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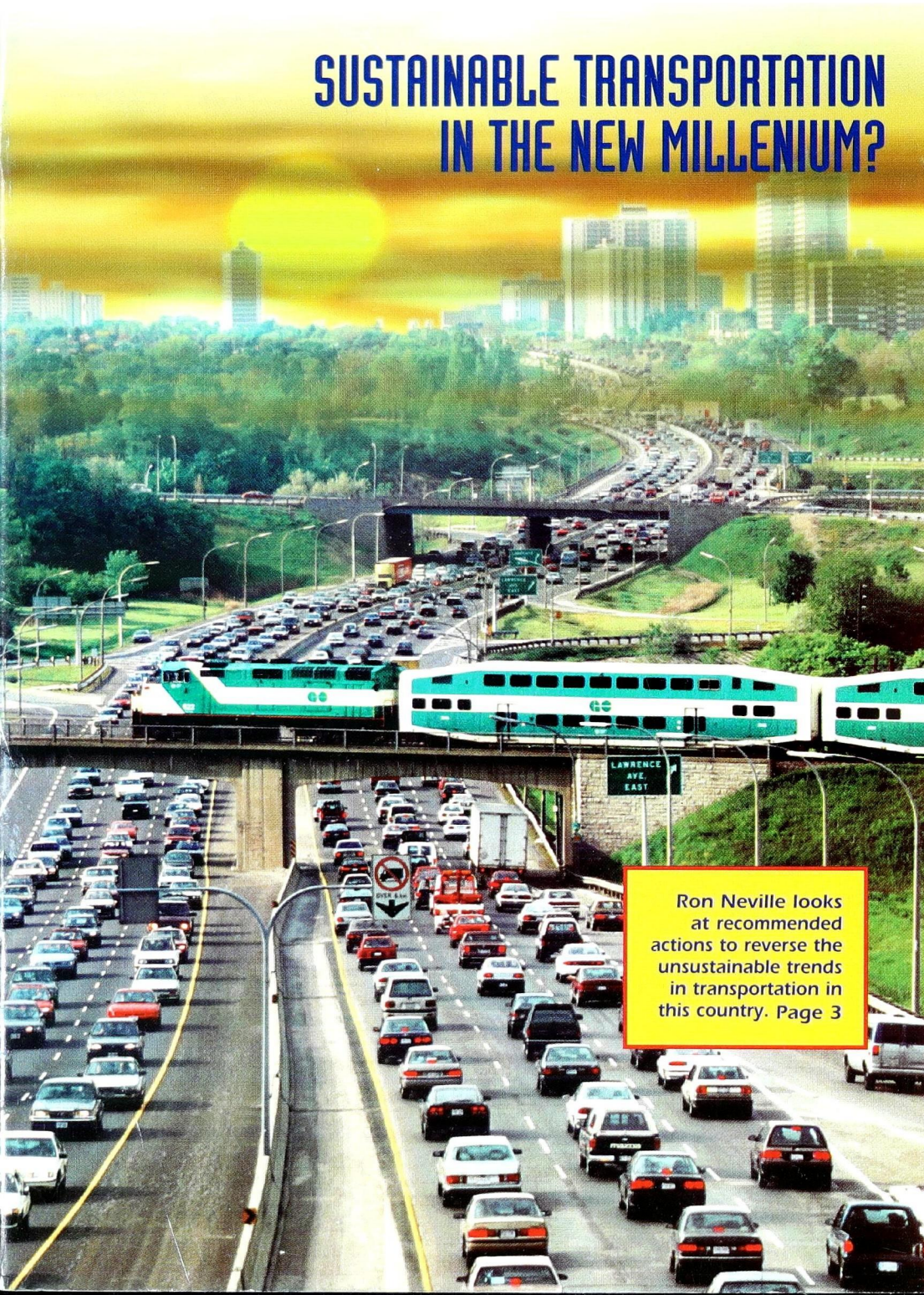
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(416) 483-1873

Fax: (416) 483-7830

Toll Free Outside Toronto:

1-800-668-1448

To reach the Journal by e-mail:

ontplan@inforamp.net

To reach OPPI by e-mail:

oppi@interlog.com

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CAN SUSTAINABLE TRANSPORTATION BE ACHIEVED IN THE NEW MILLENNIUM?

By Ron Neville

The question of long term environmental sustainability of transportation in Canada has taken on new meaning in the intensifying debate about the risks of global warming and climate change. Transportation is responsible for about 30 percent of greenhouse gas emissions from human activities and is the fastest growing sector, worldwide. It must therefore be addressed in any overall reduction strategy or plan.

The federal government projects that fossil energy consumption for transportation in Canada will increase by more than 40 percent over the next 25 years. This is in stark contrast to the 50 percent reduction in emissions that the world's scientific community estimates would be necessary to stabilize concentrations of greenhouse gases in the atmosphere at 1990 levels (see Chart 1).

This article is based on our recently published report for the National Round Table on the Environment and the Economy entitled "State-of-the-Debate on Sustainable Transportation in Canada." The report presents a series of recommendations to the federal government on actions that should be taken now, in all sectors of society, to begin to reverse the unsustainable trends in transportation in this country.

Our objectives here are to:

- Provide evidence that transportation in Canada is moving strongly in an unsustainable direction; and
- Show why the planning profession needs to integrate the "new" issue of climate change into its work.

Canadians face a daunting challenge in reducing domestic consumption of fossil fuels in transportation. The good news is that many of the actions that make transportation more sustainable can reduce congestion, mitigate health impacts of ground level air pollution, as begin to address the economic inefficiencies and social isolation which result from urban sprawl.

WHY TRANSPORTATION IS NOT CURRENTLY SUSTAINABLE

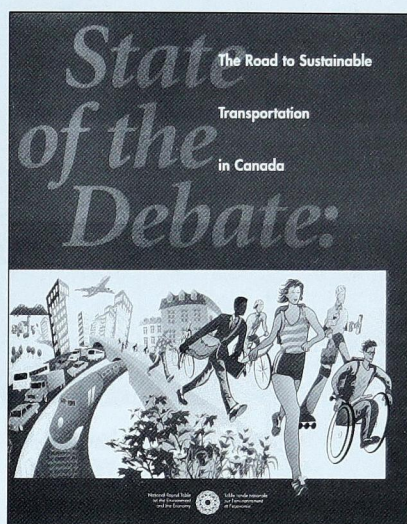
Canadians enjoy enormous benefits from our highly developed transportation networks but there is growing recognition that increasing greenhouse gas emissions from transportation pose a serious threat to humans and ecosystem health.

achieve. Michael Valpy, in a recent column in the *Globe and Mail* likened our reaction to the issue of climate change with the Boiled Frog Syndrome. The frog, "having no evolutionary experience with boiling water" sits still in the pot while water is slowly brought to a boil. When the water gets hot enough, the frog dies.

It was only two years ago that the Intergovernmental Panel on Climate Change, representing 2500 of the world's leading scientists in this field, declared that "the balance of evidence suggests a discernible human influence on global climate." It is on the basis of this conclusion, that world leaders are meeting in Kyoto, Japan this December, to consider binding international targets for reducing greenhouse gas emissions. It is clear that, regardless of the outcome of the Kyoto negotiations, Canada will continue to be under international pressure to reduce its generation of greenhouse gases.

There are a number of trends in transportation that are moving us away from sustainability. Canada's greenhouse gas emissions have increased by about 13 percent since 1990.

- The total number of vehicles on the road continues to grow in response to population and economic growth. By 2000, the number of vehicles registered in Canada will have increased by 1.2 million in a decade;
- The average size of road vehicles (along with engine size and fuel consumption) continues to grow. In the past 30 years, the percentage of light trucks (including minivans, sport utility vehicles and pick-up trucks) in the overall vehicle fleet on the road, increased from 15 to 46 percent.
- The distance travelled by all road vehicles annually continues to climb;
- The highest energy intensity modes, in terms of fuel consumed per passenger-kilometre or tonne-kilometre, continue to gain modal share at the expense of lower energy intensity modes (see Chart 2, pg. 3). For example:
 - Public transit modal share in the Greater Toronto Area dropped from 17% in 1986 to 14% in 1991;
 - Intercity trucking of freight has increased at the expense of rail. Between 1990 and 1995, the use of diesel fuel in trucks grew by 32 percent in Canada. In



The problem is that we have not yet made the link between transportation and climate change. Substantive action on climate change is new to the political agenda at the federal and provincial levels. Scientific uncertainty and the decades-to-centuries long time scale of climate change and its impacts, make effective political action very difficult to

CHART 1—CO₂ EMISSIONS BY SECTOR, CANADA 1990

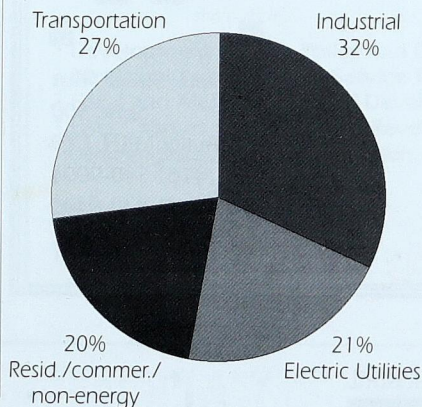


CHART 2—GREENHOUSE GAS EMISSIONS BY MODE
Grams of Carbon Dioxide Equivalent

Passenger Mode	Grams/ passenger Kilometre	Freight Mode	Grams/ Tonne- Kilometre
New Automobile	197	7.5 tonne truck	174
Bus	161	40 tonne truck	56
Diesel train	79	Fast rail	39
Electric train	76	Slow Rail	14
Local train	54		
Aircraft	853	Aircraft	3,414

Source: D. Martin and L. Michaelis, Research and technology Strategy to Help Overcome Environmental Problems in Relation to Transport, U.K. Atomic Energy Authority, March 1992

contrast, rail energy use declined by 10 percent in the same period.

- Air transport, with the highest energy intensity of any mode, has the fastest growing demand at 5 percent annually worldwide, and 3.8 percent in Canada.
- Real prices for fossil fuels for transportation are at historic lows in Canada and

lower in the higher density core of Toronto where transit usage is higher, than it is in the lower density suburban communities of the GTA. By North American standards, Canadian cities and city regions rate well in terms of per capita transportation energy use. However, our performance compared with Europe or Asia, including some of the wealthiest cities in the world, is relatively poor.

CHART 3—TRANSPORTATION ENERGY USE PER CAPITA

Country/Region	Transportation Energy Per Capita Gigajoules
United States	82
Canada	65
European countries – average	30
Japan	25
India/China	2

the United States, contributing to the strong growth in demand for such fuels and our positions as the highest fossil energy consuming nations on the planet (see Chart 3).

- Per capita transportation fuel use is much

REVERSING UNSUSTAINABLE TRENDS

There are no easy "fixes" available to reverse these unsustainable trends.

Past reliance on regulation and technology to achieve emissions reduc-

tions and improved fuel efficiency of transport, and the more recent focus on voluntary measures have been inadequate to stem the growth in fossil fuel use and to enable Canada to meet its current and future international obligations on climate change.

Transportation decision making is extremely fragmented. No level of government has control of sufficient policy levers to unilaterally address the challenge. From the consultation process of the NRTEE Task Force on Sustainable Transportation, there was general agreement that urgent action is needed in every sector of society, including governments, business, non-governmental organizations and the public. Daily choices by millions of people about where they live, work and play and how they will access those activities, impact the overall amount of fuel consumed. Sustainable transportation in the next millenium will be as much about changes in markets and consumer choices as it will be about technology and regulation.

The following emerged from the NRTEE consultations as interdependent elements that must be addressed in a national strategy.

The three critical transportation modes with the greatest impact on emissions now and in the future are:

- Urban use of light duty road vehicles which account for more than 60 percent of transportation fuel use and greenhouse gas emissions;
- Intercity truck movement of freight which is the second largest segment of fuel use; and
- Air transport that currently accounts for about 8 percent of transport fuel use, but is expected to continue its rapid growth.

There are three fundamental ways that fossil fuel use in transportation can be reduced.

- **Reduce the need for motorized travel.** Applying the principles of "New Urbanism" can improve access to daily activities by non-motorized means such as walking or cycling, at the neighbourhood level. Reducing the need for motorized travel also means searching for ways to increase consumption of locally produced goods and services and of reducing the

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local and long distance "transportation intensity" of goods production and distribution.

- **Reduce the amount of fuel consumed per unit of transportation.** Fuel efficiency of all classes of transportation can be improved through regulation and market adoption of advanced technologies. Uptake of technology is sensitive to market price signals and is slowed by the low cost of transportation fuels relative to discretionary income. The Chairman of General Motors, Jack Smith, in a remarkable speech at the Tokyo Motor Show in October, acknowledged the seriousness of the climate change issue and said that "U.S. energy prices should be raised so that Americans will curtail their voracious use of fossil fuels." He and his colleagues indicated that they would welcome changes that force consumers to opt for smaller cars.

Fossil energy consumption can also be reduced by shifting demand to less energy intensive modes – from light trucks to automobiles, from road vehicles to public transit, from trucking to intermodal truck/ rail services and from air transport to other modes - as a result of changing consumer demand.

- **Reduce emissions of air pollutants, including greenhouse gases, per unit of fossil energy consumed.** Cleaner vehicles and cleaner fuels can reduce air pollutant emissions per unit of non-renewable energy consumed. There is limited scope for producing marginally cleaner conventional gasoline and diesel fuels. More significant, but still limited gains are possible from alternative fuels such as natural gas, propane and alcohols. "Breakthrough" fuels such as hydrogen and electricity produced from renewable energy sources provide hope for truly sustainable power sources in the long term. However, it is not possible to predict when and to what extent such fuels will be commercialized in the years ahead. It would therefore be imprudent to base a national strategy for sustainable transportation solely on "breakthrough" technologies.

A critical factor in the future competitiveness of any alternatives to fossil fuels for transportation, of course, will be their long term pricing relative to conventional fuels. Current pricing of gasoline must be acknowledged as a major barrier to increased market acceptance of business investment in such alternatives.

The most effective measures are often the most difficult to implement. Fuel efficiency standards, fuel taxes and more com-

between patterns of human settlement, transportation use and emissions of greenhouse gases and the risks associated with the latter, is a prerequisite to political and individual action. Professional bodies such as the OPPI can play an important role in awareness building.

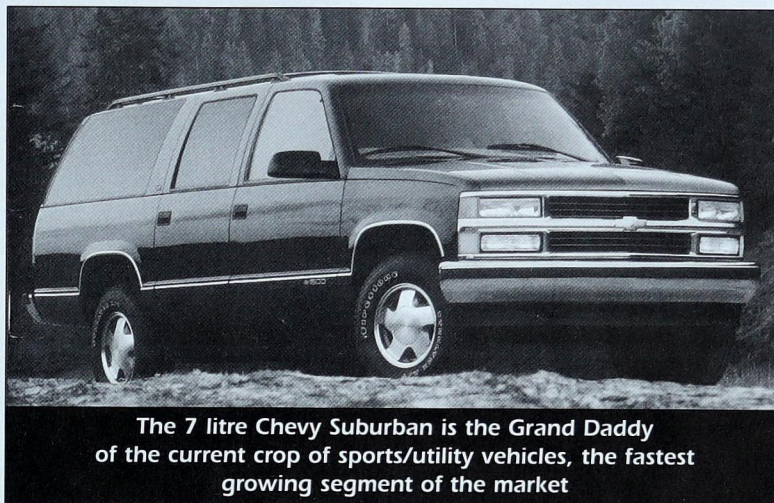
COORDINATED ACTION

Coordinated action by all levels of government is required because every sector of society has a role to play in achieving sus-

tainable transportation. Integrated packages of policy instruments are needed to mobilize all stakeholders, avoid duplication of efforts and to exploit synergies among policy instruments. Efforts of planners and developers to encourage more compact, mixed use urban form need to be supported by tax and other policies of all levels of government.

Reversing the decline of modal share of public transit will

require government policy changes that will enable transit to provide more attractive services to a wider public. Economic policies are needed at every level that provide market incentives for people and businesses to shift to lower energy intensive public transportation. A current example is the so-far-unsuccessful effort by various groups to convince the federal Minister of Finance to give tax exemptions to employers who provide transit passes to their employees.



The 7 litre Chevy Suburban is the Grand Daddy of the current crop of sports/utility vehicles, the fastest growing segment of the market

compact, mixed use communities offer perhaps the greatest opportunities for short and long term progress, yet all face significant opposition from important stakeholders. Based on its consultation process, the NRTEE Task Force concluded that there are three fundamental challenges to be addressed before real progress will be made to reduce fossil fuel use in transportation.

INCREASED PUBLIC AWARENESS

Increased public awareness of the links



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In Ontario, there is a need to seriously consider a return to policies of increased share of public transportation investment relative to roads that, in earlier decades, gave Toronto its international reputation as a transit oriented city.

Transportation has not yet been fully integrated into the National Action Plan on Climate Change. A National Action Plan that includes transportation must include committed participation of provincial governments. Provincial governments have jurisdiction over major aspects of transportation decision-making including road transport and land use planning, road and transit investments, vehicle registration and fuel taxes, the latter shared with the federal government. The federal government is responsible for negotiating Canada's international commitments on climate change, but has limited powers to influence land use and those modes of transport, except aviation, that are the greatest contributors to unsustainability. Hence, a successful sustainable transportation strategy is only possible with federal/provincial co-operation.

Other examples of the linkages among the policy levers of different levels of government include:

- Changes to automobile parking supply and pricing policies that could influence increased modal share of mass transit usage at the municipal level would have to be co-ordinated at a regional or provincial level to prevent market distortions among adjacent municipalities;
- Adoption at the provincial level of least-societal-cost transportation investment (road vs public transportation) decisions are required to complement regional and municipal efforts to achieve more compact, mixed use development of urban form.
- Federal and provincial finance ministries have primary authority to implement many of the pricing changes through economic instruments that will likely be necessary for sustainable transportation. Finance ministers must therefore become fully engaged in the development of economic policies, to be integrated with

those measures adopted by other stakeholders, such as regulation of emissions and fuel efficiency standards as well as land use planning and development.

ENSURING THAT PRICE SIGNALS ENCOURAGE SUSTAINABLE TRANSPORTATION

A key theme running through this discussion, is the importance of establishing the right prices to encourage the changes need-



Cars versus transit is not a new challenge

ed for sustainable transportation. In some ways, price signals are ideal ways to encourage sustainable transportation given the highly decentralized decisions that are needed for sustainable transportation. On a daily basis, millions of choices, such as walking to the store or driving, buying local or imported produce, spending a vacation locally or abroad, and purchasing a car or a sport utility vehicle, contribute to the sustainability, or otherwise, of transportation. Behavioural change on such a micro-scale is not well-suited to regulatory instruments, but can be influenced through the prices that we all face over the long term.

Sustainable transportation is an international issue for Canada, particularly with respect to the United States. Movement of people and goods between the two countries is massive and policies related to emissions and fuel economy standards require bi-lateral co-ordination. One of the issues that should be faced is the growth of long haul trucking and air freight across North America as a result of the North American Free Trade Agreement.

THE ROLE OF PLANNERS IN SUSTAINABLE TRANSPORTATION

We suggest that the planning profession consider its role, in a broad national strategy for sustainable transportation, to include the following:

- Acknowledgment of the links between current trends in transportation and increased health impacts and risks associated with climate variability;
- Commitment to the objectives of achieving more compact, mixed use urban form. This is not a new concept and is very sensitive to both markets and the policies of governments. The emerging risk of destabilizing regional and global climate from transportation emissions, however, raises the urgency of evolving urban settlements that are economically and socially preferable to continued urban sprawl.

The economic inefficiencies of sprawl were dealt with in some detail in the 1996

Report of the Golden Task Force on the GTA. The Golden Task Force estimated savings of between \$700 million and \$1 billion annually in capital and operating costs of urban infrastructure, if a more compact urban form throughout the city-region could be achieved.

A February 1997 report by Australian researchers, Jeff Kenworthy et al. "Indicators of Transport Efficiency in 37 Global Cities" concludes that "... it certainly does not follow that rising wealth automatically means deteriorating transit use. On the contrary the...data support the notion that wealth can just as readily be associated with higher transit use where a good quality transit option is provided, especially a segregated system such as rail."

- Commitment to priority for walking and cycling over motorized passenger transport at the neighbourhood and municipal level;
- Commitment to planning and other policy measures that encourage mode shifting from higher fossil energy intensive modes

to lower energy intensive modes;

- Advocacy for economic and tax policy changes which support intensification at the neighbourhood, municipal and city region level. An example of public/private innovation that falls into this category would be where groups of business owners organize (using the BIA model) to find ways to increase mode share by public transit, van pooling, walking and cycling. Governments would establish a benchmark and a modal share target, then provide property tax credits linked to improvements in the modal split of the area as a whole.
- Advocacy and commitment to transportation and land use policies and infrastructure investments at the municipal and regional level that give priority to public transportation for passengers over road transport on a least-societal cost basis. Special consideration needs to be given to the various rail transit options. The Greater Toronto Services Board, when it comes into being, provides a historic

opportunity to deal with this issue over the whole GTA.

- Investigation of the potential role for planning in facilitating mode shifting of intercity goods movement towards inter-modal rail/truck services;
- Adoption of the principles of sustainable transportation outlined in the Transportation Association of Canada's New Vision of Urban Transportation in Canada.

AFTER KYOTO?

The December meeting of world leaders in Kyoto to negotiate new, tougher agreements on climate change reflects the conclusion of the scientific community that humans and ecosystems face major risks from climate destabilization. In many ways, transportation is the most difficult sector in which to significantly slow or reverse growing consumption of fossil fuels. Dealing with this challenge will require thoughtful participation of every sector of society in the decades ahead.

The planning profession has a particularly important contribution to make to the effort, both in its own practices and in advocacy of supporting action by others. The time has come for focused, creative action on the "new" variable of climate destabilization in the work of planners, individually and through their professional associations.

Ron Neville is an independent consultant, who co-authored "State of the Debate on the Environment and the Economy: The Road to Sustainable Transportation in Canada" with Ronald Watson of Apogee Research for the National Roundtable (NRTEE). Ron Neville is also executive director of The Osborne Group, a firm of contract executives.

The report is available for \$9.95 from Renouf. E-mail <order.dept@renouf-books.com> For more information on the publications of NRTEE visit <www.nrtee-trnee.ca>



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Looking for Benefits to Support a Canadian Policy on Climate Change

The federal government plans to leave Kyoto in December having signed binding agreements to reduce greenhouse gas emissions to 1990 levels by 2010. If the agreement as it affects the transportation sector in Canada is to have more impact than a New Year resolution made under the influence of too much champagne, several things have to happen.

First, the government has to forge solid new connections with provincial and municipal governments across the nation to get agreement on major changes to policy and regulation in literally dozens of areas. There is a precedent for this - the tripartite infrastructure programs. Nothing like a small bribe to get people's attention. And it could put some meat on the bones of the national unity debate. Proof that municipalities can exercise a leadership role is the recent announcement by Metro Toronto that emissions have in fact been reduced, allowing the municipality to project a 20% drop in emissions below 1990 levels. Although the credit for this goes to capturing methane gas from a landfill and not from inroads made in transportation, the role of the municipality should not be underestimated.

Second, the marketplace has to be convinced that the federal vision is worth buying into. Defining the market is a major challenge all by itself, however, since it includes not only each mode that comprises the transportation sector but also the customers of each sub-sector, and the customers of their customers - the general public.

Third, a practical way to sell the concept of reducing emissions has to be worked out. A vision, if you like. Is it the climate change angle? Is it through health concerns? Is it through economic efficiency? Is it lifestyle? Is it tax measures? In the end, it is all of these things and more. But most important, it is not about preaching. If any inroads are to be made, the major players as well as a majority of the little players must be convinced that change is not only necessary but in their own interests.

But, as the cover story in this issue points out, making a direct link between global warming and transportation emissions is not an easy

out proof, why would our federal government put our economy at risk by signing agreements that require industry to absorb huge financial penalties?

This is focusing on the wrong point. Even if the impacts and causal connections with global warming have been exaggerated, there is no doubt about the negative effects of many of the elements said to contribute to global warming. Surely the knowledge that these elements are inherently undesirable is sufficient incentive to warrant government and market action? After all, if one day it is shown that obesity really does not contribute to heart disease (and this is not going to happen!), would people who have spent a lifetime keeping their weight in check begrudge that effort if being thinner afforded other direct benefits such as being

able to exercise more easily, breathe more freely and be less susceptible to diseases such as arthritis and diabetes?

The federal government has some very difficult moments ahead, not the least of which is to placate the western provinces dependent on oil and gas production, while coping with Ontario's sudden power shortage. If the shortfall caused by a reduction in nuclear generation capacity means that Hydro must buy or produce power that can only be generated by burning more coal, this is a huge problem. The propaganda wars are only beginning.

But maybe the words if not the whole message of ads being run by the Canadian Association of Petroleum Producers are worth considering: let's move forward together, live up to our environmental responsibilities, and develop a Canadian policy that pursues simultaneously a healthier environment and a stronger economy.

Glenn Miller, MCIP, RPP is editor of the Ontario Planning Journal and director of applied research with the Canadian Urban Institute in Toronto.

The government has to forge solid connections with provincial and municipal governments across the nation.

LETTERS

NO SHOWS STRIKE A CHORD

I am writing to offer my full support for a pre-payment policy for all OPPI training and professional development activities. Having organized similar events for the Eastern District of OPPI and the Ottawa Branch of the Ontario Society for Environmental Management, I have no tolerance for those members that repeatedly do not show up for events to which they had previously committed. I fully acknowledge the (volunteer) time and resources involved in the planning and delivery of these

events, but it is apparent that many members do not share this view. In an era of increasing fiscal constraint amongst all NGOs and professional associations, I support any OPPI position whereby no-show registrants would be required to offset the overall losses in revenue due to their late actions. I have noted that OPPI has approved a new policy on the reimbursement of course and conference fees. This is a very positive step, and every effort should be made to ensure that any future losses are not subsidized from general revenues.

Cam McEwen, Ottawa

WILD ACCUSATIONS REBUTTED

Bob Lehman alleges, in the District News of the previous issue, that my victory in the Simcoe County home-run contest was drug assisted. I wonder if it was just Bob's concern that a public sector planner could do things better than a consultant planner that lead him to make such wild, and totally untrue, accusations. Now, if I can find a shirt that fits (over my bulging muscles), I may just pay Bob a visit and make him take back what he said!

Wes Crown, MCIP, RPP, Township of Tay

ACCOUNTING SYSTEM UNDERMINES IDEOLOGY

The well-written review of the New Urbanism congress by Rudayna Abdo should initiate a wider discussion among planning professionals. Although the term (New Urbanism) has an Orwellian flavour, and despite its shortcomings, we have to hope that this movement will help formulate a new approach to planning our communities. Meanwhile, we do face mind-boggling obstacles.

For example, it is certain that no ideology can hope to arrest urban sprawl as long as the current accounting system continues to distort land and fuel prices. Only some significant external intervention of a catastrophic nature may hope to produce compact settlements with mixed human activities. Until then, we are doomed to continue polluting the countryside and its ecosystem by the relentless construction of single family shacks.

Moreover, little can be done to change the continuous popularity of pseudo-historical pastiche and the widespread misuse of architectural vocabulary which is so typical of immature and transitional societies. Most of the general public, saddled with cultural disorientation and insecurity, seldom endorse the work of contemporary architects. How else to explain the fact that the great North American architects, while admired elsewhere, are rarely - if at all -

embraced by the public on their home turf.

Perhaps public education may help. But before that, as Abdo so rightly points out, planning professionals should open a discussion without prejudice and try to harmonize architectural design and community planning with contemporary art, technology and the natural sciences.

Vladimir Matus, MCIP, RPP, Toronto

DIM VIEW OF CLIENT POACHING

We read with interest last year's OPPI Annual Report concerning the summary of professional activities of the Institute. We are concerned about the following: from the President's comments, "we have raised the public's awareness of the planning profession although there is still a lot of work that can be done....We have strived to raise the level of professionalism of planners. From the Public Policy Committee Report we note several references where OPPI is cooperating with other professional bodies such as the OAA, OALA and others. In our opinion, this type of cooperation ought to be occurring. But such cooperation is a two-way street.

The situation in which we have found ourselves as private planning consultants is that from time to time those honourable members of other professional bodies appear to profess to our clients and potential clients that they can do the planning on projects as well as do their own specialty.

This is a form of client poaching. We believe such activity is not professional and that as such it ought not to be condoned by those other professional bodies and surely it is not condoned by OPPI. We bring this matter to the attention of OPPI and its members and ask the Council through its various committees to address this fully and to report to the membership exactly how the matter has been addressed.

*William Addison, M.A., MCIP, RPP and
Ross R. Cotton, MCIP, RPP, AICP
Bill is director of planning services with
Limnoterra Ltd in Kitchener and Ross is the
principal of Ross R. Cotton Planning
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LETTERS TO THE EDITOR

Question the articles, the assumptions, the conclusions. The articles are short and important ideas may get left on the cutting room floor. Fire off an e-mail when you read something that bothers you or puzzles you. Send your letters to the editor to:

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Or fax us at: (416) 483-78

OPINION

How the Social Housing Landscape in Canada is About to be Remade

By Michael Poulton



As the Ontario government proposal stands, municipalities will absorb all responsibility for social housing as of

January 1. Municipalities will be asked to look after a jumble of programs, including public housing for families, seniors, public non-profit housing, housing co-ops and special needs housing.

All told, social housing in Ontario municipalities accounts for about a third of such housing in Canada, and the new City of Toronto will emerge as the biggest social housing operator in the country. Ontario will therefore set the tone for Canada in this area. By devolving social housing, Premier Harris is completing the long, slow migration of housing assistance out of the hands of social housing producers and

into the hands of social support service administrators. I predict, that despite the intentions of the government, Ontario municipalities will neither pay for, nor manage social housing in the long run.

Since the end of the Second World War, commonwealth countries including Canada have developed affordable housing for working people. But, increasingly, these projects came to be occupied by seniors and families needing government assistance. It became clear that despite their best efforts, governments could never build enough housing. One of the countries that followed this path was New Zealand. Then, in 1992, New Zealand Housing Corporation - with 70,000 state owned units - was dissolved and replaced by Housing New Zealand Ltd. It operates like

a private landlord. At the same time, assistance with housing costs and special needs was placed squarely in the Social Services

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envelope. The change was so quick that opponents called it a coup. In comparison, the moves of the Harris government are half measures.

In devolving social housing responsibilities down to the municipal level, what Ontario has done is to undermine the coalition of provincial social housing providers and created new interested parties - the municipalities. I believe that when the dust settles, this housing stock will be in the hands of independent landlords and some non-profits charging market rents. Along with this, the provincial government will be administering a uniform income-based shelter allowance program. Let me explain why.

There is no single public housing entity in Ontario. Collectively, this housing stock is a potentially huge and unpredictable charge to the municipal property tax base. This will drive the municipalities to first isolate housing assistance budgets from general municipal services expenditures and second to make sure these housing assets are as low risk as possible. This means that they must charge market rents. Anything less than market is really a tax-free income assistance disguised as a housing benefit.

Municipalities will then press for a consistent provincial shelter allowance - in the cost-shared welfare envelope, where it belongs.

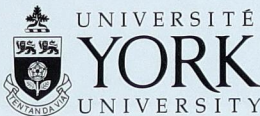


This creates three benefits. It discourages "beggar my neighbour" actions by municipalities seeking to off-load assistance costs onto others.

It allows sensible trade offs with other income-related benefits in the welfare envelope. And it takes a lot of political heat out of the issue of benefit levels.

This is not as radical as it sounds. Shelter allowances are favoured by many because they are linked to personal circumstances, do not inhibit economic mobility or tie the tenant to particular landlords.

The freedom to set rents at market levels also frees municipalities to disengage themselves from direct administration and supervision of housing assets in their jurisdictions. This is why the transfer from the province to the municipalities has to be at market value. This approach has the merit of forcing both levels of government to look long and hard at the properties to see what should be kept and what should be disposed of. This would give municipalities the option of spinning off housing operations into independent social housing rental companies. This would be like New Zealand but with many operators instead of one large one, just like the private sector market. The field is already highly diversified and the non-profit sector already oper-



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ates at arms-length from the government.

For maximum stability, there would initially be guarantees of rent stability and security to sitting tenants. Special needs housing would best be served by community-based or public housing associations with a direct relationship to social services providers.

At the end of the day, according to my scenario, housing assistance will be built on three pillars: shelter allowances for individuals and families; registered social housing companies contracting with

municipalities or with municipal shareholders, and municipal or private non-profit societies providing special needs housing. In my opinion, Ontario's municipalities would be well-served by ensuring that housing assistance is in the cost-shared social welfare envelope and by minimizing fiscal risk. This could even become a model for social housing reform across Canada.

Michael Poulton teaches at the Technical University of Nova Scotia in Halifax. Comments on Opinion are

welcome and should be addressed to the Editor, care of the OPPI office or to <ontplan@inforamp.net>.

Contrary view: Housing editor Linda Lapointe argues that Poulton misses the point that public investment in housing results in lower costs over time. When individuals buy a house, over time their housing costs go down -as the mortgage is paid off and/or land costs increase in value. In subsequent issues, look for articles that argue the case for public investment in social housing.

HOUSING

Stakeholder Group Recommends a Strong Municipal Role in Housing for the New City of Toronto

By Linda Lapointe



The new City of Toronto should take an active role in housing according to the final report of the Metro Toronto Stakeholder

Panel on Housing. Established in 1996 to respond to growing housing needs within the context of limited federal and provincial funding, the Stakeholder Panel included Metro councilors, representatives of private and non-profit developers, academics, tenants, landlords, financial institutions and housing policy experts.

The Stakeholder Panel concluded that the new municipality should have a "housing development function" with a mandate to co-ordinate and facilitate housing production through partnerships with the private and not-for-profit sectors. The Panel produced a blueprint for action for the new City of Toronto backed up by intensive research by several consultants. The majority of the Panel's recommendations were

endorsed by Metro Council and will be forwarded to the new City of Toronto Council for its consideration.

The final report did not try to solve all housing problems (such as downloading of social housing or combining all of the social housing managed by the City and Metro) but rather focused on a set of priorities. The development of new rental housing was identified as the highest priority because of the growing demand combined with negligible production

Pomeroy found that new rental projects could not provide a high enough level of return to compete with condominiums or purchase of existing rental buildings.

The consultants and the Panel identified two mechanisms as being most effective in supporting new rental housing production: reduced property taxes for new rental buildings, and, land leased at reduced or deferred cost. Together these two mechanisms would result in a large reduction in project costs and result in rental housing being attractive to private or non-profit developers.

The Stakeholder Panel recommended a reduction in property taxes on new multi-rental properties which are currently taxed at twice the rate of those for 1-to-6 unit residential properties (which includes all owner occupied houses or condominium apartments and small rental properties). Under

MECHANISMS TO ENCOURAGE NEW RENTAL HOUSING

Despite favourable changes in the factors affecting rental production (e.g., low interest rates, loosening rent controls, lower land costs), research by Greg Lampert and Steve

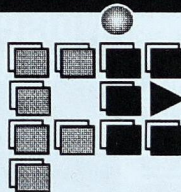
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the new "Fair Municipal Finance Act", municipalities will be provided with the option of designating a special assessment class for new multi-unit rental projects with a lower tax rate for up to 8 years from the completion of a project. While the phasing in of an equalization of property taxes for the multi-residential assessment class for existing units was also recommended, Metro Council requested further study of the dollar impact of such a shift in assessment.

MUNICIPAL RESOURCES SHOULD BE ALLOCATED FOR HOUSING

The report recommends that the new municipality allocate sufficient resources for housing although the panel recommended against large-scale financial commitments. Such resources would be strategically chosen for projects meeting affordability or other selected eligibility criteria. In addition to using surplus land, the City could also provide loan guarantees or arrange for loans from private lenders and federal and provincial housing agencies. The City could also use its influence to request CMHC to reduce mortgage insurance premiums or to persuade private lenders and federal and provincial housing agencies to assist with lower cost financing for affordable housing. Any municipal financial involvement would be decided on through a process that identified costs or risks balanced against the public interest in affordable housing.

While the Stakeholder Panel recommended a stronger role in housing for the new City of Toronto, it also stated that the

municipality is not the appropriate level to absorb costs which are more closely related to income support programs (e.g., subsidies to low income tenants). The Stakeholder



The Stakeholder Report did not try deal with downloading issues related to social housing

Photo: Courtesy of MTHC

Panel recommended that such subsidies should remain the responsibility of the Federal and Provincial governments. In some cases, however, depending upon the type of mechanisms used, it may be possible to cross-subsidize a small percentage of units in new rental buildings for low income tenants without senior government involvement.

AFFORDABLE HOME OWNERSHIP AND SENIORS HOUSING

The Panel also recommended that new affordable home ownership be one of the municipal housing priorities and that this be reflected in policies and decisions on land use, other municipal regulations and development charges. Another recommendation stated that alternative housing options for seniors be examined.

The final report of the Stakeholder Panel falls short of an overall housing strategy for the new City of Toronto. It is, however, an important first step in carving out a creative housing role for the municipality - especially in the area of encouraging rental housing production. The new City will need, however, some form of support from the Provincial and Federal governments to address the more serious affordability problems of lower income tenants.

Linda Lapointe, MCIP, RPP is a private consultant on housing and planning matters. She is the Journal's contributing editor on housing. If you have an idea for an article you wish to submit, please contact her by phone at 416-323-0807 or fax at 416-323-0992. Her e-mail address is:

<311marham.sympatico.ca>

The consultant studies referred to in this article are Prospects for Rental Housing Production in Metro (Lampert, Pomeroy and Helyar & Associates, Rental Housing Finance Mechanisms (A & B) by Lampert, Pomeroy and Citibank Canada, and Case Studies of the Municipal Role in Housing, by Richard Dria & Associates.

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PRESIDENT'S MESSAGE— THE MOOD IS CHANGING

By Valerie Cranmer

The mood of planning is changing. At a recent meeting with Ryerson Planning students, I noticed an air of optimism. The students weren't upset with the lack of traditional land use planning jobs in this era of downsizing. They were eager to hear about the opportunities that exist for planners in non-traditional areas.

Beneath that downsizing cloud may be a silver lining. Downsizing has provided the opportunity for some of our members to re-examine their future directions. Some members have located the "job of their dreams" in areas they might never have considered if they had not been proactive about their future employment. The message for students is: Develop your skills, and be innovative and creative when looking for employment. Activities such as volunteering often lead to jobs. Learn how to make your network work for you.

The value of a professional planner to an organization is being increasingly recognized by sectors of the economy which in the past did not use our services. In the past year some of our members have found career opportunities with the fast-food industry and the retail and social service sectors. The restructuring of the public sector, the hospitals, the public utilities and now the school boards all provide opportunities for our members.

The international arena continues to interest a number of our members and this fall OPPI and CIP will be applying for funds from CIDA's International Internship Program. This program will target young professional planners. In addition, OPPI's

Export Working Group is working with CIP's International/Export Committee to gain recognition with the federal government and identify opportunities for our members in other countries.

Earlier this year, the Institute established the Employment Placement Service. The service consists of a database which keeps profiles of candidates looking for work. Employers looking to hire planners can use this database. This service, along with our job advertising service, benefits our members. Its continued success depends on two factors: having a variety of planners' profiles in the database, and

the number of employers using the system.

I challenge you to take part in this changing mood: set some new career goals, search for the "job of your dreams," become creative and innovative, hire a recent graduate. Help us to stay on top of the mood. Drop us a note with tips on how to take advantage of these times or share your insights on new markets opening up for planners.

Valerie Cranmer, MCIP, RPP is principal of Valerie Cranmer and Associates.



Valerie Cranmer

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Districts



EASTERN DISTRICT

EASTERN DISTRICT ELECTIONS AND AWARDS

Three Eastern District members were recently elected to OPPI and CIP:

President-Elect, CIP: Patrick Déoux (Delcan)

Director, Communications and Publications, OPPI Council: Grace Strachan (NCC)

Director, Public Policy, OPPI Council: Marni Cappe (RMOC)

The new Eastern District Executive for

1997-98 is:

Chair: Dennis Jacobs (City of Nepean)

Vice Chair/Chair of Membership Subcommittee: Nigel Brereton (RMOC)

Secretary: Daphne Wretham (JL Richards)

Treasurer: Derek Waltho (City of Ottawa)

Director-at-Large, Program Events: Leeann McGovern (FoTenn)

Director-at-Large, Awards and Nominations: Don Maciver (RVCA)

Publications Representative: Barb McMullen (McM Planning)

Editor of "Vibrations" (the ED quarterly newsletter): Larry Spencer (Spencer & Co.)

Professional Merit Awards were recently given to the following in recognition of excellent work in ED:

Planning Studies/Reports Category: Downtown & Harbour Zoning By-Law 96-259, City of Kingston

Planning Studies/Reports Category: Greenbelt Master Plan prepared by the National Capital Commission

New Directions: West Carleton Growth Management Strategy, by FoTenn Consultants and Spencer & Co., professional planners

Barb McMullen, MCIP, RPP, is publications representative (editorial coordinator) for the Eastern District and a planner with McM Planning.

CONGRATULATIONS TO THE FOLLOWING NEWLY ELECTED MEMBERS

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Mark E. Bodrug	SD	City of Mississauga
Peter K. Chee	CD	FF Construction Company Ltd.
Diane E. Childs	CD	City of Mississauga
Pierre Filion	SD	University of Waterloo
Judy E. Flavin	ED	Reg. Mun. of OttawaCarleton
Neil D. Garbe	SD	Reg. Mun. of York
Jeffrey F. Kratky	SD	
Anne E. McCauley	CD	City of Scarborough
Ross T. Newkirk	SD	University of Waterloo
Valerie A. Shuttleworth	CD	City of Scarborough
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Susan A. Smallwood	CD	City of York
Louis A. Spittal	CD	Town of Dundas
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Susan R. Taylor	CD	Reg. Mun. of York
Brian D. Trebel	SD	County of Huron
Cindy L. Welsh	ND	Timiskaming Health Unit

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Ian C.H.B. Seddon	SD	Ministry of Natural Resources
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EASTERN DISTRICT URBAN FORUM SERIES

Greg Winters

The latest in the on-going series of lectures on urban issues, "The Wired Metropolis: High Tech & Urban Form," was well attended. Held during Architecture Week at Carleton University in Ottawa, the event had a large turnout from both architecture and planning professions.

William Mitchell, Dean of the School of Architecture at MIT (and author of City of Bits), outlined recent technological changes and some of their impacts on urban form. Jim Yuan of Ottawa Community Network described some efforts to link professional, institutional and education buildings in the Ottawa-Carleton region. Patrick Déoux of Delcan Corporation (and President-Elect of CIP) outlined how technology has stimulated the local economy, as well as some of its large-scale planning impacts.

Although much is known about technological change, and some of its impacts on

urban form have been identified, both architects and planners are still unsure how technology will change the way in which we design and plan for development.

Greg Winters is a planner at Novatech Engineering and assists with publications in the Eastern District.

CENTRAL

ROLLING OUT THE WELCOME MAT FOR FRESH IDEAS

By Carolyn Lane

As chair of the GTA Program Committee, I am always looking for stimulating ideas for seminars or workshops of interest to planners and the planning profession. If you have any suggestions for future seminars or workshops please contact me.

THANKS TO VOLUNTEERS

Running a successful series of programs requires the support and energy of many members whose hard work deserves a special "thank you." I would like to acknowledge all the volunteer members of the GTA Program Committee for their efforts in organizing such informative and well received workshops and seminars in 1997. These include David Beasley, Alex Bowers, Martin Grosskopf, Jeff Kratky, Kevin Kennedy, Charles Leung, Bob Macaulay, Loretta Ryan, AnnaBelle Spence-Sales, Bohdan Wynnicky, Karl VanKessel and Steve Willis. In particular, I would also like to thank Ruth Marland and Lorne Berg for presenting the idea "Creating Safer Cities" to the committee and then taking all the responsibility for organizing a successful event.

Carolyn Lane, MCIP, RPP is Chair of the GTA Program Committee. She can be reached at (416) 947-7928.

MEMBERSHIP STUDY RESULTS

By Susan Smith

Last year, OPPI participated in a national study of associations conducted by The Advantage Group Inc. The project studied member satisfaction, member value perceptions, member loyalty, and retention issues. About 38,600 questionnaires were distributed to members of different associations, and 8,424 were returned—a response rate of 21.8 percent.

OPPI members returned 534 usable surveys—a response rate of 24 percent. The results are contained in a 39-page report which compares OPPI's results to those of the other participants. Don Belfall, of The Advantage Group, attended a recent Council meeting to explain the results.

The good news is that in general, OPPI is doing a "pretty good" job, according to Belfall. The not-so-good news is that OPPI members don't think that the Institute is doing enough about accreditation and certification.

Members place the most value on education program activities and accreditation and certification activities, but they are least satisfied with the Institute's achievements in these areas. Of less value to members are general

member benefits and service activities, where members are more satisfied; and member communications activities, where members are most satisfied with OPPI's performance.

The survey results provide Council with considerable food for thought as it reviews the strategic plan over the coming year. For example, in the area of accreditation and

certification activities, members would like to see the Institute promote the RPP designation and ensure that it gives members a competitive advantage and assists in increasing income. Whether these expectations are realistic has yet to be determined.

Susan Smith is the Executive Director of OPPI.

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In Search of Safer Communities

By Lorne S. Berg and Ruth Marland Bryan



Crime
Prevention
Through
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Design (CPTED) is a new name for an old, seemingly forgotten community planning and design idea—that the proper design and effective use of the physical environment can reduce the incidence and fear of crime and improve the quality of life.

With the unprecedented increase in demand for affordable, more spacious housing after World War II, certain design principles were left by the wayside.

Family demands for enclosed private open space and the rise in automobile use contributed to the creation of community-

unfriendly environments. CPTED uses community planning and design to restabilize and reestablish the community function and create safe living and work environments.

There are three components of a crime incident: opportunity, criminal desire, and a victim. CPTED helps remove “opportunities” and, to some extent, the “victims” from the picture.

The CPTED methodology involves the creation of “defensible space” in the following ways:



New plans try to create defensible space

- **Natural Surveillance:** the design must give residents, pedestrians, and vehicle occupants a good view of the area. This allows people to guard their personal and community safety by observing others and their activities.
- **Territoriality:** real or symbolic boundaries must define private, semiprivate and public space, thereby creating a sense of community and ownership. This helps people identify strangers in a com-

munity or neighbourhood.

- **Image of Place:** positive perceptions of a place are determined by the size of neighbourhood and its mix of uses. Uses should allow for a constant level of activity and maintenance. Low levels of activity may foster the “broken window syndrome”—if one window is broken and not maintained, others will be broken.

- **Access Control:** access to a site must take into account the use and design of adjacent lands and routes through the space must recognize the organization of uses inside the

space.

The CPTED methodology can be implemented at the community, neighbourhood, or site level, either as a retrofit or as one of the elements of the original design.

In implementing CPTED principles, stakeholders and professionals involved in the development must draw on each other's expertise and experience. Stakeholders may include elected officials, police, resident, local business owners, property owners, and special interest

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groups. Professionals such as planners, architects, landscape architects, engineers and law enforcement officers also have unique knowledge and skills required for successful CPTED implementation.

On October 14, 1997, OPPI, in association with the Ontario Association of Architects and the Ontario Association of Landscape Architects, held an evening seminar entitled "Creating Safer Communities." Constable Tom McKay of

the Peel Regional Police, a specialist in CPTED, discussed his experience with CPTED principles. Other panelists were Wayne Nishihama, Manager of Design, Planning and Building Department, City of Mississauga; Nancy Smith, architect; and Carolyn Whitzman, Coordinator of The Safe City Committee, City of Toronto.

For further information on CPTED-related matters, please contact either Lorne or Ruth.

Lorne S. Berg, MCIP, RPP, is principal of LSB Consulting, a community planning and design firm. He can be reached at (416) 635-9270, by fax at (416) 635-5762 or by e-mail at lsberg@netcom.ca.

Ruth Marland Bryan, MCIP, RPP, is principal of the MarLAND Planning Group, a land use planning consulting firm based in Mississauga. She can be reached at (905) 822-5012 or by fax at (905) 855-1156.

PLANNING

The Evolution of a Planning Department: The Example of Ottawa-Carleton

By Nick Tunnacliffe

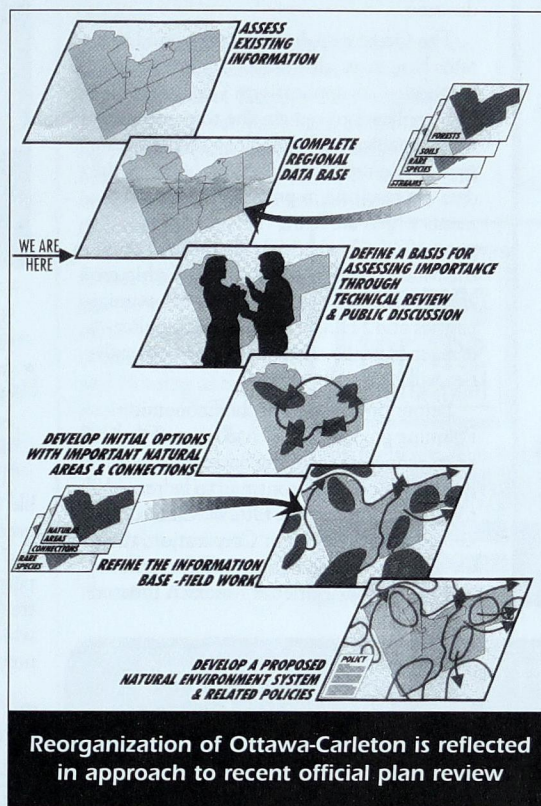


unicipalities face increasing demands to become more efficient and to do more with less. This raises questions about the role and position of the planning function in the municipal corporation.

Over the last three years, the Regional Municipality of OttawaCarleton (RMOC) has transformed its Planning Department to reduce overhead, focus on core responsibilities and improve processes. These changes stem from a philosophy of planning that differs from that of land use planning: RMOC is not responsible for zoning. Planning is the process through which the community identifies a preferred future and pursues its goals through policies, programs, investments and development approvals. Official plans and other traditional instruments of planning, although important, are only part of the picture.

In 1994, RMOC's 45-person Planning Department consisted of two divisions: long-range planning and planning approvals. In that year, the department merged with the 27-person Property Services Department, which was responsible for acquiring and selling land for regional projects and for property management in regionally owned and leased buildings.

In 1995, following reductions in provincial grants, RMOC undertook a corporate review based on the principles of "serving, improving, saving." This meant retaining



core activities and dropping non-core activities.

Opportunities for savings and improvement were identified in two categories: changes that could be carried out quickly and areas where implementation required careful consideration of alternatives and likely investments, such as the delivery of financial and human resource services

across the corporation.

An example of the former was the creation in June 1996 of the Planning and Development Approvals Department (PDAD) with about 160 staff.

THE NEW DEPARTMENT

In addition to the responsibilities of the old Planning and Property Services Department, the new department took on tasks formerly carried out by other departments:

- long-range planning for infrastructure and input into planning approvals were transferred from the Departments of Environmental Services and Transportation;
- corporate surveys and mapping were transferred from Transportation;
- the corporate Geographical Information System (GIS) was transferred from Finance and other departments.

A new function was added: responsibility for economic planning.

Before these changes took place, the departments of Environmental Services and Transportation were merged and given a mandate to focus

on water supply, sewage treatment, waste management, road maintenance, traffic engineering, pedestrian and cycling facilities and infrastructure construction.

To deliver its new services and responsibilities PDAD is structured into four divisions and two branches:

- Policy and Infrastructure Planning Division

- Development Approvals Division
- Geomatics Division
- Property Services Division
- Economic Planning Branch
- Finance and Administration Branch

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responsible for long-range planning functions, including the Official Plan and the Transportation, Water and Wastewater Master Plans, and major Environmental Assessments for infrastructure related to water, sewers, roads and the Transitway. The new Official Plan and Master Plans (adopted July 9, 1997) benefited from a close working relationship between planners and engineers.

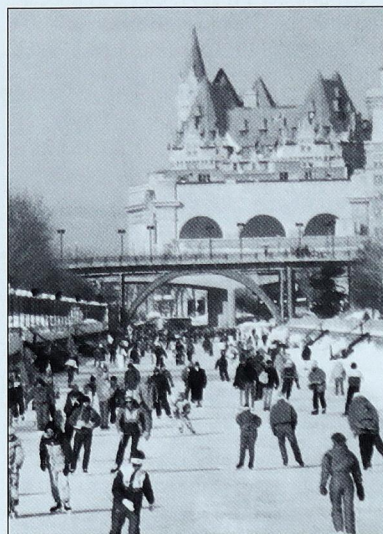
Development Approvals is now the "one window" access point for all planning approvals. Through business process improvement, responsibilities and procedures have been changed to ensure better and faster decisions. For example, because staff in the same team are responsible for making decisions on planning, piped services and transportation services, 80 percent of development applications do not have to be circulated outside the team responsible for making the decision.

The Geomatics division creates and maintains base maps, distributes data and develops corporate GIS applications. Departmental GIS applications remain the responsibility of each department. Technological advances such as the use of satellites to obtain spatial data are resulting in productivity improvements which are being reinvested in the corporate GIS. Geomatics is also participating in the Municipal Applications Partnership created by RMOC, its constituent area municipalities and SHL. Seventeen GIS applications specifically customized for municipalities will be developed.

Before the creation of the Economic Planning group, RMOC had no staff dedicated to economic planning or development. Resources were and continue to be provided to agencies such as the Ottawa-Carleton Economic Development Corporation, the Ottawa Tourism and Convention Authority, and the Ottawa-Carleton Research Institute.

The role of this group is to:

- support these organizations through data collection, analysis and distribution, and assistance on major projects;
- undertake projects relating to economic



Newly organized municipality positions Ottawa-Carleton for moving beyond postcard images

planning or development, such as examining the potential for a new convention facility;

- foster a culture within RMOC that supports economic growth, for example, by ensuring that corporate business practices do not hinder growth.
- The Property Services division is responsible for buying and selling land to support corporate projects, managing regional buildings, and administering leases (except for special-purpose buildings such as sewage or water treatment plants or homes for the aged, which are managed by the responsible department).



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The Finance and Administration group provides computer hardware and software maintenance, community consultation and media relations in addition to financial and human resource functions.

Planning in RMOC is much broader than traditional land use planning. Bringing together the various responsibilities and disci-

plines related to the traditional planning functions has resulted in:

- a stronger, more effective department;
- savings from efficiencies and reduced overhead;
- new initiatives, such as economic planning, which operate using existing resources;

- rapid advancement in the deployment and use of new technology;
- more integrated decision making.

Nick Tunnacliffe, MCIP, RPP, is Planning and Development Approvals Commissioner for RMOC. He is a regular contributor to the Journal.

PEOPLE

Lots of Moves for the Year's End

By Greg Daly



As we come to the close of 1997, a number of people are taking advantage of what appears to be some movement in our provincial economy.

Kris Menzies has recently left Evergreen Development Consultants to take up a position as the Vice-President of Development for the Lan-Rob Group, including Gem Homes, Maplewood Ravines, Maplewood Villages. It is anticipated the name of the company will be changing in the new year.

The Planning Partnership is pleased to announce that two long-time employees, **Ron Palmer** and **Nick McDonald** have been accepted as partners of the firm. Ron and Nick will continue their focus on policy development matters. In addition, after more than a decade in a senior role with



Paula M. Dill is new Assistant Deputy Minister at MMA&H

Hemson Consulting, **Scott Burns** has moved to The Planning Partnership, where he brings a client base focused in the Toronto area to complement his new firm's activities outside of Metro.

Paula Dill, former Commissioner of Planning for the City of North York is moving to the Ministry of Municipal Affairs and Housing as Assistant Deputy Minister. Before joining North York, Paula worked with the City of Toronto.

Christine Rickards has recently left her position as senior planner with Bousfield, Dale-Harris, Cutler & Smith for the sunny

south at the firm of Erwin P. Adderley Associates in Bermuda. We suspect she will be shown the ropes by another Canadian planner, **Lorraine Huinik**, who made the jump several years ago. We wish Christine all the best.

Peter Atcheson, Director of Planning for the City of Brantford and Pat Moyle, Commissioner of Corporate Services for the City of Brampton, have been named Directors at Large of the Association of Municipalities of Ontario (AMO). They will be a good voice for planners within this organization.

Susan Rosales our former people editor has recently joined the office of the Minister of Municipal Affairs and Housing as Special Assistant - Planning Policy. Susan will bring her varied experience in both the public and private sector to this position.

Calling all Ryerson Planning Alumni. Not



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to be outdone by the University of Waterloo, Ryerson Planning Alumni held their first annual Cocktail Party at the Top of the Senator in Toronto on November 6, 1997. The event was well attended by about 35 people, including a number of OPPI members. Special mention goes to **Glenn Scheels** who braved the 401 rush hour traffic. If you are interested in Ryerson Alumni activities please contact **Sue Cumming** at 416-929-1632 or **Randy Hodge** at 416-585-6079.

Former OPPI Council member **Steve Jacques** has recently moved from Ottawa to Toronto as Manager of Market Analysis for CMHC.

Diane McArthur-Rodgers has left the Ministry of Municipal Affairs and Housing to hit the slopes of British Columbia with her spouse Neil Rodgers. Neil has recently taken

a position as planner for Whistler B.C. Diane will be sorely missed at the Ministry. The Journal will also miss Diane's reports on provincial news. Joe Verdirame is her able replacement. Welcome Joe!

Last but certainly not least, **Niomie Massey** until recently with the Town of Markham is now a Senior Project Manager with Milus Bollenberghe Topps Watchorn (MBTW) in Don Mills. **Mark Bales** has left the Municipal Law Section of Farano Green to join the firm in the same capacity. They will add their expertise to the existing urban design and landscape architecture focus of the firm in an effort to build more comprehensive and integrated approaches to development issues.

Carl Knipfel has been seconded from his position as an economic advisor with the

Scarborough Mayor's office to work with **John Wimbs**, a member of the Toronto Transition Team. Knipfel and Wimbs worked closely for many years on urban design awards when Wimbs was a councillor with Scarborough and Knipfel headed the urban design section. Replacing Carl in the Mayor's office, also on secondment, is **Alicia Bulwik**, a senior planner with Scarborough Planning and Buildings. Alicia has represented CIP on a number of international projects.

I look forward to the notes and hints from various people. Keep those messages coming and have a great holiday season.

Gregory Daly, MCIP, RPP is a planner with Weir & Foulds in Toronto. He can be reached by fax at (416) 365-1876 or by e-mail <DALYG@weirfoulds.com>

ONTARIO MUNICIPAL BOARD

"A Manner Less Rigid": One Hundred Years of the Ontario Municipal Board

By Robert Shipley
(Last of three parts)

In the first two parts of this retrospective look at the OMB, I described the origins, traditions and changing jurisdiction of the Board. In this last section I will suggest some reasons why the Board has enjoyed such a long and successful history and continues to be vital today.

NATURAL JUSTICE

The two most important factors in maintaining public confidence in the OMB are the tradition of "natural justice" and the good character of its members.

Natural justice includes the principle that all parties to a dispute, all those who

will be affected by a decision, have a right to be heard. The OMB provides that opportunity in less intimidating way than a court of law and is therefore more accessible to citizens who are not represented by counsel.

Moreover, all hearings before the OMB are de novo, which means that each case is treated as a new consideration of the facts, laws, by-laws and regulations. What has gone before does not affect the Board's hearing of a case. Although the Board strives to be consistent in its decision making it is not bound by previous decisions and is free to decide a matter on the basis of unique facts and circumstances.

It is another important principle that the

Board member who hears the evidence is the person who ultimately makes the decision. No other authority, government official, or member can unduly influence the ruling.

The growing complexity of the Board's work demands that members keep up to date. The records of the OMB provide ample evidence that they do this. The correspondence of Chairman Cummings in the 1950s contains articles sent to him by researchers



The OMB has always been a favourite target for cartoonists

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in the fledgling schools of planning, such as Professor Faludi at the University of Toronto. In 1966, Chairman Kennedy led a lively discussion at a meeting of the Board about the admissibility of electronic evidence such as tape recording, movies and photographs in hearings. In the Board offices today there is a well-maintained library and on-line computers. The Board also sponsors an ongoing program of training and education for both new and long-time member.

NUMBERS OF MEMBERS

1897 to 1906: 1 auditor
1906 to 1944: 3 members
1945 to 1949: 4 or 5 members
1950 to 1955: 7 or 8 members
1956 to 1967: 10 to 14 members
1968: 18 members
1969 to 1973: 15 or 16 members
1974 to 1977: 24 to 26 members
1978 to present: 30 to 35 members

PERSONAL CHARACTER

The shelves of the Archives of Ontario hold boxes of OMB documents that, if placed end to end, would stretch about 5 km. This is a motherlode of information on the history of the Board waiting to be researched. Some of the Acts, correspondence, affidavits, submissions and exhibits are fascinating. Some are a pretty dull read. Few, however, would tell us much about the most important aspect of the Board: the people who have served and continue to serve as members.

Over the years OMB members have more often been lawyers than members of any other profession. They have also mostly been men of British descent. Although there are still many lawyers the Board in the 1990s has had members who are engineers, planners, farmers, architects, accountants, economists, teachers, and former public servants. There is also a rich mixture of cultural backgrounds, a reasonable rural-urban split and a better gender balance.

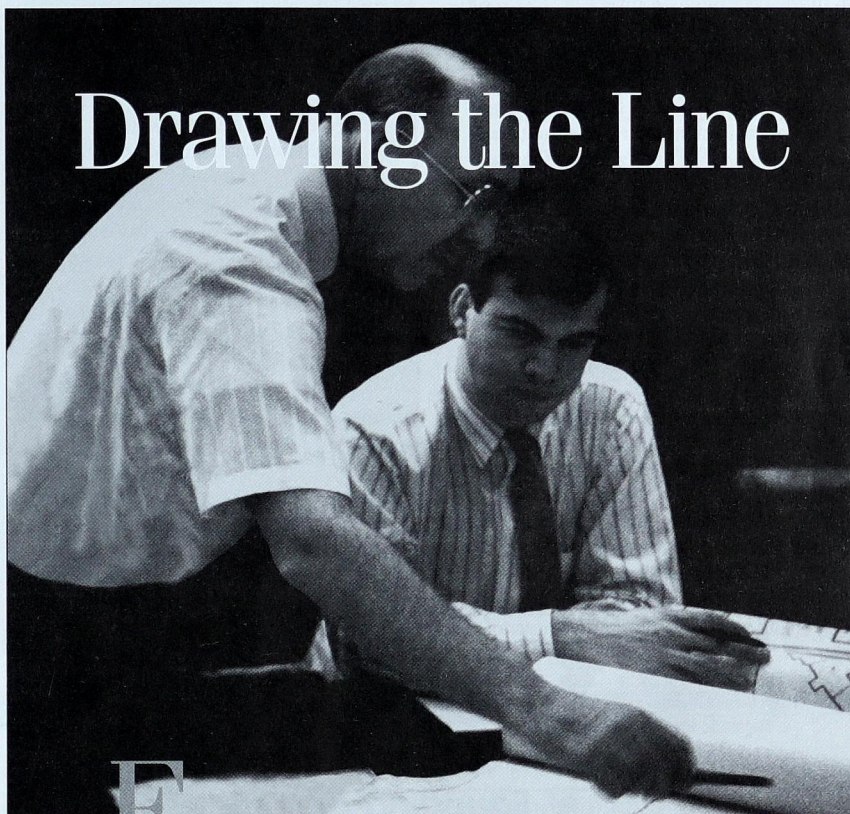
One consistent feature of the OMB, however, is the quality of the members. James Leitch, the first Railway and Municipal Board chairman, left a record that indicated his dedication and tireless work.

The chairman during the 1950s, Lorne Cumming, was a colourful personality who clearly enjoyed a trip to Sydney, Australia, in 1958, where he was billed as

the "architect of metropolitan government." When a grateful woman in Cornwall, Ontario, wrote to thank the Board for a particular ruling, Cumming sent her an autographed copy of the decision.

The next leader of the Board was made of quite different stuff. J.A. Kennedy, on taking over direction of the Board in 1960, instituted regular meetings of members at which attendance was compulsory. He was

the consummate detailed administrator. His memos reminded members to use toll-free phone lines, to properly date their correspondence and not to talk to the staff about cases. Another memo stresses the importance of not calling hamlets villages or villages towns. Kennedy is remembered for his desire to give the Board hearings as court-like an atmosphere as possible. Some recall him saying, "the court... I



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mean the Board, will now rise.”

Bill Shub was chairman during the latter part of the 1970s and he reinforced the need for hearings to be conducted properly but added, “Our principal role during a hearing is to listen respectfully and sympathetically...” In 1977 he wrote:

There has never been a time in the long history of the Board, when there is such need to exercise the utmost care in preserving the historical and traditional image of our Board as in the present environment of close scrutiny, public participation and perhaps some militancy on the part of the public.

Henry Stewart, chairman during the 1980s, perceived that the old line between urban sophistication and rural earnestness was blurring. At a meeting some distance from Toronto, he talked to a rural politician who insisted that the local people were quite distinct from city folks. Stewart observed that this man ran a huge farm, managed many employees, invested large amounts of money, and operated extraordinarily complex machinery, including computers. In what way, he wondered, was he so different from an urban business man? “Let’s talk about it over dinner,” the man said, referring to the noon break. “Ah, yes,” said Stewart, “you have dinner, I have lunch. That’s the difference.”

This ability on the part of OMB members to conduct proper hearings and attend to administration and to know and understand the people of the province with humour, respect and real caring, is the real heart of

the Board’s effectiveness and its ability to carry on “in a manner less rigid.”

Robert Shipley MA, MCIP, RPP recently

completed his PhD at the University of Waterloo. In addition to teaching, he is a consultant and author. This concludes the three part series.

GROWTH AND CHANGE IN VOLUME OF WORK BEFORE THE OMB

Ontario Railway and Municipal Board

- 1906 (_ year): 57 hearings (mostly railway matters involving approval of capital spending)
- 1907 (1st full year): 245 hearings, including assessment appeals, telephone service and public utilities annexations and accident investigations
- 1913: 652 applications, including 213 under the new City and Suburb Planning Act (1912)
- 1914 to 1918: slowdown during World War I
- 1920: 767 applications

Ontario Municipal Board

- 1935: 618 applications
- 1941: 25 municipalities still under financial supervision of Board following bankruptcy suffered during depression years
- 1944: only 2 municipalities still under supervision

- 1950: 7,282 applications, including 1,603 about telephone service and 5,154 about approval for capital spending; 657 hearings
 - 1960: 3,968 applications, including 837 concerning municipal by-laws and 2415 concerning approval for capital spending (Board no longer responsible for telephone service)
 - 1970: 5,444 applications, including 789 appeals from Committees of Adjustment, 1,527 about municipal by-laws and 2,425 about approval for capital spending
 - 1980: 7,131 applications, about 40 percent of them municipal by-laws and 40 percent capital expenditure approvals
 - 1992/92: 4,213 applications including: 1,664 capital expenditures, 680 zoning by-laws, 629 minor variances, 712 consent appeals and 227 official plans
- (In the early 1990s the numbers of applications was lower than previously, but they were usually more complex nature and required long hearings, which created delays and backlogs; more than 2,000 hearings were held annually.)

ALUMNI NEWS

New Publication Celebrates 50th Anniversary of Founding of McGill School of Planning



new publication that contains information about Supervised Research Projects prepared by students of the

McGill School of Urban Planning between 1949-1997 is available. The document was compiled by Haidar Moukdad and edited by Marilyn Berger. Another selling feature is an historical essay by Jeanne M. Wolfe, FCIP. Jeanne is the current director of the school and during the recent 50th anniversary celebrations, she regaled graduates visiting from as far away as Malaysia with torrid tales of the school’s early days. One of the school’s first graduates was Len Gertler, also a fel-

low of the Institute. As the founder of Waterloo’s school of planning, he admitted some split loyalties. Other McGill graduates to have scaled the heights of academia include Ian Skelton, MCIP who is now the director of the University of Manitoba school of planning. Many references were made to the exploits of Harold Spence-Sales, founder of the school. Spence-Sales currently lives on the west coast but insisted



on attending the celebrations.

The publication is available at the bargain price of \$20.00 (plus GST) plus \$5.00 (shipping and handling) from the:

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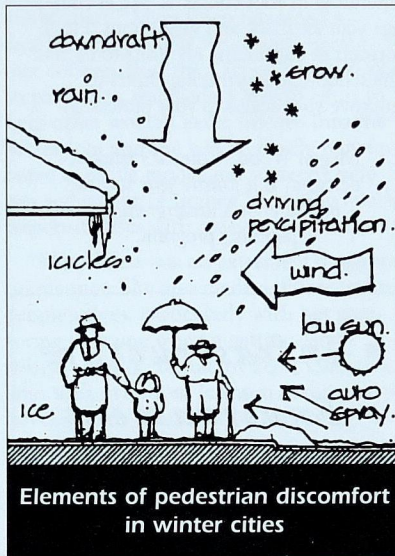
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Why We Need a Fresh Outlook on Planning Winter Cities

By Norman Pressman

Northern communities, which occupy the top quarter of the globe, need to be more competitive than their southerly counterparts. This is because winter is often perceived negatively, generating inconvenience and added cost, instead of an opportunity to embrace healthy lifestyles.



The Winter Cities philosophy recommends that planners, designers and policy makers encourage and promote a knowledge of climate and keep abreast of new technology. Builders should be provided with incentives to demonstrate projects that have been carefully adapted to their

sites to take advantage of winter conditions. Local governments should embrace climatically sensitive plans, and buildings or site plans should be subjected to rigorous review of how well designs and proposals have been adapted to the local conditions in the interests of explicit "winter liveability" criteria.

Working with nature rather than against it helps us make the most of winter and strive for year-round comfort in all four seasons.

Selected objectives include: curtail the importation of inappropriate ideas from California and similar areas, applaud innovative interventions in design, conceive future plans and designs with winter in mind, shift attitudes so as to develop energy efficient, sustainable urban frameworks and work towards globally competitive positions for northern towns.

Norman Pressman, MCIP, RPP is a consultant and professor at the University of Waterloo. He is the author of several books and is active in the Winter Cities movement.

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Outreach Gets Good Response

By Megan Wood

The 1997-98 term of the Student Liaison Committee is off to a flying start. At our meeting on September 13 we decided that the theme for this term is "Increasing student members' access to the planning profession."

In keeping with this theme, OPPI's

Employment Placement Service was revised to allow access to this program by graduating student members. If you are graduating in 1998, submit your registration form and resume to OPPI. Contact the student delegate at your school or OPPI for further information.

On September 29, OPPI hosted a career information workshop at Ryerson at which practising professionals talked about the future of planning for students. A similar session was held on October 8 at the University of Toronto. Students were thrilled to hear from planners that there are opportunities out there for recent graduates who are willing to be creative and show some initiative. Future sessions are planned at the other planning schools.

Another initiative under way is the clar-

ification of the Exam B process at each of the schools. A one-page summary sheet will be produced for each school outlining the procedure, contacts and deadlines.

The first SPED newsletter for this term has been sent out. If you are a student member and did not receive it, log on to the OPPI Student page and register.

Your Student Liaison Committee is interested in your concerns. We encourage your feedback and suggestions. I look forward to continuing my visits to each of the schools and furthering efforts to improve your access to your profession.

Megan Wood, Council's student delegate, is a fourth-year student in Waterloo's undergraduate planning program.



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Mary Ellen Johnson

Mary Ellen Johnson died in October from complications resulting from cancer. She was 62.

Mary Ellen Johnson spent most of the past decade as a member of the Ontario Municipal Board, most recently as vice chair. Although appointment to the OMB often places professional planners in "a world apart," Mary Ellen remained a familiar and popular figure with her former colleagues at the City of North York. In particular, she made a special effort to help other women make inroads into the profession, and she will be fondly remembered as a role model and someone who was supportive of women balancing family responsibilities with a demanding career.

"Mary Ellen was an extremely thoughtful planner. She also made a difference in people's lives, particularly with her mentoring of young women getting established," recalls consultant Peter Cheatley, who took over from Johnson as director of development control at North York.

Mary Ellen came to planning later than most, graduating from Queen's with a Masters in Planning in 1974. Before she and her family moved to Kingston, however, Mary Ellen had been active in women's issues in Alberta and she ran successfully as a member of the school

board in Calgary on two occasions.

Mary Ellen graduated from the University of Alberta with a B.A. in 1957 and with an LL.B in 1958. After completing her planning degree in 1974, she

worked as a coordinator of neighbourhood improvement with the City of Kingston. She became a member of the Institute in 1977. She is survived by her husband and two sons, who live in Toronto, and a brother, who lives in Alberta.



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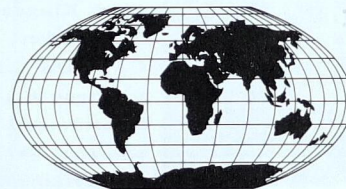
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MMM Celebrates 45 Years of Excellence in Service

By Jim Helik

From modest beginnings as a surveying company managed by University of Toronto professors in 1952, Marshall Macklin Monaghan (MMM) has grown into a consulting firm offering comprehensive services to a varied range of private and public sector clients. This year marks the firm's 45th anniversary.

MMM has long been considered a leader in engineering and geomatics and the firm takes pride in the respect it has earned from clients and its contributions to community form throughout Canada. However many people, even existing clients, do not realize the depth of the firm's professional staff, particularly in the area of planning and development management.

MMM's municipal, land use, and transportation planners have been innovators since the founding of the firm's town planning practice in 1960. Early projects, such as the development of Don Mills (Windfields Farm's lands) and the then new community of Elliot Lake, laid the foundation for MMM's current planning practice. Since then, MMM planners have carried out hundreds of projects in urban, rural and remote settings across Canada and throughout the world.

Planners at MMM have prepared more than 50 official plans and zoning by-laws and completed hundreds of projects on behalf of development industry clients. With this kind of experience some may wonder where the MMM planners have been hiding? "It's really



MMM has established itself as a player in large projects such as Terminal 3 at Pearson

the nature of the firm", says Senior Planner Andrea Bourrie, MCIP, RPP. "We (the planners) provide services internally that clients and outside agencies don't always see. That's the value-added component of a multi-disciplinary firm. For example, MMM planners played a very significant role in the development of the land use concept for the winning Downsview proposal. We're out there and actively involved in some really big stuff but people don't always recognize that. Our strength is our multi-disciplinary team and we (the planners) try to build on that."

Recently, MMM planners have had the opportunity to undertake a number of new assignments, both domestically and internationally, that have challenged traditional planning models and allowed the firm to develop innovative solutions while at the

same time responding to the long-term practical needs of their clients. The Bloomington Heights development in Richmond Hill's North Urban Area is one example. This 650 unit cluster housing development on the Oak Ridges Moraine proves that good community design can be achieved without compromising landform attributes, natural heritage or special visual characteristics. In fact, this development serves to enhance the unique natural characteristics of its site. The OMB decision stated that the proposal was "a very responsive development plan for a complex site. It more than meets the 'good planning' tests."

The most recent project that the planners at MMM have championed is a "Mentorship" program.

"Continued government funding cutbacks and the emergence of public-private partnerships, have changed the traditional land use planning market for consultants," says planning manager John Kennedy, MCIP, RPP.

"We needed to develop a program to complement the traditional services offered by MMM. Mentorship gives our municipal clients the opportunity to draw on the experience of seasoned planning professionals as they are needed, without incurring the high cost associated with a comprehensive consultant-lead project." To date the program has been successful, particularly in the City of Windsor where MMM is assisting in the City's official plan review.

The common denominator for all of MMM's planning staff endeavours seems to be their ability to participate either as part of a multi-disciplinary team or individually, generating innovative yet practical solutions to the increasingly complex issues in today's planning environment. As senior project manager Jamie Bennett points out, "Our plans must be practical as well as sound from a regulatory perspective. We believe we have something to offer those looking for a multi-disciplinary approach to the complex issues facing the planning community."

Jim Helik, MCIP, RPP is the Journal's contributing editor for the consulting practice column. He is also Editor of Canadian Investment Review. Contact him at (416) 923-6027 with story ideas.

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Performance Indicators for Planning

By John Marshall



The new Planning Act made significant changes to the role of the province and municipalities in planning. One of the fundamental reforms to the planning system is the introduction of a systematic manner to monitor planning and the impact of development decisions. At the same time, several municipalities are developing performance based monitoring systems for their service delivery areas. Over the coming months, performance indicators will become an increasingly important part of how the Province and municipalities do business.

The Ministry of Municipal Affairs and Housing with five other ministries is developing with municipal planners an on-going provincial monitoring program based on a "best practices" approach.

Following a meeting with regional, county, separated cities and lower tier municipal planners in June, two provincial-municipal working groups were established: a group to develop a monitoring framework for devel-

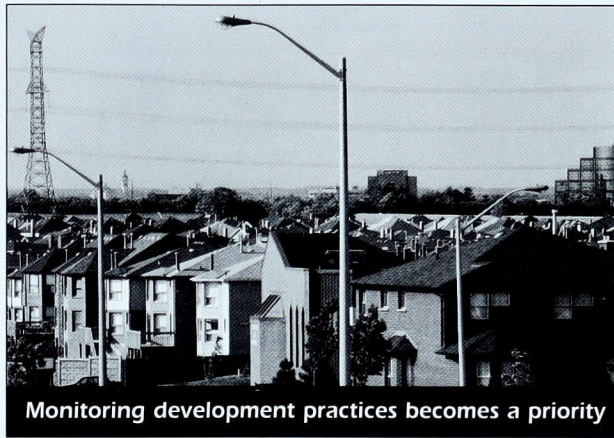


Photo: Michael S. Manett

opment decisions and the impact of development decisions on provincial and municipal policy interests and objectives; and, a group to develop a system to monitor provincial and municipal trends in land use related to provincial and municipal policy interests and objectives. The working groups then met early in October to review the examples of decision accounting, policy evaluation or trends analysis in various municipalities and determine what "policy

or development areas" the working groups will develop indicators for. The working groups will later review the indicators and data sets for each policy or development control area.

The provincial monitoring system and municipal best practices will also involve input and partnerships with the business community, development industry, environmental stakeholders, other government organizations and non-government organizations.

Examples of performance indicators in use and advice about developing performance indicators for land use planning are important to

this project and we would like to hear from you.

John Marshall is project leader on performance indicators with MMA&H based in Toronto. He can be reached at (416) 595-7188. Or contact Barbara Konyi, Manager at (416) 585-7189. Their fax is (416) 585-6870. Related web sites include < www.mmah.gov.on.ca >

CONFERENCE

Breaking Out: Kingston 1998

By Maureen Pascoe-Merkley



Is your career at a point where you're just "doing time"? Need help "unlocking" opportunities for personal and professional growth? Are you "eligible" to take on the challenges of the new millennium?

"Breaking Out" is the theme for the 1998 Symposium to be held in Kingston, August 16-19, 1998. The Limestone City, home to several of Canada's correctional facilities, is the backdrop for the sessions, many of which will be geared to the non-traditional roles which planners increasingly fill. Our skills must be broad enough to allow us to respond to changes in expectations, in technology, and in jurisdiction.

Kingston 1998 offers much more than educational opportunities. Our conference facilities at the Ambassador Hotel are first

class and will appeal to those who enjoy recreational activities as well as to those who want repose. The spa, indoor pool and water slide are a big hit with families. Many of Kingston's attractions are family-oriented, and a wide range of options for after-hours activity will be offered.

Remember our Pub Crawl at the 1994 Conference in Kingston? We'll do another one, and more. A tailgate party is also in the works for one of the glorious summer evenings.

We invite everyone to attend the 1998 Symposium in Kingston. It would be "criminal" to miss this opportunity!

Maureen Pascoe-Merkley is the Director of Planning for the City of Brockville, and is working on the 1998 OPPI Symposium.

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ENVIRONMENT

Lands for Life: An Opportunity for Planners

By Tony Usher

Lands for Life? The name may be a little corny, but this Ministry of Natural Resources initiative is the broadest-scale planning in Ontario in the last 20 years. So pay attention!

The objective of Lands for Life, announced in February 1997, is to allocate public lands between the roadless far north and the southern edge of the Shield for protection, resource-based tourism, timber production, or multiple use.

The first phase—broad land use strategies for three regions (see map)—is to be completed by mid-1998. Plans for 12 to 15 subregions will be developed in the second phase.

The Minister has appointed citizen groups called “round tables” in each region.

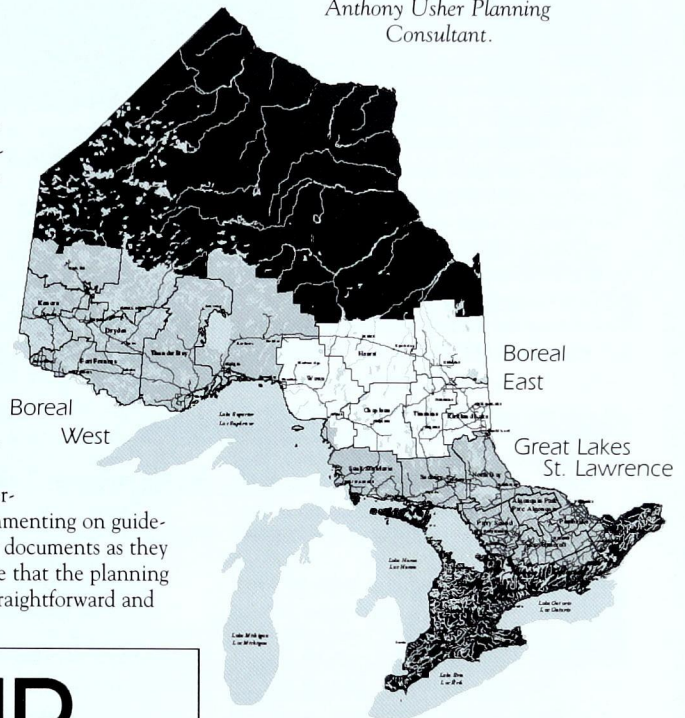
These round tables are responsible for consulting the public and recommending a draft land use strategy for the Minister's approval.

OPPI's Public Policy Committee is participating in Lands for Life at the provincial level through a forum established by MNR to involve provincial interest groups. We are commenting on guidelines and methodology documents as they are developed to ensure that the planning process is sound and straightforward and

conducted as transparently and openly as possible. These are particularly important concerns given MNR's internalized and centralist planning traditions.

The Public Policy Committee is not, however, providing input to the individual round tables or the regional strategies they are developing. There is a tremendous opportunity for planners living in or interested in the three planning regions to communicate with the round tables, either individually or through OPPI districts and subdistricts. The round tables have an unenviable task and will need every good professional planning perspective that they can get!

Tony Usher, MCIP, RPP, leads the Public Policy Committee's Resources Working Group and is principal of Anthony Usher Planning Consultant.



Lands for Life Planning Area

Related website: For information on Lands for Life planning approaches and guidelines, the resources of the planning regions, and round table consultation plans and schedules, check the Lands for Life web site on MNR's home page at <www.mnr.gov.on.ca>

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