

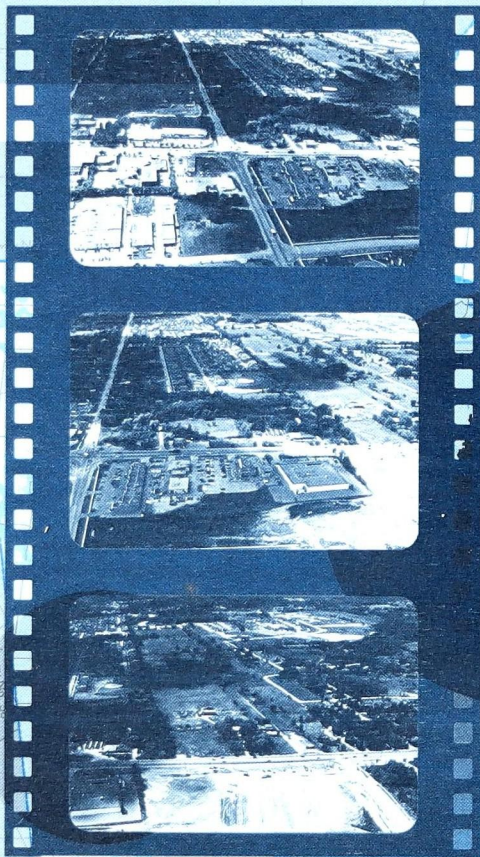
ONTARIO PLANNING JOURNAL

SEPTEMBER / OCTOBER 1993 VOLUME 8 NUMBER 5

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Simcoe, the Region of York is one of the fastest growing municipalities in Canada. Between 1971 and 1993, the population of the Region increased from 166,000 to 538,000. This population is expected to double by 2021.

The need to balance the demands for growth with the conservation and rehabilitation of the Region's natural features is a priority. The Region is formulating its first Official Plan based on themes of Sustainable Natural Environment, Healthy Communities and Economic Vitality. The Draft Official Plan is expected to be released for public comment this fall.

As part of the background work for the Plan, the Region hired Gartner Lee Ltd and Berridge Lewinberg Greenberg (BLG) to identify and map a Regional Greenlands System, formulate official plan policies to protect the system and guide implementation. The results of the study will be incorporated into the Draft Official Plan during public consultation, prior to the adoption of the Plan by Regional Council in the spring of 1994.

By the early part of this century, the only natural areas not cleared for agriculture or habitation were primarily large wetland areas with deep organic soils and deeply incised valleylands. As well, a patchwork of small woodlots was retained by the farmers for fuel wood, domestic timber needs and in some cases, maple syrup production. These smaller woodlots have continued to disappear, especially in the highly urbanized portions of the GTA.

The southern third of the Region of

COVER STORY

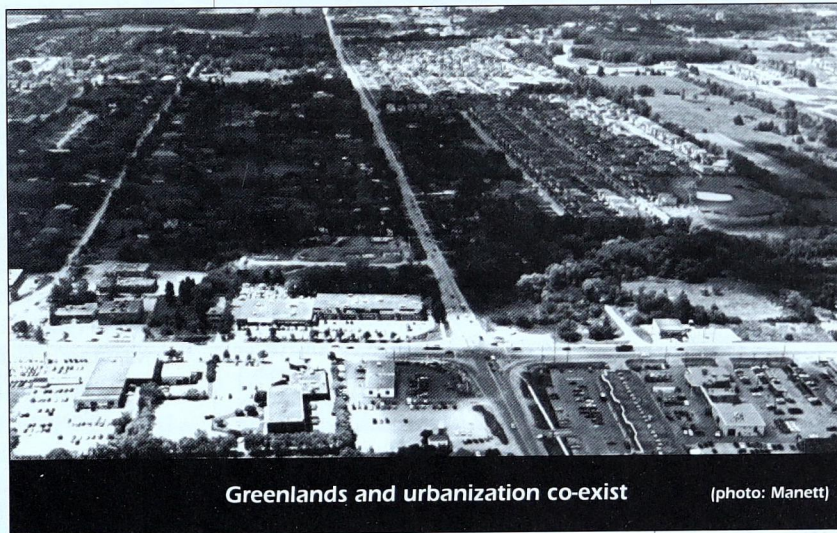
FAST TRACK TO SUSTAINABLE DEVELOPMENT

by Tom Hilditch, Richard Hubbard and Barbara Jeffrey.

YORK REGION GREENLANDS STUDY ATTEMPTS TO PUT ECOLOGICAL THEORY INTO PRACTICE

York is characterized by these confined natural systems dissecting the urbanized landscape in the Towns of Markham and Richmond Hill and the City of Vaughan.

its position within a system of natural areas in the landscape, the Region wanted to move towards recognition of the ecological relationships and functions in the Region.



Greenlands and urbanization co-exist

(photo: Manett)

Moving further north, the centre of the Region is dominated by the Oak Ridges Moraine, a glacial deposit of provincial interest. The headwaters of several rivers flow from the north and south slopes of the moraine through Aurora and Newmarket.

The most extensive natural areas, including the extensive wetlands associated with the Holland Marsh and the Black River, are in the northern third of the Region, north of Newmarket.

TECHNICAL APPROACH GUIDED BY DESIRE TO RECOGNIZE ECOLOGICAL RELATIONSHIPS

During initial discussions on the Official Plan, the Region recognized a need to better identify and characterize the natural areas. Recognizing that the traditional approach, based upon the inclusion of the "islands of green" identified by regulatory agencies (such as ESAs, ANSIs and designated wetlands), tends to result in a patchwork of disconnected natural areas with little emphasis being placed on the environmental role performed by each area or

As an alternative, the ecological approach now being proposed recognizes that natural areas cannot exist in isolation and are, in fact, related. The definition of those relationships and what constitutes a system has become the theme of the Region's Greenlands work. On behalf of the Region, Gartner Lee and BLG are conducting the exercise in four basic steps:

1. *Development of an assessment framework (functions, attributes, linkages);*
 2. *Identification and mapping of landscape features;*
 3. *Identification of basic ecosystems (valleyland and tableland); and*
 4. *Recommendation for the application of more specific ecosystem boundaries, and recommendations on securement opportunities.*
- The first step was to develop an assessment framework to define the natural environment in the Region. The term

"functional assessment framework", is being widely applied in similar American and European efforts. The framework is defined with three terms: functions, attributes and linkages. Functions which imply process or support include: hydrological processes, natural erosion control and fish and wildlife habitat. Attributes reflect uniqueness or rarity, and linkages include both the invisible pathways (between ground and surface water) and the visible pathways (terrestrial and aquatic, for the movement of fish and wildlife).

The Region's land base was evaluated using existing geological reports and maps. A stereoscopic interpretation of air photos was completed to delineate the major valleylands and wetlands. Background life science information and aerial photographs facilitated the mapping of vegetative communities and the assessment of habitat importance. A series of 1:50,000 scale overlays were prepared and evaluated. The consultants identified two basic systems by degree of functional importance in valleylands and tablelands.

Valleylands include concentrations of functions, attributes and linkages. These concentrations are reflected in a higher degree of environmental sensitivity to land use change. Impacts on these systems are the most difficult to mitigate and func-

tions are more difficult to replace. For example, valleylands generally perform ground and surface water functions, such as erosion and sediment control; possess rare species of plants and wildlife, and; frequently provide wildlife and fisheries pathways.

Tableland systems possess fewer functions, attributes and linkages and are generally less environmentally sensitive. Some restrictions are needed but these tend to depend on the characteristics of the system itself.

To facilitate policy development, broader system boundaries are often required. As an example, watershed or valleyland systems are also defined according to the underlying terrain unit (e.g., Black River Lowlands and Black River Uplands and Headwaters).

Tableland systems are not dependent upon the watershed boundaries. Rather they are dependent upon the boundaries of a particular terrain unit or upon the boundaries of natural vegetation communities (e.g., Glenville Hills Kame/Kettle Complex and Georgina Lowland Forest Complex respectively).

The identification of these specific ecosystems is critical to the policy formulation process. Each ecosystem possesses special characteristics or sensitivities to development. Different policies may be

required for a welldefined valleyland system versus a continuous tract of forest that crosses over both watersheds and terrain units. Further, some systems have more regulatory protection than other systems (e.g., flood and fill line regulations, Wetland Policy Statement).

The final task in the Greenlands Study is to identify the range of securement options and opportunities so that the Regional Greenlands System becomes reality over time. Berridge Lewinberg Greenberg are working on these aspects of the Study.

The challenge for the Region as it proceeds to finalize and adopt the Official Plan is to provide an ecologically based assessment of the natural systems in the Region and provide policies which will recognize the need to maintain the ecological functioning of areas through the cooperation and assistance of landowners.

Rick Hubbard has been a Senior Aquatic Scientist with Gartner Lee since 1990. He is a key player on GLL's watershed planning team and has played a prominent role in the firm's environmental input to Official Plans.

Tom Hilditch is a Senior Ecologist and Associate with Gartner Lee. Since joining the firm in 1983, Tom has provided ecological input for several municipal Official and Secondary Plans. He has helped develop the functional approach to ecosystem assessment applied by Gartner Lee.

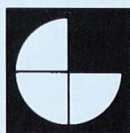
Barbara Jeffrey is a Senior Planner with the Region of York, primarily responsible for the formulation of official plan policies related to the natural environment. Prior to joining the Region in 1988, Barbara worked with the Ministries of Natural Resources and Municipal Affairs and the Grand River Conservation Authority.

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COCOONING, CONFLICT, AND COMPLAINT VS. THE REGIONAL CITY OF TOMORROW

by Joe Berridge



As we approach the millennium, two things are clear: postmodern life is confusing as hell and a lot of very good books are being written about it. These books attempt to describe the value shifts that are both cause and effect of the changes in urban structure, government, and the economy that face us all. To manage the urban region we must understand these values and respond to them. Three trends are worth discussing.

The first is best described by the title of John Kenneth Galbraith's new book, *The Culture of Contentment*, which argues that a large minority of North Americans, perhaps a third, is doing fine, while the other two-thirds isn't. What's interesting about this situation is that the upper group no longer has to care about the lower, since the two-thirds have bought into the values and aspirations of the first third and seem unwilling to upset the apple cart for fear of losing their place.

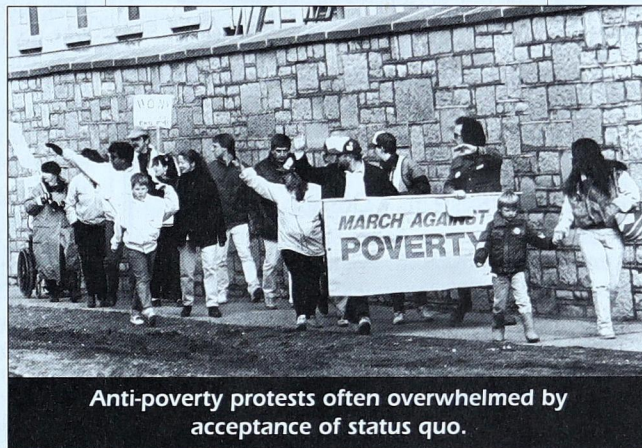
This culture of contentment is passively enforced by television, consumerism, drugs, and the self-disenfranchisement of the majority. Serious challenge to the hegemony of the contented is avoided by the social segregation that we see reflected in our cities. The emergence of "edge cities," as described in the book by Joel Garreau, is very much the product of the culture of contentment.

The elimination of factory jobs, pervasive family disintegration, all the litany of contemporary social horrors, mean that the permanent underclass will not disappear in the new economy, described by social commentators as the "jobless economy." The widening discrepancies in wealth, lifestyle, and social structure will occur increasingly within urban regions rather than between them. Disparities between the devastated urban cores of America's major cities and their bucolic suburban peripheries mirror the dispari-

ties between the first and third worlds.

Galbraith's thesis is that American society has decided to settle for this permanent armed camp. There are significant consequences for the planning of the city, including the increasing primacy of private space and organizations over public ones; increased security as a goal of city design; a disdain for public transit on grounds of security and status; and tax revolts against education, welfare, transit, and other public services that underwrite a broader definition of community.

What we are seeing (and it is occurring in Canada as well as the United States) is the breakdown of the consen-



sus of the social-democratic state. The 21st-century answer to the question, "Am I my brother's keeper?" has received a largely negative response, especially if the brother doesn't live in Edge City.

Galbraith's gloomy thesis, which nonetheless has a ring of truth to it, is supported by demographic trends of a population that is aging, cautious, "cocooning" (to use Faith Popcorn's word). What is interesting to see, for the first time in my memory in North America, is that the United States under Clinton is beginning to move in a different direction from Canada, attempting to redress the discontent that underlies the culture of contentment, while we in Canada see our social safety net as a constraint on human initiative.

Essentially this trend means that the central task for governments is to reinvent themselves, to respond to the popular disenchantment with the notion of social democracy by demonstrating the personal interest of the comfortable in improving social equity, redefining the imperatives of community, and restoring a social service system that effectively delivers the love of the state for the individual.

FANATICS VOTE TOO

The name of second trend is borrowed from a recent Atlantic article called "Jihad vs. McWorld" by Benjamin Barber.

This insightful piece describes two powerful and apparently contradictory forces in the global economy. One it calls McWorld, that combination of consumerism and Hollywood values transmitted by Dallas, Dynasty and CNN that has in the past two decades (and increasingly in the 1980s) become a form of standard universal culture unlike anything the world has ever seen before. Let no one underestimate the power of this culture: McWorld brought down the Soviet Union and the Eastern Bloc. Coca-Cola and Levi's beat communism on a level

playing field, no contest.

Parallel with this global trend is another, equally powerful, called Jihad, seen in religious crusades, in ethnic cleansing, in the hundreds of thousands of people in the Islamic world or Yugoslavia or Northern Ireland who angrily reject McWorld values. The fundamentalists and fanatics are not isolated individuals, they represent vast millions, particularly those who have not been sitting at the overladen table of first world delights. Their rejection of those addictive pleasures has been fuelled by the solidarity and certainties of religion or of tribe, and by the passion for direct action that has become a major force in geopolitics today.

Of course, in a postmodern world, these values overlap and intermingle in the most extraordinary ways. The terrorist is interviewed on CNN drinking Coca-Cola. Benetton advertising appropriates the visual imagery of Jihad. People fax prayers to the Wailing Wall in Jerusalem.

This cultural conflict between consumerism and absolutism at the global level has significant consequences for the 21st-century city. The recent bombings in Wall Street and the City of London are the sound of the third world coming

to town. The level of violence and anger has never been so easily channeled through technology to create local hell for all of us where we live. Greatly increased rates of immigration, whether desired or not, permitted or not, are a fact of life. The human consequences of the population explosion and turmoil in the world are bound to spread in increasing volumes to the wealthier parts of the world.

There's a ghastly neologism, "glocalization," which aptly captures the paradoxical effect of the globalization of contact through electronic media and travel with the localization and regionalization of culture. This means that the fight for Macedonian identity not only takes place in Kosovo, but in North York's Mel Lastman Square.

WASPS LOSING STING

The third basic trend in these chaotic times is *The Culture of Complaint*. This is the title of Robert Hughes's latest dia-

tribe, which argues that once-proud Western civilization has decayed into a culture of self-declared victims, where every group -- be it defined by skin colour, ethnicity, physical handicap, sexual orientation, alcoholic or abusive parents -- consists of individuals who see themselves as victims of the great white centrist culture that Robert Hughes describes as an imagined police force of "pale patriarchal protestant penis persons."

Each group, and each individual within that group, defines its identity by its scream, the scream of being denied. The only logical goal for such groups is retribution. And since the world of interest-group politics is inextricably married to psychotherapy and the recovery movement, there is little that the conventional political system with its checks and balances, compromises and deals, can do to respond to these groups' demands.

What started off as a few minorities outside the political system has become a large number of minorities who constitute the political system. This fragmentation, this conspiracy theory of an all-powerful structure, be it of government, of language, or of WASP power and prejudice, threatens to undermine the basis of the political and social transactions that form community.

As we approach the end of the century, this cacophony will only increase. Why is this important for the future of the city? Because the culture of complaint has reinforced the suspicion of authority that is the subtext of 20th-century culture. Suspicion of the elite, which characterized the referendum in Canada and the Ross Perot phenomenon in the United States, and fuels antipathy towards the Maastricht Treaty in Europe,



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may remove the legitimacy of government entirely.

What is ironic is that as members of the so-called "elite" know, they are becoming the least powerful force in society. The accords of Meech Lake and Charlottetown, the Maastricht Treaty, and NAFTA lie dead or wounded. WASPs are close to an extinct species, the only group denied an anti-defamation society to protect them.

REGIONAL PLANNING NEEDS FIRM RULE

The culture of complaint is going to make it difficult to manage the modern city. Proper management of the city has

to occur at the regional level, and local interests in transportation, housing, land use, and other matters must be subsumed in wider, collective concerns if environmental, social, and other goals are to be met, to say nothing of cost-efficiencies. Planning for the regional city is very much an elite and technocratic project that is hard to pull off at the best of times. The successful city must be one that combines the firmness necessary to take these difficult decisions with a pluralistic involvement of all citizens.

What this very brief description of the world as we know it has tried to summarize is the value changes and conflicts that will shape the success of any individual city. Do we accept the culture of con-

temptment and the existence of a large permanent underclass, or do we try to revitalize the social effectiveness of government? Do we put up with the simultaneous tribalization and homogenization of the world or do we aim for an energizing multiculturalism? Do we live with the culture of complaint or encourage a confident pluralism? These are the elements in the great cauldron of values in which our most immediate political, economic, and governmental issues are cooking.

From a speech given at Shared Visions: Regional Cities Conference, Niagara-on-the-Lake, June 1993.

Joe Berridge is a principal with Berridge Lewinberg Greenberg. He is a regular contributor to the Journal.

LETTERS

THE GREAT DEBATE

The August/September (Vol 8 No 4) issue of the Journal contained a controversial article by the noted urbanist, Jane Jacobs, which criticized the effectiveness and questioned the usefulness of planning departments. The piece prompted a considerable amount of comment, including mention in Canada's National newspaper.

In this issue, we present a sampling of opinion for your edification. The exchange of correspondence between Bob Millward and Jane

Jacobs is reproduced with their permission. Tony Usher's letter to the Globe & Mail had not been published at press time. Tony's commentary touches on the points made most often by people who have raised the matter in conversation. If your letter does not appear in this issue, have patience; more space has been allocated to this topic in issue 6.

Glenn Miller,
Editor

ATTACK COULD DISSUADE PLANNERS CONSIDERING A CAREER IN THE CIVIC SERVICE

I read with some dismay comments attributed to you in "Are Planning Departments Useful?"

Although I do not denigrate the ideas of non-city planners who have made significant intellectual contributions, I do think an attack like this does nothing for

the many good people with ideas and energy who work in the civic service or for those who might have their sights set on such a career in the future.

I also think it is simply not true.

Robert E. Millward
Commissioner, Planning and Development,
City of Toronto

INTENT OF COMMENTS WAS TO JOLT, NOT ATTACK, SAYS JACOBS

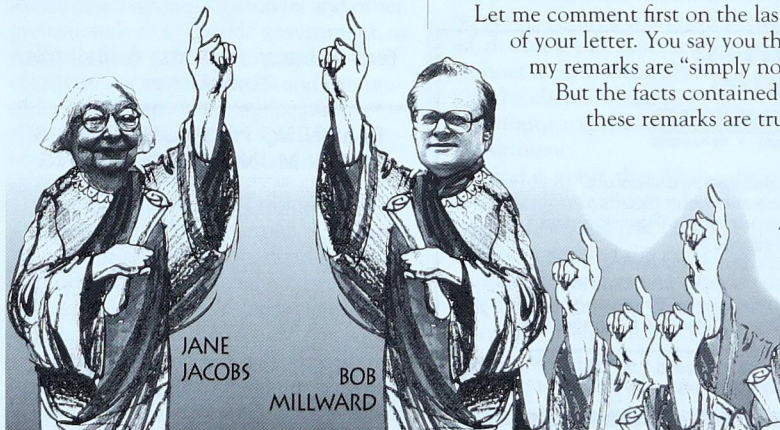
Let me comment first on the last line of your letter. You say you think my remarks are "simply not true". But the facts contained in these remarks are true as

far as I can ascertain. The opinions and inferences may be arguable - opinions and inferences always are - but I derived them logically from the facts cited.

I agree with you completely that many good people with ideas and energy work in the civic service. What you have interpreted as an attack, I intend, rather, as a jolt.

Big city planning departments are in a serious bind nowadays, and I think they must find a way out of it or they really will be doomed to marginal usefulness at best. Formerly, all planning departments were deeply infused with an anti-urban vision for historical reasons, along with means conceived as so paternalistic as to be authoritarian. Your own department, as you know, has overcome those burdens and I can hardly express how much I admire that change.

However, in common with other planning departments, you also inherited a panoply of zoning and other technical tools that were deliberately contrived to suit the anti-urban vision. So far, it hasn't been possible to cast these off except in certain ad hoc and limited



JANE JACOBS

BOB MILLWARD

instances. Being deeply unsuitable, they impose a kind of paralysis. To put it another way: while an enlightened department with good people, like yours, is not engaged in doing harm, neither is it able to accomplish the good which is likely possible.

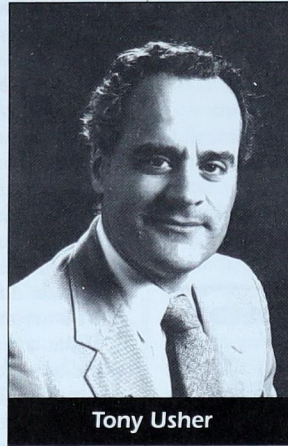
Take an illustrative case like infill assisted housing, or like the St. Lawrence neighbourhood. These conceptions could not have been realized if there had not been massive "red tape cutting" (accomplished, in these cases, by Michael Dennis when he was Crombie's housing commissioner). The red tape had been well contrived for anti-urban project building; it infused provincial and federal planning organs as well as the city. Overcoming it was not easy but had to be done or the result would have been paralysis.

Such events give some insight into why intellectual contributions have been coming disproportionately from planning outsiders. The outsiders don't accept as "given" the burden of obsolete, anti-urban tools, don't feel bound by them,

and are uninhibited in working to overthrow them when they prove to be obstacles. Planners stuck with these tools can't very well afford to think and work that way, through no fault of their own but because of the anomalous situation they've inherited.

When an idea requiring significant flouting of anti-urban technical tools is entrusted to a planning department, attempting to employ those tools inevitably compromises the idea and its aims, consigning it to limbo and ineffectuality. This, for instance, seems to be the current fate of the Main Streets program, in spite of best intentions and efforts. It's a bind.

The old tools urgently need replacing. This is what the Berridge Lewinberg Greenberg study and guide for the Redevelopment of Metro Toronto aim at



Tony Usher

(intelligently and creatively, in my opinion). But this approach too is likely to be consigned to limbo unless the seriousness of the situation is recognized and confronted.

As you say, my message is dismaying. But that is because the situation itself is dismaying, and it exists whether or not attention is drawn to it. The message, the jolt, dismays me too.

Of course I realize the situation is not the concern of planning departments alone. It is broadly political. And yet, if planning departments don't try to deal with the bind imposed by their inheritance, I don't know who else in the political system is going to start coming to grips with it or take the lead in trying to resolve it.

Actually, the most difficult parts of overcoming anti-urban baggage may already have been accomplished with elimination of old blindnesses and ruthlessness; those changes themselves sharply illuminate the need to re-think tools.

Maybe the best to be hoped for is continued disproportionate input by planning outsiders, along with such ad hoc and limited overhaul of tools as outsiders can wrestle from the system through their own efforts. However, I doubt this is enough either to answer the needs of the city or to prevent marginalization of recognized planning organs. That's what my attempted jolt, for which I hope you can forgive me, is all about.

With warm regards (and I really mean that).

Jane Jacobs

Text of letter to Globe & Mail from Tony Usher

PLANNING PROFESSION MORE THAN MUNICIPAL PLANNING

The Ontario Professional Planners Institute is flattered that John Barber based his September 23 column on an article by Jane Jacobs in our Ontario Planning Journal. We're pleased that the Globe and Mail would recognize, however indirectly, that our profession is very inclusive and open to all points of view, including Ms. Jacobs' debunking of the



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municipal planning departments that employ about half our members.

However, despite Mr. Barber's diagnosis that our entire profession is in a coma, I'd like to rise from the brain-dead to defend my colleagues.

First, Mr. Barber believes that planners at the City of Toronto, and presumably their colleagues elsewhere, think that Ms. Jacobs idolizes them and all their works. Most planners are a lot humbler and smarter than that.

Second, Ms. Jacobs's article cites a list of important initiatives for bettering our environments and communities that were not "the intellectual product of an official planning department". This list is quite selective, and most of it is confined to one period of our planning history and one part of Ontario.

Third, Mr. Barber incorrectly quotes Ms. Jacobs as saying that not just planning departments, but planners in general, didn't have anything to do with these initiatives. Ms. Jacobs credits the guidelines for reurbanization of Metro Toronto to the private planning consultants Berridge Lewinberg Greenberg.

Fourth, John Sewell and Richard Gilbert, whom Ms. Jacobs credits with some of the most important initiatives on her list, rose to their present prominence by other professional routes and don't call themselves planners. Yet few in this province know more about planning, or have used the discipline of planning more effectively to promote the public good than these two. Whatever the truth about the creative contribution of planning departments to the initiatives Ms. Jacobs praises, planners and planning, broadly defined, have contributed plenty.

Fifth, it isn't necessarily the role of public servants to be the flag bearers of creativity. If a planning department makes effective use of planners and other professionals from outside government, as well as citizen activists, to generate the creativity our environments and communities need, than it's doing its job. If a planning department ties up every new idea in red tape, then Ms. Jacobs is right to condemn it.

Finally, neither Ms. Jacobs nor Mr. Barber acknowledge that municipal planning staffs are hardly masters or mistresses of their own destiny. They are victims of the increasing paralysis facing government generally. As well, they are, as they should be, servants of their councils, but some councils don't exactly encourage staff to give their best. The conduct of

Toronto city council, for example, is not such as to encourage staff planners to take, in Ms. Jacobs's words, "intellectual and technical leadership".

As Mr. Barber gets to know the professional planning community a little better, he will find that a great many of us are bright, creative people who do the very best they can to help better our province's environments and communities.

Anthony Usher
President, OPPI

IDEAS NEED A CHAMPION TO SEE LIGHT OF DAY

When I read Jane Jacobs' article in the Journal, I was dismayed and disappointed. But when I read about her article in the Globe and Mail, I was really provoked! Under other circumstances, I might have congratulated the Journal for soliciting the critical views of such an esteemed urbanologist, and for sparking such a lively debate. No doubt, it's quite healthy for us as planners to reflect on our contributions to society and to hear from our critics, especially within the comforting limits of our own professional journal. But confronting those cute and irresistible phrases (remember the "brain-dead planning departments") in a national newspaper was hard to take.

Some might say I'm being overly defensive. Perhaps, but as an 18-year veteran of the profession and an enthusiastic participant in urban affairs, I believe that Ms Jacobs has overstated her case, and oversimplified the complex way in which decisions about our cities are made. Many of the exemplary initiatives which Ms Jacobs praised could not have seen the light of day without a champion in the planning department. Consultants, however talented and professionally vested, do not create reports spontaneously without a committed client; in her example, the clients would have been the City of Toronto and the Metro Planning Department.

I find it ironic that Ms Jacobs, who has so meticulously observed and recorded urban life for the past 30 years, has so carelessly painted the entire profession of municipal planners with the same brush. Her conclusion that "planning departments are irrelevant and soak up tax money" stems from a diatribe against the bureaucracies at the City of Toronto and Metro Toronto. If I might indulge in a

professional aside, that's a pretty small sample for some grand accusations.

In the hope that Ms Jacobs may read this, I would like her to know that, like her, I am a transplanted American who was attracted to the urban life in Toronto in the early 1970's. I cut my professional teeth on the "Stop Spadina" bandwagon and hungered for news about Jane Jacobs' activities in my adopted city. I decided to become an urban planner after only a very months in Toronto. And I'm still proud to tell people that I work in a Municipal Planning Department in Ontario.

Marni Cappe, MCIP
Manager, Housing Policy, Planning Dept.,
Regional Municipality of Ottawa-Carleton

Editor's Note: That department's work has been recognized by CIP three times since 1989. The most recent award was for Planning Excellence in Sustainable Development, Alternative Development Standards. Read about it in an upcoming issue of the Journal.

PLANNING - WHITHER GOEST THOU

The opinion piece by Jane Jacobs in the Journal will have served a worthwhile purpose if it stimulates some planners to think rather deeply about the real impact that planning has on modern city development in Ontario.

In 1985 I seriously pondered the ques-

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tion of whether the cities of southern Ontario would have been different if there had been 1,000 less of us in municipal planning during the 1970's and early 1980s. When the answer kept coming up "Probably not", I resigned from municipal service (but kept membership in the Institute) and embarked on a new career in which I felt would be more "useful".

Municipal planning departments are certainly playing a useful role in examining applications and proposals from the private sector, and have succeeded in preventing, mitigating or revising some development schemes that would have been "unfortunate" if built as originally proposed. And some departments have generated and experimented with worth-

while new ideas, e.g. Brampton's zero lot line zoning and energy efficient subdivision layouts. But in general, municipal planning departments - caught in a stressful squeeze between political masters only interested in plans that will bear fruit before the next election and a public that generally wants to be reassured that nothing will really change (ever?) - seem to have lost the vigour and the visionary impetus to dream big dreams and then to beat the drum for them. There are still some visionaries in these departments but the overall impression I have is that, rather than being encouraged and supported by their managers and councillors, they are reined in; persuaded not to make waves.

Let us all encourage these departments to not only "process" proposals but also to show more vision, daring and the courage of convictions in the longer term plans they prepare.

Malcom Matthew

Dr Matthew is an Associate Professor at the University of Windsor. An article on the success of the new program in planning there will appear shortly.

VISIONARIES OR POLICEMEN? PLANNERS CAN'T BE BOTH.

It should come as no surprise in this post cold war age of multiple paradigm shifts that North America's greatest urban critic, who herself is not a planner, would find planners to be trailing edge. For a profession that holds itself to be unique in its concern with context and taking the future seriously, this is indeed a blow. The only question is why it's taken so long, as the symptoms have been evident for about 15 years.

Here are some reasons, stated baldly and without substantiation:

Somewhere between 15 and 20 years ago, planning changed from a liberal profession, with something to say about the goals and direction of society, to a technical profession, bound up with finding neat solutions to technical problems. Planners are indeed bureaucrats. The root of the word is "bureau" (box, in French). Bureaucracy divides whole complexities into small, discrete morsels otherwise known as breathing death into live situations.

Planners can't be both visionaries and policemen. Those who believe planning policies can be implemented through zoning by-laws designed to protect earlier investment decisions are simply wrong. Trying to make zoning pull the future into the present doesn't work, and it warps the minds of those who try to do so. What is land use but a measure of human behaviour in time and space. Unfortunately, land use has somehow acquired substance. It's as if economists studied dollars themselves instead of using dollars as a convenient measure of the economic behaviour of individuals and society.

Planners like to have things neat and tidy. Life isn't like that, especially in the 1990s. Neatness is a kind of benign fascism, based on the neo-Platonic notion that if the best must rule, the really best will plan. Plans always are drawn to look down from the heavens. Who gave the mandate? Thirty years ago, I had a professor named Herbert Gans who prophesied that the planning profession would be dead as a dodo if planners didn't get out of land use and into broad policy formulation. Gans may have been on to something.

Alan Demb

Alan is publisher of the Toronto Planning Digest and the new Municipal Planning Monitor.

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WATERFRONT PLANNING & DEVELOPMENT GUIDELINES

NEW YORK CITY EXPERIENCE FROM A CANADIAN PERSPECTIVE

by David Harrold

Part I of the article discussed a perspective for waterfront planning and the New York City context.

Part II discusses the organization and goals of the guidelines developed by the Waterfront Committee of the American Planning Association (A.P.A.) and the writer's thesis work while at the Columbia Graduate School of Architecture and Planning.



In order to be effective, a set of planning guidelines must have a clear expression of goals to be achieved. With a setting as large and complex as that of New York City, this can be a daunting task (and, oddly, one which may only crystallize very late in the process!). The Waterfront Committee of the A.P.A. defined goals within the structure of:

- a) Providing a common goal of dialogue;
- b) Providing comprehensive planning criteria for critical assessment;
- c) Defining expectations;
- d) Setting out a professional policy platform on waterfront issues (as distinct from the public agency process);
- e) Providing a catalyst for creative thinking.

Simply stated, this is a process of consensus building, education, defining expectations and promoting innovation.

Having established these overall goals, the guidelines were divided into four theme areas. The first addresses the objective of providing for compatibility in land use, scale and character of existing neighbourhoods and revitalized waterfront areas as a basic premise of urban design. The second focuses on the objective of providing for social needs in waterfront development with specific attention to community support facilities, local economic initiatives and cultural resources. The third group identifies the environment as a priority area of concern. The last group of guidelines recognizes the economic and heritage value of waterfront industry as a priority in determining the use and design of waterfront development.

The specific goals and objectives adopted by the A.P.A. Committee are as follows:

GOAL 1: DEVELOP NEW YORK CITY'S WATERFRONT EDGES IN SCALE AND CHARACTER WITH LOCAL NEIGHBOURHOODS.

OBJECTIVES

- 1) Ensure compatibility of land use.
- 2) Respect the building density of adjacent neighbourhoods.
- 3) Relate new development to existing building forms and character.
- 4) Integrate open space at the waterfront with adjacent land uses and buildings.

GOAL 2: PROMOTE A WATERFRONT WHICH IS ACCESSIBLE AND CONTRIBUTES TO THE SOCIAL, ECONOMIC AND CULTURAL WELL-BEING OF THE CITY AND ADJOINING NEIGHBOURHOODS.

OBJECTIVES:

- 1) Ensure social stability by maintaining, enhancing and integrating the upland community with new development.
- 2) Promote economically integrated and viable communities adjacent to waterfront development.
- 3) Enrich cultural awareness and opportunities in waterfront communities.

GOAL 3: EMBRACE GEOGRAPHIC RESOURCES AND PRESERVE UNIQUE NATURAL FEATURES.

OBJECTIVES:

- 1) Ensure protection of environmentally sensitive areas.

- 2) Restore natural waterfront features.
- 3) Link waterside areas to upland natural features wherever possible.

GOAL 4: PROTECT CRITICAL INDUSTRIAL AREAS FOR WATER DEPENDENT USERS, WHILE ALLOWING CREATIVE NEW DEVELOPMENT FOR AREAS UNSUITED FOR INDUSTRY.

OBJECTIVES:

- 1) Protect suitable waterfront areas for water dependent industrial uses.
 - 2) Cluster water dependent industries in order to minimize impact on adjacent uses.
 - 3) Encourage physical or operational improvements to existing industry in order to enhance its waterfront location.
- Each above objective has a set of guidelines which are too numerous to outline in this article.

WHAT TO LEARN FROM THE ABOVE

Having experienced the New York situation in all its complexities, the following can be extrapolated as lessons in the process:

1) NIP THE PROBLEM IN THE BUD

The problems of the New York waterfront - poor accessibility, lack of continuity, urban blight - are not uncommon in Toronto. The difference is that New York's problems may be unsolvable while Toronto's remain manageable. New York will continue to have individual success stories along its waterfront but the concept

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of a continuously linked public resource is fraught with momentous problems of jurisdiction, vested interest and sheer economic devastation. Therefore, nip the problems in the bud - do not let the sore fester over time but jump in with a process which begins to address the problem before it is too big.

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2) PUBLIC PERCEPTION OF THE WATERFRONT IS ILL-DEFINED

Given that the New York waterfront has been closed off from public access for so long, the public has effectively re-aligned its 'reference points' within the city. People conduct their entire lives as introverts within the island of Manhattan - experiencing the grand boulevards, Central Park and local squares - but forgetting the waterfront. This seems to be more a product of habit than anything else. The result is that the waterfront is not part of the public consciousness. The lesson is to keep the momentum building for public use of the waterfront, involve the public in waterfront issues on an on-going basis and ensure interim access to the water's edge as the waterfront resource develops.

3) NEED FOR CONSENSUS BUILDING

There is a clear need for consensus building. The diverse interests along the

waterfront are considerable and have strong historical roots. What is needed is a process defined to create dialogue among industry, neighbourhood groups and business.

4) CLEARLY DEFINED GOALS/GUIDELINES (KEEP IT SIMPLE)

Too often the objectives for a waterfront are hidden in a plethora of detailed planning documents serving more the interests of a hungry consultant community rather than the public good. The goals must be simple, achievable and clearly articulated.

5) ALTERNATIVE POLICY PLATFORM

The approach taken in New York of providing an alternative (i.e. to the public agency process) policy platform by the profession is to be commended. The alternative policy process, while not intended to supplant the work of public agencies, will provide a sounding board and catalyst for innovative thinking throughout the process. Too often the public process gets bogged down in bureaucratic minutiae and kow towing to pressure groups - so as to avoid the sparkle which creates great city waterfronts.

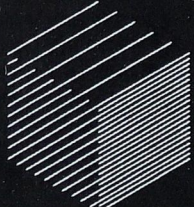
6) INNOVATIVE THINKING

Guidelines, above all else, should stimulate creative thinking rather than curtailing innovation. The guidelines must, therefore, accommodate visionary thinking with sometimes outrageous ideas which are too often cut short in an overly rigid set of guidelines.

I recently read an excerpt from a new book entitled "A New London" by Richard Rogers and Mark Fisher. The following statement is made "Why are cities so important? For one thing, they provide the public space without which public life will wither. The paradigm of public space is the city square or piazza: without it, the city scarcely exists. City squares are special because their public function almost eclipses any other use they might have - people come to them principally to talk, demonstrate, celebrate, all essentially public activities." It is long overdue that our urban waterfronts should also be viewed in such a light.

David Harrold recently took a sabbatical from professional work to undertake graduate studies at Columbia University Graduate School of Architecture and Planning in New York. He is currently working with the City of Mississauga.

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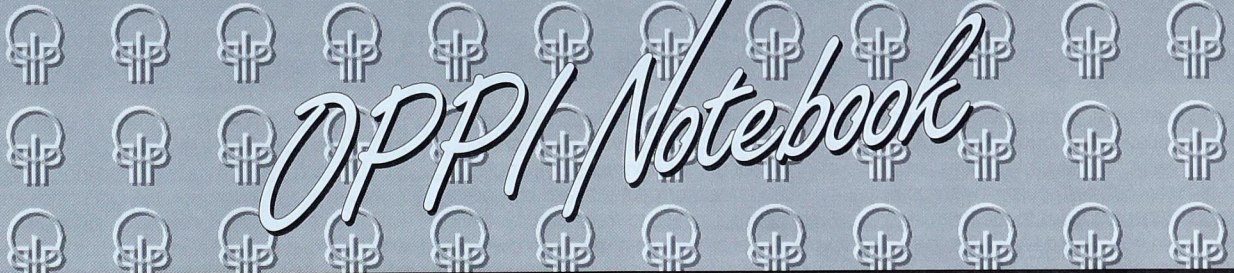
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OPPI Notebook

A BI-MONTHLY ROUNDUP OF OPPI COUNCIL NEWS AND ACTION

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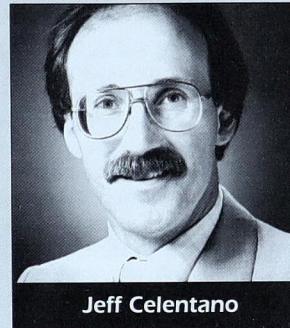
Asta Boyes

PUBLIC POLICY COMMITTEE

by Jeff Celentano Chair, Public Policy Committee

The Public Policy Committee, active only since January of 1993, already has been very active prior to the summer hiatus. Committee members are participating in a number of on-going projects, including:

- (i) Growth & Settlement Management Implementation (Ministry of Municipal Affairs);
- (ii) Planning Process Review Group (Ministry of Natural Resources);
- (iii) Quarterly Interest Group Sessions (Ministry of Housing);
- (iv) Alternative Development Standards (Ministry of Housing);
- (v) Interim Land Use Planning Positions Working Group (Ministry of Environment & Energy).



Jeff Celentano

In addition, Committee members have met with organizations in smaller informal settings such as the Ontario Association of Architects Environment Committee, a Tri-Party meeting with the Urban Development Institute, the Municipal Engineers Association and OPPI, senior staff from M.o.E.E. (Spring 1993), M.M.A.

(Spring & Fall 1993) and M.o.H. (Spring 1993) and others. From time to time, brief letters of response (not policy positions) have been forwarded to agencies or groups indicating Institute involvement in forthcoming policy initiatives or discussions. Finally, the Public Policy Committee is drafting a position statement on Bill 90 (Apartments in Housing).

PUBLIC PRESENCE COMMITTEE

by Jeff Celentano, Chair, Public Presence Committee

The Public Presence Committee represents the efforts of Council to make the Institute more visible and "professional" in the eyes of the membership and the general public.

Our on-going initiative under the Committee is the Annual Communications Awards. These awards recognize excellence in the communication of planning concepts in four different categories: written report, workshop/open house, audio-visual presentation and a special award for print journalism. Over twenty-four entries were received for this year's competition. More about the 1993 entries (and winners!) in the next OPPI Notebook.

In terms of other committee initiatives, three bear mention at this time. First, the Committee has recommended "Corporate Colours" for future use in



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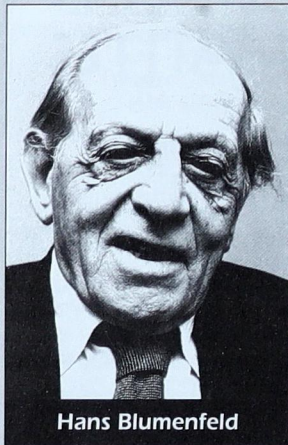
Photo: Mike Manett



Institute promotions, printing and marketing materials. Second, the Council has approved, subject to 1994 budget deliberations, an Institute "Service Award" policy to recognize outstanding contributions to the Institute.

Third, I am very pleased to advise that effective immediately, we have Institute memorabilia for sale! Be the first at your place of work to own one of our environmentally-friendly ceramic coffee mugs (\$4.00 each plus postage & handling). Or, help to make that completely professional presentation with your own OPPI

emblazoned portfolio (They make nice gifts too!). These are individually boxed at a price of \$15.00 each (plus postage & handling). Both items are available through the OPPI office and will be sold at future conferences, seminars and related events.



Hans Blumenfeld

COUNCIL NAMES THE ANNUAL COMMUNICATION AWARD FOR JOURNALISM

This October would have been the 100th birthday of Hans Blumenfeld, arguably one of the most talented and prolific planners ever to practice in this country. OPPI Council recently decided to name the Annual Communication Award for Journalism in his memory.

Thanks to the resourcefulness of Professor Alan Waterhouse, the bulk of Hans' Canadian papers, publications and photographic materials is now accessible at the Metro Toronto Archive, located on Spadina Road in Metro Toronto. According to archivist Nancy Hurn, there is a wealth of material awaiting scholars and other people interested in urban history.

Hans Blumenfeld served as Assistant Director for the Metropolitan Planning Board in the 1950's, and later as a consultant to the City of Montreal, the N.C.C., the provinces of Ontario and B.C., and CMHC. He also lectured at numerous universities in North America, including the Universities of Toronto, Montreal, Columbia, Pennsylvania and M.I.T. Among his many awards, Hans was made a Fellow of the Canadian Institute of Planners.

For information on how to access the Metro Archive, please call (416) 392-4188.

ELECTIONS TO FULL MEMBERSHIP

(August 13, 1993)

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David G. Parks.....CD

Elections to Provisional Membership

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Daniel Clement.....CD
William J. Dalton.....CD
George A. Gambioli.....CD
Dennis W. Gratton.....CD
Melanie M. Hare.....ED
Karla J. Kolli.....CD
Brian M.J. Komonko.....CD
Jeff E. Laurien.....CD
Peter D. Luciani.....CD

Scott M. Nevin.....SD
Emmanuel Z. Pressman.....SD
Norman A. Ragetlie.....CD
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PRESIDENT'S REPORT

The report from the president will reappear in the next Notebook, with a summary of Tony Usher's report to the AGM.



COUNCIL REPORT



The following highlights some of the issues and initiatives that Council has been dealing with over the spring and summer months.

OPPI CODE OF PROFESSIONAL CONDUCT

During its meeting held March 26, 1993, Council appointed a Working Group consisting of Mark Seasons, Nick Tunnacliffe and Ross Cotton to review the current OPPI Code of Conduct. CIP is also reviewing the National Code. The Working Group presented a number of comments to Council advocating changes to the CIP Code in the hope of obtaining a uniform national code that would also meet OPPI's needs. Council, at its September 17th meeting, endorsed the Working Group's comments to be submitted to CIP for consideration, and deferred further review of the OPPI Code pending finalization of the National Code.

ASSOCIATION OF CONSULTING PLANNERS

The President and Executive Director were authorized by Council to negotiate, on OPPI's behalf, an agreement to bring the Association of Consulting Planners into the Institute. A tentative agreement has been reached and ACP is currently canvassing its membership in order to ratify the agreement. Any monies transferred to OPPI would be earmarked for projects recommended to Council by a new Private Sector Advisory Committee.

PRIVATE BILL

The Private Bill Working Group has had three meetings with Ministry of Municipal Affairs negotiator, Meredith Beresford to discuss the Institute's desire to seek protection of title. The Working Group is very satisfied with progress so far. To date, the Institute has been copied over 100 letters sent to various MPPs in support of the Bill.

PROFESSIONAL DEVELOPMENT

The Professional Development Committee was constituted by Council in order to provide a variety of educational opportunities catering to the diverse experiences of OPPI members. Terms of reference and operating principles and guidelines were endorsed by Council at the September 17 meeting. The guidelines are based on three broad areas of need, including primary planning/business skills, continuing education and professional development activities. A suggested portfolio of core courses, intended for delivery by the Institute on an annual basis, were outlined including "Planner as Facilitator", the ever popular "Planner at the OMB", a course related to geographic information systems, and others. OPPI will enter into discussions with the Ministry of Municipal Affairs regarding partnership delivery of MMAs "Planning in Action".

NEW PLANNING FOR ONTARIO

OPPI's response to the Commission's Final Report, released in June, has been submitted to the Minister of Municipal Affairs and the Premier. The Institute will continue to monitor the implementation of the recommendations contained in the Report. Council has expressed its sincere gratitude to the members of the OPPI New Planning For Ontario Task Force for their efforts and hard work in producing the OPPI interim and final submissions and congratulate the entire membership for participating in this important review.

MEMBERSHIP MATTERS

Membership Review has dominated the last three agendas of Council, as implementation of many of the major recommendations of the Membership Review Committee was considered. Overall, Council commit-

ted itself to the continuation of Examination B requirements, however it also committed the Institute to a complete review of the various options of the examination process, content and format in order to provide better service to the membership as well as maintain professional standards.

BYLAWS AND SCHEDULES

Council adopted 24 amendments to the general bylaw, and a new Bylaw 1-93, which have been submitted to the membership for confirmation by mail ballot.

At its September 17 meeting, Council adopted a revised Schedule C to the bylaw. This sets out the mandate and structure of OPPI's working committees (Publications, Professional Development, Public Presence, and Student Liaison), and also for the first time formally establishes the position, duties, and responsibilities of the Student Delegate to Council. Copies of the new Schedule C are available from the OPPI office on request.

FINANCIAL MATTERS

An informal discussion was held at the August 20th Council meeting regarding the impact of the Ontario Government expenditure reduction and the Social Contract on the Institute's operations for the balance of 1993 and into fiscal 1994. This is of particular concern given that some employers will no longer be paying membership fees or professional development/conference costs and that some members are losing their jobs. In this light, it was noted that the Institute must continue to show value of membership, through such initiatives as the Private Bill, program events at the district level, the annual conference, professional development and outreach initiatives and the Ontario Planning Journal.

Council has instructed the Treasurer that no fee increase will be sought in 1994 and that an immediate review be undertaken to halt any non-urgent expenditures. Council will be discussing the 1994 draft budget at its December meeting. Subject to approval at the Annual General Meeting, all retired members will now be asked to pay a nominal annual fee of \$50.00 to administration costs.

1994 OPPI CONFERENCE

The 1994 OPPI annual conference will be held in the City of Kingston next August (21-24) at the Holiday Inn located in the city's beautiful and historic waterfront. The Conference Organizing Committee was recently appointed by Council and consists of Rupert Dobbin and Patrick Deoux, Co-Chairs, Mohammed Qadeer, Warren Sleeth, Mary Allen, Nina Tomas, Derek Waltho and Daphne Wretham.

1995 APA/CIP CONFERENCE

The 1995 APA/CIP Organizing/Host Committee was recently struck by Council and consists of the following members: Richard Tomaszewicz (Chair), Robert Dowler, Brian Milne, Brian Tuckey, Kris Menzies, Gary Cousins, Barbara Dembek, David Gordon, Gail Johnson, Sue Cumming, Andrea Kelly, John Gartner, Valerie Cranmer and Blair Murdock. Over fifty names were received who expressed an interest to participate in the Organizing Committee - everyone will be contacted and requested to contribute to one of the many sub-committees that have been established. More volunteers are required! Please contact the OPPI office.

The Committee is currently holding discussions with representatives of the American Planners Association regarding the proposed dates and venues of the joint conference and to clearly establish the roles and responsibilities of the organizing committee. APA holds their annual conference in Canada every 10 years. It was last held in Vancouver. It usually attracts over 3,000 delegates.

SEPTIC SYSTEMS GIVE WAY TO COMMUNAL SEWAGE TREATMENT SYSTEMS

There has been an increase in the number of problems reported with the operation of individual septic systems in recent years. These include breakout of sewage over the bed area, seepage of effluent into sump pumps and floor drains, and the impairment of groundwater quality. A recent study by Paragon Engineering Limited for the Ontario New Home Warranty Program found that approximately 3,000 septic systems are reported to fail each year. About 18,000 new systems are installed annually.

The reaction to this problem by the governing Health Units has been to increase the design standards for these systems, often to the extent that rural development on individual septic systems is found to be impractical. The approach proposed by the Ministry of the Environment and Energy (MOEE) is to discourage the use of individual septic systems and promote development within urban areas on full municipal services. In unserved areas, the MOEE is promoting the use of communal sewage treatment systems in lieu of individual septic systems.

A communal sewage treatment system can be defined as any system servicing more than one privately owned residence. The system is comprised of three components: the collection system; the

treatment unit; and the disposal system.

A typical communal collection system would consist of gravity sanitary sewers with services to each home. The treatment system would be some type of package treatment plant or mini sewage treatment plant. The most common systems for treatment are rotating biological contactors (RBC's). Effluent from these systems may be disposed either to a leaching bed or to a surface water body. The effluent criteria will be however more stringent when outletting to a surface water body such as a lake, river or wetland.

Benefits of communal sewage treatment over septic systems include a better quality of effluent (i.e. lower concentrations of BOD₅, suspended solids and nitrates), the ability to add tertiary treatment as necessary, and the ability to monitor the effluent quality to ensure compliance with the design criteria.

Nitrate is a compound found in sewage effluent that has received considerable attention recently. Nitrate is neither broken down in the treatment system or filtered as the treated effluent travels through the soil. For this reason, nitrate concentration is often the parameter that limits the amount of sewage that can be disposed on a particular site. With communal systems, denitrification features can be incorporated in the treatment system to reduce nitrate concentrations in the effluent and therefore increase the

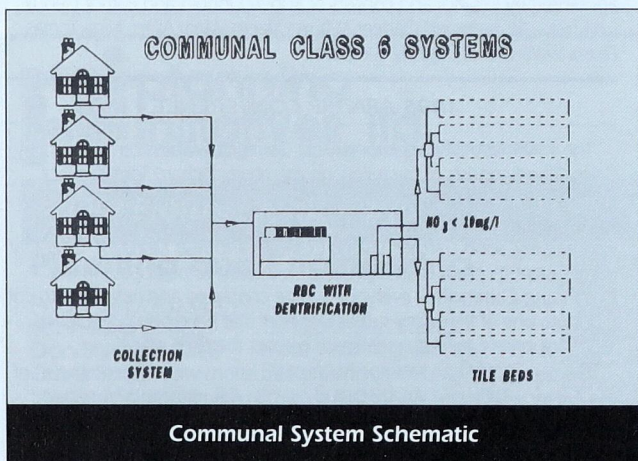
amount of sewage that the site can accommodate. Denitrification technology for

small sewage treatment systems is still developing and is not fully accepted at the regulatory level at this time.

There are however some disadvantages to using communal systems, particularly the upfront cost of the system. With individual septic systems it was possible for a developer to pass along the cost of the system to the homeowner at the time that each building was constructed. However with communal systems, it is necessary to construct the majority of the system prior to the construction of the first home. Another disadvantage is that the MOEE requires that the communal system be owned and operated by the municipality. Therefore one of the most important aspects of any rural development proposal is to ensure that the municipality is willing to take responsibility for the system.

One of the first communal sewage disposal systems to be constructed and operating with a denitrification unit has been installed in the Pine Meadows Retirement Community in the Township of West Garafraxa. Paragon worked with Don Vallery of Pine Meadows to co-ordinate the approval of this system and the facility design and installation. Assuming that the denitrification system proves to be reliable, it is anticipated that this type of a system will be used commonly throughout rural development areas.

This was adapted from an article that first appeared in The Paragon, the company's newsletter. Thanks to Grant Lee for bringing this to our attention.



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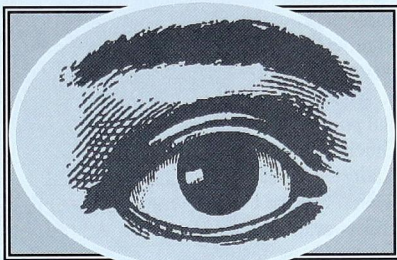
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ALAN DEMB HAS EYE ON NEW PUBLISHING NICHE

Former planner and publisher of the *Toronto Planning Digest*, Alan Demb is launching a new publication - "Municipal Government Monitor".



With the social contract and a growing recognition within the business world the municipalities are highly complex systems affecting the way thousands of firms do business, Demb feels there is an as yet untapped market for information on local government activity. "Let's face it," says Demb, "the time is



WHO'S WATCHING LOCAL GOVERNMENT?

past when the business community can afford to ignore the goings on in local government." The myriad impacts of provincial cutbacks means that local governments will be spending less, cutting services and possibly attempting to regulate more. "If local government is sick, we all risk catching cold," says Demb. His new publication, which will provide an easy to read digest of local government activity, is available by subscription only and will be mailed 15 times a year.

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MOVING FROM BACKLOG TO FRONT END IMMERSION!!

Efforts to cut the volume of backlogged municipal planning applications under Provincial review stage are beginning to pay off.

Not long ago the Ministry of Municipal Affairs, Plans Administration Branches (PABs North & East and Central & Southwest) had a backlog of about 2,900 planning applications. They ranged from residential subdivision approvals and official plan amendments for new shopping centres to entire new Official Plans. "Backlog" has been defined as any planning application on file with Municipal Affairs for longer than six months.

The backlog was impacting the Provincial ability to deliver timely decisions on proposed new development. The potential economic impact of this delay was, and is, considered serious. It also meant significant staff time was spent advising the public and municipalities about current applications in the system; time that could otherwise have been spent moving the applications to a decision point. But since the branches have launched their "attack" on the backlog late last year, results have been impressive. More than 2,100 backlogged planning applications have been processed, and about 750 remain for decisions.

"The addition of staff resources with a variety of backgrounds has been key to our success. The people power was what we needed to get the work done", says Patricia Boeckner, a Manager with the Plans Administration Branch. "In bringing into the Planning Groups additional experienced and enthusiastic staff, we've had the resources to get to all the applications and move them along in some way, and in many cases to finalization", she adds.

However, there are other reasons for faster decision making.

"We've changed the way we do business," says Colleen Bawn, a project planner with

PAB. "Now when new applications come in, we'll be able to provide much better customer service."

Colleen says one way the PAB's have cut the backlog has been to identify common threads in municipal applications. "Sometimes approval for subdivision applications from different municipalities are being held up for the same reason — such as inadequate sewage treatment facilities. Once you start grouping these planning applications together, you can begin searching for a common solution."

Diana Jardine, director of PAB for Central and Southwest, notes the success with reassigning a group of planners to deal exclusively with Official Plans - the "Official Plan Team". Since the OP Team began its work last year, over 50 official plans have been approved, about three times the rate of past years.

"We've been getting very positive feedback from municipalities on this," says Diana. "Our long-term goal is to turn official plans around in six months instead of two or three years, as was the case in the past." Diana says working more closely with other agencies such as the Ministry of the Environment and Energy helps speed-up approvals and also reduces the backlog of those agencies.

The PAB's are also working with Provincial

Facilitator Dale Martin to achieve quicker provincial approval on housing and other local development proposals, says Bryan Hill, director of PAB, North and East. "Getting rid of the backlog is the key to unlocking the potential for development", he says.

While continuing to clear backlogged files, the PABs are working with the Provincial Facilitator's Office and other ministries that review plans, in order to "re-engineer" the plans review process. This includes the delegation to municipalities of more planning approval functions, the transfer of technical review responsibilities such as noise and water quality to municipi-

palities and the setting down of Provincial technical and policy requirements on paper so that applicants know up-front what the requirements are.

One of the re-engineering initiatives is called "front end immersion", says Audrey Bennett, a Senior Planner with the Official Plan Team. This involves getting out early in the Official Plan programs and working with the municipality and/or consultant to address provincial interests upfront. With a commitment by Council to include policies implementing provincial policy, the extended provincial review and numerous modifications can be avoided. "If Council adopts policies which appropriately reflect provincial policy, we can commit to an approved Official Plan in under six months," adds Audrey. This approach is being tested in several Official Plan programs are currently underway, including: Township of Nipissing, Town of New Tecumseth, Town of Southampton, Village of Casselman, Township of Kingston, and Village of Kemptville.



Official Plan Teams can cut the red tape, believes Director, Diana Jardine.

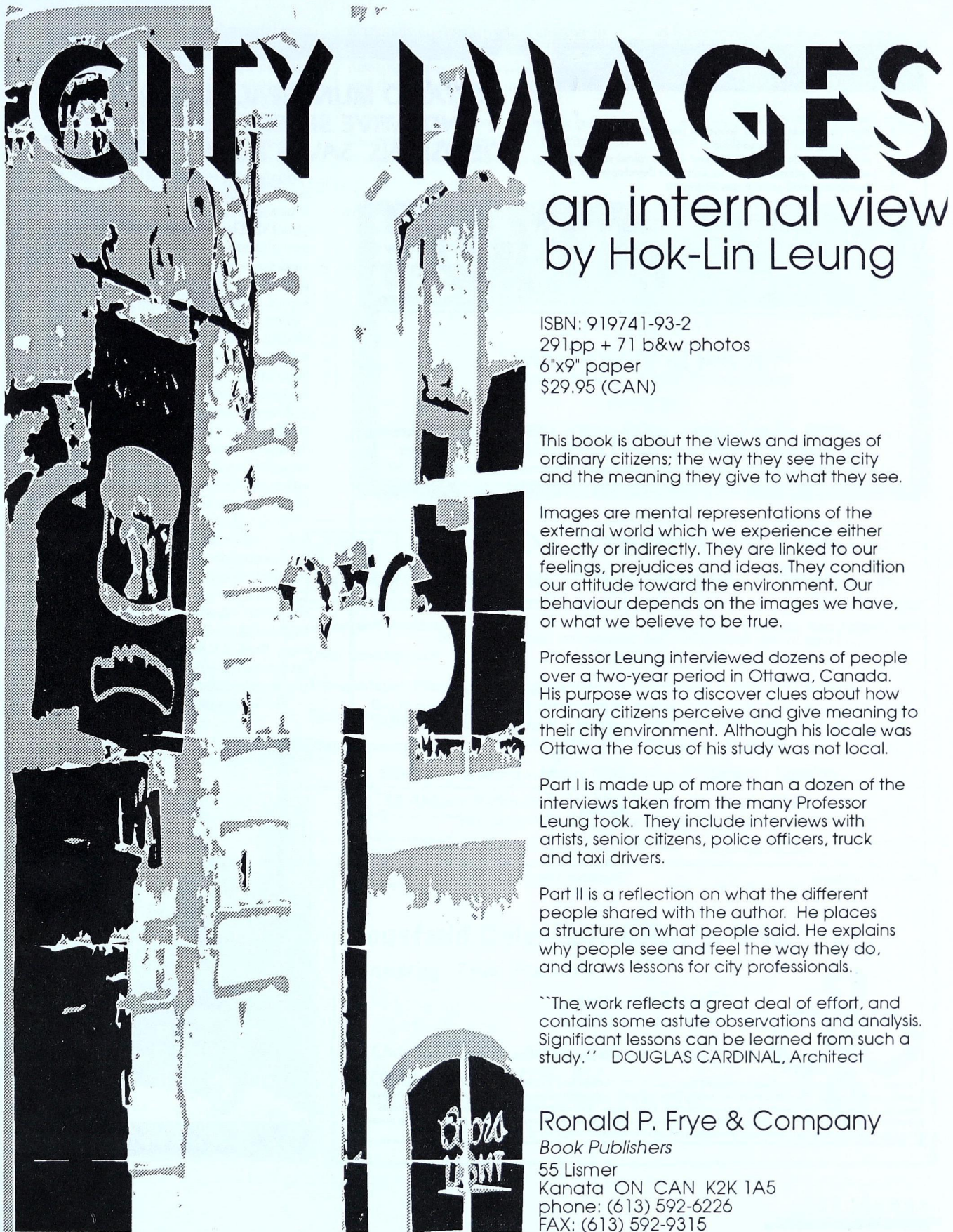
DALE MARTIN RELEASES PLANNING APPLICATION GUIDE

A new guide is being issued by the Office of the Provincial Facilitator. Focusing on applications that require provincial approval of some kind, the intent is to allow developers and their consultants to check they are submitting a complete application and providing the information that will ensure a quick decision.

The booklet is the product of a cooperative effort between UDI and the Ontario Home Builders. With changes to the system already in the works, readers will be relieved to know that the booklet has been designed to be easily updated. It will be available from the Ontario Government Bookstore for \$35 in November. An interview with Dale Martin will follow in the Journal.

Anyone wishing more information on the "front end immersion" initiative or other Provincial initiatives noted in this article should contact the Ministry of Municipal Affairs at 416-585-6155 or 416-585-6030.

Diane McArthur-Rodgers is the Journal's provincial correspondent.



CITY IMAGES

an internal view
by Hok-Lin Leung

ISBN: 919741-93-2
291pp + 71 b&w photos
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This book is about the views and images of ordinary citizens; the way they see the city and the meaning they give to what they see.

Images are mental representations of the external world which we experience either directly or indirectly. They are linked to our feelings, prejudices and ideas. They condition our attitude toward the environment. Our behaviour depends on the images we have, or what we believe to be true.

Professor Leung interviewed dozens of people over a two-year period in Ottawa, Canada. His purpose was to discover clues about how ordinary citizens perceive and give meaning to their city environment. Although his locale was Ottawa the focus of his study was not local.

Part I is made up of more than a dozen of the interviews taken from the many Professor Leung took. They include interviews with artists, senior citizens, police officers, truck and taxi drivers.

Part II is a reflection on what the different people shared with the author. He places a structure on what people said. He explains why people see and feel the way they do, and draws lessons for city professionals.

"The work reflects a great deal of effort, and contains some astute observations and analysis. Significant lessons can be learned from such a study." DOUGLAS CARDINAL, Architect

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ONTARIO MUNICIPAL BOARD NEW INITIATIVE SPEEDS PLANNING DECISIONS, SAVES HEARING COSTS

by D.S. Colbourne



Two facilitators are helping reduce the backlog of cases awaiting the attention of the Ontario

Municipal Board (OMB). The facilitators, Bill Thomson and Bob Bailey, former planning commissioners, are part of a pilot project aimed at having the parties resolve disputes without the need for formal hearings.

The mediation project is one of the OMB's initiatives to speed up decision making on good, environmentally-sound development projects that could help invigorate the economy by creating jobs.

The process works by bringing together the parties involved in the appeal to discuss the issues and look for a mutually acceptable solution. It can be initiated either by the Board, on reviewing a new file, or by one of the parties involved.

Generally, the mediation process has been used to resolve minor matters such as consents to create a single building lot, or minor variances or zoning changes involving few parties and few issues. In the seven months since the pilot project began, the two facilitators have reviewed more than 200 files. They have tried to mediate some 73 cases in 70 communities across Ontario.

The results of the pilot so far have

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D.S. Colborne

been quite satisfying. A substantial number of cases (57%) have been mediated successfully while others have a potential to be resolved. In 21% of the cases, mediation has significantly narrowed the scope of issues to be heard at a future but shorter and less expensive hearing. In about 22% of the cases, mediation was not successful. The parties presumably had very strong feelings about the issues and elected to go to a formal hearing. However, even in those cases, the mediation process provided an opportunity to clarify issues and areas of potential concern and explain the process that would be followed at a Board hearing.

The process allows for appeals to be withdrawn if it turns out the appellants did not fully understand the planning process or the planning reasons for the initial decision. In other cases, the parties may agree on changes to the proposal which would make it more acceptable to the objectors. In that case, the facilitator would report back to the Board, which could then implement the modified proposal at a brief hearing. Even when an agreement cannot be reached, the parties may be able to resolve some issues, leaving fewer issues for the Board to deal with in a formal hearing.

Mediation saves time and money, not only for the Board, but for those involved in the dispute as well. Mediation removes a number of minor cases from the OMB agenda, thereby freeing up hearing time to deal with other projects which have greater scope and which could create more jobs.

The Board has found municipalities to be supportive of this initiative. Municipal staff are

extremely co-operative and creative in finding solutions to disputes. They recognize and respect the technical knowledge and the sound background of the facilitators.

This has contributed to the success of the program and supports its continuation in assisting the Board in its efforts to pro-

vide improved and innovative services. Mediation will be considered for application to matters of greater complexity.

D.S. Colbourne is the Acting Chair of the Ontario Municipal Board.

Also note that the OMB is moving its administrative and hearing offices to 655 Bay Street as of November 1, 1993.



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VISIONING EXERCISE

Eastern District brought Anton Nelessen from Princeton, N.J. to Kanata for a most interesting and encouraging lecture. The topic of "Retrofitting Suburbia" attracted planners, architects and engineers. This mix reflects the tendency of individuals within these disciplines to work together towards a common goal-interactive solution building!

A. Nelessen Associates, regarded as a "a pioneer in the field of community visioning", espouses the use of "Visual Preference Surveys" to help citizens, government officials and developers to define a common vision for an individual development or an entire community.

Often the forces driving development are very restrictive and the built form echoes the provisions of by-laws, regulations, building codes, etc. In most urban areas, development which was built 50-100 years ago is often not permitted under current regulations. Yet, these are often "the designs and atmospheres" which arouse our senses and make the deepest impressions.

In "retrofitting suburbia", Nelessen views a principal goal of redevelopment to create a sense of place, since this is what is lacking in most suburbs. He provided a seven step planning process to achieve communities of place:

- understanding the biography of the past
- creating a common vision
- analyzing and understanding the problems
- analyzing and understanding the potentials

- creating three dimensional plans
- developing illustrated policy, guidelines and/or zoning provisions which reflect the common vision and potentials, and
- interaction between the community and developers.

Understanding where we have come from and where we want to go may be achieved by undertaking "Community and Visual Preference Surveys". The visual surveys, followed by community workshops, are some of the tools used by Nelessen to define a community's vision. His belief is that involving as many people as possible in the visioning exercise will produce a more clear vision and direction in setting specific goals. In his experience, the "Visioning" exercise revealed that some development attributes perceived by professionals to be held as negative by the public, were in fact irrelevant. For example, density was not the basis for rejection of new development by the public. The public is also demanding a higher quality of life and environment. The sense of safety and comfort is also an important consideration to ensure the design effectively results in the gathering of people.

Designing for the human scale requires regard for the pedestrian environment. Municipal staff are generally the best situated to facilitate interaction between the community and developers.

Benefits will arise for both sides; communities emerge with the public's preferred designs and developers are able to market their developments quite easily.

We thank Anton Nelessen for sharing his innovative ideas about how and what needs to be integrated into the suburbs to transform them into places with character.

RIDEAU STREET REDEVELOPMENT

The City of Ottawa is completing one of its own redevelopment projects in the downtown area. Many of Nelessen's prescriptive guidelines were followed in the redevelopment study, which involved a significant amount of public involvement. The result of the study is a major facelift of a portion of Rideau Street, which is one of Ottawa's major downtown commercial streets.

The portion of Rideau Street affected by the study is presently closed to traffic, permitting only buses on a two lane road. It contained enclosures along the buildings on both sides creating what was known as the Rideau Bus Mall. Now, the enclosures are being dismantled. After redevelopment and road reconstruction, Rideau Street will look similar to how it looked before its transformation to a bus mall.

(Editor's note: Transportation was an initial focus of the Rideau Street redevelopment study, together with a desire to provide broader sidewalks and make it easier for people to cross from one side of the street to the other, thus improving the viability of retail.

The enclosures were added at the insistence of local merchants, against the advice of the planning team.)

The new street design will include four lanes; two reserved as bus lanes and two for cars and bicycles.

REPORT ON EVENTS

Architecture Week took place in Ottawa in September. Eastern District of OPPI co-sponsored and was actively involved in organizing one of the events. On Monday, September 13, 1993, the topic for the evening was "Malls, Buses and People". A panel discussion took place on issues such as the use of mall space; safety and design of malls and connections to transit/Transitway; management practices which facilitate public safety; and, obstacles to designing/creating safer places. One of the objectives of the Safer Places Network is to encourage those involved in planning and design to consider the concerns of professionals and groups advocating action to promote safety.

Other events included "Town Centres" and "Emerging Issues in Urban Development". Queens University students were invited to the events.

The presentation focused on Cumberland Town Centre and Nepean's new South Urban Activity Centre, preceded by an historical

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perspective on growth in the RMOC by Pamela Sweet. Ned Lathrop shared Cumberland's experience with their emerging Town Centre and stressed the need for public and private involvement in maintaining the vision for the Centre. This view was substantiated by Bob Ridley of UMA Engineering.

Joe Berridge, a principal with Berridge Lewinberg Greenberg, spoke about achieving the goal of creating lively places. Can this be achieved through building design alone, he asked? Our expectations are very high and implementation often falls short. Keeping the vision simple and working backwards from the end state i.e. where we want to be, was proposed by Berridge.

Current issues in mixed use involve phasing and funding. The secret is to phase a development in keeping with the needs of the public and capacities of existing conditions, but still strive for a sense of completeness. Financially feasible phasing is the biggest obstacle.

The next evening featured Joel Garreau, author of Edge Cities. Edge Cities have developed beyond the suburb and is driven by the desire to create an urban environment for all uses. As such cities compete, it will be on the basis of their weaknesses rather than their strengths.

Joe Berridge added his perspective from the Canadian experience. His partial solution is to make better use of existing resources through infill and intensification rather than extend transportation networks beyond the suburbs. Alteration of existing neighbourhoods is more difficult than developing greenfield situations. Education of society and protection of land base, competing with natural resources, is the primary responsibility of decision makers.

Thanks to all involved in putting on a very successful week!

NEW EXECUTIVE

The new executive for Eastern District will comprise Daphne Wretham, Chair; Patrick Deoux, Vice Chair; Grace Strachan, Secretary; Derek Waltho, Treasurer; Sandra Candow, Director at Large/Program Events; Mary Allen, Director at Large/Nominations Committee; Nina Tomas, Publications Representative.

PEOPLE AND PLACES

Mary Tasi-Wood of Tasi Wood & Associates has moved to take on a new position as the Associate Director of Planning for the City of New Westminster,

B.C.. She will miss her colleagues and friends in the Eastern District and extends a warm welcome to drop by during any visits to the Vancouver area. Mary is pleased to forward her work from Tasi Wood & Associates to Delcan Corporation/HMD Consulting Group Limited. Any previous clients or anyone seeking further information, can contact Patrick Déoux of Delcan/HMD at (613)738-4160.

John G. Reid retired from the City of Gloucester as Commissioner, Planning and Development. Len Romanica, Commissioner of Economic Development has become the Acting Commissioner, Planning and Development. Mary Allan, previously with the City of Gloucester, is now working with the City of Nepean.

Nina Catherine Tomas is a Planner with Delcan Corporation in Ottawa.

Editor's Note: owing to a technological glitch, this column is an issue late. Reports on the events and other information will follow in the next issue. Our apologies to Nina and other people who worked to put the information together.



HOW TO GET IT SAID EFFECTIVELY: SOUTHWESTERN DISTRICT CONFERENCE AND AGM

Two beautiful bed and breakfast inns, The Franklin House and Winnspire Inn in Port Elgin provided a perfect setting for the 1993 Conference and Annual General Meeting. Our theme for the conference this year was "Effective Communication in the 1990's". Our own communications got off to a great start Friday evening with a Wine and Cheese Reception hosted by Don Scott of Cuesta Consultants. OPPI President Tony Usher attended our weekend event to see for himself how the Southwestern District has been holding its annual conferences since at least as far back as 1977. The cosy and informal atmosphere of the two Inns provided a great context for communicating not only with Tony Usher but with all our members, as is usual.

Our Saturday morning panel presentation on "Effective Verbal, Visual, and Written Communications" was attended

not only by we planners, but also by a number of our spouses and guests. Ms. Pat Prior of Well-Said Inc. in Guelph provided a great presentation on making effective (and ineffective) verbal presentations, and demonstrated her own ideas through her presentation style and enthusiasm. Bill Reimer of Image Corporation in Kitchener, a visual communication business, demonstrated how to make the most effective use of overhead visuals for the types of presentations we make most often. Jack Flatt, President of Quillion Corporation, a business marketing consultant firm in Kitchener, provided us with a noteworthy checklist for effective writing and reinforced the importance of strategic planning and organization in preparing and presenting our written communications. Our morning session concluded with a well-rounded discussion bringing the three forms of communication together.

After a great lunch, a stiff breeze prevented our golfers and fishermen from getting out, but allowed us to indulge in a number of our other usual Saturday afternoon traditions.

The evening banquet concluded with our normal "Award Presentations" for distinguished achievements and activities by noteworthy individuals during the course of the weekend. This year we were thoroughly entertained by a live band "Feel' Good" from Sauble Beach who really got us into an evening of enthusiastic communication and sing-a-longs.

Before the evening was over a new musical event had evolved - a rousing session of "Bernioke" which got the group really moving.

For those of you who didn't attend - too bad!! You'll have to make sure you attend next year to see what happens for an encore. We have already got the "Backups" working on their routines for next year.

What was probably the best weekend Conference we've had in the last several years concluded with our Annual General Meeting Sunday morning and a renewed commitment to continue with our annual conferences and associated traditions. At this time the Program Committee is investigating the possibility of a location in the Point Pelee or Port Stanley area for our 1994 Conference to be held September 16, 1994 to September 18, 1994.

*Donald A. Stewart, MES, MCIP
SWD Program Committee Chairman
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COMING ATTRACTIONS IN THE GTA

OCTOBER 1993

The GTA programming committee has scheduled a session regarding new planning

initiatives in Ontario, and the Sewell Commission.

NOVEMBER 1993

A joint forum is being planned between the Institute of Transportation Engineers (ITE) and GTA Planners.

The topic has been revised to Livable Cities and their relationship to Transportation.



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DECEMBER 1993

A Christmas luncheon planned at the Cricket Club in North York. This event may be a co-sponsored event between ITE and OPPI. A Christmas Evening Social/Open House is also in the works for at the OPPI office in Toronto, more details to follow as plans are confirmed.

ELSEWHERE IN CENTRAL DISTRICT:

SIMCOE/MUSKOKA-UPDATE

Ho! Ho! Ho! The Simcoe-Muskoka Planners already know what they want for Christmas, the "OPPI Simcoe Muskoka Christmas Social". This year the event will be held at the Sundial Inn, Orillia on Dec, 2, 1993. Cocktails 6:00 p.m. to 7:00 p.m. with dinner to follow. OPPI President, Tony Usher will be the special guest speaker at this event. For more information contact: Dave Parks, Township of Georgian Bay. (705-538-2337).

PETERBOROUGH UPDATE

The Peterborough and Area Planners Group hosted a Spring seminar at Trent University on June 17, 1993, entitled "Planning on the Edge: Current Thoughts on Development Pressures in the Urban/Rural Fringe." A particular focus was placed on the Cabinet endorsed provincial Growth and Settlement Policy Guidelines.

The event was well attended by area local planners, politicians, Ministry and Conservation Authority representatives.

The following guest speakers were on had to comment on the new guidelines:

- Norma Forest MMA
- Bill Stevens MOEE
- John King Deputy Reeve, Douro Township
- Valerie Cranmer Region of Durham Planning
- Chad Foreshew Director of Ontario Building Officials Association
- Bryce Jordan Urban Development Institute

A lively discussion of the pros and cons of the Growth and Settlement Guidelines concluded the day long session.

**PETERBOUROUGH EVENTS
DECEMBER 1993**

'Tis the Season to think Jolly! Discussions are underway for planning of the OPPI Peterborough District Christmas Social. More details to follow in the next issue.



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