

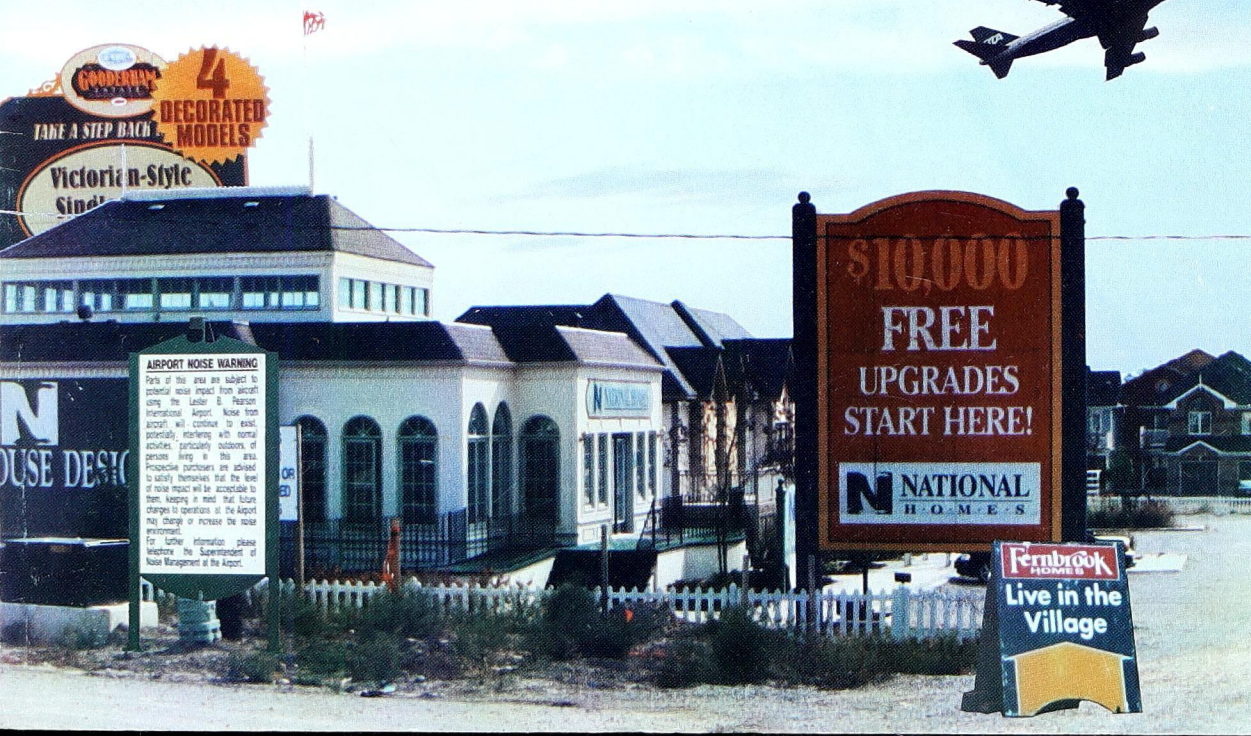


## Pearson Operating Area Approved

**But policies not retroactive**

**Stanley Stein reports**

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## ONTARIO PLANNING JOURNAL

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To reach the Journal by e-mail:  
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# MEDIACOM

# OMB Approves Airport Operating Area For Pearson

By Stanley B. Stein

An article in the May/June Journal discussed the impact of aircraft noise on people. The article explained the use of noise exposure forecasts (NEF contours) as an index of human annoyance caused by aircraft noise, for example through the introduction of quieter technology (Chapter 3) aircraft. This was a useful context to the recent OMB decision (July 1998) to approve an Airport Operating Boundary for Lester B. Pearson Airport in the official plans of Peel Region and the City of Mississauga.

To recap, the method for assessing noise measurement in Canada has been the Noise Exposure Forecast (NEF metric). This is a complex computer model owned by Transport Canada but run by various airports to determine anticipated noise patterns from aircraft operations. The formula includes projections of passenger and cargo volumes, runway assignments, aircraft fleet mix (including Chapter 3 aircraft) and hours of operation. The concept of the NEF metric and the resultant contour, combines two forecast techniques: the 15-20 year forecast called the Noise Exposure Projection (the NEP) and the five to 10 year forecast (NEF). The policy guidelines discussed here in regard to Pearson are a composite of these contours, reflecting the worst case scenario for each of the NEP and NEF.

Unlike the decibel scale used to measure noise volumes, the NEF contour is intended to predict levels of human annoyance, reflected by expected community response. The Transport Canada Guideline document "Land Use in the Vicinity of Airports" (TP 1247) provides

a "community response prediction" table. For example at the higher contours (over 40), the model predicts "repeated vigorous and individual complaints" and "concerted group and legal action might be expected." At these higher contour levels human habitation is not acceptable. Historically, Transport Canada opposed new residential development in the contour range of 30 to 35. But these policies were somewhat ambiguous and anticipated that residential development within those contours might occur if approved by local authorities.

There were two catalysts for change leading to the recent OMB decision. The first was the creation of the Greater Toronto Airports Authority (GTAA) in March 1993. The GTAA took responsibility for operating and managing Pearson Airport as of December 1996. Whereas Transport Canada's mandate is to develop a network of airports across Canada, the GTAA's mandate is to use Pearson as an engine of economic growth for the Greater Toronto Area and Ontario. As a result, the GTAA has taken a much more aggressive posi-

tion on expanding Pearson's operations. The GTAA also wants to safeguard its current program of adding runways, replacing terminals and carrying out reconstruction at Pearson.

The other catalyst was the OMB's approval in September 1995 of OPA 238, City of Mississauga: the Meadowvale Secondary Plan. OPA 238 authorizes residential development within the 30 to 35 NEF contours, and allows for an expected population of about 22,000 in the area. GTAA opposed this decision, but Transport Canada acquiesced under its ambiguously worded policy guideline TP1247, "Land Use in the Vicinity of Airports." Following the Meadowvale Decision, and with support from the GTAA, Transport Canada revised the wording of TP1247 in May 1996. The revision clarified that Transport Canada does not support new residential development on lands within the 30 NEF contour.

The next important development was when this federal guideline was adopted as part of the Provincial Policy Statement under section 3 of the Planning Act on February 1, 1997. The relevant text states:

"New residential development and other sensitive land uses will not be permitted in areas near airports above 30 NEF/NEP, as set out on maps (as revised from time to time) approved by Transport Canada."

This Provincial Policy Statement effectively shut the door on new applications for residential development near airports. What remained at issue were applications filed before February 1, 1997, that were working their way through the City of Mississauga and Region of Peel



How much noise will future residents endure?

Photo: Michael Manett

approvals process. The Minister of Municipal Affairs and Housing issued a letter stating that the new policy was not retroactive, but the GTAA found the letter ambiguous and continued to oppose these projects.

The GTAA also wanted policy statements in the Region of Peel and City of Mississauga Official Plans that would clearly identify specific areas "on the ground" where residential development would not be permitted because of aircraft noise, using the composite 30 NEF/NEP contour line as a reference. The GTAA applied for OPAs at the Region and City to achieve these objectives in fall 1996, even before assuming management of the airport. Eventually, the GTAA, the Region and the City agreed on the geographic features that best represented the 30 NEF contour. This became the proposed Airport Operating Area within which new applications for residential development are not allowed. The boundaries are different from those shown in the previous Journal article and are aligned more closely with arterial roads, physical features and zone boundaries that follow as closely as possible the plotted contour.

The issues of the Operating Area boundary and the status of outstanding subdivision applications within it were heard by the OMB in April and May 1998. Some developers opposed the proposed boundary because they had outstanding applications within it; they wanted the boundary to

exclude their lands. The GTAA case stressed the anticipated growth of airport operations, the importance of Pearson as infrastructure, and its role as an "engine of economic growth" for the area.

The Air Transport Association of Canada (ATAC) supported the GTAA with witnesses from the major airlines. ATAC gave the Board extensive evidence of the fuel burn and other costs of noise mitigation, as well as the constraints on flight procedures imposed by Pearson's current noise management program. As the airlines replace their fleet with quieter aircraft, they would like to

Operating Area Boundary, setting a clear geographical definition for the exclusion of residential development. However, it decided that the new Policy Statement should not be retroactive, and that applications made before the date of the policy change could be processed under the policies that existed at the date of the application.

This decision does not necessarily mean that the current residential subdivisions will be fully approved. The subdivision applications will be considered in more detail in the second phase of the hearing this fall. It remains to be seen whether the Board will

refuse to approve all or part of the proposed residential developments, or whether the projects will be permitted to go forward, subject to conditions such as warning signs and waivers in agreements of purchase and sale. Major noise mitigation features in building design and construction would also be necessary, including central air conditioning, so that windows can stay closed. There is really nothing that can be done to lessen aircraft noise for outdoor recreation. As the Board put it, "The discretion of the Board will be exercised as

it was in the past on the basis of the evidence of merit...on the basis of a reasonable quality of the residential environment."

There is now a clear policy about new residential development near Pearson Airport at all levels of government. Transport Canada has revised its Guidelines in TP1247, the Province has a Policy Statement, and in both Peel and Mississauga the approved Official Plans have an identifiable Operating Area Boundary. These will serve as a sound basis to complete Pearson's Operating Area Boundary in the new City of Toronto, and as a precedent to minimize land use conflicts and protect airport operations elsewhere in Ontario and Canada.

*Stan Stein is a partner in the law firm of Osler, Hoskin & Harcourt and a frequent contributor to the Journal. He acted as counsel for the GTAA and ATAC in the OMB case discussed in this article.*

*Cover photos: Michael Manett*

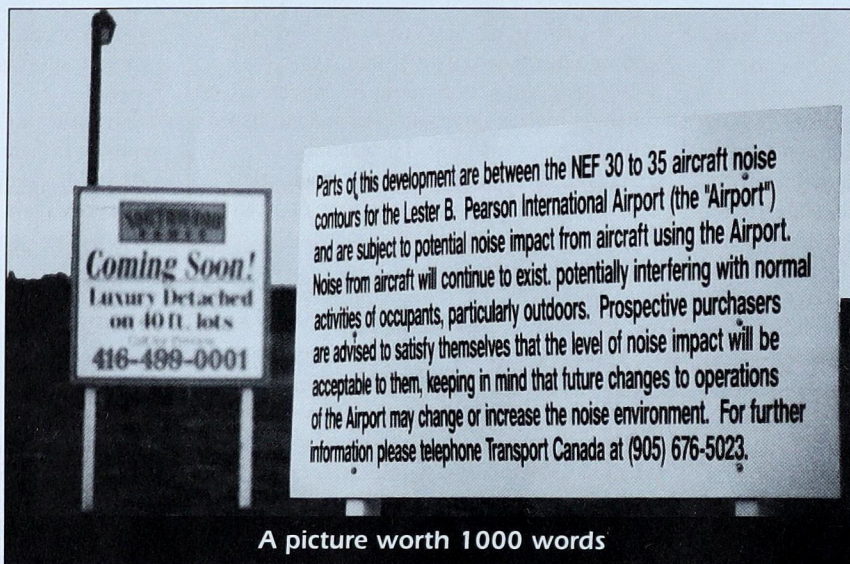


Photo: Michael Manett

offset the cost of noise reduction with greater operational flexibility. This has been an issue for airlines around the world: in many places, noise reductions have led to additional residential development near airports, effectively negating the massive investment in new technology by the airline industry.

The Board approved the proposed

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## Symposium

**"Breaking Out" in Kingston Puts New Meaning on Robust Theme**

By Barb McMullen

Bob Maddocks and his 1998 Planning Committee and sub-committees should be heartily congratulated for a very successful "Breaking Out" annual symposium in Kingston. From start to finish, the tightly-packed program offered the over 230 registrants a well-balanced choice of educational, motivational and social opportunities and events.

I will admit that before the symposium I wasn't sure what "Breaking Out" would really be all about; however by the time it ended, the theme took on a number of different meanings for me. Such as: breaking out of existing organizational structures and planning approaches, and breaking in new careers, procedures and standards; responding to rapid and sometimes chaotic change in today's planning environment; taking advantage of new opportunities and strategies for success; and learning new technology to enhance our methodological approaches and presentation skills.

On the social side, Tuesday night's gala dinner Parole Party was a resounding "break-out" in itself. Eddy & The Stingrays had nearly everyone on the dance floor at some point, including some very young planners, as well as our Executive Director Susan Smith and her fiancé. Two members of the Kingston area police force also made an unexplained appearance. The Sunday night Tailgate Party, and the Monday night Pub Crawl were also popular highlights, the latter led by an authentic bagpiper through Kingston's historic downtown.

Under the scenario "when change is not a choice", Monday morning's keynote speaker Myles Rademan provided a strong set of motivational strategies for leadership. Myles, who is trained as both a planner and a lawyer and is currently Director of Public Affairs at Parks City, Utah, emphasized that even the nature of change has changed, and



**Nigel Richardson, FCIP receives his award from Patrick G. Déoux, President of CIP**

that a chaotic world challenges planners to develop different skills. Myles' "4V" model of leadership—values, vision, voice, and virtue—requires risk-taking, curiosity in everything, and taking personal responsibility

for outcomes; anticipatory learning and farsightedness, while maintaining high standards of integrity; taking the initiative to make things happen while animating others; and mastering interdependence to achieve the common good.

In his Wednesday morning symposium summary remarks, Myles shared a number of his observations about Canada. He perceives an apparent "great Canadian invasion" of the U.S. planning profession, sees Canadian cities as some of the more livable in North America, and believes Canadians embody community and stability more readily than most Americans, who tend to value individuality and assertiveness. He also observed that Canada seems to receive a lot of "noise" from the south, and that as planners we have the responsibility to turn off some of that noise.

At Tuesday morning's plenary session, Major Dee Brasseur challenged us to find something we'd do every day without pay (although strangely, no-one in the audience currently had). She advised us to not only actively plan for success, but to visualize what you want to do. Dee, who speaks from direct experience, attained the rank of Major in the Canadian military, and became not only one of the first three women pilots in the Canadian military, but one of only



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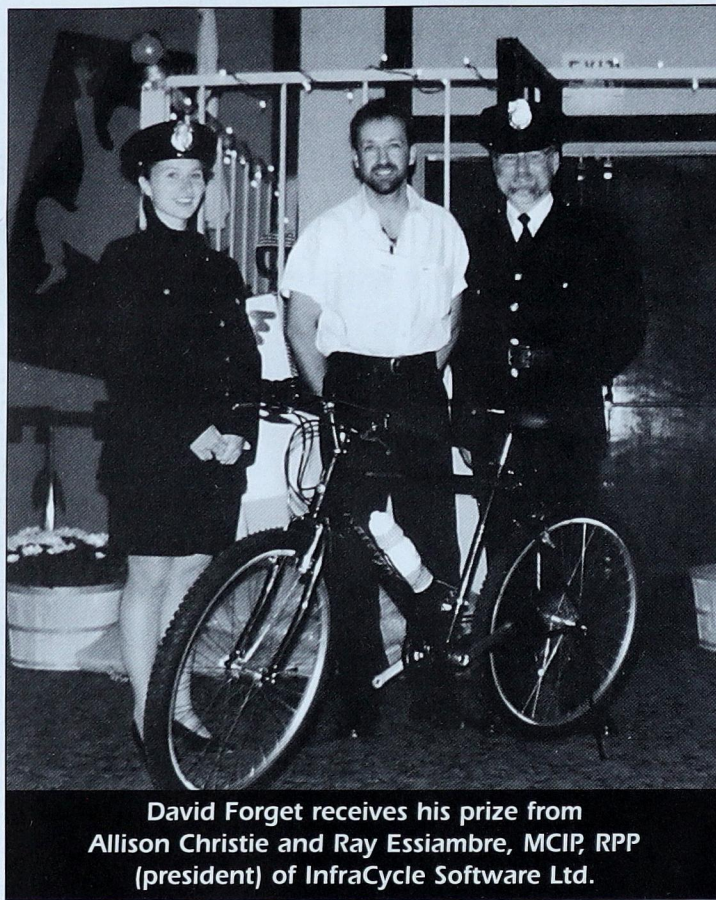
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two female pilots in the world to fly a CF-18 fighter aircraft. Dee's personal recipe for success assumes taking advantage of our unique personal gifts and abilities, overcoming obstacles, doing rather than trying, accepting but learning from our failures, and working within all types of limitations to achieve success.

The Tuesday OPPI Annual General Meeting agenda included the presentation of 1998 awards, along with Valarie Cranmer's President's Report, a report on the Discipline Process Review, membership approval of a 5% 1999 membership fee increase, approval of the appointment of a special task force to prepare an action plan, a recognition strategy, the introduction of the 1998-99 Council, and incoming President Ron Shishido's Remarks. Especially notable among the awards (too numerous to detail in this article) was a presentation to Nigel Richardson recognizing his elevation to the status of Fellow.

Also sandwiched into the symposium's business events were a national CIP Council meeting (a "first" at the OPPI Annual Symposium arranged by CIP President Patrick Déoux), as well as a round-table meeting of OPPI Executives and Council (proposed by the Southwest District) where executive members shared ideas and information on how various OPPI districts do business.

The six Monday afternoon mobile workshops provided a choice of tours of the Kingston Waterfront Trust, Downtown Kingston, Prince Edward County, the Town of Perth and the Rideau River, examples of innovative design for safer communities, and Kingston's Inner Harbour. I chose the latter, a walking tour of Kingston's inner harbour brownfield development. Hugh Gale of the City of Kingston pointed



**David Forget receives his prize from Allison Christie and Ray Essiambre, MCIP, RPP (president) of InfraCycle Software Ltd.**

out four land use evolution stages of Kingston's "forgotten waterfront", including its early seasonal native use, its later European military use, its industrial revolution rail and working waterfront stage, and its still-evolving commercial, residential, leisure, and working waterfront mix of uses. In my view, our look at the successful adaptive re-use of an 1880 woolen mill, and the fascinating tour of the Metalcraft Marine plant, which repairs commercial boats in an

active dry dock, and designs and builds aluminum commercial working boats, were definite highlights.

MMAH staff's Tuesday morning overview session on the Proposed Development Permit System provided OPPI members a briefing on the status of the province's proposed regulations, and an opportunity to provide comments on the proposed use of such a system in Ontario. Most OPPI members at the session indicated support for its implementation, suggested its pilot project introduction, and welcomed any opportunity to discuss its potential use with members of the development industry.

The 20 concurrent Tuesday and Wednesday panellist sessions offered registrants excellent choice from a broad variety of topics, including: career changes, rural and economic development, provincial planning review responsibilities, municipal re-structuring case studies, developing a successful planning consultant practice, international planning work, waterfront regeneration trusts, university and municipal cooperation, a GIS demonstration forum, and others.

On Tuesday morning I attended the session on Creative Approaches to Cultural Heritage Resource Planning, featuring panellists Winston Wong of the Ontario Ministry of Citizenship, Culture and Recreation, who discussed the provincial

legislative context for cultural heritage landscape planning; Les Klein of Quadrangle Architects Ltd., who discussed heritage and non-heritage adaptive re-use issues; and Jim Wilson of Archaeologix Inc., who described the methodology and use of London's GIS archaeological master plan, the first in Ontario.

My Tuesday after-



**"Forgotten Waterfront" tour: 1880 woolen mill (adaptive re-use project)**

noon choice was the Alternative Development Standards panel, including Mary Frances Turner of the Town of Markham, who talked about the application of new urbanism principles through alternative development standards on some 6000 acres in Markham; Dan Leeming of The Planning Partnership described some of the details of the Cornell and Angus Glen new urban Markham communities; and Mary Jarvis of Minto Developments, who spoke of Minto's somewhat more limited new urbanism approach in some Ottawa-Carleton area projects.

Finally, on Wednesday morning I took in Urban Design—Not Just For the Big City, which highlighted the urban design approach taken in the award-winning Stoney Creek Olde Town Urban Design

Plan. Steve Miazqa of the City of Stoney Creek, who managed the preparation and implementation of the plan, and Sinisa

all three sessions useful in the context of current planning projects and interests.

Any disappointments?—perhaps only the hotel's several times-mentioned proximity to a reportedly significant wetland, and the hotel's somewhat remote distance from Kingston's lively, historic downtown. These, however, were largely counter-balanced by the hotel's excellent conference services and facilities.

Next year's symposium in Collingwood will be hard-pressed to do better!

Barb McMullen, MCIP, RPP, Eastern District's publications representative, is principal of McM Planning.



(Sonny) Tomich of Dillon Consulting, who prepared the plan, described its context, methodology and content. All in all, I found



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## Assignment in Bolivia Requires Flexibility

By Shirley Ann Crockett

In spring 1998, my husband and I spent a month in La Paz, Bolivia. I had been asked to be a volunteer advisor (VA) to the Departamento de La Paz in Bolivia and to undertake a needs assessment from which priorities could be identified and specific assignments undertaken by other VAs. My work in Bolivia was made possible through the Canadian Executive Service Organisation (CESO), a non-profit group with 4,100 volunteers that provides technical and professional aid to developing countries.

CESO has two five-year bilateral agreements with the governments of Bolivia and Peru related to reforms in the resource industry and public sector. The latter includes the transfer of Canadian expertise in urban development, particularly in the practice of public consultation.

Two laws have influenced Bolivian reforms. The Ley de Decentralización (1993) establishes the framework, organization and functions of the nine Departamentos within Bolivia and gives municipalities the responsibility and accountability for program implementation and budget management. The Ley de Participación Popular (1994) outlines the roles of the various publics in the "governability" of the country at the National, Departamento and Municipal levels. The President and the municipal mayors are popularly elected. Prefectos are appointed by the President and have the ultimate political, administrative and military authority within each Departamento.

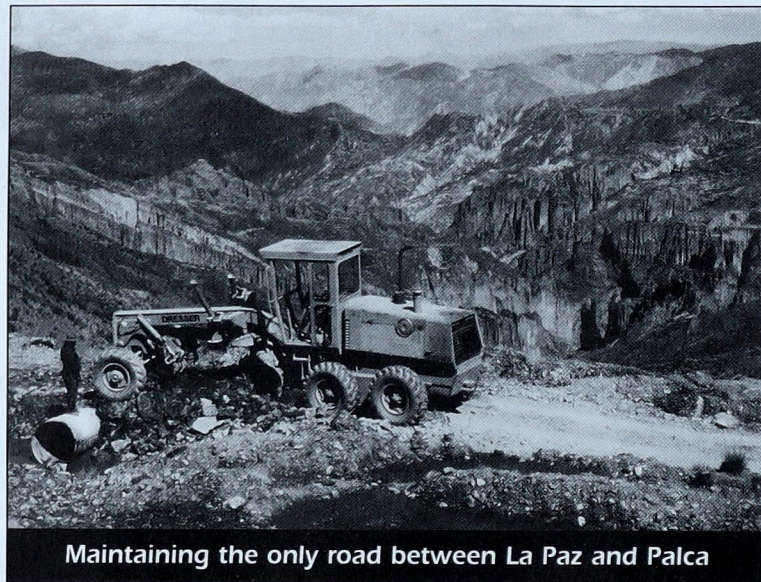
The Departamento de La Paz in western Bolivia includes 75 municipalities. Within a

framework of decentralization, private-sector infrastructure, sustainable development and increased public accountability, elected officials and staff prepared an Economic and Social Development Plan in 1997. The plan included a strategic vision, general and specific objectives and roles and responsibilities, and profiles of proposed projects and programs for 1998-2002 related to infrastructure, project diversity, human develop-

a City under the guidance of a local government. There are frequent outbreaks of cholera and its population, mainly due to migration from the rural areas, is estimated to double over the next decade, from 495,000 to nearly a million.

The other five municipalities are Viacha, with more than 50,000 residents, and Loja, Mecapecta, Palca, and Achocalla, with another 50,000 put together. These

town have little in the way of potable running water, sewer systems, or electricity. The Prefecto, Dr. Luis Alberto Valle, had asked CESO for help with government reforms related to his vision of the Metropolitan Area. Because of a recent change in the national government, it was necessary to confirm that the Economic and Social Development Plan for the Metropolitan Area was still relevant. With the help of my counterpart, the department's director of planning, I met with the various department heads to discuss their present and anticipated requirements.



Maintaining the only road between La Paz and Palca

ment, natural resources and environment.

The Prefecto's initial development strategy is to concentrate on the City of La Paz and the surrounding municipalities and establish a "metropolitan" area. This includes the City of El Alto and five larger towns within a 20-km radius of La Paz.

The City of La Paz was founded in 1548 and, at 3,600 metres above sea level, is the highest capital city in the world. About a sixth of Bolivia's eight million people live in and around La Paz and it has a dominant economic role in the country. The City lies on the side of a spectacular canyon. There is a 500-metre drop from the top of the city (adjacent to the City of El Alto) to its base. El Alto is a former squatters' settlement on the flat high plain (Altiplano) overlooking La Paz and has recently become

My assignment with CESO was primarily to obtain information for future action. Thus my strategy and subsequent report had three objectives:

Client assistance: I needed to articulate the Departamento's programs and projects; indicate the types of potential expertise required to address the needs; and, outline other initiatives for consideration, especially related to governability and the relationship of the public and private sectors concerning infrastructure.

Information for CESO: I prepared a needs assessment and a plan of assistance.

Background: I gathered data to determine future VA assignments.

The report specified more than 100 programs and projects and asked the Prefecto to identify 25-30 specific areas of need that should be addressed first. CESO will try to match these with VA expertise and capability. Then, in partnership with the Prefecto, CESO will draw up

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CESO can provide opportunities for planners (with their spouses/partners) to volunteer their services abroad. Canadians get to share valuable experience with the civic administration and public at large in creating healthy communities and at the same time experience job satisfaction and increase cross-cultural understanding. Also, the results of the work may provide contract opportunities for Canadian companies to supply goods and services through the Canadian International Development Agency (CIDA) and the international tendering process.

CESO made all our travel arrangements and provided pre-departure expenses (malaria pills, inoculations, doctor's certificate, taxis to

the airport), in-country expenses (taxis to work, departure tax, special food items), walking around money (\$55 U.S./week)

unteers that also included two maids and a gardener!

In conclusion, we went armed with many tools and procedures (many thanks to Mr. Reg McLemore at Chreod Ltd in Ottawa for his invaluable help) that had worked elsewhere. However nothing ever turns out exactly as expected, so the best tools we brought were a flexible and adaptable knowledge base and a sense of humour.

*Shirley Ann Crockett, MCIP, RPP, graduated from Ryerson Polytechnic University in Urban and Regional Planning in 1981. She has practised as a land use planner in the public and private sectors. Her husband, Alan Buck, is a semi-retired electrical engineer from Durham University in England.*

*For more information about CESO, call Kasia Zakowska at (416) 961-2376.*



**Cathedral in Plaza Murillo dates from 1835**

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## Quality of Life

### Lessons from Lithuania

By Reiner Jaakson

In 1997, I served as a United Nations advisor, working as a planning consultant for the Government of Lithuania. Lithuania, with a population of 3.7 million, is the largest of the three Baltic countries. Since the collapse of the Soviet Union in 1991, the country has experienced macroeconomic imbalances caused by disruptions in trade with the former Soviet Union and by Russia's move to world market prices for its energy exports

to the Baltic countries.

In 1940 Lithuania was a country of rural villages; only a quarter of the population lived in urban centres. By 1960 the urban population had doubled. Today, about 65% of the population is urban and 40% live in the five largest cities. However, high unemployment and housing shortages are starting to drive people out of the cities,

even though the average urban household income is 43% higher than rural household income. There is no housing shortage in rural areas, but the quality of rural housing is poor.

Soviet Lithuania was a net exporter of food. Since independence, a complicated and controversial land privatization program has created many small private farms, but agricultural production has declined and large areas of rural land have gone out of production.

Many farmers rely on human labour and horse-drawn vehicles. In villages and small towns, private homes on larger-



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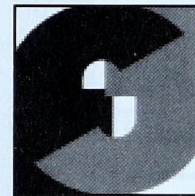
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than-average suburban-style lots are veritable micro-farms, where people grow their own food, and keep chickens, goats, maybe even a cow. To save on energy bills, people stock up on firewood for the winter. Urban residents living in Soviet-built apartment buildings in huge housing complexes grow much of their food in allotment gardens.

Real household income has declined by about 65% in the last five years. In a recent survey of Lithuanians, 65% of respondents said that their standard of living was lower than in the previous year and 33% of households had sought social assistance at least once during the year. However, there is a large shadow economy that provides unreported, untaxed income. In 1996 hidden unemployment was estimated at about 20% of the labour force and about 25% of employed people have an income from the shadow economy that is higher than that from their official job.

Economic hard times have affected women more severely than men. Job opportunities for women are disappearing, child care centres are being shut down,

and violence against women is increasing. Children's health is deteriorating. To cope, women have established about thirty organizations, including a national Women's Party.

The environment in Lithuania today suffers from the legacy of 50 years of Soviet rule. Ground water (including almost 70% of rural wells) is polluted from chemicals used by collective farms. In cities, air pollution is the main problem, caused by decrepit public transit buses and a boom in private auto ownership. The Ignalina nuclear power plant (with its Chernobyl-type reactors) was considered by Western inspectors to be the single most dangerous threat to the entire Baltic Sea region. Radioactive waste has been detected downstream from the plant.

After independence in 1991, the state held on to centralized power and limited the rights of local administrations. In 1994 the central powers of the state were transferred to ten regional governments, but their financing is uncertain since it depends on the redistribution of state taxes and government subsidies. Local govern-

ments have difficulty supplying social services, infrastructure and utilities.

Despite these problems, the economy shows signs of improving. Foreign investments are increasing; the retail sector in the cities is vibrant; the currency (the Litas) is stable and has been pegged to the U.S. dollar at a fixed exchange rate of 4 to 1; inflation is down to about 20% a year.

Lithuania needs regional planning and strong public-sector incentives to steer investment to rural areas and small urban centres, rather than to large cities. In a small country like Lithuania, there are few social advantages or economies of scale to be gained by concentrating growth in large centres. Lithuania has a relatively high population density, a good transportation and communications network, and a regular distribution of small urban centres, which makes the country ideal as a model for innovative regional planning that combines state incentives for regional economic development, social programs and environmental protection. Lithuanians also have a strong attachment to the land and a talent for sustainable development.

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An idealistic view is that Lithuania has increased its "biodiversity" (vegetable gardens, goats and chickens in backyards), that it has become "energy self-sufficient" (horse-drawn farm vehicles, wood fuel to heat homes), and that it is achieving "sustainable development." The harsh reality, however, is that people are forced to do these things to survive. Nevertheless, it seems to me that the village of Merkinė, which I came to know quite well (my landlord kept chickens and a goat, and had a superb orchard and vegetable garden), is an example of de facto ecosystems planning, bioregionalism, waste recycling, and energy self-sufficiency. I conclude that necessity is the midwife of good planning!

As a planner, I learned that life in small urban centres can be attractive; that the quality of life can increase when people live close to nature and do not need to be full-time members of a consumer society; that a sense of community, cooperation and self-help is more important than



De-facto ecosystems

expensive infrastructure, high-cost energy and competitive individualism.

Am I being a romantic idealist? Perhaps. But I believe that Lithuania, despite all its problems, can build a society and economy that will provide its people with a high quality of life, without having to follow the dictates of the International Monetary Fund, World Bank loans, and exploitative neo-colonial foreign investments. What impressed me most were the Lithuanians themselves: they have a vibrant traditional culture, a strong faith in the Roman Catholic religion, an affinity to nature, and a way of life that combines community solidarity and individual spirituality.

Reiner Jaakson, MCIP, RPP, teaches in the Department of Geography at the University of Toronto, where he was the founding Director of the Program in Planning. He can be reached by phone at (416) 926-1300, ext. 3429 or by fax (416) 926-2330 or by e-mail [jaakson@geog.utoronto.ca](mailto:jaakson@geog.utoronto.ca)

## Letters from London

### Searching for the Soul of the City

By Jeff Lehman

Outside the rain-spattered window of the bus, all I can see is trees. Here and there through the branches I catch a flash of colour, a hint of an too-straight-for-nature edge; the

only sign of the buildings behind the 'forest'. We swing around a roundabout, and head off in a new direction. More trees.

No people. No buildings. Just trees.

Welcome to downtown Milton Keynes, population 197,000.

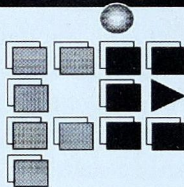
This is a British New Town, one of 32 such cities designed from scratch by planners and constructed since the end of the Second World War. A response to post-war demands for housing, New Towns are held forth by some as examples of what plan-

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ning is capable of. They're clean, efficient, spacious, full of amenities, and lack any sort of human soul whatsoever. They're like a shopping mall, only you live in it.

Part of the problem is that Milton Keynes is huge, covering some 8,880 hectares. It's so spread out that nobody has been able to construct a viable public transportation system. The model for the road system, if you can believe it, was Los Angeles. It's laid out on one kilometer square grids, each grid encompassing a "neighbourhood," either residential, industrial, or commercial. No buildings in any neighbourhood are allowed to rise above the treeline, successfully giving the impression of 'a city within a forest'. But one of the unintended effects is a total lack of landmarks – you have no idea where you are in Milton Keynes unless you spot a sign, or use a map. With an embarrassed cough, our guide explains that the landmarks the locals use for navigation are the cellphone towers, the only structures visible above the trees.

Downtown is a shopping mall, one of the largest indoor malls in Britain. It's surrounded by cars, in massive parking lots, accessed from service roads bearing warning signs, not for drivers to watch out for pedestrians, but for pedestrians to watch for cars. They read: "Pedestrians do not have Priority." Interesting philosophy.

In the shopping centre, I experience a nasty flashback to a mall in Canada. Sitting in the inevitable Pizza Hut, listening to Alanis Morissette, the only thing that differs from Toronto (or St. Louis or Baltimore or Fresno) is the brands of beer on the menu. And the fact that the English put corn on pizza. But otherwise, I feel like I'm inside a template, a uniform shopping environment to be found anywhere in the world.

Later, the tour guide shows us a neighbourhood featuring homes designed as entries in an architectural competition. They're fabulous, modern, green, unimposing, super-efficient – and empty. "This one's been on the market four times since the competition (in 1994)," he says. What

are housing prices like? "About £60,000 for this one," he answers, and points to an all-brick, glassy townhouse. That's very, very inexpensive by British standards. A frown crosses his face. "We're all a bit puzzled why prices are so low."

Who wants to live in a city without a soul?

*This is another in an occasional series by Jeff Lehman who is studying planning at London School of Economics. He can be reached at J.R.Lehman@lse.ac.uk*

## Environment

# REVISED NATURAL HERITAGE REFERENCE MANUAL

## ONTARIO MINISTRY OF NATURAL RESOURCES

By Dianne Damman

The Ontario Ministry of Natural Resources (OMNR) is in the process of updating their Natural Heritage Reference Manual. Version 1.0 of the Manual was distributed in February 1997. Subsequent to the receipt of comments from various stakeholders, OMNR formed a Technical Review Team, consisting of representatives from OPPI, the Federation of Ontario Naturalists, the Urban Development Institute, Conservation Authorities, Association of Municipalities of Ontario and MMAH, to meet and discuss revisions to the Manual.

The Natural Heritage Reference Manual is a guide for those who require additional information on technical issues relative to the application of Section 2.3 - Natural Heritage of the Provincial Policy Statement (PPS). For each of the natural heritage features, the Manual provides the PPS definition, background information, identification and evaluation procedures, factors to consider in defining adjacent lands and information sources. It also includes a section on a systems approach to protecting

natural heritage features and areas, and a section on the assessment of development impacts.

The natural heritage features included in Section 2.3 of the PPS are:

- significant wetlands
- significant portions of habitat of endangered and threatened species
- fish habitat
- significant woodlands
- significant valleylands
- significant wildlife habitat
- significant areas of natural and scientific interest.

The Manual is intended for use by those who have a basic understanding of the Planning Act requirements and the intent of the PPS. It will be of most interest to those involved in the development and review of policy documents, and the review and approval of development applications.

Notice of the availability of a revised draft Natural Heritage Reference Manual will be posted by OMNR on the EBR Registry later this summer. OMNR intends to finalize the Manual this fall.

*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 worked with the Ontario Ministry of Natural Resources and the Technical Review Team in revising the Natural Heritage Reference Manual.*

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## Editorial

## Dogfight Over Pearson

This issue provides readers with insights by professionals practicing in many different arenas. For those who like puzzles, there are, as always, commonalities among seemingly unrelated items. At first glance, the challenge issued by John Farrow for planners to broaden their understanding of financial analysis seems to have little to do with the dramatic cover story by Stan Stein that documents how the future viability of the airport has been affected by the planned construction of residential development in high impact noise zones adjacent to new runways. But look closer.

The annals of planning are full of hard luck stories about the problems major airports have with their neighbours. Pearson International is no exception. This is a story of a municipal planning department and developers choosing in the mid-1990s to designate land for residential purposes knowing that future noise levels would exceed acceptable levels; fumbling by federal bureaucrats who declined to intervene; and an aggressive rearguard intervention by the newly formed Greater Toronto Airports Authority leading to a flurry of agreements on acceptable limits to residential encroachment. Finally it is a story where the OMB agrees to these limits, but decides not to make the new policies retroactive to cover applications made before the adoption of the new policies.

Here is the direct link to Farrow's advice that planners need to acquire better financial skills. If the planning professionals advising public agencies and private clients in this dispute had been taught to assess risk and calculate the return on investment for this development and supporting infrastructure, they would surely have concluded that the risks were unacceptable and that other land uses might pro-

duce higher returns. In addition, very large capital dollars are being invested against the economic potential of Pearson in the form of terminal and runway improvements to keep the airport competitive as an international aviation hub. In a decade or less, if the development is allowed to proceed, when the families who replace the original residents start to complain about the noise of aircraft flying directly overhead it will be little consolation to point to the warning clauses about noise on title. The reaction inevitably will be, "How could anyone have allowed this development in the first place?" Even if the developers of these residential tracts win this battle, the war is sure to claim innocent victims later on. It doesn't have to be that way.

When the Mississauga plan were being made over 20 years ago, it took professional fortitude on the part of a few clear thinking planners to maintain the designation of lands under the flight paths of the original runways as industrial instead of switching to residential, as demanded by the landowners. Today, those sites are home to some of Canada's best known corporations, who benefit both from good visibility from two major highways and proximity to the airport. Needless to say, the office windows don't open!

Some cool headed estimates of the economic penalties for current plans and future investment are warranted. A solution that avoids proceeding with these residential subdivisions is essential, not just for the people that could end up living there but to protect the public's investment in a key piece of economic infrastructure.

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

## Opinion

## How to Bring on Chaos in our Cities

By Vladimir Matus

In the May June Journal, John Farrow challenged us to re-think the way we plan.

Less really is more, he said. In my view, each of his words is worth its weight in gold! His article should be read and a great debate should follow. But failing that, here is my contribution - taken from my 1988 notebook.

Official plans must be human centred rather than systems centred. For an official plan to be a people's document it has to be understood by any lay person. To ensure wide accessibility it should mainly be a picture book. People have to see how their city will look.

In addition the official plan has to state clearly who will do what as well as the cost. Meeting these criteria will help implementation and make it easier to monitor how tax dollars are spent.

For these reasons, an official plan must be a plan for the whole community, public and private:

1. In the existing situation, where all actions and environmental conditions can be specified and predicted, we know what is wanted and how to achieve it.

Most public sector initiatives fall into that category. These public works can also be illustrated quite easily.

2. In the emergent situation, which typically include private sector initiatives, it is harder to be specific.

I suggest the following guide: In our rapidly changing world, we only have an approximate idea of where we would like to be. Although this does permit detailed preconceptions of the future, we can define the outer limits. Design guidelines are an exam-

ple. These can be augmented by general principles, which makes it possible to accept an infinite number of alternate development proposals provided they meet the list of "action principles."

Thus far, policies in most official plans are vague, contradictory and even aimless. Non-binding statements abound, describing ad nauseam what will be "encouraged, fostered, enhanced" and more. As a consequence, we should not be surprised when we observe that actions are chaotic, uncoordinated, fractured and self-defeating, or that our cities appear to be condemned to a general state of mismanagement, confusion and disorientation.

*Vladimir Matus, MCIP, RPP lives in Toronto. He is a frequent contributor to the Journal and helped judge the recent district awards.*

## Eastern District

### Urban Forum Lectures Continue into 1999

The Urban Forum lecture series on urban issues, organized through the collective effort of the Ottawa chapters of seven professional associations and the Ottawa-Carleton Home Builders Association, is once again offering a great program in Ottawa during 1998-1999.

There is one importance difference this year, however, since the September and October lectures will be scheduled and presented only one day apart in both Ottawa and Toronto. The Fall "commuting lectures" have been made possible through the additional involvement this year of the Canadian Urban Institute and OPPI's Central District.

Architect Witold Rybczynski, Meyerson Chair of Urbanism at the University of Pennsylvania, and best-selling author and noted observer of urban trends, delivered his lecture in Ottawa on September 23 at the Ottawa-Carleton Centre, and in Toronto on September 24 at the Design Exchange, on *Visions for the City: Lessons in city building from Frederick Law Olmsted*. Architect Allan Jacobs, Chair of the Department of City and Regional Planning at the University of California at Berkeley and author of *Great Streets*, will lecture in Ottawa on October 28, and in Toronto on October 29, on *What Makes Great Streets?*

Additional lectures planned in Ottawa



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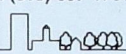
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during the year include a January 1999 lecture entitled *Ottawa's X-Files: Lost visions, forgotten dreams*, featuring a panel of historians, critics and professionals who will highlight some of the projects that (for better or worse) never left the proposal stage. Another March lecture, currently in the planning stages, will focus on *Trends in Retail: The future is on sale now*.

For more information, call Sylvie Grenier in Ottawa (613) 560-6058, ext. 1597, who recently won a 1998 Member Service Award for her coordination of the Urban Forum lecture series, or Glenn Miller at the Canadian Urban Institute in Toronto (416) 598-1606, ext. 284 concerning the Toronto lectures.

*Barb McMullen, MCIP, RPP, is the Eastern District Publications Representative.*

## Central District

### Moving the Economy Further Along

Can environmentally-friendly transportation pay for itself? This was the question addressed at the "Moving the Economy" conference held in Toronto in July.

As the first international conference that I have attended, I was impressed by the wide variety of topics and the international speakers, who came from Canada, U.S., South America and Europe. (Among the many new faces to Canada were some familiar ones: Elaine Wilkerson, who was commissioner of planning in North York in the early 1990s, gave a lively presentation about Portland's success in growth management.) There were hydrogen buses to check out, electric bikes to test drive and many other walking and biking accessories displayed. On the first day we had a fashion show that displayed the latest in pedestrian and cyclist gear. There were biking workshops that toured the bikepaths of Toronto, walking workshops that toured Kensington Market, Harbourfront and other pedestrian areas.

The only thing I would recommend in future is a more detailed description of

speakers and presentations with the registration package. It was difficult to determine what the conference would cover. But for a conference of such a large scale it went smoothly and efficiently - as much as we would hope for sustainable transportation itself!

### Gala In the Offing

Marcia Cuthbert of Heritage Toronto wants her fellow planners to know that the 65th Anniversary Gala Dinner and Eric Arthur Colloquium is to be held at St Lawrence Hall on November 14. Guest speaker is Bruce Kuwabara, architect. The Eric Arthur event is during the day and the dinner begins at 6.30 p.m. Tickets are \$65, \$35 of which is tax deductible. Contact Marcia at [marcia\\_cuthbert@mail.magic.ca](mailto:marcia_cuthbert@mail.magic.ca)

### South West Bike Event

The Toronto and Hamilton Area Sections of the ITE are offering a one day seminar on Friday November 20 on Bikeway Planning and Design. This is a pre-conference professional development day (\$50) before the 4th Annual Ontario Bicycle conference. The event is sponsored by Ontario Cycling Association and the Hamilton-Wentworth Regional Cycling Committee. Contact [jvanderm@hamilton-](mailto:jvanderm@hamilton-)

### Errata in People Column

In the previous issue, Laurie Mace, who was recently acclaimed as President of the Ontario Society of Environmental Management, should have been identified as an employee of Giffels and Associates Limited. In addition, the designation "MCIP, RPP" should not have been used. The Journal regrets the errors. Also, note that the responsibility for these errors lies with the editors and not Greg Daly!

*Please feel free to E-mail with information to Greg Daly at [dalyg@weirfoulds.com](mailto:dalyg@weirfoulds.com), or via fax at (416) 365-1876.*

went.ca or phone (905) 546-2453. (Ken Forgeron)

*Katherine Forster works at the Region of Ottawa-Carleton in the Geographics Information Systems Division.*

## People

### Movement Throughout The Province

**B**etsy Donald has opened a planning firm in Bracebridge specializing in regional and economic planning. Betsy is a graduate of the University of Toronto. She is also a partner along with her solicitor spouse in the Muskoka Mediation and Arbitration Centre.

The City of Brampton has recently brought **Doug Herron** on as a planner in their Planning Department.

The Faculty of Arts and Sciences at the

University of Toronto has honoured **Larry Bourne** of the Geography Department with an outstanding teaching award. Larry, a specialist in urban systems, has been with the department for 30 years.

McNaughton Hermson Britton Clarkson is celebrating 25 years in the planning community and has brought several new faces on board. **Lesley Lackner**, has joined the firm from Ivey Harris and Walls of Florida, and **David McKay**, who has been with firm on a student work term has now joined MHBC as a full time planner. As well, **Thomas Hardacre** has joined the Kitchener office as a Senior Planner. He brings more than 25 years of experience in rural and urban development, most recently with the Region of Waterloo. Another newcomer is Ian Seddon who will run the London office.

Walker Nott Dragicevic has added **Dianne Hipwell** to their planning team. Dianne was formerly a planner with the City of Vaughan. **Bianca Bielski**, formerly with

the City of Toronto, has moved to Vaughan as a manager in the planning department.

Weir & Foulds is pleased to announce a new addition to their team of planners. **Brenda Morale** who is currently in her fourth year at the School of Urban and Regional Planning at Ryerson, joins the author and Paul Chronis in providing planning expertise to the Municipal and Planning Law Practise Group of the firm. She is also a recent recipient of the OPPI Undergraduate scholarship. Congratulations Belinda.

By the time you read this, the Kingston conference will be past and everyone will be back to the grind for fall. Ryerson Polytechnical University is celebrating its 50th anniversary and a number of activities are planned to bring graduates together. Ryerson Planning graduates should contact the school at 416-979-5165 for more details.

## 15 / DEPARTMENTS

### Transportation

## Land-Use and Transportation Planning Under TEA-21: The Picture's Not So Clear

*By David Kriger*

**T**EA-21, the 1998 Transportation Equity Act for the 21st Century, is the Federal legislation that governs urban transportation planning in the United States. TEA-21 succeeds ISTEA, the landmark 1991 Intermodal Surface Transportation Efficiency Act. ISTEA changed the face of transportation planning in several critical ways: notably, by promoting alternatives to the drive-alone auto and to new highway construction, where feasible, as a means of mitigating air

pollution and achieving air quality targets. ISTEA also recognized the importance of integrating transportation planning with economic development, tourism, intercity travel needs and — last but not least — land-use planning. TEA-21 generally follows the spirit of ISTEA, but with some updates: notably, through the increased promotion of travel safety initiatives.

ISTEA's big carrot (and TEA-21's) is, of course, that its requirements must be

met as a condition of gaining Federal funds for new infrastructure construction. Hard-core free-market economists have argued that the legislation represents nothing more than a gigantic pork barrel, since it allocates construction funding by the billions. Highway interests bemoan the apparent reduction in funds for new road construction, which others argue is a good thing because it promotes transportation alternatives that maintain an



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urban quality-of-life.

Land-use, of course, is one of the things that defines that quality-of-life. ISTEA specified the need for integration of land-use and transportation planning, but did so in very careful terms — this in recognition of the very separate jurisdictional responsibilities (local governments for land-use, Federal government for transportation). ISTEA states that an urban long-term transportation plan must consider “the likely effect of transportation policy decisions on land use and development and the consistency of transportation plans and programs with provisions of all applicable short- and long-term land use and development plans.” The interpretation of this somewhat ambiguously-stated requirement, however, is left to the individual metropolitan or state planning agency — with, appropriately, varying degrees of effectiveness.

I have heard many different comments on why this provision was in ISTEA in the first place. One observer told me that the provision gave the Federal government at least some, indirect, influence on local land-use decisions — notably, through the specific requirement that neighbourhoods in the vicinity of new rapid transit stations must have transit-friendly design and land-use (as part of the funding justification). Another com-

mentator felt that the provision was put in only because of a series of lawsuits that occurred just prior to ISTEA — notably, one which challenged a proposed San Francisco Bay Area transportation plan because it didn't give due consideration to (among other things) the impacts of new highways on urban sprawl.

Whatever the case, TEA-21 seems to have watered down this already ambiguous provision even further. The justification for a new fixed guideway transit system (usually rail, but also busways) must “identify and consider mass transportation supportive existing land use policies and future patterns, and the cost of urban sprawl.” This is as it should be. But, in the development of long-term transportation plans, metropolitan planning organizations are now only “encouraged to consider the interaction between transportation decisions and local land use decisions.”

So, in sum, TEA-21 continues ISTEA's promotion of alternatives to the private auto... but whither integrated land-use - transportation planning in the United States? It is too early to see what effects on urban quality-of-life TEA-21's version of the integrated land-use - transportation requirement will have. Could Toronto's subway-oriented Yonge Street development be duplicated in, say, Atlanta, in a

TEA-21 environment? (Could this development have occurred in Toronto under today's funding and economic realities?) Clearly, the new provision bears watching.

The moral of the story for Canadians? The dollars are flowing in the United States, but we have a much more holistic land-use - transportation planning process. Both approaches could do with a little more balance.

*David Kriger, P.Eng., MCIP, RPP is a principal in Delcan's Ottawa office and is the Journal's contributing editor for transportation. Related web sites: American Public Transit Association.*

## Urban Design

# Lasting Impressions, Scarborough's Urban Design Awards Conclude at 25

By Susan Filshie

The Urban Design Awards ceremony held a year ago celebrated the event's 25th anniversary and were the last such event under Scarborough's



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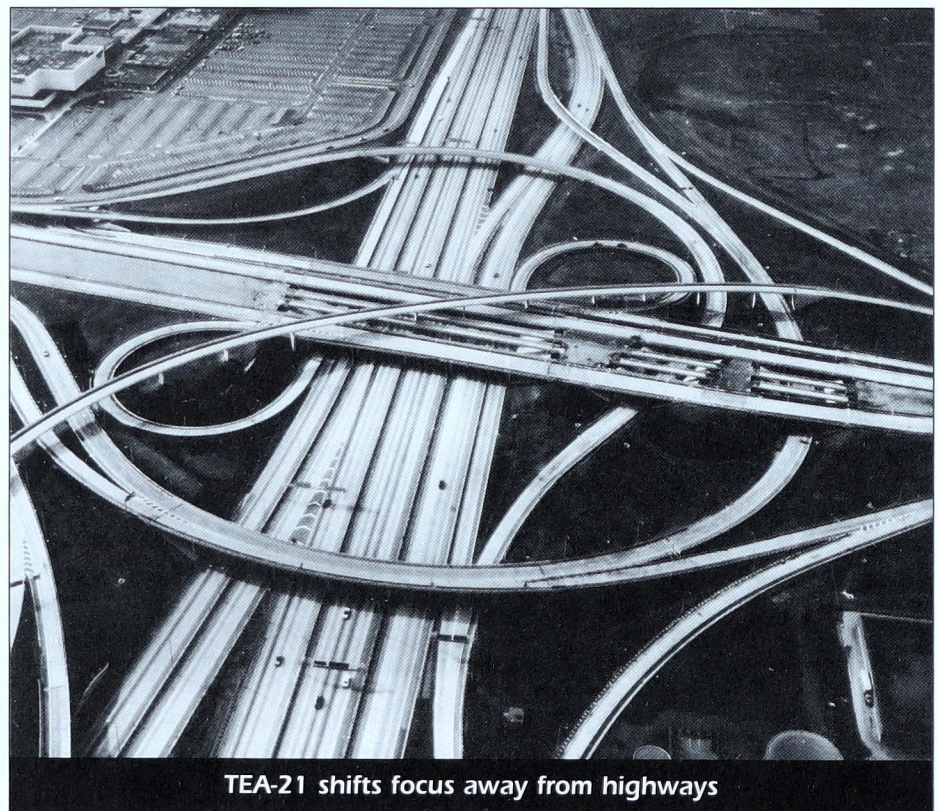
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TEA-21 shifts focus away from highways



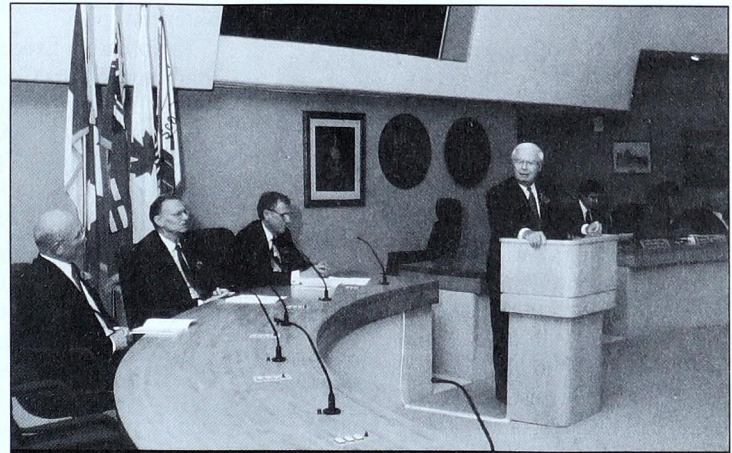
own city banner. The organizers celebrated the organizations that have shaped Scarborough and some of the many people who have made important urban design decisions and left a lasting impression.

We recognized people who made early decisions about Scarborough's physical growth patterns such as the first land surveyors or the authors of our first official plan. We also recognized that the public has played an important part in determining our shape. Next, we acknowledged that without investors, there would have been little or no growth, and no urban form to design.

Development in Scarborough came from three kinds of investment: private interests that invested for profit, government bodies that invested in public infrastructure, and non-profit investors concerned with heritage, art and the natural landscape, and who often worked without much funding.

The framework for the design awards was established by Lorne Ross, then Planning

and Buildings Commissioner for Scarborough. He identified a category of individuals who, in the past, developed tools to guide development that were either unique to Scarborough or that have had a lasting influence on the way we guide development. One of his key nominees was Lorne Cumming of the Ontario Municipal Board. In 1956 Cumming wrote the decision that created the federation of municipalities making up Metropolitan Toronto. The Cumming decision was a critical factor in the orderliness, prosperity and success of our city-building, and the background to successful urban design since. Coincidentally, the OMB celebrated its 100th anniversary on the same night. As part of the ceremony, three irreplaceable former planning commissioners were invited to comment on



**Former commissioners John Bousfield, Peter Poot and Ken Whitwell listen to former mayor, Frank Faubert.**



**Developer Joe Lebovic acknowledges applause. To his left, Macklin Hancock, Craig Mather and John Bower.**

Scarborough's development: John Bousfield, Kenneth Whitwell and Peter Poot. Mayor Frank Faubert and Councillor Gerry Altobello, former Planning Committee chairs, spoke about the importance of urban design in local politics. They noted that citizens inevitably want to know what a project will look like.

The newer, bigger Toronto will carry on



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the tradition of urban design awards, but in what form? Undoubtedly we will continue to focus on the concrete results of built form, meaning the achievements of architects, landscape architects, urban designers, engineers and developers. However, as the new city encompasses both urban and suburban environments, perhaps the awards will vary and shift focus from year to year.

The awards ceremony identified 32 achievements. More than 70 individuals received awards. We hope that the breadth and scope of those awards will bring more attention to the ways in which so many people make good urban design happen.

Here are just a few examples of the awards that were presented:

John Bower, former Commissioner of Planning for Metropolitan Toronto for the far-sighted Metro Plan which was finally adopted in 1980 during his tenure. Others whose work was important to MetroPlan were Murray V. Jones, Eli Comay, Wojciech Wronski, and Don Patterson, all former senior planners at Metro Planning between 1954 and 1988; and Jack Jones, of the Harbour Commission, for a visionary

waterfront plan.

Karin Eaton, Executive Director of the Scarborough Arts Council and Mural Routes Inc. for the Mural Routes Project. Lois James, a local environment activist, for her role in preserving the Rouge Valley. Carl Knipfel, City of Scarborough, for Scarborough's first Urban Design Guidelines. Ruth Langley, descendant of Rosa and Spencer Clark, the originators of the Guildwood Plan, the Guild of All Arts, and the Guild Inn. Port Union Village: Mitchell Cohen, President, Daniel's Group, John Degroot, Brookfield Homes, Mr. Frank Dodaro, North Star Homes, and David Stewart, Bayview-Wellington Homes for implementing the Port Union Village Plan, which was voted the best new development in Ontario in 1997 by the Ontario Home Builders Association.

Lionel Purcell, President, Scarborough Historical Society, in recognition of Frederick Fortescue Passmore's (1824-92) original land survey of Scarborough.

Kenneth Whitwell, former Commissioner of Planning, for the removal of the 60-foot building set-back on arterial roads. Zoological Society of Metropolitan Toronto, for an outstanding public resource and for the importance of the Zoo to the urban form of Scarborough.

*Susan Filshie works in the Scarborough office of the City of Toronto. (Editor's note. Two notable absentees were architect John Wimbs, who initiated the awards during his tenure as a councillor, and Carl Knipfel, a long time urban design practitioner who is now working in the area of economic development for the new city.)*

## Provincial News

### More Community-based Approvals across Ontario

*Second phase of Province's Delegation/Exemption Implementation Strategy completed*

Over 80 percent of Ontario, by population, now enjoys community-based planning approvals, thanks to the recent completion of Phase Two of the Province's Delegation/Exemption Implementation Strategy.

The strategy was released in December 1997 by the Minister of Municipal Affairs and Housing (MMAH). It sets out the progressive delegation of planning approval

authority to municipalities and planning boards, their assumption of the Municipal Plan Review function, followed by exemption of their official plan amendments from provincial approval.

#### The Planning Act

The legislative basis for this strategy stems from the Bill 20 amendments to the Planning Act which provide for a simpler, faster and more effective planning system. They streamline decision making on land use, provide for greater local autonomy and continue to protect the environment.

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The Act allows the province to exempt municipalities from certain provincial approvals. This is in response to the Association of Municipalities of Ontario's concept of community based approvals.

Under the Act, the Minister of Municipal Affairs and Housing may - by order - with or without conditions - exempt municipal official plans and official plan amendments from his approval. He may also authorize upper tier municipalities, with OP approval authority, to pass a by-law to exempt lower tiers from their approval.

The exemption process saves time, as no formal decision from the approval authority in 90 days or less is required. It also means that council's decision is final, unless appealed to the OMB.

### What the strategy says

The strategy sets out the delegation of approval authority (consents, subdivisions, condominiums, and lower tier official plans and amendments) to specified municipalities and planning boards. This delegation is based on a balance between local planning capability and the continued promotion of local autonomy.

The Minister will retain approval authority for the official plans of upper tiers, single tiers and planning boards. Upper tier approval authorities will retain similar authority for lower tier official plans. Exemption will apply to OPAs only.

Upper tier municipalities will be authorized to exempt lower tier OPAs from approval once there is agreement on how exemption will work and there is assurance

that upper tier and provincial interests will be protected.

### Phasing

The strategy is being implemented in three phases. The first two are now complete. Exemption Orders will be issued as per the phases.

Some municipalities and planning boards will have their timing altered to meet local needs and mesh with municipal restructuring and alternative service delivery options.

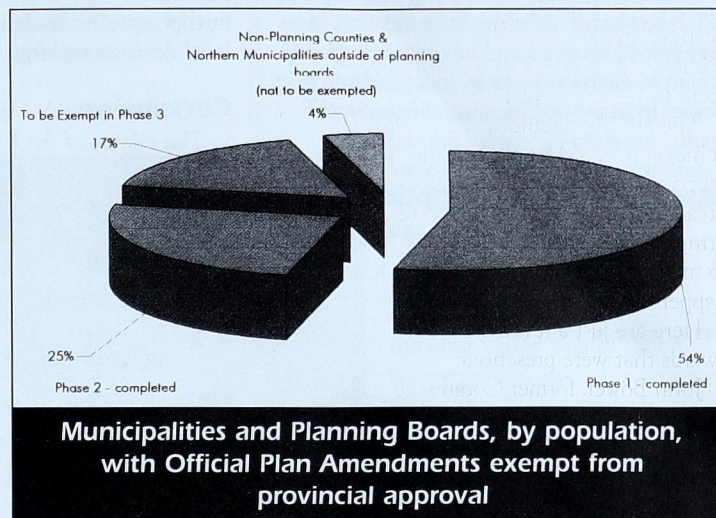
Phase One was accomplished earlier this year. The first Order came into effect on

January 19, 1998 and exempts from provincial approval the OPAs of 31 municipalities:

- regional municipalities of Durham, Haldimand-Norfolk, Halton, Hamilton-Wentworth, Niagara, Ottawa-Carleton, Peel, Sudbury, Waterloo and York; District of Muskoka; and County of Oxford;
- cities of Barrie, Brantford, Brockville, Cornwall, Elliot Lake, Guelph, London, North Bay, Orillia, Owen Sound, Pembroke, Peterborough, Sault Ste. Marie, Stratford, St. Thomas, Thunder

Bay, Timmins and Windsor; and the Town of Orangeville.

Phase Two concluded this summer. Effective June 30, 1998 the OPAs of the cities of Belleville, Dryden, Kingston, Quinte West, Toronto, the municipality of Chatham-Kent



and the counties of Prince Edward, Lambton, Middlesex and Perth were exempted from the Minister's approval.

Any OPA of these municipalities, regardless of whether it is council-initiated or privately requested under Section 22 of the Planning Act, is exempt if it is adopted by council on or after June 30, 1998.

Where a council has received a request to amend its OP under Section 22 of the Act, and council does not adopt the amendment, the applicant's rights to appeal to the OMB still apply.

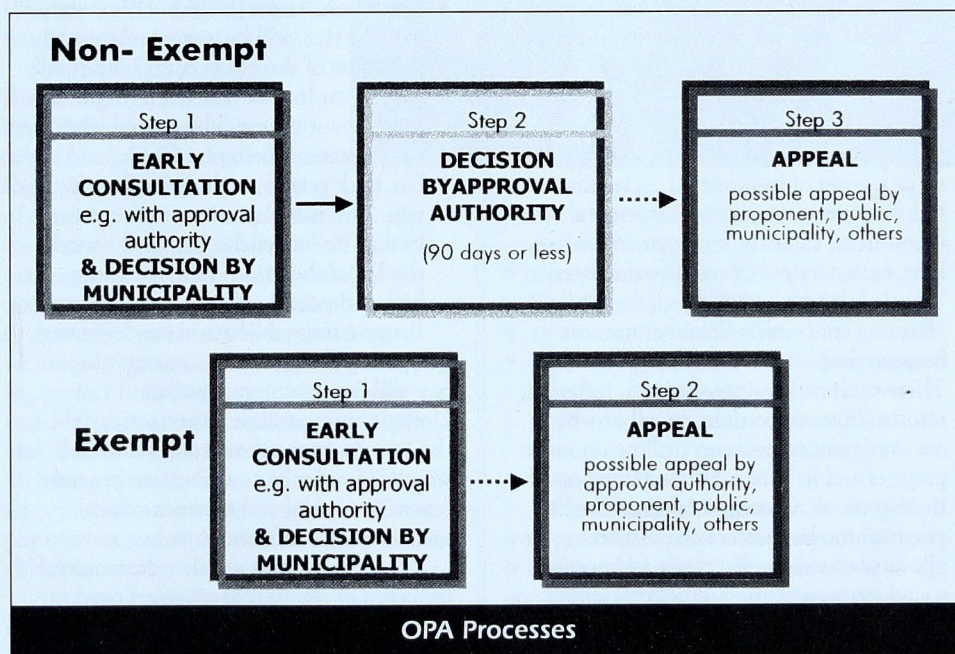
Further delegation of planning authority and exemption of OPAs will occur in Phase Three, as specified in the Strategy.

### How does exemption work?

Exemption means that after council gives notice of an amendments adoption, no approval by MMAH is required. Any person or public body may appeal the adoption of the amendment to the OMB in the 20-day period provided in the Planning Act. If there is no appeal, the amendment comes into effect automatically on the day after the appeal period expires. This is similar to the zoning by-law process.

### Changing roles

While MMAH will have a reduced role in planning approvals, it is still in the planning business. MMAH is the lead ministry in the provincial one-window planning service for plan input, review and appeal of municipal planning applications. The Planning Act



states that consultation with the approval authority is mandatory for official plans and amendments, even if OPAs are exempt from approval.

Where municipalities and planning boards have approval authority, they are also responsible for conducting Municipal Plan Review. This is the identification of provincial interests and having regard for them in decision-making, independent of input from provincial ministries, as in the past.

### Assessment of exemption

Following implementation of the strate-

gy, an assessment of the effectiveness and efficiencies gained through delegation and exemption will be undertaken. The assessment will also review the impact of the local decisions on the protection of provincial interests under the Provincial Policy Statement. This will help determine what further actions may be taken to enhance local decision making.

### Conclusion

The release of the Delegation/Exemption Implementation Strategy, followed by completion of Phase One and Two, continues the process of progressively increasing local autonomy in the planning process while

retaining the principle of accountability for planning decisions.

Effective utilization of the provincial one-window planning service, Municipal Plan Review, and early consultation are critical to ensuring that provincial and municipal interests are protected. Watch for an upcoming article on how to design early consultation into your planning process.

*Joe Verdirame, MCIP, RPP, is a planner with MMAH responsible for liaison with the Journal. You can reach him at (416) 585-6110.*

### Related web site:

[www.mmah.gov.on.ca](http://www.mmah.gov.on.ca) under Land Use Planning.

## Professional Practice

# Planning in the Next Century with a Capital "F"

By John Farrow

The rate of urbanization is slowing in Canada and because of the link in the minds of many between planners and the management of growth, the demand for planners in senior roles appears to be falling. This has become particularly noticeable as municipal governments across the country re-engineer and consolidate. With some notable exceptions, professional planners do not seem to do well in these re-organizations, with the top jobs often going to those from other disciplines. The same trend is apparent in the private development sector.

Our cities have many problems that planners can help solve but the profession has been slow to communicate how core planning competencies are relevant. Today, more than ever, the fundamental planning skills of analysis, problem solving, strategy development and policy implementation are in high demand. If community leaders, city managers and developers do not perceive planners as having the right skill sets, what is going on?

Challenges that will emerge as growth slows and cities age include: making cities globally competitive, upgrading infrastructure, providing services with fewer resources, realizing new environmental goals, and, through the development sector, responding to changes in consumer taste, technology and the economy. To meet these challenges effective strategic and resource allocation decisions will be

needed. This is the type of decision making for which planners are trained but to play an effective role most will need to supplement their core skills. This series of articles explores some of the challenges ahead and discusses some of the skills that planners need in their arsenal. This article deals with some key financial challenges and the skills necessary to respond.

As a result of overspending by governments over the last 25 years (government deficits were largely unknown before the early 1970s) one of the most pressing issues facing cities today is effective financial management. Planners in both the public and private sectors need to familiarize themselves with the following financial topics and tools:

1. **The Business Cycle** — The cyclical nature of activity in the economy that tends to move in seven year cycles is made up of a series of interrelated cycles that link consumption, production, capital investment, capacity, employment, inflation, monetary policy and interest rates. These cycles are critical to all forward planning concerning financial matters because they affect economic behaviour. These cycles affect interest rates, inflation, returns, investor confidence, all or which are important to decision making on major projects and in particular the financing of these projects. Coming to grips with the practical implications of the business cycle allows planners to effectively address the sound implementation of policies and respond to fluctuations in the rate of

development. This allows for the effective planning of capital works and the timing of private investments so that construction occurs when costs are lowest and project financing is most readily available.

2. **Return** — In an era of scarce resources the underlying ethic will be "doing more with less." For anyone operating in this environment it is necessary to understand some financial planning concepts: The most important concerns return. Simply put, return is how much an investment will earn during a prescribed period of time. This is expressed in a variety of ways of examples as follows:

- Return on Assets (ROA). This is the amount that will be earned relative to the value of the assets being employed.
- Return on Investment (ROI). This is the amount that will be earned relative to the amount being invested.
- Pay back period — the period over which an initial investment is paid back. The longer the pay back period the lower the return (and often the higher the risk).

Because the public purse has to manage competing demands, the concept of user pay will become more common.

Understanding which projects will yield the best revenue streams and sufficient returns in order to contribute to general revenues is going to become a critical issue in public infrastructure.

There are at least another dozen useful measures of return that planners need to know about, but it is important to under-

stand the fundamental components that make up return. The first is the real interest rate that an investor receives for forgoing the use of their money, generally 3% to 5%. Added to that is a premium to cover risk, which is generally 5 to 9%, and the final component is an amount to cover anticipated rates of inflation.

**3. The Time Value of Money** — this concept is essential to deal with financial matters where financial transactions occur at different periods of time. The basic idea is that \$1 received today is worth more than \$1 received some time in the future. A common technique is derived from this basic idea, Net Present Value (NPV), where all comparisons are made in the present time period by using discounting to translate future costs and values into present costs values.

**4. Risk - How to analyze it** — Understanding risk is important because our plans may be disrupted by unforeseen events in the future. Knowing how to allow for this and insure or hedge against such events is essential for financial planning. Traditionally the assessment of risk has been made differently by private sector investors than those in the public sector. As more private capital is accessed public sector projects, it becomes even more essential that planners on both sides are conversant with the fundamental concepts.

**5. Capital Planning and Budgeting** cover a series of financial topics that planners relate to easily. The key ones are the evaluation and inventorying of existing assets, techniques for measuring the quantitative and qualitative fit between existing assets and demand, feasibility analysis, techniques to establish priorities such as cost benefit analysis or ranking techniques against multiple goals, developing project financing plans that address issues of cost recovery, revenue generation, cash flow analysis, revenue generation and financing plans that reconcile the ability of an organization to borrow with its ability to pay interest and repay the loans from available revenue.

Almost all planning proposals require long term expenditures, so capital budget-

ing provides the discipline to ensure future needs are not overlooked.

**6. Project Analysis** is the foundation for city-wide infrastructure expansion and capital planning. The extent of this analysis depends on the circumstance but often include:

- a systems analysis - that determines what each new project contributes to the urban system.
- an economic analysis - that examines



**Planning capital works and the business cycle go hand in hand**

the best way to invest available public resources.

- a financial analysis - that determines how the project will be paid for.
- an environmental analysis
- an institutional analysis - to determine whether the organizational structure is in place to manage the construction and operation of the project to yield the anticipated results.

**7. Operations Management.** In a world where resources are allocated more cautiously decisions on capital expenditures and operating performance get more closely linked. One of the analytical cornerstones

of effective operations management is costing. There is a significant body of knowledge on how to cost various aspects of any operation accurately but there are a few concepts that are particularly useful.

The first is the difference between average cost (all costs divided by all units) and marginal costs (costs allocated to extra units). This appears simple but in practice is important and the cause of endless debate.

The second is the concept "activity based costing" where all costs are collected and allocated to activities that contribute to the production of a valued product or service.

The third important concept is the cost/experience curve. This concept has been developed from the observation that as experience is gained unit costs are usually reduced. This results from improving worker skill levels, new technology and organizational learning. The experience curve and associated measures of productivity has led to major gains in North American productivity over the last 20 years. (Canada has not fared as well as the U.S. in this regard.)

Understanding this concept is important for any manager or any administrator of long term contracts with outside suppliers, as well as private sector consultants or staff making proposals for new infrastructure or systems.

This review is designed to illustrate the importance of finance and financial management to planners and the importance to planning of the whole field of municipal and project finance in the effective planning and management of our urban communities. There is an ongoing need to

link visions to reality, and if planners are to argue their visions successfully they must be able to address the issues of management and implementation in a practical way.

This is the first of a series of articles designed to explore emerging issues in our cities that planners need to respond to by expanding their competencies. I would like to receive your ideas and suggestions by e-mail at [CUI@interlog.com](mailto:CUI@interlog.com).

*John Farrow, MCIP, RPP is president of the Canadian Urban Institute and the Journal's contributing editor on management and strategic planning.*

## A Dwelling Unit by Any Other Name

By Mark Jensen

What is a dwelling unit? Why is the definition of a dwelling unit so important? These, and other important questions are being raised by a number of Ontario municipalities in light of recent trends in the housing market that affect municipal government operations.

Municipal planning documents, usually zoning by-laws, normally include a definition of what constitutes a dwelling unit. Similar definitions are also found in municipal development charges by-laws. These definitions, most of which are based on wording from the Building Code, are currently being tested in some municipalities.

Developers have become increasingly innovative in the design and marketing of their proposals to match the demand for housing alternatives. Non-traditional housing within multi-unit rental apartment developments have recently prompted a number of municipalities to re-examine the definition of a dwelling unit.

For example, Figure A shows what is

considered to be a generic dwelling unit within an apartment building. Figure B depicts a situation which appears to challenge the traditional concept of a dwelling unit.

At first glance the units appear to be identical. However, there is a double door access between the larger rooms and an

However, it could be marketed by the developer as two dwelling units, one with both kitchen and bathroom facilities and the other with only bathroom facilities.

Many housing developments are tailored to the demands of the retiring population. Some older people are fully independent, others require personal care services, such

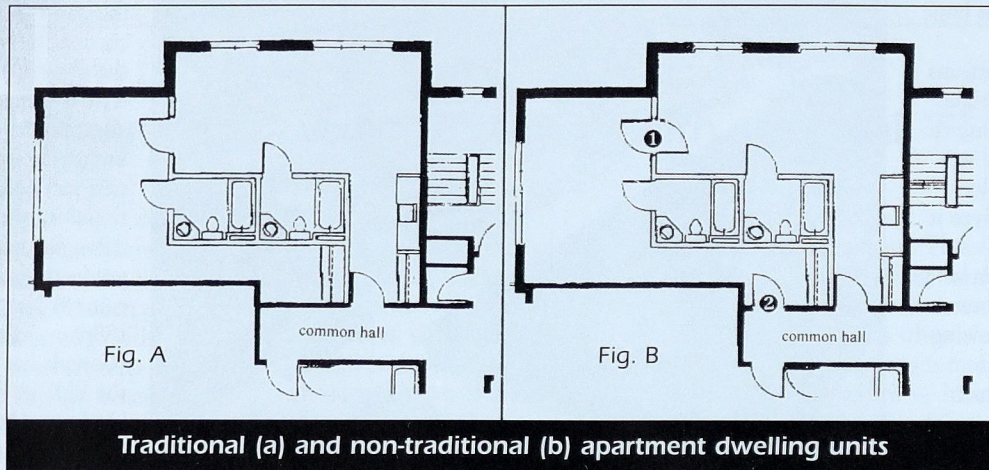
as prepared meals. For these people, facilities such as kitchens may not be required. The development industry has responded to these differing demands by offering a range of services and housing options to prospective purchasers.

If the layout in Figure B is considered as two units, it could effectively

double the number of functional dwelling units with a multi-unit apartment building, yet only half of these units would be officially recognized for municipal purposes. This new reality has implications for municipal zoning by-law requirements (such as density and parking provisions), for the development charges by-law and for property assessment.

Although some municipalities have dealt with this issue by adopting appropriately modified definitions, others have not. Those that have not should make the necessary adjustments to existing or proposed municipal planning documents and incorporate appropriate definitions of dwelling units within the new development charges by-law which is required under Bill 98. Addressing this issue becomes increasingly important as municipalities have to cope financially within the new environment of provincial cutbacks and the simultaneous downloading of former provincial responsibilities.

*Mark Jensen, B.A., M.Pl. is Planning Administrator with the Town of Perth. He is a provisional member of the Institute.*



additional access to the common hallway from the larger bedroom.

The Building Code defines a dwelling unit as "... a suite operated as a housekeeping unit, used or intended to be used as a domicile by 1 or more persons and usually containing cooking, eating, living, sleeping and sanitary facilities." Under these traditional definitions, the layout in Figure B could be defined as a single dwelling unit.

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## Communications

# The Ghost of Mrs. McGillicuddy

By Philippa Campsie

Recently, in one of my Plain Language for Planners classes, someone suggested that I teach a course in grammar. I can't imagine who would sign up for such a course. Also, I'm not sure that it would be all that useful.

Grammar and plain language are two different things. It is possible to obey every rule of grammar and still turn out turgid, incomprehensible flubber in official documents. Clarity, on the other hand, may require a writer to break a few rules here and there. To deliberately split an infinitive. Or write an incomplete sentence. Or use a preposition to end a sentence with. To abbrev., etc.

In fact, sometimes planners need to unlearn some of the grammar they know, since many of the rules that people cling to tenaciously are those that are least important in writing. A few rules are just plain wrong. Frankly, I blame Mrs. McGillicuddy.

You probably knew her by another name. She taught English in elementary school and she'd been doing it since the beginning of time. She saw her job as drumming certain rules into students, rather than encouraging students to think for themselves. For example, Mrs. McGillicuddy may have told you, "Never start a sentence with because." What she should have taught you is to make sure that when you begin a sentence with "because" it is a complete sentence. "Because nobody showed up, the meeting was cancelled" is a complete sentence. "Because nobody showed up" is not. But Mrs. McGillicuddy never explained the distinction between the two and gave you a simple prohibition.

Mrs. McGillicuddy has given one of my clients a horror of the word "got." She told him it was as unacceptable as "ain't" in written work. Presumably she was trying to teach her students not to write things like, "I got to go now." However, her blanket proscription of the word means that my client feels he must always use words like "obtained" or "acquired," when "got" would do just as well.

Another client can't bear to start a sentence with "and" or "but." Remember, Mrs. M. was teaching young children, but we're adults now. And if we feel like starting a sentence with "and" or "but," who but a pedant is going to stop us?

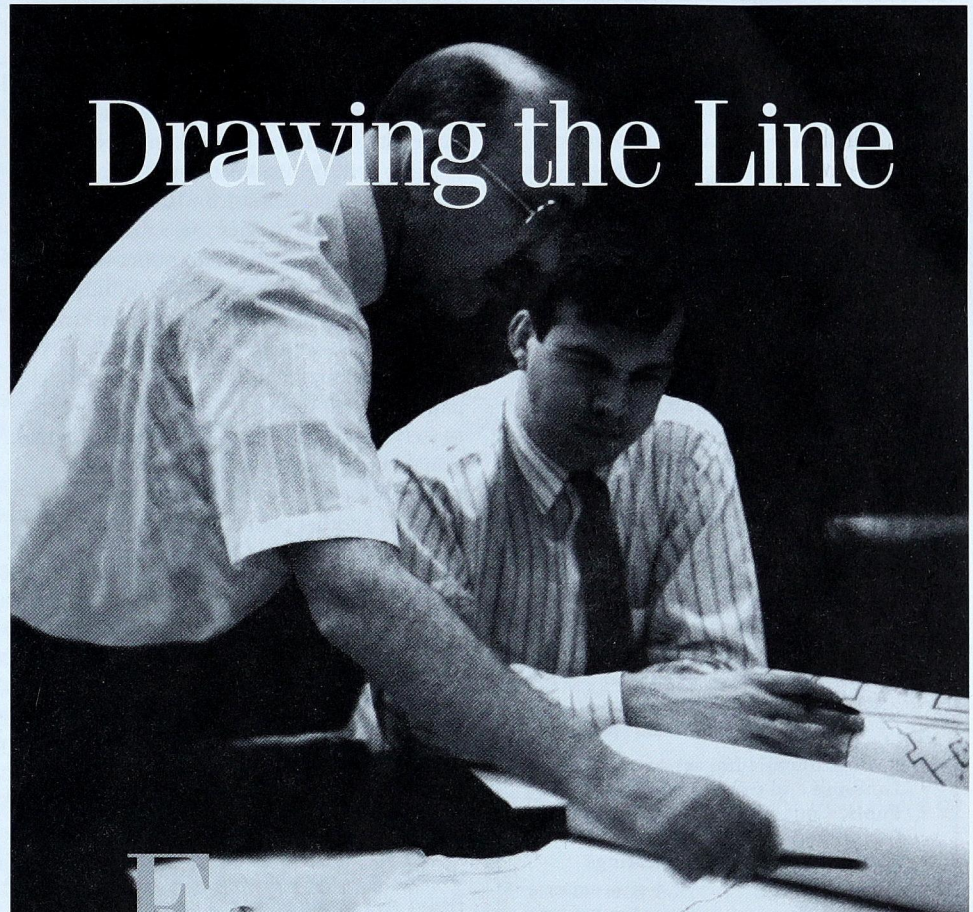
A woman I know is painstaking in her use of the possessive case with the gerund. She is

careful to say, "I didn't appreciate his saying so," rather than "I didn't appreciate him saying so." Her Mrs. McGillicuddy clearly set great store by this minor rule. It's correct, but really, who cares? Mrs. M. would have done better to spend more time on subject-verb agreements, or the use of pronouns, or dangling participles, where a lapse in grammar may lead to ambiguity and confusion.

The ghost of Mrs. McGillicuddy haunts many planners. Much of what she taught is

superstition, not grammar. Her rules do not make us better writers. Unfortunately, these are the rules that people remember, rather than the more important components of effective writing. Let's leave Mrs. McGillicuddy behind us, along with all the other things we've outgrown since elementary school, like saddle shoes, Play-Doh and bicycles with trainer wheels.

*Philippa Campsie is Deputy Editor of the Journal. She is the principal of Philippa Campsie Editorial Services.*



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## City of Toronto's Zoning By-law Found to be "Inexorably devastating" and "profoundly repugnant"

The Ontario Municipal Board in a decision issued on December 16, 1997 dismissed the appeals against By-law 1997-0369 filed by Mr. Russell and Mrs. Dickinson. Both appellants owned vacant, but residentially zoned properties in Rosedale, a community in the City of Toronto. The properties are adjacent to ravine lands. (The plight of Mrs. Dickinson who was seeking to sell her parcel in order to finance her retirement attracted significant press attention in the months preceding this decision. The City's By-law would have rendered the lot undevelopable by zoning it as open space.)

Following the 1997 decision, the owners brought a motion pursuant to Section 43 of the Ontario Municipal Board Act for an order to vary or rescind the decision, challenging it principally on the grounds that the Board "erred in that it did not acknowledge the principle that a municipality cannot designate or zone privately owned lands for public or recreational purposes and thus deprive an owner of a right to use the lands for pur-

poses otherwise permitted, unless the municipality is prepared to acquire the lands."

The Board found that since a majority of the premises in question lie between the defined top of bank, the lands would be undevelopable and as such the effect of the impugned by-law would be "profound and inexorably devastating" as the underlying zoning rights are effectively removed, thereby completely sterilizing the lands.

The Board repeated and applied a long standing principle to ensure that privately owned lands will not be used for public purposes by zoning instruments unless there is a stated municipal initiative to expropriate or acquire the lands in question, subject of course to the recognized exceptions where the health and safety of existing or future inhabitants are involved. Where imminent hazards to the well being of the community are at question, the Board recognizes municipalities should have the unfettered discretion to sterilize the use of lands, without the additional burden of compensation. A distinction was drawn between a downzoning affecting another public agency's lands on the basis that it would not prohibit the use of the lands for the purpose for which it was acquired.

The Board found that By-law 1997-0369 was "profoundly repugnant". The error made in the Board's previous decision was of such magnitude that the Board decided to set aside the December 16, 1997 decision. Given the facts surrounding this matter, the Board also took the unusual step of utilizing its full discretion and power under the provisions of Section 43 of the Ontario Municipal Board Act by allowing the appeals against the By-law to exempt the two properties,

thereby eliminating the need for another full hearing.

The City solicitor has sought leave to appeal.  
Source: *Decision of the Ontario Municipal Board*

File Nos.: R960015, R960350, M960057, R970122, R970243, R970243

Case No.: PL967756

## What Constitutes a "Threatened" Species?

Nugget Construction Company Limited proposed a residential plan of subdivision within 120 metres of a provincially significant wetland in the Town of Ajax. At issue was whether the Environmental Impact Statement (EIS) was sufficient in the manner in which it dealt with the hooded warbler and potential impacts of the development on its habitat.

The hooded warbler is considered a "threatened" species on a national basis. Its status in Ontario was subject to some debate, as was the applicability and consideration under Section 2.3 of the Provincial Policy Statements (and the definition of endangered species).

As part of the field work conducted to compile the EIS, the proponent's consultants collectively gave evidence before the Ontario Municipal Board to the effect that "one sighting of a rare species does not constitute a significant habitat."

Ultimately, the Board did not make a determination as to whether or not the hooded warbler is a vulnerable or threatened species. The Board preferred the evidence of the proponent's consultants that one sighting does not automatically create a habitat concern. The Board found it significant to note that it was the field work of the proponent's consultants which spotted the hooded warbler and not the objectors.

Having regard to the Provincial Policy Statements, the Board concluded that the proposed development was not in conflict with the Natural Heritage Policies and accepted the EIS as being sufficient.

Source: *Decision of the Ontario Municipal Board*

File Nos.: Z970011, O970069, S970047, O970231

Case No.: PL970148

Paul Chronis, MCIP, RPP is the Journal's contributing editor for reports on the OMB. You are encouraged to contact Paul and let him know about any recent OMB decision with which you are familiar that may be of interest to readers of the Journal. Paul Chronis is a Senior Planner with Weir & Foulds in Toronto. He can be reached at [chronis@weirfoulds.com](mailto:chronis@weirfoulds.com) or by phone at (416) 947-5069. His fax is (416) 365-1876.

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## President's Message

# Turning Vision into Reality: Achieving The Planners' "3 R's"

By Ron Shishido

As the millennium approaches planners are facing major change. This is creating both redundancies and new opportunities for planners. The theme of the 1998 OPPI Symposium in Kingston was "Breaking Out". The Symposium Organizing Committee defined this to mean "Stretching the limits of our knowledge base to utilize our skills in non-traditional ways to prepare for tomorrow's reality." As planners we must continue to challenge ourselves to "Break Out" of our old comfort zones to capitalize on the opportunities for success that are out there. OPPI must step forward to assist members in meeting that success.

In a 1997 member survey, planners clearly articulated the "3 Rs" of the professional planner. They are:

- Recognition by the public of the planner's role in sound decision making;
- Respect for and Recognition of the RPP designation at the symbol and standard of professional planning;
- Enhanced Remuneration for the RPP designation and skills renewal through professional development.

Member consultation through the current process for the 1998 Strategic Plan update is confirming those goals. Effective leadership by the President and Council will be fundamental to achieving our "3 Rs".

At its meeting in August, 1998, OPPI Council endorsed the establishment of a special purpose task force. The mandate of the task force is to develop a "Recognition Strategy and Action Plan" to redefine public recognition of planning and

the planning profession. The task force will address:

- Strategies and actions for broadening the community's understanding of planning;
- Strategies and actions for building positive public recognition of the RPP;
- Strategies and actions for building more effective government relations; and
- Media relations strategies and actions to enhance our public image.

The task force will formally present its findings to the membership at the 1999 AGM. The recognition strategy and action plans will be adopted by Council as the Planners' "Road Map to Public Recognition." In the coming months Council will be finalizing the task force membership and the terms of reference for the review. Member involvement throughout the review is of paramount importance to Council. This initiative is a first step towards implementing the OPPI Strategic Plan.

As Council embarks on our journey to turn the vision for the "3 Rs" into reality, I invite you to participate in this exciting endeavour. I look forward to serving you, the members, over the next two years.

*Ron Shishido, MCIP, RPP, began his term as OPPI President at the close of the 1997 AGM on August 18th. He is a partner with Dillon Consulting.*

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# Excellence Rewarded

The 1998 Excellence in Planning Awards - District award winners were announced at the recent OPPI Symposium in Kingston. The Awards Program recognizes excellence in all aspects of planning, and promotes a strong awareness of planning as a profession. Forty-four entries were received for this year's competition, resulting in four Outstanding Planning Awards and 12 Professional Merit Awards. The winners at the District level now move on to be judged at the Provincial level.

A special thanks goes out to the District jurors for their efforts. They were:

Northern District: Heather Robertson, Don McConnell, Dale Ashbee

Central District: Vladimir Matus, Karen Bricker, Reiner Jaakson

Southwest District: Carla Ladd, Tiziano Zaghi, Wayne Caldwell

Eastern District: Tony Sroka, David Gordon, Arnold Faintuck

The winners are:

## Central District

### Outstanding Planning Awards

Signposts on the Trail to VISION 2020: Hamilton-Wentworth's Sustainability Indicators Regional Municipality of Hamilton-Wentworth - Strategic Planning Division, Hamilton-Wentworth Environment Department

Oakville's Uptown Core - Urban Strategies Inc.; Town of Oakville Planning Department; The Metrontario Group

Vaughan Corporate Centre Secondary Planning Study - The Planning Partnership; duToit Allsopp Hillier; McCormick Rankin; City of Vaughan Planning Department

### Professional Merit Awards

Churchill Meadows Neighbourhood Concept Plan, Principles and Urban Design Guidelines - The City of Mississauga Churchill Meadows Neighbourhood Concept Plan Core Project Team; The Planning Partnership; du Toit Allsopp Hillier.

Olde Town Urban Design Plan - City of Stoney Creek - City of Stoney Creek Planning

Department; Sonny Tomic (This project also won an honour award for urban design from CIP, presented in Winnipeg.)

North York City Centre Urban Design, Final

Recommendations - du Toit Allsopp Hillier;

The Planning Partnership; ENTRA Consultants Inc.

Replacement Housing Design Guidelines Study -

City of Toronto (North York Civic Centre) Planning

Department The Downsview Lands

Redevelopment Project, Public Consultation and

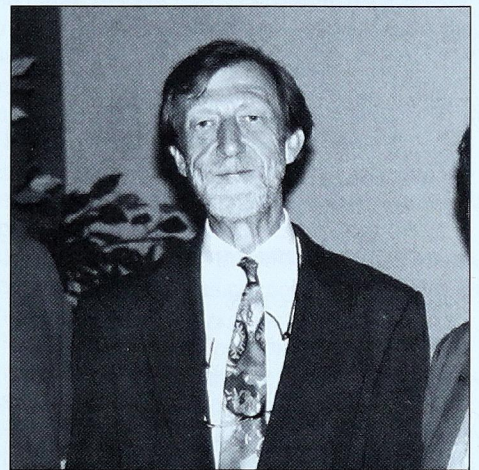
Education Process - Canada Lands Company; City of

Toronto - North York Planning Department

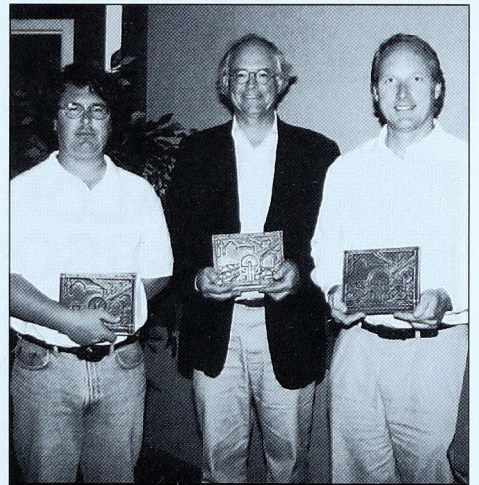
Public Safety and Development Review



Marilyn Bacquie and John Zipay, City of Mississauga



Robert Allsopp, du Toit Allsopp Hillier



Ron Palmer, Bob Lehman, Jim Dymont, The Planning Partnership



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Guidelines - City of Toronto - Scarborough, Planning & Buildings Department

GTA Urban Density Study - The Planning Partnership; IBI Group; Hill & Knowlton/Decima Research; Office for the Greater Toronto Area

### Southwest District

#### Outstanding Planning Awards

Waterloo Westside Trail System Master Plan - Planning & Engineering Initiatives Ltd.; City of Waterloo Development Services Department

#### Professional Merit Awards

Enterprise 21 - Fast Tracking to the Future - City of Kitchener, Department of Planning & Development

City of Waterloo Mixed Use Nodes - Urban Design Guidelines - Green Scheels Pidgeon Planning Consultants Limited; Snider, Reichard, March Architects; City of Waterloo

Trend Spotting: A Demographic Analysis of the Regional Municipality of Waterloo - MacNaughton Hermsen Britton Clarkson Planning Limited; David McKay

### Eastern District

#### Professional Merit Awards

Official Plan - Regional Municipality of Ottawa-Carleton - Planning and Development Approvals Department, Regional Municipality of Ottawa-Carleton

### Northern District

#### Professional Merit Award

Town of Fort Frances Official Plan - The

Planning Partnership; The Town of Fort Frances Planning Committee

### CIP Grand Prize

The S. George Rich Award for Planning Excellence was presented in Winnipeg to Gary Wilkins of the Toronto and Region Conservation Authority for "A Strategy for a Healthy Humber River and A Call to Action." Also named in the award were the Humber River Watershed Task Force.

As a fellow of the Institute, George Rich is



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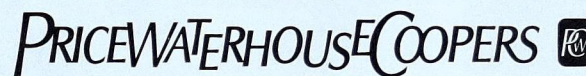
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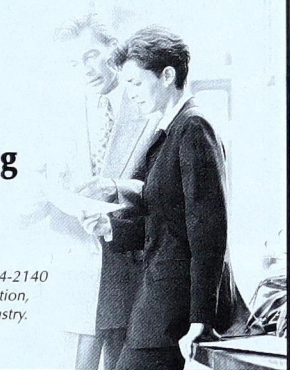
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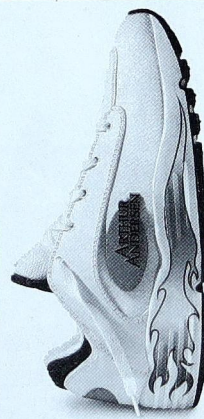
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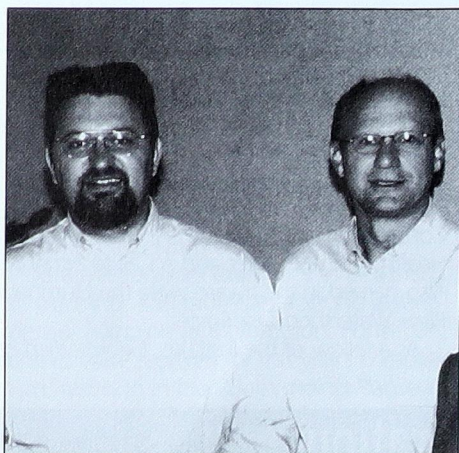
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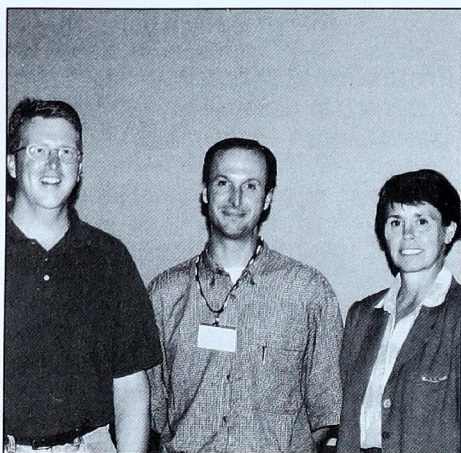
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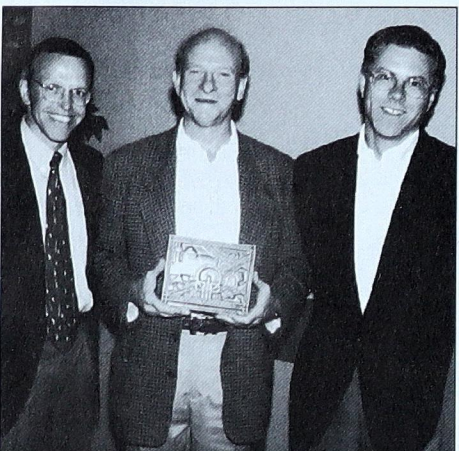
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**Hugh Handy, Peter Walberg,  
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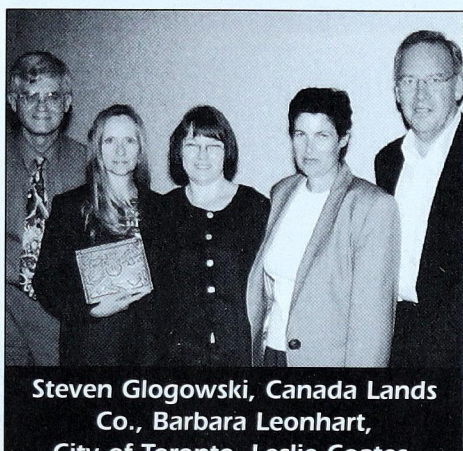
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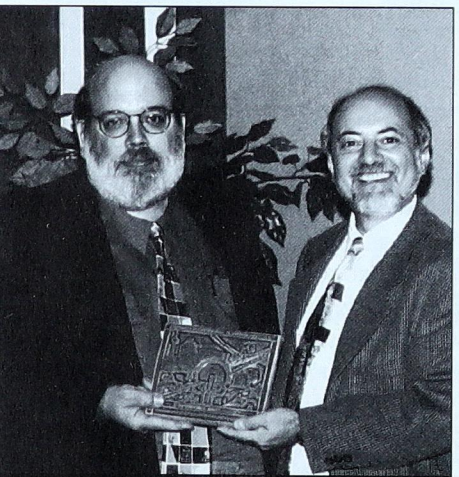
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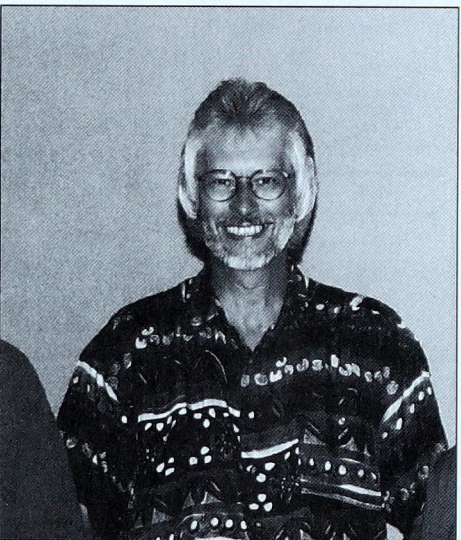
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**Sitting (l to r) Paul Puopolo,  
Planning and Engineering  
Initiatives. Standing (l to r) Hugh  
Handy, Glenn Scheels, Green  
Scheeds Pidgeon, Valerie Cranmer,  
David McKay, MacNaughton  
Hermesen Britton Clarkson, Terry  
Boutlier, City of Kitchener**

well known for his association with the RPP initiative. Less well known is his long time association with the City of Winnipeg, having held several key positions with the Metropolitan Planning Commission and later with Metro Winnipeg Corporation.

### Member Service Recognized

Two members of OPPI were recognized at the Annual General Meeting in Kingston for their outstanding service to the Institute and the planning profession. President Valerie Cranmer announced that the nomi-

nations of Barbara Dembek and Sylvie Grenier were unanimously endorsed by OPPI Council. Both Barbara and Sylvie have given generously of their time and expertise in furthering the planning profession.

### Scholarships Awarded

Peter Walberg of Queen's University was presented with the 1998 Gerald Carrothers Graduate Scholarship; and Belinda Morale of Ryerson Polytechnic University was presented with the 1998 OPPI Undergraduate

Scholarship. Both recipients demonstrated excellence in academic achievement, and community involvement.

### CIP Fellow Honoured

CIP President Patrick Déoux presented Nigel Richardson with his Fellow Certificate. Nigel was one of eight OPPI members named as Fellows in 1998 but was unable to accept this honour in Winnipeg. OPPI was thrilled to host this presentation.

## New Full Members

Congratulations to the following newly elected members

Murray E. Haight	SD	University of Waterloo
Jeffrey M. Leunissen	SD	City of London
Dino L. Lombardi	CD	
Virginia W. MacLaren	CD	University of Toronto
David M. Marucci	CD	City of Mississauga
Grant McGregor	CD	Regional Municipality of Durham
Nancy H. Ord	CD	City of Port Colborne
MaryFrances Turner	CD	Town of Markham

## New Provisional Members

Raymond AsomaniBoateng	SD	
Bryce G. Baker	CD	
Philip C. Beard	SD	Maitland Valley Conservation Authority
Diana Biuk	CD	Green Scheels Pidgeon Planning Consultants Ltd.
Pierre J. Chauvin	SD	Upper Grand District School Board
Linda Chung	CD	Parkin Architects Ltd.
Pamela M. Cooper	CD	City of Brampton
Maria D. Gatti	CD	McCarthy Tetrault
Gyula J. Gergely	ED	Department of National Defence
Dennis W. Gratton	ED	Oliver, Mangione, McCalla & Associates
Chun Hua	CD	
David R. Hunwicks	CD	
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Angela S. Janzen	SD	City of Toronto
Tony K. Lam	SD	J.J. Barnicke Ltd.
Gary L.L. Lambright	CD	Kentridge Johnston Ltd.

Nancy L. Morand	SD	City of Windsor
James Muraca	CD	Town of Lincoln
Kevin J. Neil	ED	City of Kanata
Sean H. Rathwell	ED	OttawaCarleton Regional Transit Commission
Steven W. Ronald	CD	PMA Brethour Group
Ellen M. Savoia	CD	City of St. Catharines
Christopher A. Tyrrell	CD	Marshall Macklin Monaghan Ltd.
Anna C. Vakil	SD	University of Windsor
Alan Waterfield	CD	Malone Given Parsons Ltd.
Marco E. Winter	CD	Weston Consulting Group Inc.
Carolyn S. Woodland	CD	Hough Woodland Naylor Dance Leinster Ltd.
Nicole A. Young	CD	

## Notice of Removal from Membership

The following have been removed from the membership rolls of OPPI and are therefore no longer eligible to use the designations "Registered Professional Planner" and "RPP" in accordance with the Ontario Professional Planners Institute Act, 1994:

### Retired Member

A. Harold Rendall

### Full Members

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Shauna G. Brail

Ronald F. Brown

James J. Burke

Jerry D. Dolcetti

Brian Hudson

Ksenija Klinger Breszina

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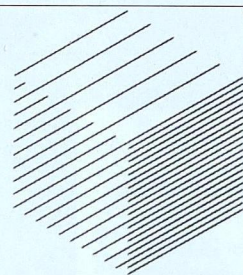
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The 1999 OPPI Conference is scheduled to be held at Blue Mountain Resort in Collingwood from September 22 to 25, 1999. The conference will be based on the theme "Beyond the Horizon". The secondary themes include: "The Future - What will it look Like?", "The Planning Profession" and "Looking Outward". Within these broad themes, the program team will attempt to provide a cross section of water, land, social, economic and political issues. Proposed activities will include presentations on the conference's themes, round table discussions and interactive workshops. Training and networking workshops are being proposed.



### CONTACT

The 1999 OPPI Conference Committee invites those individuals, groups and corporations interested in sponsoring a workshop session, or submitting a proposal for a presentation, to contact:  
Ruth Coursey, Program Chair  
(905) 478-4282 Fax (905) 4782808  
1900 Leslie Street  
Sharon, Ontario L0G 1V0

### REQUEST FOR SPONSORS

If you would like to sponsor one of the sessions currently being organized, please contact Wendy Nott at (416) 968-3511 or the OPPI office, as soon as possible. Sponsors will be provided with a list of available sessions, the sponsorship fee and the method of recognition. Alternatively, you can propose a topic and session as outlined in the invitation to submit proposals.

### INVITATION TO SUBMIT PROPOSALS

Proposals for speakers and specific sessions should include a summary of the topic, and identify how it relates to the conference title and themes. The names, resumes and references

respecting previous speaking experience should also be included with the proposal. Proposals should also identify the type of session proposed and any equipment that will be required.

### DEADLINE

In order for the Program Committee to meet its commitments, expressions of interest in presenting or sponsoring a session at the 1999 conference should be submitted before December 1, 1998. Proposals submitted after that date will be considered subject to scheduling.

### REGISTRATION

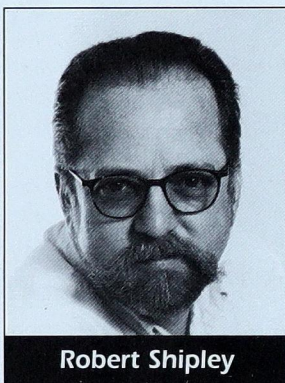
The Ontario Professional Planners Institute is a non-profit organization, and the conference planning team is composed of volunteers. Although we sincerely want your participation, we are unable to waive the registration fee for speakers who want to attend other conference events. Speakers are encouraged to support the Institute and register for the conference. Please share your experience, knowledge and expertise with the planning community.

## 30 / IN PRINT

### Celebrity reviewers

## Balanced Coverage the Goal

In this issue we introduce a new feature. I hesitate to call these "celebrity reviews" but in addition from OPPI members who have responded to our request for reviewers we are going to hear from people who hold or have held prominent positions in the planning community or areas. Alan Tonks, the Greater Toronto Area Moderator, begins this sec-



Robert Shipley

tion by reviewing a book that deals with the concept of the "city region." It is an idea on which Mr. Tonks is uniquely positioned to comment. To maintain our balance of subjects the other review in this issue focuses on rural planning, a different but no less important matter. Comment in the latter case comes from George Nicholson, one of Niagara's most experienced

and insightful planners.

Response to the Journal's new book review initiative has been very positive. We welcome any comment, suggestion or further volunteers.

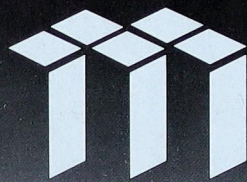
## Regional Excellence: Governing Together To Compete Globally And Flourish Locally

Author: William R. Dodge  
Date: 1996  
Publisher: National League of Cities \*  
Pages: 411  
Price: \$23.00 US (includes shipping and handling)

Review by Alan Tonks

How can community leaders and citizens in an urban region ensure that the challenges cutting across their communities are addressed in a timely, flexible and effective manner? How can they build the capacity to "take advantage of regional opportunities before they are lost and prevent regional threats from exploding into crisis"? Regional Excellence is an insightful and practical resource for people interested in answering these and related questions.

William R. Dodge is Executive Director of the National Association of Regional Councils and a leader in the examination of regional challenges in the United States. He



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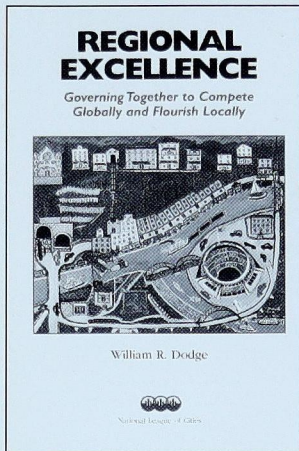
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describes Regional Excellence as "a holistic regional governance catalog" which shares not only a wide range of experiences in regional problem-solving and service delivery, but also "a framework for achieving regional governance excellence."

Regional governance includes all the interactions among community officials, citizens, private and non-profit sector organizations. It is intended to identify and address challenges that cut across communities. Dodge goes to great lengths to clarify that, in the regional context, "governance" is not the same as "government."



Regional Excellence opens with a discussion of the ever-increasing importance of regional governance and the change-drivers behind it. While acknowledging America's limited suc-

cess in moving beyond ad hoc regional initiatives, Dodge goes on to map out the "regional renaissance." He argues that, to be successful, regional governance must be:

- prominent - as visible and important as the challenges it is addressing;
- strategic - based on a consensus of a future-oriented vision with collective priorities;
- equitable - overcoming localized economic disparities;
- empowering - building a sense of regional citizenship; and
- institutionalized - linking regional problem-solving with service-delivery mechanisms to provide the framework for a coherent regional governance network.

Regional Excellence does not provide a one-size-fits-all blueprint, but is a valuable resource for anyone involved in building municipal capacity to address regional challenges. Background information is provided on each component, along with descriptions of possible initiatives and specific examples from regions across the US and Canada. Contact names and telephone numbers are provided for those seeking additional information. The book concludes with a road map designed to start and shape the process. A note of caution - the book is weak on Canadian experiences, being rooted in the experiences of American metropolitan regions.

The release of Regional Excellence is time-

ly, as local authorities here in North America and elsewhere look for new approaches to address regional challenges and to compete in a global economy. It helps us to understand that municipal efficiency and effectiveness must be viewed not only from a local perspective, but also in the context of a community's social, environmental and economic region.

I believe that here in the GTA, the proposed establishment of a Greater Toronto Services Board (GTSB) offers an exciting opportunity for practical implementation of initiatives aimed at excellence in regional governance. In keeping with Dodge's recommended approach for institutionalizing regional governance capacity, the GTSB is designed as a regional problem-solver and coordinator of economic development, transportation and other infrastructure. As Canadian concepts of regionalism evolve into the new millennium, we can only benefit from lessons being learned and shared by urban regions in the US and around the world.

*Alan Tonks is moderating the public review of legislation to establish the Greater Toronto Services Board. He was Metro Toronto Chairman from 1988 to 1997 and before that Mayor of the City of York. In 1993 he was elected Vice-President of the World Executive of the International Union Of Local Authorities (IULA) and to the National Board of Directors of the Federation of Canadian Municipalities (FCM). He holds Masters degrees from York University in Political Economy and in Education from the University of Toronto.*

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### The Countryside In Ontario: Evolution, Current Challenges And Future Directions

*Editors:* Michael Troughton and J. Gordon Nelson

*Date:* 1998

*Publisher:* Heritage Resources Centre,  
University of Waterloo

*Pages:* 98

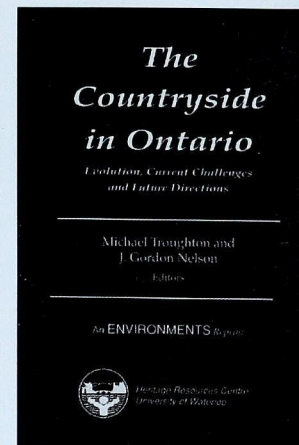
*Price:* \$16.00

*Review by George Nicholson*

This book, the first in the Environments\* Reprint Series, examines past, present, and future aspects of countryside planning in Ontario. It contains articles previously published in the journal Environments and reproduced in book form because of their special interest. Key points are presented under the

three topics in the title: Evolution, Current Challenges, and Future Directions.


The evolution of the countryside landscape is captured in two insightful articles. In one, Fuller identifies three historical periods: the Short Distance Society of pioneer and pre-auto days, the Industrial Society through which larger centres developed, and the Open Society when more interactions between a variety of places became common. In the other article Hilts identifies three geographic landscapes in Ontario: the Agricultural Heartland, the Greater Toronto Area, and the Rural Non-Farm Playground North of Toronto.



Current Challenges is the most extensive section. Cox discusses wetlands and wildlife, Van Osch reviews farm planning, especially the Environmental Farm Plan Program, Beechey and McLeod look

at parks and heritage areas, Robbins reviews the role of tourism, with a particularly interesting section on Eco-Tourism, and Gibson identifies the current political context. An overview article by Watson and LaBelle compares countryside planning approaches in the United States, Canada, and England.

Finally, the Future Directions aspect is rather briefly dealt with. Davidson's article on changing directions for Planning Policy in Ontario suggests that the local communities combined with special interest groups will be the focus of



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countryside planning in the foreseeable future. Hilt's article refers to the regulatory approach, public acquisition of land, and the voluntary private stewardship and community development programs as policy alternatives.

This book is timely, as the countryside is under increasing threats from urbanization, non-farm uses, and economic difficulties in some sectors of the farm community. Hilt's questions are critical:

- Can we successfully deal with an expanding metropolitan Toronto area and its effect on Southern Ontario?

- Can we successfully deal with water quality degradation and the environmental effect of "normal farming practices?"
- Can we maintain a competitive agricultural economy in the face of global competition?
- Can we promote a broader ecosystems approach to encourage biodiversity?
- Can local communities survive economically with free trade and metropolitan influence?

Unfortunately these questions are not dealt with in any detail. The future of the countryside preservationist movement does not look

rosy, as the current policy of community self-reliance may be successful in a slow-growth environment but will be sorely tested in an area under severe development pressure.

On a more positive note, voluntary private stewardship programs raise the environmental awareness of farmers, though whether or not these will be taken up on a sufficient scale to have a major societal effect remains to be seen. Also the Eco-Tourism framework that is presented should help in developing a more sustainable tourism economy, and Agri-Tourism, a recent variant of Eco-Tourism, should be considered within that framework.

This book, with its numerous references, is a useful overview of countryside planning issues. However, as might be expected in the current political environment, it is better at identifying challenges than it is in proposing solutions.

\* *Environments* is a journal of interdisciplinary studies that has been published at the University of Waterloo for many years.

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

*Robert Shipley, contributing editor for Books, can be reached at  
rshipley@cousteau.uwaterloo.ca*

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