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Development Plan / General Concept / 1965

WANTED! A NEW FRED GARDINER TO SAVE THE GTA

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The GTA Task Force has a mandate to examine taxation and governance. John Hughes suggests that the region really needs a new Fred Gardiner.



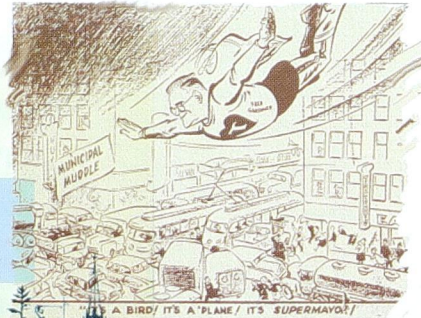
Oil portrait by Archibald Barnes, 1962
Metro Archives 1994 008-001

GARDINER EXPRESSWAY WEST

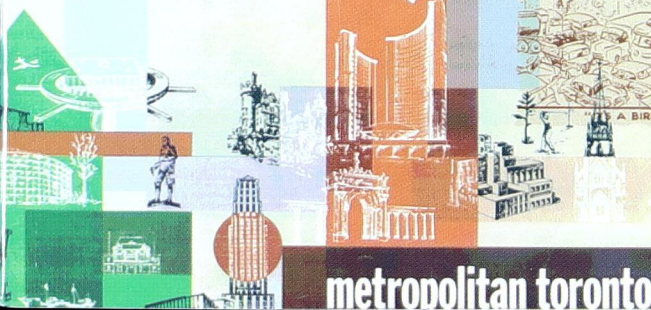


Toronto Star

1965



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1995

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NUMBER 2

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ONTARIO PLANNING JOURNAL

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ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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WANTED!

A NEW FRED GARDINER TO SAVE THE GTA

by John Hughes

Thank God for the Blue Jays! Given the fall from grace that some people feel Toronto has suffered in the last few years, our world champions are one of the few things we can still crow about to our American colleagues at the upcoming joint conference. Reading the Toronto press or listening to local politicians and urban commentators, visitors would get a strong feeling of a place that is thoroughly rattled, that no longer believes, as it used to, that Toronto is one of the best-run places in North America. This belief has sustained us for years against charges of provincialism, mediocrity and bad weather. But just as the Blue Jays were winning their first World Series, Toronto was in a deep recession. Vancouver, which Toronto realizes is more beautiful but considers too wacky to be a serious rival, was suddenly attracting attention and, even worse, investment from the same Pacific Rim investors who had so recently favoured Toronto.

As usual, when times got tough and money ran short, politicians began to complain about how badly other politicians were treating them. A particular problem for Metro Toronto was its outmoded and inequitable assessment base. An antiquated 1950s "model," its only redeeming feature was an amazing ability (until recently) to produce ever-greater property tax revenues year after year.

In the 1994 municipal election, the City of Toronto, still the most wealthy and influential member of the metropolitan fed-

eration, won a non-binding endorsement from its electorate to explore separation. Unable to ignore the matter any longer, the provincial government recently announced the formation of the GTA Task Force, which has a mandate to examine taxation and governance. But even this commitment has been criticized: some say it is action that is needed, not studies; others argue that the province should let Metro and the surrounding regional governments sort things out for themselves.

Has one of North America's model local governments lost it?

Are we turning back into a dull provincial place (that perhaps not even planners will respect)?

THE METROPOLITAN CONCEPT, FREDERICK GARDINER, THE TTC AND HURRICANE HAZEL

Planners know how to find answers — by looking back at what happened before and analysing why. The roots lie in the old City of Toronto — the Queen City, an outpost of the British Empire as charming and stodgy as Victoria herself. Post-war Toronto was a compact place full of workers, factories,

banks, mining stock promoters, street cars and solid neighbourhoods of brick homes.

Although 'waspy,' the city was home to large ethnic communities from eastern and southern Europe. Around the city were several established communities that had grown up along the road and rail corridors, and beyond them were the rapidly expanding low-density suburbs deliberately designed around the automobile (which was, after all, Ontario's bread-and-butter industry).

In the 1930s the need to introduce some order to Toronto had been recognized, but it was not until 1944 that the first real plan was produced. This plan looked into the future and saw a rapidly rising population on the outskirts, and a need for infrastructure and urban renewal. By 1950 the City of Toronto believed that amalgamation was the solution, but this proposal ran into strong opposition from the surrounding municipalities. But in February 1953, the provincial government produced a classic Canadian compromise: a metropolitan federation of 13 municipalities,* encompassing the full economic region from the old city to the rural edges.

The first chairman for the new federation was a forceful and persuasive municipal lawyer, Frederick Gardiner. He immediately embarked upon a building program of everything from sewage plants to subways, which he was able to finance with the borrowing clout provided by the large tax base of the new Metropolitan Corporation.

Key among the infrastructure pro-



Courtesy City of Toronto Archives

jects of the 1950s were the subway lines, which have influenced the development of Toronto ever since. These lines were undertaken by the Toronto Transportation Commission, publicly owned since 1921. Although semi-autonomous before the formation of Metro, it came under more direct Metro control as its need for subsidies increased. Although it remains one of the most successful transit organizations in North America, the TTC's ability to operate without subsidies began to decline as it was called upon to deliver more services to the far-flung reaches of Metro.

One of the few things not controlled by Chairman Gardiner was the weather. Hurricane Hazel struck in 1954. This traumatic event led to the creation of a regional conservation authority which, like the TTC, was to fundamentally influence attitudes to land use in the region for years to come.

Metro prospered mightily from the 1950s onwards and soon overtook Montreal as Canada's financial capital and largest metropolis. Its social makeup also changed as it began to attract immigrants from the British Commonwealth countries and other parts of the world. Whereas in the 1950s the Orange Day parade was the big summer event, by the 1980s it was Caribana, an enormous celebration of Caribbean culture that drew the largest crowds.

While the new bank towers, the factories of the service sector, in the old city core continued to generate huge taxes (today

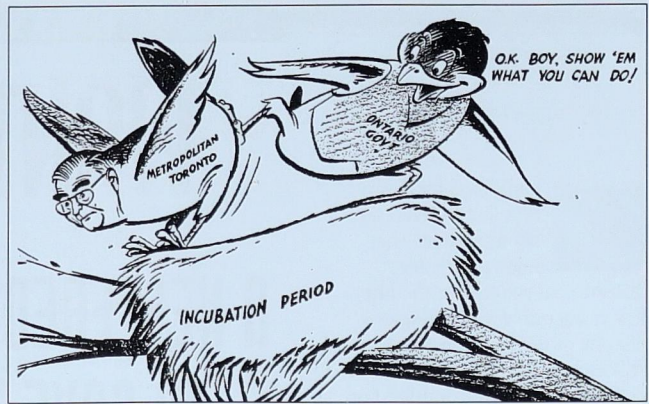
\$38 million from First Canadian Place alone), physically and politically the suburban municipalities were increasing their influence on the Metro federation in the 1970s. Increasingly, the politicians from the Metro suburbs argued that because of the antiquated assessment system, their taxpayers were paying too much compared to the City of Toronto's residents. And commercial taxpayers everywhere just complained. But despite various efforts to come up with an assessment reform program, none gained the broad municipal and provincial support necessary for implementation.

THE GREATER TORONTO AREA, HURRICANE HAZEL II

As the area within Metro approached maturity in the 1980s, development reached well into the communities beyond, controlled by four regional governments established in the 1970s to promote efficient capital planning and effective administration of regional services.

Today the regions with their ample supplies of clean-cut business parks are the place to be as far as industry is concerned. The most highly developed of the regions, Peel, has the good fortune to contain Pearson International Airport, which acts as a magnet for development. Unlike Metro, the regions have up-to-date assessments that do not discriminate against industrial-commercial properties. This factor has also helped the regions to make inroads into the lucrative office employment sector. The regions have also raised their political profile. Whereas back in the 1950s it was Fred Gardiner who commanded the most respect, today it is Hazel McCallion, Hurricane Hazel II, the mayor of the edge city of Mississauga who grabs the attention.

By the mid-1980s it was abundantly clear that Toronto's economic region, the Greater Toronto Area (GTA), roughly comprising Metro and the four regions, needed more coordinated planning. Efforts



TORONTO TELEGRAM, 1954 Courtesy: Metro Archives


to solve this problem proceeded through the 1980s under the province's auspices. A Royal Commission inquiry undertaken by David Crombie, the respected former reform mayor of Toronto, looked at the same area from an environmental perspective. In an echo of 1944, planners throughout the region are once again wondering how to deal with the expected population growth, how to encourage urban renewal (now called reurbanization) and how to allocate transportation investment between roads and public transit.

But the postwar mood of optimism that prevailed in the period when Metropolitan Toronto was formed has evaporated. The region has suffered through a recession which left us with 200,000 fewer jobs, most of them lost from Metro. The real estate industry (which arguably was Toronto's biggest postwar success) is in a shambles. The public has lost a lot of confidence in the public sector which is seen as wasteful and inefficient.

THE ROAD AHEAD FOR TORONTO

In retrospect, the recession of the early 1990s may prove to have been the kick necessary to change the way Toronto is run in the next few decades. It is forcing us to confront the realities and to address the challenges that are much like those of the early 1950s.

A common misconception that needs to be corrected is the view that planning in Toronto has not been as successful as we have been led to believe. If past experience is anything to go by, the joint conference will help allay this concern.

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In all likelihood we will hear speaker after speaker tell us how well they think we are doing. Toronto is evolving in a way that is perfectly natural for a large metropolis. Indeed, compared to many other places, we have been able to minimize the inner-area urban decay that often accompanies evolution through planning initiatives and through public investment in new subways, a convention centre and a trade centre to maintain the inner urban areas.

The second point to be recognized is that the economic and social makeup of the region is also undergoing a predictable and natural change. Industry now plays a minor role in the old city, which is now dominated by financial services, the professions, government, hospitals, universities, entertainment and tourism. On the outskirts, industry tends to dominate. The in-between areas are in transition and will be a major planning challenge for years to come. However, it is

the social makeup of Toronto that perhaps has undergone the biggest change since the 1950s. For example, subdivisions are being designed with the assistance of Chinese cultural experts in order to ensure that the concerns and preferences of Hong Kong immigrants are addressed.

If Toronto is to continue as a successful and progressive metropolis, the first and most pressing issue to address is finances. The tax base must be reformed. The property tax burden on the non-residential sector in Metro must be reduced and the inequities in residential taxes corrected. Also, now that the Metro government and its constituent municipalities have reached maturity, they must downsize. The municipal sector will have to be run less like a bureaucratic General Motors and more like an efficient Wal-Mart.

The second crucial challenge is to get

back to acting as a single, well-coordinated region. Does this mean that we should create a new, enlarged Metro? Probably not, but the idea should not be dismissed just because it seems difficult to achieve. Perhaps we should establish some more autonomous special-purpose agencies along the lines of the old TTC or the conservation authorities to coordinate functions such as water, sewers and transit. But whatever we do, whether it is reforms to the system of financing or governance, the province must take the initiative. After that, all we need is a new Fred Gardiner — preferably one drawn from another field. What about Joe Carter? He has the skills we need. But this is where we came in...

**This number was later reduced to the current 6 through consolidation.*

John Hughes is a principal with Hemson Consulting Ltd. in Toronto.

PLANNING

An Immodest Proposal: Thirty Years in the Making

by Len Gertler



At the 1965 conference of ASPO and the CPAC in Toronto, Len Gertler presented a paper on planning for the regional city.

Anticipating the effects of information technology, he rejected Jean Gottmann's term "megapolis" in favour of the word "messagopolis," as a way to describe the merging of cities into urban masses, connected by transportation and information technology. He also warned that "the widely scattered, loosely-knit distribution of urban segments is a no-city, a decadent expression that needs to be overcome." However, he recognized that there is more to city development than technological determinism:

"The cities as we know them are inseparable from the operation and effects of the market for real estate... Even if we make the generous assumption that [the market] is always self-adjusting and self-correcting, we are left with the inescapable fact that the imperfections, such as a substandard apartment devel-

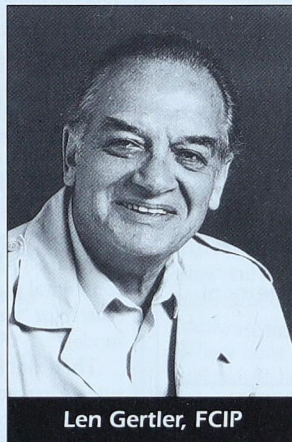
opment, bypassed by the demand for higher quality, are expressed in a tangible environment... Real estate miscalculations are not, after a reasonable amount of time, overcome and erased; and readjustment is very sticky and long term, without the aid of deliberate non-market effort.

"...The market...operates through the buying and selling activities of countless individuals... The multitude of individual decisions that are registered are each, in a sense, blind to their cumulative effects, and do not make a city. 'Messagopolis' is not the regional city."

Gertler quoted C. Wright Mills: "Our cities are composed of narrow slots, and we, as the people in these slots, are more and more confined to our own rather narrow ranges. Each is trapped in his confining circle. Accordingly...the problem of the city is how to transcend local milieux in order to consider publicly, imaginatively, planfully, the city as a structure: to see it as

a public issue, and to see ourselves as a public—rather than as [individuals] in a mass trapped by merely personal troubles."

At that time, Gertler presented a challenge to planners: to overcome the tendency of city dwellers to think in very local terms and fill the political vacuum at the overarching regional level.



Len Gertler, FCIP

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Once again, in September 1994, Gertler challenged planners to rise above parochial concerns. This time his vision was global rather than regional. At a speech at Habitat 94, he reviewed the last 75 years of planning in Canada and made "an immodest proposal" calling for the creation of a new development model for Canada. The following is a summary of this part of his speech. (A longer excerpt from the same speech can be found in the January 1995 issue of *Plan Canada*.)

In the struggle to give some order and amenity to growth, planners have had to formulate land use plans, design residential areas, and administer zoning bylaws and subdivision regulations. But in becoming skilled managers and technicians of the urban process, our horizons as practitioners may have become myopic, and our imaginations foreclosed. Too many of us may have lost the capacity or the will to contemplate, let alone fulfil a broader societal role. Do you remember the ironic slogan: the urgent pushes out the important?

In 1983, I gave a talk at a conference in honour of Hans Blumenfeld at the

University of Toronto. My theme was "The Changing Metropolis and the Blumenfeld Blues," and I pointed out that the stresses of the post-boom situation had brought to the forefront a cluster of distributional issues: jobs, training, social services, welfare, recreation, housing, social tensions, police activities, and the quality of the inner city.

I also noted that there was a substantial outward movement of people who retain job and other links with the metropolis. And I argued that the agenda of metropolitan governance must be broadened to include the quality of exurban environment that is the arena for the encounter of rural and urban people and their diverse activities.

This was before Brundtland and *Our Common Future*, published in 1987, and the emergence of sustainable development as a motif of our times. Sustainable development means reorienting the development process by internalizing ecological constraints and by bringing interdisciplinarity and multisectorialism

(uniting the areas of environment, economy, health, social welfare, and so on) from a rearguard status into the mainstream.

Although we are moving in that direction in Canada, we have not moved as far from rhetoric to action as have some European countries. I was reminded of this by a colleague, Norman Pressman, who is known for keeping an ear to the ground on the European front.

Norman felt that we in Canada were held back by the persistence of a pioneer mentality, by a feeling that we are not pressed by ecological limits, and by a conventional "main street" attitude to environmentally inspired proposals for reform.

I believe he is right. We have nothing to match the Netherlands traffic management for bicycles. We lag far behind Zurich, Switzerland, a shining example of a community that has brought about a revolution of values in favour of using public transit to get to work. We have no cities to rival Munich, Nuremberg, Hanover or Aachen, whose centres have been turned into pedestrian precincts.

Although the shake-up of the early 1990s has inspired some soul-searching and outreach, I believe that Canadian planners run the risk of irrelevancy by not relating with sufficient vigour to the important issues of our time. This leads me to my immodest proposal: the defining of a new development model, following the example of the European Community.

In a 1993 white paper, titled "The Challenges and Ways Forward into the 21st Century," the Commission of European Communities presented the elements of a new development model. It outlines a strategy for structural changes, propelled by the values of sustainable development.

I am intrigued by the scope of the model. The document requires that any new development contain "substantive answers on how to reduce pollution and how to improve the quality of life in a broad sense," including not only environmental protection, but also "the amenity of landscape, better integration of new buildings and transport infrastructure into historical urban centres, and the availability of parks and other green zones in urban areas." Planning for human settlements and environmental planning are linked to the search for "a more optimal economic model."

There are three other interrelated features. First, economic prosperity is to be decoupled from environmental degradation through the creation of a new, clean tech-

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nology base. Second, a better balance will be struck between the use of labour and the use of natural and environmental resources. Third, an environmental infrastructure will be created, both industrially and in the development of cities and regions: this would include recycling, waste water treatment, incineration (a controversial item in Canada), public transportation systems and housing.

I repeat these elements, not as something that Canadians would want to emulate directly, but to reinforce confidence in our ability to meet the challenge of defining a new development model for Canada. If a community of diverse, independent countries can do it, perhaps it is not

too bold to suggest that we can do it in one country, no matter how fractious.

I therefore propose that the Canadian Institute of Planners initiate within the next two years an inquiry into a New Development Model for Canada. It would have broad terms of reference, and would search for the ingredients of sustainability. It would be interdisciplinary and would address what has been called Canada's "continuous administrative crisis": the mismatch between a bureaucracy organized by function and the need for coordinated problem-solving and action across functions.

If the planners of Canada could articulate a New Development Model for Canada, the spinoffs would be felt in public opinion and public policy, in the

development process, and in professional prestige. Planners would be sending out the right signals about their mission in our liberal democracy. And the urgent might at last be joined to the important.


Len Gertler, FCIP, is a vice-chair of the Environmental Assessment Board of Ontario. He was founding director of the School of Urban and Regional Planning at the University of Waterloo and a well-known writer on planning and urban affairs.

The Ontario Planning Journal invites readers' comments and discussion on this proposal.

OPINION

A Walk in the Park

by *Philippa Campsie*

 I am sitting in a park — no, sorry, a parkette — in downtown Toronto. It occupies a narrow, wedge-shaped piece of ground and contains seven trees, seven benches, a drinking fountain, a historical marker, a trash container, grass, and a great many pigeons. Judging by the crumbs in the grass, the pigeons think it is a cafeteria.

You don't have to be an urban planner to understand why there is a park here. Ever since we stopped constructing flatiron buildings, there have been few other options for narrow, wedge-shaped pieces of ground. It is here because Davenport Road meets Yonge Street at an awkward angle, a

park by default. Still, it's somewhere to sit down, and at least one pigeon fancier in the city must make regular visits.

Urban parks in Toronto used to come in a few basic varieties: the ravines, hidden wildernesses along old river valleys; the formal nineteenth-century gardens; the parks surrounding churches and public buildings; recreation grounds with baseball diamonds or tennis courts; and the vast and varied spaces of High Park or the Toronto Islands. Then there were the parkettes, the afterthoughts.

What all these parks had in common was vegetation. The ravines were thickly wooded, the others had grass and trees and sometimes flowers. Nowadays, however, a new type of park is emerging, in which grass and trees are subordinated to "design features." Where once a park might have boasted a fountain

or a statue, an up-to-the-minute, postmodern park seems incomplete without a preponderance of industrial hardware. In Britain, there is a movement afoot to obscure stark and ugly buildings with a mantle of ivy and other climbing plants. In Toronto, we seem to be moving in the opposite direction, replacing the greenery of parks with the severe lines of concrete and steel.

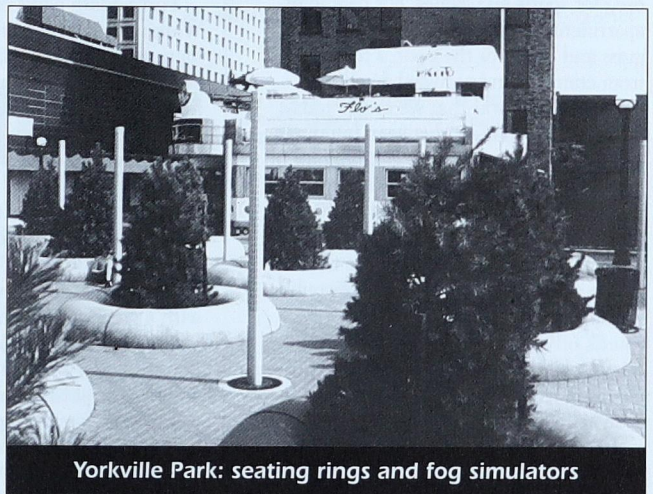
However, before waxing nostalgic about the past, when you could play with a frisbee in your lunch-hour without it getting



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Yorkville Park: seating rings and fog simulators

Mike Manett

drowned in an "active water feature" or impaled on an exposed I-beam, it might be a good idea to look at the function of urban parks.

Not much guidance is available. When Mike Manett, a planner in Richmond Hill, was working on a secondary plan for the Yonge-Weldrick area in his city, he hunted in vain for a definition of an urban park in planning documents. He eventually developed his own:

A Public Urban Park is an area of land owned by a public authority within a built-up urban area which is landscaped and acts as a passive open-space buffer between higher-intensity urban uses. The public urban park will generally be 1 hectare or less in size and not contain any active recreational features. The public urban park may contain ornamental benches, gardens, sculptures, and other similar features for the enjoyment of the public.

This is a start, but the "enjoyment of the public" is still an open question. What do people want in a park?

In the nineteenth century, people walked in parks for fresh air and exercise, to see and be seen. Entertainment might be provided by an open-air concert, news could be exchanged, social distinctions adjusted or reinforced. The fountains, statues, and flowerbeds were stage decorations for the fashion parade, against which the drama of social life was played out.

As people became more active and workers had more leisure, parks were used for sports and games. For people in apartments, parks provided access to grass and trees; for the poor, a respite from cramped and crowded dwellings.

The urban parks that we create today, however, are "buffers" between buildings, a spot for office workers to escape their grey cubicles and eat a sandwich or read in the sun; a place where tired shoppers and bicycle couriers snatch a brief rest. Only the old or the homeless use them in the nineteenth-century sense as public living spaces. And as Mike Manett found, urban parks in downtown areas are not intended for recreation; he calls them passive space, but it is the users who are passive, not the space.

In the postmodern park, in fact, the space provides all the activity. Walkways



Bay-Adelaide Park at lunchtime: the greenhouse, the waterfall, the mural, the ramps

Mike Manett

tell people where to walk, rather than letting them stroll at will. (And it is amazing how walkways rarely correspond to the direction one actually wants to go.) There are often different levels, invariably some sort of "water feature," plenty of seating, durable-looking shrubs, and no space large enough for a child to throw a ball or run freely.

The postmodern park reminds me of certain toys. Give a toddler some wooden spoons, an empty yogurt tub, and a few plastic cookie cutters and she will amuse herself for hours. Give a child the \$79.95 Super-Galactic-Ninja-Space-Invader-with-built-in-Stereo and he will be bored in twenty minutes. He may break the thing trying to find some new way to play with it that the manufacturers did not intend. Parks may not be breakable, but they are getting harder and harder to use in ways that the designer did not intend.

Postmodern parks enforce passivity. Walking and sitting are the only legitimate activities left. Visits are expected to be brief, since lingering might be confused with loitering and all that that implies. Don't get too comfortable. You must move on, even if you have nowhere to go.

In the park behind the old Simpsons store (now the Bay), created by the developers of the ill-fated Bay-Adelaide Centre, most of the space is taken up with a great many ramps and staircases leading up to a greenhouse (the "Cloud Forest Conservatory") and a waterfall, and by a shrubbery that requires pedestrians to keep to curving walkways. With its mural in honour of the building trades, the park is interesting to look at, but

space for hanging out is confined to a narrow paved strip in the middle and a small patch of grass.

The only form of vigorous exercise to be had in the Village of Yorkville Park is mental: trying to divine what the designer intended. There are thirteen separate areas, each with a label for those who are bad at guessing games. I was perplexed by the rows of pine trees, each marooned in a concrete doughnut, alternating with cylindrical fixtures that glow a lurid green at night and periodically blast steam from small holes near the top. A pamphlet published by

the city informs me that "precast seating rings circle the trees, interspersed with columnar light standards which emit a gentle fog to simulate the early morning atmosphere of an evergreen forest." Of course. Silly me.

The old-fashioned park opposite the St. Lawrence Hall has only two sections: an open space of grass with trees and a few picnic tables, and a garden with a fountain and a covered bandstand. It is not a "natural" space: the bushes are trimmed, the flowerbeds are formal and precise, the paths are arranged geometrically. But it is easier to linger on the benches than on a curved "seating ring" and apart from the flower beds, every square inch can be walked on, sat on, played on, slept on, or otherwise used by the public.

This park invites one to stay, not to examine it like a sculpture in an exhibition and move on. It is also a "buffer" in the dictionary sense of something that lessens shock or protects from damaging impact: the trees filter the sound of traffic, the grass muffles the sound of footsteps, the greenery softens the city's hard edges. It lends itself to innumerable activities, from concerts to public protests to family picnics. Its use depends on the imagination of the user, not that of the landscape designer. In a diverse society like that of Toronto, what could be more appropriate?

I look around the parkette before getting up to go. Considering its size, it is generous with open areas and seating. It is green and shady. It has not been designed to death. It is starting to look better and better.

Philippa Campsie is the deputy editor of the Journal.



These are exciting times, and somewhat frightening as well. Only a couple of years ago, our biggest challenge was to get the fax machine to work. Resign yourself, because by the time you finish reading this article, there will be a few thousand more of us E-mailing a document to a distant colleague, or just generally surfing the Internet.

Like many other organizations, OPPI has to meet the challenge of offering its members instant communication with the rest of the world, and in particular with other planners and relevant sources of information. It is not necessary here to expand on the world of opportunities offered by recent advances in telecommunications and computer technology, or on the urgency for an organization like ours to catch up with this technology. However, the uninitiated reader is referred to an excellent paper on this topic written by Graham Murchie and Wayne Morgan (Information for Planners: Are We Ready for the 21st Century? Available from CIP).

Right now, it is time to act and that's exactly what OPPI is about to do. The Publications Committee, which is responsible for publishing this Journal, has undertaken to help OPPI leap into the 21st century as far as communication is concerned. To most of us, the word "publication" has the connotation of a "hard copy", such as a book, a report or this Journal. Think again, because the origin of the word means to make public. These days, "to make public" has taken on a very different meaning: to give, and to have immediate and easy access, via cyberspace among other means, to any piece of information that might be needed at any given time.

Back to reality. We have a problem, and it's how to get there. The small team of dedicated and knowledgeable planners committed to this task has just begun working at it. Headed by OPPI member Dave Hardy, the team's first task will be to develop a plan as to how we might first dip our toes into the proverbial ocean of information. Should we begin by setting up a BBS in the OPPI office or should we join forces with the ongoing initiatives of similar organizations such

Planning in Cyberspace

by Patrick G. Déoux

as CIP, ICURR or AMO? Shall we open our own (or joint venture) forum in Compuserve or boldly jump into the Internet? As far as we are concerned, the day we get involved with any of the above will be the day we become an integral part of the global information network, and that's what we are hoping for.

We welcome any comment and ideas from our membership in this initiative. You can reach

Dave Hardy on Compuserve at 72774,1260 or me at 72144,2330. The Journal also now has an Internet address: ONT.PLAN.@PASS-PORT.CA. Of course, Traditional methods of communication are also welcomed through the OPPI office.



The last time American planners held a conference in Toronto, the first TD Tower was under construction, and the ink was still wet on the "Plan for Downtown Toronto" that would lead to the building of the Financial District as we know it now. Len Gertler

presented a paper foretelling the importance of information technology as a factor in urban growth and Professor Albert Rose delivered a critique of Metro Toronto's first 12 years as a regional government, concluding that changes would be necessary. The year was 1965.

Thirty years later, Toronto's skyline has changed beyond recognition in the downtown, throughout Metro and the surrounding suburbs. A provincial task force has just been established to recommend ways to keep Metro competitive

within the GTA, and finding a path along the information highway has become a full-time job for thousands of knowledge workers. As suggested in our cover story, despite some serious problems in the GTA, we mustn't forget how far we've come. And, as we welcome more than 3,000 of our fellow professionals from the U.S., our search for answers to questions of governance and growth management should perhaps look not only to the past but also south of the border.

Glenn R. Miller

Toronto Skyline, 1965



Patrick G. Déoux, a senior planner with Delcan, is Chair of the Publications Committee. Glenn R. Miller is Editor of The Journal

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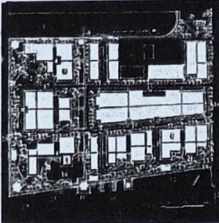
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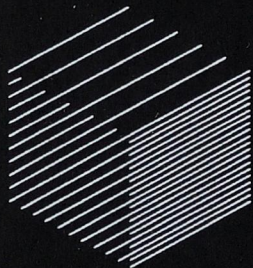
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LETTERS

EXPLANATION NEEDED FOR RPP

Planning staff at our firm are proud to see the recognition obtained for the planning profession with the recently proclaimed OPPI Act. While that legislation has been long awaited by many, the meaning of the RPP is new and largely unknown. In order to enhance the recognition and understanding of the planning profession's achievement, we are suggesting that for a limited period of time, planners using the designation on correspondence should be encouraged to define the meaning of the designation in some manner. For example, the salutation at the bottom of our letterhead indicates an asterisk following the RPP designation that refers to a footnote which briefly defines the designation and explains the rights granted to members of the Institute to use the designation.

We would greatly appreciate your comments on this suggestion and would like to take this opportunity to commend OPPI on its achievement in gaining recognition for the planning profession.

Brenda Khes, MCIP, RPP
May, Pirie, Dakin & Associates,
Burlington

Editor's note: although this letter was addressed to the Executive Director Council wished to share its contents with the membership. The footnote reads: "Pursuant to the recently proclaimed (Act), 1994 full members of the Ontario Professional Planners Institute (OPPI) are granted the right to use the designation "Registered Professional Planner" or RPP." We look forward to your comments.

Jonathan Kauffman Ltd.

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Are Planners Being Marginalized?

by Andrea Gabor



uch has been written of late about the planner's role in an evolving society. "Are Planners Ready for a Changing World?"

screams the title of a recent issue of Plan Canada. "What do you do at the office and is it important?" asks John Farrow in the Journal. To these I add my query: "Are planners being marginalized and if so, what are we doing about it?"

Important questions, and ones that make some of us squirm. We are uncomfortable because we know that the traditional role of the planner is changing and unless we move quickly to expand our professional horizons, our contribution will become increasingly narrowed.

Where previously our job was more or less restricted to determining the compatibility of land uses and ensuring zoning conformity, in recent years a host of issues has been brought to planning's doorstep in the name of sustainable development, economic development, ecosystem planning, and urban design.

Planners must now deal with such things as the preservation of woodlots, the accommodation of new retail formats, or the engineering implications of compact urban form. Terms of reference from municipalities for planning studies often specify a team approach. Planning evidence at the OMB is often bolstered by evidence from urban designers or environmental specialists.

Clearly, land-use planners no longer have

all the answers at our fingertips (did we ever?). Some argue that this has marginalized the traditional planner. I believe that exactly the opposite is true. Planning problems today demand an interdisciplinary approach, which I think leads to better results. It also accords planners a pivotal role in developing strategies and searching for solutions.

Development is still regulated (overregulated, many would say) by planning policy, which provides the legal framework to allow all of the right things to happen. The complexity of the issues addressed in the recently adopted Bill 163 clearly indicates the comprehensive nature of planning policy. Within this complexity planners are

the key to establishing the overall direction, and bringing the disciplines together to manage a more streamlined process.

STEP ONE: SETTING THE DIRECTION

Creativity is needed to understand and table the range of issues to be addressed in any assignment, to identify forces of change that may have long-range implications on our problem, and to develop a strategy to reach the best solution.

We must be at the forefront of identifying economic, social and technological changes and their implications for our community structure. How, for example, will

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expanding trade agreements affect our need for industrial lands? Will telecommuting make a significant difference in our housing and office needs and in our travel patterns? Although we cannot come up with definitive answers, we must raise the questions in structuring our work.

This will help us establish, in consultation with our team members, an approach for the assignment that will guide it through what has increasingly become a lengthy time frame for completion.

STEP TWO: STRATEGIZING, COORDINATING, IMPLEMENTING

The planner's second role is to provide strategic insights into the work of other dis-

ciplines, informing their respective tasks and ensuring that objectives are met. The approach taken in our office, which connects planning and urban design, provides a good model for the relationship between planning and other disciplines that touch it.

Urban design has become an increasingly important element of planning, a positive development, and one that was long overdue.

However, design that is not properly informed is destined to fail, if in fact it ever gets off the drawing board (or computer screen). For example, commercial development plans must take market realities into account, and community plans must balance planning goals with the likelihood of acceptance by the house-buying public. Similarly, transportation analysis outside the framework of urban structure or environmental objectives has little meaning.

Planners must also be consistent in emphasis as they direct the project. Because the planner is ultimately responsible for implementation, our main task is to ensure that the team stays the course set out at the beginning.

To do that effectively, planners must monitor the progress of the different elements of the undertaking. We cannot become experts in every field, but we must become familiar enough with each of them to be able to dis-



Andrea Gabor

uss their places within the overall framework. We must also know enough to synthesize ideas from different sources.

As all of us are probably painfully aware, there are two aspects to implementation: finding the solution and then convincing people that it is the right one. The creativity that we bring to implementation is a critical element in determining the success of any planning project.

Solutions require a pragmatic approach to planning regulation. We must isolate the most critical rules and eliminate the others. We must establish a framework that acknowledges today's realities but provides for change over time. Today's retail strip should be designed to be tomorrow's mixed-use activity centre, to avoid lengthy approval processes or reconfiguration of the (sub)urban fabric.

In developing new approaches and solutions, we have some convincing to do. Planners must promote change where it is warranted, not just react to it, as so many of us do. We must educate our councils, the staff of municipal and provincial departments, and our clients. The education process is lengthy but necessary, and ultimately, more interesting. Our role as land-use planners is not being marginalized, it is expanding. We have been handed the opportunity to learn, to grow, to expand our horizons professionally.

In arguing that we must boldly assume a pivotal role in urban and community planning, perhaps I am preaching to the converted. I hope so.

Andrea Gabor is a partner with Berridge, Lewinberg, Greenberg, Dark and Gabor Ltd. in Toronto.

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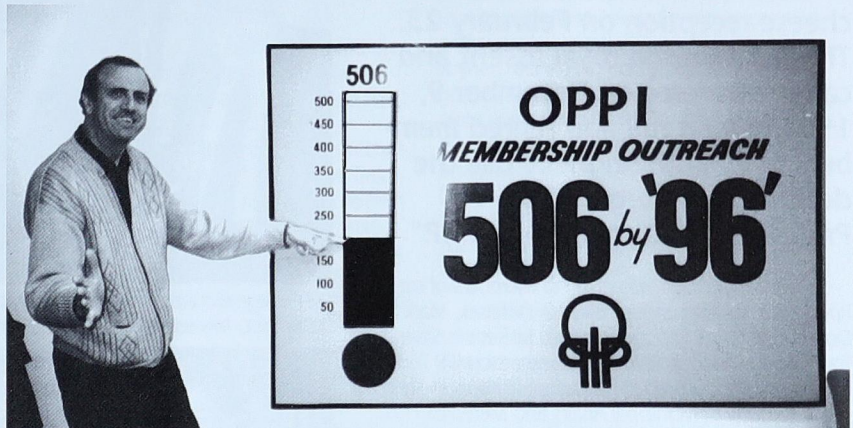
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506 by 96 campaign is more than 1/3 there. Nigel Brereton updates the barometer.

MEMBERSHIP OUTREACH - ARE YOU OUT THERE?

By Kim Warburton

Since beginning its ambitious "506 by '96" outreach program, Membership Outreach Committee members have made presentations to more than 200 planners from varied backgrounds across the province. Committee members and OPPI staff have held meetings with: Durham Region; the Ontario Municipal Board; the City of Toronto; the Eastern Ontario Planners Workshop, the staff of Southwestern Ontario's Conservation Authorities; the Canadian Association of Certified Planning Technicians; and students at the University of Waterloo's Planning School. These meetings have been an excellent opportunity to hear planners' views on OPPI, as well as providing a chance to exchange information on the Institute's goals and objectives. Committee members look forward to meeting with planners across the province. To arrange a session in your area, please call Susan Smith or Kevin Harper at OPPI.

Kim Warburton is chair of the Outreach Committee

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PLANNERS CELEBRATE RECOGNITION

Nearly 200 OPPI members and guests celebrated the passage of the Ontario Professional Planners Institute Act, 1994 at a wine and cheese reception on February 23. The Act received royal assent and came into force on December 9, 1994, giving full and retired members of OPPI the right to use the designations "Registered Professional Planner" and "R.P.P."

Special recognition was given to members of the Private Bill Working Group: Barbara Dembek, Mark Dorfman, George Rich, Joe Sniezek (absent in Siberia), Tony Usher and Philip Wong, as well as to MPP Tony Martin, who sponsored the bill, deputy minister Stein Lal of the Ministry of Municipal Affairs and Meredith Beresford, director of the Provincial Planning Policy Branch. Without the work of these individuals and the many OPPI members who wrote to their MPPs over the last few years, OPPI might not have succeeded in gaining this recognition for the planning profession.

Wendy Nott was also presented with an OPPI Service Award that she had been awarded at the AGM in the fall.

Full and retired members present at the reception received their Certificate of Registration. The remaining certificates will be mailed to members.



George Rich, past-president Tony Usher, Mark Dorfman, former president Barb Dembek, Meredith Beresford of Municipal Affairs and OPPI President Philip Wong.



Philip Wong, Bruce Curtis, Wendy Nott and Ron Shishido



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PUBLIC POLICY COMMITTEE REPORT

by Ron Shishido

With the proclamation of Bill 163 on March 1, 1995, the planning reform program of the provincial government takes effect. Over the coming months the planning community in Ontario must come to grips with this comprehensive package of legislation, regulations, policy statements, implementation guidelines and administrative processes and procedures. OPPI is working with the Ministry of Municipal Affairs to deliver professional development programs on planning reform to our members that complement the education and training sessions being offered by the provincial government.

It is a good time to recognize the efforts of Public Policy Committee members and members at large who represented OPPI on the various planning reform initiatives. OPPI's response to Bill 163 was drafted by: Marni

Cappe, Region of Ottawa-Carleton; Wendy Nott, Walker Nott Dragicevic; Kris Menzies, Evergreen Consultants; Ruth Coursey, Township of Essa; and Vance Bedore, County of Renfrew. The paper was presented to the Standing Committee on the Administration of Justice in September by Tony Usher (Anthony Usher Planning Consultant) and Marni Cappe. A number of our concerns were addressed in the final legislation.

Since July 1994, OPPI has participated on the Ministry of Municipal Affairs' technical committee of representatives from the planning, engineering, legal and design communities. The committee provides technical advice to provincial staff and to the Task Force on Planning Reform on matters related to the planning reform package. OPPI has been represented on that committee by Ron Shishido of M.M. Dillon, with Ann Joyner of Joyner Environmental Consultant as the alternate. That committee will continue to meet periodically to review education and training initiatives as well as other matters related to planning reform.

Various provincial ministries established technical working groups to review specific

components of the planning reform package. OPPI members participated on the following working groups: new planning systems (Jeff Celentano, City of North Bay), development permits (Kris Menzies), social planning/land use planning policy implementation guidelines (Tracy Corbett, Metropolitan Toronto), housing policy implementation guidelines (Linda Lapointe, Lapointe Consulting), natural heritage and environmental protection policy implementation guidelines (Ann Joyner), economic policy implementation guidelines (Kelly O'Brien, M.M. Dillon), complete application (Ruth Coursey), county planning (Vance Bedore), optional planning process (Steven Rowe, Walker Nott Dragicevic), municipal planning authority (Alan Gummo, City of Kingston) and municipal empowerment (Bruce Curtis, City of London).

I wish to thank these members for their efforts and dedication to OPPI and to planning reform as we look forward to the challenges ahead in public policy.

*Ron is the chair of the
Public Policy committee.*

CONGRATULATIONS TO THE FOLLOWING NEW MEMBERS

ELECTED TO FULL MEMBERSHIP:

Michael L. Barrett	SD	County of Oxford
Jonathan P. Hack	OD	(out of Canada)
Christopher A. LaForest	SD	County of Bruce
Janice R. Mitchell	SD	City of Waterloo
Karen M. Pianosi	ED	Nepean Housing Corp.
Brett G. Salmon	SD	J.L. Cox Planning Consultants Inc.
Mark D. Snider	ED	Napanee Region Conservation Authority

ELECTED TO PROVISIONAL MEMBERSHIP:

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John Anderson	CD	City of St. Catharines
Sarah Anyoti	CD	
David E. Bennett	SD	MacKinnon Hensel & Associates
Gordon G. Blair	SD	University of Windsor
David A. Carruthers	ED	
Phillip C. Chan	CD	Ministry of Natural Resources
Jim Cuthill	SD	Harmony Planning Consultants
Marc Daigneault	ED	City of Rockland
Bruce Farrow	CD	Transport Canada
Stephen G. Frith	OD	Urban Systems Ltd.
Michel A. Frojmovic	ED	Consultant
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Kristin E. Geater	CD	
Victor R. Gottwald	CD	City of Scarborough
Mark A.O. Hamilton	CD	
Rob G. Hart	CD	Maple Leaf Estates Ltd.
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Diane Hollinger	CD	City of Waterloo
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Eric Taylor	CD	City of Vaughan
Charlene H. Thomas	ED	
Carleton Tsui	SD	Monteith Zelinka Ltd.
Joell A. Vanderwagen	CD	Consultant
Leela Viswanathan	CD	The Roehrer Institute
Burl D. Walker	CD	First Professional Management Inc.
Edward J. Warankie	CD	City of Mississauga
Carol M. Wiebe	SD	MacNaughton Hermesen Britton Clarkson Planning
Maureen O. Wilson	CD	Reg. Mun. of Hamilton/Wentworth
Derek W. Witleb	CD	Saugeen Valley Conservation Authority



We regret to announce the death of Eric Thrift, FCIP

Eric Thrift died in early February. For the last decade, Mr Thrift had been Professor Emeritus at Queen's University and was an examiner for the Institute. In his distinguished career, Mr Thrift had been president of CIP in 1953-54 and 1961-62, and in 1965-66, president of ASPO. Mr Thrift's academic qualifications were in architecture from the University of Manitoba and MIT. In addition to being a Fellow of CIP, Mr Thrift was also a Fellow of the Royal Architectural Institute of

Canada. Before moving to Ontario to become General Manager of the NCC in 1960, Mr Thrift occupied senior positions in Manitoba. In 1971, he founded the School of Urban and Regional Planning at Queen's. OPPI Council were in the process of naming an award for Mr Thrift to be presented at the joint conference in April. Sadly, this presentation will now be made posthumously. We extend our deepest sympathies to Mr Thrift's family. He will be missed.

START MADE ON STRATEGIC PLAN

Council met at Queens University in mid-February to begin development of a strategic plan to guide the allocation of the Institute's human and financial resources for the next three to five years. To make sure that everyone has an opportunity to influence the direction of the plan, a draft statement of

goals and objectives, with examples of the kind of actions necessary to achieve the objectives, will be widely circulated before the AGM in October.

STOP PRESS!

To remove what is seen as an impediment to former members who would like to rejoin OPPI, Council has suspended reinstatement fees for a limited time. Spread the news.

AND THE WINNER IS...

Larry Maseo of the City of Kitchener is the lucky winner of the draw for a registration for the 1995 APA/CIP/OPPI conference. Larry's name was drawn from a list of almost 700 members' names who paid their 1995 membership fees by February 1.

Districts



NORTHERN TEAM PREPARES FOR 1996

by Laurie Moulton

The theme for the 1996 OPPI Annual Conference considers the question: "Is Planning on the Rocks?" Len Gertler, FCIP voiced his concerns about the state of the planning profession last year, noting that "we run the risk of irrelevancy, by not relating with sufficient vigour to the priority issues of our time." These priority issues are the environment, housing, social services, health and the economy.

Former CIP president, David Witty, in a recent survey of planners, found that 67% of respon-

dents felt that the profession is in crisis.

Witty commented that planners must not talk only among themselves about these issues; to do so would result in irrelevancy. Witty also noted that planners responding to his survey feel that they should be "more proactive in protecting community values."

As planners, we should have the tools to respond to this crisis in a positive way by making use of the opportunities around us. The site for the 1996 conference - the region of Sudbury - exemplifies how a crisis can be turned into an opportunity. These include "re-greening" of the environment, use of new technologies, and redefining community goals and objectives.

Visit the Sudbury '96 team at our booth at the joint conference in April and enter our draw. We're right beside the OPPI booth.

Laurie Moulton is the Journal's northern editor.



SIMCOE-MUSKOKA EXTENDING OUTREACH IN 1995

by David Parks

At the Simcoe-Muskoka Planners Christmas party in Orillia in December, more than 40 planners came to hear guest speaker Ken Black, former MPP for the riding of Muskoka-Georgian Bay and former Minister of Tourism and Recreation with the Peterson government. Black spoke about international trends in tourism and recreation and how these trends affect planning in Ontario.

The Simcoe-Muskoka Planners will be holding an organization meeting at 3:30 on March 2, 1995 in the bar of the Sundial Inn in Orillia to discuss programs for the upcoming year. Volunteers are needed! A Board of Management representative will be chosen at this meeting by open vote. Anyone interested in the position should contact David Parks by fax at (705) 538-2337.

PETERBOROUGH

by Kevin Duguay

The Peterborough and Area Planners had a productive 1994 and are busy with plans for 1995. The 1994 program of events were well attended, and attracted legal, development, political and planning attendees.

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The steering committee meets on a monthly (informal) basis, bringing together: Peter Josephs and Kevin M. Duguay, co-chairs, (Duguay is also a representative on OPPI Central District Board of Management), and Nancy Rutherford, OPPI Central District Representative, as well as Laurie Mennaman, Andrew McNeeley and Caroline Albers.

The committee sponsored a Bill 163 information session in cooperation with the Ministry of Municipal Affairs (Eastern Region) in February, combined with a "Planners' Town Hall Meeting." The committee is also reviewing preliminary arrangements for a workshop on mediation skills and facilitator skills, and a Bill 163 information update.



EASTERN LOOKING AHEAD

by Mary Jarvis

The Eastern District Christmas Wine and Cheese was held December 5, 1994, at Vineyards restaurant in the Byward Market in Ottawa. As evident from the overwhelming number of planners in attendance, the gentle December rain did not hinder the search for kindred planning spirits. The Eastern District Executive would like to thank those who attended for making that evening a success and hope that our numbers will increase in 1995.

25th ANNIVERSARY AT QUEEN'S UNIVERSITY

by David Gordon

Queen's University's School of Urban and Regional Planning celebrates its twenty-fifth anniversary this year. The first event will be a reception for alumni, current students, and friends of the School at the joint APA/CIP/OPPI Conference on Monday evening, April 10, 1995 in Toronto.

Almost 300 planners have received master's degrees from the school since it opened in 1970, and many now hold responsible positions in the profession in locations across Canada and in several foreign countries.

SURP will be publishing a newsletter and an alumni directory and is particularly interested in hearing from graduates who have lost touch over the years. Please contact Dr. David Gordon, School of Urban and Regional Planning, Queen's University, 539 Policy Studies Building,

Kingston, Ontario, K7L 3N6, (613) 545-2188. Our e-mail address is bellj@qedn.queensu.ca.

REQUEST FOR INFORMATION: REMEDIAL ACTION PLANS

I am currently pursuing an M.P.I. at Queen's University. For my graduate thesis, I plan to study the Remedial Action Plans (RAPs) associated with the Revised Great Lakes Water Quality Agreement, with a focus on the Bay of Quinte RAP. If anyone has any information on RAPs (specifically the Bay of Quinte RAP) or knows where I can obtain information, I would appreciate it if you could forward the information to me, J. Jason Unger, c/o School of Urban and Regional Planning, 539 Policy Studies Building, Queen's University, Kingston, Ontario K7L 3N6, e-mail: 4jju@qlink.queensu.ca.



SWD DINNER MEETING: PLANNING SAFE COMMUNITIES

by Don A. Stewart
The most recent

Southwestern District Program Committee dinner meeting was attended by approximately 60 people at the University of Waterloo in January, 1995. The event was part of ongoing efforts to reach out to student

members of OPPI and potential new members. Speakers included Frances DeSouza, a planner with the Region of Peel, and Constable Tom McKay with the Peel Regional Police force, who spoke on "Crime Prevention Through Environmental Design." They provided a well illustrated exploration of some of the do's and don'ts that can influence the safety and potential for crime or vandalism. Key factors included:

- ° The placing of parking in areas of high visibility.
 - ° Avoiding highly screened areas at the side and rear of buildings.
 - ° Strategic placement of windows and visual surveillance opportunities, with emphasis on the design of entrance and exit points and the careful placement of lighting.
- Monitoring these measures at a specific

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commercial site recently determined that crime and vandalism incidents can be reduced to no more than two incidents per year.

As well as students, the meeting also attracted representatives from Waterloo Regional Police Force and the Kitchener-Waterloo Neighbourhood Watch Group. Further information and details can be obtained from Frances DeSouza at the Region of Peel.

Note that the next Southwestern District Dinner Meeting is scheduled for March 2, 1995 at Angie's Kitchen in St. Agatha, and will deal with environmental assessment. In addition, with our recent legislative changes and

the new titles for Registered Professional Planners, registration certificates for those full OPPI Members attending the meeting with be given out at the meeting. OPPI President Philip Wong and Susan Smith, Executive Director of OPPI will also be attending the meeting.

ECOTOURISM IN ESTONIA

by Reimer Jackson

When Estonia became independent in 1991, new areas were opened up for tourism that had rarely been visited by outsiders during the 50-year Soviet regime. One such area is the island of Hiiumaa, a former "restricted access zone."

The isolation has helped to preserve the traditional landscape of farms and village settlements.

For anyone interested in ecotourism planning, Reimer Jackson has planned a trip to Hiiumaa for July 7-28, 1995 for Canadian university students. The three-week field course will be structured as an environmental design project. At the end of the course, participants will present a report to the Estonian government.

The course costs \$2,500 including side trips to other cities in the Baltic region and Scandinavia. Contact Reimer Jackson at (416) 978-3375, fax (416) 978-6729 or E-mail jaakson@geog.utoronto.ca.

URBAN DESIGN

Seaton Encapsulated

by Ron Sandrin-Litt



Seaton is a very watchable project. Although the planning and development of complete communities is a fairly familiar occurrence, it is rare for planning competitions to be organized and executed by public institutions, and rarer still for the process to unfold with a high level of public participation. Developers welcome publicity, but governments tend to shun controversy, and Seaton has all the earmarks of a controversial project, attempting as it does to meld the steady-state, entropy-seeking principles of ecology with the best-use, highest-marketability drive of economics. Survival of the fittest means two different things in these diverse environments.

Seaton began as a brave exercise in the "new urbanism" under the former Liberal government in March 1990. Given an increasing awareness that financial and ecological resources are finite, and that public expenditures were soaring despite a shrinking economic base, the government felt it imperative to rethink community development.

Extremely demanding principles were laid out, not so much to set a framework for future development as to delineate the competing interests defining the process: compactness versus sprawl; adaptability in the face of uncertainty; preservation of agricultural resources within a knowledge-based economy; minimizing infrastructure costs and maximizing potential revenues; economic best-use versus ecological loose-

fit. To the credit of the Seaton Advisory Committee of the Ministry of Housing, the principles have been respected throughout the tenure of both the Liberal and New Democratic governments.

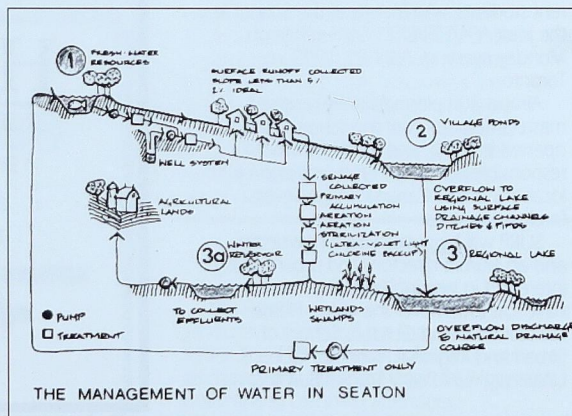
Under the chairmanship of Dino Chiesa, special adviser to the Ministry, and the capable management of Annette Payne, the Seaton Interim Planning Team has just completed Phase III of the Seaton project. Multidisciplinary teams that met the proposal criteria in Phase II progressed to the Phase III detailed competition, from which three winners were selected. At present, the technical advisers attached to the planning team are submitting their comments on the feasibility of each winning project for review by the Ministry in the spring of this year.

The Community Economy Ecology (CEED) team, headed by Dunlop Farrow Inc., was awarded third place for its state-of-the-art technological systems for sustainability and self-sufficiency. Second place was given to Seaton Team Dunker, led by Klaus Dunker, for its finely crafted urban form, sculpted from the cultural and environmental context. First place honours went to Ontario Form Collaborative, headed by John van Nostrand

Associates, whose command of the processes inherent in the creation of a new town were deemed to be the most comprehensive and integrated.

Van Nostrand's team envisioned a pathway for urban growth that assumes an ever-changing landscape of urban uses, progressing from an agrarian, home-based community to an urbane, light industrial settlement. Using the notion of "import-replacement," Seaton would begin as a small agricultural community, springing from its natural roots, and progress to a highly developed townsite by gradually substituting local materials and methods for products and skills imported from elsewhere.

In many ways, Seaton Team Dunker's solution was the most radical, in that it projected the essence of other successful



neighbourhoods, such as Toronto's Annex area, onto the Seaton cultural and environmental landscape. By designing for densities lower than those recommended by the planning team, and by imbuing the main streets with a sophistication and massing reminiscent of European cities, Dunker's team departed from the typical town planning model. But the town is hand-crafted, drawn from the colours of the Seaton palette, unique to its setting.

Dunlop Farrow's CEED team grasped the special environmental qualities of the

region and built up a creative model for managing infrastructure technology. Much of the presentation dealt with water supply and waste management systems that would form a closed loop for independent sustainability. As a result, the team created a package of marketable technologies potentially applicable to other municipalities. The engineering of the project was dovetailed onto the site, but not seamlessly.

An unfortunate by-product of the process followed with Seaton is that there are no easily reproducible images of the

winning submissions. Input from urban design professionals would have made the work more accessible to the public. As a result, Seaton is still very much a consultant's project. It remains for the publication of the Seaton Planning and Design Exercise for these important ideas, the cutting edge of Canadian new town planning, to come forward and receive the wider public scrutiny they merit.

Ron Sandrin-Litt is a development consultant practising in Toronto.

CONSULTING PRACTICE

WESTON LARKIN: ADAPTING FOR SUCCESS

Weston Larkin Planning Consultants and Project Managers is a 21-person firm based in Vaughan and undertaking work across Ontario. The company was established by Peter Weston in 1981. In the late 1980s, the firm broadened its emphasis on private-sector development clients to meet the needs of municipalities in preparing official plans, growth management studies, and representing municipalities at OMB and expropriation hearings.

Since the early 1990s the firm has been helping corporate clients find innovative solutions to the problems of vacant and obsolete industrial sites. Using marketing input from other professionals, Weston Larkin identifies land-use and market solutions to reposition sites viewed as a liability by both the owners and the municipalities as valuable opportunities.

Dianne Sutter, Bill Addison, Al Ruggero and Tom Plamondon are all relatively recent additions to the firm and each brings specialized expertise.

In September 1994, when Michael Larkin was appointed president, Weston & Associates changed its name to Weston Larkin. Larkin has been with the firm since 1986, has a development background and brings strong management skills to the position of president. Peter Weston remains as the senior principal of the firm, and undertakes the majority of the firm's OMB work.

BLG BECOMES BLGDG AND MOVES TO A NEW HOME

The award-winning firm of Berridge Lewinberg Greenberg Ltd. is undergoing some changes in 1995. The name of the firm has changed to Berridge Lewinberg Greenberg Dark Gabor (BLGDG) to reflect the partici-

pation of all five principals. The firm will also be moving to new premises at 257 Adelaide Street West towards the end of April.

George Dark and Andrea Gabor have been partners with Joe Berridge, Frank Lewinberg and Ken Greenberg for the past five years. George is a landscape architect and a leading member of the firm's urban design team.

Andrea Gabor is a planner with experience in the public and private sectors, managing and implementing urban and suburban policy and development projects in the GTA and Quebec. Andrea is a member of OPPI and has served on the Central District Board of Management and the OPPI Task Force on the Sewell Commission.

DESIGN VISION ON THE MOVE.

Design Vision Incorporated, a firm specializing in 3-D visualization techniques, is moving to 11 Adelaide W. this spring. DVI, under the guidance of president, George Hughes, works extensively in planning, development and industrial design.

Jim Helik is a Toronto-based consultant. He can be reached at (416) 923-6027.



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Formation of Citizens Planning Institute Contemplated

by Dave Hardy



as it just a coincidence that citizen organizations planned a meeting to discuss the formation of a provincial Citizens Planning Institute (CPI) at the same time as Ontario planners were meeting to celebrate our new status as Registered Professional Planners?

In response to ongoing land-use planning issues and changes to the Planning Act, Ontario's community and environmental organizations are taking new steps to address "the difficulties of ordinary citizens, with little experience and fewer resources, to resolve land use problems." The prime focus of this effort was a proposed March 1995 meeting of members of the Ontario Environmental Network (OEN) to discuss the formation of a

Citizens Planning Institute.

Initiated in 1982, the OEN represents 500 citizen and environmental organizations across Ontario. Members include: Women Plan Toronto, Grey County Association for Better Planning; and the Preservation of Agricultural Land Society.

In 1991, the OEN formed the Land-Use Caucus. Since then it has been quite active in filling public information needs about land-use planning in Ontario. Notable activities include: Six workshops on "Planning Transportation for Livable Communities;" the preparation of papers on "Implementing Natural Heritage Protection in Land-Use Planning in Ontario;" and, "Ontario Municipal Board Reform." The caucus also sponsored Gerrard Coffee of the Toronto

Environmental Alliance to prepare a paper [March 1994] laying the groundwork for the formation of a Citizens Planning Institute.

What are the needs seen to be addressed by the CPI?

On the surface, the focus of Coffee's paper is the lofty goal of developing sustainable regions, providing public education and providing planning research.

It's certainly not the first time a citizen-based planning organization has identified the goal of filling planning information needs and advocating better planning. In the mid-1960's to late 1970s, the Community Planning Association of Canada served this function well and worked closely with CIP.

"While there is continuity," states OEN member Don Willmott, "the difference between the CPAC and proposed CPI, is that planning in those earlier times reflected an optimism. Citizens had a positive feeling about planning. We believed that rational planning served human needs. However, things are different today. We are seeing the lack of power of citizens to ensure a progressive and equitable planning system."

Organizations such as the Canadian Environmental Law Association are flooded with calls from people faced with bad planning, claims Willmott. "People are anxious for help and they have nowhere to turn," says Willmott, who is also a member of the Grey County Association for Better Planning. "What's needed is a good referral system; we can build on this and eventually provide professionals who can help with advice."

OEN member Ray Tomalty notes the concept of a citizen planning institute is well established in the U.S., originating with the "1000 Friend's of Oregon" model whereby 1000 residents from each city donate \$100 dollars to support a citizen-based planning institute.

The issues addressed by the proposed CPI also operate at a more fundamental level, partially related to the perceived consequences of the new Planning Act for citizen and environmental organizations. Tomalty states, "The need for a planning institute relates to the primary changes that

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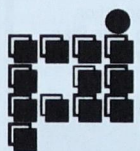
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have occurred to the planning system in Ontario. These changes have altered the power relationship and put more emphasis on citizen-based monitoring to implement the new planning system."

Willmott states that the CPI would not do any planning. Rather, it would be "a resource centre; a place where ordinary citizens can turn when they are running into land-use problems or when they are wondering what their rights are at the Ontario Municipal Board. The need for the CPI is especially urgent in view of the fact that the Sewell Commission recommendation for intervenor funding failed to be implemented as part of Bill 163."

Both OEN members emphasized the need for: increased access to educational information on issues related to the planning process; networking opportunities with other citizens groups who have experienced similar planning issues; and, legal and technical expertise. States Tomalty, "The CPI would serve the dual functions of helping to support citizen groups and providing a vehicle for social learning so that organizations across Ontario could be more

successfully integrated into the planning process."

Tomalty suggests that, compared to the environmental assessment process which provides access through intervenor funding, citizens involved in land-use planning disputes have poorer access to a pool of expert resources.

How would planners and other professionals factor into the proposed CPI?

While past relationships between the Ontario Environmental Network and the Ontario Professional Planners Institute have been chilly, both Willmott and Tomalty acknowledge the need for Registered Professional Planners and members of the Ontario Society for Environmental Management to support the CPI by providing their expertise. "We want to avoid overlap with OPPI and would like to see mutually supportive co-operation. Ideally, OPPI would let the CPI know what professional planner resources are available and how citizens can have access to planning expertise," notes Willmott. Tomalty goes further. "Having OPPI members on a CPI Board would be a potential line of help for citizen groups."

An obvious question is whether Ontario's professional planning body is adequately addressing public information needs. For example, related professions such as lawyers, architects and doctors commonly reach out to communities through legal aid clinics, charrettes and community health clinics. Are we adequately addressing our responsibility to provide public information about land-use and environmental planning? Should we be thinking about how to provide greater

access to professional planning expertise?

David Hardy is a principal of Hardy Stevenson Ltd., based in Toronto. In addition to being the contributing editor for environmental issues, he is chairing a task force on communications.

Federal Environmental Assessment Act Proclaimed

by Steven Rowe The Canadian Environmental Assessment Act (the Act) was proclaimed on January 19, 1995. The Act places federal environmental assessment on a firmer legal footing and makes substantial changes to the earlier EARP Guidelines. With the proclamation of the Act, the Federal Environmental Assessment Review Office (FEARO) was replaced by the Canadian Environmental Assessment Agency (CEAA).

The Act potentially applies to any project that requires a federal authority to exercise powers where:

- a federal agency is a proponent
- a federal approval is required
- federal funding will be provided
- there would be a transfer of federal lands.

A full summary will appear in the next issue, together with a review of the recent OWMC decision.



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View from the Front Line

by Diana Jardine



Why would a planner knowingly take on the job of trying to convince municipal politicians, developers, environmentalists, other planners or anyone else that Ontario needs a policy-led planning system? It seems a particularly difficult task some days, when no one in the room can even agree that an official plan should have a land use map.

But does anyone remember the late 1980s? Provincial politicians were consumed with reports of municipal corruption in land deals. Articles were being written about the lack of provincial leadership in planning:

Ontario, with the most frenetic growth and development in Canada, has no overall land-use plan. Appalling but true. It has monitoring



Diana Jardine on the front line with Vince Fabiilli and Ken Petersen

mechanisms galore to protect the countryside, but they can all be ignored by a municipal council and they're all more or less applied at the whim of provincial officials. And governments have been loath to interfere with local

political decisions; after all, municipal politicians are often local party chiefs. (Michael Valpy, Toronto Life, May, 1990)

The premier of the day was quoted as saying that we needed to cut the time it takes to make planning decisions in half. The regulatory environment had become a major bottleneck, unnecessary interference by bureaucrats in what is viewed by many as essentially a political process. Clearly, the system of planning in Ontario was not up to the expectations of the public.

As one of the provincial people on the front line, I can tell you we took our fair share of criticism. On the other hand, we were also challenged to change our role and practice in a fundamental way. It has been exhilarating and never dull, as the Commission on Planning and Development Reform toured the province and then issued its findings.

As the legislation and policy guidelines have come together during the last six months, we have had lots of work with many of the interests in the planning process in Ontario. One of the best parts has been observing the changes in developers, consultants, local politicians and planners from across Ontario. They are sceptical, sure that nothing will change; nevertheless, change takes hold.

Planners at all levels and in all fields have been handed a major challenge. The provincial policies represent a real reflection of the value the public places on the kind of advice and expertise planners have to offer. We can make a difference, but we have to work together to make it happen.

Diana Jardine is director of Plans Administration Branch (Central and Southwest) for the Ministry of Municipal Affairs. She is currently heading the team on cooperative provincial review and is working directly with Dale Martin to facilitate provincial planning decisions. Diana is a former council OPPI member and chaired the editorial board of the Ontario Planning Journal for a number of years.

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EDCO Awards to North Bay - communications gateway.



The theme of the annual conference of the Economic Developers Council of Ontario (EDCO) held in Toronto in January was "Doing more with less," a neat statement about life in the world of planning and economic development. For Steve Sajatovic, the theme carried a special meaning, as he walked away with two awards for the City of North Bay's Baynet Initiative. North Bay was awarded first place in the Video category (Group A) for a multi-media presentation on the City

that can also be accessed via the Internet. Officials with the Ministry of Economic Development and Trade were so impressed with the offering that Sajatovic and his colleagues were also given a special "Breakthrough '94" award for their role in re-establishing North Bay as a communications hub by creating partnerships among the providers of technology and potential users.

Upwards of 70% of economic development practitioners have a planning background, Sajatovic points out. The

skills required are familiar ones: knowing how to manage resources, bringing together partnerships, negotiation and constant education. The goals of the Baynet initiative are to educate the community to the existing uses and users of information technology, creating both signposts to the information highway and the physical strands that constitute its linkages. A full examination of this exciting project will be the subject of a cover story in an upcoming issue of the Journal.

PEOPLE

Susan Rosales Is Our People Person

The Journal is pleased to announce that Susan Rosales is our new contributing editor for the People section. She will also coordinate Appointments, a new paid section for formal appointment notices. Susan is a graduate of Ryerson and has been practising as a consultant for a number of years. She can be reached through the OPPI office.



The Simcoe-Muskoka Planners would like to congratulate the following people on their new jobs. Peter Neice, planning director for the Town of Bracebridge has moved to the County of Essex Board of Education. Mara Burton, assistant planner

for the Township of Georgian Bay has been appointed planner for Wasaga Beach. Kris Menzies has left the Township of Oro-Medonte for the firm of Evergreen Development Consultants Limited. Mike Stack has been appointed to replace Kris Menzies at Oro-Medonte. Good luck to you all.

In the Eastern District, those looking for Mike Michaud, formerly with the City of Gloucester Planning Department, please note that he can now be found in the offices of the Carleton Board of Education. Michaud recently accepted a position with the Board as a planning technician, responsible for providing comments on

development applications within the Ottawa-Carleton region.

Almost 500 consultants, developers, municipal employees and politicians gathered January 19 to say farewell (or should that be fore-well) to Bill Leatham, the retiring Commissioner of Planning and Development for the City of Nepean. After 25 years with Nepean, 18 years at the helm of Planning Department, Leatham has chosen to step out of the planning limelight and onto the fairway. As evident from the long list of roasters during this emotion-filled evening, Bill's leadership, pragmatism and vision will be greatly missed by all.

BOOKS

Andrew Sancton: Governing Canada's City-Regions

Review by Michael Johnson

ADOPTING FORM TO FUNCTION (INSTITUTE FOR RESEARCH ON PUBLIC POLICY, MONTREAL, 1994; 103 PAGES; \$13.95)



his brief book provides an overview of 23 Canadian city-regions, dividing them into categories according to whether they have one- or two-tier governments and whether those governments encompass a comprehensive share of the CMA population.

Sancton's thesis is that Canadian attempts to achieve comprehensive regional govern-

ment have demonstrated that the goal of comprehensiveness always moves out of reach over time. Inexorable outward urban growth assures this. In addition, the new government structures thus created are rigid and costly, thereby damaging a region's economy. The Toronto and Montreal regions have evolved into non-comprehensive multiple two-tier systems (that is, their boundaries no longer match the economic area) and must therefore resort to the same type of ad hoc inter-municipal co-operation required within a fragmented system. He urges consideration of the "public choice" alternative, as seen in

US metropolitan areas, where municipal fragmentation has resulted in competition among municipalities, giving residents and businesses a range of choices with respect to taxes paid and services received. Instead of outright consolidation or the imposition of a second municipal tier, special purpose bodies can effectively provide services with optimal boundaries established on a service-by-service basis. Furthermore, these services need not be provided directly by government.

To counter-balance this desirable fragmentation, he argues that there must be some upper level co-ordination to provide for

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regional revenue sharing and land use planning. The final result would resemble the Greater Vancouver Regional District, which has managed to extend itself geographically as the region's urban population has expanded. However, Sancton feels that even the GVRD ought to have its powers widened, especially in the field of planning, in order to be more effective. He argues, in fact, that the regional authorities, although

not directly elected, should be able "to coerce municipalities into adhering to broad strategic objectives for the use of land". This gives rise to an unanswered question: just how much coercion would municipalities accept from a non-elected level of service providers/arrangers?

Professor Sancton's upbeat depiction of a fragmented urban region is unconvincing: the elderly could choose to live where polic-

ing is better; young families would locate where schools are better; manufacturers could locate where services are low and cheap, and still provide jobs for the whole area. Yet at the same time, a central authority must ensure some degree of optimal revenue-sharing to avoid the acknowledged drawbacks of the US experience: "The American combination of multiple municipalities with the absence of state-government regulation and equalization schemes is a public policy disaster." He has chosen Chicago as a positive example of a fragmented metropolis; however, he must be aware that this city has also been cited as illustrating the damaging aspects of fragmentation, especially in the field of planning. A recent article in the APA Journal, "North American Metropolitan Planning," compares five pairs of Canadian and US cities, and its comments on Chicago run counter to Sancton's sunny view of its fragmentation. With over 1250 governments, decision-making is described as "chaos," while municipalities refuse to co-operate in carrying out plans that are made and the state government declines to intervene.

Is drawing a boundary of governance around any ever-evolving urban region doomed to eventual obsolescence? This leads to a conundrum: the relentless outward spread of cities is seen to be driven by market forces. Planning rationales to limit this sprawl are based (at least in part) on the argument that compact urban patterns are essentially more efficient and economical than dispersed ones. Can they both be right? Or are market forces exerting pressures resulting in diseconomies because the true costs are not assigned to the sprawling results? Or are planners wrong and their goals of compactness - and comprehensive government - really just the result of a predilection for the cosy features of historic urban forms?

Michael Johnson works in the Metropolitan Toronto Planning Department.

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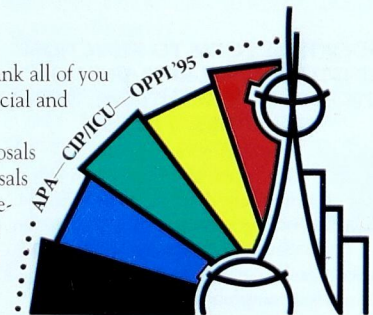
by Rick Tomaszewicz and Brian Milne



The Toronto Conference Committee responsible for the joint conference would like to thank all of you who have already helped out in planning the conference and making arrangements for social and professional functions.

In particular, we would like to thank all of those who contributed ideas or formal proposals for sessions. The interest from both sides of the border was most impressive. The breadth of the proposals is evident in the approximately 150 sessions, chosen from about 400 proposals. Extra copies of the preliminary program are available from the OPPI office (800-668-1448). Congratulations to those whose proposals were accepted. If your proposal was not accepted, we thank you and want you to know it was extremely difficult to make the final selection.

The result should be a dynamic conference, and a rare opportunity for Ontario planners to share experiences with American colleagues. The last occasion was in 1965. Hope to see you there!



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