

ONTARIO PLANNING JOURNAL

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COVER STORY

NIAGARA FALLS: MEET THE PEOPLE BEHIND THIS YEAR'S OPPI CONFERENCE

by Harry James

For a variety of reasons - some historical, others geographic, but always interesting - there are places in our province where the term "multi-jurisdictional" has special meaning, particularly to people involved in planning.

Take the City of Niagara.

In addition to the usual layers of Canadian local and regional government, planners must take account of the activities of their American counterparts. To make life interesting, there is also the work of agencies such as the International Joint Commission, the Niagara Bridge Commission, the Niagara Parks Commission, not to mention issues related to the St Lawrence Seaway Authority (Welland Canal), Niagara Escarpment, Bruce Trail and a host of other special purpose economic and environmental initiatives.

As a result, the enthusiasm and expertise available in Niagara for creative problem-solving is probably enhanced in direct proportion to the complexity of the jurisdictional environment. (Editor's Note: No scientific proof yet available.)

Which helps explain why the agenda of the Fourth Annual OPPI Conference being hosted by the City of Niagara Falls this October is so diverse and challenging.

According to Doug Darbyson, this year's Conference Chairman, the intent of the organizing committee has been to put together a rich palette of material ranging from skills development to debates on key issues facing the profession.

Doug's colleague, Alex Herlovitch, who has been heavily involved with logistics for the conference, suggests that visitors to his city will have the opportunity to see first hand how Niagara Falls is responding to unique environmental and economic challenges. "Our

economy is dominated by tourism, and the industrial base is constantly changing. The challenge is to find ways of broadening the base by capturing more tourist dollars. This means finding ways to extend the length of visits and capitalize on our resources year-round. "When reviewing proposals," says Herlovitch, "the dilemma is to decide whose interests you serve."

According to Herlovitch, planners in the Niagara area must still respond to the needs of 75,000 residents. Wherever possible, ways must be found to reduce the impact of mass visitation on the local community. Niagara, after all, is one of the world's premier natural attractions. Diversification of the economy is a priority, which the impending closure of

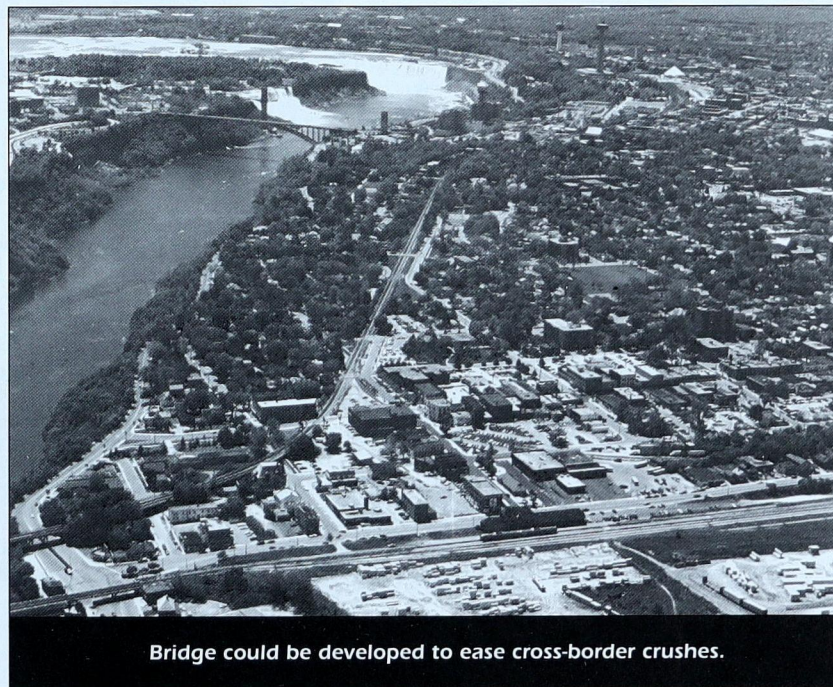
the GM plant underlines in no uncertain terms. The closure is already having substantial direct and indirect impacts. Although the relocation of provincial ministries to the area is welcomed, efforts to soften the blow continue. Land adjacent to the City Hall has been purchased for the proposed Culture, Tourism and Recreation office building, which nicely complements policies in the official plan that call for a comprehensive civic centre to be developed in the downtown. Meanwhile, with a substantial supply of

land available for new development, and an attractive range of affordable housing, local planners are counting on being able to sell Niagara Falls to companies looking for good connections with the U.S. and an attractive quality of life for employees in order to sustain growth. Among the possible transportation projects that might be developed in the near future is a new bridge to the U.S., to be paid for by tolls. There are also wild project proposals for theme parks by mystical entities to deal with.

The theme of "Frontline Planning - Getting Results" is appropriate for Niagara. The variety of issues being dealt with through mobile workshops attests to that - everything from heritage to retirement communities and the thoroughly enjoyable economy of wine-

growing. Banquets, the Max Bacon Fun Run (rumour has it that Max will run in a barrel) and exciting keynote speakers. The Niagara organizers - Judy Pibach and Tom Smart (Miller O'Dell), Ken Forgeron and Vince Goldsworthy (Region of Niagara), Alex Herlovitch and Bob Bolibruck (City of Niagara Falls), Paul Chapman (Arcturus Environmental), Ricky Brady (P&R), with Les Fincham (MMA) and Patrick McNeill - have issued a warm invitation to come to Niagara and meet with your fellow members. Doug has promised to greet everyone of you.

Hold him to it - and enjoy!



Bridge could be developed to ease cross-border crushes.

ARE PLANNING DEPARTMENTS USEFUL?

by Jane Jacobs

Consider the following environmental initiatives:

- Toronto Main Streets intensification;
- The Toronto Waterfront study's proposals that emphasize attention to ecology as well as to human use;
- New Planning for Ontario guidelines [final report released June 1993];
- Guidelines and supporting study for the Reurbanization of Metro Toronto;
- Retention and extension of streetcar transit in Toronto;
- Infill assisted housing in Toronto, instead of large low-income projects;
- The St. Lawrence downtown neighbourhood, with its mixed incomes, mixed uses, mixture of new and rehabilitated structures, and mixed building by non-profit co-operatives, private developers, and the city;
- The Better Transportation Coalition for making alternatives to automobile use practical;
- The shift away from city expressway planning;
- The rethinking, redesign, and additions to the grounds of troubled Metro low-income projects to make them safer and more convenient for residents and to tie them into the city fabric instead of isolating them from the surrounding city.

To these could be added others, such as the Metropolitan Toronto Waterfront Coalition and predecessor movements based in the Toronto Islands that aim to preserve an islands community, retain the Nature school in conjunction with the school for island children, and guard the car-free island environment.

Not one of these forward-looking and

important policies and ideas—not ONE—was the intellectual product of an official planning department, whether in Toronto, Metro, or the province. To wit:

The Main Streets intensification idea was the product of Richard Gilbert's thinking (at the time an elected Metro council member, now president of the Canadian Urban Institute), not that of planning staff.

The Waterfront study and the shape it has taken come from David Crombie, former mayor of Toronto and now a crown commissioner. He is not from a planning department nor is he a planner.

The New Planning for Ontario study was undertaken by John Sewell, another former Toronto mayor and director of a crown commission. It is not the intellectual product of the province's planning office, nor of any other planning department.

The guidelines and study for the Reurbanization of Metro Toronto, an extraordinary and excellent achievement which has won a number of international planning prizes, was published by the Metro Planning department, but it is the intellectual and technical product of a private planning firm, Berridge Lewinberg Greenberg, to whom the work was contracted, not planning department staff.

The policy and specifics of retaining streetcars did not come out of any planning department. Toronto almost lost this energy-saving form of transit. The policy and its back-up research were the products of a group of citizens led by Steve Munro, who is not an official of any sort. Again, it was not the work of planners.

The policy of infill assisted housing instead of low-income large projects did not emerge from a planning department, but was the product of a coalition of concerned citizens, led by John Sewell, then an elected Toronto council member, assisted by other council members at the time, such as William

Kilbourn. The architectural and technical practicality of the policy was demonstrated and led by private architect Jack Diamond. The interfering red tape was cut by then-mayor David Crombie and his housing com-

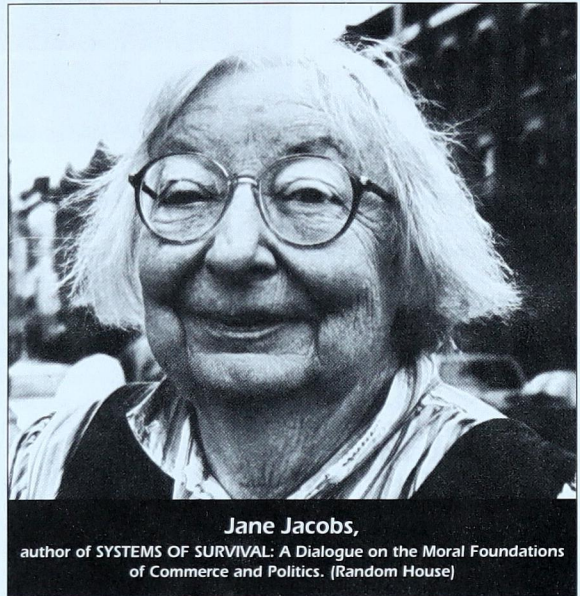


Photo by: Jonathan Karp

Jane Jacobs,
author of *SYSTEMS OF SURVIVAL: A Dialogue on the Moral Foundations of Commerce and Politics*. (Random House)

missioner, Michael Dennis. The city planning department played no intellectual or policy role; the provincial planning and housing office was a disbeliever and naysayer, as was the Canada Mortgage and Housing Corporation.

The St. Lawrence downtown neighbourhood was an outgrowth of infill housing, based on extending the city fabric instead of creating an isolated project, as had previously been projected. The same people who had made infill housing practicable were involved, along with others who had learned from work in infill housing techniques and design. For example, Alan Littlewood, an architect, not a member of planning department staff, was a leading planner of the neighbourhood.

The rethinking of what to do with troubled low-income projects was undertaken by John Sewell during his brief tenure as the province's commissioner of Metro housing projects. He formed his policies, not from what planners or planning departments could tell him, but from what residents, police, and social workers imparted from their first-hand

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knowledge, and from the design and technical expertise of architects in private practice, notably Jack Diamond and Alan Littlewood. The replanning of several different project grounds was already far advanced when provincial political opponents of Sewell succeeded in having him fired. Although that is now widely recognized as having been a political mistake and a social disaster, no planning department has taken advantage of what had been done and carried it further.

The shift away from city expressway building, the Better Transportation Coalition, and its offshoots and components, such as the cycling programs, the environmental transportation studies and plans, and the Waterfront Coalition and other Toronto Islands efforts, are all citizen movements, not the creatures of planning departments.

What can we conclude from a history like this, stretching back 20 years, with no apparent signs of change?

First of all, our official planning depart-

ments seem to be brain-dead in the sense that we cannot depend on them in any way, shape, or form for providing intellectual leadership in addressing urgent problems involving the physical future of the city.

Second, when others do take that intellectual and technical leadership, can we depend on our planning departments to use their presumed expertise to further constructive programs, to cut red tape that serves no purpose other than obstruction, to clear away practices that have become obsolete, and, in sum, to get things moving? Can they even arrange demonstrations of new initiatives? Alas, no. For whatever reason, to entrust a new, forward-looking program to any one of our planning departments for demonstration or implementation is to consign it to ineffectuality and limbo.

What use are these elaborate and expensive bureaucracies, then, with their well-paid and well-credentialed professionals?

We must conclude, I think, that they are

irrelevant and overblown relics from a past long gone. Their main relevance to the body politic today is that they soak up tax money without pulling their weight, and indirectly soak up university funding to train people for little or no productive purpose in society.

We citizens have to face the fact that unless intellectually lively non-planners who love this city and this province — and are people-aware and environment-aware—don't make enormous efforts, nobody is going to make them. Nor is anybody going to see improvements put into practice and made into reality unless concerned groups like you, the Better Transportation Coalition, push and push and push. God bless you. Toronto can't do without you.

This article is based on notes for a speech given by Ms Jacobs at the founding meeting of the Better Transportation Coalition on April 3, 1993.

ON THE WATERFRONT

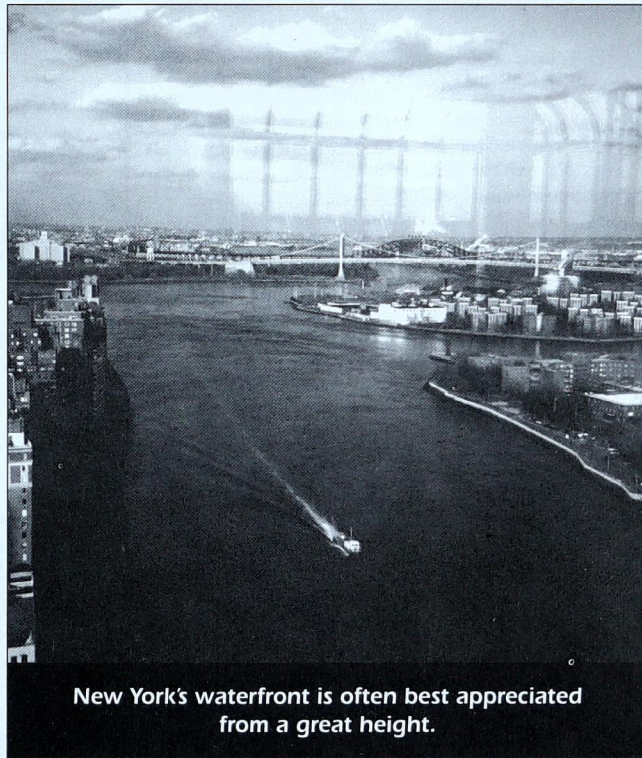
WATERFRONT PLANNING AND DEVELOPMENT GUIDELINES

NEW YORK CITY EXPERIENCE FROM A CANADIAN PERSPECTIVE, PART I

By David Harrold

Most people - upon arriving at one of the great cities of the world - head instinctively to either the central town square, the main esplanade or the famous museum. My personal preference is to discover the delights of a city by seeking out the waterfront. Waterfronts nurture the soul and history of a locale. They provide instant clues to civic, social and business sensibilities by the manner in which the city landscape marries with the water's edge. Does the city—its public buildings, squares and boulevards—embrace the water's edge or shun it?

Think of some of the great cities of the world that relate to rivers or the ocean. The Seine scenery captures the romantic hearts of Paris in the way it sinuously and unhurriedly makes its way through a city of stately buildings and squares which



New York's waterfront is often best appreciated from a great height.

often have the best vantage point from the water. Helsinki opens its civic heart to the Baltic at the water's edge with its focus of public life in the market, the terminus of the main pedestrian promenade and the Presidential Palace. Copenhagen, on the other hand, seems to function just fine without due homage to its waterfront with the one exception of the delightful surprise of a mermaid to greet the mariner.

With the above in mind, it was most instructive to arrive last year in New York city for a mid-career sabbatical of studies at the Columbia Graduate School of Architecture and Planning. Manhattan is a sliver of land about three kilometers wide and 20 kilometres long defined completely by water. The island has a population about equal to Metro Toronto and a landscape which surprisingly varies from hard edge urban to rolling hills. True to form, I immediately set out to discover the waterfront (or, at least, those areas not requiring a Doberman as hiking companion).

The great enigma of Manhattan is that though completely ringed by water, the public for the most part is denied access. This is not to say that there are not parts of the waterfront to be enjoyed in isolation. Two little known tourist treats in New York relate to the waterfront—the Brooklyn Bridge pedestrian walkway and the Brooklyn Heights terrace. South Street Seaport is a delight though somewhat sanitized and candy coated for the locale. Gracie Mansion with its abutting pedestrian promenade along the East River and Riverside Park, a historic linear park along the Hudson River, both provide pleasant diversions from the city centre. All of these, however, remain isolated examples having no elements of continuity and being poorly connected to the active areas of the city. A good example of the latter is the limited portion of Riverside Park which actually touches the riverfront. Several determined tries were required to find an access point to the edge of the river—a nondescript walkway which traverses an expressway, weaves down a level through a circular amphitheatre colonized by the homeless in a subdivision of

cardboard huts, then finally cuts diagonally across to an aging marina occupied by squatter boat tenants on yet another rent strike. A not atypical Manhattan landscape.

This is the result of a long history of events that would take an entire volume to due justice. As in many east coast cities, New York has seen historical patterns of development oriented to port uses which have become obsolete in the post-war era. The result has been pressure for change towards a more economic use of the water's edge. The development community was one of the first to capitalize on this opportunity with a plethora of mega scale concepts throughout the 1980s not only in Manhattan but also in the boroughs of Queen's and Brooklyn. Think of Metro Centre in Toronto multiplied several times over across the landscape. Almost invariably, these redevelopment schemes demonstrated little sensibility to adjacent communities, natural resources or the geographic context of the sites. The result was the energy for rejuvenation getting lost in a quagmire of citizen opposition.

Neighbourhood associations seemed to

have lost faith in the process with the belief that many public officials were de-emphasizing long range planning efforts in the hype and momentum of a decade-long development boom. Sound familiar? Concurrent with the above, citizen and interest groups were identifying the waterfront for new opportunities for public access and recreation.

My interest in this process, using New York as the laboratory, was to define a set of ground rules (i.e., in the form of guidelines) for the planning and development of waterfront areas. I was looking for a "handbook" which would provide a checklist of priorities for planning the reawakened resource of the waterfront. Concurrent with my thesis work related to the above at the university, the N.Y. Waterfront Committee of the American Planning Association (APA) had begun a process of defining specific guidelines for the review of waterfront development and planning initiatives. Through a professor at Columbia, Paul Buckhurst, I became a part of that Committee functioning as editor, illustrator and part-narrator of the guidelines package. The process had involved input at a public forum and occurred in concert with, but independent of, a similar process by the City Planning Commission. My involvement with the Committee was a genuine delight and instructive in the process of defining a set of comprehensive guidelines as a point of dialogue among divergent interests.

Part II of the article will discuss the goals of the guidelines, the guidelines themselves and what can be learned from the process.

David Harrold has an extensive background in planning and urban design and recently took a sabbatical from professional work to undertake graduate studies at Columbia University Graduate School of Architecture and Planning in New York. He has recently joined the City of Mississauga as urban designer.

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In this issue, several writers challenge us to think long and hard about subjects dear to our heart - our personal career goals and our collective performance as a profession.

In "Notebook", Tony Usher takes up where he left off in the previous issue, discussing the social contract and its possible effect on OPPI members. As he correctly points out, our collective need to acquire new skills has a special urgency today. Yet, ironically, the financial resources to provide

professional development have been cut to the bone, if not eliminated altogether. While this is true in the public sector, which is directly affected by the social contract negotiations, many private firms have been working a reduced work week for some time. If we find ourselves with unexpected days off, he suggests, we should think about devoting the time to professional development (or volunteer for the Institute!).

Then, directly below this space, you will find a letter to the editor taking issue with Tony's characterization (in the previous issue) of the social contract (etc.) as "draconian". Perhaps there is a benefit to be gained from the cut-backs if the provincial bureaucracy is repackaged in a way that better fits our future needs, writes Nigel Richardson.

In both cases, the point seems to be that if we are thoughtful and resourceful, some good can come of these tough times. In "Other Voices", Bob Verdun, a writer with first-hand knowledge of the effect that scattered development can have on the fragile tax-base of communities in the rural-urban fringe, complains that planning has been inconsistent, expedient and ineffective. He calls for an improved process. But, of course, this will be useless without better planning.

**IS THE PLANNING
POT HALF FULL
OR HALF EMPTY?
YOU DECIDE.**

Our Opinion columnist - Jane Jacobs - echoes a point hinted at by Nigel Richardson, namely that there may be people holding down jobs in planning departments who perhaps do not deserve them. In fact, she suggests, government planners compound the problem by getting in the way of ordinary citizens and other professionals with fresh ideas.

While Ms Jacobs' criticisms are harsh, and no doubt hurtful to some, no self-respecting planner - whether public or private - can afford to ignore

a "wake up call" by someone as widely respected as Jane Jacobs. Nor should planners outside the geographic net cast by Ms Jacobs think that they are blameless because her examples are mostly local to Toronto. Is there perhaps more than a germ of truth to her claim that "official planning departments are brain dead"?

Clearly, the case to be made is not a black and white situation. It rarely is.

While it is tempting to set the record straight when we have particular knowledge of an issue, perhaps we should focus on Ms Jacobs' general thesis - and concentrate on ways of making our planning - be it official or otherwise - more useful.

•••

Depending on your point of view, the articles in this issue might strike a chord, inspire you or simply make you angry. Whatever your reaction, don't keep it to yourself. Fax or write to the Journal immediately.

Glenn Miller, Editor
(The OPPI FAX number is 483 8370)

LETTERS

SOCIAL CONTRACT MAY HAVE SILVER LINING

Seldom do I feel any need or inclination to challenge the views of my friend, colleague and President, Tony Usher. But I believe his comments (OPPI Notebook, Vol.8 No.3) on the upheaval currently taking place in the public sector in the name of expenditure control, "social contract" - and so forth - call for at least some qualification.

Yes, "draconian expenditure cuts" and drastic reorganizations (labelled with a new set of euphemisms) are certainly taking place: no-one who has any dealings with any level of government can be in any doubt about that. And it isn't hard to find cases where these cuts and reorganizations seem irrational and even destructive.

But there is another side to the picture. Anyone who had any dealings with Ottawa or Queen's Park in those far-off, happy pre-recession days is also aware of unneeded, of over-staffed programs, inter-agency, inter-departmental and even intra-departmental duplication and turf wars, of bureaus that "just grewed" and somehow never got pruned. If the present mayhem eventually produces

leaner, more efficient government agencies that focus clearly on well-defined tasks, I will regard it as well worth while: a view shared by at least some of the people who are at present wondering if they themselves will survive the storm.

Admittedly, I see little reason to believe that this will be the outcome in Ottawa, where the chopping and juggling seem primarily politically motivated. But there is

some evidence that, just possibly, things might turn out rather better at Queen's Park, and that we could actually find ourselves with a provincial government system more suited to the 21st century than to the 19th.

That's a prospect planners ought to welcome even more heartily than most other people.

Nigel H. Richardson, MCIP



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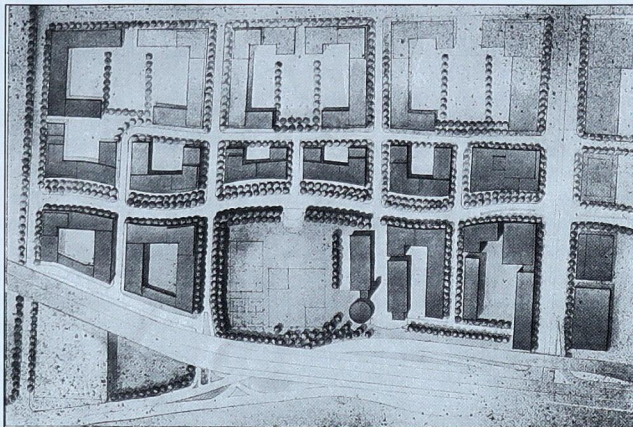
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This underlying philosophy has assisted Markson and his associates to earn several honours recently, including: the top prize in the Residential Project section of the 1993 Toronto Masonry Project Design Award Competition for a Seniors Apartments Project, 11 Coatsworth Crescent, Toronto; the City of Toronto Access Award for design

of a "barrier free" renovation and addition of a community and health centre incorporating the church and manse of Davenport-Perth United Church; a 25-Year Residential Design Award from the Ontario Association of Architects and the Canadian House and Home Magazine for a private residence built in 1960 that represents timeless design quality; the 1990 OPPI award, Workshop or Open House Category, for a Bathurst/Spadina Neighbourhood Design Workshop, and a City of Toronto Urban Design Award for the Market Square Complex, a mixed-use condominium building next to the city's



Aerial View of Site Plan for Bathurst Spadina Neighbourhood in Toronto's Railway Lands. The project received an OPPI award in 1990.

St. Lawrence Market.

Jerome Markson Architects Inc., is a Toronto firm specializing in architecture, urban design and planning. More information on these awards is available by calling (416) 920-3131.

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R. CAVE & ASSOCIATES HELPING TO DETERMINE VIABILITY OF RECYCLING IN HIGHRISE APARTMENTS

A new technology called the HRS system that automatically segregates recyclable materials from garbage in highrise apartments has been installed in five multi-storey buildings throughout Toronto.

Conventional recycling in highrises requires residents to bring glass, cans, plastic, and newspapers to a central depot, usually in

the basement of the building, sometimes on particular days only. The new method allows residents to recycle at any time, using the garbage chute nearest their unit. The HRS system, developed by Recycltech Ltd., is being investigated by R. Cave and Associates in a study partly funded by the Ontario Ministry of the Environment.

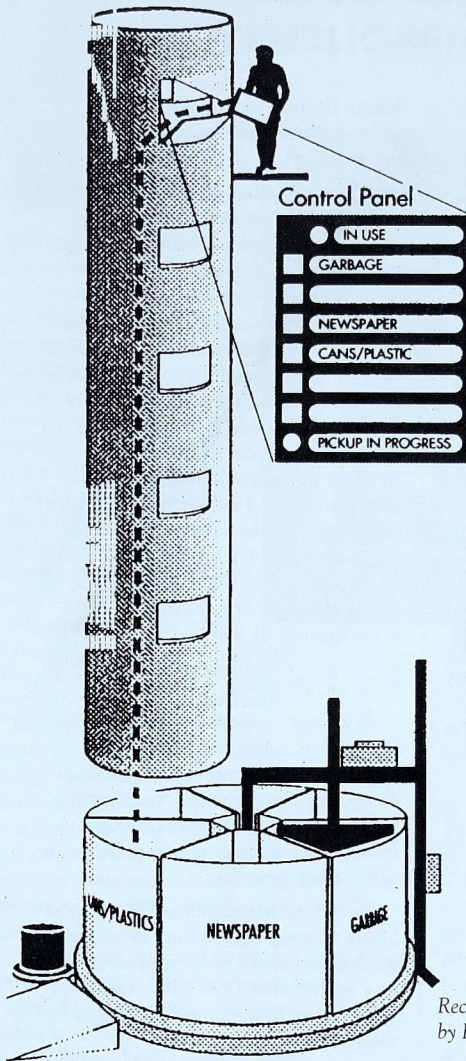
In the garbage chute room on each floor a

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control panel has been installed; residents push a button corresponding to the type of waste they are going to put down the chute: newspapers, cans and plastic, or other garbage. The panel operates a turntable in the basement, by moving a particular bin into position to receive the items put down the chute. Glass, which might shatter dangerously on its way down the chute, is put in a blue box in the garbage chute room for pickup by maintenance staff.

The HRS system promises to increase the amount of recyclable materials diverted from regular garbage disposal in highrises by making the process easier and more convenient for residents. The system is also flexible enough to accommodate additional types of recoverable materials, such as food wastes.

Recycltech has planned two more installations for 1993 and is working with R. Cave on a pilot project to handle wet food wastes. For more information on the HRS technology, please call Kevin Towers at Recycltech at 667-7510.

R. Cave & Associates has recently been expanding its services to cover the full spectrum of environmental planning. Areas of expertise now include land use, transportation, environmental assessment and social impact assessment.

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RONALD MASLIN

Jane Maslin has informed OPPI that Ronald Maslin died suddenly in February. Born in England, Ronald studied planning at the University of Toronto, gaining his Diploma in Town and Regional Planning in 1960. After progressively more responsible positions in Alberta, Ron was appointed as Coordinator of Planning for National Parks and initiated several of the early national park master plans. Between 1974-7, he was Director of Agreements for Recreation and Conservation, which led to innovative management initiatives that influenced the Mackenzie Grease Trail, the Red River Corridor and the Heritage Rivers System and canals. More recently, Ronald was Acting Director of the Natural Resources Branch of Parks Canada.

To commemorate his many accomplishments, his colleagues arranged to have the National Parks Boardroom (HQ) dedicated in his memory. It is now officially called the Maslin Room. The dedication reads:

This room is dedicated to the memory of Ron Maslin for his contribution to the protection and promotion of Canada's natural and cultural heritage.

Also permanently housed in the boardroom is the National Parks Centennial Collection of watercolour prints which depict scenes from national parks across the nation.

(Thanks to Brian Weller for providing this information.)



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ENERGY BALANCE AUDIT SHOWS PROMISE

by Kevin Loughborough

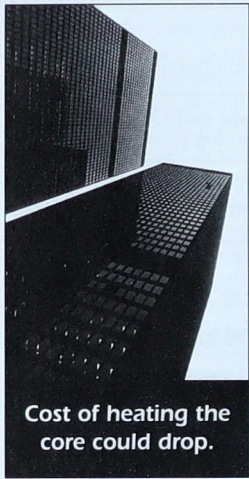


recently completed "energy balance" audit of Metro Toronto suggests that CO₂ emissions in the area could be reduced by up to 20% if energy that is currently wasted could be re-used to provide heat and hot water to buildings in Metro.

The audit of CO₂ emissions from the residential, commercial, industrial and transportation sectors of the Metropolitan area was undertaken by the Metro Works Department in cooperation with other departments. It showed the quantity and types of energy imported, the quantity of energy converted for useful applications and the quantity

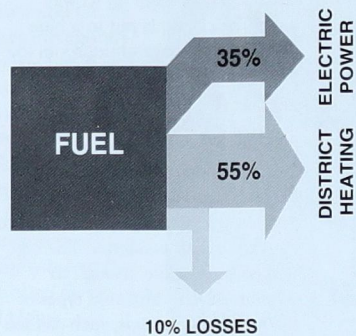
of energy byproduct not used (which is currently wasted).

The byproduct is in the form of heat. The main sources of the heat byproduct are electricity generation from fossil fuels, industrial processes and the internal combustion engine. It was found that the heat byproduct of the electricity used in the Metro area is equiva-

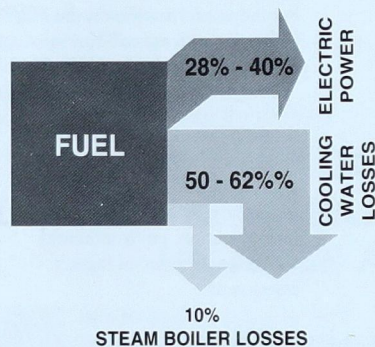


Cost of heating the core could drop.

COMBINED HEAT AND ELECTRICAL POWER



THERMAL POWER PLANT WITH CONDENSATION OPERATION



Before and After. How District Heating scheme Could Shift the Balance of Power in Metro

lent to the heat produced in separate space and water heating systems in buildings.

A piped distribution system would be required to link sources of surplus heat byproduct with users of heat. Encouraged by the findings of the energy balance audit, Metro Toronto Council has now authorized an investigation to determine the potential for district energy system or systems which would transport heat energy from sources to users. One benefit of such a system would be a reduction in the CO₂ emissions from the Metropolitan area by about 20 percent of the 1988 total of approximately 5.4 million tonnes. Such a system would reduce the duplication in the production of heat energy in the community. The retail value of this amount of duplicate heat energy is estimated to be approximately \$1.4 billion, suggesting that a large scale district heating scheme might be financially viable.

Another consideration is that much of the raw fuel used to produce heat is imported from outside Metro. A district energy distribution system would recycle heat energy produced in the community, thereby keeping more energy dollars within the local economy.

The initial Metropolitan Toronto area District Energy Opportunity Investigation is scheduled to report on preliminary findings by the fall of 1993. The Journal will keep readers informed of progress on this issue.

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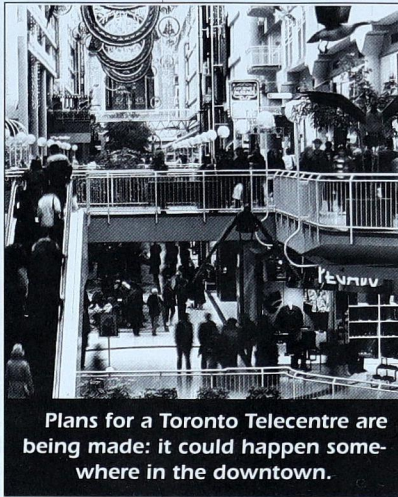
PLANS FOR A TORONTO TELECENTRE: A PUBLIC-PRIVATE VENTURE IN THE MAKING

By John Jung

As with any planning initiative, it is imperative to anticipate future trends and develop a vision for the future that makes good use of existing physical and human resources. Communities that extensively employ advanced communication and information systems will be able to compete more effectively in the global marketplace. This is the central theme of the vision that a number of interested parties are developing for Toronto.

In part one of this article, I suggested that implementation methods for the selected vision should suit the local circumstances. In the case of Toronto, the "Telecentre" concept is based on Toronto's position as Canada's centre of finance, and as a significant centre for the communication arts, education and many forms of applied research, including the fields of medicine and information technology. Together with its entertainment and cultural focus, Toronto has all the ingredients to develop as an "intelligent city".

Much basic information infrastructure is already in place: Telesat's teleport and Teleglobe Canada's overseas network provide reliable and secure satellite services at competitive rates. Bell Canada, Rogers Communications and Unitel, in cooperation with the Metro government, have been laying fibre optic and coaxial cable throughout the GTA for a number of years. Rogers and IBM are now operating an experimental, gigabit-capacity data network. Bell Canada is about to launch one of the largest toll-free, 100% digital networks in North America. The GTA is the hub of the world's most extensive cellular telephone systems and telecommunications ranks as one of the top five revenue producers in manufacturing. Annual telephone revenues exceed \$15 billion, while manufactured products account for another \$6 billion. The GTA is home to several hundred telecommunication companies, and this sector has been of the fastest-growing sources of



Plans for a Toronto Telecentre are being made: it could happen somewhere in the downtown.

employment for almost a decade. edge, helping business to educate potential users.

To accomplish this goal, the Telecentre will need a physical base.

Housed somewhere in the downtown, but highly visible and accessible, the Telecentre could provide users with shared use of expensive facilities such as teleconferencing and "distance learning" studios, offering companies and institutions of all sizes an incubator-type environment. The natural synergy resulting from a downtown location would foster a powerful combination of applied business, entertainment and related activities. Discussions likely to lead to new real estate and technological

The Toronto Telecentre concept is envisioned as a true public-private joint venture, aimed at integrating and coordinating the marketing of these advantages in the global marketplace. Rather than building redundant systems, the

Telecentre would function as a gateway for knowl-

investments in the downtown are currently taking place, encouraged by support from Metro, the City of Toronto and the Province. The recent Canadian Urban Institute conference held in Toronto (see previous issue of the Journal) provided many tangible examples of applications and innovation. Building on the excellent reception at that conference regarding the potential of telecommunications, a group of public and private individuals is currently working hard to bring The World Teleport General Assembly to Toronto in 1995. In our own profession, response to the previous series of articles in the Journal (Vol 7, Nos 1 and 2) on telecommunications was significant. Requests for more data came to me from all over Canada and the U.S.

Significantly, the Provincial government launched its Telecommunications Strategy earlier this year, presenting a long-term vision and action plan, complete with funding for a variety of initiatives. This strategy also recog-



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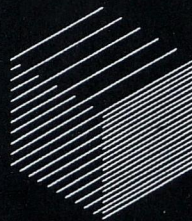
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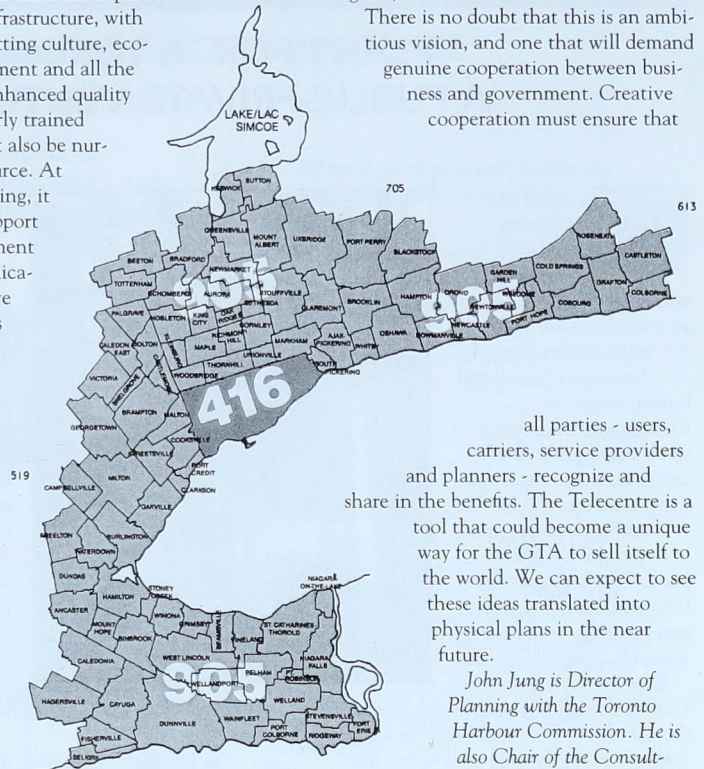
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nizes telecommunications as part of our essential infrastructure, with spin-offs benefitting culture, economic development and all the factors for an enhanced quality of life. A properly trained work force must also be nurtured as a resource. At the time of writing, it appears that support and encouragement for telecommunications will survive budget cutbacks at Queens Park. Most important, there is tangible evidence of private sector interest in translating technological promise into reality. The Sector Partnership and jobsOntario (Ontario Network Infrastructure



Bell Canada's new GTA calling area.

Program) funds are there to be used.

There is no doubt that this is an ambitious vision, and one that will demand genuine cooperation between business and government. Creative cooperation must ensure that

all parties - users, carriers, service providers and planners - recognize and share in the benefits. The Telecentre is a tool that could become a unique way for the GTA to sell itself to the world. We can expect to see these ideas translated into physical plans in the near future.

John Jung is Director of Planning with the Toronto Harbour Commission. He is also Chair of the Consultancy Committee and Director of the World Teleport Association, based in New York City. John's committee recently returned from a highly praised journey to Brazil, where Association members provided advice to decision-makers on developing telecommunications applications.

Miller O'Dell

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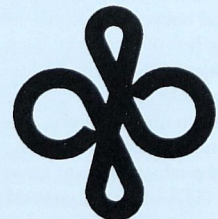
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OPPI Notebook

A BI-MONTHLY ROUNDUP OF OPPI COUNCIL NEWS AND ACTION

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UNPRECEDENTED OPPORTUNITIES FOR OPPI TO MARKET LOW-COST, HIGH VALUE PROFESSIONAL DEVELOPMENT

In the last Notebook, I asked whether the sky is falling on professional planners. The sky's still up there, but we're all feeling the chill winds and heavy rains of those twin storm systems, "expenditure control" and "social contract". But as I noted, there are opportunities for planners and for OPPI within this turbulence. Let's take a closer look.

Our public sector members will soon be getting used to "Rae days" off without pay. Once someone has figured out how to administer this new benefit, and the financial pain has settled down to a dull ache, you'll have to figure out what you're going to do with your days off. Some of you will want to paint the spare bedroom. Others will want to consider using these days for professional development, particularly when we're all looking for additional skills to help us get through this period of retrenchment and transformation.

OPPI is currently preparing a position paper on professional development. We hope to significantly expand our offerings at the province-wide level (currently limited to our annual conference and "The Planner at the OMB"), with new offerings beginning in 1994. Conventional wisdom is that our timing stinks. Another view would be that the high cost of many existing training and development programs, the increasing need we all have for retraining, and the advent of "Rae days" will combine to provide unprecedented opportunities for OPPI to market low-cost, high value professional development, which we can target to your needs as no other organization can.

Two weeks of enforced free time may also provide you with an opportunity to con-

tribute more to OPPI generally. As a volunteer-driven organization, OPPI would then be able to deliver more programs and services to you and other members. Think about it.

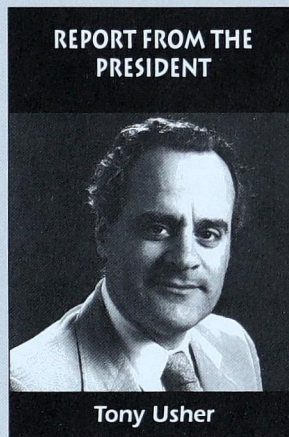
The recommendations of the Commission on Planning and Development Reform, if implemented, could significantly enhance the profile and prestige of professional planners. The Commission's own thoroughness, thoughtfulness, and sincerity - not to mention the very effective participation of OPPI, the Regional Planning Commissioners, and the County Planners in its work -

has already done much for planners' credibility. Your Council believes that the Province's apparent openness to the Commission's reform package presents an excellent strategic opportunity for planners and OPPI. We'll be doing our best to take advantage of it.

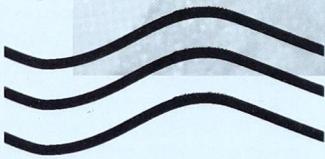
As you know from my recent letter to you, there have been some positive developments on our Private Bill, and we are now negotiating with the Ministry of Municipal Affairs how the Bill might be redrafted to our mutual satisfaction. That this important opportunity for planners is being revived now may not be coincidence.

In times of chaos, there is opportunity for those who can analyze and synthesize. In times of constraint, there is opportunity for those who are dedicated to using society's resources more efficiently and responsibly. In times of mistrust, there is opportunity for those who are committed to the primacy of the public interest and who seek to address conflict openly and directly. Aren't these times our times? Aren't these opportunities our opportunities?

REPORT FROM THE PRESIDENT



Tony Usher



FRONTLINE PLANNING: GETTING RESULTS



1993

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NPO UPDATE: CRANK UP THE LOBBYING

The final report of the Commission on Planning and Development Reform in Ontario (a.k.a. "The Sewell Commission") was released on 21 June '93. The news conference held on that day was uneventful, belying the significance of the Commission's recommendations. In their respective "media bites", the Commissioners argued that the recommendations contained in the Final Report would serve to clarify and streamline the business of planning in Ontario.

The Commissioners pulled no punches about the challenge in getting new legislation through the province. Regrettably, the Commissioners' considerable energy will no longer be directly applied to expediting approval of new legislation after 31 Aug, '93.

OPPI's NPO Task Force is already hard at work in crafting a brief to the Minister of Municipal Affairs on the Final Report. This final brief will be vetted by OPPI Council before being forwarded to the Minister and, of course, the OPPI membership. The Task Force met on 26 July '93 in Toronto to review the positions to be advanced to the Minister sometime in the late summer or early fall. Without pre-judging the outcome of this

final brief to the Minister, the Task Force is generally supportive of the recommendations contained in the Final Report. The Task Force's chief concerns centre on the recommendations not proposing to do more in terms of streamlining the planning process as well as ensuring that new legislation is implemented in a timely fashion.

Dialogue has continued and will continue with the Ministry of Municipal Affairs staff. Of particular concern to OPPI's NPO Task Force is the priority Ministry staff is giving to: further consultation on the proposed policy statements/implementation guidelines, strategic planning and reducing the Ministry's involvement in development approvals.

Following the preparation of OPPI's NPO Task Force brief to the Minister, the Task Force will be collapsed into OPPI's Public Policy Committee. I would like to publicly thank all Task Force members for contributing so much of their time to what is OPPI's first major lobbying initiative. Best wishes to the Public Policy Committee in advancing OPPI's position as the final legislation for the new Planning Act takes shape.

Andrew Hope



OPPI's NPO Task Force at work.



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DEVELOPMENT SHOULD BE KEPT INSIDE URBAN MUNICIPALITIES

by Bob Verdun

Far too much development occurs in townships because it appears to be less costly, but such development is not cheap at all when the total public interest cost is tallied.

Most problems arise in the counties without regional government. Without provincial control on inappropriate urban development, township councils yield to the greedy designs of landowners seeking to make quick profits by severing and subdividing lots.

One of the worst examples is threatening the scenic and ecologically-sensitive areas around Elora and Fergus, where the pro-growth townships of Nichol and Pilkington have become more urban than rural, in terms of population. These two townships have little sense of identity

or community as most of their urban residents think of themselves as part of Elora or Fergus, but pay township taxes.

The common procedure in those townships was to develop subdivisions on the urban fringe—with the absolute minimum investment possible in services. The townships encouraged the development and took the tax revenues as long as the problems were cheap to deal with, and ultimately expected Elora or Fergus to annex and fix the real problem areas. The urban municipalities' council and property owners were eventually stuck with paying for the bad planning of the townships. As a result of pressure from environmentally-aware citizens, this process is finally starting to change.

A clear definition of township should be established and enforced to avoid urban development problems. A township should be:

- a rural municipality where agriculture is the predominant economic activity;
- where housing for people who are not connected with agriculture should be discouraged; and
- where any urban development that is not remotely related to job-generating activity should be vigorously discouraged.

Development in the townships appears to be less costly, but in many cases, the only saving is the result of delaying the inevitable.

PROVINCIAL NEWS

NEW COMMUNITY ECONOMIC DEVELOPMENT ACT RECOGNIZES THE STRONG ROLE COMMUNITIES PLAY IN THE ECONOMY.

The Province's new Community Economic Development Act (CED) is an essential part of the government's plan to put Ontario back to work, said Municipal Affairs Minister Ed Philip when he introduced the Act to the Ontario Legislature on June 2, 1993. The new Act will give communities the power to raise their own investment capital, forge new grassroots economic partnerships, and lay the foundations for long-term, locally based economic growth.

As the Act makes clear, "community" is not necessarily defined solely on a geographic basis. People in a town or village can carry out community economic development activities, but so too can an ethnic organization, a neighbourhood, a cooperative association, or any other group of people facing a common economic challenge.

The new approach to local eco-

nomc development is important, since it's becoming increasingly clear that traditional "top-down" economic development—recruiting big industry from outside the community, population growth, and building new subdivisions—can no longer solve all Ontario's economic problems.

Instead, there's a growing recognition that future economic growth can also be built from the "bottom-up," on a base of diversified, small and dynamic local businesses, supporting and sustaining each other, and relying on local strengths and local entrepreneurial spirit.

Community economic development is already happening, across Ontario—in cities such as Port Colborne, Windsor, Ottawa, Cambridge, and Toronto; in small towns like Ignace and Atikokan in the northwest; and in tiny hamlets like Elk Lake and Virginiatown to the northeast.

There are things the Provincial government can do—and is already doing—to help communities create the economic "tools" and the environment that will nurture and promote local economic activity.

Provincial support is already in place for community-wide strategic planning—probably the key building block in laying the foundation for community-based, long-term economic growth. Strategic planning helps everyone in a community to come together to ask the right questions: Where are we right now? What resources do we have and what do we need? What do we want our community to be like 10 years down the road?—And how do we get there?

The economic "tools" that are part of the Province's new CED Act—Community Loan Funds, Community Investment Shares, Increased Municipal Flexibility, and Community Development

Corporations—will help communities to answer these questions and to carry out the plans they make together.

Community economic development is not a short-term proposition. Nor is it a quick and easy solution to all economic problems. It is rooted in the belief that the untapped potential of Ontario communities can be realized by finding new ways to deal with empty factories, boarded-up storefronts, and abandoned farms.

The Community Development Act Bill 40 has only received first reading.

Selection of different ministries to respond to the varying needs of each area of the province reflects the strategic value of the new Bill.

The Journal will be carrying more information on this new direction in forthcoming issues.

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PEOPLE UPDATE

Mary M. Rose, former Vice-President and Principal Planner with Marshall Macklin Monaghan of Thornhill, has concluded her full time career with MMM and relocated to the Simcoe-Muskoka district. In January Mary moved to her new home, office and art studio (which she designed and built) on the shores of Lake Simcoe in the Village of Atherby, just outside of Orillia. Mary has incorporated to create her own general planning practice which is known as **Mary M. Rose Consultants Inc.** Mary continues to practice planning with a special focus on seniors' housing and retirement communities. She maintains a strong association with Marshall Macklin Monaghan after 22 years of professional service.

RECENT OPPI EVENTS IN THE GTA: MOTEL STRIP SEMINAR

As mentioned in the previous Journal, a joint program meeting was recently held with the Canadian Bar Association of Ontario,

Municipal Law Section. The subject of discussion before an audience of more than 100 planners and lawyers was the **Etobicoke Motel Strip Municipal Board** hearing. Representatives of the Province (**Tom Marshall**, Office of the Attorney-General), Etobicoke (**Bruce Ketcheson** with the firm of solicitors representing Etobicoke), one of the development interests (**Ted Davidson**, Camrost) and **Diane Santo** (Vice-Chair of the Ontario Municipal Board) provided their perspectives on the lengthy OMB hearing. Of particular interest were the various views on the effects of the declaration of a "Provincial interest" in this local land use planning matter, and how the issues of land use and urban design were resolved. Mrs. Santo and Mr. Marshall also provided their observations regarding the subsequent Cabinet review of the Board's decision.

Wendy Nott

COMING ATTRACTIONS IN THE GTA

SEPTEMBER 1993

The GTA subdistrict will be arranging a

OPPI Membership Forum to discuss membership reforms and other membership related issues. Speakers will include: **Bill Addison**, Chair of Central District

Membership Committee; **Les Fincham**, OPPI Council; **Kim Warburton**, OPPI Council.

The meeting will be held at the North York Public Library. Details of the place and time will be forwarded by separate mailing or contact **Ron Shisido, M. M. Dillon** at 416-229-4646.

OCTOBER 1993

The GTA programming committee has tentatively scheduled a session regarding the Sewell Commission pending a review of hot issues. We'll keep you informed.

NOVEMBER 1993

As part of the Rapid Transit Expansion Program (formerly Let's Move), a joint forum is being planned between the Institute of Transportation Engineers (ITE) and GTA Planners. It should be an informative exchange of ideas.

DECEMBER 1993

Christmas Social: place, time and date to be announced.

OUR APPROACH TO PLANNING IS DEDICATION AND ...

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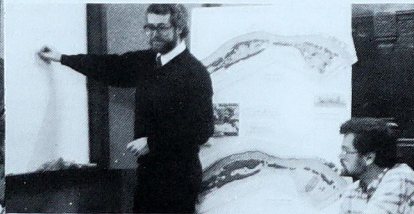
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**ELSEWHERE IN THE GTA:
SIMCOE/MUSKOKA**

SEPTEMBER 1993

The Simcoe Muskoka District is planning a half-day seminar on *Fiscal Management*. Topics will include

- Economic impact of development proposals on Municipalities
- Pros and Cons of Development Charges
- The Growth and Settlement Guidelines as they relate to the cost of providing services
- Community Economic Development Act (Bill 40) and its impact on communities.

The seminar will take place towards the end of September 1993 and will be followed by a mid-afternoon golf tournament somewhere within the Simcoe/Muskoka area. For more information, please contact **Dave Parks**, Township of Georgina (705) 538-2337.

**SIMCOE/
MUSKOKA -
UPDATE**

**CONFLICT
RESOLUTION
NEGOTIATION
AND MEDIATION
SEMINAR**

by R. Watkin,
MCIP, AICP

Early in June, the Simcoe-Muskoka Program Committee, OPPI Central District, presented a one day seminar on Conflict Resolution, Negotiation and Mediation in Orillia. Fifty-eight people attended.

Speakers included **John Livey**, Commissioner of Planning for York

Region; **Sue Corke**, Provincial Facilitator's Office; **Bob Lehman**, Lehman and Associates; **Doug Colborne**, Chairman, Ontario Municipal Board; and, **Beate Bowron**, Manager, Economic Development Division, City of Toronto, Planning and Development Department.

John Livey provided a number of definitions relating to conflict resolution on non-binding adjudication, binding adjudication, mediation, conciliation and facilitation. The most effective conflict resolution is to ensure involvement in the early stages. Livey listed

various conflict resolution tools and models (arbitration, conciliation and mediation). In arbitration, the possibility of reaching an agreement is eliminated as the arbitrator determines whose case is better. In mediation, the objective is to reach an agreement. The mediation process should be appropriately structured to ensure major time delays do not occur and that recourse to the Ontario Municipal Board or other authority exists.

The Provincial Facilitator's Municipal Mediation Pilot Project as a pre-Ontario Municipal Board process was established to

**SIMCOE
MUSKOKA**

GTA

PETERBOROUGH

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NIAGARA

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- Regional Municipality of Hamilton Wentworth
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- Brant County

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- Hastings County

GTA

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- Regional Municipality of York
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- Regional Municipality of Peel

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- County of Haliburton

Regional Municipality of Durham (Oshawa, Ajax, Pickering, Whitby)

Central Region is subdivided into 4 sections, each with its own representative.

improve the decision making process, provide efficiency and reduce the backlog. Five mediators have been selected to mediate pre-selected cases in which the parties voluntarily consent to the mediation. It is hoped this process will result in speedier, less costly decisions being reached in which the actual parties will determine the outcome instead of a third party. The parties do not lose their place in obtaining an Ontario Municipal Board Hearing if it proves necessary. A successful mediation results in a written, signed resolution.

Doug Colborne discussed the present direction the Ontario Municipal Board is pursuing with conflict resolutions. They appear to be moving toward a arbitrator-mediation role and many of the recent decisions do not have a winner/loser. The advent of the "short hearing" provides an opportunity for the parties to settle. If a settlement is not reached and the board member has enough information and the necessary tests are met, the Board may make a decision. If a settlement or decision is not reached in a short hearing, the case proceeds through the normal course to a full scale hearing.

In addition to assigning each case with a case worker, the Board has also hired two mediators who arrange a meeting with the parties and may propose a settlement. The results of these mediations are filed with

the Chairman, however, they are not available for any subsequent hearing. If a settlement is reached, a short hearing could be held to complete the process.

Colborne said that he would like to see municipalities play a greater role in mediation but did caution that even if a settlement is reached, the public interest must still be served.

The afternoon session took the form of a workshop conducted by Beate Bowron. In her introductory statement, she said that negotiation does not work if a position and deadline are set. In assisted dispute resolution, the agreement reached must be fair, amicable and effective. It is important that the parties hear and understand what is being said. The mediator must understand what is important to people and what their values and perceptions are. It is also important that all parties that have a stake or who could undermine any agreement if absent should be included. Following a discussion on the mediator's tools and obstacles to negotiation, the participants broke into groups and undertook a negotiation exercise with each table being divided into the participants of a project and objectors.

**UNIVERSITY OF WATERLOO
PLANNING SCHOOL ALUMNI
ASSOCIATION - TORONTO
ALUMNI DINNER**

The University of Waterloo Planning School Alumni Association is pleased to announce the Fourth Annual Toronto Alumni Dinner featuring Mr. Douglas Colbourne, Chair (Interim) of the Ontario Municipal Board.

This year's dinner will be held at the Sheraton Centre on Queen Street West, on

Wednesday, November 10th, 1993. Tickets are \$50 each.

The theme for this year's event is "The Ontario Municipal Board from Kennedy to Kruger and Beyond". Please join us to catch up on the past year's events with fellow alumni, clients and colleagues. For alumni ticket sales information, please contact Sally Chown at 568-8888 or Andrew Glass at 493-3874 for corporate table reservations.

CENTRAL DISTRICT...THE FACTS

Have you ever wondered exactly how big Central District is, and where its boundaries are? In the past few years, four sub-districts have evolved at the grassroots level and we thought it would be interesting to show how these relate to the Central District Board of Management.

The district map is on page 19.



**DISTRICT ACTIVITIES
PROVIDE FOCUS FOR
NORTHERN
PLANNERS**

By Jeff Celentano

A number of activities have taken place in the Northern District in 1993. In May, a workshop session was held in Sudbury - the site of the very successful CIP conference, and probably the first time that many of us had heard the phrase 'sustainable development'. A number of the participants were non-members, a sure bet to improve cross-fertilization of ideas.

The session in 1993 was on Environmental Site Assessments for CMHC-funded projects, given by Steve Jacques. Steve outlined three phases of assessment that may be required along with remediation techniques. The second session involved a thoughtful discussion with Frank Wilson, Manager of Planning System Review for the Ministry of Natural Resources. He led participants through the background and current status of the Ministry's planning review process.

About four weeks later, the District was again a co-sponsor of a program event, the Northern Ontario Planning Conference held in June in Thunder Bay. District members acted as session moderators and conference delegates.

...

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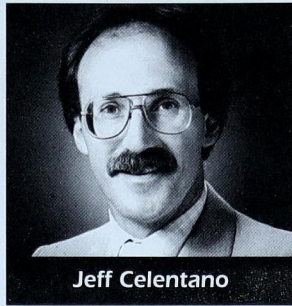
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Jeff Celentano

Planning Conference takes place in Hearst.

As mentioned by Jeff, the 11th annual NorthWestern Ontario Planning Conference was held over two days in June at the Valhalla Inn in Thunder Bay. About 100 politicians, planning advisory members, municipal staff and consultants attended. Delegates were welcomed by Glenn Witherspoon, Mayor of the Town of Fort Frances. Glenn is also President elect of the Northwestern Ontario Municipal Association. The conference was organized by the Thunder Bay Regional Office of the Field Management Branch of the Ministry of Municipal Affairs, and sponsored by that office and OPPI.

Recent government initiatives were presented with sessions on Community Economic Development, the Ontario Clean Water Agency and the Municipal Water and Sewage Assistance Program. Also dealt with were the Wetlands Policy Statement, Aboriginal Issues, Watershed Planning and the Growth and Settlement Guidelines. The Ministry of Agriculture and Food's 10 steps to community action were also reviewed. A planning workshop proved popular, focussing on the NW waste diversion study.

The keynote session was presented by John

Sewell, chair of New Planning for Ontario. His overview of the now released final report emphasized issues affecting the north. Mr Sewell fielded questions and a lively debate ensued.

Brian Riddell, ADM of the Municipal Operations Division of MMA then outlined future directions and planned initiatives of the Ministry.

Delegates agreed that the conference was both productive and informative. A return engagement in Thunder Bay is already being planned.

Contributed by **Jaye Wood**, MMA, Thunder Bay.



COUNTY OF ESSEX TAKES STOCK OF EMERGENCY MEASURES

By Joe Cimer

Sometimes known as "disaster planning", a more accurate term to describe this initiative is "a coordinated response in order to minimize loss of life and damage to property". "Big E" disasters are notoriously disrespectful of municipal boundaries, and can use up significant municipal resources. Unlike land use or economic plans, we hope never to have the chance to see our work put to the test.

The desire to prepare an emergency response plan appears to be gaining respect. In many ways, it can be considered a form of insurance. In most cases, early warning can limit the damaging effects of a disaster. Lack of information can also be crippling. A plan helps officials perform in an organized manner during the early stages of a disaster, when confusion reigns.

The ability of a community to claim that an effective emergency plan is in place can be useful in advertising for economic development purposes, particularly in areas subject to natural disasters such as severe wind or flood damage.

The County of Essex plans for no fewer than 21 constituent municipalities. We put our plan in place with the help of the Federal Joint Emergency Preparedness grant. It focuses on hazard identification, plan development and plan maintenance.

Communication with the public is also key. A plan is obviously going to be more effective if people understand the measures being put in place and the process that might be followed to respond to a true emergency.

Joe Cimer has an M.A. in Geography and has completed numerous specialist courses in the area of emergency preparedness. He can be reached at (519) 776 6441.



Murphy's Law struck down our disk while Nina Tomas was on vacation! The Eastern section will be appearing in the next issue.

CIVICS

WILL GOTHAM'S TROUBLES AFFECT US ALL?

by Michael Johnson



he Globe and Mail's John Bentley Mays has had his journalistic beat widened from art to the urban scene under the title "Citysites." In a March article ("The Soft Urban Underbelly") he declares that the car bombing in New York's World Trade Centre renders obsolete not only parking garages but large buildings as well. He maintains that the resulting demise of "Modernism's steel-and-concrete tower" means that the established pattern of concentrated land uses served by large

numbers of automobiles will have to be undone, with concomitant radical changes in urban form and function. The effects on planning would be drastic indeed.

There's no denying the increased sense of vulnerability many city-dwellers have as a result of this rivetting event, but the sudden and dramatic result Mr. Mays expects is unlikely. Back in the 1960s a bomb went off in a Montreal mailbox; this no doubt caused a degree of nervousness as everyone realized that any mailbox could just as easily be an instrument of terrorism—but mail-

boxes continued to be used. This indicates a human capacity for both assimilating knowledge of a potential hazard while at the same time ignoring it. Besides, avoiding the use of something that is a casual part of everyday life creates a nuisance outweighing the perceived threat of the hazard thus avoided. In similar fashion, modern-day Londoners have assimilated "abandoned package awareness" into their lives; the nuisance of not being able to check items at railway stations there affect mainly tourists, and locals go on with their lives,

albeit making slight adjustments along the way.

On the other hand, we accept as a natural part of our lives the fact of security checks at airports. Such checks are accepted no doubt because the air travel experience is characterized by "hurry up and wait"; the tedious moments going

through security are readily assimilated into the total experience. It is hard to imagine acceptance of a similar security check every time a car enters a parking garage, something that happens millions of times a day on this continent. Equally hard to imagine is a mass move to "safer" mass transit: this, too,

can be terrorized, and a single bomb in a subway could tie up an entire city.

Defensible space has been a planning concern for decades now. As applied by Oscar Newman and others, the concept has been used to replace the modernist towers-in-a-park model of housing with something resembling "traditional" urban street patterns.

The increased security thus obtained is due to informal, even casual, means of observation and interpersonal connections, not formal means such as police or electronic surveillance. The threat of random terrorism anywhere seems to demand a new approach to defensible space while at the same time it is rendered meaningless as for many people the greatest threat of violence resides in their own homes. It has been noted by John K. Galbraith and others that in response to the perception and reality of increased urban violence, Americans are ever more retreating into private realms that are not just defensible but defended—with walls, gates, alarm systems, armed patrols and security checks for both residents and visitors.

As evidence of this, the World Trade Centre was planning an investment of \$US147 million for security upgrades before the explosion took place. The presence of these formal security measures results in the informal ones (like eyes on the street) becoming suspect in themselves. At the same time there is not enough money to institute the formal measures everywhere, and the cheaper informal measures become less viable as sections of cities become unofficial "no go" areas inhabited by demoralized people who have no choice. The perception of security in "safe" areas

becomes ever more illusory as the increasing squalor and chaos in the no go areas inevitably spills over into the walled and armed enclaves.

In the end there is no defense against terrorists who will resort to kamikaze means to achieve their ends. Irrespective of the World Trade Centre bombing, US cities are undergoing dramatic transformations as their residents seek personal security from everyday perceived threats. It is difficult to foresee any set of conditions that

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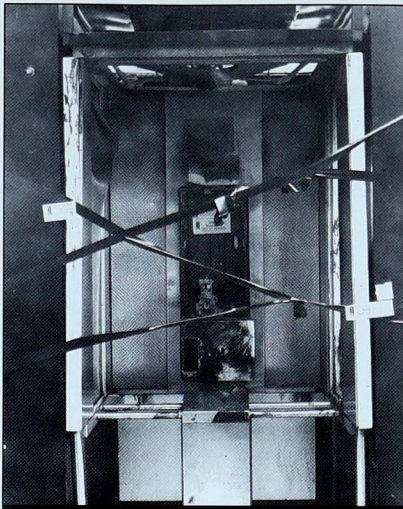


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**A bombed out telephone box in
New York city.**
(courtesy: Bianca Bielski)

might begin to reverse this increased spatial polarization. From the planning perspective, the problem illustrates the limits to which the best-intentioned planning policies can act contrary to what appears to be a broad societal imperative toward security at any cost.

Until recently, Michael Johnson worked with the Metro Toronto Planning Department. He is a regular contributor to the letters page in the Globe and Mail and other publications. This is his first contribution to the Journal.



**FRONTLINE PLANNING:
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PLANNING

"PLANNING AID" IN ONTARIO?

LESSONS FROM LONDON!

By Lui Carvello

Imagine an organization which:

- provides free advice on planning and environmental issues,
- is independent of political organizations,
- targets traditionally disadvantaged groups to get them to participate in the planning process,
- serves a population larger than that of Southern Ontario,
- has only a handful of paid staff, and
- is not a financial burden.

Sound impossible? Not at all...this is Planning Aid for London, England.

WHO IS YOUR PAL?

The purpose of Planning Aid for London ("PAL") is to provide "a free, independent and professional town planning advice service to all communities and individuals in London who cannot afford to pay a consultant."¹

PAL's six paid staff give immediate telephone or written advice to Londoners. By explaining the planning process, the law, and specific policies, PAL helps people become aware of their rights and how to exercise them. A network of professional volunteers, mostly government and consulting planners, but also architects, engineers and lawyers, assist qualified clients with long or complicated cases, such as preparing a community plan.

Specialized members of PAL's staff also target traditionally disadvantaged groups (especially racial and ethnic minorities) and areas (that is, communities in need of revitalization). A simple example of how PAL

reaches out is by publishing its information pamphlet, offering advice in a total of 11 languages. Knowledge is considered the first important step in encouraging active participation.

WHO PAYS FOR PAL?

Planning Aid for London is a registered, charitable non-profit organization. It receives funding from, but remains independent of: each of the London Boroughs through the London Boroughs Grants Scheme (an average contribution of less than CDN \$8,000), the Royal Town Planning Institute, and the Town and Country Planning Association.

The organization is becoming self-sufficient by providing other services, such as a "Planning Hotline" geared towards those requiring occasional, accurate planning advice and the ability to afford limited consultancy fees; conferences; and, payment for media articles and public lectures. Its national publication arm, "Planning Aid Publications," is also an important source of revenue. Inexpensive pamphlets and booklets are prepared on a wide array of planning topics. They are highly regarded, largely because of "the ease with which they combine clear, jargon-free English and an intelligent approach to their subject."²

MY PAL OR EVERYONE'S PAL?

PAL benefits all. The advantages for the public are obvious; they have a free source of planning information which is politically unbiased.

Local government planners also benefit, as over-the-counter enquiries are less time consuming and more productive. As a municipal planner, how often have you gone into the office expecting to get X, Y and Z done, and fell short because you spent half the day at the counter explaining and re-explaining the planning process. With a better informed public, the "educator" role

of local planners is reduced.

The livelihood of consultants is not affected since their customer base or clientele is not involved as assistance is only offered to those who would not otherwise be able to afford it. Other individual professionals benefit through the use of the "Planning Hotline" service.

ATTENTION SEWELL COMMISSION—AN ALTERNATIVE TO INTERVENOR FUNDING

You are likely aware that one of the recommendations of the Commission on Planning and Development Reform in Ontario's Draft Report is to provide intervenor funding for appeals at the OMB—a situation which may potentially see the proponent of a project paying for the case being made against it. Although there are strict circumstances for the use of intervenor support, the existence of a planning aid organization might negate the necessity for such a program. Everyone would have access to sound professional advice on planning and environmental issues. The money that is suggested be allocated to intervenor funding could be used to cover the start-up costs of a Planning Aid for Ontario organization, or at least a pilot program in part of the province. Planning aid may not be a panacea, but it is a serious alternative worthy of further investigation by the province.

THE LAST WORD

Finally, to suggest that a "planning aid" organization would not work because of its great dependence on volunteers is to question the commitment of planners, engineers, architects, lawyers and other professionals to make this province a better place in which to live. If so, then we have a bigger problem on our hands!

REFERENCES

- 1 Planning Aid for London, Corporate Plan 1991, p.2.
- 2 Heritage Outlook (Journal for the Civic Trust), 1991.

OPPI student member Lui Carvello spent the summer of 1992 on an exchange course at Oxford Brookes University's Planning School, and working for a local planning authority just north of London, England. He recently completed the B.E.S. program at the University of Waterloo and has now relocated to B.C. He plans to keep in touch with Ontario planning through the Journal.



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