

ONTARIO PLANNING

JOURNAL

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

MAY/JUNE

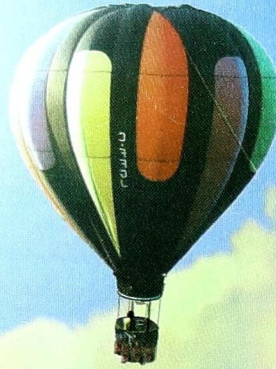
1998

VOLUME 13

NUMBER 3

BREAKING OUT IN KINGSTON

Welcome to the 1998
OPPI Annual Symposium



Conference à la mode

Try the Menu On Offer at Kingston '98, something for every professional's palate.

The Changing Face of Municipal Ontario

With the help of Municipal Affairs' Dan Burns, lawyer Stanley Stein places 200 municipal amalgamations in perspective

Can Airports and Neighbouring Communities Co-Exist?

Noise professionals Brian Howe and Bill Gastmeier explain how the logic behind Noise Exposure Forecasts is helping planners cope with conflict

Municipal Budgets Under Attack

Farokh Afshar sees a window of opportunity to in an era of cost-cutting by raising our sights and expanding our expectations for communities

Is it Time to Rethink the Way Official Plans are Made?

John Farrow suggests that less can be more when it comes to writing planning policies

And, see page 25 for the names of new CIP fellows.



ONTARIO PLANNING JOURNAL

Volume 13, Number 3, 1998

**ONTARIO PROFESSIONAL
PLANNERS INSTITUTE**
The Ontario Affiliate of the
Canadian Institute of Planners

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PROFESSIONNELS
DE L'ONTARIO**
L'Association affiliée ontarienne
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BREAKING OUT

OPPI SYMPOSIUM • KINGSTON 1998

AUGUST 16-19

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Kingston, Ontario

Find out about two courses associated with the Symposium: *ADR for Planners*, and *Planner as Facilitator*, at the OPPI web site <www.interlog.com/~oppi>

CALL FOR ABSTRACTS

The MOE and Environment Canada are co-hosting "Groundwater in a Watershed Context" from December 2-4, 1998 in Burlington at the Canadian Centre for Inland Waters.

Please submit your abstracts for papers to <water-shed@cciw.ca> or contact William Booty, Environment Canada, at (905) 336-4718. OPPI is also a sponsor of this symposium.

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BREAKING OUT IN STYLE



ou're invited! On behalf of the Organizing Committee, we would like to extend a warm invitation for you to attend the 1998 OPPI Symposium to be held in Kingston, Ontario, August 16-19, 1998. We are honoured that the Institute has selected Kingston to be the host city for this year's Symposium.

"Breaking Out" is our theme. Take time to review the program and we think you'll agree there is a wide variety of sessions that will stretch the limits of your knowledge by exploring how planners can use their skills in non-traditional ways. A number of ses-

sions will focus on subjects that delegates will find valuable in preparing for tomorrow's reality.

The program blends plenary and workshop sessions, which include mobile seminars to destinations such as Prince Edward County, Lanark County and the Rideau Canal area as well as locations in and around the Greater Kingston Area. In partnership with Queen's University, we are also offering optional pre- and post-Symposium workshops on Presentation Graphics for Planners and Using the Internet for Planning Research and Practice.

We've also planned a lively social pro-

gram, including a pub crawl, an optional boat cruise, a Tailgate Party and a dinner-dance.

Register early and bring your family. We are planning to provide an interesting program of activities to suit all ages while the main program is running. Child care is also available at a nominal cost. In order to accommodate your family's preferences, please let us know about your needs well in advance of the Symposium.

See you in Kingston!

Bob Maddocks, 1998 Symposium Chair, is a senior official with Municipal Affairs and Housing, based in Kingston.

SYMPOSIUM

Breaking Out: Program Highlights



lanners will be "Breaking Out" at Kingston as the program for the annual symposium highlights the new roles planners are playing. As society, the economy and government change, planners are providing new and exciting ways to do things.

The program includes new approaches to land use planning that recognize the need for flexibility in uses and the impact of new urbanism and new development standards. It

also focuses on the trend of professionals choosing to or having to leave larger agencies to start their own businesses. Planners are working to meet society's needs by filling niches and working in new partnerships to do tasks governments can no longer take on.

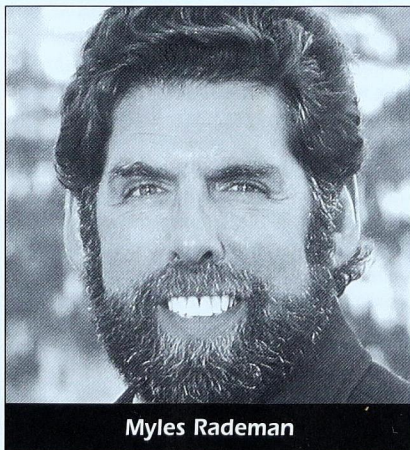
Planners are the people writing amalgamation reports or forming new planning agencies. They are also using their skills to build consensus or create maps of the distribution of epidemics for regional health units. Our program will touch on all these new roles and more. So come and join us as planners "break out" in Kingston this August.

FEATURED SPEAKERS

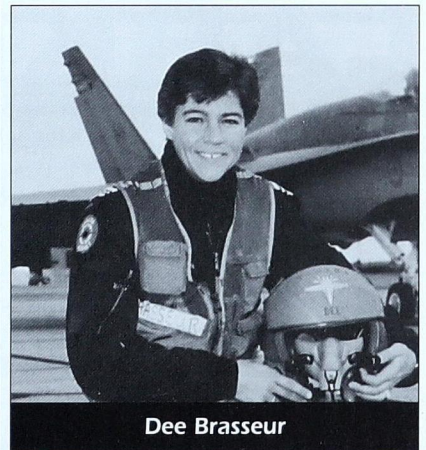
Myles Rademan is a perfect example of a planner who has "broken out". His career started 25 years ago as new town planner in the Rocky Mountains of the U.S. West. Since then he has worked for several other communities, helping them to deal with growth. As baby-boomers and urban refugees move from the cities to these Rocky Mountain communities, they bring both the benefits and problems of growth. Myles' ability to help people communi-

cate and organize community "vision meetings" have put him much in demand. Today he serves as the public affairs director in Park City, Utah and also works with the Salt Lake City Olympic Organizing Committee. He also moonlights as a modern day circuit rider travelling throughout the mountain states of the west preaching a message of common sense and compromise to mountain-town residents struggling with growth.

Myles works with various communities,



Myles Rademan



Dee Brasseur

organizations and corporations and has travelled the world as a Fulbright Scholar and a Kellogg National Fellow. He holds graduate degrees in law and urban planning from New York University. In the course of his travels and lectures he has addressed audiences from Tokyo to Beijing to Kathmandu and Geneva. He has been involved in the development of articles, multimedia presentations and television documentaries about leadership, planning and tourism.

Myles is a teller of stories who will challenge us to stretch our imaginations and consider what it means to "break out." His insights about interdependence, ethical responsibility and stewardship inspire new opportunities to innovate and lead. In an era of chaotic change he asks us to pay attention to the diversity around and within us as we seek new and creative solutions.

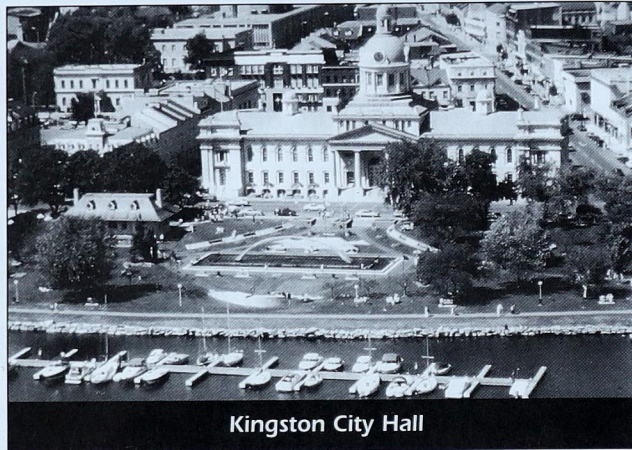
MAJOR DEE BRASSEUR

Dee Brasseur's career in the Canadian Military demonstrates what it means to "break out" and break away from the traditional path to carve out new opportunities. Dee joined the Canadian Armed Forces in 1972. She had a rank of private and a job as a secretary typist. She eventually attained senior officer status and the rank of major. By 1981 she had become one of the first three women to become pilots in the Canadian military. By 1989 she had become one of the first female fighter pilots. She was one of two women pilots in the world selected to fly the supersonic CF18 fighter aircraft. She went onto accumulate 2,500 hours of jet flying experience before her retirement in 1994.

Since then Dee has become a speaker and author as well as completing special assignments for Minister of National Defence. She continues to fly jets and in 1996 was responsible for overseeing the formation, training and participation of the Canadian National Precision Flight Team entry for the World Competition in Fort Worth, Texas.

THEMES

The 1998 symposium features four



Kingston City Hall

themes that highlight some of the new directions that planners are exploring.

PLANNERS ON PAROLE/PLANNERS IN NEW ROLES

Many planners have chosen or have had to make mid-career changes. In many cases these changes have taken planners into areas they had not foreseen. Planners are taking on non-traditional roles and functions and accepting the challenges presented by a changing world.
Changing Paddles in Midstream

Planners and Rural Economic Development
Investigating the Advice Squad: Developing a Successful Planning Consultancy Practice
Have You Considered the Non-Profit Sector?

UNLOCKING DOORS

Planners are helping to create innovative approaches to projects, from using new technology to finding new approaches to housing or urban design.

A Geographic Information System for a Municipal Partnership
Win-Win Community Restructuring
Urban Design: Not Just for the Big City
Housing Innovation
Alternative Development Standards: A Market Niche or Redefinition of Community Design

GOING IN NEW DIRECTIONS

Land use planning continues to be the core for traditional planning practice. With new economic realities and changing government roles, planners are coming up with new approaches to traditional issues.

Creative Approaches to Cultural Heritage Resource Planning
Kingston Region Commercial Study
Focus on the Rural Economy

BREAKING DOWN WALLS

Planners have been recognized for their ability to overcome the differences between groups and help in the community building process. This often involves breaking down the walls that stand between relationships and new approaches.

Advantage Kingston
Town/Gown Relations
Planning for a Safer City
Shaping a Provincially Significant Waterfront: Planning Experiences along Lake Ontario

MOBILE SESSIONS

Mobile sessions in Kingston will look at the redevelopment of former industrial areas along the waterfront. Another session will tour Kingston's downtown, a booming hot spot for tourists. This tour will stop to visit a downtown "big box" designed to fit in and take advantage of the downtown's ambience. A third session will focus on the elements of a safe city and how environmental design can help create a safe urban area.

Other mobile sessions will venture farther a field, to explore Prince Edward County

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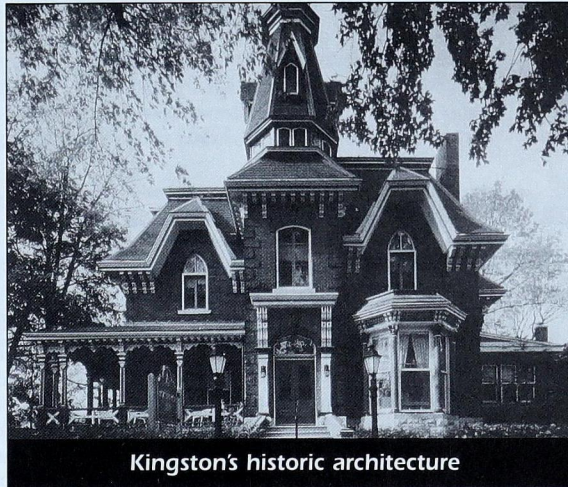
and how it is handling the growth its many attractive elements are generating. The Waterfront Regeneration Trust will show how it hopes to extend the waterfront trail from Trenton to Kingston by looking at the area west of Kingston in terms of how development and accessibility will affect the trail. We will also be travelling to Perth via the Rideau River to look at how the canal is marketing itself to tourists and the development of performing art venues as part of Perth's downtown.

PRE- AND POST-SYMPOSIUM TRAINING SESSIONS

The Ontario Professional Planners Institute and Queen's University School of Urban and Regional Planning (SURP) will offer two training sessions at the beginning and end of the 1998 symposium. These hands-on courses are geared to planners who want to know more about how computer technology can be used to enhance planning practice.

On August 16, 1998 at the Queen's

University computer instruction laboratory, you can take Presentation Graphics for Planners. This will be an intensive hands-



Kingston's historic architecture

on introduction to Microsoft Power Point for participants with no previous experience. The instructors are Professor David Gordon, who teaches computer applications and other practice-related graduate courses

at SURP, Laura Slade, the education coordinator for Information Technology Services at Queen's University, and Joseph Gallivan, a planner with the City of Kingston. On August 19, 1998 at the Geographic Information Systems Laboratory, you can learn how to use the Internet for planning research and practice. No previous experience is required. The workshop will show you how to use web browsers and search engines and tell you about the best search engines for planning research. It will help you find sources for Canadian planning information along with documents and planning websites. The instructors are Professor David Gordon of SURP, Corrine Laverty, electronic reference librarian in the Stauffer Library, and Jeffrey Moon, manager of the university's Social Science Data Centre.

Both courses take place from 1:00 p.m. to 5:30 p.m. on the Queen's University campus. The cost of each course is \$75. Enrolment is limited to 30 people, so don't wait to register.

Call 1-800-668-1448 for more information.

SYMPOSIUM

Social Program On The Ball

Join us at the start of the Symposium at an "Eastern Exposure" tailgate party, 7:00 p.m. at the Ambassador Hotel.

Come and enjoy the tastes, sights and sounds of Eastern Ontario while you relax with friends and renew acquaintances. Relax on Monday during lunch break to the sound the "Frere Brothers," a local area band who are guaranteed to make you laugh with their humour and musical talents.

On Monday evening, you can dine and hit the town for an escorted pub tour under the direction of our tour-master, Tom Smart, complete with bagpipes. Or you can take a scenic boat cruise and dinner tour of the Thousand Islands. Arrangements for public transit from and back to the hotel have been made for both events.

The final social event will be a "Parole Party" on Tuesday evening. This gala banquet will begin with a sit-down meal in a setting consistent with the Symposium theme of "Breaking Out." Our emcee for the evening will be Peter Boles and following

dinner you can dance to the classical rock sounds of Eddy and the Stingrays. Participants are encouraged to dress casually for the occasion.

SYMPOSIUM HEADQUARTERS

The setting for our symposium is the Ambassador Hotel and Convention Centre

on Princess Street in Kingston close to the 401. Take the Sydenham Road exit. The hotel offers a full range of accommodations and amenities for the participants and their companions and families, including an indoor pool with a large waterslide and a recreation centre and ample free parking. Convention rooms and restaurant and bar



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OUR HOST CITY

Situated on Lake Ontario, this historic city, with its wonderful limestone buildings and architecture brings the old and new together and offers many local attractions during your stay, including golfing, family campgrounds, hiking, and bicycle trails. You can explore old Fort Henry, watch the festi-

ties in the downtown harbour and park area, or enjoy the sidewalk cafes along Ontario Street.

COMPANIONS' AND CHILDRENS' PROGRAM

This Symposium offers a great opportunity for a mini vacation with your family in a city that bustles with activity in the summer. The optional boat cruise and dinner on

Monday evening is half price for children ages 3 to 12 and free for children under 3. If there is sufficient interest in advance, child care facilities and day camp programs will be finalized with qualified staff both at the hotel and off site. For your companion, Kingston abounds with shopping in both the downtown and outlying areas. Historic walking tours and day excursions and museums add to the vacation experience.

SYMPOSIUM

An Ideal Opportunity for Strategic Advertising



strategic advertising practices can translate into business success. Whether exposure takes the form of printed ads, verbal acknowledgments or physical presence, benefits accrue from these marketing tools.

The upcoming OPPI Annual Symposium in Kingston in August presents a terrific opportunity to "get the good word out" about your business or agency, your accomplishments and your services. Recognized as the largest annual gathering of Ontario planning practitioners, the Symposium offers a number of interesting ways to maximize your strategic advertising and marketing efforts.

This year's corporate sponsorship packages have more to offer. Your Symposium Organizing Committee has enhanced these packages and added a number of different sponsorship levels.

LEVEL ONE: DIAMOND

- \$5000 or more
- sponsor's logo on symposium symposium brochure and/or program cover

- free exhibit space
- announced sponsorship of one of the keynote speakers
- prominent advertising in symposium program
- logo on symposium promotional products
- two free registrations
- Recognition in the Ontario Planning Journal

LEVEL TWO: RUBY

- \$2500-\$4999
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LEVEL THREE: PLATINUM

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- prominent advertising in symposium program

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- advertising in symposium program

LEVEL SIX: LIMESTONE

- \$100-\$499
- advertising in symposium program

EXHIBIT SPACE ONLY

- \$300

You cannot afford to pass on this opportunity. In order to ensure that your sponsorship and involvement is properly recognized, please act now.

For more information, please contact Bryan Weir, (705) 743-0380, or Brian McComb, (613) 476-3880, Sponsorship Co-Chairs.

BOOKS

The Planning Act: A Sourcebook, Third Edition

Published by Carswell Ltd

Reviewed by Paul De Francesca



Legal publishers offer a variety of CD-Roms that provide the legal or planning practitioner with easy access to legislation and regulations. A computer with CD-Rom capability may not always be accessible during an OMB hearing, client meeting or at home, so a one-stop reference that can be carried in one's brief case and accessed anytime is a valuable tool. "The Planning Act: A Sourcebook (third edition)," authored by Dennis H. Wood of McCarthy Tétrault, encompasses the

Planning Act, regulations, policy, relevant forms and explanatory material.

Land use planning in Ontario has undergone significant reform in recent years. Furthermore, the Planning Act has been amended by both Bill 163 and Bill 20 and two different provincial policy statements have been published, each replacing the previous one. The Sourcebook is intended to assist planners, lawyers, government officials, developers, landowners and other members of the public in understanding all of these changes.

The Sourcebook includes the Planning Act, as amended, with introductory remarks and Bill 20 amendment highlights. As well, unique to the Sourcebook contains a side-by-side comparison of three versions of the Planning Act. This comparison in tabular format is particularly useful for a development application initiated when a previous version of the Planning Act was in force. At a recent Municipal Law Section meeting of the Canadian Bar Association of Ontario, it was noted that Ministry of Municipal Affairs and

Housing (MMAH) staff use as many as four different versions of the Planning Act when dealing with some development applications.

Editorial notes assist the practitioner in comprehending the scope and effect of the Planning Act provisions. They are useful for gaining a better understanding of the statute or a cross reference to a relevant regulation under the Planning Act. Cross referencing is helpful because it directs and provides to the practitioner the appropriate regulation, Ministry document and MMAH or OMB form.

The Sourcebook includes the latest Provincial Policy Statement, as amended, along with introductory remarks and Bill 20 amendment highlights. To appreciate the language differences and scope of the Provincial Policy Statement from its predecessors, the Comprehensive Set of Policy Statements, a handy section-by-section comparison is also included.

As well, a brief overview of One Window and Municipal Plan Review is provided, which illustrates the new role of the

Provincial government in the approval process. For added clarification, an actual Memorandum of Understanding is included along with other materials on the topic.

Lastly, the Sourcebook includes the Ontario Municipal Board Act, R.S.O. 1990, c. O.28, as amended, its regulations (Rules of Procedure and Fees) and Practice Directions. This provides the practitioner with both the substantive law and procedural rules governing the OMB.

The Sourcebook provides the essential legislative sources for land use practitioners in one easily accessible location. Even though CD-ROMs are comprehensive, the Sourcebook has many practical advantages. After three years of law school and from my employment experience with McCarthy Tétrault as a summer research student, I have come to the realization that there is an abundance of information published on any given topic, but the test is to be able to find what you need quickly and cost-effectively.

Paul De Francesca is a graduate of Ryerson's School of Planning and the University of Windsor

Law School. Paul is articling with the law firm Bratty and Partners. This is his second contribution to the Journal.

THE JOURNAL IS LOOKING FOR TALENTED BOOK REVIEWERS

The Journal plans to re-introduce a regular column on books featuring reviews from as many interesting sources as we can find. If you would like to join our team of reviewers, please e-mail Glenn Miller at <ontplan@inforamp.net>. List your areas of expertise and provide a short biography that we can use with each review. We also need to know that you can meet a deadline. Although we will provide you with a reviewer's guide, we are primarily interested in a lively writing style and a demonstrated knowledge of the subject material. Reviews will be 300-500 words. In most cases, you will be able to keep the book you review. Look for an announcement about our new Books Editor in the next issue.



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Several articles in this issue remind us, municipal amalgamations are taking place in Ontario at a furious rate against a backdrop of fundamental changes in funding and responsibilities. At the same time, hardly a day goes by without a new announcement of a large scale corporate merger somewhere in the world. Can the current spate of such mergers help us do a better job with municipal amalgamations?

Because private sector mergers are carried out to improve the competitive position of a corporation, the objectives are usually spelled out clearly in advance and implementation is carried out unhurriedly with the benefit of a clear vision. How many municipal amalgamations have had a similar advantage?

The rationales given for recent mega corporate mergers vary but include the following: larger organizations are needed to afford the cost of investing in capital plant or new systems necessary for competitiveness; mergers generate efficiencies and allow corporations to expand market share and access new markets with a minimum of risk; mergers also address over-capacity, whether it is too many bank branches, too many cars or too many people.

Municipal amalgamations are typically carried out for the sake of gaining efficiencies and to reduce costs. As in the private sector, there

Competitiveness Begins With People

upgrade the quality of public services becomes more noticeable.

According to expert observers, structure only represents 20% of an organization's success. Having an effective strategy, the appropriate systems, the right people, are key. The ability to develop the right chemistry within a new culture is also essential. This is just as true in the private sector, as shown in the U.K. after a gigantic corporate merger of drug companies was called off when it became clear that the cultures of the two organizations could not be united. Municipal amalgamations rarely have that option.

The public wants better value from municipal government. Done right, amalgamations can be an excellent opportunity for planners to improve their productivity as well as the product. The status quo for planners, including those working in private practice, is not an option.

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

LETTERS

JOURNAL'S GROWTH APPRECIATED

As a professional planner and member of the Institute since 1978, I regularly read several planning and planning related journals. In terms of Canadian publications, the creation and growth of the Ontario Planning Journal over the last 10 years or so has been remarkable. I would like to convey my congratulations to editor Glenn Miller (and the rest of the editorial team responsible) for guiding its development.

I look forward to receiving the Journal both for its informative and interesting articles, and also because of the broad range of issues included and the general layout of the magazine. We are now a professional society with a journal that equates with periodicals published by British and American planning organizations. Please keep up the good work.

Stuart McMinn, MCIP, RPP

SOCIAL HOUSING DEBT PAID BY CREDIT CARD - MEMBERSHIP HAS ITS PRIVILEGES

In her brief response to my article "How the Social Housing Landscape in Canada is about to be Remade," Housing editor Linda Lapointe stated that I miss the main point - that public investment in housing results in

lower costs over time, (citing) an analogy of paying off a mortgage on a rising property value.

Three things have to be considered: financing costs, subsidy policies and asset losses.

First, financing. As a rule, social housing capital costs add to government debt. The slice of that debt due to social housing investment incurs interest charges as long as the debt lasts. And this may far exceed the mortgage period. The correct householder analogy is not with the family paying off its mortgage from income, but a family that pays off its debt with a credit card.

Second, subsidizing dwellings rather than households (via shelter allowances) means some subsidy will be misdirected to households not in need. Moreover, it is only in the long run (30 years or more) that the years of assistance to a family provided through a supply subsidy program with a uniform annual budget matches that delivered by the same funding offered as shelter allowances with the same value. In fact, the primary motivation for subsidizing dwellings rather than people is the development activity it generates, not the social assistance it provides.

Third, social housing advocates simply assume that the easiest form of housing assis-

is also often a need to reduce over-capacity. A key benefit of private sector mergers not often talked about in the public sector, however, is the opportunity to improve productivity. This should be an issue of keen interest to planners, since with some exceptions, planning departments have been slow to innovate or improve the way things are done. As consumer products are constantly improved, the failure to

upgrade the quality of public services becomes more noticeable.

The public wants better value from municipal government. Done right, amalgamations can be an excellent opportunity for planners to improve their productivity as well as the product. The status quo for planners, including those working in private practice, is not an option.

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

tance to protect in the long run is that provided by physical assets - housing owned or protected by governments. Experience elsewhere suggests that such assistance is no more locked in than any other form of income transfer. What matters is the political credit attached to various policies. Sell, scrap or market are options and governments with large social housing portfolios have proven quite ready to do all three. Britain's policy of

(Cont. page 9)

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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Downloading and Municipal Budgets: Problem or Opportunity?

By Farokh Afshar



As the effects of provincial (and federal) downloading hit home, many municipalities across the province are now or will soon be struggling with their budgets. Chances are the debate will divide along the lines of "cutters" and "spenders." Cutters, to ensure a zero tax increase, will demand spending cuts, potentially sacrificing services and city staff. Spenders, to protect services and staff, will favor a modest tax increase. The debates may be divisive and acrimonious. How can municipalities deal with this challenge?

MUNICIPALITIES REPRESENT COMMUNITY VALUES

Municipal government, as the most "local" form of government, is not just a service provider. It is the bedrock on which people democratically articulate and represent community values. It demonstrates this sacred trust most clearly by raising and spending money in the interests of citizens.

Consider the three terms: citizens, taxpayers, consumers. While municipal citizens are also taxpayers and consumers, thinking of ourselves primarily in the latter categories carries risks. As taxpayers we may narrow our view to single priorities such as a zero tax increase. As consumers of services we may trivialize our relationship with our local government to that of a bargain seeker in a discount store. It is only as citizens that we free ourselves from the grip of our immediate, individual interests and see them within our broader values, within the broader interests of our surrounding community, and in the longer term. What are these values?

VALUES GUIDE DECISIONS

First is the value of balance. Extremes polarize, balance promotes harmony. Municipalities are often urged to follow the example of upper tiers of government, "cut-

ters" such as the federal government or the provincial governments in Alberta and Ontario. A balanced approach, however, suggests combining cutting with revenue increases and spending.

The first to balance its budget was the Saskatchewan government, which did so several years ago by some cutting, some tax increases and some new spending. It involved little of the acrimony and polarization that marks the federal, Alberta or Ontario experiences. Municipalities might do well to draw on the balanced Saskatchewan Model as they struggle with tough budget decisions.

Second are the values of efficiency, equity and ecology. Look for initiatives that combine these three, such as compact urban form. Compact development uses resources (financial and ecological) efficiently, is cheaper to develop and service, is easier to get around, and promotes a close-knit community. Although the Official Plans of many municipalities include compact development as an objective, most have sprawl as their reality.

Look for opportunities to introduce incentives to promote compactness and disincentives to discourage sprawl. Remove buried, inequitable subsidies. Economist Pamela Blais demonstrated that Toronto's relatively wealthy suburbs were not paying the full cost of their development and servicing. These costs, which were in the billions of dollars, were being carried by the rest of Toronto's citizens. Full-cost pricing of such developments would make land-use more efficient, remove financial inequities, raise revenues and reduce sprawl.

Target tariffs and user fees (if we must have them) to combine waste reduction with revenue generation. For example, increase household water tariffs beyond a certain reasonable consumption level per household; place a fee on every garbage bag

beyond a reasonable number per household.

Third is the value of encouraging individuals to excel, not treating them as costs to society. Massive layoffs are a common cost-cutting measure in both private and public sectors. Some studies of corporations have revealed, however, that the most successful are those that rely, not on layoffs, but on productivity-increasing incentives. This may be especially important now, since downloading does not only mean increased costs but also increased and more complex responsibilities. The challenges can best be met by a highly motivated, well-trained and productive city staff and councillors, not by one that is demoralized and cut to the bone.

BELIEVE IN AND INVEST IN COMMUNITIES

Finally, studies have revealed that wise investors are willing to pay slightly higher taxes in communities that have a good quality of life, a well-qualified and energetic work force, a committed and competent city administration, and a citizenry that is optimistic about the community's future. If we are not willing to believe in and invest in our own community's future, how can we expect outsiders to do so?

We have a choice. Meeting the challenges of provincial and federal downloading can be a blinkered, short-sighted, divisive, demoralizing exercise in cost-cutting and penny-pinching. Or it can be an opportunity to articulate and affirm our community's values, to innovate and create long-term strategies, and to move ahead with confidence.

Farokh Afshar, MCIP, RPP is associate professor at the School of Rural Planning and Development, University of Guelph. He is also founding director of Development Workshop, a non-profit international development assistance organization. He can be reached at (519) 824-4120, ext. 8588 or <fafshar@rpd.uoguelph.ca>

Letters, cont. from page 8

selling social housing to tenants has resulted in the loss of one third of the stock - over a million homes. Scrapping - the premature demolition or elimination by sales of unrentable social housing will probably cause the loss of at least 10% of U.S. social housing. Housing New Zealand, since 1993,

is the private enterprise landlord for essentially all the state owned housing in the country. It charges market rents and has the power to buy and sell housing assets.

The risk of asset losses in value and volume has to be factored into the cost of social housing; when this is done along with ongoing interest charges (first item) and subsidy

wastage through misallocation (second item) it is simply not obvious that public investment in housing results in lower costs. The case has to be made, not just assumed.

*Michael C. Poulton
Mr Poulton is a professor in the Department of Urban and Rural Planning, Dalhousie University, Nova Scotia.*

(Cont. page 10)

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BIRD'S EYE VIEW WAS ONCE AN ART

I read with great delight Stuart McMinn's thoughts on planning (Vol. 13/2). To master this kind of planning, however, requires the kind of rigorous training which used to be common on the other side of the Atlantic. One first had to learn how to design an anthropometrically correct chair, then house furniture, a kitchen, a single family dwelling, an apartment building, etcetera before being allowed to dream about a community layout. Only the above average students were considered qualified to take urban planning as their sixth year master's thesis! Most

planners only entered planning after many years of architectural practice.

Consequently a bird's eye view, where single lines represent roads and little squares multistorey buildings, was a more eloquent medium than it is today. A planner the capacity to "see" the consequences of a given layout, to visualize the external and internal circulation, walk or drive by the buildings and "see" the streetscape and opportunities for social interaction. Planners were trained to plan for everyday human affairs on any scale.

But even if we could somehow redirect planning schools and elevate planning to a doctoral level, who would need such graduates? A few opportunities may be found in

sophisticated firms working on large scale and complex (usually foreign) projects but hardly in the municipal government. I dare say that McMinn's type of planner would not be welcome and dumped at the first opportunity.

Municipal planners often claim that their role is to harmonize development pressures with other community goals. The reality is that buildings are simply merchandise, subject to economic laws and planning at the community level is a political process. Barring some extraordinary social-cultural shift, planning will be for the birds for decades to come.

Vladimir Matus, MCIP, RPP, Toronto

ENVIRONMENT

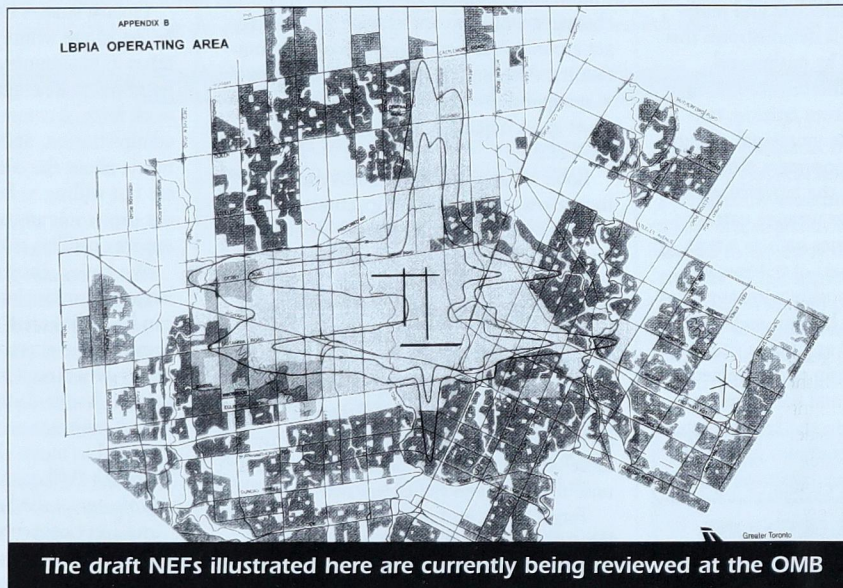
Learning To Deal Effectively With Air Traffic Noise

By Bill Gastmeier and Brian Howe



ircraft noise can disturb sleep, privacy, rest and communication. Noise from air traffic increased significantly with the growth of commercial aviation after the Second World War. As cities and their nearby airports grew together and commercial jet aircraft came into service, aircraft noise became a significant concern.

Aircraft noise is characterized by relatively high levels of sound lasting for a short duration. Research performed in the USA in the 1960s and early 1970s developed ways to describe aircraft noise that would indicate its effects on nearby land uses (Kryter, 1985). These generally involved averaging the energy from all flyovers on a daily basis, making corrections for subjectively annoying effects such as pure tones, and applying a weighting factor for nighttime operations. In Canada, Transport Canada developed a method of assessing noise exposure using Noise Exposure Forecast (NEF) contours. These contours reflect annual air traffic move-



ments and can be prepared for future design years. The most recent set of contours for the Lester B. Pearson International Airport (LBPIA) considers the addition of new runways.

In the mid 1970s, the National Research Council, Transport Canada, the Canada Mortgage and Housing Corporation and Ontario's Ministry of the Environment and Energy developed guidelines to help developers and municipalities in site assessment. These documents have been updated in the

last 20 years and are still in use today:

- *Land Use in the Vicinity of Airports*, Transport Canada, seventh edition, March 1989, amended May 1, 1996;
- *Environmental Noise Assessment in Land Use Planning*, Ontario Ministry of the Environment and Energy, revised 1997;
- *New Housing and Airport Noise*, Canada Mortgage and Housing Corporation, 1976, revised 1981.

Historically, residential development has not been permitted above NEF 35 and annoyance is considered to be a problem above NEF 25. There is no practical way to mitigate aircraft noise in outdoor living areas, although indoor noise can be controlled through noise attenuating walls, roof and glazing construction, and ventilation or air conditioning that allows people to keep their windows closed. Warning clauses in sales contracts inform future residents of noise concerns and warning signs may be posted at subdivision entrances. Above NEF

25, there is an increasing likelihood that normal building constructions will not provide adequate insulation. More expensive constructions may be required to control indoor noise levels.

Because of complaints from community groups, questions have been raised about the correlation between occupant satisfaction and the NEF rating system. This may be due partly to increased expectations on the part of homeowners and partly to variations in air traffic, which depend on wind speed and direction, the season, and economic conditions. Transport Canada and MOEE guidelines have recently been amended to discourage residential development above NEF 30, viewing it as incompatible with airport operations.

Until recently, airports were administered by the federal government through the Department of Transportation. The responsibility for the operation of many airports has now been passed to the private sector. The Greater Toronto Airports Authority (GTAA) holds this role in Toronto.

The GTAA and some affected municipalities oppose plans of subdivision above NEF 30 (see GTAA, 1996). Mississauga wants to rezone such lands to industrial uses. The Ontario Municipal Board has been called upon to resolve disputes. The GTAA has also identified a zone of influence called the "LPBIA Operating Area" based on geographical or artificial boundaries rather than NEF contours. Within this operating area, the airport will actively oppose residential development. Figure 1 shows this area superimposed on a recent set of noise contours.

The aircraft industry recognizes the importance of noise control at the source. Newer aircraft are significantly quieter than older turbojet or propeller aircraft (per unit thrust), because the velocity of jet exhausts has been reduced through the use of turbofan engines. The airline industry has spent more than \$11 billion re-equipping the fleet with the newer quieter technology (called Chapter 3 aircraft).

A long-term strategy to reduce overall fleet noise has been implemented by Transport Canada through timetables for conversion to the Chapter 3 aircraft. By December 31, 1999, 75 percent of the air carriers fleets must consist of Chapter 3 aircraft and by April 1, 2002, all aircraft must comply with Chapter 3 standards.

Airport authorities have also implemented detailed noise management programs. At LBPIA, there are restrictions on nighttime operations and on operating heights and speeds. Noise monitors have been placed in

impose fines for infractions.

Correlating the results of monitoring and the records of complaints indicates that significant changes in air traffic patterns affect community response, even in areas with a low NEF. A few loud planes or an unexpected shift in traffic patterns increases the likelihood of complaints. It appears that maintaining consistent air traffic patterns and improving arrival and departure flight patterns habituates a community to the noise.

As airports and their surrounding municipalities grow and develop, noise will continue to be an important issue. Increased commercial activity demands increased air services, resulting in new runways and increased traffic. Over time, this can be counteracted by the noise reductions from the use of quieter aircraft. Lands near the airport are valuable and development will continue. Further research into effects such as habituation is required to better define the relationship between the noise from modern aircraft and community response.



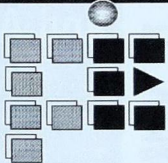
Older, noisier equipment is being replaced.

surrounding neighbourhoods and the noise levels are correlated with the actual flight paths of individual aircraft. This allows the airport authority to enforce the restrictions and

REFERENCES

- Kryter, K.D., *The Effects of Noise on Man*, Academic Press Inc., 1985.
- Greater Toronto Airports Authority, "Noise Management Policy Briefing Paper," May 1996.
- Brian Howe and Bill Gastmeier are principals of HGC Engineering, a consulting engineering firm in Mississauga that specializes in the assessment and control of noise and vibration. Brian has served as a committee member of the Mississauga Noise Management Authority with a particular interest in community response to aircraft noise. This is one of an occasional series dealing with noise issues by the authors.

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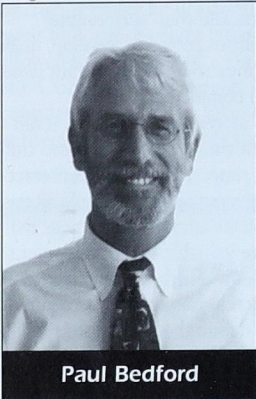
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Bedford Takes Top Planning Job



After months of speculation about who would get what many regard as one of the most important planning jobs in the country, Paul Bedford was appointed as Executive Director, Urban Planning (Chief Planner), City of Toronto in April. He reports to Virginia West, Commissioner of Urban



Paul Bedford

Planning and Development Services. Formerly Director of City Planning with the old City of Toronto, Paul brings 25 years of experience to this challenging job. He envisions the new

Toronto as a "place where city planning comes to life for the average citizen, is easily

understood and is widely supported." Among his major successes in recent years is the deregulation exercise in the "Kings." Carried out within a conceptual framework known as the "three lenses," which allows different areas to be treated in accordance with their needs, the revitalization of the King-Spadina and King-Parliament areas adjacent to downtown have benefitted from an unabashed acceptance of urban values. An in-depth interview with Paul will appear shortly.

Sean Demsky, who is well known to supporters of CORG, has been enticed to relocate to New York, where he will be working with the economic development authority. Until recently he and Fraser Smith were the principals of Urban Analysis. Some offers are too good to refuse. Fraser continues to undertake assignments in economic development and planning related matters in Toronto.

John Jung has returned from Alberta to take a position with the fledgling Greater Toronto Marketing Alliance as VP, Corporate Relations. For almost three years, John had been president of Calgary's economic devel-

opment authority.

John Bain, long time Director of Planning with the City of Sault Ste Marie has retired. Don McConnell has replaced him in the top job.

Jeff Kratky, who was in private practice after a long career with Ivanhoe, has joined the Urban Development Institute in Toronto as Director of Policy. Jeff has been an active member of the Institute and carries many of his interests over to his new position on behalf of UDI.

Anne Macauley has left (the former city of) Scarborough after many years as a senior practitioner in the planning department to start her own practice.

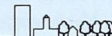
Bev Hindle has moved from Malone Given Parsons to MHBC in Waterloo. Several new hirings were also made in time for the firm's 25 anniversary. More next issue.

(Cont. on page 25)

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PRESIDENT'S MESSAGE

By Valerie Cranmer

Summer is fast approaching and so is our annual Symposium. This year is an especially critical time for many of our members, a turning point for our profession. With a booming economy, there are many career opportunities, but not in traditional areas.

The Symposium, Breaking Out, takes a positive look at the changing profession and the variety of challenging ways our members are reacting to these changes. This is a time for innovation, imagination, flexibility and creativity. The sessions are designed to provoke discussion and provide food for thought. It should be an excellent opportunity to learn from some excellent speakers and re-examine your personal goals.

Council has spent the last few months re-examining the Institute's directions and priorities, and we are looking forward to presenting options to you at the Symposium. You will have an opportunity to participate in determining the future

directions of the OPPI.

I urge you to attend this exciting Symposium and bring your family. Kingston is a wonderful city and has much to offer. The mobile workshops have been designed to provide you with a first-hand look at

many of the interesting and innovative activities in the Kingston area. The pre- and post-symposium workshops at Queen's University provide opportunities to develop your skills in PowerPoint presentations and using the Internet for research.

On behalf of OPPI Council, I would like to thank the Symposium Committee for their commitment to presenting what promises to be an outstanding Symposium. Their efforts have resulted in an

excellent program with many opportunities for networking and for Breaking Out. I hope to see you there!

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



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COMMITTEE ACTIVELY PURSUING INTERESTS OF GOOD PLANNING

By Marni Cappe

This year has been a busy one for members of the Public Policy Committee. As always, we try our best to keep up with the many public policy initiatives which affect community planning. More importantly, we are trying harder to seek out opportunities to promote the expertise of our many talented OPPI members.

During the past nine months, members of the Committee have made important contributions to the development of new directions in public policy. Here is just a sample of initiatives:

An adhoc committee was formed to respond to the proposed legislation for the Greater Toronto Services Board.

The environment working group prepared a brief in response to MTO's proposals for Class Environmental Assessment for Provincial Transportation Facilities.

Two members represented OPPI on a provincial committee drafting a design manual to implement the Natural Heritage policies of the Provincial Policy Statement.

With support from OPPI members, one of our members participated in the curriculum writing process for secondary schools for Canadian and World Studies.

Members interested in becoming involved in public policy initiatives should contact Marni Cappe at (613) 560-6058 ext. 2739.

Marni Cappe, MCIP, RPP is the Director, Public Policy, on OPPI Council. She is a manager in the policy division of the Regional Municipality of Ottawa-Carleton.

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Corwin Cambray (shown with Grace-Ann Cambray and Valerie Cranmer) received a 1997 Member Service Award at the Regional Council of Niagara.

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FORESTERS SEEK LICENCE

OPPI has been advised by the Ontario Professional Foresters Association that it intends to submit a proposal to the Government of Ontario with draft legislation for the compulsory licensing of professional foresters. At present, the OPFA has legislation similar to OPPI's, with protection of the title Registered Professional Forester without limiting the right of anyone to practise forestry. The proposed legis-

lation would be based on a definition of the "practice of professional forestry" that will incorporate activities which require the specialized knowledge, training and experience of professional foresters. The legislation would exempt anyone acting within the generally accepted scope of practice of another profession, trade or occupation.

OPPI has responded to OPFA, indicating that we have no fundamental objection to

the concept of licensing for foresters. However, as there is some overlap between forestry and planning practice, we would like clarification that OPPI members, practicing planning under the OPPI Act, 1994, would be exempted from the legislation.

OPPI welcomes further review of the OPFA document by members. Please contact Susan Smith at the OPPI office for a copy of the proposed legislation.

OPPI PARTICIPATES IN HIGH SCHOOL REFORM

By Lee Anne Doyle

The Province has started to develop a new curriculum for a four-year high school program, instead of the current five-year system. The reform plan is to be in place by September, 1999. OPPI has been invited to participate in the secondary curriculum writing process for Canadian and World Studies.

The Ministry of Education and Training recently held two full-day meetings in Toronto at which representatives from various professional associations were asked for advice on the appropriateness of the range of courses and streams (academic or

applied) in the draft course "menu." OPPI and other participants were given an opportunity to determine what adjustments in focus were necessary to ensure the future curriculum will meet requirements of the various professional associations.

OPPI presented approximately 50 recommendations based upon members' input. The main thrust of these recommendations was the need for secondary school reform to be balanced in order that students (and future planners) can think and act in interdisciplinary and holistic ways.

During the next phase of the writing process there will be three deliverables

(June, July, August). As each deliverable is completed, OPPI will review the draft curriculum and provide a written response to the Canadian and World Studies curriculum writers. OPPI considers the secondary school reform an important initiative and the Institute is looking forward to continued participation in the next stages of the process.

Lee Anne Doyle, MCIP, RPP, is the OPPI representative on the Canadian and World Studies Curriculum Panel. She is currently the Planning Advisor with the County of Essex and previously taught geography in the secondary school system.

PRIVATE SECTOR TAKES LEAD ON BEST PRACTICES

By Peter Smith

The first Journal article of the Private Sector Advisory Committee (PSAC) resulted in many expressions of ideas and interest. We are pleased to welcome Paul Puopolo (Planning Initiatives), Barry Peyton (Ainley & Associates) and Michael Manett (Manett Planning) as part of the PSAC team.

Planning for our "Computers in Planning" workshop is well in hand, led by Andrew McNeely and Don Logan. They will collaborate with a software group to present an informative session to members in the fall. Watch for a future mailing on this workshop.

PSAC will be presenting "Running a Successful Planning Business" at the Symposium in Kingston on Tuesday, August 18. Come and join yours truly with Bill Green, Peter Weston, Ruth Ferguson-Aulthouse, Lindsay Dale-Harris, Malcolm Martini and Bob Lehman as we share our views on the suc-

cesses, pitfalls and satisfaction (and stress) of private practice (with a few anecdotes thrown in, no doubt).

We are also sponsoring "Best Professional Practices and the Role and Standards That Those in Private Practice Should Play" to ensure good economic, social and environmental planning and development, which is the fundamental goal of today's Provincial Planning Policy Statement.

PSAC will eventually bring to OPPI Council a series of Best Practices Notes and Directions addressing issues and perceptions held by the private and public sector planners. An evening discussion group session is planned for Thursday, September 24, 1998 to look at these issues.

Members with private-sector interests are invited to attend the next PSAC meeting during the Kingston Symposium. Notices will be

posted at the Ambassador Convention Centre with the meeting details.

Peter Smith, MCIP, RPP, is a member of OPPI's Private Sector Advisory Group. He is an associate with the Weston Consulting Group in Vaughan.



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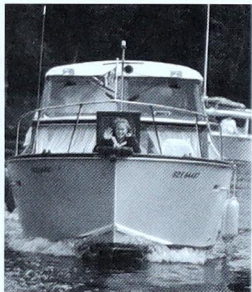
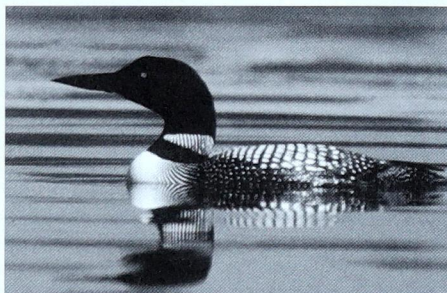
TRENT-SEVERN WATERWAY MANAGEMENT PLAN: A NEW VISION FOR THE WATERWAY

By John Towndrow

The 400km Trent-Severn Waterway was built between 1833 and 1920, joining Trenton on Lake Ontario and Port Severn on Georgian Bay. Originally conceived as a transportation route, the Waterway is now operated by the Parks Canada within the Department of Canadian Heritage as a major National Historic Canal with significant historic, natural and recreational values.

The Management Plan that received OPPI's Award of Excellence is a strategic document to guide the management of the Waterway. In writing it, we wanted to capture the imagination of those who love the Waterway, make a living by it, or in some way have an influence on its future.

The philosophy of the team preparing this first management plan for the canal was "people are not there to be planned for, but to be worked with." The public and staff were given many opportunities to get personally involved. Public ownership was built by the facilitation of forums, issuing newsletters with feedback forms and holding discussion sessions and focus groups. The final plan is in many ways a confirmation of the ownership that



plan will guide the Waterway's marketing into the next century;

- A grass roots movement to establish "Bay of Quinte Country" as a heritage tourism area in the Lower Trent Valley provides the catalyst to strengthen and coordinate tourism development activities;

- The Trent-Severn Waterway has recently been recommended for nomination as a Canadian Heritage River. This will encourage a broader understanding of the importance of sound cultural and natural resource management.

As the team leader I would say that one of the most rewarding aspects of the planning process was the remarkable attitude change that took place with respect to the Waterway. Early public consultation made us realize that the Waterway was relatively unknown, or regarded as just a conduit for boats going through central Ontario. As the work progressed we saw signs that the public was recognizing the importance of the Waterway as a nationally significant place and its potential as a heritage tourism destination.

There appears to be a strong spirit of cooperation among the 18 listed categories of partners from First Nations, government departments, and the private sector to work toward the realization of the Vision.

The Management Plan acknowledges the help of nearly 150 people as a partial list of contributors. It is currently awaiting final approval and will be published by the Department of Canadian Heritage, Parks Canada Professional Services later in 1998.

John Towndrow is a Heritage Planner with Parks Canada Professional Services. He can be reached at 111 Water St. E, Cornwall, ON, K6H 6S3, or by telephone at (613) 938-5947.

the public has taken of the Waterway. Remarkably, elements of the plan were being implemented right even before the plan was ready for approval. The team referred to this process as a "living plan."

The following are just five examples of many initiatives that are currently underway as a direct result of this planning process:

- Several initiatives are underway to benefit the health of the Waterway ecosystem including work on Clear and Stony Lakes and on Pigeon, Buckhorn and Chemung Lakes;
- A significant archaeological site from the Archaic period (5000 B.C.) is being monitored as part of the cultural resources management of the Waterway;
- A recently completed strategic marketing

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NIAGARA SUB DISTRICT

Agri-tourism in Niagara

By Laurie Yip

What is Agri-tourism? Is it tourism related to agriculture that is based on a farm? Or is it a tourism facility that is located on a property in an agricultural area? Where should the line be drawn between tourism and agri-tourism when considering proposals in agricultural areas?

Farmers are turning to agri-tourism as a means of supplementing and diversifying their incomes. Agri-tourism is not new to Niagara. Many agricultural activities such as pick-your-own operations and wineries and

events such as the Grape and Wine Festival draw tourists to Niagara every year. Agri-tourism has created jobs and is an important source of income to farmers and to the regional economy. Recent proposals, however, have raised some concerns about what is meant by agri-tourism and how such proposals should be evaluated.

There is no commonly accepted definition of agri-tourism. The following definition was used in a 1996 Nova Scotia study that examined agri-tourism activities in Canada and internationally: "The agri-tourism sector includes: farm-based accommodations (either fixed-roof or camping), farm-based meals, farm-based activities, agricultural festivals/events, attractions (for example, museum, agri-business tours with retail opportunities) and farm-based retail opportunities where the traveller interacts directly with the farm family/farm workers."

As this definition suggests, agri-tourism should be farm-based. Proposals for tourism development that are not related to agriculture can be located in urban areas on urban services rather than in Agricultural Areas. Wineries, for example, are permitted uses. Bed-and-breakfast facilities and home occupations are also allowed. The City of St. Catharines has established an Agri-tourism Committee. Members of the Committee include repre-

sentatives of local farm organizations, the Wine Council of Ontario, the Vintners Quality Alliance, the Regional Municipality of Niagara, the City of St. Catharines, the Ministry of Economic Development, Trade and Tourism and the Niagara Escarpment Commission. The Committee is working towards a definition of agri-tourism and policies to guide its development. The results of the Committee's work will be reported in a future issue.

Laurie Yip, MCIP, RPP, is the editorial coordinator for the Niagara Subdistrict, and is a Policy Planner with the Regional Municipality of Niagara.



Commercial fruit picking is agri-tourism

Photo: Ontario Ministry of Agriculture and Food



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Districts

PENINSULA PLANNERS TAKE IN NEW URBANISM PROJECTS

Every four months or so, the "Peninsula Planners" (Oakville to Niagara Falls) get together with a guest speaker to discuss issues of interest to the group. As I have been working closely with the Town of Oakville on "new urbanism" projects, I helped organize a tour and seminar for 65 professionals from a variety of disciplines, including engineers, architects, lawyers, builders and, of course, planners. We visited Oak Park, Morrison Common, River Oaks and Treetop Terrace. We had a good look at laneways and the effect of alternative development standards.

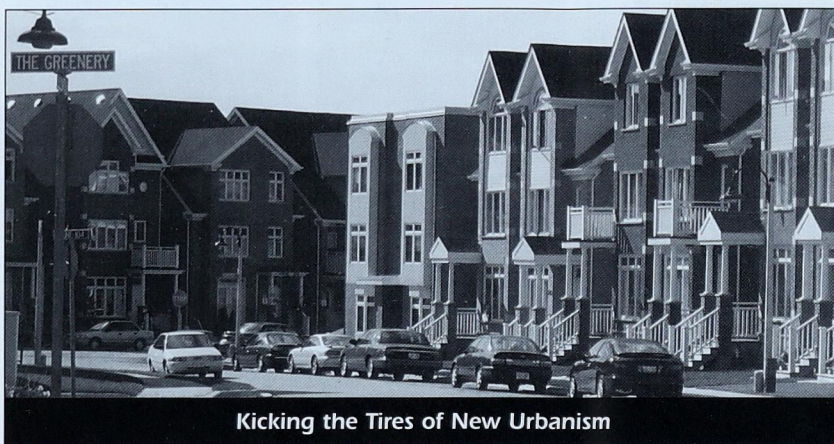
Paul Mondell – representing local developer Metroontario and Val Bezig from Glen Orchard Homes fielded a myriad of questions relating to the marketing and public acceptance of these concepts. John Ghent, from the Town of Oakville, dealt with many

questions on the municipal side. Council member Don May was also in attendance to give an overview of OPPI business.

The ability to "kick the tires" of New Urbanism by walking through these projects with informed tour guides was a valuable

experience which I am sure will accelerate the acceptance of these emerging concepts.

John S. Ariens, MCIP, RPP is Vice President and Senior Planner of Planning & Engineering Initiatives Ltd.



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EASTERN DISTRICT

QUEEN'S PROFESSOR WINS APA AWARD

By Leeann McGovern

Dr. Mohammad Qadeer of Queen's University was recently awarded the 1997 Best Article award (Honorable Mention) by the Journal of the American Planning Association. His award-winning article is entitled *Pluralistic Planning for Multicultural Cities: The Canadian Experience*. It was published in the *APA Journal*, Volume 63, No. 4, Autumn 1997, pp. 481-494.

Dr. Qadeer's award was announced at the recent APA conference in Boston. Unfortunately, Mohammad could not accept the award in person, because he was conducting research in Pakistan.

The article analyses how Canadian planning is responding to the pressures of multiculturalism based upon case histories of Agincourt's Chinese malls, 'Monster Homes' in Vancouver, Somalis in Toronto's Kingsview Park, and Ottawa's Somerset Heights ethnic business enclave. The article surveys the range of planning issues arising from multiculturalism and describes the patterns of Canadian responses. It concludes by outlining lessons drawn from Canadian experiences about how multiculturalism extends the meaning of pluralism in planning.

Mohammad Qadeer is professor and former Director of the School of Urban and Regional Planning at Queen's University. His long-standing interest in cross-cultural studies of urban development and planning has led to his exploration of cultural-sensitive planning in Western countries. On the same theme, he has also contributed a chapter "Urban Planning and Multiculturalism in Ontario, Canada" in *Race and Planning* edited by Huw Thomas and Vijay Krishnarayan (Avebury, 1994).

The *Journal of the American Planning Association* is possibly the most influential academic journal for planning in the English speaking world, with a circulation of over 12,000. Dr. Qadeer's award is a significant honour and he is to be heartily congratulated.

PROGRAM MEETING A SUCCESS

Planners from a number of municipalities across the Eastern District were represented at the "Results-based Planning: Putting Policy into Practice" event, held at the Regional Municipality of Ottawa-Carleton (RMOC) in late April. The day-long forum featured 11 speakers, and examined ways in which planners and decision makers are modifying their

approach and the way they do business, to ensure that desired planning results are achievable and sustainable.

Lesley Paterson from the RMOC's Planning Department gave the opening address, reminding members of the importance of carefully considering the influence of planning decisions on personal lifestyle choices. Dr. Phillippe Crabb of the Institute for Research on Environment and Economy raised issues such as the "right" to live in urban areas, and the benefits of urban living. Dr. Crabb emphasized the need to weigh the opportunity costs of disallowing development, suggesting it is more realistic to alter lifestyles than to try to stop growth altogether.

David Miller of the RMOC's Planning Department provided an overview of the RMOC's new Environmental Impact Statement (EIS) policy. Jann Atkinson and Ron Huizer of Jacques Whitford Environment Ltd. discussed the policy's implications for end-users, focusing on the need to define objectives, as well as the challenges of reconciling competing needs. Moira Winch of Osgoode Township presented a real life success story in the form of a case study. Ms. Winch took members through the issues and OMB hearings. She concluded by summarizing what is widely thought to be a controversial joint venture solution to resolve a messy country estate lot and quarry development conflict.

The award-winning approach employed in the "West Carleton Growth Management Strategy" was described by Ted Fobert of FoTenn Consultants Inc. and Larry Spencer of Spencer & Co. Mr. Fobert explained how the process relied on its community Action Team for expertise and local knowledge. Larry Spencer focused on the key lessons of the process, including the long-term value of extensive local involvement in the planning process.

Sally McIntyre of R. V. Anderson and Associates Ltd. provided an international flavour to the day, discussing her on-going community-based project in Bombay, India. She focused on the challenges and the successes achieved to date in the provision of infrastructure in a developing country.

Diane Huffman of Land Strategies made an effective connection between achieving results in India and Eastern Ontario. Ms. Huggman emphasized the importance of asking the community what it wants, noting that the communities' priorities may be different from the planner's perception of their

needs.

Doug Fountain of Corush Sunderland Wright Ltd. ended the day with a description of his experiences with park naturalization at the Parks & Recreation Department of the City of Nepean. Mr. Fountain focused on the need to harness local support for park projects, and the benefits of securing this support for overall community improvement.

Special thanks go to Sally McIntyre, Rod Price, and Anne Tremblay, who organized event

Leeann McGovern is the Director of Program Events for the Eastern District, and is associated with Fotenn Consultants Inc. in Ottawa. Barb McMullen is editorial coordinator for the Eastern District.

CENTRAL

BRING BACK THE DON

In early March, more than 25 planners attended a presentation given by David Stonehouse, a planner with the City of

OBITUARY

Michael Hiscott

Michael Hiscott has died at the age of 48. He graduated in 1973 with a BES in Urban and Regional Planning from the University of Waterloo. He began his planning career with the City of Brampton and the Borough of Etobicoke before moving to the Province, where he worked in Treasury and Economics and Municipal Affairs. Michael then took on a senior position with the Peel-Dufferin School Board. Michael subsequently became a private consultant, first with his own firm, Hiscott Mikevry & Associates Ltd., and most recently, with Metropolitan Planning & Engineering Inc. in Burlington.

Michael became a full member of the Institute in 1977, and contributed his expertise to several committees prior to the formation of OPPI in 1986.

Toronto and Coordinator of the Task Force to Bring Back the Don. The efforts of this citizen's group, which is working towards a clean, green and accessible Don River Watershed, were explained through a series of slides. The presentation emphasized many themes relevant to the planning community, including: public/private partnerships; community involvement and education; multi-disciplinary planning and service delivery; a projects approach to implementation; volunteer management and fundraising; and an ecosystem-based planning approach. Following the presentation, the group descended on a local pub and continued the discussion into the wee hours!

AFRICAN SAVANNA PAVILION AT THE METRO ZOO

In mid-May, 20 planners and guests ventured out to the Metro Toronto Zoo to get a sneak peek at the new African Savanna. The party was led by their fearless leader Paul Harpley, Project Manager, Metro Toronto, Zoo. The presentation and tour were an excellent opportunity to learn about zoo planning facilities and get a "behind the scenes" look at the life of a "zoo planner". Items discussed included: the design process; site analysis & design criteria; site and exhibit concepts; and implementation.

Your GTA Program Committee is hard at work planning event for the fall. On Saturday, September 19, Monica Kuhn, with the Rooftop Gardens Resource Group, will be leading a presentation and tour of selected rooftop gardens in Toronto. On October 3rd, a wine tour is being planned. There is the possibility of commuting to Niagara-on-the-Lake on a cross-lake ferry. In November we are planning a presentation on transportation, featuring innovative ideas and practices. If you would like to help out with any of these events or if have any ideas that you would like to share, please contact Loretta Ryan at (416) 862-4517.

Temple Bar Sets A New Standard

Urban regeneration based on diverse, mixed-use, street-oriented development is a credo popularized by Jane Jacobs. Though few North American projects rarely meet this test, a remarkable neighbourhood transformation has taken place in the centre of Dublin, Ireland, in a style bearing all the vibrancy and diversity that Jacobs treasures. In the space of a few years, the Temple Bar area has made a name for itself as a centre for Irish cultural industries, popular with locals and tourists alike.

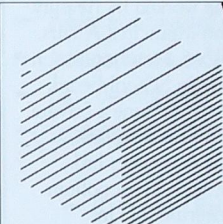
Temple Bar consists of 20 acres of 18th and early 19th century mixed-use blocks in the heart of Dublin, on the south bank of the River Liffy. It was initially a lively retail and residential area, but as Ireland's economy stumbled in the 1960s, the area fell into serious disrepair. Artists, seeking cheap studio space began to form a tightly knit community. After this community successfully fought off a bid by the transit authority to turn the area into a bus depot, the Irish government passed special legislation for urban renewal, creating a Crown development company, Temple Bar Properties (TBP), and a separate authority, Temple Bar Renewal, with a mandate to offer and approve tax incentives for regeneration projects.

Walking through Temple Bar is like stepping out of Dublin into an entirely new city. The narrow cobblestone roads are dominated by people chatting, wandering tourists, and noisy street vendors – vehicle traffic is allowed in Temple Bar only between 6 and 11 a.m. Though I visited the area in January, the low point for tourism, Temple Bar was never either empty or quiet, at any time of day.

Restoration and reconstruction projects have completely transformed the built environment. Emphasizing "dynamic contemporary architecture", the outcome is an odd mix of primary colours and traditional greys, clean-edged cubism and Victorian wrought iron. TBP has mandated that one percent of the total budget on any of its development projects be used for commissioning a work of installation 'design art', usually to be found on rooftops (a concept first used in Toronto 13 years ago).

So what's happened to all the starving artists since their neighbourhood has gentrified? Many are still there, in buildings still awaiting restoration. Others have moved into a low-rent residential complex built by TBP, still others into privately developed space with low rents resulting from tax incentives granted to builders. But whether or not they will remain after the 10-year tax break period expires, remains to be seen. Many have already been displaced. Further, questions remain about the flood of new tourism-related jobs – many are short-term, unstable, and low-paying. Given what existed before the regeneration, however, its difficult to see anything but a success in the stunning turnaround in the area to date, just seven years since work began. The key question is, can this regeneration be sustained?


Jeff Lehman is studying at the London School of Economics. This is the second of an occasional series. He can be reached at <jrlehman@le.ac.uk>



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The Restructuring Blitz: Changing the Face of Ontario

By Stanley B. Stein



In January 1, 1996, there were 815 municipalities in Ontario. By January 1, 1999, we will have fewer than 600. With the support of the Ministry of Municipal Affairs and Housing, 346 municipalities have restructured themselves into 127 new municipalities through amendments to the Municipal Act or other legislation.

Behind the restructuring process is the Province's commitment to deficit reduction. At the municipal level, the magnitude of the changes is staggering. Municipalities are trying to deal with amalgamation, changes in responsibility for services (sometimes called "downloading"), and changes in the public finance system involving reassessment of the whole province (see the article in the January/February issue of the Journal).

About half the municipalities in Ontario have taken part in a restructuring exercise of some sort. Some have amalgamated with a single neighbour. In Prince Edward County, all 11 municipalities merged into a single municipal entity. There have been some annexations, and in one case an adjustment to a county boundary where a small part of Northumberland became part of a larger municipality called Quinte West with a group of municipalities in Hastings County. Most of the 85 restructuring proposals took place by local agreement. Five were ordered by a commissioner appointed by the Province at local request. A few more restructurings have been ordered but will not take place until July 1, 1998, or January 1, 1999. Discussions are continuing in some other areas, and further reorganization proposals can be expected.

CHANGING THE LEGISLATION TO ALLOW RESTRUCTURING

Before the amendments to the Municipal



Responsibility for funding ambulances is now municipal

Act of January 1996, municipal reorganizations could only take place with the unanimous consent of local participants or by legislation. As a result, the number of municipal restructurings was quite small, perhaps two or three a year. In the fall of 1995, the Province announced a substantial reduction in funding to local government. Since the reduction in funding would be ongoing, the Province changed the way in which local governments could consider their options.

Changes to the Municipal Act were embedded in Bill 26, the Savings and Restructuring Act (the Omnibus Bill) for county municipalities and in the north. In those areas, amalgamation can now take place if it is proposed through a local process and if the proposal is voted on locally and achieves what is called a triple majority, that is, a majority of the municipalities representing a majority of electors and the majority of the members of the county council. In such cases, the Minister must issue an order implementing the local restructuring.

At the regional level, the government did not make self-managed structural change possible in January 1996. They had not yet received the Golden report on the GTA. Hamilton-Wentworth, Sudbury, Ottawa-

Carleton, and Kitchener-Waterloo were also looking into restructuring. The Province wanted these processes to mature before making any changes. After the Golden report was issued, the Province chose to pursue amalgamation and replace a two-tier system with a single municipal government in Toronto. This change had to be effected through legislation. Several different efforts to work out restructuring in Hamilton-Wentworth were debated but did not proceed. Changes in the legislation for regional municipalities (similar to counties) have not yet taken place.

SORTING OUT RESPONSIBILITIES

Major changes in service delivery flow from recommendations by the Crombie panel, appointed in 1996 (the Who Does What Panel). The panel looked at the fiscal and other relationships of local government and the Province and reported in a series of letters, beginning in July 1996. About 85 percent of the recommendations were accepted by the government, including determining who would be responsible for particular services, simplifying the financing of programs, and clarifying accountability.

Reaching the Province's fiscal goal of a balanced budget in 2000 meant closing a fiscal gap of over \$10 billion. The public sector is inter-related in Ontario: in effect, the Province raises funds, not just for its own

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programs, but for other parts of the broader public sector (for example, colleges and universities, school boards, hospitals, and grants and subsidies to municipalities). All those entities were required to run balanced budgets, with the result that there was no significant operating deficit or debt on the rest of the public sector in Ontario.

To achieve its objective, the Province has allocated reductions. For local government, it cut about \$1 billion in transfer payments

in the first two years. This year, there is another \$350 to \$400 million reduction. The local government's share of balancing the public-sector books in Ontario is therefore somewhere between \$1 to \$1.5 billion. Before that, in the last three years of the Rae administration, municipalities had also experienced a significant reduction of resources.

The Savings and Restructuring Act also encouraged municipalities to find more cost-

effective ways to deliver services. In addition to the new mechanism for approving restructuring, the Bill made it much simpler to transfer services based on a local decision. For example, it became simpler for counties to change what would be provided at the county level and at the local level, and for municipalities to provide services to adjacent municipalities or to get together as a group and run a particular service on a collaborative basis.

More responsibility is being placed on all municipalities as the province moves out of certain areas of service delivery and municipalities are asked to step in. Local governments will be responsible for financing and delivering services they were not responsible for before, such as ambulances and social housing, and to finance and deliver on their own a series of services that were formerly cost-shared. Services such as transit will be entirely funded locally with no subsidization (although the government continues to help finance the Sheppard subway and complete other capital commitments from the past). With the Province moving out of funding services, it is also backing off on control, with the removal of many province-wide standards.

Some parts of the "disentanglement" package came fully into effect on January 1, 1998, but the actual administrative devolution of the new programs will take place incrementally over the next year and a half. Another side of the equation is the complete reconfiguration of financing education that took place January 1. The Province has taken on that responsibility.

DOING MORE WITH LESS

As the Province places responsibility for more services on local municipalities, they have greater financial obligations. These can be addressed by:

- more cost-effective delivery of services,
- eliminating services,
- passing the burden on to the local taxpayers, thereby shifting the burden from provincial to municipal taxes.

At the same time, there is more jurisdiction to administer with broader territories and more services. Municipalities are still not allowed to run deficits. According to the Province, in the last two years, when they experienced roughly a billion-dollar reduction in resources from the province, the average property tax increase for municipal purpose was around one to 1.1 percent, and a large number of municipalities produced zero tax increases. In other words, local governments have done an



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amazing job of working on service delivery and expenditures in response to their reduction in resources.

The Province points to the amalgamations as producing great savings in the cost of delivering everything that a municipality operates: administration, configuration of services, real estate. In a group of rural townships reconfiguring road maintenance and snow removal and reviewing the function of the Clerk Treasurer, makes significant savings possible. Kingston and Chatham-Kent, the two big amalgamations other than Toronto, will reportedly enter their first operating year as a new municipality with about seven percent reduction in operating costs. Municipalities have also benefited from the unexpected windfall of a great performance by OMERS (and the related reduction in pension contribution).

Looking ahead, there is interest in restructuring service delivery and governance in Hamilton-Wentworth and Ottawa-Carleton. Other regions are looking at who does what to simplify and improve the cost-effectiveness of service delivery. In the new City of Toronto, the most expensive services, police, transit and social services, were already amalgamated. Other areas with potential for improved cost-effectiveness in the near term may be central administrative services and engineering services such as streets, sewer, water, solid waste management and sanitation.

EFFECTS ON PLANNING

On the land use planning side, it is important to note that recent changes to the Planning Act are forcing municipalities to respond more quickly to development applications or suffer early appeals to the OMB of proposed official plan amendments. The role of the Province in the process is also changing. The Ministry is likely to remain an active participant at the front end of the process in planning matters that are important to the provincial interest, but it is getting out of the business of being the approvals agency at the end of the process.

With a contraction in the number of tiers in some municipalities, the process of sequential approvals will also end. In some settings (Prince Edward County, Chatham-

Kent, or Toronto) there is only a single municipality left. With less money available we should expect to see a real effort to focus

and in the resources available for land use planning vis-à-vis other demands being placed on municipalities. Some municipalities have brought together all the policy and standards people who deal with engineering and planning issues in a single department to simplify and focus the process, and avoid interdepartmental circulations and debates.

The re-design of internal structures will continue as more municipalities strive to carry out their responsibilities and maintain levels of service with reduced resources. The face of Ontario municipalities is changing, and so are their responsibilities, their taxing powers, and their way of doing business.

Stan Stein is a partner with the law firm Osler, Hoskin & Harcourt, and a regular contributor to the Journal. The assistance of

Dan Burns, MCIP, RPP, Deputy Minister of Municipal Affairs and Housing, in providing background material for this article is gratefully acknowledged.



Funding transit is now a municipal responsibility

Photo: Manett

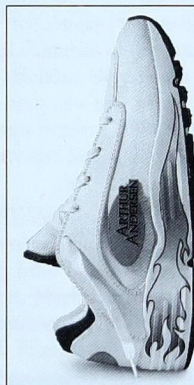
planning programs and avoid the cost of hearings by making original decision-making more effective. We can also expect a reduction in the number of planning departments

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GIS and Ice Storm '98

By Bill Perry



he Ice Storm of the Century came to eastern Ontario on January 5, 1998. By the time she had finished, four days later, Mother Nature had deposited up to 90 mm of freezing rain across a wide swath of Ontario and Quebec. The storm destroyed 40 percent of Ontario Hydro's distribution system, putting more than 120,000 households in darkness, and leaving most without heat and water. For the first time in the region's history, a State of Emergency was declared on January 8.

What transpired over the days and weeks that followed is a tribute to a community which cannot be defined by political and administrative boundaries. Staff and politicians of the Regional Municipality of Ottawa-Carleton (RMOC) worked around the clock



with the hydro utilities, emergency services, the Army, Emergency Measures Ontario, local municipalities, and volunteers to address the basic needs of the residents of eastern Ontario: food, water and heat. Hydro crews from across the country and the U.S. joined forces, working up to 16-hour shifts through intolerable conditions to restore the hydro distribution system.

With the ice melting and conditions returning to normal, some startling statistics have emerged:

- The City of Ottawa lost about 25 percent of its trees and 75 percent of the remainder

need major pruning.

- Ontario Hydro received more than 30,000 calls a day during the height of the storm (when the phones worked).
- 10,750 hydro poles, 84,000 insulators, 2,800 km of wire, and 1,800 transformers were replaced.
- Some residents of Ottawa-Carleton were without basic services for up to three weeks.

Over the next few weeks, the Region will be conducting a post-emergency review to see what worked, what didn't, and what could be done better. The review will no doubt look at the way the Region used GIS to support emergency planning and response.

One of the primary needs of the Emergency Measures Unit during the ice storm was for accurate and comprehensive



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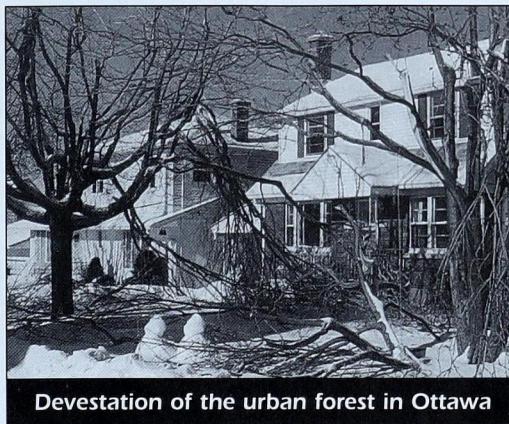
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mapping. Many of the people involved in restoring power and providing assistance came from outside the area and were not familiar with the region, particularly the rural areas where the problems were most extreme. Crews needed maps to find their way, Emergency Operations Centres needed them to coordinate the repair and relief work, and spokespeople from the various organizations needed them to explain the status of repair work, the locations of problem areas, and the locations of emergency centres to area residents.

The Geomatics Division of RMOC's Planning and Development Approvals Department provided a variety of maps from the digital database for the relief effort. The initial need was for detailed maps of the Region to for work crews.

Eventually we produced a large-scale (1:5000) map of the region which took up a wall in one of the Emergency Operations Centre offices at headquarters. We also produced medium-scale (approximately 1:25000) maps of each of the rural municipalities which showed streets with names, railroads, hydro lines and lakes and rivers. These maps were used

in Emergency Operations Centres in the rural areas to coordinate work. The street maps were supplemented by property mapping for some of the villages in the Region. The village maps included the owner's name and address of each property based on



the Province of Ontario Land Registry Information System (POLARIS) and the Ontario Assessment System (OASYS) data.

Digital data were also used to identify areas where downed trees were likely to

block streams and cause flooding. Plots that identified wooded areas by forest type were produced from vegetation data that had been collected as part of an environmental systems project. This enabled the surveyors in helicopters to direct their attention to areas of potential problems.

The effort being directed from RMOC headquarters extended beyond the Region's boundaries. Information maps were produced showing Emergency Operations Centres throughout eastern Ontario. Thanks to the assistance of Intermap Technologies and QSP Geographic, and with cooperation from the Ministries of Natural Resources, and Municipal Affairs and Housing, we were able to acquire base mapping for the surrounding counties to use for this work.

Those who participated and worked so hard during the storm to directly assist in the response, or simply to maintain normal services, should be proud of their contribution and effort.

Bill Perry is a GIS Project Manager in the Geomatics Division of the Regional Municipality of Ottawa-Carleton.

People, cont. from page 12

Geoffrey Cresswell, principal of MMC International, was recently honoured at a ceremony at the Toronto Board of Trade for his work in Thailand. Look for coverage of this innovative company in the next issue's Consulting Practice.

Peel Region has hired Robert Gepp as a senior planner. He was previously with MOEE. The Town of Caledon recently brought on board Rick Vanderzande from Ainley & Associates. Rob Walker left the Town of Bracebridge to join Metropolitan Planning and Engineering Inc. in Burlington.

Derek Hammond has been seconded from the District of Muskoka to the Township of Lake of Bays replace Debra Walker. Halton Region has hired Stewart Chisholm as an environmental planner.

Beak International's focus on environmental issues has been strengthened with the addition of Andrew Ritchie as a project manager and senior environmental planner dealing with environmental impact and assessment. James Sullivan has left the Taskforce on Churches and Corporate Responsibility to become a manager for the Forest Stewardship Council in Oaxaca, Mexico.

Sandy Hay, formerly with the Town of Carleton Place, has been "upzoned" to County Planner for the United Counties of Leeds and Grenville. Bohdan Wynnycky has taken on a new role with Management Support Branch of Community and Social Services.

STOP PRESS: New fellows of the Institute announced in Winnipeg: John Livey, Nigel Richardson, Mark Dorfman, Anne Beaumont, Reg Lang, Ross Raymond, Frank Lewinberg, and Ian MacNaughton.



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Less Really Is More: Rethinking the Way We Plan

By John Farrow



As we move towards the new millennium it may be time to rethink one of our most important tools, the "Official Plan." Although a lot has changed in the past 25 years, the fundamentals of official plans have not altered significantly during that time.

The philosophy and structure of the official plan was developed at a time when the approach to decision-making was fundamentally different. Organizations relied on a rigid command and control structure to reach their objectives. This was based on a belief in the predictability of the future and the need to prescribe appropriate responses. Detailed policy and operations manuals were an essential tool.

Official plans bear a strong resemblance to these manuals of yesterday but today we recognize that successful organizations solve problems as they arise with skilled staff who are empowered to make decisions within a framework of goals they clearly understand. Thus equipped, organizations respond quickly and effectively to an array of circumstances, many of which are unforeseen. This evolution in organizational decision-making suggests to me that there may be a need to develop a new generation of official plans that are better able to respond to current circumstances. Not all plans are the same but a recent review of 22 official plans in the Greater Toronto Area by the Canadian Urban Institute lead me to conclude that there are five common faults.

1. The plans are so comprehensive that the strategic issues are hidden within a mass of detail.
2. The policy statements are overly detailed and appear to be designed to cover all possible circumstances. There is much duplication under a variety of headings. The result is that many statements appear to conflict and the meaning is often unclear.
3. Policies address many issues beyond

the practical or statutory authority of official plans. This diminishes the credibility of the policies that are feasible.

4. Priorities for public investment in infrastructure are often ignored or dealt with in a vague way. This is a pity, because this is a topic where, with some effort, cities could articu-

capital budgetting.

I suggest that official plans have to respond to reality. Building, maintaining and regenerating our cities is a dynamic process, which is only impeded by centralized, backward looking decision-making. This approach causes delays, increases costs, deflects investment and responds too slowly to changing public taste. As planners, we need to be fair to ourselves and our clients and invest in developing a new generation of official plans. Besides having the obvious qualities of communicating clearly, concisely and in a user-friendly way, I believe the new generation of plans should have at least four other qualities:

1. Clearly communicate a community vision - these new plans will provide a framework for ongoing problem-solving and policy-making initiatives by skilled staff.
2. Provide appropriate emphasis to strategic community issues - the nature of the issues and the way they are dealt with should be customized to community circumstances but will generally deal with urban structure, environment, transportation and infrastructure.
3. Make a clear link between public and private investment - this will enable the community to be competitive and economically viable.
4. Provide for the ongoing reaffirmation to a collective community vision and develop-



Do Official Plans Take On Too Much?

late a clear vision.

The bottom line is that many official plans are extremely confusing and difficult to interpret. As a result they are unlikely to provide an effective framework for guiding public and private agencies towards investing in the creation of livable communities. For example, the CUI research revealed that there were only a few instances where official plans were an essential component in decisions made on

ment principles by council and the administration - without agreement there is no plan. We need to recognize this, and where necessary, work to build and maintain commitment.

These suggestions may be worthy of further debate because they reflect many of the matters that our profession believe are important. However, too many OMB hearings and too many inter-agency reviews have emphasized the bureaucratic

side of planning and this has squeezed the vision of liveable communities to the point where our meaning and intent is being lost.

Planners today have more skills, better tools and are working within more effective structures than we did 25 years ago. Given this, is it not time to invest in one

of the cornerstones for creating liveable communities and develop a new approach to articulating our future through official plans?

John Farrow, MCIP, RPP is President of the Canadian Urban Institute and the Journal's contributing editor on manage-

ment and strategic planning issues. He worked on "The GTA Urban Structure - An Analysis of Progress Towards the Vision" with Glenn Miller and Janice Emeneau. The report was published in November 1997 and can be purchased from the CUI by writing to <cui@interlog.com>

TRANSPORTATION

ISTEA for Canada?

By David Kriger

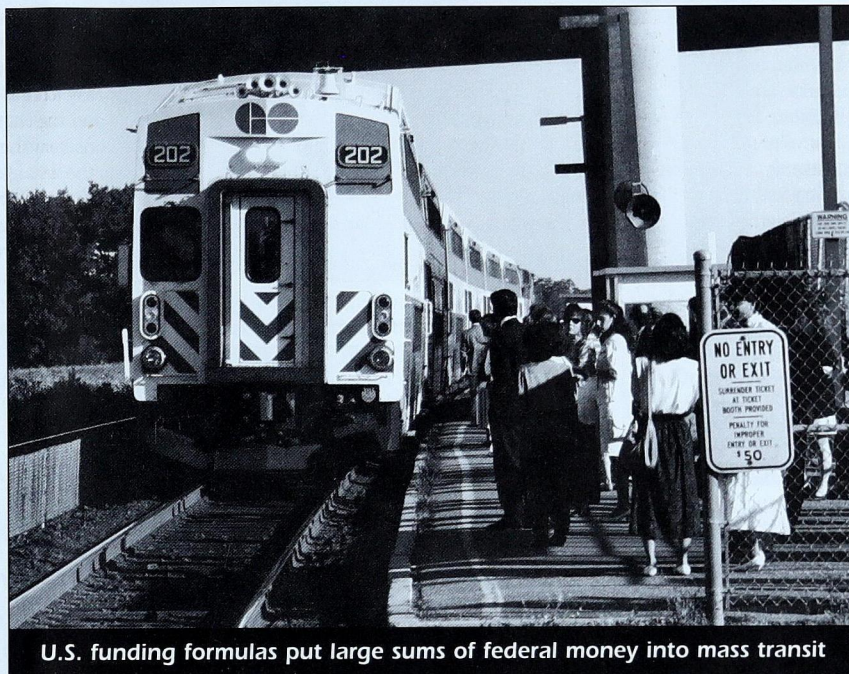


he editorial in the March/

April Journal drew attention to the power of the U.S. federal government to fund transit infrastructure in cities and suggested that Canadian cities could use a similar financial security blanket. The ISTEA legislation before the U.S. Senate that governs urban transportation planning has effectively shifted considerable dollars to urban transit infrastructure from highway construction.

The editorial also noted that U.S. federal politicians appreciate the fact that cities are America's economic engines. I'm especially intrigued by ISTEA's push to account for economic planning and tourism. Related to this is multi-modal integration, which talks about seamless passenger and freight transportation systems within and beyond urban areas.

On the other hand, the U.S. government has little to no say in land use planning, which is seen as being strictly under local jurisdiction. ISTEA requires improved integration and consistency between transportation and land use plans, but it stops well short (deliberately, some say) of specifying how. I know this is a hot topic, because I'm currently writing guidelines for the Americans on the "how" part.



U.S. funding formulas put large sums of federal money into mass transit

Photo: Manett

ISTEA provides a model for some things, but not for others. To change our constitution to all federal funding of urban transportation would be a fundamental change in governance that would have huge impacts on all levels of government. The ideal would be to be able to bring some of ISTEA's aims into our urban transportation plans, especially the parts about cities as economic engines, and multi-modal integration. Let's leave governance aside for the moment. Maybe we could treat it as a long run objective.

A lot of Ontario cities have updated their transportation plans over the last few years, so it's probably too late to incorporate these into the current round of plan-making. But I'd like to see us do some serious implemen-

tation planning on how we intend to achieve the lofty objectives we have set for ourselves in our official plans. A good place to start is an ongoing local planning forum. Bring in representatives of the local tourist association, the carriers that serve your city, the major employers in town. Dissect the official plan, and see what it will take to get there from here. Show business why it is in their interest to contribute. Keep the discussion away from the specifics of a particular site development and focus on bigger questions. What do tourists think of CBD parking costs? How can we get more visitors to use public transit? What can we do to integrate airports into the urban fabric?

Think big on how to grow the economic pie while promoting sustainable transportation and other goals. Think positively: go beyond what the planning regs say we have to do and the jurisdictional mandates that say who does what, and see what we can achieve.

David Kriger, P.Eng., MCIP, RPP is a Principal in Delcan's Ottawa office. He is the Journal's contributing editor on transportation. After living in the States for a few years, he likes living here better.

Design Exchange Invites Design Professions To Work Together

By Luigi Ferrara



As resources become more scarce, as population expands and as developable land becomes a rarer commodity, the challenge of designing our urban environments becomes greater and the design professions will no longer be able to carry on business as usual.

At the turn of the century a flurry of creativity and design innovation responded to the challenges presented by the industrial era. The engineering profession emerged in its own right to join the ranks of architecture and landscape architecture. Town planning and urban design texts were published and by mid-century a framework and support for the profession of planning had been created with a corresponding legislative and regulatory structure. Further specialization and development of the interior design,

industrial design and graphic design professions resulted in a comprehensive slate of specialized environmental design services available to industrial society – albeit without a coordinated protocol for service delivery. Throughout the century, solutions for emerging needs were provided and the engines of production roared on with the built environment expanding at a pace unparalleled in human history.

At the end of the century our social context is changing. Our industrial society is in a state of transformation and flux. Many authorities have declared the industrial era dead (perhaps surreptitiously) and proclaimed the birth of a new information or network society. What is increasingly apparent – especially to those involved in designing and delivering our urban environments – is that during the last decade the task has

seemed to be increasingly challenging. The context now includes rising costs and lack of capacity to afford burdensome regulations. Without positive outcomes, visible environmental degradation and a seemingly insurmountable political will to address these problems compromises projects and results in increasingly unsustainable project earnings.

Put simply, it's costing more and more to create the built environment and society has a diminished capacity to afford it. Answers are not easy to find and it's clear that new designs and visionary thinking are required. If one considers the local context, which includes the amalgamation and creation of the new City of Toronto, one begins to get an outline of the nature of the dilemma. A city six times its former size and population is born in an instant, at the core of an

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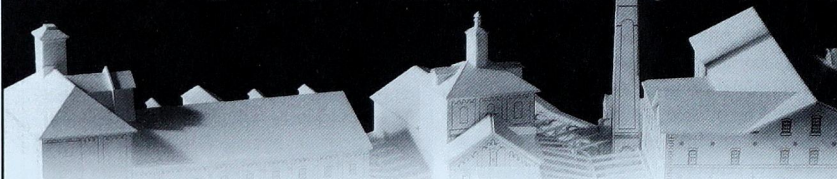
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expanding urban area that will more than quadruple the former metropolitan area in size and eventually in population. How will the design professions begin to provide solutions that meet the environmental, social and ethical issues that this urban area and our post-industrial society will present.

At the Design Exchange, we have been working to marshal the resources of the entire design community so that it shares knowledge and works collaboratively on these design challenges.

We believe that cross-disciplinary collaboration can provide innovative design solutions that will make our city and country's urban environments more sustainable and more competitive in a global marketplace. Last year we organized The Humane Village Congress and brought 1100 delegates from 45 countries together to consider the challenge that design faces at the end of this millennium. We began to discuss how designers could contribute to society and work with people in the next century. This year, we have commissioned cross-disciplinary teams to propose design innovations in urban planning, transportation and infrastructure design so that we might understand how it is possible to reduce CO2 emissions in our

cities. We will be showcasing these solutions in an exhibition, entitled, "Shifting Gears... In pursuit of a greener city," from May 26 to September 27. We are also bringing together



Design Challenges For the Next Century

the investment, development, design and decision-making communities to consider development opportunities for our new city. "The New Toronto" to be held on June 8 and 9, is endorsed by the City of Toronto and the Government of Ontario, Canadian Architect and Building magazines, the

Ontario Professional Planners Institute and Ontario Planning Journal, the Canadian Urban Institute, the Urban Development Institute, the Ontario Association of Architects, the Ontario Association of Landscape Architects and the Toronto Society of Architects.

I personally believe that all the environmental design professions from planners to urban designers, architects to landscape architects, engineers to industrial designers need to respect and support each other's scope of practice and skills set. We also need to sit down and develop the appropriate protocols and methods of working together (as happened in the medical profession early in this century). The design community must invest in the design research and development that will meet the future needs of the public and address the challenges facing society.

Luigi Ferrara, MRAIC is Vice President of the Design Exchange. The Journal welcomes commentaries from sister professions. Other Voices is an occasional series named for the 1987 CIP conference in Toronto that focused on bringing together professions affecting the urban environment.

ENVIRONMENTAL ASSESSMENT

Municipal Engineers Association Class Environmental Assessment Renewal Project: An Update

By Dianne Damman



The Municipal Engineers Association (MEA) is revising its Class Environmental Assessment (EA) documents for municipal road projects and water and wastewater projects. The project was started last year to update the current Class EAs, both of which expire in May 1998.

The revised Class EAs will be submitted to the Ministry of the Environment (MOE) by the end of 1998. Terms of reference for the project are posted on the MEA Class EA Renewal Project website. MOE's decision on the terms of reference is expected at the end of May.

A number of key issues are being examined for the update of the Class EAs, including:

- the consolidation of the roads and water and wastewater Class EAs into one docu-

- ment;
- the bump-up provision;
- the integrated approach to facility planning and Planning Act and Class EA

- approvals, including the master planning process;
- triggers / schedules;
- level of effort/project significance;

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- harmonization with the Canadian Environmental Assessment Act;
- consultation, including mediation;
- increasing the application of the Class EAs to other municipal projects;
- monitoring of the Class EA process;
- the relationship of the Class EA process to other legislation, such as the Municipal Act.

MEA and the multi-stakeholder Steering Committee are examining these issues and developing recommendations for addressing them in the revised Class EAs. A separate task group is reviewing the integrated approach to facility planning and Planning Act and Class EA approvals. The overall approach to updating the documents is to make the necessary changes to improve the Class EAs while maintaining the substance of the existing process.

At the same time, a draft outline of the revised Class EA has been produced. It will be available for comment this summer.

Three project updates have been posted on the project website. Comments or requests to

be added to the mailing list to receive future project updates can be e-mailed to <mea-class@interlog.com> or faxed to the MEA Class EA Renewal Project at (905) 823-8503. For more information on the MEA Class EA Renewal Project, please contact Dianne Damman at (519) 745-9227 or <ddamman@kw.igs.net>

Dianne C. Damman, M.A., MCIP, RPP
is acting head of the Public Policy

Committee's Environmental Working Group and a consultant providing services in environmental impact assessment and planning and environmental management systems. She is a member of the Steering Committee for the Municipal Engineers Association Class EA Renewal Project.

Related website:

<<http://www.ilap.com/mea/ea/index.html>>



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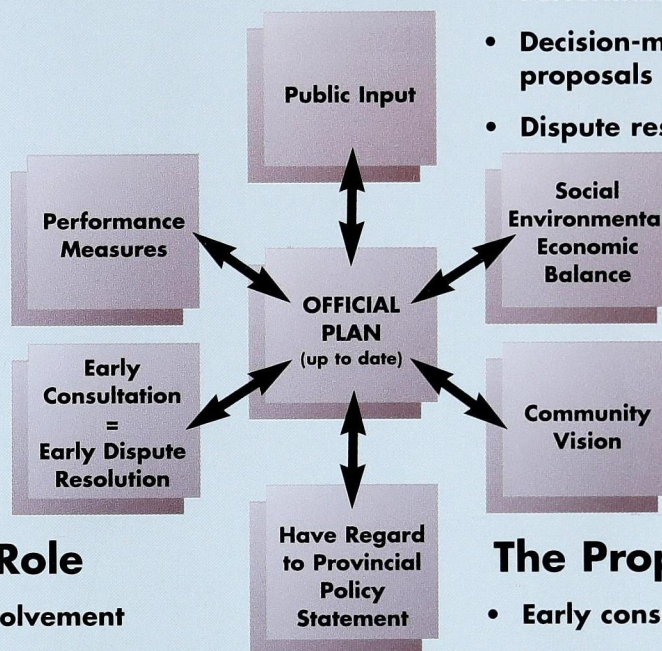
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- Municipal plan review
- Early consultation
- Performance measures
- Decision-making on planning proposals
- Dispute resolution



The Public Role

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- Provide input
e.g. attend public meetings
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- Discuss issues & ideas with municipality
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COMMUNICATIONS

Presentation Anxiety

By Philippa Campsie



I have a confession to make. I made my very first presentation with PowerPoint a few weeks ago. Until that time, I had relied on low-tech equipment for my

presentations: overheads, flip charts, whiteboards, blackboards, handouts.

I'm not sold on the technology. I used PowerPoint because the setting seemed to require it. But I was slightly anxious about

the technology the whole time. It wasn't one of my finest moments as a presenter.

Anxiety may account for the fact that people who use the latest, glitziest presentation technology seldom make the most effective presentations. Perhaps this is because they always begin by fumbling for a few minutes with the equipment to get it to work. This rattles the speaker and annoys the audience and is a good way to derail any presentation.

Presentation anxiety is also brought on by all the things that can go wrong with technology. If the presentation depends too heavily on visual elements, then a blown fuse or a computer glitch can stop the speaker completely. The audience might as well go home, unless the presenter is calm enough and experienced enough to switch to a low-tech alternative, or carry on without any visual aids at all.

The only way to deal with presentation anxiety is practice. Many people spend hours on their visual aids, choosing colours and typefaces, putting in neat little lines and boxes—although I notice that they often fail to proofread as carefully as they might. Alas, the time they spend making the slides look good is time they do not spend rehearsing what they are going to say. It often seems that the slicker the slides look, the more painfully clumsy the speaker sounds.

It's easy to forget that the best presentations are made by the best speakers, not the best graphic artists. A good speaker with no visual aids at all can compel your attention, but a poor speaker with attractive slides will simply send you to sleep.

The next time you have to make a presentation, do your audience a favour and spend most of your preparation time practising what you are going to say. Use PowerPoint or any other technology you like, but don't expect it to make an under-rehearsed speech seem professional. On the day of the presentation, arrive early, and make sure the equipment works before the audience arrives. Finally, have a back-up plan ready. Bring handouts or be prepared to use a blackboard or flipchart to make your points. Not only will your audience have a better time, but you won't need to swallow quite so much Pepto-Bismol before the event.

Philippa Campsie is the deputy editor of the Journal. She can be reached in black and white at <pcampsie@peopletec.ca>

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