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ONTARIO PROFESSIONAL PLANNERS INSTITUTE



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GHOST TOWNS AND PLANNING

By Ron Brown



ghost towns ... Mike Harris' legacy for Ontario, or a planning opportunity? While planners across Ontario fret over the fate of farmlands and wetlands in a permissive new planning world, heritage, as usual, gets left by the wayside. Heritage, of course, is more than grand mansions, pioneer villages, and archaeological digs. It is also the story of the past that the landscape tells us. And ghost towns provide one of the most poignant chapters in that story.

Ghost towns happen, not just because of political decisions, but for a variety of historical reasons: when one mode of transportation replaces another, when the economy of a region bottoms out, or when a resource runs dry. One needs to look no further than Newfoundland and Saskatchewan to see the effect of a failing economy. In Saskatchewan of the 1930s, a depression, a drying climate and rail abandonments combined to kill hundreds of once bustling railside towns. In Newfoundland during the 1950s and 1960s, resettlement led to the abandoning of more than 200 outposts. The boom and bust of resource towns left in its wake mill towns in northern Quebec and Ontario, (Val Jalbert and Nicholson), coal and oil towns in Alberta (Wayne, Bankhead and Little Chicago) and golden boom towns in BC and the Yukon (Barkerville, and Dawson City). But regardless of the reason, many of them provide planners with an opportunity to preserve an unusual piece of our past.

A few of these ghost towns have been preserved in one way or another. In Banff National Park, known more for its scenery, wildlife, and commercial development, authorities have set aside the abandoned townsite of Bankhead, a one time coal town, and created a self-guided walking tour of the ruins. BC's Barkerville was in 1865 a golden boom town and the largest Canadian community west of Winnipeg. Today Barkerville once again resembles its boom-town appearance and has become the province's most popular provincial park.

Canada's only "ghost town" park, however, is surprisingly in the province of Quebec. A defunct paper mill town, Val Jalbert, with its hotel, stores, convent and 50 of its 80 houses, sat decaying in the forest for 40 years until the 1960s when the government of Quebec purchased the property, stabilized the ruins and created Canada's only ghost town park. In Ontario, Conservation

Authorities have worked to preserve a number of historic mills within their watersheds, some of which had thriving mill towns around them. Balls Falls mill, in the conservation area of the same name, was until the 1850s the industrial hub of the Niagara peninsula, known as Glen Elgin. After the railways bypassed it, Glen Elgin became a ghost town. The ruins of James Crooks' industrial empire, now in the Crooks Hollow Conservation Area, tell a similar story. Unfortunately, the controversial Omnibus Bill, passed by the Ontario government in 1995, stripped conservation authorities of their mandate to preserve these endangered places, and for good measure, eliminated (much of) their funding as well. Earlier, in the 1970s, a proposal by Ontario government historians to preserve Ontario's remarkable ghost town of Nicholson (a former mill town on the CPR west of

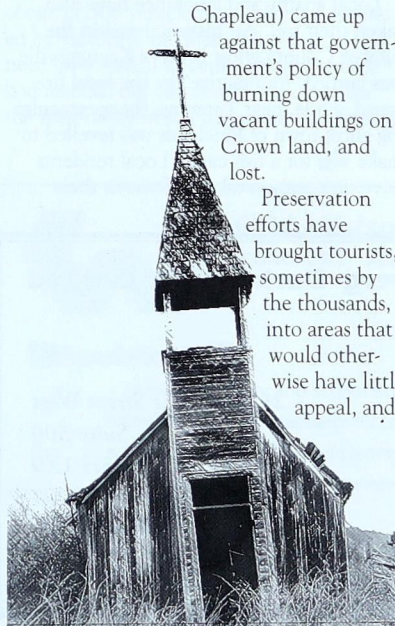
Chapleau) came up against that government's policy of burning down vacant buildings on Crown land, and lost.

Preservation efforts have brought tourists, sometimes by the thousands, into areas that would otherwise have little appeal, and

stimulated sagging local economies. On the other hand, hundreds of other ghost towns that lie forgotten across the landscape are poor candidates for preservation. Many, after all, are little more than rubble, or indentations in a field. So why bother with them at all? Like all historic places, ghost towns tell a story. But unlike the story of glory and grandeur of mansions and town halls, they are a sad chapter, a chapter in which fortunes were lost, hopes were crushed, and hardships suffered. They are stories that few know, and some would rather ignore. Yet housing developments sprawl across the countryside, gobbling up mill sites and cross roads hamlets, often with no recognition of the role that these lost villages played in the evolution of the community.

And Ontario has plenty of ghost towns for plenty of different reasons. Early settlers often located at the mouths of Lake Ontario's creeks and rivers, for in this pre road era, the lakes and rivers were the highways. As schooners were replaced by steamers, many of the smaller ports fell into disuse. A string of such places line Lake Ontario between Prince Edward County and Oshawa. Then, as farms were cleared, roads remained nearly impassable, and the pioneers needed stores, shops and pubs close at hand, giving rise to the crossroads hamlet. But mail delivery, the temperance movement, and the arrival of the railways combined to kill the functions of these places and many vanished outright. Mills and mill towns could be found on even the smallest rivers and streams as long as there was water to power the mills, but deforestation dried the little streams, and the mill wheels creaked to a halt. Around Georgian Bay, and throughout cottage country, workers' villages often surrounded sawmills. With the depletion of the forests, most fell into ruin. And the list goes on ... mining camps, and railway whistletops, all fell by the wayside as resources were depleted or as transportation changed. As they slip beneath the weeds or the asphalt, their stories are lost forever, and a part of our heritage disappears.

However, there are ways that planners can ensure they won't be entirely forgotten. Standing structures - an old hotel, store or blacksmith - can be retained through a local subdivision or development agreement (the vacant Cheltenham brickworks, a landmark on Mississauga Road, were rescued this way),



Ghost towns a poignant chapter in local history

while the ruins or site of an old mill can provide the rationale for a 5% parkland dedication. Streets in a plan of subdivision can be laid out and named to recall those from a vanished village. For developers, a heritage component almost always enhances the value of residential or commercial real estate. Heritage planners, however, must remember to include such information when they review development proposals.

Councils, in conjunction with local historic societies and tourist boards, can produce walking or driving guides that include the vanished villages. Cobalt, for example, attracts visitors with its impressive drive-yourself "Heritage Silver Tour." Tourist brochures in Hastings and Lambton counties have taken to listing the ghost towns in their respective areas. The popular Loyalist Parkway between Picton and Kingston leads drivers through the remains of once bustling Loyalist towns like Conway and Adolphustown.

Once bustling communities can contain a treasure trove of period buildings. Here, such measures as site plan control, easements, or architectural control can help keep the community's heritage alive. Such devices have preserved the distinctive appearances of places like Peggy's Cove and could be used in Ontario's more prominent historical "ghost town"-scapes like Cobalt or Eldorado.

Film companies too are always looking for likely sites to shoot films, and ghost towns are occasionally needed. The award winning Canadian film, *Dance Me Outside*, was filmed at the popular ghost town of Depot Harbour near Parry Sound, and *The Wars* from the Timothy Findaly novel, at the abandoned brick works on Mississauga Road. Last spring, when a film location manager with the CBC phoned this writer asking for the location

of a ghost town that resembles a Bosnian village, a former and partially vacated Ottawa Valley radar base named Foymount came to mind. The CBC approached the local council and won their enthusiastic support, and the site will soon be featured in a TV movie called *The Peacekeepers*.

While it's not always possible to force folks to save old buildings in such places, local awareness of the past may inspire property owners out of pride, or perhaps profit, to preserve an old "ghost town" building. One entrepreneur, after reading a certain "ghost town" book, opened a "Ghost Town Tavern" only to discover that "ghosts" don't drink. Private property owners in Silver Islet, a century old former silver camp near Thunder Bay, and Garden Island, a one time ship building centre near Kingston, have preserved their historic structures out of pride in their past. Such sentiment, sadly, does not hold true everywhere.

Various factors work against heritage preservation. Property standards bylaws, for example, often require the demolition of vacant buildings. Building and fire codes call for conditions that older structures simply cannot meet. The Hunstville Pioneer Museum had to severely alter the historic hotel from the ghost town of Spence to allow visitors to enter. Insurance costs often make it more tempting to burn an old building than to save it. Many century-old hotels, especially those made of wood, have been reduced to ashes through cases of mysterious "midnight lightning."

Local apathy and ignorance have also taken their toll. An historic hotel in the Simcoe County ghost town of Keenansville was burned "for practice" by the local fire squad, while, near Timmins, the spectacular log ghost town of Pinelands was levelled to make way for a fish camp. Local residents have on occasion taken offense at their

community being considered a "ghost town." They destroy buildings, snarl at visitors, and, in the case of Garden Island, despite the preservation of the many historic buildings, rebuff visitors outright. Planners need to ask themselves, therefore, how far rights to property or privacy can isolate a heritage that is part of us all.

Money often soothes such antipathy. However, funding cuts by provincial and federal governments are threatening all elements of our society. When stacked up against threats to health care, education and social services, heritage preservation ranks low on the list. It becomes even more important, therefore, for those who cherish our heritage to help preserve or celebrate it however they can, and that includes planners.

As planners everywhere know, planning is seldom popular. While most folks are all too happy to tell their neighbours what they can't do, they draw the line at their own property. And so it takes imagination and sales skills to preserve the heritage of our landscape, especially when the value of that heritage is less obvious. But unless we somehow incorporate the past into our future, the stories that our landscape can tell us will be lost forever. How as a society can we appreciate where we are going without knowing where we've been? It's part of what planning is about. And that's no joke.

Ron Brown, MCIP, RPP is an author and geographer who has worked as a planner in the West Indies and in Ontario for 27 years. His 12 books, and many articles, include ghost towns, back roads and the railway heritage of both Ontario and Canada. This is his second cover story for the Journal.

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Intelligent Transportation Solutions in a Historical City Centre

By Mario M. Bozzo and David Kamnitzer

Like many cities in Europe, the City of Edinburgh is trying to accommodate an increasing demand for mobility, while protecting the historical nature and liveability of its central area. In the past 10 years, car ownership has increased by 60 percent in this city of more than 20,000 listed historical buildings and a medieval street layout. The City of Edinburgh has responded to this challenge in a policy framework called 2000: Moving Forward, which describes the Council's transportation policy objectives into the 21st century.

As part of its efforts to encourage drivers to make more sensible use of the car, the Council, together with the Scottish Office (which controls the highway and major interurban road network in Scotland) recently commissioned Carl Bro IBI to investigate the use of technology to manage traffic on the interurban roads west of Edinburgh and within the urbanized area. One of the study's recommendations was the implementation of a Parking Guidance and Information (PGI) system for car parks within the city centre.

Figure 1 illustrates the components of the PGI system:

- vehicle detectors located at the entrances and exits to car parks;
- Variable Message Signs (VMS) at strategic points on the road network, which provide information on the occupancy status of car parks and direct drivers to car parks with available spaces;
- a central computer which calculates the number of available spaces in each car park and car park area and signals the VMS to display the appropriate legend;
- a communications subsystem by which the central computer communicates with the vehicle detectors and VMS.

BALANCING COMPETING TRANSPORTATION OBJECTIVES

As a system that helps drivers locate a



With 40,000 pedestrians travelling along Edinburgh's Princes Street each day, the City has recently implemented measures to restore the space balance. Through traffic has been removed. Cars are only allowed one way and buses have sole use of half of the six-lane road. Plans are to widen the sidewalk, and a segment of a road will be experimentally converted into a pedestrian-only street theatre.

parking space, some consider the PGI system to be contrary to the goal of decreasing traffic in the city. At the same time, traffic circulating in search of parking contributes to city centre congestion, noise and pollution. Moreover, during the peak tourist season, about 17,500 vehicle trips a day are generated by visitors unfamiliar with the city. The need for a system to control traffic once it had reached the city centre was clear, but the method by which this could be achieved

without encouraging more driving was not.

After consultation and analysis, the City found a way to maximize the benefits of the system without making driving more attractive or encouraging vehicular movements within the city centre. This involved:

- grouping car parks into distinct car parking areas;
- ensuring that each sign showed only car parks in the immediate vicinity of the sign, to encourage drivers to park close to their point of entry to the central area and walk to their final destination;
- agreeing to develop a more comprehensive system of signs on the periphery of the urban area to encourage drivers to use the radial route which terminates closest to their city centre destination, thus minimizing the need for crosstown traffic movements.

REDUCING VISUAL INTRUSIVENESS

The City of Edinburgh is renowned for the architectural richness of its built environment and quality of its streetscapes. A major concern about the PGI System was the effect that large parking signs would have on the attractiveness of the central



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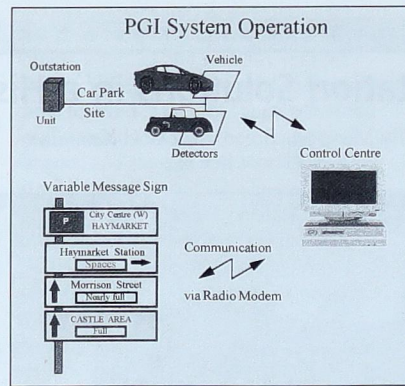
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area.

After consultations with the Edinburgh District Council Planning Department and the Edinburgh Streetscape Group, two principles emerged: (1) to minimize the signs' visual impact; and (2) to minimize disruption to pedestrian traffic caused by the design of the mounting.

The VMS design which emerged from the consultation is shown in Figure 2. Each VMS consists of a series of individual sign panels. The gap between each panel allows the observer to see through the sign, making the sign appear less bulky and reducing the sign's visual impact. Also, since the sidewalks (called footpaths) in central Edinburgh are extremely narrow, the VMS are mounted on a single pole to minimize the disruption to pedestrian traffic. Further, the top panel of the sign (which provides static information) contains the sign's controller, reducing the requirements for street furniture.

From a traffic management perspective, parking information should be provided at key decision points on the network and made clearly visible to drivers. These loca-



tions, however, were not always compatible with the objective of minimizing the signs' visual impact. Some of the proposed sign locations were close to architecturally significant features.

Photographs of each proposed site were therefore sent to the Planning Department and the Streetscape Group and site visits were arranged to discuss problem locations. In many cases, it was possible to address concerns about visual impact by adjusting loca-

tions without compromising traffic management objectives. In others, signs were relocated even though the final location was not ideal from a traffic management perspective.

SECURING AGREEMENT OF CAR PARK OPERATORS

The car parks within Central Edinburgh are owned by several different organizations. Because of the need to install equipment at each car park, support from the operators was essential. The operators expressed concern about the effects of the system on the operation of their business, since the PGI system tends to benefit the less popular car parks but may direct business away from those car parks that are often at or near capacity.

However, despite their initial misgivings, all the major car park operators agreed to participate. To ensure that the system will continue to expand, the City now requires all new car parks above a certain size and within a defined area to participate in the PGI System as a condition of planning approval.

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GUIDANCE FOR CANADA

The development of the PGI system highlighted several aspects of urban planning in a historical European city that may interest planners seeking to improve the quality of urban life in Canadian cities and towns.

- The focus on broader transport objectives: throughout the project, the City of Edinburgh focused on how the PGI system could reduce traffic circulation in the city centre, rather than on its potential benefits to drivers. This emphasis on the public good resulted in a system that should help the City achieve its longer-

term transportation objectives.

- An appreciation for public space: the level of care and appreciation for public space shown by the Edinburgh Streetscape Group was a noteworthy aspect of the PGI project. This volunteer group took time to ensure that the system would be compatible with Edinburgh's built environment. The group paid particular attention to signs near stone walls, theatres, and buildings of architectural merit.
- Use of planning controls: planning controls in the U.K. are stricter than in Canada. In the interests of the public good, the British public is generally will-

ing to accept greater control on development than Canadians. This tradition undoubtedly helped secure the participation of car park operators. In other societies where planning controls are less accepted, it would have been more difficult to persuade car park operators to participate in a system that was designed for the public good, but whose effect on commercial operations is difficult to predict.

Mario Bozzo and David Kamnitzer work for IBI Group in Glasgow, Scotland as part of IBI's European joint venture with Carl Bro Group (Carl Bro IBI).

ENVIRONMENT

An Environmental Partnership: Bringing Natural Heritage System Planning into Reality

by Meg Ogden and Gary Davidson

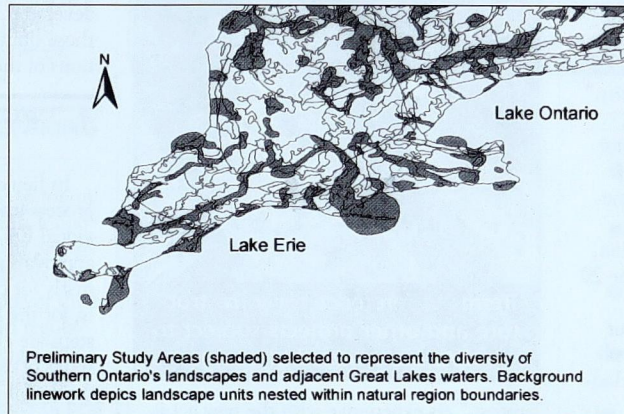


World Wildlife Fund Canada (WWF) is proposing to work in partnership with

OPPI to implement its Endangered Spaces Campaign in Ontario. This partnership will combine WWF's conservation research and OPPI's planning network in the service of environmental protection.

In 1989, WWF began to assemble a national network of organizations to help protect representative areas of Canada's terrestrial natural regions. The campaign has garnered wide public support (over 250 organizations), as well as the endorsement of the federal, provincial and territorial governments. However, success so far has been achieved mainly in northern regions and on Crown lands. Now the campaign is focusing on southern, more urbanized regions, which require a different strategy. These efforts have recently begun in Southern Ontario.

More than 30 representatives from regional and county planning departments, conservation authorities, the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources attended a meeting hosted by WWF last September at the Guelph Arboretum. The WWF introduced the Endangered Spaces Campaign and discussed with the planners their potential involvement in natural heritage system



planning. The group considered a provincewide assessment of natural heritage in which WWF would provide an environmental perspective on the protection of representative areas and Ontario planners would provide the tools and networks for implementation.

Such tools and networks are necessary for the mapping and municipal components of natural heritage system planning. First, existing and potential protected areas must be mapped, using GIS.

WWF has completed a widely accepted and scientifically sound gap analysis that identifies "enduring features" (landforms representing primary sources of ecological diversity) at 1:500,000 to 1:1,000,000 scales. This analysis can be compared to the protected areas listed in municipal official plans to determine where additional protection of features is required.

An implementation system based upon local community acceptance can then be formed. OPPI and other planners have developed extensive expertise in this area, and success will depend on a partnership that includes the planning profession. Finally, legal implications must be considered. It is fortunate that these efforts coin-

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cide with the completion of many regional and county official plans before the turn of the century. Landuse and zoning designations must be also evaluated and redefined. More innovative planning tools—creative site planning, conservation easements, private stewardship, and tax incentives—must be investigated as well.

Currently, WWF is considering a limited number of pilot projects to test innovative approaches to natural heritage system planning, based upon communitybased stewardship supported by official plan poli-

cies. It hopes to undertake these pilot projects in partnership with OPPI and municipal planning offices.

At the same time, WWF proposes to work with OPPI and other stakeholders to develop policies to recognize and protect representative areas. After completing these initiatives, findings from the pilot projects will be circulated throughout Ontario and Canada to encourage representative area planning on private lands. The progress of these pilot studies and the Ontario Endangered Spaces Campaign in

general will be described in future issues of the Journal.

Any questions about WWF, the Endangered Spaces Campaign, or the Ontario planning initiatives should be directed to Kevin Kavanaugh at the WWF offices, (416) 4894567, ext. 262, or the OPPI offices, 18006681448.

Meg Ogden is a recent graduate of McGill School of Urban Planning. Gary Davidson FCIP, RPP is Planning Director of Huron County.

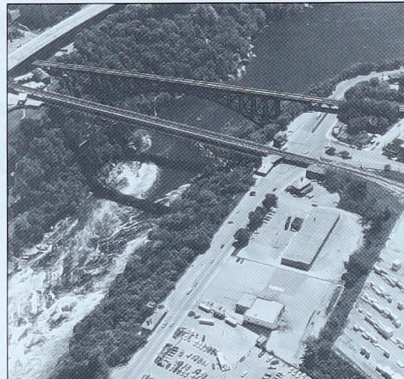
PROFESSIONAL PRACTICE

New EA Act - clutter or clarity?

By Janet Amos

In her remarks to the standing committee on social development reviewing the proposed Environmental Assessment and Consultation Improvement Act, 1996, the former minister of environment and energy remarked that “the problem with the EA process arises largely from its lack of clarity.” She further stated that the new EA Act, (Bill 76) will help to eliminate “process for the sake of process” and will help to keep our sights on tangible environmental benefits. While she recognized past efforts of other governments to refine the legislation, this is the first wholesale re-writing of the 20 year old act.

Overall, OPPI supported the bill in our brief to the standing committee. OPPI volunteers who participated in the brief included Ann Joyner, Dianne Damman, Chris Murray and Philip Wong. The brief stated that “changes to the act are timely... more streamlined and add to the certainty of the



Terms of reference for infrastructure and other projects subject to EAs are a mixed blessing

process.” As experience with the new act is gained, we will be able to determine whether this streamlining has been accomplished.

The new EA act continues the current provincial trends of individualizing and differentiating approvals processes — government sets out the limits and proponents develop their own unique approaches within those limits. Here are the major new directions of the new act.

1. TWO PHASE APPROVALS WITH PUBLIC INPUT

In lieu of one long, complicated approvals process leading to one decision on an individual EA, Bill 76 substitutes two “shorter” approvals processes. Approvals are required firstly for the terms of reference and, secondly, for the EA. In theory, once goals and steps are clearly stated, the workplan or terms of reference will set the proponent’s course for an EA study. For the first time, public consultation will be required at both of the two stages. The EA branch recently circulated to key stakeholder draft guidelines for the content of the terms of reference and a draft flow chart showing timelines.

Terms of reference are a mixed blessing. A proponent may not amend them during the evolution of the EA process. No participants, other than the proponent and minister, are bound by the approved terms of reference. On the other hand, this two stage process will replace the existing single acceptance/approval decision and should lead to earlier no-go decisions for incomplete EAs.

2. NEW MEANS TO FOCUS ISSUES

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ponent may be directed by the minister to a mediator to resolve specified issues. The mediator will report to the minister in 60 days. In addition, the minister may direct the board, where a hearing is required, to hear only specified items. These measures should ensure that uncontested aspects of the undertakings do not add to the time and cost of the EA process.

3. EXISTING CLASS EAs RETAINED & NEW CLASS EA APPROACH

Proponents will continue to rely on existing approved class EAs until they expire. The new act clarifies and replaces the existing provisions for "bump ups" with new "ministerial orders" provisions, but otherwise leave existing class EAs as written. Newly proposed class EAs or replacements for expiring class EAs will be subject to the new two stage approval process outlined in part II of the act, which will deal with the special needs of class EAs. Under the new act, class EAs may deal with a wider range and scale of projects than is the current practice. Also notable is the ability of cabinet to transfer class EA approval to other proponents with conditions or revisions.

4. NEW FREEDOM IN PREPARING EAs

No longer will proponents need to follow the one prescription for EA contents found in the existing act (section 5(3)). In preparing their term of reference, proponents may alternately choose to limit the scope of their EA or follow a yet-to-be-developed regulation for certain types of undertakings. The presence of three alternate approaches to EA contents will multiply the variety of EAs and means the legislation will no longer provide the sole benchmark for EA contents.

5. SPEEDY PROCESS

In 1997, the ministry proposes to release new regulations setting out the timeframes that the ministry must meet. The ministry proposes that a review of the terms of reference will be completed in 21 days and a review of an EA will take 45 days. While these deadlines are optimistic, it is anticipated that they will not be mandatory.

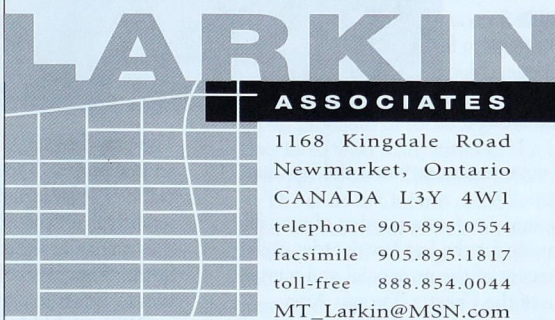
GETTING THERE FROM HERE

Any ongoing individual EA studies have until December 31, 1997 as a grace period to submit an EA under the existing act. We await the final version of the act and the

related instruments.

The answer to the question "new act - clutter or clarity?" will depend on delivery of concise guidelines and clear terms of reference. As with the new planning act and its implementation, the proposed new EA act will result in differentiated and individualized approaches to meet proponents' needs. Whether this will add clutter or provide clarity depends on your point of view.

Janet E. Amos, MCIP, RPP is the environmental approvals coordinator for the region of Halton. An active EA practitioner, she participated in the preparation of the responses to the standing committee on behalf of the Ontario Society for Environmental Management, Regional Planning Commissioners of Ontario and OPPI. She can be reached at (905) 825-6161.



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OPPI is committed to working with the Provincial Government on policy matters affecting our profession and its practice. We are pleased to provide input on Bill 103 and some of the Ontario government's recent announcements about changes in municipal responsibilities and funding for services. It is the position of OPPI that changes to local government should be based on strengthening the following general principles:

- democratic processes, accessibility to and responsiveness of government services;
- equity among people and regions;
- sustainability of environmental, social and economic systems;
- efficiency and effectiveness of government services; and economic development and job creation.

The government has had the courage to face a number of very difficult issues that have plagued Ontario for the last few decades such as funding for schools, disentanglement of the provincial and municipal governments, and governance of the Greater Toronto Area (GTA). While applauding some of the proposals, OPPI is concerned that others need to be rethought to prevent potentially inequitable, unsustainable, inaccessible and inefficient municipal planning and governance.

BILL 103

OPPI chose not to formally express a position for or against amalgamation of the Metropolitan Toronto municipalities, in order to respect the diverse public and private sector cross-section of our membership in the community. However, the Institute does have specific concerns over process issues, over the relationship between the proposed new City of Toronto and the rest of the GTA, and proposed changes to the property tax, all of which are integral to considering the future structure of Metropolitan Toronto.

THE DECISION MAKING PROCESS

The decision to amalgamate the municipalities in Toronto is a major change which will take a long time to fully implement and (which) will have a significant impact on many institutions and individuals. If it is not the right decision, or it is not done well, the result could be harmful to Toronto, the GTA and all Ontario. For this reason the decision to amalgamate, and how to amalgamate, should be based on the best possible information and thorough public debate. Although there have been several recent studies on governance in the GTA, none of these has proposed (amalgamation) or examined the alternative ways in which such an amalgamation might be implemented. Bill 103 does not provide the necessary detail to understand the full ramifications of the proposal. For example, due to the lack of information available on the Community Councils and Neighbourhood Committees and the duties that they will assume, it is impossible for OPPI to comment on the appropriateness of these structures for dealing with planning issues. The Institute would have serious concerns if it was intended to delegate

EDITORIAL

OPPI Response to Recent Government Announcements on Governance and Municipal Financing

•••••
 The following is the text of the OPPI submission on Bill 103

the authority or responsibility for matters currently vested in municipal councils under The Planning Act to unelected bodies.

OPPI believes that policy and planning is improved and democratic institutions are strengthened through debate, involvement of those affected and a thorough understanding of the implications. The lack of information and the speed with which legislation has been introduced has made debate difficult and understanding of the implications of the proposed amalgamation impossible. OPPI does not support those aspects of Bill 103 that have unelected bodies making decisions on matters which should be made by accountable, elected politicians.

The proposed legislation places the Trustees and Transition Team in an inappropriate role for which they are unaccountable in any democratic or legal forum. Good governance requires that elected representatives set the objectives of government to reflect public priorities they were elected to serve, and that the unelected bodies work within that framework. Politicians should not hide from their responsibilities by down-loading policy creation to unelected bodies.

OPPI would like to see changes to the legislation that will provide time and the information for meaningful and full public discussion of alternatives, encourage participation and reduce to a minimum the role of unelected civil servants in decision making.

THE NEED FOR STRONG GOVERNMENT COORDINATION FOR THE GREATER TORONTO REGION

The various recent studies on governance in the GTA ... concluded that the primary problem facing this part of Ontario was the lack of coordination of urban development, economic development, transportation, infrastructure and services in the GTA. An important goal of these studies was to find a governance solution that would increase efficiency and create a cooperative, as opposed to competitive, solution to common problems.

RESTRUCTURING METROPOLITAN TORONTO DOES NOT SOLVE THE KEY PROBLEM.

OPPI strongly supports the position that an effective government structure for the whole GTA is needed that can provide the coordination that is required for GTA-wide issues. The announcements to date on the Greater Toronto Services Board do not appear to meet the need for an effective and democratic coordinating government structure for the whole region. The proposal appears instead, in its first publication, to be starting another round of consultation where a great deal of useful work has already been completed.

OPPI strongly recommends that an effective government structure, that is either democratically elected, or composed of elected representatives from the constituent municipalities, be created for the GTA. This agency would increase efficiency in the region, create a more sustainable environment, strengthen democracy, lead to greater equity between people and regions and improve its economic competitiveness.

The structure of governance for the whole GTA needs to be carefully integrated with the structure for the constituent municipalities. It makes no sense to first create a new structure for Toronto - the centre - and later address the structural issues of the remainder of the GTA. The structure for Toronto should be delayed until the enactment of a new structure for the overall GTA, so that the whole can be evaluated comprehensively as one integrated and balanced system of governance.

CHANGES TO THE MUNICIPAL ROLE IN THE PROVISION AND FUNDING OF SERVICES

PROPERTY RELATED SERVICES

OPPI supports the government's proposal to disentangle itself from the provision of hard services such as roads, water and sewage disposal which are related to the use of property, the costs of which are fairly predictable and largely within the control of municipal governments. If the provincial government no longer funds these "hard" services, municipalities can be expected to deliver them in an efficient, sustainable and locally relevant manner; accountability will be clear and democratic institutions strengthened.

TAX POLICY

The government has proposed to substantially increase municipal funding responsibilities for social programs such as welfare, family benefits, long term care, public health, and the construction, maintenance and operation of social housing.

This would fundamentally change the function of Ontario's municipalities from providing property-related services such as inspections and fire protection, to providing people-related services by subsidizing the incomes of persons and families in distress.

Property related services have historically been funded by property taxes, meaning the services have been paid by those who use them. Applying the same user-pay principle would mean that broad income and consumption taxes, the purview of senior governments in Canada, should be used to fund income support programs and not property taxes.

Taxing property to pay for income support programs will risk the quality of life and potentially the survival of many of Ontario municipalities. The property tax is relatively inelastic, changing only as development and demolitions proceed. The tax is local, offering no opportunity to diversify economic risks, particularly as municipalities are not permitted to borrow to meet current costs. Thus municipalities will not be in a position to respond to the wide swings in program costs that would occur as the economy shifts from expansion to recession.

Unfortunately, it is during recession when the demand for social services would be greatest and when individuals and businesses would be least able to pay the higher taxes that would then become inevitable. Making individual towns and cities liable for costs created by persons moving from town to town in response to local conditions, eliminates the ability to diversify against risk by sharing the

burden. This would force municipalities facing hardship to choose between raising taxes or harsh cuts in benefits, leading to a race to the lowest level in benefits provided.

During a recession these tax changes would pose a danger to small towns which depend on a few industries. The closure or decline of a major employer would create a downward spiral of higher social service demands with resulting higher property taxes on a shrinking tax base. The impact on that community would be to exacerbate the problems and lead to abandonment by those who can afford to do so. This process would also have a major negative effect on Ontario larger centres where most of the social housing and welfare recipients are located.

The higher property taxes resulting from the increased funding responsibilities for social programs, relative to those of nearby suburban towns and cities, would cause a flight of businesses and residents to the low tax suburban communities. This is likely to create the urban problems of social segmentation, abandonment and decline associated with many cities in the United States, a fate that has been spared most Canadian cities to this point in our history.

The costs to Ontario could be high. Healthy urban areas with their intricate mix of individuals and institutions could be negatively affected and existing infrastructure both public (such as roads, public transport, parks and sewers) and private (offices, stores and homes) in the older areas could be under used and not adequately maintained. There will be increased social and physical polarization in Ontario with decay spreading out from the centre of older cities.

Population and employment densities in the urban areas will fall as those who can afford to do so leave. There will be increased pressure for development in the suburban areas which will entail costs for the provision of new infrastructure and buildings.

It has been documented in the United States that regions that have healthy central cities, have stronger, faster growing, more diverse economies than the regions with suburbs that ring decaying urban cores. OPPI strongly recommends that income redistribution not be placed on property taxes and that the many other taxation alternatives that have been put forward by the Who Does What Panel and others be considered.

Municipalities need to have sources of income that will cover their obligations.

Special funds to bail-out failing municipalities as proposed by the government show that municipalities cannot sustain income redistribution on the property taxes. Special funds also tend to re-entangle the province with municipalities' business. The funds will result in reduced municipal accountability.

Predictable funding and expenditures and stability of municipal governments are required for good planning. The problems set out above may be most acute for Metropolitan Toronto, but they will be experienced in many other larger municipalities in Ontario. The repercussions on smaller communities and even rural areas, whose economies are dependent on larger centres, will also be significant. These matters relate directly to the issues contained in Bill 103 and provide further reasoning for the Bill to be delayed until these

The government has proposed to substantially increase municipal funding responsibilities for social programs such as welfare, family benefits, long term care, public health, and the construction, maintenance and operation of social housing. This would fundamentally change the function of Ontario's municipalities from providing property-related services such as inspections and fire protection, to providing people-related services by subsidizing the incomes of persons and families in distress.

important matters are fully analysed and worked out.

IN CONCLUSION

Finally, OPPI represents a profession that has learned the value of public participation in planning matters. Such participation is an essential component in the ultimate acceptance and successful implementation of any plan. It is critical for this government to create such a climate of consensus when dealing with the complexities

of local government, one that has been undertaken largely on a non-partisan basis in Ontario until now.

We respectfully request the government to take more time, to offer more information and undertake a comprehensive approach to these changes.

We are prepared to work with the government and offer any assistance our Institute can bring to seeking such an understanding.

LETTERS

PROSPECT OF DEPRESSION DOESN'T SIT WELL

It appears that the amalgamation of the Metro municipalities will take place and it seems inevitable that jobs may be lost. Rather than getting depressed (This Editorial Could Lead to Depression (Vol 12 No 1)), OPPI should seize this opportunity to trumpet the skills of planners and what they could offer to the "new" Toronto.

It should be suggested to Mr. Leach that planners would be the ideal staff people to be involved in such services as preparing information kits for the public about the roles and responsibilities of the new form of local government, establishing a GIS or other databases for the new City, or drafting new by-laws or Official Plans for the amalgamated municipality. Alternatively, OPPI could assist the enterprising planners who may

be displaced to set up consulting firms to offer these and other services to the City as private contractors.

No job is secure but let's not wait until the axe falls to promote the planning profession.

Nancy Mott-Allen, MCIP, RPP



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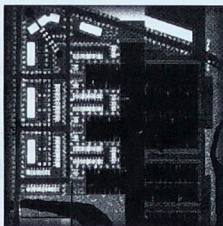
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OPPI AS A "LEARNING INSTITUTE."

by Valerie Cranmer, President

The speed of changes in government structures and administration taking place in Ontario today is unprecedented. To the majority of our members, this is a time of stress, confusion and challenge. There are challenges for us as individuals and there are challenges for the Institute. It is essential for the Institute to respond to these changes in a manner that will be of greatest benefit to the membership.

The challenge is for OPPI to become a "learning institute." One of our more successful professional development initiatives is the Alternative Dispute Resolution Program. The main reason for this success is that it builds on the problem-solving capabilities of planners, and provides them with techniques to expand their skills, thereby providing additional opportunities for employment. The challenge is to provide similar educational opportunities, which build on the skills of planners, in a timely manner, without taxing the resources of our volunteers and staff.

We have been approached by several other organizations about partnering on various skills development workshops. These partnerships could range from joint advertising to joint presentations where the material would be revised to focus on the needs of the membership.

There are a number of ways in which the "learning institute" could be developed. The Internet is accessible to more of our members every day and is becoming an important com-

munication tool. The frequency of networking opportunities should be increased. Participation in conferences and seminars presented by other organizations should be encouraged.

Planners have always been proactive in dealing with their situation and never has the need been greater for us to continue to be proactive in determining our future.

There is another form of partnership, perhaps the most important form, and that is the partnership between the Institute and its

members, and to a certain extent their employers. The success of any program offered is dependent on the commitment of the membership to participate. Through our recent survey, we have information on the various professional development activities you want. Assistance is required in delivering those activities. Are you willing to sponsor a workshop? Can you provide space in your work place to hold the workshop? This is a large province and it is essential

to provide all our members an opportunity to improve their professional abilities.

If you would like to assist the Institute in addressing these challenges, please contact Bernie Hermesen, Director, Professional Development, at (519) 576-3650.



Valerie Cranmer

Valerie Cranmer MCIP, RPP is President of OPPI and principal of Valerie Cranmer Associates Ltd.



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CODE ALERT

By Joe Sniezek

The Professional Code of Conduct was recently amended in four specific areas as a result of discussions of the Code of Conduct Working Group. The Working Group discussed the Code in the context of the National Code of Conduct and comments from the Private Sector Advisory Committee.

The following outlines the rationale for the amendments to the OPPI General Bylaw and the Professional Code of Conduct Rules of Discipline.

- ◆ shall not undertake to do work for a client if he/she knows, or has a reason to believe that another member has been retained for the same purpose by the same client at the same time;

This new clause makes the application of the Code more specific and removes poten-

tial conflicts with respect to the amalgamation of municipalities and county restructuring.

- ◆ shall not provide planning services at little or no cost as an inducement, direct or indirect, to obtain a contract or payment for other professional services unrelated to planning;

This new clause is intended to prevent the use of planning services as a "loss leader". Council will liaise with our sister professions, the Professional Engineers of Ontario and the Ontario Association of Architects, to advise them of this specific new provision of our Code.

- ◆ shall openly declare to his/her employer and/or agency to which he/she is making representation a direct or indirect pecuniary interest (other than professional fees) in any application.

This refined clause clarifies the matter of professional opinions where a planner may have a direct interest in the application or a

contingency fee tied to the application. This has been a concern raised by politicians and Ontario Municipal Board members. The Private Sector Advisory Committee is developing guidelines on this matter as part of a review of conflict of interest.

- ◆ A person who holds membership in any of the corporate classes shall be obligated:

to report any alleged breach of the Professional Code of Conduct to the Discipline Committee in accordance with the procedures set out in Appendix 2.

This new clause now places the responsibility of reporting breaches of the Code on the individual member and is consistent with the obligations of professional responsibility outlined in the Ontario Professional Planners Institute Act, 1994.

Joe Sniezek, MCIP, RPP recently completed his term as National Representative on OPPI Council. He works with the City of Sault Ste Marie.

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OPPI COUNCIL ANNOUNCES EXCELLENCE IN PLANNING AWARDS PROGRAM

By Bob Lehman

At the November 29 meeting of OPPI Council, a new "Excellence in Planning" Awards Program was approved. The intention is to recognize and encourage excellence in all aspects of the profession to promote a stronger awareness of planning among our related professions, all levels of government, potential clients and the general public. The intention of the new awards program is to give out more awards, to publicize the granting of these awards to a much wider audience, and, to give a peer recognition of excellence. Wherever possible, we want to give awards to both the authors and the sponsoring agency/company.

The program will be structured such that awards are given in each of the four districts.

Two levels of awards may be granted - an Outstanding Planning award to submissions which show superior professional accomplishment and Professional Merit awards to submissions which show a high degree of professional accomplishment. The winners from each district will then be submitted to a province-wide jury.

We are fortunate that three outstanding individuals from the planning profession have agreed to be the Provincial Jurors. These individuals are Bill Thompson, recently one of the extremely successful mediators for the Ontario Municipal Board; Diana Santo, Vice Chair of the Ontario Municipal Board and a member of the OMB since 1980; and Hok-Lin Leung, Director of the School of

Urban & Regional Planning at Queen's University.

Awards may be granted in five categories - urban design, planning studies or reports, research, communications/public education and new directions. The intent of the categories is to allow the juries to recognize the broadest range of planning work and to encourage as many submissions as possible. Details on the awards program and a call for submissions were mailed in March. If you have any questions, please call Susan Smith at the OPPI office.

Bob Lehman MCIP, RPP is Chair, Public Presence Committee. He is a principal with The Planning Partnership.

PUBLIC POLICY COMMITTEE REPORT

By Ron Shishido

At the end of January and, like characters in the Exorcist, our heads are spinning from all of the changes coming out of Queens Park. While we obviously are not claiming to be possessed by any devils, to some in our planning community it may feel as though we are getting the pitchfork. The Standing Committee on General Government hearings on Bill 103, City of Toronto Act, 1996 are about to begin. It is apparent that the views of our membership on "Megacity" mirror the broad spectrum of public opinion. That is, some enthusiastically applaud the concept, some vehemently decry it while the majority of us (in the 416 area) are probably somewhere in between, having mixed feelings but ready to entertain change where necessary to maintain if not enhance the quality of life that we enjoy.

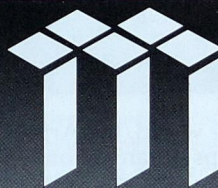
That receptiveness to change does have its limitations. The coalescing of opinion within the planning community regarding the proposed transfer of responsibilities between the province and municipalities (education, welfare, social housing and transit) also mirrors that of the public. Unlike the "Megacity" issue in which the legislation was given approval-in-principle (second reading) by the Government prior to soliciting the public's views on the concept, the opportuni-

ty still exists to fully debate the basic principles underpinning the proposed transfer of responsibilities since that enabling legislation has yet to be introduced in the house. It is clear that our members are looking to and expect that OPPI will formally voice the opinions of the planning community to the Government. Within that context, the Bill 103 Working Group chaired by Frank Lewinberg is meeting to "brainstorm" the issues around Bill 103 as well as the announced transfer of responsibilities (check

the Editorial in this issue). Mindful of the great diversity of opinion and associated emotions that exist within the planning community, the working group is focusing on a "common ground of opinion" approach as the basis for developing a position paper for OPPI Council review/endorsement and submission to the Government. OPPI has requested an appointment to appear before the Standing Committee.

If you are interested in getting involved in the many initiatives of the Public Policy Committee, please call me at (416) 229-4646.

Ron Shishido MCIP, RPP is Director of Public Policy for OPPI, and is a partner with Dillon Ltd in Toronto.



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PUBLIC PRESENCE COMMITTEE - 1996 ANNUAL REPORT

1996 By *Hugh Handy* marked the 10th Anniversary of OPPI. Several events and activities took place in different areas of Ontario to celebrate this milestone, and new merchandise, including a poster commemorating the 10th Anniversary, was produced. On behalf of Council, I would like

to sincerely thank Andrea Kelly (Chair) and the members of the 10th Anniversary Committee for their countless hours of work over the year and on a job well done.

The OPPI Communications Awards program was reviewed in 1996, resulting in its replacement by a new "Excellence in Planning" Awards program. (Please see the article by Bob Lehman elsewhere in the Notebook for a description of the new program.)

As part of the implementation of the OPPI Strategic Plan, the Committee began

developing a Community Education Package. This package is intended to provide members with information on the process which can be used to promote the work that planners do.

As outgoing Chair of the Public Presence Committee, I would like to thank my Committee and all those who assisted me at different times over the past year.

Note: This report was inadvertently omitted from the recently published OPPI Annual Report. Apologies to all concerned.

*Hugh Handy MCIP, RPP was Chair,
Public Presence Committee (1995-96)*

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EASTERN DISTRICT

EASTERN DISTRICT MAINTAINS MOMENTUM ON PROGRAM EVENTS

By Greg Winters

The Eastern District is holding a series of lectures on urban issues in 1997. Titled "Urban Forum: Voices for Changing Times," the series is sponsored by OPPI, the Institute of Transportation Engineers, the International Society of Arboriculture, the Municipal Engineers Association, the Ontario Association of Landscape Architects, the Ontario Society for Environmental Management, the Ottawa Regional Society of Architects, the Ottawa-Carleton Home Builders Association, and the Royal Architectural Institute of Canada. "Pathways to a Walkable City" was held on March 4, 1997. "Greening Our Urban Spaces" will be held on Thursday April 10, 1997 at 7:00 pm, Champlain Room, Ottawa-Carleton Centre, 111 Lisgar Street, Ottawa. There will be a \$5 charge at the door (free with student identification). Other lectures planned for the Fall include, "The Impacts of High Technology on Urban Form" and "Developing Contaminated Sites."

The National Capital Commission's Greenbelt Master Plans are now completed. For more information or to obtain a copy of the document for \$16, call Richard Scott of the NCC at (613) 239-5512.

Students from Queen's University School of Urban & Regional Planning are hoping to attract interest in their Internship Program this summer. The Internship Program is designed to help place students with limited practical experience in a planning related field. For more information, contact David

Gordon or Hok-Lin Leung at (613) 545-2188.

The Eastern District is pleased to announce the creation of a new Student Award to be presented to the most promising planning project from a student in a relevant program at Queen's, Ottawa or Carleton Universities. The award will be

open to any level, undergrad, grad or post-grad validated by an appropriate faculty member.

The Rideau Valley Conservation Authority has announced that the Jock River Watershed Plan, started in 1994 by the Friends of the Jock and the Conservation Authority is well underway. The plan is one of seven ecosystem pilot plans to test the



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Districts



validity of provincially established watershed planning guidelines. The Conservation Authority announced that data collection for the Jock River is complete and an interim report was published in September. The next step will identify what users want for the future. Copies of the Interim Report on the Functions and Status of the Jock River Watershed are available from Lynn Preston of the Rideau Valley Conservation Authority at (613) 692-3571.

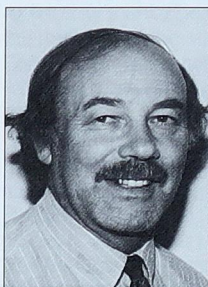
Greg Winters is editorial coordinator for the Eastern District.

KINGSTON AMALGAMATION A SLOW BUSINESS

By Rupert Dobbin

The new "City of Kingston," to be created from the current City of Kingston and the townships of Kingston and Pittsburgh, will officially come into existence on January 1 next year. Although the decision and agreement on amalgamation was struck by the three constituent municipalities nearly a year ago, the provincial regulations and "order" have only recently been made public. They contain some provisions which exceed the recent provincial "who does what" legislation.

Much of the work required to implement this effort could not begin in earnest until the "order" was actually made in December of 1996, as there was no legal authority to commission or undertake any of the necessary processes and actions or to fund them. An unrealistic scenario. However, now that the "order" is in place, activities are begin-



Rupert Dobbin

ning to move forward. The "Interim Committee," composed of the heads of council of the three constituent municipalities, is now officially in charge of the process. Three committees will advise the Interim Committee in the fields of assets and liabilities, human resources, and communications. It is hoped that the administrative structure of the new city will be established soon and that the key personnel will be appointed to begin the process of establishing the functional and administrative organization of the new city and to establish staffing requirements and selection. Staff will be selected from the existing labour pool of the constituent municipalities as defined on June 22, 1996. A tall order in such a short time.

It is entirely possible that not all of the transition will be complete by 1998. However, that should not have much effect upon the overall operation of the corporations as individual units of operation can be blended into the new system over time. The opportunity for existing staff at any level to apply their knowledge and experience to an exercise intended to re-design a corporation worth hundreds of millions of dollars is still unclear. The decision making process may well remain political. An interesting approach.

Needless to say, uncertainty is rather high at this time pending certain key decisions relating to structure and staffing.

Rupert Dobbin MCIP, RPP is Director of Planning, City of Kingston

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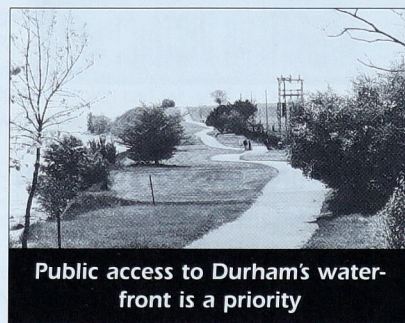
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CENTRAL

GTA SUB DISTRICT

PROGRESS ON DURHAM'S WATERFRONT

The Region of Durham recently adopted a new waterfront policy that sets out a clear regional perspective but which leaves



Public access to Durham's waterfront is a priority

detailed planning to the local municipalities. The essence of the vision for Durham's waterfront is to promote a variety of activities with broad appeal; to treat natural features as part of the waterfront experience; and to promote access to the water's edge at key locations, and to promote good connections between six key sites. The waterfront trail (being developed with the Waterfront Regeneration Trust) will be linked wherever possible to other trails and open space in the region.

The new policy also identifies the scope of environmental impact studies required for development proposals.

John Michailidis MCIP, RPP is a planner with Durham Region.

PETERBOROUGH SUB-DISTRICT

by Kevin Duguay

The Peterborough and Area Planners Group is offering a series of three information workshops pertaining to "changes to local government". The first session, on April 3rd, will provide participants with a whirlwind tour of the significant changes to occur to local governments (structure, management, financial and regulations). The second session will be held on June 19th, and will review what has occurred, and those proposed changes yet to occur to local government. A focus on financial implications will be provided. The final session is scheduled for September 25th, and will focus on what municipalities will be faced with in implementing the many changes to local government. The session will provide an overview of implementation strategies, requirements and implications.

For more information contact Kevin Duguay at (705) 748-8880.

Innovative Planning for a Municipal Greenway System

By Bruce Singbush



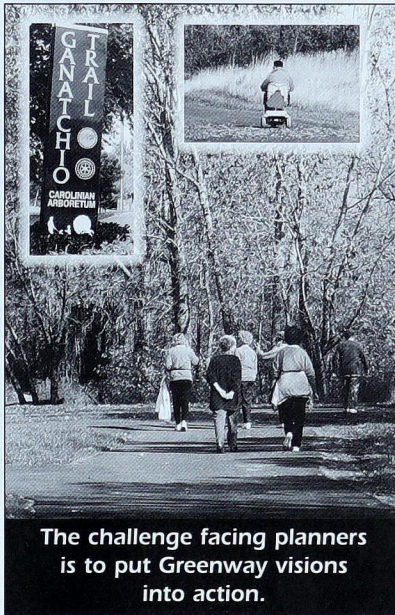
visions of interconnected natural areas and parkland systems are now commonplace in planning documents across North

America. The challenge facing planners is to put these Greenway visions into action.

The City of Windsor has been working on a Greenway System since 1989. Over the past seven years, Windsor has doubled the length of its bikeway system to more than 30 kilometres, added more than 200 hectares of new parkland, and adopted a comprehensive Greenway System strategy. The keys to these successes have been meaningful public participation, good communication, and the development of innovative partnerships.

Windsor sought the support and participation of local citizen and environmental groups in its efforts to conserve natural areas. The City, in partnership with the local school board and a group of concerned citizens, recently recruited university and high school students to carry out a biological inventory of a local woodlot. The information collected was used in the environmental evaluation of a residential development application. Based on the findings of the environmental evaluation report, the development application was rejected and the woodlot has since been redesignated as a protected natural area. Not only did this initiative add an important component to Windsor's Greenway System, but it also provided an educational employment opportunity for students.

Communicating the benefits of an interconnected Greenway System to prospective



The challenge facing planners is to put Greenway visions into action.

developers early in the planning process has also helped Windsor add linkages to the system. The City recently obtained two woodlots and connecting recreational corridors from a local developer as a part of a large development plan. Developers now consult with municipal officials before they finalize their plans and many have agreed to incorporate recreational linkages into the design of their developments that connect with the Greenway System. The developers have realized that including these connections and other "green" features is part of an effective marketing strategy.

Stewardship agreements have also helped to add new areas to the Greenway System. Windsor has fostered several stewardship agreements with local manufacturing companies to help conserve woodlots and create forested areas on parts of industrial properties. These areas are kept under private ownership and public access remains at the discretion of the landowner.

Although education, consultation and stewardship agreements are the preferred way to conserve natural areas, in certain parts of Windsor, acquisition is the only realistic way to achieve its goals. In these cases, innovative financial partnership arrangements have been formed. The City, in conjunction with the local public school board and a neighbourhood group, is currently raising money to acquire one of Windsor's designated environmental policy areas. This joint fundraising has relieved the City of some of the financial burden associated with acquiring a large natural area and has provided an opportunity for citizens to become involved in the development of the Greenway System.

Through creative initiatives such as these, planners can help achieve the vision of a municipal Greenway System. In an era of fiscal restraint, the participation and involvement of all stakeholders helps visions become reality.

Bruce Singbush, M.A., is a planner with the City of Windsor. This topic is one of the many subjects that will be further explored at the 1997 OPPI conference in Windsor. Look for more articles in the next issue of the Journal.

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Marketing and construction will soon begin on the first phase of Seaton Group's residential development in the Village of Rockwood. The development, Rockwood Ridge, represents an attempt to balance a community's sense of place, the natural environment and the need for economically viable market-driven housing.

Rockwood has an abundance of open space, forested areas, the scenic Eramosa River, a Conservation Area with some of Ontario's most unique limestone formations, and a quaint downtown core located on Highway 7. Its proximity to Guelph and the GTA is resulting in development pressures.

The 100 acre site owned by Seaton Group contains a number of significant natural features, including several plantations, mature woodlots and hedgerows and stone walls and a forested ridge providing views of the surrounding countryside. It has extensive frontage on Highway No. 7 and is located across from the historic Rockwood Academy, used for the filming of "Agnes of God" starring Jane Fonda. The plan includes close to 500 residential units of which the first phase of 100 units is about to begin.

PROJECT FEATURES BASED ON NEW URBANISM

The site's environmental features have been integrated into the active and passive open space system which preserves the special character of the property and provides future residents easy physical and visual access to the natural environment.

Rockwood Ridge incorporates several of the principles of "New Urbanism" and utilizes Alternative Development Standards (ADS). After considerable negotiations with the Township, some of the proposed ADS features were approved, such as reduced road allowances, modified lot grading criteria and reduced vertical curve road design criteria to maintain topographic features and promote infiltration.

DESIGN INNOVATIONS IN THE HOUSING MIX

The developer's goal from the outset has been to build a community which has the look and feel of a predominantly single family neighbourhood, but which integrates a variety of dwelling types, including townhouses, semis, duplexes, triplexes and even

STRIKING THE BALANCE:

New Residential Development in a Small Town Setting

By Jeremy Grant

fourplexes. The density categories provide for a mixing of dwelling types - although the marketing advisors have strong reservations about this approach. The developer is of the view that a variety of house types will both enhance the social mix of the community, provide needed affordable housing and broaden the overall market for the project. Ultimately, the actual market take-up of the non-single detached units will determine the final housing mix.

VILLAGE CENTRE

A small mixed use "village centre" is also planned abutting Highway 7 within walking/cycling distance of the entire site. This area will contain commercial retail, residential, service and institutional uses and will be modeled after the typical Ontario Main Street. This will be accomplished by setting the traditional style buildings at the street line versus the typical suburban retail strip approach. Parking will be accommodated



Special design details include option of locating garage to the rear.

through a combination of onstreet and dispersed, small scale parking lots and in one case, a rear public lane with detached garages.

RESIDENTIAL ARCHITECTURE

The predominant residential architectural theme will be Victorian. Front porches, combined with reduced front yard setbacks and garages which are either detached at the back, attached at the back, or recessed at the side (the choice will be up to the purchaser) will create a pedestrian friendly,

community-oriented neighbourhood. The builder plans to offer a range of exterior finishes including brick, stone and maintenance-free board and batten which will break up the streetscape and reflect the traditional materials of the community.

SPECIAL HOUSE FEATURES

The builder also plans to offer special house designs incorporating home offices, either within the house, the rear attached garage, or in a detached accessory building in the back yard, so as to cater to those persons who will work either full or part time at home. In addition, accessory apartments, either within the dwelling unit or in the detached accessory building are permitted. This feature will give purchasers the opportunity to create second units legally, which can assist in their carrying costs and/or provide alternative living arrangements for relatives in garden suites for example.

"Green home" features will also be offered as optional upgrades such as low maintenance, natural landscaping instead of, or in addition to, traditional sod, rain barrels, home composters. In addition, optional "healthy home" features to enhance indoor air quality such as nontoxic paints and sealants, formaldehyde-free kitchen cabinetry, and hardwood or ceramic flooring throughout instead of broadloom will be offered.

THE BOTTOM LINE

It is hoped that Rockwood Ridge's design features will contribute to the creation of a highly liveable, vibrant, mixed community which combines the best of our older neighbourhoods with the conveniences of modern communities in a way which is respectful of the environment. Such options will provide the consumer with choices with respect to environmental and personal health which presently are not typically available in new subdivision projects.

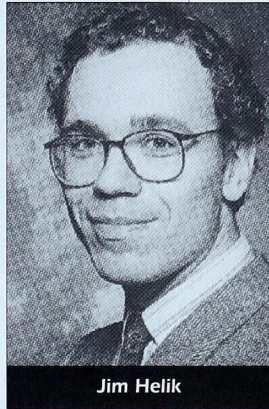
Jeremy Grant BES, MCIP, RPP has been a practicing planner 1983. He has been the Director of Planning and Development for Seaton Group since 1989 and also has his own planning practice, Jereco Planning Services. Linda Lapointe MCIP, RPP is contributing editor of the Journal's housing column. She welcomes comments and feedback as well as articles on housing and residential planning. She can be reached by phone at 416-323-0807 or fax 416-323-0992. Her e-mail address is 74364.2357@compuserve.com.

She is a private consultant who deals with housing and residential matters.

Keirs Enjoying Moving Experience

Andy and Susan Keir, principals with Keir Consultants Inc., have settled into their branch office in Kuala Lumpur, Malaysia. Two new projects include developing a GIS based information system for a new national waste management company which was recently awarded 20 year privatization contract for the collection and disposal of 70% of the country's waste. An associated task includes siting of new transfer, recycling and landfill facilities.

The second project involves preparing the detailed financial model and tariff plan for the same company. Projected cashflow over the period of the contract is \$15B. The system will enable the company to do routing, customer billing, and asset monitoring. They claim not to be missing Canadian winters!



Jim Helik

President Ian MacNaughton, "Although one of our greatest strengths is our more than 20 years of history as a firm, new blood can often add valuable new perspectives and knowledge."

In 1996 the firm added two new partners, James Parkin and Carol Wiebe (and thank-fully for the firm's receptionist, they report that the company name will remain unchanged). James is a former Ministry of Natural Resources employee who joined the firm in 1989 and specializes in aggregate planning and resource management. James became a full OPPI member in the summer of 1996. Carol joined MHBC in 1994 and has provided services relating to community planning and land development to public and private sector clients since 1980.

The additions continue with Amarjit Sandhu, an aggregate resource specialist who spent eight years with the Ministry of Natural Resources. He will provide new services to the firm in the field of site audits and self monitoring. MHBC has also hired Douglas Herron, a land use and community planner with municipal and private sector experience in the County of Victoria, London, and GTA areas. Lastly, the firm has also added Michael Crechiolo, to provide planning and urban/landscape design assistance to the firm's activities. All of these additions bring the staff complement to 21.

As always, MHBC's projects cover a broad range of planning practice. Current examples include the preparation of new official plans for the Township of Delhi and the Town of Walkerton, an environmental

constraints/land use study for the Middle Strasburg Creek in Kitchener, a community planning exercise for lands on the west side of Waterloo, and the planning of a new regional mall in Cambridge. MHBC is also expanding their services into new areas, including alternative dispute resolution.

Ted Davidson Adds ADR Qualification to Complement Experience

Facilitation has been one of the building blocks of Ted Davidson's practice in a career spanning more than 25 years. Last year, Ted added ADR qualifications obtained from the University of Windsor Law School to formally underline his commitment to that aspect of his practice. He sees ADR techniques, fully integrated with traditional development and planning services for a diverse client base, as an important tool in avoiding costly litigation. The authority established under section 65 of the Planning Act is an important addition to the legislative basis of planning in Ontario, Davidson suggests. Ted can be reached at (905) 891-9290.

Jim Helik MCIP, RPP is contributing editor for the consulting practice column. He is also editor of Canadian Investment Review, published by Maclean Hunter Ltd.

MHBC: only the name stays the same

In the fall of 1994, the Journal reported on MacNaughton Hermsen Britton Clarkson Planning Limited's attempts to embrace change in order to stay competitive. Following this philosophy, MHBC has recently made several moves to strengthen its professional team. According to company

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PETER WALKER WINS ARBOR AWARD

Peter R. Walker, MCIP, RPP graduated from the University of Toronto with degrees in geography in 1966 and planning in 1969. The Arbor Award, presented by the University to a select few in recognition of outstanding personal service in the interests of university alumni, was presented to Peter on February 5 by Robert Pritchard, president of the U of T. Peter spearheaded the efforts of professional planners and alumni to establish the Ian D MacPherson Award for outstanding graduate students in the planning pro-

gram. He has also served on the Geography Advisory Board and led the campaign to establish an endowed chair in planning. As OPPI members also know, he is a principal of Walker Nott Dragicevic Associates Ltd and chair of the Discipline Committee.

PAT OLIVE - AGAIN!

Patrick W. Olive MCIP, RPP, Commissioner of Economic Development with the Region of Durham, recently received another prestigious award, this time from the Economic Developers Council of Ontario. The "Ontario Economic Development Achievement Award" was presented to Pat at EDCO's recent annual conference by Mary McLaughlin, vp of Corporate Affairs for Ontario Hydro, who sponsored the award. Visitors to Durham's offices will be able to admire the soapstone work, created by Stone Studies SIKO of Parry Sound, for the next year.

FOTENN EXPANDING

Fotenn Consultants Inc. recently hired Beverly Jensen MCIP, RPP and Leeann McGovern. Beverly is rejoining the profession after taking time off to raise her two daughters. Leeann is a recent graduate from the masters program at Technical University of Nova Scotia.

SO'S THE JOURNAL

In keeping with the Journal's mandate to be the prime source of information on all

aspects of professional practice for the planning profession in Ontario, the Journal is pleased to announce two new appointments. First, Brenton Toderian, MCIP, RPP, a senior planner with MacNaughton Hermesen Britton Clarkson Planning Ltd in Kitchener, will be our new contributing editor on innovations in the commercial sector. Brenton provides a broad range of consulting services to public and private clients, with a particular interest in retail and commercial planning. He also sits on the executive of the Southwestern District executive and is chair of the program committee.

Second, we are also pleased to announce that Greg Daly, MCIP, RPP, a planner with Weir & Foulds in Toronto, is our new contributing editor for the People section. Keeping track of careers and people on the move is a key part of effective networking. Knowing who to call can make the difference in getting the information you need! Greg wants to hear from you.

Third, the Journal is pleased to welcome well-known municipal lawyer Stanley Stein, a partner with Osler Hoskin Harcourt in Toronto, who will be contributing articles several times a year on issues being dealt with by the OMB.

Greg Daly MCIP, RPP is contributing editor for the People section. He can be contacted at Weir Foulds in Toronto.

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What's Going On At Ryerson

By Mario Cavallaro

Greetings from the Ryerson School of Urban and Regional Planning! Things are in high gear during our school's 29th year. The annual field trip took place in October. Our third and fourth year planning students, along with faculty members, spent a week in New York City. The trip was both enjoyable and educational as the students were exposed to housing, transportation and waterfront redevelopment problems, and an in-depth seminar on how planning is practiced in New York City. Dr. Springer arranged a presentation with the New York/New Jersey Port Authority and the New York City Planning Commission, whose staff explained how a megalopolis functions on a daily basis.

The recent buzz is the proposed redevelopment of Yonge and Dundas - Toronto's version of Times Square. We expect Ryerson planning students and faculty will offer input into the process and the outcome.

A closing note: the Golden Bulldozer, a friendly annual competition between the Ryerson and Waterloo planning schools, will be held in March.

Mario Cavallaro is a 3rd year student in Ryerson's School of Urban and Regional Planning. He can be reached at (416) 242-3578 or e-mail mcavalla@acs.ryerson.ca.

On Planning Schools

AN ARGUMENT FOR EXTERNALLY DRIVEN CURRICULA

By Reiner Jaakson



The articles by the directors of Ontario planning schools, which appeared in the 1996 July/August issue of this

Journal, offer rich material for debate on the future of the profession. Most of the articles were in the form of commercials for the schools and job marketing strategies for their graduates. The exception in style was the article by Beth Moore Milroy of Ryerson, who presented a clear statement of the Ryerson vision of the strong forces shaping the profession and planning education.

My comments do not pertain to any specific school, but are general observations only.

The articles raise many questions. Is there an oversupply of planning graduates? Should some schools be shut down? To what extent should schools explicitly specialize? What is the balance between training for a job and educating for a career? Are faculty teaching planning exclusively as an academic subject or are they over-reacting to the tight job market by pumping up students with the latest computer software? What constitutes a core education to be shared by all planners?

The world today faces two main global challenges: protecting the ecological integrity of the biosphere and eliminating murderous societal inequalities within and between states. The problems are reciprocally reinforcing. There is no running away from these challenges. The ramifications will affect even the most remote communities, everywhere. If planning denies these challenges, or retreats into the technical shell of development processing, it will renounce its

mandate to society. Planners will cease to be managers, and instead will become book-keepers of community well-being. The profession would be safe, but irrelevant.

Planning schools are ideologically highly charged places. Their curricula may reflect the pedagogic conflict between rival faculty more than the needs of the profession. Curricula end up being internally supply-driven, instead of being externally demand-driven. The need of society for the services of the profession we call planning should govern what planning schools teach, not the competing world-views of faculty. The problem is that faculty with incompatible ideologies cannot agree on what planning is. This pedagogic uncertainty about curricula haunts all planning schools.

Planning faculty are torn between the demands of teaching, research, administration, and professional practice. Students clamour for marketable job skills - in some cases from academics who are deeply involved in esoteric research! Planning faculty should have a choice of two career tracks: the researcher-teacher or the practitioner-teacher. Some faculty should retain the privilege of studying planning purely as an academic field. But if all faculty do this and this only, the program would cease to be a planning school and would become an academic urban studies department. Nevertheless, this tension between planning as an academic field and as a profession is

precisely what makes planning schools such intellectually exciting places.

The conflict in planning education between theory and practice is often exaggerated. The two are not opposite, but complementary: each contributes both to training ("this is how you do it") and to education ("this is why we do it"). Admittedly, some planning faculty in the past have philosophized about existing academic theories on planning, instead of developing better theories for use in practice. This is now a luxury which few will risk. A pity, since the academic theorizers have traditionally been the intellectual stars of planning schools. However, universities are no longer cosy collegial havens, but are run more like corporations.

For a planning school to be accredited, at least four faculty members must be members of CIP/OPPI. Planning schools historically have always had difficulty meeting this requirement for accreditation. Several schools in Ontario are currently in danger of losing their professional accreditation because their faculty lack experience in planning practice. Planning academics tend to move from one degree to the next and from the Ph.D. straight into teaching without ever having worked in a planning office. The CIP has made it easier for faculty to join the Institute, by equating some academic work with planning practice. But then why insist on faculty membership in the CIP, as a criterion for accreditation of a school? If professional accreditation of a school is intended to ensure that faculty are involved in planning practice, then the CIP should demand from faculty solid experience in practice outside academia as a criterion

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for joining the CIP. The larger issue here is the purpose of accreditation of planning schools and whether or not the CIP should be the profession's watchdog over planning education.

The cause of high unemployment among recent planning graduates is not the result of some gross inadequacy in their education or training; the main cause is a gross oversupply of graduates. Given major shifts in the labour market, this is a problem in many professions. Students who demand more job skills or more opportunities to work with the latest computer software in their education are sadly mistaken if they believe that acquiring more skills will get them a job. Planning schools would be remiss if they were to fixate on technical vocational training at the expense of a substantive and broader, more knowledge-based, planning education.

The directors of the planning schools should go back to the drawing board. They should try again, and this time they should not write advertisements for their school. The professional community of practicing planners has the right to expect a Journal article from each director in which the school presents a coherent argument of how its pedagogy responds to the changing roles and needs of the planning profession in contemporary society.

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