

# ONTARIO PLANNING JOURNAL

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

MAY/JUNE

2001

VOLUME 16

NUMBER 3



## New City, New Image

**"It is important at the start of a great venture like amalgamation of the region into one great city to have an appropriate sense of humility about what city managers and planners can actually do"**

**—Joe Berridge, page 3**

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## ONTARIO PLANNING JOURNAL

Volume 16, Number 3, 2001

**ONTARIO PROFESSIONAL PLANNERS INSTITUTE**  
The Ontario Affiliate of the  
Canadian Institute of Planners

**INSTITUT DES PLANIFICATEURS  
PROFESSIONNELS  
DE L'ONTARIO**

L'Association affiliée ontarienne  
de l'Institut canadien des urbanistes



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### Subscription Rates

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

### Advertising rates

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234 Eglinton Ave. E., # 201  
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The Journal is published six times a year by the  
Ontario Professional Planners Institute.  
ISSN 0840-786X



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# Ottawa—On Becoming a Big City

By Joe Berridge

Ottawa, historically the biggest small town in Canada, has finally become a real city. Newly amalgamated, and, together with neighbouring Hull, a member of the million-plus population club and home to a burgeoning high-tech sector, the city is just now waking up to the delights of this urban success—congestion, rocketing house prices and exploding sprawl. Hence the wistful concern of its citizens and planners expressed in the question, “How do you accommodate this growth while maintaining the city’s vaunted quality of life?”

The first mistake is of course to assume that the question has an answer, and not to recognize that it belongs with life’s other quasi-theological conundrums—like how to eat everything you like and put on no weight, how to make loads of money without working too hard and how to get a teenager to pick up his underwear.

This is not entirely facetious—it is important at the start of a great venture like the amalgamation of the region into one great city to have an appropriate sense of humility about what city managers and planners can actually do, what levers of urban growth—and human happiness for that matter—they actually control. The great 19th century urbanist Karl Marx said: “Men make their own history, but not entirely as they please.” So for cities—not entirely as we please.

The sense of Marx’s caution comes clearer if we think of the three levels on which cities operate—the global, the regional and the local, because it’s within that three-tiered frame that any big city planning must operate.

## Ottawa losing its small town image

Ottawa is becoming a city in more senses than simply that of amalgamation; it will soon be passing the magic million population threshold, making it one of only four such cities in Canada. Significant things happen to cities when they come of age in this way. You can see that in the dramatic change in civic character that’s taking place—to the traditional cartoon of Ottawa as a Ruritanian capital with the heart of a small town is being added a dramatic new element—technopolis,

providing the energy and brash nouveau-riche dynamic that might make a real city of the place yet. But it is also axiomatic that a change in size brings a change in state; city growth also means a city growing up.

The question presupposes a kind of nervousness about urban growth but we have to recognize that generally growth is good news. It means jobs and income and opportunity and that people like the place enough to want to live there. Having worked in recent years in Detroit, St. Louis and Liverpool—all cities

that have both lost their way and great percentages of their population—let me tell you that growth sure beats the alternative.

Ottawa’s success is also very good news, because cities, big cities, are the future of Canada. To understand why, we need only to look at the dramatic change in the terms of trade in our country. The combination of the global information revolution



Can Ottawa retain quality of life as it grows?

and NAFTA has in a short decade radically changed the direction of trade relations. In Ontario, at the beginning of the 1990s, the province’s interprovincial trade was just slightly less than its international trade volume. By 1998, international trade was almost four times that of interprovincial trade, and rising very fast. Ninety percent of those exports go to the US, and exports now represent more than half of provincial GDP. The province has swung around from east/west to north/south in a very short time, from “Heartland to North American Region.” This change is driven by the cities. Ontario’s seven largest urban economies account for 70 percent of all jobs and 78 percent of all job growth. They are the Province’s economic engines. Tom Courchene’s recent excellent book, “*The State of Minds*,” captures the implications of this radical change and explores the consequential importance of cities, not countries or Provinces, as the key economic units of the global information revolution.

So in Ottawa there are now two cultures, two economies, within the bosom of the city; the traditional, slowly contracting national government producing non-traded, un-exportable good government for east-west Canada—something Courchene rather unkindly characterizes as a “stranded asset.” The other, the new

export-driven entrepreneurial world of Kanata and Nepean, growing like crazy, a part of north-south North America. Historically, Ottawa is just making the cut as one of four million-population cities in big-fish-in-a-little-pond Canada. Its future, however, lies as a very junior one of 53 such cities in crowded, brawling urban North America—something that should concentrate the mind of city managers very quickly.

The fact that in a real sense the national capital is finally becoming a city is therefore good news for all urban Canadians, whose political discourse and governmental resources have for too long been squandered on a small town and agricultural Canada.

### Global cities are relentlessly urban

What has this to do with urban planning and the quality of life? First, quality of life

issues are extremely important locational determinants for high-tech employees and employers, businesses and workforces that are highly mobile and highly open to seductive offers from all over the world. The standards and the specifics of this quality of life are, however, set within a much larger frame, and are essentially drawn not from the Canadian vernacular but from a free-floating global culture whose only constant is that it is relentlessly urban. Second, the demands of this sector are significantly different from those of traditional Ottawa—their travel patterns across the city are east-west across the city, not in-bound/out-bound, they want flights to New York and Seattle rather than Halifax and Edmonton, 24-hour rather than 9-to-5 services, from child-care to graphic supplies to restaurants, and cappuccino rather than coffee at every corner.

Which brings me to the regional level of analysis. If cities are the centres of the new economy, then their governance and structure must change to reflect that primacy. Municipal government in Ontario has traditionally been based on a paternalistic model in which the many children of the province queued up for their pocket money in exchange for responsibilities little more complex than cleaning their room and doing the paper round. That's all over; not only is the province thrusting all these new responsibilities on big Ontario cities, those cities

must embrace this new future if they are to have a chance of surviving in North America. So the amalgamation process has to be embraced in this light, as a move towards city-state self-government, not simply as an exercise in downsizing or efficiency. Nowhere is this more important than in the management of growth.

The planning profession has been incredibly derelict in its advice on urban growth. It has completely misunderstood and underestimated the strength of the forces at work and been staggeringly naive as to the effectiveness of its policy prescriptions. A brief historical example to make the point.

Between 1550 and 1600 Elizabethan London almost doubled in population, from 120,000 to 200,000, becoming by far the largest European city, and then doubled again by 1660. In 1580, 1590, 1593 and 1602, royal and parliamentary proclamations prohibited any new building outside the city walls within a three-mile greenbelt of the city gates on any site that had been vacant in living memory. Elizabeth even had a wrecking crew that would tear down any illegal building. Did it work, despite the threat of having your head cut off for erecting a non-conforming use? Of course not. What were the Elizabethan suburban attractions? Space, access to work and lower taxes, as well as the inexorable pressure of a booming economy and in-migration.

Let nobody believe that such forces of urban growth can be simply managed and directed, let alone contained.

We are in the same state in Canada's booming cities—Toronto is growing by 100,000 people a year, Ottawa by 30 - 50,000. These are not increases that can be left to passive planning policies and subdivision developers to organize because we know what we will get—more sprawl and no services.

The conventional planning response to growth of this magnitude has been to deploy the vocabulary of growth boundaries, nodes of intensity and corridors of development. The experience from the Greater Toronto Area is, however, not encouraging. Growth has been too powerful and refuses to fit into the frames we established. The suburban nodes have peaked early and are now being by-passed, the corridors never happened. The tide of sprawl is relentless and the restraints ineffective. If we are serious about creating a new city that people can be proud of, much more than planning policy is required. A city has to be interventionist in a meaningful way to achieve its desired outcomes; it has to provide the infrastructure in ways that direct growth most efficiently, it has to "carrot and stick" growth towards the areas it can be best served, it has to share the risk and understand the dynamics of the growth it is managing.

### Best laid plans disrupted by parking

Let me give you two concrete examples. We have been involved in the planning of a number of high-tech business parks around the world, the kind of new urban districts Ottawa is contemplating. We always strive to make them as urban, mixed-use, pedestrian and greenly sustainable as possible. Which is fine, until the tenants tell you they need six parking spaces per thousand square feet—twice as much space for cars as for people—and the project turns inexorably into a wasteland of asphalt.

The second example is that of the Sheppard subway extension in northeast Toronto. Built at a cost of almost a billion dollars, the line extends from one high-density node to another along a corridor with huge redevelopment potential. The local community successfully blocked any attempt to intensify either nodes or corridor with the result that the line will be woefully underused and development will continue to occur on the fringe.

The solutions to these kinds of issues are not to pass by-laws trying to control the number of parking spaces or provide zoning density incentives—the answer in the first case is for the city to co-venture structured parking garages, or to ensure that competitive sites can be developed in transit-supported locations, or to promote fully integrated parking in a mixed-use scheme. In the second, the creation of new transit



Earlier transit investment may pay off in fast growing Ottawa

### Conference

## Experience "2001—A Spatial Odyssey"

By Pamela Sweet

The last time that the Canadian Institute of Planners held the national conference in the Nation's Capital was in June 1982. (OPPI last held their annual conference here in 1990.) The theme in 1982 was "Prospects for Planning: Coming to Grips with New Realities," and I was the "chairman" of the Conference Coordinating Committee.

Fast forward to the future — 2001, and I am again chair of this year's joint conference. Plus ça change, plus c'est la meme chose? Although there are some similarities, this year's event has many special qualities and promises to be one of the best conferences ever.

We have also seen some big changes in Ottawa in the last 19 years. If you read *Time*

magazine's special report in March on "Canada's capital is getting wired," you will have noted the differences cited between the "old Ottawa" and the "new Ottawa." As stated in *Time* magazine, "Ottawa has come alive with the hum of technopower." Come to Ottawa and see for yourself if there is a difference between old and new. To give you some guidance, here is a planner's perspective on some of the differences.

### The Conference, July 8 - 11, 2001

Ottawa is not just a beautiful world capital; it is now a dynamic tech town that brings with it the benefits and challenges of growth. Come to the conference and meet planners from across Ontario, Canada and other nations who are attracted to the hum of a growing city along with the attractions

of a capital city, a heritage city and a tourist town.

Bring your family to see the sites, or come early and attend the Ottawa Bluesfest on the weekend of July 6, or stay for the Jazz Festival (July 12 -22). The big event to stick

(cont. on pg. 6)



Planning Committee: Marc Sarrazin, David Gordon, Tony Sroka, Dennis Jacobs, Pamela Sweet, Robert Tennant, Christine Helm, Marni Cappe, John Moser.

### The New and Old Ottawa

	Ottawa 1982	Ottawa 2001
Population	550,000 (the Region)	795,000 (the new City)
The Work Force	Federal Public Employees at 84,500 and High Tech at 16,400	Federal Public Employees at 76,000 and High Tech at 78,000
Place to have fun:	Hull	Byward Market
A major planning issue:	Protection of sensitive environmental areas	Expansion of urban boundaries for jobs and dwellings

### Conference

	1982 - National Conference	2001 - CIP/OPPI Joint Conference
Location	Palais du Congress, Hull	The Ottawa Congress Centre (Jointly with OPPI)
CIP President/OPPI President	Graham Stallard/N.A.	Mark Seasons/Dennis Jacobs
Theme	Prospects for Planning: Coming to Grips With New Realities	2001: A Spatial Odyssey
Number of Attendees	400	expecting 500
Special Events	Cruise of the Ottawa River and Dancing to a Big Band	Workshop on the Ottawa River, Parliament Hill Reception, Street Dance, and Banquet with Bowser and Blue
Keynote Speaker	N. Harvey Lithwick	Sir Peter Hall
Sub Themes	The Technological Revolution-Information Systems The Technological Revolution - Energy New Perspectives in Environmental Management The Technological Revolution - Transportation The Emerging Urban Mentality	High-tech Capital cities Green planning Culture, arts and tourism Multiculturalism International planning Transforming planning practice

corridors has to be tied as a piece of civic business to the initiation of adjacent development through public/private partnerships. None of these things will happen in the traditional city mode, where developers propose and cities dispose. None of these outcomes can be achieved through regulation; they require active participation with the development itself.

What I hope we are seeing in Ontario is the emergence of some grown-up big cities that are capable of taking on these kinds of interventions in an entrepreneurial way, making their own urban history. I now spend much of my professional life in the U.S. and the U.K. and what I describe is fully in flight in both countries; activist, business-oriented, strategically-led cities taking on the big issues of growth management, urban regeneration, environmental improvement and employment creation. As we all know, they have two things Canadian cities lack—the necessary powers to get things done and the senior government financial resources to help pay for them. With respect to the question of powers, I think the

Ontario government, with amalgamation and downloading and the talk of revisions to the Municipal Act, is moving in the right direction. There is even talk, through SuperBuild, of some funding. The biggest absence in the city sphere is of course the federal government, with its breathtaking ignorance of the urban reality of this country. If Ottawa were capital of our friendly neighbour to the south—what a thought—it would receive almost \$80 million a year in regular transit and community development capital funding plus huge project-specific funding. The U.S. six-year TEA-21 transportation development program has been funded at US\$217 billion. (That's about two-thirds of the Canadian national debt.)

### Do planners know best?

To the local level, of the existing community and the new project—the level at which planning and urban design has traditionally held greatest sway. Again, I would caution the new city against overreliance on verbal planning, on the elaborate regulatory tools of design guidelines with all the prescrip-

tions of build-to lines and mandatory setbacks. Necessary as they are, so many of these documents remind me of Sunday school. So many rules, so much serious advice for the avoidance of sin that it makes sin infinitely more attractive. I worry greatly about the democratic fallacy at the core of so much urban design theology—that we planners know so much better what people want than the evidence of their taste expressed in the market place. Cities are far more demand than supply driven. Our cities are largely the way they are not because of some government failing or developer conspiracy, but because that's how most people want them. Cities are a bit like television—fifty channels of junk with TVO and CBC hanging on by their fingernails. Start from that position and make it better, rather than from the convenient disillusion of disappointed dreams.

Again Ottawa should move in a direction where the city puts its money where its guidelines are. Most of the groundbreaking developments in architectural or city-building terms have been sponsored or

(cont. from pg. 4)

around for is the 2001 Games of La Francophonie (July 14-24).

The conference is structured around seven mini-conferences and participants can choose one theme or pick-and-choose their favourites. There will be something for everyone.

The keynote speaker on Monday is Sir Peter Hall, a name very familiar to plan-

ners. His books are on most planning school reading lists and his recent book, *Cities in Civilization* (1998), promises to become a classic. On Tuesday, the keynote speaker is Allan Gotlieb, past chair of the Canada Council and former Canadian Ambassador to the United States, and currently chair of the Ontario Heritage Foundation and the Donner Canadian Foundation. John Barber of the *Globe and Mail* will wrap up the final

plenary session before we head out on Wednesday for the mobile workshops.

### The Conference Committee

Planning the conference was not a "monolith" task, thanks to the people in the head offices of CIP and OPPI, but it has required the help of many volunteers. The core group has been meeting regularly for more than three years and it has taken the effort of many dedicated people to design the program and social activities.

Marni Cappe came up with our title "2001: A Spatial Odyssey." It was a great idea and gave us a common theme to work around. Watching the movie "2001: A Space Odyssey" was required home work, and although HAL didn't show up to help us, today's technology did.

The Program Committee was made up of 12 people and responsibilities broken down by the sub-themes. David Gordon and Marni Cappe are the co-chairs and have pulled together a very ambitious program.

Social activities have been chaired by Marc Sarrazin, and his committee obviously wants you to have a great time. They pre-tested the band for the street party (tough job) and have worked very hard at lining up fun and memorable events.

Tony Sroka has kept our financing in line and John Moser headed up the Promotions and Sponsorship Committee. I am sure that



Ottawa's Byward Market an economic and critical success

promoted by some civic agency—Battery Park City in New York, St. Lawrence Neighbourhood in Toronto, developments in Barcelona and Bilbao—generally through leveraging the public land asset. Not only in big projects but also in small ones. One of the smartest things Toronto has done, even in these times of its budgetary chaos, is to keep building beautiful small parks and squares in the downtown at the highest standard of design. Everyone should take a ride on the Jubilee Line extension in east London and see the wonderful series of new subway stations—a delight to the eye. Every public work—bridge overpass, culvert entrance, bus stop, highway light standard—is an opportunity for good design, which in my experience doesn't cost more money, just requires more attention.

The smart city will have a strong eye for beauty—beauty will be the most sought-after commodity in the next century.

One last planning sacred cow, the notion of community, the reverential word that suffuses all planning documents. I've been very struck by reading Peter Hall's recent book

*Cities and Civilisation*, which looks at an extraordinary compendium of successful, creative cities over history to ask what were the background conditions that spawned Rome's imperialist apogee, the creative buzz of Shakespeare's London, New York's turn-of-the-century financial explosion, Los Angeles's take-over of the film business, Silicon Valley's high-tech dominance. His answer, to summarize a huge, marvellous book, is that cities reach their prime—which only lasts about a quarter of a century—when strong pressures of growth combine with a radical change in productive technology—just what is happening to Ottawa today. The key process, however, is that such a city attracts a new type of person—Jews, people from the countryside, artists, refugees, blacks, gays, the poor and dispossessed, Quebecois, even techo-nerds—and that these outsiders, in the process of re-inventing their adopted city, become insiders.

Ottawa has always been a city of insiders. Now it's your chance, so be careful in your use of the term "community." As any honest urban practioner knows, in municipal debate

the word is too often the last refuge of a scoundrel, an easy excuse for saying no. The successful city must always ask the question, whose community? Those already comfortably here or those waiting to get in? Let the outsiders in and build a city with and for them.

Let's go back to the question. Can Ottawa grow and maintain its quality of life? Short answer, no. Nothing stays the same. Cities grow and change not entirely as we please. Can it achieve a desirable quality of life as a fast-growth, modern, million-plus semi-global city? Yes, but only if the citizenry and government actively embrace the realities of that condition.

*Joe Berridge, MCIP, RPP, is a principal of Urban Strategies Inc., based in Toronto.*

*Joe is a director of the Canadian Urban Institute and author of the best-selling "What the Competition is Doing: Reinvesting In Toronto," published by the Canadian Urban Institute. This article is adapted from a speech given at a recent symposium in Ottawa co-sponsored by OPPI.*

we will be meeting our budget and pulling revenues needed to make the conference a success. OPPI president, Dennis Jacobs, attended on behalf of CIP and OPPI, and Robert Tennant co-chaired the overall Conference Committee with me. Thank you to all the people who helped and will continue to help at the event July 8-11.

#### Join Us In Ottawa

The National Conference in 1982 took place at rather a depressing time for planners. Cities were being forced to cut back, as borrowing had become prohibitive and federal assistance to cities had become a dead issue (Harvey Lithwick's 1982 keynote message was: "Do you have the brains, guts, and collective will to transform urban policy from the farce of the seventies into a force for the eighties?") Did we meet his challenge? Do we not have similar issues before us today? The economic situation has improved, but the funding of Canadian cities by senior level of governments is still a major issue. Come to the Conference and discuss where we have come from and what our future beyond 2001 will bring.

*Pam Sweet, MCIP, RPP, is a Vice President with FoTenn Planning Consultants in Ottawa. She can be reached at [sweet.fotenn@cyberus.ca](mailto:sweet.fotenn@cyberus.ca).*

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## How Good Design Can Help Make Main Streets Successful

By Dan Leeming

The third and final article in a series examining why some Main Streets work better than others.

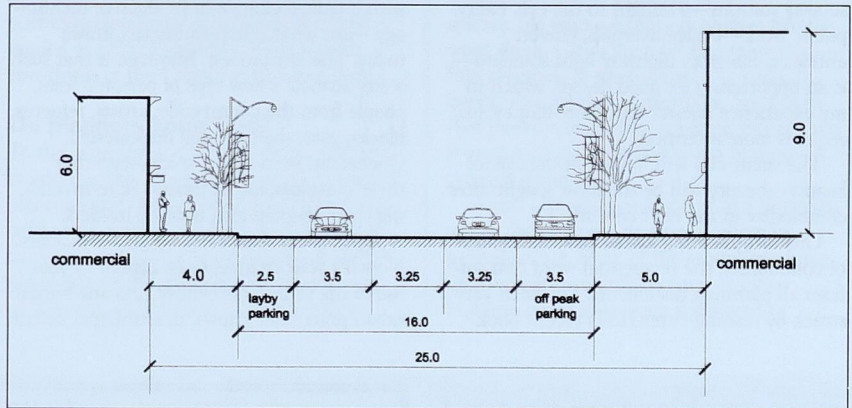
There is something quite wonderful that happens on the sidewalk between the building wall and curb edge of a healthy main street. People love to be with other people. It is a version of the European "promenade," to sit, to stroll, to shop, to talk, to share a common gathering place. To achieve this, the physical layout is very important. Of equal importance is the proximity and number of local residents, social and cultural influences as well as the goods, services and entrepreneurial skills of the merchants: these are the factors that make it all work. A well-designed main street can still be a bust if any of these elements do not function well. While the successful formula sounds straightforward, it often takes a large dose of history for everything to really come together. In other words, good streets need time to reach their potential. It has been my experience that lessons in urban design are to be learned as much from walking the street, asking questions and digging into historical records as from the classroom or design studio.

Chart 1 compares Bloor West and the Kingsway.

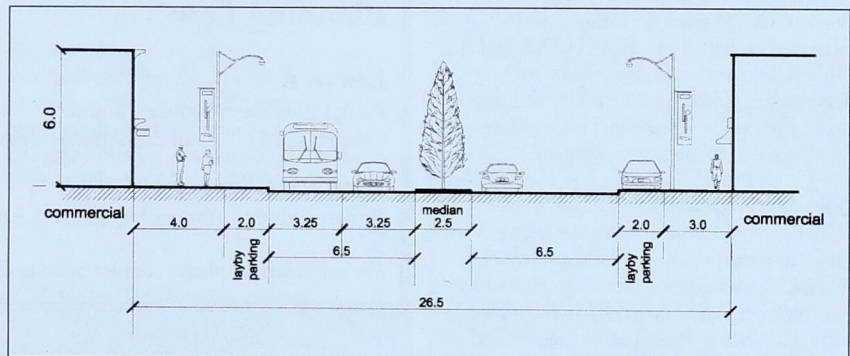
While the physical analysis indicates strong similarities, there were crucial physical design choices made in order to trade off one need for another in the building of these blocks that has determined the degree of present-day success for each area. It is interesting to note (see cross-sections) that

while the wall-to-wall separation is similar, 25.0m for Bloor West and 26.5m for the Kingsway the curb-to-curb separation is much greater, 16.0m in Bloor West and 20.0m in the Kingsway. The difference lies

in the fact that Bloor St. W. has two permanent travel lanes eastbound and 1 permanent travel lane westbound, plus a second west bound lane that alternates between travel in peak periods and parking in off-



Bloor Street West



The Kingsway

Chart 1

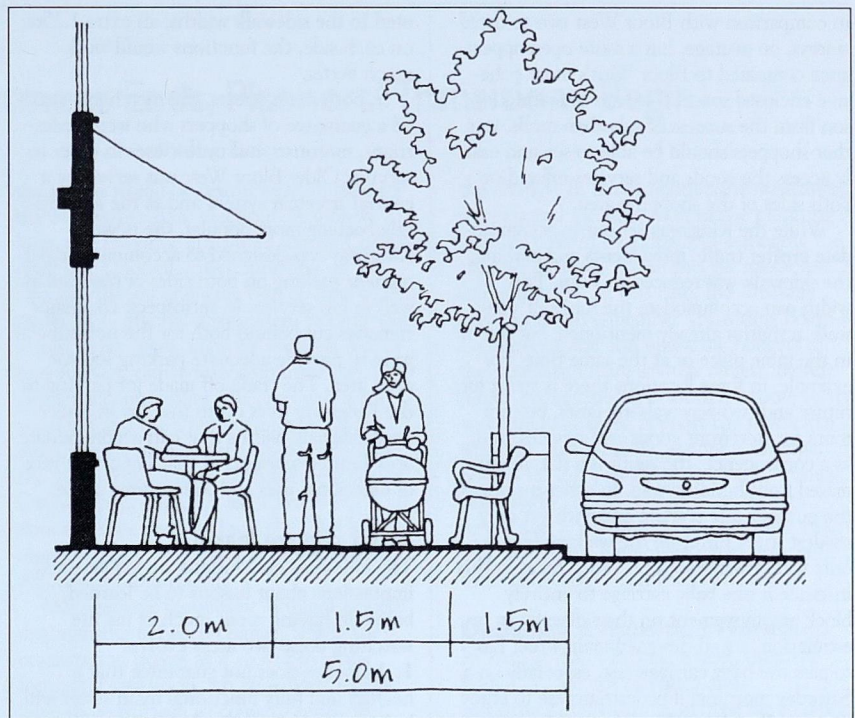
Physical Analysis	Bloor West	Kingsway
Length of 'main street' cross sections	0.85 km.	0.75 km.
- wall to wall separation (across the street)	25.0m	26.5m
- sidewalk widths	4.0m to 5.0m	3.0 to 4.0m
- peak travel lanes	4 lanes, with some layby parking 1 side	4 lanes with layby parking on 2 sides
- off peak travel lanes	3 lanes with full layby north side	4 lanes with layby parking on 2 sides
- centre median	No centre median	2.5m wide
- ratio of building wall height to street width	1:2.8	1:4.4
- building heights (average)	2- 3 storeys	1-2 storeys
- parking areas	Large capacity surface parking on north side over subway cut and curbside parking on Bloor	Large capacity surface parking on north side over subway cut and curbside parking on Bloor

peak periods. There is only a permanent layby parking lane on the south side of Bloor. Both have generous parking provided immediately behind the shops on the north side of Bloor St., where the subway trench was cut in the 1950s and then turned into parking lots. This additional parking capacity has contributed greatly to the vitality of each area.

*Bloor West:* The sidewalks in Bloor West are approximately 4.0m to 5.0m wide. This is a crucial dimension in that it allows the full range of functional activities to occur.

The merchants need approximately 2.0m to display their goods or seat their patrons at cafes, the central 1.0m walking area is the same width as a typical residential sidewalk and permits people to comfortably pass one another as well as push baby carriages or drive wheelchairs and the 1.5m curb side edge is needed for assorted street furniture such as park benches, street lights, parking meters, garbage cans, newspaper boxes and street trees. These curbside uses also provide a comfortable buffer between the pedestrian and moving traffic. While these minimum dimensions vary from shop to shop and block to block, they permit a consistent balance of these functions along the entire 0.85km main street area. To simplify this equation in the Bloor West cross-section, the area set aside for vehicles is 64 percent and for pedestrian 36 percent.

*Kingsway:* The Kingsway main street was built a little later than its cousin Bloor St. W. and did not have a street car down its centre. The Bloor streetcar line terminated at a roundabout at Jane St., the far west end of the Bloor West main street. The automobile and the Bloor bus were the main vehicle systems during the Kingsway's design and construction period, with the subway to follow 20 to 30 years later. As a consequence, its cross-section is noticeably different from that of Bloor West. To start with, the greater attention to car movements and parking has resulted in a roadway with two full movement lanes east and west with permanent layby parking on each side. Another addition is a decorative centre median 2.5m wide that accommodates small street trees, decorative features and signage. The sidewalk on the other hand has been reduced to 3.0m. In other words, 75 percent of the cross-section serves vehicle movement and parking while only 25 percent serves the pedestrian activities. The increased road bed and median width increases the pedestrian crossing time from one side to the other by 25 percent and in combination with the lower building heights of one to two storeys



*Bloor Street West sidewalk cross-section*



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in comparison with Bloor West two to three storeys, on average, has a more open appearance compared to Bloor West's more cohesive enclosed space. If we are to learn a lesson from the success of suburban malls, it is that shoppers should be able to see and easily access the goods and services offered on both sides of the shopping area.

While the Kingsway set out to accommodate greater traffic movements and parking, the sidewalk was reduced to 3.0m. This width can accommodate the range of sidewalk activities already mentioned, but not all in the same place or at the same time. For example, in some locations there is street furniture and two-way walking lanes, but not room for storefront goods and services, and, as a consequence, the result is a flat, unanimated front building wall. In other instances, the outdoor café is there and with yet only modest street furniture the walking lane is only wide enough for one. All it takes in this instance is one baby carriage to entirely block any movement on the sidewalk. In my estimation, a well-designed main street has to pass the baby carriage test, especially on a Saturday morning, if pedestrians are to enjoy their stroll and merchants are to get the walk-by traffic they need. It also interesting to note that the benches in Bloor West face inward to the shop fronts and sidewalk action whereas in the Kingsway they face out to the road and unused decorative centre median.

If the centre median were to be redistrib-

uted to the sidewalk widths, an extra 1.25m on each side, the functions would work much better.

In both main streets, the merchants needed a guarantee of shoppers who were pedestrians, motorists and transit users in order to survive. Older Bloor West was served by a central streetcar system and as the automobile become more popular, the newer Kingsway was designed to accommodate permanent parking on both sides of the road as well as bus service. In retrospect, the major trenches cut behind both for the new subway were to provide adequate parking lots for each area. The trade-off made for parking in the Kingsway lives on to this day in under-sized sidewalk widths that can accommodate only limited amounts of that important mix of functional uses and street living space.

### What can we learn?

The following conclusions are my personal impressions about lessons to be learned, based on having spent much of my life watching these two areas evolve.


1. Affluence does not guarantee that a healthy and fully functional main street will be created or maintained at its centre. Prosperity will involve trade-offs, not always for the better. For example, the proliferation of large banking, healthcare, and funeral home services replaces the dynamic mix of many small shops, cafes and services.
2. The delivery and maintenance of healthy main streets depends on many factors, such as:
  - the diversity and ingenuity of retail operators, large and small;
  - the location and contribution of institutional uses;
  - the unique nature of cultural characteristics and community groups;
  - the relationship between proximity and density of resident population to support the merchants and the transit system; and

- the careful thought given to the physical design and its relationship with people's day to day needs.
3. If the significant building stock can be maintained as a vital part of the main street mix, then the uses within it can more easily be changed as the market place demands. As an example, the old Runnymede Theatre is a significant structure that could no longer make a go of it as a cinema. The conversion and restoration of the original historic interior by Chapters adds to the vitality and dynamic mix of the area, while retaining the structure and integrity of the street.
  4. The trade-offs made, in giving a high priority to vehicle space and single-purpose decorative space such as centre medians, has resulted in a diminished pedestrian area and has left its mark permanently. A perceived aesthetic such as a median is a poor substitute for a functional area such as a sidewalk.
  5. Main streets have proven their ability to enhance the quality of people's lives and strengthen healthy community areas. Main street areas and smaller versions of centre nodes in new greenfield areas are now fetching higher values, as marketing specialist and realtors are finding through focus groups and unit sales. These areas are now competing effectively with other prime attractions such as waterfront, and parkland and woodlot/valley areas and have great depth in delivering the full range of livable community goals.

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## Planning Department Ends, Planners' Transitions Begin

By Reg Lang

Imagine that you're a member of a well-respected planning department, doing good and necessary work. Municipal amalgamation and organizational change are on the way, but you have no hard information on how it will affect you personally. One day you find out that the department will be coming to an end soon, but you still don't know what will happen to your job, the projects you've been working on, your colleagues and friends, your future. Imagine what thoughts would be running through your mind and how you'd feel.

### Shift Happens

Staff of the former Regional Municipality of Ottawa-Carleton don't have to imagine. It happened to them last year, ending a period of uncertainty that began in July 1999 when the Minister of Municipal Affairs and Housing announced that municipalities in

the region would be restructured in time for the November 2000 elections. A month later, the Province appointed former Clerk of the Privy Council, Glen Shortliffe, as Special Advisor and gave him 60 days to recommend municipal government reforms that would lower taxes, improve services, reduce bureaucracy, clarify responsibilities and foster greater accountability. His proposals were accepted and the Province proceeded to eliminate the two-tier structure, replacing the 12 municipal units with the new city of Ottawa (pop. 750,000) as of January 1, 2001. Among those dissolved was the RMOC, along with its Planning and Development Approvals Department.

Management consultant William Bridges distinguishes between change, which the organization makes as it moves to a new form, and transition, which is what people have to go through to come to terms with

the change. In amalgamations, downsizings, mergers and the like, most of the planning is directed toward enacting and managing the change; personal transitions get much less, if any, attention. In this case, the Minister appointed a five-member Transition Board to establish capital and operating budgets for the new city, create savings targets, recruit senior management personnel, impose salary and benefits freezes, support the municipal wind-up, and generally assume municipal powers for the year 2000. But here, "transition" really meant "change," in Bridges' terms, and it was imposed rather than voluntary. Municipal employees could only hold their collective breath, wait and see.

### Designing a Transition Workshop

In August 2000, Pamela Sweet, then the RMOC's Director of Policy and Infrastructure Planning, invited me to design

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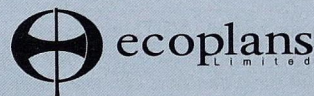
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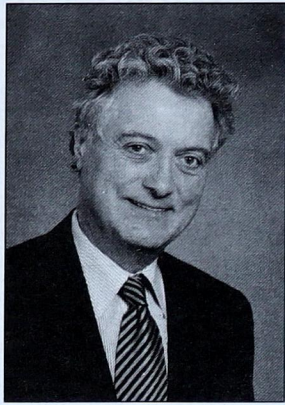
and conduct a one-day workshop for the planning divisions' professional and support staff affected by these changes. Her intent was twofold: to create a setting where participants could explore, vent and share views on the upcoming changes/transitions; and to honour the Region's past planning accomplishments, consider what should be carried forward, and prepare for phasing out. Subsequently, we added another component recognizing that different people respond differently to change and transition. For example, some welcome change and see it as an exciting challenge, full of opportunity; others fear or resist change, have more trouble letting go of the past, and are less effective in adjusting to the realities. To help uncover and address these important differences, the workshop incorporated the Myers-Briggs Type Indicator, a widely used tool for addressing psychological functioning, an important dimension of individual diversity.

When you take the MBTI, it sorts your preferences along four scales. Note that everyone uses all the preferences but, type theory says, most of us favour one in each pair.

1. Where you prefer to direct your attention and get your energy: if Extraversion, the outer world of people and activity; if Introversion, the inner world of thoughts, feelings and memories.
2. How you prefer to take in information: if Sensing, by focusing on what is real, tangible and actually happening; if Intuition, on possibilities, patterns and a sixth sense (hunch, insight, gut instinct).
3. How you prefer to make decisions: if Thinking, in a logical, objective and

impersonal way; if Feeling, more subjective, personal and people-oriented.

4. How you prefer to deal with your outer world: if Judging, in a planned, orderly, decisive manner ("love of closure"); if Perceiving, flexibly, spontaneously, going-with-the-flow ("love of process").
- Each of these dimensions has obvious connections to planning. Less readily apparent are the links to change and transition (see Barger and Kirby). Through the MBTI, people are better able to understand and appreciate their own responses to what's happening, discover that some of these are shared and some are different, expand their range of options, and support each



Two individuals who moved on: Nick Tunnacliffe ...

other in this difficult time.

Late in September, staff of the Department's planning divisions received an invitation to the workshop, explaining its objectives and how it would operate, along with a request for information concerning what they'd like to see happen and not happen at the workshop. They were also asked to reflect on their time with the organization, recall activities they'd been involved with that they felt especially proud of, and name one thing that they would like to see continued by the new organization. Most of those invited responded positively. They received the MBTI, completed the answer sheet and returned it for computer scoring.

## Workshop Conduct

The workshop was held in October at an off-site location in Ottawa. Thirty-six people attended (five others who completed the MBTI were unable to attend): three planners/managers, 18 additional planners, 5 engineers, and 10 support staff (including two students).

Tension in the room was palpable as the workshop began. Soon, however, I became aware of the esprit de corps in this group whose members had shared a lot and now faced a common ending together. Opening remarks by Commissioner Nick Tunnacliffe highlighted the many accomplishments of the department over its 32-year history. This was followed by an experiential exercise to "normalize" change and discuss how it makes us feel. We talked about the difference between change and transition, which everyone in the room was going through in one way or another, and the fact that we always have some measure of control over what happens—if not over the change itself, then over how we perceive and respond to it.

This set the stage for an introduction to personality type, distribution of individual reports on MBTI results, and identification and verification of each participant's 4-letter type. In a series of exercises focusing on each of the four preference pairs in turn, participants learned more about their and others' types along with the value of difference. Here are some examples that showed up. Extraverts and introverts (61 percent and 39 percent of the group, respectively)

wanted different kinds of interaction. Sensing and Intuitive types (39 percent and 61 percent) saw dissimilar things in the same data. Thinking and Feeling types (66 percent and



... and Pam Sweet

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34 percent), given a hypothetical situation, reached the same conclusion but on divergent paths of reasoning. Judging and Perceiving types (46 percent and 54 percent) demonstrated quite unlike attitudes toward work/play. By lunch time, enthusiasm was running high, as people acquired fresh insights into everyday workplace behaviours plus a new vocabulary to "discuss things personal without getting too personal."

The afternoon session waded into deeper water and the harder work began. In preference-alike groups, participants homed in on what they had the most difficulty with, wanted/needed, and were able to give to others during this time of transition and change. Differences became more apparent: time to talk things out vs. time to think things through; specific detailed information about upcoming changes vs. more on the overall rationale with opportunities for input; the underlying logic of the change vs. the impacts on people affected; a clear plan of action with realistic timelines vs. more information with allowance for alternatives. As ideas emerged, participants were encouraged to form interest groups for advancing them to action.

Endings and loss were addressed next. For Bridges (aptly named!) transition is initiated by an ending, on the way to a new beginning. In between is "the neutral zone," a nowhere between two somewhere. It's a time when the old way is gone but the new path is not yet clear, where one life chapter is closing and the next one hasn't yet

opened. This is an important period for sorting things out, staying with feelings instead of trying to escape them (the #1 temptation is to get away rather than "holding the space"), restoring personal balance, taking extra good care of oneself, and regrouping before moving on. Doing otherwise risks depression, blocked creativity, extra stress and career problems, Bridges claims. Yes, he says, transition is disruptive, but it can also be profoundly positive.

Loss requires grieving. Naming losses is an initial step in mourning them and eventually letting go. The next exercise was risky: in type-alike groups, participants were asked to consider the changes happening in their workplace and identify the losses they experienced or expected. Losses singled out as most difficult were (in no particular order) friendships, current undertakings and goals, effective and productive working teams, leadership, employment, location and setting, contacts, organizational culture and environment, familiarity and the corporate entity. The ensuing discussion showed how different people experience different losses and feel their significance differently—for example, Sensing types tend to focus on the loss of things as they are now, while Intuitives are more likely to highlight forgone possibilities and what-might-have-been. At the same time, people have varying strengths that can be activated for self- and mutual support.

Making a good ending is essential for a good transition. If this isn't done, the danger

is getting stuck in the neutral zone and hanging on too long to what needs to be relinquished. The final exercise aimed at, first, helping participants recognize what they needed to say goodbye to and let go of as the Department came to an end, and second, determining how they could celebrate its accomplishments and honour the past. Small groups pinpointed achievements of which they were particularly proud, times when they felt they'd made a difference. To name a few: regional official plans, strategic planning and team building, the transitway, environmental programs and ecological planning, economic reports, infrastructure improvements, various proactive policies, a community vision, quality service, an efficient approvals process. Among the endeavours they hoped would be continued in future were environmental policies and programs, protection of natural areas, transitway and alternative modes of transportation, urban design incorporated into planning decisions, improved cultural landscape, a rural service strategy, and a balanced comprehensive official plan.

By now, energy in the room was at a low ebb but it revived as the group brainstormed suggestions to mark the Department's



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demise. Proposals for a wake and a bonfire especially reinvigorated people and stimulated their creativity. Other ideas included a big party, a group photo or video, a monument or time capsule, planting a tree, purchasing a bench, and creating a future contact-list.

That brought the workshop to an end. My closing remarks offered one bit of advice: "strategic procrastination" (Wilkins): intentionally putting off making a determination about an unwanted event until you get evidence about its possible benefits; staying open to information about the upside until you can see what it might be. Something that looks bad now may turn out to be a blessing in the longer run and that's more likely to happen if given a chance. It's not simply, "Keep smiling." Just "Defer judgement awhile"—a special challenge for those who prefer judging, as many planners do.

### Aftermath

The evaluation, administered and collated by Department staff, indicated that the workshop's objectives had been achieved. In summary, "The response was overwhelmingly very good or excellent." Participants said they most liked: the interaction and camaraderie; seeing and sharing how others were facing the transition; recognizing and appreciating

different perspectives ("an eye-opener") together with their strengths/weaknesses; better understanding how we react to and deal with change and transition; discussing common history and future; focusing on softer skills; the informal atmosphere; and the use of humour.

For my own part, I was most impressed and touched by the way they were handling a transition that had to be disorienting, frustrating, painful and anger-generating. Surely there must be better ways to make such changes. Using methods that are far less arbitrary and brutal, and losing the dispassionate decision-making from on high (amazingly, the Advisor called his 60-day process "democratic" and the Board claims to be "involving all stakeholders in collaborative development of problem-solving and work solutions"). Providing more and better information to those affected. Fully acknowledging their contributions, their loyalty, and the care they have for their work and their communities. Paying explicit attention to the personal impacts of change. Above all, recognizing that efficiency and cost-cutting cannot be everything. The ultimate irony is that most amalgamations do not deliver these outcomes, as Andrew Sancton's extensive research shows and the new Toronto disas-

trously demonstrates. Ottawa's mayor recently declared a "financial emergency" as transition costs ballooned to \$189 million (Shortliffe estimated \$50 million). It brings to mind the old song, *When Will They Ever Learn?* It begs for common sense.

What happened to the employees involved? Senior managers were offered voluntary exit packages (topping the list, the Region's acting CEO received \$587,135). Others will have to make do with yet-to-be-finalized compensation through union agreements. A few found positions in the new City (only two of the 14 senior planning positions filled to date, early March, went to employees of the former Region's Planning Department). Others secured employment elsewhere. Some took early retirement. Many are still in limbo and may be for some time.

What to make of all this? As planners, we see our function and service as essential to society, yet planning is also subject to the forces on and in that society. One of these is increased complexity and its backlash, the seductive appeal of simplistic solutions simply justified ("We believe this is best and will work"). Planners at the former RMOC know this phenomenon all too well, but they weren't its first victims and won't be the last. Understanding and being able to cope with the inevitable transitions in their fullness, therefore, is a survival skill in this 21st century.

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*Thanks to Mel MacLeod (Mel MacLeod & Associates, Mississauga) for his advice and assistance on the workshop design, and to Pamela Sweet (now Vice President of Policy and Planning, FoTenn Consultants Inc., Ottawa) for her input to this paper. The views expressed here, however, are my own.*



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## The Evolution of U.S. Growth Management Policies Can Point to the Right Direction

By Christopher J. Dunn

There is growing public concern in the Greater Toronto Area and elsewhere in Ontario over how the region deals with the issues of rapid growth. The Province of Ontario has responded by expressing an interest in developing a growth management policy for its urban areas. Although preliminary ideas have some similarity with "Smart Growth" policies already adopted in many U.S. states, the Ministry of Municipal Affairs has stressed that it doesn't want to mimic those same policies, but instead wants to develop a "made in Ontario" solution.

Replicating U.S. laws is definitely not the answer to Ontario's problems. However, it should be noted that many U.S. states have had active growth management legislation for more than 20 years. Some of this legislation, notably Florida's, has evolved over time from strictly a land use management

policy, to a state-wide policy to encourage social equity and community empowerment. Ontario should take note of the latest recommendations for revisions that are being made to U.S. Legislatures and try to incorporate these proposed programs within their new policy.

Florida has had a long history of growth management legislation due to the constant rate of growth the state has faced since the 1950s. Florida enacted its first formal statewide growth management laws in 1972. The "Florida Environmental Land and Water Management Act" was passed as a result of a rapid population increase from 2.7 million people to 6.8 million people between 1950 and 1970. The state legislature was concerned that local control of land use decisions did not address regional and state-wide land use issues and that the principles of comprehensive planning could

not be implemented within the current system.

The new act required that (1) Regional Planning Councils develop comprehensive plans consistent with the state comprehensive plan, (2) local comprehensive plans be consistent with both regional plans and state plans, and (3) appeals be sent to a State Commission.

Although the act was considered revolutionary at the time, it was not without its problems. Appeals of land use decisions were common and the act permitted only property owners, developers and the state planning agency with standing to appeal decisions. Adjacent landowners, local property associations and environmental groups became frustrated that they were excluded. Local governments complained about state infringement of their autonomy and the state felt powerless to enforce local decisions

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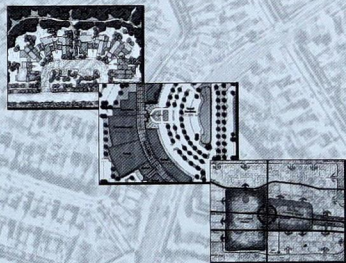
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that did not comply with its plans. By the early 1980s, growth had escalated to 300,000 new residents each year and frustration with the existing growth management act prompted the state legislature to re-examine its policy toward growth management.

In 1985, under the recommendations of the "Environmental Land Management Committee II," the current Growth Management Act was passed into legislation. This act required that (1) Regional Planning Councils adopt comprehensive plans that were consistent with the State Comprehensive Plan, (2) each local government adopt a comprehensive plan that is consistent with the regional and state plans, (3) local governments must adopt a specific level of service for water, sewer, solid waste, drainage, conservation, recreation and open space, and (4) each local government implement the practice of concurrency, thereby requiring that all facilities and services be in place prior to the opening of new development. Concurrency management required that the impact of new development be realistically assessed prior to approval in terms of cost and to eliminate the lag time between development and the provision of services.

The 1985 Growth Management Act also featured enforcement tools to ensure that



*Smart Growth not an easy sell in Florida*

local governments followed the intention of the act. The state had the power to withhold grants and funds to local governments if inconsistent plans or amendments were approved. The state could also seek an injunction to require a local government to act consistently. Affected citizens could

appeal decisions through an administrative appeal process, and seek relief in the courts for inconsistent development orders, a vast improvement over the previous act.

In the year 2000, Governor Jeb Bush appointed a growth management commission to examine the act and recommend improvements. Highlights include a re-examination of the roles of local, regional and state governments, an evaluation of the regional impact program, development of a state-wide rural land use policy, and an investigation into the feasibility of market and financial incentives for guiding development into designated areas. It is anticipated that these recommendations will bring Florida's growth management policy up to date in terms of future urban expansion needs and a greater sense of fairness to all parties involved.

Ontario can learn from the evolution of Florida's legislation. There is now a set of tools that supports preservation of agricultural lands, the revitalization of urban areas using grants and incentives for the private sector, and requirements that services be present when new residents move in. By examining the latest recommendations coming from U.S. growth management commissions and studying the evolution of U.S. policies, Ontario may be able to develop a growth management policy that provides the tools for the enhancement of the quality of life within Ontario's communities.

*Christopher J. Dunn is a planner with the City of Miami Beach and graduate of Ryerson's School of Urban and Regional Planning. He can be reached at: [cjdunn@idirect.com](mailto:cjdunn@idirect.com).*



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# OPPI Membership Services Working for You

By Kennedy Self, Don May, and Bryan Weir

The Institute's Millennium Strategic Plan sets out a new framework intended to serve the needs of members and make OPPI relevant to the broader community. Members identified Membership Services as a cornerstone of OPPI. Two priority areas were identified:

1. Improving the Membership Process, and
2. Supporting members with a dynamic membership services package.

This was recognized through the Strategic Plan and the restructuring of OPPI's Council to have an umbrella Membership Services Committee, chaired by Kennedy Self, MCIP, RPP, that links and coordinates the initiatives of three of the Institute's key committees: Membership, Membership Outreach and Professional Practice and Development.

**Professional Practice & Development Committee**

Professional Practice & Development Committee is focused on supporting members with a dynamic membership services package (see Table 1).

With respect to member services, members identified a need for more professional development. A new course has been developed for the Institute by Sue Hendler of Queen's University and is being organized for delivery this year. As the

course matures, more practical case studies will be added. Deputy Registrar Jerry Smith will be sending out notices for these sessions.

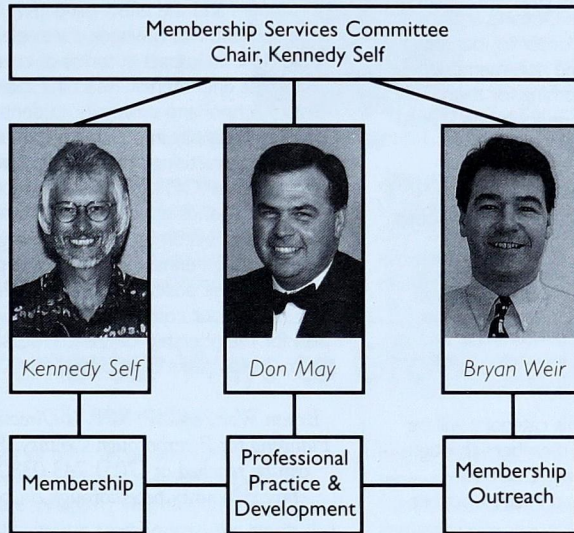
The Practice & Development Committee, composed of members from each district, is undertaking as their first task to develop a series of discussion papers about practice. These papers will be circulated to all members in autumn 2001 for comment. The papers will be refined and

Council will be asked to endorse a statement related to the particular practice.

The first two papers will be on:  
1. An independent professional judgment or opinion, and  
2. Public interest disclosure.

Paul Chronis, Vice Chair of the Committee along with Judy Brouse and Allison Christie, will develop the discussion paper on public interest disclosure. Brian Smith and Maureen Jones will work with me

to develop the discussion paper on independent professional judgment/opinion. Future topics could include a discussion on advocacy. Members are welcome to send in suggestions for future papers to the attention of Jerry Smith at [membership@ontarioplanners.on.ca](mailto:membership@ontarioplanners.on.ca). We trust that Professional Development will make the Institute and all members more respected and highly regarded as representing professional planning in Ontario.



**Table 1: Supporting Members with a Dynamic Membership Services Package**

ACTION	STATUS
Establishing a Practice and Development Committee that will develop a plan for the delivery of tools and resources to enhance and maintain professional practice.	Professional Practice & Development Committee established that will focus on the development of 2 Professional Practice papers for approval by Council and publication in the Fall/Winter 2001.
Maintaining appropriate professional standards for the profession by investigating a program that supports the continuous learning of planners.	Currently investigating partnership to deliver "credit" continuing education programs with universities.
Launch new Practice and Skills Workshops e.g. Ethics for Planners, Media training for Planners.	- Media Training for Planners launched for June 2001 in partnership with Ryerson Continuing Education. - Implementation of Ethics for Planners Workshop on hold for Winter/Spring launch due to limited staff resources. Rescheduled for implementation in Summer 2001.



Don May, MCIP, RPP, is OPPI's Director of Professional Practice and Development. He is a sole practitioner in Burlington. For the next eight months Don will be located in Morgan Pirie's office while Morgan recovers from a serious automobile accident. Don can be reached at 905-332-2324 or donmay@idirect.com.

### Membership Outreach Committee

Membership Outreach Committee is focused on improving the membership process (see Table 2).

We all know of a couple of practising planners who have not yet joined OPPI for one reason or another. Bryan Weir will be working closely with the Districts and the membership at large in order to identify potential members. Some non-member planners have been practising for more than 20 years and have undoubtedly gained a tremendous amount of experience.

#### Table 2 Improving the Membership Process

##### ACTION

Establishing an outreach strategy to attract non-member practicing planners, including the continuation of Executive Practitioners Outreach.

##### STATUS

Membership Outreach Committee established. Strategy in process of being developed for implementation at district level.

Planners who fall into this category will be encouraged to become members through the Executive Practitioners Outreach Program. As part of Bryan Weir's portfolio

as the Director of Membership Outreach, the establishment of an outreach strategy to attract non-member practising planners is in the works.

The Director of Membership Outreach is also responsible for working with university planning schools in Ontario. Students enrolled in recognized planning schools are eligible to become Student Members. These members bring with them enthusiasm for the profession, fresh perspectives and form the foundation for future planning practice.

One of the more exciting and challenging aspects of this position involves reaching out to high school students. At the secondary school level, little, if any, emphasis is placed on land use planning, the role of planners and the effect on community development. This is where our profession could have an impact in terms of creating awareness and interest. Reaching secondary school and university students is important. Equally important is the task of contacting practising planners that have not yet joined OPPI. The ongoing success of OPPI depends upon creating interest in the Institute, becoming a stronger organization through enhanced membership, and promoting the positive effects that planning has on our communities. A multi-year plan for Membership Outreach focused on these key tasks is proposed for 2001.

Bryan Weir, MCIP, RPP, is Director of Planning for Peterborough County. Bryan can be reached at (705) 743 0380 or bweir@county.peterborough.on.ca.

### Membership Committee

The Membership Committee is focused on improving the membership process (see Table 3).

#### Table 3 Improving the Membership Process

##### ACTION

Planning and implementing an Examiner training program.

##### STATUS

- Membership Committee to discuss at June 8th meeting. Examiner training program developed and launched by Fall/Winter 2001.

Establishing policies and support programs/tools to move long-standing provisional members to full membership status.

- Membership Committee to discuss at June 8th meeting. Policy developed for approval by Council Fall 2001.

Kennedy Self is the Director of Membership Services Committee and functions as the Registrar and Chair of the Membership Committee. The Membership Committee, made up of the Chairs of the District Membership Committees, processes over 100 member applications annually and reviews provisional member logbooks and conducts entrance interviews. Kennedy welcomes our new Deputy Registrar Jerry Smith as he takes on the responsibilities of Membership Marketing and Processing. Jerry can be reached at OPPI at membership@ontarioplanners.on.ca

Kennedy Self, MCIP, RPP, is a private consultant and can be reached at 905 985 2793 or kennedy.self@sympatico.ca

## Welcome Gerald J. Smith as Manager, Membership Marketing/Deputy Registrar

The OPPI Council and staff welcome Gerald J. Smith as Manager, Membership Marketing/Deputy Registrar. Jerry, as he prefers to be called, brings a diverse range of experience to this position. He has worked in the private sector, as well as with various professional and trade associations. Jerry will work with the Membership Outreach Committee to manage the development and delivery of an effective Membership Outreach Program. In his capacity as Deputy Registrar, Jerry will process all membership applications, arrange for examinations and work with the Professional Practice &



Jerry Smith

Development Committee to coordinate the promotion and delivery of professional practice education programs for members.

Jerry is a long-time member of the Canadian Society of Association Executives. His association management experience spans the Ontario Medical Association, the Institute of Professional Librarians of Ontario, and the Heating, Refrigeration and Air Conditioning Institute of Canada (HRAI). This association received a U.S. Environmental Protection Agency award for its work and educational initiatives regarding CFCs while Jerry was

Manager of Communications and Education.

As an Administrator, Jerry has worked closely with volunteers, committees, members, senior level government officials, professional organizations and educational institutions. "I am really thrilled to be offered this opportunity to work with OPPI with its wide range of dedicated professionals. I enjoy working with people who can look to the future and also have a respect for the past." Jerry welcomes your ideas and suggestions, and can be reached at membership@ontarioplanners.on.ca, 416-483-1873 or 1-800-668-1448 ext. 25.

# OPPI Congratulates Scholarship Winners Sarah Jacobs and Faye Langmaid

The OPPI program is an important commitment on OPPI's part to supporting student members through the membership outreach program. OPPI has established a segregated fund called the Student Scholarship Fund. The goal is to build up the fund to an amount that will allow the interest to be used for scholarships. This year at the joint conference, a golf tournament will be held to raise money for the fund. Plan to attend and contribute to the fund.

**S**arah Jacobs, a second-year planning student at the University of Windsor, is vice-president and former social coordinator for Windsor's Association of Planning Students, as well as the university's representative of the Canadian Association of Planning Students. She was also employed by the university to prepare its first signage policy, a job



Sarah Jacobs

that required her to carry out extensive research and work with a committee that reviewed the policy as it took shape. She has also volunteered with the Children's Rehabilitation Centre of Essex County, which runs summer camps and other programs for children and teens with physical disabilities. When she graduates, she plans to study planning law. Her professors and employers enthusiastically supported her application, pointing out her organizational skills, her outstanding academic record, and her commitment to community programs. The OPPI is very pleased to award the Undergraduate Scholarship to Sarah and wishes her all the best in her studies.

## Gerald Carrothers Graduate Scholarship

Faye Langmaid, MCIP, RPP, is in the first year of a Ph.D. program at the University of Waterloo, having taking a leave of absence from her position as Coordinator of Design and Development in the City of Windsor's Parks

and Recreation department. She is currently conducting research for her dissertation on the way in which municipal planners use websites to promote citizen engagement and identify community goals. Faye earned her undergraduate degree in planning at the University of Saskatchewan and completed a master's

degree in public administration while working full-time as a planner in Windsor. She has been active in OPPI, and helped to organize the OPPI conference in Windsor in 1997. She has long been involved in community efforts to clean up local waterways and in 1999, the Citizens' Environmental Alliance of Southwest Ontario and Michigan bestowed on her its Environmental Achievement Award. Faye has lectured at the University of Windsor on urban



Faye Langmaid

design and park planning and hopes eventually to become a full-time professor of planning. OPPI is confident that Faye will be an excellent teacher and mentor to a new generation of planning students.

## Exploring Smarter Ways to Grow

By Melanie Hare

**O**PPi's second Policy Development Paper will explore growth management strategies for Ontario's urban and rural communities. Melanie Hare of Urban Strategies will be conducting case study research of select North American cities to derive lessons learned about growth management. The study will focus on tools and roles that can be effectively applied to growth in Ontario.

The development of this Policy Paper is timely. While volumes have been written on growth management, successful growth management has eluded most communities in North America. In Ontario, we have not been as effective as we might have been, despite planning policies that establish urban boundaries, recognize the need for sustainable forms of development and which identify a network of urban nodes and linkages. Growth still takes place beyond urban boundaries, and when development occurs within the defined urban envelope, it most often happens outside the nodes planned for greater intensity. Population projections foresee growth of 100,000 people per year in the Greater Toronto Area alone. In this context, there is an increasing awareness that growth management strategies will be critical to the long term livability and econom-

ic viability of both urban and rural centres.

Ontario is not alone—cities around the world are struggling with this challenge. Most noticeably in our neighbour to the south, the mantra of smart growth has been gaining strength and appears to have survived the change to a Republican administration. In the recent U.S. federal elections, of the over 550 local ballot measures related to smart growth, 72 percent were passed. The American smart growth movement is exemplified by state and federal policy and programs such as Maryland's Smart Growth and Neighborhood Conservation Act, the federal Brownfields Bill initiative and Urban Agenda Act for the 21st Century.

Faced with the challenges of sprawl and impressed by the potential of smart growth initiatives south of the border, urban growth management is poised to become a core focus for the provincial government. Premier Harris has committed to adopting a smart growth platform of policy and funding initiatives. The Provincial review of the Municipal Act will explore an enabling rather than a prescriptive approach to urban governance, perhaps offering local government a greater range of tools than are currently available. The Provincial Policy Statement review is about to

begin. Provincial brownfield programs, hints of a renewed interest in federal funding for public transit, local downtown revitalization efforts and innovative use of incentives by municipalities—relying on carrot rather than a stick to guide development—suggest the time is right to implement creative growth management initiatives in Ontario.

In this context, the Policy Paper will help to ensure that the OPPI and its members have a strong understanding of effective growth management strategies employed elsewhere in order to better craft our own Ontario-made solutions. It will also offer OPPI an information platform to support and, when necessary, offer professional review of government proposals. More details about the study objective and methodology can be found on the project webpage at [www.ontarioplanners.on.ca](http://www.ontarioplanners.on.ca). The preliminary findings of the research will be available at the joint OPPI/CIP conference in July.

*For further information on the project or should you wish to share information on effective growth management efforts in your community, please contact Melanie Hare, MCIP, RPP, at Urban Strategies 416-340-9004 ext 215; [mhare@urbanstrategies.com](mailto:mhare@urbanstrategies.com).*



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# Pamela Anderson Named As 2001-2002 OPPI Student Delegate

Pamela Anderson is a fourth year undergraduate co-op student in the School of Planning at the University of Waterloo. Immediately after completing her degree this December, she will begin work towards a Masters of Local Economic Development at the same university. She attended her first OPPI Council meeting in May.

"The co-operative program at Waterloo helped me get valuable work experience in the planning field," she says. "I was part of the federal government's Year 2000 Task Force Team, where I helped to develop contingency plans for crown lands and laboratories. I also had two consecutive placements in the Planning Department at the City of Kitchener. Recently, I started working for the Local Economic Development Department at the City of Toronto."

Student involvement is nothing new to Pamela. For the past two years she was president of the Planning Student Association, acted as a representative on the Committee of Presidents and also chaired the Environmental Studies Orientation Week for the Federation of Students. She also assisted in teaching a third-year Social Planning and Research Methods class in the School of Planning and did research with faculty.

It was this experience that inspired Pamela to take on a new role as OPPI student delegate. "OPPI has the potential to link undergraduate and graduate students to the professional world through workshops, conferences, publications, mentoring programs and general networking events," she notes. "A strong relationship between students and professionals will result in well-planned OPPI events and create more opportunities for students to take an

active role in the planning profession."

"I look forward to a challenging year on the OPPI council," she concludes. "And I would also like to thank former Student Delegate Nilesh Surti for his leadership and dedication."

Nilesh began his term last May and rolled up his sleeves to help Andrea Bourrie orga-



*Pamela Anderson*

nize the student day at the OPPI conference and also gave a presentation on behalf of the Institute. He organized two teleconference meetings with other reps and initiated a process to examine how student elections take place. Nilesh also represented OPPI at the York University-hosted CAPS conference.

*Pamela can be reached by email at [p2anders@hotmail.com](mailto:p2anders@hotmail.com).*



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### Eastern

## All Change in the Eastern District

By Ron Clarke

For the last couple of years, "change" has been the dominant force shaping the professional planning community in eastern Ontario, especially in the Nation's capital. Delegates to the CIP/OPPI Conference will no doubt learn about the host city's period of change in economy and governance first hand when talking to local members. In fact, it's just about all we talk about these days. Let me give you a few primers on our growing pains, and how OPPI is in the fray, to get the conversation going.

The most radical change is the transformation of our economy. We are no longer just a "government town." Information technology, communication and related companies have been creating jobs, and throwing relatively recent population projections out of whack as a result. Attracting and retaining talented staff has become a preoccupation of area employers including Nortel Networks, JDS Uniphase, and MDS Nordion to name a few. Although this winter's tech stock slide has dampened the mood, high technology will undoubtedly remain the nucleus of Ottawa's economic cluster. It also forms the first half of our

City's new marketing theme, "Technically Beautiful."

Second, and just in time for positioning within the global economy, 11 municipalities and the former Region of Ottawa-Carleton have amalgamated to form the single big City of Ottawa. This has of course triggered an overhaul of the municipal planning administration, which had been two-tier for almost 30 years (three tiers if you include the province). Now that the shock of restructuring is behind us, the staff and new business procedures are falling into place. Two restructuring workshop events held by OPPI in year 2000 helped to influence this new planning system.

### New Official Plan Process Under Way

One of the first major tasks of Ottawa's new planning department is to roll out a new comprehensive official plan. With a relatively recent set of provincial policies and award-winning regional and local plans to work from, the official plan team is focusing on delayering and simplifying. Few would argue that there weren't redundancies under the previous system, so this is a chance for the new municipal structure to shine.

Managing urban growth and keeping the city beautiful will be a key challenge that the new official plan must respond to. The Eastern District of OPPI is adding to the discussion. In February, we hosted a panel discussion on "How to manage growth and keep

Ottawa's quality of life." (See cover story.) Area planners, engineers, architects, community groups and councillors participated. The discussion was intended to act as a warm-up to the Mayor's summit on growth and development this spring, and to help kick off the official plan process.

At the provincial level, work on OPPI's second policy paper on growth management is under way. The results will be timely for Ottawa's own deliberations. The paper also comes hot on the heels of OPPI's "how-to" package on the municipal role in affordable housing, another hot topic in Ottawa and abroad. Dennis Jacobs and I have been invited to participate in the Mayor's Task Force on Housing, and the OPPI paper has provided timely direction. These policy initiatives are demonstrating just how relevant and effective OPPI has become.

Our district activities are following the direction of OPPI's new Millennium Strategic Plan, which was announced in late 1999. The plan gives us a mandate to pursue greater recognition for planners in society, to reach out to non-active members, to provide value-added services to members, and to take a leadership role in planning policy. With all of the change going on here in Ottawa, the opportunities for our professional association seem limitless!

*Ronald A. Clarke, MCIP, RPP, is OPPI's Eastern District Representative and a Senior Planner with Delcan Corporation, based in Ottawa.*



*The Experimental Farm a rural gem in an urban world*

### Central

## Habitat for Humanity Volunteer Orientation Session

By Loretta Ryan

On Thursday, May 10, members from Central District's GTA chapter attended a special volunteer orientation session hosted by Habitat for Humanity's Metropolitan Toronto Affiliate. Members learned more about Habitat's mandate, the projects planned for the coming months and the value that OPPI members can bring to these projects.

Habitat for Humanity is a not-for-profit organization dedicated to eliminating

poverty by building homes in partnership with families in need. Volunteers in communities and generous donations from individuals and organizations make these efforts possible. Habitat for Humanity was founded in the United States in 1976 and has built more than 100,000 homes worldwide. Habitat for Humanity Canada was established in 1985 and has built over 450 homes across the country.

As highlighted in the Institute's first policy paper, *The Municipal Role in Meeting Ontario's Affordable Housing Needs*, the need for affordable housing has never been greater. Volunteering for Habitat for Humanity is an opportunity for members to help make a difference in their community.

Habitat for Humanity offers many opportunities for OPPI members including:

- **Construction:** All skill levels are needed for construction. Depending upon the availability of resources, local Habitat affiliates may undertake a "blitz build" (similar to an old-fashioned barn-raising).
- **Behind the scenes:** Participating in one of Habitat's Committees — site selection, family mentoring, communications, fundraising, build and procurement, and other ongoing support activities. Planners have many unique skills that can assist Habitat in obtaining and bringing a site to building readiness.

OPPI Members are encouraged to get involved. Interested in volunteering? Please contact one of the almost two dozen community-based Habitat for Humanity Affiliates in Ontario. Further information can be obtained through your local phone directory or at Habitat's website ([www.habitat.ca](http://www.habitat.ca)).

*Loretta Ryan, MCIP, RPP, is Manager of Policy of Policy and Communications.*

*She can be reached at [policy@ontarioplanners.on.ca](mailto:policy@ontarioplanners.on.ca).*

## University of Toronto Holds Fifth Anniversary "Friends of Planning Spring Social"

*By Thelma Gee*

The fifth anniversary of University of Toronto Planning Alumni Committee's "Friends of Planning Spring Social" was held in the Debates Room at Hart House. The event was a huge success, as over 170 faculty, alumni, students, practitioners and friends from the planning community attended an evening of fellowship. David Johnson, Chair of the Ontario Municipal Board, Assessment Review Board and the Board of Negotiation, made the formal presentation.

In addition to socialising, money was raised for the Friends of Planning Fund, which is dedicated to enriching and improving the learning experience and quality of life of graduate students in the University of Toronto's Planning Program. Thanks are extended to individual supporters and corporate donors, namely: Aird & Berlis; Bousfield, Dale-Harris, Cutler & Smith Inc.; Cassels Brock & Blackwell LLP; Fasken Martineau DuMoulin LLP; Hemson Consulting Ltd.; IBI Group; Lea Consulting Ltd.; MacNaughton Hermesen Britton Clarkson Planning Ltd.; OPPI; PriceWaterhouseCoopers LLP; Urban Development Institute; Urban Intelligence Inc.; Urban Strategies Inc.; and Wittington Properties Ltd.

Alumni interested in assisting with the 2002 event should contact Susan Werden, Administrator, University of Toronto Association of Geography Alumni (UTAGA), phone: 416-978-3375 or [utaga@geog.utoronto.ca](mailto:utaga@geog.utoronto.ca)

*Thelma Gee, M.Sc.Pl. 9T0, works with Municipal Affairs and Housing.*

## Northern

### Northern District Focused on Knowledge Economy

Perhaps because places like Sudbury, North Bay and Thunder Bay have to try harder to overcome the "friction of distance," planners in the North have moved quickly to master the information skills and technologies that underscore the new or Knowledge Economy. A group in Sudbury, led by Carlos Salazar in the CAO's office of the New City of Sudbury, is working on a two-part workshop to focus community interest on the resources and potential of Sudbury to compete in the knowledge economy.

Sudbury is the location of pilot projects in Sudbury, Peterborough and Ottawa funded by a newly established group of agencies from senior levels of government, including FedNor, HRDC and Industry Canada from the federal side, and MEDT and Energy, Science and Technology on the provincial side. The group is rounded out by two organizations representing Ontario's universities and colleges. Dubbed Ontario Competitive City Regions Partnership (OCCR), the group came together following a Canadian Urban Institute conference in 1999 dedicated to the same subject. The CUI has been helping OCCR develop the framework for the pilots, which are scheduled for June. The goal is to work with city regions across Ontario as they strive to develop a vision for their region and to leverage the physical and human resources of the community to compete in the knowledge economy. For more information on OCCR, contact Alec MacGillivray, MCIP, RPP, or Glenn Miller, MCIP, RPP, at [gmillier@canurb.com](mailto:gmillier@canurb.com).

*Carlos Salazar, MCIP, RPP, can be reached at the new city of Sudbury.*

## Southwest

### New Urbanism and the Inner City

*By Laurel Davies*

In March, the Southwest OPPI District co-hosted a day dedicated to "Building New Community: Implementing the



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*City view (standing under tracks of the people mover), Dan Currie, Policy Planner, City of Waterloo, Development Services, Sarah Rapley, Policy Planner, City of Waterloo, Development Services*

Principles of New Urbanism” with Wayne State University Planning Program and the Michigan Society of Planners in Detroit, Michigan. Eric Boyd, Jennifer Passy and Gary Sands organized the event, which brought together 85 planners and students from Canada, the United States and Great Britain. The conference was held at the historic Gem Theatre near Greektown and Comerica Park in downtown Detroit. Richard Carlisle, Doug Caruso, Jim Tischler and Nick Davies gave presentations.

For several of us, this was our first trip to Detroit, so we took a walking tour around part of the downtown area. We were amazed at the architectural detail, and equally amazed at the lack of everyday life, the few residential areas and the many boarded-up or derelict buildings. Looking closely at what at first appeared to be a vacant building, we saw sheets hanging in the windows, possibly there to shelter inhabitants from the cold and wind. But we also saw some signs that downtown Detroit is making a gradual recovery. General Motors recently relocated 8,000 office workers downtown, a new convention centre has been built, the new Tiger Stadium, Comerica Park, is open for its second season, and Ford Field is under construction. There are even some new townhouses being built on abandoned industrial land.

For a Canadian planner, seeing the state of Detroit’s inner city, with pockets of new

development amid widespread decay, was enlightening. It highlighted the importance and relevance of the conference topic:

“Building New Community.” We talked about what traditional neighbourhood development is and how elements of traditional neighbourhood design can be targeted to a market niche. What is traditional design, and what we are trying to achieve with it? Is the product “good” communities, or a new way to market?

The British planners showed examples of row housing that replicates the urban forms of the early part of the century: an extremely compact type of development that still facilitates community interaction, with central gardens, common meeting areas, well-integrated street patterns and a mix of uses. We

learned about an example of infill that works well in Glasgow and could be related to Detroit in terms of the degree of industrial abandonment and core disinvestment in a big city setting.

In the final talk, Nick Davies, President of the Royal Town Planning Institute, London, challenged us to change the way that we see and build communities. He raised questions of what “good” urban design actually is and reinforced that what works in one place will not work in another. As Canadian planners, we are really familiar only with Canadian community development. Hearing reports of situations in Great Britain and the United States, and viewing the situation in downtown Detroit, provided us with valuable new insight.

At the end of the day, I left with four important ideas:

1. Recognize that communities and cities are all different. The conference highlighted the critical importance of getting out on a regular basis to walk, observe and experience different places. Our informal walking tour of part of downtown Detroit reminded me not

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only to visit other places, but also to talk to people who live and work there.

2. Meet with colleagues on a regular basis and talk about successes, failures, visions and ideas. The conference venue enabled us to share ideas and anecdotes. Although our challenges differ greatly, one commonality between us was our desire to improve our communities.
3. Appreciate what is already built and what we can recover, before considering expanding into our greenfields.
4. Remember that people have to live and function in what we plan and build. Our ideas do impact people and communities of people.

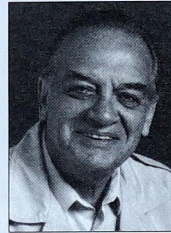
Above all, I was reminded that creative ways of solving problems and building new communities are being generated everywhere. It was a day well spent, and I appreciate the work of the organizers. I look forward to more of these events.

*Laurel Davies, M.A., is Core Areas Projects Manager, City of Cambridge. She can be reached at 519-740-4650, ext. 4213, or [daviesl@city.cambridge.on.ca](mailto:daviesl@city.cambridge.on.ca).*

## People

### Len Gertler Retires from Environmental Review Tribunal

After more than a decade as vice chair of the Environmental Review Tribunal, Len Gertler is retiring. Following an ERT Learning Day program with presentations from Glenn Miller and Margaret Walton on issues related to the urban-rural fringe and intensive agriculture, Len was feted at a dinner. Len's career, which led to his elevation to Fellow status within CIP, has ranged from helping to establish the Niagara Escarpment Commission to a key role with the Waterloo School of Urban and Regional Planning. An interview with Len will be published in a subsequent issue.



Len Gertler

Andrew Ritchie has joined the UMA Group as an Environmental Planner/Project Coordinator. Formerly with Phoenix.mg Incorporated, Andrew will be responsible for overseeing the environmental planning and

public consultation components for UMA's Transportation and Earth and Water Groups. He will also secure environmental and planning approvals for the development of energy projects in association with UMA Industrial. Andrew can be reached at 905-206-8135 or at [aritchie@umagroup.com](mailto:aritchie@umagroup.com).

David Guscott has returned to the Ministry of Transportation, this time as Deputy Minister, after a stint at Management Board. In his previous tenure at MTO, David promoted the recognition of cycling as a legitimate form of transportation. A product of that "enlightened" view was the funding of the now-famous bridge over the Humber River in preference to providing an extra couple of metres attached to a new road bridge. With transportation challenges at the forefront of growth management issues, David will be busier than ever.

Robert Glover has moved from the City of Toronto to IBI Group. As Director of Urban Design, Robert pioneered the urban design and architecture awards program for the new city. He will be writing an article reflecting on his 20 year-plus tenure with the City in due course. Robert was a founding member of the Urban Design Working Group, chaired by Anne McIlroy.

Bob Blazeovski has moved from Tridel to Minto Developments in a senior role. He joins Minto as the firm promotes a controversial condominium project in midtown Toronto.

Bill Fitzpatrick has joined SuperBuild Corporation as part of the team evaluating infrastructure proposals. Bill was previously with the City of Toronto's corporate planning division, and is a regular contributor to the Ontario Planning Journal.

OPPI members will be delighted to learn that Mary Rose will be honoured as a Fellow of the Institute at the Joint conference. She has put many hours into the profession and worked for Mary left Marshall Macklin Monaghan for 23 years. At present, she is a sole practitioner and operates out of a home based office in Orillia where she provides planning services and paints.



Mary Rose

Full coverage will follow. Thanks to Toni Paolasini for providing this update.

*The contributing editors for People are Lorelei Jones, MCIP, RPP, principal of Lorelei Jones Associates ([lja@home.com](mailto:lja@home.com)), and Thomas Hardacre, MCIP, RPP, who is with Planning and Engineering Initiatives in Kitchener. His new email is [thardacre@peil.net](mailto:thardacre@peil.net).*

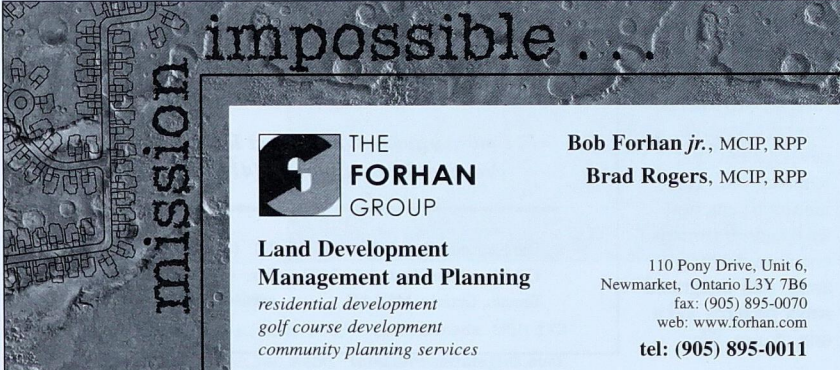


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Photo: Paul Lawrence

## Editorial

## Smart Growth: Why We Need To Make It More Than A Slogan

By Glenn Miller

They say that timing is everything, and the Provincial government clearly realize that too. Just when the media and other commentators on the urban scene were beginning to question the government's resolve on smart growth, Minister Hodgson announced the six month development freeze on the Oak Ridges Moraine and new brown-fields legislation the same day. The expectations have now been raised a notch, and, together with the promise of a decision on the future powers of the Greater Toronto Services Board by the end of June suggest that momentum may building on a bid to deal with gridlock in the GTA as well.

The announcements should be read carefully, however, because the references and language used to frame the announcements are clearly meant to build longer term gains on the smart growth file. The government is under pressure to act on water quality, which is a province-wide issue. The pace of the public consultations on smart growth also suggests that the government is preparing to create a broader framework for policy action. Key among these, as pointed out in the most recent editorial in this space, is the review of the provincial policy statement. This has the

potential to establish a new benchmark for the direction of planning policy in this province. Significantly, as the Office for the Greater Toronto Area slips into oblivion, formation of a new secretariat dedicated to smart growth arises to take its place.

This is why timing is important. If media feedback is accurate, the public is restless, and, more than any time in the recent past is ready to get behind government action that achieves an appropriate balance on development pressures, and which is bold enough to bring financial realities to bear on policy. The challenge, of course, is for the government to retain credibility on planning and the environment that is absent on healthcare and education. Smart growth is a movement as well as a convenient box to store ideas. Really smart growth applies common sense thinking across the board. Schools and healthcare facilities are as essential to community building as infrastructure, public transit and affordable housing.

*Glenn R. Miller, MCIP, RPP, is Editor of the Ontario Planning Journal and Director of Applied Research with the Canadian Urban Institute. He can be reached at ontarioplanning@home.com.*

### BEST LETTERS CONTEST!

We are holding a contest for the best letter to the editor published in next two issues. The winner will receive an autographed copy of Sir Peter Hall's *Cities in Civilization*. The key criteria will be wit, insight and brevity. Bonus for irreverence. The prize will be awarded at OPPI's October event. E-mail to ontarioplanning@home.com.

## Opinion

## Communities Need Help Adjusting To Intensification

By Peter Gabor

We seem to be on the verge of serious intensification in our cities. But if intensification is accomplished with highrise buildings, this will be accompanied by neighbourhood opposition. Although the Corbusian "tower in the park" model has long since been abandoned in favour of a more articulated, pedestrian-friendly "urban" low rise base form, most city residents have not had a chance to understand the differences. Perhaps this is because the pace of change in design has been too quick for them to absorb and understand.

Historically, it took thousands of years to get from one storey to two. For centuries, the only modest exceptions were for religious or other institutional uses. Only recently did higher buildings become technologically feasible. Few people now object to tall buildings downtown, but the evolution was slow, and we had a long time to get used to it.

Outside the core, however, highrises have often failed to be accepted because of their

wide slab designs, and differences in scale from surrounding areas. Residential groups became so offended that they now rebel against anything that could even remotely be considered as highrise. Five, four, even three storeys is often described as high rise! Reaction is often viscerally negative and knee jerk in fashion. Why?

With rare exceptions, there has been no tradition in Canadian cities for intensification in and around lowrise residential neighbourhoods. Residents have been pampered by policies that protected "stable" areas, and used number-based limits for built form control. This has been the culture of city building outside the core.

Given this context, it is natural that residents feel abandoned by the sudden rush to "built form" planning guidelines and highrise intensification. It is happening too fast. Residents are having trouble adjusting to the new parameters. City politicians and planners should work with developers (who cannot do it on their own) to help ratepayer groups develop a new culture, one that

understands the changes in highrise built form and the emerging planning consensus, rather than perpetuating the misconceptions of outdated development paradigms. There is clearly a constructive and rewarding role for all stakeholders, especially politicians.

This does not mean blanket support for every highrise proposal, but at least a reasonable debate could be structured to help people understand the context. Intensification in highrise form can be viewed as enhancing and protecting the public realm, and promoting and protecting the valuable residential neighbourhoods they surround.

Let that be the new culture.

*Peter Gabor is a principal of Gabor & Popper Architects in Toronto. His firm has received numerous awards and specializes in designing infill projects, many of which are tall enough to require elevators. Peter is a regular contributor to the Ontario Planning Journal.*



## Environment

## Groundwater Management and Protection: Challenges for Planners

By Tim Haldenby

The United Counties of Leeds & Grenville is a primarily rural county in eastern Ontario. The county recently completed a year-long groundwater management study with the support of the Provincial Water Protection Fund. Announced in August 1997 by the Minister of the Environment, the fund provides funding for water and sewage facilities to municipalities with immediate health and environmental problems. In addition, the fund supports municipal initiatives to preserve and protect groundwater resources.

Dillon Consulting Limited was retained by Leeds & Grenville to do the study, which included:

- a groundwater resource assessment;
- an assessment of existing groundwater use;
- an assessment of groundwater contamination;
- an economic evaluation, groundwater management and protection measures assessment.

The fourth component required planners to develop specific groundwater manage-

ment and protection strategies based on the study's findings. This article summarizes some of the challenges we faced when we took on this complex analysis.

### Understanding the legal framework

The management and protection of groundwater requires a good understanding of applicable legislation. In Ontario, the Environmental Protection Act and the Ontario Water Resources Act regulate actions that could adversely impact the natural environment and public health, such as the discharge of contaminants into the environment and the regulation of water and wastewater infrastructure. The Environmental Assessment Act regulates

the approval of various public-sector undertakings, including sewage treatment and water supply facilities.

The Planning Act provides for groundwater protection through land use planning tools such as official plans and zoning by-laws, and the day-to-day review of development applications. The Provincial Policy Statement, issued under Section 3 of the Planning Act, also provides direction on groundwater management and protection, from policies for the protection of the environment and public health, to policies on planning sewage and water servicing. Municipalities also use the Municipal Act to enact by-laws dealing with groundwater issues, including intensive agricultural operations and nutrient management.



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Photo: Michael Monnet

*Run-off conditions can affect groundwater quality*

### Who does what?

Groundwater management and protection is the responsibility of several levels of government, public agencies and the general public. From approving new development to testing public and private water and wastewater systems, the day-to-day decision making and implementation of legislation and programs affects both groundwater quantity and quality. To develop and implement a comprehensive approach to managing and protecting groundwater, planners must understand the roles of those organizations whose mandates and actions affect it.

In the Leeds & Grenville study, we identified a number of organizations with a role to play in groundwater management and protection, including provincial ministries, upper- and lower-tier municipalities, conservation authorities, the district health unit and several not-for-profit organizations.

Our technical recommendations included ensuring proper well and septic system construction, water-testing requirements and plans for responding to spills of contaminants. We recommended:

- establishing consistent minimum lot size and frontage policies for new lots

created by consent to ensure adequate separation distances between private wells and septic systems;

- encouraging new development by plan of subdivision to be developed on full communal or municipal services;
- defining Wellhead Protection Areas around municipal wellfields in lower tier and county official plans;
- regulating land uses that are potentially harmful to groundwater in these areas through zoning by-laws and other tools, such as site plan approval;
- promoting best management practices and environmental farm plans;
- implementing nutrient-management bylaws to ensure adequate land area for spreading manure and to regulate the number of animals on a property.

### Regulatory vs. voluntary protection

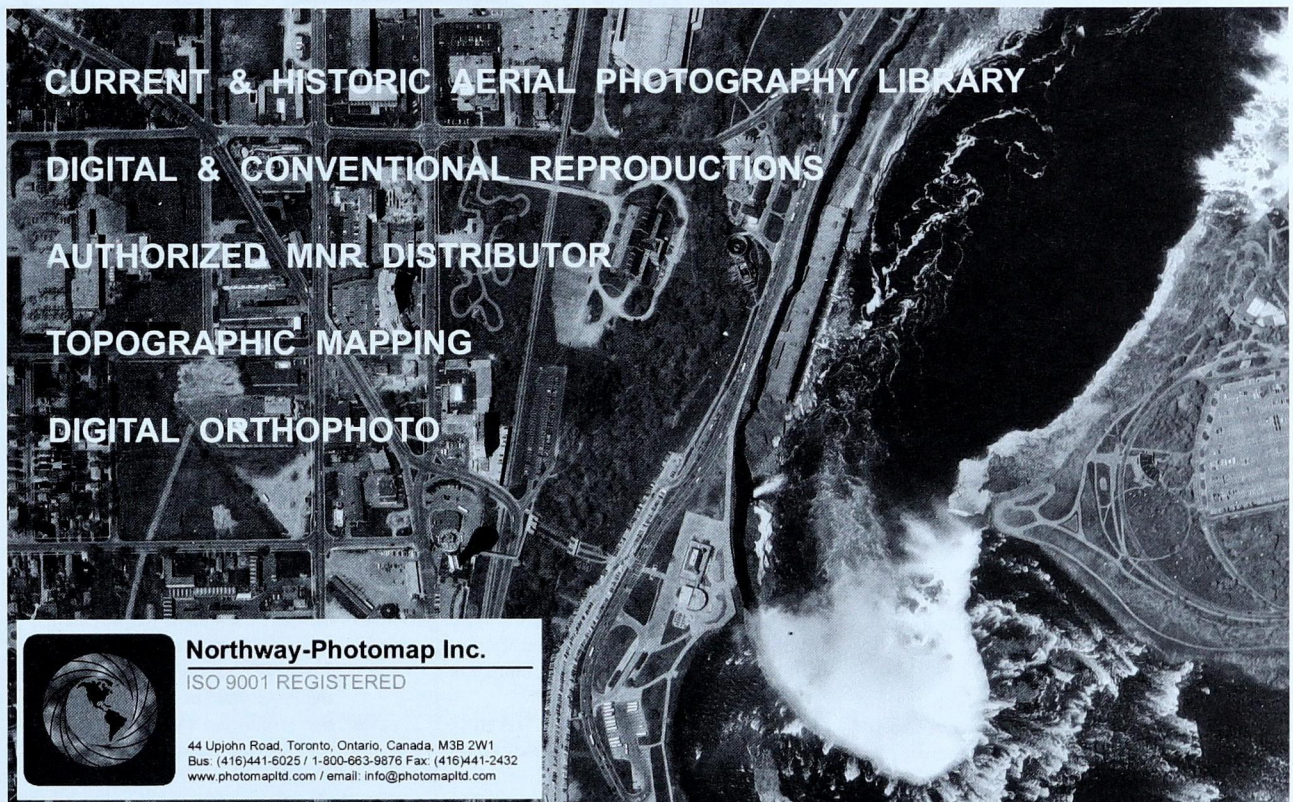
In developing groundwater management and protection strategies, planners need to understand whether they are enforceable (that is, regulatory) or they are to be implemented at an individual's or organization's discretion (voluntary). Regulatory management and protection strategies

depend on sound legislation for their implementation and enforcement, while the success of voluntary management and protection strategies hinges on "buy-in" from a range of stakeholders, including the general public, and ongoing support through education and funding.

### Keeping pace with change

Groundwater management and protection will continue to be an important area of study in Ontario in the years to come. In the wake of the Walkerton tragedy, and given the fact that almost three million people in Ontario depend on groundwater for their drinking water, provincial and municipal governments will be investing both human resources and money in the management and protection of our groundwater resources. Planners will continue to play an important role developing and implementing the necessary legislation, policies and programs needed to ensure this protection.

*Tim Haldenby, M.Sc.Pl., is a planner with Dillon Consulting Limited in Toronto. He can be reached at [thaldenby@dillon.ca](mailto:thaldenby@dillon.ca).*



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# Federal Court Rules CEEA does not Apply to Expressway Completion

## CEEA Can't be Applied When a Project is Past the Planning Stage

By David Estrin

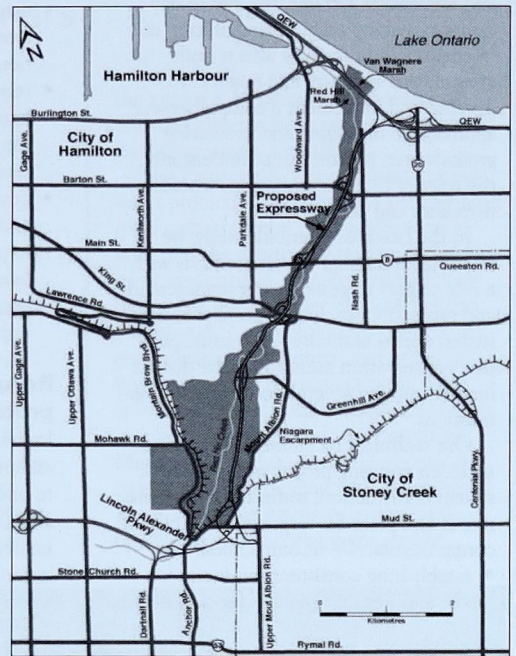
An important Federal Court decision released April 25, 2001, not only cleared the way for completion of Hamilton's Red Hill Creek Expressway, but also established important limitations on the use of the Canadian Environment Assessment Act (CEEA) to local infrastructure projects.

The former Region of Hamilton-Wentworth, now the new City of Hamilton, was successful in having the Federal Court make some important findings, including: (a) that it was too late to apply environmental assessment to question the need for or alternatives to the Expressway if "irrevocable decisions" by the project proponent had already been made on these issues; and (b) that the Federal government was

acting outside of its constitutional powers in attempting to apply the CEEA to question the need and alternatives for a local project such as an expressway.

The ruling also makes clear that if project proponents can demonstrate they made important decisions in principle committing themselves to a project prior to January 1995, the date CEEA took effect, even if the "shovel hit the ground" after that date, the project will be "grandfathered" from the application of CEEA.

*Further information can be obtained from David Estrin, of Gowling Lafleur Henderson, environmental counsel for the City of Hamilton, by calling him at 416-862-4301.*



Canadian Environmental Assessment Agency

Red Creek

## Environmental Assessment Planning Processes Moving Ahead

By Steven Rowe

In the January/February issue of the Ontario Planning Journal, Janet Amos "de-mystified" the new Municipal Class Environmental Assessment. Since then, several other EA-related processes have taken important steps forward.

The new environmental assessment requirements for the electricity sector came into effect on April 23, with the approval of two regulations. The proposals described in the July/August 2000 issue of the Journal have undergone minor revisions. There are changes to the screening process, and some of the thresholds used to assign generation facilities to evaluation categories have been modified. Agencies and the public will be

consulted when projects undergo screening under this process.

Projects undertaken by the Ministry of Natural Resources in Provincial Parks and Conservation Reserves are currently implemented under several declaration orders (formerly known as exemptions) and other processes under the EA Act. On April 17, the Ministry released a Draft Class EA for Provincial Parks and Conservation Reserves that would bring most of these projects under a single process. The Draft Class EA includes a screening step to determine how the Class EA will apply to a project, and evaluation and consultation processes for two categories of projects. This and related documents may be found on the Environmental Registry which can also be accessed through the Ministry of the Environment website. The Environmental Registry Number is PB9E6013. Public and agency comments are invited until May 17.

Documents have also been recently released for two Class EAs that are currently

undergoing review. A new Draft Class EA for Remedial Flood and Erosion Control Projects was released by Conservation Ontario in February and may be viewed at their website ([www.conservation-ontario.on.ca](http://www.conservation-ontario.on.ca)) under "projects." Revised Terms of Reference for the Management Board Secretariat Class EA (for Ontario Realty Corporation projects) were issued in March and may be found on the ORC website at [www.orc.on.ca](http://www.orc.on.ca), under "environmental & heritage."

*Steven Rowe MCIP, RPP, is an environmental and land use planning consultant.*

*He is a frequent contributor to the Ontario Planning Journal. He can be reached at [deyrowe@sympatico.ca](mailto:deyrowe@sympatico.ca). The regulations, the final version of the Environmental Assessment Requirements for Electricity Projects, and related documents may be viewed on the Ministry of the Environment website ([www.ene.gov.on.ca](http://www.ene.gov.on.ca)) by clicking under "Special Interest."*

## Integrity of Existing Urban Boundary Protected

By Paul Chronis

The matter before the Board involved site-specific requests for a regional and local official plan amendments, zoning and plan of subdivision, which, if approved, would have allowed for the development of a portion of an existing golf course into a 107-unit adult lifestyle community comprised of semi-detached or townhouses in a cluster setting with communal servicing system. The subject lands are located in the Town of Ajax, Region of Durham.

The applications were refused by the local approval authorities and were subsequently appealed to the Ontario Municipal Board by the proponent. Also connected to the main hearing was the proponent's scoped appeal to a Regional Official Plan Amendment in respect of the application of certain newly approved alternative servicing policies in rural areas. A scoped appeal on the newly approved Ajax Official Plan was similarly consolidated by the Board for concurrent consideration. The Region of Durham and the Town of Ajax opposed the intensification sought by the applicant.

The Board was advised during the hearing process that approval for a 27-lot country estate residential community has been in place since 1989 with municipal water and private septic systems. To respond to a perceived market opportunity for adult lifestyle communities, new applications were pursued.

As the hearing evolved, the Board heard conflicting opinion evidence from a variety of professionals in respect of the application of the Provincial Policy Statement regarding the proposed servicing schemes and whether the development balanced the need for growth with protection of the environment. While from a technical standpoint, there was little issue with the Sequencing Batch Reactor communal servicing scheme proposed, there were concerns with communal servicing from a policy perspective. This ended up being the major issue adjudicated during the hearing process. Further, the Board was advised that, with appropriate conditions of draft approval, the conservation authority was satisfied that the servicing system and the pro-

posed development would not impact on existing natural features and water quality resulting from stormwater management.

The Board, in the course of the hearing, also heard evidence on transportation and market and economic considerations particular to the proposed development.

The subject lands were designated Major Open Space in the Regional Official Plan and Rural and Environmental Protection under the Town's new Official Plan. The approved 27-lot country estate residential development has been recognized through an exception to the Major Open Space designation which permitted the limited development. From a policy perspective, the lands remain outside the urban boundary with no changes contemplated within the 20 year planning horizon. The Board heard evidence respecting the long standing policy intent of the Town that rural areas surrounding the urban boundary form an "urban separator" to provide a distinct and valuable entity, contributing to the long-term social, economic and environmental health of the Town and the Region.

The Board concluded that although the development appears technically feasible and that a market exists for the adult lifestyle community, the larger policy issue concerns could not be overcome. The recent Regional Official Plan review and update of servicing policies confirms and continues with the limited use of communal systems in rural areas. Both the

Regional and local Official Plans directed growth primarily to urban areas, with some limited growth in hamlets by consent and country residential development. In this instance, the Board agreed that the widespread use of communal systems was not necessary to fulfil regional objectives. To provide for this type of development scheme, the Board found that it would be too detrimental for the rural policy component of the regional structure.

Similarly, the Board found that the approval of the development would represent a departure from the Town's planning structure and would result in a blurring of the distinction between rural and urban areas, a key element to the Town's growth policies. The Board was concerned that the Town's established urban/rural separator and desire to reinforce the rural character of this area could be undermined with the approval of these applications.

In conclusion, the Board found that the approvals requested do not represent good planning and should not be implemented.

Citation: Durham (Region) Official Plan Amendment No. 60 (Re)

Date: February 27, 2001

Member: Gregory J. Daly

OMB File Nos. O000008, O990106, O000044, O000264, R970396, Z000161, S000039

OMB Case Nos. PL000037, PL971554

Paul Chronis, MCIP, RPP, is the Ontario Planning Journal's contributing editor for the OMB. He can be reached at [pchronis@weirfoulds.com](mailto:pchronis@weirfoulds.com). Note that the official name of his firm is now Weirfoulds LLP.

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## Boom or Bust—Space Conversion Relieves the Pressure

By Jeff Lehman

Sometimes a little pressure can be a good thing. Carbon becomes a diamond if subjected to enough pressure. In the same way, pressure is creating some diamonds out of some out-of-the-way real estate in Ottawa that might fit the “lump-of-coal” description.

The emergence of Canada’s national capital as a capital of the high-tech industry is now well documented. By the start of the economic downturn in late 2000, the high-tech industry employed more people in Ottawa than the federal government. The real estate market could not keep up with the rate of growth. In 2000, the vacancy rate for office space was measured in tenths of one percent. In the west-end market, where most high-tech employers are clustered, at one point only 30,000 square feet of office space was listed as vacant.

Many high-tech companies already had a history of experimentation in alternative ways to use space, and their response to the crisis reflected their willingness to experiment. In 2000, Nortel Networks converted a former warehouse in Nepean into offices, despite its location in an industrial area. Not to be outdone, fibre optics firm JDS Uniphase converted a former Zeller’s store on Cyrville Road into offices. Not only was this a former retail building in a retail area, but the location, in east Ottawa, was all the more unusual by being remote from any other cluster of similar firms.

Perhaps even more interesting, custom software firm BitHeads Ltd. converted most of a three-theatre cinema complex in the Westgate Shopping Plaza. Two of the theatres were converted to offices, but BitHeads left one intact for staff meetings, presentations and special events. The company also left a 40-foot bar in the space, complete with taps. Another theatre and a bowling alley are also under consideration for renovation.

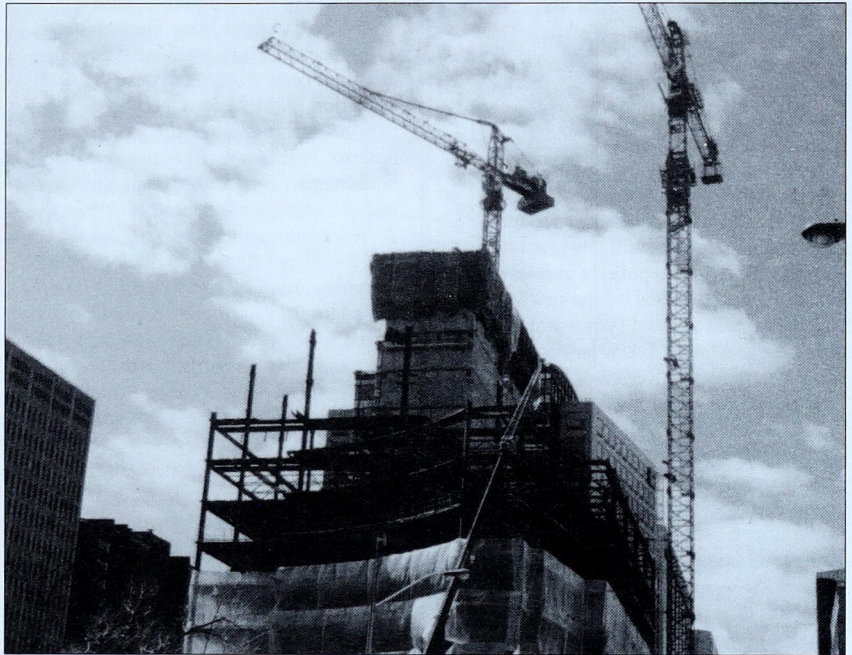
In 2001, with cutbacks at many major employers, the focus is still on alternative spaces—but this time, it is a way to cut costs. In both the United States and Canada, abandoned military installations,

former hospitals and schools, and outdated industrial facilities have been converted into office use. Some firms are now eyeing failed or under-occupied big-box retail and recreational uses.

Regardless of the source of the pressure—boom or bust—the effects are undoubtedly

beneficial to the broader urban environment. Previously underused spaces are gaining new life, without the need for public incentives or regulation. Planners and property strategists can help identify such creative opportunities for firms.

*Jeff Lehman recently joined HOK Consulting in Ottawa. Previously Jeff contributed to an occasional series titled, “Letters from London,” written when he was a lecturer at London School of Economics. Jeff will be writing an occasional column on The Knowledge Economy*



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## OPPI Members Share Urban Greening Ideas with Evergreen

By Stewart Chisholm

Earlier this year, seven OPPI members braved an unexpected snowstorm to attend a focus group hosted by Evergreen to help Evergreen develop its national Common Grounds program and learn how to support planners in their work to make cities greener.

Evergreen is a national non-profit environmental organization that encourages Canadians to create healthy natural areas in their communities. Common Grounds supports community greening projects on urban public lands including parks, ravines, rooftops and abandoned lots, and encourages people to work together to strengthen community ties and foster a sense of local pride and stewardship. It offers practical resources for planners, park managers and community groups, including guidebooks, reports, a national workshop series and an interactive on-line registry of community naturalization

projects. Common Grounds also works on local hands-on community greening projects through its offices in Toronto and Vancouver.

The OPPI participants were Tracey Atkinson of the Planning Partnership, George McKibbin of McKibbin Wakefield Inc., Adrian Smith of the City of Brampton, Lesley Pavan of the City of Mississauga, Alex Taranu of IBI Group, David Hardy of Hardy Stevenson & Associates, and Loretta Ryan, OPPI's Manager of Policy & Communications. All have been involved in or have an interest in green space planning.

The participants identified the obstacles they face in managing public green spaces and engaging the community and suggested how Common Grounds could help. Three themes that emerged were the need for public education, the lack of political will, and the need for more professional training.

### Public education

One of the biggest challenges in urban naturalization projects is that most people don't fully understand the importance of green spaces and the benefits they provide. Common Grounds could play an important educational role by providing information to the public and elected officials. Public education could help dissuade people from undertaking destructive practices by explaining the harm they are causing. For example, many people do not know why they should not dump grass cuttings into ravines, cut informal trails through woodlots or mow to the edge of creeks. In some cases, local municipalities have resorted to building chain-link fences around natural areas to protect them, which, as one participant pointed out, "doesn't exactly encourage public interaction."

### Political will

Participants pointed out that cash-strapped municipalities often sacrifice environmental features to accommodate new development to increase their tax base. Common Grounds could develop resources for municipal councillors that demonstrate the economic rationale for maintaining a diversity

## Avoid land mines...

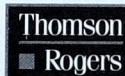


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of natural areas. Calculating the financial, social and public health benefits of green space in dollars and cents would help decision makers understand their importance and promote green space protection measures. This information could also be used to encourage developers to protect and work with the natural features on a site rather than clearing the land before developing it. Without this kind of information, protecting urban green spaces will remain a challenge.

### Training

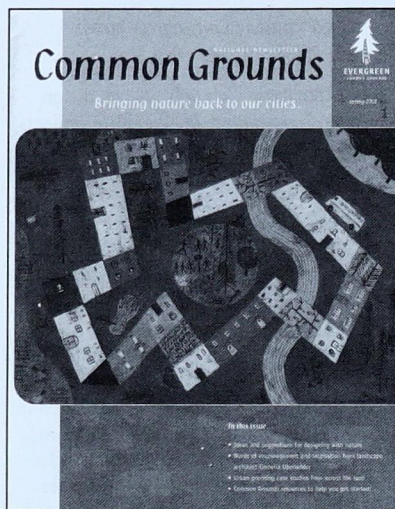
Another challenge is that municipalities often don't have the resources to work effectively with volunteers. Although volunteers are a valuable asset, managing them well and engaging them in meaningful activities requires a considerable investment of staff time and money. Participants indicated that more information would help municipalities build this capacity.

### Common Grounds publications

Participants also shared their opinions on two recent Common Grounds publications.

*Ground Work: Investigating the Need for Nature in the City* is a research report that examines the environmental, economic and

social benefits of restoring healthy natural landscapes. It helps land managers and community members build a solid rationale for creating and protecting nature in the urban



*Common Grounds is Evergreen's new publication*

environment. The planners found that this publication:

- provides a good overview of the benefits without getting bogged down in detail;
- could be a useful document to take to OMB hearings;
- would have been strengthened by more Canadian examples (more primary Canadian-based research is needed, a study area that Common Grounds would like to take on in the future).

Ideas put forward for future projects included studying the benefits of urban nature in terms air quality and public health, infrastructure costs, real estate values and "smart growth."

*No Plot Is Too Small: A Community's Guide to Restoring Public Landscapes* is Common Grounds' how-to guide for local groups to help them plan and carry out sustainable community naturalization projects. Topics covered include: building an effective team, site mapping, establishing goals and objectives and fundraising. The participants found this publication:

- a useful document that could be recommended to community members (municipal environmental advisory or naturalization committees would also find it helpful);
- should provide more information on the role of professionals who are involved in community greening initiatives (such as planners, landscape architects and facilitators) and identify how they can help.

### Where planners fit in

The meeting ended with a discussion of Common Grounds' ongoing role and the best way of communicating with planners. Professionals need to stay current and regularly update their skills. In addition to resources, Common Grounds can partner with organizations such as OPPI to offer professional training sessions and opportunities to network with others in the urban greening movement.

As we build Common Grounds into a national program, we will continue to seek opportunities to better serve the needs of planners involved in urban greening. We welcome all thoughts and suggestions. Thanks to all members of the group for sharing their ideas. Also a special thanks to Loretta Ryan and OPPI for making this event happen.

*Stewart Chisholm is a project manager for Common Grounds and a provisional member of OPPI. He can be reached at [stewart@evergreen.ca](mailto:stewart@evergreen.ca) or 416-596-1495 (ext. 34).*

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## How the OMB Addresses the Thorny Issue of Awarding Costs

By Stanley B. Stein

Historically, the Ontario Municipal Board has seldom awarded costs. The Board does not want to discourage access to what is meant to be a public process. Legitimate concerns may not be expressed if the threat of costs hangs over the proceedings like the Sword of Damocles. This is especially true for those unfamiliar with the system and unsure of the strength of their argument.

In court proceedings, costs compensate the successful party while punishing the loser. The potential of an unfavourable costs award is intended to be a deterrent to unnecessary litigation.

Although these considerations hold true for the Board, there is an important difference between courts and the Board. The Board is an administrative tribunal that determines cases in the "public interest," rather than disputes between two parties. Also, the Board's own commentaries and

rules indicate that costs are primarily concerned with maintaining control over misuse of the Board's process. The decision to award costs is not made on the basis of the result, but on the reasons why the losing party was unsuccessful. The Board examines the conduct and sophistication of the party, the reasons for bringing the action and the merits of the opposition.

The commentary in the Board's Rules of Practice and Procedure states that: "An order for costs is very rare. Recovery of costs is not standard as in court proceedings. It is only where the Board finds that a party wrongly brought the appeal or participated unacceptably in preparation of hearing events, that an award of costs will be made. Only a party may make a request for costs. Participants, witnesses or others without official party standing can request or receive costs only in the most unusual circumstances."

The specific test is found in Rule 99: "Where a party believes that another party has acted clearly unreasonably, frivolously, vexatiously, or in bad faith considering all of the circumstances, it may ask for an award of costs."

The "unreasonable" aspect (which is raised most often) has been expressed in cases and in the Board's previous Practice Directions as a reasonable-person test. Costs are awarded under this branch of the test if a reasonable person, after looking at all relevant facts, would exclaim, "That's not right. That's not fair. That person ought to be obligated to another in some way for that kind of conduct."

The other parts of the test (proceedings brought frivolously, vexatiously or in bad faith) may be more difficult to determine on the facts, since most cases do have some elements of merit. Some recent examples of cases in which the Board has awarded costs are summarized below.

### Inadequate preparation

The Board views inadequate preparation, poor presentation or irrelevant issues as signs of a frivolous action. As stated in *Roulston v. Perth*, "providing evidence is much more



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than simply stating opposition . . . it is not simply enough to say "I have a concern." Although the board does not demand perfection, it does require a good-faith effort.

In Re Stone Mills (Twp.), the appellant was not present at the public meeting or at the Official Plan process and did not advance any of the grounds from the Notice of Appeal at the hearing. The municipality had incurred considerable cost from counsel's fees, planning and advertising, which the Board felt should be at least partially compensated.

Similarly, in a Richmond Hill case, the applicants did not attempt to clarify the issues, call substantive evidence or make any legitimate attempt to resolve the issues. They refused to abandon certain issues, even after being advised by the Board that they were clearly wrong. These cases show the Board's displeasure at those parties who do not take the process seriously, and its willingness to award compensation to those who have been put to the trouble of preparing for the case.

#### Unrelated interests

The Board may also award costs if a party tries to use the Board's process to further its own interest in unrelated matters. In one case, the Board awarded \$7,000 against a restaurant owner because he was trying to purchase the subject property and had presumably brought the appeal to lower the property's value to the current owner and force a sale.

#### Unsophisticated parties

A legitimate and honest concern presented poorly by a party unfamiliar with the process may escape an award of costs. The sophistication of the parties is considered by the Board and a sub-standard application may not incur costs if it has been brought in good faith and with good effort.

However, unfamiliarity with the planning process is not a complete defence, especially when the applicant makes no effort to understand the planning process. In a Tay Township case, the Board awarded costs against an applicant who stubbornly refused to take part in the extensive public process to become more informed of the by-law which affected her property. The Board had some sympathy for the applicant—allowing the costs to be paid over an eight-month period—but sent a strong message that lack of sophistication is no defence when the applicant has taken no steps to become more knowledgeable.

The fact that an applicant is a lay person does not automatically mean they are unsophisticated. The Board may examine that person's past dealings with the Board, even if unrelated to the appeal at hand, to determine their actual level of sophistication.

#### Awards against municipalities

The fact that municipalities work in the public interest does not shield them from costs. They are as susceptible as any individual before the Board. They are capable, through the actions of their representatives, of conduct that may attract an award of costs.

The decisions of the Board with respect to cost awards consistently show that those who have legitimate concerns, and are prepared to make a good-faith effort in presenting them to the Board, should not have to fear an award of costs. The Board is alert to maintaining public access to its appeal process and gives careful consideration to the awarding of costs within the context of its rules.

*Stan Stein is a partner in Osler, Hoskin & Harcourt LLP and is a frequent contributor to the Journal. Dominic Mochrie assisted in the preparation of this article.*

## 34 / IN PRINT

### Challenging urban myths

#### Seeing travel patterns for the trees

The subject matter of the two reviews in this issue appear to be poles apart—woodlands and automobile use—but there are, in fact, strong similarities. Cheryl Hendrickson and Pierre Filion point out that both books set out material in a clear way provide sound information. As a result, both can be of use to planning practitioners.

*Robert Shipley, MCIP, RPP, is contributing editor for In Print. He is a consultant and teaches at the University of Waterloo and Oxford Brookes in the U.K. To suggest a title for review or volunteer your talents, email him at rshipley@cousteau.uwaterloo.ca.*

#### Woodland Heritage of Southern Ontario: A Study of Ecological Change, Distribution and Significance

Authors: Brendon M. Larson, John L. Riley, Elizabeth A. Snell and Helen G. Godschalk

Date: 1997

Publisher: Federation of Ontario Naturalists

Pages: 262

Reviewed by Cheryl Hendrickson

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Woodland Heritage provides new ammunition in support of the tree and forest preserving measures under the Provincial Planning Act, Municipal Act and Managed Forest Tax Incentive Program. While there are few new recommendations that follow directly from the approach and data found in this study, the familiar terms of linkages, setbacks, and buffers are still useful tools to allow for the long-term maturation of woodlands.

Woodland Heritage provides the missing temporal component to the assessment and management of southern Ontario upland forests. It demonstrates that the distribution and character of our forests were not always as they are now,

and that they can continue well beyond our lifetimes, regardless of whether or not we manage them.

The authors demonstrate the extent of non-wetland woodland losses. From pre-settlement until the pre-

sent, 94 percent of forest cover has been lost, but from a low in 1920 there has been a gain of 13 percent. The authors also provide literary anecdotes, which describe characteristics of ancient forests in southern Ontario at the time of settlement, and during the time of land clearance.

Woodland Heritage also provides us with a lexicon that describes a forest in relation to its own history and in relation to historical Aboriginal and European land use: original, old growth, older growth, working, replacement, and pioneer woodlands.

Thirty-five older growth upland forests were sampled to represent site, region and physiography. The methods for sampling these stands and the data collected make up the bulk of Woodland Heritage. These chapters and appendices are very useful for anyone involved in woodlot and forest assessments. They compare vegetative and physical features with average or representative values found in these older growth forests. Since old/older growth forests are estimated to make up less than 0.07 percent of current forest cover, this book helps us recognize old growth components so they can be protected.

The presentation of the community ecology of different upland tree species over space and time allows for the recognition of the current forest stage and its long-term potential. Forest species await disturbance, which will provide the space, light, or appropriate substrate for reproduction or release from the understory. These dynamics historically were patchy and erratic and current forest assessments and projections often take a linear and relatively

short-term view of forest maturation.

Woodland Heritage addresses two shortcomings in forest management summed up by the description of our current forest remnants as "managed into youthfulness." One of the values of Woodland Heritage is expanding ecological vision to a forest ecology time scale of hundreds of years. The second is challenging the idea that forests are in need of our "management." Certainly conservation issues which accompany rural working woodlots, conservation forests, and urban greenspaces are different, but there will be sites where the best management strategy is to leave it alone — and to plan to do so over the long term.

*Cheryl Hendrickson, MSc, is the principal of LandSaga Biogeographical, and specializes in the identification of contemporary vegetation as an expression of land use history.*

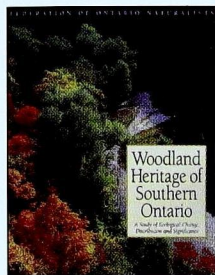
## The Impact of Urban Form and Travel Accessibility on Private Automobile Use

*Author:* Hunt Analytics Incorporated  
*Publisher:* Canada Mortgage and Housing Corporation, (Healthy Housing and Communities Series),

*Date:* 1999  
*Pages:* 39

*Reviewed by* Pierre Filion

As planners, we are inclined to believe that land use can have a major influence on behaviour, including transportation choices. After all, we have learned about the



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strong historical association between, on the one hand, the dense centralized city and public transit use, and on the other hand, sprawling urbanization and dependence on the automobile. Over the last decade, this correspondence between urban land use and transportation has received support from the series of publications by Newman and Kenworthy, which correlate metropolitan region density with automobile use.

Prompted by the bold transportation claims made by the proponents of new urbanism, attention has recently turned to the impact of neighbourhood form on jour-

ney patterns. But as it becomes more sophisticated, research casts a cloud over the direct relationship new urbanists establish between an enhanced propensity to walk and rely on transit, and neighbourhood density, grid patterns and street-oriented retailing. Interest in the identification of the factors that have most impact on transportation choice increases as concern over the adverse effects of a heavy reliance on the car is on the rise.

The study carried out for CMHC by Hunt Analytics seeks to identify such factors. It uses regression equations to relate

total vehicle kilometres travelled by households measured by the City of Edmonton Travel Survey—the dependent variable—to an array of neighbourhood form and socio-economic indicators—the independent variables.

Findings raise doubts about the capacity to forecast transportation behaviour. Together, all selected variables account for only one third of observed variations in vehicle kilometres travelled. Results also downplay the influence of neighbourhood form on journey patterns. Socio-economic attributes score much higher than neighbourhood form variables, as do measures of accessibility such as transit and parking availability.

Still, as acknowledged in the study, the effect of neighbourhood form on journey patterns may be obscured statistically by the tendency for households sharing socio-economic attributes, as well as values and attitudes, to opt for similar neighbourhoods. The transportation role of neighbourhood form would then not so much involve the alteration of the travel patterns of unsuspecting households as the actualization of pre-existing preferences of different household categories.

The Hunt Analytics study is one of the most thorough and statistically sound attempts at elucidating the neighbourhood form-transportation relationship. By grounding its findings in an exhaustive literature review, it introduces the reader to present debates on this relationship. From a policy perspective, the report contributes to the mounting evidence that neighbourhood form transformations are unlikely on their own to produce major transportation changes.

The message emanating from this and many other recent studies is that effective attempts at modifying transportation behaviour must be multifaceted. They must involve considerable improvements in public transit services, higher parking and fuel costs, a redistribution of activities around transit-rich locales and within neighbourhoods, along with heightened residential density and a return to traditional neighbourhood forms.

*Pierre Filion, MCIP, RPP, teaches at the School of Planning, University of Waterloo.*



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