

ONTARIO PLANNING JOURNAL


ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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ONTARIO PLANNING JOURNAL

Volume 15, Number 6, 2000

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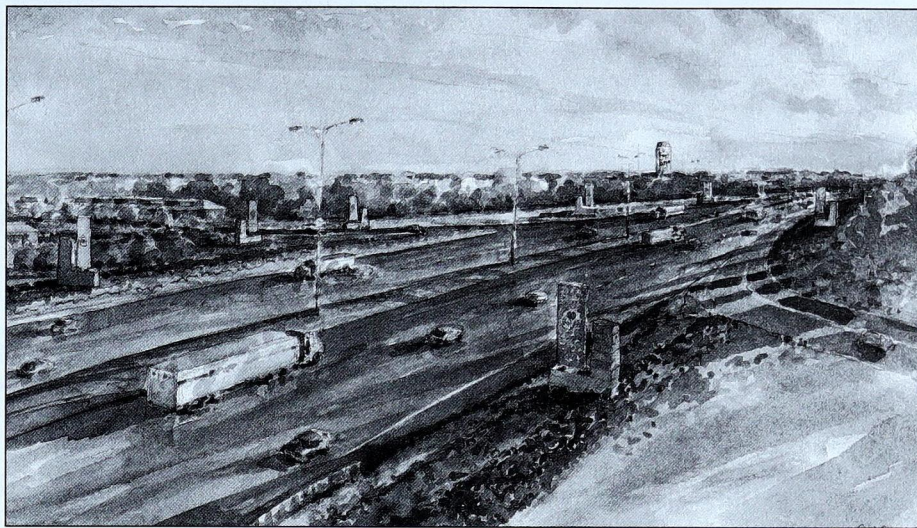
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The Fort Erie Gateway Master Plan

By John van Nostrand and Jill Wigle



Approaches to the Gateway are to be enhanced

Located at the headwaters of the Niagara River, the Town of Fort Erie has been an important gateway for more than 5,000 years. The site has evolved from a seasonal Aboriginal settlement providing local access to Onondaga flint beds and the Lake Erie fisheries, to an important outpost on Britain's water-based trading system in the Great Lakes, to its current position as one of Canada's busiest border crossings.

About 6.5 million passenger vehicles and 1.4 million commercial vehicles cross the Peace Bridge each year. Despite these traffic flows through the gateway site, most vehicles—and visitors—pass through Fort Erie on their way to somewhere else, such as Niagara Falls or Toronto. Recognizing the benefits of transforming Fort Erie from a point of transit to a destination in its own right, the Town of Fort Erie, the Buffalo-Fort Erie Public Bridge Authority and the Niagara Parks Commission hired Architects Alliance to prepare the Fort Erie Gateway Master Plan.

The goal of the plan was to find ways to increase Fort Erie's attractiveness as a place to visit and live, by reinvigorating its historic role as an important meeting place, while building on its strength as a gateway.

Planning and design approach

Fort Erie has a rich community heritage and a unique combination of prehistoric, historic and contemporary landscape features, many of them layered over each other. For example, the Peace Bridge and much of the town cover one of the most significant archaeological sites in northeastern North America. Only 80 centimetres below the ground lie the remnants of 4,000 years of Aboriginal history and more than 200 years of settlement in the Fort Erie area. The two often coincide: archaeological exca-

vations at Snake Hill in Fort Erie revealed a grave for American soldiers killed in the War of 1812 about 30 centimetres above an Aboriginal burial site.

Building for the "future" in Fort Erie almost always reveals more of its "past." Every time a new sewer main is installed or bridge-related construction takes place, archaeological excavations provide further understanding of the extent and significance of the gateway site. During a recent expansion of the processing area for commercial vehicles, the remains of an Iroquoian long-house were discovered near the Canadian Plaza.

The Gateway Master Plan builds on Fort Erie's history. The placement, form and design of proposed features in the plan follow the cultural and historic layers of the site. Where possible and appropriate, the plan recommends revealing these features so that they can be seen by residents and visitors. These layers include those represented by settlement along the prehistoric riverbank, colonial settlement in Fort Erie and twentieth-century developments.

The Gateway Master Plan includes planning issues related to the Canadian Peace Bridge Plaza, Mather Park, Historic Fort Erie, and the connections between these areas.

Canadian Peace Bridge Plaza

New landscaping, improved signage and urban design measures are proposed for the Plaza to calm traffic, improve vehicle flow, facilitate pedestrian and bicycle access and enhance the Plaza's overall appearance. The proposed landscaping, and the design of the new customs canopy and noise walls should reflect the site's history and future. The new canopy, for example, traces the line of the pre-historic ridge that provided flint for toolmaking and trading.

The plan also proposes a new landmark tower and building overlooking the Plaza. This building would incorporate signage, an interpretive centre displaying artifacts found at the Peace Bridge site and information kiosks to guide travellers.

Mather Park

New facilities, landscaping and road access are proposed for Mather Park to enhance activity and access, improve linkages with the waterfront and emphasize the area's historic role as the southern gateway to the Niagara Parks Commission's lands. The plan proposes that the park slope upwards towards the south noise wall to create views towards Lake Erie and the Buffalo skyline. This berm would also include a covered walkway and excavation and reconstruction sites for the recently discovered longhouse near the Peace Bridge Plaza.

The plan also proposes extending Garrison Road south to restore its historic relationship with Mather Arch. A new amphitheatre is also recommended at the foot of Garrison Road, with Mather Arch providing a backdrop for live performances or other events. A path through the park will trace the line of the original waterfront. Finally, the existing traffic circle around the Arch would be converted to pedestrian use, enhancing connections with the waterfront.

Historic Fort Erie and environs

Several changes are proposed for Historic

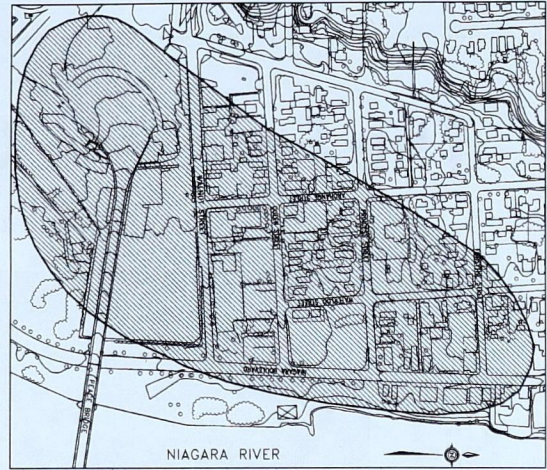
Fort Erie to encourage visitors to explore the area, improve connections with the waterfront, and improve traffic and parking. The closure of Lakeshore Road in front of the Fort would restore the fort's original orientation to the water and link existing waterfront trails.

Two options are proposed for reconfiguring visitor services at the Fort. The first option would expand and enhance the existing centre; the second option proposes the design of a new, low-lying centre beside northwest bastion. Unlike the current visitors' centre, the second option would allow visitors to enter the fort from the centre and would not obstruct views of the fort itself.

Linkages and other elements

The plan proposes that a number of streets be redesigned and gradually reconstructed as tree-lined routes to and from major venues and events. Each would combine vehicular, pedestrian and cycling access. Parking improvements along these routes would facilitate visitor access to the town.

The plan also proposes to restore the Queen Elizabeth Way to its former glory as the first expressway in North America and



Plan of downtown Fort Erie, showing aboriginal archaeological site

one of the most beautiful public works in Southern Ontario. Improved landscaping and a revamped wayfinding system would create a new ceremonial entrance to and from Canada in the Fort Erie corridor.

The plan also considers ways to complement the planning under way at the Fort Erie Racetrack and the development of a new tourist and commercial centre beside the Racetrack, known as Gateway Niagara South.

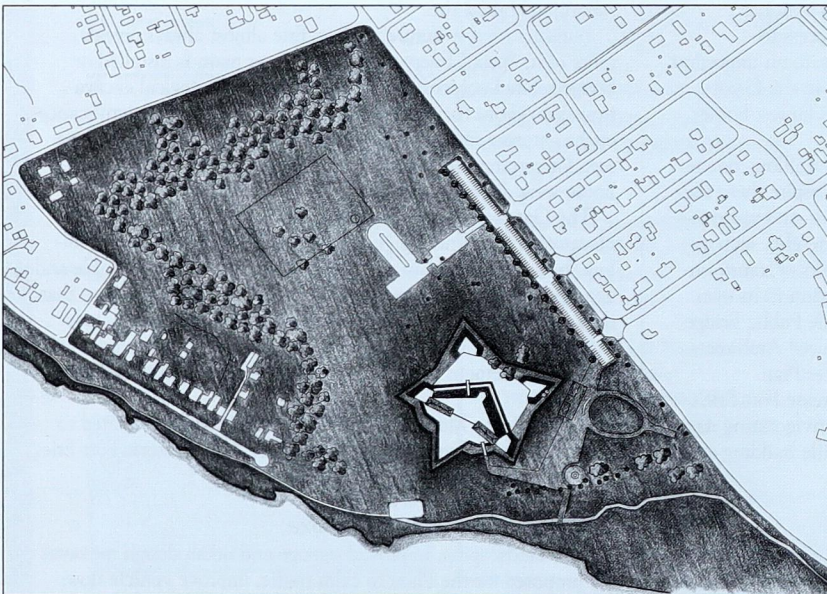
Back to the future

The Gateway Master Plan builds on Fort Erie's unique historical attributes to stimulate and guide the growth and development of the Town of Fort Erie, one of the least-known yet most interesting communities in southern Ontario.

John van Nostrand, MCIP, RPP is a Partner in Architects Alliance and President of Planning Alliance. Jill Wigle, MScPl, works as an urban planner for both firms. John led, and Jill assisted with, the development of the Fort Erie Gateway Master Plan. Faithful readers of Ontario Planning Journal will recall that John wrote the "The Queen Elizabeth Way: Public Utility Versus Public Space" in Volume 4 Number 4 in 1989. That cover story was the Journal's first colour cover at a time when such luxuries needed special sponsorship.

Errata: Previous Cover Story

In the previous cover story on the new guidelines for road rights of way, Delcan (Ottawa) should have been credited along with the Planning Partnership as the consultants retained to help prepare the document.



One of two proposals for Historic Fort Erie and environs which simplify road access, enhance visitor services and link walking trails

What is the federal interest in competitive cities?

Investing in a Transportation Infrastructure Agenda

By Neil H. Rodgers and Paula J. Tenuta

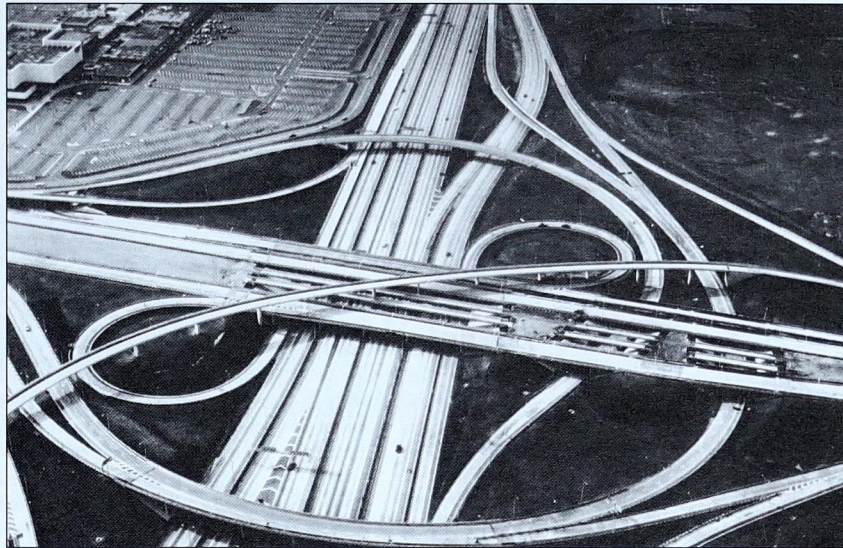
The Greater Toronto Area /Hamilton-Wentworth (GTA/H-W) is a dynamic region within the greater provincial and national context, with its own special needs. Being able to adequately address these needs will benefit the entire country, because our urban centres clearly drive the national and provincial economies.

The GTA/H-W is, without a doubt, the economic engine of both Canada and Ontario. The region contributes about 22%

to the national GDP, and more than 50% to the provincial GDP. It is imperative that fiscal resources be directed to tackle the significant infrastructure deficit. At present, senior levels of government are not investing in urban transportation—in Ontario at least.

The costs of congestion

The 1999 Report on Funding Transporta-



Transportation investment needs to be balanced to include transit

tion in the GTA/H-W found that more than 70% of the highway network is congested at peak periods, creating an unacceptably low level of service to business. The 1989 Toronto Goods Movement Study estimated that the annual cost of congestion to the goods movement industry in the GTA was \$1.9 billion, or 30% of the cost of moving goods.

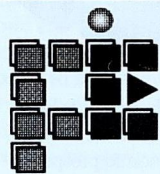
not keeping pace with investment in regional transportation. This is especially important as the GTA/H-W is competing directly with American jurisdictions.

Competition between commuter and commercial traffic

As the diagram below illustrates, 92% of Ontario's exports go to the United States,

Who pays?

Traditionally, governments have been the main source of infrastructure financing. In 1985/86, the Ontario Ministry of Transportation's capital and operating expenditures represented 5% of provincial spending. In 2000, this number will be less than half. Whereas all levels of government in the United States invest heavily in transportation infrastructure as part of urban economic renewal strategies, the GTA/H-W is



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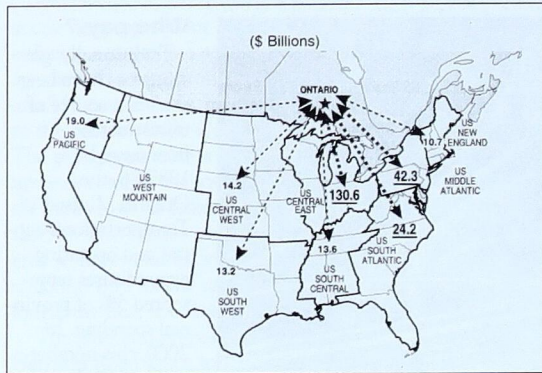
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and trade with the United States is expected to double over the next five years. Exports account for over 51% of the provincial economy and support 1.6 million Ontario jobs.

The top four border crossings to the United States for Canadian truck traffic are



Ontario's border crossings are crucial links

in Ontario (Windsor, Fort Erie, Sarnia, Queenston/Niagara), yet only two trade corridors link Ontario to the United States, both leading through the GTA/H-W region: the Queen Elizabeth Way and Highway 401 (Windsor-Quebec).

It must be made clear to all levels of government that in order for the economy to meet its full potential, attempts must be made to relieve congestion on our com-

muter routes, which are also our major trade routes.

The effects of delayed infrastructure investment

We cannot afford not to make major new investments in GTA transportation infrastructure and its maintenance. The region needs a sustainable funding source specifically directed to transit and transportation, and the recognition by senior levels of government that rail infrastructure investment is also essential.

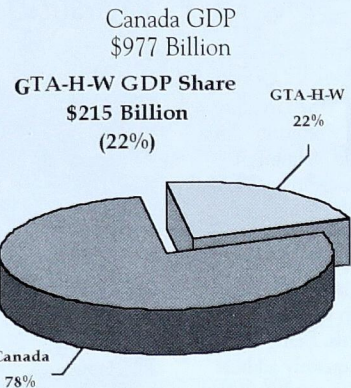
The lack of sustainable investment in infrastructure and transportation funding at the federal and provincial levels has resulted in pressure by local municipalities to slow growth until strategic infrastructure is in place. This runs contrary to the provincial vision of promoting economic growth.

A role for planners

Professional planners should recognize that this issue is about more than local transportation demand. It's about smarter growth through a unified vision. Planners need to help redefine the urban transportation vision... a vision that includes a balance in investment

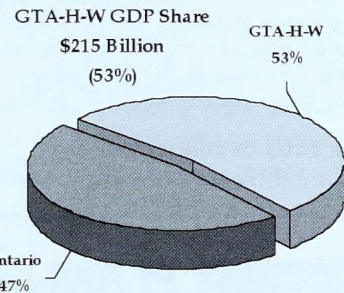
between transit and road infrastructure... a vision that stresses the importance of leadership.

Governments must reinvest revenues



generated from the GTA/H-W into strategic transportation infrastructure projects that serve region-wide needs. If the status quo is left unchanged, we risk harming the economic engine of the country. The provincial and federal governments must come to the table with an equal investment in transportation. Leadership is the

Ontario GDP
\$408 Billion



key to building a vision that reflects how strong city regions equate to smarter growth and to strong economic prosperity.

We cannot afford to allow traffic to slow down to the point at which businesses move to other areas where they can succeed. Now is the time to invest in a better future!

Neil H. Rodger, MCIP, RPP is President and Paula J. Tenuta is Planning Coordinator at the Urban Development Institute/Ontario.

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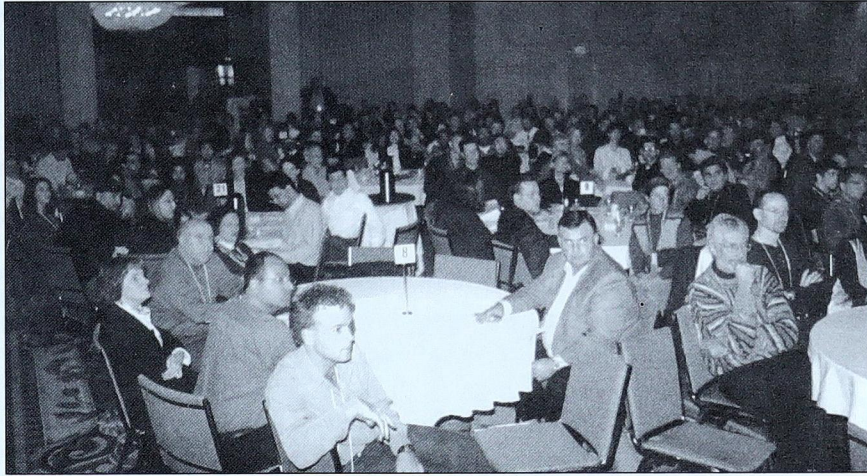
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Niagara Conference a Five Star Hit

by Glenn Miller

According to an Olympic tradition, the president of the Olympic Committee is allowed to close the games with the statement, "These were the best games ever." OPPI members can follow a similar tradition. With more than 500 members in attendance, a wide variety of presentations, and many formal and informal opportunities for members to get together, this conference was value indeed.



More than 500 planners enjoyed an action-packed conference

Whoever thought of inviting Steven Lewis to be the conference keynote speaker deserves a prize. For more than an hour, the former leader of the federal NDP and head of UNESCO held 500 planners spellbound, treating us to an intellectual tour de force filled with insight into the things that plague, embarrass and challenge planners, including the Adams Mine dilemma, the Oak Ridges Moraine issue and the Walkerton debacle.

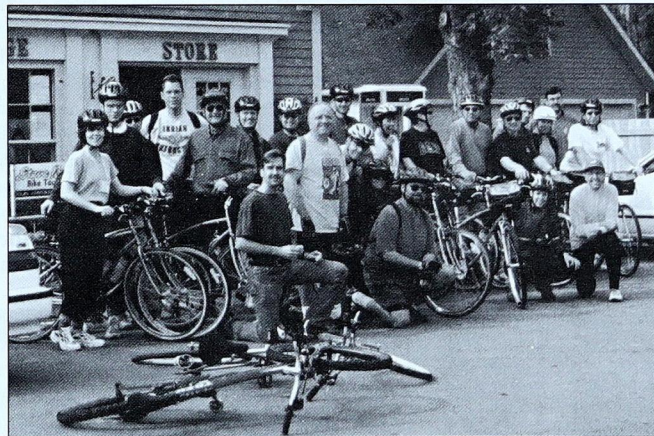
Drawing on his own experience with the United Nations, he pointed out that "Conflict spawns a role for planning." Regrettably, many communities around the world are "stunned by conflict," because people are literally "forced to start anew" as they look for guidance on how to build a new life. The skills of planners are sorely needed in these communities. He concluded by echoing one of Ron Shishido's messages in the Journal. "The voices of planners should be heard!"

Snapshots From a Packed Program

It was not a typically sedentary conference: hike here to one session, hike there to another. Hike back when you realize you are in the wrong

place. Holding a conference in a construction zone added to the fun. One session, held at the furthest extremity of the hotel, was well worth the effort getting there. It featured one current OMB member, Bruce Krushelnicki, and one former member, Michael Melling, whose funny, frank insights gave a welcome hard-edged tone to the discussion of recent OMB decisions and restructuring.

Melling acknowledged that one of the biggest challenges for Board members is how to address large issues when dealing with a single site. While the public wants members to take "a stand" on a big issue,



A bike tour through Niagara neighbourhoods proved popular

there are constraints on the position a member can take. He also decried the rapid turnover in the Board forced by the three-year contracts. "There is no substitute for experience," he noted. "I think the tenure issue damages the independence of the Board."

Krushelnicki gave us insights into how Board members cope with a packed calendar. Members now not

only write their decisions but have to type them too. He also advised delegates to check out the new rules that affect Board procedure. One of the most useful reforms introduced has been screening of cases. This has helped remove a backlog of cases. "It is now possible to schedule hearings within a reasonable time," he noted.

Truly Canadian Awards

Another session later that day gave OPPI awards recipients an opportunity to present the work that had won them recognition. A common theme was multiculturalism.

Mississauga's parks and recreation facilities work relied heavily on input from those who have special recreational needs. Representatives from the City of Toronto described work in the Port lands and a team of consultants and stakeholders presented a very detailed review of their efforts to revitalize the North Bay downtown and nearby waterfront. (This project was the subject of a recent Journal cover story.) Several awards jurors were present and Greg Daly concluded that the awards were "truly Canadian."

While this was going on, other delegates were rolling up their sleeves and doing some

design. "Urban design is fascinating" reports Alec McGillivray, who attended the urban design workshop organized by the Urban Design Working Group. "The analysis of what makes areas work, the various theories involved in organizing and understanding spaces and perceptions, and so on. The leaders of the OPPI Conference's annual design workshop also presented a through explanation of the place, role and importance of participant involvement in design as part of the planning process. But the most interesting by far is the actual act of collective brainstorming, jotting down of ideas, and sketching out of plans, designs or organizing principals. This year's design charrette took participants a few blocks north of the conference hotel and Casino Niagara, to the historic downtown. After a slide show introduction to the area and community context, we got down to business, addressing such issues as entrances to the area, streetscape, connections, brown-field redevelopment that could connect to the main street in an interesting way. The session reflected a high level of engagement and it was interesting to see the sometimes complementary results of the different groups. For someone who spends far too much time doing policy, I relish every opportunity to reconnect to design."

Duany talk had added value of tour

Andres Duany, the charismatic leader of the New Urbanist movement and principal of the Miami design firm of Duany Plater-Zyberk & Company was a prestigious addition to the program. He lauded planners as the "only profession of generalists," in a crowded field of overly technocratic specialists and the only profession which "defends the human habitat."

At the front line of the defense of the human habitat is New Urbanism. Perhaps the best known example is the new town

of Seaside, Florida, which incidentally, is almost 20 years old. More recently, New Urbanist projects have been undertaken across the United States and Canada. In the Toronto area, Markham has taken the lead with its Cornell and Angus Glen developments. A current local example is the Village, just outside Niagara-on-the-Lake. The Village is being constructed on a 55 acre parcel off Niagara Stone Road. (Many of the attendees at this session joined Duany for an informal ramble through the Village on a sold-out mobile workshop later that afternoon.)

Most planners are familiar with New Urbanism, and as more such places are built, the general public is also becoming aware. New Urbanism seeks to end the

truth. New Urbanism seeks to give people a choice in how and where they live. Duany said that conventional suburban development (large lots, cul-de-sacs, big box retail) should not be outlawed. Anywhere from 30-60% of the population professes a desire to live in conventional suburbs. When something is completely restricted, you are setting yourself up for failure. Rather, conventional sprawling suburbs have a place, albeit limited, in the New Urbanist scheme.

In any event, Duany believes that given a choice between, say, a Woodbridge and a Cabbagetown, more people will choose Cabbagetown. The first task is to level the playing field between these two development models. Markham aside, most municipalities in the U.S.

and Canada, do not allow such cherished and charming communities like Cabbagetown, Unionville, Oakville or the Beaches to be built. The present zoning standards, parking standards, and highway design standards all preclude it.

It currently takes an extremely motivated and creative developer to pull a New Urbanist community off. To do many of the things that make New Urbanism work a developer must

work against established planning, zoning, construction, and lending practices.

One of these developers in John Hawley, who is currently building the Village, just outside Niagara-on-the-Lake. The Village is being constructed on a 55 acre parcel off Niagara Stone Road. At present, just two streets have been built, but when complete, the neighbourhood will have a network of narrow streets, rear laneways, and a business/commercial component along the main road. Forty-two conference participants toured the site with Hawley and Duany. Clearly, Hawley's vision and attention to detail and Duany's design has produced a superior product. So superior that people are willing to pay a premium to live there. This is something the development



Conference appealed to veterans and new planners alike

socially, culturally, economically, and ecologically devastating development pattern that has occurred in North America since the end of World War II. Instead of single use zoning, accommodating the auto above all else, and using ever larger amounts of land, New Urbanism calls for mixed use communities, creating a public realm (that is, streets) for people first and cars second, and using far less land, making communities denser, walkable, and preserving open space.

While this approach may be self-evident to most planners, New Urbanism is not without its critics. Some say that New Urbanists want to force people to live according to its ideas of development. In fact, nothing could be farther from the

industry, a group which so far has been suspicious at best of New Urbanism, should take note of. You can build less house and get more money for it because you are creating an amenity called "community."

This brings up the issue of imitations. Developers and realtors long ago usurped the language of town planning, calling their developments "communities" and "neighbourhoods" when in fact they are single use housing subdivisions, Duany claimed. Some new developments have actually usurped some New Urbanist precepts while ignoring others. Like actual towns and unlike conventional suburban subdivisions, New Urbanist communities are complex organisms. Leave out a vital part and the whole thing can die, in which case these "half-assed" New Urbanist communities give the whole movement a bad name.

Later on Tuesday, a highly entertaining and potentially provocative session on traffic calming reminded attendees that they are members of the public as well as planners. Andrew Macbeth from the City

of Toronto explained his department's efforts with traffic calming, although one unhappy planner clearly viewed this work from the perspective of a "user." "Traffic calming is the work of the devil," she mut-

Marshall Macklin Monaghan gave his audience a highly animated insight into the world of the traffic engineer who passionately wants drivers to behave more responsibly. Equipped with props such as a bicycle helmet, he debunked many urban traffic myths, pointing out how modern design can "head off problems at the pass"—provided that this is what people really want.

Conference Chair Judy Pihach was everywhere, introducing speakers at the microphone, giving directions to delegates who had lost their way, scooping up crockery, handing out speaker gifts, graciously chatting with delegates (when you just knew she had to be somewhere else), behind the registration table, reassigning conference volunteers. She may even have seen some of the presentations.



Opportunities to mingle added to conference buzz

entered into her coffee cup. "All those [unprintable] speed bumps do attract SUV drivers, who see them as a challenge." Consultant Dave Richardson from

Glenn Miller, MCIP, RPP is editor of the Ontario Planning Journal. He would like to thank Alec McGillivray and Jason Haremza for their contributions to this report.

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President's Message

Turning Vision into Reality: Achieving the OPPI of Tomorrow

By Ron Shishido

The Theme of the 2000 Conference was "Achieving Excellence." It celebrated excellence in planning, in people, in projects and in communities. It was about achievements through action—turning vision into reality. That is what planners do—we turn vision into reality through sound planning and effective actions.

Your Council has taken the first steps to turn OPPI's vision for the planning profession into reality.

That vision is laid out in our Millennium Strategic Plan, adopted by Council in September 1999. Strategic Plan 2000 is our blueprint for change, along with supporting action plans for Policy and Innovation, Recognition, and Membership Services.

The OPPI of Tomorrow is visionary, influential and effective, that is:

- a recognized leader in developing public policy;
- a recognized leader in developing and advancing innovative planning solutions;
- the recognized professional voice representing all practising planners in Ontario;
- a profession that is effective in providing valued services to our members and setting and maintaining appropriate standards for the profession and the RPP designation.

Over the past year, Council has demonstrated its commitment to action by putting in place the founda-

tions for achieving the OPPI of Tomorrow. We have restructured the Council director portfolios, along with their working committees and associated staff responsibilities to reflect the goals and priorities of the Strategic Plan 2000. Core changes included:

1. expanding the mandate of the Policy Development Director and Committee to add the new Innovative Policy Development Program to their current responsibility of maintaining the watching brief on government initiatives;
2. creating a new Recognition Director and Committee with a mandate to: increase public awareness of planning and the role of planners in Ontario; build a positive recognition of the RPP designation; and maintain a strong government relations program;
3. merging the existing Membership Services, Outreach and Professional Development Committees to create a single committee responsible for providing "one-stop shopping" in membership services;
4. making the re-aligned Professional Practice and Development sub-committee responsible for ensuring the continued competency of professional planners;
5. making the re-aligned Membership Outreach subcommittee responsible for overseeing our expanded outreach program to planning school



Ron Shishido, Mary Ann Rangam, Dennis Jacobs

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students as well as our Executive Outreach Program to senior-level practitioners.

The changes at the staff level of OPPI include the creation of a Manager of Policy and Communications position. Key duties of that position include the coordination of the new Innovative Policy Development Program; the ongoing watching brief on government initiatives; and the communications plan. We have hired Loretta Ryan as our first Manager of Policy and Communications. Before joining OPPI in May 2000, Loretta was a policy analyst with the Toronto Board of Trade. Anyone who has dealt with her knows that Loretta brings knowledge, experience, contacts and energy to the position.

Since this AGM is my last formal duty as President of OPPI, I must take a moment to publicly recognize the individuals who make our Institute the model operation for the planning affiliates across Canada. We are fortunate to have such capable and dedicated staff at OPPI. They include Robert Fraser, Manager of Finance and Administration; Kevin Harper, Deputy Registrar; Asta Boyes, Administrative Assistant; Jason Haremza, Volunteer; Loretta Ryan; and, last but certainly not least, Mary Ann Rangam, Executive Director.

Since joining OPPI a year ago, Mary Ann has placed her stamp of professional leadership on the organization. Her calm personality and dry sense of humour in conjunction with her extensive experience in association management and strong leadership skills have helped her deal effectively with institute and member issues under all manner of conditions. With her at the helm, OPPI is in very good hands.

Based on the new organizational structure for OPPI, Council began implementing the Strategic Plan in three areas.

Policy Development

Designed to nurture creative ideas in planning policy, the new program will fund the research and development of policy papers on topics of emerging interest to professional planners.

The Policy Development Committee launched the new program in April 2000 with a Request for Proposals for policy development papers focusing on one of three themes:

- affordable housing;
- growth management;
- sustainable development.

The committee received seven proposals. Based on the committee's recommendation, in June 2000 Council selected the proposal by Ed Starr and Christine Pacini titled, "The Municipal Role in Meeting Ontario's Affordable Housing Needs: A Community Strategy for Affordable Housing." The policy paper was presented at the OPPI Conference

in Niagara Falls and is available for member review. We invite your comments on the paper and on our policy development program as a whole.

Under the committee's watching brief on government initiatives, ad hoc working groups prepared position papers on the Oak Ridges Moraine in April 2000 and on development permits in October 2000 for endorsement by Council.

At the request of Doug Colborne of the Ontario Municipal Board, Council has agreed to initiate the preparation a third position paper on the role and function of the Board. Nick Tunnacliffe has tentatively agreed to chair the working group with the assistance of Wendy Nott, OPPI's representative on the OMB Stakeholder Liaison Committee. Members are invited to provide their comments and to participate in the initiative.

A subcommittee/working group session was held in September to fine-tune the member consultation component of our process for developing position papers. The general consensus of the working group was that:

- the process should start with a notice in the Journal and a posting on the website notifying members that OPPI will be preparing a position paper and inviting member's comments and participation;
- a concerted effort should be made to include a broad representation of the membership on the working group;
- the roles, responsibilities, accountability and timelines of the working group should be clearly outlined;
- the working group should prepare a draft discussion paper of key points for approval in principle by Council; that discussion paper should include context, key issues and possible options;
- interested members-at-large should be given the opportunity to comment on the draft discussion paper;
- the working group should consider those comments in the preparation of the draft position paper submitted to Council for endorsement.

OPPI Council will apply these principles in the process for preparing the OMB position paper. Based on the comments and suggestions of the working group and members-at-large on the effectiveness of the process, Council will formalize the principles and procedures to guide the preparation of future position papers.

Working groups have also provided comments on the Condominium Act, the GTSB, the GTA Countryside Strategy Directions paper, the Class EA Renewal Process and the Lands for Life program.

Membership Services

Council is implementing the new OPPI Professional Liability Insurance Program. Membership liability insurance will:

- provide professional protection for planners;
- entail professional practice standards, ethics and a code of conduct;
- demonstrate professional competence;
- help increase professional recognition.

OPPI Council has also retained Sue Hendler from Queen's University to design a new introductory course on Planning Ethics. The need for this course was identified through the OPPI Discipline Review Committee. The course has been designed as a one-day seminar, with lectures and working group discussions. The first offering of this new course is planned for December 2000.

The new Outreach to Executive Practitioners Course was inaugurated with two sessions delivered in spring and fall 2000. The Executive Outreach Program is for planning practitioners with a minimum of 20 years' experience in the field. These practitioners may be non-members or long-standing provisional members. Twenty-nine planners have taken the weekend course to satisfy the requirements of Exam "B."

Based on the recommendations of a working group of Council and Discipline Committee members, OPPI Council, at its October 2000 meeting, approved the initiation of the process to identify a layperson for appointment to the Discipline Committee. The OPPI General By-law has been amended to permit this appointment.

As part of our commitment to "inclusiveness," an expanded Student Outreach Program was implemented in 2000. OPPI will visit five of the seven planning schools this fall. As a result of efforts to attract and cater to the special needs of students at the Niagara Falls Conference, more than 100 students attended the conference on Student Day.

OPPI continues to successfully offer professional development courses to our planning community. They include our most popular course, The Planner at the OMB, as well as courses on Alternative Dispute Resolution, Plain Language for Planners, Presentation Skills for Planners, The Planner as a Facilitator, and the Membership Course. We have also worked with the Ministry of Municipal Affairs and Housing to deliver workshops on a range of topics including development permits.

Recognition

GPC Communications has prepared a communications strategy and action plan, as well as a communications/media plan and tool kit for OPPI Council. The consultants also offer key spokesperson media training.

Council has approved in principle the

redesign of the OPPI website to make it a primary communications platform for the Institute. An implementation plan is being prepared for Council review in December 2000 to facilitate capital budgeting decisions.

Hail and farewell

Over this past year, OPPI Council has clearly demonstrated its commitment and resolve to make the necessary decisions to put the first building blocks in place to achieve the vision of our profession in our Millennium Strategic Plan. As my term of office as your president comes to a close, I sound the clari-

on for the last time. As a profession:

- we must strive to create an environment that will attract more students and practising planners to join OPPI: our goal must be 100 percent representation;
- we must continue to speak on matters of important public policy;
- we must be "doers," not "watchers"; planning must be a "tool" for making things happen in a sustainable way;
- we must believe in our profession; we—the members—are its strength and its support.

I urge you to get involved in your profession. We need you!

To Council, thank you for your dedication and commitment to the profession over the past two years. And to you the members, thank you for your support. I am proud to have served as your president during this period of change when OPPI Council embraced the challenge to "Turn Our Members Vision for the Planning Profession into Reality."

Ron Shishido, MCIP, RPP is a partner with Dillon Consulting in Toronto.

OPPI Student Membership Renewal Reminder

Student Renewal deadline was December 1, 2000. A late fee of \$9.00 is due after December 1, 2000. Please contact the office at 416-483-1873, or 1-800-668-1448, if you have not received your invoice.

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An Invitation to CAPS 2001

By Christina Gallimore and Colette Boileau

From February 13 to 16, 2001, the Faculty of Environmental Studies at York University will host the Canadian Association of Planning Students (CAPS) conference. This conference will give planners, practitioners and students an opportunity to showcase their work in a range of areas.

CAPS was formed in 1975 to link planning schools across the nation so that students could share ideas and concerns about the profession. As a national non-profit organization, it has sponsored many highly respected, student-run conferences. In 2000, students from York University travelled to the University of British Columbia to bid for this year's conference. We won over a number of other schools, primarily because of our innovative theme and creative presentation.

The planning profession is entering a phase of introspection. The recent OPPI conference in Niagara Falls was a good example of this attitude. We think that the theme of the CAPS 2001 conference, *Pushing the Boundaries: Planning's Radical Projects*, will tie in with this introspective approach. We hope to impart an idea of inclusion while broadening discussion about the role of the planner.

The conference will provide innovative perspectives on environmental planning, housing, community services, waterfront regeneration and planning in multicultural communities.

In organizing this event, we hope to

showcase the diversity and complexity within the planning profession and help students explore the potential of various planning methods and techniques. We



John Forester with the authors

also plan to draw on educational methods that foster participation as well as different ways of learning. We hope these approaches will encourage communication and the sharing of experiences with regard to planning theory and practice.

John Forester, noted communication theorist and author of *The Deliberative Practitioner and Planning in the Face of Power*, will deliver the keynote address. Forester is a proponent of participatory planning practices and citizen involvement. He draws on political science, law, philosophy and literature to explore the challenges and possibilities of deliberative planning practices.

Over the next few months the Student Organizing Committee will be pursuing

sponsorship, potential presenters and volunteers to help with conference events. We welcome participation in any capacity, including attendance at the conference. Information on submitting proposals and registering for the conference can be found on the web at <http://www.yorku.ca/fes/caps/>.

This conference is an important platform for creating partnerships among students, faculty, professionals and members of the local community for today and beyond. We look forward to seeing you there.

Christina Gallimore and Colette Boileau are co-chairs of the conference. They can

be contacted at caps2000@yorku.ca.



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OPPI Treasurer's Report

By Andrea Bourrie

In preparing the Millennium strategic plan, OPPI Council carefully examined our resources, set goals, and made some difficult decisions. We have prepared a business plan, which outlines annually what we intend to accomplish, and when and how we will accomplish it, given our financial, staff and volunteer resources. We have also set financial targets to diversify our source of revenue, so that membership fees make up 60 percent of total revenue, and the remaining 40 percent comes from revenue-generating activities such as Journal advertising, professional development programs and the mailing service.

We also looked at how we spend our money. We feel that 70 percent of our revenue should be directed to supporting member programs and the remaining 30 percent should go to the resources and infrastructure we need to house the programs and strategic initiatives of the Institute. Most importantly, we are committed to establishing balanced operating budgets that do not draw funds from our reserve surplus.

The Institute ended the year 1999 with an operating surplus of \$27,549. Consequently, our "unrestricted net assets" have increased to \$180,034. The operating surplus is primarily due to strong attendance at the 1999 Annual Conference in Collingwood, as well as revenue earned through event sponsorship, employment ad mailouts, advertisements in the Journal, and subscriptions to the OPPI Consultants' Directory.

OPPI, like all not-for-profit organizations, maintains reserve surplus funds in accordance with Revenue Canada guidelines. During our budgeting process, Council consulted with our auditor and determined that our level of surplus was reasonable for OPPI to maintain in the event that we require contingency funds for:

- unexpected shortfalls in revenue or for strategic expenditures;
- the unexpected termination of a lease, employee severance, or, if necessary, winding up the organization;
- the unforeseen need to replace a piece of capital equipment;
- programs such as discipline hearings or scholarships.

OPPI will continue to maintain a reserve surplus fund and use it only for the instances mentioned, not to support our annual operating budget.

For the most part, we did not exceed our budgeted expenditures in 1999. In the few instances in which we were over budget, it was because we had to spend more to earn more revenue. An example of this is our mailing service and the conference budget.

In 2000, we asked you for a financial commitment through additional membership fees to carry out initiatives related to policy development, the recognition of the planning profession, and an important new membership service (the OPPI Professional Liability Insurance Program). The results of the mail-in ballot vote have given us the go-ahead, and we thank you for this.

Over the next few years, we intend to:

- continue the development of innovative policy and tools and resources that facilitate the community application of policy;
- redevelop our website to build a strong online brand for the Ontario Professional Planners, increase public awareness and regard for the profession, and provide members with access to timely public policy information, a job database, an event and mentoring database and member contact information;
- launch the media spokesperson program and media training workshops for members;

- offer professional practice and development courses such as Ethics for Planners;
- continue the membership outreach program to students and prospective members;
- ensure strong district involvement on the working committees of OPPI mandated with the action plans for delivery of the Millennium strategic plan.

OPPI financial statements have been prepared by the Auditor, Kriens-Larose, Chartered Accountants, for the year ending 1999. A full copy of the Audited Financial Statement is available from the OPPI offices. Additional information is also available on the OPPI website.

Andrea Bourrie, MCIP, RPP is currently the Central District Representative. She is a consultant with Marshall Macklin Monaghan.



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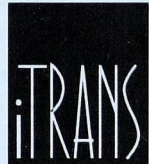
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* PMA City of Windsor & Marshall Macklin Monaghan - **The New Official Plan for The City of Windsor** - Planning Studies/Reports

* PMA MHBC Planning Ltd. & Wendy Shearer Landscape Architect Ltd. & City of Cambridge - **Preston Towne Centre Streetscaping Master Plan** - Planning Studies/Reports

* PMA MHBC Planning Ltd. & Ian Kilgour Planning Consultant, North Bay Downtown Improvement Area Business Development Committee - **An Action Strategy For Downtown North Bay** - Planning Studies/Reports

* PMA The Planning Partnership - **Town of Oakville/Midtown Core Land Use Planning Study** - Planning Studies/Reports

* OPA City of Mississauga - **The Natural Areas Survey Browser** - Communications/ Public Education

* PMA ☆ PMA City of Mississauga and Monteith Planning Consultant - **1999 Future Direction for Recreation and Parks Plan** - Planning Studies/Reports

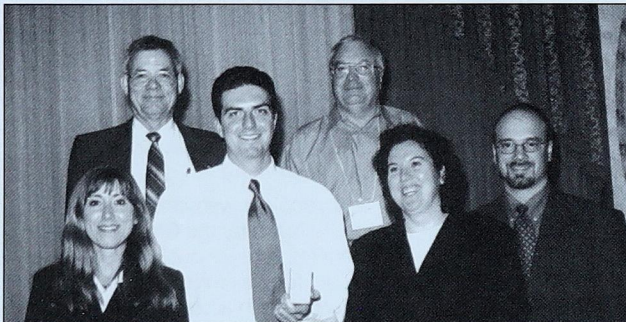
* OPA ☆ PMA City of Kitchener - **City of Kitchener - Urban Design**



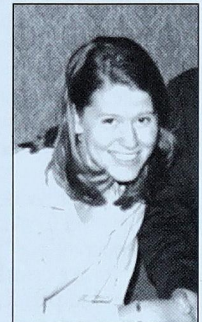
Gerald Carrothers
 Graduate Scholarship Winner
 Alice Hutton



In addition to Member Service Awards to Hugh Handy and Brenton Toderian (see previous Journal), outgoing Council members Grace Strachan, Marni Cappe, Bernie Hermesen and Peter Smith were also recognized for their outstanding contributions to the Institute.



Awards were presented to nine winners at the provincial and district level. Full details of the awards and their authors will appear in the first issue of the new year.



Undergraduate winner Tracey Windatt Atkinson

Manual - Planning Studies/Reports and Communications/Public Education

* OPA ☆ PMA City of Toronto -

Unlocking Toronto's Port Lands - Directions for the Future - Planning Studies/Reports

* OPA ☆ OPA The Toronto and Region Conservation Authority - **Human Connections: Multiculturalism and the Environment** - Communications/ Public Education and New Directions



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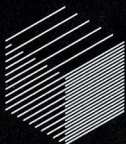
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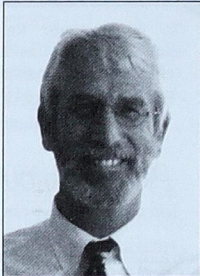
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Central

Paul Bedford outlines the new vision for the City of Toronto

In September, Paul Bedford, Chief Planner for the City of Toronto, spoke to OPPI members about the City's recently released "Toronto at the Crossroads: Shaping Our Future." Written to help the consultation process, Toronto at the Crossroads sets out the directions for the new Official Plan. The report outlines the challenges facing Toronto and recommends policy directions to address these issues.



Paul Bedford

The report's recommendations were summed up by Bedford as follows: "Cities prosper when people enjoy being in them." In other words, focus on promoting liveable urban environments and you will create a great city.

The next steps for the process are to continue meeting with various organizations and ratepayer associations, including town hall meetings, to get feedback on the Directions Report.



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Planners tour New Urbanism Communities in Markham and Oakville

Later in September, the GTA Program Committee held a full day walking tour/seminar of four New Urbanism communities in the Markham and Oakville.

Dan Leeming of The Planning Partnership led the group of 30 planners, urban designers and architects on a walking tour of Cornell and Angus Glen in Markham, while George Dark of Urban Strategies led the tour of Oak Park and Morrison Common in Oakville. Joined by staff from each of the local municipalities and the area developers, each in turn described the history of the communities, the planning framework undertaken to develop each project and the specific planning/urban design challenges experienced.

Thanks again to Dan Leeming and George Dark for helping organize this event.

GTA Program Committee Wants YOU!

Interested in becoming involved in OPPI, but don't know what to do? The GTA Sub-District of Central District is looking for volunteers for the Program Committee.

The Program Committee is responsible for organizing seminars, workshops, presentations and events of varying duration and topics for the members of GTA Sub-district.

Typically, six to eight events are organized over the year and the Committee meets four or five times a year. Involvement by Committee members ranges from simply helping out at a session to fully organizing an event. A key role is reporting on the events for the Ontario Planning Journal.

For more information on becoming involved in the GTA Program Committee please contact David McKay, Chair, GTA Program Committee, at MacNaughton Hermsen Britton Clarkson Planning Limited at (905) 761-5588 or by email at dmckay@ionline.net.



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Eastern

Eastern District Programs

By Don Maciver

Annual General Meeting and Social

The Eastern District's fall social and annual general meeting has become a popular event over the last two years.

More than 50 members attended the October 26, 2000, meeting, held at the Marble Works Restaurant in Ottawa's historic Byward Market area. A new executive was also ushered in for the next three years.

Ron Clarke will continue as chair. The new slate of officers includes Charles Lanktree, Vice Chair and Membership; Leeann McGovern, Secretary; Daphne Wretham, Treasurer; Alice Fyfe, Awards and Nominations; Allison Christie, Program Events; Don Maciver, Publications Representative; and Shauna Kuiper and Daryl Lyons, student representatives from Queen's University.

One City: Will Ottawa Get It Right?

The Urban Forum series recently hosted a lively debate between John Sewell, former mayor of Toronto, and Graham Kirby, an Ottawa-area consultant, concerning Ottawa's January 2001 amalgamation and the question, Will Ottawa get it right? The panel presented two very different perspectives on the potential impacts of amalgamation, ranging from Sewell's view that the question cannot be answered positively, to Kirby's more optimistic assessment that, although it is still too soon to tell, Ottawa's amalgamation appears to represent a clean slate with new possibilities.

John Sewell discussed the impacts of recent amalgamations in both Toronto and Halifax, suggesting the effects would also likely apply to Ottawa. Cost savings may not materialize. Staff layoffs and the loss of senior expertise can overwhelm those who

are left. Service cuts to achieve cost savings lead to problems. Political accountability and public accessibility may be substantially reduced.

Sewell emphasized that amalgamation means combining two different urban forms with distinctly different service demands—dense compact forms in inner city areas and low-density forms in suburban areas. Sewell also cautioned that in both Canadian and U.S. cities, amalgamation risks drowning out the voice of the downtown.

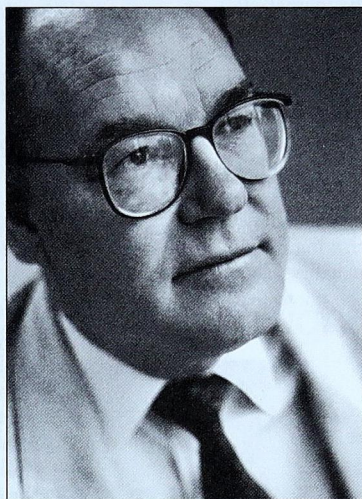
Kirby reviewed several studies on municipal government in the Ottawa area since 1969, when regional government was first established, stating that in the past residents have indicated that they wanted fewer politicians and did not appear to be unhappy with the prospect of amalgamation. Kirby raised a number of questions that should be used to gauge the success of Ottawa's amalgamation, and discussed the differences between Ottawa and Toronto. Ottawa is more geographically isolated from the rest of the province, and has also experienced a rapidly increasing high-tech sector in recent years, creating a need

for a comprehensive economic development strategy.

The comments at the end of the debate suggested that Ottawa residents may be generally more ready to accept amalgamation than Toronto residents were. Also three, rather than two, different urban forms and sets of constituents—the central city, the suburbs and rural areas—characterize the Ottawa

situation. Future competition may be between urban and rural areas, rather than between urban and suburban areas.

Don Maciver is manager of planning and regulations for the Rideau Valley Conservation Authority and the new Journal representative for the Eastern district. He can be reached at dmacplan@rideauvalley.on.ca



John Sewell speaks out against amalgamations

People

Ed Sajecki Joins Municipal Affairs

Ed Sajecki has been appointed as the new Assistant Deputy Minister in the Ministry of Municipal Affairs and Housing. For the past number of years, Ed has been General Manager of Planning and Economic Development at the City of Burlington. Before that he was with CN Real Estate and the City of Etobicoke. His time at Burlington was whirlwind of activity, notably on the economic development front. Ed travelled to the Far East on numerous occasions in support of investment missions related to chip manufacturers and other high tech sources. Ed has also contributed his expertise to the international practice of the Canadian Urban Institute, working in Eastern Europe and other locations. A professional engineer as well as a planner, Ed is also a past president of the Association of Ontario Land Economists.

Carolyn Lane left her position as Senior Associate with Dillon Consulting Limited in July to become Director, Research and Communications, with the Canadian Institute of Public and Private Real Estate Companies ("CIPPREC") - No, that's not a typo, CIPPREC recently added Private

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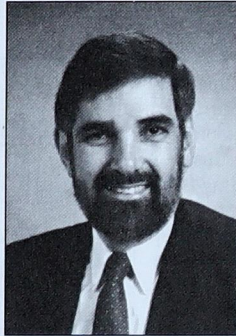
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companies to their membership.) CIPREC is Canada's senior national real estate trade association comprised of 50 of the largest public and private real estate development and investment companies, Real Estate Investment Trusts, and the real estate investment arms of most of Canada's chartered banks, life insurance companies and pension funds. Members also include Canada's largest investment dealers and the three senior real estate brokerages in Canada. As Director of Research and Communications, Carolyn undertakes researches and comments on current issues facing the commercial real estate industry, such as telecom and electricity deregulation, standardizing terminology of leases, brownfields, smart growth. Her research is summarized in reports and focus pieces directed to CIPREC members. Many of these reports are on the web site at www.ciprec.ca. She also writes articles for major Canadian real estate publications. Carolyn has been an



Ed Sajecki

active member of OPPI, working with the Central District Chair of the GTA Program Committee for two years and as Secretary to the Central Board of Management. Carolyn is the Media and Communications Coordinator for this year's Waterloo Planning Alumni Dinner. Carolyn can be reached at (416) 642-2700 x. 23 or at clane@ciprec.ca.

Laurie Yip, who was the editorial coordinator for Niagara for several years, is relocating to Kitchener and, as a result, will be giving up her role with the Journal. We thank Laurie, who will also be missed at the Regional Municipality of Niagara, for her contributions to the magazine.

Janice Emeneau has joined the Region of Niagara as a Project/Policy Planner. Janice has worked with a number of

organizations in the GTA, including the Canadian Urban Institute. She is a regular contributor to the Ontario Planning Journal. She can be reached at jemenau@regional.niagara.on.ca.

There have been a number of recent changes at the City of Owen Sound. **Bill White** has been promoted from community planner to Director of Community Services. **Steve Furness**, formerly the economic development planner, is now the Manager of Planning and Development. **Pam Coulter** has left Cuesta Planning Consultants to join the City as an intermediate planner.

David Waters has recently been promoted from policy planner 3 to Land Use Policy Manager at the City of Brampton. He fills the position vacated by **Sharon Hill**, who left Brampton to go to the City of Toronto.

Carlos Salazar, a senior manager with the Region of Sudbury planning department, has been working in the office of the CAO in recent months. In September, he was in Toronto to pick up an award from the National Quality Institute on behalf of his colleagues, having led the www.planningsudbury.com — a project to do away with paper and put all of the new City of Sudbury's planning business on line. This project will be featured early in the new

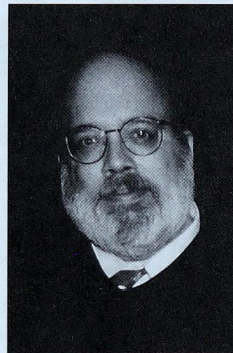
year as a cover story in the Ontario Planning Journal.

Jason Ducharme, whose planning career began at Hemson Consulting and a long stint with KPMG, has joined **Johnston Smith Inc.** as a director. Jason's practice includes performance measurement and benchmarking standards.

Blair Martin has moved to Urban Intelligence Inc. in a senior role. He was previously a vice president with First Professional Management Inc. Blair will be helping President **Ian Graham** expand the project management, development and consulting practice of Urban Intelligence.

Calvin Brook and **Anne McIlroy** have established a new firm called Brook McIlroy Inc. as a result of their acquisition of Cochrane Brook Planning and Urban Design. Their new offices are located in downtown Toronto one block west of Bathurst and Richmond. Former staff of Cochrane Brook who have also made the transition to Brook McIlroy including **Harold Madi** who joins the firm as a senior associate.

Current projects include an urban design study for the City of Toronto for the Central Waterfront; master planning for two biotechnology campuses at Sunnybrook and Women's Health Science Centre in Toronto and Science Park in New Haven, Connecticut; and, downtown projects in Hanover, New Hampshire and Revere, Massachusetts. Cal and Anne are founding members of the Urban Design Working Group, an informal network of urban design planners.



Bill Hollo

Bill Hollo has joined GSI Real Estate and Planning Advisors Inc. of Toronto as lead planner. **Jill Stroud** has also joined the firm as planner. They can be reached at 416-222-3712. GSI provides a full range of professional services in planning, property valuation and appraisal, and municipal management.

In Memoriam

A memorial site for Don Logan can be found at

<http://www.hips.com/donlogan/>

For more information, contact Bob Miller, Hynde, Paul Associates, St. Catharines.

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DELSCAN

Editorial

Why Do Election Campaigns Ignore Urban Issues?

By Glenn Miller

The pace of life in Ontario seems to be more rushed than ever. Perhaps it is the cumulative impact of three election campaigns (U.S., plus our own municipal and federal) whereby life has been reduced to sound bites, accusations and denials.

We've lurched through debates about the Oak Ridges Moraine, a tainted water scandal in Walkerton, the agony of Adams Mine. The much-heralded market opening for the deregulated electricity market has been postponed until the middle of next year. We were introduced to the concept of convergence by Robert Fung, whose vision for the Toronto Waterfront has stimulated agreements from three levels of government, with one eye on Toronto's Olympic bid. And the media has been having a field day for months with stories about congestion, urban sprawl and confused priorities for infrastructure spending.

But given all this good material to work with, why has there been no meaningful debate on urban issues in either the municipal or federal campaigns?

Two articles in this issue are about the challenge facing our transportation system in this country. From very different perspectives, our authors issue warnings about the potentially negative impact that under-investment in infrastructure will have on quality of life. This issue was also ignored by the politicians. We probably have three years to prepare for a provincial election. Let's plan now to develop a strategy to put urban issues on the agenda next time around.

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.

Opinion

Brownfields: Let's Get It Right

By Rob Horne

It is encouraging to see so much attention being paid to brownfields rehabilitation. This marriage of environmental and economic interests has been boosted by the province's new Advisory Panel and through numerous municipal incentives, as described in Glenn Miller's editorial in the September/October 2000 Ontario Planning Journal.

Before the energy levels abate and we settle on "best approaches" to brownfields rehabilitation, let's agree on the following points to help the province move forward.

Move quickly and stay focused

There is always room for improvement. It is extremely difficult for municipalities to sustain the interest of investors in higher-risk properties if they cannot collectively provide quick turnaround times for approvals.

But the system will never be perfect. Let's not get caught in the never-ending quest for perfect definitions and complete inventories. The majority of our time, effort and dollars should be spent on actual site remediation.

Explore many solutions

The list of possible solutions, like the number of parties involved, should be wide-ranging. New ways to apply sliding scales of liability or exposure should be included in our discussions.

Involve all parties

Any discussion of proposed solutions should bring all parties to the table. Not only should the development, banking and insurance industries be represented, but also the testing and rehabilitation industry to provide insight into site remediation.

Re-examine the tax system

No government will ever possess adequate resources to achieve 100 percent site remediation using
See **Brownfields**, pg. 22



Unimproved brownfield sites can be an eyesore

Photo: G. Miller

Economic Development

Advantages and Limitations of Community Economic Analysis Methods

By Pat Parent and Clare Wasteneys
(The second part of a two-part look at Community Economic Analysis)

Community Economic Analysis (CEA) can tell us a lot about a community, but it is important to recognize the limitations of different methods and to be cautious when interpreting the results. For example, Shift Share Analysis can help identify sectors for which there appear to be local comparative advantages. It can alert communities to sectors that are declining provincially and to those which appear to have potential for future growth. However, it will not reveal why local sectors seem to be more or less efficient or competitive.

Similarly, an economic impact analysis may suggest that a particular industry will bring in jobs. However, it will not measure the potential negative environmental or social impacts from increased traffic congestion and loss of green space. In the end, the analysis may actually raise more questions than it answers.

There are also limits to how detailed the available data will let you go before it becomes unreliable. Census data on employment by industry is derived from a 20% sam-

ple, so there is some potential for error. This is especially important for small communities, where a difference of even 10 people employed in a particular industry can be significant. It gets even more problematic when employment data is analyzed for very specific types of industries (such as roof shingling) which may employ only a couple of people. This underscores the need to check CEA results against what residents know about their community.

Table 1 (on pg. 23) summarizes the advantages and disadvantages of CEA.

Lessons Learned in Arnprior

The town of Arnprior in Renfrew County was an ideal pilot community for OMAFRA's CEA Program. In spring 1999, the town faced several economic development challenges. Plans to revitalize the downtown core were being weighed against plans to focus development on the outskirts of town, where growth opportunities had been created by the expansion of Highway 17, which links Arnprior to Kanata and Ottawa. The Town Council and 12-member Economic Development Committee embarked on a strategic planning process.

Community Economic Analysis was seen as a way to provide needed background information for Arnprior's strategic plan. The CEA included a socio-economic profile, shift share analysis, location quotients for major sectors and retail trade analysis using pull factors. Selected socio-economic vari-

ables (such as median household income and employment-to-population ratios), location quotients and pull factors were mapped using the MapInfo GIS program and Powerpoint.

According to Susan McLean, Arnprior's chief administrative officer, the Economic Development Committee found the CEA very useful. It helped the committee identify

Brownfields, cont. from pg. 21

public funds. We must look at ways to grease the wheels of private enterprise. This should include an extensive examination of how our systems of taxation can be used effectively to encourage brownfields rehabilitation.

Look to the south

From what little I've seen, many American states have successfully established effective programs. We can learn from their example, including the legislative changes necessary to make brownfields redevelopment work.

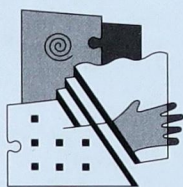
Above all, let's remember that a successful brownfields rehabilitation program requires teamwork. It's a win-win proposition for environment and economy that is clearly within reach, so let's get it right.

Rob Horne, MCIP, RPP is the Director of Policy Planning with the City of Cambridge.

*He can be reached at
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Table I: Community Economic Analysis Methods & Limitations

Method	Use	Advantages	Data Sources	Limitations
Direct survey - impact analysis	To calculate employment multipliers to assess potential impact of development	Current; accurate	Local businesses	Time-consuming; depends on the cooperation of businesses; relatively expensive
Economic impact analysis using secondary data	To assess the potential impact (jobs, dollars) of development in a particular sector	Relatively low cost (compared to direct survey for impact analysis)	Statistics Canada Census of Population: custom run of employment data	Local data available only for census years (1991, 1996, 2001). Detailed industry data may be unreliable for small communities
Location quotients	To determine concentration of employment by sector; indicator of industry's capacity to meet local or export needs	Easy to calculate and explain; low cost	Statistics Canada Census of Population: custom run of employment data; OMAFRA: values calculated for all communities in Southern Ontario	Does not account for productivity or efficiency; rough indicator of export capacity; local data available only in census years;
Shift share analysis	To identify local comparative strengths in different sectors using an analysis of employment trends (provincial, sectoral, local)	Relatively low cost	Statistics Canada Census of Population: custom run of employment data	Local data available only in census years; cannot reflect more recent trends (such as a recession or a boom)
Retail trade analysis (pull factors)	To assess the extent to which local retail businesses are drawing customers into the community	Relatively low cost	Statistics Canada retail sales data	Rough estimate of local retail strength; data often suppressed for smaller communities

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Arnprior's areas of strength and weakness compared to other communities in Eastern Ontario. It also clarified certain perceptions, including the extent to which Arnprior was drawing retail customers from outside the community. It reinforced the committee's perception that the town depended heavily on large manufacturing industries, and suggested the need to focus on sectors that complement manufacturing.

The CEA results were distributed to potential business interests to highlight local strengths and assets. The results also were used during a Year 2000 strategy session for budget priorities and have led to the hiring of an Economic Development Officer. In the future, the CEA information will also be used to educate new Council members; provide background information for future strategic planning; identify potential business opportunities; and help the economic development officer in dealing with potential new businesses and in implementing a business retention and expansion program. It will also be an information source for public education through the Town Newsletter.

Their experience in Arnprior and Brant County showed OMAFRA staff that the maps and graphs were an excellent way to stimulate discussion about the local economy. Each map generated tremendous interest and useful debates about the reasons for the results. The maps also enabled quick comparison of economic conditions with other communities. At the same time, OMAFRA staff realized that they had seriously underestimated the amount of time needed to discuss the results. In explaining the results, they also found that some topics were difficult for certain audiences to understand and others were easily grasped. Some methods were best left for those with an affinity for numbers. Shift share analysis proved to be particularly difficult to explain.

While awaiting the results from other CEA pilots, OMAFRA staff are developing

resources to explain CEA concepts and methods, as well as how to interpret the results. By 2001, OMAFRA plans to have web-based, interactive CEA tools and maps available to all communities.

Pat Parent and Clare Wasteneys work for the Ministry of Agriculture, Food and Rural Affairs. Clare can be reached at 519-826-3157 or clare.wasteneys@omafra.gov.on.ca. A reading list of books on the topic is available from the authors.

Acknowledgements

OMAFRA economic development staff received training in economic analysis from faculty at Iowa State University and the University of Waterloo Local Economic Development Program. Dr. Emanuel

Carvalho from University of Waterloo helped develop data analysis spreadsheets and train OMAFRA's economic development staff. OMAFRA also drew from the experience of James de Pater, Executive Director of the Stormont, Dundas and Glengarry Community Development Corporation, who used CEA methods to guide key economic development decisions in that region.

Nicola Mitchinson is the Ontario Planning Journal's contributing editor on Economic Development. She practices in Barrie, where she is chair of the local economic development committee. Nicola wants to hear from you if you have an economic development story to tell. She can be reached at 705-734-2538.

Ontario Municipal Board

The Board Approved the Municipality of Chatham-Kent's Heritage Official Plan Policy

By Paul Chronis

The Blessed Sacrament Church in the Municipality of Chatham-Kent filed a minor variance application for an extension/enlargement of its rectory for the purpose of building a ground floor bedroom and bathroom addition. The rectory was a legal conforming use

The matter, when before the Committee of Adjustment and on appeal to the Ontario Municipal Board, required the consideration and interpretation of a complex interplay between heritage matters and planning policies, both from a provincial and local perspective in respect of heritage preservation objectors.

The proposed improvements to the rectory became a matter of significant local interest and triggered the discussion as to whether the Municipality would support a designation under the Ontario Heritage Act. Historically, the Municipality had been reluctant to exercise its designation powers against unwilling owners. Following a deferral of the matter before the Committee of Adjustment in order to permit further re-consideration, the Municipality decided to follow the same course. When the application came back the Committee of Adjustment, the variance was granted. An appeal was lodged with the Ontario Municipal Board by a local resident who had extensive heritage conservation expertise.

The Board in its decision allowed the appeal thereby refusing the Committee of Adjustment's approval.

When considering the appeal, the Board determined that the rectory qualified as a significant heritage resource under the Provincial Policy Statements and the Municipality's Official Plan. Both documents recognized heritage resources on the basis of their:

- architecture; or
- social historical or political connection.

In fact, during the hearing process, there was no serious dispute as to the architectural significance of the building.

The Board was confronted with the issue as to whether or not the rectory had been "identified" as a significant heritage resource and who should do the identifying. Given that the Provincial Planning Statements require that built heritage resources be "identified" as being important to a community, it was argued that the responsibility lay with the church and Council. The Board, on the other hand, determined that for Planning Act purposes, responsibility rested with the decision maker. The Committee of Adjustment, Council and the Ontario Municipal Board (on appeal) shall have regard to matters of provincial interest "in carrying out their responsibilities" under the Act. Effectively, although the Board does not have the power to designate the rectory, it found that it was charged with the responsibility of identifying a resource for the Planning Act purposes.

It was concluded that the rectory was a significant built heritage resource under both the Provincial Policy Statements and Official Plan on the basis that it was included in two rep-



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utable lists - one from Parks Canada Canadian Inventory of Heritage Buildings and the other referred to as the Selles Report, a piece of work conducted by a summer student trained in architecture. The latter report had been used by the Municipality as the basis for the designation of heritage buildings for willing owners.

Following a detailed review of the preservation initiatives of various policies, the Board concluded that the heritage debates were muddled by two myths. The first myth was that heritage protection meant preservation of the entire building and its setting, intact forever. On the evidence, the major heritage value of the rectory was the preservation of the symmetrical elements of the facades, and to a lesser extent the park-like setting of the home, which allowed people to visualize and interpret how this home was once the private residence of the Mayor of 1889. The addition would have had the effect of removing any symmetrical arrangement. While the building remained largely intact, the heritage value was damaged.

The second myth was that preservation of the heritage character was directly at odds with private use of the building. Like land use planning, heritage planning required similar application of "consistent, coherent and trace-

able decision". Since heritage resources benefited all citizens, the Board found that it should not be left solely to the owner to bear any extra costs of development occasioned by the preservation of the heritage features. The Board was encouraged that the Official Plan policies permitted the Municipality to investigate the application of financial assistance programs from all sources to achieve heritage conservation objectives.

It was argued that the Official Plan created an insurmountable burden for owners as it would be difficult to develop without an adverse impact. On this basis, it was encouraged that the final decision should vest with Council. The Board responded by saying that this confused designation, which dealt with the right to alter and demolish, with the granting of a minor variance, which was a privilege to derogate from the By-law.

Source: Decision of the Ontario Municipal Board

Case No.: PL000430

File No.: V000179

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

More news

In other news, the Ontario Municipal Board now reports to the Attorney General, Dave Johnson, ending a long tradition of reporting to the Minister of Municipal Affairs.

The transfer of the OMB (together the Board of Negotiation) is consistent with the Wood Task Force on Agencies, Boards and Commissions. The government also announced that David Johnson has been nominated as the new Chair. Mr. Johnson is a former Mayor of the Borough of East York and has extensive experience in municipal government.

Errata

In the previous issue, the organization chart of the OMB showed an incorrect reporting relationship between the Vice-Chairs and Board Members. They report to the Chair. We apologize for this error. Also, it was regrettably not possible to show that each Manager (East and West) is responsible for five Planners, three Planning Assistants and Administrative Clerks. The Manager of Hearings & Decisions is in charge of 14 staff.

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New Municipal Class Environmental Assessment Approved

The new Municipal Class Environmental Assessment (Class EA) document was approved by the Minister of Environment, Dan Newman, on October 4, 2000.

This document replaces the former Class EAs for municipal road projects, and water and wastewater projects. It provides a decision-making framework that enables municipalities to meet the requirements of the Environmental Assessment Act in a timely and effective manner.

The publication is essential for municipalities and the development industry that have responsibility for building roads, water or wastewater projects. It is also essential for organizations that offer con-

sultation services to municipalities for such projects.

To obtain a copy of the publication, call the Ontario Good Roads Association at (905) 795-2555 or visit the Municipal Engineers' Association at www.municipalengineers.on.ca.

In addition to the publication, a series of training sessions will be held in Ottawa, Sudbury, Thunder Bay, Waterloo and Toronto. To register, or for more information about the training sessions, call the Ontario Good Roads Association at (905) 795-2555.

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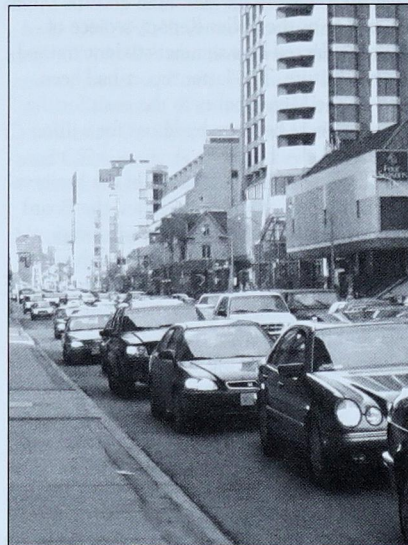


Photo: S. McKenna

New EA training sessions available

Transportation

Paving with Good Intentions

By George Pul

The challenge of sustainability

In the slightly more than four years since OECD's Vancouver conference, the concept of sustainability as the cornerstone for transport policy and planning has moved from the fringe to the mainstream in Canada. There is growing recognition that sustainable transport is critical to the attainment of Canada's objectives for greenhouse gas reduction, public and environmental health and economic competitiveness. While this represents an

important shift of thinking in the right direction, following through with actions is a significant, as yet unmet, challenge.

The OECD has defined a sustainable transportation system as "transportation that does not endanger public health or ecosystems and meets needs for access consistent with the use of renewable resources at below their rates of regeneration and use of non-renewable resources at below the rates of development of renewable substitutes."

In an urban setting, this definition of sustainable transport needs to be placed within the context of three central realities. First, the amount and type of transport services provided in an urban area are a function of its land use patterns and vice versa, so land use planning and transportation planning must be conducted in an interactive, iterative process. Second, urban areas are marketplaces, which, if the markets are working properly, should provide a diversity of transportation and land use "products" with prices that reflect their real costs in economic and environmental terms. Third, public policy should address the management of demand for transport services as well as the management of supply.

Until now, the management of transport systems in Canadian urban regions has been significantly at variance with these realities. Land use planning and transportation planning have been conducted as separate activities, often by different government entities or different units within the same entity. Markets for transportation services have been distorted by public subsidies, rigid service models and a regulatory climate that stifles innovation. These impacts have often been particularly perverse. For example, a study of subsidies for transport in Greater Vancouver estimated that the direct and indirect public subsidy for autos in 1991 was \$2.7 billion (\$2,700 per vehicle) when the subsidy for transit was \$360 million. Governments cannot give signals of this



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type to the marketplace and then deplore the growth of auto dependency. Finally, most transportation policies have allocated far more emphasis to the provision of additional supply of transport services rather than the management of demand.

Sustainable transport in Canadian cities: policy vs. reality

The turning point in Canadian thinking about sustainability in urban transportation may have been the publication in 1993 of A New Vision for Urban Transportation by the Transportation Association of Canada's Urban Transportation Council. Noting that most of the trends in Canada were running in the opposite direction of sustainability, the Council proposed a generic vision encompassing land use, all modes of transport and critical related matters such as parking and finance. Many local governments and other organizations have endorsed the vision. The Council established a set of urban transportation indicators to track the progress made by Canadian cities in pursuing the vision, and surveyed the 15 largest cities to gather data on the indicators for the years 1991 and 1996. The results are interesting because they indicate the rate at which policies and realities in urban transportation are changing in Canada.

Half of the cities had a long-range transportation plan in place by 1996 and the remainder were developing such a plan or had adopted policies and guidelines for transportation. Most had implemented policies and projects to improve urban design and facilitate walking, cycling and transit. Few had tackled the more challenging areas such as land use changes, parking policy and high occupancy vehicle priority on the road system.

The writeup focused on two key indicators: gasoline-based carbon dioxide emissions per capita as a measure of greenhouse gas production as well as local air pollution, and annual transit ridership per capita as a measure of provision and use of the main alternative to the private auto. Both of these indicators changed significantly in the wrong direction in most cities between 1991 and 1996. The survey concluded that "the picture that emerges is one of good intentions, creative thinking and some excellent initiatives but, as yet, little significant impact on the bottom line performance indicators."

Although it must be noted that these comments are based on 1996 data, I am relatively certain that when the survey is repeated for the year 2001, we will find that we are still on a road paved with good intentions but leading away from sustainability rather than towards it. This will change only when cities are able to make fundamental changes in how trans-

portation is governed and funded.

Governance for transportation must provide a comprehensive ability to manage the planning for land use and the provision of roads, transit and other forms of urban transportation in an integrated system.

Governance structures must have the capability to prepare and implement policies to manage both the demand and the supply of transportation services within urban regions.

Funding for transportation must be based

upon the principles of user pay and the reduction or elimination of subsidies that hide the true cost of transportation choices. This requires not only the reconsideration of fare revenue systems but, more importantly, access to transportation user charges such as fuel taxes, tolls, parking revenues and vehicle charges.

Only when these fundamental changes in governance and funding are made will Canadian cities be able to make the turn from good intentions towards real sustainability.

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Transportation congestion is one of the principal challenges for cities

**Governance and funding:
breaking new ground**

Fortunately, there is some progress on changing governance and funding in some parts of Canada in recent years.

In 1996, the Province of Quebec created the Metropolitan Transportation Agency, a provincial agency, to coordinate the planning and funding of public transportation in the

Montreal region. The agency was allocated revenue from a new dedicated 1.5 cents-per-litre gasoline tax collected within the region and a vehicle licence surcharge of \$30 per vehicle in the region.

In 1999, the Province of Alberta approved a new arrangement for funding transportation capital works in Calgary and Edmonton which

provides funding of five cents per litre of provincial fuel taxes collected in those regions. As large separate cities, Calgary and Edmonton have the integrated governance structure that allows them to plan and implement sustainable transportation policies on a comprehensive basis.

The most sweeping changes in transportation governance and funding in Canada were recently implemented in Greater Vancouver in 1999. The Greater Vancouver Regional District and the Province of British Columbia created the Greater Vancouver Transportation Authority (TransLink) to provide transit, funding and coordination of major roads, transportation demand management and the motor vehicle emission testing system known locally as AirCare. TransLink has access to a number of transportation-related revenue sources, including fares and a share of the existing provincial fuel tax (initially six cents per litre and rising to 10 cents per litre by 2005). The agency has the authority to implement vehicle charges, parking taxes and tolls on facilities it finances. TransLink has recently adopted a transportation strategic plan which, by statute, is required to reflect regional objectives for growth management, economic development, air quality and public finance. The Greater Vancouver Regional District Board has ratified this plan.

Avoid land mines...

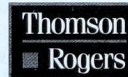


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**Bringing in the absent partner:
the federal government**

Three provinces have begun to address the need for new governance and funding arrangements for urban transportation. This is important because, under the Canadian constitution, the provinces have total control over municipal institutions, and [their position on transportation funding] reflects a recognition of the relationship between sustainable transportation and provincial interests such as public health, environmental protection, protection of resource lands and social equity.

Notable by its absence to date is any participation by the federal government. Canada is the only developed country in the world in which there is no financial involvement by the national government in urban transportation. There is a growing consensus in Canada that this situation is inconsistent with the federal government's clear interests in greenhouse gas reduction, public and environmental health, the competitiveness of Canadian cities in the global economy and the efficient functioning of the national transportation system. It has been estimated that federal revenues from fuel taxation are in excess of four billion dollars, while the amount it spends on transportation nationwide is about \$400 million.



Commuter rail investments are vital to sustainability

The Greater Vancouver Regional District and the Federation of Canadian Municipalities, with the support of many other urban governments, have proposed that the federal government initiate a new and ongoing federal program to support the preparation and implementation of regional

plans for sustainable urban transportation. The program would be funded by the equivalent of three cents per litre of federal fuel tax, matched by the provinces and allocated to urban regions in proportion to the amount of fuel tax collected in each region. We believe this proposal is reasonable

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and timely as a measure to assist Canada in meeting its Kyoto commitment to a reduction in greenhouse gas emissions by six percent within the next eight to ten years. Transportation accounts for one quarter of Canada's greenhouse gas emissions. The federal government is a major financial beneficiary of fuel consumption and is in surplus. There is compelling logic to the idea that some of these funds be deployed to support transportation programs in urban areas that will enable Canadians to burn less fossil fuel.

What is Needed Now

Achieving sustainable transportation represents a significant challenge for Canadian urban regions, requiring almost a complete reversal of trends that have a great deal of historical momentum. There is evidence that virtually all cities have recognized the need

and begun to address it in plans and policies, but these good intentions have yet to be turned into results on the ground. These cities and their residents need significant and constructive support from provincial and federal governments to ensure a more rapid transition to a sustainable future. The result will be cities that are not only more sustainable but also more efficient, more competitive and more livable.

This article is adapted from a speech by George Puil, Chair, Greater Vancouver Regional District and Chair, Greater Vancouver Transportation Authority. The material was prepared by Ken Cameron, MCIP, who is in charge of long range planning and infrastructure for the GRVD. Ken is also an active participant in the Urban Council and is president of the International

Centre for Sustainable Cities in Vancouver. Visit www.tac-atc.ca/ for more information on the Urban Council. David Kriger's column will return.

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What's a Planner To Do When There's Too Much Good Stuff To Read?

Daunting Array of Material to Absorb: Help is at Hand

There is a daunting array of new books and studies in the important area of housing study. In preparing to teach a course in Housing Issues this fall, I turned up over 40 titles of books on housing that had all been published within the last two years. When I asked my students to read recent material on housing, they went out and found even more material. In a class of 52, there were no duplicated titles. What is a poor, hard-done-by planner to do when faced with such a mountain of information in such a dynamic and significant field.

Fortunately, help is on the way. Included in this issue are just two of the book reviews written by fourth-year students at Waterloo's

School of Planning. There are platoons of young, bright and knowledgeable graduates of Ontario university planning programs, ready and willing to join the profession. They probably have a better grasp on how to research many of the current issues than their predecessors and should complement the teams they join while they learn the practical skills from their elders.

One of the books reviewed concerns international housing initiatives and the other focuses on the British experience. Both, however, as the reviewers argue, have application for Ontario planners.

Public Policies and Private Troubles

*Editors: Susan Hutson and David Clapham
Date: 1999
Publisher: Cassell: London
Pages: 234*

Reviewed by Mike Evers

As the title suggests, this book is centrally concerned with public policy concerning homelessness in Great Britain. It serves as a valuable tool in understanding these policies as well as the dynamic and multi-faceted problem of homelessness in Britain but it has resonance for planners in Canada. While it is

a collection writings by different authors, there are commonalities, as each writer scrutinizes the current minimalist policies and government initiatives and examines their shortfalls.

The book explains how the government has minimized the scale of the homelessness problem and introduced simplistic solutions and proposals. Policy is considered too narrow, as it concentrates only on the visible homeless or 'roofless' (that is, those living on the street) and ignores the 'hidden' homeless (that is, those not living on the street) and the wider context of poverty and poor housing. Criticism is aimed at the 1977 Housing (Homeless Persons) Act for its criteria-laden policies, which maintained that certain categories of people were more deserving of assistance than others. The 1996 Housing Act is also placed under the microscope and denounced for its minimalist approaches to policy, which consisted of reductions in funding to housing, a narrower safety net, and the elimination of permanent housing provisions.

The book explores the view of the government and public that homelessness is an individual pathology, a personal problem and a private trouble, and not the result of systematic failures or long-term structural shortfalls. To combat this ideology, several chapters examine the failures of housing policy such as the government's de-investment in social housing, the failure of owner occupation, and the liberalizing of the private housing market. Further, the book explores societal changes such as unemployment and family breakdown and how they have contributed to the problem. In this regard, the experiences of home-

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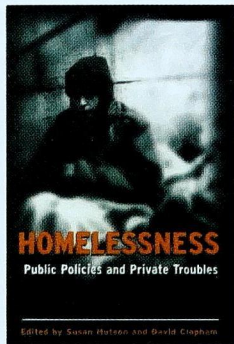
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less individuals are discussed and a 'pathways' approach is used to discover how these persons became homeless.

As a concluding theme, the book criticizes policy as being a narrow, reactive, insensitive and fragmentary approach to mitigating the problem of homelessness. This said, the writers propose that a) homelessness be put back on the political agenda so it can garner increased attention; b) support mechanisms and funding be introduced and increased; and c) that a new 'maximalist' approach be taken in terms of policy formation and delivery. The suggested approach should be integrative, holistic, dynamic, and never static.

The issues surrounding homelessness and social housing provision demonstrated in the book are similar to those currently being pursued in Ontario and this book is therefore relevant for planners in our provincial context. Over the last half decade in Ontario we have seen a weakening of the housing policy statement (that is, elimination of the 25 percent affordable housing target), dramatic reductions in government funding and support services, the downloading of social housing responsibility to local governments, and critically low levels of social housing in both the public and private sectors. This has all been exacerbated by a general lack of knowledge on the part of government and the public regarding the extent of the problem.



As the number of homeless and poorly housed continues to rise in Ontario, it is evident that the existing problem needs immediate attention and government intervention.

However, this is an area in which most regional and municipal planners have little knowledge or experience. In this regard, the concepts and ideas of this book are worthwhile and would augment one's knowledge base demonstrating where and why policies fail and how effective policies will need to tackle the multi-dimensional nature of social exclusion and poverty. The book could serve as an excellent introduction to the underlying roots of homelessness and social housing needs for the many practising planners who will play an increasingly significant role in this area in the near future.

Mike Evers is a fourth-year student in the

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Making Common Ground—Public-Private Partnerships In Land For Housing

Editor: Geoffrey Payne
Date: 1999
Publisher: Intermediate Technology Publications 1999
Pages: 241
Reviewed by Natalie Wong

In 1988, the United Nations released its Global Strategy Report for the Year 2000. The report addressed the existing global housing crisis, particularly emphasizing slum housing in developing countries, and outlined a strict mandate for united action in achieving sustainable solutions for the provision of affordable housing for areas in need. Twelve years after this report, we are still in a global housing crisis.

Making Common Ground is a collection of case studies that address the world-wide housing crisis through the use of innovative strategies for public-private partnerships. Geoffrey Payne, an urban housing consultant, is the editor of the book, while the other contributors are a collection of international planners, architects, professors and other

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urban specialists within the public and private sector. The articles review partnerships on a global scale, reporting the technical procedures, challenges, hardships and rewards of various affordable low-income housing projects. The examples have an array of scenarios. Project areas range from India, Pakistan, South Africa and Egypt (first presented in four formal case study reports presented at the International Workshop), to other areas presented in later chapters including Japan, South Korea, Taiwan, Nepal, Malaysia, Indonesia, Thailand, Guinea, Cameroon, Rwanda, Mexico, Bulgaria, Russia and the United

Kingdom. The only major culture that is missing is North America. The primary focus, however, appropriately remains on developing nations and countries in transition, where poverty and slum housing are key and pressing issues.

In the introduction, Payne gives the reader a clear background and context for the book, including the basic understanding of issues and conceptual descriptions on partnerships. He also delivers an equally credible summation in the concluding chapter. Payne creates a standard criterion for assessing partnerships that set the framework within the book. It includes, "increasing the supply

of urban land for housing, improving the efficiency of urban land markets, improving access to land for low-income groups and providing the basis for a more productive relationship between public, private and third sectors." This established criterion is necessary for supplying a focused product from such a wide compilation of study approaches.

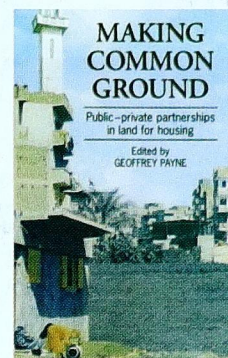
The studies included not only range in diversity and circumstance, but also in quality. The strongest case studies are found within chapters two and seven. Chapter two is written by Uma Adusumilli and deals with housing partnerships in India. Adusumilli's framework and presentation, appropriately illustrated with cartographic material, demonstrate the success of a partnership in the Navi Mumbai area. Chapter seven is written by Alain Durand-Lasserve and addresses partnerships between public sector and informal actors within the Asian and sub-Saharan context. Although the case study is not nearly as successful as the Navi Mumbai example, it offers insightful examples which provide the reader with an understanding on the complexities and specific challenges of arise from the lack of strong local government structure in developing nations in the pursuit for affordable housing.

The book would be useful for students, planners, NGOs, community organizations, and other professions within the development industry who are interested in projects, particularly within the developing world that attempt to create safe and affordable housing. There might also be lessons for people working in Ontario's own deteriorating public housing sector.

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