

# ONTARIO PLANNING JOURNAL

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

MAY/JUNE

2000

VOLUME 15

NUMBER 3



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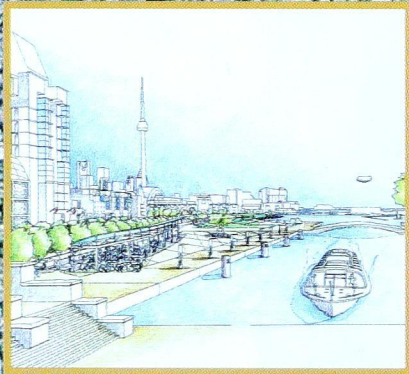
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## ONTARIO PLANNING JOURNAL

Volume 15, Number 3, 2000

### ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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Canada \$35 per year (6 issues); Single copies \$6.95; Members \$11.00 per year (6 issues); Postage paid at Gateway Post Office, Mississauga

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The Journal is published six times a year by the Ontario Professional Planners Institute.  
ISSN 0840-786X



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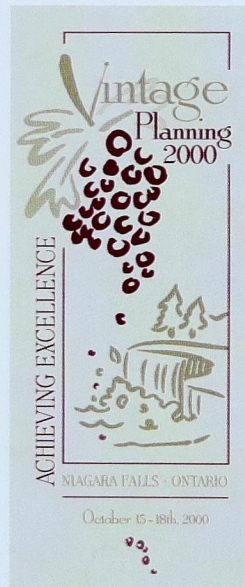
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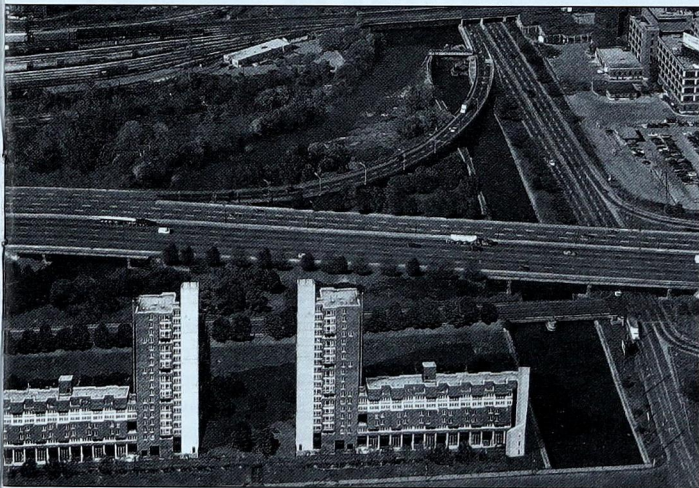
# Gateway to a Viable Waterfront Vision

By Melanie Hare

After an intensive four month effort, the Toronto Waterfront Revitalization Taskforce released *Our Toronto Waterfront: A Gateway to the New Canada* in March. Among the many previous plans for the Toronto waterfront, this one stands out because of its comprehensive consideration of the 50 linear kilometres of its mandate and its ambitious, yet pragmatic, strategy for implementation.

There are few completely new ideas in the plan but considered together the vision is bold, ambitious and offers Toronto an opportunity to create a magnificent waterfront. The plan weaves together a wide range of projects including: creation of a "green border" of public spaces along the water's edge; accommodation of new mixed use development on currently underutilized land, including some 45,000 new housing units and a new hybrid of media and IT businesses in a "Convergence" community; introduction of a comprehensive and integrated system of streets and public transit improvements which include the dismantling of the raised portion of the Gardiner Expressway, environmental cleanup and flood proofing improvements, integrating plans for naturalization of the mouth of the Don River; and construction of "three rings" of facilities to accommodate the 2008 Olympics.

Based on initial reviews, there appears to be virtually unanimous support of this objective as not only worthy but critical for Toronto's future. However, significant challenges will quickly have to be overcome if this objective is to be achieved. Drawing from the wealth of local expertise and experience from other cities, the Taskforce has set out a strategy for overcoming the hurdles that have felled past plans. It is perhaps this aspect of the Taskforce's work that is so interesting, that truly differenti-



A re-aligned, naturalized mouth of the Don River



Housing on the portlands would create the best waterviews in Ontario

ates this initiative as a "strategy" rather than a "plan" and which offers the greatest hope for successful implementation of this compelling vision.

## Why it is important

This is a critical time to seize the opportunity of transforming the Toronto waterfront. There are currently over 2,000 acres of underutilized or fallow land along the waterfront. The vast majority, over 80 percent, of these lands are in public ownership. Toronto is one of the last major waterfront cities in the world to capitalize on its waterfront resources. The City's finest natural feature can become a vital part of the urban fabric suitable for living, working, recreating—a combination that enhances competitiveness in the new world economy. The 2008 Olympic bid offers the impetus for action and commitments for the creation of a suitable larger waterfront environment. As Canada's major metropolis, addressing the current condition of Toronto's waterfront is undeniably important for the City, the GTA and arguably for Ontario and Canada.

## Why it can work

The most intriguing and controversial elements of the Taskforce's strategy are the powerful suggestions for implementation of the vision. The strategy contains a Development Concept, outlining the physical opportunities, an Operational Concept, with a recommended organizational structure with the necessary powers and governance parameters, as well as a Financial Concept, which identifies estimated costs and payment strategies.

The remarkably bold recommendations for implementation



may shock the current timid culture of reinvestment in Canadian cities, but in reality make good sense. The formation of a powerful development corporation to oversee the redevelopment of the waterfront on behalf of the three governments is at the forefront of these recommendations. The financial concept combines private reinvestment, revenue-generating mechanisms and, not only last but also least, public funding commitments to pay for the \$5.2 billion infrastructure costs that are part of the \$12 billion total project cost. Revenue generating options not commonly practised in Canadian cities are identified, including tolls on the Gardiner Expressway, parking surcharges, the sale of public lands and the introduction of an entertainment complex that could include a casino. While many of these recommendations may be controversial, they have been carefully considered, and are critical to making the plan financially self-sustaining.

Members of the Waterfront Revitalization Taskforce have thoughtfully applied the broad base of their own expertise and the resources of their consultant team to ensure a

balanced and realistic strategy that incorporates business, environmental, community and political realities. For example, the Operating and Business Plans outlining key implementation mechanisms were based on local knowledge and the experiences of great waterfront cities. A dozen cities around the world (including London, Dublin, New York, Boston, St Paul and Capetown) that have, or are, successfully reinventing their waterfront were reviewed. The analysis revealed:

- that waterfront development corporations need to have sufficient power and a clear mandate to get the job done;
- models where initial major public funding commitments lead to larger private investments (realizing public/private investment ratios of up to 1:5);
- major waterfront initiatives require cooperative relationships between local municipalities, senior levels of government and the community; and
- recognition that the full revitalization of waterfronts takes decades not years.

The bold implementation recommendations reflect an innovative and compre-

hensive process that:

- was initiated as an intergovernmental project lead by Mayor, Premier and Prime Minister;
- resulted in the appointment of a broad-based Taskforce to oversee this intensive effort;
- engaged some of the city's most experienced and best thinkers to help the Taskforce craft the strategy.

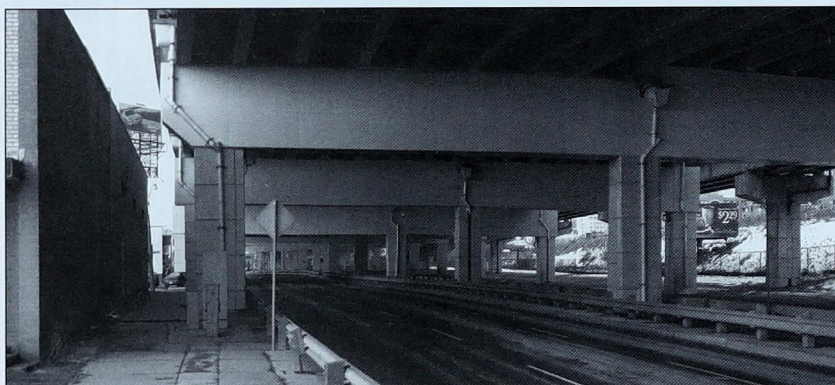
Finally, the Taskforce's vision and strategy received almost unanimous acceptance and generated excitement among a broad range of critical reviewers including politicians, local media, community members, Olympic bid members, environmentalists and developers.

Altogether, *Our Toronto Waterfront* offers a monumental opportunity for the Toronto community to move from a passive outlook, accepting of the current bleak condition of the water's edge, to an assertive, positive position focused on creating a magnificent world-class waterfront.

### Challenges remain

Despite some major achievements to date, obstacles to the waterfront vision remain. The most significant appears to be getting commitments from the province and federal government for funding and cooperative participation in the proposed development corporation. The proposed funding levels are in line with domestic commitments elsewhere and international precedents, but are well beyond any granted to Toronto within recent memory. The level of inter-governmental cooperation needed for the development corporation would require fundamental shifts in current national political dynamics. Overcoming both of these challenges would send a remarkable positive signal to cities and their citizenry across the province.

A second major challenge will be to gain community and local governmental acceptance of the development corporation and the magnitude of the change implied in the vision. The local community's experience with "mega-agencies" related to the waterfront has not always been positive. Memories from Harbourfront, the Toronto Harbour Commission, TEDCO and the current controversy surrounding ORC could affect public opinion concerning the proposed corporation. However, the creation of a constitution and mandate for this agency based on clarity and accountability, and with a limited lifetime, will make it easier for the concept to be accepted by the multi-tiered constituency of waterfront interests. This diverse constituency may be further convinced to accept this powerful corporation by understanding its critical role in realizing the waterfront vision.



The East Bayfront with the Gardiner



The same view without the Gardiner



Finally, there is the challenge of maintaining staying power at the community, political and bureaucratic levels. Elsewhere, the synergistic energy created by major public investment has created self-sustaining initiatives that have weathered unforeseen challenges and market swings. Priming the engines and gathering this critical mass to keep development interest buoyant will be key. An unprecedented commitment to Toronto's waterfront by all levels of government is critical. Balancing local community benefits (a range of new housing, a new park at Exhibition Place, the Etobicoke Creek

restoration) with broader based initiatives (Olympics facilities, the "convergence centre", and revitalization of Ontario Place) can help build long-term community support.

The Waterfront Revitalization Taskforce has done a good job of meeting its ambitious mandate. *Our Toronto Waterfront* offers an integrated palette of initiatives, a coherent long-term vision and a credible implementation strategy. It also offers the opportunity to demonstrate that Toronto and the cities of Ontario and Canada demand and are able to deliver a first class waterfront. However, this tremendous opportunity will require the

commitment and cooperation of all levels of government and the persistence and staying power of the citizenry to ensure that the potential is achieved.

*Melanie Hare, MCIP, RPP is a planner with Urban Strategies in Toronto who worked on the plan with Urban Strategies partner Joe Berridge, MCIP, RPP. Other members of the Institute involved include Roger du Toit, MCIP, RPP and Cathy Macdonald, MCIP, RPP, who worked for the Task Force on a volunteer basis.*

## 5 / FEATURES

### Planning By the Numbers

## Budget Figures—Going Down

By Bob Lehman

*This is the second of a series looking at the state of municipal planning*

In September of 1999, I sent a questionnaire to the 108 municipalities in Ontario with a population larger than 10,000. The questionnaire asked for information on a number of aspects of planning activities in order to get a general picture of how the level of planning activity had changed over the past decade. The 33 municipalities that responded to the survey ranged in size from a population of 9,500 to 323,000. More than half of the respondent municipalities increased in population by over 25 percent during this period.

The municipalities involved were asked

to provide the total amount of the planning budget. It was made clear that the planning budget was not to include building or economic development functions.

The planning budgets were then divided by the number of households in the municipality to derive a dollars per household spent on planning. With few exceptions the results are remarkably consistent, with an average across all of the municipalities for 1998 of approximately \$29 per capita.

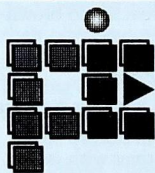
In 1988 there was \$33 spent per household by the responding municipalities in the planning department budget, on planning services. By 1998, not adjusting for inflation, that amount has dropped to \$29. Using data from the work we carried out for the Commission on New Planning the average

budget per household has varied as follows since 1985:

1985	\$22.19
1988	\$33.00
1991	\$37.95
1998	\$29.00

With few exceptions the results of the recent survey are reasonably consistent. Of the 29 respondent municipalities with 1998 data 17 fell in the \$20 to \$40 range.

Perhaps more interesting is the trend since 1988. Fifteen municipalities provided information for 1988, 1993 and 1998. In 11, the budgets increased, in four they decreased. In fact, when population growth is taken into account using the \$/household measure, the expenditures went down in seven and up in



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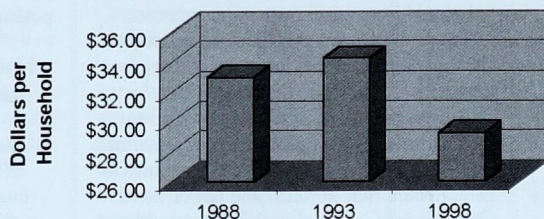
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eight over the ten year period. The decreases in \$/household were quite significant, ranging from 9 percent to 49 percent.

The most significant decline in planning budgets reflected the recession of the early 1990's as the average per household expenditure dropped from \$34 in 1993 to \$29 in 1998. Five dollars per household translates roughly into one planner position for each 16,000 households or 43,000 persons. It will be

**Budget Changes (1988-1998)**



very interesting to see if the wholesale restructuring of municipalities that has occurred over the past two years will actually result in a significant change in planning expenditures per household. I will attempt to track the changes and provide you with the information.

*Robert Lehman, MCIP, RPP is a principal of the Planning Partnership with offices in Barrie and Toronto. He is a former member of Council.*

## Public lands get a champion

# Queen's Land Forum: A new organization to meet new needs

By Cathie Macdonald

The Queen's Land Forum began with a casual comment by a frustrated federal civil servant. He asked Hok-Lin Leung, Director of the School of Urban and Regional Planning at Queen's University, then on sabbatical and secondment in Ottawa, "Why don't you people talk to each other?" The "you people" were a number of government officials and Hok-Lin, who were all working on the same issues related to the management of public land, but on different aspects, at different levels of government and in isolation.

Hok-Lin took up the challenge of finding ways to make new bridges. He and Bill Lye, who was then Director of the Bureau of Real Property and Materiel at the Federal Government's Treasury Board, began to talk to senior executives who had responsibility for public land and buildings at all levels of government across Canada. As Director of Property Services for the City of Toronto, I was among those that Hok-Lin consulted in 1997 on this quest. Out of these discussions, the Queen's Land Forum was born. The inaugural meeting was held in January 1998, through conference calls across the country in the middle of that memorable ice storm. I was fortunate to be among its first executive committee members.

The Forum operates as a virtual organization, linked by e-mail, fax and phone. Its home is at Queen's University, hence its name. It provides a neutral platform to bring together sponsor organizations from the three levels of government and agencies to share information about best practices and issues of the day. The organization is growing but it is

planned to remain small, so that members will get to know each and be "kindred spirits."

### Who belongs to the Land Forum?

Current municipal sponsor organizations include the cities of Vancouver, Calgary, Toronto, Mississauga, and Montreal, and the Regional Municipality of Ottawa Carleton. At the Provincial level, sponsors are the British Columbia Building Corporation, Ontario Realty Corporation and the Ontario Ministry of Municipal Affairs and Housing. At the fed-

Michael Poulton (Dal -Tech ) and Jeanne Wolfe (McGill). Private businesses with an interest in government land have joined as associates.

The Forum covers the wide range of interconnected topics associated with the managing of public lands, ranging from strategies for maintaining buildings where funding is inadequate, to conflicting policies for the use of public land for social purposes or for sale for revenue generation. It holds an annual retreat for sponsors only, and an annual conference for sponsors, associates and others by special invitation. The theme of this year's conference, to be held in Montreal in May, is "Developing Public Land: Challenges and Opportunities." It will examine various examples of projects across the country and in the UK, looking at business planning, ways to obtain agreement from all the parties involved, and approaches to brown-field remediation.

### Recipe for Success

The Queen's Land Forum is a unique organization, formed to help senior government executives with issues

that cross many different fields, including traditional land use planning. Its continued success depends on providing an attractive place for sponsors to talk and study the many complex and changing issues that they face.

*Cathie Macdonald, MCIP, RPP, whose career at the City of Toronto included senior positions in planning, buildings and property, is Convenor of the Queen's Land Forum.*

*She can be reached by email at [macd013@attglobal.net](mailto:macd013@attglobal.net).*



Public lands need expert management

eral level, the Treasury Board and the Department of Public Works and Government Services, with the Departments of National Defence and Natural Resource are sponsors. BCHydro is also a sponsor. Sponsor representatives come from a wide range of backgrounds, some with planning training and experience, and others such as engineering, real estate and the foreign service. The Forum's academic component includes Hok-Lin Leung as Faculty Co-ordinator, as well as several academic advisors, including Stan Hamilton (UBC), Jim McKellar (York),



Getting more than 15 minutes of fame

# Journal Cover Stories Retrospective

By Mike Canzi

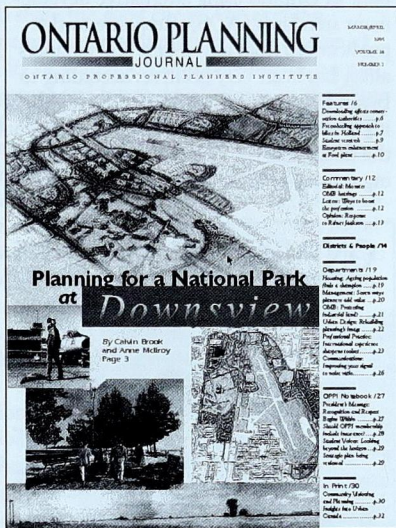
**Planning for a National Urban Park: A public/private strategy for Downsview,** by Calvin Brook and Anne McIlroy, Mar./Apr. '99.

May 11 was the deadline for five short-listed firms to submit designs for a national urban park in Downsview. The winning entrant will receive \$100 million with which to make

**Rebuilding London's Market Tradition,** by Brenton Toderian, Nov./Dec. '98.

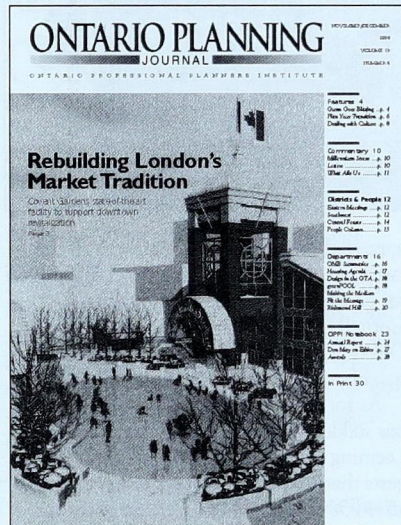
London, Ontario's new Covent Garden Market opened in October 1999, and has been characterized as "a raving success so far" by city planner John Fleming. The merchants are pleased, comments in the local paper have been positive, and, perhaps most important of all, the project seems to have helped revitalize the downtown. Quite a number of new businesses now occupy downtown buildings that were formerly vacant — among them, an arts and crafts galley/café that opened six months prior to the Market. The conversion of another building — from bank to cocktail bar — began in December, and yet another that had been vacant for nearly two years has recently become the home of a unique furniture retailer. The city's downtown, which once prompted a former resident's wish to prosecute city

according to Daniel Miron, senior planner for the National Capital Commission.



the park a reality. Unfortunately, not all of the other facets of the project for the 1320 acre site are progressing as smoothly. The investors behind the proposed Technodome indoor theme park withdrew their offer, and most recently pitched the idea to the City of Montréal. As for the housing envisioned in the original plans, none has yet been built.

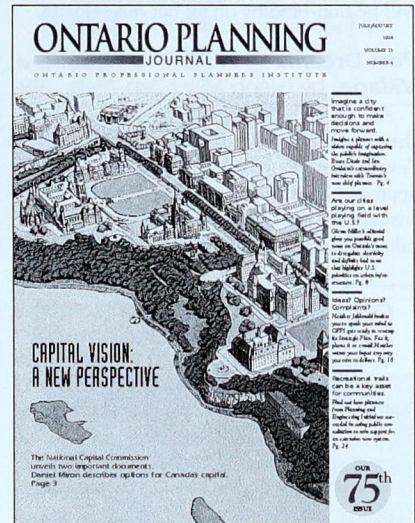
The owners of the site have reaped unexpected windfalls from the delays and setbacks encountered, however. Most of the floor space on-site, including the 900,000 square foot Supply Depot, has been leased out — much of it to the film industry. This has proven a source of surprising revenue, relieving the pressure to redevelop quickly, and giving the parties involved more time with which to consider the best use(s) for the site. Cal Brook and Anne McIlroy, the authors of last year's article, are on one of the short-listed teams.



officials for "crimes against urbanity" seems to be in the first stages of recovery.

**Capital Vision: A New Perspective,** by Daniel Miron, July/Aug., 1998.

The first step in a three step process to produce a long-term plan for the National Capital Region, 1998's Vision Plan was intended to generate ideas. Among the more controversial ideas was a proposed "Grande Allée" along Metcalfe Street that would be widened through the demolition of buildings. Public response to the idea "was half-and-half,"



Nonetheless, the idea has been scuttled. Rather than widen Metcalfe, the NCC is now

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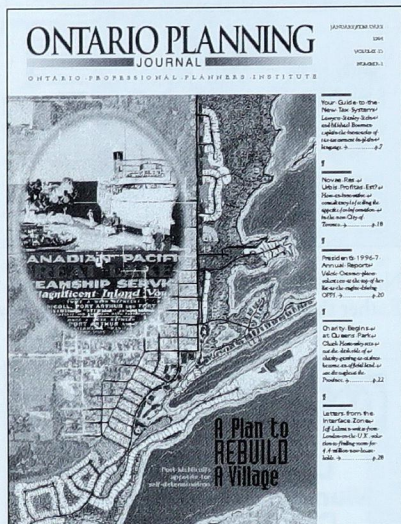


considering the demolition of buildings on Metcalfe for the creation of an urban park, with the floor space being replaced in new mixed-use buildings along Sparks Street — a depressed area in need of redevelopment.

Step two in the process, the Concept Plan, is currently being worked on. A strategic document for discussion with partners, it will cover the entire National Capital Region, but will be non-binding on all but federal land.

**Port Dreams — A Plan to Rebuild a Village**, by Glenn Miller, Jan./Feb., '98.

An Official Plan Amendment to allow for the creation of a 600-unit resort/lifestyle development in Port McNicholl was approved by the province in 1998. Insufficient sewage treatment capacity in the village has delayed the development, but new

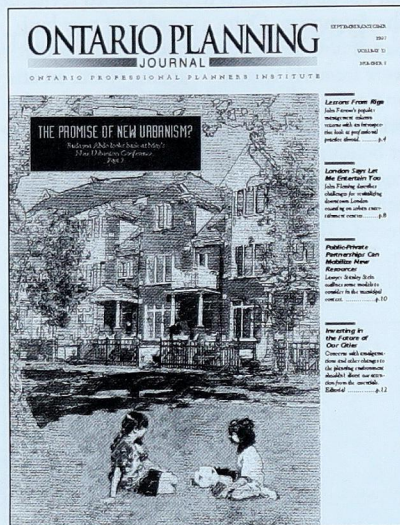


sewerage works are expected to be functioning by the Fall of 2000. Development Concepts and CP will begin marketing the development later this Spring. Interestingly, they are more likely do so with parks and

trails than with model homes, because, says Don Mitchell of Development Concepts, they are "really selling the site." In fact, the developers are not locked into a standard housing design, at all, and will build to suit.

**New Urbanism: The Promise of the Future?** by Rudayna Abdo, Sep./Oct., '97.

While most Ontario municipalities have long paid lip service to the ideals of higher densities and mixed-uses, many chose standards that mitigated against the form actually being achieved. Only in last six years have developments of this sort actually been



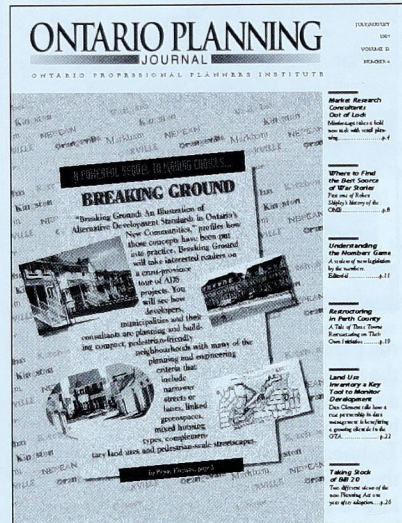
approved in the province; and only in the last three have there been any on the ground for people to examine — among them, Cornell in Markham, Morrison Common in Oakville, and the redeveloped Greenwood neighbourhood in east-end Toronto.

As for why new urbanism (or "neo-trad") has suddenly become acceptable, Dan Leeming of the Planning Partnership suggests that it's market-driven: few people can afford 50-foot lots anymore, and narrower

lots mean either a) the house hides behind the garage or b) the garage hides behind the house. Aside from being un-aesthetic, hiding houses behind garages mean fewer eyes on the street, making neighbourhoods less safe. Garages hidden behind houses, on the other hand, do not have these drawbacks, and are a common element in neo-trad developments.

**Breaking Ground: A Powerful Sequel to Making Choices**, by Bryan Kozman, July/Aug., '97.

Published by the Ministry of Municipal Affairs and Housing during the autumn of 1998, Breaking Ground catalogues projects built in Ontario using alternative development standards (ADS). Response to the publication, from developers and planners alike, has been very positive, according to Bryan Kozman of the Ministry. By highlighting examples of existing ADS developments, the document has been helpful in countering resistance to other, similar proposals.



Unfortunately, though alternative development standards were found to reduce the cost of construction by as much as \$6,000 per unit in one study, their adoption does not seem to have resulted in the accelerated creation of affordable housing. Developments using ADS also tend to feature the gingerbread trim and porches of new urbanism, according to Kozman, and are aimed at wealthier home-buyers.

*Michael Canzi is a provisional member of the Institute working for the Canadian Urban Transit Association. This is his first contribution to the Journal.*



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**Southwest****South West Dinner Meetings Pull Them In***By Brenton Toderian*

The Southwest District Program Sub-Committee organized two excellent dinner meetings to start off the new program year. In December our annual Christmas social and dinner meeting was a tremendous success, with over 120 people in attendance to share the good cheer. The evening included a presentation by Greg Romanick, City of Waterloo Planning Director, on past, present and future development in the City of Waterloo's Uptown Core. A key "unsung" factor has been how the adjacent Uptown neighborhoods have been addressed. Members were also treated to a walking tour of the redeveloped Uptown Seagrams barrel warehouses. Where once hundreds of barrels of whiskey were stored, now wired loft condominiums sit, thanks to the innovative work of Ed Newton and Andrew Lambton of the Barrel Works Group.

The evening also included a silent auction of items donated by businesses across Southern Ontario (which raised \$1,100 for the Southwest District Educational Trust Scholarship Fund), and the presentation of a certificate of appreciation to outgoing Southwest District Council rep Hugh Handy. The beautiful Canadian Clay and Glass Gallery in Uptown Waterloo was the back drop for this very memorable event.

In early March, the District held its first dinner meeting of the new Millennium. Held in London at Fanshawe College, the four course dinner was prepared and served by the students of Tourism and Hospitality Studies. The evening's topic, "GIS for Dummies", included exciting presentations and computer demonstrations, as well as words of welcome from OPPI member Laverne Kirkness on behalf of the Fanshawe College Planning and Design Technology Programs. Durk Vanderwerff from the County of Middlesex illustrated how the County government established and is making use of a GIS system on a "shoe string" municipal budget. Applications so far have related to County forestry, Middlesex/London emergency medical services, and county-wide economic development. John Fleming from the City of London (the

Southwest District Executive's Vice-Chair) followed with a lively presentation on "how even planners can learn to use the GIS systems for planning applications" on a day to day basis. Practical demonstrations showed how a tremendous amount of information can be available at a planner's finger tips, replacing the need for large and expensive mapping.

During the evening another certificate of appreciation was presented to outgoing Southwest District Program Sub-Committee Chair Darin Dinsmore, who is leaving the position in the midst of his second term to take a new planning job in California. The Executive and Membership wished Darin the best of luck and thanked him for his hard work. Our newly appointed interim Program Sub-Committee Chair, Jennifer Passy, did the honours of moderating the evening.

**A SWOD Weekend Retreat is in the Works**

Our loyal Southwest District membership knows that each year we try to organize a weekend retreat and AGM between August and October in some quiet location away from the rat race. This year the Program Sub-Committee will experiment with separating the weekend retreat and AGM, given the proximity between our usual AGM time, and the timing of the Province-wide conference in Niagara Falls. Plans are to hold an event in the early summer. The Southwest District AGM itself will be combined with a dinner meeting, scheduled some time around September. Near the end of the year we would appreciate members' comments on the experiment.

*Brenton Toderian, MCIP, RPP is Chair of the Southwest District Executive, and an associate with MacNaughton Hermesen Britton Clarkson Planning Limited (MHBC) in Kitchener. He is a regular contributor to the Ontario Planning Journal as contributing editor for commercial matters.*

**Niagara Sub-District****Niagara Sub-District News**

Regional Niagara is undertaking a five-year review of its Policy Plan. Three public meetings were held in March to provide background to the review and receive comments from the public. Several background papers have been published. The review process will include strategies for the protection and enhancement of the natural environment, agri-tourism, heritage and archaeology, and the promotion of alternative forms of transportation such as cycling. For more information, visit [www.region-niagara.on.ca](http://www.region-niagara.on.ca).

**People****Jeanne Wolfe To Retire**

One of Canada's most respected authorities on planning is retiring. Jeanne M. Wolfe, FCIP, who has enjoyed a 28 year association with the School of Urban Planning at McGill University in Montreal - including 10 years as Director of the School - will be honoured at a conference and

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dinner at McGill on September 23.

Educated at London University, the University of Western Ontario and McGill, Jeanne worked as a professional planner in Western Canada, at the City of Montreal, with the Quebec Department of Municipal

Affairs, and with consultant planners. One such association was with the late Hans Blumenfeld, who contributed to plans for Montreal when Jeanne was leading a major planning exercise for that city. Since being at McGill, in addition to teaching, Jeanne Wolfe has been active in many urban causes, from social housing to heritage and from community building to promoting the fine arts. Her diverse research interests include the planning process, social housing and urbanization in the developing world, especially in the Caribbean basin. She led a Canadian team which has helped set up a planning



Jeanne Wolfe

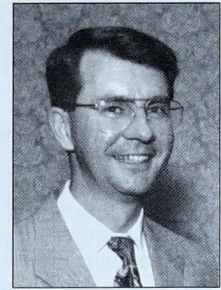
program at the University of the West Indies at St. Augustine, Trinidad, and presently coordinates a north-south team engaged in urban infrastructure research.

Jeanne, in whose name a prize was recently established by CIP, will continue her association with McGill as Emerita Professor, an honour which will be conferred at the Fall Convention, 2000. Graduates of the School of Planning (Canada's first planning school) are invited to contact Mrs. Anand Sood, Administrative Secretary, School of Urban Planning, McGill University, 815 Sherbrooke St. West, Montreal, Quebec. H3A 2K6. Her email is: [anands@urbarc.lan.mcgill.ca](mailto:anands@urbarc.lan.mcgill.ca)

**Brenton Toderian**, the Journal's contributing editor on commercial matters and an associate with MacNaughton Hermsen Britton Clarkson Planning Limited in Kitchener, recently became the first Canadian practitioner to be recognized by the National Main Street Center in Washington D.C., as a certified main street manager (CMSM). Brenton began the advanced training program leading to certification in 1998, and thoroughly enjoyed his time working with the Center in one of the most beautiful planned cities in the world.

Watch for an article on the Center's "four point main street approach" in future issues.

The Ministry of Municipal Affairs and Housing, Southwest Region Municipal Services Office in London, has recently established a planning function in preparation for the transfer of planning approvals on May 1, 2000, from the Toronto Office to the Regional Offices. Staffing for the planning function has resulted in some personnel moves in the Southwest. **Bruce Curtis** has moved from Senior Planner after 12 years with the City of London, to Senior Planner with Municipal Affairs. Also after 12 years as Senior Planner with the City of London, **William Pol** has moved to Municipal/Planning Advisor with the Ministry. **Scott Oliver**, who spent 12 years as Rural Planner with



Bruce Curtis

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the Ontario Ministry of Agriculture, Food and Rural Affairs, has now moved to Municipal/Planning Advisor with Municipal Affairs. Bruce, William and Scott look forward to working with the many friends and colleagues they have met throughout the Southwest and through OPPI.

**Jim Abbs** has taken a new position as planner with the City of Windsor.

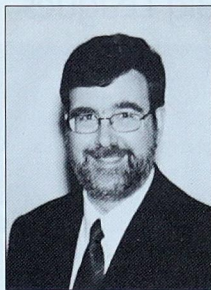
His wife Tracey works with Essex Region Conservation, and they have recently become parents for the second time.

**Jean Murray** has left the position of Director General, Marine Navigation Services, Canadian Coast Guard to become Director, Communications with Statistics Canada. This move became effective earlier this spring.

**Sinisa Tomic** began working with MBTW GRoup (Millus-Bollenberghe-Topps-Watchorn) in Toronto as Project Manager for Urban Design. He will be responsible for Development of Urban, Architectural and Landscape Architecture Design Guidelines; Master Planning and Community Concept and Vision Development; Architectural design control and co-ordination of site-planning and architectural design of residential, commercial and mixed-use, employment and institutional developments.

In January, **Stephen G. Hyndman** started a new position with the City of Belleville as the Director of Development Services. The Development Services Department was created through the consolidation of planning, approvals, economic development, building and by-law enforcement, and part of the engineering department. Stephen was formerly director of Community Services with the City of Owen Sound, having worked for the City for more than 23 years. Currently Belleville is preparing a new official plan, and has initiated a number of projects to improve the City's marketing and economic development performance.

**Stewart Chisholm** has begun working with Evergreen in Toronto. Expect to see an article on the activities and the mandate of Evergreen in the near future.



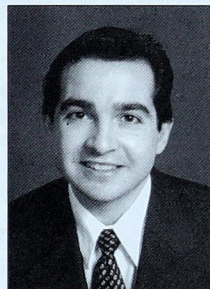
William Pol

**Darin Dinsmore**, MCIP, RPP has accepted a position as Community Development Facilitator with the Sierra Business Council based in Truckee, California near Lake Tahoe. Darin was the Southwest District's Program Subcommittee Chair since 1998.

**Douglas Stewart**, MCIP, RPP has taken the next step in his professional planning career. Following, more than 21 years of municipal experience with the Region of Waterloo Planning and Culture Department. Douglas has embarked upon a new career as a Senior Planner with Planning & Engineering Initiatives Ltd. located at 379 Queen Street, Kitchener, ON, N2G 1W6. Douglas welcomes the opportunity to apply his comprehensive and varied municipal experience to private sector consulting. Douglas can be reached at (519) 745-9455 or at [dstewart@peil.net](mailto:dstewart@peil.net).

**Paul De Francesca** is an associate in the real estate practice group at the law firm Aylesworth Thompson Phelan O'Brien LLP.

Aylesworth is a mid-sized law firm with particular expertise in the areas of project financing, portfolio acquisitions and divestitures, multiple use developments, hospitality properties and distressed properties. Paul was called to the Ontario Bar in February 2000 and is a graduate of the University of Windsor Faculty of Law and Ryerson's School of Urban and Regional Planning. Paul has contributed several articles to the Journal and has written on land development law issues for several legal publications. He will also be publishing a co-authored text on land development law to be released this year. Paul can be reached at (416) 777-4047 or [pdefrancesca@aylaw.com](mailto:pdefrancesca@aylaw.com).



Paul De Francesca

*The two contributing editors for the People section are Lorelei Jones, MCIP, RPP and Thomas Hardacre, MCIP, RPP. Lorelei can be reached at [lja@home.com](mailto:lja@home.com). Thomas can be reached at [thardacre@peinitatives.on.ca](mailto:thardacre@peinitatives.on.ca).*

## Obituaries

### Max Ma

**Max Ma**, a long-time member of the Institute, died recently. Max was born in August, 1931 and graduated from the Ontario College of Art in 1956 with a diploma in Industrial Design. He subsequently completed a diploma in Town and Regional Planning at the University of Toronto in 1965. His early work included jobs at the Township of North York and the Township of Scarborough in the late 1950s, and Central Mortgage and Housing Corporation in the early 1960s. Max was also a full Member of the Institute since 1965.

### Arthur Bennett

Art Bennett of Burlington died in November, 1999. He began his planning career in Johannesburg and worked at the cities of Burlington and Mississauga as well as the Kleinfeldt Group and Philips Planning and Engineering. Don Logan, a friend and colleague from Philips, called Art "a true gentleman, who will be missed by many friends and business associates."

### Kelly Mohring

Kelly Mohring died in March after a battle with cancer. She leaves her husband Jeff and a daughter, Hailey. Kelly graduated with a BES in geography from the University of Waterloo in 1995 and became a provisional member of the Institute in 1997. D. R. Pearson, General Manager of the Upper Thames River Conservation Authority where Kelly worked, writes, "I know that Kelly thoroughly enjoyed the planning business. She worked very hard and took pride in her many accomplishments."



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## Editorial

### Why American Planners Get to Play in the Big Leagues

By Glenn Miller

When the American Planning Association held its annual meeting in New York recently, nearly 6000 people attended the opening session - about the same number of people who belong to the Canadian Institute of Planners. Although some may prefer quality over quantity, the net effect of the APA program was still pretty impressive. A few days later at the awards, more than half a dozen prominent Americans from entertainers (Bette Midler) to politicians (Governor Whitman of New Jersey) were on hand to receive the applause and feed back some complimentary rhetoric to the audience. For the Canadians sprinkled through the crowd, more than a few noted afterwards that they had a hard time

thinking of people in this country who might be similarly honoured. How many provincial or federal politicians can we name whose efforts on behalf of planning-related causes warrant such recognition? Bette Midler's speech was better than good. It was inspiring. Now if only Anne Murray would do something about saving the Oak Ridges Moraine.

The message inherent in the American approach to running a planning association is that planning is mainstream and mainstream people get involved in planning at a level that justifies recognition by the APA. It is also brilliant psychology. Each award recipient is sufficiently high profile to merit press coverage at the main event (in New York) as well as in their home state.

Each recipient makes a speech that links the issues favourably with the association's role in that issue. The result is high level recognition on a continuing basis because these awards get added to resumes, and are cited every time the individual is introduced as a speaker somewhere. An APA award is the Energiser Bunny of Planning Public Relations. The value just doesn't stop.

As OPPI enters the next phase of its strategy to enhance its image and improve public recognition, it is worth noting that the base of the APA's membership pyramid is extremely broad, and "the interested public" comprises the lion's share of the membership. Of 30,000 members, fewer than 25 percent are "professionals." Imagine if OPPI could count on a group of interested and committed citizens as large again as the current membership. We have a category of membership - associate - that is overpriced and under-utilized. When OPPI has successfully completed the current phase of its recognition strategy, revamping the associate membership category warrants a closer look.

*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 [ontarioplanning@home.com](mailto:ontarioplanning@home.com).*



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# What's wrong with official plans?

By Vladimir Matus



How people occupy space needs to be captured in plans

Official plans are like a set of rules for how to play the game, but this is no way to build a city. Flipping through the pages of a plan, it is impossible for lay people to imagine the future shape of the community or the implications for their lifestyle. No matter how much effort goes into "public relations" the general public cannot truly feel ownership.

### Plans should be human centred

A good plan should describe the city's future from the perspective of a resident's everyday life. To write for this kind of audience, planners need to take into consideration how people occupy human space. What does it feel like to stroll along a street or through a public space? How comfortable is it, what is there to do? To learn, see, hear, smell and touch. How exciting is it? We need a "human meter" to measure the quality of all people, including the old, young, vulnerable and disabled. Furthermore, these human dimensions also have to work day and night, all year round.

### Plans should be about action

To be true to the meaning of the word

"plan" the document should say what will be done, when it will be done, how much it will cost and who will pay. Plans should also take into account the differences between accounting and taxation.

Plans should be about concrete actions. This would capture the imagination of the public more than dry and largely irrelevant policy statements. To make sense, plans should also be the product of more than just the planning department. A key aspect is to present in a coordinated fashion the initiatives of other municipal departments. Unfortunately, the other departments tend to be better organized when it comes to capital budgets and scheduling.

### Plans should be three-dimensional

The use of 3-D computer models is highly desirable. They let people "walk" the city and experience the plans "virtually" before they are realized. The Community Picture of how our city will look five, ten or 15 years should show:

- 1 planned public initiatives (parks, road widenings, sidewalks;
- 2 proposed and approved private developments;
- 3 built areas and heritage buildings that cannot be substantially changed;

- 4 permissible development volumes to show possible envelopes;
- 5 a "community picture" with the potential to become a popular "coffee table" book.

### Fewer zones, laid out in the classical manner

Zoning was once perceived as a progressive planning tool and needs to be presented in a new way, closer to what the original promoters of zoning had in mind. To do that we have to understand the differences between regulations related to human activities and those related to urban form.

Human activities are in continuous flux so there should be a small number of broadly defined zones that can be adapted to the general welfare and function of the community. In contrast, buildings, their shape and appearance, are either permanent or change slowly over a longer period of time. Buildings frame public spaces and so their shape and location determine the quality of the urban environment.

### And finally . . .

The City of Toronto (and any other city in Ontario doing a new plan) has a chance to break new ground and inspire other communities. It is our role as planners to help achieve a balance between permanence and predictability with the constant flux and change that represents human activities.

*Vladimir Matus, MCIP, RPP spent a quarter of a century trying to influence the work of planning departments. He is a regular contributor to the Ontario Planning Journal and in his retirement is still "foolishly" trying to make a difference." Vladimir lives in downtown Toronto.*

### LETTERS TO THE EDITOR

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## Housing

## The Condominium Apartment Market: Its Evolution and Dynamics

By Emily Irvine and Ingrid Hartmann

Condominium apartments are now a fixture within the mainstream housing market, accounting for up to one third of new housing starts in the Toronto CMA and appealing to a wide cross section of the population. This article describes how this type of housing has evolved from a housing solution for those with modest incomes to the choice of many, meeting the needs of a wide cross-section of the population. Although the market activity described in this article is based on data from the Toronto area, the market fundamentals apply across Ontario.

## From Modest Housing to a Two-Tiered Supply

In the 1960s and 1970s, urban condominium apartment units were the housing solution for people lacking the means or inclination to follow the family lifestyle and "price induced" draw of the suburbs. Units built in this time period were mostly rectangular "slab" buildings with modest amenities and finishes. The buildings were often poorly integrated into the surrounding community.

The first half of the 1980s saw the beginning of a two-tier apartment condominium supply. One segment was characterized by smaller suite sizes and targeted at the economically minded consumer, typically the first time buyer. The second was the luxury market aimed at affluent households, largely "empty nesters."

## The Condominium Apartment Boom and Crash

The first real expansion of the condominium apartment market is attributed to the speculation-driven investor market of the mid-to-late 1980s. Speculation artificially inflated demand to levels that could not be sustained and which have not yet been

more empty unsold units than it could comfortably absorb. Condominium apartment sales came to a virtual standstill and prices plummeted. In the four short years between the third quarters of 1989 and 1993, average selling prices per square foot dropped by over \$100, from \$264 PSF to \$156 PSE. High interest rates, uncertainty associated with the impact of the newly introduced GST, and a growing recessionary attitude only made matters worse. The legacy of four years of intensive speculative activity in the real estate market not only negatively affected the market, it also tarnished the image of condominiums. The large standing inventory made it virtually impossible for the pre-sale (sales before construction) of new condominium apartments. The market recovery would depend on renewed demand, the removal of the oversupply through a reduction in inventory and a sharp decline in the production.



The luxury condominium can now be found in urban and suburban locations

repeated. During this boom period, new condominium apartment sales ranged between 9,000 and 13,000 units per year in the Toronto CMA of which 31 percent to 47 percent were outside of Metro Toronto. With the exit of speculators the overall new condominium apartment housing market lost as much as half of its demand. The market was left with

## Market Recovery and Policy Changes

In the early 1990s, the international community took note of the opportunities in the condominium apartment market—prices were perceived to have bottomed out. Asian investors, with longer-term outlooks, replaced local speculators. Reasonable prospects for growth and stability in the economy provided investors with the opportunity to take advantage of the price corrections. The investors' strategy was generally to rent the units out, while awaiting longer-term value appreciations. This target market had locational preferences that would set in motion considerable development activities in urban, transit-oriented locations and along the Toronto waterfront.

Typically, the most successful condominium apartments have been those within walking distance of public transit. Condominium apartment purchasers typically look for proximity to urban amenities and services such as a variety of shopping opportunities, a full complement of entertainment venues such as restaurants, cafes and theatres, community

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centres and green space. Views, particularly of the water or natural areas, are an important element of the appeal of condominium apartments, with price premiums for desirable views and higher floors.

The market recovery of 1993-94 featured the re-introduction of the smaller, aggressively priced apartment unit targeted to a broader, younger market than the existing luxury product. The recovery of the 1990s resulted from a combination of downward price adjustments, steady demand from Asian investors, and the diversification of product that was able to spark the interest of the mainstream housing market. It was mid-decade before the domestic consumer could be drawn to the condominium apartment market. At this time, we also saw the introduction of public policies that encouraged domestic sales.

Political initiatives such as the five percent down payment program for first time homebuyers and land transfer tax rebates encouraged interest in home-ownership. Innovative planning solutions and strong commitment to urban planning visions in downtown Toronto, for example, resulted in relaxed zoning and land use policies. Infill development was also instrumental in making condominium apartments a desirable housing option because it allowed consumers entry into attractive, mature neighbourhoods at an affordable price.

### Factors Underlying the Current Strength in the Market

In the mid-to-late 1990s, a renewed demand for entry-level housing emerged. Urban areas such as Toronto experienced unusually low vacancy rates for rental housing due to growing demand and limited supply. Furthermore, changes to the Tenant Protection Act further pushed up rising rental costs. These trends combined to make home ownership more desirable than renting, especially among upwardly mobile young people (aged 20-34). This demographic was looking to enter the housing market and condominium apartments provided an increasingly accessible type of homeownership. Also, a growing market for single person households and couples was emerging. Single women, in particular, appreciated the security that condominium apartment living represented. These markets sought out housing options that suited their lifestyles. The increasing variety of condominium apartment product

and locations catered to these needs.

Demographics will continue to play an integral role in the future of condominium apartments. Average marital and childbearing ages are



Location near public transit is a selling feature

on the rise, postponing the need for the larger living areas available in ground-oriented housing. Also, aging baby boomers (up to 55 years of age) are increasingly opting to live in quality condominium apartments close to amenities and family, after or in anticipation of their children leaving home. These shifts are steering con-

sumers away from traditional ground-oriented housing toward space efficient, carefree condominium apartments. As well, the children of the baby boomers, now in their teens, will also create a wave of demand for condominium apartments over the next 15 years.

In the latter part of the decade, we have witnessed the emergence of niche condominium apartment markets and modifications to traditional concepts, including super-luxury condominium apartments, loft projects and conversions (commercial to residential and rental to condominium). These trends are appealing to new market segments, such as affluent mature adults and high-income professionals, who prefer exciting urban locations like the waterfront or the entertainment district in Toronto. Condominium apartment owners now represent a broad range of incomes and age levels. Developers have responded to the needs of an increasingly diverse clientele by offering a broader range of products, further expanding the market to which con-



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dominium apartments appeal.

Although condominium apartments have traditionally been an urban phenomenon, they have been gaining popularity in suburban areas as well. Beyond the former City of Toronto, suburban markets currently account for about one-half of sales in the Toronto CMA. This has occurred despite uneven development charges across the Toronto metropolitan area, creating inequalities in development economics among the different municipalities. Some suburban communities have taken on urban characteristics where buildings cluster and high-rise development is concentrated along highly accessible routes, creating the need for supportive convenience retail and services. This is the case with many of the higher density nodes along Yonge Street in the north end of Toronto and in central Mississauga.

To these scenarios, add the improvements in the Ontario economy in the latter part of the 1990s. Lower mortgage rates, robust job

growth and restored confidence in both economic expansion and the real estate market opened the possibility of home ownership to growing numbers of people. Consumer confidence has manifested itself in condominium apartment absorption rates not seen in over a decade, although below the inflated levels of the late 1980s. Pricing is also on the rise, confirming the strength in the market. Our forecasts see sustained demand for condominium apartments for at least the next 18 months to two years, in both urban and suburban markets.

### Conclusion

The condominium apartment has come a long way in the last 40 years, spurred on by favourable demographics, new sources of investment and greater sensitivity to design and location. The strength of the economy and a development-supportive political environment has also been a factor. Since the late 1990s, the

maturing condominium apartment market has been quite different from the speculator-driven market of a decade ago. It is increasingly dominated by end-users and investors who take long-term views, and is fuelled by diverse product types that cater to a variety of consumers. Although low interest rates have improved demand, the recent design innovations and interesting locational contexts have made condominium apartments an attractive option in the housing landscape.

*Emily Irvine (M.E.S.) and Ingrid Hartmann (M.Sc.Pl.) are planners with N. Barry Lyon Consultants. Linda Lapointe, MCIP, RPP is the Ontario Planning Journal's contributing editor for housing issues. Linda is principal of Lapointe Consulting, a private firm specializing in housing, demographic and residential planning matters. She can be reached at 311markham@sympatico.ca*

## Ontario Municipal Board

### Flamborough By-Law 98-13-Z

By Paul Chronis

*Regional Municipality of Hamilton Wentworth  
OPA 62, Flamboro Quarries Limited and  
Flamboro Downs Holdings Limited*

An existing licensed quarry applied for and received a licence from the Minister of Natural Resources under the Aggregate Resources Act to expand and deepen an existing aggregate extraction operation. The Town, in support of the expansion, enacted the necessary Official Plan Amendment and By-law.

The quarry's neighbour, Flamboro Downs Race Track, operates a fairly significant standard bred horse racing, gaming and entertainment facility. Concerned about its water supply, the owner filed an appeal against the zon-

ing and the official plan amendment.

Although an extensive prehearing process was engaged in an effort to narrow issues, significant issues remained for the hearing.

At the beginning of the hearing, the appellant's counsel indicated that the hydrogeology issue was resolved, with the appellant's hydrogeologist accepting the majority of findings and conclusions of the applicant's expert. The only issue then was the text of modifications to the planning instruments that were proposed to address the race track's concerns. With respect to the water issue, the applicant was required to put up \$25,000 in a Restoration Trust Fund. Flamboro Downs wanted double that and to have a role in the management of the fund.

In face of Section 34 and 100 of the Ontario Water Resources Act ("OWRA") which protects water supplies and imposes a positive obligation on a property owner not to interfere with another person's supply of water, the Board rejected the submissions. The Board was unwilling to provide tighter restrictions in the

planning instruments based on the race track's fear that because of government cut-backs, downsizing and downloading, the provisions of the OWRA would not be enforced. The Board concluded that the modifications it approved went to considerable length to support the principles of the OWRA and the good intentions of the owner. The Town was commended for the preparation of such modifications and the proponent was lauded for endorsing them.

Costs were requested and awarded at \$2,500 for each of the Town and the proponent from the race track. There had been considerable efforts to settle the issues including the Town modifying the planning instruments to meet the concerns of the race track. There had also been a mediation session by the Board. The Board found that the appellant made no effort to alert the parties that the majority of issues were resolved prior to the hearing so they all attended with their experts. Also, the Board held that the race track had been unreasonable in not agreeing to the Town's proposed modifications.

This case contains a good summary of some conditions, that in other circumstances, might be considered when drafting Official Plan policies where protection of water supply or similar planning considerations is at issue.

Source: Decision of the OMB

Case No.: PL980432

File No.: R980083, O980222

*Paul Chronis, MCIP, RPP is the Ontario Planning Journal's contributing editor for the OMB. He is a senior planner with Weir & Foulds in Toronto and can be reached at CHRONISP@weirfoulds.com*

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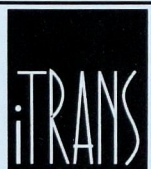
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## Environment

# Clean Planning For Dirty Soils: Municipal Planning's Use of The Record of Site Condition

Part one of a two-part series

By Christopher Morgan and Luciano Piccioni

Every planner knows of vacant or underutilized sites or areas that have been labeled as "contaminated" or as "potentially contaminated" as a result of industrial use or more recent land use activities such as PCB storage or gasoline stations. Yet, until recently, there has been great uncertainty about what planners can and should do about this problem, particularly as it relates to proposed development on these sites. A solution is now available. It becomes a better solution if all municipal planning authorities adopt it. The proposed "standard solution" removes many common misconceptions and associated problems, including "approval gridlock." It also provides the foundation for a legitimate economic Brownfield stimulus.

The solution does not rely on planners approving new remediation techniques. Rather, the solution relies on planners adapting approval techniques that are already available through the use of a Standard Municipal Model. The major benefit of this approach is that it provides certainty to both municipalities and developers with respect to the assessment and remediation of potentially contaminated sites.

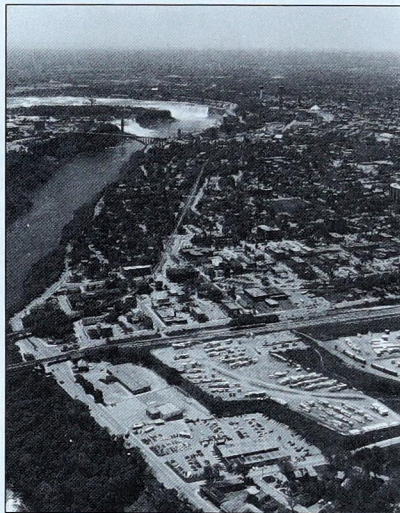
The Standard Municipal Model incorporates the voluntary submission of the Ministry of Environment's (MOE) completed Record of Site Condition (RSC) form. In essence, this form acts as an arms-length "sign off" on the condition of the site's soil and groundwater. The RSC also acts as the necessary precursor to the successful establishment of incentive programs designed to encourage the assessment, remediation and redevelopment of such sites. This includes the use of Tax Increment Financing (TIFs) as a grant award scheme to offset remediation and/or assessment costs in specifically designated "Community Improvement Project Areas" under section 28 of the Planning Act.

### Why Do We Need a Model?

In June of 1996, the MOE produced the "Guideline For Use at Contaminated Sites in Ontario". At the same time, the Province effectively downloaded soil clean-up approval to municipalities so that this function became part of municipal development approval responsibilities. While the new guideline allowed for several new clean-up approaches, it removed the Province's "sign-off" for most site remediations and it provided little guid-

ance to municipalities on linking the planning approvals process with the site assessment/clean-up process.

The Province provided no new tools, no new legislation or regulations, no statutory authority to limit municipal liability and no resources to offset the considerable additional staff expertise requirements needed. This left municipalities with major environmental, economic and legal problems and responsibilities. The quandary for municipalities was apparent. The opportunity to sit back and do nothing



Former industrial sites  
are often well located

was seductively attractive, but the potential environmental, economic and legal costs of doing nothing were simply too high. The Regional Planning Commissioners of Ontario (RPCO) addressed the issue by developing a Standard Municipal Model to help everyone to deal with development approvals on potentially contaminated sites.

### What is a Record of Site Condition (RSC)?

The RSC is a standard MOE report form that summarizes the environmental condition of a property. The form includes a sworn affidavit from the owner's consultant stating that the MOE Guideline has been followed and the site has been appropriately cleaned up to meet the criteria for the proposed use. The

MOE Guideline requires the site owner to submit an RSC to the Province for acknowledgement when certain clean-up approaches (generic stratified or site-specific risk assessment) are used. The Guideline also allows for an RSC to be voluntarily submitted when other clean-up approaches (background or generic full-depth) are used, or when just a "site assessment only" is conducted. The MOE also provides an audit mechanism to safeguard the RSC process. The Standard Municipal Model essentially widens the use of the RSC to cover all clean-up approaches (including any site assessment only), and requires and treats a required RSC and a volunteered RSC similarly.

### The Standard Municipal Model

In 1997, the RPCO formed a Soils Working Group to address the issue of development on potentially contaminated sites. After lengthy stakeholder consultations, the RPCO published: "A Standard Municipal Model for Development Approvals at Potentially Contaminated Sites" in January. The RPCO's Standard Municipal Model recommends the use of the RSC for potentially contaminated sites as the only acceptable documentation to satisfy municipal responsibilities and development approval requirements. The RSC is the main tool that links the development approval process and the site assessment and remediation process.

The Standard Municipal Model contains four major steps:

1. Identify potentially contaminated sites by using previous and/or present zoning or official plan designations (for example, industrial lands) and/or local knowledge and site history information where available;
2. Inform applicants why their sites have been identified and what the requirements and opportunities are;
3. Secure as part of a planning approval or development agreement, a "promise" to provide a completed RSC; and
4. Receive the completed RSC including a signed acknowledgement by a Provincial

Many of the issues outlined in this series will be dealt with in a September 21 conference to be held in Toronto, "Understanding Brownfields." In addition to case studies and presentations from the private and public sectors, the conference will focus on a recently developed Municipal Affairs program entitled, "Brownfields Showcase." Visit [www.canurb.com](http://www.canurb.com) for an outline of the program.



Officer that verifies the internal consistency of the RSC.

Use of this Model means that municipalities do not have to review environmental studies. This offers municipalities several advantages, including:

1. establishing a consistently high standard of assessment and clean-up;
2. limiting municipal resource needs (expertise and costs); and
3. limiting municipal exposure to liability while providing an identifiable standard duty of care as the target to be achieved through due diligence.

The Model recommends that municipalities require the submission of a completed RSC (including Provincial acknowledgement) in all cases where development is to occur on an identified ("flagged") site where there is a change to a more "sensitive use", and where a planning approval is also required. In practice this has been shown to be a small percentage of all municipal development applications. The RSC can also be used where as-of-right development is to occur and on potentially contaminated sites where no development is proposed but a clean sign-off is required.

The Standard Municipal Model also addresses what we see as the changing context of urban

planning: the redevelopment of more old industrial areas (brownfields), fewer planning review requirements (streamlining), and more as-of-right development. Clearly, municipal planning authorities need to provide clean planning for dirty soils, but the task needs to be undertaken with uniformity, fairness, consistency and certainty. And, in today's fiscal environment it must be done without additional resources. We feel that the Standard Municipal Model provides a solid vehicle to accomplish these goals.

#### What Next?

Beyond a standard development approval process, incentives are needed, but neither the Federal nor Provincial Governments provide funds for soil clean-up or "brownfield" redevelopment as is provided by the "Superfund" in the United States. Furthermore, the Province specifically prohibits municipalities from providing redevelopment incentives (bonusing) under the Municipal Act. Yet, there may be a way to encourage the redevelopment of old industrial areas without running afoul of Provincial legislation. We see the Standard Municipal Model as the necessary precursor to encourage voluntary assessment, clean-up and redevelopment on brownfield sites, based on the provi-


sion of tax increment financing grants under the Community Improvement provisions of Section 28 of the Planning Act. (We offer more on this in the next issue.)

*Christopher Morgan is a scientist and a planner with the City of Toronto, a provisional member of OPPI and Chair of the RPCO's Soil Working Group; Luciano Piccioni, MCIP, RPP is a Development Officer with the Region of Hamilton-Wentworth, and a member of the RPCO Soil Working Group.*

#### Editor's Note:

The full document: "A Standard Municipal Model for Development Approvals at Potentially Contaminated Sites" (January 2000) is available in paper copy from Nick Tunnacliffe, Commissioner of Planning for Ottawa-Carleton and in digital form from Christopher Morgan via [cmorgan1@city.toronto.on.ca](mailto:cmorgan1@city.toronto.on.ca).

The Record of Site Condition (RSC) is provided in the MOE's "Guideline for Use at Contaminated Sites in Ontario, June 1996". Readers are advised that the MOE revised their RSC but did make it available on their web site ([www.ene.gov.on.ca](http://www.ene.gov.on.ca)) in September 1998.



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**Law and Order**

# More Municipal Restructuring: Considerations for Development Approvals

By Stan Stein

The Harris government continues its aggressive consolidation of municipalities in Ontario. One of the most recent steps is Bill 25 - first introduced in the legislature in early December, 1999, with Royal Assent following only a few weeks later on December 22. The effect of this legislation, sardonically called the Fewer Municipal Politicians Act, is the elimination of four Regional municipalities: Ottawa-Carleton, Sudbury, Hamilton-Wentworth and Haldimand- Norfolk. From a practical standpoint this means the consolidation of local municipalities into one or two large, new municipalities.

By way of example, in Ottawa-Carleton, the existing Regional municipality of Ottawa-Carleton and 11 local municipalities are to be dissolved and the new City of Ottawa will be established on January 1, 2001. The number of local politicians will be reduced from 84 to 21 - a mayor and 20 councillors elected in wards. The new City of Ottawa will be able to set different tax rates for different parts of the municipality to take into account transit and other urban service costs.

There are other striking examples of consolidation and reduction in the number of politicians under Bill 25. In Haldimand-Norfolk there is a reduction of local politicians from 63 to 16; in Hamilton from 59 to 14; in Sudbury from 48 to 13; and in Toronto the number drops from 57 to 44.

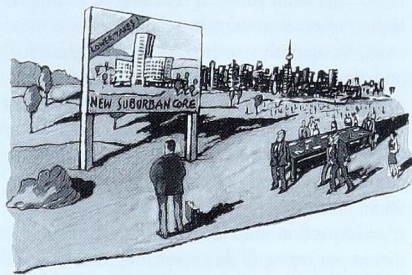
The Toronto example of consolidation has had its problems, but generally appears to be proceeding with success. However, with these new consolidations under Bill 25, and in anticipation of further consolidation in the 905 Belt, it is important to look at the implications for the land use planning process.

Individual council members will now have accountability to a much larger constituency. In a larger geographic context, individual local issues will be of less importance. There will be more difficult access to busier politicians, two councillors may now replace an entire local council. We should anticipate less power for citizens groups because local issues will carry less weight in a larger urban context. There may also be some reduction in OMB appeals because municipal issues will be resolved by council that have a broader perspective. The historic feuds between local municipalities among themselves and with their Region will disappear, just as the Toronto amalgamation ended the teutonic wars between Metro and the City

At the local level, there may be new concepts

of "downtown" as former local municipalities adjust to being part of a larger area, and the relevance of historic central areas diminish in the larger context. In OMB cases, the relevance of "planned function" issues in store wars may change as the character of former individual communities evolve.

The new restructuring will also have implications for development approvals. In terms of planning documents, the amalgamation will



Restructuring can resolve urban-suburban conflicts

mean the elimination of two tiers of approvals for Official Plans. There will no longer be a conflict between local and regional planning objectives. The Official Plan document itself may take on a different character, as we see in Toronto, with efforts to provide vision and general objec-

tives, and less direction for the details of implementation.

At the operational level, consolidation of local and regional planning departments will eliminate the need for consultation with two staffs, and the one window concept will be extended to the local level. For the public, this will also end the confusion over jurisdiction, and what level of government has "approval" authority for various planning approvals. At the implementation level, we will see harmonization of policies for large areas and more levelling of taxes, for example with development charges that cover larger benefiting areas.

The elimination of politicians may be a harbinger for municipal staffs and the planning process generally. Less government and the consolidation of departments could also mean that the new Act will be a Fewer Municipal Planners, engineers, lawyers, et cetera Act. This remains to be seen, but certainly many overlapping jurisdictions will be ended, and inevitably the disappearance of multiple approvals will lead to consolidation of municipal bureaucracies and procedures. This does not mean the end of municipal planning, but another step in its evolution and possibly a change in the scale at which issues will warrant the same intensity of analysis that we have often seen in the past.

Stan Stein is a partner in the law firm of Osler, Hoskin and Harcourt LLP and is regular contributor to the Ontario Planning Journal. This article was adapted from a presentation made to the annual retail conference of the Canadian Urban Institute (in partnership with the International Council of Shopping Centers and the Centre for the Study of Commercial Activity at Ryerson).

### Restructuring: Is 'less' still more than enough?

Date	July 1996	January 1997	January 1998	January 1999	January 2000	January 2001
No. of Municipalities	815	787	650	586	571	471
No. of Councillors	4586	-	-	3527	3457	2937

(There are 344 fewer municipalities, with 535 municipalities amalgamating to create 191 new municipalities)  
Source: Municipal Affairs and Housing



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## Transportation

# TravelWise: a New Direction for Transportation Demand Management

Or how to take advantage of TDM before its "best before date"

By Geoff Noxon

For planning and engineering professionals in cities across Canada, transportation demand management (TDM) is a long-advocated but little-applied strategy in the battle to control growing automobile use. TDM has become a motherhood issue, with decision-makers and interest groups demanding its inclusion in policy and planning documents. While everyone else agrees that it is the "new way of doing business," it seems that few have had the will, or ability, to do much about it.

The reasons for this situation are not hard to find. Who can argue the difficulty of changing the economic, social and cultural environments that affect travel demand? Our municipalities have little power to affect the economics of travel, and as for addressing the socio-cultural factors that have led to endemic levels of auto dependence - well, superheroes are scarce these days.

Indeed, one might observe that we have devel-

oped a time-honoured recipe for TDM: Place good intentions in a large bowl. Add a healthy measure of environmentalism. Blend in a family-sized package of buzzwords, and toss with two cups of unrealistic expectations. Strain out any apparent staff or budgetary resources. Forget to put in the oven. Discard when moldy.

But it doesn't have to be this way. TDM can be an important part of a broad-based transportation solution if we start by recognizing our successes (frequently overlooked, but still plentiful) and aim for further, incremental changes in our social attitudes toward mobility. That means not lecturing drivers about their actions, not asking holders of good intentions to make impractical commitments, and not expecting high-level social marketing to have a measurable short-term impact on individual decisions. It also means not trying to do everything ourselves.

TravelWise, the Region of Ottawa-Carleton's

new TDM program, has been founded on a market-based perspective toward "getting around" as a consumer product, and with an eye to partnerships as a priority delivery mechanism. The consumer-oriented philosophy of TravelWise is intended to help individuals overcome the barriers that stand between them and the tangible personal benefits of modified travel behaviour. While a more typical approach to "selling" TDM might be that used for Buckley's cough syrup ("It tastes awful, but it works!"), the perception of TravelWise as a positive, tangible service will give it credibility and recognition among all members of the travelling public.

We hope that, in building on its modest beginnings as a public service, TravelWise will eventually contribute to broader, long-term cultural change. To do so, it must foster positive personal experiences and a shared sense of ownership among citizens in improving and using alternatives to the car. Such grassroots involvement will be nurtured through partnerships with employers, schools and other community groups. TravelWise will leverage resources by gaining access to our partners' human and social capital, while their many voices will help to amplify our messages and increase our credibility.

One notable TravelWise partnership is with

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Nortel Networks, whose GreenCommute initiative is in its second year. This program has already increased the proportion of non-drivers at Nortel's research and development headquarters to one in four employees, from one in five. The planning process leading to GreenCommute's implementation won an OPPI Professional Merit award in 1999, and the program itself will undoubtedly win its own accolades. But more importantly, it has helped inspire other employers in Ottawa-Carleton to develop their own TDM efforts. Our goal for TravelWise is to add value to these programs by providing information and technical support, contributing to the development of transferable measures, disseminating results, and rewarding both commitment and success.

TravelWise will also take on similar roles elsewhere in our community. For example, the Region has partnered with a local interest group to support the rapidly-expanding National Capital Commuter Challenge event, and has joined with a number of agencies and interest groups to explore how we might collectively address the many issues and concerns around getting kids to school.

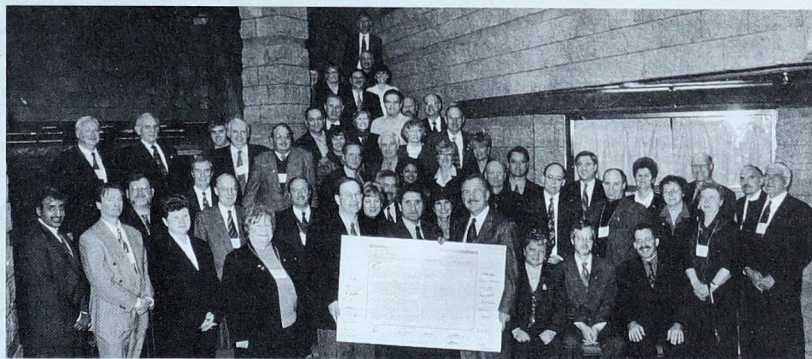
At the end of this year, the Region of Ottawa-Carleton and its constituent municipalities will be transformed into a new City of Ottawa. This restructuring is an opportunity for the TravelWise program to create lasting links with other municipal services such as public health, education, development approvals, parks and recreation, facility management, and transit and roadway operations. TravelWise clearly has a chance to become that which TDM's supporters have long promised - an effective way to make our cities easier to get around, and better places to live.

*Geoff Noxon, P.Eng., is Manager of the Mobility Management Branch in the Region of Ottawa-Carleton's Environment and Transportation Department, and is responsible for the Region's TravelWise program. For more information, you can reach him by e-mail at noxonge@rmoc.on.ca or by telephone at (613) 560-6001, or visit [www.rmoc.on.ca/travelwise](http://www.rmoc.on.ca/travelwise). David Kriger, MCIP, RRP, is the Ontario Planning Journal's transportation editor. He is a partner with Delcan Ltd in Ottawa and can be reached at [dkriger@delcan.com](mailto:dkriger@delcan.com)*

## Urban Design

# Toronto Relaunches Architecture and Urban Design Awards Thanks to Tenacious Bureaucrat

In a post-amalgamation flurry of activity, Toronto urban design director Robert Glover refused to take no for an answer when his pro-



Another kind of Demand Management. Members of the GTSB and stakeholders (including OPPI) sign agreement on sustainable transportation

posal for a 2000 design program was rejected by the bean-counters. Instead, he spent hours of his own time phoning his contacts in the development industry, trying to convince them to support the program. Incredibly, Glover was able to raise nearly \$50,000 in sponsorship, including one pledge for continuing sponsorship in years to come from Concord Adex.

The result is that applications are being invited to be submitted by June 12, to be followed in the fall with a formal ceremony. The categories are "an element or building," "a small place," "large place or streets," and "theoretical or demolished projects." Glover is convinced that one of the fac-

tors in his favour is that the standard of design in Toronto is improving. "We want to give the new city its own form of recognition," Glover says. "There will be an urban and suburban sub-category in each category."

It was important to Glover and his team that the program proceeds as a "class act." This is assured with the promise of numerous high quality submissions and an international jury. Look for follow up in subsequent issues of the Ontario Planning Journal.

*Part 2 of Liz McArthur's article will appear next issue.—Ed.*

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**President's Message**

# Tomorrow is Today for the Planning Profession: It's Time to Seize the Moment!

By Ron Shishido

There are moments when circumstance, knowledge and interest come together to create a special opportunity. This is one of those moments for the planning profession in Ontario. OPPI Council at its March 2000 meeting made three strategic decisions.

First, it formally adopted the Recognition Action Plan, the communications strategy and action plan for building public awareness and the profile of the planning profession.

Second, it authorized the executive director to hire a manager for public policy and communications to, among other things, oversee the day-to-day implementation of the communications plan.

Third, it initiated, under the umbrella of the Policy and Innovation Committee, a working group to prepare a draft position paper on the issues associated with the Oak Ridges Moraine debate.

The working group, made up of public- and private-sector members representing the broad interests of the profession and the public at large, met at the end of March in a workshop session organized by Andrea Bourrie and facilitated by Sue Cumming. Through April

and early May, the working group, chaired by Ann Joyner, melded together the core themes into a position paper. The paper was endorsed by Council on May 8, 2000, as the OPPI's position statement on the Oak Ridges Moraine.

The front-page events surrounding the Oak Ridges

Moraine clearly indicate that our actions have been timely. To communicate to our members, we have published the position paper in this issue of the Journal and posted it on our web-site.

Externally, OPPI Council and staff, in accordance with our communications strategy and action plan, and with advice from our communications consultant, is communicating the position to other stakeholder groups. This is our first trip to the plate in the big leagues of public policy communication. It may take a few swings before we make contact with the ball.

Nevertheless, I remain convinced that over time we will be judged favourably by our members

and the public for our willingness to speak up on important policy matters.



Ron Shishido

*Ron Shishido, MCIP, RRP, is president of the OPPI and a partner with Dillon Consultants.*

## OPPI Names New Policy and Communications Manager

On behalf of OPPI Council, I am pleased to announce the appointment of Loretta Ryan, MCIP, RPP as OPPI's first Policy & Communications Manager. This is an historic time for the Institute. Loretta is the first professional planner hired on staff to a new staff position that is key to supporting OPPI's policy development work. After several years with the Toronto Board of Trade as a policy advisor, Loretta joins OPPI at a critical time when the Institute is working hard to provide leadership in the development of planning policy in Ontario, and broaden public awareness of planning and the role of planners. She brings a wealth of experience from the public, private and not-for-profit sectors. At the Toronto Board of Trade she worked as portfolio manager for a number of high-profile standing committees, namely, Air Services, Planning &

Development, and Transportation. Before working for the Board, Loretta spent time as a planner in Australia and as a policy advisor with the Ministry of Municipal Affairs and Housing. Loretta is also well known to members in the Central District as the volunteer chair of the GTA Program Committee. She is a member of the Canadian Society of Association of Executives, and was recently appointed as a member of the Mackenzie House, Colborne Lodge, and Spadina management Board- a new Toronto tri-site heritage board.

Loretta takes her post on June 5th to manage the Institute's policy and communications strategies. She will work closely with OPPI's Policy Development Committee and Recognition Committee. She will be communicating to members and other organizations, government, media and the general public about the Institute's policy development efforts. Visit the OPPI web site regularly for news from Loretta and watch for upcoming professional development opportunities on relevant policy issues



Loretta Ryan

for members.

Congratulations Loretta.

For further information, contact Mary Ann Rangam, Executive Director at [mroppi@interlog.com](mailto:mroppi@interlog.com)



# Oak Ridges Moraine Position Paper, Ontario Professional Planners Institute

The Ontario Professional Planners Institute (OPPI) represents professional planners throughout the province. Our members advise governments, corporations, NGOs and individuals on the social, environmental, economic and technical implications of land use decisions and on the mechanisms for facilitating, controlling, and guiding land use change.

OPPI believes that strong action on the Oak Ridges Moraine is needed to protect this significant natural heritage resource. The Moraine represents an opportunity to set a positive precedent for land use planning in environmentally sensitive areas.

This statement of our views is addressed to all who have an interest in the future of the Moraine: the Government of Ontario, regions and counties on the Moraine and elsewhere in the province; local municipalities located on or near the Moraine; the developers who are seeking to build there; and the residents of Ontario.

## Our Position

- The Moraine is a provincially significant natural heritage resource that must be protected so that it can continue to contribute to our ecology, economy and society.
- The Moraine must be protected by strong provincial action immediately. This action should build on the April 1994 Oak Ridges Moraine Area Strategy and other work completed in the 1990s. Failure to act now will result in a serious loss to future generations. The Moraine policy must address the entire Moraine, clearly define areas to be protected, areas that may be suitable for controlled, environmentally sensitive development or resource use and areas that already have the infrastructure in place or approved to support managed growth.
- A significant portion of the Moraine must be retained in agriculture, natural heritage areas and low intensity recreational uses protected from development pressure.
- The Moraine is of interest to many people and must be dealt with as an inter-jurisdictional resource.
- It is within the power of the Government of Ontario, the regions, counties, and the local municipalities to take immediate action to protect the

Moraine for the future. It is not necessary to commission new studies, set up new agencies, or change the Planning Act.

- Political will by the Government of Ontario is needed to protect the Moraine as a legacy that we can pass on to future generations with pride.

## Options for the Government of Ontario

The Government of Ontario has a number of options available to provide strong provincial leadership on the Moraine. Some build on existing strategies and others require new initiative by the province. All of them require multi-stakeholder involvement and can be implemented with current planning legislation. The Government of Ontario can undertake one or a number of the following actions:

- implement the April 1994 Oak Ridges Moraine Area Strategy with necessary updates and refinements;
- use the refined 1994 Strategy as the basis of a Policy Statement under the Planning Act;
- declare a temporary "time-out" while the Government consults with the regions, counties, local municipalities and landowners on an appropriate course of action; and/or
- create a Provincial Plan under the Ontario Planning and Development Act that designates the Moraine as an area of environmental importance and significance.

With these actions in place, municipalities will be able to implement the policy direction of the Province through their Official Plans, zoning by-laws and development control measures in a consistent and comprehensive manner across the Moraine.

## Discussion

The Oak Ridges Moraine has long been recognized as a significant landform that shapes urban form and provides vital ecological, social and economic functions in the GTA and beyond. It is an important source of water for southern Ontario—about 65 rivers and streams originate in this area of glacio-fluvial deposits. It is home to most of the remaining natural areas in the GTA bio-region including forests, wetlands, lakes and habitat for wildlife and several rare species of

plants. Its rural landscape includes farms, villages, towns, golf courses and significant aggregate resource areas.

For almost ten years the province and municipalities have recognized the significance of the Moraine and the need for a long-term planning strategy. Despite this recognition, no comprehensive provincial policy is in place today. In 1990-1991 the Government of Ontario expressed that the Oak Ridges Moraine was a matter of provincial interest and issued the Oak Ridges Moraine Implementation Guidelines as an interim measure to protect significant features and control development while a long-term strategy was being developed. The province also commissioned an Oak Ridges Moraine planning study directed by a multi-stakeholder technical working committee. This effort resulted in 15 technical reports intended to provide the basis of a comprehensive protection and conservation strategy for the Moraine. The resulting draft Oak Ridges Moraine Area Strategy (issued in April 1994) was generally supported by all stakeholders and identified areas to be protected and guidelines for development where it was most appropriate. By 1999 no action had been taken on the Strategy and the Regions of Durham, York, and Peel issued a report that called for a long-term strategy for the Moraine and proposed a number of recommendations to achieve this goal. More recently, local municipalities have appealed to the province to take a leadership role in protecting the Moraine. Clearly, the 1994 Oak Ridges Moraine Area Strategy provides a strong technical and consensual starting point for a comprehensive provincial policy. Unfortunately, the final recommendations of the Strategy have never been implemented and the status of the Implementation Guidelines (now outdated) has not been clarified despite the on-going need for greater provincial leadership.

The Government of Ontario must lead planning for the Moraine. The landform spans a number of municipalities and its ecological/social functions affect municipalities both on and off the landform (e.g. providing ground and surface water supplies and significant recreational opportunities). Planning support must be provided by the Government of Ontario to promote good planning, be inclusive of all stakeholders and assist municipalities and the Ontario Municipal Board in making land use decisions based on a clear, comprehensive and consistent provincial policy that balances environmental protection, economic prosperity and social well-being objectives for the Moraine. It must be a strong public poli-



cy that will apply to both government and the private sector and apply to any future municipal structures.

The provincial action should reflect that some development on the Moraine can be accommodated. Through careful land use planning, the Moraine can continue to contribute to our economy and society through recreation, agriculture, community development and resource extraction in a manner that respects the integrity of the Moraine's natural form and function. Not all of the Moraine is equally sensitive: extensive areas should be protected; other areas may be suitable for controlled, environmentally sustainable development; and some areas already have the infrastructure in place to support managed growth. A comprehensive provincial policy would direct development to where it is most appropriate while protecting a significant portion of the Moraine for agriculture, natural heritage, and/or for other low intensity uses.

In addition to provincial policy to direct development to the most appropriate areas, measures are needed to ensure that when development does occur on the Moraine it takes place in a manner that enhances and celebrates the Moraine's natural form and functions. This could be accomplished by encouraging environmentally sensitive building design and infrastructure, and sustainable land use practices. The Moraine provides a unique opportunity to show how land use

development can preserve natural heritage and contribute to our economy and society. Such development should be guided through clear public policy, innovative approval/design guidelines, public education, comprehensive municipal review and a monitoring program.

On the Moraine, we have an opportunity to set a positive precedent for other areas of the province where the pressures of growth confront the need to preserve the integrity of the natural environment. Although the current focus of attention is on the Regions of York, Peel and Durham, the Moraine extends well beyond these jurisdictions from the Counties of Simcoe and Dufferin in the west to the Counties of Northumberland and Peterborough in the east. Decisions made here will also influence other jurisdictions facing conflicts between natural heritage protection and development pressure on significant natural landforms/areas.

It is within the power of the Government of Ontario, the regions, counties, and the local municipalities to take immediate action to protect the Moraine for all time. It is not necessary to commission new studies, set up new agencies, or change the Planning Act. What is needed is the political will to protect and conserve the Oak Ridges Moraine.

May 11, 2000

## Building the OPPI of Tomorrow

# Progress Report to Members from OPPI

OPPI Council has adopted the Millennium Strategic Plan and presented it to members at the 1999 Conference. Highlights were featured in the Journal's Sept./Oct. 1999 issue. The OPPI of Tomorrow will be built on the strengths and successes of the past, and the use of new technologies to provide the leadership and vision needed to support members.

## What's going on at OPPI?

The OPPI has developed priorities, defined resources and established working committees (district members) to implement the Strategic Plan. OPPI will focus on four priority areas over the next four years:

1. broadening recognition of planning and the role of planners;
2. initiating a new policy development program;
3. improving the membership process;
4. supporting members with a dynamic membership services package.

Three designated working committees focus on implementing key areas of the Strategic Plan. Each committee has an Action Plan and an Implementation Strategy. They are:

- Policy Development;
- Recognition of Professional Planners;
- Membership Services.

We have also investigated a professional liability insurance program, planned a series of town hall meetings across Ontario, and are developing a series of fact sheets to keep you informed of our progress.

## We need your support

To carry out the implementation of the Millennium Strategic Plan, OPPI needs your support. We propose an additional member fee of \$60 from each member (non-student) in 2001. The provincial membership fee would be \$219. The total combined OPPI/CIP membership fee would cost \$362.

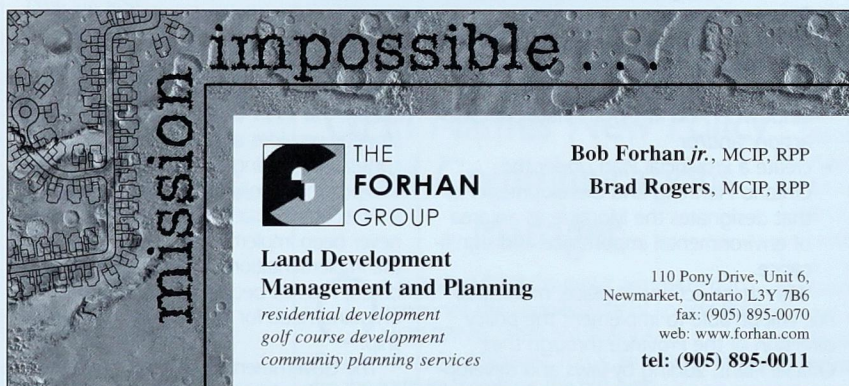
Sixty-seven per cent of the additional membership fee will offer each member protection through the proposed OPPI Professional Liability Insurance Program. The remaining 33 per cent of the added fee will support implementation of the key priority areas of the Millennium Strategic Plan.

## Next steps

Members will be asked to vote on the proposed increase to membership fees on October 17th, 2000 at the OPPI Annual General Meeting in Niagara Falls.

For more information, please visit the OPPI Website at [www.interlog.com/~oppi](http://www.interlog.com/~oppi), or call Mary Ann Rangam, Executive Director, at (416) 483-1873, ext. 23.

We look forward to your questions and input.



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# OPPI Professional Liability Insurance Program

The implementation of the OPPI Millennium Strategic Plan is under way and work on several initiatives has started. To continue moving forward, we need your support.

Members will be asked to vote on an annual membership fee increase of \$60 per member at the OPPI Annual General Meeting on October 17, 2000. The increased membership fee is required to implement:

1. An important, new membership service – The OPPI Professional Liability Insurance Program.
2. Key initiatives for policy development and recognition of RPPs.

Membership liability insurance for RPPs will:

- help increase professional recognition for RPPs;
- entail professional practice standards, ethics and a code of conduct;
- demonstrate professional competence;

- provide professional protection for planners, and;
- protect and support RPP's recommendations/decisions that directly impact key quality-of-life issues for the public.


The coverage proposed is for individual OPPI members only, not employers. An exclusive scope of coverage is being negotiated for OPPI members, including environmental matters.

The OPPI controls the insurance program for the direct benefit of OPPI members. Collective coverage limits for an OPPI member include a \$5 million per claim per policy period with a \$10 million annual aggregate for all OPPI claims.

Legal coverage provided by insurer to defend an RPP includes \$100,000 per claim per year limit with a \$1,000 deductible per claim. Group plan has been purchased by OPPI for all members. The plan is compulsory for all non-student members.

The OPPI year 2001 membership fees will include the cost of this program at \$40 for each member. Certificates of insurance coverage will be issued to each member on membership fee payment. Additional (optional) corporate insurance coverage for private sector members will be available directly from the insurance company.

For more information, please visit the OPPI Website at [www.interlog.com/~oppi](http://www.interlog.com/~oppi) for a copy of the OPPI Millennium Strategic Plan, or call Mary Ann Rangam, Executive Director, at (416) 483-1873, ext. 23.



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# OPPI Congratulates its Scholarship Winners for 2000

OPPI Council congratulates the 2000 winners of the OPPI scholarship program. The program is an important commitment on OPPI's part in supporting student members through the membership outreach program.

OPPI has established a segregated fund called the Student Scholarship Fund. The goal is to build up the fund to an amount at which the interest from the fund can be used for scholarships. This year at the OPPI conference in Niagara Falls, a golf tournament and silent auction will be held to raise money for the fund. Plan to attend and contribute to OPPI scholarships.

## Undergraduate Scholarship: Tracey Windatt

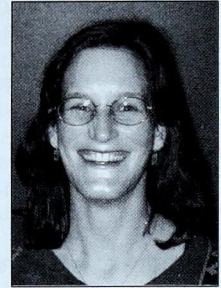
Tracey Windatt of the University of Waterloo will be known to many members as the student liaison for the university's School of Planning. Tracey, who comes from New Lowell, Ontario, entered the University of Waterloo in

1997, and has since distinguished herself by her strong academic record and her leadership in the school's planning activities. She has organized speakers and receptions, encouraged student involvement in OPPI, and taken part in Southwestern district meetings and events. Tracey's article "Learning About Life After Graduation" was published in the Jan/Feb 2000 issue of the Journal. Tracey works part-time for the Planning Partnership with Bob Lehman and Jim Dymont, and has impressed her co-workers with her commitment, energy and professionalism. The OPPI is very pleased to award her the scholarship and looks forward to her continued involvement in the work of the Institute.



Tracey Windatt

development that won the Lieutenant Governor's Early Childhood Literacy Award and was later implemented in other New Brunswick communities. In 1999, she returned to Ontario to begin a master's program at Guelph. She is a representative on PLAIDS, the planning school's student organization, and a member of the Ontario Rural Council's Health Care Working Group. She is currently conducting research on community participation in rural health care planning. Her high marks, her creativity and her solid experience in community development should stand her in good stead as she pursues a career in social planning.



Alice Hutton

## Gerald Carrothers Graduate Scholarship: Alice Hutton

Alice Hutton of the University of Guelph's School of Rural Planning and Development has a degree in Community Development from Trent University. While at Trent, she was local coordinator for Crossroads International and a volunteer at Trent Radio. After her graduation, she moved to New Brunswick and became a community development worker for Literacy New Brunswick. She worked on a pilot program in a low-income housing

## OPPI Website Update

As part of the OPPI Millennium Strategic Plan and Recognition Strategy for Planners, OPPI will shortly change the name of the website to:

[www.ontarioplanners.on.ca](http://www.ontarioplanners.on.ca)

Stay tuned for more news on changes to the website.

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# Waterloo Students Tackle the Big Apple— American Planning Association National Conference, New York 2000

By Sherri Hanley and Daniela Kiguel

This spring seven graduate students from the School of Planning at the University of Waterloo attended the American Planning Association's National Planning Conference in New York City. The conference was of particular interest to this group since the topics complemented their individual research.

From April 15-20th 2000, more than 5,000 professional planners, students, and other individuals participated in over 450 information sessions and 94 mobile workshops. Session themes included: environmental planning, historic preservation, GIS, transportation, urban design, planning ethics and revitalization.

Because sessions ran concurrently, we had to select sessions related to both our academic and personal interests. Opinions on the outcome of the conference varied. Overall, the conference was quite impressive although some of the sessions were disappointing in that they did not always present up-to-date or innovative planning ideas.

This was not the case with a presentation called "The Natural Step to Sustainability." This session outlined goals and objectives recently adopted by the APA in an effort to achieve sustainability. The highlight of the session was a presentation by Dean Kubani, an environmental analyst with the City of Santa Monica, California. Kubani outlined several innovations undertaken by Santa Monica since 1994. Some of these initiatives include: 60 percent of municipal vehicles running on electricity, updating the building code to include alternative building materials, the use of alternative energy sources and an intensive program to introduce low-flow toilets to most households in the city.

Another successful session titled "Can this Town be Saved?" led by Dolores Hayden (Professor of Architecture, Urbanism and American Studies at Yale University) and Alex Maclean (Landslide Aerial Photographer), demonstrated the

use of aerial photography in community debates about land-use. Both speakers promoted this as a tool for environmentalists, preservationists, developers and local residents to discuss land-use planning decisions. This technique is a useful method for conveying the cultural landscape of an area and its contextual relationship to other features of the site.

As students entering the workforce, attending this conference not only allowed us to become exposed to real planning issues, but also brought planning theory to life. The insights gained from the conference will allow us to introduce some of these ideas and techniques in our Canadian planning careers.

Our attendance at the conference would not have been possible without

support from the School of Planning and the Faculty of Environmental Studies at the University of Waterloo, in our fundraising endeavours.

Student participants include: Brian Cheguis, Kelly Foisy, Kai Gu, Sherri Hanley, Daniela Kiguel, Heath Priston, and Megan Squires.

*Sherri Hanley MA (Candidate), School of Planning, University of Waterloo also presented a paper at the APA Student Conference in New York- "Policy and Regulatory Barriers to Sustainable Housing."*

*Daniela Kiguel is an MA (Candidate), School of Planning, University of Waterloo. They are both student members of OPPI.*



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# Meet Nilesht Surti

## OPPI Student Delegate for 2000-2001

The new OPPI Student Delegate is Nilesht Surti, who has just completed his second term as a Masters student in the Faculty of Environmental Studies at York University. Nilesht writes, "I have spent the year learning to understand more about my future profession as an urban planner. Planners need to have a broad sets of skills, including mediation, facilitation, forecasting, presentation, and communication. I strongly believe that not all of these skills can be taught in a classroom setting and that there must also be a sharing of ideas and experience between professionals and students. As the new Student Delegate to OPPI Council for the year 2000-2001, my goal is to facilitate the sharing of these ideas and experiences between practicing professional planners and students."

As the new Student Delegate, Nilesht's responsibilities include:

- Attending Council meetings and representing student interests and concerns

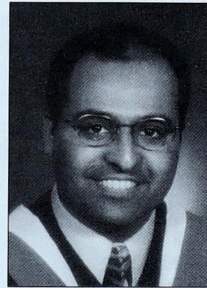
- Promoting student awareness of OPPI, and Student Membership in the Institute
- Encouraging student involvement in the various programs, activities and work committees at both the provincial and district levels
- Maintaining regular liaison with the OPPI student representatives at each of the recognized planning degree programs
- Maintaining regular contact with the OPPI Student Liaison Coordinator.

Nilesht is committed to helping his fellow students get involved in the planning profession. He can be reached at Email:

nsurti@yorku.ca. He knows he has a tough act to follow, because Maya Phatate's contributions to OPPI in her role as Student Delegate have been significant. They included:

- Facilitating student "meet and greet" events at OPPI conference in Collingwood and the October CIP Council meeting held in Toronto
- Re-designing the scholarship award eligibility criteria and deadlines-resulting in 19 applications
- Promoting and encouraging the OPPI scholarships and nomination for student delegate via e-mail to all the planning schools
- Holding two student representative meetings, and soliciting input into the design of the 2000 Conference student day
- Representing OPPI at the CAPS conference in Vancouver.

In addition Maya recently received the Alan Tonks Planning Scholarship.



Nilesht Surti

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# OPPI Awards Win Recognition And Promote Better Understanding with Public

*This is the last of the series highlighting winners of OPPI awards.*

## **Nortel Ottawa Expansion: Carling Campus**

The Nortel campus on Carling Avenue in Nepean needed to expand by almost 100,000 square metres, which included not only land owned by Nortel but part of Ottawa's Green Belt, which was leased from the National Capital Commission. This required an amendment to the 1988 Master Plan, which had previously governed the use of the land and therefore an environmental assessment report. Delcan, in partnership with Nortel, carried out studies on transportation, stormwater management, solid waste management, snow management, noise, air quality, vibrations, archaeological resources, natural heritage features and geotechnical conditions. The new master plan contains site planning and design guidelines; a transportation demand management plan; cycling, pedestrian and recreation facilities

on and off the site; a strategy to preserve important trees; stormwater management; and an environmental monitoring program. The jury praised the plan for its "comprehensiveness" and strong use of graphics (see Transportation, pg. 19).

## **Whitby Shores Homeowner Is Environmental Guide**

When a new residential area near Lynde Marsh, a Class I wetland, was created, the secondary plan included a provision for a public awareness program, not only for new residents, but also for users of the open space system beside the marsh. In response, the Town of Whitby created a Homeowner's Environmental Guide to describe the importance and sensitivity for Lynde

Marsh, and explain the importance of conservation and stewardship. The guide includes sections on landscaping, recreation, living near wildlife, and protecting water quality. The members of the jury called the guide "unique," because it goes beyond the usual environmental "do's and don'ts" by weaving together history, geology, ecology and giving the reader "a true sense of place." The jury hoped that the handbook would be made available to the entire population of Whitby and posted on the municipality's website.

## **City of Cornwall Visioning Report Our Renaissance! Our Vision!**

Working with Delcan's Ottawa office, the Le Groupe Renaissance in Cornwall, a community-based organization made up

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of local businesspeople, residents, and representatives from non-governmental groups, decided to tap local opinion on goals, opportunities, strengths and weaknesses in the Cornwall area. In particular, Le Groupe Renaissance wanted to understand how to revitalize the historic francophone area of Cornwall, now known as the Renaissance Project Area. Four visioning sessions were held, involving hundreds of participants, and the results were published in the report.

The report is unusual in its grass-roots origin—Cornwall planners were involved but did not initiate the project. In the words of the jury, “it

shows the opportunity for planning to operate outside the bounds of official plans and zoning by-laws and suc-

## York Region Official Plan Report Card

Five years ago York Region produced its first official plan. The plan contained provisions for ensuring economic vitality, a sustainable natural environment, and identified 15 action areas for the Region to address (the Region is honest enough to admit it did not get straight As). In reviewing this project, the jurors noted that it breaks from the traditional pattern of getting public participation only in formulating an official plan. They also appreciated the way in which the process

was designed not to intimidate people and to turn input into action.

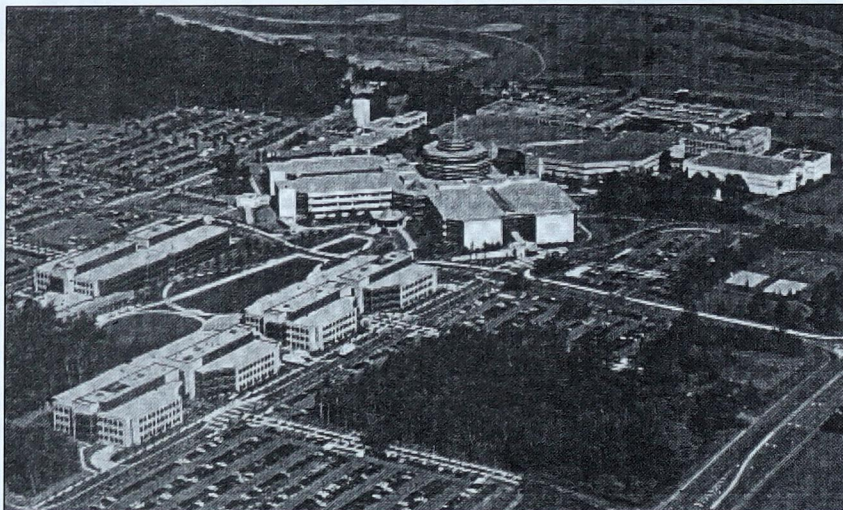


Photo: Delcam Corporation

Nortel plant in Ottawa oriented to transit use

successfully combines planning with community development.”


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## 31 / IN PRINT

### Two books that give us a sense of place in the new economy

## What a difference an issue makes

By Robert Shipley

We are featuring something a little different in this issue. The reviews are written by the Journal's editor, Glenn Miller and the "In Print" editor, myself, Robert Shipley. We might have said this was to demonstrate that we don't ask others to do what we are not willing to do ourselves. On the other hand we could say that we are trying to establish a high literary standard. Perhaps we might contend that we want to show that we both in fact read planning books. There are many things we could put forward as reasons. The truth is simply that both of us were reading interesting works that we wanted to share. We hope, as usual, that you find the books as compelling as we have.

## The Evaluative Image of the City

Author: Jack L. Nasar  
 Date: 1998  
 Publisher: SAGE Publications: Thousand Oaks, CAL.  
 Pages: 182

Reviewed by Robert Shipley

Most of us who look seriously at cities love parts of them and despair at the ugliness of other sections. We know viscerally how we feel and we wonder if it is just us or if others have similar reactions. Most of all we speculate about whether there is some way to "measure" what we are seeing. Is this street really beautiful and that one terrible? Could enough people

agree on some scale that might then serve as a basis for decision making about change and improvement?

In the 1960s Kevin Lynch laid the groundwork for fruitful thinking on this question with his great book, *Good City Form*. More recently, Amos Rappaport contributed *Human Aspects of Urban Form* (1977) and *The Meaning of the Built Environment* (1990) among others. Jack Nasar's book *The Evaluative Image of the City*, makes another giant leap toward an understanding that can lead to better urban design.

Nasar runs straight at a key but contentious factor, which he calls "likability" and defines it. He says that "just as we weigh objects to find out how light or heavy they are, we can measure preferences to determine the degree to which people like or dislike various areas of a city." The author builds an understanding of how people see their surroundings. This involves "environmental perception," or recognizing that something is a park, a mall or a residential street, and "environmental cognition," which is a feeling or sense of the place as per-



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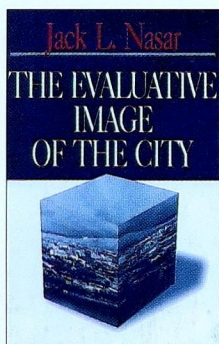
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haps safe, inviting, familiar or dangerous, disorderly or unsettling. Taken together these things are analyzed by each individual and form the "evaluative image." Nasar looks further at the elements of likability, which he describes as naturalness, upkeep, openness, historical significance and order.

Because individuals are highly variable, Nasar has constructed a systematic method for combining the evaluations of many, both residents in a city and visitors, into an overall image. This methodology even takes into account such things as gender, age, race and income.

But Nasar doesn't stop at theory and vague generalizations the way so many writers on this subject do. He goes on to discuss cases and field studies. The two major examples feature two southern American cities, but he also draws on interesting references from Paris, Tokyo and Vancouver as well as other US cities. From these studies Nasar makes compelling arguments that a) design professionals have often been out of touch and out of step with those for whom they were conceiving plans and b) that the psychological health of a community can depend to a great extent on its image - that combination of what it is physically and how the people who live in it, and visit it, feel.

Along with Anton Nelessen's 1994 book, *Visions for a new American Dream*, this excellent work of Nasar's brings us very close to the point of having universally applicable and standard techniques for systematically evaluating urban form. It is now up to practitioners to use these techniques to guide both renewal and new development.



## The New New Thing: A Silicon Valley Story

Author: Michael Lewis  
Date: 1999  
Publisher: W.W. Norton & Co  
Pages: 268

Review by Glenn Miller

Perhaps it is fitting that I began writing this review on the day that the stock market lost a trillion dollars. Jim Clark, the man at the centre of *The New New Thing*, would have been amused with how the world coped.

I first read this entertaining book when the market was soaring and we were learning about newly minted dot.com millionaires on a daily basis. The insights into the arcane world of dot.com strategy offered by author Michael Lewis (whose "Liars Poker" was an insider's look at 1980s Wall Street) seem even sharper in light of recent market volatility.

We meet Jim Clark, the man responsible for creating four billion dollar companies (yes, four), as he is launching the world's largest yacht. Not coincidentally, "Hyperion" is also the world's first computer-controlled sailboat. Lewis uses the design process for the boat as a metaphor for Clark's approach to business. Hatch an idea. Figure out its place in the universe, then grope in the dark towards your goal, guided only by intellectual radar. If it doesn't work, start again.

### The first new new thing

Clark created Silicon Graphics in 1979 with an elite group of graduate students. His new chip revolutionized computer usage by allowing the creation of 3-D images. Rebuffed by giants such as IBM, Clark started SGI with less than \$1M venture capital. At a time when the concept of the personal computer was stuck on words and numbers, Clark opened the door to 3-D animation and design. But to fund product development, he had to sell most of his stake in the company to the "money vultures." He was so embittered by the experience that he vowed

never to lose control again. His next start-up not only made him billions but once again changed the way we think about computers. Clark's new company was called Netscape.

This is also a tale about timing. According to Lewis, the dot.com world allowed a certain type of person to thrive who could have made it big at no other time in history. The technogeek was "built to work on the frontiers of economic life." And Clark, as the prince of technogeeks, "left his fingerprints on the backside" of this economy.

Although Clark was among the first to predict the convergence of phone, cable and cheap computing power that would turn PCs into communication devices, true to his groping, experimental style, he got it wrong the first time. His concept for the telecomputer, revealed at a 1992 industry conference, prompted Time-Warner to bank-roll development of a device that in the end had the market appeal of an Edsel.

A real value to planners in reading this book is to better understand the knowledge economy. Clark figured out early on that to implement his ideas he needed lots of bright software engineers, preferably trained in India. The book has a mini-history of how India's policy on funding high calibre technical education has benefited its citizens and provided one of the key sources of brainpower for the new economy.

We learn that Clark's search for the new new thing is fueled by a growing taste for the freedom that being a billionaire can bring but also by his early insight into the power of Microsoft. Clark's two tests for success were market acceptance and the ability to last long enough to make Clark and his friends rich before being devoured by Microsoft. He accepted that any new new thing worth creating would inevitably trigger Microsoft's interest. The only issue was how long it would take.

And that boat? Clark's already moved on to building a new toy.

Glenn Miller, MCIP, RPP is editor of the *Ontario Planning Journal* and director of applied research with the *Canadian Urban Institute*, which will release "Building Competitive City Regions in the Knowledge Economy" in May.

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