

ONTARIO PLANNING JOURNAL

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Reinventing a Growth Management Strategy for Ontario

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Reflections on Growing Smart— Some first steps to managing growth in Ontario

By Melanie Hare

Growth management is not a new concept to urban planners. In fact, growth management entails many of the principles that professional planners have practised for decades. Yet growth management efforts have not kept up to the changing nature of our communities and our management tools do not address the scale or level of complexity of our urban centres. Despite years of growth management efforts in Ontario, we are sprawling. Between 1976 and 1996, the GTA lost 150,000 acres of prime farmland to urbanization. Growth has been principally accommodated through significant expansions to urban growth boundaries. When development has occurred within defined urban envelopes, it has most often been located outside the nodes planned for greater intensity. Population projections foresee significant growth in large, medium and small urban centres throughout southern Ontario. The Region of Waterloo is anticipating population growth of 42 percent over the next 25 years. Population increases of this scale indicate that growth management will become increasingly important

in helping municipalities to accommodate growth, while maintaining liveability. It is clearly time to reinvent and vigorously apply thoughtful and coordinated approaches to managing the growth of our communities.

In this context, the OPPI commissioned a Policy Development Paper on growth management. *Exploring Growth Management Roles in Ontario: Learning from "Who Does What" Elsewhere*, released in September 2001, offers an assessment of current efforts in North America and provides direction with respect to current growth management initiatives in Ontario. The study presents "lessons learned" based on case studies of North American jurisdictions with a reputation for sound growth management practices—Portland, Oregon; Baltimore, Maryland; and Calgary, Alberta. In addition, the paper describes growth management experience of three municipalities in Ontario—Cobourg, London and Waterloo. Beyond a brief summary of the study findings of OPPI's policy paper, this article will focus on some insights on what it will take to engage in meaningful growth management in Ontario.



Cover photo: Urban Strategies Inc.

Photo: M. Manett

Rapid growth dictates need for effective growth management

Findings and Outcomes

Generally, Ontario municipalities have comprehensive planning policy frameworks that support growth management principles. Many municipalities have official plans containing policies which support healthy downtowns, integrated open space networks, transit-supportive densities, mixed-use developments, a range of housing opportunities, an open and fair process and coordinated infrastructure investment.

In many ways, Ontario communities have been and continue to be ahead of the U.S. in policy that would meet the test of Smart Growth. Regional planning, urban growth boundaries, transit systems with impressive modal splits (such as the TTC) and focused growth in transit-supportive nodes and corridors have all been in place for decades. To a great degree these efforts are now outdated, rendered ineffective by the vastly expanded geographies of urban centres or have been the victim of disinvestment.

It is clear that policy on its own is not enough. What is needed? Five critical elements of a growth management strategy are identified in the Policy Paper:

- Collaboration, coordination and leadership—among and between governments, as no one level of government can do this alone;
- The introduction of new tools and resources and the innovative application of existing tools to effectively guide growth;
- The use of public investment and incentives to leverage market forces;
- Thinking, planning and investment decisions based on immediate needs and 50-year timeframes; and,
- The creation of a broad base of understanding and support for managing growth.

The Need to Go Beyond Policy

If our municipal policy frameworks support growth management principles, then what is the problem? Policy alone is not enough and never really has been. Two factors have rendered policy more impotent in recent times. In the past, Ontario's urban centres were of a modest size and operated unilaterally within their own spheres, making growth management relatively straightforward. Numerous urban centres have now grown beyond their own sphere and operate within a city-regional economy which can have an influence extending hundreds of kilometres.

Regional municipalities were introduced



Photo: M. Manett

Using all developable land more wisely should become a priority

as a means of coordinating the construction of infrastructure to support post-war suburban growth but today many regional municipalities are ineffective jurisdictions for dealing with the growth management challenges of urban centres.

Secondly, in the past, market forces have had a stronger regard for and incentive to work more cohesively with policy direction. The post-war era of “big govern-

ment” has been replaced in the 1990s by a market-driven approach that has diluted policy directives. This approach has been coupled with the withdrawal of senior governments from key policy areas such as housing, transit and the environment. In this vacuum, municipalities have worked with the minimal set of tools available to them. For example, the City of London and Town of Cobourg have used



Photo: M. Manett

How much new development is transit-supportive?

Community Improvement Area designations for purposes of tax incentives related to heritage or downtown redevelopment. In the context of a market-driven approach, local municipalities require additional incentives and tools to direct growth and enable implementation of their adopted policy intent.

Collaboration, Coordination and Partnerships

Collaboration, coordination of investment and partnerships are inherent in the success stories of growth management. The State of Maryland's Smart Growth platform is premised on coordination of investment through targeted funding of projects that support Smart Growth principles. Collaboration between the State, Region, City and County governments has led to a layering of policies and initiatives that are led from the top but are mutually reinforcing and implemented on a voluntary basis at the local level.

Collaboration, coordination and partnerships are all terms that are part of our everyday nomenclature as planners but, in reality, we have had little success in applying these terms other than on a small-scale, project basis. The latest round of the Province's SuperBuild Fund, one premised on intergovernmental and public-private partnerships, has yet to distribute significant funds. The inability to move forward on the renewal of the Toronto waterfront after two years of planning demonstrates that we are inexperienced at establishing collaborative or coordinated relationships within and between governments, let alone on a public-private basis. This is one of the greatest obstacles to addressing the growth management challenge.

Building a Broad Constituency

One of the greatest successes of America's Smart Growth campaign is the heightened awareness among a broad constituency of the impact of

sprawl and the opportunity Smart Growth offers to provide a viable alternative. In doing so, the policy and decision makers have established a solid base of support for programs related to the management of growth.

We have taken almost 50 years to formulate our current culture of growth that favours suburban sprawl and auto-dependent development. Changing this culture will take time. Planners in Portland, Oregon, claim that much of their success has been the result of close to 40 years of building a culture and level of awareness in that community which supports managed growth. While recognizing these

year land supply provisions of the Planning Act to understand growth management directions of the 50-year horizon.

How do we move forward?

Despite innovation and intent, no single community has been entirely successful at managing growth. For example, according to a sprawl index developed by *USA Today*, despite its purported success, Portland, Oregon, is sprawling at a rate far surpassing that of Las Vegas. In Ontario, what is clear is that growth management will be critical over the next decades as our communities grow into substantial and complex city-regions.

These city-regions are the engines of our economy and the places that a growing majority of people call home. While current initiatives are promising, we cannot afford to lose this opportunity to renew our commitment and reinvent our approach to growth management. The current initiatives at the province are matched by growth management initiatives being undertaken at OPPI, the

Exploring Growth Management Roles in Ontario: Learning from "Who Does What" Elsewhere

Highlights from "A Call for Action on Growth Management"

Growth management is an essential ingredient of Smart Growth policy and action. Using the recently completed Policy Paper, *Exploring Growth Management Roles in Ontario: Learning from "Who Does What Elsewhere"*, the Ontario Professional Planners Institute (OPPI) recommends the following actions for federal, provincial and municipal consideration:

- The Province should require a long term strategy for growth management that includes complementary policies, targeted funding, tools to make it work, and public education.
- For growth management to be successful at the municipal level, powerful and effective new tools are required.
- Recognizing the diversity of Ontario, development of appropriate planning tools and processes which facilitate desired economic growth in rural and northern Ontario.

Copies of the full text of the Call to Action and the paper are available on the OPPI website in the "What's New" and "OPPI Initiatives/Policy Development" sections: www.ontarioplanners.on.ca

efforts take time, the first step will be to ascertain the leadership necessary to invoke this change and the resources to do so. Local municipalities are critical players but cannot, based on the current constitutional status, lead the charge in this realm. The Province is the logical candidate to take on this role, just as its counterparts of Maryland and Oregon have done. The current reviews of the Provincial Policy Statement, the Municipal Act and the establishment of the Smart Growth Secretariat indicate the provincial government's interest in taking on a more direct role. In doing so, it is critical that growth management be considered in greater complexity than its correlation to building new highways and trade routes. Also important will be to think well beyond the three to five-year electoral threshold and beyond the 20-

Canadian Urban Institute, the Conservation Council of Ontario, many municipalities, and CMHC. There is an opportunity to corral these resources to create a truly collaborative and coordinated strategy for guiding growth. Indeed it would be the corollary of smart growth—stupid growth—not to harness these resources to reinvent a growth management strategy for Ontario.

Melanie Hare, MCIP, RPP, is an Associate with Urban Strategies Inc in Toronto and is the principal author of the OPPI's Policy Development Paper on growth management. A copy of Exploring Growth Management Roles in Ontario can be downloaded from the OPPI website or from OPPI's Loretta Ryan, MCIP, RPP, at policy@ontarioplanners.on.ca.

Creating a box for thinking out of

Transportation Management Association: An Option to Reduce Congestion and Improve Air Quality

By Wayne Chan

Most roads are already congested in the Greater Toronto Area (GTA). With continued population and employment growth, automobile trips are estimated to increase 64 percent by 2021. Provincial projections estimate a shortfall of 19 free-way lanes of capacity to carry traffic between the regions and the City of Toronto in 2021. Furthermore, car use contributes to the region's smog problem, which is estimated to be causing about one thousand premature deaths per year in the GTA.

In addressing the congestion and air pollution problems in the GTA, City of Toronto Urban Development Services has been working hard to help launch Transportation Management Associations as one element of a broad range of measures to reduce auto demand and thereby address road congestion, smog and greenhouse gas emissions.

What is a TMA?

TMAs are geographically-based, private, non-profit membership organizations dedicated to providing a variety of transportation services and programs for commuters. TMAs can be seen as a mechanism to help implement Travel Demand Management (TDM) measures which seek to improve traffic congestion and air quality by focusing on means to reduce auto demand.

TMAs began to emerge around the world in the early 1980s. Today, over 150 TMAs are in operation, primarily in the United States and the Netherlands. There is limited experience with TMAs in Canada.

TMA members may include employers,



Transportation sources contribute at least one third of Greenhouse gas emissions

managers, developers, public agencies and resident groups. TMAs are generally funded through membership fees and government grants. In order to start the formation of a TMA, government seed money to initiate the program is essential. When a TMA becomes more established, then membership fees may cover some or even all the TMA expenses.

The attraction of the TMA approach lies in the synergism of multiple organizations and individuals banding together to address and accomplish more than any one government agency, employer, developer or resident could do alone.

Programs and services offered by TMAs

There are a number of specific initiatives that the TMA can pursue such as:

- Carpooling and vanpooling
- Ride matching service
- Guaranteed ride home program
- Shuttle buses
- Telecommuting programs
- Newsletter, information and customized transportation plans
- Employer transit fare incentives
- Bicycle/pedestrian programs and

shower/change facilities

- Reviewing parking policies and practices
- Co-ordination of delivery services
- Advocate improved transportation and transit services

Based on the situation and characteristics of the TMA service area, programs provided by TMAs can be customized to suit the needs of the commuters. There is a lot of flexibility in the development of TMA programs.

What is the motivation for joining a TMA?

Implementing TMA through building partnerships between the private and public sectors is a "Win-Win-Win" solution for employers, employees and the community.

Benefits for the employers:

- By reducing the stress from commuting, it will help to create a better working environment to attract and retain valuable employees
- Better working environment will increase productivity from employees
- Save in office space if some employees telecommute
- Save in parking costs with fewer employees driving alone
- TMA members collectively express their concerns on transportation issues and therefore can play a more effective advocacy role in influencing transportation issues

Benefits for the employees:

- Provide employees with a number of commuting choices. They can choose the one that will suit them best

Black Creek Regional Transportation Management Association: The first TMA in Ontario

By Sarah Climenhaga

As congestion and smog worsen across the city, the need for action to reduce automobile traffic grows ever stronger. In the Black Creek region of the Greater Toronto Area, many partners have come together to tackle the issue in their own neighbourhood in a way that is both proactive and responsive to the needs of employers. York University, Knoll, Bombardier Aerospace and the Province of Ontario have become the first four members of the Black Creek Regional Transportation Management Association (BCRTMA), a public private partnership.

Serving the area bounded by Dufferin Street, Highway 401, Weston Road/Pine Valley Drive and Highway 7, the mission of the BCRTMA is to work with the public and private sectors to improve mobility and to establish sustainable transportation within and around the North Toronto/Vaughan area by managing transportation demand; promoting the environmental and financial gains of using alternative modes of transportation; and advocating the transportation needs of the area.

The BCRTMA officially began its work in March 2001. Since then, the TMA has undertaken work in three main areas: trip reduction services, promotion, and organization. Highlights of activities include:

- Successful bike week events at York University and Bombardier
- Enrolment of Bombardier, York University and Knoll in Pollution Probe's Clean Air Commute contest
- Presentations to employees and students on commuting options available in the area
- Research for members on vanpool-

ing, guaranteed rides home, cycling infrastructure

- Launch of Internet ridesharing program for students and staff at York University to encourage carpooling
- York University bicycle survey
- Production of transit how-to flyer for one member's employees

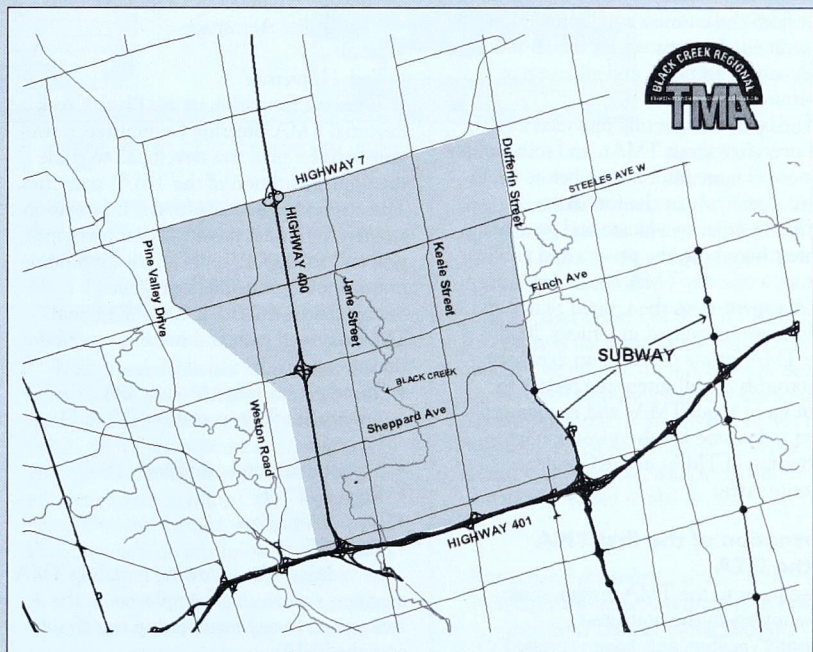
The official launch of the Black Creek Regional TMA was in late September at Bombardier Aerospace's Downsview plant. The event was a member appreciation reception and an announcement of early results by TMA partners.

For the fall the BCRTMA has plans to begin offering its members a Guaranteed Ride Home program. This program is like an insurance policy. It provides free taxi rides or rental cars for employees to get home in case of

an emergency if they commute to work by transit or carpool.

With the active participation of area employers, and the support and commitment of local government and business agencies, the TMA aims to encourage a substantial modal shift. The Black Creek Regional TMA will be a key part of the integrated approach, which includes adequate funding for transit and policies to curb urban sprawl, necessary to reverse the looming forecasts of gridlock and environmental degradation for the GTA.

Sarah Climenhaga is the Executive Director of Black Creek Regional TMA. She can be reached at (416) 650-8059 or e-mail by sclimenhaga@bcrtim.org



Black Creek Regional TMA

- Providing different commuting choices, including flextime and telecommute options, will increase flexibility for employees in co-ordinating their work and personal schedules
- Provide more convenient, more comfortable commuting trips with savings in time and money

Benefits to the community:

- Optimize the transportation infrastructure so that a more cost-effective and sustainable transportation system can be achieved
- Less congestion will improve accessibility and mobility in different areas in the GTA
- With fewer cars on the road, it will help to improve our air quality and reduce greenhouse gas emissions

The TMA Pilot Project

To introduce TMA to all the stakeholders, the City of Toronto Urban Development Services (UDS) and The Toronto Board of Trade co-hosted the TMA Roundtable Breakfast in June 1999.

In order to foster the public-private partnership and to provide policy direction and act as an advisory body to guide the implementation of the TMA Pilot Project, a TMA Steering Committee was created in October 1999. The participants from the breakfast meeting provided a solid base on which to form such a TMA Steering Committee. Members include representatives from the business community, non-governmental organizations, labour unions, GTA transit agencies, and all levels of government.

The breakfast meeting provided a general overview about TMAs, and stakeholders needed more information before deciding to participate in the formation of TMAs. In order to educate and generate interest from both the private and public sectors, a one-day TMA Forum featuring TMA experts from the United States and Canada was organized in January 2000. The TMA Forum provided an excellent opportunity for all interested parties to learn more about TMAs and encouraged them to become involved in the implementation of TMAs in the Greater Toronto Area.

Formation of the first TMA in the GTA

Subsequent to the TMA Forum, some stakeholders in the northwest Toronto/Vaughan area have expressed interest in forming a TMA. With a core



Photo: S. McKenna

TMAs an effective way to raise average auto occupancy

group from both the public and private sectors, the Black Creek Regional TMA steering committee was formally established in July 2000. The Steering Committee includes representatives from:

- City of Toronto
- City of Vaughan
- Region of York
- Province of Ontario
- Toronto Region Conservation Authority
- Toronto Environmental Alliance
- North York Chamber of Commerce
- Vaughan Chamber of Commerce
- Bombardier Aerospace
- Knoll
- York University

With the formation of the Black Creek Regional TMA Steering Committee, a two-year business plan was developed to guide the implementation of the TMA's activities. The business plan provides the information required to attract private-sector participation and to support applications for funding from various government programs. Subsequently, the Black Creek Regional TMA received cash and in-kind contributions from:

- Transport Canada's Moving On Sustainable Transportation (MOST) Program
- Toronto Atmospheric Fund (TAF)
- Region of York
- City of Vaughan
- City of Toronto

In addition, the following founding TMA members and principal employers in the area agreed to pay membership fees to support the TMA:

- Bombardier Aerospace

- York University
- Knoll
- Province of Ontario

In total, over \$200,000 cash and in-kind contributions have been secured for 2001. As a result, a full-time TMA executive director was hired in March 2001 to administer the Black Creek Regional TMA.

In order to expedite the formation of a TMA and to strengthen the public-private partnership, the Steering Committee decided to by-pass the process of forming an independent non-profit organization and, instead, the Black Creek Regional TMA will operate under the auspices of the North York Chamber of Commerce.

Next Steps

The establishment of the Black Creek Regional TMA has been a milestone achievement in creating a pilot project that can demonstrate the practical advantages of the TMA approach. To maintain this momentum, the important next steps are to:

- ensure the programs/services of the Black Creek Regional TMA attract significant levels of subscribers
- carry the success and lessons learned from the pilot project into other areas to promote establishment of a network of TMA across the region.

Wayne Chan, MCIP, RPP, is a transportation planner with the City of Toronto Urban Development Services Department, City Planning Division. He can be reached at (416) 392-8698 or by e-mail at wchan1@city.toronto.on.ca

Heritage goes hi-tech in Penetanguishene

By Elise Hug, Frank Price, Dave Sudeyko & Mike Yashchshyn

Heritage has gone hi-tech in the Town of Penetanguishene. Municipal staff and the local LACAC asked Ryerson students to research and develop a slideshow of the Town's heritage inventory. What they got was a whole lot more.

Ryerson University students teamed up with the Town of Penetanguishene earlier this year to create an innovative GIS-based heritage inventory. Researched and implemented by third-year students in Ryerson University's Urban and Regional Planning program, this inventory differs from traditional databases because it is fully integrated with the municipality's geographic information system.

Like other heritage inventories, this one includes site photos, locations and ownership information on designated and proposed heritage properties. But unlike other computer-based heritage inventories, this one is fully expandable and includes several innovative add-on functions for analysis. Using ArcView 3.2, the heritage inventory can assist with efforts for heritage preservation, promotion and education in the municipality.

Debbie Leroux and Michelle Quealey of the Town of Penetanguishene's Local Architectural Conservation Advisory Committee (LACAC) approached Ryerson to research and develop a heritage inventory and accompanying slideshow. Putting the heritage inventory on GIS not only enhanced the analytical capabilities of the town's GIS, but also the distribu-

tion and communication of information.

Until now, specialized knowledge regarding architectural heritage was stored away in lengthy documents or circulated only among the Town's volunteer LACAC members. There was a communication and knowledge gap among LACAC members, staff, residents and tourists. Now, as the Town collects infor-

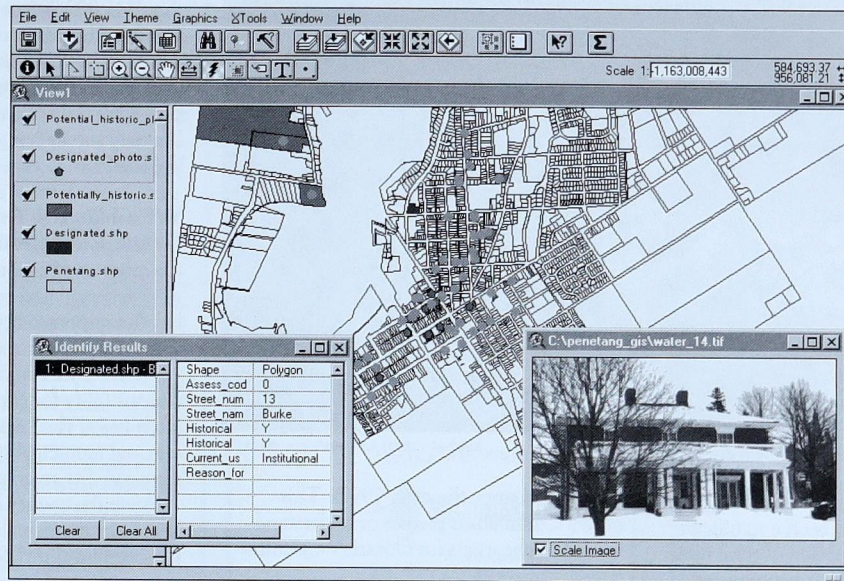
tion, a picture of the property and specific property information, such as current owners, property address and property assessment codes.

The town can now custom-design heritage tours. From the GIS information, a tour can be designed to suit any group's needs, from architectural and cultural interests, the mode of transportation, to the time available for a tour.

Penetanguishene boasts a variety of distinct and architecturally unique districts, something not often found in small towns. These areas were identified and delineated using a combination of ArcView specific tools. Students applied buffers to heritage properties throughout the town, which helped identify where buffers overlapped. This can be used as a first step to researching the potential for Heritage Conservation Districts in the Town. The query function can further refine these districts to include or exclude properties with different characteristics.

The major benefit of the GIS Heritage Inventory is its expandability and upgradability. The project team had about twelve weeks to develop the product—therefore the full potential of the Inventory was not fully utilized. By keeping the ArcView database expandable, additional information can be added to the inventory in the future.

For general questions, contact Elise Hug ehug@fes.uwaterloo.ca and for technical questions contact Dave Sudeyko david@echo-on.net.



A sample screen from the Ryerson project

mation on its heritage properties, this data can be stored directly in the GIS database. GIS has the advantages of being easily available to municipal planning staff and can be used to create various maps.

Traditional databases allow users to organize and store information, but are not commonly geographically based. As a result, information or data cannot be geographically displayed or queried. This problem is solved using GIS. The GIS-based Heritage Inventory for the Town of Penetanguishene was based on the town's own GIS files (ArcView Themes), with the database built from this information. The GIS system user can now click on a property to find basic historic informa-

Rural Non-farm Development and the Future of Agriculture: Who's Making the Decisions?

By Wayne Caldwell and Claire Weir

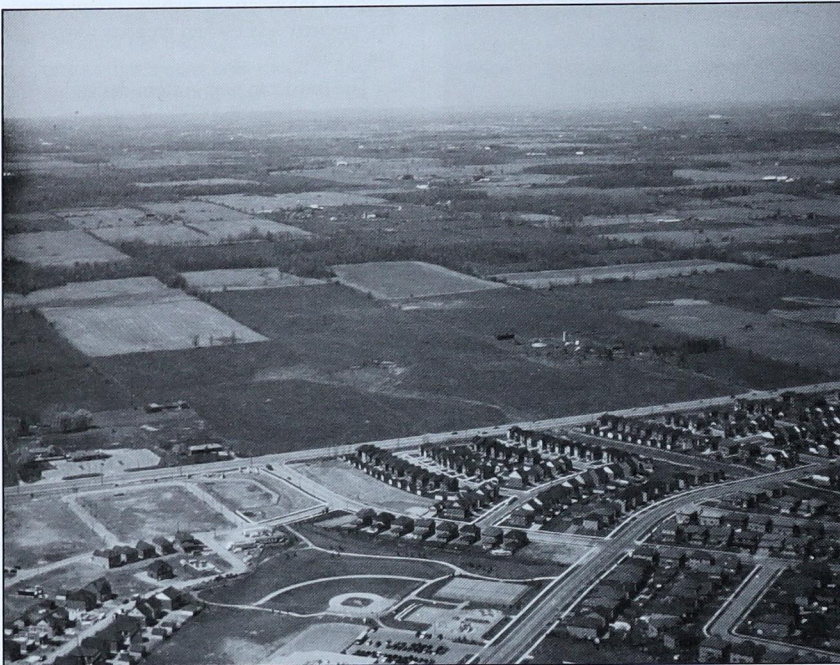


Photo: Urban Strategies Inc.

Consents can blur the distinction between rural and urban

As agriculture has intensified in Ontario, there has been a significant increase in the creation of rural non-farm lots. Numerous conflicts between rural non-farm development and an increasingly industrial farm sector have been documented. The potential for this conflict has arisen because of an increase in the number of severances. We do not, however, have an accurate count on a provincial basis of new rural

lots created since the early 1990s. This makes it difficult to predict or understand related implications for Ontario's agricultural industry.

Through the School of Rural Planning and Development at the University of Guelph a project has been undertaken to gather information on rural non-farm lot creation. This research project is entitled Rural Non-farm Development: Its Impact on

the Viability and Sustainability of Agricultural and Rural Communities. The project has been designed to document rural non-farm consent activity in Ontario's counties and regions between 1990 and 2000. It is scheduled to be complete by Fall 2002.

In September 2000 a survey was distributed to each county/regional municipality in Ontario that reported total farm sales greater than \$35,000,000 in the 1996 Agricultural Census. The purpose was to determine who currently holds responsibility for granting consents in these municipalities and how they store their consent records. This preliminary survey has provided some interesting results.

Who Has the Responsibility to Grant Consents?

Counties and Regions across the province were surveyed and asked the question: "Who has the responsibility to grant consents?" The results are presented in Table 1.

Across Ontario, results show that the responsibility for granting consents most often lies at the county level. Very few regional municipalities have retained the responsibility to grant consents.

After the county level of government, lower-tier municipalities are most likely to have responsibility for consents. The significant number of lower-tier municipalities granting consents can be explained by the fact that many regional level governments delegated the responsibility to them.

There are several municipalities where there is a shared responsibility to grant consents between the regional/county level and lower-tier municipalities. Most frequently in this arrangement, the upper-tier municipality grants consents for rural areas and urban lower-tier governments grant their own consents.

How Do Municipalities Store Records Of Consent Activity?

Results of the question, "How do municipalities store records of consent activity?" are summarized in Table 2.

The most common method of recording consent activity is in individual files (that is, no computerized database or annual summary is available). Of the upper-tier municipal-

Table 1: Responsibility for Granting Consents in 2000

Level Of Government in Individual Counties or Regions with Responsibility For Granting Consents	Number of Municipalities
Region	2
County	14
Single Tier	1
Shared County/Region and Lower Tier	6
Lower Tier*	11
Uncertain due to Amalgamations	1
Total Municipalities Surveyed	35

*11 Counties/Regions reported that they had delegated the responsibility to grant consents to their lower tier municipalities.

ities surveyed, 43 percent stored records of consent only in individual paper files. Storing consent record information in an annual summary was the second most common method, with 29 percent of respondents using this approach. Only 23 percent of municipalities surveyed are using a computerized database to store records of consent. These results indicate that Ontario municipalities continue to rely on non-computer aided methods to store records of consent activity.

Next Steps in the Research

The next stage of this project will involve on-site visits to regional, county and lower tier municipalities to document the number of consents (severances) which have been granted in rural areas and the purpose for which consents were granted: rural non-farm (residential, commercial), rural-agribusiness, agricultural activity (for example, farm splits). This data will be collected during the summer of 2001.

As this project progresses, further results will be published in this journal.

For more info contact: Claire Weir or Wayne Caldwell at the School of Rural

Table 2: Method of Recording Consent Activity by Type of Municipality, as reported by County or Region

Municipality responsible for granting consents:	Records of consent activity are stored in the form of :			
	Computerized Database	Annual Summary	Individual Files	No Response
Region	1	0	1	0
County	4	5	6	0
Single Tier	1	0	0	0
Shared Region/ County and Lower Tier	2	1	2	0
Lower Tier	0	4	6	1
Uncertain Due to Amalgamations	0	0	0	1
	Computerized Database	Annual Summary	Individual Files	No Response
Total municipalities using:	8	10	15	2
Total municipalities surveyed:	35	35	35	35

Planning and Development at the University of Guelph.

Wayne Caldwell, MCIP, RPP, is an Associate Professor at the School of Rural Planning and Development at the

University of Guelph. He also works with the Huron County Department of Planning and Development. Claire Weir is a M.Sc. candidate at the School of Rural Planning and Development at the University of Guelph.

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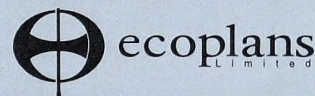
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Branding OPPI Recognition Committee's 2001 Agenda

By Diana Jardine

The OPPI Recognition Committee has several irons in the fire when it comes to fulfilling our goal of "broadening recognition of planning and the role of planners." One of our most challenging tasks is to come up with a brand for OPPI. With the assistance of GPC, a communications and public relations firm, the Recognition Committee is grappling with how to develop a brand for OPPI. All who participated in our day-long May workshop have a keener appreciation of how difficult it is to capture the essence of "what we do" as planners and "how we want to communicate it" to others. Experiences such as the City of Ottawa's recently revoked slogan "Technically Beautiful," demonstrates that even the experts can get it wrong.

The May workshop resulted in several draft statements, but it's back to the drawing board this fall. Ideas from members are most welcome. The objective is to present a brand statement to Council in December.

Recognition Strategies

In line with OPPI's Strategic Plan, the Recognition Committee has worked closely with the Policy Development Committee to enhance the profession's role in the forefront of certain critical issues. Our first venture was the launch of our first policy paper entitled "The Municipal Role in Meeting Ontario's Affordable Housing Needs," prepared for OPPI early this spring by Ed Starr and Christine

Paccini. This was accompanied by a news release and position statement that spokespeople for the organization used to highlight key messages on the current decline in affordable housing. Our Recognition Strategy helped us achieve our goal of providing guidance to municipal planners and other community partners regarding the development of community strategies for affordable housing.



Diana Jardine

Currently in its final draft form, "Exploring Growth Management in Ontario: Learning from Who Does What Elsewhere," prepared by Melanie Hare of Urban Strategies Inc. (see our cover story) will assist OPPI's efforts with regard to a strategic campaign on key changes to the Provincial Policy Statement and the identification of appropriate tools needed to shape future growth in the province. The work is particularly timely in light of

the Provincial Government's Smart Growth initiatives and will be the focus of our morning program at OPPI's Policy Symposium in Kitchener on October 19th. Again we'll use a revamped position statement and recognition strategy to ensure that the organization is well placed to influence government.


The Website and Awards

As part of our Recognition Plan, www.ontarioplanners.on.ca is soon to take on a new look. The homepage redesign is complete and was showcased at the newly designed OPPI booth at the Ottawa conference in July. The launch of the web site is planned for late fall.

This year marked new heights for award entries. Nineteen district award winners are currently being judged for the provincial level awards for Excellence in Planning. The winners will be announced at the awards luncheon on October 19th.

Our committee of Grace Strachan, Peter Smith, Kim Warburton, Craig Manley, Cyndi Rottenberg-Walker, and Rick Brady extend many thanks of appreciation to Mary Ann Rangam and Loretta Ryan for helping the work of the Committee to progress in a timely and thoughtful manner.

Diana Jardine, MCIP, RPP, is Chair of the Recognition Committee. She is also a Director in the Ministry of Municipal Affairs and Housing.



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Development Permits Moving into the Mainstream?

By Kris Menzies

Through changes to the Planning Act, the Rae government began to introduce a Development Permit System into the planning process in Ontario. These efforts have been continued through two terms of the Harris government and are embodied as legislation in Section 70.2(1) of the Act.

The Ministry of Municipal Affairs and Housing has been striving for several years to bring about a Development Permit System and provide for Regulations in order to have that system in use. Notwithstanding various starts and stoppages, the Ministry has been successful in instituting regulations for the use of the newly devised system in all, or parts of, four individual municipalities, as well as portions of the Region of Waterloo.

The system came forward as a result of recommendations provided by Peter Smith, MCIP, RPP, of Bousfield Dale-Harris Cutler and Smith Planning Consultants in consultation with Ministry staff and a Committee of Stakeholders. This committee was composed of, among other participants, OPPI, the Urban Development

Institute, the Home Builders Association, the Association of Municipalities of Ontario, the Canadian Environmental Law Association, the Canadian Bar Association, and three municipalities. These municipalities, Lake of Bays, Oakville, and Hamilton, subsequently became participants in the "pilot projects" that are subject to the new regulation.

Peter Smith's involvement in the process came about after a proposal call by the Ministry to find a consultant who could assist the Ministry and the committee in developing a workable system. Peter and his team researched other similar systems in the United States and Canada and brought together the best of those systems, including issues raised by the Committee and the Ministry, and combined them within the existing known systems in use in land use planning in Ontario today. The draft system was then brought to the Municipal staff and public of the three representative municipalities and issues were vetted through the committee and Ministry. The resulting regulation forms the basis of this work.

The intention of the system is to provide

for a tool, under the umbrella of good planning, that, in effect, combines the processes of rezoning, minor variance and site plan control into one streamlined process. Other powers afforded to the Development Permit System include an amended definition of "development" which includes development being defined as site alteration and the removal of vegetation (see regulation 2001.0003.e 6-LM/SK #9 (8)).

An area designated as a Development Permit area in the municipal official plan is not subject to Section 34, 45 or 41 of the Act; it is subject only to the Development Permit section, Section 70.2(1).

Sample official plan amendments, Development Permit Zoning By-laws, development permit templates and evaluation criteria were developed by Peter Smith and refined by the Ministry Stakeholders. These are available to the pilot project municipalities as templates.

The current Development Permit areas include a portion of the downtown of the City of Hamilton known as the "Gore," an industrial area in the Town of Oakville,



Development permits can be effective in areas that are environmentally sensitive

numerous lakes and three rivers within the municipal jurisdiction of the Lake of Bays including those lands which are continuous and within 500 feet of the shoreline of the ordinary water's edge of those lakes and rivers, the Central Waterfront Planning Area of the City of Toronto, and large portions of the Region of Waterloo.

The Ministry intends to assist these municipalities through the process and evaluate the successes or failures in order to fine-tune the system, if required, before trying to

implement regulations for additional municipal use of the system.

Given the stakeholders involved, as well as the draft system developed by the Ministry being vetted through the public in three municipalities, the new Development Permit system has a strong foundation to provide a formative tool for a new form of planning in the Province. It should be remembered that the system was devised to provide good planning for the public while streamlining the approvals process. This is the challenge set

before those communities who have been provided with the regulations to test the system for the rest of us.

Kris Menzies, MCIP, RPP, is a land use planner, land development consultant, and an affiliate of the IBI Group. Her practice is centred on north Toronto and the rural and resort areas of Central Ontario. Kris has represented OPPI for the past seven years on the MMAH Development Permit committees.

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MMM Bike Draw Winner

The winner of the second annual MMM Bike Draw at the CIP/OPPI joint conference in Ottawa was Jennifer Newcombe of The Network at the University of Waterloo. Jamie Bennett of MMM reluctantly turned over the rugged mountain bike to Jennifer at MMM Headquarters in Thornhill.



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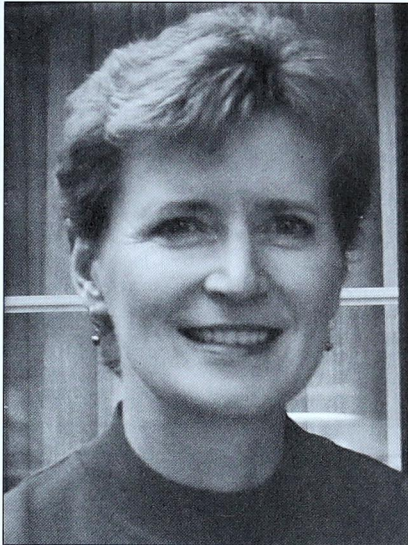


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Member Service Awards

Angela Dietrich of the City of Mississauga's Planning Department has been involved in OPPI activities for 13 years. She served on the Central District Membership Committee during the period of greatest expansion of OPPI's membership, conducting dozens of entrance interviews for provisional mem-



Angela Dietrich

bers and reviewing hundreds of log submissions. In 1999 and 2000 Angela was co-chair of the Central District Membership Sub-committee. Angela was nominated for the award for her generosity with her time and her commitment to OPPI.

Paul Puopolo, president of Planning & Engineering Initiatives Ltd. in Kitchener, is a member of both OPPI and the Ontario Association of Landscape Architects. Paul has served on OPPI's Council as representative of the Southwestern District since 1999 and acted as a judge for the Excellence in Planning awards for 1999,

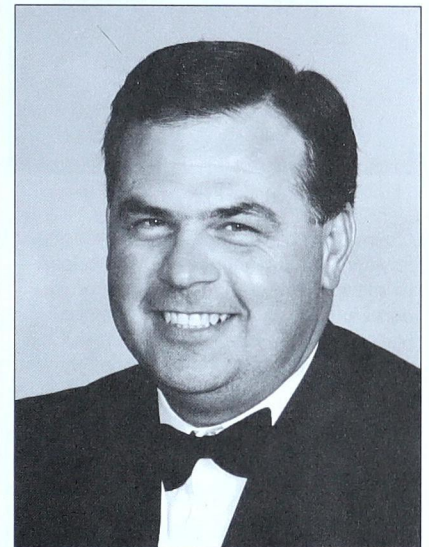


Paul Puopolo

2000, and 2001. He has contributed articles to the Ontario Planning Journal, spoken at OPPI events, and taught at York University, Ryerson Polytechnic University, and Wilfrid Laurier University. He is also committed to serving his community, volunteering with Habitat for Humanity and working as Director of Waterloo North Housing Authority. Paul was nominated for his dedication to OPPI and his help in involving

younger members in OPPI activities.

Don May, a consulting planner in Burlington, has been a member of OPPI since 1976 and currently serves as director of professional practice and development and a member of OPPI's membership services committee. Don championed the development of the Professional



Don May

Liability Insurance Program now available to OPPI members and helped develop the OPPI's ethics course. He was Central District Board of Management representative on OPPI Council and worked to begin the implementation of OPPI's strategic plan at the district level. While on

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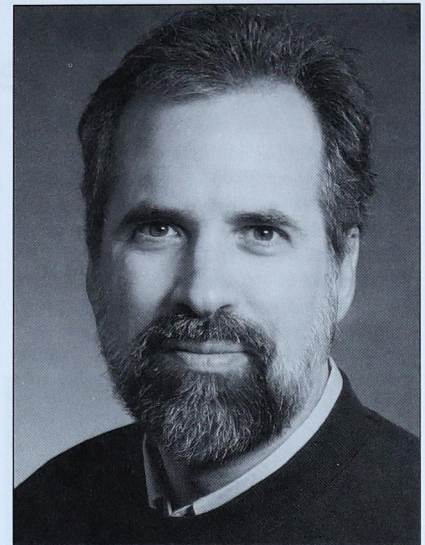
Loretta Ryan

Council, he chaired the Discipline Process Review Special Committee, which helped to strengthen the OPPI's discipline procedures and led to the inclusion of a non-planner on the Discipline Committee. Don was nominated because of his commitment

to providing new services to members and his role in implementing the OPPI's strategic plan.


Loretta Ryan has been manager of policy and communications for OPPI since 2000. She was nominated for a membership award because of her volunteer contributions to the GTA sub-district between 1996 and 2000, when she joined the staff of OPPI. Her work for and leadership of the GTA Program Committee in the 1990s helped to increase member participation in events and her organization of the GTA year-end party helped to make the event a success. The special event manual she implemented has been invaluable to many other members and volunteers. Loretta was nominated for her enthusiastic and generous support for OPPI and for the profession of planning.

Mark Seasons of the University of Waterloo's School of Planning has been a CIP member since 1983 and an OPPI member since 1986. Mark has served on OPPI's membership committee and as an instructor in both the membership examination course and executive practitioners course. In 1999, he was elected president of CIP and served as president from



Mark Seasons

2000 to 2001. He won a previous member service award in 1994. He was nominated because of his ongoing commitment to OPPI and in recognition of the time he has devoted to furthering OPPI's activities.



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Central

Implementing OPPI's Strategic Plan in Central District

By Mike Sullivan

By the end of the 20th Century (sounds so long ago!) OPPI Council realized that OPPI had matured as an organization and had to take a look at updating its governance structure. The Millennium Strategic Plan was the result. The new Strategic Plan was based on two fundamentals: 1) Making OPPI the recognized voice of professional planning in Ontario, and 2) Communicating more effectively with the membership. The last election saw the creation of five new director positions, each with a new mandate and objective, but working together to reach a common goal. Focus is now turning to the Districts and their role in implementing the Strategic Plan.

OPPI is divided into four Districts: Southwest, Northern, Eastern and Central (see map below, courtesy of www.ontarioplanner.on.ca), each with the mandate to carry out the work of Council with a more regional focus. District membership in OPPI is based upon your designated mailing address. For a more complete description of the Districts, their roles and boundaries, please visit the OPPI website at www.ontarioplanners.on.ca, then look for "District News."

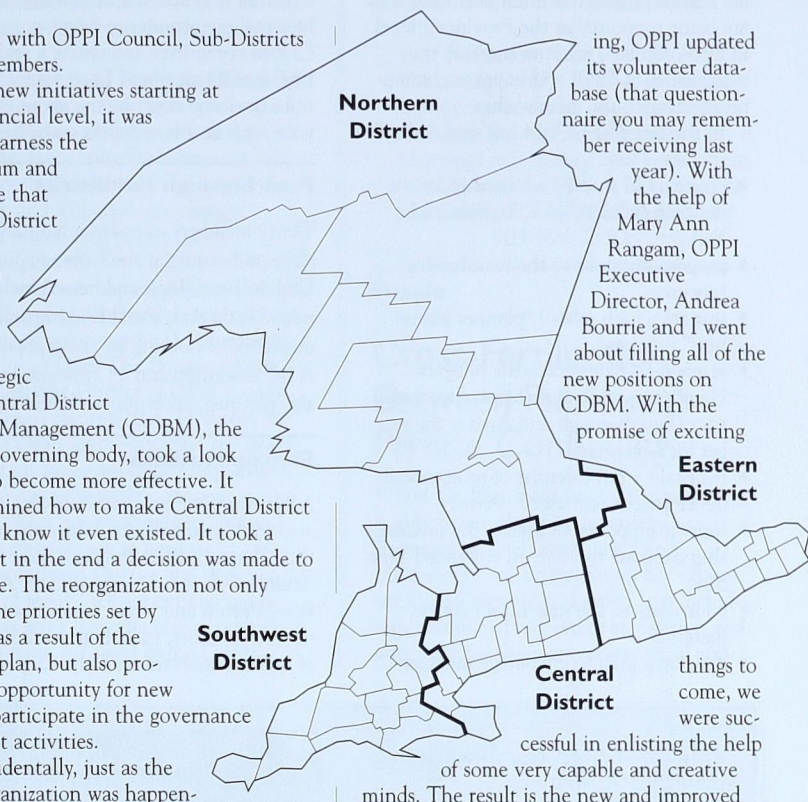
Central District stretches along the Lake Ontario waterfront between Niagara Regional Municipality, through Toronto, to Northumberland County, and north to the District of Muskoka. The needs of the District's members are met by:

- representing the views of Central District Members at OPPI Council;
- co-ordinating the activities of the Sub-Districts;
- finding and motivating volunteers for various initiatives;
- promoting and implementing OPPI initiatives such as scholarships, and programming;
- creation and co-ordination of District level committees;
- processing of Membership Log Books;
- nominations for District planning awards;

- liaison with OPPI Council, Sub-Districts and members.

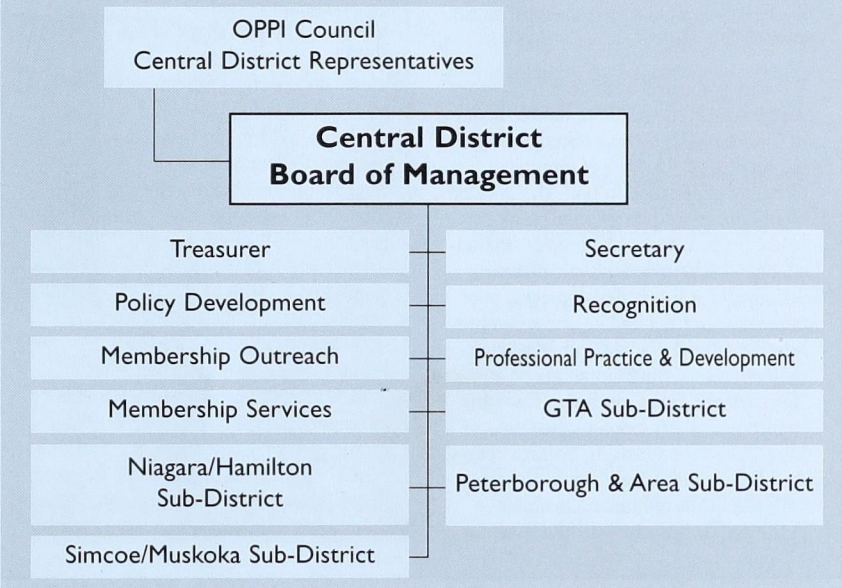
With new initiatives starting at the provincial level, it was time to harness the momentum and make sure that Central District played a proactive role in implementing the Strategic Plan. Central District Board of Management (CDBM), the District governing body, took a look at how to become more effective. It also examined how to make Central District members know it even existed. It took a while, but in the end a decision was made to reorganize. The reorganization not only reflects the priorities set by Council as a result of the strategic plan, but also provides an opportunity for new faces to participate in the governance of District activities.

Coincidentally, just as the CD reorganization was happen-



ing, OPPI updated its volunteer database (that questionnaire you may remember receiving last year). With the help of Mary Ann Rangam, OPPI Executive Director, Andrea Bourrie and I went about filling all of the new positions on CDBM. With the promise of exciting things to come, we were successful in enlisting the help of some very capable and creative minds. The result is the new and improved

Central District Board of Management



Central District Board of Management. While many of the new CDBM 'Directors' are still getting used to their positions, they are being supported at the Provincial level in a co-ordinated effort to increase the recognition of OPPI and improve communications with the membership.

In the last year CDBM has worked hard to:

- create a CD student scholarship for students attending U of T, Ryerson and York;
- propose revisions to the membership process;
- initiate a high school "planner awareness" program;
- re-energize planners in the Niagara-Hamilton and Simcoe-Muskoka sub-district (Peterborough and Area is the target for next year);
- maintain a full calendar of professional development and social events;
- support proposals to update the membership database through an enhanced Web Site;
- contribute to the new Ethics course material;
- develop a plan to encourage member

participation in OPPI activities.

The work is far from over. With the new structure in place, the next few years will be a real opportunity to develop each CDBM committee and create a real "identity" for CD members. Look for many new initiatives and don't be shy about offering your support. Many hands make light work.

Peterborough sub district

Thirty members attended a half-day workshop on housing at the Cobourg Yacht Club in June. Topics addressed include the new Condo Act, social housing and the challenge of housing an aging population. A fall workshop and a Christmas event is also planned, according to Kevin Duguay.

Simcoe-Muskoka

An enthusiastic group of individuals gathered in August to move things ahead in this "chapter." Mike Sullivan, Ron Watkin, Andrew Fyfe, newly arrived Janet Amos, Barry Peyton and James Stiver discussed a number of issues, including the desirability of holding an event with the City of Barrie.

Southwest

Southwest District is Vibrant and Active

By Paul Puopulo

As the Southwest District Representative, I am pleased to report that the Southwest District is alive, vibrant, and active in OPPI affairs.

The Southwest District has had a busy and active 2000-2001 and will continue that way in the coming year. OPPI is holding its Annual "Policy Symposium" in our District on October 19, 2001; at the same time the Southwest District will be holding its Annual General Meeting. We look forward to district members attending the Symposium and Annual General Meeting.

Some of the interesting events and areas that the Southwest District has been involved include:

1. The events in Grand Bend, "Ontario's West Coast: The Implications of Climate Change on Coastal Communities"; the Christmas Party in

Meet Your Colleagues

Simcoe-Muskoka

Lanny Dennis

By Lanny Dennis, MCIP, RPP,
Member, Central District Membership Outreach
Subcommittee

Lanny graduated from York University with an Honours B.A., double major in Geography and Urban Studies. Lanny has more than 13 years of municipal planning experience in both the development control and long-range planning fields. Some team policy projects included a comprehensive strategic planning document for future development, comprehensive zoning update and a comprehensive official plan amendment. He currently works as the Planner and "Department Head" with the Township of Seguin near Parry Sound, abutting Muskoka to the north in "cottage country." Before that Lanny was a Planner with the Town of Huntsville and a Planning Technician with the Town of

Bracebridge. In terms of volunteer and professional development, Lanny has been President for the past two years of the Ontario Association of Committees of Adjustment and Consent Authorities (OACA). Lanny intends to continue his volunteer efforts and professional development with the Ontario Professional Planners Institute. He feels that "OPPI is an excellent organization that offers formal professional recognition and a great support group for planners." Commenting on the role of the membership subcommittee, Lanny suggests that "It is important to partner with other professional organizations to attract more members and share information that will provide solutions and ultimately better planning province wide."

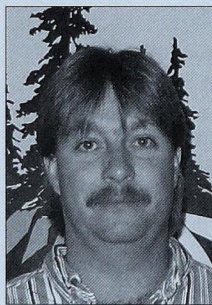
Seguin Township is a relatively new municipality created through amalgamation in 1998, bringing together five former predominantly rural organized jurisdictions. The amalgamation was a posi-

tive and friendly incorporation of these former municipalities and is recognized as a model by the provincial government.

Tourism is the main economic generator in the Township as most of the development is resource-based, rural and

waterfront development. Cottage prices have an extreme range, with the high end being on Lake Rosseau and Joseph at the south end and generally lower further north and inland. As well, a small portion of Seguin Township touches Georgian Bay. Generally, Seguin's recreational component and increasing proximity to the Golden Horseshoe make it attractive economically.

Projects and proposals on the go include new and expanded golf courses, camp expansion, new, expanded and reconstructed waterfront residential, the extension of Highway No. 400 and a new zoning for one of the former jurisdictions.



Lanny Dennis

the old revitalized downtown core of Cambridge; the Heritage Planning Today session in Woodstock;

2. The formulation of the Planners Action Team (PACT) which will bring planners from varying backgrounds together over an extended weekend in a concentrated effort to help a community address a local problem, challenge, or issue. The east London area has been chosen as the study area.
3. The restructuring of the Executive of the Southwest District to implement the OPPI Strategic Plan.

As background, I am a graduate of Wilfrid Laurier University in Urban Geography and hold a Master of Urban Geography and Environmental Studies from York University. I am currently President of Planning & Engineering Initiatives Ltd. with a staff of over 60, and offices located in Kitchener, Hamilton, and the GTA.

As your OPPI Council representative, I am committed to assisting OPPI implement the Strategic Plan at the District Level. Under the District Chairmanship of John Fleming, the process has been started and

will be implemented by the new Chairperson, Jennifer Passy. I believe that the implementation of the plan is in the best interest of the membership and OPPI as a whole.

OPPI, through its Policy Development Committee, is continuing to speak up on your behalf on such key issues as the Oak Ridges Moraine, affordable housing, and the upcoming Growth Management Strategy, and will advocate change through responsible public policy.

It is important that we have more volunteers from our chapter. Andrea Bourrie provided an excellent article recently on the value of volunteering (I Volunteer—The Value of One. The Power of Many). The Southwest District of OPPI is a volunteer-based organization. To ensure the future of OPPI and to increase the profile of OPPI on issues important to planners, we need you to be active on various committees. As a “people-oriented” individual, I encourage you to become involved in the Southwest District and discover the “power of many”. Please contact me or your Executive Representative member to become more involved at the District

level. With the Southwest District hosting the upcoming OPPI Conference in London, 2002, we need your assistance.

Paul F. Puopolo, MA, MCIP, RPP, OALA, is OPPI's Southwest District Representative and is also President of Planning & Engineering Initiatives Ltd., a planning, engineering, and landscape architectural firm. He can be reached at ppuopolo@peil.net; 519-745-9455 or 905-890-3550.

People

Cross-Fertilization Between Public and Private Continuing

Paul De Francesca recently joined Lang Michener where he practises Commercial Real Estate law. Lang Michener's Real Estate Group has experience in all areas of real estate law, including commercial real estate acquisition and sale, land development, commercial and

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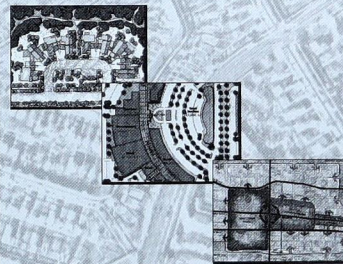
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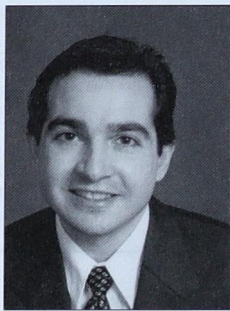
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industrial leasing, construction law, financing, environmental and title insurance.

Paul is also the co-author of *Annotated Land Development Agreements*, recently published by Carswell. He can be reached by phone at 416-307-4190 and by e-mail at pdefrancesca@langmichen-er.ca



Paul De Francesca

Dave Gordon, who recently played a key role in the successful CIP/OPPI conference in Ottawa, is taking a well-earned sabbatical at the University of Pennsylvania. "I intend to return to Queens next fall with my intellectual batteries recharged," he told the Journal.

His next contribution to the Ontario Planning Journal will be a book review of "A Decade of Regeneration," the story of the role played by the Waterfront Regeneration Trust on the shores of Lake Ontario. Dave has written extensively on the subject of waterfront development.



Beth Moore Milroy

Also on sabbatical this year is Ryerson's **Beth Moore Milroy**. **Jim Mars** is the new director of the school. Beth will be researching in France.

John Farrow, the Ontario Planning Journal's long-time contributing editor on management issues, has been appointed President of Lea & Associates' International Practice. John's most recent

article was on the 10 habits of successful cities. He will be applying similar insights to helping Lea expand their extensive practice around the world in places such as India. An upcoming article from John will be on the significance of planners taking on

the role of CAOs of municipalities.

Dennis Savriga, former Manager of Current Development, has retired from the City of Niagara Falls after 35 years. He is now doing private consulting in Niagara Region. **Ken Mech** (BES '85, Mohawk '87) has been promoted to Manager of Current Development with the City. **Andrew Bryce** (BES '88) has joined the Niagara Falls planning staff after 11 years with Richmond Hill. He assumes the position of Planner left vacant by Ken, and will have responsibility for site planning and current development review.

The RPA recently hosted the 3rd Annual Spring Reception at the Arcadian Court in the Hudson's Bay Centre. Over 150 people from the public and private sectors attended the networking reception in Toronto. Money raised from ticket sales and sponsorship helped ensure two student scholarships of \$750.00 each that were awarded to fourth year students **Sidonia Loiacono** and **Craig Lametti** during the reception.

The list of sponsors was a who's who of planning, development and law firms. **Anthony Biglieri**, chair of Ryerson's Alumni Committee, can be reached at 416-693-9155.

The contributing editors for People are Thomas Hardacre, MCIP, RPP, and Lorelei Jones. Their emails are thardacre@peinitatives.on.ca and lja@home.com, respectively.



Members of Ryerson's Alumni Committee. Peter Jakovic, Sean Harvey, Leona Savoie, Scott Joyce, Belinda Morale, Peter Nikolakakos, Anthony Biglieri, David Samis, Amy Shepherd, Barry Brooks and Paula Tenuta. Absent from the photo are Caroline Boone, Jim Mars and David Amborski.

Our mistake

In the previous issue our reference to a reception held in honour of newly appointed Fellow of the Institute, Mary Rose, was decidedly incomplete as the guest of honour was not in fact mentioned. A profile of Mary and her career accomplishments, originally intended for the previous issue, will appear in the year-end issue of the Ontario Planning Journal. We apologize for the mix up.



Mary Rose



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Editorial

The Terror of Urban Warfare

By Glenn Miller

The scenes of devastation from New York and Washington are now imprinted in our brains forever. Skylines are supposed to *evolve*, not explode. As a result, people in large cities everywhere are looking at their local icons with fresh insight, imagining not just the potential impact on the postcard view but what it means to lose a major gathering place.

The twin towers were the core of a massive hub connected to their city and literally to the world with pedestrian bridges, sewers, fiber optic cable, roads and subway lines. They were also a hub of human activity, linked by a thousand everyday interactions that define a thriving mixed-use neighbourhood. The selling of newspapers and the buying of coffee. The hurried conversations of commuters late for their train. Tourists huddled over a map, blissfully unaware of the activity around them. Locals staggering home, balancing umbrellas, briefcases and groceries, as they deftly pick their way through the melee.

Imagine if all that activity suddenly disappeared from where you live.

But even as the smoldering rubble of the Trade Center towers begins to cool, urbanists in the U.S. have begun to discuss rebuilding. Some are calling for the towers to be rebuilt as they were. The leaseholder wants to build four 50 storey towers. Others are saying there should be nothing except a memorial. Contributions to the debate are coming from every sector and many parts of the world.

The agitation for a solution is less about the need for a quick decision and more about wanting to participate in a process of healing and moving on. Perhaps an international planning competition could help provide direction. If there was ever a time for visionaries to make their mark, this is it.

In the short term, however, it is the human symbols that remain. The pictures of Mayor Rudolph Giuliani moving through the

wreckage talking quietly to rescuers stand out. This was civic leadership of a special kind. Let us hope that no Canadian mayor ever has to match that eloquence.

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



Letters

World Planning Day Needs to be Recognized Locally

I understand that November 8, 2001, is World Planning Day. The American Planning Association advises that many events are planned in the U.S. at both the national and regional levels. I wonder what is happening with OPPI and CIP? I have not heard back from CIP, although I tried to contact the office by e-mail some time

ago. Obviously, World Planning Day is potentially an important matter and an opportunity for the profession as a whole.

Arvin Prasad
Region of Halton

Social Conscience Obsolete?

Recently I have been involved with a couple of planning issues which have caused me concern. This is the approach that "what is there" should be approved. Lawyers on both sides of the issues expressed similar feelings. It would, of course, make a mockery of planning documents.

I joined the planning profession many moons ago to change the world. Is my social conscience now obsolete?

Keith Birch, MCIP, RPP

Mr Birch is also a chartered town planner. He practices in Hamilton, Ontario.

LETTERS TO THE EDITOR

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Oak Ridges Moraine Consultations

By Ann Joyner

OPPI made a submission on September 14, 2001, to the Ministry of Municipal Affairs and Housing with respect to the Ministry's *Share Your Vision* document for the Oak Ridges Moraine. The letter discusses OPPI's perspective, provides input on the Ministry's implementation strategy and builds upon OPPI's June 2000 Position Paper on the Oak Ridges Moraine.

The letter expresses support for the Province's recent stand on protection of the Moraine through the *Oak Ridges Moraine Protection Act*, 2001, including the six-month moratorium on new development. The letter provides comments on the Ministry's recently released document on the Oak Ridges Moraine *Share Your Vision*, including the Draft Strategy For Community Growth and Natural Protection put forward by the advisory panel (August-September 2001).

In addition to specific comments, the September 14, 2001, letter made the following four key points:

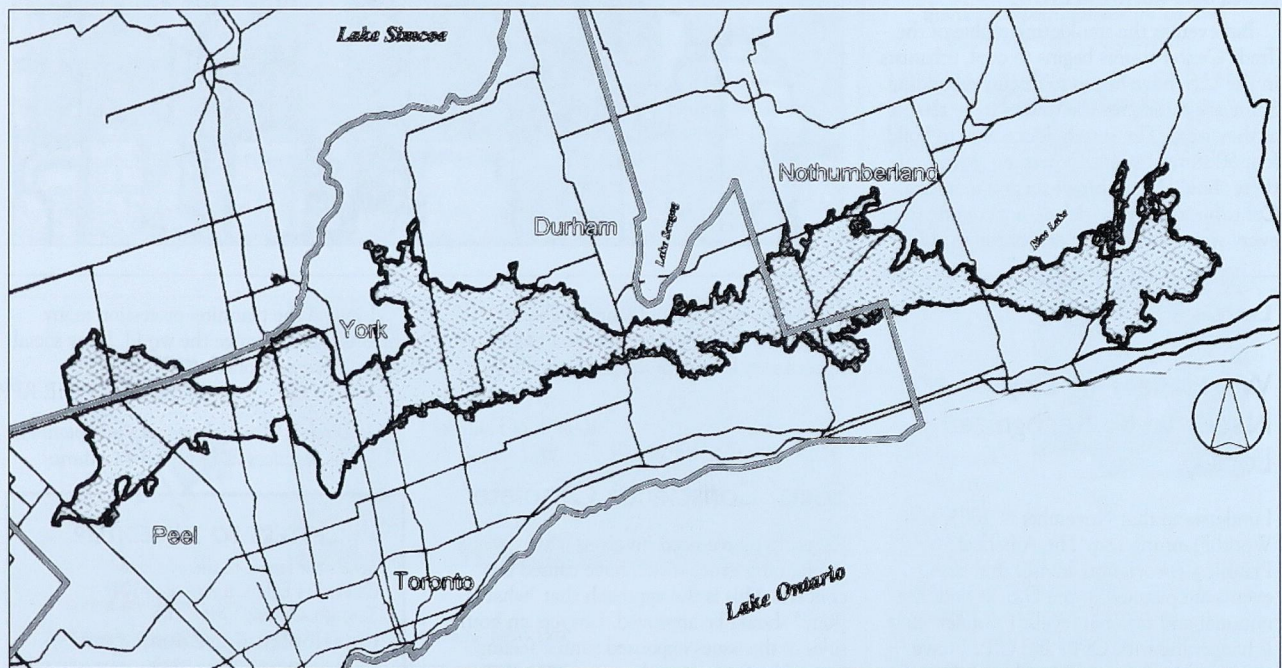
1. There is a need for the Province to provide a **clear and detailed plan** (i.e., map) as the basis for implementation for the entire Moraine area.
2. The **implementation strategy** will significantly impact on whether the vision and Draft Strategy for the Moraine is fulfilled. In particular: 1) the Province must provide leadership through strong legislation; 2) significant funds must be available for sensitive area purchase and programs; and 3) policies and initiatives must be put in place for the cross-municipal linkage areas.
3. **Smart Growth initiatives** from the Province and municipalities that are related to the strategy for the Oak Ridges Moraine should be defined. An explicit Growth Management Initiative must be initiated to go hand-in-hand with the Oak Ridges Moraine Strategy that: 1) develops initiatives to make better use of existing urban areas (e.g., intensified uses, increased transit and equitable employment distribution); and 2) re-assesses growth accommodation across the entire GTA to clarify where growth should be directed to mini-

mize environmental impacts and improve quality of life and economy.

4. The strategy should emphasize the importance of environmentally sensitive development where development is permitted. The Province must take the opportunity to show leadership in guiding the form and nature of development as well as its location on the Moraine.

OPPI will continue to participate as an active stakeholder and provide the Ministry with further comments on the details of the plan and the implementation strategy.

Copies of the full text of the letter and the Position Statement on the Oak Ridges Moraine can be found at the OPPI website in the OPPI Initiatives/ Policy Development area. For further information contact Ann Joyner, MES, MCIP, RPP, Partner, Planning and Environmental, Dillon Consulting Limited at ajoyner@dillon.ca or Loretta Ryan, CAE, MCIP, RPP, Manager, Policy and Communications, Ontario Professional Planners Institute at policy@ontarioplanners.on.ca.



Oak Ridges Moraine

Environmental Assessment

Harmonization as an Environmental Planning Tool:
TO-2008's EA Strategy

By Lisa A. Prime and Stephen Willis
The first of two articles

Although Toronto was not awarded the 2008 Summer Games by the International Olympic Committee, the Environmental Assessment process developed for the Bid is one of several legacies. It will be a model for future planning initiatives for large redevelopment projects requiring environmental assessments, particularly where both federal and provincial requirements apply.

Integrating environmental considerations into planning recommendations and decision making is now accepted practice, but ensuring that environmental sustainability is properly considered remains a challenge.

Environmental Assessment (EA) is a planning process designed to identify and assess the effects that a project may have

on the natural and human environment. It is intended to be a decision tool that is used before irrevocable decisions have been made. Critics argue that EA planning too often simply justifies a project after a decision has already been made and, worse, that the process makes no meaningful contribution to environmental protection.

The proper use of EA is to consider likely environmental effects early enough in a project to adjust to the sensitivities of the environmental setting, and alter plans to ensure a positive environment-first approach.

This article focuses on the Environmental Assessment for the Toronto

2008 Olympic Bid as an example of combining environmental planning tools that are both legislated and non-legislated in a proactive approach to development. It describes the challenges of implementing the process at an early stage for a major project set so far in the future. The article also describes the complexity of integrating both federal and provincial EA requirements, and the ultimate solution that was found.

Why the EA process was used for the Bid

When Toronto decided to compete to host the 2008 Olympic and Paralympic Summer Games, environment was a priority. Early meetings with stakeholders identified the need for the Bid to have an

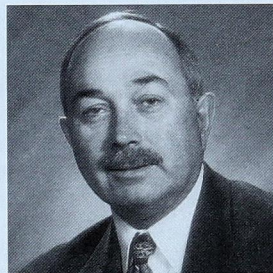
A N N O U N C E M E N T

Ontario Association of the Appraisal Institute of Canada

The Ontario Association of the Appraisal Institute of Canada has elected Hal Love, AACI, P. App, as President for 2001-2002. Mr. Love is the President and Managing Partner of Appraisals North Realty Inc. in Sudbury, and is a real estate Broker.

Mr. Love has been involved in the real estate and appraisal business since 1975. He served in various capacities with both the Appraisal Institute of Canada and the Sudbury Real Estate Board. During his term as President, he will be working on determining the future direction of the appraisal business and increasing liaison with other organizations in the real estate sector.

The Ontario Association of the Appraisal Institute of Canada is the provincial association of professional real estate appraisers. Dedicated to maintaining high and uniform standards of professional appraisal practice and a Code of Ethics, the Institute protects the public and the integrity of the real estate sector. It awards Canada's most recognized appraisal designations: AACI (Accredited Appraiser Canadian Institute) and CRA (Canadian Residential Appraiser).



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Environment Committee and develop an Environmental Policy.

TO-2008 responded to the trends set by past Olympic Games hosts such as Sydney. Sydney's environmental approach was highly praised by the International Olympic Committee and was key to Sydney winning its bid. The Environment Policy includes a commitment to "not only preserve and protect the environment but seek to enhance it in a manner

that would be economically feasible and advantageous as well as socially beneficial." The TO-2008 environmental strategy integrated EA into the planning process. In addition, the IOC bidding rules require an initial environmental impact assessment of all sites and facilities proposed for use in the Olympic Games.

For the Athens 2004 Summer Games, regulatory approvals, in particular environmental approvals, have been difficult to

achieve. An early review of the potential regulatory requirements to host a Toronto Games showed that the construction of venues and supporting infrastructure may require EAs under both provincial and federal legislation. Getting environmental approvals in a timely manner would strengthen the Bid, as well as avoid jeopardizing the completion of construction projects required for the Games.

Marshall Macklin Monaghan Ltd (MMM) was retained to conduct a preliminary EA of the various venues and supporting infrastructure to achieve TO-2008's direction as well as legislated requirements. MMM was supported by Envirometrex Corporation, which completed an air quality analysis, Archeoworks Inc., which prepared an archaeological analysis and legal advice from Miller Thomson. Lura Consulting coordinated the public consultation.

Challenges of Formulating the Plan

There were many challenges to formulating the EA, ranging from project definition, regulatory involvement, and input from the wide stakeholder audience. Although these challenges are common in the EA process, the Olympic Bid presented a unique set of circumstances.

Ultimately, the project represented a series of many projects and activities, each representing potential for the application of different EA legislation. Frequently the level of available detail on individual components was only at a conceptual level. As the overall project evolved, preparation of the EA required flexibility to consider these changes.

Regulatory authorities struggled with "triggers" and "proponents" for the EA process. There was uncertainty around federal requirements. Confusion over issues such as funding and federal land ownership contributed to this. Funding announcements for the Toronto Waterfront Revitalization subsequently helped. For the provincial process, it was not clear who the proponent(s) would be. The public sector, the private sector, or public-private partnerships might construct venues. Supporting infrastructure was to be built as part of venue projects, or constructed by a municipality or by what has become the Toronto Waterfront Revitalization Corporation.

With all these uncertainties, the intent was still to integrate the environmental approvals processes and produce one report that would satisfy both federal and provin-



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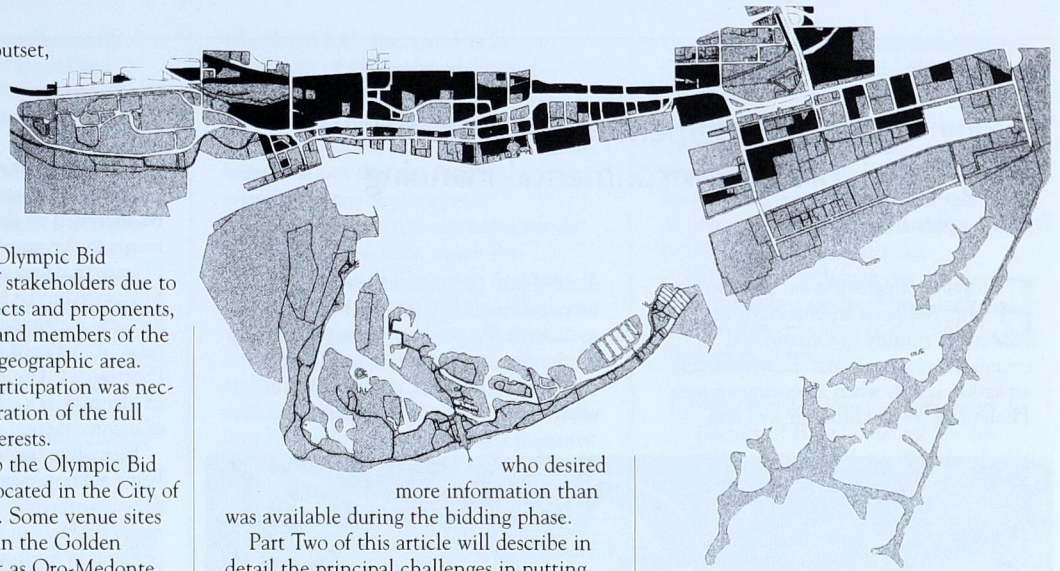
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cial legislation. At the outset, there was no clear path for integrating the federal and provincial requirements.

Public consultation was the other major challenge for the project. The nature of the Olympic Bid brought a unique cast of stakeholders due to the many different projects and proponents, in addition to agencies and members of the public, all from a broad geographic area. Early and continuing participation was necessary to ensure consideration of the full realm of stakeholder interests.

Projects that made up the Olympic Bid were for the most part located in the City of Toronto waterfront area. Some venue sites were located elsewhere in the Golden Horseshoe and as far out as Oro-Medonte Township to the north and Ottawa to the east. It was a challenge to find a way to reach out to stakeholders over such a broad area, making consultation accessible as well as efficient.

It was difficult to get the interest of the broader public, who had no certainty that Toronto would win. It was also a challenge to achieve a comfort level with stakeholders



who desired more information than was available during the bidding phase.

Part Two of this article will describe in detail the principal challenges in putting into practice the concepts and methodologies described above.

Steve Willis, MCIP, RPP, was the Project Manager and Lisa Prime, MCIP, RPP, was the Environmental Planner for the TO-2008 Part 1 Environmental Assessment. Steve was part of the Environmental presentation

Toronto's downtown waterfront

to the International Olympic Committee's Technical Evaluation Commission in March 2001. Steve and Lisa work in the Planning and Environmental Management Department of Marshall Macklin Monaghan.

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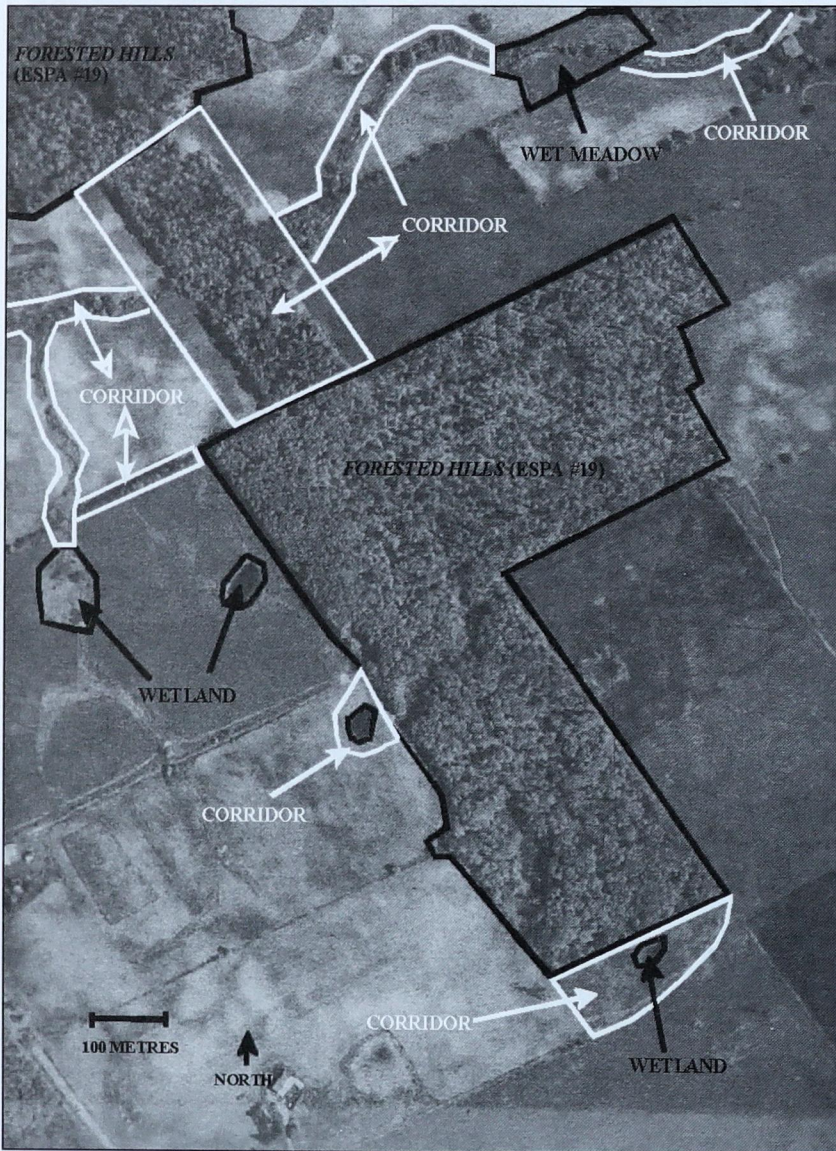
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Linking Ontario's Fragmented Ecosystems: Using Corridors in Environmental Planning

By Christopher J.A. Wilkinson

Ecosystem fragmentation in its various forms has been an important issue for over a century in Ontario and remains a serious problem. Ecosystem fragmentation occurs when a continuous area of habitat is both reduced in area and

divided into two or more fragments. It can be caused naturally, such as by fire regimes or drought. Fragmentation can also be the result of human activities, such as the construction of roads, deforestation or urbanization. In lay terms, it is best under-



A network of corridors may link individual reserves to a central protected area

stood as a barrier to the natural—and essential—movement of plants and animals.

The Environmental Commissioner of Ontario (2000) states that this issue must be addressed by the responsible governments in the province. The fragmentation of terrestrial and aquatic ecosystems can be interpreted to be both a “provincial interest” and a component of “ecological systems” as outlined in the Planning Act (Section 2). The use of protected corridors in planning is a means to address this form of environmental degradation.

Ecosystem fragmentation is increasingly being acknowledged in landscape planning. Fragmentation was recognized as a major problem in the Carolinian Canada program in southwestern Ontario, both in the identification of the key sites for conservation (Eagles and Beechey 1985) and the subsequent research program (Allen et al. 1990).

In southwestern Ontario, Pearce (2000) found that forest cover in the study area has been reduced to 26% of the land surface in 6,989 patches ranging in size from 0.09 ha to 3345 ha. However, 75% of the patches are less than 3 ha and only 7 patches (less than 1%) are larger than 1000 ha. Most (98%) of the forest patches have high forest edge/forest interior ratios with no functional forest interior (>300 m from the forest edge).

Clearly, in southwestern Ontario the forest fragmentation is severe. Unfortunately, such comprehensive, qualitative studies are not typically available. Exceptions to this lack of data include studies by Balser (1991) and Friesen et al. (1995).

The connection of fragmented ecosystems through the retention and establishment of protected corridors is critical to the maintenance of ecological processes. The fragmentation of natural areas is generally composed of two elements: (1) reduction of the total amount of a habitat type, or perhaps of all natural habitat, in a landscape; and (2) apportionment of the remaining habitat into smaller isolated patches (Wilcove et al. 1986). Natural areas may also become shredded in that habitat still exists but it is transformed into long, narrow strips; this degraded habitat can be seen in the bands of vegetation along creeks and along hedgerows which cross agricultural or urbanized areas.

The protection of core areas has been recognized in land use planning in Canada for almost 30 years through the designa-

tion of ESAs (Environmentally Sensitive Areas), ANSIs (Areas of Natural and Scientific Interest), PSWs (Provincially Significant Wetlands) and SSSIs (Special Sites of Scientific Interest) in planning instruments such as official plans. Provincial and national parks, as well as conservation authority property, also play an important role as core areas. At issue are the connections amongst these areas.

A combination of corridors, reserves and buffer zones is known as multiple-use modules or a protected habitat network. A network of corridors may link individual reserves to a central protected area surrounded by buffer zones regulating human activities. The application of corridors is reflected in the Provincial Policy Statement (1996) (Section 2.3.3): "The diversity of natural features in an area, and the natural connections between them should be maintained, and improved if possible."

Therefore, corridors are recognized in municipal planning in Ontario. For example, the Regional Municipality of Waterloo (1998:G-1) sets an important precedent in explicitly recognizing that ecosystem fragmentation is an "adverse environmental impact" and requires in its Official Plan

(Section 4.1.4) that corridors for the movement of species be established. Indeed, the Ontario Municipal Board (2000) states that "environmental linkages and corridors are legitimate planning considerations that the Board must have regard to in any application."

Linkages between ecosystems provide for biological diversity, which the Province has an obligation to conserve (Environment Canada 1995). Linked core areas possess complex dynamics which interact at the genetic, population, species and landscape levels. Knowledge from the ecological sciences must be incorporated into land use planning to ensure measures to maintain and restore natural connections. In an analysis of the scientific studies of corridors, Beier and Noss (1998:1250) conclude "that evidence from well-designed studies supports the utility of corridors as a conservation tool."

Therefore, those who would destroy the last remnants of natural connectivity should bear the burden of proof that corridor destruction will not harm target populations.

The scientific information exists to implement such conservation strategies. The Environmental Commissioner of

Ontario (2000:139) recommends that the Province and its responsible Ministries "assist municipalities to ensure that ecosystem fragmentation is adequately considered in land use planning decisions." However, public support and inter-agency co-operation at the multiple levels of government are critical to the success of any such planning exercise.

Editor's note: although not our usual style, the references have been included because they provide valuable links to further practical research.

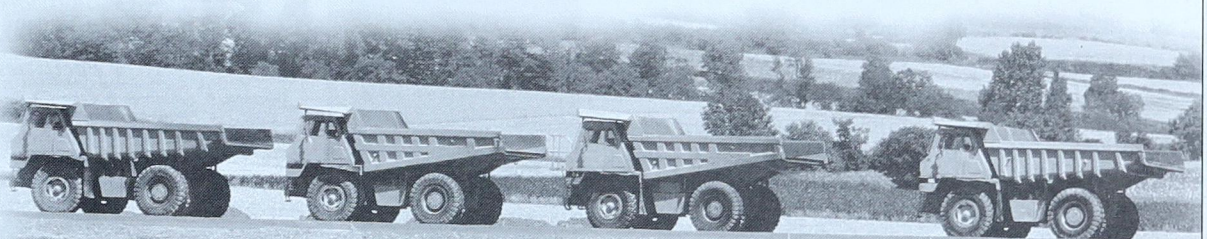
Christopher Wilkinson is studying at the Faculty of Environmental Studies, University of Waterloo, 200 University Avenue West, Waterloo, Ontario, Canada, N2L 3G1.

He can be reached at 519-843-1386 or by e-mail: chris_wilkinson@sympatico.ca.

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New Initiatives Bring Fresh Talent to MMAH

By Joe Verdirame

The Province's many new land use planning initiatives have brought changes and new staff to the Ministry of Municipal Affairs & Housing in 2001 and have given some existing staff new challenges.

Brad Graham heads up the new Smart Growth Secretariat as the Executive Coordinator. Brad comes to MMAH from the Ministry of Health and Long Term Care. As the Director of Health Economics at that Ministry, Brad oversaw numerous high-profile projects, including the establishment of Ontario's compensation plan for Hepatitis C victims.

Leslie Woo, formerly a Director of Design and Planning on the Toronto 2008 Olympic Bid, joins the Ministry as the new Executive Lead of the Partnerships & Consultation Team in the Smart Growth Secretariat. Leslie's background in architecture and planning will stand her in good stead in her new role.

Congratulations are in order for **Audrey Bennett**, who has been confirmed as Director of the Provincial Planning and Environmental Services Branch (PPESB) after a stint as Acting Director.

Diana Jardine, formerly Director of the Office for the Greater Toronto Area, has been appointed as Director of Municipal

Support Services Branch, where she will be responsible for the education and training of provincial as well as municipal staff. Also in this portfolio is disaster relief and dealing with transfer payments.

The hustle and bustle surrounding the Brownfields legislation, Oak Ridges Moraine (ORM) project and the Provincial Policy Statement (PPS) Review have also resulted in new staff for PPESB.

Marcia Wallace, formerly an Assistant Professor of Urban Studies at York University, has joined PPESB as a Planner, where she is involved in the ORM consultation process and several policy initiatives.

Jay Thatcher has joined MMAH as the Coordinator, GIS/IT, in the PPESB's Digital Mapping and Graphics Unit. Among other things, Jay will be responsible for ensuring the smooth production of

GIS products for such critical projects as the ORM and the PPS Review. Also joining the Digital Mapping and Graphics Unit as a Planner, is **Matthew Ferguson**, who comes to PPESB from the Bruce County Planning Department.

Mark Christie has joined PPESB as a Planner, following 14 years as a Plans Analyst with the Toronto Region Conservation Authority, as well as a short stint at the OMB. Mark's responsibilities include the ORM project.

Three former PPESB interns have joined PPESB's complement of Planners by plunging into key projects **Lori Byers** is busy with the PPS Review. **Andrea Lucyk** is inextricably linked with the ORM issue, and **Delia McPhail** is immersed in the Regional Analysis project, although she has also assisted in the Smart Growth and Brownfields initiatives

Joseph Verdirame, MCIP, RPP, is Contributing Editor for Provincial News. He is a planner with Municipal Affairs and Housing.

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Keep on truckin'? The traditional approach to goods movement won't work

By David Kriger

Trucks have always been the poor cousin in urban planning circles, but as our cities become more reliant on NAFTA-driven trade, trucking—more broadly, goods movement—can no longer be ignored. Southern Ontario's economy is heavily dependent on trucking—take, for example, the auto industry. The land bridge between Buffalo and Detroit is a key trade corridor, and Highway 401 is the principal conduit between eastern Canada and the American mid-west.

Transportation plans and official plans generally ignore trucking. Since the goods movement sector ebbs and flows with the economy, its health is a good barometer of our overall well-being. Some argue that the lack of due consideration of goods movement in urban planning indicates that our plans don't treat economic development particularly seriously. Our transportation plans may be answering the wrong questions.

If so, we are in trouble, for a number of reasons. We need to be able to manage intra-urban and inter-city issues together (both of which have different characteristics). Without a meaningful way to bring goods movement into the planning process, we have no effective means to manage the

negative impacts of growth in goods movement activity (safety problems, noise, greenhouse gas). Terminals, warehouses, ports and other goods movement

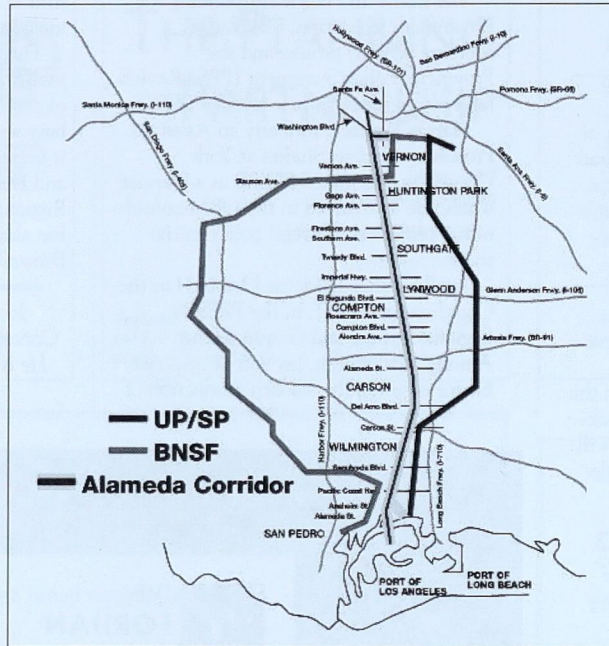
But trade equals jobs, so are there ways Ontario's cities and regions can work with the goods movement industry to mutual benefit? NAFTA cities across the continent provide some examples of what to do.

In the United States, port cities are working from the outside in, to address goods movement issues. In Los Angeles, long trains approaching the ports block

streets crossing the access tracks, tying up both trucks and trains accessing the ports and other destinations. Supported by Federal infrastructure funds, in Los Angeles local authorities and railway companies are consolidating rail access to the port and are eliminating at-grade crossings, while building noise barriers to reduce the intrusion of their busy corridor on the urban fabric. In Seattle, similar improvements were combined with initiatives to add a commuter train service in the rail corridor. Harbour cities on both coasts are working to enhance the fit of the ports into the urban fabric. Cities along the mid-continental corridor, from Winnipeg to Juarez, Mexico, are turning unused brownfields into distribution centres, truck service facilities, offices for brokers, and the like. In

Vancouver, goods carriers and others reviewed the regional transportation plan, with a view to ranking priority projects from the perspective of improving goods movement, instead of just trying to improve commuter flows. Are there opportunities in Toronto, Hamilton or Windsor to solidify trade corridors and boost the local economies, all while better managing goods movement? Our urban form, quality of life and the economy depend on it.

David Kriger, MCIP, RPP, is a partner with Delcan in Ottawa, where he has worked on a number of goods movement studies, including a recent strategy study for the Greater Toronto Services Board as part of an IBI-led consultant team. David has been the Ontario Planning Journal's Contributing Editor for Transportation since 1988.



Push comes to shove: too many delays prompted this project in California

generators are considered largely in terms of land use impact, loading bays and zoning—just another development application.

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Ottawa Sparks National Interest in Urban Design Group

As announced in the most recent issue of the Ontario Planning Journal, the OPPI Urban Design Working Group organized a workshop at the CIP/OPPI Conference in Ottawa with the theme "Designing for Smart Growth." The success of the workshop prompted interest in expanding a version of the Group to function at the national level. You can read about this event in the Conference proceedings material and in the upcoming issue of Plan Canada. The Group was formed in 1999 as a result of a call for a new contributing editor position in the

Ontario Planning Journal. The Group is planning to follow up with an article on the main issue of the workshop, "Urbanization of Suburbia" in the next issue of the Journal. Meanwhile, the Group continues to work on organizing planners with interest in urban design in Ontario and on a proposal to expand at the national level.

For more information regarding these initiatives contact Alex Taranu at 416 596 1930/546 or by e-mail at "ataranu@ibigroup.com"



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Ontario Municipal Board

Board Establishes Limits of Development Around a Provincially Significant Wetland

By Paul Chronis

The Town of Aurora adopted Official Plan Amendment No. 30, which, among other matters, proposed varying width of buffers around a Provincially Significant Wetland referred to as the East Aurora Wetland Complex. The buffer widths were shown in a schedule to the Official Plan as the "Recommended Environmental Protection Line."

The sole appellant to OPA 30 challenged the effectiveness of the proposed buffers. The issue before the Board was: "The extent of buffers necessary to protect the functions of the provincially significant wetland to the extent this extends into upland functions, there is disagreement."

Through OPA 30, the appellant wished to achieve a dream of establishing an urban wildlife park, which was achieved, in part, through the Amendment.

In its deliberations, the Ontario Municipal Board considered the Natural Heritage Reference Manual. The Manual's recommendation is to study adjacent lands those lands within 120 metres of a significant wetland; or, in the case of wetland complexes, within 120 metres of individual wetlands. The Board

emphasized that the use of the words "adjacent lands" in the Manual is not synonymous with the buffer areas necessary to protect the functions and features.

In respect of the application of the Provincially Policy Statement, the Board considered both s. 2.3.2 and the definition of "negative impact" in respect of lands adjacent to significant wetlands. The Board was satisfied with the studies carried out by the Town and agreed with the interpretation of loss, defined as follows: "... a particular feature would no longer continue to exist, mainly because its habitat would be lost, or resulting activities would not permit it to continue to reside in or utilize the subject area. Loss is not the same as reduction, which implies that the plant or animal would continue to reside in or utilize the area, but at a reduced level or extent."

The Board found that the area to be protected is the identified Provincially Significant Wetland and not the upland functions nor the adjacent lands. To do otherwise would sterilize and make these lands "undevelopable." The Board refused to adopt the appellant's position as it would have resulted in "expropriation without compensation." The buffers achieved by the Town, supported by all commenting agencies, struck a reasonable balance between the public and private interests.

Source: Decision of the Ontario Municipal Board

OMB Case No.: PL000902

OMB File No.: Z000137, S000085, O0000160

Case Update: Russell v. Toronto (City)

City of Toronto's zoning by-law found to be "inexorably devastating" and "profoundly repugnant"

This case was first reported in the Ontario Planning Journal in September/October, 1998 (Volume 13; Number 5). An update was provided in January/February, 2000 (Volume 15; Number 1)

Readers may recall that in 1997 the Board dismissed the appeal of two landowners whose vacant but residentially zoned properties had been rezoned for open space. On a motion by the owners, the Board set aside the original decision because it was in error. The by-law was described as "profoundly repugnant" on the grounds that its passing amounted to expropriation without compensation. The City appealed the decision as it affected one of the properties to Divisional Court which found that under Section 43 of the Ontario Municipal Board Act the review panel of the Board not entitled to substitute its opinion for a previous Board decision.

Following the decision of the Divisional Court, the landowner and the Ontario Municipal Board separately appealed the Court's judgement, which set aside the decision of the Review Panel of the Ontario Municipal Board.

In a unanimous decision of the Court of Appeal for Ontario, delivered on December 19, 2000, the Divisional Court's decision was reversed and the Review Panel's decision was restored. The decision re-emphasized the uniqueness of the power to review administrative proceedings. The Courts have been loath to interpret the power narrowly. The Court of Appeal found that the Board's power to review earlier decisions comes together with the ability to reconsider it, as the Board has wide plenary powers under s. 43 of the Ontario Municipal Board Act.

Source: Decision of the Court of Appeal for Ontario

Docket Nos.: C33545 and C33549

Paul Chronis, MCIP, RPP, is contributing editor for the Ontario Municipal Board column. He is a senior planner with WeirFoulds in Toronto. He can be reached at CHRONISP@Weirfoulds.com.

In Print will return.—Ed.



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