

# ONTARIO PLANNING JOURNAL

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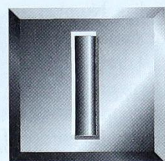




# RAILS TO TRAILS

## NEW USES FOR ABANDONED RAILWAY RIGHTS OF WAY

by Julius Gorys



In Ontario, 85 railway rights of way, or 2,800 kilometres of track, have been abandoned since 1970, a result of the steady decline of rail traffic. Once service

has been discontinued, the corridors, usually 66 to 100 feet wide, become real estate property owned by the railway company.

What can be done with these railway corridors? Some become recreational trails for hikers or snowmobiles. Some may be kept available for GO Transit or high-speed passenger services. Others may be used as utility corridors for water or gas pipelines or telephone and cable TV services. Still others are used in land swaps for new roads or bought by neighbouring landowners to enlarge their properties. For example, part of a line in Ottawa was incorporated into the regional transit system; another line in Eastern Ontario was made into an equestrian trail and a fibre optics communication line.

Once the rights of way have been broken up, it is nearly impossible to reassemble the alignments. Governments, conservation authorities, and public interest groups have tried to keep the rights of way open by acquiring corridors for public purposes, usually recreation. About two dozen trails, extending 300 kilometres in all, have been created in Ontario, but the province lags far behind the United States, where 240 rights of way have been converted to 5,000 kilometres of rail trails.

In 1989 the Ontario Ministry of Transportation set up an Interministerial Coordinating Committee on Alternative Uses of Abandoned Rail Rights of Way to review abandoned rights of way and to acquire those that can be used for public purposes. The committee represents the province's interests and considers submissions from others who propose to buy or operate the rights of way. Submissions come from other provincial ministries, municipal governments, utility companies, recreational trail groups, and other organizations.

Recently, the Hamilton Region Conservation Authority bought the 18-kilometre stretch of the Canadian Pacific line between West Hamilton and Jerseyville for a multi-use recreation trail. The purchase was funded by the Ontario Heritage Foundation, the Ontario

government, and the Regional Municipality of Hamilton-Wentworth. Funds to develop the trail are now being sought from public and service clubs. Already the Hamilton Auto Club has contributed enough to develop the first kilometre of what will be a barrier-free trail for walkers, joggers, hikers, cyclists, nature enthusiasts, and, in some areas, horseback riders. The authority hopes eventually to connect the trail to Brantford.

Earlier this year the Grand River Conservation Authority and the Credit Valley Conservation Authority bought the abandoned 48-kilometre CP track between Fergus and the Forks of the Credit in order to link the Grand River and Credit River conservation areas to the Bruce Trail at various points along the Niagara Escarpment. The two authorities received funding from the Ministry of Natural Resources, the Office for the Greater Toronto Area, and the Niagara Escarpment Commission.

The provincial government, through the interministerial committee, hopes to encourage more partnerships with local governments and/or the private sector to buy, manage, maintain, and use lands along abandoned rights of way, and is seeking consistent annual funding for further acquisitions. Further information is available from Geoffrey Allen at the Ministry of Transportation, (416) 235-4074.

*Julius Gorys is a senior planner with the Ministry of Transportation.*

## RAILS-TO-TRAILS AND GREENWAYS MOVEMENTS

If you are interested in rails-to-trails conversions and you want to know more about how to get a project organized, the experiences of other groups have been collected in a comprehensive manual,

*Rails-to-Trails and Greenways*

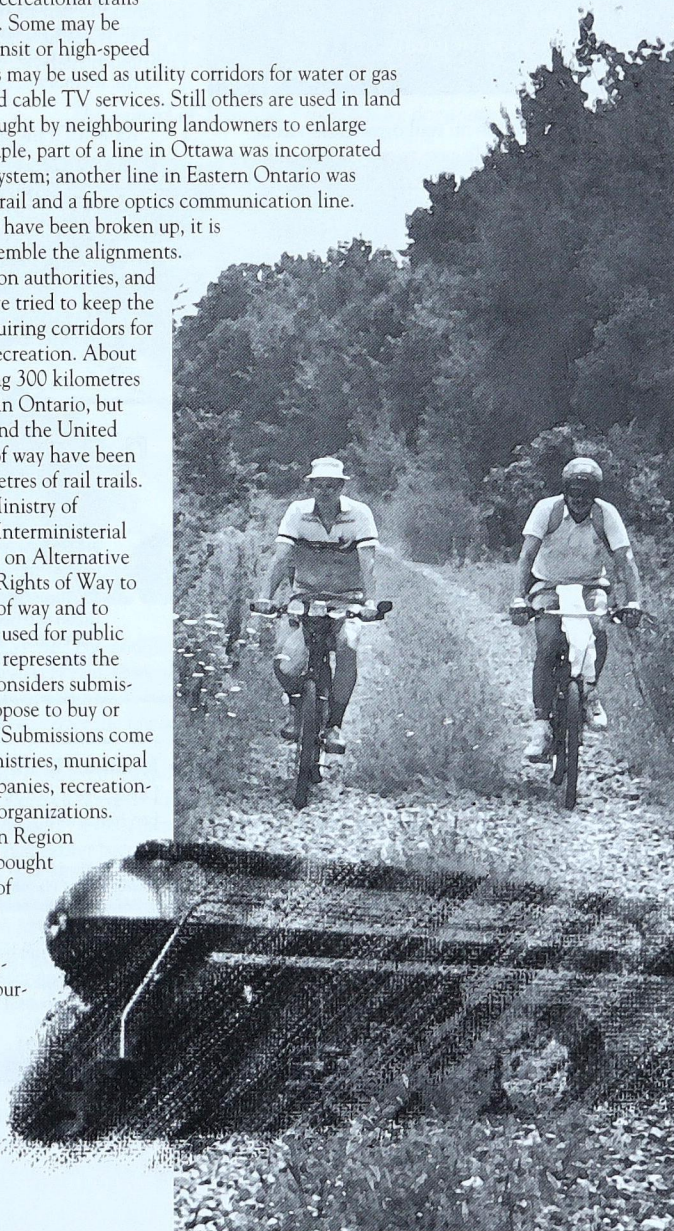
*Movements:*

*The Challenge*

*that Links*

*People to Places*

*and Spaces.*







The project team: Peter Dunbar, Kathy Wiele, Jay Thatcher, Danielle Chandler, Naomi Irizawa

The manual was developed by a five-person project team led by Peter Dunbar of the Department of Parks, Recreation and Culture in Collingwood, Ontario. Dunbar recognized the need for documentation on the subject during the planning of the Georgian Trail, a 32 km trail along a former CN line between Collingwood and Meaford. As the planning progressed, Dunbar received countless requests

for information on trail organization from other groups. He gave twenty lectures and presentations on the subject, and realized that a manual that condensed the information available from a wide variety of sources would be the best way to promote the movement and give hands-on how-to advice on planning a trail.

The manual is in the form of a binder with

six sections, each of which deals with a different topic and provides a bibliography and list of contacts. The topics are in chronological order, showing the step-by-step process of developing a trail. The first outlines the history and current trends of the greenways movement. The second explains how to prepare physical, cultural, and human inventories as well as feasibility studies. Number three talks about building a project team and planning; four describes trail design, marketing, and fund-raising; five explains the process of construction and management; and the last section contains an inventory of trails across Canada and ten case studies.

The manual is designed to be practical and user-friendly, with checklists, helpful hints, and detailed information on topics such as funding, hiring professionals, and relevant bylaws and regulations. Dunbar describes the project as "a real journey of love," and has dedicated the finished product to the memory of recreationist Peter Cavill.

Rails-to-Trails and Greenways Movements was produced as a non-profit venture in cooperation with the Ontario Ministry of Culture, Tourism and Recreation. Copies are available at cost for \$50 each from the Canadian Parks and Recreation Association in Ottawa, (613) 748-5651. Further information is also available from Peter Dunbar at (705) 444-2500.

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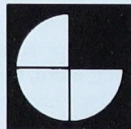
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## WHY THE FEDERAL GOVERNMENT HAD TO CANCEL THE PEARSON DEAL



number of years ago, I was returning to Toronto from Europe. Along with about 175 other passengers, I was momentarily disconcerted when the

voice on the aircraft intercom announced that we were about to land at Pearson International Airport. Only two weeks earlier, we had departed from a place called Toronto. Where were they taking us? After a suitable pause for dramatic effect, the steward explained that Toronto was still where we had left it - the airport had simply undergone a name change.

If the new federal government had not cancelled the so-called privatization plan for Pearson, which would have seen Terminals 1 & 2 turned over to a private consortium, travellers could well have had another

shock in future. The ownership of all three terminals would have passed into the control of a single corporate entity - welcome to Business International!

When the principals of the private corporation that were originally awarded the contract were still competing against the owners of Terminal Three, their submission pointed out the perils of a monopoly, stating categorically that such an arrangement would inevitably lead to increased costs, and possibly put

Pearson's role as a major hub at risk. The potential to undermine the competitiveness of Pearson was very real, since the contract provided a number of ways for the private consortium to raise the direct cost of using the airport - and this didn't even cover the impact of increased user fees for runway improvements.

The contract was originally awarded to Paxport; when that consortium's financial position deteriorated, Paxport joined forces with the Bronfman interests to form Pearson Development Corporation - creating precisely the monopoly that had earlier been the subject of such concern.

My principal quarrel with the "Pearson Deal" is that - even after its cancellation - it gives privatization a bad name. The deal gave a completely misleading impression to the public of what privatization can achieve. The deal would have put a very important public asset into private hands for 57 years, without any semblance of regulation to protect the public interest. It would have been, in effect, an unregulated monopoly.

Given the increasing importance of private sector participation in infrastructure creation in this province, we cannot afford to have public

**PRIVATIZATION IS TOO IMPORTANT A CONCEPT TO BE UNDERMINED BY A FLAWED PROJECT.**

*The owners of Terminal 3 would have dominated an unregulated monopoly.*



support for privatization undermined by negative (and confusing) publicity.

The deal was also in direct conflict with established federal policy on how the transfer of major airports from Transport Canada to Local Airport Authorities (LAAs) should be handled. LAAs offer professional management on a not-for-profit basis, geared to serve the large public interest, which includes the pursuit of regional economic development strategies.

In a previous Journal editorial, commenting on the decision of the federal government to proceed with privatization of Pearson, I predicted that the continuing uncertainty regarding the economic viability of airlines (and therefore the business of airports) would require any privatization deal to be guaranteed by the government. Although the previous

federal government swore that no such guarantee had been given to Pearson Development Corporation, informed insiders suggest strongly that the government did the next best thing and guaranteed the passenger volumes that generate the cash flow, thus removing much of the risk. By definition, this defeats the purpose of privatization. Thankfully, Robert Nixon's strongly worded indictment pointed out the flaws in the

deal in a very straightforward manner.

In the absence of a strong covenant from an airline that could be used to obtain a large loan (for example, the developers of Terminal 3 relied on the covenant of the tenancy of Canadian Airlines to finance their project), a de facto guaranteed cash flow is an excellent substitute. The problem is that nearly all current improvements at the airport, such as Terminals 1 & 2 and the runways, have been created by the taxpayer: at the very least, the taxpayer deserves to share in any added value.

The Pearson deal therefore stood the concept of privatization on its head by allowing private interests to benefit almost exclusively from publically created facilities and by having the public sector backstop the element of risk.

### LIMITATIONS ON LOCAL AUTONOMY UNACCEPTABLE

From the perspective of the regional governments hoping to establish a Local Airport Authority to protect the public interest, the deal was further tainted by restrictions placed on the ability of any agency to undertake improvements to other airports within a specified distance of



Pearson. This would have had significant ramifications for local economic development. Pearson supports more than 50,000 jobs and generates billions in taxes and direct revenues - the overall impact on the region's airport system is correspondingly important.

Restrictions on local autonomy as a result of the Pearson contract could have prevented Mount Hope airport in Hamilton from developing an expanded cargo or charter market. Toronto Island Airport could have been con-

strained from receiving additional short range flights to nearby U.S. cities to relieve congestion at Pearson (and support an ailing Toronto CBD by providing better service to head offices located in downtown). Everything would have been pegged to the financially driven target of maximizing passenger volumes at Pearson.

It appears that the former federal government went out of its way to frustrate the formation of a local airport authority, pending resolution of what Nixon termed "minor and normal

inter-municipal strife". The Pearson deal would have effectively prevented the formation of a viable LAA.

The arguments set out in this article have been well known and discussed in Ottawa and Queens Park for some time prior to the deal being completed; it is therefore all the more alarming that elected officials at all levels of government could have allowed the situation to go as far as it did. Can we now afford to relax? I think not. In the coming months, as an expanded Local Airport Authority is pieced together, it is essential for the economic health of the GTA and indeed the rest of Ontario that everyone works together. And for the sake of promoting a positive view of privatization, the lessons of "the Pearson Deal" should be learned, and carefully committed to memory.

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**MEET PHILIPPA CAMPSIE, THE JOURNAL'S NEW DEPUTY EDITOR**

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On behalf of Vance Bedore, chair of the Publications Committee, I am very pleased to introduce Philippa Campsie as Deputy Editor of the *Journal*. Philippa is currently completing her Master's Degree in Planning at the University of Toronto. Before this, she was editor in chief at Macmillan Canada Ltd. Along with being involved with developing a variety of technical and popular publications, Philippa was actively involved with the professional development of aspiring editors. A commentary based on her initial impressions of planning documents is to be found on page 12.

Philippa has already become a valued member of the *Journal* team, joining Nancy Adler, Tim Murphy and other members of the Operations Committee. We look forward to a value-added 1994!

*Glenn Miller, Editor*

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**"BRAIN DEAD" - A VALID ISSUE**

I think it is important that we deal seriously with Jane Jacobs claims that planning departments "seem to be brain dead" and are "irrelevant and overblown relics from a past long gone", and that planning schools "soak up university funding to train people for little or no productive purpose in society."

In dealing with the first issue, I would say that planning departments are not brain dead, but it suits a lot of people - both within them and outside - for municipal departments to act that way. Planners are civil servants and, although the analogy to traditional servants only partly applies, it is a servant's job to fulfill his employer's every wish and whim, not to analyze his employer's activities and suggest how they might be improved. Many members of the public and their political representatives would just as soon not be bothered with new ideas, especially of the Jane Jacobs variety, which would cause them radically to alter their way of life. A planner soon discovers that the merest hint of such an idea is greeted with willful incomprehension if not outright derision, not only by the public but within the profession and even within the department. It is no surprise that he/she finds it more comfortable and more rewarding to lay low. The fate of John Sewell as head of MTHA exemplifies not just what can happen to an outspoken, visionary planner, but what almost surely will happen. Planning is, in the end, a political process, and politicians rarely (or never?) win by being ahead of the pack on issues, even if subsequent events prove them to be right.

As for planning schools: the writer is someone who has been masochistic enough to go to planning school twice - 20 years apart. My experience in the late 60s can only be described as a total waste. I had read Ms Jacobs' first book before entering the school and was amazed to discover that neither it nor the ideas contained within it had arrived there yet - and this was years after its publication. The garden city model was constantly extolled - the school could well have replaced "planning" in its title with "Greenbelts and Ringroads". The high-profile head of the school kept hammering away at a single leitmotif: how "planning was man's way of imposing order upon chaotic nature" (Ian McHarg's ideas had obviously not sunk in either). The school's transportation specialist was airily dismissive of any ideas other than the necessity of accommodating demand for more space for the automobile. As a result the transportation specialty attracted only those students of similar bent. The nearby city was engaged in a freeway debate and anyone who questioned the need for the project was criticized as not being in touch with reality. Getting involved with a real-life issue was also frowned upon - the school's whole approach was one of academic detachment

# THE DEBATE CONTINUES...

**JANE JACOBS' REMARKS: TELLING CRITIQUE...**



**...OR TWISTED LOGIC?**

and reliance on a small body of received theoretical wisdom. Jane Jacobs would have been rightly horrified. I simply became bored and discouraged, concluded that planning as a profession was basically bogus and had no future, and went on with other things. My classmates who completed that course would still be working today, although none is currently on the CIP membership roster.

My second sojourn in planning school was a great improvement over the first, although I doubt whether it would receive the full three cheers from Mrs. Jacobs. Her ideas were most definitely part of the curriculum, but hardly its focus - in fact, its focus was hard to discern. Getting involved with real-life issues was required. Students were presented with a smorgasbord of choices: land use/conventional development; land use/environmental; social planning, based on a largely social democratic model; public administration; transportation (in which demand management could play a major role); and Third World development. As a result, students, ostensibly all with the same degree, could graduate with widely differing specializations, from applied real estate from a market development point of view to what amounts to a degree little different from some kinds of Social Work specialization. The upshot is that the school prepares one to design a conventional subdivision and take it through the approvals process or to organize resistance to such a design.

The course stressed two contradictory central themes: one, the importance of each student having "a vision" which he/she was expected to defend; and, two, the primacy of the citizen participatory process to which one's own personal vision or agenda was always to play a secondary role. The final message: do your best to influence what are, in the end, political decisions, but be prepared to go with the flow when these decisions, democratically arrived at, turn out not to be in accord with this vision. This is a very realistic preparation for participation in the current planning process, but it still begs the question of its "productive role in

society". Great effort and expenditure is lavished upon a process that seems only able to produce, in Christopher Alexander's words, a tidier version of the present.

Mrs. Jacobs' telling critique of the old end-product-oriented planning system helped hasten its demise. It is obvious that the process-oriented system that has replaced it only randomly and halfheartedly achieves any of her desired ends. I sympathize with her frustration. However, in the absence of a strong expression of shared cultural values that would further her urbanist aims, I simply cannot foresee any significant changes in this unsatisfactory system.

Michael Johnson

**TWISTED LOGIC?**

Jane Jacobs' rant about planning departments reminds me of a proposition put to me by some Radclibs during a visit to California in 1972 to the effect that they would support Richard Nixon's reelection to "teach the American people how bad things can get".

Twisted, Jane. Just twisted.

Alan Gummo, OPPI, MCIP

**PLANNERS DON'T CLAIM MONOPOLY ON GOOD IDEAS**

I am both astounded and disturbed by the tone and direction of Jane Jacobs' article. It demands some form of rebuttal, if no other reason than to introduce Ms Jacobs to the 1990s. Before we hang our heads in shame, the other side of the story should be told.

Ms Jacobs' thesis appears to hold plans, planners and planning as sacred icons or oracles of a brave (better) new world. The flaw in this is the false notion that plans, once developed, are hermetically sealed, nevermore to be subject to the ravages of time, weather, politics or local issues.

Her second point is that a number of interesting planning initiatives came from "non-government planners". By inference, the professionals are therefore seen to be suffering from neural rigor mortis. But who says planners or planning departments have a monopoly on innovation or new ideas? Who says that non-planners are incapable of looking at the big picture or large social issues? Who says politicians (or former politicians) are incapable of expressing ideas, promoting debate, or heaven help us, providing leadership? By the way, some of the "brain dead professionals" actually read books on futures and social trends. Over ten years ago, "Megatrends" author John Naisbitt wrote about trends from institutional help to self-help, from representative to participatory democracy. Perhaps it is more appropriate to applaud community involvement rather than castigating agents of community institutions.

In sum, what Ms Jacobs' opinion suggests to me



is a time-warped, tuned out, locked-in perception of planners as magicians rather than "irrelevant and overblown relics from a past long gone". Very few self-respecting planners have put themselves on the pedestals that Ms Jacobs and other critics are so fond of tossing tomatoes at.

Jeff Celentano.

Jeff is the Journal's northern editor, based in North Bay, who by now may have burned his library of Jane Jacobs' works. He usually abstains from writing letters to the editor.

### POLITICIANS HOLD SWAY OVER CREATIVITY

While I applaud Ms Jacobs for sounding what Glenn Miller termed "a wake up call for planners", I wish she had spent more time to outline the reasons behind the "brain dead" syndrome.

I strongly believe that in order to foster the kind

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of planning documents referred to by Ms Jacobs, one must establish an atmosphere of creativity within city hall offices. The sad truth is, many municipal planning offices have been reduced to nothing more than modified clerical offices. Any planning research and discussion documents are scrutinized by local council members to see if they contain facts and recommendations that might be construed as "politically damaging", at which point they pressure the planning department to re-examine and make revisions. This process can go on indefinitely until one ends up with completely watered down, generalized set of policies which benefit no one.

Having worked with many local planning staff, I have concluded that many such departments operate in an atmosphere of fear and intimidation brought on by council members who will not tolerate the expression of free thought and objectivity by professional planners. Here the relationship between council and the planning department is dominated by obedience and servitude, not creativity. Any outstanding, forward-thinking planning documents must originate outside the municipal planning department where it is not bound by the same restrictions.

Thus, it can be surmised that the innovations and creativity of municipal planning departments are directly proportional to the level at which these qualities exist, and are encouraged by, municipal council.

Bohdan Wynnyckyj, MCIP, OPPI

### COMPLEXITIES OF GOVERNANCE THE LIMITING FACTOR ON PLANNERS

As a student member of OPPI and employee of P. Salna Co (Ontario Land Surveyors), I feel compelled to comment on the opinions expressed by Jane Jacobs. To question the merits and credentials of a Jane Jacobs would no doubt be absurd; however, her claim that "official planning departments are brain dead" deserves some clarification.

While there may be some truth in her comments, we must question the context of planning departments in a two-tier municipal government

system, rather than denigrate the merits of planners within government. The political clout that accompanies municipal planning appears to be the downfall for establishing sound planning principles.

Perhaps the restructuring of the public sector will mean more and more planners will be rendering their services to the private sector. Is there a message being delivered in Ms Jacobs' comments? I suspect so.

Vince Nardi, B.E.S.

### OPEN LETTER TO JANE JACOBS

I still remember the magnitude of the shock which hit urban professionals when your first book reached shore on the other side of the Atlantic. Some dismissed your ideas as naively nostalgic. Others, including most of my teachers, all illustrious names of the International Style, pointed out that since the end of the Second World War, it had become obvious that Corbusier's dictum, although human centered in principle, required significant amendments to be a practical and satisfactory guideline for building human settlements. We were told that perhaps Jacobs had a point and that we should pay attention and not hesitate to rethink all the dogmas of the day and start from scratch if necessary.

When I came to North America in the late sixties, your ideas were already being enthusiastically accepted and were rapidly becoming part of mainstream thinking. Like most planners of my generation, I consider myself your devoted disciple and can still recall my conversion and professional transition.

At first, we thought that you wanted us to plan in the conventional sense and only to change the approach. We believed that we were being asked to step down from our ivory towers and ensure that our plans reflected the needs, lifestyles, joys and wishes of the people. In other words, we were to plan for the people and not for the elites. We obliged enthusiastically. Then we were told that people should have direct input into the plans, be our partners throughout the plan preparation process and be the final judges of the results. We obliged wholeheartedly and set up massive public participation programs. Then we were informed by the public that we should not plan at all but simply serve as facilitators, mediators, conflict resolvers, honest brokers, administrators and perhaps advisors—that is only, of course, if anyone should ask us to be those things. By that time, it was absolutely clear to us that in order to create any plan at all and have any slim chance of implementing it, the ownership must rest with the residents and all affected parties. We understood and obliged.

Dear Ms. Jacobs, what you said about municipal planners is true but it is not a complete picture. As it stands now, our official mandate is to advise councils and the appropriate committees on planning matters. Anything which resembles planning in the original sense of the word is usually farmed out to outside consultants. Initiatives and ideas are



expected to come from the community and from elected representatives. However, even excellent ideas are frequently opposed. Neighborhoods are often bitterly divided. Planners are expected to take notes, resolve conflicts and work out compromises.

Yet planners are rarely prized. Although I cannot speak on behalf of the Toronto Planning Department, the planners in the municipalities I am associated with are hard working, dedicated professionals, extending their working hours late into the night, attending meetings, working with an endless stream of committees, and those who are not unionized do it without any overtime remuneration. Our only reward comes from the honest belief that what we do and the way in which we do it is for the betterment of the community. At the

Correction: "Planning - Whither Goest Thou" (Volume 8 No. 5). A phrase in parenthesis added to the letter from Dr. Malcolm R. Matthew regarding his membership status should have been clearly identified as an editorial comment. The statement was also incorrect, since Dr. Matthew had previously resigned his membership from the Institute and only renewed his membership in mid-1988. The Journal regrets the error and apologizes for any embarrassment it may have caused.

recent Ontario Planners' Conference, there was a lively discussion about conflict resolution and mediation. Not surprisingly, a large number of planners felt that this was the most important role for municipal planners in today's conflict ridden society.

Undoubtedly, it is demanding to be a leader or member of a special interest pressure group or a consultant hired for a particular assignment or project. However, it is much more difficult to be a planning director or commissioner and survive. When one group wants one thing, other groups want the exact opposite. Thus, it is not unusual to construct pedways and later deconstruct them. Or to establish bicycle paths on roads and then eliminate them. Or close streets to through traffic and later reopen them. Unsuccessful experiments are costly to the taxpayer. Only a non-planner can survive an unsuccessful or controversial experiment. Indeed, if all the planning departments were staffed with morons and all the brilliant minds were outside, the solution would be to make a simple switch. But how many of the talented professionals you mentioned were ever lured into senior municipal positions? Is there any evidence that councils are actually interested in hiring brilliant, experienced professionals with creative minds and an impressive list of achievements? And if they are hired, how long are they allowed to remain brilliant and innovative? The fact is that municipal

planners are civil servants, paid to be absolutely submissive and obedient and not to generate ideas.

Perhaps it is all a great misunderstanding on our part. Perhaps we have misread what society wants from us and have maneuvered ourselves into a bureaucratic corner and become, as you pointed out, brain-dead. And perhaps, you are right and there is no role for municipal planning departments in today's society unless they dramatically redefine their roles.

This problem will not go away.

Since you are so often praised and admired for your breathtaking ability to see things clearly and to explain complex issues in plain, simple language, could you please help us? What exactly, in your opinion, should we be doing differently and how can the system within which we operate be changed so that we can indeed do things differently? I and my fellow municipal planners would pay attention to your thoughts with respect as well as apprehension.

Vladimir Matus

*Editor's Note: Vladimir Matus is a regular contributor to the Journal. He supports his views with the suggestion that Jane Jacobs be invited to address the OPPI Conference in Kingston next August.*

## HOUSING

# INTENSIFICATION POLICIES AND THE CHALLENGE OF REDEVELOPMENT

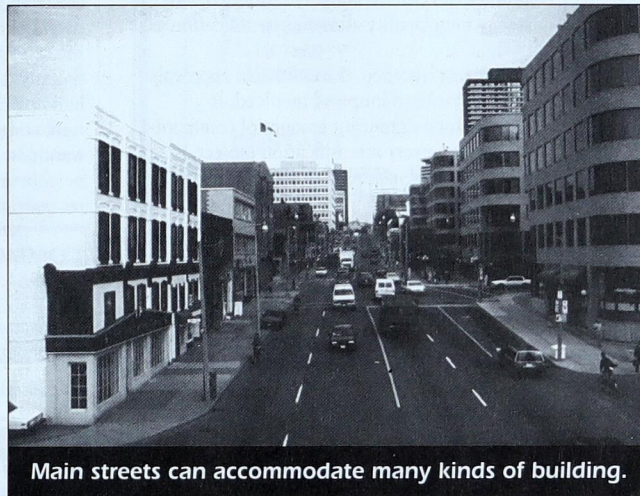
## PART 1

By Ronji Boroah, MRAIC, MCIP.

**I**ntensification. Reurbanization. Main Streets. Compact Urban

Form. All these ideas have gained common currency in planning circles. The Sewell Commission is unequivocal in encouraging intensification in existing urban areas. Several municipalities have embarked on the first steps toward a course of intensification, and many more will soon follow. Although official plans, secondary plans and zoning by-laws are being reviewed to allow for intensification, further consideration should also be given to examining the implementation process for intensification policies.

A municipality is a collection of neighbourhoods, and typically contains a range of urban contexts. Intensification proposals in any of these neighbourhoods will have to address the particular local characteristics of



Main streets can accommodate many kinds of building.

built form and open space, as well as site specific neighbourhood issues. In other words, the success of any municipal intensification policy can only be measured in terms of its results on the ground in a specific neighbourhood.

This article draws on the experience of

Jerome Markson Architects in several architectural projects as well as planning and urban design studies in the Greater Toronto Area to illustrate the challenge of redevelopment and its implications for intensification policy at the municipal level. Our experience demonstrates that intensification policies will require a rethinking of traditional regulatory controls to allow for the flexibility to tailor redevelopment proposals to suit particular neighbourhoods.

In our architectural work, particularly in mixed-use buildings and non-profit housing, we have identified a number of issues regarding land use, compatible built form and community comments during the approvals process. In our planning and urban design practice, we have also identified the need to modify regulations regarding land use, coverage, setback and open space requirements, and recognize the increasing importance of urban design consid-



erations regarding built form and streetscape elements.

## THE LOCATION OF NON-PROFIT HOUSING PROJECTS LEADS TO MORE PUBLIC SCRUTINY

Non-profit housing is a useful example of intensification because the large number of non-profit developments built in communities in recent years across Ontario offers a common yardstick for assessing community response to intensification proposals in different communities. For a variety of reasons, non-profit housing became the dominant, if not the only, prototype for intensification in the Toronto area in the late 1980's. The real estate market in Toronto saw a dramatic price

increase in that period, along with a rapidly diminishing supply of affordable housing. The Provincial response included the announcement of the 30,000 unit Homes Now Program, followed by the 10,000 unit program at the end of the decade, and, more recently the 20,000 unit Jobs Ontario Homes Program. In other words, the Province has been unilaterally funding over 10,000 units of non-profit housing annually since 1987.

The programs were on a province-wide basis but in the Greater Toronto Area and in mature urban areas, non profit housing could not compete with market housing or other developments for prime sites. As a result, many non profit projects were proposed for underutilized or obsolete industrial sites located in these urban communities. Where older industrial sites were juxtaposed with existing low rise residential communities, the demand for community participation increased dramatically with any proposal for residential intensification. Similarly as the current recession worsened in the 1990s, when approved development sites were switched from market housing to non-profit housing, the demand for community participation increased during the approvals process.

## MUNICIPAL APPROVALS PROCESS

All the intensification proposals our firm has designed so far have required at least a by-law variance, if not a rezoning, or Official Plan amendment, or the occasional Ontario Municipal Board hearing. No zoning by-law in any municipality allowed intensification as of right.

In every instance, the municipal approvals process has been long and involved. It allowed for a significant amount of community input on every intensification project, along with discussions with municipal staff

about their requirements. We have conducted open houses, public meetings, workshops, neighbourhood work groups and design committee sessions as various mechanisms to garner community input. Many projects also require site plan agreements, which often require extensive further negotiations with municipal staff.

All these projects confirm our feeling that the present approvals process for intensification can only be handled by motivated, committed and experienced developers. It discourages the average property owner or landlord. It also raises the question of whether neighbourhood residents and ward councillors will want to relinquish their present ability to have input into intensification proposals, if new by-laws offer completely "as-of-right" approvals.

## COMMUNITY CONSULTATION

The community consultation process in all our projects has been varied, but the comments from neighbourhood residents have been consistent. These comments can be summarized as residents are primarily concerned about the height and scale of redevelopment. Issues such as density, coverage, floor area ratios, and landscaped open space ratios are abstract notions, whereas the bulk, height and shape of a building are more tangible items for discussion and approval. Within a given density, height was the determining factor in accepting a particular built form.

Residents want to know what the building will look as before they approve it. It is a truism to say that residents typically do not like the change that intensification brings to their neighbourhood. At the very least, they want the new building to fit into the local neighbourhood, perhaps even acknowledging local building characteristics such as colour, pattern, scale, rhythm, materials, etc. Residents want new buildings to fit in and be good neighbours. In short, they are looking for contextual architecture.

## COMMUNITY RESPONSE TO NON-PROFIT HOUSING

When it comes to non-profit housing, neighbourhood residents have been insistent

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that the buildings do not look like "public housing projects" and look more like their conception of "condominiums." They have also raised concerns about the demographic and income mix of non-profit residents. While these may be typical "NIMBY" responses, they illustrate the outdated perceptions those communities still harbour about non-profit housing as being the same as the public housing of the 1960's. They also illustrate the residents' desire to see a high standard of design and construction on what are typically highly visible sites in a neighbourhood.

Residents raise the full gamut of issues while discussing non-profit housing including the shortage of parking in the neighbourhood, particularly when lower parking standards are proposed; lack of existing community facilities such as parks, schools and community centres, and so on.

The issue of parking is as much a reflection of existing parking problems in mature urban areas as it is a comment on non-profit housing. Car ownership ratios in non-profit housing are lower than standard by-law requirements. However, the issue of community facilities and open space deserves closer scrutiny. Municipalities need to take inventory of their open space and community facilities and develop an integrated strategy for such soft infrastructure to satisfy the increasing demands that may be placed on the system through intensification. In addition, municipalities should focus on the quality, usability, safety and linkage of open space—both public and private—rather than concentrating on required quantities of open space.

Non-profit housing is obviously more than a question of bricks and mortar at the neighbourhood level. However, the only recourse neighbourhood residents have during a redevelopment proposal is through issues of planning and design. Therefore, they use the process to try to make the building respond to their longer term image of the evolving neighbourhood rather than let the building exhibit its immediate programmatic characteristics based on its funding limitations—i.e., in their view, "public housing project."

#### HOW TO RESPOND TO THE KEY ISSUES

In the conclusion of this article, I will address key issues such as land ownership, zoning by-laws, urban design and how to integrate these matters with meaningful community input.

*Ronji Borooah is a planner and architect, and is a principal at Markson Borooah Hodgson Architects Inc.*



The demand for participation increases with intensification.

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# HOW NOT TO WRITE LIKE A BUREAUCRAT

by Philippa Campsie

**W**hen I left my job as editor-in-chief of a publishing company to begin a career in planning, I received a lot of encouragement

from planners and professors who told me how important "communication skills" are in planning. I attended a pep talk in my first week at the university about writing readable reports and making clear presentations. Oh good, I thought, a profession that rewards intelligibility. I promised myself that, come what might, I would keep my writing style straightforward and try to do credit to my new profession.

Most of the required readings in my first term were the work of academics, intended for other academics.

Undaunted, I chewed my way through things like "Inferential judgements relating these general geographic patterns to the model's suggested process of intra-urban locational conflict may be possible," and looked forward to reading articles written by planners for a wider audience.

In my second term I read a great number of reports and official plans. I picked my way

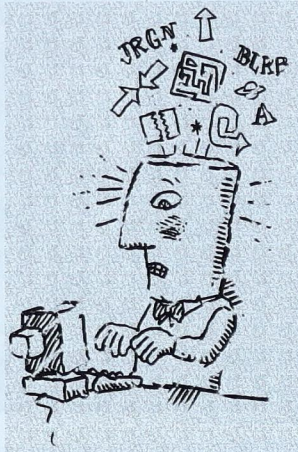
through the polysyllables and the platitudes, dismayed by the jargon and baffled by important-looking documents that appeared to say nothing whatsoever. Oh dear, I thought,

bureaucrats will be bureaucrats, even when they are planners. Nevertheless, I was unflinching in my resolve not to follow their example.

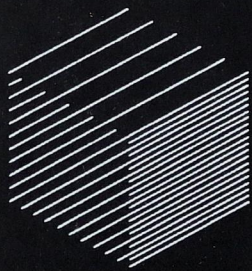
One day I went to the offices of the Sewell Commission to consult some papers in their library. I was writing an essay on land-use intensification and the commission had a vast collection of research reports on the subject. I started my essay that same evening. It was an unnerving experience. Unbidden, my hands typed phrases about "viable residential opportunities" and "nega-

tive impacts" and even, heaven help me, "disamenities."

The next morning I took an Alka-Seltzer, read through what I had written, and quickly erased it from the disk before it could contaminate my other files. I knew what was wrong. I had ignored a piece of advice that I used to hand out freely to authors I'd worked with.



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Like an impaired driver, I was writing under the influence of narcotic language. Before starting to write, I should have sobered up by reading something bracing by a writer I admired. I had begun with the turgid cadences of bureaucratic jargon still sloshing around in my mind. I should have taken a shower and sat down to read a few pages of Orwell, or some other exponent of vigorous prose.

The writers of effective-communication books can talk all they want about avoiding passive constructions and using Anglo-Saxon nouns and keeping sentence structure simple, but if you have been immersed in a warm bath of verbal sludge, where nouns masquerade as verbs and noun strings as adjectives and every statement is coated with qualifiers, you are not in any frame of mind to do so. You have to wash that stuff off before it sticks to you.

Pick anything you like, as long as it isn't another report. A feisty bit of Jane Jacobs. A funny bit of Bill Bryson. Even a novel: the content isn't important, only the style. Read it aloud if you're alone. Get into the rhythm of short sentences and Anglo-Saxon nouns and active verbs.

This is the best way I know to break the vicious cycle of vapid jargon and bureaucratic blather. And it's high time somebody started. Flabby writing can quickly become flabby planning. When "doing something" becomes "implementing an initiative," it is only a short step from there to complete inertia -- and yet another report.

*Philippa Campsie has joined the Journal's 'staff' and will be writing articles as well as helping to edit the publication.*

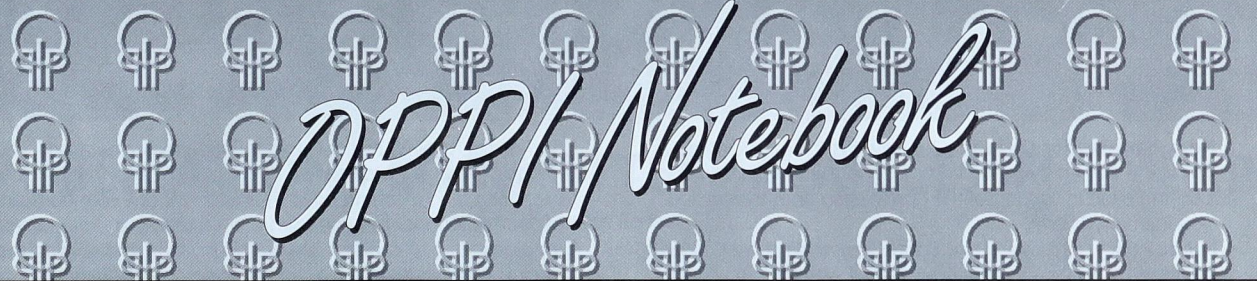
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A BI-MONTHLY ROUNDUP OF OPPI COUNCIL NEWS AND ACTION

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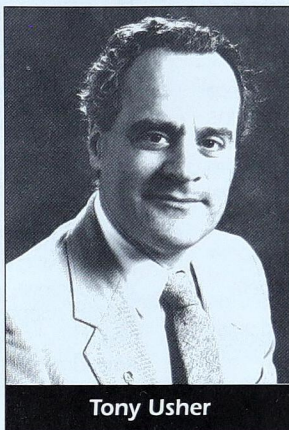
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## FROM THE PRESIDENT



Tony Usher

It's time to report to you on my first year as President. Being President is a real privilege, a lot of work, and a lot of fun. I have enjoyed working with Council, and with all the other volunteers without whom OPPI would be nothing.

All things considered, OPPI is faring quite well. Our full and provisional membership grew by about 4% in 1993 to approach 2,100, and our total membership is now about 2,600. Some of our other revenue sources have fared poorly, so we're anticipating a slight deficit in 1993 instead of the modest surplus we budgeted. However, we're committed to holding the line on fees, and we'll be controlling our costs wherever necessary to ensure a breakeven 1994. We should be very proud of our \$400,000 plus per year business that is providing a growing range of services to a growing membership.

Much of our progress depends upon our valued staff, who help implement the policies and programs established by our volunteers, and provide the customer service our members and others dealing with us rightfully expect. Patrick McNeill, our Executive Director, has been the glue that holds everything together. (You will know by now that, regretfully, Patrick has resigned for personal reasons.) Kevin Harper was promoted to the new position of Deputy Registrar. Maryellen McEachen continued her outstanding work as Administrative Assistant. Asta Boyes joined us as a contract Clerk/Receptionist. In its first year of operation, our new Toronto office proved to be a much improved working environment, a convenient meeting place, and a terrific image enhancer for our members and visitors.

I'd like to report on the progress of the following.

- **Membership Process Review.** In June, Council reported to members on the implementation of the Part 1 (process) changes recommended by the Membership Process Review Committee, and on its review of the Part 2 (bylaw) issues identified by the Committee. Bylaw amendments were then circulated for your ratification. Much credit is due to Kim Warburton and the Membership Committee for their continuing work on implementing the process changes.
- **Appeals to Council.** Council established a policy for appeals of membership decisions, and handled four appeals (two successful, two unsuccessful) during 1993. Council also received a petition appealing a decision of the Discipline Committee, and upheld the Committee's decision.
- **Private Bill.** Since I last reported to members in June, OPPI's Private Bill Working Group has been negotiating with the Ministry of Municipal Affairs to redraft a mutually satisfactory Bill. The negotiators have now agreed on a consensus draft, and I'll be reporting to you in more detail soon.
- **Professional Code of Conduct.** Our new Code of Conduct Review Working Group has recommended that we concentrate on seeking changes to the draft new CIP Code, in the hope of obtaining a uniform national Code that would also meet OPPI needs. Council has deferred further review of the OPPI Code until the CIP Code is complete.
- **Membership Outreach.** Our new Membership Outreach Committee chaired by Kim Warburton has identified the basics of an outreach program. Developing a communications package for prospective members is now our prime need. I'll be giving this a high priority in 1993-94.





- **New Planning for Ontario.** Our New Planning for Ontario Task Force chaired by Andrew Hope concluded an outstanding lobbying effort in support of the Commission on Planning and Development Reform.
- **Public Policy.** Our new Public Policy Committee chaired by Jeff Celentano is still working out how to deal with the many policy demands being made on OPPI. Wendy Nott and David Butler represented OPPI on a committee with the Ontario Association of Architects and the Canadian Bar Association (Ontario), which made a detailed submission to the Ministry of Housing on the role of development consultants in assisted housing delivery. No other major submissions were made in 1993, because our volunteer resources were stretched and some major issues are ongoing.
- **Government Liaison.** Council representatives met with senior staff of the Ministries of Municipal Affairs (twice), Environment and Energy, Natural Resources, and Housing, as part of a concerted campaign to strengthen our relationships and explore partnerships with the Province's key planning agencies.
- **Ontario Planning Journal.** The Journal, capably edited by Glenn Miller, chalked up another successful year, with the OPPI Notebook as a new feature. Our new Publications Committee, chaired by Vance Bedore, has been busy putting Journal operations on a more businesslike basis.
- **Association of Consulting Planners.** OPPI and representatives of the inactive ACP negotiated a potential agreement, now being finalized, for amalgamating ACP into OPPI. Under the agreement, Council will establish a Private Sector Advisory Committee, on whose recommendation the substantial reserves to be transferred from ACP can be released for specific initiatives such as the Private Bill.
- **Professional Development.** Our Professional Development

Committee, chaired by Les Fincham, undertook a detailed review of how our professional development offerings could be expanded, and recommended establishment of a core portfolio of courses. Council has endorsed this approach, and mandated the Committee to continue toward negotiating and refining the highest priority offerings. Our extremely successful Planner at the OMB course was held twice. We regretfully accepted the retirement of Bill Hollo from spearheading this course over the last few years.

- **Conferences.** Our 1993 Conference Committee chaired by Doug Darbyson delivered an outstanding product. The 1994 Conference was confirmed for Kingston from August 21 to 24, and an organizing committee chaired by Patrick Déoux and Rupert Dobbin was established. Council also began negotiations with CIP and the American Planning Association regarding the 1995 APA-CIP-OPPI Conference in Toronto, scheduled by APA for April 8-12, and appointed an organizing/host committee chaired by Rick Tomaszewicz.
- **Bylaw and Schedules.** A review of our bylaw resulted in a package of changes, including the membership changes mentioned above, which you have confirmed and are now in force. Council adopted a revised Schedule C (Working Committees) and a new Schedule X (Membership Appeals). Drafting of major amendments to Schedules J (Examinations) and P (Relevant Planning Experience) is under way.

As President, I have the pleasure of meeting and speaking with OPPI members all across the province, and I'm looking forward to meeting more of you over the next year. I hope you all have a prosperous and successful 1994. See you in Kingston if not before!

## 1993 AGM REPORT

The 1993 OPPI Annual General Meeting was held on October 27 following the conclusion of the OPPI Conference in Niagara Falls. Besides the usual business related resolutions (adoption of Auditor's Report, etc.), two other resolutions were introduced from the floor and adopted.

The first deals with Exam B: In view of the significant improvements that the Membership Committee is implementing to improve the membership process; and to assist in moving the process forward; that the Council institute, as soon as possible, a "take home" exam for Exam B requirements to an effort to encourage more eligible planners to move on to Full membership status.

The second resolution addressed the issue of planners' employment difficulties: Whereas, OPPI is an organization of

Professional Planners formed to support and promote professional planning and Planners in Ontario; and whereas, there has been identified a need to support members in situations of employment difficulty or dismissal; that a Committee be formed by Council to review and report to Council on steps and procedures that OPPI can implement to provide professional support to members subject to employment disputes.

OPPI President Tony Usher reported to the meeting on the year past. An abbreviated text of Tony's report is provided in "From the President" in this Notebook.

Bob Maddocks, OPPI Treasurer, recommended no change in fees for 1994, except for introduction of a \$50 fee for retired members, who already pay a \$50 CIP fee. This recommendation was adopted.

John Livey, CIP President, told the meeting about various initiatives and issues with which CIP is currently dealing. Tony Usher expressed OPPI's appreciation and support for John as National President.

Tony Usher presented outgoing Council members with plaques recognizing their outstanding contribution to the Institute: Jeff Celentano—Member of Council 1990-93; Andrew Hope—Member of Council 1991-93; Les Fincham—Member of Council 1991-93; Caroline McInnis—Member of Council 1991-93. As well, Bill Hollo was presented (in absentia) with a plaque in recognition of his work as "Planner at the OMB" Seminar Coordinator 1988-93.

A copy of the AGM Minutes and Agenda package is available on request from the OPPI office.





# PUBLICATIONS COMMITTEE - A SUCCESSFUL YEAR

by Vance Bedore, Chair

During the past year, the Publications Committee has been involved in a number of important initiatives. The main focus of the Committee's work has been directed at the implementation of the Journal's Business Plan, including a new marketing strategy and the tendering of the 1994-96 design, production, and printing of the Journal.

The Publications Committee is committed to maintaining the current high quality of the publication. An aim of the Committee in 1994 is to increase the level of cost recovery for the Journal by increasing revenues from advertising and subscriptions. Managing production and distribution costs in an efficient manner will also be a priority, a process that has been greatly enhanced by the development of specialized publication management software.

As mentioned earlier, the Institute tendered the design, production and printing of the Journal for a three-year period starting January 1, 1994. The motivation for tendering the contract was to ensure responsible fiscal management of one of the Institute's highest profile initiatives.

I am pleased to report that, although we received excellent submissions from four firms, Council confirmed our incumbent design firm Insight Edge Creative Services Inc. as producer of the Journal.

Congratulations to Steve Slutsky and his associates.

Readers will be interested to know that the Committee has successfully reduced the mailing costs of the Journal (by more than half), and is on track to achieve further savings next year through negotiations with Canada Post.

Another initiative of the Publications Committee has been to prepare terms of reference for the first directory of Ontario planning consultants since 1984. A tender package is now being prepared.

On behalf of the Publications Committee I would like to extend a special thanks for the continued dedication of our Editor, Glenn Miller, and the team of volunteers, who include Nancy Adler, Tim Murphy and numerous other individuals who sit on the Operations sub-committee. I also welcome a new team member, Philippa Campsie, who was recently appointed Deputy Editor.

Appreciation is also extended to our regular and new columnists who provide the readership with current and informative articles, and to our growing list of advertisers. In these tough economic times, we are redoubling our efforts to support our advertisers by giving them value for money and a forum to communicate with the planning community at large.

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B. John LUBCZYNSKI .....	SD
Leslie McEACHERN .....	ND
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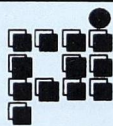
## RIDING THE WAVE

Given Kingston's reputation as a world-class sailboating venue, "Riding the Wave" is an appropriate theme for the 1994 OPPI Conference to be held there in August. Kingston is known for its excellent harbour facilities—it has been home to many international sailing and windsurfing events, including the 1976 Olympics. From a planning point of view, many planners have been "riding the wave" over the past few years successfully catching the winds of change.

The conference promises to offer an extensive array of professional development and skills workshops, as well as some thought provoking speakers and conference sessions.

### MARK YOUR CALENDAR

...for August 21-24, 1994! Further information to be provided soon.



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## REPORT FROM THE VICE-PRESIDENT (MEMBERSHIP)

by Kim Warburton

### ARE YOU INTERESTED IN BECOMING AN EXAMINER FOR OPPI?

OPPI needs additional markers for Exam B, which is the exam written by provisional members seeking full membership. Marking sessions take place about four times a year. If you are a full member and would like to become a marker—or are just thinking about it—contact Kevin Harper at the OPPI office.

Markers represent a broad cross-section of the membership and the Institute encourages members from both the public and private sectors to become involved to maintain equal representation across the province.

### WHAT HAPPENS TO EXAMS AFTER THEY HAVE BEEN WRITTEN?

A number of provisional members have asked about the marking process for Exam B. So here goes....

Once the written exam is handed over to Kevin Harper it is given an identification number to maintain confidentiality. The exams are kept in the office until the next marking session, when they are distributed to examiners on a random basis. Three markers review each exam separately. An evaluation sheet is used, and markers record their comments. This is the most time consuming part of the process.

After the separate reviews are done, the three markers have an open discussion concerning each exam. When a majority of markers agree that a candidate has passed, a recommendation for full membership is forwarded through the Membership Committee for ratification by Council. In the case of a fail, the exam is carefully reviewed and detailed suggestions and explanations are provided in writing to the candidate. In certain instances, a candidate may be asked to rewrite one of the questions, or a fourth marker may be called upon to review the exam.

There is inevitably a delay in releasing the results because of the process followed, but Kevin Harper can often give a "preliminary" result over the phone.

Failure to pass Exam B is taken very seriously by Council. We are continuing to review and address concerns raised by full and provisional members. To highlight a few changes: new administrative procedures are in place, study groups have been formed, the annual workshop before the annual conference is being reviewed to permit more frequent delivery, and the Committee is currently reviewing the Exam format (see the AGM report regarding the take home exam proposal).

If you have any suggestions, please call Kim Warburton (VP - Membership and Registrar) or Kevin Harper, Deputy Registrar, at the OPPI office.

### WHO ARE EXAM B EXAMINERS?

Examiners include Bill Addison, Les Fincham, Gary Goodman, Ron Keeble, Larry Martin, John Waller, Ross Cotton, Gerry Carrothers and Corwin Cambay, Wayne Caldwell, Bruce Curtis, Gary Davidson, Barbara Dembek and Mark Dorfman, Joe Sniezek, George Vadeboncoeur and Mark Seasons.

### IS IT TIME TO TAKE SOME ACTION ABOUT BECOMING A FULL MEMBER?

You have been a Provisional Member for many years...you have a good reputation in the field...most of your staff are already members...you can't face writing Exam B....

Did you know that there is a viable alternative, which is submitting a Portfolio of Professional Works?

Generally, the portfolio includes material that has been written by you and/or material that you have directly supervised, prepared as part of a team, co-authored, etc. The portfolio is accompanied by a covering letter that synthesizes your material and demonstrates how the four Exam B questions are addressed through your works.

If you are thinking about this choice, contact the chair of your district sub-committee or speak to Kevin, who is keeping a file on people who have successfully taken this direction and who are prepared to provide guidance. Guidelines are also being prepared.

### THIS COULD BE SOMEONE YOU KNOW.

Maria Costas (not her real name) began her planning career as a junior with a multi-disciplinary consulting firm.



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She became a provisional member about eight years ago at the suggestion of her new employers when she took a job with a provincial ministry. Maria has subsequently taken on more responsibility and now manages a staff of 14 located in several field offices. The push to take the "big step" to full membership came when her newest staff member announced that she had successfully written Exam B. Taking the advice of a colleague, Maria assembled a portfolio of work, which included a number of documents for which she had responsibility—and considerable input regarding form and content—but not direct authorship. She found that, although time-consuming, preparing the portfolio proved helpful in revealing a depth to her experience she would not have been aware of. Maria is now being considered for a director level position.

Like a reformed smoker, Maria can now hardly contain her amazement when she meets peers reluctant to go through the process of obtaining full membership

### IS THIS SOMEONE ELSE YOU KNOW?

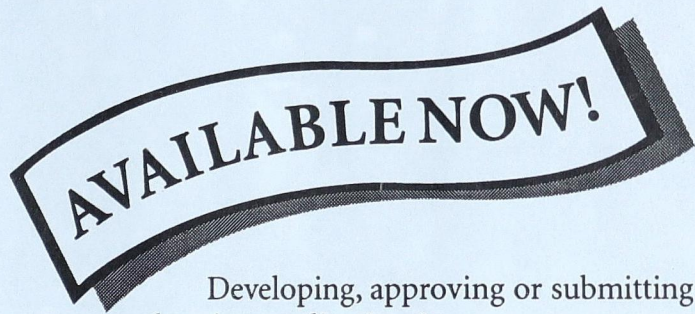
Joe Smith (not his real name) has been practicing as a planner for nearly 17 years, having originally trained as an engineer. He is currently a partner with a well-known consulting firm. As head of the planning section of the firm, Joe has played a major role in establishing his company's reputation for carrying out complex assignments on time and on budget. He has earned the respect of fellow consultants as an expert witness and is frequently called upon by senior government officials to carry out special assignments.

Joe would like to be able to add membership in the Institute to his impressive credentials but felt that writing an exam is an unnecessary hassle. Surely his experience speaks for itself? As it turned out, the task of preparing his portfolio proved to be roughly comparable to preparing to give evidence at the Board, requiring the same setting out of facts, synthesizing the material and drawing specific conclusions to support his opinion. Joe is already finding full membership in the Institute helpful when appearing at other tribunals where he is less well known.



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# ELECTION RESULTS

## THE SUCCESSFUL CANDIDATES FOR THE FOLLOWING POSITIONS ON OPPI COUNCIL WERE:

Philip Wong	President-Elect (Acclaimed)
Nancy Rutherford	Central District Representative
Ron Shishido	Central District Representative
Steve Jacques	Northern District Representative (Acclaimed)
Bruce Curtis	Southwest District Representative (Acclaimed)
Daphne Wretham	Eastern District Representative (Acclaimed)

## THE RESULTS OF THE TWO QUESTIONS (RE: BYLAW AMENDMENTS) WERE:

Question #1	Amendments to General By-law Confirmed (356 votes For and 27 Against)
Question #2	Bylaw 1-93 Confirmed (348 votes For and 38 Against)

## THE 1993-94 COUNCIL IS AS FOLLOWS:

Anthony Usher	President
Philip Wong	President-Elect
Kim Warburton	Vice-President (Membership)
Valerie Cranmer	Secretary
Robert Maddocks	Treasurer
Barbara Dembek	National Representative
Vance Bedore	Representative-At-Large
Steve Jacques	Northern District Representative
Bruce Curtis	Southwest District Representative
Nancy Rutherford	Central District Representative
Ron Shishido	Central District Representative
Daphne Wretham	Eastern District Representative
Andrew Roberts	Student Delegate (non-voting)

## MORE INFORMATION ON YOUR NEW COUNCIL WILL APPEAR IN THE JANUARY-FEBRUARY NOTEBOOK.

# OPPI COMMUNICATION AWARDS WINNERS

Twenty-four submissions were received this year for the four categories of the coveted OPPI Communication Awards. The awards are presented each year to recognize excellence in communicating planning concepts and initiatives. The Adjudication Committee had the difficult task of selecting the award winners from so many high quality submissions. OPPI President Tony Usher and Secretary Valerie Cranmer had the pleasure of presenting the awards at a special lunch on October 25 at the Niagara Falls Conference.

### HANS BLUMENFELD JOURNALISM AWARD

Presented to John G. Jung for "Potential Impact of Telecommunications On Planning and Economic Development," published in the Ontario Planning Journal. John was recognized for writing a thought-provoking series of articles in the Journal identifying an emerging issue for planners and non-planners alike. He makes the reader think about the "big picture," commented the Adjudication Committee. (See the previous issue of the Journal for information about Council's decision to name this award for Hans Blumenfeld.)

### BEST WORKSHOP/OPEN HOUSE

Presented to the City of Mississauga, Planning and Building Department for the "Official Plan Review—Consultants' Workshop Report." The submission was selected for its sound overall approach, identification of stakeholders, use of good graph-

ics for presentation purposes, conciseness, readability and positive response from the participants. The award was accepted by Chye Lee Vun, Policy Planner and Project Coordinator for the Public Participation Program for the City's official plan review. The coordinator and main author of the draft city plan is William D. Waite, Manager of Long Range Planning.



(L to R) Valerie Cranmer, Gail Johnson, John Jung, Chye Lee Vun, Tony Usher





### BEST WRITTEN REPORT

Presented to the City of Toronto, Planning and Development Department for the "Development Approval Manual." The manual is a public information document published in April 1993. Its objective is to help demystify and streamline the system by ensuring that applicants have all the relevant information about the development process available to them before submitting their applications. The evaluators gave this submission very high marks for its comprehensiveness, clarity of wording and organization of material, along with appropriate graphics. The award was accepted by Gail Johnson, City Planner and main participant in the project along with Mary Neumann (currently working with the provincial facilitator's office) and Dorothy McIntosh.

### BEST AUDIOVISUAL PRESENTATION

Presented to the City of Mississauga, Planning and Building Department, for the "Plan to Participate" video. The video was produced in-house by the Corporate Services Department for the Planning and Building Department. The evaluators highlighted overall presentation, clarity of themes, and use of "local colour" to assist in public understanding as keys to the success of the video. This second award for Mississauga was also accepted by Chye Lee Vun.

### HONOURABLE MENTIONS

The Adjudication Committee recognized two submissions under the written report category worthy of Honourable Mention. One



**Conference Organizing Committee: (Back row L to R) Doug Darbyson, Bob Bolibruck, Les Fincham, Tom Smart, Paul Chapman, Richard Brady (Front row L to R) Patrick McNeill, Rachael Gillooly, Judy Pihach, Ken Forgeron, Alex Herlovitch**

was to Weinstein, Lemming & Associates for their "Alternative Master Plan for Cataraqui North" (Kingston Township). The committee noted the effective presentation of a neo-traditional design concept, concise documentation, and creative use of graphic illustrations. The other was to the City of London Department of Planning and Development for the "Heritage Places" guideline document. The committee scored this submission highly on its "portfolio" approach, generous use of photographs, and wording oriented to the general public.

Special thanks are due to the Adjudication Committee, chaired by Jeff Celentano, outgo-

ing Chair of the Public Presence Committee and Northern District Representative. Other committee members were OPPI members Ian Kilgour and Michael Purcell, and to bring in specialist communications expertise from outside, Victor Fedeli of Fedeli-HDL Advertising Inc. and John Milne of the Ontario Northland Transportation Commission.

Congratulations to the four award winners and thanks to all participants. The award winning submissions are on display at the OPPI office. OPPI Council encourages all planners to start preparing for next year's competition.

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# GROWTH PRESSURE WILL REQUIRE CREATIVE PLANNING

by Ray Simpson



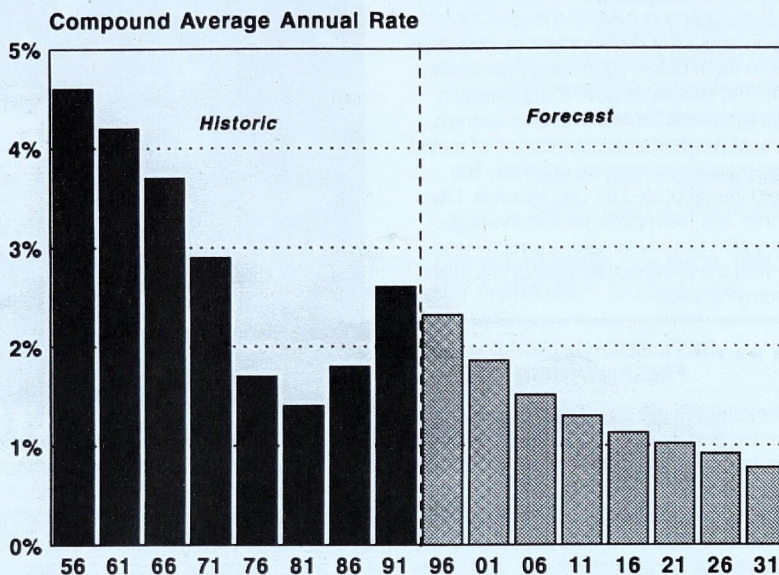
The Office for the Greater Toronto Area has just released new population and employment forecasts, which predict strong growth in the GTA over the next 30 years. Critics of the forecasts are exhausting their energy playing the "numbers game" and attacking the actual figures. This simply avoids the real issues. The forecasts were prepared to help government agencies and municipalities plan for the coming decades. Arguing over numbers is less productive than accepting that growth will occur and considering the pattern of growth that is emerging. And, more important, what we as planners are going to do about it.

Within the GTA, the population is expected to rise from 4.2 million in 1991 to 6.7 million by the year 2021. This represents an average annual population growth rate of 1.5 per cent which, although less than the 2.3 per cent experienced over the last 30 years, is still quite strong. More than 90 per cent of the growth will occur in the four regions outside Metro Toronto, as households migrate to the regions to occupy new, ground-related housing. Metro will, however, continue to play an important role in accommodating some additional population and employment.

The forecast for employment continues the trend that has been evolving over the last two decades. As the population in the regions increases, employment follows, both to serve the new resident population and to take advantage of the expanding labour force.

The growth pattern indicated by this forecast — strong population and employment growth pressure concentrated in the regions — unsettles some planners. The forecasts, however, are not intended to justify continuing the current form of urban development but project existing trends in the way our society, dominated by the now largely affluent middle-aged baby boom population, makes its choices. The

## HISTORIC & FORECAST GTA POPULATION GROWTH RATES



Source: Statistics Canada 1991 Census and GTA Forecast

**Reduced rates of growth projected.**

character of towns and neighbourhoods where people choose to live, the type of houses and the size of lots that they buy, the location of the jobs they are able to find, and the way they travel to those jobs create pressure for urban development and change as developers and planners try to build communities that meet people's lifestyle demands.

The forecasts are a well-researched guess about how much growth will occur, but not how it will occur. All municipalities can accommodate growth in patterns that are different from those of the past.

Communities can be developed with distinct edges and centres, major open space systems, better live/work relationships, and land use patterns that support transit. New development can be

focused in nodes or concentrated along main streets. Intensification and densification can also accommodate growth.

Creative regional planning is the key to achieving these objectives, which have a great deal of support among practising planners. We know what that nemesis of regional planning — incrementalism — has accomplished. Regional planning that rises above jurisdictional squabbles by recognizing that the municipalities in the GTA have a common future is the only way to create the kind of urban region that will continue to be a desirable place to live.

*Ray Simpson, a partner with Hemson Consulting Ltd., led the consulting team that developed the new population and employment forecasts for the Office for the Greater Toronto Area.*

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# ROAST BACON!

by Glen Easton



On August 27, 1993, fifty people came to the Royal Canadian Yacht Club on Toronto Island to "roast" Max into his retirement years. Although 32 years of Max's professional career has been at Proctor & Redfern, there was life before Proctor & Redfern and there is life after Proctor & Redfern.

Michael John (Max) Bacon was born April 4, 1928, in the shadow of Windsor Castle, and attended Wycliffe College. In 1944, when he was 16, Max lied about his age so he could join the British Army. He attained the rank of captain in the Corps of Royal Engineers Airborne. After the war, Max attended the University of Liverpool where he earned his Bachelor of Architecture and then a master's degree in civic design.

I had always thought that the British Invasion referred to the Beatles, the Rolling Stones, and so forth. However, when I entered the planning profession I realized there had been an invasion in 1954 which included Max, Norman Pearson, and Wojciech Wronski. In 1954 Max worked for the Central Mortgage and Housing Corporation before moving to the City of Toronto in 1955 where he was head of redevelopment, dealing with projects such as Regent Park South (Phase 2) and Alexandra Park.

In May 1956 Max became planning director for Toronto Township (now the city of Mississauga). While there he made the pages of the *Globe and Mail*, which published a photograph of Max on his bicycle complete with bowler hat, broly, and briefcase. The accompanying article noted that this insane planning director believed that the Official Plan should include policies about cycle paths. After all, the paper reasoned, who would use them?

On August 29, 1961, Max joined Proctor & Redfern. The following February he became a partner in Proctor, Redfern, Bousfield, Bacon. In 1974 he became a director of Proctor & Redfern Limited, and when he retired on April 30, 1993, Max was vice-president of planning for P&R.

I have worked with Max for the last 18 years. Many of Max's colleagues had stories to tell at the roast. Ruth Ferguson-Aulhouse, who worked with Max in Proctor & Redfern's Ottawa office, remembered that Max's enthusiasm for planning extended

beyond office hours. At lunch or dinner Max would sketch illustrations on paper napkins to demonstrate the design or policy he was talking about. Frequently the server would chase after Max as he left the restaurant, saying he had forgotten his notes and drawings. Ruth presented Max with a gift certificate for dinner for two at Max's favourite restaurant, Harvey's. She also gave Max a generous supply of Harvey's napkins, his favourite sketch paper.

Allan Brass recalled the time when he and Max were presenting a community plan in the Maritimes and the chair of the planning committee asked a question regarding urban design. Allan nudged Max, who had nodded off, and whispered "urban design." Max proceeded to speak at length on urban design, citing many examples he had dealt with. None of it had

anything to do with the question, but it apparently satisfied the committee chair. Allan could not believe that anyone with as much energy, enthusiasm, and dedication to planning would ever really retire.

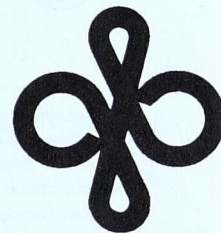
Chris Bacon remembered that during his childhood, his father was always at one meeting or another. Chris didn't mind, because when he got into trouble and his mother said, "Young man, just you wait until your father gets home!" he knew that that time was always a long way away.

John Bousfield and Max were partners for 14 years and have been friends for much longer. When John left Proctor & Redfern he realized that for 14 years he and Max never had a partnership agreement "and with Max you didn't need one." John observed that Max has made

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many contributions to planning, both professionally and socially, not least the Max Bacon Run, "an institution that will be carried on long after people have stopped running."

Sally Chown recalled that Max once came to Proctor & Redfern's Kingston office to help her with a project. She was amazed that Max knew about places in Kingston that she didn't, even though she had grown up there. In gaining a thorough knowledge of the municipality he was working in, he always took the time to enjoy and admire it.

Sally coordinated the purchase of Max's retirement gift with the help of his daughter, Diana Bacon. Max was presented with a complete Roller Blade outfit: skates, helmet, knee and elbow pads. Max loves skating on his beloved Rideau Canal and he will miss this when he moves to Victoria, British Columbia. The house he has bought is adjacent to an abandoned rail line so Max plans on using his roller blades there.

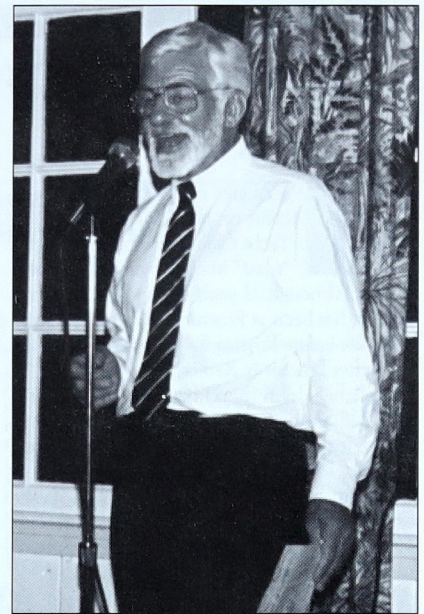
When Max reflects on his career, he is happy about in many things, such as his efforts to secure valley land protection from top-of-

bank to top-of-bank, the emergence of cycle paths and cycling, and the increasing willingness of municipalities to consider urban design aesthetics.

One of Max's great joys has been his success in "bending the rules." Plans, policies, and bylaws can be rigid and rigidly applied. To this day he carries in his briefcase the present that the planning board gave him when he left Toronto Township. It is a scale made out of an inner tube which expands or contracts depending on how big the minor variance has to be or how much flexibility is needed in a policy.

Max regrets that the planning profession hasn't placed more emphasis on urban design. In his view, towns and cities look much the same as when he arrived in Canada 40 years ago. He also regrets that the approach to social housing taken in past was wrong and has not worked. The degradation of the environment is also a grave concern for Max. He hopes that OPPI and CIP will take a strong advocacy role with government just as AICP did with the United States Senate on the acid rain issue.

In retirement, Max wants to address the



**Look for Max Bacon on roller blades in 1994.**

issue of making cities work better as well as finding a solution to the public housing problem. Public housing is an issue Max has been concerned about for many years. Governments are broke and have no money for public housing or housing subsidies. Max feels that planners need to help find a way to help people house themselves without making them dependent on the government. It is a colossal challenge and no country has done it well.

To newer members of the Institute, Max Bacon may just be a name. You may not know that one contribution Max has made to our profession is the name of our institute. Years ago planners were members of the Town Planning Institute of Canada. Max Bacon realized that planning had a much broader scope than town planning and was instrumental in changing the name to the Canadian Institute of Planners.

My thanks to those who attended the Roast Bacon Dinner, those who couldn't attend but contributed to the gift, and those who expressed their thanks for the memories. Lastly, I would like to thank Max from whom I have learned so much over the years. I learned what to do and sometimes what not to do, but I certainly learned. With Max retiring to British Columbia, it is the end of an era in Ontario planning.

*Glen Easton, OPPI, MCIP, AICP, worked with Max Bacon at Proctor & Redfern Limited. He acted as Master of Ceremonies at the Roast Bacon Dinner. Photograph by Nick Bacon*



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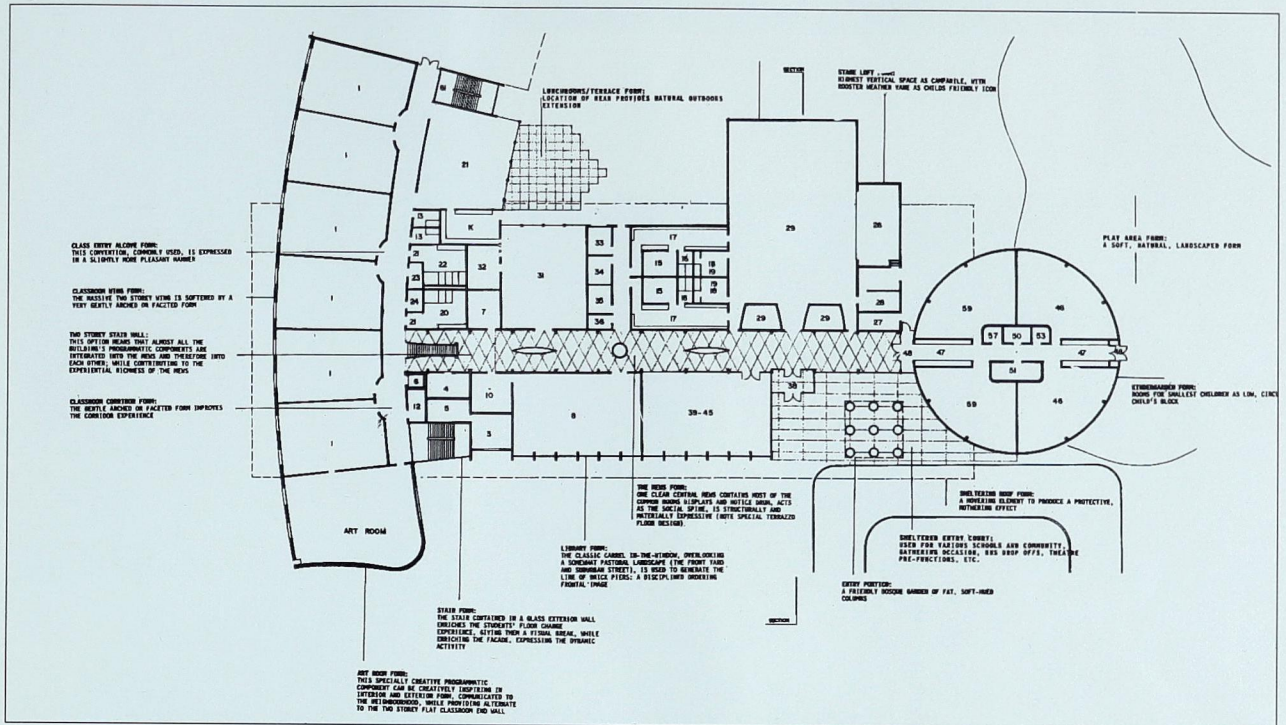


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## LIVING ARCHITECTURE

by Julian Jacobs



he philosophy of living architecture, which views buildings not as inanimate, static containers but as dynamic organisms, is especially appropriate to the design of public schools.

To communicate this philosophy, architects must identify with those they serve: preschoolers, students, teachers, parents, and community members. Each component of the building must be studied for the message it expresses, and designed to deliver that message clearly. Yet the building must have a sense of overall unity and harmony.

The most important element is the means of circulation, traditionally represented by the monotonous dead space of the corridor. This might be replaced by a mews or a courtyard. The mews is a wide central spine from which each element of the building can be reached, which allows for better student supervision. As a functional long room rich with architectural detail, it provides a sense of orientation and coherence to the building.

The courtyard is an open space within the building, surrounded by hallways onto which other building elements open. It provides a

secure outdoor space and a way of experiencing nature through the cultivation of trees and other plants.

Other ways of expressing the messages of the building include:

- the entry portico, which should be welcoming and cheerful, with a sheltering roof to serve as a marquee for outdoor functions;
- the library, with its rhythmic repetition of work tables and chairs repeated in its facade, an embodiment of order and guidance;
- the kindergarten, playful and curvilinear, which conveys a message about the harmony of the man made and the natural;
- the general purpose room, its shape clearly visible from outside the building to

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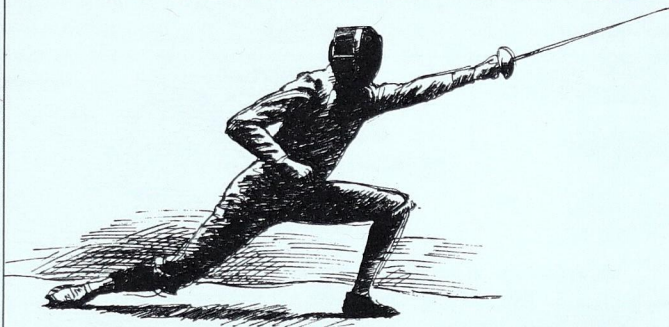
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emphasize its role as gathering place.

When each space has been invested with meaning for the community it serves, the next step is to arrange all the elements around the chosen form of circulation in such a way as to express an overall design or gestalt, keeping in mind the local topography, vegetation, and context.

Another element of living architecture is planning for expanded or alternative uses. Schools are central to communities, and have the potential to include many additional services. An integrated space might house day-care, an expanded library, a meeting place for youths or seniors, recreation facilities, continuing education, or a family planning centre.

It is even possible that in an aging community a school might outlive its function as an educational institution and serve a subsequent purpose as housing. The cellular structure of the classroom wing lends itself to recycling in this way; each 900-square-foot could be renovated to provide a family apartment or two small units for singles or seniors. Two classrooms on top of each other could be combined to create a townhouse. Lunchrooms could become clinics or an entire wing converted to a medium-care unit for seniors.

If public schools are thought of as living architecture, they need never become obsolete.

*Condensed from an article published in the Nov/Dec 1992 issue of Education Today. Mr Jacobs, a Toronto architect, welcomes further contributions to the development of this subject and invites feedback.*

**LAWLESS SPEAKS OUT...**

At the APTA Commuter Rail Conference on April 19 in Montreal, Ron Lawless, President of VIA Rail, spoke in favour of investing in railways.

"I think it's time we got rid of this strange double standard when it comes to financing rail as opposed to any other mode of transportation."

In North America, he observed, spending on highways and airports is called an "investment" while spending on rail transportation is called a "subsidy"—interpreted as money wasted.

"That kind of distinction simply has no basis in fact and it biases the public decision-making process against investment in rail which I am convinced represents one of the smartest investments in our future we can make."



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