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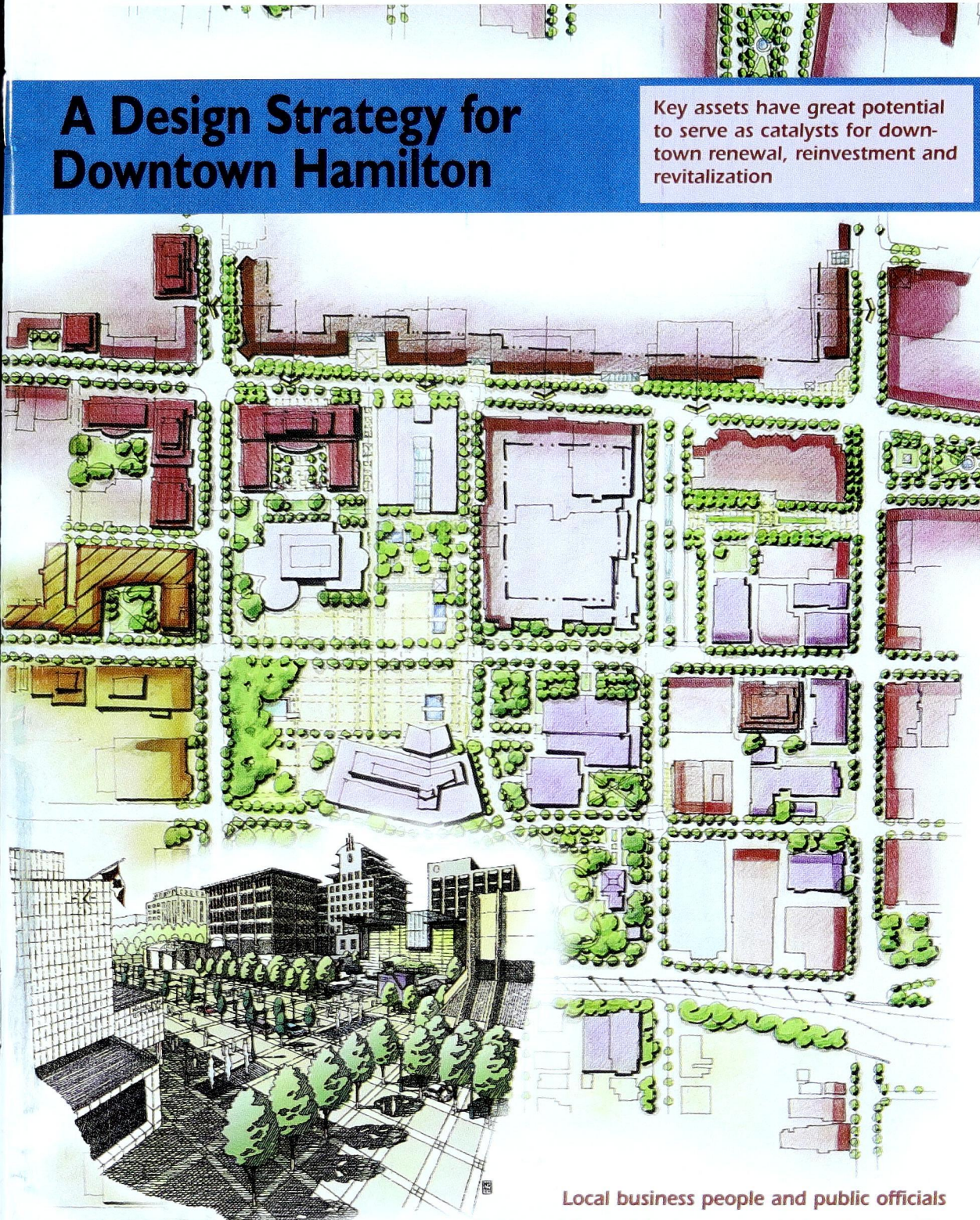
1999

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NUMBER 6

A Design Strategy for Downtown Hamilton

Key assets have great potential
to serve as catalysts for down-
town renewal, reinvestment and
revitalization



Proposed City Hall square
and environs

Local business people and public officials
foster public and business support for the benefits
of downtown revitalization; local ratepayers play an
active role and are very committed

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Volume 14, Number 6, 1999

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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“Putting People First” Design Strategy for Downtown Hamilton

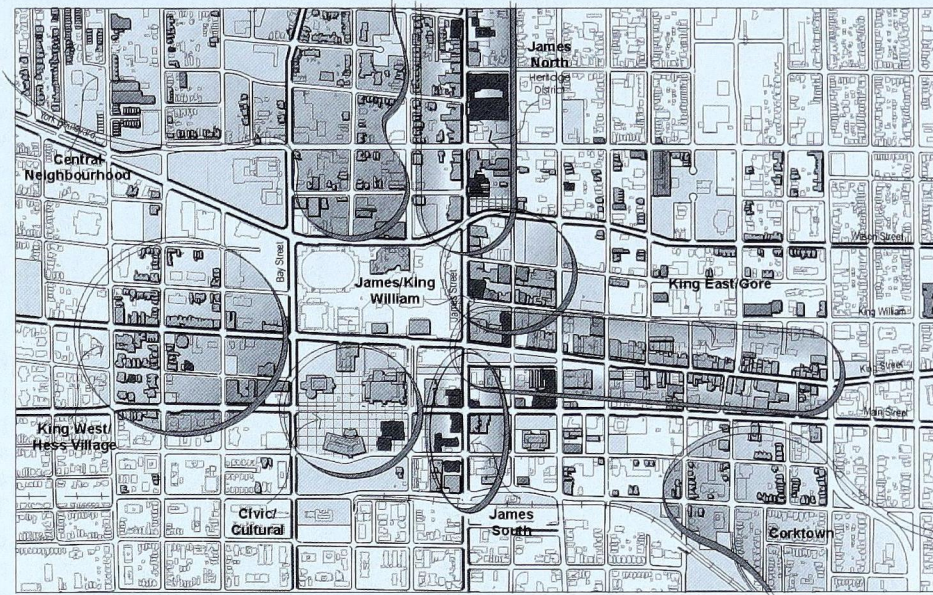
By Ron Blake
and Mark Reid

Last year, Hamilton City Council recognized that some action was needed to ensure the success of the downtown core and attract new investment into the new millennium. The result was a commitment to undertake a secondary plan study. As part of that initiative, the City hired Urban Strategies to prepare a Design Strategy for the Downtown. The strategy will serve as a fundamental basis for the new secondary plan—it establishes a clear vision of the downtown's future and outlines a set of coordinated actions and implementation strategies needed to achieve the vision.

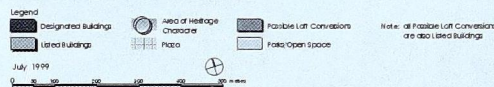
Why downtown Hamilton needs a Design Strategy

Well known as one of southern Ontario's primary manufacturing cities, Hamilton is also an important cultural and business centre whose success depends on the vitality and health of its downtown core. But like many downtowns across North America, Hamilton's core has suffered from suburban competition and a variety of well-intentioned but misguided development initiatives.

Until the 1950s, Downtown Hamilton was the heart of retail and business activity, and was surrounded by healthy, stable residential neighbourhoods. But development in the post-war period fundamentally changed the downtown's character. Increasing affluence, car ownership and new highways allowed people to move away from downtown neighbourhoods. With residential suburbanization came the dispersal of stores and services to outlying areas—suburban shopping centres grew into regional malls, supplanting downtown as the major retail destination. Downtown's main streets, which were once home to the region's best stores, were widened and converted into one-way high-speed traffic arteries. These thoroughfares can accommodate huge volumes of traffic, but they have lost much of their attractiveness for pedestrians and shoppers. Buildings on the edges of downtown were torn down and replaced with large surface parking lots to accommodate the growing number of commuters.



HERITAGE RESOURCES



Design Strategy
DOWNTOWN HAMILTON
SECONDARY PLAN
Putting People First
Community Planning and
Development Division
City of Hamilton
Region of Hamilton

Strengthening the image and sense of place in the downtown core

The Challenge—Building on Core Assets

Downtown Hamilton is now at a cross-roads. While the changes of the past 40 years have taken their toll, the future of Downtown Hamilton need not be bleak: its existing assets hold tremendous potential to create an animated and active place that is linked to its past, where living, walking, shopping and working are a pleasure.

Examples of these assets include downtown's tourist and cultural destinations; its specialty retail areas; its role as the office and commercial hub of the region; its many commercial buildings with architectural and heritage significance; and the recently-renovated Gore Park in-the heart of downtown.

The surrounding residential neighbourhoods are still healthy, and there are parks and community focal points that can serve as anchors for strategic revitalization efforts. Vacant, publicly-owned lands can be developed as demonstration projects for residential infill, to encourage further reinvestment in the downtown. Momentum from new initiatives, such as the renewal of the North End neighbourhood, and the growing number of loft conversions and new specialty stores, can be captured to stimulate interest and action in downtown redevelopment.

These key assets have great potential to serve as catalysts for downtown renewal, reinvestment and revitalization—they are the building blocks for the future.

A new way of thinking about the downtown

The Design Strategy presents a new way of thinking about downtown that builds on these ideas. It is based on several interrelated themes:

- Using improvements to streets, parks and other elements of the public realm, as a catalyst for revitalization.
- Strengthening connections to neighbour-

hoods and surrounding attractions.

• Making downtown living attractive.

- Using small scale, incremental actions, spread across downtown to bring about long-term revitalization.
- Using larger demonstration projects to renew key sites and stimulate interest and enthusiasm in the future of downtown.

These themes outline our theory and approach behind the Design Strategy. They

can be readily incorporated into the policy structure of the new Downtown secondary plan, currently being prepared by the City.

The Design Strategies

The design strategy focuses on how these revitalization themes can actually be implemented on the ground. Some of these proposals apply throughout the downtown, including:

The Public Realm: Parks, Squares, Streets, and Open Space

The Downtown has many parks and open spaces that can be core assets for revitalization. Positioning new public spaces within a linked open space framework will enhance connections to the waterfront and escarpment and provide direction for improvements to the street and streetscape system.

Streets

In a successful downtown, streets are more than traffic arteries. They are places for walking, sitting, shopping and meeting people. The strategy aims to improve the pedestrian environment on downtown streets to balance the movement of cars with the need to create places for people. Through extensive tree planting, landscaping, sidewalk widening, and a return to a two-way movement system on key retail streets, mainstreets within the downtown can become a vibrant component of the city's overall open space system.

Housing

Downtown needs more diverse housing types to attract a wider range of income and age groups. Vast surface parking lots provide many opportunities for new and infill housing. Existing neighbourhoods adjacent to the downtown are very important assets. The City must place a high value on preserving these areas as cohesive, attractive and diverse residential neighbourhoods. New residential development should be carefully added so these neighbourhoods can be reconnected to Downtown. Housing presents an immediate revitalization opportunity. Bringing more people downtown will help to support further retail and employment expansion. Local groups of residents, business people and design professionals are working on strategies to implement these ideas. The Hamilton Society of Architects recently held a two charrette to design innovative urban housing ideas for downtown Hamilton.

Retail & Entertainment

While downtown retailing has been in



Photo: Urban Strategies

The "Right House": a successful example of adaptive reuse

decline for many years, there is an opportunity to create a retail environment that is highly differentiated from the regional suburban shopping experience. Future retail development needs to build upon the pedestrian-oriented quality of traditional downtown shopping.

Heritage Resources

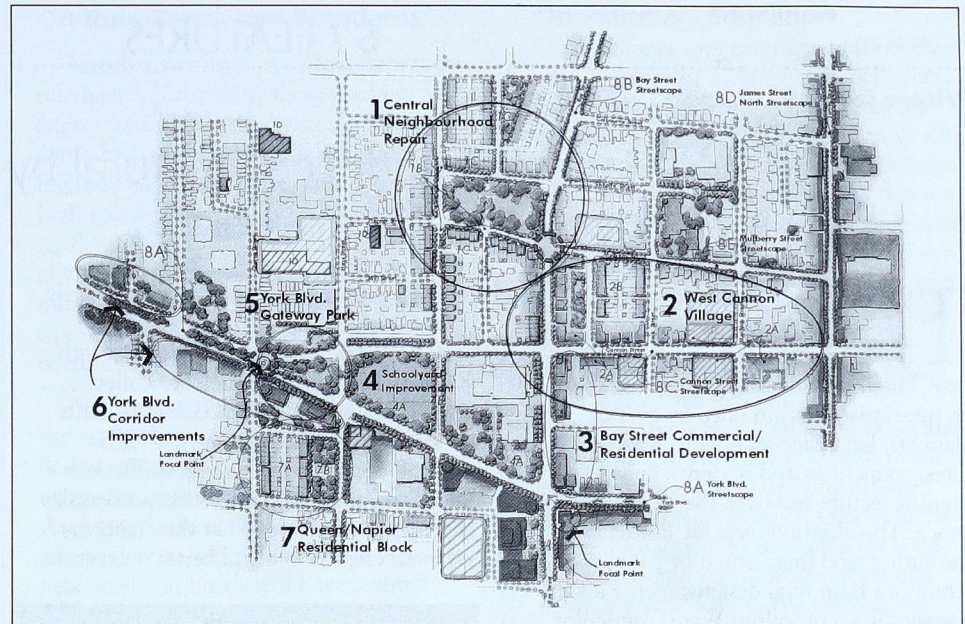
The preservation of heritage resources is critical to maintaining the unique image of the city centre. Heritage buildings provide a sense of character and connection to the past generally not found in the suburbs. Because heritage buildings tend to be lower than modern towers, their presence helps create desirable streetscapes and a sense of place in Downtown.

Targeted Actions: the 39 steps

The Design Strategy also presents a detailed vision of how downtown Hamilton could look over the long term. The 39 targeted actions illustrate how the strategy's underlying principles could be implemented in a variety of downtown locations. The urban design and land use concepts underlying these actions will assist in the formulation of the detailed land use policies and designations within the secondary plan.

What's next?

Downtown Hamilton is blessed with many assets that, properly managed, will provide a strong basis for future revitalization. But it will be a long-term project. Revitalization will require coordinated actions from politicians, the business community and the public. It will require financial commitments from both the pub-

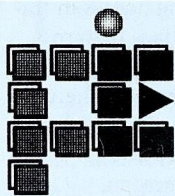


Redevelopment of open space areas can provide an opportunity for new infill housing downtown

lic and private sectors. But the downtown community is committed: the Downtown Partnership, a group of local business people and public officials, is fostering public and business support for the benefits of downtown revitalization, and developing strategies to promote downtown revitalization; local ratepayers groups played a very active role in the study, and are very committed renewing downtown neighbourhoods. The Downtown Design Strategy, together with the new secondary plan currently under development, will establish a long-term plan and coordinated set of strategies that will be necessary to achieve a new vision for Downtown Hamilton.

Ron Blake, MCIP, RPP, is an urban planner and associate with Urban Strategies, has worked on a variety of planning studies related to policy, strategy and design. He recently completed a comprehensive update to the Barbados Physical Development Plan, and is currently preparing an Official Plan Review for the City of Brantford. Mark Reid, is an urban designer and associate with Urban Strategies. He has broad experience in urban design and landscape planning and recently completed a development plan for a new national park in Barbados. He is currently preparing a comprehensive study of the new City of Toronto's park system. Partner in charge was George Dark.

Illustration: Urban Strategies



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Primer for rural design

Randall Arendt Lecture Rural by Design

By Brenton Toderian

The Southwest District is very pleased to report their 1999 Millennium Lecture was a huge success! The interactive afternoon workshop on rural issues was attended by over 60 planners, landscape architects, rural advocates, councillors and students, and our evening lecture had over 180 in attendance. The afternoon was facilitated by the author, and highlighted by panel presentations from rural design expert Randall Arendt; Town of Milton Ward Councillor Cindy Lunau; farmer and Ontario Federation of Agriculture representative John Stafford; architect/planner Nick Hill; and professor/economic development expert David Douglas. The workshop gave participants an opportunity to brainstorm key issues facing rural areas in the new millennium, and identify actions to address coming challenges.

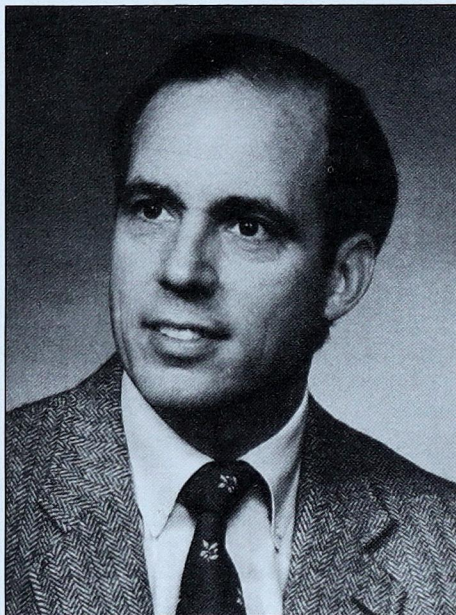
The highlight of the event however, was the evening presentation and slide show by Randall Arendt. Author of *Rural By Design: Maintaining Small Town Character* and over 20 additional publications, Arendt shared his insights on the future of design in rural areas, villages and small town neighbourhoods. A portion of his presentation was a primer on the new urbanism, with new insights on design issues facing small settlements rarely considered by other leaders of that movement.

On a Better Approach to Rural Design

Arendt describes his design approach as "planning with nature for people," a goal rarely addressed in zoning by-laws or ordinances. "Before World War 2 we were building communities with grace and beauty, but not since then. Now we design for pipes and drains... we design communities that drain well!"

Arendt encourages master planning for communities that are more than the sum of their parts. Consider options such as single loaded roads, as they allow for the park-like feel to permeate the community. Use loops, not cul-de-sacs. Avoid inappropriate suburban standards, particularly in

rural areas. In villages, we don't necessarily need 45 degree street angles, we can be more creative. We don't always need curb and gutter ("why do we need to collect every last drop of rain?"). Save low points for stormwater management and high points for parks. Save hedgerows. Reduce setbacks. Put shade trees between sidewalks and streets, no matter what the engineers say. And create more and better open space,



Randall Arendt

as "places where people congregate, mingle and foster ties."

Arendt calls for the creation of not only walkable, but "talkable" communities. He likes communities that facilitate the offering of a "yard beer"—a mysterious ritual involving the offering of a beer from one's porch to an acquaintance on the sidewalk. As the relationship improves, the yard beer can progress to closer interaction on a veranda or porch, eventually invitations into the house . . .

On Town and Village Form

Most of the great examples of town form, Arendt suggests, come from the era of 1910 to 1920, which he refers to as "the

golden age of town planning." This era includes the best designs of Raymond Unwin, John Nolen and Clarence Stein. Illustrated by slides, Arendt offered examples such as Mariemont, Ohio ("perhaps the best planned community in North America"), and Radburn (which Arendt admires and defends from criticism from the likes of Andres Duany). Other examples include Beacon Hill in Boston ("a great urban example of clustering and open space") and Martha's Vineyard (with wonderful houses fronting onto greens and walkways, with no street frontage and access from lanes . . . "if you have rear lane access, why do you need to front onto a street?").

Arendt spent some time discussing the merits of the Radburn design, primary of which is that the greenspace access is second to none. The community includes both a street grid and pedestrian grid that are separated from each other, and over 50 percent of the land has been kept as green space. This additional space has been facilitated with down-sized residential lots, and in most cases the homes have been oriented to the green space. Arendt called Radburn a "golf course development without the golf course," an idea he suggests should be a model for community design everywhere. In villages, Arendt advocates clustering houses in traditional settlement and village patterns, with ample land left as open space. Examples of this pattern includes the villages in Norfolk, England, where such clustering allows for wonderful streetscapes and village character.

"English villages are great at demarcating town and country and implementing the cornerstones of good design"... terminal views, village greens, single loaded roads, and loop lanes instead of cul-de-sacs. Arendt notes that villages had a less formal, more organic form than even those of the more "neo-baroque" new urbanist designs of late. They recognized that civic/open space is critical to rural settlement character.

On Rural Growth Management and Lot Sizes

Calling for growth in a way that makes sense, Arendt advocates conservation subdivisions that allow the same number of units on one-third to one-half of the land, with smaller lots, and the remaining land kept for agriculture with conservation easements. To prevent conflicts, he advocates partnerships and increased understandings so that farmers and residents can co-exist. In this way farmsteads can remain, and won't simply be considered "development in waiting". In village environments, retained green space can be owned by either homeowners or neighbourhood associations, or by the municipality.

Arendt insists we don't need one acre lots to accommodate septic and wells in rural areas. He suggests we go with a one-third acre lot, with the well in the front yard, and the septic system and tile field behind the house, but not within the property limits of the lot itself. Such systems could be located under a "community green" under homeowner/neighbourhood association ownership. (unfortunately time didn't allow for the flushing out—no pun intended—of issues of liability, access and ownership which quickly come to mind).

On Rule Books and Standards

Arendt encourages us to "question the rule book", particularly those used by engineers. Current subdivision road standards, he suggests, were originally set by highway engineers, the focus being on high speeds and capacity. Streets within residential subdivisions have been generally designed for travelling speeds of 50 miles per hour, and this has been reflected in excessive rights-of-way and asphalted portions.

At the same time, Arendt advocates the establishment of strong community design standards to guide future development. An opponent of "guidelines," Arendt feels that stronger standards will ensure that as communities grow, "the new neighbourhoods will have learned the best lessons from the past."

Arendt is a great believer in maximum (not minimum) lot sizes. For garages he advocates a maximum setback for living space, and a minimum setback for garages, that is roughly equal. In other words, the garage cannot be closer than the living space to the street. These could be adjusted so that the garage has to be set back further than the living space.

On Planning Education

Arendt was very complimentary of the training received by landscape architects, and suggested that they have an unique design perspective. Planners no longer get cross training with landscape architecture, architecture and engineering, and this is a shame. "Good town planners should know more than just a little about each of these three disciplines." Planners need to regain their appreciation for physical planning, and cross the discipline boundaries in order to re-establish their value in city, town and village-building.

After a lively and detailed question and answer period, Arendt left us with much to think about. His underlying message was that we could be much smarter about design. We should be designing for good neighbours and good communities, in a manner subordinate to the landscape-a manner that "treads lightly on the land."

Brenton Toderian, MCIP, RPP is Chair of OPPI's Southwest District, and a contributing editor on retail issues for the Ontario Planning Journal. He is an associate with MacNaughton Hermsen Britton Clarkson Planning Limited in Kitchener, and was lead organizer for the Southwest District Millennium Lecture.

Letter from Manchester

More Power than the Bomb: Economic Change and East Manchester

By Jeff Lehman

The apartment block was probably white, once; now it is as grey as the drizzling clouds above it. There are no windows left on the ground floor, on the second, perhaps half the panes remain. The empty frames are covered with plywood sheets, broken in many places. A steel door, scrawled with graffiti, is the only other break in the concrete facade.

Seven floors up, over one of the boarded windows, the grey becomes black; the stain of a fire in the recent past. Incredibly, most of the other windows have curtains, tattered and tired, mostly drawn, shutting out the world. The people inside are nowhere to be seen.

Turning away from the apartment, I kick something in the street; a fragment of a brick. It's ancient, crumbling to clay, blackened by soot; another memory of this city's

heritage. This was the first industrial city. Two hundred years ago, this was the first skyline of smokestacks and the first home of large-scale factories. It was the hotbed of invention, the leading light of the most fundamental change in human economy ever. Between 1790 and the 1830s, Manchester was probably the most advanced city not only in England but on the planet.

The city has now been declining for over 150 years. It's a long, long sickness; but not a terminal one. From a warehouse near the run-down rag trade district at the edge of the city centre hang the colourful banners of Urban Splash, an architectural practice that has attracted praise for the mixed-use apartments it has designed and built within the shells of derelict warehouses, factories, and public buildings. And the city centre, heavily damaged by an IRA bomb blast in

1996, has been recolonised by approximately 5,000 new residents in the last five years, building on a live/work culture tied up with new ways of organising work in the media industry.



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Boarded up houses define East Manchester

Further afield, however, regeneration remains only a buzzword. The Commonwealth Games will be held in Manchester in 2002, and the city and sponsors have built a giant velodrome a few miles from the city centre in the midst of a vast area of derelict land. Sitting like nothing so much as an alien mothership amid landscaped lawns and gardens, the stadium sits empty, ignored; a smartly-dressed guest who's arrived too early for the party.

Manchester is a sharp reminder of the influence of broader economic shifts in shaping the form and function of cities. The industrial revolution built modern Manchester; the crash de-industrialisation of the 1970s and 1980s reduced much of it to ruin with the same power as a nuclear bomb. Though this may be a creeping change rather than an explosive one, it is part of a cyclical process of urban life, death, and rebirth that has characterised the luckier UK industrial cities, and certainly parts of London.

It is also a reminder of the need for designers to understand the process of economic change. The velodrome has, as yet, done little to contribute to Manchester's rebirth; it is un-urban, disconnected to its surroundings, though it may in time become the centrepiece to a leisure-based economy yet unborn. By contrast, the Urban Splash buildings house the leading edge of a natural, organic regeneration, spreading gradually outward with the growth of the nascent new economy of the city centre. Cases like this, where design and economy are inseparable, can be the leading lights of regeneration.

Jeff Lehman is Projects Manager in the Cities Program at the London School of Economics. He is a regular contributor to the Ontario Planning Journal and can be reached by email at J.R.Lehman@lse.ac.uk



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Classic Parks Design With the Parisian Touch

By Jill Cherry

The importance of urban parkland for the health and benefit of city dwellers has been understood since the nineteenth century. At that time, parks were created to improve the lot of the impoverished masses, Central Park in Manhattan being a classic example. Olmsted and his European counterparts recognized that just providing greenspace was not enough, and knew that parks must be beautiful as well as suitable for a variety of uses, enhancing the daily lives of all citizens and transforming neighbourhoods. Two new Paris parks, Andre Citroen and Bercy, have taken these lessons of history to revitalize former industrial areas to the west and east of the city, setting new standards in contemporary landscape design.

Although Citroen and Bercy are unique in style and layout they share some characteristics. They both relate well to their individual sites and integrate with the surrounding built form. Although their relationship to the adjacent River Seine was problematic in each case, site specific solutions were found. They both address, in different ways, history, culture and nature. In fact, the manner by which these associations have been developed, through a blend of French formal and English romantic elements, is most interesting, creating a feeling of comfortable familiarity. At the same time these are modern parks where one may walk on the grass and play in the water.

Citroen and Bercy are unusual in the emphasis given to plants and horticulture, both as part of the design, and as a means to engage the gardening public. Bercy, for example, has a gardening/ecology centre located in one of the historic buildings, and a parterre of garden beds with horticultural and agricultural themes that are used by local schools and community groups. At Citroen, trees are sculptural and there are many individual garden areas.

Two teams of landscape architects and architects—Gilles Clement and Patrick Berger, and, Alain Provost, Jean-Paul Viguier and Jean-Francois Jodry, designed Parc Andre Citroen. 'Rethinking an idea of nature for today' was the concept, where nature is juxtaposed with artifice, and history with modernity. Thus we have a wild

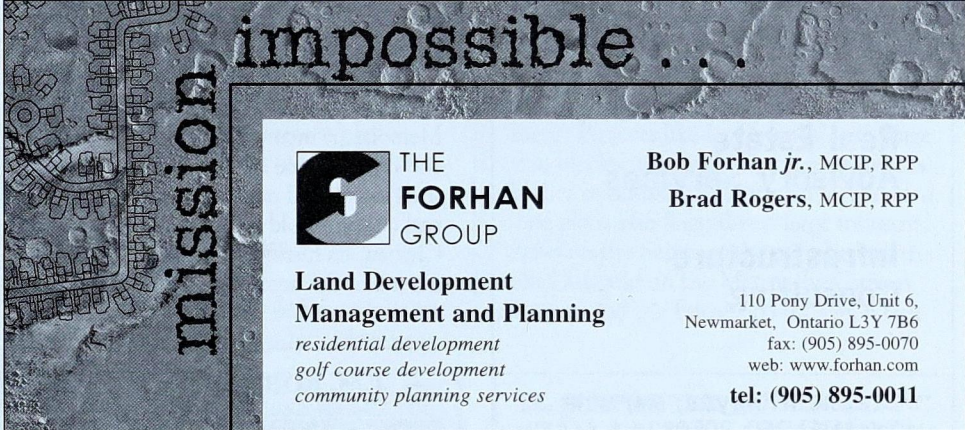
meadow, gardens of the senses and a horticultural richness that is contained by an architectural frame, through the use of enclosures, ramps, and watercourses. The contrast between nature and built form establishes linkages between the park and

Two new Paris parks have taken the lessons of history to revitalize former industrial areas, setting new standards in contemporary landscape design

its neighbourhood. There is a shared vocabulary between the park and the buildings outside, and, in fact, during the design phase, the design teams met regularly with the architects for the adjacent buildings.

The park is oriented along a north/south axis. Two imposing greenhouses are separated by a fountain of multiple, intermittent water jets that emerge from a stone parterre. Reminiscent of Versailles, one has, from here, a grand perspective view down to the Seine. A new railway bridge, at the northern boundary, allows access to the quay. Central to the main axis is a large, rectangular greensward surrounded by a narrow canal. A stone path cuts diagonally across the entire park, linking the outlying White Garden to the park as well as forming the boundary between the work of the two design teams.

Along the eastern boundary lies the Garden of Metamorphosis. A dual level walkway (that ultimately leads to the Black Garden) is punctuated by six small greenhouses that recall nineteenth century interests in natural history. They con-




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Parc de Bercy

nect to ground level by way of ramps with cascades, similar to the seventeenth century palaces of Marly and St. Cloud. Between the

ramps lie the single coloured, sunken gardens of the senses. The subliminal complexity of Citroen is seductive, post-modern and surprisingly user-friendly.

Parc de Bercy was designed by landscape architects Ian le Caisne and Philippe Raquin, and architects Bernard Huet, Marylene Farrand, Jean-Pierre Feugas and Bernard Leroy. Conceived as a Jardin de la Memoire, it incorporates elements from the site's original use as a wine trading location, such as cobbled paths, historical buildings and centuries-old trees. Thus, unlike Citroen, its historical references are connected to the actual site, preserving its

identity for modern visitors.

The park is divided into three main sections. To the south is an open area of grass bordered with clipped shrubs and dissected by wide, formal axial pathways. Large trees provide a sense of scale within the lawn and establish an atmosphere of permanence. The next section is one of contrasting complexity. In French garden style, low hedges surround rectangular flowerbeds geometrically arranged, containing a vineyard, an orchard, a scented garden, a labyrinth, a bulb garden and a rose garden. Four pavilions mark the compass points and the seasons. Beyond this formal area lies a romantic garden with rolling hills, a lake, archaeological ruins and two Japanese style bridges which link the park where it is divided by a road. An old building, formerly used to collect wine taxes is used as a Gardening Centre. To buffer the park from a highway bordering the Seine the designers raised a dune and planted it with shrubs and trees, providing a vantage point from which to survey the park, the river and the neighbourhood.

Using well-designed parks as the focus of new neighbourhoods is exciting, and cities everywhere can draw lessons from these new parks. From a landscape architectural point of view, these are bold schemes that celebrate plants, and find inspiration in tradition as well as the contemporary world. They take a sensitive approach to the site, with an awareness of history and local needs, to create lively, intelligent places at the heart of their communities.

Jill Cherry is a former Director of Parks and Recreation with the City of Toronto. She is now a freelance landscape consultant and is pursuing her interests in landscape design at the University of Toronto.

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Lessons from Parc Andre Citroen and Parc de Bercy— Two New Paris Parks

By Cathie Macdonald

Canada has many wonderful urban parks and open spaces. But two new Paris parks provide us with an opportunity to reflect on how we can better make parks part of our city building. Parc Andre Citroen and Parc de Bercy, the two latest large City parks, are listed in the Michelin Guide, but are not yet top tourist attractions. They should be—especially for planners. Both play key roles in the City's neighborhood

**We need to use competitions
to encourage better design
. . . give priority to funding
public parks . . . [and]
explore other opportunities
for funding**

redevelopment and regeneration plans. And both are magnificently designed parks, a joy to discover, following the traditions of the formal Luxembourg Gardens and the Tuilleries and of the informal 19th century Bois de Boulogne. And most importantly, Parisians make good use of them—for just walking and enjoying the gardens, sunbathing, picnicking, reading or sleeping, or even taking balloon rides. Lovers



Citroen main park

lying on the grass, and children play sports, garden and splash in the fountains.

How did these parks come about?

In the 1960s, the City of Paris planners targeted a number of areas for redevelopment.

Projects like La Defence, with huge slab blocks, appeared. The markets at Les Halles relocated and that area regenerated. The plans also flagged two large industrial areas on the Seine, at the periphery of the old City, and on the Metro: the Citroen factory, and the Entrepôts du Vin, a vast



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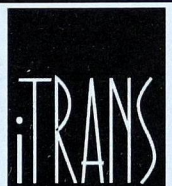
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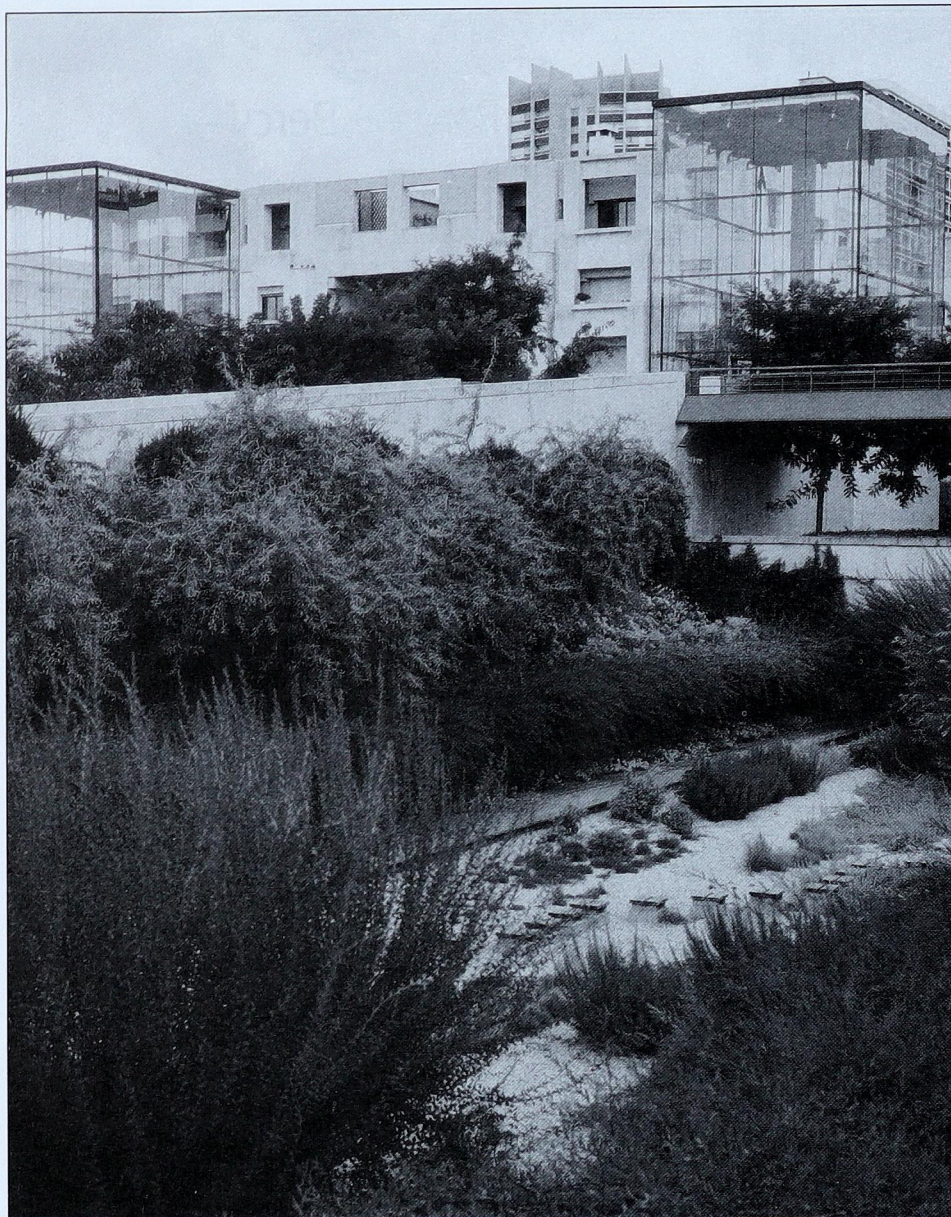


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Minigardens: one formal, one informal

area at Bercy, covered with warehouses for wine and spirits. (A third targeted area, located on working canals to the north, and used for slaughterhouses, was to become Parc de la Villette, one of President Mitterand's "grand projets", which included large exhibition and concert facilities.)

When industry moved out in the 1970s, the City bought both the Citroen and Entrepot du Vin lands. It's Atelier Parisien d'Urbanisme (APUR) planned for new mixed use neighbourhoods with large urban parks at their heart, and established an urban design approach that reflected the traditional Paris pattern of building heights, massing and open space. It wanted to "not only offer residents of the new

neighbourhood a pleasant setting, but also confer upon the parks an original personality and a stylistic unity worthy of a great modern metropolis."

The City's Direction des Parcs, Jardins et Espaces Vertes (Division of Parks, Gardens, and Green Spaces) sponsored design competitions for both the parks, common practice in France for public projects. The competition for the 35 hectare Andre Citroen was held in 1985, and the park was completed in 1993. The competition for the 15 ha Bercy, was held later, in 1996, and the park is now completed. The previous article by Jill Cherry suggests that the parks set new standards for contemporary landscape design.

The City of Paris has made major

investments in the parks. As well as acquiring the lands, it funded the development of the parks and maintains them. For example, Andre Citroen cost \$US35 million to develop plus an additional \$20 million to create a new railway bridge so that the park could extend to the Seine.

The City also developed plans and design guidelines for the lands around the parks and used design competitions for the development of housing and other uses adjacent to the parks. Two parkettes, part of Andre Citroen, reach out into these areas. Non residential buildings of note include the American Institute Building next to Bercy, designed by Canadian architect Frank Gehry, and along one side of the Andre Citroen is the large Canal+ office building, designed by Richard Meier.

What can we learn from these projects?

First, the wonderful parks at Andre Citroen and Bercy remind us of the importance of well designed and beautiful public open space for enjoyment and use by everyone. We need to look for quality, as well as quantity and standards, and use competitions to encourage better design. Second, these parks show us how large new parks can be a major focus for the creation of new city neighbourhoods on former industrial land. As well, such public parks can provide a community focus for suburban development. Third, they remind us that we need to give priority to funding public parks. In France, competition between the local and central government has resulted in increased spending on parks. Here, we are currently debating the need for more government support in building our public infrastructure, and we also need to explore other opportunities for funding, such as through private/public partnerships and creating land value through the development of the parks.

And finally, of course, we should just visit the new Paris parks, be amazed and enjoy!

Cathie Macdonald, MCIP, RPP was formerly Central Core Manager for the City of Toronto Planning and Development Department and subsequently Director of Property Services. She is now Convenor of the Queen's Land Forum, a national networking forum for government organizations responsible for public land.

Editorial

New Century, Fresh Start

One hundred years ago Canada's prime minister claimed that the 20th century would belong to Canada. Whether or not that claim was justified is debatable, our focus must now be on what happens to Canada in the next century. What will it bring? The United Nations has said the 21st century will be "the urban century," with an increasing proportion of the world's population crowding into in very large cities. For cities in Ontario, the challenges are not about dealing with immense size but about attracting new investment, protecting the environment and maintaining quality of life.

The urban landscape has changed dramatically in Canada during the past 100 years. Although there will continue to be significant changes that affect life in cities, spurred on by new technologies and other aspects of globalization, economic prosperity in the 21st century will depend on how well cities compete against other cities. This creates new priorities. The role of the federal government must change accordingly.

But, as noted in this space from time to time, we are entering the new century with one hand tied behind our back. We have a constitution conceived in the horse and buggy age, where the level of government with the primary power of taxation and responsibility for the welfare of Canadians has no direct role in cities—which today are acknowledged to be the engines of our economy. This anomaly puts Canadian cities at a competitive disadvantage because cities and city regions south of the border benefit from direct funding for infrastructure renewal and other critical investments from the U.S. government. Two powerful Canadian politicians commented on this

issue recently, although their perspectives could hardly be more different.

The Minister of Finance gave an interview to the Toronto Star in which he forcefully acknowledged the need to support city regions like Greater Toronto with significant investments in infrastructure. Not surprisingly, he framed his argument with the caveat that the federal government cannot act alone, and that the provincial and city governments must also do their bit. That the minister is willing to publicly state this point of view, nevertheless, is progress, even if no funds have yet been made available.

The second politician to grab headlines on this topic was the Mayor of Toronto, who, speaking at a cities conference in the U.S., suggested with some seriousness, that Toronto—with a budget equal that of at least five provinces—should become a province in its own right. "It's all about taxes," the Mayor said. Another way of making the same point is to acknowledge the economic role played by Toronto and other Canadian cities by revising the framework of transfer payments so that the mayors do not have to go cap in hand to provincial premiers. The flow of funds should be predictable and not dolled out like pocket money for good behaviour.

In the 21st century, Canadian cities must have the tools they need to function like the mature entities they have become. We need a fresh start.

Glenn Miller, MCIP, RPP is editor of the Ontario Planning Journal and director of applied research with the Canadian Urban Institute in Toronto. He can be reached at onplan@inforamp.net.

13 / DISTRICTS & PEOPLE

Eastern

The Core Area of Canada's Capital Region: A Planning Charrette

By Daniel Miron

The National Capital Commission (NCC) is a Crown corporation with a mandate to develop Canada's Capital into a national meeting place, to increase Canadians' knowledge of their country through its capital city, and to safeguard the national treasures located in the National Capital Region (NCR).

The NCC is currently working on a Sector Plan for the Core Area, which includes Parliament Hill and the downtown areas of Ottawa and Hull. The plan

will establish land use priorities, rationalize property allocation and tenureship among user-agencies, and define comprehensive long-term development and conservation objectives.

The Core Area Sector Plan project consists of three major phases. Phase I was the creation of a Vision for the Core Area. In June 1998, the NCC unveiled its Vision for the Core Area of Canada's Capital: A Capital for Future Generations, a series of proposals to guide planning and development in the Core Area. (See Ontario Planning Journal, July August, 1998) - Between June and September 1998, the Commission received comments and ideas from residents, visitors and interested Canadians. The NCC then summarized those ideas.

Phase II of the plan, now under way, is to devise a Concept Plan for the cities of Ottawa and Hull, the Outaouais Urban Community (OUC) and the Region of

Ottawa-Carleton (ROC). It will include the identification of planning, development and programming principles and objectives based on the Vision and federal, regional, municipal and private perspectives on the future development of the area. The planning charrette of summer 1999 was part of this process. In Phase III, NCC staff will develop a sector plan for federal lands within the Core Area.

The purpose of the charrette in summer 1999 was to bring together multidisciplinary teams in planning, urban design,

LETTERS TO THE EDITOR

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architecture, landscape architecture, programming, and economic development to develop concepts for the Core Area based on the principles in the Vision, the results of the public consultation and other workshops.

The NCC invited federal, regional and municipal partners, as well as representatives of national professional associations in planning, architecture and landscape architecture. Barbara McMullen, MCIP, attended as representative of the Canadian Institute of Planners.

The charrette was held at Carleton University's School of Architecture on July 5 and 6, 1999. Participants were organized into five teams of eight, including team leaders and reporters. They were asked to develop a series of principles and objectives based on the Vision document and to create a conceptual plan. Each team was given supplementary background information, reports and aerial photographs. Drawing equipment was also provided so that each team to prepare a conceptual plan at 1:5 000 scale.

At the end of the first day, each team made a presentation on the fundamental principles and objectives which were to form "Planning Performance Criteria" for its concepts. At the end of the second day, the results of the charrette (rationales, conceptual plans, drawings) were presented to the group in a plenary session.

The ideas developed by the teams included opportunities for residential infill, enhancing the role of the Ottawa River as the central focus of the Capital, and developing strong connections

between the civic and capital realms on both sides of the river. Some of the principles proposed included ensuring the Core offered recreational and tourist destinations, and incorporating notions of sustainability and alternative transportation opportunities in development.

At present, NCC staff and two planning/urban design consulting firms (DuToit, Allsopp, Hillier and Delcan Corporation) are refining the results of the charrette and preparing concepts for the next round of public participation and consultation planned for the months to come.

For more information, contact: Daniel Miron, Project Manager, Planning Division, Capital Planning and Real Asset Management, National Capital Commission, Ottawa. He can be reached at (613) 239-5178 or dmiron@ncc-ccn.ca

Ottawa-Carleton Municipal Restructuring

By Barbara McMullen

On August 23, 1999, Municipal Affairs Minister Steve Gilchrist announced the provincial government's intention to restructure municipal governments in the Region of Ottawa-Carleton. The long-awaited announcement stated that area municipalities would be given 90 days to come up with a solution to municipal reform.

In September, the Minister announced the appointment of Glen Shortliffe as the region's special restructuring adviser. Shortliffe was clerk of the Privy Council

from 1992-94 and oversaw the restructuring of the federal bureaucracy. He is currently consulting with the public on municipal reform and will bring forward a proposal for a new form of government.

At present, the Region of Ottawa-Carleton is made up of 11 municipalities: Ottawa, Gloucester, Kanata, Nepean, Vanier, Cumberland, Goulbourn, Osgoode, Rideau, West Carleton and the Village of Rockcliffe Park. The population of the region is about 725,000.

Proposals for municipal reform must meet five criteria. They must (1) lower taxes, (2) cut down the size of the bureaucracy, (3) reduce the number of politicians, (4) improve services, and (5) maintain or improve accountability to taxpayers. After Shortliffe's has been submitted and ratified by Cabinet, legislation will be passed to ensure implementation for the November 2000 municipal election.

Several options are being considered for reform in Ottawa-Carleton, including:

- a single city combining all 11 existing municipalities and the regional government into one, with community boroughs for local input;
- a single city made up of the seven urban municipalities and the regional government, leaving the four rural townships as separate entities;
- three cities, one made up of Ottawa, Rockcliffe and Vanier, one made up of Kanata and Nepean, and one made up of Cumberland and Gloucester, with the rural townships remaining as separate entities.


In addition to announcing municipal restructuring for Ottawa-Carleton, the provincial government has given the regions of Sudbury, Hamilton-Wentworth and Haldimand-Norfolk a similar 90-day period to come up with proposals for municipal reform.

Note: Reports on the amalgamations will follow.

Barb McMullen, MCIP, RPP is editorial coordinator for the Eastern District and the principal of McM Planning. She can be reached at bmcullen@netcom.ca



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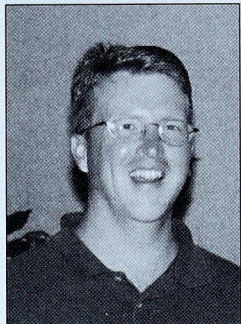
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Southwest

A Farewell (but not good-bye) to Hugh Handy

By Brenton Toderian

This year's AGM in Collingwood marked the end of Hugh Handy's term on Council as our Southwest District Provincial representative.



Hugh Handy

Hugh has spent the last four years representing us on Council, and his commitment to the job was reflected in the glowing words of OPPI President Ron Shishido at the AGM. These sentiments were echoed by Southwest District

Chair Brenton Toderian at the SWOD AGM the last morning of the conference.

Hugh has been a model of unselfish commitment and dedication to the Institute and its members, and a force for improvement of OPPI both at the Provincial and District levels. His legacies on Council include leadership in the OPPI Mentoring Program, the new OPPI Strategic Plan, and numerous initiatives at the District level.

Members who came out to the Southwest District Christmas Social on December 1st in Waterloo took the opportunity to recognize Hugh's dedication again with a certificate of appreciation from the District Executive. Although Hugh's term on Council is over, his support to the membership certainly isn't—he'll still be participating in important initiatives such as the Mentoring Program.

New Southwest District Executive Confirmed

The Southwest District held its AGM at the Collingwood Conference this year, and presented their reports to those dedicated souls able to wake up for an 8:00 am meeting the morning after the big conference gala! The coming year's executive was confirmed, and as the saying goes, what's old is new

again. The majority of executive members are staying on for a second term. The executive membership (and contact information) is as follows:

- Chair:* Brenton Toderian, MacNaughton Hermsen Britton Clarkson Planning Limited (519) 576-3650
- Vice Chair:* John Fleming, City of London Planning Department (519) 661-4980
- Secretary-Treasurer:* Steve Jefferson, K. Smart Associates (519)748-1199
- Provincial District Rep:* Paul Puopolo, Planning and Engineering Initiatives Limited (519) 745-9455
- Program Subcommittee Chair:* Darin Dinsmore, Green Scheels Pidgeon (519)725-2410
- Membership Subcommittee Chair:* Mark Seasons, University of Waterloo School of Planning (519) 885-4567 Ext. 5922

The Executive is fully accessible to members with questions, comments or concerns. Please feel free to contact any of us whenever you would like to talk.

Brenton Toderian, MCIP, RPP is Chair of the Southwest District, and an Associate with MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC) in Kitchener.



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People

Roman Winnicki Moves Up

Roman Winnicki has been appointed Acting President of Canada Lands Ltd. He was previously vice president for the Eastern Region. Roman made the transition to Canada Lands from CN Real Estate. Before joining CN he was a consultant and also Deputy Commissioner of Planning for Metro Toronto under John Bower.

Stephen Armstrong and Craig Hunter

announced the formation of Armstrong Hunter, Planning and Development Consultants. The new business brings together two planning practices, SGA Consultants Inc. and Hunter & Associates Ltd. It will provide professional services in land use planning, subdivision and site plans, development approvals, project management and expert testimony at the OMB. The firm maintains business arrangements with other professionals to ensure that appropriate technical expertise is available for every assignment. Armstrong Hunter is based in Richmond Hill and works throughout the Greater Toronto Area and southern Ontario.

Before launching their new business, both Stephen and Craig held senior positions with consulting practices based in Toronto.

The MBTW Group is pleased to announce that **Randal Dickie** and **Hope Russell** have joined their planning team. MBTW is a multidisciplinary firm of planners, urban designers, landscape architects and architects providing consulting services for new communities in the Greater Toronto Area. Randal Dickie has joined The MBTW Group as a Project Manager. With more than 10 years of municipal experience at the Town of Markham and the City of Scarborough, he has technical expertise in land use planning, as well as practical experience in urban design. His previous projects include the Times-Galleria and Woodbine North communities in Markham and Tridel's Mondeo condominium in Scarborough. Hope Russell, a planner with The MBTW Group, is a grad-



Roman Winnicki

uate of the University of Waterloo's planning program. She was most recently with Paracom Realty Corporation, conducting market research and analysis for large-scale retailers including Home Depot, Golf Town, Chrysler, and Prime Restaurants, as well as commercial/retail development companies. Both Randal and Hope are members of OPPI's GTA Program Committee.

After 20 years with the City of Kitchener, the past five as the General Manager of the Department of Business and Planning Services, **Tim McCabe** has joined the firm of Green Scheels Pidgeon Planning Consultants as an Associate. Tim will be working from GSP's Waterloo Office.

Paul Mason, is the new Director, Community Planning for the City of Hamilton/Region of Hamilton-Wentworth. Prior to his move to Hamilton, Paul spent more than 18 years in the Planning & Culture Department at the Regional Municipality of Waterloo and takes with him extensive experience in land use and policy development. Paul can be reached at (905) 540-5374 or pmaon@hamilton-went.on.ca.

Steve Ganesh is the newest member of the consulting team at Planning & Engineering Initiatives Ltd. Steve was formerly with the City of Brampton and will remain in the Greater Toronto Area in the new GTA office of Planning & Engineering Initiatives Ltd., located at 450 Britannia Road East Suite 450B, Mississauga, ONT, L4Z 1X9. Steve welcomes the opportunity to provide professional planning advice and can be reached

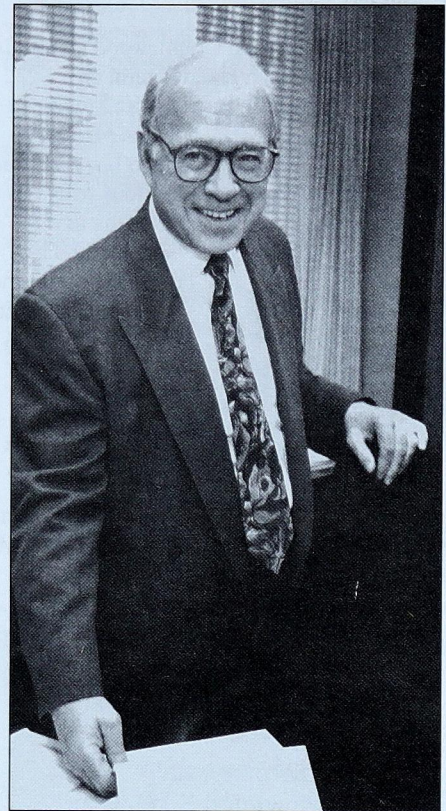
Obituary

Robert Serena

Robert E.P. Serena, a retired member of the Institute, has died. Mr Serena was born in November, 1915 and became a member of the Town Planning Institute of Canada in 1953. At this time he was working for the Burlington and Suburban Planning Board. Mr Serena became a retired member a decade ago. He continued to reside in Burlington until his death in September.

at (905) 890-3550, toll free at 1-877-822-3798, or e-mail at GTA@peinitatives.on.ca.

Doug Colbourne has been re-appointed as the chair of the OMB. He has been a member for 35 years, and chair since 1996.



Doug Colbourne

And finally, a message for anyone questioning the worth of attending planning conferences. **Karen Pianosi** met a man called Cooper at a Toronto planning conference a couple of years ago and as a result has now changed her name to Cooper. She can be reached at karenc@town.halton-hills.on.ca. Karen is a member of the OPPI Publications Committee.

Lorelei Jones, MCIP, RPP is principal of Lorelei Jones Associates and can be reached at lja@home.com. She is contributing editor for the People section with Thomas Hardacre, MCIP, RPP who is a senior planner at Planning & Engineering Initiatives Ltd in Waterloo. He can be reached at thardacre@peinitatives.on.ca

Erratum

Andrew Hope was incorrectly identified as Ron Fournier in the previous issue.



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Professional Insurance— Will we get insurance and when?

Our last communication to you entitled the Benefits of the Proposed OPPI Professional Liability Insurance Program created great interest and many favourable comments in support of the program. We received many phone calls, e-mails and personal inquiries from members who visited the INS Group Services booth at the 1999 Conference to find out more about the program. Your questions and comments have taken us to the next stage of implementation.

The Insurance Committee met on November 11 to consider your questions and comments, and finalize the policy requirements. We discussed the need for a broad definition of planning to fully protect all the functions our members perform, that is, environmental, land use, mediation, economic, social. In addition to individual coverage, there will also be coverage available to those in the private sector who wish to augment the OPPI policy for their businesses. This additional coverage can be purchased directly from the insurer.

We also discussed who would be covered under the mandatory program, that is, Full, Provisional (for a six year term) and Retired Members. Participation by the latter group is optional.

Once the policy is acceptable to Council and our legal advisor, the issue will become a budgetary matter. In order to implement this compulsory program, our General Bylaw requires that a fee increase be approved at the Annual General Meeting (October 2000). It may be possible to have the insurance program take effect before January 2001, if the membership voted in favour of payment for coverage beginning March 1, 2000 at a Special General Meeting.

Your support and thoughts are greatly appreciated. Please direct comments and inquiries to Mary Ann Rangam, Executive Director (416) 483-1873 or toll free at 1 (800) 668-1448 or the Insurance Committee Chair, Don May, at (905) 332-2324.

OPPI Membership (Full) Increases by More Than 100

Table 1

**OPPI MEMBERSHIP BY DISTRICT,
NOVEMBER 1999**

Membership category Totals:

Full	1442
Provisional	901
Retired	57
Student	413
Public Associate	8
Public Assoc. (Student)	15

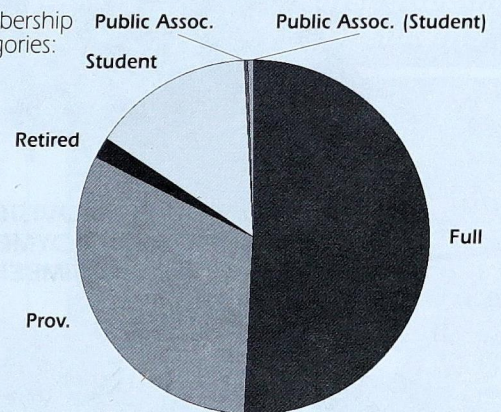
District Totals:

Northern District	79
Southwest District	478
Central District	1924
Eastern District	320
Out of Province	35
TOTAL MEMBERSHIP	2836

Note: Full Members include 17 Fellows of CIP; Retired Members include 1 Fellow of CIP.

For an organization with more than two-thirds of its membership in the Central District, OPPI achieves a high level of participation across the province.

Membership categories:



Districts:

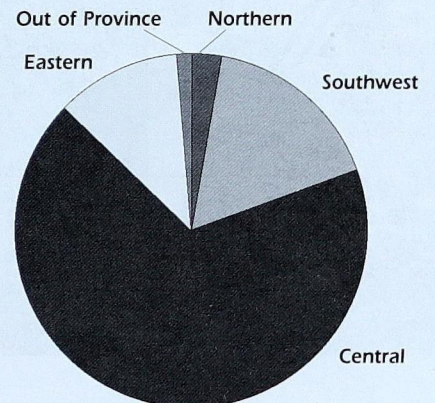
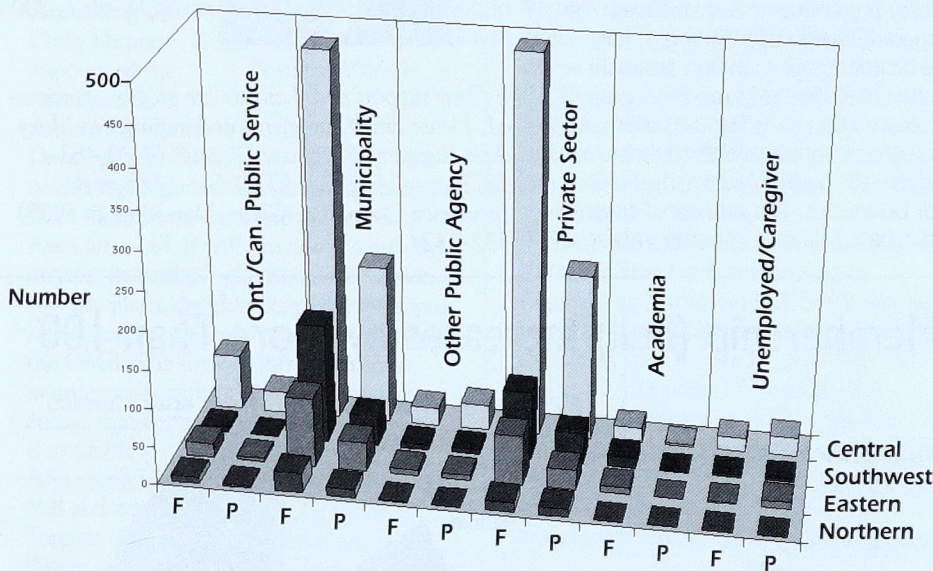


Table 2

FULL AND PROVISIONAL MEMBERSHIP BY EMPLOYMENT CATEGORY, NOVEMBER 1999

Based on membership census updated to 1999 and extrapolated to entire membership as per Table 1. Note: Total excludes 17 out of province members.

		Northern	Southwest	Central	Eastern	TOTAL	
						No	%
Ont./Can. Public Service	F	8	7	72	18	141	6.06
	P	3	1	27	5		
Municipality	F	26	154	478	90	1043	44.84
	P	11	40	206	38		
Other Public Agency	F	1	7	23	8	86	3.70
	P	-	7	33	7		
Private Sector	F	13	89	490	65	950	40.84
	P	11	40	216	26		
Academia	F	-	14	20	9	47	2.02
	P	-	1	3	-		
Unemployed/Caregiver	F	-	3	18	2	59	2.54
	P	-	3	24	9		
TOTAL		73	366	1610	277	2326	100.00



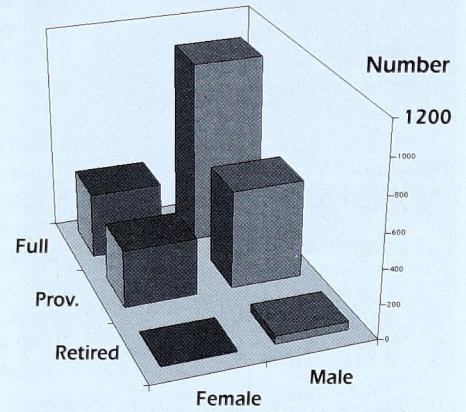
FULL (F) AND PROVISIONAL (P) MEMBERSHIP BY EMPLOYMENT CATEGORY, NOVEMBER 1999

Table 3

MEMBERSHIP PERCENTAGES BY CLASS AND SEX, NOV. 1999

	% Male	% Female
Full	73.8	26.2
Provisional	63.2	36.8
Retired	84.2	15.8

OPPI's membership is now almost evenly divided between public and private sector, a significant change from a decade ago.



MEMBERSHIP NUMBERS BY CLASS AND SEX, NOVEMBER 1999

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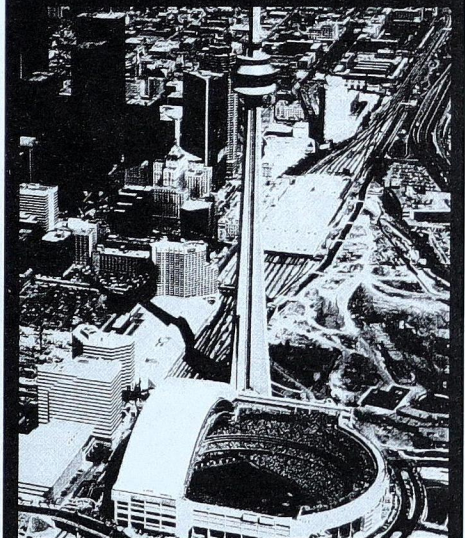
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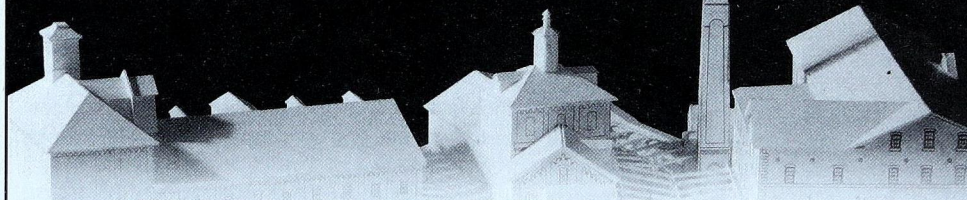
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Management

Ten Ideas That Have Shaped Our Cities

By John Farrow

The psychological benefit of moving into a new century is that it provokes sober reflection on what we have achieved in this one. While others are reflecting on the 100 greatest books or the 100 greatest baseball players, perhaps urban professionals should establish a list of the ideas that have shaped Canadian cities during the last 50 years or so. Some ideas have worked as intended while others have not. This could be a long list so let me start the process by citing my top ten ideas and let others add their favourites.

1. Government accepting the responsibility for balancing individual rights for the use and enjoyment of land with community interest.

This is the foundation for urban planning in Canada and those who remember the introduction of early planning legislation know how controversial this was. The way community and individual interests are traded off to shape our cities is worthy of a whole thesis. However, a key aspect of this balance is that most owners have the right, under certain conditions, to use their land for some beneficial purpose (no expropriation without compensation), provided they do so in accordance with land use plans developed by

government. This balance of rights shapes urban form, land use and the location of public amenities. Countries that have balanced these interests differently develop cities with a different form. In countries like the U.K. where the rights are weighted more heavily toward public interest and the government, green belts are much easier to maintain, while in certain states in the United States—where individual land owners interests are paramount—fragmented urban development patterns are more common.

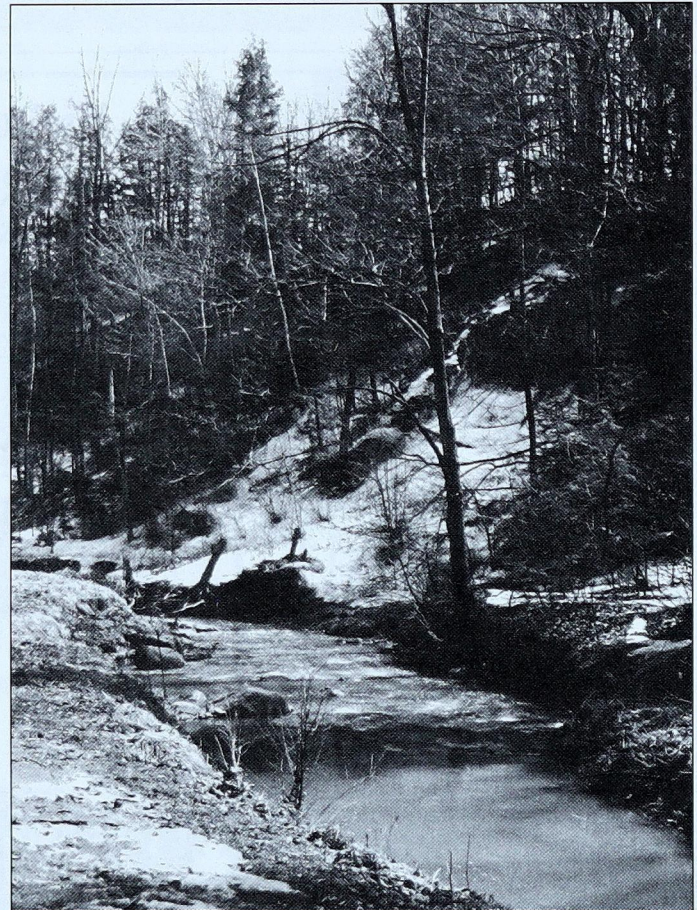


Photo: M. Manett

Greenspace systems a concept that has strong support

2. Cities should function efficiently especially with respect to urban transport and public investment.

Implicit in this idea is that there should be a high level of accessibility and the time that people and goods spend travelling should be minimized.

The concept of using public investment in infrastructure efficiently is also important. As a result, while it is common to protect rights of way for future transportation links, urban infrastructure is not constructed ahead of demand. This can have a negative impact on the urban structure and must be classified as a missed opportunity. It is therefore difficult to establish an urban form that encourages

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a high level of transit usage in the way that it has been done in cities like Stockholm.

3. Public and private investment should complement each other and be coordinated in the process of city building.

Public investment is planned through long term capital works programming that is financed in large part from the public purse. This provides the framework for private investment that is shaped and scheduled through land use plans and regulation. Used together, these tools encourage cities to grow incrementally in order to minimize the gap between costs and revenues. The need to extend infrastructure incrementally usually results in a poly-nodal structure. The downside of this approach is that the resulting urban form is not able to reinforce community identity.

4. A commitment to free choice and consumer sovereignty has resulted in low-density urban development.

A majority of new house purchasers have consistently demonstrated their preference for buying the largest house on the largest lot they can afford. Seen another way, they put a much higher value on the benefits derived from what they can own in terms of property than on the benefits arising from location and neighbourhood amenity. Responding to this demand has resulted in urban sprawl.

5. Local democracy.

Within prescribed limits cities have control over land use and the priority that is given to local expenditures. This, combined with the concept of user pay, has emphasized the importance of jurisdictional boundaries and local financial considerations. In my view, this approach has encouraged a parochial attitude to city building that seems particularly inappropriate in the larger fast growing urban centres that encompass a number of municipalities.

6. Communities built around primary schools.

The concept of the pedestrian friendly neighbourhood focused on the primary school has become widely accepted in the last 30 years. It is one of the cornerstones upon which modern Canadian cities are built. To make this concept work, traffic engineers have discouraged through traffic

by channeling traffic through a hierarchy of local roads toward a trunk network. The powerful nature of this concept is demonstrated by its almost universal adoption across the country. An unintended consequence is that this approach reinforces the concept of road hierarchy, with larger, higher volume roads feeding free flowing limited access high capacity trunk highways. This idea is so important to our current concept of urban living that the term "crisis" is used when higher levels of congestion on the trunk network are forecast. This is an interesting paradox given that European cities that we often admire live with levels of congestion we appear unwilling to consider.

7. The Canadian sense of fairness, our fundamental values concerning equity and equal opportunity is reflected in the way we build cities.

We have few permanent ghettos and when they occur it appears that it is largely due to social and economic forces rather than institutional reasons. Sometimes, they even become romanticized to the extent that when changing circumstances lead to

their demise there is an outcry about lost urban character and heritage.

Our concern with equity has also led to attempts to mix housing types for different income groups within the same neighbourhood. Though apparently desirable from a social perspective, one unintended consequence has been the scattering of high-density lower cost developments across our cities in a pattern that does not support the provision of high capacity transit routes.

8. A Pattern of greenspace that builds on existing natural areas.

A pattern of green space linked to natural features is necessary to protect natural areas, especially when they are linked to natural hazards like flood plains, but our inability to reserve other green areas, with a few notable exceptions like the Niagara Escarpment or Stanley Park, leaves us with a green infrastructure that misses the opportunity to provide amenity to our cities on a grand scale in the same way as the "Green Belt" around London. Reflect for a moment on how different green space in Canadian cities would look if it was linked to aesthetic

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imperative such as the protection of hill-tops or the need to provide large-scale urban separators like green belts.

An idea that may yet shape our cities is that of the ecosystem approach to environmental protection, as proposed by the Waterfront Regeneration Trust for the Greater Toronto Area. However, it is too soon to tell whether this valuable idea will stand the test of time. The pivotal battle may be occurring right now concerning whether further development should be permitted on the Oakridges Moraine. The result may tell us whether this concept is robust or transitory like another good idea—the Parkway Belt.

9. Climate controlled public space.

I am not sure whether our enthusiasm for climate controlled public space can truly qualify as an idea. But the combination of cheap energy and our aversion for summer humidity and winter cold has shaped our public spaces. As a result, downtown circulation has moved above or below grade and suburban meeting spaces have moved inside into the shopping mall.

The result is public streets with so few pedestrians that they are sometimes intimidating to all but the bravest. Canada's own urban guru, Jane Jacobs, began promoting vibrant street life more than 30 years ago and while she has disciples around the world her ideas have only had a marginal impact on those parts of Canadian cities built since she started writing.

10. Citizen consultation is fundamental to city building.

This is an idea that it would be easy to overlook as the impact of this type of process is not immediately obvious. However, our commitment to citizen consultation on major public works and all development has shaped our cities by stopping the construction of expressways and airports, saving natural features and protecting neighbourhoods. With the benefit of hindsight, the impact of citizen involvement can be seen as very positive. The notable exception is the impediment it provides to intensification that supports public transit and the way that it tips the scales away from brownfield redevelopment towards greenfield sites

and more sprawl.

Canadian cities are much too complex to be explained away by any single list of ideas and this is only a start. The ideas that matter are ones that win and maintain wide acceptance.

For example, the idea of establishing a hierarchy of shopping locations in official plans to ensure that certain levels of retail services are available in a way that represents "good planning" is a good concept. But as we well know, modern retail development has long escaped the narrow confines of this hierarchy, with the result that we spend a great deal of time trying to regulate a moving target.

So, perhaps you could submit your list of ideas that mattered to the Ontario Planning Journal and make my list more complete. But let's focus our observations on what has happened rather than what we intended should happen.

John Farrow, MCIP, RPP is president of the Canadian Urban Institute. He has been a contributing editor to the Ontario Planning Journal since its inception. John can be reached at jf@canurb.com.

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Old Transportation Planning Habits Die Hard

By David Kriger



TTC still getting us around

I've enjoyed reading *The Globe and Mail Century of the Millennium*. One recent page featured the 1931 opening of Maple Leaf Gardens in Toronto. To my surprise, the front-page article did not talk about the game (which the Leafs lost). Rather, it focused entirely on how smoothly the post-game traffic moved.

Officials lauded the TTC, which put on extra streetcars, and the availability of ample parking, and the fact that Carlton Street was a much wider street than Mutual Street, the site of the previous arena. (In 1989, SkyDome opened and much of the opening-day media coverage focused on how smoothly the post-game traffic moved. Officials lauded the transit system and the availability of ample parking. By the time of the 1999 opening of the Air Canada Centre, smooth traffic flow no longer was a front-page issue.)

In 1929, a special commission recommended numerous road improvements for downtown Toronto. The commission's report focused on the need to extend University Avenue south of its terminus at Queen Street, towards Union Station.

There were many arguments for this extension, which can be summarized as follows:

Toronto has yet not a single street which from its width, its continuity of development or comprehensive architectural treatment occasions spontaneous appreciation. No street exists of which the stranger sightseeing between trains can unhesitatingly say, "This street undoubtedly leads to the centre of things. Toronto is no mean city."

The University Avenue extension cut through several city blocks, but that was

the main such bisection in downtown Toronto. Today, the success of Toronto's livable urban core is due, in no small part, to its multi-modal transportation network.

In 1948, a City of Montreal report, "An East-West Expressway," proposed an expressway through the central city. "In planning an expressway, it is obvious that traffic relief is not the only objective to be obtained. The expressway is in fact one of the most effective means available to planners in shaping the development of the open outlying sections and in the redevelopment of blighted and slum areas of the built-up district. By running through slums and blighted city blocks, construction will be less costly as regard land acquisition and will at the same time enhance the value of the adjacent area."

Ville-Marie expressway eventually was built. Through the downtown, much of it was built as a tunnel. Today, much of central Montreal's travel demand is handled by an extensive subway, commuter rail and bus network. Downtown Montreal remains a vibrant and vital urban centre. Running expressways through slums—an idea once common across North America—is no longer an accepted practice.

It seems we transportation planners (and engineers) have learned some things, after all. Still, there is always more to learn. Welcome to the new millennium.

David Kriger, MCIP, RPP is a Principal with Delcan Corporation in Ottawa, and welcomes your comments and contributions. He can be reached at dkriger@delcan.com

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Windsor's Civic Esplanade—A Work in Progress

By Jim Yanchula

When the OPPI Urban Design Group was formed earlier this year, we spent some time trying to define exactly "urban design." Windsor's emerging Civic Esplanade, and the wider legacy of the city's 1991 Civic Square Urban Design Study, captures the various scales of work and merged professional domains which in my view define contemporary urban design.

A project that defines "urban design"

Windsor's Civic Esplanade manifests the "urban" in urban design. Its location is in the heart of the city, where development

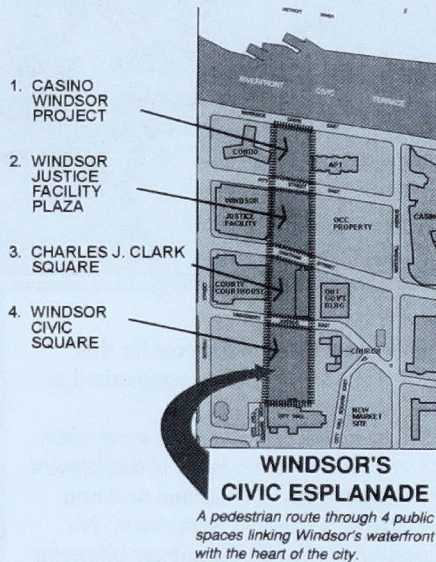


New cenotaph walkway in Windsor Civic Square

densities are high and land uses are diverse. Its emphasis is on improving the pedestrian experience rather than on achieving efficient vehicular movements. Its three-dimensional volumes of space matter as much as the two-dimensional areas of land it covers. It seems useful to define "urban design" by referring to these traditional attributes of urbanity. A distinction could then be made with the other kind of development often profiled nowadays for its fine "urban design," which seems to feed contemporary society's appetite for ever-expanding suburban development. Instead of sliding into use of "urban design" as a term that merely differentiates urban development from rural development, maybe we should coin "suburban design" or "suburbanizing design" as the accurate term for those conditions.

The "design" in urban design is also evident in Windsor's Civic Esplanade, in two

meanings of the term. Understanding "design" as a noun, the look and layout of buildings, of the spaces created between them, and the landscape features located in those spaces, have been a priority concern. Understanding "design" as a verb ("to conceive a mental plan for"), the Esplanade project encompasses more than only the visual consequences often called "urban design." Decisions on the uses in the buildings, and on the functions in the spaces between them have been equally important in reclaiming the Esplanade's original position in the city.



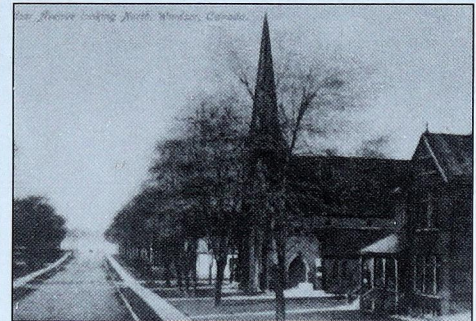
A walkway in Cartown

Curiously, for the self-proclaimed "Automotive Capital of Canada," the Esplanade is a walkway that has overtaken a roadway. Here in cartown, it's probably no coincidence that no definitive record exists of the names of the renegades who decided pedestrians should replace vehicles on "Windsor Avenue." In 1864, this street was obviously laid out, in the first known urban plan for the tiny village of Windsor, to intentionally create a view corridor. This gesture gave a landlocked "pleasure park," superimposed on the street grid plan, a vista to the Detroit River. In 1871, that auspicious connection was recognized as appropriate for a Central School to be built in the park at the terminus of Windsor Avenue. From 1903 City Hall was located

in the school building, and remains there. Today, thinking of "urban design" as site planning at the scale of the city, this 100-year-old vista is as formal and fundamentally urban a gesture as there is in Windsor.

Gradually Windsor Avenue has lost all its prominence as a travelled vehicular route. Today if you drive to City Hall from the riverfront, you must approach it "sideways," because four public spaces occupy the roadway that formerly led up to it. Each of these is bordered by the east-west cross streets that used to intersect with Windsor Avenue.

Until this decade, the Esplanade's significance in the public consciousness had declined. With ever fewer inhabitants in the city core, the public agenda addressed the sensibilities of the suburbanizing Windsorites. While their attention was focused on gaining recreational use of the



Civic Esplanade View Corridor looking north from City Hall, c.1910

riverbanks, the Esplanade's urban vista to the riverbanks was essentially forgotten. By 1968, a retail complex was built right across the Esplanade's midsection, blocking the vista for 25 years.

Urban Design Guidelines Produce Results

The idea of the Esplanade was formalized in the 1991 Civic Square Urban Design Study. This document distilled, for the first time, various unrelated design ideas that had until then floated about. It codified several municipal decisions and informal actions, and evolved them into a manual indicating how to create civic space. For example, it set a uniform width for the historic view corridor. It established that arcades should front the buildings along its length, to enhance the usability of the route in all weather conditions. It published the preferred height and setbacks of

the adjacent buildings, to maximize sunlight penetration and define the volumes of the four public spaces through which the Esplanade passes. Finally, the document encompassed urban design in the broadest sense of the term, by going beyond recommendations only for the physical development of the Esplanade. It also specified the kinds and intensities of land and building uses needed to make the area an animated civic place throughout the day and evening. Maintaining Windsor's City Market was a recommendation of as much importance as the recommended construction of new government offices, police headquarters, and residences in the company of the existing and proposed court houses and City Hall.

In the eight years that have passed since the study was adopted, has it been of much value? Has its urban design advice been implemented? Yes . . . no . . . sort of . . . and slower than its 10-year implementation plan laid out.

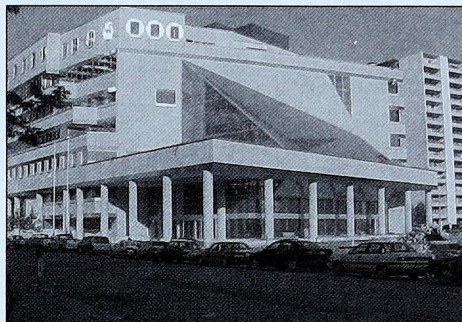
Esplanade Buildings

Implementation called for a heavy building program. Construction of a new court house, to consolidate provincial and county courts into one building at the Esplanade's midway point, was almost canceled in 1995. This project, and two important uses recommended for this location, were "saved" in a building reconstituted as the Windsor Justice Facility. Instead of occupying a new building attached to the City Market, as had been planned, Windsor Police Headquarters is now co-tenant with the provincial courts. The 1963 county court house remains a block south. The Windsor Justice Facility is the first new building on the Esplanade. Scheduled to open this November, it essentially exhibits all of the built form guidelines established in the study.

An RFP was issued in 1996 to develop another site on the Esplanade, across from the Justice Facility. It comprises the lot earlier designated for the Police Headquarters and the contiguous parcel that had housed the City Market. The selected proposal featured a building which respected the design guidelines on its (western) Esplanade facade. But a hotel tower on its eastern side matched the scale of the 1970s residential towers to the north and the Casino Windsor hotel tower which appeared in 1998, a feature not contemplated in the 1991 context of the Urban Design Study. This proposed development was shelved in March, when the

Ontario Casino Corporation struck a deal with the City which included buying this parcel for an as yet unspecified casino-related development.

On April 1, 1997, the Esplanade suffered a major loss in the mix of uses specified for maintaining its vitality. On that day City Council decided to end 139 years "in the market business," by abandoning a bold but controversial idea to replace the existing market in a new building. (See cover story, Ontario Planning Journal, volume 12 no 3.) The site chosen for the new market was at the south terminus of the Esplanade, two blocks from the former site across the street from the casino. The new market would have "hidden" a parking structure as the Civic Square Urban Design Study recommended. Its peak use on weekends would have livened up this area, when City Hall and government offices are closed. Instead the building site is occupied by spruced up parking lots.



The Windsor Justice Facility respects design guidelines

Esplanade Spaces

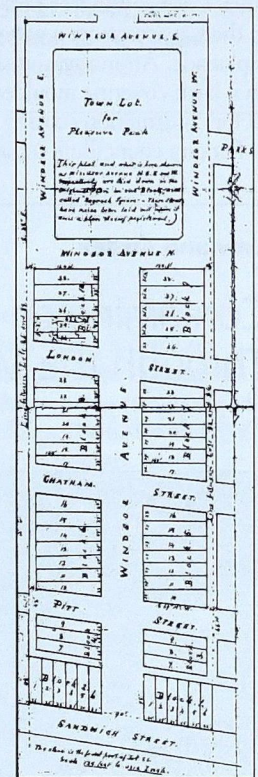
About four years behind the recommended implementation schedule, physical improvements are proceeding in the four spaces between the buildings on the Esplanade. They capture all of the landscape features called for in the study,

although in an arrangement somewhat altered to suit changes in the wider City Centre context that have occurred in the past eight years. The prescribed uniform 35-foot-wide view corridor is being maintained between the Detroit River and City Hall. This is probably single greatest achievement attributable to the study. It recaptures a mark in the urban fabric Windsor's founding fathers had laid it out, updated to suit contemporary tastes.

Construction is almost complete of the setting that had been contemplated for the new market in a rejuvenated Windsor Civic Square. It includes a hard surface processional route to the existing cenotaph and formal gardens to the south of historic All Saints Church, as recommended in the Civic Square Urban Design Study. The "civic plaza" and outdoor skating rink it foresaw have been redesignated for the better wind-sheltered space, now named "Charles J. Clark Square," in the block next north.

Its construction began in September.

A part of the Esplanade space in the block next north has been constructed to a



Esplanade View Corridor shown in the 1864 town plan

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landscape design consistent with the study. Being an incomplete construction site, it remains cordoned off so that the final landscaping can be adjusted if need be, to address the function for the new OCC venture which will front onto this space.

Relandscaping an existing parkette at the "top" of the Esplanade to match the study's urban design guidelines was to be a longer term project. However, it was fast-forwarded in May when Casino Windsor Ltd. donated \$200,000 to the City to create a gateway entrance to the Esplanade. An innovative design which centres on a lawn covering moulded earthworks is slated for construction starting in October.

For city councillors coping with matters like

the financial and legislative effects of municipal restructuring, creating coherent urban design relationships in buildings and spaces has a low priority. To Windsor's credit, councillors exercised some foresight at the height of the last economic recession when they adopted the Civic Square Urban Study. This document covers all scales of work and scope of activities necessary for reclaiming a part of the urban landscape that had almost faded away and made it important again. Even if progress is happening slower than was anticipated, without this enduring reference it is unlikely Windsor's Civic Esplanade would have become the product of contemporary urban design that it is.

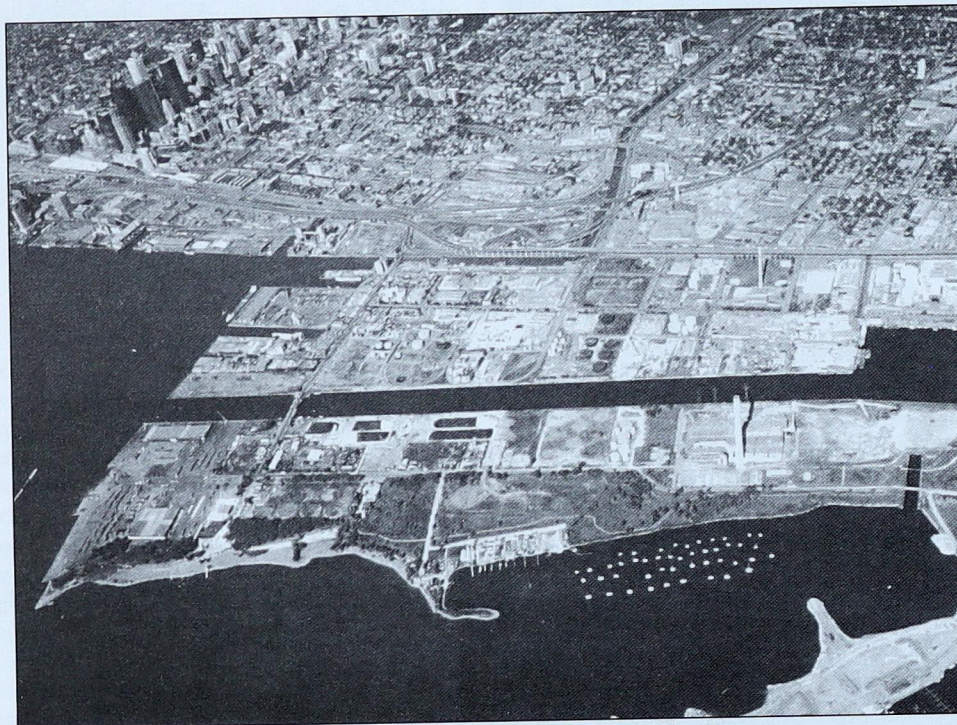
Jim Yanchula, MCIP, RPP is City Centre Revitalization manager, City of Windsor and a member of the Urban Design Working Group. He can be reached at (519) 255-6966.

Editor's Note: In the previous issue of the Ontario Planning Journal another article on recent changes in Windsor was incorrectly attributed to Jim. The author was in fact Bruce Singbush. To compound this error, the illustrations used were intended for Jim's article (reproduced in this issue). We intend to run Bruce's article with the correct illustrations early in the new year. The editors apologise for the confusion caused by this mix-up and thank both authors for their understanding.

Law and Order

Contaminated Lands: Making Headway Through the Municipal Planning Process

By Stanley B. Stein



Remediation occurs when investors are comfortable with the risk

An article in the May/June 1999 issue of the Journal by Steve Willis outlined ideas to advance planning for Brownfields sites. This article reviews some of the relevant Planning Act and other legal considerations towards achieving those objectives.

Unfortunately, municipalities have competing objectives towards contaminated sites.

They desire redevelopment to achieve social and economic objectives such as urban renewal, housing, jobs, assessment and use of infrastructure. At the same time they have great fear that participation in redevelopment, or even approval of redevelopment projects, will open unknown doors of liability. The form of liability may be under Ontario legislation, or it may be civil liability

to third parties (for example, those on the receiving end of escaping contaminants).

Liability Still An Issue

On the legislation side, Ontario's Environmental Protection Act imposes potential liability on those who permit the discharge of contaminants. This may include innocent subsequent owners of property (for example, lenders or developers) that may discharge a contaminant into the natural environment. The cost of voluntary remediation or complying with a control order issued by the Ministry may exceed the value of the lands.

The absence of legislative limits on exposure to such orders, as well as the wide scope of potential civil liability, means that an atmosphere of uncertainty, and therefore financial risk, underlies efforts to achieve redevelopment. Steve Willis pointed out that such issues divert attention from significant planning issues. This will continue to be the case because of the large amounts of capital often required for site remediation, and the competing opportunities available to lenders for investment at lower risk. Therefore remediation will only be carried out by those who are comfortable with the risks and techniques of remediation; most likely in circumstances that offer potentially high returns.

One of the aspects of risk tolerance involves understanding some of the positive aspects of the legislative framework that can assist contaminated lands redevelopment. The Planning Act has no special requirements for redevelopment of contaminated lands—they must go through the same process as any other redevelopment. Innovative opportunities are available. Examples include increasing permitted density to yield higher incentive returns to the developer, perhaps phased over time to ensure performance and enable phased remediation. Usual development standards, such as setbacks or land dedications (possibly included

in official plan policies), might be reduced to offset the financial burden of site remediation. Municipalities may also be pro-active by acquiring land, cleaning up the sites, and selling them to private developers.

Ways To Use Bonusing To Defray Project Costs

Generally, the "bonusing" prohibitions in the Municipal Act prohibit municipalities from providing financial assistance to private sector projects. However, section 28 of the Planning Act enables a municipality to designate a "community improvement project area." This designation triggers the ability to use the exemption to "bonusing" prohibitions in section 111(2) of the Municipal Act. Approval by the Minister of Municipal Affairs and Housing is also required, but this can be handled quickly by the Ministry's field offices under delegated authority. The use of these legislative provisions can create a "public good" rationale for municipal financing assistance to brownfield redevelopment.

The Planning Act may also create some hurdles for brownfield redevelopment. If an official plan amendment, rezoning, or subdivision approval is required, the applicant may be subject to municipal discretion in requiring "other information or material that the council...considers it may need" (for example, for an OPA—see ss 22(4) and (5)). A municipality is not required to process the application until it receives the materials it requests (a "complete application"), which in turn impairs the applicant's ability to utilize rights of appeal to the OMB. Substantial costs and delays may occur in fulfilling municipal requests for an Environmental Site Assessment (ESA) or filing a "Record of Site Condition" (RSC) with the MOE. The development community has already identified concern with municipal "flagging" of sites thought to be contaminated, which automatically trigger at least an ESA as part of any redevelopment application.

Brownfields Need Not Be A Minefield

Where land is already zoned for the proposed use (for example, industrial land being recycled for other industrial uses), the considerations outlined above should not apply and a building permit may be readily available. The Guideline for Contaminated Sites only requires a "Record of Site Condition" to be completed and filed with the Ministry on a voluntary basis, so this should not impair the building permit process. If there must be compliance with "any other applicable law," such as the need for MOE approvals, then there may be uncertainty as to building permit entitlement.

There are many examples of successful site

remediations and redevelopments in Ontario under the existing legislative framework. The Coscan/Brookfield housing development at Port Union and Lawrence in Scarborough is on the site of the former Manville Canada asbestos pipe plant. The site required extensive remediation, but then received a Certificate of Approval from the MOE for a full range of urban uses. The OMB subsequently approved the residential project subject to monitoring for asbestos particles during construction.

The conclusion is that innovative tech-

niques are available now under existing legislation to enable contaminated lands redevelopment. To encourage more redevelopment it will be necessary to address liability and risk-related concerns. In this regard, provincial initiatives would be helpful to narrow the focus of "who" can be liable for contamination, and confirm release from liability if the site is remediated to current MOE standards.

Stan Stein is a partner in the law firm of Osler, Hoskin & Harcourt LLP and is a regular contributor to the Ontario Planning Journal.

Recent Issues in Telecommunications—Implications for Planning

By Jodi Melnick

The deregulation of the telecommunications industry in Canada took place in 1998 when the Canadian Radio-Television and Telecommunications Commission (the CRTC) allowed competition in the telecommunications industry. The Telecommunications Act sets out the legislative framework for facilitating competition, but disputes have arisen which the CRTC must make rulings on. This article summarizes three recent issues that have arisen in Canada and the United States with respect to telecommunications, real estate and municipal right-of-way access.

Bell Canada and Shaw Cablesystems vs. Metrus Development

Metrus Development Ltd. (Metrus) is a residential developer that began constructing the common trenches, ducts, conduits and road crossings for the placement of telecommunications facilities in a subdivision in Richmond Hill in the winter of 1999. Bell Canada (Bell) and Shaw Cablesystems (Shaw) tried to access these common trenches to install their telecommunications facilities in order to serve the future residents of the development. Metrus, however, denied Bell and Shaw access to the common trenches, stating that Futureway Communications Inc. (Futureway) was the only telecommunications provider allowed to install their facilities. (Futureway is a Metrus subsidiary.) Bell and Shaw subsequently filed applications on February 2, 1999 with the CRTC to order Metrus to allow Bell and Shaw access to the common trenches. On February 4, 1999, the CRTC set out a public process to address the applications of Bell and Shaw.

Bell and Shaw both submitted reasons why

the CRTC should require Metrus to allow them access. They said that it is common practice for cable and telephone operators to be given access to the common trenches, and to refuse access would impede competition in the telecommunications industry. Metrus responded by saying that Futureway's facilities can be accessed after the subdivision is ceded to the Town of Richmond Hill. Metrus also claimed that because they are the property owner of the site, the choice is theirs as to which telecommunications company they choose to install facilities.

On April 8, 1999, the CRTC issued its ruling on the application of Bell and Shaw, and gave its explanation on June 1, 1999. The CRTC decided that it was inappropriate to grant Bell and Shaw their requests, and therefore denied them. The CRTC found that the facts of the case did not support the allegation of unjust discrimination, and that Bell, Shaw and other telecommunications carriers have the right to access the land once it becomes public property.

Ledcor vs. City of Vancouver

Ledcor Industries Ltd. (Ledcor) filed an application to the CRTC on March 19, 1999 against the City of Vancouver (Vancouver) over a municipal access dispute. Ledcor, which is a constructor of telecommunications facilities, had been negotiating with Vancouver over a municipal access agreement when the dispute began. Ledcor is allowed under the Telecommunications Act to construct telecommunications facilities in a municipality, provided it has consent. Ledcor claims that they began negotiations with Vancouver in October, 1998 but came to an impasse over the municipal access agreement. Vancouver imposed several conditions on

Ledcor, including: distance-based access fees, a requirement that Ledcor pay Vancouver a portion of its annual revenues, a requirement to allow Vancouver the exclusive use of four fibre strands of the system, and information on Ledcor's customers. Ledcor believed these requirements to be too onerous and did not sign the municipal access agreement. Meanwhile, Ledcor continued on the construction of their facilities with Vancouver's streets. This led Vancouver to issue two letters to Ledcor in February and March, 1999 which threatened to remove Ledcor's facilities unless they sign the municipal access agreement. Ledcor then filed an application with the CRTC on March 19, 1999 requesting the CRTC to require Vancouver to allow Ledcor access to municipal property for their construction.

Vancouver replied, along with an application of their own on May 17, 1999. In Vancouver's answer to the Ledcor application, and in their own application, they claimed that Ledcor did not obtain the consent of the City to enter onto public property, and is therefore trespassing. Vancouver did agree not to remove any of Ledcor's facilities while the CRTC resolves the dispute. Vancouver believes they are within their rights to require

the payment of rent, or fees in order for telecommunications companies to access public property. They claim that public property is a scarce resource, and therefore anyone who wants to access it for their own private gain should return a portion of revenues back to the public.

On April 8, 1999, the CRTC issued a letter stating that they feel that this dispute should go through a public process, allowing interested parties to make submissions. The CRTC said that once all documents were received, a public notice would be issued to start a public process. As of yet, the CRTC has not issued the public notice, but is expected to do so before the end of the year, with a decision reached sometime in 2000. This is an important dispute, the outcome of which will have consequences for future municipal access agreements and the way municipalities negotiate with telecommunication companies for access to public property.

Notice of Inquiry on Access to Municipal Right-of-Ways in the United States

The telecommunications industry in the United States was deregulated in 1996, and the Federal Communications Commission

(the FCC) is attempting to create rules that promote competition in the telecommunications industry. Subsequently, the FCC issued a notice of inquiry on access to public right-of-ways (ROWs) on June 10, 1999. There have been several court disputes between local governments and telecommunications providers over various requirements for the use of ROWs. Several courts have struck down compensation requirements that were not directly related to the provider's use of ROWs. The FCC is concerned about requirements imposed on telecommunications providers that are unrelated to their use of ROWs. Also, the notice of inquiry will address the concern about local governments that favour incumbent telecommunications providers over new providers. The FCC requested initial comments to be submitted by August 27, 1999 and replies to comments submitted by September 27, 1999. The result of this issue could be of interest to the CRTC because they are also trying to resolve municipal access issues like this since the deregulation of telecommunications in Canada.

Jodi Melnick is a candidate for the Master of Science in Planning degree at the University of Toronto. The research for this article was carried out during an assignment with the Canadian Institute of Public Real Estate Companies. She can be reached at jdimm@sympatico.ca

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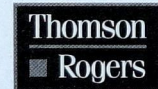


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Land Surveyors Get Support To Retain Best Graduates in Ontario

By Grant Lee

The Association of Ontario Land Surveyors (AOLS) has launched a long-term program to keep the best students and recent graduates in Ontario.

The AOLS reached agreement with Ontario's Ministry of Natural Resources (MNR) to start the long-awaited Geomatics Initiative just over a year ago. This program provides opportunities for students in Ontario who are presently studying, or have recently graduated in geomatics. The initiative is a fresh alternative to the lure of grand opportunities for employment and economic success in the United States that continues to rob our professions of its brightest minds. The impact of the Geomatics Initiative will be felt at all levels of government and industry for years to come.

Since both AOLS and MNR have a need for highly skilled graduates in geomatics, they are natural partners. The Natural Resources Information Branch (NRIB) handles the Ministry's geomatics requirements, and is the first participant in the AOLS program.

Geomatics refers to the integrated approach of measurement, analysis and management of spatial data. This data comes from many sources, including earth-orbiting satellites, air and sea-borne sensors and ground based instruments. Geomatic data is processed and interpreted using computer software and hardware. Geomatics has applications in environmental studies, legal boundary surveys, planning, engineering, navigation, geology, geophysics, oceanography, agriculture, land development. All participants in the Geomatics Initiative program stand to reap huge short and long-term benefits. Co-op students entering the program for a four to six-month work term will receive practical skills, specialized knowledge, and on-the-job experience before graduation. They will receive credits towards completion of their academic program, and earnings to offset educational expenses.

Internship graduates acquire practical skills, knowledge and experience through a one to two year work term. In addition, they acquire skills developed towards the more senior level planning and analysis, and/or entry level management in the area of geomatics. Their assignments fulfill a required step towards professional accreditation, and at

the same time, they also receive earnings to offset their educational expenses.

The benefits anticipated by the Association of Ontario Land Surveyors include the ability to develop and renew interest in their industry, along with the potential to boost membership and its public and private sector profile. The AOLS is recognized as an active participant in aiding students and graduates to gain practical work experience, and potential future employment. Moreover, the Association has greater input into the knowledge and skill sets of graduates attaining accreditation and it will become stronger through partnerships with federal, provincial and municipal governments, the private sector and academic institutions. The AOLS will be awarding a certificate to students who have successfully completed their work term.

The MNR has agreed to participate in the

AOLS program because the administrative responsibilities reside with the AOLS, colleges and universities. The program provides a revitalized short and long-term workforce to assist the Ministry in meeting business requirements, and like the AOLS, it also receives recognition for being a leader in the enhancement of youth employability, and graduate work experience. Colleges and universities gain recognition for their ability to place students and graduates in the workforce. And, they are able to use these successes in their own initiatives to increase enrollment.

For more than a century, the AOLS has set standards of knowledge, skills, practice and ethics for the surveying industry in Ontario. Under the new Geomatics Initiative, the Association will enter into alliances with other groups to further the improvement of geographical information managers in Ontario. Anyone interested in more information is invited to contact the Association of Ontario Land Surveyors at 1 (800) 268-0718, or www.interlog.com/~aols/.

Grant Lee, MCIP, RPP is a consultant based in Milton, Ontario.

Communications

Cutting Through the E-mail Jungle

By Philippa Campsie

Ah, e-mail. The other day I asked a group of engineers if any of them felt that e-mail had made them more efficient in their jobs. A few people put up their hands. Then I asked if anyone felt that e-mail added to their workload. Most hands went up.

I probably would have raised my hand both times. E-mail has allowed me to work with some pretty interesting clients in British Columbia, Florida and Switzerland. I save money on couriers and long-distance faxing. And yet, some days I look at the long list of messages waiting to be read and responded to, all those attachments to be downloaded, and I feel tired.

Part of the trouble with e-mail is that it's so quick and easy that people shoot missives off without thinking about them very carefully. And I don't mean typos. I mean unin-

formative subject lines, large unsolicited attachments that tie up my system for ages, stream-of-consciousness messages bristling with exclamation marks and emoticons that ramble on for pages before coming to the point... E-mail is the communications equivalent of casual day.

A medium invented by geeks for geeks is getting pressed into service as a vital business tool. Time to smarten up. May I make a few suggestions?

1. Give your messages a meaningful subject line. Are you making a request, asking for information, circulating a docu-

ment? Say so, right in the line that people see before they open the message. Sometimes you can put the whole message right there, for example, when you



- are reminding someone about a deadline.
2. Give your attachments a meaningful title, too. Meaningful to the recipient, that is. I wish I had a nickel for the number of Journal items I've received that are helpfully titled "OPPI article." (And a quarter for the number that also do not include the author's name in the article. This is not unhelpful but hazardous, as attachments can easily get separated from the original e-mail.)
 3. State your business in the first few words of the e-mail. This is particularly important if readers get your messages without the long lines being "wrapped." They will see only the opening lines of each paragraph at first, and if they aren't attention-grab-

- bing, readers may go no further.
4. Write in short paragraphs. They are easier to read on screen.
 5. Make it clear where the message ends, either by typing your name or by using an automatic "signature" with your name and address. Some e-mails get chopped up, so this lets the reader know that all the information has been received. It also looks more professional.
- Finally, a suggestion for those who are swamped with junk e-mail. If you are using your business e-mail address for anything other than business, you have only yourself to blame. You can get free e-mail addresses from umpteen different places (most search engines offer them). The free address is the one you

should use if you buy anything on-line, join chat rooms, register on any website, or provide your e-mail address as part of any application or competition entry. That's where the junk will go. All you have to do is clean it out once in a while to keep the account active.

Follow these suggestions, and your e-mails may graduate from grunge wear to business suits.

Philippa Campsie (pcampsie@istar.ca) is deputy editor of the Journal and principal of her own communications firm. She really doesn't mind getting e-mails, but if you plan to send anything large, call first (416) 363-2016. This sentiment is echoed by Glenn Miller, editor of the Ontario Planning Journal.

Ontario Municipal Board

Town of Orangeville Buys Time to Consider Adult Entertainment

By Paul Chronis

The focus of this decision is on a vacant parcel of land in an industrial area of the Town of Orangeville, designated Industrial in the Official Plan and zoned M1-Industrial in the Zoning By-law.

The property owner, through a site plan application, sought approval of a restaurant with the accessory use of adult entertainment parlour in a proposed two-storey, 722 square metre building. The site plan met all technical criteria satisfactory to Town staff. The Town informed the owner that an adult entertainment parlour was permitted as an accessory use to the primary use of lands for a restaurant and that such was in conformity with the Official Plan of the Town. The Town's Director of Planning recommended site plan approval, but community opposition was growing. The matter was referred back to staff.

The owner proceeded with an appeal to the Board of the site plan application. In the meantime, an outside consulting planner had provided his opinion to the Board that the proposed use was not permitted in the M1 Industrial Zone, and that due to the wording of the Town's Zoning By-law, the use of lands for an adult entertainment parlour, either as a primary or secondary use, was not permitted. Accordingly, Council adopted his recommendation that a study be undertaken and an interim control by-law passed. The owner also appealed the interim control by-law to the Board.

The Board held that the Official Plan, in providing for commercial uses required for the development of the industrial area, would permit a support service for the area in the form of recreation, entertaining and eating. There are other uses permitted with-

in the M1 Zone which are similar in nature. Accordingly, the proposed use would conform to the policies of the Official Plan. The Board also addressed the issue as to whether or not the adult entertainment parlour use, as contemplated, would be incidental and subordinate to the primary use of the property as a restaurant, which is a permitted use.

The Board noted that the by-law was generally silent with respect to adult entertainment parlours, other than its inclusion in a definition for indoor participant recreational facility, which by definition excludes such a parlour. This in itself does not constitute a prohibition on use generally.

The Board held that the adult entertainment parlour as proposed represents a primary use of the building and not an accessory use. There is no separate space for the accessory activity and no way to delineate the different types of uses. It would be impossible to make a determination on which aspects of the facility are incidental and/or subordinate to the other.

The Board therefore held that since an adult entertainment parlour does not constitute an accessory use in these circumstances, the site plan therefore contemplated a use not permitted by the By-law.

Any other issues with respect to the possible prohibition of adult entertainment parlours, effected through Planning Act and Municipal Act controls in the Town, would

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be for another forum to determine.

The Board did not have to make any finding as to any relevant planning issues which would establish an unacceptable adverse impact on other properties.

Although the Board did not agree with the position of the Town that compatibility could not be achieved, it was satisfied that there was a sufficient planning rationale for the interim control by-law.

"The fact that the by-law is silent on where adult entertainment parlours are per-

mitted as a primary use, as well as the lack of standards regulating the location and scope of adult entertainment parlours as an accessory use, represents sufficient rationale for the need to study the issue."

The study was being carried out fairly and expeditiously.

The Board dismissed the appeal related to the site plan approval, refused to approve the site plan because it did not conform to the Zoning By-law, and dismissed the appeal against the interim control by-law.

Source: Decision of the Ontario
Municipal Board
Case No.: PL990186
Decision No.: 1562

Paul Chronis, MCIP, RPP is a senior planner with Weir & Foulds in Toronto. He is also contributing editor for the Ontario Planning Journal for the OMB. Paul welcomes suggestions and submissions for this column at CHRONISP@weirfoulds.com

Housing

The Devolution Train is Picking up Speed

By Linda Lapointe and Robert Cohen



On November 17, 1999 Ontario became the sixth province to sign an agreement with the Federal Government to devolve the funding and management of social housing to the provincial level. The agreement covers the administration of over 200,000 social housing units in Ontario including private and municipal non-profits, co-operatives, public housing and off-reserve rural and urban native housing as well as rent supplement funding. (Federally-funded co-operatives will remain under federal administration.)

Meanwhile, the Ontario government is in the midst of its own devolution process. The Province included the funding and administration of social housing among the services being transferred to the municipal level as part of the Who Does What exercise. As of January 1, 1998 municipalities starting paying the Provincial share of social housing. While there was a backlash regarding the downloading social housing costs onto the property tax base, there was more support for transferring the administration of social housing to the local level. Now that they

pay for social housing, municipalities are anxious for the process of devolution to be completed so they can have "say for pay."

About the Social Housing Advisory Council and Social Housing Committee

In October, 1996, the then Minister of

Municipal Affairs and Housing, Al Leach, announced the establishment of a Social Housing Advisory Council (SHAC) to plan the reform of Ontario's social housing. The key components of the reformed system proposed by the Advisory Council were a new funding model, redefined roles and responsibilities, and, harmonization of public housing owned by Ontario Housing Corporation with other social housing programs.

In December, 1997 the Minister appointed a Social Housing Committee (SHC) to further develop the SHAC recommendations. Their report in November 1998 outlined key principles:

- provide programs that are streamlined, flexible and give municipalities "say for pay";
- protect existing social housing tenants/members' security of tenure and the number of subsidized households;
- give social housing providers greater business autonomy, financial certainty and long-term viability, in return for taking on more financial accountability;
- harmonize social housing programs while respecting their diversity;
- a consistent approach to the delivery of social housing across the Province; and
- recognize the key role played by board members and volunteers in social housing.

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Reforming the Financing

To replace the various programs and financial mechanisms by which social housing is financed, the SHC recommended a new type of subsidy model with two components:

- an operating loan—to cover the difference between the outstanding mortgage and what rental revenues (based on market rents) could cover; and
- a rent subsidy for low-income households—to bridge the difference between market rents and rents that households can afford.

Other recommendations included:

- Province-wide standards—to ensure continued access to affordable housing through:
 - a) a mandated minimum number of rent-g geared-to-income (rgi) households in local areas;
 - b) consistency and fairness in program rules related to access policies, eligibility and rgi benefit levels; and
 - c) compliance with federal principles/standards.
- Integrated delivery—to allow for the integration of social housing with other locally-delivered services such as Ontario Works and child care.

The Role of Consolidated Municipal Service Managers

In January 1998, the Province of Ontario announced that 47 municipal service managers would be established to deliver Ontario Works, child care, social housing, land ambulances and public health. These agencies are called Consolidated Municipal Service Managers—CMSMs—in Southern Ontario and District Social Service Administration Boards—DSSABs—in Northern Ontario. CMSMs or DSSABs are often upper tier governments such as counties, the Region of Ottawa-Carleton, the Region of Durham, or larger municipalities in an area, such as the cities of Toronto or Windsor.

CMSMs are gearing up for the devolution of housing that will take place over the next two years. In Waterloo, a transition advisory committee has been working with Sybil Frenette, Waterloo's Director of Housing. The committee has already established a consultation plan, created a tenant involvement sub-committee and approved a work program for the devolution process. In Ottawa Carleton, under the direction of Joyce Potter, Special Adviser on Social Housing, the Region has also created a Social Housing Working Group with housing sector representatives, tenants, Regional Councillors and staff.

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The Province is consulting with municipalities to develop a "Migration Strategy" – the transfer of the administration of social housing and the assets to the local level, and a framework for the assumption of these responsibilities by the CMSMs. The Ministry has hired Deloitte & Touche to assist in this next stage of devolution.

According to Janet Mason of the Ministry of Municipal Affairs and Housing, cabinet approvals and directions for devolution will be prepared this winter and the federal portfolio will be reviewed during the winter and spring. Legislation will be introduced next spring and devolution will take place over an 18 month period following the legislation.

Key Challenges and Opportunities

The devolution of social housing provides opportunities to improve the system of delivering social housing. These include:

- introducing innovative measures such as the use of real market rents, the flexible distribution of rgi units within CMSMs and reforming how public housing is managed (for example, increasing local input into public housing management and addressing issues around social mix);
- the potential for redevelopment, rehabilita-

tion and/or intensification of uses on social housing sites;

- the potential to deliver social housing in a more holistic fashion which takes into account not only the physical aspects of housing but also community, social and economic development issues;
- the opportunity to provide ownership options for lower income households; and,
- the opportunity for local communities to design a social housing program suited to local needs.

There are also a number of obstacles and challenges that need to be addressed such as:

- program reform is needed to make the multiplicity of programs easier to administer and to provide greater flexibility to local providers;
- issues related to ownership of land and real assets, funding of capital improvements and renovations, and liability issues all need to be resolved;
- the financial viability of properties on a short and long-term basis needs to be assured; and
- social housing should not overly burden the local tax base.

This train is not about to slow down. Jump aboard and let's all make sure it keeps on track.

Linda Lapointe, MCIP, RPP is Principal of Lapointe Consulting, a private firm that specializes in housing policy, demographic projections and residential planning matters. She is the Ontario Planning Journal's contributing editor on housing. Robert Cohen is the former General Manager of the City of Montreal's Housing and Development Corporation. Since 1995 he has been a private consultant. He is the Vice-President of the Canadian Housing and Renewal Association.

Linda Lapointe, Robert Cohen, Murray Wilson and Robert Lajoie have formed a consulting group to provide advice on the devolution process. For further information about devolution, contact:

Janet Mason, Ontario Ministry of Municipal Affairs and Housing
 Robin Campbell, Ontario Non-Profit Housing Association
 Pat Vanini, Association of Municipalities of Ontario
 Joyce Potter, Special Advisor on Social Housing, Region of Ottawa-Carleton

If you have an idea for an article, please contact Linda Lapointe by e-mail at: 311markham@sympatico.ca.



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More Insights from the U.K

A Critical Review of British Planning Practice And Creating New Natural Areas

Here are two more interesting additions to the planning book-shelf from Britain. Ariane Heisey, a Toronto planner who also teaches at Ryerson, tells us about Barry Cullingworth's latest book, *British Planning: 50 Years Of Urban And Regional Policy*, while Richard Scott, of the National Capital Commission, looks at Gilbert and Anderson's volume of *Habitat Creation and Repair*.

The reviewers suggest that both books are interesting and they give good explanations for why the writings have relevance to Canada. Still, I wonder if Canadian planners have not reached the point where we should be writing more about our own experiences? It is great to learn from others, but don't we have something to offer? At the recent OPPI Conference in Collingwood, I heard many fine presentations by people working in Ontario. Some of the initiatives being undertaken right here would make interesting reading indeed. I for one would encourage Ontario planners to aspire to recording more of their accomplishments in written form. Start with an article for the *Ontario Planning Journal*.

British Planning: 50 Years Of Urban And Regional Policy

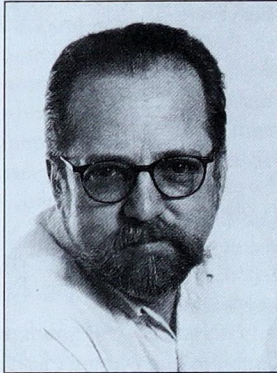
Editors: Barry Cullingworth (ed)
Date: 1999
Publisher: Athlone Press, London:UK
Pages: 320

Reviewed by Ariane Heisey

In 1997, Britain celebrated the 50th anniversary of the existence of the Town and Country Planning Act, the legislation that has guided post war planning in the U.K. At that time, *Town and Country Planning* (Vol. 66, No. 5, May 1997) focused an issue on the anniversary which was so well received that it was decided to continue the

discussion on a much larger scale. This book was the result.

It is a well-written compilation of 17 essays edited by the well-known British planning academic, Barry Cullingworth (who spent some time in Canada over a decade ago). It encompasses a wide array of planning from housing and urban design to urban social policy and regional planning. The contributors are all established British planning experts. Although the book does not include every aspect of planning, it certainly leaves the reader with a sense of the history of planning in the U.K., its positive and negative features and its future challenges.



Robert Shipley

Planning in the U.K. has focussed on a highly centralized, national planning policy that controls land use in a discretionary manner through a master plan process. While this approach worked well in the early days after the Act was implemented, it could not keep up as building activity increased. The Act did not change to reflect what was occurring in practice. The consequences of the approach were that it was difficult to implement, and that while it may have prevented bad planning, it did little to encourage good planning. It also created uncertainty for stakeholders. These themes are echoed throughout the book as the authors tell similar stories from their unique perspectives. The authors unanimously agreed that the existing planning system has to change to be more flexible in dealing with current and evolving issues.

Notwithstanding the diversity of the articles, here are some general conclusions. There is a need:

- to re-examine the expansion and creation of new towns to accommodate new development as a solution to the continuing shortage of quality, affordable housing
- to re-examine the way in which public transportation is delivered both in older urban areas and in new housing developments in the context of a desire for people to use private automobiles as a primary mode of transportation

- for new institutions to be established at both the local and regional levels to permit more effective and fair challenges to planning decisions to deal with current dissatisfaction about the degree of public participation in land use decision-making
- to incorporate key principles of sustainable design into practice at all levels to influence the shape of the whole city, not just an individual site.

As well,

- the concept of sustainable preservation/conservation needs to be explored and linked to urban design to promote high quality places
- rural planning must also work towards incorporating sustainable development concepts into its planning system
- there should be a move away from a centralized, national planning approach towards a more regional planning system, and
- local government should be reorganized to include the development of local plans that give clear guidance to development control.

It was interesting to note that despite a very different legislative foundation to planning in the U.K., the problems and issues that have challenged British planners are not unlike those experienced in Canada. The approach to solutions, however, is much different.

The book would make an excellent addition to the library of practitioners, graduate students and academics. It provides valuable insights on how to and how not to develop and implement policy. It also provides a rich base from which to compare our own planning policies, many of which are in need of a major overhaul.

Ariane Heisey is a practicing urban and environmental planner, and is a provisional member of OPPI. Currently she is contracted to the Environmental Assessment and Approvals Branch of the Ontario Ministry of the Environment. She teaches land use planning on a part-time basis in the School of Urban and Regional Planning at Ryerson Polytechnic University.

Robert Shipley, MCIP, RPP is the Ontario Planning Journal's contributing editor for In Print. He is a consultant and also teaches at the University of Waterloo. Robert welcomes suggestions for reviews and reviewers and can be reached at rshipley@cousteau.waterloo.ca



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Habitat Creation and Repair

Editors: Oliver L. Gilbert and Penny
Anderson

Date: 1998

Publisher: Oxford University Press

Pages: 288

Reviewed by Richard Scott

Natural preservation efforts have sought largely to protect that which remains. Increasing effort has been directed to rehabilitating degraded areas with vestiges of naturalness. The present book provides a comprehensive survey of a third approach—the creation of new habitats on sites where nature has been largely obliterated.

Habitat creation involves the creation of dynamic communities of plants and animals that can increase in diversity over time, in such areas as pits and quarries, large-scale farm fields, and other sites. The book is a practical guide, oriented to British practitioners. Not surprisingly, its coverage reflects natural landscapes, objectives, and challenges intrinsic to that country. It discusses in considerable detail specific techniques and examples of habitat creation in grasslands, woodland, scrub, hedgerow, heath and moor, montane and sub-montane habitats, coastlines, farmland, and wetlands. This discussion, which forms the bulk of the book, will have more appeal for restoration ecologists, as will an exten-

sive bibliography.

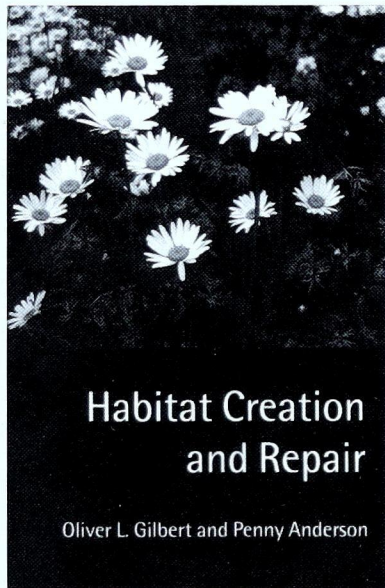
However, the issues and overview provided for each habitat type, and lessons learned regarding specific techniques, do have relevance to planners, especially those working in densely-settled rural landscapes—in woodlands, farmland, and wetlands. The book has a good preface with a discussion of the ethics, issues, and general principles surrounding habitat creation. This wisdom is relevant to anyone contemplating habitat creation. The role of planning writ large is also seen as an essential component of effective habitat creation strategies. The success of individual initiatives is seen to depend greatly on a well-

defined regional-scale ecological plan. Non-ecological planning benefits of habitat creation are also touted, such as the restoration of regional and local character.

A clear understanding of the ecological and social (and even economic) objectives of a particular habitat creation will increase chances of success. Continued management and monitoring—as a way to measure results against objectives, to fine-tune (or even change) management, and to contribute to the state-of-the-

art—is considered essential to the achievement of a desired end-state.

Elements of planning thus pervade the act of habitat creation. Planners can help habitat “creationists” to define goals, objectives, and strategies, and to be aware of the larger non-natural influences at work on



the landscape. Planners themselves need to be able to identify opportunities where landscapes may most effectively contribute to a locale—or region—through created “naturalness”.

Habitat creation is a relatively new and challenging field. Unlike natural preservation or habitat restoration, it starts with virtually nothing. The book is honest about the pitfalls—most efforts have amounted to a just a few hectares; failures in objectives-setting or management are common (and well-described); add the challenge of long implementation and monitoring cycles, and habitat creation at a regional scale is a very long-term undertaking.

Britain may have more compelling reasons to engage in habitat creation, where it is seen as an essential part of a strategy to restore a national ecology and sense of place. Yet the restoration of gravel pits, quarries, and other relict landscapes in Ontario can certainly benefit from the general principles and experiences outlined in this book.

Richard Scott, MCIP, RPP is Senior Planner, Environment, with the National Capital Commission in Ottawa. He holds an MES degree from York University.



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