

ONTARIO PLANNING JOURNAL

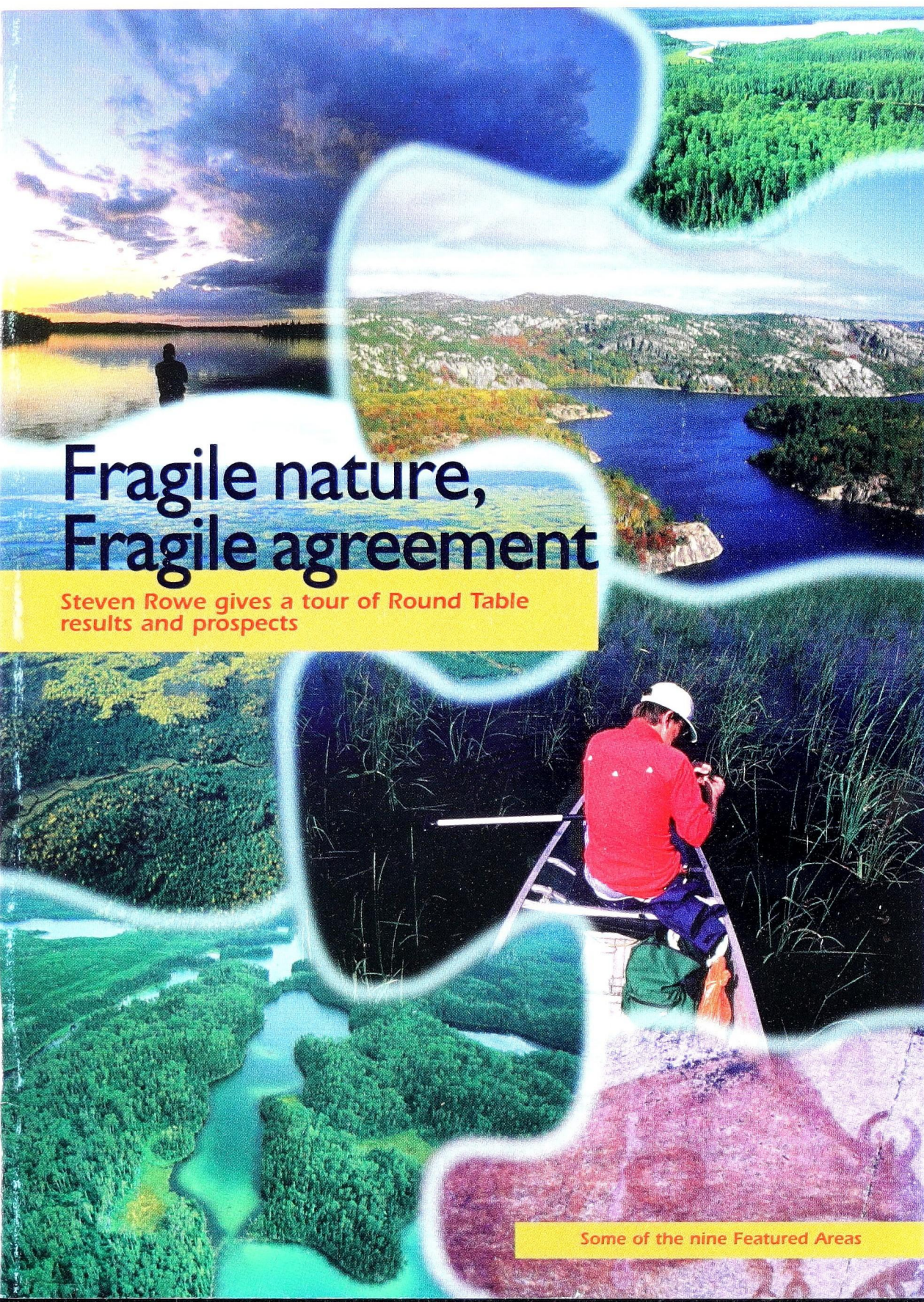
ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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NUMBER 3



Fragile nature, Fragile agreement

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From Lands to Life to Living Legacy

Where Do We Go From Here?

By Steven Rowe

The announcements in late March were exhilarating. Here is a planning process that was revived by order of Premier Mike Harris, with results that produced praise from interests as diverse as Earthroots, associated with long battles over old growth forest in Temagami, and Domtar, a large paper manufacturer. How was this level of consensus achieved, and how will the new allocation of natural resources affect northern communities?

Lands for Life

The area affected by the Lands for Life (LFL) process extends across Ontario from the latitude of Peterborough and Midland, as far north as the limit of timber licencing. The process was initiated in spring 1997 with the formation of a "Round Table" for each of three planning areas—Great Lakes-St. Lawrence, Boreal East, and Boreal West. They were mandated to:

- complete Ontario's system of parks and protected areas;
- provide new opportunities for outdoor tourism;
- provide greater certainty for resource users, and;
- offer expanded opportunities for outdoor recreation, including hunting and fishing.

The Round Tables released their consolidated recommendations in Fall 1998. Although the 242 recommendations covered a huge scope, most attention was focused on the proposal to increase parks and protected areas from 6.7% to 8.2% of the planning area (another 1.3% of the planning area consists of that part of Algonquin Park open to logging, and is excluded in the area figures in this article). This proposal did not meet the aspirations of environmental groups and many members of the public, and encountered strong opposition.



Killarney, one of nine featured areas

The Partnership for Public Lands

In November 1998 the Partnership for Public Lands, a coalition of environmental groups headed by the World Wildlife Fund, the Federation of Ontario Naturalists and the Wildlands League, released "Planning for Prosperity", which was a business case for expanding protected areas to 15-20% of the planning area, rather than 8.2%. The Partnership claimed that employment levels could be maintained by encouraging intensive forestry in appropriate areas as well as "value added" resource based industries. The retention of undisturbed wilderness areas would be important in serving an expanding market for ecotourism, which would also create employment.

As suggested in the Planning for Prosperity report, Premier Harris initiated further negotiations between the Partnership and industry representatives. Rather than the 15-20% suggested by the Partnership, 2.4 million hectares of land on 378 sites would be placed in protected areas, bringing the total to 12% of the planning area. There are provisions in the Forest Accord to add further to these sites in the future, by mutual agreement. All of this would be done without reducing the supply or increasing the price of wood at the mills. According to Marie Rauter, the President of the Ontario Forest Industries Association, the government will be look-

ing for other forestry company signatories to the Accord. Some members of her Association did not sign until further information had been provided by MNR, after the Accord was released.

Protected areas include new and expanded Provincial Parks (under the Provincial Parks Act) and Conservation Reserves (under the Public Lands Act). Some of the protected land areas fall within nine "featured areas", such as the Great Lakes Heritage Coast, Killarney and the Kawartha Highlands.

There would be differences between new and existing Provincial Parks. In the new areas, hunting would be permitted as of right, and where significant mineral reserves are found new park areas may be displaced and replaced with other equivalent areas.

Within the "General Use" designation that would cover most of the remaining land, some areas would fall within "Enhanced Management Areas", which provide more detailed land use direction in areas of special features or values. Of the seven categories of Enhanced Management Area, two—"Tourism" and "Intensive Forestry"—will not be identified on maps until further studies have been undertaken. The Intensive Forestry category represents a significant part of the Strategy, however, since it is intended to partly compensate for

timber capacity displaced by the designation of additional protected areas. The Forest Accord provides for best efforts to be made to provide relief of environmental requirements to allow for intensive forestry, and to lengthen the term of forest management plans.

Existing MNR District Land Use Guidelines will continue to provide detailed resource management direction, particularly in General Use Areas not dealt with in the Strategy.

The Forest Accord also provides for a \$30 million "Living Legacy Trust Fund." This would be used to provide compensation to lumber companies for increased costs and lost volume and investment resulting from the LFL process, and to undertake research into fish and wildlife management. A Forest Science Partnership and an Ontario Forest Accord Advisory Board would be established to assist in implementation and monitoring.

Consultation

LFL was a public process, with extensive opportunities for public involvement. In her recently released 1998 annual report, the Environmental Commissioner of Ontario found shortcomings in LFL, indicating that the volume of response was higher than expected and that there were shortcuts in consultation. The Commissioner recommended that further consultation be undertaken. The Living Legacy document is currently under public review, although the Forest Accord is likely a final document.

The subsequent negotiations leading to the Living Legacy and particularly the Ontario Forest Accord were held behind closed doors. There has been some disappointment that a public process could not reach a resolution without resorting to private negotiations.

Despite this, it is widely believed that LFL represents a substantial improvement over previous resource management planning practice in Ontario.

Outstanding Issues

The Living Legacy and the Forest Accord represent a substantial achievement but some questions remain.

According to Ric Symmes, coordinator of the Partnership for Public Lands, much of the additional land that would be placed in protected areas comprises rocky or wetland areas and is not useful for forestry, so displacement of forestry employment would not be as great as it might appear.

Intensive forestry would take place on



The wildrice harvest

Will new forest management practices compensate for employment lost through the designation of protected lands?

Information provided by the Ontario Forest Industries Association indicates that the industry provided direct employment for 34,200 workers in Ontario in 1997, and an additional 68,000 indirect jobs. Reductions in the areas available for tree cutting clearly have important implications for employment and the prosperity of northern communities.

more productive lands in proximity to existing mills. According to Marie Rauter, there are areas near existing forest-based communities that would be candidates for intensive forestry. Increases in productivity are possible through genetic improvement and improved forestry techniques, but the benefits would be achieved only over the long term. The delay will require reliance on other methods to produce employment in the short to medium term, such as more efficient harvesting of existing forest stands and development of secondary timber-related industries.

The Forest Accord provides for expansion of tree cutting into lands north of the planning area, provided there is full agreement from First Nations communities. Although these areas are remote and less productive for forestry, they may provide some compensation for displaced capacity in the protected areas.

There would likely be some further economic benefit from increased long term security brought about by the Strategy and the Accord, and the consensus they represent. Forestry companies can now plan for the future with greater confidence.

Photo: Ministry of Natural Resources



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What would be the environmental effects on lands outside the protected areas?

Ric Symmes suggests that up to 30% of the General Use Area could be allocated for intensive forestry. There are provisions in the Forest Accord to allow environmental requirements that currently apply in Crown forests to be relaxed in intensive forestry areas. This could include reduced protection of pine marten habitat and the use of chemicals and fertilizers. Despite this, Symmes feels that there will be significant compensating benefits in the management of other General Use Areas. Also, representation of environmental interests on the Ontario Forest Accord Advisory Board will enable environmental interests to maintain a "window" on the implementation of the Accord, and to contribute to terms of reference for scientific research.

How will the new Protected Areas be managed?

The area of parks and protected areas under provincial jurisdiction will almost double. Although the Forest Accord provides funds for forestry and wildlife resource research, no funding was allocated for the management of

the new park areas. It seems that Ontario Parks is expected to manage these areas from its own revenue. While some of the new parks will be popular destinations and provide opportunities for increased income, others are remote and inaccessible. It may prove difficult to provide an appropriate level of protection.

The Future

It will be interesting to see whether parties that were not included in the Accord—the hunters and fishermen, the tourist lodges and outfitters, the mining industry and some forestry firms—will join the consensus and whether the claimed level of unity will be maintained. It has been reported that the Ministry of Northern Development and Mines has encouraged mining prospectors to continue staking claims in areas proposed for protection, and issues such as this could destabilize the current climate of consensus. Also, it remains to be seen how proposals will be implemented on the ground—a recent audit conducted by the Wildlands League claims that forestry companies do not have a high level of compliance with provincial requirements.

At the recent annual conference of the Ontario Association for Impact Assessment, Ric Symmes and Marie Rauter agreed that a

"fragile trust" has been reached—and they were heard to congratulate each other on their respective presentations! Given the intractable nature of the issues surrounding northern resource planning in the past, the progress achieved to date is remarkable. The stakes are high, and success will do a great deal to provide a sound basis for future investment in the north and vitality for northern communities, while ensuring long term protection for the most valued and sensitive natural areas.

Steven Rowe, MCIP, RPP is a consultant in private practice based in Toronto. He has contributed several major articles to the Journal in the past and has extensive experience in complex environmental and related planning issues. Steven can be reached at The author would also like to thank Tony Usher, MCIP, RPP for his help and advice in the preparation of this article.

Note that Tony Usher is coordinating a session entitled "the Future—What Will It Look Like?" on Lands for Life, featuring Dave Watton, Ric Symmes (see article) and Dean Wenborne, member of the Great Lakes-St Lawrence Round Table, at the September OPPI conference.

5 / FEATURES

Community building starts with re-investment

Rethinking Planning for Brownfield Sites

By Steve Willis

The term "brownfield site" conjures up images of blighted industrial wastelands inhabited by ruthless guard dogs and bounded by high barbed wire fences. Another impression that prevails is the demon of the unknown harmful substances in the ground or in the groundwater lurking to cause harm. This is only accurate in some extreme cases. Planning as a profession has the unfortunate viewpoint that these sites represent insurmountable problems. In most cases, that viewpoint is wrong.

Often overlooked is the fact that many brownfield sites are strategically located in the centre of cities or our waterfronts. Their redevelopment can offer major opportunities. Transportation access is often excellent and they possess infrastructure that is more than adequate to service significant redevelopment. On the other hand, while contamination is admittedly a significant technical problem, in most cases there are imple-

mentable solutions. The debate over brownfields in our cities gets mired in questions of liability and responsibility, which diverts the attention from significant planning issues such as how these sites can be restored to contribute to the environmental and economic health of our urban centres.

Redevelopment of brownfield sites is constantly impaired by uncertainty. The uncertainty over current and future liability causes many, but not all, lenders and investors to avoid brownfield redevelopment projects. In addition to the fear of missing "hot spots" on a site, there is a great fear that clean up standards will change, forcing sites to be re-remediated in order to meet future standards. This fear is compounded by the fact that there are no regulatory authorities giving a "sign-off" that sites are sufficiently clean for future uses. There is also uncertainty because it is no longer clear what municipal planning authorities require in

terms of remediation reports, and who within the municipality, if anyone, is going to review them.

In order to help more brownfields to become viable places for change planners must get over the liability issue, and start addressing their role in the redevelopment of these sites. If planning is not proactive,



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Mediation of Planning Issues

the redevelopment of brownfield sites will either bulldoze its way past good planning, or the redevelopment opportunity will evaporate. The public interest is in balancing environmental, public health and economic issues together in a manner that quickly capitalizes on the reinvestment interest.

In 1996, two significant policy decisions were made that substantially influenced the development of brownfield sites. First, the Province announced the new Guidelines for the Clean Up of Contaminated Sites, and second, the Ministry of Environment began to modify its role in planning applications involving brownfield sites. The new guidelines have added more flexibility to remediation strategies, permitting a wider menu of approaches including stratified and risk-based cleanups. In exchange, the new guidelines place a greater focus on documenting remedial activities in the public domain. Site-specific risk assessments and stratified cleanups are reducing the costs of clean ups. Confidence in these types of clean ups of brownfield will grow as more sites are remediated. Public acceptance of risk based cleanups will also improve as the benefits of this approach become apparent.

As senior levels of government consider additional brownfield incentives, such as tax-incremental financing, tax relief for remediation costs, and crediting cleanup costs against government charges and application fees, the feasibility of redeveloping many of these sites will improve.

Municipal planners can contribute to improving the conditions for brownfield redevelopment by committing to a series of



Filling in the holes in the urban fabric

proactive measures:

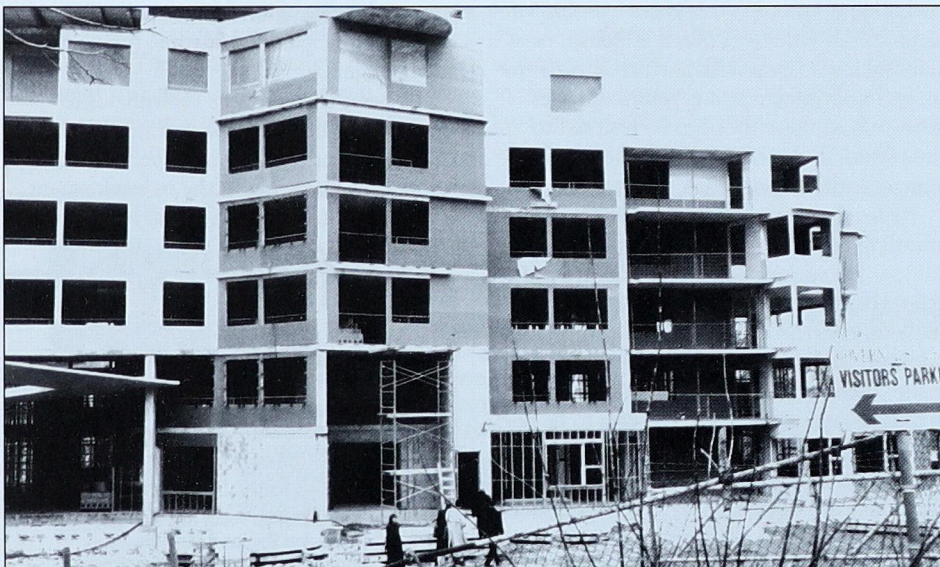
- Planning policies should create a positive environment that encourages brownfield development, and avoids punishing those willing to take on the challenge.
- Planners should be community leaders in understanding the principles of risk-based cleanup.
- Since remediation plans are often based on matching uses to environmental conditions, planners should be prepared to show flexibility in a number of areas including site design and setbacks, landscape requirements, parking lots, locations of utilities and services, as well as

parkland and road conveyances.

- Planners can help bring numerous landowners together to work cooperatively where contamination issues exist in a multi-property or district basis. Managing problems at the right scale is the essential tool for dealing with area-wide contamination issues.
- Planners must find a way of integrating the cleanup process with the planning approval process in a manner that is consistently applied by municipalities and among municipalities. This integration must avoid cumbersome requirements that might cause undue delay to the development process, or which might duplicate the work done by the consulting community.

The fundamental economics of a site remain very important. If you could put aside the contamination issue, would the site redevelop given existing market conditions? If the answer is no, the municipality cannot do much in the short term to change that fact. On the other hand, market forces are coming to bear on brownfield sites, driving the debate as to what truly is the highest and best use of the site. If municipal planners are not prepared for the day that a developer walks in with a real proposal to clean up and redevelop the prominent brownfield sites in their city, those disturbing images of brownfield sites may become a permanent fixture of our urban landscapes.

Steve Willis, MCIP, RPP is a senior planner with Toronto Economic Development Corporation.



Urban Horse Developments in the Town of Dundas has redeveloped a 12 acre former brownfield site for adult lifestyle housing.

Conservation Authorities Gear for New Era

By Al Ruggero and James Stiver

Last of a series on the changes facing Ontario's Conservation Authorities and the development community.

As quasi-government agencies, Conservation Authorities (CAs) traditionally received funding in the form of municipal levies and grants. Now, at a time when the Province is distancing itself from controlling the affairs of CAs and its ministries are reducing their role in reviewing development applications, budgetary cutbacks are forcing CAs across Ontario seek alternative sources of revenue.

Provincial Negotiations Regarding Downloading of Plan Review Functions

In early 1996, the Region of Durham

authorized the execution of a pilot project for a Memorandum of Understanding between the Province of Ontario and the Region regarding the review of municipal plans. This agreement enabled the Region to develop partnerships with its local municipalities and CAs to deliver the transferred Provincial plan review services.

Partnership agreements have since been drafted between Durham Region, the area municipalities and five local CAs (Toronto and Region Conservation Authority (TRCA); Lake Simcoe Region Conservation Authority; Central Lake Ontario Conservation Authority; Ganaraska Region Conservation Authority; Kawartha Region Conservation Authority).

The agreement sets the groundwork for utilizing the expertise and services of the CAs and avoids duplication between the

various review agencies while recognizing the need to share information, improve communication and streamline the development approvals process. The agreement allows for the collection of user fees for a portion of expenditures as part of the restructured financing package.

Establishing a 'Fee for Service' Structure across the GTA

The ability to impose user fees is not addressed in the Transfer Agreements between the Province and the Toronto Area CAs. The TRCA prepared a business plan to provide for this approach, outlining a model Fee For Service Schedule for all development applications within its jurisdiction.

All CAs within the regions of Peel, York, and Durham have agreed to a standardized



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flat-fee structure to ensure consistency. The fees and the collection process will be monitored over time to ensure that the system is working well.

Fee Collection

Preliminary consultation with municipal planning staff determines if the development proposal falls within an area of interest of the CA. The Preliminary Analysis Fee (Screening) is paid by the proponent directly to the respective municipality at the time of application, and then forwarded to the CA. If additional staff efforts are required to provide comments on site vegetation/habitat inspections, slope/top of bank, a Processing/Preliminary Approvals Fee is payable. This information is needed for studies such as Environmental Impact Statements and Stormwater Management Studies.

The third fee is for review and technical approval (Clearance Fee—Final Approvals) to cover site visits, in-house technical reviews of Environmental Impact Reports, engineering studies, etc., and attendance at review meetings, in addition to the added administrative work required. When consolidated applications are submitted, the highest fee will apply.

Authority Interests

The TRCA has prepared a screening map to cover natural and waterfront areas subject to TRCA review that shows lands affected by natural hazards and natural heritage features. If an application for plan of subdivision or condominium, official plan or zoning by-law amendment, site plan or application for consent or variance is within these identified areas, this triggers the review process.

TRCA Staff will review the proposal and determine how it will affect, or be affected

by the natural features. Specific recommendations are forwarded directly to the municipality. After the preliminary review, the TRCA may determine that extensive investigation and report preparation is required, in which case additional fees will be charged and collected by the CA.

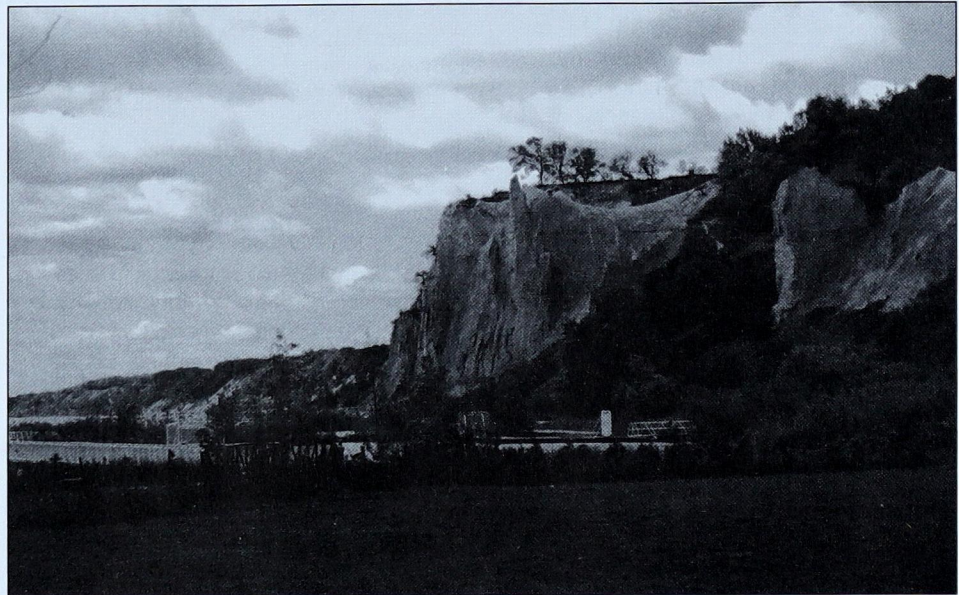
What does this mean to the development community?

The primary objective of pre-screening

saving time and cost to municipalities and the proponents;

- improves overall customer service.

As with most examples of downloading responsibility and costs, the onus for payment tends to work its way down the system. Consequently, as the main benefactor of a proposed development, the proponent is expected to bear the costs associated with expert review. There should nevertheless be



Conservation authorities have helped to preserve natural heritage. Who pays next time?

applications by the respective municipality is to eliminate the circulation of applications that do not require CA input. As a result, pre-screening offers benefits to the municipality and land developers:

- adds value to TRCA input and review;
- reduces the total number of applications received and reviewed by the TRCA,

a corresponding financial benefit if duplication of reviews is eliminated and timeframes are shortened.


Conclusion

The function provided by Conservation Authorities in Ontario has recently been jeopardized. The Province is no longer reviewing any development applications and budgetary cutbacks are forcing authorities across Ontario to seek alternative sources of revenue. Municipalities faced with budgetary cutbacks of their own cannot justify the expense of specialized staff or the specialized equipment and resources required. This has resulted in support for a user-fee system.

In time, it is anticipated that the fee for service structure will be adopted across the Province, in varying degrees of complexity, depending on the level of expertise available in each area.

Al Ruggero, MCIP, RPP is a consultant with InfoPlan Research in Toronto. James Stiver, MCIP, RPP is a municipal planner with the City of Vaughan in York Region.

Photo: Dennis Kar



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The Downsview Lands—Another Perspective

By David Birnbaum

An article ("Planning for a National Urban Park") in the March/April 1999 Journal described the plans for developing the 644 acres of the former military base at Downsview, Toronto. As a member of a local citizens group and a professional planner, I offer a different perspective—that of the local residents.

The following is not meant to be critical of the authors of the previous article, who are associated with Cochrane Brook, producers of an Urban Design study for Downsview. As I understand it, they simply fleshed out a given plan).

In 1995 the federal government announced with great fanfare a Park "of national significance" at Downsview. Of the 644 acres, about 320—one half—was to be a new Park. But the land now assigned for the Park is only about 220 acres. The rest is slated for building. Continuing funds from this development are intended to finance the Park and its upkeep.

The overall development concept has interesting and valuable features, but things haven't gone as well as were hoped. Most of the current problems can be traced to the planning process. Of three key proposals, Technodome has been cancelled, the Technology Park is on very shaky ground, and the zoning by-law for the area to be developed with "Big Box" stores is still incomplete. The residential areas haven't been planned, and no-one knows when the core—the Park itself—will be developed.

Canada Lands Corporation

Canada Lands Corporation (CLC), acting for the Department of National Defence (which "owns" the lands) issued a Request for Expressions of Interest for developing the areas to be built on. But the RFEI process was far from transparent. Shouldn't the evaluation and planning process for public lands be more public?

In choosing the winning bidders, CLC doesn't appear to have followed its own evaluation criteria. These criteria were: development concept and business strategy; financial viability; experience of similar scale development; and ability to work with governments and the public. Sustainable development was also a stated prime objective. Citizens and business groups repeatedly asked CLC (and the developers) for information relative to

these criteria, with little success.

Some examples of how the criteria and the choice of developers haven't matched:

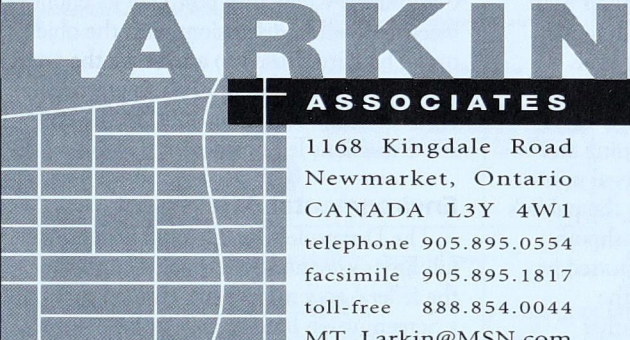
- To help finance the Park, developments should be profitable. Yet the non-profit Metro Toronto Hockey League was promised 20 acres for a stadium and hockey rinks (later, through lack of funds, rolled into the Technodome, and now floating in limbo).
- Technodome's uncertain financing contributed to its demise. Its developer Heathmount admitted having no experience with similar projects.
- The Technology Park's viability depended on the tenancy of one company, which withdrew, suspending the development.
- Working with governments and the public: Heathmount (assisted by the Mayor of Toronto) openly struggled with CLC. Their public consultation process was poor indeed.
- We have little information how the

developer of the housing schemes was selected.

- Sustainability: of the 11-million visitors per year to the Technodome—sited directly opposite the Downsview subway station—only 12% were to use public transit! Wilson subway station adjoins the site for the Big Box stores, serving mainly car-borne customers!
- A question: How far were successful bidders required to prove that they could really carry out their projects before the whole cumbersome "planning engine" was turned on, at great effort and expense to all? Or was one main criterion the time-honoured "whom you know, and for how long"?

Public Consultation


The Journal article mentions "an elaborate public consultation program." The public consultation program for the Park portion of the lands was in fact rather good, or at least interesting, but was inadequate for most of



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the rest, particularly in later stages. Someone described it as "Show and Tell": "We're Showing you what we propose, and we're Telling you what you'll get."

Some local people knew that things were being planned for the lands, but were not properly informed. They didn't realize the scale of the proposals, particularly Technodome, until the information appeared as an official plan amendment. There are always people who claim that they weren't kept informed. But if so many people didn't know what was going on, there must have been something wrong with the process!

Planning Act: Official Plan Amendment/Zoning By-law

Under the Planning Act, there was only one official Public Meeting for the Downsview OP Amendment and one for the Technodome zoning by-law. The meetings were before North York Community Council (former North York Council). The OP Meeting was suddenly advanced from September to July 22, 1998 (when people were on vacation!) at 3 p.m. (when people were at work!). The City made changes to the OP Amendment right up to the day of the Public Meeting. No-one had time to study the material. This added to the public's suspicion that they were deliberately being kept in the dark. The public had only five minutes each to speak—and then... "sit down" while the proponents were given much more time.

The OP Amendment and Technodome zoning by-law were rammed through City Council, while adherence to Planning Act requirements appeared to be the legal minimum. Scant attention was paid to the public's pleas. Technodome became the flashpoint. Thus the planning process was distorted by the Mayor, pursuing his dream of the Technodome. Although he had earlier declared a conflict of interest, he continued publicly to extol and support the project.

There were several appeals to the OMB

regarding the OPA, including one by the citizens' group with which I am associated. In order to have adequate planning, is it reasonable for citizens to have to find the money to fight all three levels of government. This requires doing traffic studies to show the inadequacies of the proponents' traffic studies, and in addition funding lawyers' fees of about \$160,000?

More on Technodome

Technodome was fiercely opposed by local residents, and by others further afield, when they realized its size. This was not just knee-jerk NIMBY. This NIMBY is justified. The local people are not against developing the site; they know that development brings jobs, and new opportunities. But such a massive development is inappropriate for an established residential area. It was "a monstrous blob squatting balefully up against the corner." This single building, with 11-million mostly car-borne visitors per year, open 365 days a year till 1 a.m., had the potential for devastating effects on the neighbourhood and the surrounding area. Effects such as traffic tie-ups, heavy traffic through the residential areas with fumes, noise and danger, huge parking lots, parking overflow, and crime.

Heathmount eventually became alarmed at the depth of public anger and asked Community Council to postpone its public meeting to allow discussions with the objectors. The City refused to announce the postponement, so the citizens had to prepare flyers to publicize the discussions. In the end the discussions led nowhere.

Environmental Assessment

The Downsview lands would benefit from full Environmental Assessment. However, the federal government has ensured that only a Screening—a limited form of EA—is prepared under the Canadian EA Act. The Ontario Minister of Environment wouldn't designate the development under the

Ontario EA Act, so that only a limited Class EA for road improvements is being prepared. Incidentally, besides the social impacts of urban development, there are also "green" environmental aspects. The Downsview lands are the highest point in Toronto and are a headwaters source of several tributaries to Toronto river systems.

We were advised that suing the federal government was probably the most effective way to fight its decision to only carry out screening. Again, at what cost?

Some lessons learned?

So here we are, with three years' hard work largely down the drain. This planning process has failed us all—including developers.

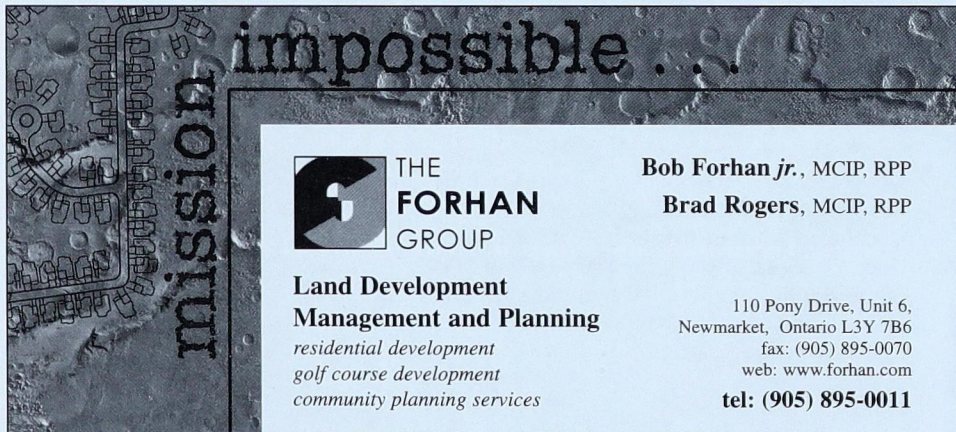
Where do we go from here? We have a new opportunity to plan these lands. Let's do it right this time. I'm not suggesting that we throw away everything that has been planned—and learned—so far. But we do need a comprehensive planning process, with proper public involvement throughout. If the broader and local requirements conflict, we must talk them through. I live in hope, but indications are that Canada Lands are about to make the same mistakes again.

The citizens shouldn't have to bear the cost of ensuring adequate planning. That's what governments are for!

We need to make proper use of our planning tools: the Canadian and Ontario EA Acts and the Planning Act. The latest initiatives of Toronto's planning department offer hope of a new approach. But for important developments, municipalities shouldn't have (other than OMB appeals) unrestricted administration of the Planning Act. We have seen the dangers of back-to-front planning, in arbitrarily deciding on a land-use (Technodome, Technology Park), inventing an official plan designation to suit, and then having to figure out what to do when the anointed project fails to materialize!

Let's do it right this time!

David J. Birnbaum MCIP, RPP is a planning consultant living in the former North York. He is president of the ratepayer's group named in this article.



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Ontario's Aggregate Resources Inventory Program Responds to Client Demands

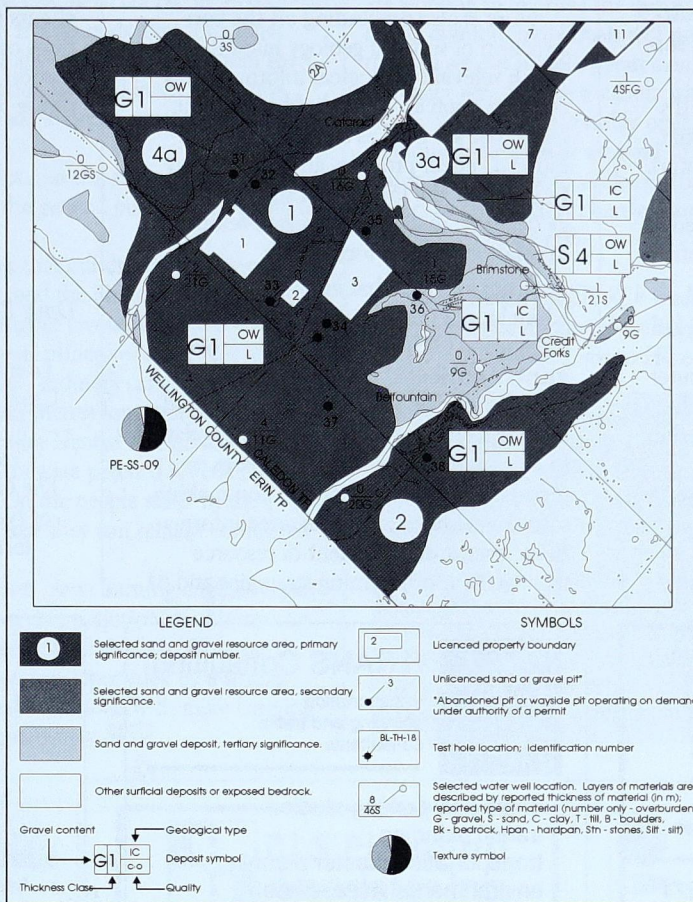
By Ross Kelly and Dave Rowell

Ontario's mineral aggregate is an indispensable commodity that supplies a 30 billion dollar per year construction industry. In 1997 Ontario's mineral aggregate production, which includes bedrock derived crushed stone and naturally formed sand and gravel, was 149 million tonnes or approximately 14 tonnes per capita.

Although mineral aggregate deposits are plentiful in most areas of the province, they are non-renewable resources that can be exploited only in those areas where they occur. Mineral aggregate is a high bulk and low unit value commodity. As a result, its economic value is a function of its proximity to market as well as quality and size. Because transportation costs account for approximately 50 to 60 percent of the delivered cost of aggregates there is pressure to extract "near market." This means that aggregate tends to be mined near major centres of population where land use competition is extreme.

To assist decision-makers with planning strategies and management of this resource, the Ontario Geological Survey, a section of the Ontario Ministry of Northern Development and Mines, has the mandate to supply geological information on the province's mineral aggregate resources. Since its inception in the late 1970s the Ministry's Aggregate Resources Inventory Program has provided essential information concerning the location, quality and quantity of sand and gravel, as well as bedrock resources. The primary goal of the program is to provide, in an easily understandable and defensible form, the basic geological information required to define mineral aggregate resource areas in planning strategies, official plans and mineral resource management documents.

Aggregate information is provided through maps, data tables and written text in a publication known as an Aggregate



Part of a sand and gravel resources map, Peel

Resources Inventory Paper (ARIP). Papers are generated through the compilation and assessment of existing relevant geological and other information and the collection, analysis and interpretation of

less populated regions of the province where aggregate information was required for specific purposes. In response to recent

new geological data gathered through on-the-ground field studies.

Each ARIP includes 1:50 000 scale maps outlining aggregate information for surficial sand and gravel resources and similar information for bedrock resources. Much of the information appearing on the maps is illustrated by means of symbols that appear for each mapped deposit and summarize important genetic and textural data. The maps, which are supported by text and graphs, also provide an outline of selected aggregate resource areas and a classification of those selected areas. The classification is based on both site specific and regional criteria and categorizes aggregate deposits as primary, secondary or tertiary in significance.

New generation of maps reflects urban boundaries

To date, the program has produced over 170 aggregate reports with accompanying maps. The reports cover most areas of southern Ontario, major urban areas of northern Ontario and

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client surveys the OGS has embarked on a process of updating ARIPs in areas covered by older reports and where extractive activity is high. As well, updated and new reports are being completed on a county or regional municipality basis instead of the traditionally used township format. Updated reports have recently been released for a number of counties in eastern Ontario and counties and regions surrounding the Greater Toronto Area.

Existing paper maps from older ARIPs recently were converted to digital format. These are available through the Ministry's ERLIS database system. All new and updated ARIP maps are being produced as digital products using MicroStation software.

Future Directions

With continuing advances in computer mapping and spatial data handling techniques new directions are being charted in the generation of aggregate maps and reports. The OGS has recently initiated a project that involves the creation of "attributed" mineral aggregate maps. These maps link relevant aggregate data-

base data, stored in Microsoft Access 97 7, to an aggregate resource map that is produced in a GIS format (ESRI Arcview 3.1 7). The first attributed maps being produced from this project are slated for release in the latter part of 1999 on CD-ROM and cover the Regional Municipality of Peel.

Work is also proceeding on the construction of surficial geology maps in which relevant geological information is overlain upon shaded relief topographic maps that are used as a base. The resultant 3-D effect provides an effective way to illustrate the location of surficial geology deposits, including aggregate resources, in relation to local topography.

Other avenues that are being investigated include: 1) the production of all new maps using GIS; 2) change or improvement to attributed map products; 3) the development of 3rd dimension map products; 4) faster, more time sensitive updates to existing resource maps, databases or reports; 5) the linking of decision making software with aggregate resource information to assist development of resource management or planning strategies and 6)

utilisation of new remote sensing technology that will assist in locating and assessing aggregate resources.

Finally, the Aggregate Resources Inventory Program is striving to evolve to address legislative changes and to meet the requirements of clients in more effective and efficient ways. Input and feedback from clients is welcomed. If you have any questions or comments or would like more information about the program and its products please feel free to contact us.

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Editorial

Eyes Glued Shut: Cheerfully Going in the Wrong Direction

A jeep abruptly changes lanes, but the driver is oblivious because he is concentrating on his phone call, head cocked at 45 degrees. A car cruises through a red light five seconds after it changes. On a 400 series highway, cars travel at high speed just inches from the next bumper. Horns blare at an intersection blocked in all directions, drivers leaning out of their windows to add angry comment as exhaust fumes accumulate.

Isolated incidences? Unfortunately not. Several recent reports on seemingly unrelated issues suggest that the general public is not going to behave rationally any time soon.

A North American-wide survey states that our driving manners are deteriorating (Toronto was singled out), and the air quality in Ontario's urban areas is getting worse because of higher levels of traffic congestion. A third bulletin confirms that SUVs (sport utility vehicles) and light trucks continue to gain market share over "ordinary cars." What's the connection? Does it matter that SUVs six metres long and two metres wide take up more road space than Chrysler Neons? Are drivers more likely to ignore basic traffic etiquette if they are perched several feet higher than the vehicles around them? Do the people stuck in the commuter jam care less about the delay because they can remain connected via their cellphones?

A decade ago, as cars with fuel efficient, clean burning engines began replacing older vehicles, scientists told us that pollution would improve overall because the average pollutant per vehicle was less. At some undefined point, however, this faint hope was superseded by a strong public demand for bigger, more comfortable vehicles with more carrying capacity. Enter the hugely popular but gas hungry SUV.

For better or worse, this is the public environment in which planners are working to improve the quality of urban life. Market forces reflect public opinion. Individuals will not behave rationally or do the sensible thing as set out in policy statements if there are no limits pushing back the other way. We are a society with bad road manners that chooses clunky vehicles over sensible ones, and which puts up with congestion and long commutes. If we want to have an impact on collective behaviour, planners have to work creatively with legislators and the private sectors to help society change course. Nobody ever said improving quality of life would be easy.

Glenn Miller, MCIP, RPP is editor of the Ontario Planning Journal. He is also director of applied research with the Canadian Urban Institute in Toronto. His e-mail is ontplan@inforamp.net.

The generally staid New York Times had this to say about the driving public's current love affair with SUVs, which were condemned as "inherently dangerous, not only for their own passengers but for everyone else." "The height and weight of SUVs make them responsible for roughly 2,000 additional deaths a year (the new Cadillac Escalade weighs 6,500 pounds, the new Ford Excursion even more) and are 20 times more likely than a conventional vehicle to kill other motorists in side collisions." SUVs (and cars generally) were also blamed for contributing to rising pollution in cities. For a motorist driving on "paved (American) roads" in a vehicle better suited to overcoming the "unforgiving lunar surface" the advice of the New York Times ethicist is to "pack a suitcase into your roomy cargo area, because you're driving straight to hell."

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Lands for Life—Land Use Planning that is More than the Economy

By Katherine Dugmore

I read with interest and consternation Joe Sniezek's article (Ontario Planning Journal, Jan/Feb 1999), on the Land's for Life process and felt compelled to comment. The Lands for Life process extends beyond Northern Ontario, and is about far more than just the economy of Northern Ontario. It is about the allocation and wise management of Crown resources. Its "key over-riding principle is that of ecological sustainability." Decisions were to have resulted in "the allocation of resources among competing interests" and were intended "to provide social, economic and sustainable environmental benefits to the people of Ontario." Northern Ontario may be in economic crisis, but the resources of Ontario belong to all of the people of Ontario and the concept of planning for the "greatest good for the greatest number" should play a role in determining the allocation of resources. I agree with Sniezek that a resource-based economy is subject to serious fluctuations in response to global influences, but I do not believe the answer is necessarily found in repeating past mistakes.

Ecological sustainability is about species other than just ourselves. Erring on the side of caution is appropriate, particularly where non-renewable resources are concerned. While forestry practices have evolved considerably over the years, mature forest ecosystems are

not easily, or immediately replaced, and the "wilderness" areas of today often represents years of natural succession after unsuccessful planting programs. Turning mature, self-sustaining ecosystems into crops is not ecologically sustainable, although it is economically and politically expedient. If there is no scientific evidence that a "single species has become extinct as a result of forestry practices," it is probably because when the pioneers began homesteading, they were too busy cutting down the trees to be conducting species inventories. There is a growing amount of research that correlates the loss of forests to declining populations of interior bird species. (Robert Askins, 1995 and Nancy McIntyre, 1995 and R.F. Whitcombe et al., 1981)

Sniezek's concerns with regard to ecotourism are valid, in that tourism is seasonal and generally poorly paid relative to resource extraction and other forms of skilled employment. However, the concerns of environmental groups are also valid. Currently less than two percent of the land mass of Canada is protected in the form of National Parks. The remaining lands, either privately or publicly held, and including Provincial Parks, are subject to development pressures and resource extraction. The concept of maintaining wilderness areas is essential to the long term sustainability of biodiversity in the Province.

I grew up in the North, and can appreciate that northerners want to experience the economic growth and prosperity enjoyed by southern Ontario. Globally, there are the same concerns between developing and developed nations. However, I believe that the long term economic prosperity that the North so desperately needs is not solely realized through continued resource extraction. When the mines close and the trees are cut, the jobs are gone. Diversification is key to the prosperity of any area, and in the North, tourism does have a role in diversifying the economy. Fishing, hunting, sledding and other uses that rely on the ecological health and diverse wilderness of Northern Ontario bring revenue and their needs should be balanced with the needs of the forest industry. To date, refining and manufacturing finished products closer to the source of extraction has not been fully exploited as a means of expanding and diversifying local economies in the North.

Being sustainable is about future generations being able to avail themselves of the resources that are available today. A wolf howl, silent paddle, clear water and beautiful forest are as real a resource as thousands of board feet of lumber, even if it is difficult to put a price on them, and sell them on the stock market. Our wilderness and forest areas protect far more than the economy of Northern Ontario, they are both our heritage and our future.

Katherine Dugmore is a provisional member of the Institute and planner in an Ontario township.

Letters

Where were the planners?

OPPI was conspicuous by its absence at the recent City of Toronto's Urban Environment Committee hearing on the removal of the Gardiner East expressway. The Ontario Association of Landscape Architects and the Toronto Society of Architects were among the many deputants urging the City to implement the staff recommendations. Should our association of professional planners not be participating more actively in important policy decisions at the local level? Clearly, this is a role which the individual districts could undertake under the auspices of the public policy committee. The Toronto Official Plan is underway—OPPI should lend its voice!

—Andrea Gabor, MCIP, RPP is a partner with the international planning and urban design practice, Urban Strategies Inc.

Thesis Request Validates Student Work

I would like to thank the Journal for publishing a summary of my thesis topic. I have had two requests from large municipalities for my thesis which shows me that student research can make a contribution to professional work.

—Kristine Nixon, Toronto

Unleashing Planning Education: Rebuff

Ms. Harris writes in the March/April 1999 issue "...any life-work which fulfils the ideals of planning should be eligible [for full membership in CIP]."

MCIP and RPP are slowly becoming a benchmark for professional planning prac-

tice. It lets other professionals and clients know that the planner with whom they are dealing is considered a professional from provincially and nationally recognized bodies. What separates us from other professionals is our ability to see into the future, our look at issues from a holistic point of view and our consideration of the best options for the greatest public good.

While I can appreciate the diversity of our profession, and the non-traditional roles within which planners are now involved, watering down the profession for the sake of expanding the membership base undermines the meaning of the letters and our professional association. Why bother having an association at all?

—James E. Stiver, BES, MCIP, RPP

Southwest

Innovative Partnerships for Providing Community Facilities

By John Fleming

Community facilities are the foundation of the social interactions that make our communities what they are. But providing for these facilities is becoming more and more difficult, as governments continue to do more with less by squeezing municipal and provincial funding.

An innovative partnership for providing a community facility in an environment of scarce resources was the focus for the Southwest District's first dinner meeting in 1999. The meeting showcased a French community and educational centre being developed in London, Ontario, with a panel discussion that included the key participants in the partnership.

The panel consisted of Father Robert Couture, priest of the local French Catholic parish, Michel Ruest, regional director of the French Canadian Association of Ontario, Paul Levac, principal of the French Catholic school, and Suzanne Moncion, principal of the French public school. They described the history of the project and the many challenges that they faced.

One of the most interesting parts of the evening was the discussion on the way the group had overcome philosophical differences to complete a project that benefited all parties. Suzanne Moncion explained that a key to the partnership's success was that each member focused what was needed and what was an acceptable or unacceptable outcome. They made a concerted effort to avoid arguing over philosophical issues and value systems.

The dinner meeting was attended by 75 planners and was held in London's Old Courthouse building and former jail. This was also the first time that student planners

from the District were invited to set up a display area. Students provided maps and graphics showing the results of a planning charrette at the University of Waterloo.

This dinner meeting gave a glimpse of the challenges that planners will be facing more and more often as municipalities seek new and innovative ways to provide community facilities in Ontario.

John Fleming, MCIP, RPP is a planner for the City of London and the editorial coordinator for the Southwest District.

Northern

New Parks in Northeastern Ontario

By Dave Sproule

With the announcement of Ontario's Proposed Land Use Strategy for Crown land covering most of northern and central Ontario, park land in Northeastern

Ontario has been doubled.

The new parks and park additions affect areas such as

- the Georgian Bay coastline;
- areas of endangered rattlesnake habitat;
- wetlands in the boreal forest of the James Bay lowlands;
- the shoreline, islands and watershed around Killarney;
- the Spanish River and its stands of old-growth pine;
- the rocky pine/hemlock forests of Matinenda, near Elliot Lake;
- the Algoma Highlands;
- the Missinaibi and Mississagi Rivers.

The new parks have been created to protect a variety of natural heritage features, provide tourism and recreation opportunities, and settle ongoing resource and land use issues. The strategy respects Aboriginal traditions and treaty rights, offers economic and co-management opportunities, and deals with the regulation of parks in land claim areas on a case-by-case basis.

What this means for Ontario Parks, the

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organization within the Ontario Ministry of Natural Resources responsible for managing the province's parks, is an increased planning workload. Interim management statements and final management plans are needed for the new parks. Additions to existing parks will be addressed through park plan reviews. Amendments may be required for park plans that have recently been completed.

Ontario Parks will also be providing input into the planning of some of the new conservation reserves in the area, particularly those near new or existing parks.

Hunting is permitted in all new parks and park extensions, and most recreational activities will continue. Mineral exploration will be permitted in these new areas where there is high mineral potential, but must be undertaken in a way that does not affect park values, and must have planning input. An increase in recreation and tourism will require use management to protect natural heritage or the wilderness experience.

Planning in provincial parks is nothing new, however, and just like in other planning jurisdictions, it is an ongoing process.

Dave Sproule is a Natural Heritage Education specialist with the Ministry of Natural Resources in Sudbury.

Sault Ste. Marie Opens Up for Tourism

The City of Sault Ste. Marie, in association with Michigan's Sault Ste. Marie Tribe of Chippewa Indians and the Northern Ontario Heritage Fund Corporation, is proposing a major tourist attraction at the city's gateway site, located near the International Bridge Plaza and downtown waterfront areas.

According to a feasibility study completed by Economic Research Associates of Chicago, the "Gateway" site can attract 550,000 visitors and \$53 million a year by spotlighting Canadian culture. A Discover Canada centre is proposed as the anchor of a pedestrian-oriented complex that includes Imax and live performance theatres, a full-service hotel, outdoor exhibits, as well as retail, incorporating restaurants and licensed facilities, and a connection to the St. Mary's River walkway.

The site design will be integrated with the casino currently under construction on the adjoining property. The gateway project will be designed to complement the casino's "Into the Wild" design theme. The theme is intended to provide visitors with a sense of the Northern Ontario wilderness.

Sault Ste. Marie's Planning Director, Don McConnell, says that this development, when complete, "will be the largest tourist attraction in the area, connect significant features of the waterfront and stimulate additional private-sector investment in Sault Ste. Marie."

Central

All Aboard!

The Simcoe-Muskoka District invites OPPI members to join us for a dinner cruise on Lake Muskoka aboard the Royal Mail Ship Segwun. We depart the docks at Gravenhurst on June 23, 1999, at 6 p.m. sharp. Join us first for cocktails at the Segwun Steamship Museum at 5 p.m. Bring your spouse, your co-workers, or your local councillor.

The ship is the oldest coal-fired steamship in North America. The trip will be highlighted by a buffet dinner and a commentary on the local areas of geologi-

cal, biological and historical interest. The speakers will be Ross Raymond, Margaret Walton, Michael Michalski and Jim Green.

For more information, contact Barry Peyton (705) 726-3371 or Ross Raymond (705) 687-4274.

People

Recognition for Excellence for OPPI People

In recognition of the excellence of their professional staff Walker, Nott, Dragicevic Associates Limited has recently promoted a number of the firm members: **Michael Goldberg** is now a Principal of the firm; **Gary Gregoris**, an Associate Principal; **Brian Bridgeman**, a Senior Associate; and, **Ornella Richichi**, a Senior Planner.

Lee Anne Doyle Honoured by Windsor Chamber

OPPI member **Lee Anne Doyle** was recently honoured at the Windsor Chamber of Commerce's Business Excellence Awards.



Photo: K. Roth

Lee Anne Doyle

She was given the 1999 ATHENA Award, which honours those who strive toward the highest levels of professional accomplishment, excel in their chosen field, devote time and energy to their community in a

meaningful way, and open paths so that others may follow.

Lee Anne is the County of Essex's planning advisor, and volunteers with OPPI as an examiner, mentor and member of the Mentoring Program Committee. She recently

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led the group that developed OPPI's response to the new secondary school curriculum.

Garry Smith, formerly with the Town of Richmond Hill, has moved to Reon Developments. Reon is a development company specialized in brownfield sites throughout Canada. The firm is allied with Gartner Lee Limited and Cantox Environmental. Garry will be working from the Mississauga office.

Jonathon Roger has joined Colliers as a research analyst. Jonathon is a graduate of the University of Toronto planning program and most recently was working on research projects with Ray Tomalty and the Canadian Urban Institute in Toronto.

MHBC opens GTA office

MHBC has been in a constant state of change and expansion for the past five years and in addition to offices in London and Kingston has opened a new office in Concord. This reflects an increase in demand for the company's services with clients such as Whitby, Ajax and Alliston. The new office is being managed by **Brent Clarkson**, a partner since 1990. The planning staff is growing and includes **David McKay** and **Glenn Wellings**. Glenn was formerly manager of development review with the Town of Halton Hills. This new office is quickly becoming involved with the GTA community including UDI, Central District

of OPPI, local homebuilders association and the Canadian Urban Institute. *The Journal is pleased to announce the appointment of two new People editors who will be responsible for gathering news across the province. Thomas Hardacre, MCIP, RPP has more than 25 years experience as a planner with Ottawa, County of Wellington and the Region of Waterloo, where he was most recently the supervisor of Development Planning. Thomas is currently a senior planner with Planning & Engineering Initiatives. He can be reached at thardacre@peinitatives.on.ca. Lorelei Jones, MCIP, RPP is a Toronto-based planning consultant. She can be reached at lja@home.com*

17 / DEPARTMENTS

Transportation

Local Funding of Public Transport— Three Approaches

By David Kriger

Over the past few months, Canada's three largest urban areas have seen major changes to the way public transport services are provided. In Montréal, the Québec government recently established l'Agence métropolitaine de transport (AMT, or the Metropolitan Transportation Agency)

as a coordinating authority for the planning and delivery of public transport across the region. Last April, the Greater Vancouver Transportation Authority (GVTA) began operations. The GVTA is a coordinating agency that plans and administers the regional road and public transport networks.

And last January, the Greater Toronto Services Board (GTSB) came into being.

The GTSB has the mandate to coordinate several services, including public transport. One responsibility is to build a broad GTA strategy for dealing with growth and infrastructure. The intent is to promote a borderless approach to providing infrastructure, as a means of ensuring the equitable distribution of the costs and benefits of growth and development.

The GTSB also oversees Greater Toronto Transit (formerly GO Transit),



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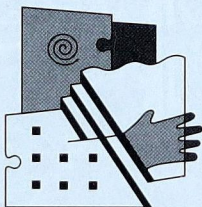
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through the establishment of policies, approval of budgets and decisions with financial impacts, and the assurance that Greater Toronto Transit's activities are consistent with the GTSB's strategy for growth and infrastructure.

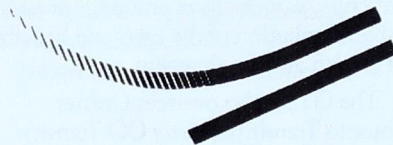
In all three urban areas, the three new agencies represent important milestones in the local coordination of public transport (and other) services. However, two important features sharply distinguish the GTA approach from those of Montréal and Vancouver:

- Both the AMT and GVTA can operate a variety of transit services. The GTSB also has this mandate, but only for Greater Toronto Transit. In Montréal, the AMT has the exclusive mandate for the region's commuter rail service. Although it does not replace the existing transit operators, the AMT can extend the subway system (in concert with the local transit operator), and can operate a regional-scale bus route network, should it choose to do so. The GVTA is now responsible for operating

Photo: Dennis Kar



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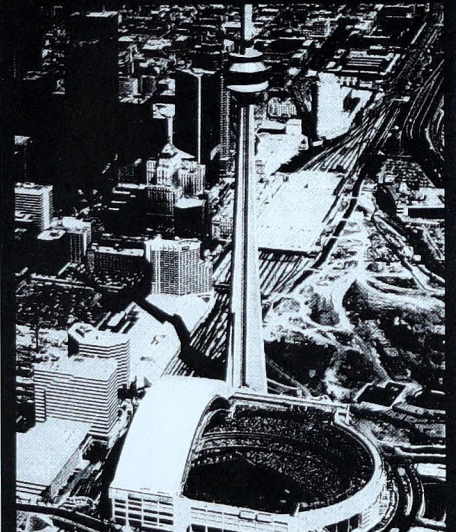
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and administering Vancouver's multi-modal transit system.

- The GTSB does not have the right to raise funds (outside of the GTT). Both the AMT and the GVTA have this right. In Montréal, the AMT can raise revenues from a variety of sources, in support of public transport. The sources include: a portion of the vehicle fuel tax, a portion of the municipal property tax (to finance capital improvements), contributions by the local transit operators, commuter rail fares and contributions by the municipalities served by commuter rail. In Vancouver, the GVTA's funding sources include tolls on projects sponsored by the GVTA, taxes on areas benefiting from GVTA-sponsored transportation improvements, profits from the sale and/or development of land and assets, increased transit fares and—after 2001—vehicle surcharges (including an additional license fee). The GVTA also has the ability to raise property taxes as one means of generating revenues, although it has stated its intent to

avoid doing this, provided that its other revenue sources generate sufficient funds.

The second issue—local funding capabilities for local transportation improvements—is an old but highly contentious issue. The ability to raise funds provides a capability far beyond the mere 'coordination' of transportation services: if you control the money, you control what is built. And neither Montréal nor Vancouver has the fourth level of government (the Regions) that exists in the GTA, where the Regions do tax and do provide services. On the other hand, Ontario's regions and municipalities cannot raise taxes from vehicle fuel sales (the idea being that if the costs of driving are high enough, drivers will switch to transit or start to carpool). If the GTSB were to get broader funding rights, what happens to local transit operators, let alone regional and local governments? What are the broader impacts on local governance? How does privatization fit in—such as Highway 407? What is equitable and fair?

The issues are complex, clearly much

more so than can be discussed in this space. The AMT, GVTA and GTSB are all too new to really provide any depth of historical experience against which to compare the approaches. But funding is today's fundamental transportation issue. This is true in two ways: the generation of revenues to pay for and operate new infrastructure and services, and the use of pricing as a means to manage travel demand (by diverting drivers to other modes).

For specific facilities, pricing equals revenues—for example, the Highway 407 tolls pay for the road's construction and operation. But in terms of dedicating funding support for transit, and ensuring a stable funding environment, the connection is less clear, certainly in Ontario. Now that a Provincial election has come and gone, perhaps is it time to re-examine how we make the connection?

David Kriger, MCIP, RPP is a senior consultant with Delcan in Ottawa. He is the Journal's contributing editor on transportation issues. He can be reached at d.kriger@delcan.com

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Rent Banks—A Cost-Effective Way of Preventing Homelessness

By Susan Bacque

Rent banks are used in many jurisdictions in the United States as a way of preventing homelessness. Agencies use funds, usually provided by federal and state agencies, to provide temporary loans and/or grants to assist households at risk of being evicted from their homes. Sometimes private charitable organizations get involved as in San Francisco, where the San Francisco Chronicle leads a major fund-raising drive for a rent bank and distributes funds to local agencies throughout the area.

The primary recipients of rent bank assistance are tenants and the largest group of tenants is single parent families. To be eligible for a loan, rent bank clients are usually in an emergency situation due to a misfortune such as a job loss, medical problem or accident and have fallen behind in their rents. In most programs, tenants

have to be able to pay their rent under normal circumstances. Other strategies are needed to assist tenants with longer-term affordability issues. Rent banks are more than just simply providing money to tenants—other services also include mediation between tenants and landlords, information and referral and sometimes financial counselling.

A number of evaluations of rent bank programs in the U.S. have shown that after receiving assistance, most families remained in their housing. Although such programs are rare in Canada, the City of Toronto recently initiated a Rent Bank Pilot Project which is currently being evaluated. The following article was written by Susan Bacque who works for the City of Toronto's Shelter Housing and Support Division.

—Linda Lapointe

“Money talks when you’re dealing with landlords,” said Helen (not her real name), sitting in her Kingston Road motel room in the east of Toronto. A single mother, Helen was unable to pay her rent for several months after her work hours as a health care aid were reduced and her income took a sharp decline. She was evicted four months ago from her two bedroom apartment, owing her landlord \$1,800. Today, Helen and her four children sleep on two double beds and a pull-out couch in a motel far away from their previous home. They cook all their meals in a large closet with a microwave and wash dishes in the bathroom basin. Two of her children travel an hour and a half to attend school in their old neighbourhood and another has transferred to the elementary school near the motel. The City pays \$3,000 a month to keep this family sheltered. The total bill so far—\$12,000!

The problems with this “solution” are obvious to both fiscal conservatives who are concerned about the “bottom line” and to municipal policy makers who are driven to

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distraction by cost-sharing formulas which favour crisis support not crisis prevention. It is also very clear to the people living in the motels.

Fortunately, this picture is slowly changing. Preventing homelessness is a major thrust of the recent Mayor's Action Task Force on Homelessness, as it holds out the promise of financial and humanitarian savings. One way of preventing homelessness is through a Rent Bank which provides interest free, high risk loans for arrears. The Task Force recommended that the City of Toronto set aside half a million dollars annually for a Rent Bank. The City had already initiated a Pilot Project of \$50,000 (with \$5,000 added from the United Way) and a more ambitious program will build on the Pilot Project's results.

The Pilot Project began in September 1998, and is administered by Neighbourhood Information Post, a small non-profit agency in Toronto's downtown core. A consortium of other agencies provides service support. Expert staff from three other agencies spend time screening clients, verifying income and rent, and approving loans. A steering committee with representatives from local agencies, the Children's Aid Society and the City's family shelter system oversees this work.

Women and children were selected as a target group because their numbers in the shelter system were growing substantially. Helping this group was viewed as an effective use of limited funds available for the Rent Bank. Applicants are eligible if they are in the early stages of eviction, provided that their rent is affordable and their housing secure. Rent Bank staff apply considerable discretion in their definition of "affordable" and up to 70% of a woman's income can go to rent. (While normally household budgets of 25% to 35% of income on housing is considered reasonable, many lower-income families pay higher proportions of their income on rent.) These women are resourceful, staff argue, and they know where to get cheap clothes and free food. And if they don't, staff are quick to point them in the right direction, advocate with their welfare workers for extra benefits or negotiate with their landlords. Before issu-

ing any cheques, rent bank staff get landlords to sign "minutes of settlement," a guarantee that eviction proceedings will stop if arrears are paid.

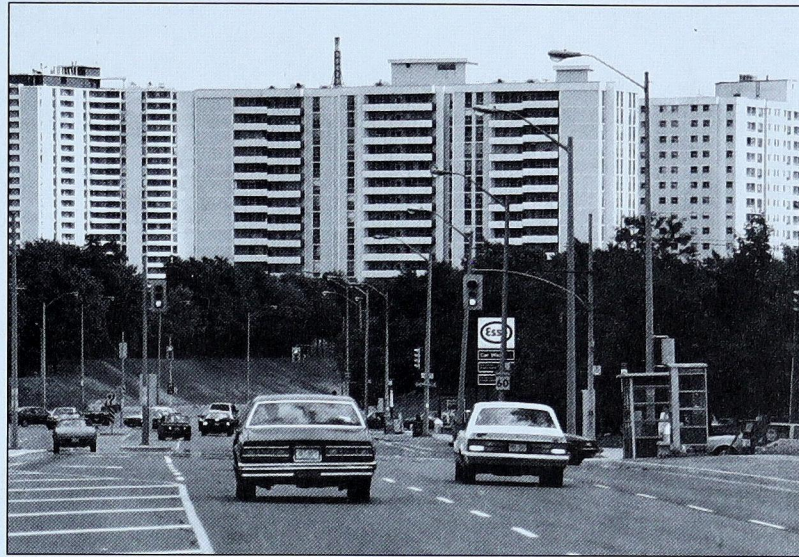
Interim results of an evaluation funded by Canada Mortgage and Housing Corporation this spring are now available. They show that a Rent Bank loan helps to keep families in their housing and reduces the load on the family shelter system. Thirty-three of thirty-six loan recipients contacted were still in

"homeless kits" of blankets, soap and warm socks. This year they are also contributing \$10,000 to the Rent Bank. In a separate effort the United Way has raised \$25,000 toward the Rent Bank expansion.

Policy changes in the delivery of social assistance at the City of Toronto will affect targeting plans for an expanded Rent Bank. As of April 1, 1999, women with children who are eligible for Ontario Works and Ontario Disability Support Program may now

access a new Shelter Fund to pay off arrears when they are at risk of losing their housing.

Difficult questions remain for the Rent Bank. Should eligibility for loans be broadened to include people at risk of homelessness who can't get extra dollars through other means—singles and couples without children and the "working poor"? How much per year needs to be injected into the fund and how long will this "top-up" be necessary? City Council has already taken the first step by approving the City's 1999 budget including the allocation of \$200,000 for



Keeping families in their housing is cost effective

their housing; three others had disconnected phones. The average loan was \$1,100 and average household size was 3.2 persons including 2.2 children. Loan recipients had lived in stable housing prior to their difficulty on average two and a half years before receiving the loan. At the half-year mark, the Rent Bank looks like a promising way of preventing evictions.

Whether the Rent Bank is sustainable through loan repayments is still unknown. Repayments are trickling in, and eight new loans have been made since the evaluation. A policy on forgiveness or bad debt has not been finalized by the Steering Committee, although Committee members decided never to use collection agents. A repayment/bad debt policy is necessary, as all indications are that some loans cannot be fully repaid.

A significant development in the Rent Bank Pilot Project is the interest of private sector funders. Bay Street has jumped on board with a group of athletic, well-heeled, young managers who call their organization "Hockey for the Homeless." Their annual hockey games at Maple Leaf Gardens are profitable and proceeds are used to assemble

the Rent Bank.

"Top-ups" will be needed as long as the repayment rate is insufficient to meet the demand for new loans. Loan demand will be high as long as people's incomes are insufficient to cover rent charges. There are limits, however, to what a Rent Bank can do: it is not the answer to the broader problems of lack of jobs, insufficient income supports and too little affordable housing.

Susan Bacque works in the City of Toronto's Shelter, Housing and Support Division which provides temporary shelter and creates permanent housing solutions for vulnerable people. For a copy of the Interim Report on the evaluation of the Rent Bank Pilot Project, contact Susan Bacque at (416) 392-1266.

Linda Lapointe, MCIP, RPP is principal of Lapointe Consulting, a private firm that specializes in housing, demographic and residential planning matters. She is the Journal's contributing editor on housing. If you have an idea for an article, please contact her by phone (416-323-0807) or fax (416-323-0992). She can be reached by e-mail at: 311markham@sympatico.ca.

What is a Viable Farm? OMB Sides with Nature

By Paul Chronis

A farmer in the Town of Dunnville owned 99 acres of agricultural lands sought a severance to create an approximate one acre parcel to build a one-storey residential bungalow for retirement purposes. The remaining 98 1/4 acre parcel would continue to be farmed.

The Committee of Adjustment of the Town of Dunnville granted the application but the decision was appealed to the Ontario Municipal Board by the Town of Dunnville.

At issue before the Board was whether the retained parcel was of sufficient size to meet the Town's Official Plan requirements of a "viable farm operation". In the absence of any written guidelines by the province of what

constitutes a "viable farm operation," the municipal planner gave evidence at the hearing that he relied on a verbal communication

with the Ministry of Agriculture and Food that a viable farm operation for a cash crop ranges from a minimum of 250 to 400 acres.



Who should decide when a farm is viable?

The Town was, therefore, of the opinion that the owner required a minimum of 250 acres to qualify as a viable farm operation.

The Board found that the existing 99 acre farm has proven to be viable and generated sufficient income to provide a reasonable standard of living, cover costs and repay debts. Because there was nothing in the Official Plan or the Zoning By-law defining what constitutes a "viable farm operation" and since the guidelines suggested by the province were verbal only, the Board was not persuaded to

accept that a minimum size of 250 acres was necessary for a viable cash crop operation. The existing owner has been in business for 20 years and has produced a viable cash crop operation over that time period.

On the basis of a much more flexible approach and interpretation, the Board dismissed the Town's appeal and granted provisional consent.

Source: Ontario Municipal Board Decision
Case No. PL980272
File No. C980074
Paul Chronis, MCIP,
RPP is the Journal's
contributing editor for

the OMB. He is a senior planner with Weir & Foulds in Toronto and can be reached at CHRONISP@weirfoulds.com

Urban Design

Constructing a New Urban Design Paradigm For the New Toronto

By Robert Glover

Commissioner Virginia West and Chief Planner Paul Bedford sent a very clear signal about the significance of urban design in the new City of Toronto's future when they decided that urban design should be one of the major city-wide functions within the new City Planning Division. Urban and civic design is to be an important way that the new Toronto distinguishes itself from other cities.

Cities incorporate two conditions in

their physical urbanism and culture. The first is the sense of memory, stability and continuity; the second is the need for experimentation and change. The challenge of urban design has been how to reconcile these two conditions in a way that establishes a clear sense of identity and place for a city. It goes without saying that the correct balance is not always easy to find, but that the former City of Toronto did set out an urban paradigm based on a traditional approach to urbanism some 20

years ago that has been the source of great strength to the city's livability and identity. There is still a great degree of consensus in the pre-war portion of the new City. The planning paradigm for the outer cities was originally one of post-war, automobile-related suburban growth at the edge. The former suburban areas are mostly built out now, and in some areas have experienced second and third waves of urban intensification. However, despite positive work done by planners and urban designers, a new balance has yet to be established for these areas.

Toronto's recent amalgamation offers us the rare opportunity to come up with a coherent paradigm for the whole of Toronto, and to rethink the role of planning, urban design and the expression of civic design within it. In concert with

the new official plan process, I see three urban design tests to be met:

- development of a new and recognizable physical identity and set of values for a new Toronto;
- protection and enhancement of the special characteristics of the existing areas, communities and neighbourhoods that make up the new city;
- innovation and directness in the way new development opportunities are approached.

We no longer grow at the edges, we only grow within: beside our neighbours through in-fill; along our main streets and arterial roads; in obsolete industrial areas; and through conversion and transformation of individual buildings. This process will be the same, whether we live in the former Etobicoke, York, East York, Scarborough, North York or Toronto.

Although we are told that the Americans have (finally) "re-discovered" their inner cities, I believe that one of the most significant challenges facing Toronto is to "re-discover" the older and former suburban areas that provide the links between the older city and the areas beyond. This means doing something about our super-grid of arterial concession roads (the major man-made public open space system in the city) and our suburban brownfield sites.

To help guide this change, I think we are going to see even more movement from the relative abstraction of the planning formula with its prescribed densities and uses to approaches that are more often based on context, pattern, design and environmental fit. In other words, how the pieces go together to create good buildings, good building patterns and good open spaces will increasingly be seen as more important than going by the numbers. Some well known examples reflecting this shift in the former Toronto include King-Spadina, King-Parliament

and the University of Toronto Plans, which eliminated most use and density restrictions in favour of urban design principles and prescribed building envelopes. Curiously, in light of the attention they have received elsewhere, none were thought worthy of award or recognition at the time by either the CIP or OPPI.

The City of Toronto's new Urban Design Section was formally established in

four District offices and managed by Urban Design Coordinators reporting the Urban Design Director. These staff work closely with community planning staff. Civic improvement staff were centralized at head office and are managed by the Civic Improvement Coordinator. The new urban design organizational structure has only been in place since December, and it is expected that new staff will be hired

over the next few months to complete the building of the team. However, Urban Design Section has already had considerable impact ranging from the successful recent design competition for Dundas Square to new approaches to development approval across the city.

As an example of these new approaches, commencing with our collaboration with the Canadian Urban Institute on the Eglinton Avenue charrette with Allan Jacobs last fall, we have initiated and will be carrying out a number of inter-



A proactive role for urban design produces results

August 1998 with the selection of a new Director with responsibility to meld five former urban design entities into a single urban design group. Working with our colleagues in policy, community and transportation planning, the Urban Design Section is now responsible for the development of urban design policy; the preparation of site plans and urban design studies for development areas within the City; for negotiating site planning and urban design with architects, developers and members of the public through the various approval processes; the civic improvement and public art processes for the whole City. Although consistent with the role of Urban Design in the former City of Toronto, this represents a significant increase in the level of urban design involvement in the policy and development approval functions in other parts of the new City.

A decentralized model was chosen with most urban design staff located in each of

related probes centred on the arterial road. These include:

- the commissioning of an urban design-based development framework study for the intersection of Sheppard and Allen Road;
- new approaches to site planning and building form on arterial roads;
- meeting with architects and developers to determine design-related impediments to intensification;
- the identification of private development projects that can act as a good "precedents" for greater intensification and pedestrianization;
- the harmonization and creation of streetscape standards for the new City in collaboration with Works and Urban Forestry;
- the preparation of a strategic plan for civic improvement initiatives, including arterials;

- the development of a new public art strategy with city-wide application;
- a series of charrettes to explore different arterial conditions.

The wisdom of the West-Bedford decision was supported by many of the speakers of the Official Plan Launch Event on April 7, 1999. Speakers, ranging from Allan Gottlieb (former Canadian ambassador to Washington) to Howard Bernstein (CAO Manchester, England) to Professor Joan Busquets (of Barcelona) spoke of the need for successful cities to define and distinguish themselves through the quality of their design and open spaces. In speaker Joe Berridge's words, "In the entertainment

economy, appearance is everything."

But of course the urban design of our urban and suburban areas also goes beyond appearance. It also speaks a great deal about how we choose to live together today and tomorrow as the citizens of our new City.

Robert Glover is Director, Urban Design in the City Planning Division in Toronto. He can be reached at rglover@city.toronto.on.ca This is the first in a continuing series of urban design articles being organized by a newly formed group of urban design practitioners located throughout Ontario.

Please note that Jim Yanchula, MCIP,

RPP another contributor to the new group, is City Centre Revitalization Manager, working for the City of Windsor. Incorrect information appeared in the previous issue.

He is responsible for implementing the vision plan adopted by council for the heart of Windsor. He can be reached by e-mail at jyanchula@city.windsor.on.ca

The urban design group has added professionals from two more cities and regular reports can be expected. The group is to be chaired by Anne McIlroy, MCIP, RPP, MRAIC, a senior associate with Cochrane Brook Planning & Urban Design. She can be reached at amcilroy@cochrane-group.ca

Law & Order

How to Make a Condo Corp. Let Me Count the Ways

By Stan Stein and Brian Bucknall



Vacant land condo changes economic potential of rural development

Legislation to enable condominium ownership was first enacted in Ontario in 1967. This form of ownership has become tremendously popular, particularly for multi-unit residential developments. By 1998 there were approximately 36,000 condominium corporations registered with the Ministry of Consumer and Commercial Affairs, with about 288,000 residential units and

13,000 commercial units.

The original legislation and the revision passed in 1978 were complex. There were many ambiguities and other problems that led to uncertainties for developers and purchasers and extensive litigation. The legislation was thoroughly revised by Bill 38, the Condominium Act, 1998, supported by all parties (3rd reading, Dec 17, 1998; Royal Assent, Dec. 18, 1998 but not

yet in force—as of May 1, 1999—waiting for Regulations to be finalized).

The new Act is extremely detailed. It addresses many technical problems, such as phantom mortgages, representation of purchasers on the Board while the developer still controls the project, and mandatory reserve funds. New provisions will avoid litigation through alternative dispute resolution mechanisms for conflicts between unit owners and the condo corp. The new legislation is also catching up with technology. Section 22 provides a detailed new regime for the provision of telecommunications (telephone, internet, cable TV, etc) in condominium buildings.

An aspect of the new Act of particular interest is the introduction of four new condominium corporation formats: a common elements condo corp, a phased condo corp, a vacant land condo corp and a leasehold condo corporation. These new formats will make the condominium form of ownership even more attractive.

Under the traditional form of condominium ownership, a purchaser of, for example, an apartment unit, buys a defined "box" inside the shell of the condominium building. The condo corp owns the land, and also the common elements, such as the lobby and mechanical areas. Each unit owner also owns an undivided share of the common areas and contributes, in a specified percentage, to the common expenses such as exterior maintenance.

A common elements condo corp will create a mechanism for common ownership of facilities without dividing the land of the owners into units. However, the common interest of each owner in the common elements condo corp attaches to

each owner's parcel of land. An example could be a group of cottagers jointly owning their own beach or dock. In an urban setting, a more technically complicated example would be a recreation centre that is available to unit owners in several condominium buildings. Each building might itself be a separate condominium, and together they would be co-owners of the common elements condominium. The common elements condo corp would not itself be part of any of the individual condominium building corporations. However, the shares owned by the various condominium corporations in the common elements condo corp would be held on behalf of each of their unit owners.

The phased condo corp is a new mechanism whereby units can be built and marketed over a period of time. The first phase would itself be a condo corp. When the second phase was completed, it would be added to the first as an extension of the existing condo corp, not as an independent corporation. Each phase thereafter would be treated in the same way so that all units, no matter when constructed would eventually be part of the same corporate structure.

The vacant land condo corp is a varia-

tion on the standard residential subdivision. Vacant land (or lands partially built upon) can be divided into condo units, each of which will be subject to the condo regime and the payment of condo levies. The condo units will be fully independent freehold interests, just as condo units are in a condo apartment building. Purchasers can then build homes independently in accordance with any standards set out in the condo declaration. The Act enables the condominium declaration to contain restrictions with respect to matters such as the size, location, construction standards, quality of materials, and appearance of the buildings. This will create opportunities for developers to sell "condo" lots (rather than completed homes) and still provide assurance for purchasers that the ultimate products built by each owner will meet certain minimum design standards.

The leasehold condo corp will enable the establishment of common elements and units on lands leased for between 40 and 99 years. "Purchasers" will own leasehold condominium units. This type of condo corp has not previously been possible in Ontario, although it has existed in other jurisdictions. Where apartment

buildings have been built on leased lands (such as Hazelton Lanes on Avenue Road in Toronto), the best the "buyers" could receive were very long-term sub-leases. The new legislation tries to control the uncertainty of potential increases in the ground rent by requiring the lease to show, from the outset how rents will increase at any interval during the term. The owner of the land may suffer some hardship because the rent can never be recalculated in accordance with market forces. Purchasers will have a horizon on their investment. Another concern is the potential for deterioration of the project in the later years of the lease term. These problems may limit the practical use of a leasehold condo corp.

Overall, the new Act will provide far more guidance than the earlier versions for the management of condominium affairs. The most exciting aspect will be the opportunity to utilize the new forms of condominium ownership to achieve planning and investment objectives.

Stan Stein and Brian Bucknall are both partners in the law firm of Osler, Hoskin & Harcourt. Stan is a regular contributor to the Journal.

Student Voices

The Waterloo Planning Charrette: A Partnership In Learning and Professional Development

By Laurel Davies

The Planning Charrette held in March at the University of Waterloo's School of Planning attracted so many planning students that the organizers had a waiting list. The event provided learning and professional development opportunities for students through a partnership between the OPPI and the School of Planning.

The charrette was a creative and dynamic forum for students, faculty, and planning professionals to work together on a local case study. Participation was limited to 30 students (an equal mix of graduate and undergraduate students), divided into three teams.

Each team was given the task of brainstorming potential solutions for the redevelopment of a brownfields site—the former Epton property in Kitchener, a vacant 8.3-acre industrial site on the fringe of downtown. Sybil Frenette (Regional Municipality of Waterloo), Darin Dinsmore (Green

Scheels Pidgeon), Barbara Steiner (City of Kitchener), and Brenton Toderian (MHBC Planning) were the team leaders.

Each team presented its solutions to the entire group, highlighting key planning objectives and the constraints, challenges, and opportunities identified during the process. Suggestions included using the site as a gateway into downtown Kitchener, and creating a mixed-use activity node.

According to participants, the benefits of participating in the charrette included the opportunities to:

- learn from professional planners from the local community;
- work with an interdisciplinary team;
- apply what is learned in the classroom to a real-world, local situation;
- learn new skills in an alternative learning forum.

The charrette was a great success for

everyone involved, and may become a regular event at the School of Planning.

Laurel Davies is a master's candidate at the University of Waterloo School of Planning.

The charrette was organized by Laurel Davies, Mark Seasons and Brenda Willington.

CAPS Conference Solely For Students

Over 115 planning students and professionals came from across the country for the Canadian Association of Planning Students (CAPS) conference in Montreal in mid-February. The event was hosted by McGill University, Université de Montreal, Concordia University and Université du Québec Montreal. Ontario had the largest representation of student members. Every Ontario planning school had at least one representative. Congratulations goes to Ryerson, who made up over one third of the conference attendees.

The theme was "The International City" and featured Professor Saskia Sassen of University of Chicago and author of "The Global City" and Cameron Charlebois,

President of the Urban Development Institute of Québec. Other guest speakers included Professor Mohammed Qadeer (School of Urban and Regional Planning at Queen's University), Mario Polèse (Director of the Montreal Interuniversity Group) and Patrick Déoux (CIP President).

The week was a great experience for students from different planning programs to meet, discuss and learn about globalization and its impact on the city, multiculturalism and urbanisation in developing countries, new realities in urbanism and careers in planning. The many activities included a design charrette, presentations by students and professionals, and tours of Montreal's cultural neighbourhoods, the Underground City, and the Golden Square Mile.



Ryerson students enjoy CAPS charrette

A series of CAPS representative meetings were held to discuss the future of CAPS. The main issue discussed was if CAPS should remain an independent organization, or if they should merge with CIP—essentially to deal with financial and administrative issues. Adam Legge, CIP representative, is currently undertaking discussion with CIP Council.

The next CAPS conference will be hosted by the University of British Columbia in Vancouver in 2000 and will be an extraordinary opportunity for professionals as well as students to visit the West Coast for a dialogue on sustainability issues in planning.

Jeff Chow (1999 Graduate, U of T). Belinda Morale (OPPI Student Delegate, 1999 Graduate, Ryerson).

Communications

You Must Remember This...

By Philippa Campsie

Every year, my partner, who is a professor at the University of Waterloo, gives his students clear instructions on how to present their assignments. He lists on an overhead the information he wants on the title page (student's name, date, course number, and so forth) and stresses that marks will be deducted from assignments that do not contain complete information. And every year, about a quarter of the class loses marks for incomplete information.

Every time I give a workshop for OPPI, I ask for at least 20 pages of writing from each participant. And every time, at least half the participants ignore the request until I telephone them individually and repeat it. Even then, some people send only 15 pages. Often some of those pages contain illustrations, not writing.

There are umpteen reasons why people don't do as they are asked. Some people, like bicyclists who ignore stop signs, assume that they are somehow exempt from the requirements that apply to others. People with particularly acute cases of this attitude turn up in courts and hospitals every day.

Others like to wait until requests become

urgent (they lose marks on an assignment, they get a nagging call from me) before they act. It's their form of time management. However, this approach suggests that their time is more important than the time of the instruction-giver. They manage their time at the expense of others.

A few people feel overwhelmed by instructions and demands. In a world of incomprehensible computer manuals, wordless IKEA assembly directions, and product literature that has lost something in the translation from the Japanese, tuning out is an understandable, if ineffective, response to information overload.

What is the instruction-giver to do?

Start by accepting that you will not get the attention of 100% of your audience, no matter how clearly you express yourself. But you may be able to improve your response rate if you learn to give more effective instructions.

For example, there's a lot I could do to improve my own workshop instructions.

1. Put the instructions where they are least likely to be ignored. My request is part of an ordinary-looking memo that participants

get when they sign up. They should look more like an announcement, in large, bold type, so that they cannot be overlooked.

2. Explain why you are asking, from the reader's point of view, not your own. My instructions do not say that I customize each workshop, and that I use the writing samples for examples and exercises. Since participants work on their own material, the samples ensure that each person benefits fully from the workshop.
3. Always, always give a deadline. It helps people schedule their time. This should be an exact date, not a vague "as soon as possible." Usually my instructions say that the samples are needed two weeks before the workshop, but the latest memo failed to give the date. Big mistake.
4. Be precise. "20 pages of writing" is far too vague. I should explain that I need letters, memos, and samples of report writing.

If I do all those things next time, perhaps I'll have to telephone only a quarter of the participants, instead of half of them.

Philippa Campsie is the Journal's deputy editor. She gives workshops on plain language communications for planners and municipal employees. If you want to get in touch with her, call (416) 363-2016 or e-mail pcampsie@istar.ca. If you don't want to get in touch with her, you can disregard these instructions.



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President's Message

Achieving Recognition of the RPP: A Matter of Dollars and Sense

By Ron Shishido

It's the middle of May. Not only are the trees in full bloom, the OPPI task force season is in full bloom. The Recognition Strategy and the Policy and Innovation task forces held separate sessions in February before coming together in March and May to brainstorm. The group as a whole felt that the Recognition Strategy should target three audiences:

- government decision makers, to increase our influence;
- the public, to raise their awareness of the profession;
- planners, to enhance our self-image.

The brainstorming sessions included a discussion of what we had learned from other professional associations that had successful recognition strategies.

We learned that these associations consider building an external profile a high priority. This was no surprise, but I was interested to learn that all the associations we spoke to are grappling with the issue of respect and recognition within their memberships. We are not alone in our desire to foster pride in our careers and our profession.

We also learned that the price tag for external recognition can be high. For example, the Certified General Accountants (CGA) Association of Ontario spent \$1 million in 1995 on their "Name Brand for Business" TV campaign. Their follow-up TV and radio campaigns in 1997 and 1999 cost \$750,000 each. In 1997-98, they spent about \$2.3 million on advertising and public relations, and they have five staff members who work exclusively in this area. This is an organization of

11,000; annual fees are about \$600, of which about \$200 goes to the national organization.

Other associations that are closer to our size and financial resources spend about \$30,000 a year to build the profile of their members. Most use the money for magazine ads and newspaper inserts.

Many associations are focusing their efforts in particular areas. The Professional Engineers of Ontario (PEO) is redirecting its efforts from public awareness to regulatory affairs. The CGA Association is working on a public awareness "branding" campaign and giving public policy a lower priority.

Lastly, we found that certain associations are considering designating members as ambassadors for their professions. This approach is cost-effective, since members can be the best advertisements for their profession.

Obviously, we are not the CGA Association. We do not have its financial or staff resources. However, we are competing for public recognition and respect with other associations, all of which are using outside professional expertise to guide them in their profile building. We must be prepared to commit financial resources to bring in the help we need to build our profile. However, that commitment of dollars must make sense: the investment must be affordable and sustainable within the context of our membership base and financial resources.

In fall 1999, OPPI Council will be reviewing the budget implications of the Recognition Strategy, the Policy and Innovation Strategy and the Member Services Strategy. We must make decisions about expenditures and resources to implement these strategies. I believe that achieving public recognition and respect is a high priority, requiring immediate Council commitment to action.

If you want to learn more about the Recognition Strategy Task Force, please call me at Dillon Consulting (416) 229-4646. For information about the other task forces or about the strategic plan, please call Susan Sobot at the OPPI office, (416) 483-1873. I encourage you to participate in the work of the task forces and help us turn our vision into reality. And remember – be proud to be a planner!

Ron Shishido, MCIP, RPP, is OPPI president and chair of the Recognition Strategy Task Force. He is a partner with Dillon Consulting Ltd.

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Year 2000 Ontario Professional Planning Consultants Directory

By Peter J. Smith

The last of this century and the first of the next! Be a part of it! The OPPI Consultants Directory 2000/2001 is due to be published later this year. The directory is issued every two years by OPPI.

Information requirements for the directory are being mailed out later this summer to all members. Make sure that your listing is updated (if you were listed in the 1997 directory), or that your new listing is added. We expect a significant increase in listings because of changes in the consulting industry, government downsizing, and new ways of contracting out work.

All listings will be placed on the OPPI website (<http://www.interlog.com/~oppi>). The website is updated on a regular basis to incorporate changes from members and new listings.

The listing fee of \$100 charged in 1997 will be maintained. The fee covers the production and distribution costs of the direc-

tory, as well as the maintenance of the directory on our website.

We welcome your ideas for improvements to the directory. Call the OPPI office 1-800-668-1448 or me (905) 738-8080.

Peter J. Smith, MCIP, RPP, is the Director of Public Presence on OPPI Council, and Chair of the Private Sector Advisory Committee. He is an associate with Weston Consulting Group Inc. in Vaughan.

PD Programs Reaching Members

From March to June, the Institute delivered programs on facilitation, plain language, alternative dispute resolution, and the ever-popular Planner at the OMB. A second session of each of these courses is planned for the fall 1999. Watch your mail

for notices, or contact the OPPI office for more information.

The Institute is working with a consultant on a new course on planning ethics. The course should be ready in fall 1999.

Members Appointed

Michael Manett (Michael S. Manett Planning Services Ltd.), Barry Peyton (Ainley & Associates Ltd.) and Paul Puopolo (Planning & Engineering Initiatives Ltd.) were appointed to the Private Sector Advisory Committee for a three-year term.

Janet Grant (Goodman Phillips & Vineberg) was appointed to the Discipline Committee for a three-year term.

We Have Standards!

Council passed an advertising standards policy that subjects Journal advertising to a review in the context of the Professional Code of Conduct.

The managing editor of the Journal may seek guidance from Council members if there is a question about the suitability of an advertisement.

New Student Delegate Elected

Anumaya Phatate, a graduate student at the University of Toronto, was recently elected by student members to serve a one-year term as student delegate on Council. She will begin her term at the June Council meeting.

Outgoing student delegate, Belinda Morale, has found something to fill her free time once her term is finished: she will be starting her master's degree at the University of Toronto. Best wishes, Belinda!

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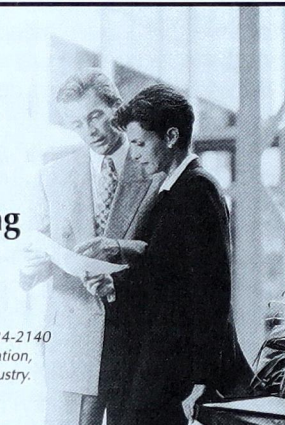
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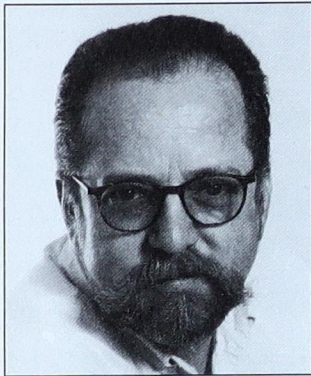
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Contrasting subjects, equally compelling

A Life's Work for the Learning

The two books in this issue represent different but important themes. Both are passionate pieces of advocacy for strongly held ideas. At the same time, both are based on clear and insightful thought.



Robert Shipley

The retrospective look at the life's work of landscape and planning giant, Ian McHarg, captures the development of a whole approach to the environment. Nina Marie Lister is qualified to comment since she seeks to carry on that tradition. Allison Ruddock, on the other hand, gives us a thoughtful sum-

mary and reflection on a very different kind of writing. The Golden Report on Homelessness in Toronto is a much more immediate book, that while dealing with an old problem, has been produced in the last year.

Both books should appeal to the reading planner with broad interests but an appreciation of both is probably a requirement for everyone in the planning profession.

To Heal the Earth: The Selected Writings of Ian L. McHarg

Editors: Ian L. McHarg &
Frederick R. Steiner
Date: 1998
Publisher: Island Press
Pages: 380

Reviewed by N.M. Lister

Ian L. McHarg is known to many of us as the father of ecological planning. This prac-

tice is based on the premise that human land use should reflect and respect the ecological processes on which our surviving and thriving depend. Articulated through a series of McHarg's writings over a 40 year period, *To Heal the Earth* is an eloquent map that traces the evolution of a (post)modern approach to landscape planning from its emergence to its current incarnation, in tandem with a passionate environmental treatise. It is part history, part theory and part practice, and is an invaluable resource for anyone interested in the interdependence of

humans and natural processes.

With his co-author and former student, Frederick Steiner (himself a noted landscape architect and planner), McHarg weaves together environmental advocacy, ethics, science and planning to create an emergent discipline where landscape architecture meets geography, environmental studies and planning, manifest through the creative synergy we call design.

The book is chronologically divided into five sections, following the progression of McHarg's thinking and practice, beginning even before the 1969 publication of his trademark

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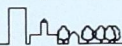
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work, Design With Nature. Each section deals with a facet of the collective history, theory and practice that emerges as ecological planning. In Part 1, McHarg develops a theory of ecological planning, rationalizing its moral and scientific basis, and bridging ecology with geography and environmental or land ethics. Part 2 offers a critique of traditional urban and land use planning, and establishes premises for an ecological approach. A particularly resonant chapter, worth a read for all students of planning today and anyone interested in sustainable development, is Chapter 6, in which McHarg and John Friedmann exchange views on "orthodox" urban planning versus "radical" ecological planning. In Part 3, McHarg focuses on landscape architecture, drawing on design theory and practice to inform planning, and Parts 4 and 5 deal with techniques and American case studies illustrating the practice of ecological

planning and design. Steiner's introductory essays provide insightful commentary and perspective on the historical, political and academic context for each section, and so provide a lucid thread throughout. Several of the essays are co-written with other former students who have gone on to become leader in both academe and policy domains alike.

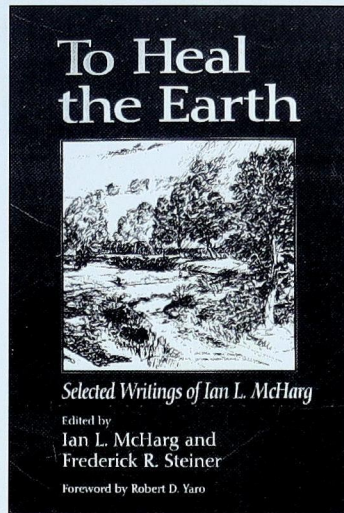
This selection of McHarg's lifetime contributions to planning is particularly relevant and timely, given our current planning context: the global imperative for more ecologically-economically sustainable development, coupled with an increasing appreciation for interdisciplinary collaboration in practice. While neither intended nor recommended as a "recipe" for practice, this book succeeds most as powerful

conceptual guide for collaborative thinking about planning and ecology, and the syner-

gies that result in good, responsible design.

As planners and designers, we will be increasingly challenged by, and ultimately forced to confront the consequences of our 20th century land (ab)uses, from biospheric degradation to contamination and fragmentation. McHarg's legacy offers a ray of hope for creative solutions through enlightened understanding, deepened by stewardship of and respect for the ecological processes that shape our landscapes, communities, and cities, and which ultimately sustain us as a species.

Nina-Marie Lister is an Associate at Zawadzki Armin Stevens Architects Inc. and is teaching in the Environmental Studies Program at the University of Toronto. She can be reached at nm.lister@utoronto.ca.



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Taking Responsibility For Homelessness: An Action Plan For Toronto

Authors: Dr. Anne Golden, William H.
(Bill) Currie, Elizabeth Greaves,
and E. John Latimer.

Date: 1999

Publisher: City of Toronto

*Copies are available from Access Toronto
at (416) 338-0338 for a charge.*

*It can also be found online at
www.city.toronto.on.ca.*

Reviewed by Allison Ruddock

The Toronto Homelessness Task Force was created in January 1998 by Mayor Mel Lastman to recommend solutions to homelessness in Toronto. Recognition of this problem by the public has grown in close relation to the frequency of the untidy and unpalatable image of homeless peoples living on busy downtown streets, a fact not lost on city council. Taking Responsibility for Homelessness: An Action Plan for Toronto, is comprehensive in its coverage as it tackles the sobering consequence of poverty in the rich city of Toronto. In the face of significant barriers, the report offers realistic and achievable solutions for solving the issue of homelessness and implores the reader to acknowledge that we have a "moral obligation to take the actions needed".

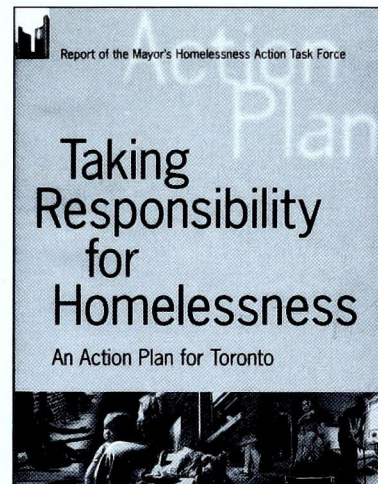
Quite striking is the finding by the Task Force that the fastest-growing groups of hostel users are youth under 18 and families with children. There are 450 Toronto families housed in family hostels and another 300 can be accommodated in Scarborough motels when hostels are full.

Over five thousand Toronto children are growing up without the stability of a permanent home, causing serious disruption in their education and dislocation of friendships and community ties. The report points out that there are more than 100,000 people on the waiting list for social housing in Toronto, including 31,000 children. At current placement rates, families would have to wait 17 years to obtain housing.

The Task Force makes 105 specific recommendations for the short and long term.

These solutions represent a change in the approach to dealing with homelessness, emphasizing prevention and long-term approaches in contrast to the emergency responses that are currently in place. Highlights include:

- Appointing a Facilitator for Action on Homelessness for a five-year term.
- Shelter allowances for the working poor and families.
- Building 5,000 new supportive housing units.
- Building new affordable housing at the rate of 2,000 units per year.
- Preserving existing rental housing by placing controls on demolition and conversion
- Encouraging a shift from emergency responses to prevention strategies.
- Organizing service delivery around population sub-groups, e.g. youth, families and singles.



- Integrating Information Services for homeless people.
- Establishing harm reduction facilities, which permit the use of alcohol and drugs with related addiction and mental health outreach services on-site.
- Establishing eviction prevention strategies.
- Implementing policies and practices so that no one is discharged from an institution to the street.
- Creating community-based small businesses to provide employment and to increase economic independence for homeless people.
- Encouraging self-help principles to give homeless individuals a prominent role in developing solutions for housing problems and homelessness.

Taking Responsibility for Homelessness provides an eloquent plea to all levels of government to take ownership of the problem and responsibility for solving it. The "homelessness problem" is perhaps the most visible outcome of years of reduced federal and provincial investment in citizens. Solutions may begin with government response, but I would say that there

is unlikely to be any planning professionals in Ontario who, upon reading this report, would not find a role for themselves in solving the homelessness problem. Homelessness is not an "urban" problem, it is not uniquely a Toronto problem and it is not solely the result of mental health issues and addictions. It is the consequence of a society that has turned its back on providing its citizens with one of life's basic

requirements: a home.

Allison Ruddock is a Masters student in the School of Planning at the University of Waterloo. She recently completed a research project entitled Enhancing Women's Economic Participation through Housing for the Canadian Housing and Renewal Association (CHRA) and Status of Women Canada.

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