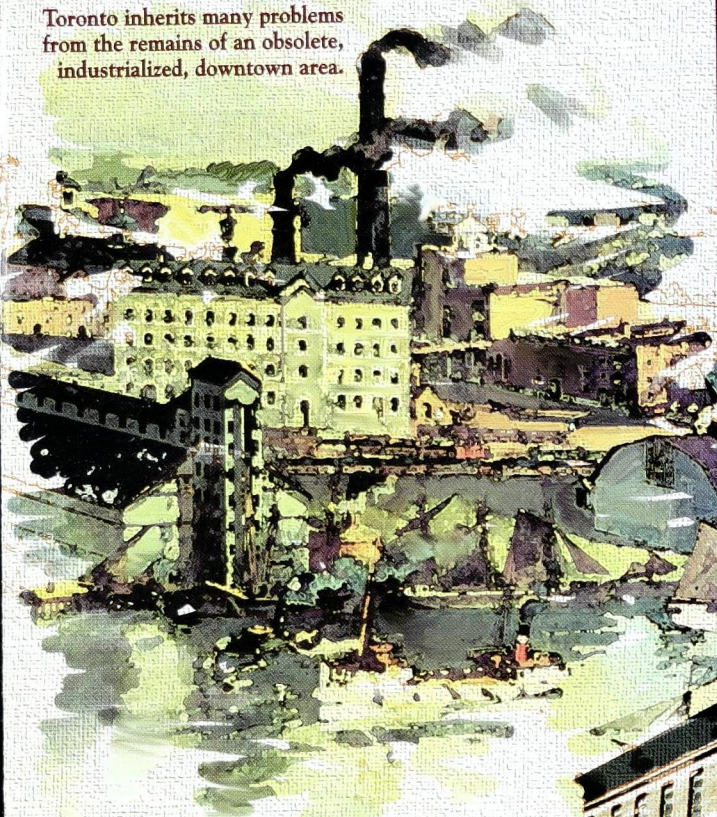


Toronto inherits many problems from the remains of an obsolete, industrialized, downtown area.

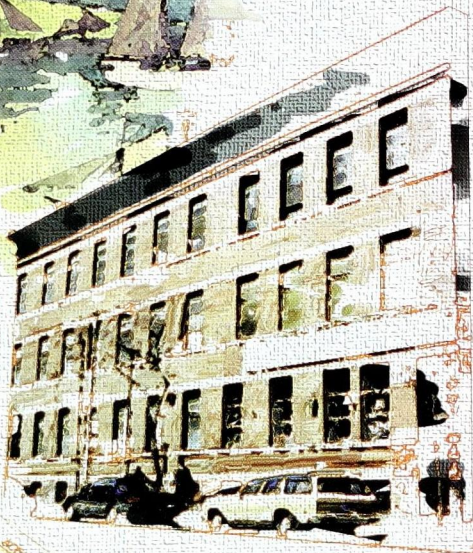


## TIME FOR CHANGE: TORONTO DECIDES THAT LESS IS MORE IN THE CHALLENGE TO REVITALIZE DOWNTOWN

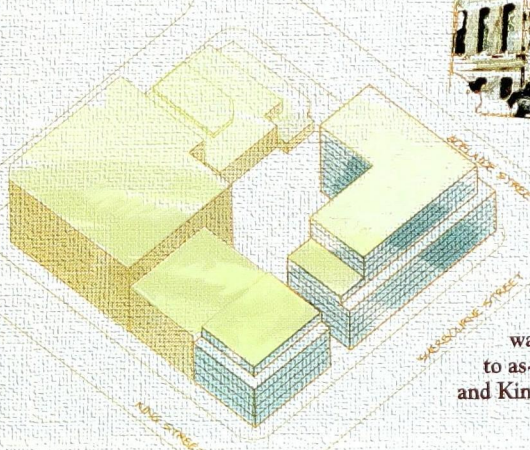
Toronto may have found the key to revitalizing large areas of downtown adjacent to the financial core.

By Glenn Miller  
Page 3

There is little demand for old factory and warehouse spaces. But there's a strong demand to explore new uses for them.



The proposal is to do away with use restrictions and rely instead on straightforward built-form controls, shifting the emphasis to as-of-right development in the King-Spadina and King-Parliament areas.



Byte-size market share for retailing in cyberspace? Brenton Toderian argues that planners need to take account of the burgeoning demand. ....p.5

Time to test our mettle. Policy committee needs input from members to shape OPPI involvement in massive legislative restructuring. Editorial .....p.7

New Zealand precedent for coherent planning system worthy of investigation, suggests Nigel Richardson in Open Letter to Mike Harris .....p.8

Let them eat tea and biscuits. Mario Bozzo reviews the British experience with privatized public transit. ....p.11

David Douglas' Community Economic Development in Canada makes a significant contribution says John Farrow. You can buy the book through OPPI. ....p.22

## ONTARIO PLANNING JOURNAL

Volume 10, Number 6, 1995

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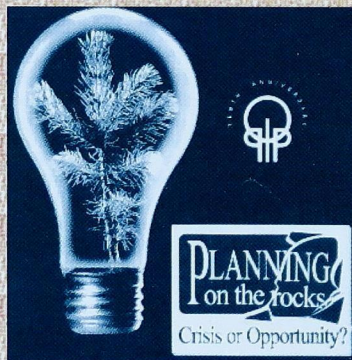
and John Sewell. Contact Brenton Toderian at (519) 576-3650.

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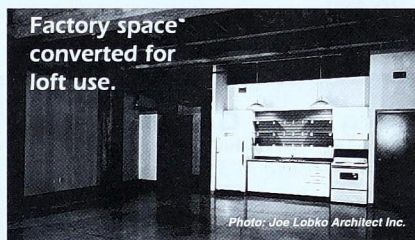
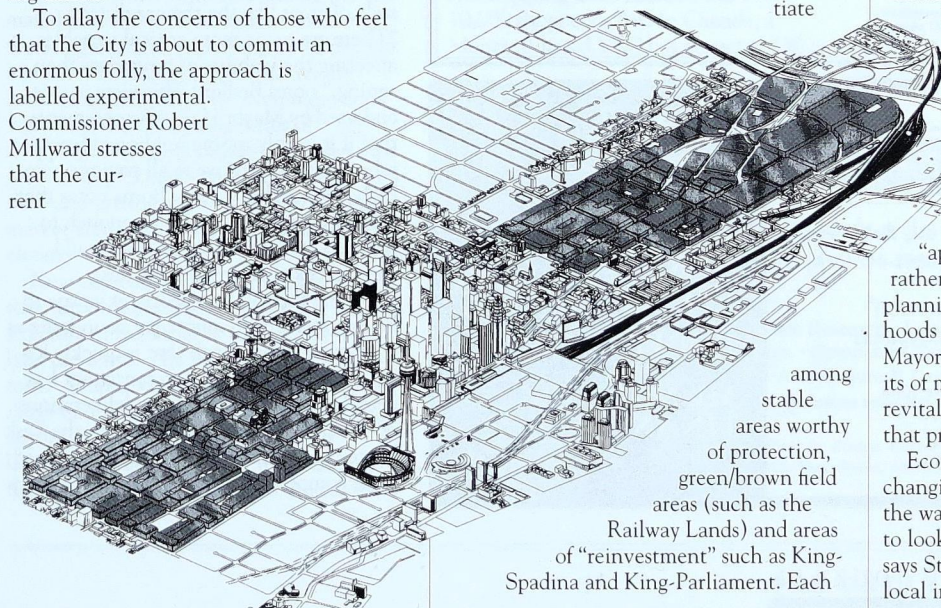
# TIME FOR CHANGE: TORONTO DECIDES THAT LESS IS MORE IN THE CHALLENGE TO REVITALIZE DOWNTOWN

by Glenn Miller

**I**s the prospect of being able to utilize a building for a use other than one permitted in the zoning by-law without having to submit to a tortuous, multi-year process enough to rekindle the economic spark in Toronto's downtown core? To judge from the unprecedented support for a new proposal authored by Mayor Hall and the City's Planning and Development department, Toronto may have found the key to revitalizing large areas of downtown adjacent to the financial core.

In a nutshell, the proposal is to do away with use restrictions (other than noxious uses) and rely instead on straightforward built-form controls, shifting the emphasis to as-of-right development in the King-Spadina and King-Parliament areas (see map). "I see this as a motivating force to stimulate investment," says the Mayor. "In these two areas alone there are millions of dollars worth of underutilized infrastructure just sitting there. There is also a real concern that our current processes and ways of regulating land use may actually be encouraging the demolition of vacant buildings to reduce the tax burden. That's why we're taking action."

To allay the concerns of those who feel that the City is about to commit an enormous folly, the approach is labelled experimental. Commissioner Robert Millward stresses that the current



initiative should be seen in the context of his recent reorganization and streamlining of his department. The initiative is part of a new conceptual framework that he describes as "viewing the City through three distinct lenses." This is an approach that will allow planners to differentiate

among stable areas worthy of protection, green/brown field areas (such as the Railway Lands) and areas of "reinvestment" such as King-Spadina and King-Parliament. Each

category merits a different treatment.

To those who own property in the revitalization areas or consult for those that do, the effect of the changes is being likened to the Berlin Wall coming down. "This is huge," says one consultant. "This is the best thing to happen in this city in 20 years." Others point to problems with the current system of land use control and regulation that assume a building's original use will remain constant for the life of the building. The changes will allow a more flexible response to market conditions. The removal

of "stumbling blocks" in what is currently a "daunting" process is widely seen as beneficial.

Deputy Commissioner Paul Bedford calls the proposal, which is due back at Land Use Committee in January, a "fortuitous partnership" between the planning department and the work of a small committee established by Mayor Hall which was advocating urgent action to restore the City's economic health. Based on advice from the City's senior planning staff and members of her committee, who included such luminaries as Jane Jacobs, Ken Greenberg and Frank Lewinberg (partners with Berridge Lewinberg Greenberg Dark Gabor), developer Bobby

Eisenberg and Garry Stamm (president of Stamm Economic Research), the Mayor argues that "highly sophisticated, complex regulations no longer serve the City the way they were intended." Tools created to "control the flood" of economic investment need to be rethought, and replaced with

"approaches to regulation that stimulate rather than hinder reinvestment." Basic planning goals such as liveable neighbourhoods and safe, vibrant streets still hold, the Mayor stresses, as does her belief in the merits of mixed use. "If anything, the revitalization proposals seek to reinforce that principle," she notes.

Economist Garry Stamm insists that changing the process is only one step along the way to revitalizing the core. "You have to look at what makes investment possible," says Stamm. "The first priority is to improve local infrastructure. This includes providing

more effective access to and from downtown. The second is to completely revise tax policy. Some owners are currently paying one tenth of the building's value in annual taxes."

As head of a special task force comprised of several city departments, Bedford is directing an interdisciplinary team charged with the responsibility of coming up with

the new framework. Bedford's advice is "Keep it simple. Forget conventional thinking. This new hybrid is characterized by one word - mix." In Bedford's view, the issue of density is moot: the bigger concern is getting the right fit between existing buildings "which happen to be at a very attractive scale" and new construction.

"The density numbers will be probably be deleted from the plan and zoning by-law altogether," Bedford suggests. "But there will be greater reliance on using the zoning to specify built form, height and scale, and as a safeguard to protect light and views from facing windows rather than as a prescriptive tool."

As one developer commented in a letter of support for the proposals, customers looking to buy a condominium don't ask about the density of a project. They are more interested in the appearance, the level of amenities and other everyday matters. "Planning regulations should reflect such realities," suggested Murray Goldman, a developer with a respected track record in Toronto.


"Toronto desperately needs more economic activity," Bedford notes. "A city needs new investment to keep it liveable. By adopting a new approach, I hope we can find a way to provide certainty without encumbering investment, and allow planners to be facilitators of change."

Consultant Ken Greenberg agrees. He calls the proposals a "welcome intervention" that will "send a very strong message that Toronto is still a place to live and work, enabling people to use the city's resources to their best advantage." Indeed, the long list of letters received even includes support from developers without a direct financial interest in the trial areas who pledge to work with City staff to help put the proposed changes on a firm footing. Adds Greenberg, "What this initiative challenges at its root, is all concepts based on bean counting. The illusion of predictability leads to complete paralysis. We all need to adopt flexible ways of responding to change."

Another Toronto consultant, David Butler, president of the Butler Group, also supports the revitalization initiative, calling the move to a system that promotes economic and planning opportunities "positive and proactive." This opinion is echoed by Scott Burns, a partner at Hemson Consulting Ltd. As someone who has guided many clients through the maze of approvals in the study areas, Burns welcomes the increased flexibility as a way of "attracting re-investment." He suggests that at current property prices and lease rates the removal of the use zoning "risk factor" will result in reuse of existing buildings for much needed new activities.

Opponents of the scheme worry that removing use restrictions will drive out remaining industrial firms or cramp the style of areas like the theatre district. "There are many more critical variables affecting the viability of businesses than zoning," notes Bedford. This view is endorsed by Mayor Hall, who comments that if it is only zoning holding industrial jobs in place then "we're all paying a very high cost for that." Also, Burns notes that market pressure is not strong enough to result in wholesale change that would threaten existing industrial firms.

Seeing the role of industry as a prize to be retained within municipal boundaries at all costs is an approach that is quickly losing favour. This change in sentiment has been hastened by the recent deliberations of the GTA Task Force. Advice to the Task Force has emphasized that businesses need to be competitive in the regional economy



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of the GTA. The traditional protectionist approach of drawing circles around surviving job groupings with a zoning map is not going to make the businesses competitive if the location is wrong. With the forces of global change so strong, keeping tabs on the formation of new businesses for the purposes of shoe-horning them into outdated classifications is, in the words of a City staffer, "a mug's game."

As architect Sol Wassermuhl points out, "The great streetscapes of London and Paris do not reveal the kind of uses taking place behind the facades." He feels that greater reliance on design and built controls instead of land use will help reduce mass demolitions and further erosion of the tax

base.

As to the potential to create thriving new mixed use communities in the heart of downtown, Bedford suggests that although living downtown may not be for everyone, the prospects for positive change are good. "Residential in this kind of environment is self-regulating to a certain extent. There's a vibrancy associated with mixed use. If this new approach is successful in attracting residential conversions of some of the remarkable high-ceilinged buildings in either of these test areas, this - to me - is the essence of urban living. We need more city lovers," Bedford asserts.

Bedford's vision, supported by Commissioner Robert Millward as well as

Mayor Hall, is to be able to capitalize on prize assets such as Clarence Square, one of numerous pockets of classically proportioned "building blocks" that exemplify the highest standards of urban design and comfortably arranged public realm. His staff are currently working on schemes that illustrate the potential for positive change in time for January's Land Use meeting.

*Glenn Miller is Editor of the Journal and Director of Applied Research at the Canadian Urban Institute in Toronto. For details on a symposium on this subject scheduled to take place on January 19, 1996 see the Billboard.*

## RETAIL

# Cybershopping: implications for planning?

by Brenton Toderian

*"The Information Supermarket." "Cybershopping." "Little Box Retailing." Is this the retail growth area of the future? If so, planners should consider the potential effects of Internet shopping on the retail marketplace and the implications for planning and the public interest.*

**I**nternet shopping represents the latest form of non-store retailing, a market sector that began with the catalogue retailers of the late nineteenth century. Although the format has various difficulties to overcome, it has already established a customer base among the estimated 25 to 40 million current Internet users, a group that is growing by 10 percent a month. In future years virtual reality technology may allow for even more convenient and entertaining forms of shopping: customers could stroll down virtual aisles, picking virtual products off the shelf and getting advice from virtual supermarket characters such as butchers or stock clerks.

How complex is the Internet shopping structure? Interestingly enough, the current structure mirrors that of retailing in true land use terms. The Internet has a "downtown" address known as Downtown Anywhere, a mixed-use node with shops, services, and public facilities such as libraries and museums. Addresses outside the "core" include department stores, and

specialty retailers such as china shops, book and music stores, florists, condom shops and even specialty teddy bear companies.

The Net also has a number of Virtual Shopping Centres (VSCs), which provide advantages similar to real shopping centres; a common area, increased consumer traffic, and one-stop shopping. There are about 150 VSCs currently on the Net, with approximately 20,000 separate retailers. In the United States, the Internet Shopping Network (a subsidiary of the Home Shopping Network) has established a VSC with over 600 stores and 20,000 separate stockkeeping units that attracts about 10,000 shoppers a day. In Canada, a Montreal-based VSC has attracted 150 ten-

ants to its growing operation.

This may be just the tip of the iceberg. The next step will occur in 1996, with the establishment of the Full Service Network in Orlando, Florida. Consumers will be able to scan a fully interactive menu, manipulate items and read labels, and buy products. The system's success may signifi-

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cantly affect commercial planning in the coming years, as such technology becomes commonplace.

How will this new shopping medium change the retailing marketplace? Some analysts predict a retail market capture of 5 percent by the end of the decade, which will eventually increase to 15 percent in the twenty-first century. Such growth will most likely draw business away from convenience and value-oriented retailers. Others suggest that, as with catalogue retailing, the technology will attract primarily the elderly, shoppers from rural populations, or double-income couples with young children who have little time for shopping. Most believe that the format won't compete with shopping forms that offer social or entertainment opportunities. The retailers most likely to lose market share are those that provide limited experience or leisure value, including some big box retailers. This loss might be avoided if big boxers enter the Internet market themselves, and use their physical facilities as distribution centres or warehouses.

Given its non-store shopping nature, cybershopping could have significant benefits for Canadian cities. All that cybershopping requires for its operations is warehousing and distribution systems, and no commercial land use is necessary. Fewer shopping trips are generated, and there are

no concerns about land use incompatibility. Less land is taken up for parking and other automobile-related purposes. If population growth necessitates more retail space, this need may be partly offset by non-store growth, which requires less infrastructure and urban expansion.

On the other hand, not all aspects of cybershopping are positive. Rather than making all purchases in one shopping area, a user may purchase from numerous retailers across the country, each of which must make a separate long-distance delivery trip. Cybershopping may contribute to "cocooning" and decrease social interaction. Further, will Internet shopping benefit local employment or business and sales taxes? Unlikely, since, in a sense, shopping by computer may be the ultimate form of cross-border shopping, whereby spending (and its multipliers) goes to other municipalities, provinces or even countries.

How can planning anticipate and adjust to the effects of shopping by computer? Given its cross-border nature, it may be impossible to establish land use policy for cybershopping at the local level.

Nonetheless, understanding this retail innovation may allow planners to anticipate its effects on downtowns and main streets, on established shopping and transportation patterns, and on the

amount of supportable retail space in a given area. Some proactive approaches for planners might include:

1. Rethinking the need for retail space in commercial needs analyses as cybershopping becomes more important.

2. Encouraging commercial structures and locations that are convertible to other uses, and creating adaptive reuse strategies for current formats that may eventually lose market share to new innovations, including Internet shopping.

3. Recognizing that policies and strategic plans established to protect downtowns and main streets from shopping centres and new format retailing may also consider the effects of Internet shopping on these areas, by ensuring such areas are specialized, mixed-use, experience-based, human-scaled



**Are tourist/leisure shopping areas such as this one in Elora impervious to the impact of cybershopping?**



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and even tourist-oriented.

5. Attracting Internet distribution centres to local municipalities as a form of economic development. It might be better for such uses to locate in your community, region or province rather than in the one next door.

Recognizing computer retailing as an emerging trend presents an opportunity for planners to address what may be the next retailing trend, rather than playing "catch-up" to the last one. It may also be a first step in understanding the urban geography being created by cyberspace, and the implications of new information technology on assumptions made by urban planners.

*Brenton Toderian is a planner with MacNaughton Hermsen Britton Clarkson Planning Limited in Kitchener. He is a frequent contributor to the Journal.*



riting in memory of his friend Humphrey Carver in this issue (p. 12), Len Gertler refers to Carver's significant role in establishing a

Canadian urban tradition in many areas of planning. He asks, "How do we, in these days of distemper, fit in with those ideals?"

Variations on this question are on the minds of many of us at the moment.

Perhaps one of the problems facing us as a profession is that the intense focus on legislative reform in the past few years has undermined our sense of what good planning is really about. Newcomers to the profession could be forgiven for concluding that planning is defined exclusively by the Planning Act or that good planning should be measured by the time it takes to get an application through the process. However justified concerns about the planning process may be, planners should not shoulder the blame for all that is wrong with the system or allow the economic situation to dampen our enthusiasm for improving the quality of planning.

Municipal Affairs Minister Al Leach, speaking in the legislature recently on the impending reform of planning reform, left little doubt that he considers "the planning system" an obstacle to economic recovery. The minister promised that he won't rest until the system is fixed. So it is up to us, through our individual actions as professionals, and collectively under the auspices of OPPI, to show the Minister that planners have something worthwhile to contribute. We should also find a way to ensure that our ongoing contribution to legislative

## Staying Relevant, Staying Involved During Days of Distemper

reforms afford us a way of addressing broader issues. Perhaps the work to be done in the next six months can help us refresh the ideals and fundamental principles that constitute the basis of sound professional practice.

A glance through this issue should convince you that there are plenty of planners willing to be risk takers, and we can be responsive to change. Yet though we often express ourselves

in publications such as the Journal, making an impact in arenas such as Queens Park requires a more difficult skill. This is where the efforts of many individuals working at the committee level on behalf of OPPI are beginning to pay off; we are gradually maturing as an organization, slowly acquiring the skills of representation, negotiation and even lobbying. Not bad for an organization entering its 10th anniversary year.

Members of OPPI's policy committee are currently hard at work developing much needed linkages with the new government, ensuring that the views of the planning profession in Ontario are well represented in all the significant legislative reforms now under way: Revised policy statements, Planning Act, Municipal Act, Development Changes Act and restructuring of GTA. This effort will need the active support and input of a very large proportion of our membership in every forum we can. This is the best way I can think of to recall and refresh the urban traditions referred to by Len Gertler.

Glenn Miller is Editor of the Ontario Planning Journal.

LETTERS

### SECURING PAYMENT FOLLOW UP

I was interested in pursuing a lien action a few years ago in reference to a commercial project involving minor variance and site plan approvals but eventually declined to proceed. My legal counsel was concerned about a wrongful action suit from the other side.

Tim Robinson, Planning Consultant, Peterborough

### THIS GUY'S NOT TAKING IT LYING DOWN

Re the recent editorial (Abolish Modern Planning - Okay But Can I Get Back To You?): As a provisional member of OPPI I'm one member who has found the energy to work to protect the things I believe in. My letter to the editor regarding John Barber's piece in the Globe & Mail was published the following week. In any case, I felt Barber's misconceptions about and slights toward urban planners had to be debunked publicly.

Robert Young, Young Planning, Guelph.

Editor's Note: When space permits, we will run Robert's excellent letter.

Meanwhile, CIP president Gerry

Couture dealt with the issue in Plan Canada. The fact remains that given the provocative nature of the Globe prescriptions, our profession appears too preoccupied to handle a lengthy debate.

### POSITIVE RESPONSE TO HOUSING COLUMN

I was very pleased to see your new column on Housing. Such matters have been all too absent from the OPPI discussion table, save for the matters of sideyards requirements and neo-whatever subdivision layouts.

Views on housing and public finance are changing all over Canada, not just Ontario. After several years of believing it was the nation's leader in social housing due to the amount of money allocated to the programs, Ontarians must now face up to the challenge of serving low-income households without the benefit of generous provincial subsidies.

Jamie Burr, Ottawa

Editor's Note: Housing editor Linda Lapointe reports that response to the new column has been extensive. More commentary from Jamie Burr in Linda's column in an upcoming issue.



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# AN OPEN LETTER TO THE PREMIER OF ONTARIO

by Nigel Richardson

Dear Premier Harris:

Your government has made it very clear that the Common Sense Revolution is going to involve substantial changes in the present regulatory regime governing the use and development of land. The new Planning Act and the environmental assessment process are both under scrutiny, while the proposals for a reformed Ministry of Natural Resources planning system, developed under the previous government, are (presumably) on the Minister's desk.

Unfortunately, it appears that it may be your intention merely to weaken controls to satisfy the government's supporters in the development industry, and the more short-sighted municipal councils. This would be a retrograde and destructive pol-

icy for which future generations will not thank you.

On the other hand, if your aim is really to achieve the slimming, streamlining and improved efficiency that the Common Sense Revolution purports to be about, may I suggest that instead of tinkering with individual statutes, ministries and programs, the government should undertake a comprehensive review of the entire structure.

Such an initiative could lead to an integrated system of land, resource and environmental management greatly superior to the patchwork of agencies, laws and regulations that we have now. For example, at present a land development project may be subject to review under several different

statutes, principally but by no means exclusively the Planning Act and the Environmental Assessment Act, administered by different ministries. An integrated process, carefully designed, could achieve the same ends not only more quickly and efficiently, but also more effectively.

There is a precedent that should catch your interest. As you are of course aware, New Zealand has been undergoing its own version of the Common Sense Revolution for a number of years. It is frequently held up as a model for what you seek to accomplish in Ontario: a drastic reduction in the scale, scope and cost of government. One of the outstanding features of New Zealand's program is the consolidation of what the minister responsible has described

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| <input type="checkbox"/> ZONING AMENDMENTS        | <input type="checkbox"/> ENVIRONMENTAL ASSESSMENTS  | <input type="checkbox"/> WASTE DISPOSAL & RECYCLING   |
| <input type="checkbox"/> PLANS OF SUBDIVISION     | <input type="checkbox"/> ENVIRONMENTAL DEFENCES   | <input type="checkbox"/> SPILLS & LEAKS               |
| <input type="checkbox"/> RETAIL MARKET STUDIES    |   | <input type="checkbox"/> TOXIC REAL ESTATE            |
| <input type="checkbox"/> EXPROPRIATIONS           |   | <input type="checkbox"/> WASTE MANAGEMENT & DISPOSAL  |
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as "an uncoordinated, unintegrated hotch potch involving more than fifty statutes [dealing with land, resources and environmental protection] passed at different times in response to different problems." (Does this have a familiar ring?)

In addition to resource management as we generally think of it, New Zealand's 1991 Resource Management Act embraces land use planning, environmental assessment, coastal zone management and indeed virtually every aspect of land and resource use. With limited exceptions, all of these are now the responsibility of a single minister and a single government department; what is more important, they have been brought together into one comprehensive, integrated system of administration.

Integration and efficiency are not, however, treated as ends in themselves. The purpose of the Act is explicitly "to promote the sustainable management of natural and physical resources", "sustainable management" being carefully defined in a manner consistent with the Brundtland Report's concept of "sustainable development".

New Zealand in effect anticipated by two years one of the recommendations of the 1993 Rio "Earth Summit"'s Agenda 21 (to which Canada subscribes), to "[r]eview the regulatory framework . . . in order to identify improvements needed to support sustainable land use and management of land resources . . .".

Ontario is of course not New Zealand, and New Zealand's Resource Management Act is not necessarily the best model for Ontario. But New Zealand's approach, in substituting a single, coherent system rationally designed around a clearly stated purpose for "an uncoordinated, unintegrated hotch potch" is surely an example that ought to be given very serious consideration by a government dedicated to slimming and simplifying the administration of the province. It is not a quick and simplistic approach, like slicing programs and people off individual ministries. In New Zealand it took four years of work, including a massive public consultation program; in Ontario, substantially larger

in area and population, the challenge would be at least as great.

Surely, however, your government should be concerned not only with meeting its immediate objectives, but in doing so, laying a firm foundation for the sustainable future development of Ontario. If that is so, there does not seem to be much question which course it should follow in reviewing its responsibilities for land, resource and environmental management. If it does follow that course, it will deserve, and I hope it would receive, the strong support of the Ontario Professional Planners Institute and other professional bodies dedicated to the wise and sustainable management of Ontario's land, resources and environment.

*Yours sincerely,*

*Nigel H. Richardson, M.C.I.P., R.P.P.*

*Nigel Richardson is in private practice in Toronto. This letter has also been provided to the Ontario Society of Environmental Management, of which Nigel is also a member.*

## GRAPHIC INFORMATION SYSTEMS

# Halton's Aquifer Management Plan: A Practical Application of GIS Technology

by S. Holysh and M. Thompson



The Region of Halton has a population of 325,000, of which 85,000 rely on groundwater resources for their domestic water supply. A network of 25 municipally owned wells supplies water to about 60,000 people in the urbanized areas of Acton, Georgetown and Milton; the rural residents rely on private wells.

Because of the frequency of groundwater contamination by nitrates and allegations of interference, and because of the cost of the studies needed to resolve these problems, Halton's new official plan calls for an aquifer management plan. At the same time, the growth of Acton, Georgetown and Milton is restricted by the availability of water from municipal wells, so it is important to identify the location and extent of aquifers.

Halton's municipal aquifers have been defined and exploited in the Niagara Escarpment area, but they have not been as precisely mapped in other areas. Information on water resources in these other areas was needed.

As a first step, the region has undertaken

a hydrogeology study to study groundwater resources in the region, in particular, by mapping the extent of aquifers in the region and by identifying areas that are susceptible to groundwater contamination. This information will allow the region to prepare appropriate groundwater protection policies.

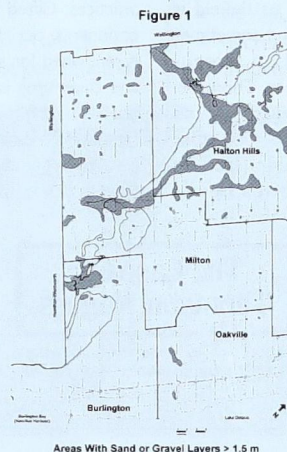
The study used existing hydrogeological information, the Ministry of Environment and Energy's water well record database (recently made available in a digital format), and GIS to assemble a complete picture of Halton's groundwater resources. Linking the MOEE water well record to the GIS improved the efficiency and quality of the study. This method could be applied in similar situations elsewhere in the province.

The MOEE database contains about 200 types

of data on about 6,000 wells in the region, including location, owner, construction, elevation, pumping text information and geology. Analyzing this database meant linking a database management program (ACCESS 2.0) to a GIS (MAPINFO 3.0) to sort and interpret this information. ACCESS handled queries quickly and MAPINFO presented the results visually.

The MOEE database was used to identify wells with a sand or gravel layer greater than a certain thickness (the thicker the layer, the greater the likelihood of finding large quantities of water). Using MAPINFO, a visual picture of these areas was created. The process was repeated using increasing thicknesses to locate potential water supplies. Figure 1 shows areas where some of the thickest layers were found.

In Ontario, land use decisions are seldom based



on groundwater quality considerations, even though land use can directly affect water quality in sensitive hydrogeological areas. In this study, however, care was taken to locate hydrogeologically sensitive areas, using the following criteria: depth to the uppermost aquifer, depth to the water table, aquifer type and aquifer thickness. The susceptibility to contamination of each of the three main aquifer

types in Halton was indicated by the first two criteria. This process was also repeated to create maps of areas with different levels of sensitivity and susceptibility to contamination from surface activities.

A great deal of useful information has been generated by this study, which used widely available and relatively inexpensive software. The results should help the

region manage and protect Halton's water resources, by directing growth away from sensitive areas and into areas more appropriate for settlement.

*Steve Holysh is a hydrogeologist with the region of Halton. Mark Thompson is a senior planner for the region. If you have ideas for articles on GIS or related technology issues, contact Michael Telawski at (416) 766-5854.*



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# Is Privatization Good For Public Transport? The U.K. Experience

by Mario M. Bozzo



As the teapot cools and the biscuits disappear during afternoon tea, the future of the rail system in Britain dominates the conversation. The English, having already experienced the effects of bus deregulation, are worried about the threat of rail privatization that lurks around the corner.

Deregulation and privatization have been interpreted in many different ways, but it is generally agreed that privatization involves a change in ownership whereby the government sells all publicly owned assets and transfers responsibility for operations to the private sector. Deregulation essentially removes all regulation and allows open competition. The private sector is free to set prices and service levels.

The idea of deregulating and privatizing public transport services has echoed through Britain's government hallways since the late 1970s. As a response to steadily declining ridership and increasing subsidies, Margaret Thatcher's free-market philosophy carved its way into the transport sector when the 1980 Transport Act allowed deregulation of inter-city express buses.

The full liberalization (privatization and deregulation) of the bus industry occurred in 1986 when legislation allowed local bus services to be opened to competition. Privatization is currently in the process of infiltrating the rail industry, although the federal government still semi-regulates it.

## ADVANTAGES/DISADVANTAGES OF PRIVATIZATION

The potential benefits of bus and rail privatization include:

- efficiency and better use of buses/railways;
- higher quality service (if private capital is attracted into the field); and
- value for money (if government subsidies are reduced).

The drawbacks include:

- the risk that monopolies

will exploit users if no competition exists;

- a decline in capital and infrastructure investment;
- lack of coordination, if services are split between many operators; and
- fragmentation, leading to increased costs.

The relative significance of these benefits and drawbacks depends on how privatization is undertaken, in particular the continuation of grant aid from government (mainly in subsidizing less profitable routes) and the degree of regulation. Too much regulation may deter many interested parties in the private sector from participating, but too little regulation may ultimately exploit the bus user.

## WHAT ACTUALLY HAPPENED WITH THE PRIVATIZATION/DEREGULATION OF THE BUS INDUSTRY?

The effects of bus privatization since 1986 have been mixed. The government has made dramatic reductions in public transport subsidies, which has treasury officials elated. From the operators' perspective, the effects of deregulation in terms of costs to operators, services, fares and patronage are summarized in the table below, which shows the percent changes to the bus industry from 1985/6 to 1991/2.

The table shows a large reduction in operating costs per bus mile. This is mainly due to:

- reduced staffing (that is, a decrease in labour costs);
- increased use of mini-buses (which yields a lower vehicle cost per mile than

a double-decker bus);

- increased productivity; and
- effective tendering of subsidized routes.

Moreover, the total distance buses travelled has increased. Again, this is due to the growing use of mini-buses which, compared to a double-decker bus, requires several small buses to pick up the same number of passengers. This, in theory, increases bus frequencies. In practice, however, many bus companies bunch their scheduling. For example, before deregulation, buses on a particular route might leave every fifteen minutes on the quarter hour. As a result of deregulation, two bus companies now compete for ridership on this route. One would expect that buses would now come every seven and a half minutes. But in reality, bus companies compete to be the first one to arrive on the quarter-hour, so there is no appreciable difference in bus frequencies.

Despite better operating efficiency, patronage declined during this time span. McGuinness et al. (1994) found that since deregulation, patronage has fallen a total of 22 percent, an average of 3 percent a year. It is argued that 9 percent of this drop in riders is caused by increased car ownership levels. What accounts for the difference of 13 percent?

When the effects of bus deregulation are observed from the perspective of the bus user, it becomes clear why many people are uneasy about rail privatization. The effects on the bus rider, as reported by TRRL (1989) and AMA (1990) include:

- increased fares;
- decreased quality of service (older buses, inadequate maintenance of bus shelters, decreased reliability);
- lack of information about timetables and routes;
- lack of integration between different bus companies (ticketing and connections); and
- fewer money-saving monthly or weekly passes available.

The future of public transport does not look promising. There has been a lack of

### CHANGES IN THE BUS INDUSTRY, 1985/6 TO 1991/2

| Location       | Passenger Trips | Real Operating Cost/Bus Mile | Bus Miles Run | Real Fares |
|----------------|-----------------|------------------------------|---------------|------------|
| Fares          |                 |                              |               |            |
| Metro Areas    | -28.4           | -40                          | +15.2         | +39.3      |
| English Shires | -16             | -31                          | +22.1         | +6.2       |
| Scotland       | -14.7           | -37                          | +24.6         | -3.2       |
| Wales          | -18.4           | -43                          | +26.3         | n/a        |
| London         | -0.3            | -24                          | +15.4         | +16.6      |
| All Areas      | -17.2           | -34                          | +19.7         | +13.2      |

Source: Nash, C.A. (1993)



**Long history of public transport in U.K. enters new era.**

investment by operators into new buses and few if any improvements in the infrastructure (stops, shelters, stations). It has also been difficult to develop integrated transport strategies. Yet despite these negative effects, the British government is now working to privatize the railway system.

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"This is the first of a three-part series on transport in the United Kingdom. Part 2 will discuss the current initiative to privatize the rail system and Part 3 will explain the development and concept of integrated transport strategies in the U.K. Mario Bozzo recently graduated from the Institute of Transport Studies at the University of Leeds. A resident of Stoney Creek, he is currently working for IBI Group in their Glasgow office.

**OBITUARY**

**Humphrey Carver, FCIP**



*Humphrey Carver, FCIP*

Humphrey Carver died in Ottawa on October 29, aged 92. For countless students of planning, Humphrey Carver is remembered fondly as the author of *Compassionate Landscape* (1975), whose presentation of the challenges facing him in a varied career struck a rare balance between planning as a social responsibility and planning as an art.

Carver's illustrious career was most often associated with CMHC but John van Nostrand, writing in the *Journal* in 1989, showed another side of Carver's talents, singling him out as one of the designers responsible for making the Queen Elizabeth Way more than just another highway, creating memorable landscapes and ornamentations that set a standard for the quality of public space. Working with a team of architects and town planners in association with Proctor & Redfern, Carver saw his role helping to "disguise and conceal the rigidity of the (road's) engineering and simulate the Ontario landscape."


Humphrey Carver retired as chairman of The Advisory Group, CMHC in 1967. In that capacity, over a span of two decades, he

was a moving spirit and orchestrator of a group, which, by a judicious mix of persuasion and the purse, laid the groundwork for a Canadian urban tradition - in design, in research, in public involvement, in literature and in housing and urban policy. His book, *Cities in the Suburbs* (1962), was an expression of the humanist impulse underlying all those endeavours. In retrospect, it was a prophetic invocation of an urban form based on the vitality of genuine communities - at a time when the line of least resistance was the monolithic subdivision.

Len Gertler, vice chair, Environmental Assessment Board, worked with Carver in the 1960s in a number of ways, including the production (along with Hans Blumenfeld, Albert Rose and a Municipal Affairs group) of *Choices for a Growing Region*, one of the earlier attempts at visioning the future of Greater Toronto. "I remember Humphrey as a man of broad sympathies," he said. "A proud but not boastful man with a stubborn but not sanctimonious commitment to improving the quality of our environments. Through it all, a wry humour with a contagiously warm chuckle, prevailed."

Writing to Len a year ago, Carver observed, "It's sometimes hard to know where one fits in, in old age." The shoe is really on the other foot. How do we, in these days of distemper, fit in with the ideals and aspirations of Humphrey Carver?

Carver was elected a Fellow of the Institute in 1968. He is survived by his second wife, Anne, and three children.



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# OPPI Notebook

A BI-MONTHLY ROUNDUP OF OPPI COUNCIL NEWS AND ACTION

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## OPPI STRATEGIC PLAN GOAL TO MANAGE FINANCES SUCCESSFULLY



Philip Wong  
President

OPPI's Strategic Plan, adopted by Council after consultation with the membership, was presented at the Annual General Meeting in Toronto. One of the goals in the plan is "To manage our financial resources effectively," and one of the objectives is to "Balance the budget."

Over the past few years, the Institute was unable to balance its budget. We incurred deficits totalling more than \$60,000.00, which were taken out of the reserve account.

Recognizing the importance of financial stability for the Institute, Council has recommended a small increase in membership fees (\$7.23 for full and provisional members, \$2.50 for retired members) for 1996 at the recent AGM.

Our membership responded by approv-

ing this recommendation.

For the past three years, the Institute kept membership fees stable while increasing services. Your fees helped us get the Ontario Professional Planners Institute Act passed; they helped mount professional development programs and conferences; they helped represent the planning profession through meetings and submissions to provincial ministries; and they helped increase the visibility of the planning profession and the Institute with related professions.

Raising fees is always an unwelcome subject, even under the best of circumstances. Council members are mindful of the present economic and employment climate for our members.

Many have not had a wage increase in the past several years.

However, we believe it would be irresponsible to further deplete the reserve account, or to delay an increase until a much larger amount is necessary.

## NEW APPROACHES TO GETTING HIRED

by Grant Robinson  
Graduates of planning programs today must create their own opportunities in a seemingly hostile employment market. Learning the skills and getting the experience you need to market yourself means taking a different approach to the traditional routes and having different expectations from those of planners of previous generations.

There are several ways to get started. One common route is through volunteerism. Community action and interest groups, plan-

ning departments and professional organizations can all give you the experience and professional exposure you need to land your first paying job or contract. Other routes include using government training and assistance programs such as Futures, which offers paid on-the-job training to those who qualify.

Keep on top of professional trends and events. This will help you spot the opportunities that can "increase your employment options. Ask yourself: what needs can I satisfy and how best can I meet them? What new skills must I acquire? What is the environmental context? Use as much infor-

mation as you can, as well as critical self-analysis to hone your job strategy.

The skills and tools we have been equipped with are still needed as much as ever. The shift towards a self-directed career path simply challenges us to chart new courses and discover the opportunities that allow us to put the skills we have learned to their best use.

Grant Robinson is a recent graduate of the Urban & Regional Planning program at Ryerson. He is taking his own advice and is working towards becoming a consultant in the planning field. Grant is a member of CORG (Career Opportunities for Recent Graduates.)



# COUNCIL REPORT

by Susan Smith, Executive Director

**OPPI** Council met in Toronto on September 15, 1995. The following are highlights of the decisions and actions of Council.

## STRATEGIC PLAN ADOPTED

After months of discussion and drafting, including consultation with a focus group and the membership, Council adopted a strategic plan for OPPI.

This plan will provide direction for the Institute and focus for the next three to five years. A copy of the plan was sent to the membership.

## SALARY SURVEY RETURNS IN 1996

Council voted to allocate money in the 1996 budget for a salary survey of members. The last survey was conducted in 1993. Surveys were not carried out in 1994 and 1995 because of the lack of movement in salaries.

## FEE INCREASE PROPOSED FOR 1996

A proposed fee increase was approved for presentation at the 1995 Annual General Meeting in October. If approved by the membership at the AGM, members will see a small increase in fees in 1996 (\$7.23 for full/provisional members and public associates, and \$2.50 for retired members). Details will be included with fee

invoices in December.

## NEW CCO REP APPOINTED

Council appointed Janet Amos as OPPI's representative on the Conservation Council of Ontario. Janet is the Environmental Approvals Coordinator for the Region of Halton.

## BYLAW AMENDMENTS APPROVED

A number of amendments to OPPI's General Bylaw were adopted for presentation to the membership. Council decided to conduct a mail ballot for the amendments, and the complete package was sent to full, provisional and retired members in September. Results of the mail ballot were announced at the AGM.

# NEW TRAINING PROGRAM HUGE SUCCESS

by Robert Maddocks, Chair, Professional Development Committee

The first offering of the Alternative Dispute Resolution (ADR) Program was successfully launched October 2-5 in Toronto. Participants in the first session praised the courses highly, and felt they were leaving with a new skill that they could use immediately in their workplace.

The program is delivered over a period of four days, in a series of three courses on facilitation, negotiation and mediation. Training includes teaching by the instructor, and a series of role-playing exercises. The exercises occur at different stages of the training to allow participants to practise the skills that they are learning and involve small groups of up to eight participants, so that each participant can play the key negotiator and facilitator roles. Coaches work in the small groups, and give individual feedback to participants.

Planners can register for all three courses at once, or may take one or two of the courses. However, participants must take negotiations either with, or before facilitation and mediation. The cost of registration is less than \$200 per day, which covers the costs of program development, trainer, coaches, materials and logistics.

OPPI's commitment to professional development of its membership is evident in its involvement in this program. It marks our entry into a new type of course offering: skill-based training to enhance the professional practice. Partners in the development of the program are the Office of the Provincial Facilitator, OPPI and the Society for Conflict Resolution in Ontario.

For more information on the ADR program, contact Susan Smith at the OPPI office.

## PARTICIPANT RATES ADR PROGRAM TOPS!

The following comments were received from a participant in the ADR Program:

"Hats off to OPPI, SCRO and OPF for putting together the Alternative Dispute Resolution course! The session I attended (Toronto, October 2-5) was the best professional development program I have attended. The trainer, Janine Higgins, is a high-energy, hilarious and skilful facilitator who is obviously a superb negotiator/mediator. Coaches Mae Cash and Beate Bowron provided insightful and timely feedback. The course design and course materials were excellent. What more can I say, except that I'm looking forward to the second session!"

Gail Johnson, Senior Planner, City of Toronto



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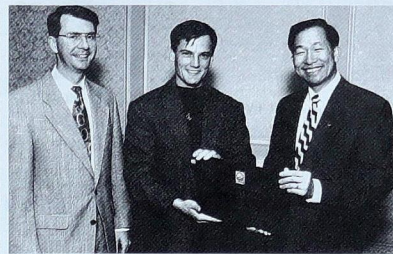


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Bruce Curtis, Chair, Public Presence Committee; Beate Bourton, City of Toronto; Dorothy Macintosh, City of Toronto; Philip Wong, President



Bruce Curtis, Chair, Public Presence Committee; Trevor Hesselink, Iconaesthesia Environmental Designs; Philip Wong, President



Jack Bourne, Ross Raymond and Mark Dorfman received member service awards.

## MEMBER SERVICE AWARDS PRESENTED AT AGM

by Bruce Curtis, Chair, Public Presence Committee

Three members were honoured at the Annual General Meeting held on October 26th in Toronto for their contribution to the Institute. The Member Service Award is presented annually to recognize members who have made significant contributions to the Institute and planning. This year's recipients were Jack Bourne, Mark Dorfman and Ross Raymond.

Jack Bourne (Northland Engineering) has been a member of CIP since 1966 and was instrumental in forming the Northern Ontario Chapter of Planners which later became part of OPPI. In addition to being a strong supporter of Northern District, Jack has sponsored and mentored countless members and was also a member of the Discipline Committee.

In 1989, Mark Dorfman (Mark L. Dorfman, Planner Inc.) moved a motion to proceed with title registration. Since that time (and for years before that), Mark has worked tirelessly as a member of the Private Bill Working Group in securing passage of the Ontario Professional Planners Institute Act, 1994. In addition to his political activities, Mark also serves as an examiner and sponsor of provisional members.

Ross Raymond (Raymond Walton, Hunter), joined the Town Planning Institute of Canada in 1956 and has been an active supporter of its successors, at the national, provincial and district levels, since. In addition to acting as a sponsor and examiner, Ross previously worked on the OPPI Deerhurst conference, and currently serves

as a moderator for the Planner at the OMB seminars, and as a member of the Private Sector Advisory Committee and the Employment Issues Task Force.

## 1995 OPPI COMMUNICATIONS AWARD WINNERS ANNOUNCED

The 1995 OPPI Communications Awards were presented at the Annual General Meeting on October 26 in Toronto. These awards are made each year to recognize excellence in writing, design, and public awareness. There were 39 submissions, and in the second category the decision was hard to make, as several submissions were of very high quality. Two winners tied for first place in this category. The 1995 award winners are:

### Category 1: Written Report (Technical Documents)

Iconaesthesia Environmental Designs for "Watershed Report Card Bronze Level." This watershed study report was outstanding in all aspects of communication: it is innovative, easily understandable, well illustrated, and enjoyable to read.

### Category 2: Written Report (Studies, Brochures, Pamphlets, etc.)

Regional Municipality of Ottawa-Carleton for the "Natural

Vegetation in Ottawa-Carleton" poster. This innovative public document uses a poster format to convey information about natural vegetation, with a clear message and great use of graphics and colour.

City of Toronto for "Toronto Walking Tours." These pamphlets are an excellent example of conveying a great deal of planning and urban design information clearly and concisely in a compact format.

### Category 3: Audiovisual Presentation/Workshop/Open House

City of Ottawa for "Centretown Revisited: The Kent Street Corridor: An Urban Design Charette." This workshop and report presentation was an unusual and effective communication tool and an interesting record of the charette process.

### Category 4: Hans Blumenfeld Journalism Award

No award was presented in this category.

Thanks to jury members Philippa Campsie, Liz Howson and Chris Haussman for the time they spent reviewing and commenting on the submissions.

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 Irvin Bess .....CD  
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 Colleen E. Phillips .....CD  
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# Districts



## PETERBOROUGH SUB DISTRICT

by Kevin M. Duguay, Co-chair,  
Peterborough and Area Planners

The Peterborough and Area Planners Group sponsored a successful full-day workshop on October 5 at the Sir Sanford Fleming college, Lindsay Campus. The workshop was attended by 40 planners and by 20 students and faculty from the School of Integrated Resource Management.

Sessions included: Alternate Dispute Resolution, presented by Dave Evans of the Environmental Assessment Board; a Ministry of Municipal Affairs and Housing information update; the Planner and the 'Net, presented by Les Fincham of the Ministry of Municipal Affairs and Housing; and Home-Based Businesses, presented by Jeff Celentano, City of North Bay and Kevin M. Duguay, City of Peterborough.

The Steering Committee are busy preparing for 1996 Professional development events, which will include Ontario Municipal Board updates (case management program); the Planner and the 'Net (a hands-on, surfing experience); and provincial ministry updates.

To attend one of our events or to learn more about the Peterborough and Area Planners, please call either Peter Josephs (705) 748-2109 or Kevin M. Duguay (705) 748-8880.

Finally, the Steering Committee takes this opportunity to acknowledge the exemplary contribution and efforts of Nancy Rutherford in her role as Central District representative on the OPPI Council. Nancy served on several committees and on the Central District Board of Management, in addition to serving as an active member of our Steering Committee. Her contributions, and devotion to our profession, particularly during her term on OPPI Council, were appreciated by our committee and our group. Thanks Nancy.

## SIMCOE-MUSHOKA SUB DISTRICT

by Todd Stocks

On an overcast day (September 22, 1995), about 15 Simcoe/Muskoka planners travelled to the Nottawasaga Inn and Retirement Village in Alliston to tour one of the finest developments of its kind in Ontario. The tour was led by the owner, Peter Biffis. A nine-hole golf round followed the tour, and many of the participants added a few more balls to the 15,000 to 20,000 balls found in the Nottawasaga River each year.

The sub-district's annual Christmas party will be held on December 7 at the Highwayman Inn in Orillia. Details to follow.

## GTA SUB DISTRICT

by Steve Willis

On November 2, the GTA Program Development Committee presented a workshop entitled "Planners on the Internet." The principal guest speaker was Sam Sternberg, a co-founder of the Toronto Free-Net, and author of several books on the Internet. This was the first of two sessions on the Internet, directed primarily at those who had not yet used it. The second session is tentatively scheduled for early in the new year, and is expected to be a panel discussion involving several planners who will debate the pros and cons of using the Internet.

The Canadian Bar Association-Ontario and OPPI jointly hosted a panel discussion on lawyers' and planners' expectations for each other in preparing for OMB hearings. The session was held on Wednesday, November 29, at CBAO's offices in Toronto. The speakers were planners Elizabeth Howson and John

Bousfield, and lawyers Julia Ryan and Brian Onyschuk.

## NORTHERN DISTRICT

by Tin Chee Wu and Mark H. Simeoni

The Regional Municipality of Sudbury reviewing its regional official plan. The current plan was approved by the Minister of Municipal Affairs in 1978 and has not undergone an extensive review since that time.

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There are seven area municipalities within the region, and all planning services are provided at the regional level. Each area municipality within the region has a secondary plan which provides specific growth policies for the settlement areas within these municipalities. All of these secondary plans are amendments to the regional plan. Since 1978 there have been 160 amendments to the regional official plan.

The plan covers the 2,800 square kilometres contained within the regional boundaries. Because the secondary plans provide policies for growth in the urban areas, the regional plan is primarily a rural plan. Among other things, the regional plan establishes the pattern of development for the region by defining a hierarchy of settlements. The plan sets the stage for agriculture in the region and contains a transportation component which provides a

framework for road development among the seven municipalities. The plan also provides direction for such things as utilities, natural resources, the environment, economic development and housing.

The plan has two unique appendices, dealing with community facilities and human development. At the time the plan was first approved, these were not considered to be appropriate as part of an official plan, and the Minister of Municipal Affairs would not include these two appendices as formal chapters.

The long-range planning section of the regional department of planning and development, headed by director Carlos Salazar, will undertake the plan review and the Region of Sudbury's planning committee will act as steering committee. A number of sub-committees will consist of staff of various agencies and departments who will be part-

ners in the review.

Staff in the long-range planning section of the regional planning department are already conducting background research. A formal start to the review is anticipated in October of this year, when the staff will make a presentation to the regional planning committee. A visioning session with various community leaders has been tentatively scheduled for November. The plan review is expected to take about two and a half years to complete.

## SOUTHWESTERN DISTRICT

### INNOVATIVE DOWNTOWN REVITALIZATION IN THE SOUTHWEST DISTRICT

Once again the Program Committee for the Southwest District put together an informative, relaxing and fun-filled weekend for the 1995 Annual General Meeting and Conference. The venue for this year's conference was the Idlewyld Inn, a large, restored historic house in south London. The weekend events began with the Friday night wine and cheese reception, co-sponsored by the Southwestern District and Monteith, Zelinka, Priamo Limited.

Our Saturday morning panel discussion included three panelists who provided differing perspectives on the innovative techniques for downtown revitalization that are being used in London and Kitchener.

Gregg Barrett from the City of London Planning Department grouped the strategies being used for revitalizing downtown London into four major categories.

The first category, economic incentives, includes tax rebates on rehabilitated and redeveloped buildings, removal of development charges and development application fees, removal of the downtown parking requirement for residential units, and facade improvement loans.

The second, partnership programs, includes the formation of a downtown development corporation and joint venture projects.

The third, regulatory incentives, includes restrictions on suburban office space, designation of a downtown building inspector, limitations on temporary surface parking lots, implementing a development permit system, and limitations on major entertain-

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ment facilities in the suburbs.

The fourth category involves promoting the image and identity of certain "character areas."

Ian McNaughton, a planning consultant and chairman of a Downtown Advisory Task Force appointed by the Mayor of Kitchener, described techniques that have been implemented in Kitchener. He said that the current mayor of Kitchener was elected on a Downtown Action platform and has quickly instituted a program to re-establish downtown as an activity area.

He described how the Downtown Advisory Task Force had been appointed. Within a five-month period it made interim reports to Council recommending immediate actions to be taken. The final report included approximately 26 recommendations for short-term actions designed to make it convenient for people to come downtown and to make the downtown area more of a "people place."

McNaughton argued that timing is everything and explained that it was necessary to make a major commitment to downtown and take immediate action to demonstrate that commitment. In the past, big projects have been tried and have failed. It is now time to act and succeed on a project-by-project basis.

The third perspective was presented by George Kerhoulas, a downtown London resident, commercial real estate agent, and former member of the London District Business Association. He stated that the three pillars of downtown are employment, housing, and entertainment. The downtown is still under siege, and the major obstacles to revitalization have traditionally been finances, economic development, and planning.

Kerhoulas feels that planning staff support downtown revitalization, and applauds the efforts they have made. He suggested that an arm's-length downtown development corporation with a legislative funding base and clout at City Hall would also do much to bring back the downtown.

During the question-and-answer period, all speakers agreed that it was necessary to monitor and demonstrate performance to show success and build credibility for downtowns. The increase in pleasure shopping, unlike the kind of shopping that takes place in suburban malls, may support these efforts.

Finally, as a true supporter of London,

Laverne Kirkness spoke out in support of some of the more exotic, upscale commercial activities in the downtown area.

The remainder of the day include afternoon heritage walking tours of downtown, a tour of Labatt's Brewery for those of us who wanted to exercise our elbows more than our legs, and golfing at Fanshawe Golf Club. Our formal banquet activities were highlighted by a hilarious Toronto comedian who has appeared at Yuk-Yuk's in Toronto.

Our weekend wound up with the Sunday morning Annual General Meeting and the Annual General Meeting for the Education Trust Fund.

In recognition of the decreasing funding available for students, it was resolved at the meeting that the whole of the interest from the Southwestern District's Guaranteed Investment Certificates for this year would

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# Districts



be used to provide a stronger scholarship base for planning students.

Chairman Greg Priamo applauded the efforts of all the Southwestern District Members who worked toward the passage of Bill 129 and the implementation of the RPP designation. Bruce Curtis thanked Susan Smith for her efforts as the Executive Director for OPPI and thanked her for attending the weekend events. He also encouraged all members who can to attend the annual meeting of OPPI in Toronto on October 26, 1995.

The 1995/96 Southwestern District OPPI Executive was elected:

**Chair**

Don Stewart .....(519) 745-9455

**Vice Chair**

Kevin Curtis .....(519) 578-9621

**Secretary-Treasurer**

Mike Barrett .....(519) 539-5688

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**Membership Chair**

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Our thanks go out to Gregg Priamo and Bruce Curtis, who are leaving the Southwestern District Executive to meet new challenges. Thanks for all your work in the past years.

At the first of a four part seminar presented by the Guelph Roundtable on the Environment and the Economy Helen Henderson addressed the audience on "Health, Wealth and Sustainability." Judging by the excellent turnout, this is going to be a popular series for those interested in broadening their understanding of these key issues. See the Billboard for details of events in 1996. Contact Brenton Toderian at MacNaughton Hermsen Britton Clarkson in Kitchener for more details.

*Don Stewart was recently elected as chair of the Southwest District.*

## EASTERN DISTRICT

On August 15, 1995, representatives of the Townships of Ameliasburgh, Murray and Sidney, the Town of Brighton and the Village of Frankford submitted an application for Ontario's first Municipal Planning Authority to the Minister of Municipal Affairs and Housing.

The proposed MPA would fit into the provisions of Section 14.1 of the 1990 Planning Act and would be known as the Quinte East -Northumberland Planning Authority, covering an area with a population of about 39,000. A draft authorizing bylaw and a background report prepared by VanMeer Limited accompanied the application.

The application explained that existing country structure in Hastings, Northumberland and Prince Edward was too large and diverse to address growth-related issues in the urban fringes of Belleville and Trenton. As many of the smaller municipalities' concerns cross county boundaries, the MPA seemed the best way to create an integrated planning region that could develop consistent and relevant planning policies and deal with servicing, social and economic issues. The MPA would also ensure more equitable representation based on population in the region.

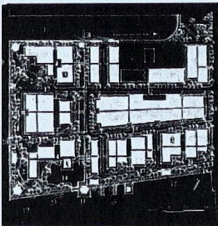
The MPA would act as an upper-tier municipality for planning matters and centralize approval authority and decision making in areas of common interest to its members.

Thus the MPA is seen as a grass-roots approach to planning, rather than a top-down provincial or county approach, and will extend the existing formal and informal relationships between member municipalities.

The Ministry is reviewing the application at present; the applicants hope that a decision will be made in time for the 1996 budget process.

For more information, contact Gary Dyke at VanMeer Limited, (613) 969-0171 or R. Carl Cannon, MCIP, RPP, Township of Sidney, at (613) 966-8330.

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## NORTHEASTERN DISTRICT

### PLANNING CONFERENCE A HIT

by Laurie Moulton

From September 13 to 15, the Sudbury East Planning Board hosted the 1995 NEOPC. The conference attracted 150 participants, including some from as far away as New Brunswick! The conference coordinator, Brian Carre, a provisional member of OPPI and the secretary-treasurer of the Sudbury East Planning Board said that most participants were from Northeastern Ontario (Sault Ste Marie, Hearst, Kapuskasing, Sudbury and North Bay). However, he added that the NEOPC drew a large number of registrants

from Ottawa, Toronto and the Barrie area.

The most popular sessions at the conference were the mobile workshops. These included an Agriculture and rural planning workshop and a one on mineral resources, led by Heather Robertson, MCIP. The conference wrapped up with a boat tour of the French River, a Canadian Heritage river and a provincial waterway park. This river just south of Sudbury and should on the agenda for any canoeing/camping enthusiasts who plan to attend the August 11-14, 1996, OPPI conference in Sudbury.

The Sudbury '96 OPPI conference committee were on hand at the NEOPC to staff the OPPI booth. Members of the organizing committee who attended included Sudbury residents Sue Heffernan, Carolyn Hart, Mark Simeoni, Dan Napier, Heather Robertson,

Steve Jacques and Jim Burke as well as Maury O'Neill from Wawa and Julie Ingo from Espanola.

The Sudbury '96 committee also had a draw for a "Planning on the Rocks" conference sweatshirt. The lucky winner of the sweatshirt was Doug Kinney, the secretary-treasurer of the Sault North Planning Board.

After presenting the sweatshirt at the Conference banquet, the committee chairperson, Sue Heffernan, invited NEOPC participants to come to Sudbury on August 11-14, 1996 for the Tenth Annual OPPI Conference. In closing, she said "J'espère tous vous voir à Sudbury en 1996!"

Look for your conference registration brochures in your January mailing or call Sue Heffernan at (705) 560-0120 if you have any questions about Sudbury '96.

## LAW AND ORDER

### Propane Issue Still On Front Burner

by Gary McKay

In 1992, I reported on the Divisional Court case of Superior Propane Inc. v the Corporation of the City of York in which the city's municipal by-law regulating propane storage tanks had been upheld even though the Energy Act already sets out standards and regulations for handling and storing propane gas. In spite of Superior Propane's argument that the city zoning by-law was invalid because existing provincial legislation covered this field, the Divisional Court held that the zoning by-law merely enhanced the provincial standards and ruled that the by-law and the Energy Act provisions could co-exist.

Time and legal process marched on. In May 1995, the Ontario Court of Appeal reversed the Divisional Court ruling. The case has recently been reported in volume 27 of the Municipal and Planning Law Reports (2d). The Court of Appeal stated that there was a conflict between the two enactments. The Energy Act and its regulations set out a comprehensive scheme of regulating propane, including installation and storage, and therefore there was no legislative room for the city to cover the same ground. In the words of the court:

"We think that the by-law is at cross-purposes with the regulation because it negates the operating effect of the latter respecting tank size, height, setbacks and protection."

The court added that the purpose of the by-law was to address York inhabitants' concern about the safety of propane tanks, not

to address land use planning matters for which a municipality has legitimate authority. Accordingly, Superior Propane's appeal was declared invalid since it was beyond York's legislative authority to enact.

The City of York has filed an application

for leave to appeal to the Supreme Court of Canada.

Gary McKay is a municipal lawyer with the City of Vaughan who contributes an occasional column on planning related issues dealt with in the courts.

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# Community Economic Development in Canada.

McGraw-Hill Ryerson Professional, 1994

BY DOUGLAS, DAVID.

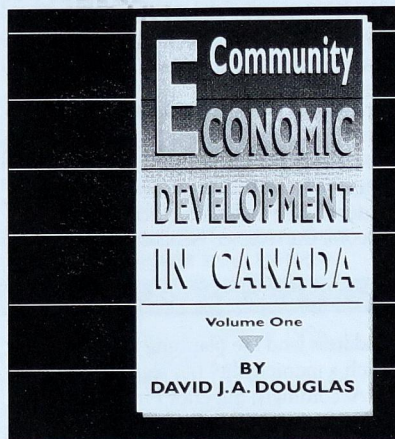
Reviewed by John Farrow



his two-volume work provides a comprehensive overview of community-based economic development in Canada. The

first volume addresses a number of general topics, the second volume describes eight local situations drawn from across the country. The distribution of examples is scrupulously fair from a geographic perspective, with one notable exception: the Far North is not represented.

The first volume is largely analytical and provides readily accessible lessons for the reader seeking insights on how best to approach economic development issues. It covers definitions, context, planning, implementing, the Third Sector, women



and economic development, locational dynamics, strategic planning and management. The material is comprehensive, the ideas are sound and the discussion is thorough. There are many good examples of how these ideas can be applied and the graphics illustrating analytical processes, strategy and data are good, though a few more would have been useful.

The second volume is primarily descriptive. It is left up to readers to draw their own conclusions on what can be learned from the situations described.

The text has a strong academic tone with many references to work by Canadian academics. However, those references lengthen the text without adding real value, except to demonstrate that the writers have done their homework.

The overall structure of the book is somewhat disjointed, although this is not unusual in works in which each chapter is written by a different author. The chapters by David Douglas hang together well, but the other writers do not build on the precepts he establishes early in the book.

The book also left me with an uneasy feeling about using "Canadian experience," as the defining paradigm in this field. In today's global economy, the main challenge is to link local communities to international streams of economic activity. Meeting this challenge in Canada requires an organizing principle that transcends national boundaries. This book misses the opportunity to make a significant contribution to Canadian thinking on this topic.

Despite these criticisms, I found this a good basic text on community economic development. It fills an overdue need for thoughtful, fact-based writing on this topic. Practitioners who have gained an interest in the topic from a practical rather than a theoretical perspective will find that this text provides a helpful framework for some of their initiatives. It is a must-read for planners seeking to relate their activities to the need to build community economies at the local level.

*John Farrow is president of the Canadian Urban Institute, and is the Journal's contributing editor on management issues. OPPI has arranged to sell this book set to members. Call for details.*



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## Waterloo Reception Well Attended

by Sheldon Smith, Student Delegate

**OPPI** hosted its second annual student reception at the University of Waterloo School of Urban and Regional Planning on October 5, 1995. The event attracted over 100 students interested in learning more about the Institute. OPPI members and staff were on hand to describe the Institute, benefits and programs, as well as speak individually to students. The membership outreach committee plans to host similar events at the other planning schools throughout the year.

### GUELPH HOLDS SUCCESSFUL CAREER DAY

by Christina Senkiw\*

The University of Guelph's School of Rural Planning and Development (USRPD) held its first Professional Planning Day on November 10, 1995. The event was very successful and provided students with various perspectives on professional planning practice. In the morning, OPPI members shared information on the Institute, benefits of membership, activities and the Career Opportunities for Recent Graduates initiative. The second morning session, described by students as a "good dose of reality", focused on careers in planning and job interviews. OPPI members and staff joined the students for an informal lunch. Four concurrent sessions in the afternoon included GIS applications in planning; terms of reference and proposal writing; overseas project design; and subdivision and community design. Overall, USRPD's Professional Planning Day was a beneficial experience for all and next year's event promises to be even more informative and enjoyable.

\*

Christina Senkiw is a second year Master's student and OPPI student representative for the School of Rural Planning and Development at the University of Guelph. She can be reached at (905) 320-9938 or email [csenkiw@uoguelph.ca](mailto:csenkiw@uoguelph.ca).

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**SUSTAINABLE FORESTS**

Mark Stevenson recently presented papers to the International Conference on Sustainable Forests." Copies of the paper are available from HSA at (416) 944-8444, or e-mail 72774.1260@Compuserve.com.

**PROCTOR & REDFERN EXPANDS  
TEAM**

Proctor & Redfern have recently expanded their planning team with the addition of Ed Cornies, formerly director of planning with Essex County and Malcom Martini, who had been with Acres International for many years. Ed confirms that Proctor & Redfern have been selected by the Toronto Harbour Commission to establish the scope of the upcoming environmental assessment for the fixed link to the Toronto City Centre airport. Look for more on this complex subject in upcoming issues.

**INDIVIDUAL CONTRIBUTES TO  
AGGREGATE**

Matthew Visentin started a new job in Mississauga this fall as a planner with the Aggregate Producers of Ontario. Replacing Matthew at the Town of New Tecumseth is Geoff Smith. Geoff is from Kingston and will be employed as zoning administrator and policy adviser to the town's committee of adjustment.

**PEOPLE AND PLACES IN EASTERN**

Chris Brouwer, formerly of McNeeley Tunnock Ltd., has replaced Dan Botti, now with the Regional Municipality of Ottawa-Carleton, in the Township of Cumberland Planning Department.

A familiar face in the City of Kanata's Planning Dept, that of Lauren Pillely, is now a permanent fixture. A recent graduate of the University of Toronto Master's Program in Planning, Lauren joins the planning department team after serving two summers as a student planner in the department. Congratulations.

In the City of Ottawa, there is movement on Green Island. Dave O'Brien, the Chief Administrative Officer for the City of Ottawa, recently announced his resignation. He is leaving the nation's capital for the City of Mississauga, where he will take over the position of city manager. (Mary Jarvis)

*Send information on People to the OPPI office to the attention of Susan Rosales*

**PEOPLE**

**THE FUNNIER SIDE**

David Corks is a talented fellow. In addition to his professional life as a planner with the City of Kitchener planning department, David is a member of the Cambridge Writers Collaborative. Earlier this year, he was delighted to find that two of his stories had turned up trumps in the Stephen Leacock Humorous Short Story competition. David won first prize with a story entitled "The History of Holidays," and an honourable mention for "Women As a Second Language." An admirer of Leacock's writing,

David says that writing as a hobby is the anthesis of his professional work. Sometime in 1996 we hope to entice David to expand his writing exploits to include the Journal. In the meantime, congratulations, David! (Mark Dorfman)

**PIANOSI MOVES TO HALTON HILLS**

Karen Pianosi, a member of OPPI's Publications Committee, recently joined the Town of Halton Hills as deputy planning director. A graduate of the University of Toronto, Karen previously worked in the Ottawa region for the Town of Nepean and the City of Ottawa. (Alan Binks)

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