

ONTARIO PLANNING JOURNAL

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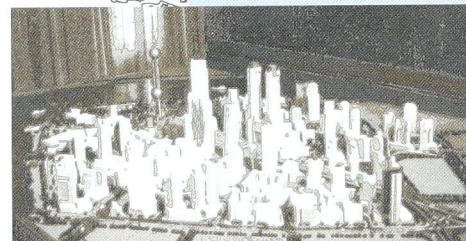
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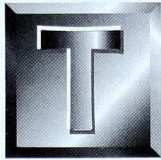
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o many westerners, Shanghai is an enchanting city. The mystique of its old days under the western concessions still colours our perceptions. Much of the old European architecture is still there, but reused for housing an overflowing population.

The streets are filled with activity - people window-shopping, strolling, engaged in animated conversations, purchasing the evening meal from one of the innumerable street markets, and, of course, riding bicycles. The unending stream of bicycles is hard to describe. They seem to flow in rhythm to some unheard music - a waltz, most likely.

Shanghai is poised on the verge of momentous change. New reforms to the economic system are announced almost weekly and investment is pouring in from other parts of China and from abroad. This started 15 years ago in southern China, and the result is one large and congested construction site, with nothing left to remind you of how it once was. Shanghai has not yet turned that corner, but one fears for its future.

But perhaps it is only westerners who fear for Shanghai's future as it begins to change and modernize. Maybe we are subconsciously clinging to the legacy our forefathers left in this city. Or perhaps we are unable to distinguish between atmosphere and colour, on the one hand, and poverty on the other. Are we hoping to see the preservation of qualities which do not matter to those who live there?

If the Shanghainese were asked, they would undoubtedly express strong support for the process of change which has begun. It will bring higher disposable incomes, better housing, more and better consumer goods, better opportunities for their children. But will they lose anything of value to them? If so, to what degree are they aware of it? Few Shanghainese have travelled abroad and therefore have not seen what has happened to Bangkok, Jakarta and other cities which are engaged in the same process.

Apart from a few temples and gardens, the older buildings which remain and give the city much of

its unique character are of western origin. They were built in the 19th and early 20th centuries by the British and the French. Foreign as they are to Chinese traditions, will their loss be felt by future generations of Shanghainese?

New development in the city is either western international style or nondescript slabs, and adds nothing to the character of Shanghai.

Architects, Chinese and foreign alike, do not seem to have any models to follow. It would

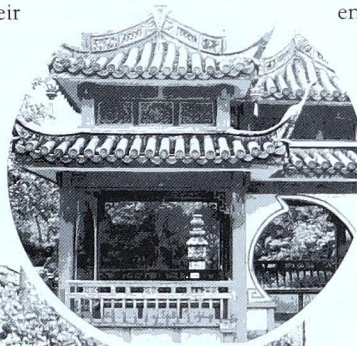
be absurd to reproduce the turn-of-the-century western architecture which is now predominant, and Chinese traditional architecture does not lend itself very well to modern uses and construction methods. Is anyone working on an approach which meets the demands of modern life while reflecting, in subtle ways, the heritage of a 5,000-year-old civilization and the unique history of its major 20th-century city, Shanghai?

One of the legacies of the Communist system is a society in which the difference in wealth between the highest decile and the lowest is small compared to most other countries. Perhaps the lack of a privileged class which fights for the status quo is what has made the reform process possible. Once the Party decided on reform, there was no economic stratum to block it. But reforms are introducing opportunities for wealth creation which did not exist before, and much of this wealth will certainly end up in a relatively few hands. Is this an inevitable part of the development process? Is something of value being lost?

Shanghai is a remarkably compact city with eight million people in the urban, built-up part. In about two hours one could walk from one end of the city to the other. It is true that it is very crowded and that there are not enough roads for the increasing traffic. A modern system of limited-access roads is being built which theoretically will make it easier to get around. Shanghai will not sprawl like our cities because car ownership will remain out of reach for the vast majority. However, carving up the city with high-speed,

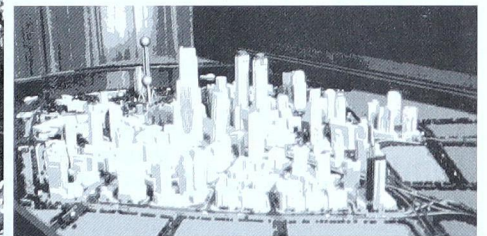
IS ITS UNIQUE
LEGACY
WORTH
PROTECTING?

REG MCLEMORE



• Traditional architecture can still be found.

• New projects in Shanghai could be anywhere.



• European influence on Nanjing Road

often elevated roads will change its character dramatically and, judging from the experience of other metropolises, will not solve the congestion problem.

Shopping is a delight in Shanghai because of the huge variety of small retail outlets, each of them different. You can walk down Nanjing Road for five kilometres and not see two identical outlets. Shopping becomes an adventure — you never know what you will find. Since most of the stores are still state-owned and the staff are not on commission, you can browse without being pursued by over-eager salespeople. But already the first western style shopping mall is being built, and soon there will be dozens of them, each with an atrium, a fountain, tired plants, and the same stores as all the others.

Violent crime is virtually non-existent in Shanghai. You can walk through any part of the city at any time of the day or night without fear, in spite of dim or nonexistent street lighting. I will not try to guess at the reasons for this but, as wealth becomes more concentrated and more visible, it is almost certain that crime will become a problem. Probably the benefits of a better standard of living are worth the cost of higher crime, but should someone be worrying about this?

On the other hand, the status quo is

unacceptable. The Shanghainese deserve better than living four in a 20 m² flat, working in ski jackets and gloves because offices are unheated, being assigned a dead-end job for life, and going on Sunday outings to see the life style in the expatriate enclaves. Change is essential; change is under way and is irreversible; and, in my opinion, it is being managed very well indeed.

If I still have a point to make, it is this: Is there not a middle road? Is there only one possible outcome of the modernization process? Shanghai has a unique legacy, from three sources;

- **5,000 years of Chinese history:** though Shanghai is not an old city by Chinese standards, the Shanghainese share this history with a billion other Chinese;
- **recent Chinese political events:** Shanghai has played a key role in most turning points in the development of China over the last 150 years: the shame of giving in to foreign powers, the formation of the Chinese Communist Party, the final victory in the fight for Liberation, the Red Guards;
- **the foreign concessions:** though colonialist in nature, the concessions left Shanghai with incredible architectural treasures, experience with foreign

business, and a role on the world stage which other Chinese cities have not seen.

Surely it is both possible and worthwhile to try to temper modernization with an awareness of this legacy. Perhaps the most significant examples of western architecture can be saved and re-used. A strong social safety net would moderate excessive concentrations of wealth, and maybe the small storefront retail will be able to compete successfully with the new mall. Hopefully some young Shanghai architect will develop new building forms which reflect Shanghai's legacy while meeting modern needs.

Perhaps the saving grace is that, when all is said and done, the Shanghainese will do it their way. They have the confidence to take from the west what they judge to be useful and to politely ignore the rest. As long as they maintain this attitude and are not pushed into too many compromises by western governments and companies, they may just find that middle road.

Reg McLemore is a principal with Chreod Development Planning Consultants, based in Ottawa. He spent eight months in Shanghai as resident project manager on an Asian Development Bank project. He has returned frequently on other assignments.

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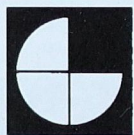
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THOUGHTS ON A FIN-DE-SIÈCLE KIND OF A DAY

by David Kriger



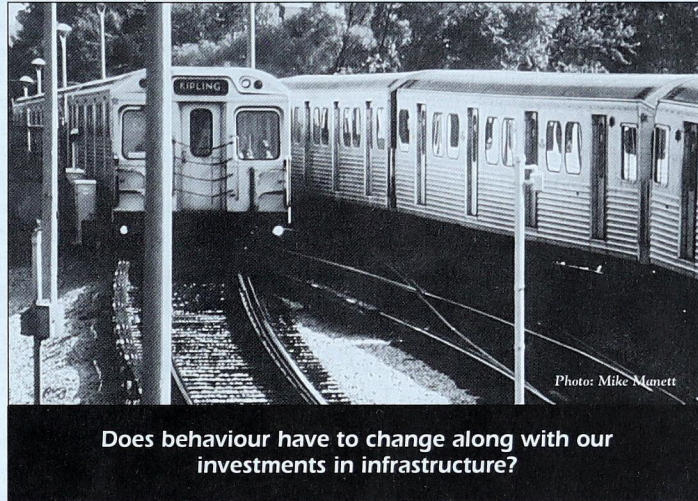
Challenges can be often turned into opportunities. I sometimes wonder, though, whether we have ignored some challenges to our profession, thereby missing some golden opportunities; whether, in fact, they will come back to haunt us if we don't address them. Are we too caught up in our own day-to-day business, blissfully unaware of the fundamental changes happening around us? We risk losing our turf to others who, although they may not be planners like us, are planners nonetheless; they just have a different approach.

A case in point: Not long ago, on the local CBC drive-home show, a prominent urban design critic and a well-known urban affairs journalist both decried urban society's problems as being largely the fault of the planners; they decided, in fact, that we should get rid of planners. I was incensed less at the fact that no one bothered to ask our opinion on the matter, but more at whether these people might be right. Is planning doing what it is supposed to? Are we keeping up with the times? Is the profession of planning itself sustainable?

Decisions are being made about planning matters, with less and less weight given to the planning viewpoint. We also have important contributions to make, I believe, to matters that haven't fallen traditionally in our domain. We need to address issues such as the following:

- The removal of barriers. Taking advantage of freer professional movement between countries is one thing. The liberalization of trade across the globe is another. These are the realities. I believe, overall, we stand to gain from them. But we need to incorporate global trends such as these explicitly into the plan-making

process. Will our style of planning continue to work in a global economy? Will we be trend-setters, or will we be doomed to follow trends? How will economic growth in the Third World affect the viability of our Official Plans? Can a planning precedent somewhere else be made to stand up here? Can we take the best of what our profession has to offer, and make



Does behaviour have to change along with our investments in infrastructure?

Photo: Mike Menett

it work somewhere else?

- What are we willing to pay for? We know the importance of planning for sound investments and decision-making, but we are the converted. The debate on making do with limited resources is, I believe, only just revving up. Sooner or later, we will be debating the trade-off between, say, Canadian Pension Plan and infrastructure investments. It will not matter which level of government provides what service. It will not matter whether a planner works in the public service or in the private sector. We can and should contribute positively to the coming debate. We could start by taking a hard look, using hard facts, at what proper planning and well-chosen investments really contribute to the national well-being.
- Changing the way people think. At

the heart of the sustainable development concept is the need for people to behave differently. The planning community has contributed greatly to defining sustainable development, but how do we get society as a whole to buy into it? The question is not trivial. For example, it is increasingly apparent that investing in transportation supply alone is not enough to

accommodate travel demand; that demand also must be managed by getting people to change their behaviour. We can contribute by looking at what it takes to get people to realize that it's worth their while to behave differently. Regulation? Volunteers? User-pay? We've looked at the environmental costs of economic decisions; we can help the public understand the importance of all this by making sure we also understand fully the economic costs of environmental decisions.

I see some mighty big challenges before us. I also see unparalleled opportunities for really making our mark. Which course will we take?

David Kriger, P.Eng., MCIP, is the Journal's Contributing Editor for Transportation.

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The Paper Chase

by Richard N. MacFarlane



Remember the promise of a paperless society, made by computer manufacturers when personal computers were new in the workplace? These days some of us have trouble just finding our personal computers under the piles of paper generated by laser printers, photocopiers, and faxes.

Records management is the art of not getting buried by paper and of finding the one piece you want when you want it. It really is an art — just ask Mark Hopkins, director of records and archivist for Metropolitan Toronto. Recently, he was

responsible for overseeing the design and construction of one of the most advanced archives and records facilities in North America, opened in 1991 on Spadina Road in Toronto.

With its automated facilities and vast storage capacity, the new centre is intended to be a model for professional records storage and retrieval, record keeping, and archival restoration and display.

The records and archives division spent two years examining various automated technologies to find the right one for Metro, and finally selected a package called Versatile. When the computer sys-

tem is fully implemented, Metro staff will be able to view file indexes and request files from their terminals and to call up committee and Council minutes directly and immediately. Those who are familiar with the delays involved in requesting such information from records clerks in centralized locations will appreciate the convenience represented by this development.

Metro is still working to inventory and convert its records, to eliminate duplication and ensure a complete historical record of the municipality. Rare archival material will be properly preserved and identified, while outdated, unnecessary, and inactive files can be put on a retention schedule and eventually destroyed to leave room for more useful material.

Four features of the new system are especially interesting.

1. Files are planned and organized before paperwork is started, rather than named and sorted after the fact.
2. Access is decentralized and depends on the user's knowledge of the files rather than on that of a librarian or clerk.
3. Storage is centralized, so that duplication is reduced and information cannot be hoarded in individual offices.
4. File titles are not restricted to a limited number of categories: new ones can be created as needed. This is intended to lead to more accurate and meaningful categories, though there is a risk of inconsistency in filing.

It remains to be seen how the new system will perform, but its success will depend on the participation of every member of Metro staff. Like land-use planning, records management requires the input of everyone involved. Solutions must be tailored to individual departments, depending on the number of staff, their experience, the volume of records, the available facilities and technology, administration procedures, and the intended use for the files. But if all goes well, the system will eventually be one of the most technologically advanced in Canada.

Richard MacFarlane works for the Metro Planning Department.

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ne of the key building blocks of the Journal has been the regular appearance of columns on issues such as management, the OMB, transportation and the environment. Faithful readers have apparently noticed their absence in the past year, and have called to ask for an explanation. So here goes.

For several years, the Journal has been in the fortunate position of having too much material to choose from. For a while, we dealt with this by publishing an extra four pages. This kept our stable of aspiring authors happy (and, we hope, our readers) but had the unfortunate effect of causing the OPPI Treasurer unnecessary heartache. For all of Volume 8 (1993), we were fiscally responsible and strayed not from the budgeted size of 24 pages. The flow of new material continued unabated, however, while at the same time, our columnists found that pressures of work were keeping them from their duty. Since we couldn't promise them space in a given issue, the columns didn't get written! Something had to be done.

As announced a year ago, partly in response to space demands and partly as a result of feedback received from

Responding to the readership

readers, we decided to reduce the average size of major articles. Almost imperceptibly, this has occurred. And if our judgment is correct, this has been achieved at no or little cost to the amount of valuable information contained in the articles themselves. At the same time, refinements to our design and production process have

given us the ability make informed editorial decisions before embarking on the design process itself so that we can now reliably estimate our space availability on an issue by issue basis.

The upshot is that we have decided to experiment with bringing back the columns in a slightly revised format, designed to combine informed comment with the virtues of brevity. So, all being well, familiar faces will begin their re-appearance next issue. At the same time (see Consulting Practice), we are revamping our column dealing with the work being undertaken by consultants across the province. Jim Helik, already well known to readers for his book reviews, will be presenting a regular round-up of news and issues facing consultants.

Glenn Miller, Editor

MILESTONES

David Farley takes early retirement from McGill



ore than 150 people crowded the stately main hall of the McGill Faculty Club in February to say good-bye to David Farley, former director of the School of Urban Planning and professor at the school since 1970. Sporting a jaunty pony-tail and his trademark Gauloise, Farley professed amazement and delight that so many former students, faculty and friends had braved the hazards of winter to join in what turned out to be an

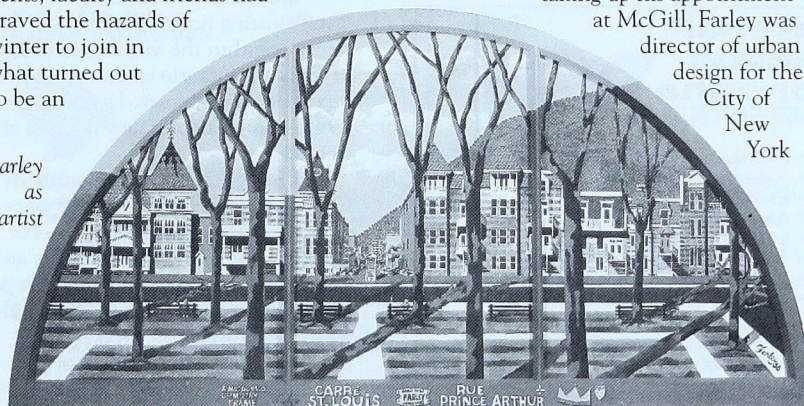
irreverent but warm tribute to an illustrious career. A large contingent from Ontario, including Patrick Déoux, Grace Strachan, Gary Korzenstein, Mike Ellis, Roland Nogue, Lloyd and Debra Sankey and Glenn Miller, enjoyed the champagne and reminiscences.

Farley grew up in Oakville, and later studied at McGill and Harvard. Before taking up his appointment at McGill, Farley was director of urban design for the City of New York

under the Lindsay administration. With a special interest in the arcane science of development economics, retailing and highly urban spaces, Farley was frequently called upon to consult on pedestrian planning issues. He also entered and won competitions for the design of civic squares, and gained local notoriety in Montreal for a very public confrontation with Mayor Drapeau over public art. Under Farley, the school relied heavily on practitioners in planning and related fields to teach studios and short courses. Farley's parallel career as an artist also reveals his love of the urbane: his paintings are large, colourful and animated with splendid detail. Farley will now be devoting more time to his career as an artist.

Professor Jeanne Wolfe, who was recently reappointed to another five year term as director of Canada's oldest planning school, sent Farley on his way with a wicked slide show and dead-pan commentary. A book prize is being set up in his name, to be funded by donations from former students.

Farley as artist



Minister of Natural Resources Takes Steps to Ensure Availability, Affordability of Aggregates

by Paul Puopolo and Don Stewart

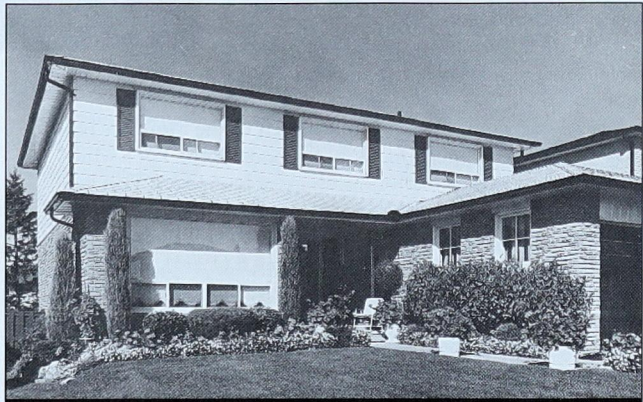


In January 5, 1994, Howard Hampton, Minister of Natural Resources, took another step to ensure that aggregates remain available for use in building and rebuilding Ontario when he released a major study on aggregate resources in Southern Ontario. Entitled "Aggregate Resources of Southern Ontario: A State of the Resource Study", the study was prepared by Planning Initiatives Ltd. and Associates. Aggregates in the form of sand, gravel and crushed stone are an essential non-renewable natural resource which provide the building blocks for roads, side-

walks, bridges, sewer lines, schools, homes and factories. Access to this resource is critical to ensuring Ontario's well-being and future competitiveness. At the same time, extraction must be done in such a manner to minimize the impact on the natural environment. Where possible, opportunities should be taken to protect and enhance the environment during the extraction process.

The study provides an up-to-date and comprehensive reference document on aggregate resources for industry, government and public use. The study concludes with three major findings and proposes a number of short and long term strategic initiatives to address the many issues faced by the residents of Ontario, the aggregate industry and the provincial government.

1. For the period 1990 to 2010, Southern Ontario is moving towards a critical economic, social and environmental situation in terms of protection of, and access to, aggregate



The cost of a new house in the GTA could grow by \$1,800 if haulage distances increase by 73 km.

resources required to meet increasing demand.

Without continued access aggregate supplies, especially in areas close to larger urban markets, the cost of aggregates to the ultimate consumer could increase dramatically. For example, it is anticipated that an increase of 73 kilometres in the haulage distance to the Greater Toronto Area (GTA) would increase transportation costs in the order of \$4.00 per tonne. Transportation already accounts for approximately 60% of the total cost of aggregates and such increases could result in an extra cost of some \$1,800 for a single family dwelling, \$73,000 for a new school, and \$730,000 for a high rise apartment building.

2. Total existing licensed aggregate reserves within the major market areas of southern Ontario examined in this report could be depleted as early as 1995 in some areas if new reserves are not licensed.

Most market areas within southern Ontario already consume more aggregates than are produced locally. For example, the GTA produces only an average of about 37 million tonnes per year while it consumes approximately 65 million tonnes on average. Similarly, the Sarnia / Windsor /Chatham area produces only about

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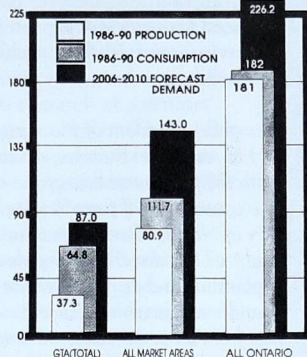
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Comparison of average Annual Million Tonnes of Aggregate



Annual Aggregate production

3.3 million tonnes but consumes about 6.8 million tonnes. Depending upon the type of material and the particular market area, remaining licensed reserves of sand and gravel or crushed stone could be depleted by as early as 1995 if new resources are not licensed.

In particular, in the larger consuming areas such as the GTA, significant restrictions to the licensing of new reserves would mean that aggregates would have to be imported from more distant supply areas. Already these pressure areas for potential aggregate resource extraction are emerging. They include numerous townships surrounding the GTA such as Carden, Mara and Rama, Oro, Orillia, Mono, Adjala, Erin and Puslinch. Other townships where similar pressures can be expected in the near future include North Dumfries in the Kitchener-Waterloo market area, Zorra

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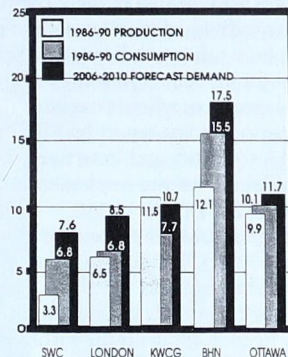
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Township in Oxford County and others in Middlesex County.

3. Given societal concern regarding the creation of a balance between the environment and development, a continuing and increased emphasis should be placed on a coordinated and balanced approach to aggregate resource management. Strategic long term land planning and resource management, and successful rehabilitation of pits and quarries, should be encouraged in order to achieve wherever possible productive, appropriate land uses which achieve no net environmental loss, or a net environmental gain.

In order to ensure the maximum coordination and communication between the various interests and concerns, a number of strategic initiatives were suggested which could be undertaken by the province, or by local and regional municipalities through their politicians and planners. While the minister has not yet finalized position of his ministry the dif-

Comparison of Average Annual Million Tonnes of Aggregate



Comparison of Production and Consumption by Market Area

ferent initiatives, they include:

- Identifying and designating provincially and/or regionally significant aggregate resource areas of Ontario.
- Developing a comprehensive aggre-

gate resource strategy for the GTA.

- Preparing strategic plans for each market area, geared to meet the needs of the individual markets area to provide for a minimum licensed supply to meet future demands, using existing local resources where possible.
- Preparing a joint report by MNR and MMA to clarify and "fine tune" the "Guidelines for the Implementation of MARPS".
- Preparing a model process for the formulation of Official Plan policies for aggregate resources.
- Reviewing priority consideration for new licence applications within the planning and approval process within critical market areas of Ontario.
- Forming Aggregate Advisory Committees (AAC) for aggregate-rich regions and/or municipalities.
- Updating and expanding the coverage of the current Aggregate Resources Inventory Paper (ARIP) and associat-

ed mapping.

- Monitoring and updating production, consumption, supply and reserve information in each area.
 - Reviewing the capacity of existing haul routes to handle future long -distance haulage from distant aggregate source areas (specifically in the GTA Market Area).
 - Identifying the potential for using existing or abandoned railway lines and the increased use of waterways.
 - Carrying out rehabilitation research and public education programs.
 - Encouraging aggregate extraction in urban areas before development takes place in order to minimize loss of near market resources.
 - Encouraging post-extractive land use opportunities which enhance environmental and/or social objectives should be encouraged.
- Given the current interest in coordinating and streamlining land use and

resource management, this study is timely. It highlights opportunities for streamlining and may help achieve a better balance of the need for aggregates, protection of the environment and the welfare of Ontario residents.

Paul Puopolo, President of Planning Initiatives Ltd. and Don Stewart, a Senior Planner with the firm, were two of the joint authors in a consortium of firms retained by the Ministry of Natural Resources to undertake the study. They are directly involved in land use planning and aggregate resource planning and management, and deal with these issues from all perspectives on a daily basis. Planning Initiatives Ltd. will be on a regular basis.

Planning Initiatives is conducting a workshop on the results of this study on April 13, 1994 at the Novotel Hotel in Mississauga and invites all interested parties to attend.

For further information, call (519)-745-9455.

CONSULTING PRACTICE

Announcing a renewed focus on consulting practice

The Journal is very pleased to announce that Jim Helik, a Toronto-based consultant known to our readers for his book reviews, will be heading up a new department entitled, "Consulting Practice". The new column will feature a round-up of current assignments being undertaken by consultants in a wide variety of specialties throughout Ontario. As space and resources permit, Helik will profile innovative responses to

staying competitive in today's difficult economic climate.

According to Journal Editor Glenn Miller, "We felt that the "Other People's Business" column wasn't sufficiently focused or direct in its approach. Jim has first-hand knowledge of the consulting business that will prove invaluable in presenting the work of this important sector to the profession at large. The new name will also leave no doubt about the column's contents."

Jim Helik looks forward to hearing from consulting firms. Contact him through the OPPI office or at (416) 923-6027.

Planners Take Options on the Future

PLANNING OPTIONS

Terri Lasko and Catherine Cieply, both recent graduates of the University of Toronto's Masters Program in Planning, have combined their skills and expertise to form a new consulting firm, Planning Options. The new firm has been in business since last fall, with Terri and Catherine participating actively in all aspects of the business.



Partners Terri Lasko and Catherine Cieply review a planning assignment

Catherine completed both her undergraduate degree and graduate degree (Master of Science in Planning) at the University of Toronto. Catherine has worked summers for the Ministry of Municipal Affairs and the Cycling Committee at the City of Toronto. She is currently completing a project at the Toronto Healthy City Office. Her interests include recreation and tourism, land use planning, waterfront planning and housing policy.

Terri obtained her undergraduate degree at York University and continued her

education at the University of Toronto, graduating with a Master of Science in Planning. Terri has worked through a co-op program for Metro Councilor Augimeri, undertaken research at a seniors' housing complex (St. Hilda's Towers), and co-written an article for publication on Bill C-91, the Patent Drug Law. Terri's interests include areas of social policy (health, housing, and aging), environmental planning, and land development.

Planning Options has been an opportunity for Catherine and Terri to obtain experience in several different areas of planning. In their efforts to break into the field of planning, they sub-contract for other consultants by assisting them with projects. This allows other consultants to cut down on overhead costs, by-pass benefit packages, and minimize the need to hire additional staff. While sub-contracting has provided numerous opportunities for Planning Options, they expect the firm to take the lead on projects in future.

To date, Planning Options has assisted with workshop facilitation, designed promotional materials for conferences, prepared planning documentation and reports in the environmental area, and been involved with conference organization. Planning Options is in the process of forming teams for the submission of proposals and looks forward to the new challenges ahead.

Catherine and Terri concur that their experience operating Planning Options has been rewarding. "Not only have we begun to break into different areas of planning, but we have learned a tremendous amount about running a small business. We are pleased with the overwhelmingly positive response from other consultants and are impressed with their willingness to meet with us, given their often busy and demanding schedules. We would like to take this opportunity to say thanks."

PROVINCIAL FACILITATOR ACTIVE IN PREPARING STUDIES

Following an RFP, the Provincial Facilitator's office awarded three contracts for the development of training courses on the preparation of studies that accompany planning applications.



Delcan's UV Water Treatment

According to staff working with Dale Martin, the intent is to provide guidance to consultants on meeting the requirements of reviewing agencies.

Training for hydro-geological studies was awarded to Gartner Lee in combination with Rural Development Consultants and Golder Associates. Marshall Macklin Monaghan received the contract for a course manual on storm water management, while training for wetlands environmental impact studies was also awarded to Gartner Lee. In addition to preparing the manual, the courses will also be delivered 14 times by the consultants. Additional courses on agricultural impact and noise studies are being considered for future development.

The Provincial Facilitator also hired a pair of consultants to look at "new format retailing", with a view to informing a decision-making process that currently ends up using valuable time at the

OMB. Emrik Suiches and Barry Lyon are preparing a report that examines the traditional commercial hierarchy, and places the new membership warehouse clubs in context. The report is currently being reviewed and is expected to be released this spring.

NEW WAYS TO TREAT STORMWATER

The Delcan Corporation has won the 1993 award of excellence from the Canadian Consulting Engineer magazine and the Association of

Consulting Engineers of Canada for an innovative way of treating stormwater. The project site in Nepean, Ontario, uses ultraviolet radiation to kill bacteria in a pond before stormwater is released into the Rideau River.

Summer pollution levels in the Rideau River were becoming high enough to make swimming unsafe, as the city of Nepean gave only minimal treatment to stormwater before discharging it into the river. New provincial guidelines issued in 1989 required that the municipality find a way to disinfect the stormwater before discharge.

Many disinfection methods can be toxic to aquatic life and Nepean wanted



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a more environmentally friendly solution. The city retained Delcan to study the project. John Allen and Hugh Tracy came up with a system that is believed to

be unique in North America, in which ultraviolet disinfection photochemically damages certain microorganisms and prevents their replication.

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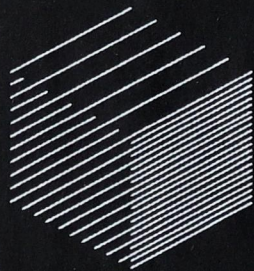
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The system was put in place at the Longfields/Davidson Heights Stormwater Treatment Facility. After the water has settled in a pond, where suspended solids fall to the bottom, it flows through two parallel open disinfection channels where 352 low-pressure mercury vapour lamps, laid horizontally 75 millimetres apart, are fully immersed in the flow of the water.

In the first season of operation, eleven runoffs from heavy rains were treated and all were found to be well within the levels imposed by the Ministry of the Environment.

Further information about the project can be obtained from Mercia Stacey, Delcan Corporation in North York, (416) 441-4111.

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OPPI Notebook

A BI-MONTHLY ROUNDUP OF OPPI COUNCIL NEWS AND ACTION

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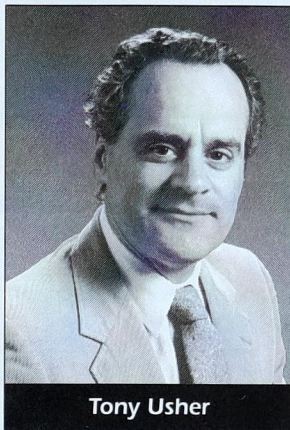
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FROM THE PRESIDENT



Tony Usher

Thanks to Deputy Registrar Kevin Harper and his outstanding work on your new OPPI Directory of Members, the Directory includes some statistical tables which for the first time provide an accurate demographic and occupational profile of our membership. I want to share with you some insights these data provide into who we are.

Where are we? 32% of practising (full and provisional) members live or work in Metro Toronto. (Our data are by preferred address for OPPI purposes, whether home or work, but most members prefer their home addresses. Therefore, probably more than 32% work in Metro Toronto.) 56% of practising members live/work in the Greater Toronto Area, as compared to 42% of Ontario's population. Outside the GTA, the largest concentrations of planners are in Ottawa-Carleton (8%), Waterloo (6%), Hamilton-Wentworth (4%), and Simcoe, Niagara, and Middlesex (3% each).

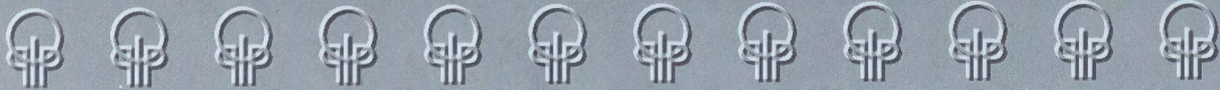
What sector do we work in? 41% of full and 50% of provisional members work for municipalities; 40% of full and 31% of provisional members work in the private sector; and 11% of full and 7% of provisional members are Ontario or federal public servants. Private sector employers are more committed to their staff attaining full membership, and it shows in these statistics. The Ontario and federal governments haven't done much hiring in recent years, and that may be why provisional members are underrepresented there.

Southwest District has the highest share of practising members who work for municipalities (56%) and the lowest who work for senior governments (4%). Central District has the lowest municipal share (42%) and the highest private sector share (39%). Northern District has the highest senior government share (16%) and the lowest private sector share (24%). Eastern District's characteristics are closest to the Ontario average.

Who do we work for? The top 10 employers include three regional municipalities, five local municipalities, one Ontario ministry, and one consulting firm. Although the Ministry of Municipal Affairs and the City of Toronto are numbers one and two, they aren't out in front by as much as one might expect. It's no secret that MMA and Toronto have much poorer participation rates in OPPI than do many of the employers close behind them. It's good to see that our leading employers list is increasingly reflecting the diversity of planning practice, including the Ministries of Environment and Energy, Natural Resources, and Transportation, and an eclectic range of consulting firms.

How equitable are we? 29% of our practising members are women. Women are better represented among provisional members (37%), and this undoubtedly reflects women's increasing participation in the profession over time (only 7% of retired members are women). However, in the current economy, those who have more recently come into the profession are likely more vulnerable. In early 1993, 5% of provisional members but only 2% of full members indicated they were either unemployed or full time parents or caregivers.

It's always interesting to learn more about ourselves, as an institute and a profession. As well, the data highlight some of the challenges we face in serving our diverse membership, reaching out to nonmember planners, and addressing the economic and employment issues that face all professions in the 1990s. But that's just my own spin on the numbers - take a look for yourself!



COUNCIL REPORT

The following highlights some of the issues and initiatives that Council dealt with at its meeting on February 18, 1994.

EXECUTIVE DIRECTOR

Susan Smith was appointed as the new Executive Director and was welcomed to the Institute. She will have many challenges facing her especially with regard to the Institute's busy agenda for the next two years and its budget constraints.

FINANCES

Council received the year end budget analysis for 1993. Unfortunately there was a deficit of approximately \$18,000. Council will be making extra efforts in 1994 to make up for this loss and ensure that we can once again avoid increasing membership fees.

MEMBERSHIP

Council approved a take home exam

option for the written Exam B. For further details see "From the Vice-President (Membership)" in this Notebook.

Also of interest is that Council abolished the payment of honorariums to Exam B examiners.

Council also finalized a review of Schedule P which describes relevant planning experience, and adopted a new Schedule P which is available from OPPI on request.

EMPLOYMENT ISSUES TASK FORCE

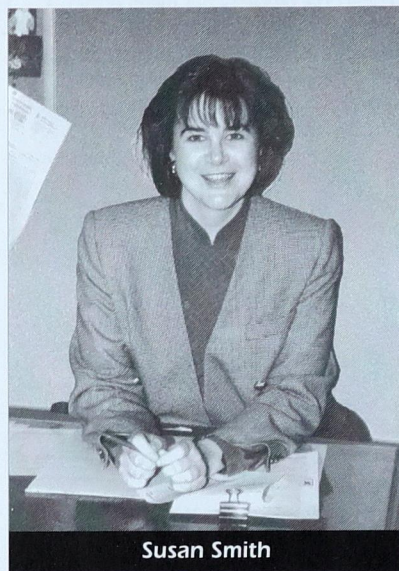
In response to a resolution at the 1993 Annual General Meeting, Council approved the Terms of Reference for the Employment Issues Task Force, which will identify services and/or assistance that OPPI may consider making available to members who are involuntarily removed from their employment for reasons other than constraints, layoff, or misconduct. The Task Force is to be chaired by Robert Maddocks; members include Kevin Curtis (Southwest), Bill Hollo and Ross Raymond (Central), Dennis Jacobs (Eastern), and one to be appointed. The final report is to be presented to Council by June 24, 1994.

PROFESSIONAL DEVELOPMENT COMMITTEE

This will be an exciting year for the Professional Development Committee. In addition to our Planner at the OMB Course, the Committee is working very hard on preparation for the Membership Course, described in further detail elsewhere in this Notebook. There has been a great deal of interest in this course, and Council has been very supportive of this initiative. Three other ventures that are being pursued are the development of a "Planner as Facilitator" course, negotiations with the Ministry of Municipal Affairs regarding its "Planning in Action" course, and a joint seminar with the Urban and Regional Systems Association on geographic information systems.

PLANNERS-ARCHITECTS-LAWYERS POLICY LIAISON

Council confirmed its participation in a permanent policy liaison committee with the Ontario Association of Architects and the Canadian Bar Association (Ontario), and urged the expansion of the committee to include the Ontario Association of Landscape Architects.



Susan Smith

NEW EXECUTIVE DIRECTOR

Susan Smith became OPPI's Executive Director on March 7, 1994. She was previously Director, Finance and Administration, Registered Nurses' Association of Ontario since 1989. After serving as second-in-command at a considerably larger professional association, Susan comes to us well qualified to provide administrative, financial, communications, and customer service leadership, and she is looking forward to the challenge of directing an association for the first time.

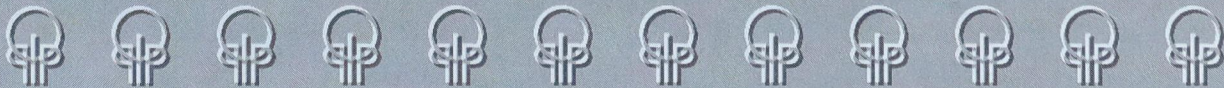
After attending Memorial University, Susan worked as a business administrator in Antigonish, N.S. and Toronto for six years before joining RNAO in 1988. She is a member of the Canadian Society of Association Executives.



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PUBLIC POLICY COMMITTEE REPORT

by Ron Shishido

OPPI submitted its position paper on Bill 120 - An Act To Amend Certain Statutes Concerning Residential Property to the Standing Committee on General Government. OPPI's position on Bill 120 was as follows:

- social issues such as community intervention, short and long-term benefits/costs and community versus neighbourhood interests require further consideration;
- the range of housing types and tenures permitted an accessory residential unit requires further consideration;
- the types of structures used as "garden suites" require further consideration;

- Bill 120 should be amended to allow communities to determine the need and application of intensification based on planning studies;
- amendments to local planning policies and provisions should be facilitated through consultation and consent in accordance with the Land Use Planning for Housing Policy Statement and the Planning Act;
- local housing studies to examine the potential for intensification should be actively promoted;
- funds should be reallocated to better monitor local implementation of the Land Use Planning for Housing Policy

- Statement; and
- the province should reconsider reactivating residential repair and rehabilitation programs to upgrade and create affordable rental housing stock.

OPPI through its Public Policy Committee is actively participating in a range of public policy initiatives. They include the Ministry of Municipal Affairs' New Approach to Land Use Planning Consultation Paper, the Regional Planning Commissioners Task Force on Municipal Class Environmental Assessments and Private Sector Developers, and the Ministry of Housing Quarterly Interest Group. They along with other new initiatives will be discussed in future editions of the Notebook.

CONGRATULATIONS TO THE FOLLOWING NEW MEMBERS.

ELECTED TO FULL MEMBERSHIP:

Mary E. ALLAN	(ED)
Donna A. BRUNTON	(ND)
Eros G. FIACCONI	(CD)
Pierre R. MERCIER	(ED)

ELECTED TO PROVISIONAL MEMBERSHIP:

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Christopher T. BROUWER	(ED)
Luigi CARVELLO	(CD)

Jennifer L. CHECKERIS	(CD)
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Derek A. ZOLDY	(CD)

FROM THE VICE-PRESIDENT (MEMBERSHIP)

by Kim Warburton

EXAM B TAKE HOME OPTION

During the membership review process, Council made a commitment to review and change the format of the written Examination B. At its February meeting

Council approved the option of permitting the written Exam B to be conducted as a take-home exam. The guidance of the sponsoring member is critical to the successful completion of this option, which is available effective immediately. Provisional members interested in this option should contact Kevin Harper, Deputy Registrar at the OPPI office.

STILL HANGING ON TO PROVISIONAL MEMBERSHIP?

A recent search of our membership data

bank reveals a number of longstanding provisional members! With recent changes to the exam process, there are various options designed to accommodate different needs and situations. OPPI encourages all provisional members to move towards full membership as soon as possible. We will be contacting our "special" provisional members shortly to discuss their options. If you need assistance, please call Kevin or myself.

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CAPS CONFERENCE 1994

by Andrew Roberts

Once a year, planning students from across Canada have the opportunity to meet, socialize and expand their understanding of planning at the CAPS (Canadian Association of Planning Students) Conference. This year, from February 17-20, the hosts were McGill University and Concordia University in Montreal.

One of the highlights of any CAPS conference is the opportunity for students to present papers. The student papers presented

this year were of exceptional quality. Topics included "Models of Aboriginal Self-Administration and Implications for Urban Planning", "A Model for a Transborder Planning System: the Vancouver Seattle Corridor", and "New York City: Perceptions and Reality".

CAPS is a wonderful way to interact with your peers and perhaps gain a new perspective on planning issues. I recommend that every student attend at least one conference, as it is a good way to become more aware of planning concerns.

The 1995 conference - "Planning Ahead" - will be hosted by Ryerson Polytechnic University in Toronto. Plan to attend!

Andrew Roberts is the OPPI Student Representative. He attends the Ryerson School of Planning.



McGill hosted this year's CAPS conference

OPPI PROFESSIONAL DEVELOPMENT SEMINAR

ARE YOU READY TO RIDE THE WAVE?

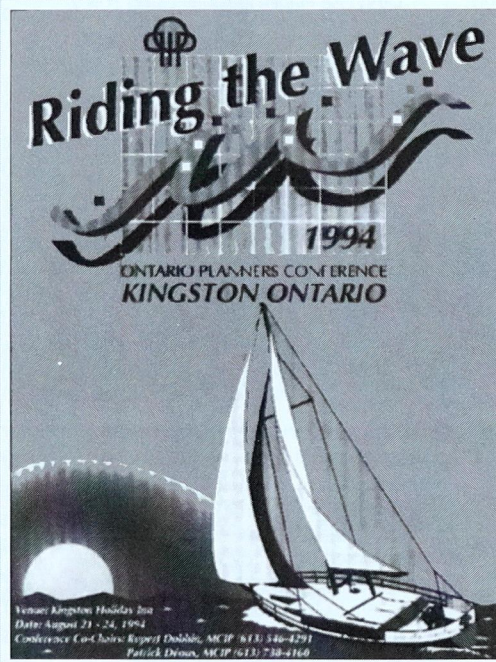
**KINGSTON, AUGUST 21 TO
24, 1994**

By Patrick Déoux and Rupert Dobbin,
Organizing Committee Co-Chairs

Have you found it difficult to cope with your professional life lately? Government and corporate cutbacks, demanding citizens and clients, more work and fewer people to do it. Does this sound familiar? If you think we're just going through another recession, think again. The best minds in our society all agree, this is practice for what will be the norm tomorrow.

Now for the good news. Some of us will benefit and even thrive in this new frontier and will learn how to adapt and face the challenges ahead. We will **Ride the Wave**. Indeed, OPPI has responded to the changing needs of professional planners by reorienting the title and content of the traditional Ontario Planners Conference. This year's program will be focused on professional training, skills enhancement and interactive activities.

First, think of this event as an annual professional development seminar. The organizing committee will retain a number of traditional panel discussions, since our practitioners have many

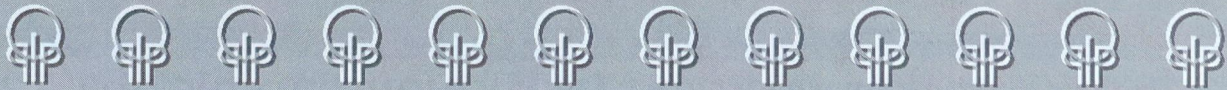


valuable experiences to share with our membership. Several guest speakers will be selected to fit the few available slots. In addition, several expert panel discussions are planned to explore a number of current issues and ideas. We'll give these people plenty of time to develop their topics fully. Roundtable workshops will also be available for those who want to share their ideas and experience with other planners.

New to this year's program, planning clinics are meant to answer practitioners' questions about specific problems and topics. Keep an eye out for the upcoming conference information package where you will be given the opportunity to contribute your very own case studies. We will provide the consulting expertise. Also new to this year's program are professional development workshops. They will provide the practitioner with a mini-seminar on six high-profile subjects. A certificate will be awarded to

attendees. Book early! Of course, we will also have mobile workshops, with a twist. Finally, make sure to participate in our first province-wide Sim City competition.

All work and no play? Not a chance. This year's **Professional Development Seminar** will be held in beautiful Kingston in the middle of August. In addition to the many natural amenities such as setting and season, we will provide you and your family with a full choice of recreational activities. You will even be able to leave the kids behind at our day care centre if you wish. Expect our information package soon in your mail, this is one Professional Development Seminar you won't want to miss!



MEMBERSHIP COURSE: NEW OPPORTUNITIES

by Bruce Curtis, Chair, Professional Development Committee

In December 1993, Council decided to proceed with the preparation of a course to help provisional members meet the requirements for progression to full membership, particularly the requirements of Examination B. A notice was circulated to provisional members in early January to measure interest in a pilot course offered at Ryerson Polytechnic University during the fall of 1994. The response was overwhelming. Therefore, a Steering Committee has been set up under the Professional Development Committee to prepare the framework and structure for such a course, determine the materials

needed, and arrange the first offering.

The steering committee has begun its work, and wishes to make the course a learning experience and not just a cram session to prepare for writing Examination B. The course would address all of the areas covered by Examination B, and would explore the various components in some depth. The course would provide opportunities for learning from other planners, both those who are classmates and those brought in as guest lecturers. Successful completion of the course would satisfy the Examination B requirements.

While Council is aware of the great desire among many provisional members to have a pilot program offered in several locations other than Toronto, that will have to be determined based upon logistical considerations, available resources and financial constraints. Further details will be announced as they become available.

1993 STUDENT SCHOLARSHIPS

The 1993 OPPI Undergraduate Scholarship was presented to Delia DeSimone, who attends the School of Urban and Regional Planning at Ryerson Polytechnic University. The 1993 Gerald Carrothers Graduate Scholarship was awarded to Jerry DeMarco, who is enrolled in the Master in Environmental Studies Program at York University. OPPI apologizes that this important news was inadvertently left out of the November-December Notebook!

Scholarships are awarded on the basis of community service, academic performance, and the career objectives of the applicant. Congratulations to our 1993 Scholars!



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WHAT TO EXPECT WHEN YOU ARE SUMMONED TO THE OMB

ADVICE TO PLANNERS WORKING FOR MUNICIPALITIES

by Peter Cheatley

If you have written a report that was not adopted by Council, you may receive a "Summons to Witness" at the Ontario Municipal Board. You must obey it, since disobedience constitutes contempt before the board. The summons is usually requested by the party that you supported in your report and you should be prepared to advise the OMB on the relevant information in the report, or on information you have obtained through site visits. You are required to give your planning opinion, even though Council did not adopt your recommendations.

This means that you are in the position of opposing your employer's decision. You

will be subjected to cross-examination by the city's solicitor and you may be opposed by ratepayers. Although your professionalism will be severely tested, you must give your honest opinion and not speculate on what you think is wanted. Never try to tailor the evidence to show only one side of a case. The following guidelines may help you understand the process.

WHEN YOU RECEIVE A SUMMONS

Most city solicitors will call in advance to let you know that they will be delivering a summons. Let your director or commissioner know at once. Perhaps another witness would be a better choice; the

director or commissioner may want to redirect the summons.

Ask the process server to explain the summons to you. Ask what it is for and how much "conduct money" you are being offered. A complete summons should specify the time and date of your appearance at the hearing and list any documents or files that you should bring with you. It should be signed and sealed by an OMB official and accompanied by conduct money to cover the number of days you will be required. You should not accept a summons that is not complete.

Unless you have been advised not to, accept the summons. If it is complete, a copy will be given to you to keep. Tell your director or commissioner, as well as your legal department, that you have accepted it. You may also want to let your local councillor know about the summons.

The solicitor may summons you for only one day of a hearing, which may be insufficient for you to give evidence. If so, write to the solicitor to explain your understanding of the amount of time you will be needed and the nature of your evidence. Because it is difficult to predict the course of a hearing, you should state that when you are not actually required to give evidence, you will be close to a telephone at your place of employment, and within 90 minutes travel time of the hearing room. If you receive the summons too close to the hearing date to write a letter, call the solicitor and follow up with a letter.

If you have a disagreement with the solicitor or if you are asked to take a position that you are not comfortable with, discuss the problem with your director or commissioner. You may also want to get advice from your employer's legal department.

You may be asked to attend meetings with the summoning solicitor to discuss your evidence. Attendance at such meetings is voluntary, but recommended. Let the legal department know about the meeting, and discuss the subject of the meeting with a member of the legal staff. Openness is always preferable to secrecy; it shows that you are not one-sided or partisan.

Never give evidence outside your area of competence or on matters that you have



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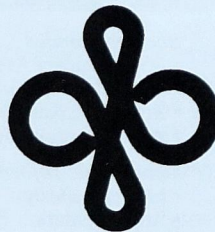
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not been personally involved with. Prepare for the hearing by reviewing the issue at hand, but you do not need to research previous Council resolutions or other matters that predate your involvement. Review the provisions of the OPPI Professional Code of Conduct before you attend.

THE DAY OF THE HEARING

You must be available for the duration of the hearing. Cancel all appointments for the day(s) of your summons. You need not go straight to the hearing room provided that you stay close to a telephone and can get to the hearing quickly after receiving a call to appear.

If you have received only one day's conduct money, you must return to work the next day, unless you are in mid-evidence, in which case your failure to reappear might jeopardize both your professionalism and the conduct of the hearing.

Most lawyers ask you to attend the first day of the hearing. This is a good idea, since it gives you an idea of who the parties are, what issues are involved, and how long the hearing might last. If it is difficult to predict exactly when you will be needed, you may be asked to wait to ensure that you will be available at the right time. However, you need not remain after you have given evidence and you do not have to attend after the date specified on the summons.

You are not an unpaid consultant for the party who summoned you, and you should not sit with that party. You can speak to all parties in the room. Do not criticize other witnesses or discuss strategy with the summoning lawyer. This is easier said than done, since you may be asked what you think of the evidence so far and whether it will affect your own testimony. Try to answer questions honestly but do not volunteer information. You may avoid difficult situations by remaining in the hearing room in full sight and hearing of all the participants. The same advice applies to the lunch break. Do not lunch with the same party more than once; you must not appear to be playing favourites. If at all possible, avoid lunching with the lawyer who summoned you. Remember, you are an independent witness, not an advocate.

If it is clear that you will be needed for longer than the period specified in the summons, ask the lawyer for additional conduct money. Give him or her time to have the money delivered to you.

Although you can attend only if you have received a summons, you should not make things unnecessarily difficult for any of the parties at the hearing. You are there for the benefit of the OMB and you will not be helping them if you make a fuss over administrative details.

The conduct money should be used for any expenses that you would not normally incur during a working day: parking at the OMB offices, mileage at current rates, out-of-pocket photocopying or courier costs. Lunch is not, however, a claimable expense.

AFTER THE HEARING

At the City of North York, planners are required to file a statement with the payroll department within two weeks of your return from the hearing. I suggest your check with your own administration for confirmation of the best way to proceed. The statement should attest to the fact that you were summoned and provide the date of the summons. Any unused conduct money should be turned over to the

finance department, along with receipts for your out-of-pocket expenses. If you do not file a statement, you will be recorded as being absent for the day(s) you spent at the OMB.

Attendance at the OMB can be an opportunity to add to your knowledge of planning and to strengthen your professional skills. As long as you are well prepared and careful to present your views impartially, the experience should be valuable.

Peter Cheatley is director of policy for the City of North York. An upcoming issue of the Journal will contain advice to planners in the consulting field. An additional source of information if the OMB itself: if you want to get a better idea of how the Board views testimony given by planners under these special circumstances, there are numerous cases that can give you insights into how to maintaining professional integrity.

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Declaring War on "Planner-ese"

by Philippa Campsie



The November/December 1993 issue of the Journal suggested a way to avoid bureaucratic jargon in planning reports.

As an aid to the detection of "planner-ese," here is a "buzz-phrase generator," similar to one developed by the Department of National Defence as a device to construct phrases suitable for reports on defence matters.

The idea was to be able to construct phrases that would sound decisive and knowledgeable but that were not burdened with any particular meaning. The procedure required one to think of a three-digit number at random and to take the corresponding word from each column.

THE VERSION FOR PLANNING LOOKS SOMETHING LIKE THIS:

0. flexible	0. ecosystem-based	0. guidelines
1. sustainable	1. forward-looking	1. initiative
2. viable	2. wide-ranging	2. strategy
3. proactive	3. energy-efficient	3. scenario
4. comprehensive	4. future-oriented	4. option
5. integrated	5. broad-based	5. policy
6. coordinated	6. grassroots-level	6. process
7. holistic	7. environmentally-friendly	7. framework
8. diversified	8. context-specific	8. focus
9. dynamic	9. community-based	9. approach

For example, 346 would be a "proactive future-oriented process" and 821 a "diversified wide-ranging initiative" and 097 a "flexible community-based framework." These are the sort of phrases that sound well-intentioned and upbeat, but say nothing and simply take up space.

The intention, however, is not to add to the proliferation of mumbo-jumbo, but to provide a diagnostic method for identifying jargon and to make planners more sensitive to the emptiness of this sort of verbiage. The Journal invites readers to identify phrases by number from actual

planning documents. (Those of you with long memories might recall a similar series in the now defunct COC Record.) A suitable award will be presented to the best submissions.

Philippa Campsie is the Journal's Deputy Editor.

ENVIRONMENTAL ASSESSMENT

How Ontario's New Environmental Bill of Rights Will Affect the Public's Involvement in Environmental Issues

by Stanley B. Stein



In February 15, 1994, Ontario's new Environmental Bill of Rights ("EBR") was proclaimed in force and came into effect. The general effect of the EBR is to increase government accountability and to expand the role of citizen participation in decisions affecting the environment. Although some elements of the EBR become effective immediately, the application of the Act to various provincial ministries and the statutes they administer will be phased in by an

implementation schedule contained in the first regulation, O/reg. 73/94.

The increased public participation afforded by the new legislation may raise concerns in the private sector relating to confidentiality, delay in the approval process, lack of certainty, and/or overzealous investigation and prosecution of alleged environmental contraventions. The EBR is not just a vehicle to enable private citizens to bring into question decisions that may affect the environment; consideration should also be given

to the opportunities created by the various parts of the EBR that will enable corporations and municipalities to advance their concerns about environmental proposals to the appropriate ministries.

The following are highlights of the more significant provisions of the EBR.

- an electronic Environmental Registry has been created and is intended to operate as a computer bulletin board that will maintain the full text of the EBR, regulations, reports, notices of proposals, decisions, instruments

(these include certain permits, licences and approvals), and other documents arising out of the operation of the EBR. The bulletin board is now operating with test data and is accessible free to the public by modem (with IBM-compatible hardware) at (416) 327-3000;

- 14 provincial ministries, including MOEE, OMAF, MNR and MMA, will be required to prepare a Statement of Environmental Values explaining how the ministry will apply the purposes of the EBR when it makes decisions affecting the environment;
- public notice and participation rights may be triggered in certain situations where a ministry has a "proposal" for an Act, regulation, policy (relating to a ministry program, plan or objective) or "instrument". It should be noted that the MOEE issues many thousands of approvals each year under the Acts that it administers, so it will be important to note those approvals that do not appear at all in the classification of "approvals" that may have a significant impact on the environment for the purposes of classification under the EBR, as well as those that do. To avoid duplication, there is also an express exemption for those instruments that implement a decision of a

tribunal under an Act that has afforded an opportunity for public participation, or a decision that was made under the Environmental Assessment Act;

- an Environmental Commissioner will be responsible for monitoring compliance with the EBR's requirements and reporting to the Legislature;
- any two persons resident in Ontario will be able to apply to the Environmental Commissioner and request a review of an existing policy, Act, regulation or instrument;
- any two persons resident in Ontario who believe that a prescribed Act, regulation or instrument has been contravened may apply to the Environmental Commissioner for an investigation by the appropriate minister;
- individuals will have a new private right of action to sue polluters for harm caused to a public resource. In Part VI of the EBR, the historic common law barriers to standing are lowered to provide greater public access to the courts. Previously, a member of the public could not bring an action to restrain a public nuisance without the consent of the Attorney General unless he or she could show that he or she suffered some special harm or had an inter-

est different from that of the general public. Now, under section 84, any person resident in Ontario may bring an action for injunctive relief where a person has contravened or will imminently contravene an Act, regulation or instrument" that has been prescribed by the regulation to the EBR, and the actual or imminent contravention has caused or will imminently cause significant harm to a public resource of Ontario.

Although on the surface this may appear to be a significant new right, the EBR contains procedural and other barriers that will limit its uses; However, new protection will be provided for "whistle-blowers" by preventing employer reprisals against employees who participate in activities authorized by the EBR.

Although the right to sue may have built-in constraints to limit its use, it is clear that the other provisions of this landmark legislation will provide important new avenues of public participation in environmental decision-making processes. The private sector and government will both be affected as users and recipients of the powers that can be wielded under the EBR.

Stanley B. Stein is a partner in the law firm of Osler, Hoskin & Harcourt, and practices Municipal and Environmental Law. He is a regular contributor to the Journal.

PROVINCIAL NEWS

AN ECOSYSTEM APPROACH TO PLANNING

PHASE 1 OF THE MINISTRY OF ENVIRONMENT AND ENERGY'S ECOSYSTEM INITIATIVE

by David A. Neufeld and Graham Whitelaw



As part of its long-term goal to ensure that an ecosystem approach to land use planning is adopted in Ontario, the Ministry of Environment and Energy (MOEE) announced Phase 1 of its ecosystem planning initiative in early 1992. In Phase 1 the Ministry identified characteristics of the ecosystem approach and listed those Ministry programs that reflect these characteristics. In July 1992 MOEE produced a discussion paper called "Toward an ecosystem approach to land-use planning: a biophysical perspective," which was released to the Sewell Commission.

In general terms, an ecosystem approach provides an ecological context

for decision-making. It expands the perspective of planners by emphasizing the inter-relationship between human activities and ecosystem health. Recognizing that there are limits to the degree of stress ecosystems can accommodate before they are irreversibly degraded or destroyed requires that ecological goals be considered equally and simultaneously with economic and social goals.

The five components of ecosystem planning - which by now are well known are: setting boundaries, establishing objectives, managing information, assessing cumulative effects, and monitoring.

Boundaries should be based on natural ecological units such as the bioregions, watershed catchment basins, and watershed sub-basins. The hierarchy of ecosys-

tem scales are nested within each other and overlap. In most cases watersheds should be considered the primary boundary for an ecosystem approach to land use planning. This recognizes the importance of the hydrologic cycle as a pathway that integrates the physical, chemical, and biological processes of the ecosystem.

Ecosystem objectives usually focus on maintaining natural ecological processes and biological diversity and should be formulated through a participatory, consultative process. Objectives can be specified in a number of ways, using indicator species, environmental quality criteria, habitat suitability indexes, or a recommended network of natural core areas and corridors. The objectives should be

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translated into measurable targets to provide the basis for setting development standards and to serve as benchmarks for assessing proposed activities within the ecosystem unit.

Understanding structural and functional relationships among the living and non-living components of an ecosystem requires new forms of information management. Data must be collected from across the ecosystem, supplemented with historical data produced by reanalysing existing data or by comparisons with similar ecosystems, and linked to ecosystem function.

The information should be integrated into a common database that is available to all participants in the planning process. Geographic information systems can relate data to physical space and integrate diverse data sets for planning purposes. This provides an ongoing record of trends over time and allows for sharing of complete, accurate, and timely data between all stakeholders.

Cumulative effects assessment helps predict the response of ecosystems to existing and potential human activities. Criteria and methods for these effects need to be agreed upon by all participants in land use planning. Unfortunately, the complexity of ecosystems has made it difficult to develop a broadly applicable cumulative effects

assessment methodology. Also, appropriate data sources are often unavailable because most assessments are not undertaken using an ecosystem approach.

Finally, monitoring provides information on the achievement of objectives and feedback on planning decisions and development standards. Monitoring should include not only ecosystem structure and function, but also land use change and other human activities that create stress on ecosystems. In this way the relationship between ecological conditions and human activities can be tracked over time and cause-effect relationships established.

Following the release of the discussion paper, MOEE launched Phase 2 of its ecosystem initiative to encourage municipalities to implement an ecosystem approach to planning. The focus is on partnerships and practical applications of the concepts outlined in the discussion paper. A future article will review one such project: the development of a monitoring program for assessing cumulative effects within the Niagara Escarpment.

David Neufeld is the Environmental Coordinator for the Seaton Interim Planning Team, Ministry of Housing. Graham Whitelaw is Acting Senior Planner for the Niagara Escarpment Unit, Environmental Planning Branch, Ministry of Environment and Energy.

REGIONS



**HIGHLIGHTS OF THE NEW
DURHAM REGION OFFICIAL
PLAN**

by John Michailidis

On November 24, 1993 the Ministry of Municipal Affairs approved Durham Region's new official plan. The region's original plan was approved in 1978 and served Durham well by providing policies and land-use designations for a fast-growing area. The new plan will guide further growth to the year 2021, when Durham is expected to have a population of 970,000.

Durham region covers about 2,500 square kilometres and is located on Lake Ontario just east of Metropolitan Toronto. Most of its population of 430,000 live in the southern area

municipalities of Pickering, Ajax, Whitby, Oshawa and Clarington (formerly Newcastle). The three northern municipalities of Brock, Uxbridge and Scugog contain largely rural and agricultural areas. The manufacturing sector, anchored by the automobile industry in Oshawa, is an essential part of the region's economic base. Many recreational facilities are located in Durham, including marinas, ski resorts and conservation areas for hiking and camping.

REGIONAL STRUCTURE

Durham Region is blessed with a wide variety of natural features, such as wetlands, forests and bluffs. The Oak Ridges Moraine area, the three waterfront areas along lakes Simcoe, Scugog and Ontario, and the creeks originating in the moraine are part of the region's distinctive identity.

A strong and identifiable regional structure was fundamental to the original official plan. By including components in the regional struc-

ture that are not confined to the region, such as the Oak Ridges Moraine and the transportation system (which includes Highway 401 and the GO bus and rail service), Durham has positioned itself as part of the Greater Toronto Area development pattern.

Key components of the regional structure are displayed in the map. In addition to the distinct urban areas of Whitby/Oshawa/Courtice, Pickering/Ajax, Bowmanville/Newcastle Village, and the smaller urban areas in the northern area municipalities, there are large blocks of good agricultural land for food production, and limited rural settlements with hamlets as the focal points. Nodes of specialized development have also been identified. A continuous system of open spaces, linking the Oak Ridges Moraine, waterfronts, valley lands, and environmentally sensitive areas, act as urban separators. The structure is reinforced by a complete transportation system that includes roads, transit, rail, harbours and Oshawa airport.

PHASING OF URBANIZATION

Although the new Durham plan has policies controlling urbanization, the Ministry's approval certificate includes a 20-year servicing plan to help phase in urban growth, as well as policies to discourage leapfrog development.

The plan sets an urban area boundary designed to accommodate a population of 970,000 in 2021. Area municipal official plans must designate a 15-20 year supply of urban land. Agricultural uses will be allowed in the areas not designated for urbanization in the next 15-20 years, but included in the 2021 boundary.

Although area municipalities have some flexibility in selecting the lands for the urbanization area, this flexibility means tough choices will have to be made about the direction of urban growth for the next 15-20 years. Amendments to the municipal official plans to maintain the urban land supply must be undertaken as part of comprehensive five-year reviews and supported by evidence demonstrating the need for additional urban land.

MANAGED RURAL DEVELOPMENT

Rural areas are an important part of the region's identity and heritage. Of the 2021 population of 970,000, approximately 65,000 (7 per cent) is expected to live in rural areas. Hamlets are the preferred location for rural settlement, rather than country residential subdivisions, although both will be permitted.

Servicing and impact on the surrounding area are prime concerns in rural development. The plan requires a settlement capacity study

to be conducted before hamlet development, to address matters such as hydrogeological conditions and impact on groundwater quantity and quality. The results of the study, including the delineation of clear settlement boundaries, are to be included in the area municipal official plan.

Until detailed studies have been completed, the plan allows only infilling to occur in existing hamlets. The future challenge for the region is to balance the requirement for detailed studies with the region's objective of promoting hamlets as the predominant location for rural settlement. Studies are expensive, and may constrict the development of hamlets as the focal points of rural areas.

Country residential subdivisions are to be limited in size and number, and will be permitted only by an official plan amendment. Before the region will consider such an amendment, a municipality-wide analysis must be carried out to demonstrate the need for country residential development and the long-term impacts on servicing and the natural environment. Although these studies will be conducted at the level of the area municipality, the region will be involved to ensure that the population will be distributed in an equitable manner among the eight municipalities.

THE NEXT GENERATION

The new Durham Official Plan is intended to promote a healthy, balanced living environment, a range of lifestyle choices, opportunities for economic prosperity and a sense of regional identity. Given the success of the region's original plan, this second-generation plan will follow in its footsteps.

John Michailidis, a planner with the Regional Municipality of Durham, has been involved with the region's new official plan for about two years.

For additional information on the plan, call the Durham Planning Department at (905) 728-7731.



THINGS CAN ONLY GET BETTER

by Nina Catherine Tomas

Congratulations to the planning department of the Township of Cumberland! Their exceptional work won them the 1993 Eastern Ontario District award for Excellence in Planning. The work, entitled Arterial Land Use Study for Innes Road, provided guidelines

for growth and redevelopment along an important arterial that provides access to southeast Ottawa from the residential community of Orleans.

The land use study included a detailed analysis of opportunities and constraints to development in four sub-areas, each of which contained scattered pockets of residential lots fronting Innes Road. Redevelopment pressures on these lots had led to the study, which included a survey of property owners and a workshop to discuss such issues as traffic, access, property values, proposed uses, crime, vandalism and design criteria.

Three or four alternatives were suggested and a preferred land use option was recommended for each sub-area. The final product was a development plan, a Council-approved document that was implemented through urban Official Plan and zoning bylaw amendments.

For more information about the study, contact Carolyn Bond, the principal author, or Karen Currie, planning director, at (613) 830-6206.

Thanks to this year's judges for reading and evaluating the six submissions: Carolyn Andrew, a political science professor who specializes in municipal politics, from the University of Ottawa; Arnold Faintuck, a planning consultant; and Les Hegyi, director of planning with the city of Gloucester.

A NEW HARMONIZED APPROACH: CANADA'S CAPITAL REGION IDEAS FAIR

The Regional Municipality of Ottawa-Carleton (RMOC) and the National Capital Commission (NCC) are teaming up for a review of their individual land use plans: the Official Plan of the RMOC and the Federal Land Use Plan. By working together, the RMOC and NCC hope to coordinate and simplify the policies and strategies of the two plans.

The public participation process is being launched with an Ideas Fair on April 30, 1994. This should be the first of many joint programs between land use regulatory agencies within the National Capital Region. One goal of the Ideas Fair is to regain the confidence of the public, who have become increasingly frustrated with the actions of regulatory agencies in the region. Just try attending a public information session about wetlands policy if you want to get a sense of the public mood! Most people think that it is high time the various agencies tried to harmonize and streamline their activities.

I sense that the public is ready to embrace the principles being put forward by the

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**PUBLIC PERCEPTIONS OF
PLANNERS: SOUTHWESTERN
DISTRICT DINNER MEETING**

On Wednesday, February 16, 1994, a group of 42 Southwestern District planners met at the University Club at the University of Waterloo to discuss public perceptions of planners with George Penfold, a former member of the Commission on Planning and Development Reform in Ontario. Although the meeting was held at the university to allow students to participate, only two students attended, a disappointing turnout, considering how important it is for students to be aware of the image of planners as they enter our profession.

After answering ten questions that he had posed the last time he spoke to our group, Penfold made some thought-provoking comments about how planners are perceived (or not perceived), based on his experiences during the commission's public consultations. Penfold feels that the public do not really know what planners are, what they stand for, or what they do. Most people come into direct contact with a planner only a few times in their lives — when the property next to them is being rezoned, or when the official plan is being reviewed, or at a council meeting. In such circumstances, a planner is seen to represent the interests of the politicians or of a particular client, or as the proponent of some development. As a result, many people feel uncertainty or mistrust in dealing with planners.

Penfold's own perception of planners is that they dislike public visibility and prefer to conduct their affairs through low-key lobbying. Most planners were reluctant to speak out at commission hearings as representatives of their employers or as professionals. Penfold thought that their submissions were generally very conservative, recommending only incremental changes. This was especially the case with local planners.

These informal findings suggest a number of challenges for planners. We need to educate the public about who we are and what we do. Penfold also suggested that planners look at big-picture issues and create visions of the future. Using innovative ideas and new partnership, planners can work with the process, or change it where necessary to get good things done.

*Don Stewart is a member of the
South West Program Committee.*

RMOC and NCC. It is clearly time for government agencies involved in land use and resource management to coordinate things better. It is encouraging to see RMOC and NCC taking a lead in rebuilding trust by open communication.

For more information about the public consultation process, call (613) 560-6058.

GROUNDWATER PROTECTION

In November 1993, a Greenprint roundtable on groundwater issues was held with 45-50 participants in the Ottawa-Carleton Centre. The full-day discussion was an excellent start to assessing groundwater protection in the RMOC, and a first step in consensus building.

The discussion was led by Saunders Consulting Group. One technique used to build consensus was called root-cause analysis; pairs of participants used wireless keypads to develop opinions about cause-effect relationships on groundwater-related issues. Although the questions are so complex and inter-related that they could not be dealt with in a single day, the roundtable discussion did uncover a number of important themes.

Follow-up meetings and workshop in March and April 1994 will identify mutually agreed-on objectives for the protection of the quality and quantity of groundwater in the



**Carolyn Bond, Mayor Brian
Coburn and Daphne Wretham**

region. After these sessions, the working group will submit recommendations to the RMOC.

If you are interested in the Greenprint organization, contact Susan Springthorpe at (613) 838-2533.

PEOPLE AND PLACES

Watch for another workshop from the Safer Places Network in fall 1994. The network participants are busy brainstorming about the theme and objective of yet another workshop event. We'll keep you posted.

Mark Côté, formerly with Oliver Mangione McCalla and Associates, has recently relocated to Toronto and is working with Oxford Developments. Good luck, Mark.

*Nina Catherine Tomas is a planner
with Delcan Corporation in
Ottawa.*

CORRECTION

*In the January/February issue
the name of Tony Sroka was
spelled incorrectly.*

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