

# ONTARIO PLANNING JOURNAL

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

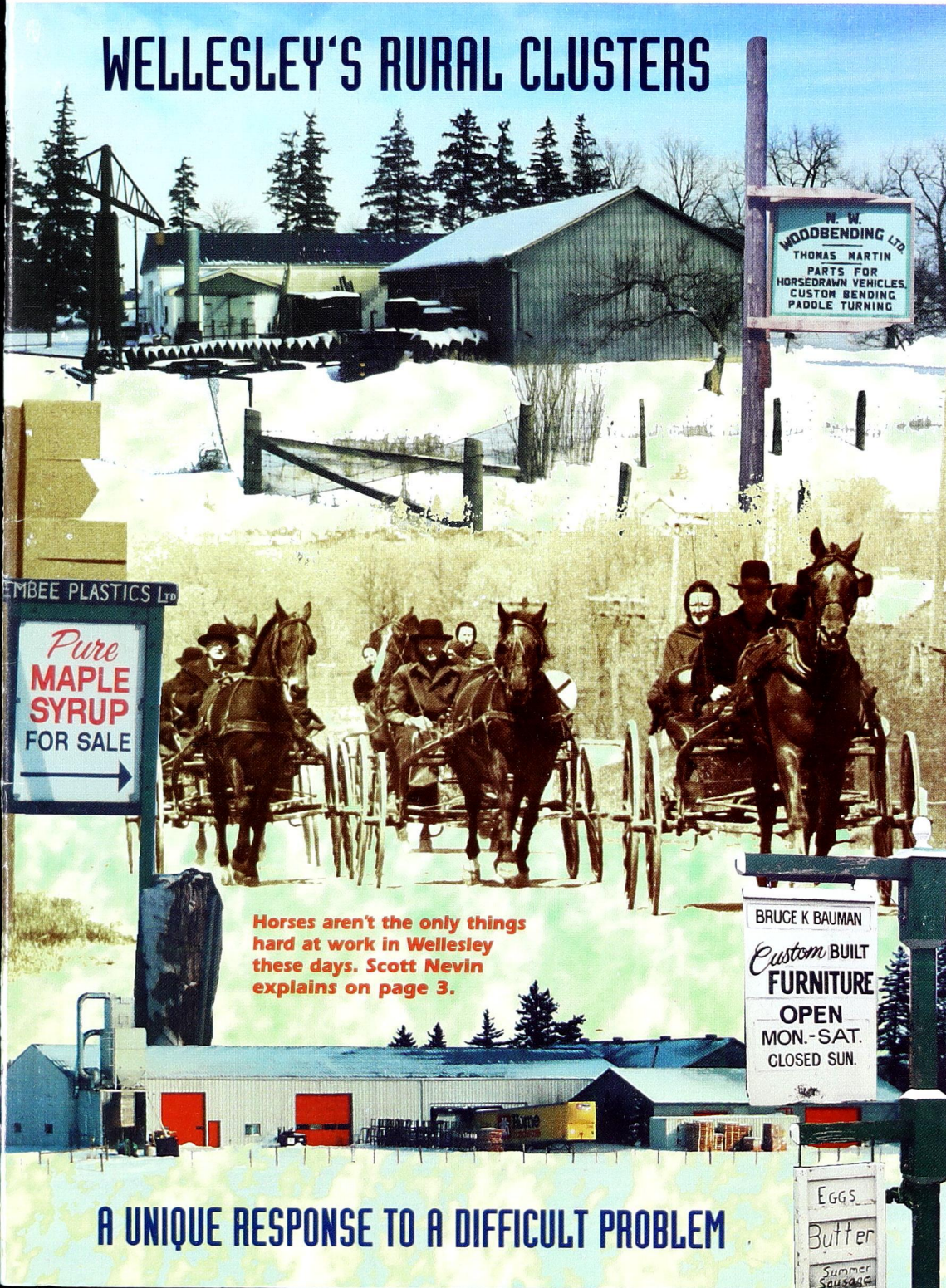
MARCH/APRIL

1998

VOLUME 13

NUMBER 2

## WELLESLEY'S RURAL CLUSTERS



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A UNIQUE RESPONSE TO A DIFFICULT PROBLEM

## ONTARIO PLANNING JOURNAL

Volume 13, Number 2, 1998

### ONTARIO PROFESSIONAL PLANNERS INSTITUTE

The Ontario Affiliate of the Canadian Institute of Planners

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Toll Free Outside Toronto:

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To reach the Journal by e-mail:

ontplan@inforamp.net

To reach OPPI by e-mail:

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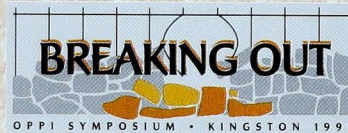
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Please submit your abstracts for papers to <[watershed@ccciw.ca](mailto:watershed@ccciw.ca)> or contact William Booty, Environment Canada, at (905) 336-4718. OPPI is also a sponsor of this symposium.

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# WELLESLEY'S RURAL CLUSTERS — A UNIQUE RESPONSE TO A DIFFICULT PROBLEM

By Scott Nevin

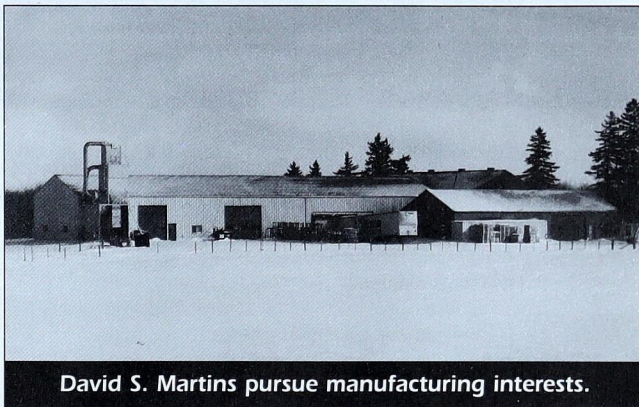


When we think about Ontario's Old Order

Mennonite community, most of us probably picture idyllic, quaint farms and horse-drawn plows. Wellesley Township, immediately north-west of Kitchener-Waterloo, has long been a strong Mennonite farming community, with original settlers arriving from Pennsylvania in the early to mid-1800s. However, horses are not the only things hard at work in Wellesley these days.

The Wellesley Mennonite community is home to many David S. Martin Mennonites, a conservative group that split from the Old Orders at the beginning of this century. The David S. Martins differ somewhat from the "typical" Old Orders in that many of them are keenly interested in operating manufacturing businesses rather than farming. While the David S. Martins are quite conservative in their farming operations, preferring horses to tractors, many do utilize the latest technologies in their manufacturing shops — supported by generator-produced electricity.

In the early 1990s, it became evident to decision makers in Wellesley that many members of the "horse and buggy" community, particularly David S. Martins, were buying farms and rural non-farm parcels for the sole purpose of establishing manufacturing operations. Wellesley's zoning by-law allowed shops as-of-right on farms as long as they were considered "secondary" to the farming operation and zoning amendments were available for shops on smaller parcels. In addition, unlike many other rural farming communities whose populations have dwindled over the years, Wellesley Township and surrounding areas continue to experience growth. This growth, and the demand for rural parcels for shops, raised



David S. Martins pursue manufacturing interests.

Photo: S. Nevin

concerns that farms were not available or were being priced out of reach of those wishing to farm. In addition, there were concerns about the spread of industrial activities throughout the countryside, with potential noise, traffic and servicing implications.

The community's reliance on horse-drawn vehicles and its close-knit nature has limited the ability of its members to look farther afield for land. In addition, Waterloo Region's Official Policies Plan (ROPP) doesn't allow for the creation of new non-farm lots. Also, horses and houses often don't mix, and therefore lots in the Township's settlements were not a viable option.

The Waterloo Federation of Agriculture was particularly concerned about the purchase and use of farm parcels for industrial

shops. The Federation had been used to seeing Mennonites purchasing properties and completely renovating the barn as the first order of business; now they were now witnessing the construction of a manufacturing shop as the first priority. As a result, the Federation took the initiative and met with representatives of the Mennonite community to consider how much of an issue this was likely to become and to determine what could be done. They then met with Wellesley Township representatives, who, by then, had put a "freeze" on zone changes for shops

on small rural parcels. It was agreed that the local Mennonite community was very important and that something had to be done to recognize their unique needs.

Despite the Township's favourable reception, Provincial and Regional land use policies posed significant stumbling blocks. Wellesley is a prime agricultural area and existing policies supported the maintenance of these lands for farming and restricted the creation of non-farm lots and the establishment of urban uses. Fortunately for Wellesley, the Region was undertaking a comprehensive review of the ROPP and was open to considering new policies to support this unique community. For some time the plan had already provided for churches, schools and cemeteries in the rural areas to meet this group's needs.

The Province accepted the Township's analysis of projected population growth in the "horse and buggy" community which showed that the number of existing vacant rural lots could not meet anticipated needs. Options such as retirement lots and settlement expansions were considered but ruled out for a variety of reasons, including the potential impacts of scattered new residential lots throughout the countryside and compatibility concerns with horses being kept adjacent to existing houses.



Old Order Mennonite images are idyllic.

Photo: S. Nevin

In the end, the three levels of government were satisfied that there was a bona-fide need for members of this particular community to have housing and employment alternatives to farming without having to move into a settlement. Provisions were made in the revised ROPP to allow Wellesley Township to consider designating a new type of settlement, "Rural Mixed Use Clusters," to provide for that portion of the rural community that "rely on horse-drawn vehicles as their sole means of transportation." Clusters are primarily intended to allow housing and employment opportunities. While commercial farming is not permitted within clusters, small-scale schools, churches and associated cemeteries are. Up to 57 lots will be permitted to the year 2016, based on the Township's analysis of population growth and vacant lots.

Wellesley is now considering three applications to designate clusters and has developed criteria with which to evaluate them, including:

- proposed clusters shall contain three to seven lots, of two to four ha. each;
- each lot to have a house, barn of a maximum of 3200 sq.ft. and a shop of a maximum of 5000 sq.ft.;
- each lot to have a maximum of three horses and four other "animal units" per lot (to address concerns about manure disposal);
- minimum distance requirements shall apply between new barns and existing houses and new houses and existing barns; and



Signs of growing businesses.

Photo: S. Nevin

- businesses shall be limited to "dry" industrial uses only.

In addition, Wellesley expects to use by-law provisions, site plan agreements and "best management practices" to limit potential compatibility and environmental concerns.

This issue has not been an easy one to resolve, and it's likely not over yet. Some participants have felt that this was opening a door for Old Order Mennonites that wasn't available to others. Others countered by saying that the unique characteristics of the community were such that without special consideration the Mennonites were, in fact, the ones being discriminated against. Interestingly enough, while the discussions about Mennonite clusters continued in Wellesley, the Ontario courts were ruling against a municipality in adjoining Perth County where the municipality was trying to force an Amish couple to move their horse out of the Village of Newton. In the end, the Court ruled that where a horse is the sole means of transportation it is unconstitutional to not permit a horse to be kept in the Village.

Concern has also been raised that if the original clusters are successful, there could be substantial pressure to approve many more than 57 lots, leading to significant loss of agricultural lands and great potential for farm and non-farm conflicts. Environmental degradation and workplace safety have also been identified as issues.

It remains to be seen if the Wellesley clusters will proceed. The concept of living in a settle-

ment of sorts is new to the Wellesley Mennonite community; they are used to living on farms and, more recently, scattered non-farm lots. Also, individual clusters require official plan and zoning amendments and possibly subdivision approvals, with the threat of conflict and appeals through these processes. Traditionally, the Old Order community does not get involved in the planning process and if applications are challenged, and if there is no group to champion their cause, their needs may not be addressed.

Scott Nevin, MCIP, RPP is a planner with the Township of Woolwich. He is a graduate of the University of Guelph with a Masters in Geography. Before joining Woolwich, Scott worked for the Grand River Conservation Authority. This is his first article for the Journal. He can be reached at <allwrite@sympatico.ca>

### "HORSE AND BUGGY" FAMILIES

There are about 265 "horse and buggy" families in Wellesley Township, including Old Order Mennonites, David Martin and a few Amish. This represents about 18% of the Township's population. There are 900 children under the age of 20. The trend to industrial uses among David Martins has been increasing over a 25 year period. Their production began out of necessity and gradually expanded, focusing on products such as bentwood furniture, wrought iron implements and the like.

The Journal is grateful to the Kitchener Waterloo record and the Canadian Mennonite Archivist at Conrad Grebel College for providing additional photographs.

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## The Importance of Heritage in a Global Society

By John Farrow

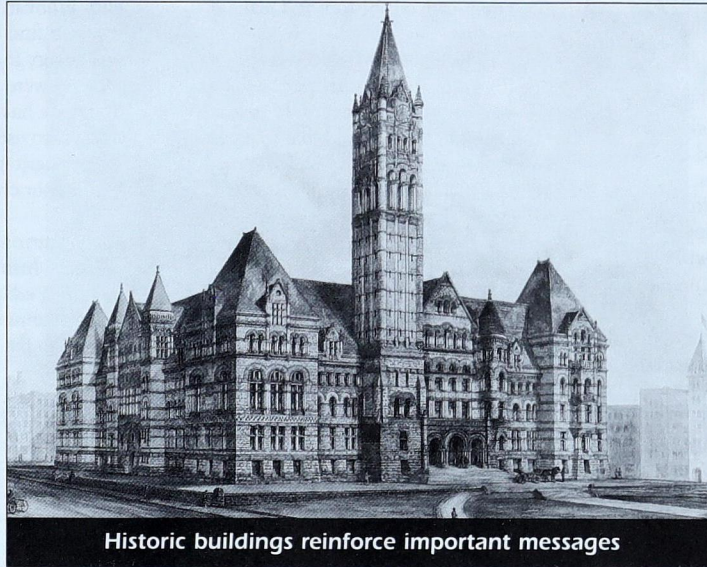
**H**eritage Canada is 25 years old. Since 1973, the heritage conservation has made tremendous progress in gaining political support, introducing legislation and preserving the stock of historic buildings. Canada's reputation in heritage conservation is the result of many different types of organizations acting in parallel with a common set of objectives. I am not sure how best to describe this, but I like the term "movement," as it conveys the passion and momentum of those in the heritage community.

To deal with new challenges in the next 25 years, we need to consider some key global trends which affect our perception of heritage buildings. For example, demand for heritage is increasing. This is because the world's population is growing, has more money to spend, but there is a finite supply of heritage buildings. And, with communication becoming ever easier and cheaper, people everywhere are interested in searching out identities, so we rely on the structures and buildings that capture history and reinforce stable and more assuring identities.

Although new technology makes the creation of a great deal of diversity possible, it also tends to produce homogenization. Global communication allows people to share common images. In contrast, historic buildings have stood the test of time, are difficult to copy, and are associated with the community that created them. They give our cities and towns identity. This is something that people value and is increasingly difficult to create from scratch.

### THE IMPORTANCE OF POSITIONING

In future, we should complement our current efforts to preserve buildings with efforts to find users and stimulate demand that is so strong that preservation through by-laws becomes the secondary rather than the main



Historic buildings reinforce important messages

method of preservation.

We can learn a lot from the marketing of products that have lost and regained their initial appeal and momentum in the market place. Take the example of Johnson's Baby Shampoo. After initial success, sales began to drop. The reason? The birth rate was dropping. The manufacturers responded by repositioning the shampoo towards adults. Sales took off and for a while this shampoo was the top selling brand in North America.

Similarly, the challenges we face concerning the preservation of heritage buildings is in part due to the way these buildings are positioned in the minds of potential users.

We must bridge this gap between the potential of such buildings and the perception of them by potential users, and reposition them as highly desirable, unique accommodation for a wide variety of activities.

Historic buildings are already being used in a variety of ways. Some are the head offices of major corporations, including the Hollinger Corporation and Manulife in Toronto. Historic buildings are also frequently used in advertising. One of my favourite examples is an advertisement for Singapore as a place for business to invest. It uses the headline "Can the City of the Future Still Let You Sleep in the

Past?" over a photograph of the historic Raffles Hotel. The subtext makes the point that "Heritage can co-exist with technology."

Images of historic buildings are used to reinforce messages about cultural experiences, quality of life, safety, comfort, prestige, status, innovation, stability, credibility, trust, and fashion. These images are used by many different types of organizations or product marketers to boost a wide range of industries such as tourism, hospitality, insurance and banking. If indeed the use of these historic images is growing, the increase



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reflects recognition of their value in the global market place.

### A STRATEGY TO CAPITALIZE ON EMERGING OPPORTUNITIES

The next phase of heritage preservation in Canada will require a carefully thought-out strategy. Here are some discussion points.

- Those concerned with historic building conservation need to invest more effort in understanding consumers and decide how to capitalize on these shifts.
- We must keep the product (historic buildings) fresh, and in good supply. Many of our historic buildings will not reach their full potential in the market for many years.
- The process for reuse must be re-engineered. The current process of financing, getting agreement from the historic building committees and getting building permits is too difficult and risky

from a business perspective, and is sometimes counter-productive.

- Historic buildings must come alive. The story that goes with the architecture must be told in order to capture public interest and encourage preservation. We must mobilize the artistic community to communicate our history and make it come alive.
- Finally, we must keep the challenge to be innovative constantly in front of us. The fit between the inventory of historic buildings we would like to preserve and the needs of society is changing constantly. New opportunities emerge at the same time as others disappear. To succeed we need to work constantly on innovations that will lead to profitable and appropriate uses that will enhance our historic heritage. Successful champions of products, services or charities are constantly seeking to expand their activities through innovative offerings and interactions with their markets or stakeholders. They sometimes fail, but

the challenge is always before them. We must emulate them.

Current trends have created significant opportunities for preserving historic building. However, to realize these opportunities, we must complement our current activities with innovative approaches to reusing buildings and find better ways to communicate our history to our local communities. Our forebears were great craftsmen and designers. Today we have different skills. The challenge is to use these skills creatively to preserve a heritage that we all value and believe our children should enjoy.

*John Farrow is President of the Canadian Urban Institute. He is the Journal's contributing editor on management and strategic planning. This article is based on a speech to the annual conference of Heritage Canada.*

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## Ten Principles To Protect Traditional Main Streets

By Brenton Toderian



As media attention focuses on revitalization efforts in large urban centres such as Detroit, countless small towns across Ontario are continuing their long battle to maintain the health of their downtown retail base and revitalize their traditional Main Streets. Although some towns look longingly at the tourist draw of communities like Niagara-on-the-Lake and St. Jacobs, most simply hope to strengthen the retail and service uses that have been the traditional base of small town Main Streets. A small drug store, hardware store, food store, flower shop - not too much to hope for, is it?

At a recent presentation on small town main street revitalization to the Town of Walkerton (population under 5,000), I began by outlining the following simple principles of main street renewal. These principles were deliberately general, recognizing that every main street has its own distinctive character, and likely will require its own creative solutions.

### INTERVENTION IS NECESSARY, AND IS NOT ANTI-MARKET

Often small towns hope that trends such as an aging society will lead to a main street renaissance without particular local effort. Others feel that spending public money on main street is somehow unfair competition and therefore inappropriate. It is clear, however, that only those main streets that position themselves well through hard work and creative improvements will benefit from any positive trends. Without active and ongoing intervention, Main Streets will have difficulty competing with retail areas that spend a great deal of time and resources each year actively intervening in the marketplace.

### HAVE A VISION, AND A STRATEGY TO ACHIEVE IT

Architect Mies van der Rohe suggested to us that "God is in the details." It can be difficult, however, to determine what detailed



Facade improvements should be consistent with Main Street vision.

actions are appropriate without an understandable vision of what the Main Street should be like in ten to 20 years. Once there is consensus on such a vision, a strategy or action plan that is detailed and practical can be established.

### AVOID "QUICK-FIX" SOLUTIONS

The weakening of traditional Main Streets has occurred over many years, and it will likely take many more to bring them back. Not only do quick-fix opportunities (such as downtown malls, convention centres and other major redevelopments) rarely present themselves, they can turn out to be counter-productive to the long term sustainability of Main Street health - or may simply not be appropriate for small towns. Settle in for a long process of continual effort.

### AIM FOR BASE HITS, NOT HOME RUNS

This recommendation, promoted by the US Main Street Center, recognizes that more may be accomplished through consistent small scale effort than trying to achieve large scale projects or improvements. Often many small actions can strengthen a main street to the point where the larger projects are easier to accomplish. Focus on the easy improvements first - they may make the more challenging improvements easier in the long run.

### SWEAT THE DETAILS

Most of the important incremental improvements of the downtown are at the detail level. Examples include establishing consistent shopping hours, beautifying shop fronts and street furniture, restructuring downtown maintenance schedules, and working closely with the media. Don't lose sight of the little things - small scale plans and projects often have big results.

### DON'T REINVENT. BUILD ON WHAT'S THERE.

Downtowns don't necessarily need a new theme, particularly one that has little to do with the

history of the area. Look to the actual history of your downtown for inspiration - its architectural and built form heritage, its strengths, the true image that flows from its past. In short, be authentic. Ontario doesn't necessarily need another "Wild West" downtown or "Victorian" village.

### AVOID THE "MUSEUM" APPROACH

Be sure to balance heritage with economic reality. Turning your Main Street into a museum won't help if viable uses can't be found for heritage buildings. On the other hand, redevelopment schemes that replace the historic fabric often prove to be short-sighted and counter-productive. Look for "win-win" opportunities.

### AVOID FORMULAS

Even though there are many common reasons for the decline of main streets, each street likely also has its own particular reasons for decline. For some, the final blow may have been a peripheral shopping centre, while for others the issue may be disorganization or absentee landlords. Main Street action plans require a full understanding of local issues and opportunities, with initiatives that are tailor-made to the local context. Tread carefully the solutions that work in one town may lead to disaster in another. Learn from others successes,

but above all, be creative. Note that not all formulas are bad - very general formulas such as the Main Street Approach used by the US's Main Street Center are successful because they are flexible and allow for creativity.

### BORROW FROM THE MALL

This doesn't mean rebuilding your main street to resemble a mall, as many did in the 1970s and 1980s. Ironically, malls are trying to look more and more like traditional main streets. Approaches taken by malls have much to teach in the areas of management, consistency of hours, retail mix, and operations. Although few downtowns have the consistent ownership patterns of a mall, many shopping centre advantages can be replicated through creativity and organization within BIAs and Chambers of Commerce.

### PROMOTE YOUR EFFORTS HEAVILY

The key is Promotion, Promotion, Promotion! This involves understanding the media's needs, and using all media options (radio, tv, newspapers). Promote each incremental improvement heavily, and space out your media releases so that news can be reported on a continuous basis. Image can be a weakness, but through proper promotion it can become a strength. An extreme example - don't just remove your downtown parking meters - take a sledgehammer to one, and make it a media event!

These general principles are a start, but ultimately must lead to specific action plans. Initiatives like facade and signage improvement programs, free design advice, street and streetscape improvements, mural programs, improved organization, retail recruitment, taxation reform, development incen-

tives, waiving of application fees and development charges, awards programs, special events, and parking improvements will ultimately win the day. Although many BIAs and elected officials are struggling to find the resources to initiate a Main Street revitalization process (particularly with new questions relating to funding of BIAs with Bill 106), it is important that they address the issue of Main Street while it is still manageable. It is easier to maintain and strengthen your downtown, than to organize a major "rescue effort" after Main Street has hit bottom.

*Brenton Toderian, MCIP, RPP is the Journal's contributing editor for commercial matters, and an associate with MacNaughton Hermsen Britton Clarkson Planning Limited in Kitchener. His consulting services include commercial needs planning and main street revitalization.*

## EDITORIAL



In early March, the U.S. Senate received the ISTEA (pronounced "IceTea") - the Intermodal Surface

Transportation Efficiency Act. ISTEA is a spending blueprint for the next six years, providing transit agencies and others with the kind of fiscal security blanket that many in Canada can only dream about.

This bill will deliver an astounding \$214 billion to states and American cities to improve transportation infrastructure such as Interstate Highways. Some \$41 billion is allocated exclusively to mass transit, which puts the score for cities at well over \$100 billion.

The rationale for ISTEA, and the reason that it is expected to survive challenges in the Senate at a time when the U.S. is committed to balancing the budget, is that U.S. politicians recognize the importance of infrastructure in cities. These are funds deemed necessary over and above transportation projects funded by traditional means by states and cities themselves. In the U.S., cities are the acknowledged economic engines that drive the economy, deserving of special attention. In Canada, because municipalities are creatures of the provinces, our own Federal government is constrained from putting dollars directly in municipal coffers for things like transit.

Meanwhile, in Ontario, municipalities are coming to grips with their own reality. This includes numerous new responsibilities such as

## Christmas Comes Early For U.S. Cities

paying for transit deficits out of the property tax base. The contrast with the U.S. couldn't be greater. Even if municipalities can maintain existing levels of service, it is hard to see how new transit projects will ever be afforded. Looking across the Atlantic, German municipalities routinely invest in light rail transit for new communities before the population arrives, ensuring

that the transit habit is instilled early - before crucial decisions about needing a second car are made.

The 21st century has been declared the "Urban Century" by the United Nations. Our cities shouldn't be held back by a constitution drafted in the horse and buggy era. If our Provincial governments aren't prepared to recognize cities as the nation's economic engines by doing what is needed to ensure our cities are able to compete, maybe it is time that the constitution is amended.

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

### Related information and web sites:

*From Heartland to North American Regional State: The Social, Fiscal and Federal Evolution of Ontario*, Thomas J. Courchene (University of Toronto Press, 1998), and <[www.tac-atc.ca](http://www.tac-atc.ca)>

## LETTERS

### PORT MCNICOLL STORY STIRS MEMORIES

I read the article on Port McNicoll with fond memories. My dad was an engineer on the "Kee" as we used to call it and in fact met my mother who was a passenger on the ship back in 1947. The Keewatin was one of five sister ships that plied the upper lakes car-

rying cargo and passengers for the CPR between Port & Pickells (slang for Port McNicoll) and the Lakehead. The S.S. Assiniboia was the last to sail before being sent down the Mississippi to be used as a restaurant. I saw her when I too sailed the lakes as a student working for Imperial Oil. The CPR gardens, I remember as a gem and I

am pleased to see history repeat itself in the redevelopment of the waterfront area. Did you know that the CPR rail line crossed from Victoria Harbour on the longest wooden trestle bridge of its type in the world? It was removed many years ago after the demise of the passenger/cargo service.

*Glenn Tunnock, MCIP, RPP*



## ICE STORM DEMONSTRATES VALUE OF CO-GENERATION

The editorial on the Ice Storm talked about the vulnerability of municipalities during power emergencies. The Gloucester sewage treatment plant in Ottawa-Carleton retained power thanks to the availability of co-generation. Overall, there is a good business case for installing cogeneration in waste water treatment plants as well as significant environmental benefits too.

*Kevin Loughborough is with the public works department of the new City of Toronto.*

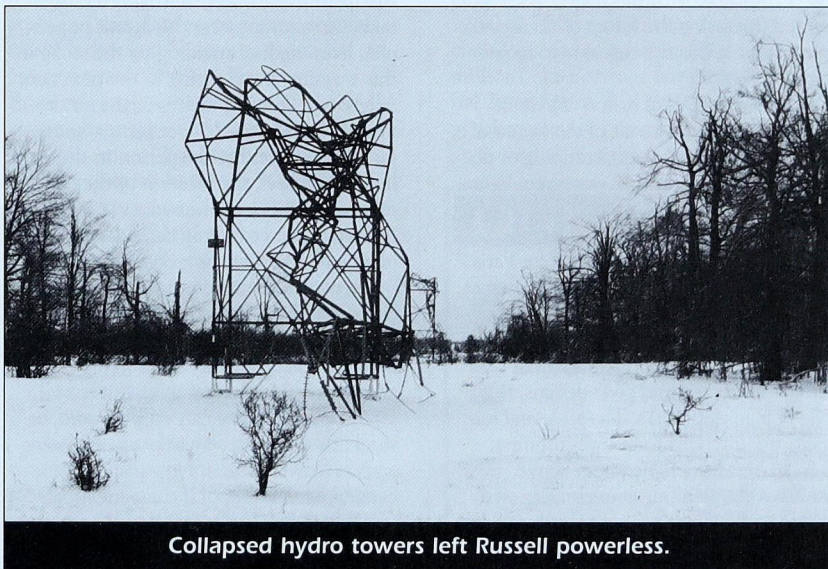
## THE ICE STORM SEIGE OF '98

Further to your recent editorial, here is a short insight into living through the peak of the storm and being without hydro or telephone for 19 days.

- Many roads were closed as hydro poles and wires lay dead on the road. (our road had 105 hydro poles snapped at their base)
- You can't tell anyone your family is fine - no phone.
- Phone booths don't work either - no power.
- Sound sleep becomes a luxury.- you must continually feed the fireplace.
- Cannot flush, the well pump needs power.
- You must drive to Town for water (they have a water tower).
- You cannot buy gasoline as the gas pumps

need electricity.

- You need cash because Insta-bank machines and Visa do not work.
- Snapped tree branches protruding from your roof cause concern.
- Bread soon becomes impossible to find, as does canned food and meat store shelves are bare.
- You cannot shower, no hot water.
- You have to put out your own fire (fire-place insert overheated -dust and debris behind caught fire) because you cannot phone for help and your neighbours are at the shelter
- The fire department is three kilometres away.
- Freezer/fridge food quickly goes bad.
- Sump hole fills with water.
- Cabin fever sets in.
- Candles, batteries, propane, kerosene, lamp oil, matches, flash lights, salt, electrical connectors, generators, and the like vanish from store shelves.
- Schools are closed and other public activities are cancelled.
- You get a break from vacuuming and laundry.
- Police and fire truck lights flash by through the night.
- Army trucks and army personnel become commonplace.
- You lose ten mature trees, while the remaining ten have only 30-40% foliage left (pines trees survived but lost their tops).
- Visitors stand in awe at the destruction in the forests.



**Collapsed hydro towers left Russell powerless.**

*Photo: Calvin Pol*

## ERRATA—

### Statistics Canada, Vol. 13, No. 1

*As a result of editorial changes to the original text supplied by Cameron McEwen and approved by Statistics Canada, a number of incorrect or misleading statements were made which inadvertently changed the meaning of these statements. The Ontario Planning Journal sincerely regrets these mistakes and apologizes to Statistics Canada and Canada Post Corporation for any inconvenience. The full text of the article can be obtained from Mr McEwen by contacting him at (613) 951-2876. The Journal believes in the importance of the Census and the efforts of Statistics Canada to maintain open channels of communication with the planning profession and hopes to publish additional articles on the subject in the future.*

- Drainage creeks are filled with broken trees and branches (flooding is assured this spring).
- Some steal and take advantage of the situation in other ways, but many more give of their time and energy.

Truly, we as a community were not prepared. Our municipality is hosting review sessions with the many volunteers to determine what can be done better next time. We have much to learn.

*Calvin Pol, BES, MCIP, RPP  
Cal is principal of COMP Consultants in  
Russell, Ontario. His phone is working  
again, at(613) 445-1247.*

## AWARDS ARE EFFECTIVE

This is to let members know how one of the Provincial Excellence in Planning Awards was received in Oro-Medonte, between Orillia and Barrie. The award recognized the Township's successful and well received series of newsletters prepared by the Planning Partnership throughout an official plan review process.

As with any official plan, appeals were lodged. One of the appellants chose to address Council in January. At this meeting, at least 100 ratepayers opposed to the settlement were in attendance. After the deputation, a representative of the ratepayers was given an opportunity to speak. It was made clear that the appellant's proposal did not conform to the official plan, which had been developed in response to the public consul-

tation process. It was then pointed out that the means by which the public was consulted won an award, and that Council should be proud of its accomplishments. The speaker then asked Mayor Ian Beard to get the award from his office and display it in the Council Chamber. Everyone (except the appellants) applauded. The award is still there.

Given this experience, I believe the awards program can only have a positive impact on the public's perception of planning. It certainly has in Oro-Medonte. Let's hope this experience can become more commonplace in future.

*Nick McDonald, MCIP, RPP  
The Planning Partnership, Barrie*

## MORE SEX PLEASE, WE'RE PLANNERS

The BLGetc announcement of their new firm name URBAN STRATEGIES in the Jan/Feb 98 Journal caught my eye and my imagination. What does the graphic mean? Several erotic images come to mind and I wonder if other readers noticed similar subliminal (or blatant) messages. Or is it just me? Maybe you could run a contest to find out what people see. Anyway, hats off to Joe Berridge, Frank Lewinberg, Ken Greenberg, George Dark and Andrea Gabor for putting even more sizzle in the Journal!

*Karen Pianosi, MCIP, RPP,  
Town of Halton Hills*

## 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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## OPINION

# Is Planning for the Birds ?

*By Stuart McMinn*

**D**raft plans, official plans and secondary plans have one thing in common: they're for the birds. When we conceive of plans at 1:5,000 or 1:10,000 scale we are talking about seeing the community from a height of about 800 or 1800 metres. Even with detailed plans, for example at 1:500, the viewer is still about 75 metres above ground zero.

The "concept plan," prepared in a free-wheeling artistic style with felt-tip pen, is the basis for much land use planning. Later, with details added, it becomes a draft plan showing lot lines, pavement widths and the obligatory 2.5-hectare neighbourhood park. A curvilinear road pattern may be the basis for the plan, although the grid pattern appears to be making a comeback. What these various shapes, patterns and spaces offer, however, is a "bird's-eye" view of the land and the land uses, not a view as one would normally see the community: on foot or from a car.

Planners wax eloquent about questions such as whether a road should separate residential uses from prestige industrial or whether it should be a spine running through the residential community. However, when planners discuss such questions, they sit around a table and mark up the plan.

The very term "plan" implies a view from on high. The Oxford Dictionary

defines "plan" as a "drawing or diagram, made by projection on a flat surface," or "a large scale detailed map of a town or district." Planners use reams of paper and prepare countless reports to establish goals, policies, guidelines, standards, and the rationale for the plan. Yet in the end, it is "the plan" that appears at the Council meeting or the public meeting, and the plan which gets the attention and the criticism. Both planners and the public seem to feel comfortable with this way of portraying and discussing the future of their community, but is this the best way to create communities?

In earlier periods of history a plan or map was usually the result of the layout of a community as a means of describing or documenting the area so that people could orient themselves and know the location of one place relative to another. Notable exceptions are Haussmann's plan for Paris or L'Enfant's plan for Washington. These broad, grandiose views from on high established a larger-than-life quality and a stamp of human achievement upon nature. Perhaps for such grand civic designs, this style of planning works. The scale and formality are intended to be awe-inspiring, and can best be designed from above. However, for planning communities on a human scale, where people are going to live and work on a daily basis, a plan designed and viewed at ground level is likely to be

more realistic and more effective.

Brasilia, Canberra, Chandigarh are planned cities, and yet none is particularly successful in terms of providing people with places to live and work comfortably. When people from tenement housing in the Gorbals [Glasgow, Scotland] were relocated to a new town, the results were disappointing. From the air, the new town offered increased open space, short walking distances, and all the other good things that planners advocate. What it did not take into account were the details of people's lives, such as standing on the stoop in the morning and chatting to the next door neighbour. From 75 metres in the air or more, a house on a 20-foot lot is a house on a 20-foot lot. For the person in the house, however, the location of the door relative to the house next door is very important, and can only be understood and planned by working at ground level.

Do people want privacy, or when they come out of the front door do they want to be able to chat to their neighbour over the fence? Do people really mind living next to an industry or office complex if it is well landscaped and they can walk to work, or would they prefer to be in a sea of housing and drive everywhere? How many people care, or even know, or if their street pattern is grid or curvilinear? Probably more important to most people is whether they can see trees on their way to the store,

whether the children are on safe, well travelled roads and well lit paths, whether the shop fronts are interesting and whether stores are close to parking.

The "bird's-eye planner" sees a major traffic artery as a noise problem in the community, so draws a line down each side of the highway to represent a noise barrier. Meanwhile, at the five-foot level, the driver yawns to see miles of grey wall instead of houses, and the person in the house looks drearily at a grey wall instead of humanity going past in all sorts of shapes, sizes and colours of vehicles. The shopping centre plan demands x-thousand parking spaces, so the planner puts the buildings in a sea of asphalt. It looks fine from the air,

offering equal accessibility from all sides, good access to major roads and so forth. However, looking at this from ground zero, and arriving in a car at the shopping centre, all one sees are other cars and a faceless building.

Why are some locations such as Queen Street or Yonge Street, Toronto, or Main Street, Unionville, so successful and some other "planned" suburban town centres so dull? They all look much the same on a 1:2,500 plan. The difference is felt when sitting in a sidewalk cafe or walking or driving along the street.

We will continue to use our plans, to see the future set out below us, but we must also have vision in the more pragmatic and

down-to-earth terms of presenting and conceptualizing our communities. We have the tools, even in old-fashioned isometric and axonometric drawings, and now with the ability to produce drawings and models of developments on the computer that can be "walked through," we can view and analyse our plans in more realistic way. We must use these new tools to move away from the "bird's-eye" to the human view of planning.

*Stuart McMinn, MCIP, RPP is a consultant in private practice. He was formerly with Project Planning Ltd., and carried out many assignments abroad as well as in Canada.*

## CIVICS

# Charity Casino Gambling in Guelph

*By Chuck Hostovsky  
(Second of two parts)*



he first part of this article reviewed the recent history of how the Province rolled out the charity casino concept and the reaction by Guelph. This article looks at some of the social costs of gambling and the key land use issues.

### COSTS AND BENEFITS

Those who support casinos often contend that they will revitalize downtown areas and stimulate economic growth and cite Windsor and Niagara as examples. However, most of the money coming into those two facilities is American. Charity casinos are designed to capture local dollars, thus no real local economic growth can be expected. Moreover, studies of Atlantic City casinos have found that casinos do not contribute to the community, but tend to be self-contained entities. Multiplier effects on the local economy appear mainly where tourists stay overnight, such as in Las Vegas, Niagara and Windsor, not in places where most of the gamblers will drive home after placing their bets.

The Province has also stated that the charity casinos will create 200 to 300 new jobs at each facility. However, these jobs are expected to be mostly part-time, low-paying, service-sector positions. Furthermore, other hospitality and entertainment businesses could expect a

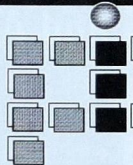
decrease in revenues as money is diverted to this new form of local entertainment.

Guelph also considered the likely social costs of a casino. For example, research suggests that about 5 to 10 percent of adults may become problem gamblers if they have easy access to casinos. Estimates of the social cost of dealing with a problem gambler range from \$20,000 to \$56,000, in stress-related disorders, absenteeism, job loss, and theft. Given Guelph's adult population, this means that the city may have 3,900 to 7,800 problem gamblers who could cost the community \$218 to \$426.5 million. The Province has pledged to funnel 2 percent of VLT revenues to assist problem gamblers they helped to create another disturbing public policy.

Canadian studies also indicate that 28 percent of pathological gamblers declare bankruptcy and that 33 percent of pathological gamblers have debts between \$75,000 and \$150,000. As a result, it can be expected that between \$27 million and \$109 million in bad debt will be created as a result of Guelph residents becoming pathological gamblers. Much of this debt will be owed locally.

It is also well known that casinos spawn illegal activities, including loan sharking, prostitution, theft, drunk driving, drug dealing and child abandonment. Discussions with the Guelph Police Services indicates that additional police officers and resources will be needed, costing approximately \$440,000 per year, not

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including the cost of a mini station near the casino, similar to those in Niagara and Windsor.

### LAND USE IMPLICATIONS

For land use planners, some strategies are clear. Current policies in many official plans and zoning by-laws do not adequately deal with casinos. Zoning by-laws must be amended to add definitions for temporary Monte Carlo events and permanent gaming establishments. Further, definitions for other clubs should be changed to exclude casino gambling and VLTs, without precluding existing bingo and similar events.

Some strategies are not so clear. Should official plans be amended to discourage casino gambling as part of general development policies? Should zoning by-laws be amended to prohibit gaming establishments, thus requiring a site-specific rezoning application? Should we force an OMB hearing? Should we define the use, yet restrict the location to certain zones or defined areas, adding buffers to sensitive land uses (as we have with adult entertainment parlours)? Where do VLTs fit in, since they are not a specific land use? Can

we use zoning to prohibit VLTs, even though they are not a land use, if the Province gives the green light (a likely money-making scenario if many of the CGC projects fail)?

The author met with planners from Kitchener, Waterloo, Cambridge and Brantford to discuss these issues. Although all the municipalities had similar approaches to the CGC issue, each official plan differed too much to allow a unified strategy. The planning uncertainties can only be addressed with direction from Council, and input from the public, business groups and local charities.

As municipalities engage the Gaming Commission over the next couple of years, planners should remember one thing: governments are addicted to gambling revenues. All three major political parties in Ontario have fallen prey to gambling's lure. Obviously, with more than a billion dollars a year at stake, the Province is not going to

roll over and play dead with unwilling host municipalities. It is also clear that no 12-step program for governments exists to cure this pathology.

Since this article was written, the Province has established a committee of Management Board to take over policy making on casinos. At this time, no operating agreements have been signed and only a handful of municipalities have agreed to accept permanent charity casinos. Meanwhile, temporary casinos will no longer operate after April 1, leaving charities without a valuable source of income.

*Chuck Hostovsky, MCIP, RPP is completing a PhD in Planning at the University of Waterloo. He is an Adjunct Professor and Adjunct Planner to those seeking his services. He can be reached at (905) 664-8811 or <cdhostov@fes.uwaterloo.ca>*

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## SUCCESSFUL PARTNERING

By Valerie Cranmer

There have been a lot of references in the Journal lately about partnering with other organizations. In fact, in a recent letter to the editor, the hope was expressed that any new partnerships would be of a cooperative nature and that both organizations would benefit. This is indeed the intent of Council and I would like to give you a recent example of how a new partnership is beginning to meet both those tests.

After every municipal election, AMO holds a series of orientation sessions for the new and returning municipal councillors. This year, OPPI approached AMO with a proposal to prepare the hour long session on municipal planning and arrange for our members to make the presentations at each of the approximately 20 sessions held throughout the Province.

I have always hoped that OPPI members could be involved in these sessions conducted by AMO. Who better to make the presentation to municipal politicians than the senior planning official or consultant who will be working with them? I can't think of a better way to raise the awareness of political officials about the role of professional planners.

Because we have members in all parts of the Province we were able to provide presenters for AMO who are familiar with the local situation. At the time of writing, the first few sessions went well and were warmly received by all concerned. It is hoped that this relationship with AMO will be strengthened as both organizations have a lot to gain.

The hour long session on "What is

Planning? Why Plan? The Components of the Planning Process, and a Discussion of the Players in the Process" contains information, overheads and case studies which may be of use to our members when making presentations to schools, or other public education seminars. We hope to make the material available as early as April.

On behalf of OPPI Council I would like to thank William Pol, Joe Sniezek and Marni Cappe, who worked with me on the development of the program content. Also on behalf of Council, I would also like to thank the members who presented the section on planning during the AMO sessions. They are: Margaret Walton, Rick Hunter, Jeff Celentano, Steve Sajatovic, Ron Glenn, Charles Cheesman,

Kennedy Self, Jennifer Favron, Joe Sniezek, Steve Fournier, Heather Jablonski, Dave Grant, David Roe, William Pol, Joe Tortone and Paul Chapman.

Editor's note: OPPI Council also thanks Valerie for delivering the session in Toronto.

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



Valerie Cranmer



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# STRATEGIC PLANNING — PRIORITY FOR 1998

By Susan Smith

Here are the highlights of the decisions made at Council's meeting in December. If you have questions, contact me at the OPPI office.

## PLANNING FOR STRATEGIC PLANNING

The current OPPI strategic plan was adopted in 1995, with the intent to review the plan in three years. Council met for a full day strategy session in February to establish the scope of the review (that is, tinkering or full review) and to determine how to involve the membership in the process. Council stayed on track throughout the day with guidance from Lynda Newman, of Clara Consulting, who facilitated this session. Watch for further details on the strategic plan in the coming months.

## PROTECTION FOR PLANNERS

Council considered a report from a group of members who met with Sedgwick Ltd., an insurance broker specializing in group

plans, regarding professional liability coverage for planners. A committee was formed to continue discussions with Sedgwick, and to communicate with the membership. This initiative is outlined in more detail in an article by David Ozaki (see the accompanying article).

## HANDING OVER THE REINS

Council is grateful to Wendy Nott (Walker, Nott, Dragicevic Associates Ltd.) and David Butler (The Butler Group) for serving as OPPI's representatives since 1994 on the Ontario Planners, Architects, Lawyers, and Landscape Architects (OPALL) liaison group. OPALL meets throughout the year to discuss items of interest to all the professions. David Ozaki (City of Toronto - Etobicoke) and Martin Rendl (Martin Rendl Associates) have agreed to represent OPPI at these meetings.

## VOLUNTEERS APPOINTED

The following members were appointed

as examiners and committee members:

### Exam 'A' and 'B' Examiners - Marni

Cappe, Heather Jablonski, Don May, David Ozaki, Grace Strachan, Steve Willis

### Exam 'A' Examiner - Charles Lanktree

**Discipline Committee** - Peter Atcheson, Peter Walker

**Publications Committee** - Barb McMullen, Gerry Melenka, Laurie Moulton

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### Private Sector Advisory Committee -

Bob Lehman, Don Logan, Andrew McNeely, Lauren Millier

### Insurance Committee - David Butler,

Valerie Cranmer, Andrea Gabor, Alan Gummo, Don May, David Ozaki

# PRIVATE SECTOR GROUP ON TRACK

By Peter Smith

The Private Sector Advisory Committee (PSAC) is busy working on its 1998 agenda. The Committee is sponsoring a session titled "Investigating the Advice Squad - Developing a Successful Planning Consultancy Practice," which will feature members from the private sector. The "How to Hire a Consultant" guidelines are being finalized, and an action plan to promote their use will be developed. The Committee is interested in joint-purchasing opportunities for the private sector members. Don May is participating on a committee looking into professional liability coverage for members (see article by David Ozaki).

Advisory services on issues related to private practice will be offered by Committee members. If you have an issue that concerns you, please contact the OPPI office

and they will direct you to a Committee member. This is a useful service that we hope can become an established practice of OPPI.

A practical, hands-on workshop on Computers in Planning is being organized by Andrew McNeely and will be offered later in 1998.

We are interested in hearing from planners working in all facets of the private sector. These include those working for retail businesses, financial institutions, industrial corporations with land-holdings, or as developers - We would like to hear from you.

*Peter Smith, MCIP, RPP is an associate with Weston Associates Ltd. He can be reached at (905) 738-8080.*

## REMINDERS...

- 1998 membership fee invoices were mailed to all non-student members in December. The deadline for receipt of payment is Wednesday, April 1st. Members missing the due date are subject to a 10% late payment fee. For more information, please contact Robert Fraser at the OPPI office.
- The 1998 OPPI Excellence in Planning Awards Program is underway. Information on the program was mailed to all members in February. The deadline for entries is Friday, May 1st. For more information, please contact Susan Smith at the OPPI office.
- The deadline for nominations for the 1998 Member Service Awards Program is Monday June 1st. See page 18 for information on the program.
- Attention all student members! The deadline for 1998 Scholarship Applications is Monday, June 1st. A notice was mailed to all student members in February. You can also check OPPI's website for information, or contact the OPPI office.



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David G. Hanly	SD	County of Perth
M. Louise Harris	SD	Town of Paris
Trevor P. Hesselink	ED	Hinterland Community Planning & Design
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Françoise L.M. Jessop	ED	City of Ottawa
Ada O.M. Lam	CD	Hyder Environmental Ltd.
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## WINNERS

# THE WELLAND CANAL PARKWAY AND TRAILS MASTER PLAN

By George Nicholson

This is the second in the Journals' review of winning submissions for OPPI's Outstanding Planning Awards. Next issue will look at the winning submission from Parks Canada. See also the letters page for an appreciation of the value of professional recognition.—Ed.

The Welland Canals Parkway and Trails Master Plan identifies a route and some design details for a parkway along the Welland Canal. This is an integral part of what is commonly referred to as "The Great Circle Route," a 150 kilometre route that ties together the existing Niagara River Parkway with the proposed Welland Canals Parkway. It would permit both driving and active recreational use, with the aim of getting the 14 million people who visit Niagara Falls each year to extend their stay. The Welland Canals section is the main missing link in this system.

The Master Plan proposes a two-lane driving route with on-road cycling lanes, a multi-use trail, primarily for walkers, recreational cyclists, and roller bladers, two single-track/equestrian trails for hikers, mountain bikers, and equestrians. There are also user amenities such as Gateway Features, Orientation Nodes, Staging Areas, and Trail Connections. The Region and all 12 local municipalities have endorsed the Master Plan as a framework for action. The trails component, costing about \$3 million, is the top priority.

With tight municipal budgets, public-private partnerships are being pursued. The St. Catharines Rotary Club and the Port Weller Dry Docks funded the design work for a Northern Gateway, and an equestrian club

has volunteered to finance and build a Staging Area on the East Side Trail.

The first priorities are the East Side single track/equestrian trail and the extension of the nine kilometre section of the Multi-Use trail in St. Catharines.

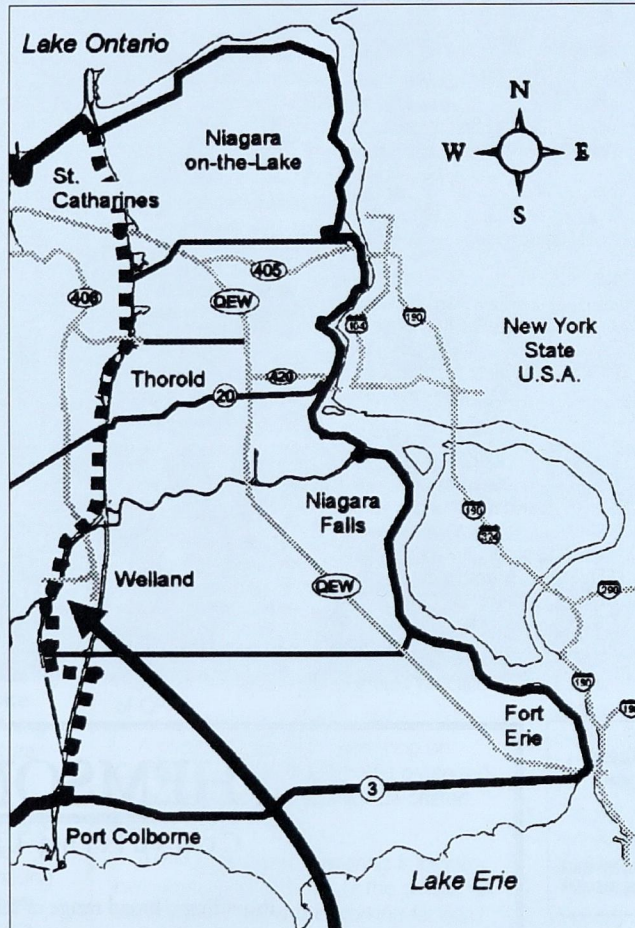
So what has the OPPI award meant for the Plan? Three things come to mind. First, it has provided an important independent endorsement for the project.

1. Outside recognition can increase the comfort level for local people who have to justify spending the money.
2. Second, it has encouraged municipal cooperation as communities focus on an exciting project.
3. Finally, the award has increased our regional councillors' knowledge about the proactive role that planning can play in municipal life. The recognition was much appreciated by councillors and staff.

Ken Buck, the Project Manager, and Jay Cranstone, both of whom are now with the Ecological Services Group in Guelph, and Dave Zimmer and Norma Moores of Stanley Consulting in Cambridge deserve much of the credit for the Master Plan. The next step now is to make it happen.

George Nicholson MCIP, RPP is a Senior Planner in the Regional Municipality of Niagara.

*(Editor's Note: I first heard about this plan during a fascinating presentation at the Niagara Falls OPPI conference a number of years ago. Great to see an idea moving to reality.)*



## The Welland Canals Parkway The Missing Link Niagara's Great Circle Route

Welland Canals Parkway and Trails Master Plan





# WHAT IF?

By David Ozaki

"**S**UE ME!" That's just what happened to a public sector planner in Southwestern Ontario who offered allegedly detrimental 'advice' to a developer. Though the employer had liability insurance coverage, the individual was also specifically named in the suit.

On a more general note, as the Province continues to download services and municipal governments are expected to take responsibilities on matters for which they may not be qualified to review, so the demand for consulting services increases. As protection against liability claims, however, more municipalities are requiring those providing services to carry liability insurance, in order to reduce the liability of municipalities.

With both the public and private sectors being exposed to such claims, OPPI is con-

sidering the introduction of liability insurance. This 'value-added' service would provide members with protection against, among other things, defence costs of litigation. Certain "guides to best practices" need to be established to help members avoid actions which could be deemed 'uninsurable' (such as offering opinions on matters for which they are not qualified).

Some of the questions being raised are:

- would liability insurance be mandatory through membership?
- how should limits be set, both for OPPI as a whole and for individual claims?
- would there be specific consideration for private sector planners, who cannot benefit from public sector corporate liability coverage?
- by introducing such a service, what is the

impact on litigation against planners? Watch for details in the Journal, as a newly formed committee of members continues to flush out these questions with representatives of the legal and insurance industries. We need to hear from you over the next few months, before any recommendations are presented at the Annual General Meeting in August; your comments and involvement are welcome and encouraged. Please contact David Ozaki (Central District Representative) for more information.

*David Ozaki, MCIP, RPP, is the Development Coordinator with the Etobicoke Urban Development Department, and a Central District Representative on OPPI Council. You can reach him at (416) 394-8243 or fax (416) 394-6063.*

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- To honour a particular member for accumulated service over time.

### ELIGIBILITY

- All members in the Institute.

### SELECTION CRITERIA

- Outstanding service to the Institute.
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- Represented the Institute and the planning profession extraordinarily well in a provincial or national forum.

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A maximum of five (5) awards will be presented each year. Nominations will be considered by a Committee of Council.

### NOMINATION

Nominations may be submitted by:

- District Representatives
- District Boards of Management
- Nominations-at-large signed by two members in good standing (other than the nominee)

Nominations must be accompanied by an outline of the service performed by the member.

### PRESENTATION

The awards will be presented at the Annual General Meeting in Kingston on August 18, 1998.

### DEADLINE

Nominations must be received by the OPPI office by Monday, June 1, 1998.

For more information, please contact Susan Smith at the OPPI office (416) 483-1873 or 1-800-668-1448.

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# DELSCAN

## MEMBERSHIP CALLS FOR REVIEW

A resolution was adopted at the 1997 Annual General Meeting to establish a disciplinary proceedings review committee to review OPPI's disciplinary process and to recommend to Council appropriate changes to the process. An information package on the review process was mailed to all members in February, outlining the review process and ways that members can participate in the review. A mid-term report will also be mailed to members, again asking for your participation.

The committee appointed by Council to

conduct the review includes Don May (Coopers & Lybrand), Bernie Hermsen (MacNaughton Hermsen Britton Clarkson), Peter Walker (Walker, Nott, Dragicevic), Wendy Wright (City of Cambridge), Pamela Sweet (Regional Municipality of Ottawa-Carleton), and Victor Coté (City of London). A representative of the public will also be appointed.

If you have any questions on the review or the information sent to you, please contact Susan Smith at the OPPI office.

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## CENTRAL

### CAN YOU HEAR ME AT THE BACK?

By George Nicholson

What is the greatest fear that most people have? Surprisingly, it is standing up and speaking in front of other people.

Since public presentations are an occupational hazard for planners, the GTA Program Committee organized a training session to help planners feel more comfortable with presentations. "Stand Up and Talk to 1000 People (And Enjoy It)" was led by Marion Witz, whose company Witz and Associates in Toronto, has trained over 8000 people in the art of public speaking. This brief outline introduces people to some of the advice offered at the session.

Public presentations have three aspects: the Verbal (the content), the Visual (what the audience sees), and the Vocal (how the presenter sounds). According to Witz, the Visual and Vocal components together account for more than 90 percent of effectiveness. Obviously style is as important as substance!

For maximum effect, the presenter should be comfortable, confident, and relaxed. Easier said than done! Knowing the material and good organization is part of this but so is one's voice, body language, and dress. Being expressive, establishing eye contact, and encouraging audience involvement are all important factors.

Lastly, we shouldn't assume that the audience is familiar with the topic being discussed. Material should always be broken down into manageable pieces. Sounds easy but we don't always do it – especially in front of a hostile or sceptical audience.

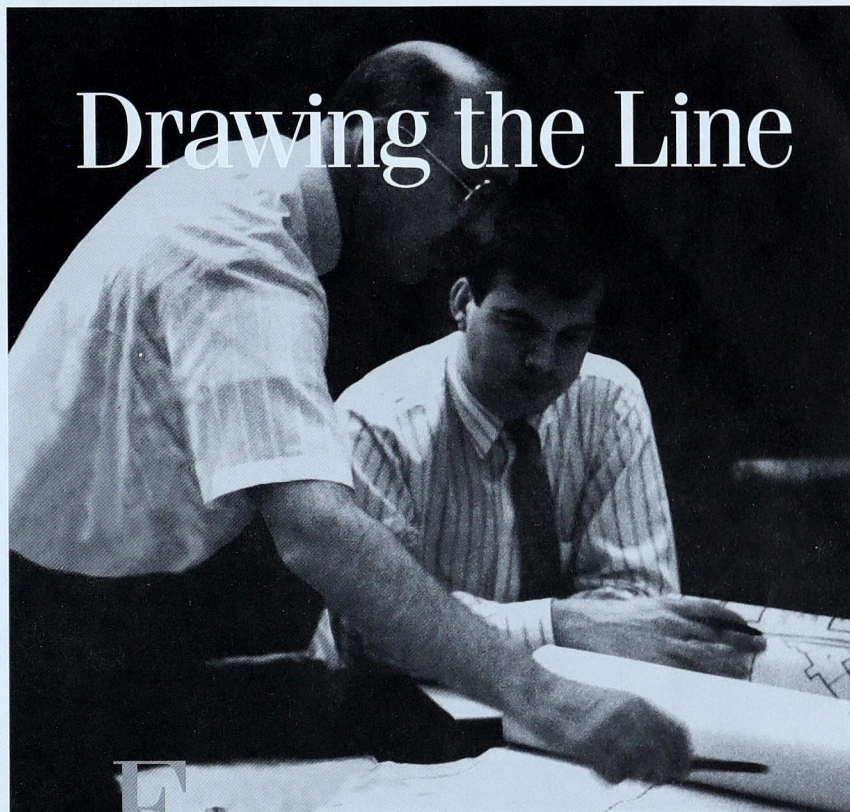
Ms. Witz was promoting her recent book, which covers more material than can be covered in a two hour session. It identifies five types of presentation and provides key approaches to be used for each. Two of these, the Educational and the Factual, are perhaps most commonly used by planners, and the book suggests what should be included in these for

maximum effect. The advice is to learn the appropriate techniques, and practice, practice, practice. The book is published by McLeod Publishing and is available through bookstores for \$18.95.

Carolyn Lane and her Committee are to

be congratulated for organizing this very useful session. These insights should definitely reduce any pre-presentation jitters.

*George Nicholson MCIP, RPP is a Senior Planner in Niagara Region.*



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## EASTERN DISTRICT

### EASTERN DISTRICT ENJOY FULL PROGRAM OF EVENTS

By Barb McMullen

The well-attended January Urban Forum lecture featured three key speakers on Sustainable Urban Transportation. The

evening was sponsored by the Institute of Transportation Engineers and the Regional Municipality of Ottawa-Carleton. Introductory remarks were made by Regional Chair Bob Chiarelli, who noted the event coincidentally took place on the same day Regional Council approved introduction of a pilot project rapid transit rail service in Ottawa-Carleton by the year 2000.

John Hartman, a director of the Transportation Association of Canada (TAC), described the challenge of sustainable transportation as reversing current fuel consumption and land use trends. He

cited growing concern over air quality, the threat of climate change, and shrinking budgets as mutually supportive, converging forces towards change in Canada.

Richard Gilbert, Managing Director of the Toronto Centre for Sustainable Transportation, and transportation consultant to the Organization for Economic Cooperation and Development (OECD), discussed alternative sustainability strategies now under study by the OECD. Pending completion of the study, he suggested the optimum working strategy as two-thirds behavioural change, and one-third technological change.

Wayne Kauk, Acting Director of Transport Canada's Sustainable Development Branch, described several environmental challenges to achieving sustainability, and summarized the department's 1996 stakeholder consultations. These suggested that Transport Canada should take a leadership role in achieving sustainable transportation, and ensure that the strategy balances environmental objectives with economic and social objectives.

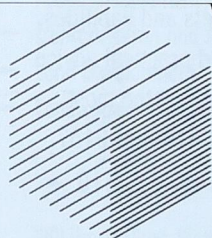
### TOWARD AN IMPROVED PHYSICAL ENVIRONMENT

Eastern District's February lecture entitled *Toward an Improved Physical Environment* featured presentations on a peat-based natural wastewater treatment



Ice Storm damaged urban forest in Ottawa area.

Photo: B. McMullen




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system, and on the "Go for Green!" community-retrofitting approach to achieving sustainable transportation.

Stephen Simmering of Simmering & Associates' described the firm's PeatLand Treatment System, which combines a natural disinfection peat filtration cell with a small subsurface constructed wetland, and ultimately flows into an optional discharge wetland, water course or ditch. The system is based on a modular approach which can service a variety of situations, from a single building, up to a community of 6-8000 people (when combined with a small diameter sewer system). Installations to date include the Kars Conservation Authority facilities, the Six Nations birthing centre, and the St. Leonard's School in Manotick, in addition to the proposed Village of Greely system.

"Go for Green!" is sponsored by Environment Canada and promotes active living and environmental stewardship. The program encourages the use of active transportation modes such as walking and biking. Chantal Laliberté described how the program encourages the use of alternative 'realistic' solutions to retrofit communities to create a more sustainable transportation system. For example, "Go for Green!" encourages the creation of safe cycling lanes and pedestrian intersection crossings, the use of various traffic calming methods, and alternative land use and density patterns.

Upcoming Urban Forum events include a lecture on Today's GIS: New Tools, New Users in March at the RMOC. Next season's proposed Urban Forum topics include: The Future of Cities in September, What Makes Great Streets in November. Plans are under way to present these two lectures in Toronto as well. The program will continue in January with X-Files and Retailing Trends March. Other proposed Eastern District events include a potential late spring lecture on Spiritually-Correct Design.

*Barb McMullen, MCIP, RPP is the Editorial Coordinator and Publications representative for the Eastern District. She is the principal of McM Consultants. Urban Forum is a collective of professional associations led by OPPI's Sylvie Grenier.*

**Note:** Look for an update on the process to find a new model of governance in the Ottawa Region next issue.—Ed.

## SOUTHWEST DISTRICT

### SOUTHWEST DINNER MEETINGS FOCUS ON DOWNTOWN ECONOMIC DEVELOPMENT

By Brenton Toderian

The Southwest District's last two dinner meetings focused on aggressive approaches applied to downtown planning issues. In early December, District membership enjoyed an excellent meal in St. Jacobs, and heard from Ms. Jenny Shantz of the Mercedes Corporation. Ms. Shantz is the daughter of famous local community builder Milo Shantz. The Shantz family has been instrumental in the tourism and retailing renaissance of St. Jacobs main street. Ms. Shantz outlined how, over the last 20 years, the company has used attention to historical detail and smart business sense to put St. Jacobs' downtown on the map. Ms. Shantz noted wryly to the planning audience that no "Master Plan" was used - rather the Corporation made incremental decisions, monitored results, and learned from their successes and failures. A lively discussion followed, including some comments on whether local municipal planners had helped or hindered her family's success.

In February, in Guelph, the SWD membership heard from two municipal CAOs, David Creech of Guelph, and Tom Stockie of Waterloo. The two conveyed differing approaches to proactive community economic development, albeit with similar goals. Both cities have chosen to go beyond the traditional economic development focus on industrial and manufacturing growth, and have targeted issues of downtown revitalization and tourism development. Mr. Creech outlined examples including the success of the City's new River Run Theatre in attracting tourism and spin-off businesses, and the plan to build a new arena in the recently vacated Eaton's building in downtown Guelph.

Mr. Stockie followed with a lively presentation on Waterloo's even more aggressive role in community development, act-

ing as developer, land buyer and power broker in Waterloo's Uptown core. Since 1958 (when the City bought the lands that were ultimately developed as the Waterloo Town Square mall), the City has been active in the facilitation of development / redevelopment. Other examples have included the purchase of the historic Uptown train station (renovated and currently leased to a high quality clothier), the development of the new tourist train between Uptown Waterloo and St. Jacob's (with an estimated 60,000 to 80,000 riders in its first year), and the City's recent purchase of the 11.5 acre Uptown Seagrams property for just under \$4 million. They have requested proposals for the Seagrams land, and hope to attract a mix of uses including high tech office space, residential, and a major hotel. The City has already leased the historic Seagrams Museum on the site to Waterloo Maple, a high tech software firm, bringing 85 new employees to the Uptown.

The Southwest District's next dinner meeting is in Chatham, and is scheduled for May 14th, 1998.

*Brenton Toderian, MCIP, RPP is Vice Chair of the Southwest District, and an associate with MacNaughton Hermesen Britton Clarkson Planning Limited in Kitchener.*



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## NORTHERN DISTRICT

### TINKERING WITH CHANGE

By Glenn Tunnock

I have been asked to write about municipal restructuring in Northern Ontario...a subject that is on the top of the public policy agenda for most municipalities. That is no surprise to anyone. There are those municipalities who have consummated a marriage very quickly under Bill 26. Others have developed restructuring proposals, yet to be submitted to the

Ministry for approval. Still others are in the talking stages with some discussions having collapsed. Others have refused to come to the table with their neighbours and some municipalities are too isolated to warrant restructuring. The lack of precise financial information flowing from the Community Reinvestment Fund figures is currently a key factor in forestalling some discussions.

Municipal restructuring is a fishbowl for students of political science and Planners alike. We can take the position of casual observation of all the swimming around that is going on, or we can jump in with both feet at the opportunity to influence the adjustment communities are trying to make in creating new communities from the legacy and traditions of local governments that were created 100-150 years ago a.k.a the Baldwin Act. Sitting at Council tables in the North over the last year has been a very revealing experience when it comes to discussing the principles of municipal restructuring as espoused in the provincial Guidelines. The bottom line on the ledger preoccupies the discussion...no surprise, of course...while only token recognition is give to what kind of communities we are creating and whether

they will be functionally and economically sustainable for the future. It is interesting to note that the issue of community identity does not even appear in the provincial Guidelines for Municipal Restructuring. This is an unfortunate shortcoming.

Much of the restructuring has been an extrapolation of existing conditions with little regard to land use patterns, population or employment growth, urban service areas or watersheds. Official Plans are conspicuous by their absence in restructuring discussions. In most circumstances, municipal restructuring becomes a composite of the geographic areas of existing municipalities. No communities have opted to erase their

neighbouring municipalities who for years have provided services to these areas without equitable compensation. Restructuring has become a convenient means to resolving the perennial quandary of how to deliver services to fringe settlements and scattered development since the process is less onerous. Out voted, but not out foxed, residents of these unincorporated areas are lobbying their newly restructured municipalities to improve municipal services. Ward systems have also come back into vogue as a popular means to guarantee a voice at the Council table to back up these demands.

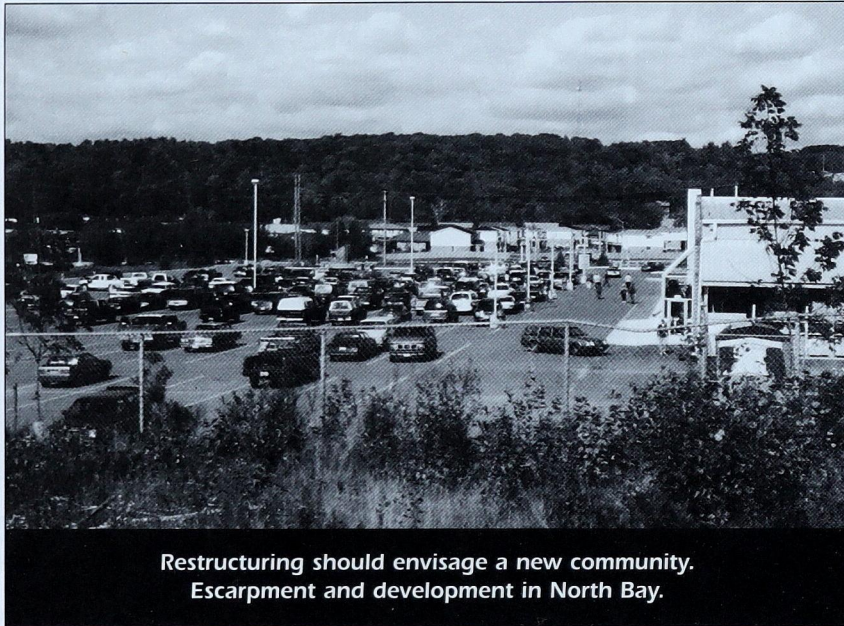
Despite the vagaries of politics and mill rates, restructuring offers a bona fide opportunity to improve the

quality of municipal service delivery through a realignment of staff and financial resources. Municipalities who were either too small to afford or who lacked the volume of work to substantiate professional staff can through restructuring consolidate their resources to deliver services more cost effectively and efficiently. Planners can play a pivotal role in the process. They can examine settlement patterns and servicing (and infrastructure) needs in recommending boundaries which will accommo-

date projected growth. They can assess the natural resource base and the economic assets required to ensure long term economic health for the new municipality. Fostering a cohesive community identity is also an important role and a challenge particularly where a large geographic area is involved or where there is a legacy of strong individualism amongst the merging communities.

Whether we tinker with change or play an advocacy role, we should not shirk the opportunity to help communities with the crucial decisions that will shape their future.

Glenn Tunnock, MCIP, RPP is President of Tunnock Consulting Ltd.



**Restructuring should envisage a new community. Escarpment and development in North Bay.**

Photo: J. Celentano

municipal boundaries and then ask themselves, how do we create a new, economically vibrant and functional local government? For example, what happens when you reorder the delivery of municipal services from say, meeting the needs of an urban community to also servicing a rural hinterland? How do you reconcile the legacy, traditions and character of a farming community suddenly juxtaposed with the interests a mining community or a lumber town?

In the North, a further consideration is the fact that most of the land base is unincorporated. Residents in these areas who are fiercely self-reliant have suddenly become unwilling brides to be wed to

## New Times — Lots of Changes

By Greg Daly



here has been a lot of activity over the last few months and it appears that real economic recovery is underway if the amount of work passing across my desk is any indication. Planning departments are more active, consultants are busy and new opportunities are arising.

**Judy McLeod** left Scarborough to become Director of Community Planning and Development for the City of Delta, B.C. Judy will be greatly missed in Scarborough. Other changes in Scarborough include **Val Shuttleworth's** recent departure to join the planning team at the Town of Markham and **Toni Paolasini's** move to Macaulay Shiomi Howson, where she will be returning to her roots in development and policy planning.

Planners are increasingly taking on positions in non-traditional settings and applying their planning skills in workplace. There are a growing number of planners, the author included, who have found they can make an important contribution to the profession through employment in law firms which have specialists in the municipal, environmental and land use planning areas. This area of planning practice has its own set of joys and tribulations that we would like to share with others. To that end, a small group recently met to discuss issues of interest. **Vicki Simon, Nancy Adler, Barb Gosse, Robert Blunt, Paul Chronis** and I issue an invitation to all others who may be interested in sharing issues and stories. Please feel free to contact me or Vicki Simon on this.

**Rachel Corbett** has left her position as Executive Director at the Canadian Institute of Planners to return to full time practice with the Centre for Sport and Law. Rachel specializes in risk management planning, policy consulting and dispute resolution in the Canadian Sport and Recreation Community. Rachel's expertise and professionalism will be greatly missed at the CIP office in Ottawa.

TEDCO has recently promoted **Steve Willis** to Principal Planner as part of the restructuring of that organization. Steve is working in the environmental cleanup and redevelopment of the port lands in the City of Toronto. Congratulations Steve.

**Steven Rowe** has left Walker, Nott Dragicic Associates Limited to start his own environmental and land use planning

practice. Steve's latest article appears in this issue.

**Marshall Macklin Monaghan** has made a number of recent announcements including the appointment of **J. David McLaughlin** as an associate. David is a project planner in the Transportation Planning Department at MMM.

The new Commissioner of Planning for Waterloo Region is **Larry Kotseff**. Larry was most recently the Chief Administrative Officer for the City of New Westminster B.C. Larry previously worked with the Regional Municipality of Durham. Welcome back.

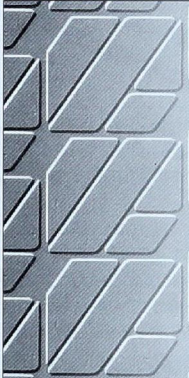
At the provincial level, a recent announcement by the Minister of Municipal Affairs and Housing of a Social Housing Committee will include among its members **Jim Rule**, the Chief Administrative Officer of the Regional Municipality of Sudbury. The Committee will be charged with recommending reforms for social housing in

Ontario and is expected to report to the Minister in Spring 1998. At the Ministry of Municipal Affairs, **Arthur Anderson** has joined the office of ADM, Paula Dill.

In academia, **Carl Amrhein** was named Dean of the Faculty of Arts and Sciences at the University of Toronto, effective last November. Carl taught at the University of Toronto since 1986 and has been Chair of the Department of Geography since 1993. He will bring to this position his long history of research in the area of urban issues, including current research in the area of Urban Environmental Health.

The Graduate Planning Programme at the University of Toronto will benefit from newly instituted "Peter Walker First Year Planning Scholarship."

*Greg Daly, MCIP, RPP is contributing editor for People news. You can reach him by E-mail <dalyg@weinfelds.com> or via fax at (416) 365-1876.*

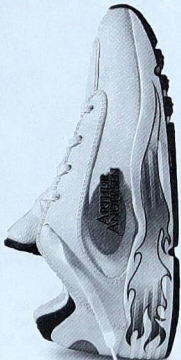


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## Update on Conservation Easements

By Mary Neumann

**L**andowners in Ontario have been able legally to give conservation easements to non-profit organisations such as the Federation of Ontario Naturalists and the Muskoka Heritage Foundation since a revision to the Conservation Lands Act was passed in 1994. A conservation easement protects in perpetuity important natural or scientific features on the property. The landowner also gets a charitable tax receipt for the reduction in value of the property resulting from the easement.

For landowners who want to ensure that the special features of their property are never destroyed even if they sell the land or their relatives inherit it, an easement is a remarkable tool. Conservation easements can also be considered by municipalities

when giving development permission on land which is environmentally sensitive or which has an Area of Natural or Scientific Interest (ANSI) designation. In these cases the land would be protected by the conservation easement, without the municipality having to take ownership.

Conservation easements are only now beginning to be used in any significant numbers as a result of earlier problems with Revenue Canada about how to definite 'market value.' This procedure has now been straightened out. The Nature Conservancy of Canada has six conservation agreements in place in Ontario, with another ten landowners committed in writing to following through with an easement after the paperwork has been completed. The Federation of Ontario Naturalists is

completing their first conservation easement, as are the Muskoka Heritage Foundation and the Couchiching Conservancy.

Non-profit organizations have found that although the tax receipt is a "sweetener" it is not the prime motivation for giving an easement. The landowner's commitment to nature conservation, or a developer's desire to demonstrate commitment to preserving unique parts of the property appears to be the primary motivator. The Nature Conservancy of Canada estimates that the cost of creating an easement is between \$10,000 and \$15,000, for two property valuations to estimate value with and without the easement, lawyers fees and, in some cases, a survey.

An issue for the organizations gaining

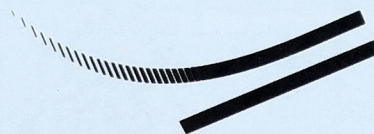
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the easement is that they must monitor the land to ensure that the terms of the easement are being met. As the number of easements multiply, this could become onerous.

Although undeveloped in Ontario at present, another technique for preserving natural areas is for non-profit nature conservancy groups to institute what are known in the United States as conservation buyer programs. This is where lands that are in need of protection are matched up with conservation-minded individuals who want to buy rural property. At present, probably the best way to find such a buyer is to put an advertisement in



**Landowner and Ontario Heritage Foundation representative discuss conservation easement for Stove Island, Ontario.**

*Photo: Ian Attridge*

magazines such as Seasons or Nature Canada which are read by those people who might be conservation buyers. On an

ad-hoc basis, the Nature Conservancy of Canada, the Federation of Ontario Naturalists, and the Long Point Basin Land Trust (perhaps the most successful) are also matching unique properties with sympathetic buyers (who might give a conservation easement). Conservation buyer programs have great potential as baby boomers age and retire to the country.

*Mary Neumann, MCIP, RPP is a planner with the Ministry of Municipal Affairs and Housing in Toronto. She is a regular contributor to the Journal.*

**Related web site:**

[www.ontarionature.org/home.html](http://www.ontarionature.org/home.html)

**STUDENT AFFAIRS**

**CAPS is TOPS out WEST**

*By Tero Konttinen*

In early February over 100 planning students from across Canada attended the Canadian Association of Planning Students (CAPS) Annual Conference entitled "Planning Matters" in Calgary and Banff, Alberta. The well organized conference was hosted by the Environmental Design Planning Students from the Faculty of Environmental Design at the University of Calgary.

The Keynote Address was given by Michael Hough, a prominent planner, landscape architect and professor from the Toronto area. He set the environmental tone of the conference with his speech entitled "Environmental Planning: Changing Direction, Changing skills." His discussion of

ecosystem and community planning included Bring Back the Don in the City of Toronto, preservation of Banff National Park and the Bow River Valley. Other presentations included a talk from incoming CIP president Patrick Deoux.

What made this an all-round great event (aside from the excellent presentations and seminars) were the numerous activities that were part of the week long gathering. Whether it was taking in a Flames hockey game, becom-

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ing an Honourary Calgarian, participating in the live entertainment during the CAPS Closing Banquet, attempting to line dance at a Western Saloon or swooshing down the slopes in the Rockies, these experiences all gave us a snapshot of life out west, and gave us the chance to meet people from all parts of Canada. It was interesting to watch the expression on people's faces of who had never seen the Rockies before!

An additional worthwhile aspect was the chance to assist Rory Baksh, also a Fourth

Year Student at the School of Urban and Regional Planning at Ryerson Polytechnic University, in conducting one of the student presentations. "A Negotiation Training Seminar for Planners" gave the students an opportunity to learn some theory and the importance of negotiation and dispute resolution as well as allowing us to apply skills with a case study developed specifically for the conference.

The 1998 CAPS Conference was a rewarding experience which exposed Ontario stu-

dents from Ryerson, Waterloo, York and Toronto to different issues in planning, interesting people and a fascinating part of the country (yes, it is true that we saw Preston Manning!). Thank you to the CAPS Organizing Committee for all their efforts in making this conference a success and I urge all planning students (graduate and undergraduates) to attend the 1999 CAPS Conference in Montreal, as it will be an experience that you will not forget!

*Tero is a 4th year student at Ryerson.*

## CONSULTING PRACTICE

# Defusing the Municipal Documentation Time Bomb

By Bill Power

**T**oday's proliferation of information has created problems of document delivery, management, consistency, and accuracy for many municipalities, especially those experiencing rapid growth and those created by consolidation. The City of Vaughan used Middleware to deal with these problems. Middleware integrates existing applications and documentation located on many sources into a new, reliable user-friendly program, without any changes to existing systems.

Vaughan was subject to rapid growth and by-laws were constantly being amended. Time had not permitted the formulation of a comprehensive zoning document to guide

development. There were hundreds of amendments and sub-amendments, as well as exceptions to the base zoning by-law. Many of the exceptions covered whole subdivisions and produced conflicts where both the base by-law and its exceptions were in effect. Many individual amendments revised several different standards or provisions.

Before the documentation review could begin, hundreds of pages of documents had to be converted from paper into an electronic form and transferred into a database. Links were established between section numbers, exceptions, amending by-laws, schedules and legal descriptions.

The program allowed for text display and

searches. For example, it displayed 156 occurrences of the word "landscaping," mostly in amendments. The full text of the amendments could be instantly displayed and analyzed for consistency and the frequency of certain types of amendments. Planners could then assess whether the amendments were still required and decide how to consolidate them into fewer instances.

Because of the way Middleware links data, planners can use it to create new comprehensive zoning by-laws. Most municipalities have similarly designated residential zones (for example, R-3 zones), many urban, some rural, without any consistency in stan-

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dards or purpose. The system allows planners to catalogue all R-3 zones and compare them to other residential zones. Planners can also compare zone standards, such as frontages and lot areas, and identify and evaluate similarities to produce fewer zones which are consistent throughout the municipality.

Although this has not yet been done in

the City of Vaughan, it could be carried out simply and effectively using Middleware. Blueprints, maps and other documents can also be converted into an electronic readable form can also be achieved to make the process more comprehensive. Information can also be posted on the Internet.

The Middleware solution can also be used to search a legally defined property that is

subject to zoning by-law amendments or other planning processes or linked to CAD and GIS mapping.

To find out more, contact Bill Power, MCIP, at Power Planning Associates, (905) 477-5630, e-mail: [bill.power@sympatico.ca](mailto:bill.power@sympatico.ca) or Paul Grossi at (416) 598-3060, e-mail [pgrossi@ccimultimedia.com](mailto:pgrossi@ccimultimedia.com).

## ENVIRONMENT

# Planners Have Role in Energy Transition

By Steven Rowe



The Provincial government White Paper "Direction for Change-Charting a Course for Competitive Electricity

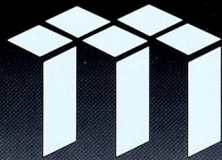
Generation in Ontario" was released in December last year in response to the earlier Macdonald Commission Report. It sets the scene for a radical transformation that removes the Ontario Hydro monopoly in the generation and distribution of electricity.

The White Paper proposes that in the year 2000, separate commercial crown corporations

will be created to carry out generation ("Genco") and transmission ("Serviceco"), as well as an "Independent Market Operator" to facilitate transactions between generators, brokers, local utilities and customers. Genco will take over existing Ontario Hydro generation assets and will compete with other energy providers, including out-of-province suppliers, independent producers and local utilities that generate their own power. Serviceco would make transmission lines available to any producer or broker that can find a market

for its electricity. These changes will likely be accompanied by a substantial consolidation of the 300 municipal utilities presently operating in the province - it has been estimated that there will ultimately be no more than ten!

The overall result is expected to be a more decentralized and diverse electricity market than we have today. Electricity could be produced as a by-product of industry and from a wider range of sources and fuels. Alliances between independent electricity producers, reorganized electrical utilities and other utili-



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this increase occurs, there is a question as to whether the approvals framework will be ready to deal with these types of facilities. Since Ontario Hydro has traditionally dominated electricity generation and transmission in Ontario, the approvals framework is structured around public rather than private electrical utilities.

In terms of land use planning, most official plans and zoning by-laws permit "public utilities" in all designations and zones, whereas private electrical utilities may not be provided for at all. If an industrial plant is converted to cogeneration so that it provides power to the grid, should this be considered an accessory use? Municipalities may wish to consider including different types of private generation facilities as permitted uses in some designations and zones, and clarifying provisions that may affect cogeneration when reviewing their planning documents.

Under the Environmental Assessment Act, Ontario Hydro is required to carry out individual environmental assessments (EAs) for new generation facilities, and for most transmission lines longer than 50km. Hydro has a parent Class EA providing a more streamlined approval process for shorter transmission lines, but a new Class EA currently being evaluated would remove this distance limitation. Ontario Hydro also has Class EAs for shoreline and riverbank improvements, and for modifications to hydroelectric facilities. While the expected transition is towards a greater mix between private and public facilities, none of these requirements would apply to private sector projects unless they are specifically designated under the Act. Although many independent generation facilities are small in scale and may not require onerous EA approval requirements, it would make sense to have a common approvals framework that would apply to public, private and partnership-sponsored facilities.

Independent power generation has a number of positive features and would be an important plank in producing the benefits promised in the White Paper. It would be unfortunate if uncertainty or unnecessary cost, and delays imposed by the current approvals framework prove to be a barrier to the timely introduction of these facilities.

**Related information and websites:**

The White Paper may be obtained from the Ministry of Energy (1-800-565-4923), or from the Ministry's web page <[www.ene.gov.ca](http://www.ene.gov.ca)> The Ontario Hydro home page is at <[www.hydro.on.ca/](http://www.hydro.on.ca/)> and the IPPSO home page is <[www.newenergy.org/newenergy/ippso.html](http://www.newenergy.org/newenergy/ippso.html)>

Steven Rowe MCIP, RPP is an environmental and land use planning consultant. He may be reached at (416) 489-7434, or by e-mail at <[deyrowe@sympatico.ca](mailto:deyrowe@sympatico.ca)>

ties are likely to develop. Customers would have the option of purchasing from Genco, from the utilities, from independent producers or from brokers, and could, for example, elect to use a "green energy" package.

The Ontario Government claims that competition will result in a more environmentally friendly electricity system. Some environmental interests, on the other hand, claim that this cannot be achieved in a substantive way without measures such as additional emissions limits, controls on the amount of electricity to be imported from coal-fired stations in the Ohio Valley, and a requirement that some proportion of the supply be derived from renewable sources. They are also concerned that cheaper power would reduce the incentive to conserve electricity.

**A NEW ROLE FOR  
INDEPENDENT PRODUCERS**

Although former Ontario Hydro facilities would continue to form the bulk of generating capacity, there is the prospect of strong competition from imported power. Independent electricity producers in Ontario strongly favour the proposed changes. There are already a number of private generators in the province. They were actively encouraged by Ontario Hydro in the early 1990s until their

contribution became surplus to its requirements, at which time most new entrants were denied access to the grid. The Independent Power Producers Society of Ontario (IPPSO) claims that its members can produce energy at lower cost and with less environmental impact than current Ontario Hydro facilities. For example, cogeneration at an existing industrial plant or at a purpose-built generating station can utilize heat in exhaust gases or steam that would otherwise go to waste. Existing independent facilities in the province generate electricity from natural gas, gasoline and diesel, wood waste, landfill gas, solar panels, wind power and water power.

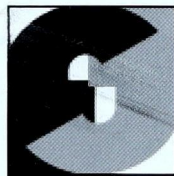
A less centralized system using independent produced power may also result in greater resilience in withstanding problems with any individual facility or source of power, and the type of threat illustrated by the recent ice storms in eastern Ontario and Quebec.

**IS THE PLANNING  
FRAMEWORK READY?**

It is likely that there will be an increase in the number of independent power producers. The rate of increase is difficult to forecast, and will be affected by the need for power to replace the shortfall created by the closure of nuclear reactors at Pickering and Bruce. When

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