

ONTARIO PLANNING JOURNAL

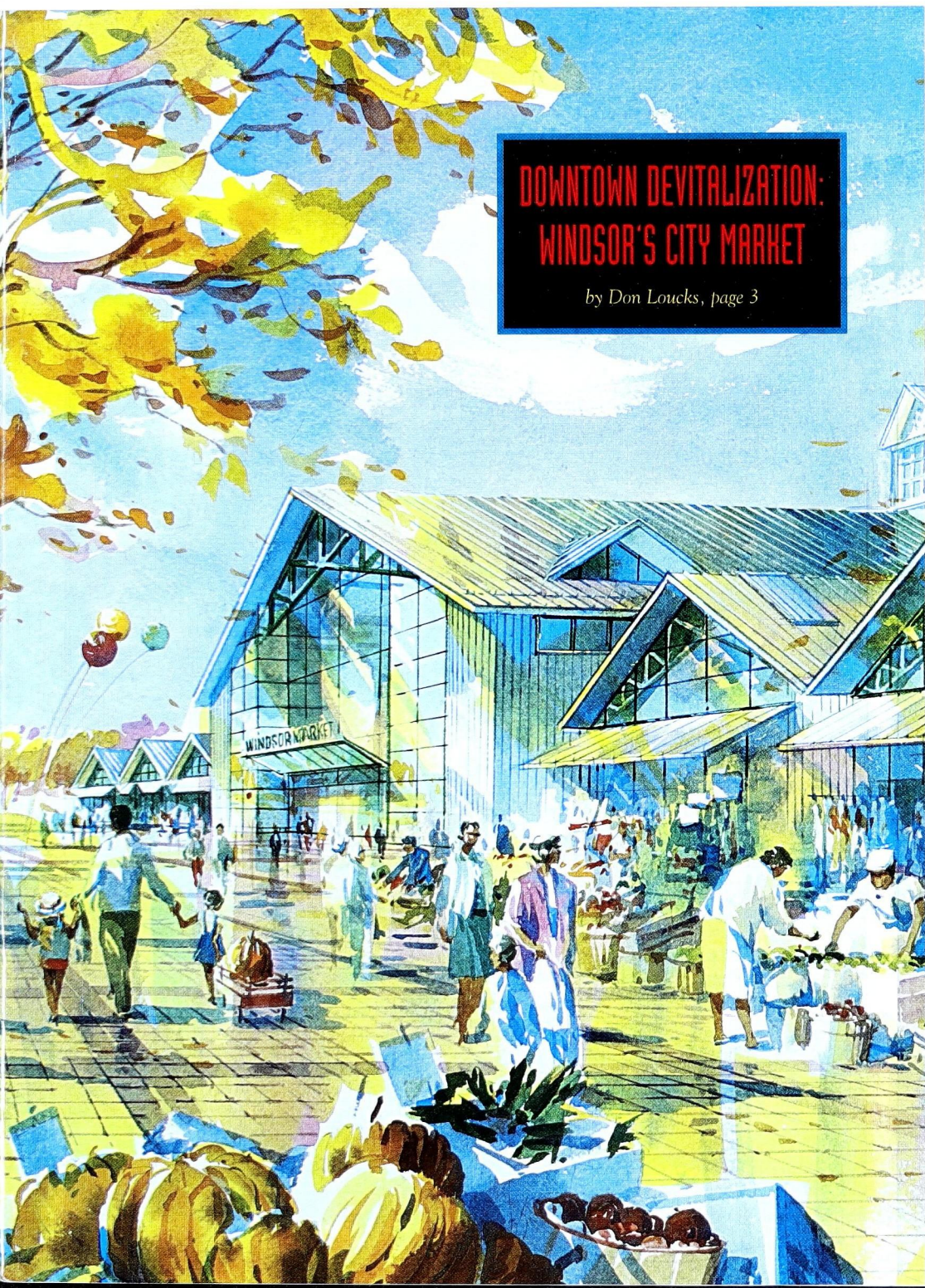
ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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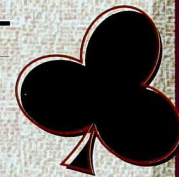
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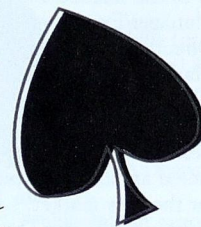


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DOWNTOWN DE-VITALIZATION: WINDSOR'S CITY MARKET

By Don Loucks



After 139 years of downtown markets, the City of Windsor said no to community reinvestment and a new public farmers' market. Although reurbanization, concentration and infill characterize the planning of most Canadian cities today, the decision not to rebuild the market represents a shift in the opposite direction.

The following chronology reveals Windsor's commitment to urban revitalization.

August 1858: Windsor's municipal market committee was organized to set up the city's first market.

August 1929: the present public market, built at a cost of \$190,000, celebrated its opening. A *Border City Star* columnist wrote, "Indeed, in all the length and breadth of this country it is doubtful if a finer market can be found."

October 31, 1994: City Council adopted the Windsor City Centre Revitalization and Design Study which stated, "The heart of the city can and should accommodate both visitors and residents," and revitalization "depends on ensuring that all revitalization efforts are undertaken with the intention of making the City Centre interesting and accessible to, and a source of pride for all residents." This important study also cited an extensive public consultation that had concluded, "The City Market should be maintained in the City Centre and upgraded" and recommended that the city "provide a new site within the City Centre for development of a Farmer's Market, preferably in the Civic Square District."

January 27, 1996: The City Centre Revitalization Task Force listed "Keep the City Market in the

City Centre" as one of its strategic priorities.

March 18, 1996: Council confirmed its intention to continue the market tradition and confirmed that the civic market was a "critical element" in maintaining a City Centre where Windsorites want to live and work.

April 1996: A Request for Proposal described the intended project. It would have four levels, with the market on the street level and parking for 550-600 vehicles

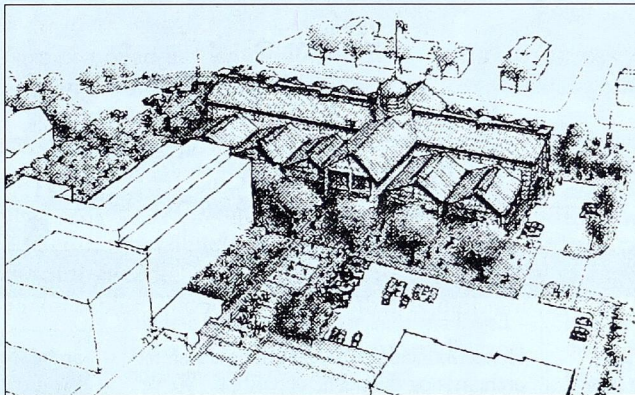
Councillors voted not to continue with plans to provide 300 parking spaces, develop site improvements for half the Civic Precinct and rebuild the City Market on a new site next to City Hall at a cost of \$7.6 million.

What happened? Whatever City Council's reasons for reversing direction and putting an end to the tradition of a public market in Windsor might have been, they did not include the following:

1. The design of the market, which attracted approval from all sections of the community. A recent opinion column in the *Windsor Star* said, "The new market building east of City hall will look like a market pavilion, not a parking garage. It will have glass window walls all the way around it. In good weather, the market will open to let people easily flow outdoors into a market square. It will blend with the character of the buildings around it, especially All Saints Church... the 'homespun' character inside our current market

is to continue in our new market. From concrete floors to visible roof rafters, our beautiful new market will be durable. Its casual character and hustle and bustle will set it apart from supermarkets."

2. Lack of money. Of the projected cost of \$7.6 million, almost half represented reinvestment of city money, the proceeds from the sale of the former market and money in the parking reserve fund. The remainder would have been derived from the market's own revenues.
3. Complaints from neighbouring property owners. Representatives



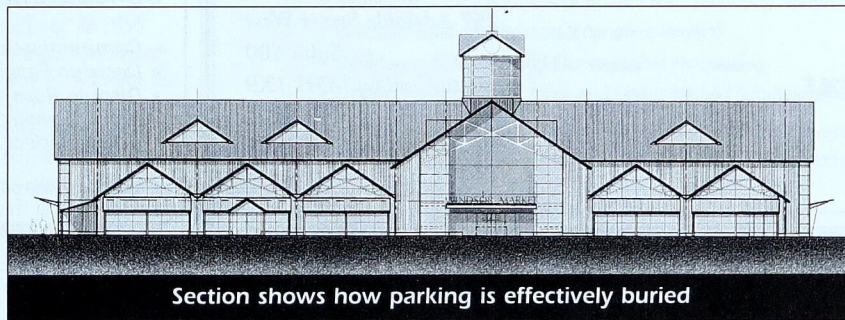
The preferred option

on the upper floors.

July 29, 1996: Hotson Bakker Architects and their consultant team was selected to provide architectural and engineering design services for the Civic Square Market and Parkade.

December 16, 1996: Council approved in principle one of Hotson Bakker's designs.

April 1, 1997: Eight of ten City



Section shows how parking is effectively buried

from All Saints Church located 40 metres from the proposed market were members of the Steering Committee and fully supported the process and the project.

4. Concern about the financial feasibility of the market. Both the Market Manager/Executive Director of Farmers' Markets Ontario and an independent retail consultant specializing in fresh food markets projected an annual surplus for the new market.
5. Parking problems. The original concept called for over 500 parking spaces and proposed a budget of \$8 million to meet this need. The proposed project, through overlap and shared use agreements, would provide the same number of parking spaces for half that cost.
6. A sense that the project was inappropriate for the city. Windsor has been in the market business since 1858. A public market serves the public interest. It is a place where small tax-paying, local businesses can start. It is a social institution that offers a broad range of fresh, unique products and allows face-to-face contact with producers and owners in an atmosphere that is fun. This is very different from a commercial market and super-market.

So why did so many city councillors oppose the new market? According to a

Windsor Star columnist, "Public opposition to the project was the main reason councillors cited for a decision that came after almost five hours of debate and presentation... Councillor Donna Gamble (a long-time supporter of the Windsor's Market) blamed Windsor Star columnist Gord

The City Centre Revitalization Manager believes some disgruntled market vendors and "self-styled champions of private enterprise" had a vested interest in cultivating, if not organizing, vocal opposition to the project, "appropriating for themselves a commercial monopoly on 'Windsor's Farmers'

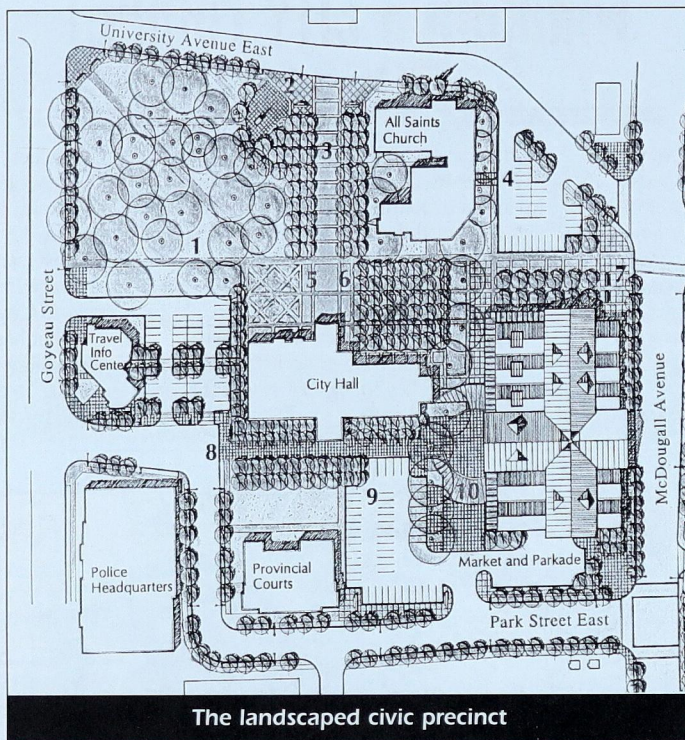
market experience." He observed, "Most cities regard that experience as too precious to forfeit from the public domain." Its loss from Windsor's downtown, he says, "signals this community's deliberate intention to abandon the equilibrium necessary to preserve the life of the city in the heart of the city."

In spite of the current mood of deregulation and privatization, communities across Canada are beginning to understand the environmental and tax cost of ignoring their city centres. Projects that attract people to live and work in the downtown are gaining popularity and funding partners.

Public farmers' markets can be an important part of the complex balance of facilities and activities that make up a downtown where people want to live, work and visit. Now is the right time, downtown is the right place

and the years of study and design that led to the proposed Public Market is the right process and the right answer. Only time will tell if Windsor can put the "re" back into revitalization.

Don Loucks is principal in charge of the Hotson Bakker Architects Toronto office.



The landscaped civic precinct

Henderson and the paper's editorial staff for orchestrating the public opposition. 'We've been threatened. We've been manipulated tonight to not make the right decision,' she said before voting to shelve the market plan she called the most 'well thought out' document she had seen during her time on council."

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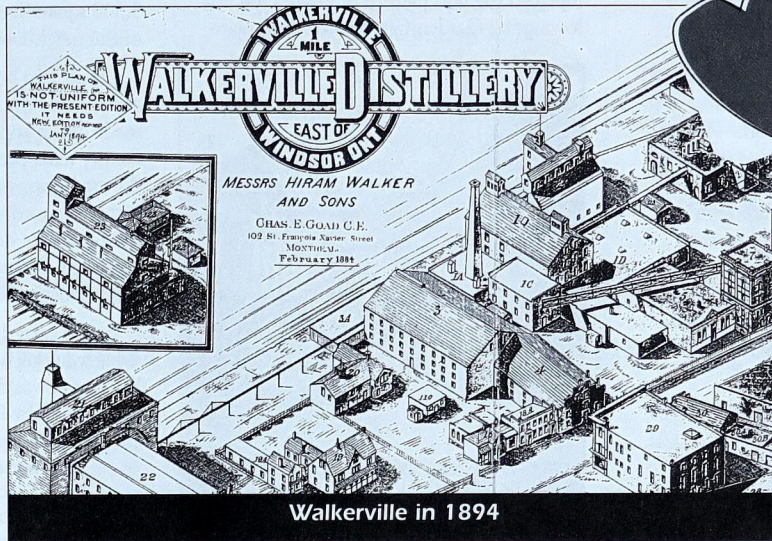
Strategies for Preserving Walkerville: Ontario's Only Turn-of-the-century British New Town

By Evelyn McLean



Although it has been part of the City of Windsor

since 1935, Old Walkerville is a distinct community that was planned and almost entirely owned by the Walker family in the early 20th century. It lies about a mile to the east of the City's core, and is currently being studied by the City of Windsor Planning Department and Windsor's Architectural Conservation Advisory Committee as a possible Heritage Conservation District under Part V of the Ontario Heritage Act.

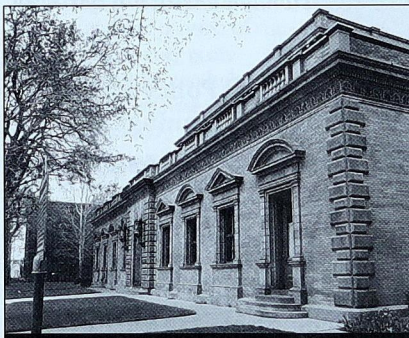


Walkerville (or Walkertown) had about a hundred inhabitants. In 1869, it was granted post-office village status.

A church built near the river front in 1871 provided public school space until about 1880, when a new school building was erected. A fire department was established, the shipping wharf flourished, streets were extended and paved under Walker's supervision. He even encouraged social evenings and sports teams in the village.

OLD WALKERVILLE

Hiram Walker bought the land in 1856 and built a distillery and a steam-powered flour mill on the south shore of the Detroit River in 1858. His reasons for moving the



Classic architecture well preserved

business to the south shore included Michigan's "Ironclad Maine Law" of 1855 that made traffic in liquor illegal, the arrival of the Great Western Railway to Windsor in 1854, regular ferry service that increased his market area, and the Reciprocity Treaty of 1854, which allowed free import of products such as grain, flour and animals.

From 1858 until his death in 1899, Hiram

Walker supervised the first stage of the town's development. Streets were laid out in a grid pattern. The industries on Walker Road were separated from the quieter commercial-residential district around the community's main street, Devonshire Road.

Through his Walkerville Land and Building Company, Walker built and leased homes to his managers and workers. He provided amenities that many larger turn-of-the-century communities lacked: street lamps, plumbing, a fire brigade and free police protection, as well as financing for schools and churches. In the 1860s,

Walker incorporated his own Lake Erie, Essex and Detroit River Railway which soon enlarged his one-industry village into a town that supported many different firms. Walker introduced a street railway in 1886. Parke Davis & Co., a Detroit chemical firm, established a branch in 1887; many other firms followed. The village, by 1895, was so full of industrial life that it was referred to in a Chicago publication as "a miniature Birmingham of Canada."

Hiram Walker petitioned the Ontario Legislature for town status for Walkerville and an act of incorporation was passed on April 7, 1890. In 1900, the Walkerville



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Wagon Works entered into an agreement with the Ford Motor Company in the United States, resulting in the establishment of Ford Motor Company of Canada in 1904.

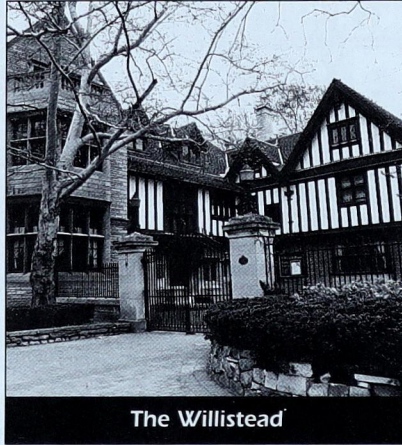
Much of the architecture from Walkerville's first phase of development (north of Wyandotte Street) was designed by the Detroit firm of Mason and Rice who were heavily influenced by the Richardsonian Romanesque style, characterized by low arched entrances, dark masonry, and detailed brickwork. The workers' row houses built in this period help give the area its distinct character.

The most elegant early building in Walkerville was the new administrative headquarters on Sandwich Street (now Riverside Drive), which opened in 1894. It and another landmark, the Crown Inn hotel on Devonshire Road, were designed by Mason & Rice.

THE SECOND PHASE

Hiram Walker's son Edward Chandler Walker and his wife, Mary Griffin Walker,

oversaw the second phase of development in Walkerville after Hiram died in 1899. In 1901, the Walkers sold the Lake Erie, Essex and Detroit River Railway and used the funds to purchase and develop the land between Wyandotte and Richmond Streets. Here, a pattern of curved streets and parks replaced the grid pattern of Phase One, following the Garden City approach to plan-




The Willistead

ning then popular in England.

The curved streets reduced the traffic, keeping the park-like setting quiet, and the Walkers used this feature to promote a fine residential neighbourhood focused around St. Mary's Church. Since lots were sold only to those who built homes of at least 3,500 square feet, the substantial character of the neighbourhood was guaranteed.

Phase Two houses were built in the Arts and Crafts style, which emphasized hand-made detail and originality in an age when factory mass-production was taking hold. Albert Kahn, a prominent Detroit architect, embraced the style, which shows in the houses he designed for Walkerville, especially Edward Chandler Walker's elegant mansion, Willistead.

In the early 1920s the influence of the Walker family waned and in 1921 Willistead was deeded to the Town of Walkerville by Edward's heirs. The border cities of Windsor, Sandwich, Walkerville and East Windsor amalgamated in 1935 to form an enlarged City of Windsor.



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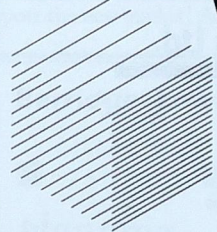
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PROPOSED HERITAGE CONSERVATION DISTRICT

This century-old, self-sufficient community is a cultural treasure for Windsor and for Canada but it is vulnerable to unsympathetic change. Hiram Walker's model town has remained almost intact except for one of the original distillery properties. Twenty-seven properties within the Study Area are already designated for their architectural or historic significance under Part IV of the Ontario Heritage Act.

Creating a Heritage Conservation District would:

- Ensure conservation of the built fabric of the town's early years

which reflect the Garden City plan envisioned by Hiram Walker.

- Maintain the scale and cohesiveness of the area and protect existing properties and streetscapes from changes that would adversely affect its character.
- Heighten public awareness of the significance of the history, architecture, landscaping and overall plan of the area.

If the Heritage Conservation District is approved, alterations/additions to existing buildings would require consultation with Windsor's Architectural Conservation Advisory Committee. New construction

would have to meet criteria set out in the Heritage Design Guidelines, which form part of the study for the district.

The desired result is a revitalized historic community, not frozen in time but able to survive into the next century.

Heritage Planning will be one of the sessions offered at the 1997 OPPI Conference to be held in Windsor from August 20-23. Evelyn McLean, Heritage Planner for the City of Windsor and author of the "Walkerville Heritage Conservation District Background Study and Proposal" will be one of the featured speakers. Her talk will be followed by a bus/walking tour of the historic Walkerville area.

PLANNING

Community Planning in Somerset Cove

By Peter Tollefsen

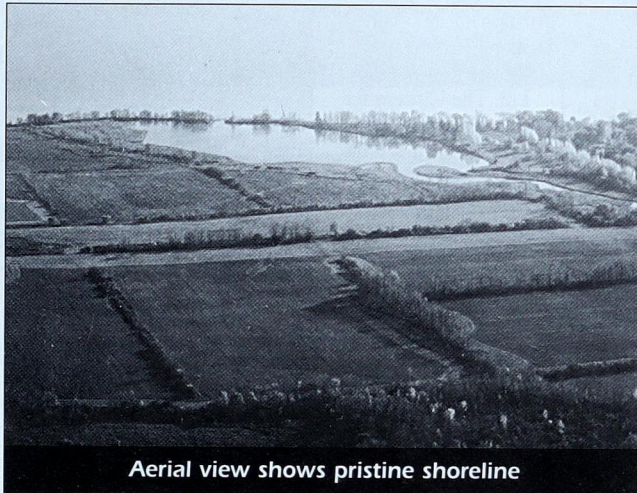
One of the biggest challenges facing suburban municipalities near metropolitan urban areas is managing growth while preserving natural areas, resolving environmental issues and involving all stakeholders in the decision-making process.

This is particularly challenging in the current climate of fiscal downsizing and down-loading and the context of conflicting community goals.

Municipalities can help resolve some of these conflicts using consultative planning processes. One such process was used to facilitate a development application in the Town of Ajax.

The Town of Ajax is about 30 kilometres east of downtown Toronto, in the Region of Durham. The town grew rapidly during the late 1980s, when its population almost doubled from 35,000 to 65,000. A residential community to be called Somerset Cove was proposed for a 95-hectare (234-acre) property, just outside the Town's existing urban area. The property was owned by Runnymede Development Corporation.

The property stretched along 600 metres (2,000 feet) of Ontario shoreline, and included a large part of Carruthers



Aerial view shows pristine shoreline

Creek Marsh as well as a wetland complex known as the Ajax Warbler Swamp. This coastal marsh is considered to be one of the few remaining wetlands in the Greater Toronto Area.

The need for a new approach to planning became increasingly evident as Ajax expanded. Subdivisions seldom looked or functioned like true communities: the built form consisted of garages with houses attached to them, the planning process used was not efficient as it could have been, and the opportunities for meaningful public input were minimal. Although written plans for the area provided a basic reference for public and private development, they did not contain a detailed

vision of what the community should be or how that vision could be realized.

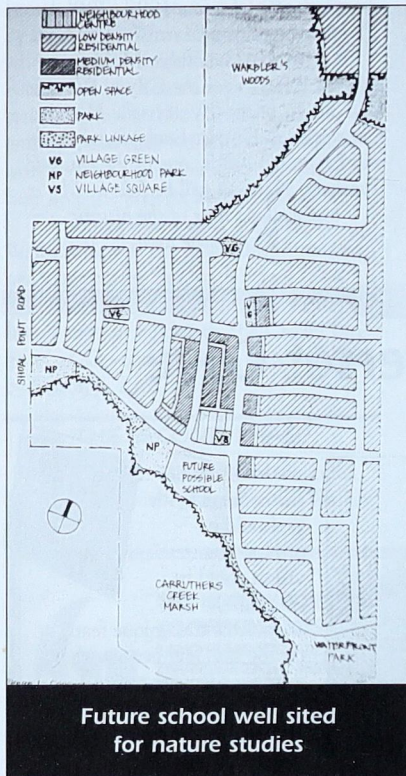
Because of the unique features on the site, and because there were no adequate policies in the Town's planning documents that would have protected these features, a special process was needed for the project. The Town took an "environment-first" approach and prepared environmental studies (including a four-season inventory, a gap analysis, and recommendations for remedial and mitigative measures) before starting

subdivision design for draft plan approval.

A three-stage program for community consultation was prepared by planning staff and The Planning Partnership in early 1995. Stage 1 was a workshop to establish neighbourhood design principles, attended by the members of the public and various interest groups, Town councillors and staff, the landowner, consultants and representatives from the Ministry of Natural Resources, the Metropolitan Toronto and Region Conservation Authority, the Regional Municipality of Durham Planning and

Engineering Departments and the Waterfront Regeneration Trust.

The workshop built on the nine principles developed by the Waterfront Regeneration Trust, that is, to make the waterfront, and consequently this future



new community, clean, green, connected, open, accessible, useable, diverse, affordable and attractive.

Additional meetings were convened with the approval agencies and local residents to look more closely at the environmental features on the site and find ways

to protect them. Participants at these meetings paid particular attention to the natural links and hydrology of the Ajax Warbler Swamp, buffers around the Carruthers Creek marsh and the setback from the Lake Ontario shoreline.

Stage 2 was the development of alternative concepts at a two-day workshop with all the stakeholders. The results were forwarded to Council for comments.

Stage 3 was the creation of a preferred neighbourhood plan using the input from Council and the residents. The plan was sent to Council for endorsement.

It took about five months to complete these three stages. One issue remained unresolved: the size of the protective area around the marsh.

The provisions of the Provincial Policy Statement on Wetlands required the proponent to provide additional information.

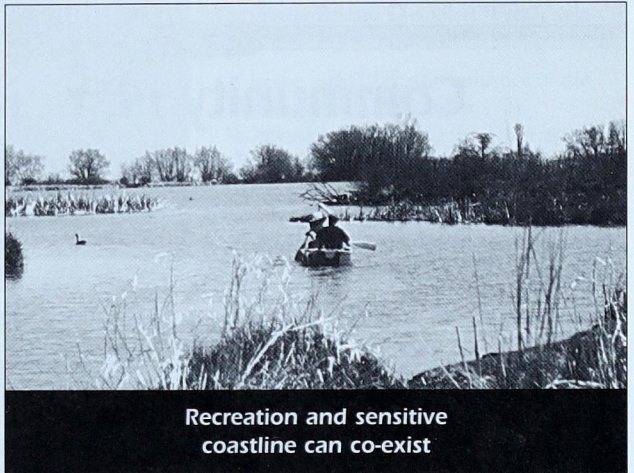
Runnymede retained the environmental firm of Bird & Hale Ltd. The Citizens for Carruthers retained Brian Henshaw. The issue was eventually resolved and the Town helped get approval through Ministry of Natural Resources and the Metropolitan Toronto and Region Conservation Authority.

A complete package consisting of an official plan amendment, zoning by-law amendment, draft plan of subdivision and urban design guidelines were presented to Ajax Town Council in July 1996. Having the complete package before Council for approval at one meeting gave the deci-

sion makers the whole picture and helped eliminate surprises, thereby streamlining the development application process.

The package was generally supported by the public and unanimously approved eighteen months after the project was initiated. It was later approved by the Ontario Municipal Board. Construction will start early in 1998 on Somerset Cove: 947 single-family and 122 townhouse units, incorporating more than 5 hectares (13 acres) of parkland.

The process is distinctive for its environment-first approach, the use of workshops involving the public, the creation of urban design guidelines to ensure a human scale for the development and to preserve views



towards the lake, and the creation of a complete package for approval by Council. Perhaps this could serve as a new model for planning in other communities.

Peter Tollefsen is General Manager of Community Planning and Research with the Town of Ajax. He will be presenting his work at Windsor.

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Store Wars: OMB Guidelines for Market Impact Evidence

By Stanley B. Stein



When is market evidence appropriate in an OMB hearing about big box

retailing?

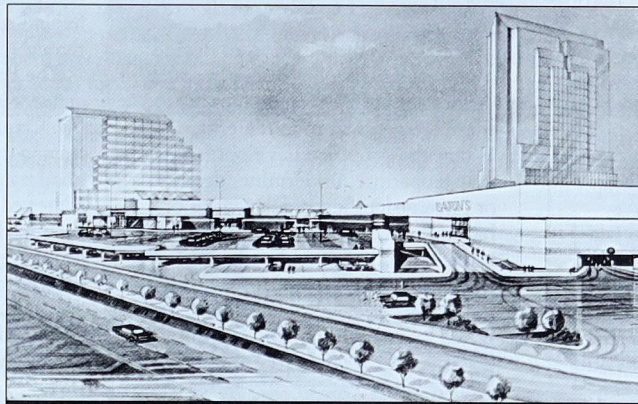
Ontario Municipal Board decisions suggest that "Store War" hearings involve the planning question of impact on a "planned function." The case most often referred to is the 1993 Price/Costco decision in Brampton. Using planning evidence, the Board focuses on the planned function of existing or proposed commercial facilities (such as a Central Business District) or the need to provide a level of service in other areas to ensure that the public (such as those without automobiles) can get to department stores and supermarkets.

However, because the ease of entry into the market of new facilities can only be determined by a market analysis, market consultants play an important role in Board hearings. Owing to the extent of research and depth of analysis, the length of time required for the market evidence tends to exceed that of the planning evidence. This often leaves the impression that its importance overshadows concern about planning issues.

A recent decision of the Board helped identify when market evidence will be needed (as yet unreported, Re City of Welland Bylaw 10578, decision by M. Melling, April 26, 1996, OMB File R950254).

Commisso's Food Terminal Ltd. had filed an objection to the City of Welland's zoning bylaw for a proposed Zehr's Supermarket. The area in question was not covered by the City's various Official Plan documents. Although the objection was couched in planning terms, Commisso's was concerned that the new Zehr's store would preclude its long-standing plans to open a supermarket at another location.

At the prehearing conference, counsel for Zehr's said that market impact evidence should be excluded from the hearing of the appeals. The Board also considered evidence



Shopping centre development pits planning policy against the market

from four professional planners, as well as submissions from counsel. The Board reviewed several of the leading cases that have considered market impact issues, including the Brampton Price/Costco case.

According to the analysis presented to the Board, there are various categories of cases relating to proposed retail facilities, but market evidence is appropriate only for certain categories.

The Board differentiates between "commercial structure" and "commercial hierarchy" whereas some of the witnesses and, to some degree, counsel had used the terms

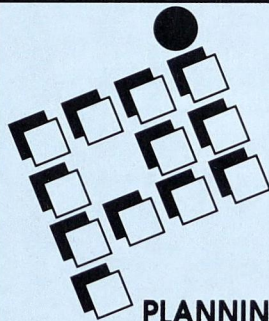
interchangeably. Commisso's lawyer argued that the existence of a commercial structure was relevant, and that it was erroneous to focus on the presence or absence of a commercial hierarchy. In the Brampton decision, for example, the Board had considered structure, not hierarchy. He therefore argued that if there is evidence that the municipality has a "commercial structure" that could be threatened, market evidence should be admitted.

The Board took a different position. In the Welland context, as in most others, a "hierarchy" is simply one form of "structure." However, the "vertical alignment" of commercial components in a

"hierarchy" was irrelevant.

The Board took a broader view and questioned the functional relationship among the commercial components of a municipality. M. Melling wrote: "I see no magic in the vertical alignment of components that use of the word 'hierarchy' implies. I think that the real question is whether there is in the municipality's planning documents a deliberate organization of the various types of commercial uses, and planned concentrations of those uses. Furthermore, that organization must explicitly provide for, or necessarily imply, a functional relationship between the various concentrations. That, in my opin-

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ion, is the substance of the phrase 'planned function.'"

The Board proceeded to determine whether or not Welland had a commercial structure. The Board considered the argument that all urban municipalities have a commercial structure because they all have commercial uses, some of which may be concentrated or identified in Official Plan or zoning documents. This would mean that market evidence would always be relevant in hearings about commercial developments in urban municipalities. The Board rejected this approach.

The Board noted that there is great diversity among planning documents in Ontario's urban municipalities. Many do not have Official Plans that establish functional relationships among commercial concentrations. And the mere fact that there are concentrations of commercial uses in a municipality does not of itself create a "commercial structure." The Board decision stated: "It is critical to the idea of a commercial structure that there is planned, functional relationship between present and future concentrations of commercial uses."

Lastly, the Board listened to arguments about another category of cases in which market evidence could be admitted. These were situations in which there was the possibility of a "catastrophic" impact on the municipality's commercial base or a large portion of it. The Board accepted this submission, relying upon Re Mississauga Zoning Bylaw 5500 (unreported, April 20, 1993 OMB File Nos. Z910044, M930003), in which Board decision stated: "The only time the Board ever interferes with competition working in the marketplace is when the proposed entry into the market is so massive, so overpowering, so destructive, that its entry will destroy a planned function, and destroy

for such a length of time the planned function of an area that the area becomes a place of urban blight."

In the end, the Board identified three situations in which market evidence should be admitted at a Board hearing:

- "1. When the municipality's planning documents require market impact studies for the proposed development, or impose upon the municipality's council an obligation to decide on a case-by-case basis whether such studies should be prepared; or, where there are no such requirements,
- "2. When the proposed development may jeopardize, undermine, destroy or have a significant deleterious or harmful effect upon a planned structure of functionally related concentrations of existing and future commercial uses, which structure is established by the municipality's planning documents; or, where there is no such structure,
- "3. When the proposed development may have an impact so massive or overpowering that it would have a catastrophic effect on existing commercial uses throughout the municipality, or a significant area of it."

In the case before Melling, Comisso's had not retained a market analyst and had not introduced any market impact evidence on the motion, even of a preliminary nature. The Board asked whether there was a "triable issue" on the evidence in the affidavits and oral evidence heard on the motion.

Applying the three tests, the Board found no reason to justify a market study in the existing Official Plan documents. Secondly, the Board determined that the various Official Plan documents (all applicable to

other areas of the City) contained virtually nothing about how the various commercial areas were to function in relation to one another, and accordingly did not set up a commercial structure for the area of the bylaw or other parts of the City. Lastly, there was no evidence that would raise concern of a potential "catastrophic impact." Nor was there any evidence that any of the individual existing plazas would be at risk through closure of a food store tenant.

The Board ruled that market impact evidence would not be admitted at the hearing. Comisso's withdrew from the hearing, leaving the remaining issues of neighbourhood traffic and road patterns to be addressed by local ratepayers. This ruling shortened the hearing and the public and private resources that were required to bring it to conclusion.

WHAT GUIDANCE CAN BE OBTAINED FROM THIS BOARD DECISION?

Municipal planners (and Treasurers) will no doubt shudder at the prospect of a "Store War" in their community because of the need for expensive and complicated market studies. However, without such evidence, it is impossible to show a threat to the planned function of the commercial structure of a community, or any of its components.

To address this risk, municipal planning documents should explicitly require market impact studies for significant commercial developments, and require a peer review at the proponent's expense. Alternatively, market evidence could be required (implicitly) by an Official Plan that not only identifies various areas that may have commercial concentrations, but also establishes a "commercial structure" through language that creates functional linkages. This type of Official Plan should raise the threshold of concern above that of "catastrophic effect" and trigger the need for market evidence in appropriate situations.

Melling's decision provides helpful guidance not only on when market studies are needed but also on what provisions municipalities must have in their Official Plans to create and protect their commercial structure.

Stanley B. Stein is a partner in the law firm of Osler, Hoskin & Harcourt and is the head of its Municipal Law Group. This is the first of an occasional series.



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he catchy title of OPPI's annual conference - High Stakes Planning - neatly captures the mood of planning in Windsor, and just about every community in Ontario. The issues facing us are challenging in the true sense of the word. From new powers and responsibilities for municipalities to new legislation on just about everything affecting planning, development, environment, our social fabric and the economy: if we don't deal effectively with these challenges, the results could be devastating. The mood is closer to High Noon, some would say, which suggests that attending the conference in Windsor is a timely opportunity to talk to our colleagues and hear some new views and insights.

But before we jump over the edge, let's think back to another conference in another time. The national CIP conference, "Other Voices - Perspectives on Planners and Planning," was held in Toronto in July just 10 years ago. OPPI was brand new and this was one of our first major tests that succeeded in bringing 600 delegates to Toronto. But so much has changed since then. What changes will we be able to reflect on ten years from now?

Other Voices was dedicated to opening up the channels of communication to invite other professions and disciplines to work together. We tend to think of concepts like partnership as old hat now. Writing in the conference issue of the Journal, Tony Usher

High Stakes in Windsor— And Everywhere

cautioned that no amount of talking was going to instill the concept of environment into discussions about large urban regions. In 1987, environment meant "out there in the wilderness." Today, thanks to documents like "Watershed" and hard work, we have managed to build in

increased sensitivity to the environment in all our dealings in cities and towns. Nowhere near perfect, but 100% different from a mere ten years ago. The front page (no cover graphics back then) included a headline "Mulroney to Municipalities - Drop Dead!" This referred to refusal by the federal government to fund a \$5 billion infrastructure program for Canadian municipalities to "carry out much needed repairs to basic municipal infrastructure."

And Diana Jardine was described as the conference chairman. Only ten years ago, you say?

Check out the High Stakes agenda for Windsor. The conference promises to be an intellectual watershed that demands participation.

Glenn Miller is editor of the Journal and Director of Applied Research with the Canadian Urban Institute in Toronto. He was a member of the organizing committee for Other Voices, along with Diana Jardine, John Hitchcock, John Farrow, Myra Weiner, Larry Sherman, Grace Strachan, Janet Grant, Beate Bowron, Barry Crowe and Elizabeth Lea.

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LETTERS

PLANNING SCHOOLS SHOULD PRACTICE WHAT THEY PREACH.

In response to Reiner Jaakson's article in the March/April issue, it is easy to say that theory and practice are complementary. I agree with this statement, however, the two will not be complementary unless people know how they are complementary.

As a student who advocates more practical experience (computer knowledge; project course work; and the like), I find it disheartening that students' concerns are not being heard. In today's climate of government cuts, I realize that planning schools are in a difficult situation to justify their existence. Our school (Queens) is in a similar situation, however, my classmates have offered some valid solutions to some prob-

lems. Unfortunately, some recommendations have been ignored or have been incorporated in 'passing' within our school's handbook. My classmates and I realize that criticism is valid, however, the creation of options is necessary for any meaningful change.

Professor Jaakson's recommendation that directors of planning schools "go back to the

drawing board" is a small step. Sure, it has some positive elements, but within my faculty, there is no vision of what our school wishes to pursue. If Professor Jaakson's definition involves a re-evaluation of the direction a school wishes to pursue (e.g. academic versus professional) then I agree with this statement. Within our school's handbook,



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there is some indication of what our school's 'vision' is. However, our school does not "practice what it preaches."

My suggestion is for planning schools to carve out a niche of what they believe planning is and follow through with it. Stating how a school's pedagogy will 'respond to the changing roles and needs of the planning profession' is one step in the process. However, the commitment to actually implement a school's 'vision' is another

problem. Unless the latter is used in conjunction with the former, nothing will change.

Tammy F. Wong

(Ms Wong is a masters candidate at the School of Urban and Regional Planning, Queen's University.)

CONGRATULATIONS ON A GREAT ISSUE

I have just finished reading the

March/April issue of the Journal and I would like to say how much I enjoyed it. In particular, I was impressed by the editorial which presented OPPI's response on Bill 103. It obviously took a lot of work by a number of dedicated people. Thank you!
Derick Chadwick

(Mr Chadwick is a long time member of the Institute who recently retired from Marathon Realty.)

URBAN DESIGN

A Community-Built Playground for High Park

By Robyn Whittaker



Something special is growing in the southeast corner of Toronto's High

Park. It is not a tree, but a playground designed and built by the community, called "High Park Adventure," which replaces an outdated playground built in the 1950s.

Most playgrounds are designed and built by the City to a standard plan and they work well. However, given the unique character of High Park and the playground's billing as the most popular in Toronto, the standard approach did not seem right for the park.

James Bell, the Chair of the High Park Citizen's Advisory Committee, had seen playgrounds in the United States that had been built with the help of architect Robert Leathers, of Ithaca, New York. These playgrounds are unlike any found in Toronto. The difference has as much to do with the design



Park design process brings community together

process as it does with the product. Leathers engages the community in a process called participatory design, whereby users are actively involved in designing and building the playground.

Participatory design processes originated in the 1960s to give frustrated citizens more control over their environment. The aim is to create a quality environment that meets the users' needs and provides a sense of ownership.

Community-built playgrounds are truly magical. Each one reflects the interests of the local children. One might contain a maze, another a trolley ride, a third might have a tree house village. The design and construction of the projects are in the hands of communities. The use of volunteer labour also means that an original playground can be achieved with the same amount of money that professional designers and contractors would require to build

an ordinary playground.

In spring 1996, the Visions of Play group was formed to create a community-built playground in High Park. Visions of Play worked in partnership with the Parks and Recreation Department of the City of Toronto. In May, Robert Leathers led a design workshop in the High Park community. Volunteers, City of Toronto Parks and Recreation staff, and local children brainstormed to identify some elements that should be included in the playground. At the end of three days, a draft plan had been developed.

Since that weekend, the Visions of Play group has worked with the children's committees, locating construction materials and tools, as well as fundraising. The estimated cost of the playground is \$250,000. Fundraising events to date have included floating jack-o-lanterns on a pond, collecting a mountain of pennies, and holding a winter carnival.

More fundraising and design events are planned for this summer, leading up to the playground's construction in September. Volunteers will build the playground over a period of nine days. Everyone from ages 4 to 94 is encouraged to help. If you would like to become involved, call the Visions of Play phone number, (416) 604-7421, or send an e-mail to the author at robynw@yorku.ca.

Robyn Whittaker has an undergraduate degree in Urban and Regional Planning from the University of Waterloo and is currently finishing a Masters of Environmental Studies at York University.

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AT LEAST GET THE PLANNING RIGHT!

by Valerie Cranmer, President

The most important lesson we can learn from other jurisdictions that have experienced radical change in governance is that once the organizational structure is in place, proper planning is absolutely necessary to make the new system work.

Over 100 municipalities in Ontario have examined the benefits of amalgamation during the past year. Many more will be following suit in the next two years. From the Community Councils in the new City of Toronto to amalgamated municipalities in rural Ontario, the challenge is now to make the new governmental systems better.

Strategic alliances are necessary to increase efficiency and create cooperative solutions to common problems. As indicated in our brief on Bill 103, an effective government structure increases efficiency, creates a more sustainable environment, strengthens democracy, leads to greater equity between people and regions and improves economic competitiveness. The traditional way of conducting business in Ontario is changing drastically, as all professions look for new partners to deliver services in innovative and cost effective ways.

An important objective of the Institute's Strategic Plan is to increase the public's recognition of planners by making the profession

more visible to other professions and the public. This is being addressed through programs to enhance our public presence and outreach programs involving key stakeholder groups. Activities to date have included meetings with other stakeholder groups to establish common interests and opportunities for partnering. There are also discussions with respect to the participation by OPPI in conferences and seminars organized by other organizations such as AMO. One key area that has been targeted for implementation this

year is the preparation of an information package that could be made available to new municipal councils following the November elections.

Planners, both as public sector staff and as consultants, are in a unique position to provide their expertise to assist municipal governments in adjusting to change. With our knowledge of municipal structures, our traditional role as advisors to politicians, and the necessity to create

a climate of consensus through the involvement of the public, planners could act as a catalyst in initiating the debate that must now take place in municipalities throughout Ontario.

*Valerie Cranmer, MCIP, RPP
is the principal of Valerie Cranmer
and Associates Ltd.*



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PUBLIC POLICY COMMITTEE - VISION FOR THE MILLENNIUM AND BEYOND

By Ron Shishido

As the Millennium approaches, the Public Policy Committee has begun to "blank the screen" and "gaze into the future" - a process we have termed "Vision for the Millennium and Beyond." Three years after being given a formal mandate by OPPI Council, the committee has progressed from an ad hoc group with a couple of initiatives to our current situation of more than 20 members. When members-at-large in our five working groups are included, this increases to more than 60 - with more than 40 initiatives. The committee is a key instrument for achieving and implementing Goal 2 of OPPI's Strategic Plan and is involved in three action areas:

- shaping public policy;
 - visibility with other professions and stakeholder groups; and
 - public awareness/education about planning.
- This period of monumental change and competing, shifting and/or conflicting public policy provides an appropriate context for our committee's goals, directions and implementation strategies. Beginning with the "end" in mind we need to answer the basic question of "Where does the Public Policy Committee want to be (in five or 10 years) and how do we get there?" In choosing the "end" we need to debate a range of questions. Are we prepared to be more proactive in our efforts? Or are we satisfied with maintaining the status quo (which is being

re-active)? Do we want to focus or broaden our volunteer resources? Do we want to work towards having dedicated staff to support OPPI Council in public policy matters? Do we want to continue our approach of networking with bureaucrats or do we want to transition into government relations/political lobbying? Today, in terms of influencing public policy, we are a "voice in the choir, singing harmony". Do we aspire for more? I think so! We followed-up our presentation on Bill 103, City of Toronto Act, 1996 to the Standing Committee on General Government with a press release and a press conference at the Queens Park Media Studio. Coverage included a major daily and weekly newspaper and in my

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opinion was a successful first step in building longer term relationships with the local media.

What are our aspirations in the area of public policy? Do we want to "play solos in a jazz ensemble" or "play solo as a marquee performer?" Both are achievable but require much different long term implementation strategies on the part of the Institute.

The committee's "voyage of discovery" began last fall at our annual meeting. Based on initial comments and ideas raised

at that session, a working group chaired by Marni Cappe has prepared a draft discussion paper for review by the committee. We plan to distribute that paper to the OPPI membership for comments and suggestions. Based on members' comments the final discussion paper will be prepared for action by OPPI Council. I want to emphasize that the committee functions within the mandate assigned to it by OPPI Council and continues to energetically and responsibly represent the Institute within that frame-

work. This initiative is intended to provide some initial focus and direction for charting the Committee's course into the next century and beyond in our service of OPPI Council and the membership.

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 OPPI's Director of Public Policy, and is a partner with Dillon Consulting Ltd.

CONGRATULATIONS TO THE FOLLOWING NEWLY ELECTED MEMBERS

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Neil K. Cresswell	CD	City of Scarborough
Susan Cumming	CD	Cumming and Company
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Caroline Kirkpatrick	CD	County of Simcoe
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Robin C. Walker	CD	Town of Bracebridge
Karen E. Whitney	CD	City of North York
William J. Wierzbicki	ND	City of Sault Ste. Marie

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Joao N. Brum	SD	
Philip Carvalhino	CD	
Justin Chiarotto	CD	Canadian National Real Estate Management
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Amrita G. Daniere	CD	University of Toronto
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COUNCIL REPORT FOR FEBRUARY

Here are the highlights of the decisions made at Council's meeting in February. Contact Susan Smith if you would like more information.

EDUCATING NEW COUNCILLORS

Newly elected councillors will learn more about planning in orientation programs following the November elections if Council's proposals take effect. The information will include insights into the role of planners in giving professional advice to municipal councils, their relationship with their employers, and requirements under the Professional Code of Conduct.

OPPI TO PROBE TOUGH BREAKS

Bob Lehman, Director of Public Presence, is looking for information on wrongful dismissal cases involving firings resulting from planners offering advice that conflicted with the views of their employers. The information will be used as part of a resource package for members who may face this situation. Anyone with examples or ideas on the subject should contact Bob at (705) 737-4512 e-mail at <planpart@barint.on.ca>

OPPI PLANS AHEAD

The Strategic Plan actions for 1997 and 1998 were revised to better reflect the current direction of the Institute. Plans for a complete review of the Strategic Plan will be included in the 1998 schedule. Materials on the plan can be obtained from the OPPI office.

PROFESSIONAL FEES POLICY

Council adopted a policy which clarifies when fees will be paid to members. Payments will be limited to fees directly related to the development and delivery of professional development programs and to the editor and deputy editor of the Journal. Fees will not be paid to members serving as panelists, exam markers, or in other volunteer roles and functions.

MEMBERSHIP OUTREACH CONTINUES

The "official" membership outreach campaign ended last October. It managed to bring 677 new members, with a net increase in membership of 165. Council determined that responsibility for outreach to non-members should be a responsibility of all members, and agreed to establish a new outreach committee comprised of the Director, Membership Services and Outreach, and the District representatives. This core committee will seek volunteers from each district to create opportunities to promote membership in OPPI. Members interested in becoming involved should contact their district representative. Check the Notebook Masthead for contact information.

CIP'S INFRASTRUCTURE POSITION ADOPTED

CIP's position statement on the Canadian Infrastructure Works Program was adopted by Council. Ron Shishido, Director, Public Policy, will contact MMA&H and MOEE to make them aware of OPPI's position. If you

need to get another copy (originally mailed to all members), contact CIP at 1-800-207-2138.

HIRING A CONSULTANT

The Private Sector Advisory Committee will be developing a set of guidelines for the public on how to hire a planning consultant. Suggestions on what should be included should be forwarded to Bob Lehman.

COUNCIL CONSIDERS LIABILITY

Council received a memo from Alan Gummo of the City of Kingston raising the issue of liability in relation to decisions made and actions taken at the municipal level in matters related to the Planning Act and related legislation. Council will set up a meeting of members of the planning, legal and insurance communities to discuss the issue.

RUNNING FOR COUNCIL? CALL KIM!

Kim Warburton, a member of Council until recently, was appointed as chair of the Nominating Committee. If you would like to run for a position on Council in the 1997 elections, call Kim at (416) 920-4528, extension 267.

OPPI MEMBER GETS LUCKY!

Nelson Edwards of Ottawa won \$1,000 for participating in the national members' perceptions study conducted last year. His name was drawn from over 10,000 entries. OPPI was one of several associations that took part in the study. Results of the study will be reported in the Journal.

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CENTRAL

RETHINKING COMMUNITY DESIGN AND THE TRIP TO SCHOOL

By Peter Neice

Planners, transportation and education officials, and parks and recreation personnel came together at a workshop held last fall in Toronto, sponsored by the Planning and Transportation Committees of the Ontario Association of School Business Officials. The session reexamined ways of getting schoolchildren safely from home to school in existing neighbourhoods and in new communities.

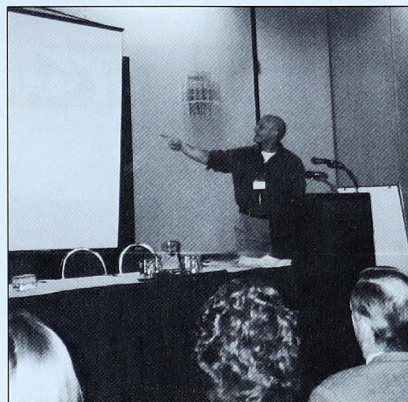
Tom Samuals, director of the Safe Routes to School Program of the City of Toronto, pointed out that many design measures currently advanced to reclaim the street for pedestrians benefit children who walk to school. Traffic-calming measures such as narrower street widths, staggered parking, raised pedestrian crossings, mid-block islands, and lowered speed limits help ensure safe walking. He also introduced the concept of a "walking school bus" whereby students of various ages in a neighbourhood pick up and travel to and from school together, showing safety in numbers.

Sue Cousineau, Executive Director of the Canadian Association for Health, Physical Education, Recreation and Dance outlined her organization's nationwide efforts at promoting "active school transportation"—walking, rollerblading and cycling as an alternative to riding the school bus. "Forty percent of younger school children are obese and have poor fitness," she said. "Some children can not even bend over to tie their shoes." She went on to outline four reasons for the increase in student use of school bus transportation to and from school:

1. Physical environment. There has been a shift away from planning and designing environments that favour children and pedestrians.
2. Institutional pressure. Children who do not attend the school closest to home but attend a school with a specialized program require transportation.

3. Safety. It is difficult to ensure the safe movement of students to and from school.
4. Mindset. Society, as a whole, does not value physical activity as an alternative to transportation.

Ron Schirm of Municipal Traffic Safety in Waterloo Region, Tom McKay of Peel Regional Police, and Chris Smith of the Waterloo County Board of Education



Different disciplines benefited from presentation

Photo: The Advocate, the official publication of the Ontario Association of School Business Officials

echoed the need to address the public perception of safety. This could be as simple and inexpensive as using pylons to separate bus loading areas, car drop-offs and pedestrian movement around a school; ensuring that walkways are adequately lighted and cleared of snow or using concepts of Crime Prevention Through Environmental Design.

Paul Puopolo of Planning Initiatives Ltd. described the approach to a community design for the Columbia Hills Planning District in the City of Waterloo. The plan includes:

- a grid pattern of streets that provides more routes for children to arrive at school;
- fewer arterial streets, to ensure slower traffic;

- reduced street widths, front yard setbacks and sidewalks on both sides of the street to allow neighbourhood surveillance and safety;
- front lotting onto arterials with landscaped boulevards to make these roads more user-friendly;
- extensive trail systems linking neighbourhoods to schools, parkettes and other community nodes.

High visibility, lighting from adjacent streets or walkway lighting are also important safety considerations.

Primed with new ideas from the panelists the attendees broke into groups to discuss two case studies. The first case study looked at a new residential development proposal. Proposed design features of the neighbourhood and of a school, and efforts to enable students to safely walk to school were evaluated.

The second involved an established community. The particular neighbourhood has a large number of students being transported daily and considerable traffic congestion as parents dropped students off and picked them up at school.

The groups reconvened to share their suggestions, which included boulevard islands for safer pedestrian crossings on arterials, pavement elevations to demar-

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cate pedestrian crossings, a ban on reverse frontages, a cross-neighbourhood bike path, car drop-off points a block away from school to reduce traffic congestion, municipal cooperation with temporary measures until permanent facilities can be feasibly provided, and cost sharing for walkways and sidewalks.

This successful workshop proved again the importance of involving professionals, politicians, parents and students in generating broadly supported approaches to community well-being.

Peter Neice MCIP, RPP, is currently Manager of Planning and Development with the Essex County Board of Education.

ONCE THE DUST SETTLES: WHAT WILL PLANNING LOOK LIKE?

ARE WE GOING BACK- WARDS OR FORWARDS?

By Janice Emeneau

On April 14, 1997, OPPI sponsored a panel discussion featuring Frank Lewinberg of BLGDG, Bruce Smith, MPP for Middlesex and John Livey, Commissioner of Planning for the Region of York, (substituting for Jack Diamond). All three speakers are members of the Institute.

Frank Lewinberg felt that many past initiatives to combat sprawl and protect the environment have been undermined by this provincial government and that meaningful long term coordination of the GTA has been set back ten years. Livey made the point that planning is not development control; it is forethought. Planners should see themselves as managers of change. Livey also addressed the connection, or lack thereof, between planning and service delivery and expects a recommendation for a strong planning function for the Greater Toronto Servicing Board. Both were very concerned that the size of the 57 member Council for the new City of Toronto would lead to party politics at the local level. Lewinberg pointed out that planning decisions would then require party, rather than community, endorsement.

While acknowledging that organization-

al change was never easy, Bruce Smith, MPP remained optimistic that Toronto's high degree of professionalism in the local planning community would produce solutions to any problems, many of which would probably not materialize to the extent that is feared.

Janice Emeneau is a planning consultant currently working in association with the Canadian Urban Institute.

NORTHERN DISTRICT

GIS DRAWS CROWDS IN THE SAULT

By G. Taylor

In February, the Northern Ontario Geographic Information Systems Association (NOGISA) in conjunction with ESRI Canada, held two GIS seminars and an Association meeting at Sault College in Sault Ste. Marie.

The morning seminar focused on the municipal and utilities sectors, while the afternoon seminar was directed toward the forestry and mining sectors. The day provided an opportunity for people from Sault Ste. Marie and area to view ESRI products, specifically ArcView and MapObjects and discuss concerns and issues with ESRI's senior programmers.

NOGISA was formed to promote the use of Geographic Information Systems (GIS) and related technologies for the benefit of the private and public sectors in Northern Ontario, and to promote the

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development of partnerships and new ventures by the private sector in the use of GIS. Other goals of the group are to establish a GIS training, a support network and to provide necessary skills through the establishment of centres of excellence for GIS technologies within Northern Ontario.

The group also seeks to promote the presence and expertise within the Association in Northern Ontario to encourage new membership, encourage governments and other agencies to promote the acquisition, development and dissemination of GIS data and initiatives.

All three events, the two seminars and the association meeting were extremely well attended with approximately 160 people participating throughout the day.

More information on NOGISA or the City of Sault Ste. Marie's GIS system can be obtained from G. Taylor at the City of Sault Ste. Marie (705) 759-5445.



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Do's and Don'ts for Setting Up a Home Office

By Norman R. Ball

If management soothsayers are correct in their predictions that we are moving towards an economy in which more and more people are self-employed and more and more companies outsource formerly in-house functions, then the home office is likely to become as ubiquitous as the corporate carpeted parking lots filled with grey-walled cubicles, built-in workstations and steel filing cabinets. If you are fed up with the rush-hour commute, or are feeling the chill of downsizing, or have recently graduated and are faced with setting up on your own, here are some points for you to ponder.

Probably the two biggest mistakes that most home workers make at first are not realizing that office equipment is a productivity tool — just like machinery for a factory hand — and not taking the time to assess the social changes that occur when the centre of work moves from an office tower to a suburban bungalow or one-bedroom apartment.

Let's look at your workspace first. Now, you'd be appalled if on your first day at a new company, the boss ushered you to a cramped corner furnished with a straight-backed chair, a kitchen table, and a linen closet for your files. Yet those are some of the things that people press into service at home. Face it: if you are serious about setting up a home office, you will need proper equipment. That means a chair that will not injure you when you spend most of the day in it, a work desk that is the correct height for you (which is not the same thing as the height many manufacturers fondly imagine will fit you), good lighting, and acres of storage space for files, books, maps, journals, stationery, office supplies, computer manuals and disks, and assorted paraphernalia.

Furniture manufacturers keep coming up with office-in-a-box configurations, with room for a computer monitor, a combined telephone-fax, and a workspace the size of a small placemat. If all you ever do is write cheques on your desk, this might serve, but most of us need to spread out plans or blueprints, study more than one document at a time, and use hefty reference books. Scratch the office-in-a-box.

Decorators of the Martha Stewart vari-

ety fancifully suggest that we can squeeze a workplace into a mudroom or a hallway, furnishing it with charming little antiques and decorating it with objets d'art. The result looks delightful, but have you ever tried to shoehorn legal-sized files into an 18th century escritoire or wedge a Pentium into an old roll-top desk? Forget the antique look.

Workspaces have to work. By all means brighten them up with cheerful colours and



Investment in home office should be well thought out

artwork on the walls, and choose furniture that is attractive as well as functional, but the tools of your trade need to be as professional as you are.

The second problem is failing to recognize the social ramifications of your decision to work at home. Before you take any irrevocable steps, talk it over with your spouse,

your kids, your roommate, your parents — anyone else who is going to occupy the same space with you as you make the adjustment.

Let them know that when you are working, you are psychologically at the office. You won't always be available for last-minute errands, or childcare, or supervision of home renovations, or whatever else is going on. Working at home is not the same thing as being a house-spouse or a live-in maid. Your schedule may be more flexible, but you still need to be available to your clients during most usual office hours.

The other social change to deal with is keeping up your professional contacts. Don't let yourself get isolated. Have lunch with former co-workers and current clients, volunteer with OPPI or community groups, write for this or any other professional journal, network, network, network. Sell yourself. It takes more effort when you don't automatically bump into your colleagues in a corridor or coffee room, but get in the habit right from the start.

That said, here are some quick do's and don'ts to bear in mind.

- DO set a budget — and exceed it. You are investing in your future when you buy office equipment. It amazes me that so many people will happily pay thousands of dollars for computer equipment, and then get cranky when they have to pay hundreds of dollars for an ergonomically correct chair or a large desk. If you must economize, get good used rather than bad new equipment, but buy the best equipment you can.

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- DO get the best chair you can find. Look for ones with adjustable height, lumbar support, adjustable arms, and a comfortable surface. The better chairs now come in different sizes. My favourite is the Aeron chair (size B) from Herman Miller. It wasn't cheap, but I can work in it for hours without getting aches and pains.
- DO estimate your need for storage space — then double your estimate. Just as you can never be too rich or too thin, you can never have too many filing cabinets. Not

to mention shelves, cupboards, and drawers.

- DO get caller identification so you can screen your calls. When you're in the middle of a particularly knotty planning problem, you don't need to be interrupted by telemarketers.
- DO experiment to find the routine that works for you. Are you an early bird or a night owl? Do you slump just after lunch or just before dinner? Build a schedule around your best times, then stick to it as

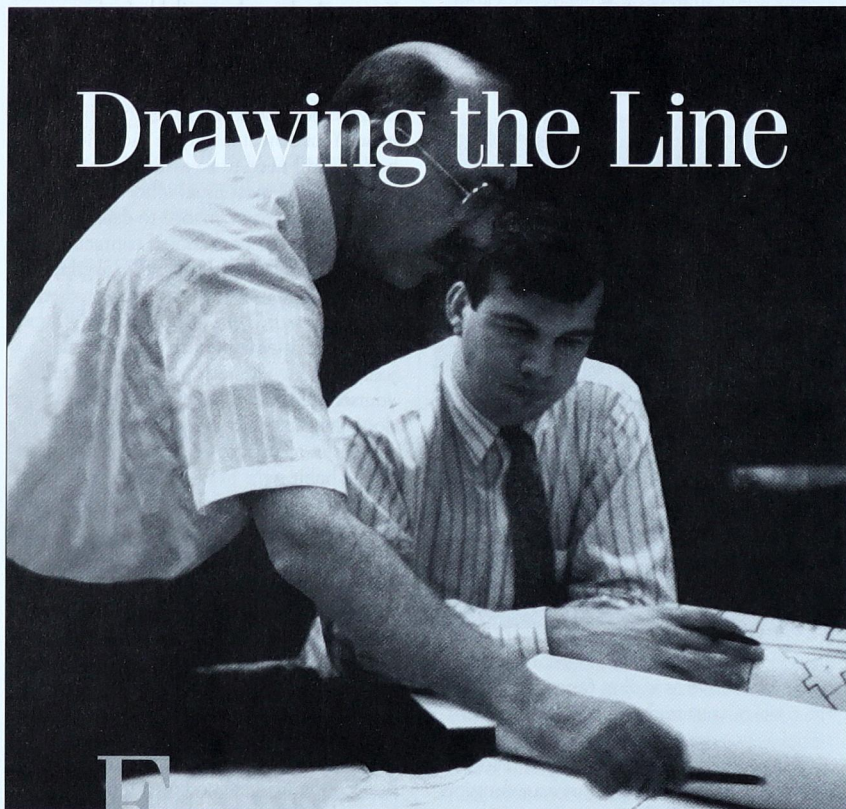
much as possible. We are creatures of habit, so get into good habits from the start.

On the other hand,

- DON'T try to work on the dining room table. Not only is it too high for writing or keyboarding comfortably, but it puts you in the wrong frame of mind, because it feels like a temporary arrangement.
- DON'T expect the space to look too homey. You may be working in your carpet slippers and bathrobe, but the space around you should reflect work, not time off. Be ruthless: evict that lamp with the fringed shade that Aunt Flossie gave you and get a good working light, turf out the tiny little bookcase you had as a kid and get something deep with adjustable shelves.
- DON'T let your office leak all over the house or apartment. One reason for getting proper equipment and investing in lots of storage space is that it allows you to keep all the things you need in one place, ideally close enough to grab when you are on the phone. The other is so that when you aren't working, you can get away from your desk and really feel off-duty.
- DON'T give into sales pitches or be seduced by magazine articles. You are the only person who knows how you work best. Only you can determine what you need, even if it seems unconventional. For example, I have a lot of research on audio tapes, and I store them on a Ikea CD holder mounted sideways on the wall above my drafting table. This provides me with a series of useful pigeon holes, and creates a shelf on top that holds a lamp, a clock, and a spirit-level (the last item would take too long to explain). You might need large shallow drawers for plans or maps, or a chalkboard for sketching ideas. Think about how you work best, and then invest in what you need.
- DON'T beat yourself up. The world is quite prepared to do that for you. Good office equipment, as well as peace, quiet, and privacy, are not indulgences, they are productivity tools. You can't do your best work without them.

Norman R. Ball is director of the Centre for Society, Technology and Values at the University of Waterloo. He does consulting on workplace issues and risk management.

(Editor's Note: I took this article to heart and revised my plans for my home office. I am delighted with the result.)



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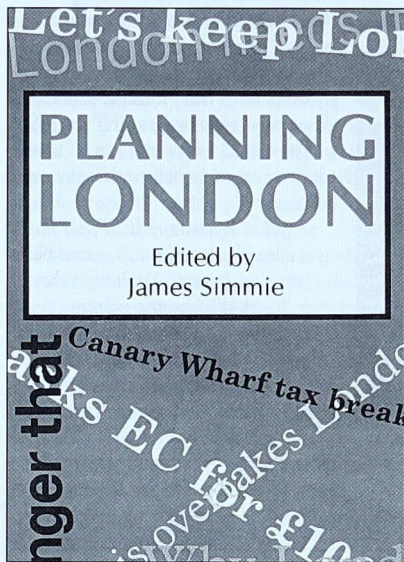
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Planning London, edited by James Simmie

(London: University College London Press, 1994).

Reviewed by David MacLeod

Planning London bills itself as a textbook for students in planning, geography, and urban studies. Don't be put off by the word "textbook": it provides a readable introduction to the problems and practice of planning in general and a memorable illustration of these problems and practices.



The first of three parts outlines the basic purposes, principles, and administrative structures of the British planning system. It examines the various geographical definitions of London (a topic that will be of interest to planners in the GTA) and concludes by stressing the complex interconnected nature of planning issues and problems confronting planners and politicians in a city like London.

The introductory section concludes with a discussion of three interrelated urban issues—employment, housing, and transport—and their implications for planning. The second section explains how land-use policies have developed in the context of politics and planning.

The final section evaluates the past effects and future of planning in London, not just as another large city but as a "world city." The special nature of such a city complicates the land-use issues confronting all

large cities. The final chapter sums up the experience of tackling these problems in the recent past and suggests how they may be addressed in the immediate future.

Though parts of this book pertain exclusively to the United Kingdom, it offers plenty of lessons for planning any major urban region. The range of planning problems and issues that London faces, such as the congestion, noise, dirt, crime, poverty, begging, homelessness, the polarization of society, economic restructuring, under-investment in public transport, the effects of neo-conservative policies and the debate over the best administrative structure for a metropolitan area are increasingly relevant for many Ontario communities.

David MacLeod, MCIP, RPP is a freelance planner practising in Toronto.

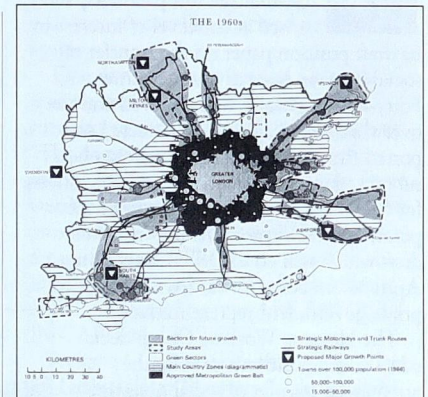


Figure 6.1 South East Planning Region strategy

Nodes and corridors on the grand scale

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Strong Support for OPPI Position Paper on Transfer of Social Housing

By Linda Lapointe



The Housing Working Group of OPPI's Public Policy Committee was pleasantly surprised at the level of interest in its draft position paper on the transfer of social housing costs to municipalities. Forty-four responses were received and the overwhelming majority (84 percent) supported the position paper. Many members submitted written comments and suggestions for fine-tuning the paper. We will be incorporating these suggestions into the final draft which will go to OPPI Council in April before being forwarded to the appropriate government representatives.

The Housing Working Group decided to take a position opposing the announced transfer of social housing costs to municipalities back in February. Our committee was close to unanimous in its belief that the transfer of costs for existing social housing, along with other costs related to social assistance and long-term care, would negatively affect local governments. We wrote a draft position paper which was distributed to all OPPI members. Here are the main points you raised:

- With regard to our proposal that the provincial government could negotiate with individual municipalities to enter into agreements on administering social housing and/or financing a portion of these costs, it was pointed out that such negotiations should take place only within the context of principles, standards and criteria established on a provincewide basis.
- Since the proposal will disproportionately burden larger regional centres with higher social housing costs, there is a need to spread the costs more broadly to

hinterland municipalities and across the province.

- The issue of capital repairs to existing social housing needs to be addressed through additional provincial funding.
- OPPI should be involved in developing new options for funding and delivering new social housing including, for example, low-interest loans, incentives to the private sector and access by municipalities to a portion of income taxes.

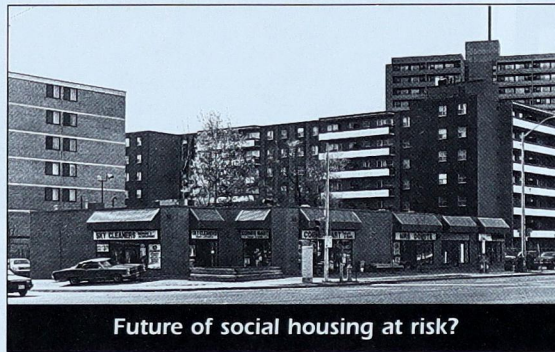
On behalf of the Housing Working Group, thanks to all of you who responded to our position paper. And to the twenty or more of you who said you wanted to participate in the Housing Working Group: we are not ignoring you. We will be contacting you soon to invite you to a meeting before the summer holidays.

Linda Lapointe, MCIP, RPP, is a consultant on housing and planning matters and editor of the Journal's housing column.

Linda can be reached by phone at (416) 323-0807, fax (416)

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Future of social housing at risk?

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How to Ensure that Your Reports Don't Get Read

By Philippa Campsie

We all pay lip-service to the idea that Communication is Good. And it is, mostly. But too often we make the mistake of thinking that More Communication is Even Better. More communication is often like taking more aspirin for a headache—it doesn't help the headache and it can give you a stomach ache as well.

When I teach plain language to planners, I often ask them how long they spend writing reports. People roll their eyes and groan, "Don't ask." I ask them how long councillors spend reading the reports. "Thirty seconds," said one planner. "Two minutes, max," said another. "They just read the recommendations," said a third. Yet planners in most municipalities insist that councillors demand detailed reports. So the planners toil for hours and generate reams of paper.

Planners do, however, wreak a subtle form of revenge on the councillors: they make these long reports unreadable. I'm not just talking about convoluted language, although I've seen 100-word sentences that would make Marcel Proust, the master of the long sentence, blench. I'm talking about report formats so forbidding that only a determined reader with time on his or her hands will persevere past the first page.

For example, a number of municipalities, apparently in a effort to save paper, use small type, densely packed on the page. Just looking at those acres of 10-point Helvetica makes my eyes hurt. I've noticed that a lot of councillors wear glasses. Now I know why.

Another sure-fire technique to deter readers is to make paragraphs run on as long as possible. This makes the report look boring and long-winded. Planning is serious stuff. Reports aren't supposed to look interesting, like magazines or newspapers with their short, snappy paragraphs. Reports are judged by their weight, not their readability.

THEN THERE ARE THE PLANNERS WHO CARRY ON FOR PARAGRAPHS IN BLOCK CAPS. IN E-MAIL, BLOCK CAPS ARE CONSIDERED A VISUAL FORM OF SHOUTING. THIS IS INDEED A SUBTLE WAY TO TURN OFF READERS: SHOUT AT THEM AND KEEP SHOUTING UNTIL THEY GET VISUALLY DEAFENED AND GO AWAY.

If all else fails, and a reader pigheadedly

ploughs through the report, the last resort is to offer no signposts in the thicket of words. No subheads. No boldface. Above all, no white space! Leave the reader severely alone, to figure out what is fact and what is argument, what is premise and what is conclusion.

Planners do, however, wreak a subtle form of revenge on the councillors

It's okay to leave in a few stark and generic headings such as "Background" or "Discussion," but anything more specific than that will simply encourage the reader. As a matter of fact, you can tie the reader in amusing knots by putting discussion in the

section labelled "Background" and vice versa. Readers have been known to disappear into reports like that and never emerge again.

One day, I have a vision of a planner waiting until a report is final and then sneaking in some odd little phrase such as "The commissioner's mother wears army shoes," and waiting for the reaction. There won't be one, of course. No one will see it, provided that it's in 10-point Helvetica, on a page without subheadings, smack in the middle of a 30-line paragraph, and that it and the surrounding text ARE ENTIRELY IN CAPITAL LETTERS.

Philippa Campsie gives the course "Plain Language for Planners," which will be offered at the annual conference in Windsor in August. Philippa is deputy editor of the Journal and principal of Philippa Campsie Editorial Services.

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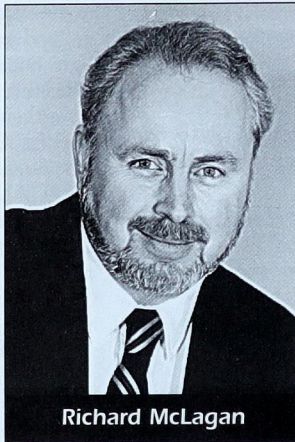
Practical Solutions For Urban Transportation Needs

Some Ideas For Increasing the Effectiveness of Planners and Economic Developers

By Richard McLagan

Planners and economic developers will have to make some choices about our changing roles in the current, fast-changing environment.

A recent article in the 1997 EDCO journal by a somewhat naive and inexperienced researcher suggested that planners are best suited to expand their roles to effectively deliver economic development services. This ignores the fundamental human factors of personality which influence the profession we choose to enter. Most (public sector) planners in Ontario, I contend, have a need for control. Most specialize in research, policy development or to administer already approved planning documents that provide comfort and security within a narrowly prescribed frame of reference. They don't want to rock the boat and that's one reason they chose planning as a profession. Successful



Richard McLagan

economic developers push the envelope, stretch and avoid regulations and constraints at every chance and take calculated risks in an entrepreneurial sense to make things happen. Planners and economic developers are two different animals.

In the recent past, planners have been able to cope with changing economic assumptions by taking some economic development courses and vice versa. This helps the two groups communicate more easily, at least. Fundamental differences remain, however. Anyone who has taken the Myers-Briggs preference testing knows that promotion and growth versus regulation and administration (require different traits).

In our current wave of restructuring, the question - unfortunately - will be, "Who will win and lose?" Politicians often cite the number of economic development departments in a region as an example of ineffi-

ciencies that are counter-productive.

Can local volunteer groups such as chambers of commerce and BIAs, who share a role in economic development, really (replace economic developers) and do the job that needs to be done? Every group has its own strengths and weaknesses. Can we afford to have professional facilitators; or can we afford not to?

Perhaps there is a hybrid role and personality type that role can combine the best of planning and economic development. Maybe these are visionaries with a practical bent, with the ability to inspire action and participatory citizenship. Any self-respecting benevolent dictator would love the job. The current lack of creativity in leadership from municipal CAOs/clerk-treasurers appears to me to be an impediment to modern community building, where a 'bean-counting' mentality and a desire to preserve the status quo prevails.

Successful reinvention of our professions and their institution will only come about if we ensure that our education and career experiences take us "out of the box" to survive the commonsense revolution.

Richard McLagan, MCIP, RPP is an economic development specialist with Custom Negotiation and Mediation Service in Fergus. His phone is 1-888-CNM-DEAL.

CONSULTING PRACTICE

Necessity Fathers the Forhan Group

By Jim Helik

The Forhan Group was formed out of necessity. The principals of the company, Bob Forhan Jr. and Brad Rogers, found that they were no longer acting in the capacity of planning consultants, or getting involved with marketing initiatives. The primary focus became project management - to pull things together.

The focus of the new firm is Land Development Management. The principals provide project management services and assemble professionals to manage the planning process, fulfill technical requirements, interpret of government policy initiatives, and deal with community relations.

"One of the things that is apparent to us, is that planners have great opportunities to expand their role within the devel-

opment industry," says Bob Forhan. Planners are experts at understanding the processes, and the disciplines involved in the field. In fact, planners have the ability to provide direction and manage the process rather than react to it because of their ability to anticipate potential "glitches."

One successful project is the Ballantrae Golf and Country Club in the Town of Whitchurch-Stouffville. The developer, Schickedanz Bros. Ltd., retained the Forhan Group to manage the project. They place emphasis on understanding the front-end requirements of a development project, including the benefits of preconsultation.

Both of the principals are RPPs and are active supporters of the Institute. Maria Persi and Julie Greenwood, who support the Group's development work, are both Provisional Members.

Brutto Focuses on 905

Another new firm is Brutto Land Management Consulting Ltd. Claudio Brutto is a member of the Institute and the Association of Ontario Land Economists. His practice is based in Richmond Hill, where he intends to focus the firm's activities geographically and in terms of service, and is already active in municipalities throughout the Region of York. Claudio intends to build on strategic alliances with engineering, environmental analysis, transportation and landscape architecture.

Jim Helik, MCIP, RPP, is the Journal's contributing editor for the consulting practice column. He is also editor of Canadian Investment Review.

The Dangers of Problem-Solving by Process

By T.R. Priddle

Last summer, it was reported that the Essex-Windsor Solid Waste Authority would be pursuing "sweetheart deals with private businesses in an effort to recapture their garbage" and (perhaps be able) to negotiate contracts with private companies such as Ford and La Farge to use up to 100,000 tons annually of formerly banned materials as daily cover for Landfill garbage.

If true, this opens a new chapter in the already sorry saga of waste disposal in Essex County.

For anyone interested in the functioning of local government in a democratic society it has been a text book case of process and procedure effectively preventing the development and implementation of rational solutions to complex problems.

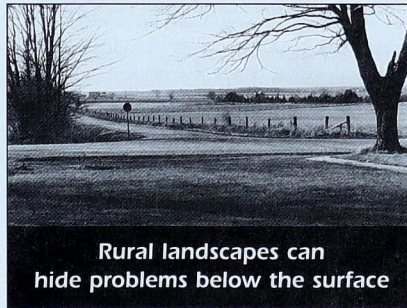
The impetus for the most recent study of the local garbage disposal system responded to the declining space in existing landfills. A consultant developed a study process and prepared recommendations for the City and County Councils to act upon.

There seems to have been a crucial misunderstanding at the outset. While touted as being a comprehensive study to explore all possible means of waste disposal, the consultants' flow chart clearly indicated that while various forms of disposal would be looked at, the final step would be the identification of a new regional landfill site. What if one of the alternatives examined proved more desirable?

From that point on, the search for a new landfill site moved on relentlessly. After a deluge of technical reports, background studies, interim reports and a number of public meetings it was concluded that the best solution was to create a new landfill or make use of an existing limestone quarry. Since the quarry owner wasn't interested, the first option was selected. A cynic may be forgiven for doubting whether the quality of the conclusion justified the enormous expenditure to reach it.

Certainly the public meetings seemed to indicate that there are far too many problems with landfill sites.

Residents in the vicinity of existing sites (those near the Maidstone site being the most vociferous) complained about the constant flow of heavy trucks, garbage falling from vehicles or being dumped at roadside, noise on site, vermin, odours, contamination of ground water and wells and loss of property



Rural landscapes can hide problems below the surface

values among other things.

But these may not be the most serious problems. A landfill, after all, is not very much more than a covered garbage dump. It is true that now we make sure the pit is lined so that nothing seeps away into the surrounding area. And since contaminated water keeps accumulating in the pit, we drain it and take it away periodically to be treated as leachate.

Clay, it is said, makes a good lining because little penetrates it. But we know some chemicals do and no one really knows how well clay can contain a batch of unknown chemicals for a century or two.

And the leachate? Landfill No. 2 near the Town of Leamington sends some of it to the Town's pollution control plant and in the growing season some is used on site to spray Canary Reed grass. The grass transpires much of the water, leaving many of the dissolved compounds to be incorporated into the plant structure or soil.

All leachate from the currently active No. 3 Maidstone site is treated at the Windsor sewage plant where it is first pre-treated with the addition of lime, primarily

to reduce odours, and then incorporated into the residential sewage stream for further processing.

There are serious flaws in this system. In the first place, no one really knows what is going into the landfill, even though it is going to stay for a long, long time. How many toxic household products get added? And despite the hazardous waste collection days, how many almost empty cans and bottles and tubes are sent out with the weekly garbage bag because its not considered dangerous or its just too inconvenient to keep them around for another month or two. No one knows - but my guess is a lot.

And if a nasty toxic batch of chemicals gets into the leachate via the landfill most of it will sail right through the treatment plant, unrecognised and unimpeded straight into the Detroit River.

It is the leachate that is the most dangerous product of the Landfill system. The inert solids that don't breakdown or move around, such as glass, or the naturally occurring organic components such as grass, tree leaves and wood products that the ecosystem can deal with safely present little problem. Yet, these are now banned from the landfill.

To understand why we must examine the Blue Box program, another prime example of problem solving by process. But that's another story.

T.R. Priddle is a former senior planning official with Calgary, Toronto, Peterborough and Windsor. He claims to be a "senile older farmer who indulges in hobby planning." The Blue Box story will be told in the next issue of the Journal.

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Sally A. Thorsen, MCIP, RPP

Sally Thorsen died in April following a battle with cancer. Recognized as one of the first women to practice planning in Canada, Sally had recently retired from her role as Commissioner of Planning and Culture with the Region of Waterloo. She was born in Scotland in 1938, and was educated at the University of Edinburgh (M.A. in geography), and the University of Toronto, where she earned a Diploma in Town and Regional Planning in 1961 and an M.Sc. in Planning in 1965. Most recently, Sally earned a Masters in Public Administration from Queen's University. Interspersed with a varied career as a planner, Sally lectured at the University of Alberta and the University of Guelph.

Sally's career in planning began in Alberta in 1960. She then moved to Toronto where she worked with the City of Toronto Planning Board for several years. She spent two years in Indiana in the mid-1960s, where she worked as a planner for the State, before joining the Waterloo-South Wellington Joint Planning Board as a Senior Planner. From 1969 to 1971, Sally was the Director of Planning for the City of Galt, leaving in 1971 to spend two years in Kenya. She later moved to Cambridge, where was Commissioner of Planning from 1973 to 1984. For the last 12 years, Sally was Commissioner of Planning and Development for the Region of Waterloo (the title was later changed to include Culture). During this time, Sally was also an active member of the Regional Planning Commissioners of Ontario. She retired from the Region in December last year because of her illness.

Sally's professional career covered an enormous range of experience, earning her the respect of her colleagues. Her interests were as varied as her career, however. For many years, Sally was President of Anselma House, a shelter for abused women in Waterloo, and a Board member of the United Way and Social Planning Council in Kitchener-Waterloo. She is survived by daughters Michelle and Lisa, and Jan Thorsen, from whom she was divorced. Press reports in Kitchener-Waterloo cited tributes from numerous colleagues, including Wendy Wright and her successor at the Region, Paul Mason.

John Drikis, MCIP, RPP

John Drikis, who was a Senior Planner with the Region of Peel for 20 years, died in February at the age of 51. John started his planning career as a planning technician with the Ministry of Housing in 1970 after graduating from the University of Toronto with a B.A. Born in Latvia at the end of the Second World War, John joined the Institute in 1979.

William A. Ferguson, MCIP, RPP

William Ferguson died in October, 1996. He was born in Saskatoon in 1928 and received his education at Ryerson Public School and London Central Collegiate. After graduating from the Royal Military College in 1953, Bill took a B.A. in geography at the University of Western Ontario. He began his career with the City of London in 1958 and was Assistant Planning Director with the City of Sarnia from 1959 to 1962 before returning to the University of Western Ontario, graduating with an M.A. in 1963. Concurrent with his studies, he also moved into consulting, where he was appointed a Vice President with Municipal Planning Consultants. He stayed there until 1970, when he joined Totten, Sims, Hubicki Associates Ltd. Bill later was Director of Planning with R.G. McEwen and Associates, and was most recently a principal of MacDonald Ferguson Associates in Kingston. Bill was a member of the Institute since 1979.

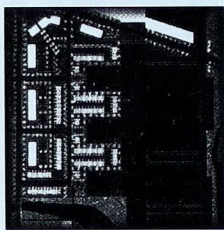
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Site Planning and Analysis
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York University Redefines Classroom

By Glenda Taylor

Planning at York takes students out of the classroom to explore, critically analyse, and develop plans in the bioregion in which they live, work and study: the Greater Toronto Area.

DOWNSVIEW SUSTAINABLE DEVELOPMENT INITIATIVE

Working with the community and public officials to develop a sustainability plan for the recently decommissioned Downsview airforce base. Students were invited by Canada Lands to submit a "Green Infrastructure" proposal to look at the site as a whole, based on the group's Principles of Sustainability: community ownership, economic and environmental sustainability.

KENSINGTON MARKET: PLANNING FOR ACTION WORKING GROUP

Working on a Pedestrian Street Plan for Lower Kensington Avenue, to enhance the social, natural, and economic diversity of this historic neighbourhood, while supporting alternative urban planning and design processes.

REGENT PARK

Working with the communities of Regent Park and the Police at 51 Division to develop a public consultation process for the design of a new area police station, and increasing the recognition of community and police issues.

TORONTO BAY PROJECT

Working with the Toronto Bay Committee to conduct a comprehensive GIS project, which maps the Toronto Bay in order to establish a starting point from which to identify the priorities for rehabilitating an important and much neglected area in Toronto's bioregion.

Glenda is a student in York University's Masters program, and is York's OPPI student representative. She can be reached by e-mail at es051532@orion.yorku.ca or phone (416) 650-2751. Bryan Young, T.J. Schur, Andrew Plunkett and Al Burton contributed to this article.

PEOPLE

EASTERN DISTRICT MEMBERS ON THE MOVE

Greg Winters, editorial coordinator for the Eastern District, has taken a new job with Novatech Engineering Consultants Ltd. in Nepean, replacing **Kim Darroch** who has moved to a new position with the Township of Bastard and South Burgess. **Deborah Belfie**, former Director of Planning for Goulbourn Township, is now working with the City of Kanata.

George McGibbon, formerly of Ecologistics Ltd., has established his own practice, based in Hamilton. The firm is called McGibbon Wakefield Inc. George can be reached at (905) 631-8489.

WHEN LIFE IS MORE THAN A MUNICIPAL AFFAIR

Even though he managed to enjoy a sterling career without membership in the Institute, Paul Ross' recent retirement from MMA&H deserves mention. As a mentor for countless young planners, and a "priceless" colleague for his contemporaries, Paul will leave a "large hole," according to friends, some of whom gathered in Toronto in April. Paul hopes to

devote time to administration at the senior levels of amateur soccer, based in Kingston, where he has been running a Municipal Affairs office in recent years. A key player for many years on the now defunct (but occasionally successful) Housing soccer team, some feel that his role as "sweeper" can never be matched. Replacing Ross in Kingston is Vince Fabilli, also a stalwart from the Housing soccer team.

MMA&H recently underwent another round of downsizing. Among those to land on his feet is **Dan Clement**, a provisional member of the Institute who joined the

Ministry directly from Ryerson in 1992. His experience in rounds of revisions to housing statements and a lead role in the land use inventory for the GTA (the subject of an upcoming article for the Journal) will stand Dan in good stead. In the short term, he will be undertaking projects with Greg Lampert, who established his practice two years ago after leaving Clayton Research Ltd.

Contact Gregory Daly MCIP, RPP, a planner with Weir & Foulds in Toronto, with information on our people.



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The theme of "High Stakes Planning" conveys the seriousness and long term consequences of many of the decisions we make. We elected officials are acutely aware that we usually only get one chance when we decide how to establish a new community, set up a new transportation route, protect a natural area or develop a tourist attraction. Here on the border with the United States we have a special advantage; we are also able to learn from and observe our American colleagues as they tackle similar planning issues.

I invite you to experience all this for yourself - to venture on escorted mobile workshops into the Detroit metro area, tour our award winning bikeway, see a "new urbanism" community that is actually being built, listen to some of the world's foremost authorities on metropolitan affairs or educate yourself at some of the twenty general sessions. I also invite you to enjoy the riverboat cruise, the street buskers, and try your luck at Canada's biggest tourist attraction - the Windsor casinos.

Mayor Michael Hurst, City of Windsor

Message from the Mayor of Windsor

On behalf of the City of Windsor, it is my pleasure to invite you to the 1997 Annual Symposium of the Ontario Professional Planners Institute. We are extremely pleased that the executive has

chosen the City of Windsor as the host city this year. The local organizing committee under the leadership of Doug Caruso has been working feverishly to put together an exciting programme. The topics to be addressed have an appeal, not only to professional planners, but to elected officials, educators and any person with an interest in the future development of our cities and rural areas.



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