontario.

The waterway is designed to handle boats which are up to 36 feet in length, this includes power boats as well as retractable keel sailboats. The waterway will be able to allow two vessels to be moved at each site at one time. It will also be developed and operated with virtually no negative environmental effects which is one of society's major concerns today. One other important benefit of the waterway is that it will introduce new boaters to the region every year.

The potential market of the new waterway is quite large with as many as 46,000 boaters being attracted to the waterway. The majority of the people are predicted to come from Ontario, Quebec and the United States. A total season of ninety-five navigable days annually is forecasted. During that time the peak season will be during the summer months however, it might also be very popular during the Spring and Fall for hunters and anglers.

There is an estimated number of 2,600 boats to cruise the waterway in 1993 growing to about 3,700 boats by 1998. This indicates an average growth rate of 9.2% annually. It is also estimated that these boats might carry 9,700 tourists by year five. The end result being that the waterway will have a strong positive effect not only on the water but on the communities located around the dams as well.

*Graphic courtesy of Almaguin-Nipissing
Travel Association.*



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STUDENT AFFAIRS

A SIGN OF THE TIMES

by Harold Madi

As students during these current economic conditions and upheaval in the planning field, we are faced with an uncertain future. No longer does our degree guarantee us a job, let alone employment in the planning profession. There are some who believe that simply fulfilling the required courses with a reasonable Grade Point Average is effort enough. On the other hand, some are quick to blame and question the adequacy and appropriateness of the education received. However, I would argue that in most cases it is a combination of the quality and relevance of the school's curriculum in addition to the attitudes and efforts of the students. Ultimately, the onus is on us as students, as individuals, to ensure that we graduate with a competitive advantage. Gaining further education outside the planning school's curriculum is but one

example of a means by which to expand our horizons and at the same time impress prospective employers.

Sobered by this reality, the Ryerson Association of Planning Students (RAPS) decided to take on a new role that involved taking education into their own hands. Recognizing that Conflict Resolution and Negotiation was one aspect of the planning field that was of increasing importance, yet virtually unaddressed, a workshop on this subject was organized by the students for the students.

Larry Sherman, possibly Ontario's foremost advocate of Conflict Resolution and Negotiation, was invited to speak at this RAPS hosted workshop held on the Ryerson campus on the evening of January 29. In addition to the lecture and case study groups, kits, food and refreshments were provided. A

subsidy from profits made through past successful social events in combination with a generous reduction in Mr. Sherman's usual fee, allowed the 65 Ryerson, Guelph and Queen's planning students to attend the five hour event for a mere \$15.

The favourable response from the participants was reason enough to begin planning for other workshops in the next school year. In this day and age with shrinking budgets, post secondary institutions are barely able to maintain, let alone expand, their curriculum. Such adaptive action on the part of keen students is necessary to ensure that their options are not limited. Until circumstances change, current conditions dictate that we as students must be conscious and aware of this reality, and make a more concerted effort to secure our future by taking such action.

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