



A Decade of Regeneration

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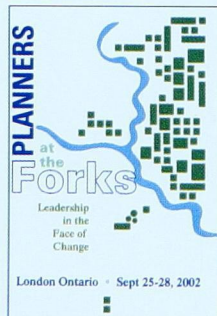
Planning is currently underway for the 2002 OPPI planning conference to be held at the London Convention Centre, London, Ontario, September 25 - 28, 2002.

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A Decade of Regeneration Realizing a Vision for Lake Ontario's Waterfront

By Suzanne Barrett

In November 2000, ten years after the publication of the ground-breaking report *Watershed* by the Royal Commission on the Future of the Toronto Waterfront, its successor—the Waterfront Regeneration Trust—published a retrospective on the achievements and lessons of the past decade. This article summarizes the key findings and looks ahead to the challenges of the current decade.

Watershed brought a new way of thinking to the Greater Toronto Area at the beginning of the 1990s. In this report, Commissioner David Crombie introduced the concepts of bioregion and ecosystem approach, challenged old ways of planning and managing city regions, and showed how our economic, community and environmental health

are inextricably linked. The philosophy and methods espoused in *Watershed* have been incorporated into many plans, projects and policies along the Lake Ontario waterfront and elsewhere.

For example, the 32 communities along the Canadian shore of Lake Ontario now share a vision of a regenerated and connected waterfront, expressed in the Lake Ontario Greenway Strategy published in 1995. Over 100 projects along the waterfront greenway—ranging from parks to housing, restaurants, beaches, wetlands, historic buildings, and marinas—have demonstrated the power of partnerships and the benefits of integrating economic revitalization, community renewal and environmental regeneration in the context of a strong vision and good planning. And new developments increasingly show a commitment to design excellence, public access, and respect for waterfront heritage.

The Waterfront Trail has been embraced as a symbol of regeneration and a valuable asset in each community. Some 350 km of Waterfront Trail are in place, with a strong commitment to complete the full 650 km from Niagara-on-the-Lake to Gananoque.

What have we learned?

Through a series of community workshops, surveys and inter-

views, the Trust identified nine essential ingredients for successful waterfront regeneration. They are:

- make the waterfront a community priority;
- look beyond your boundaries;
- set the stage with good planning;
- use milestone projects to build momentum;
- design with heritage in mind;
- add value with connections;
- make it happen with creative partnerships;
- secure strategic public investment;
- attract private resources.

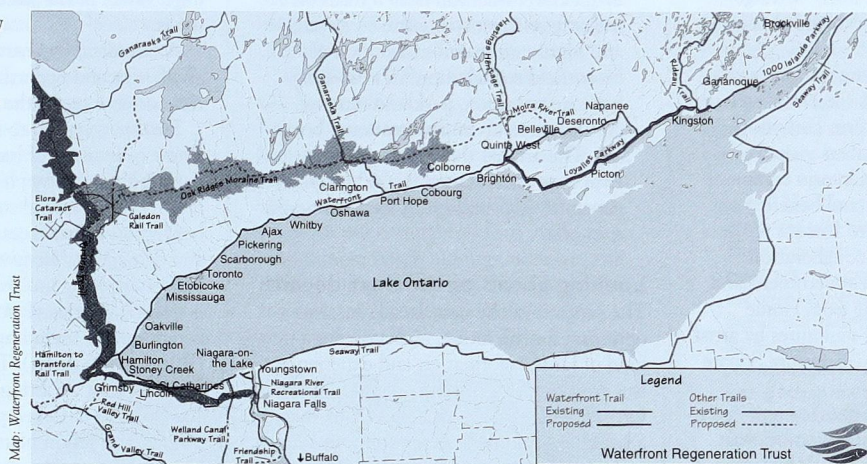
A selection of case studies from *A Decade of Regeneration* is summarized below to illustrate these themes. The case studies also show how waterfront revitalization

contributes to the most recent trend in growth management and urban development in southern Ontario—smart growth. The Greenway provides a framework for urban restoration and redevelopment that respects and restores natural and cultural heritage, improves quality of life and encourages economic development that is compatible with local needs and resources. The Lake Ontario Waterfront Trail expands transportation choices by providing a safe, attractive cycling route for commuting. In addition, with a potential domestic market in excess of 4.2 million people, the Trail and Greenway also represent an important resource for local tourism development.

Regeneration in action

- Port Dalhousie in St. Catharines illustrates what can be achieved with a shared vision and partnerships among local businesses, homeowners, service clubs and municipal governments. Recent initiatives include a waterfront promenade, new shops and restaurants, an on-road bicycle lane, and a renewed beachfront park, all in the context of a designated heritage district.
- In Burlington, the renovation and expansion of parklands, cou-

Lake Ontario Trails



The WRT's impact seen at the water's edge

pled with the development of the Waterfront Trail, have contributed to a boom in local restaurants and residential units on the downtown waterfront—an excellent demonstration of the value of public investments in quality of life as a stimulus for private-sector investment.

- The pedestrian and cycle bridge over the Humber River in Toronto is an inspiring milestone in the greenway movement, illustrating the integration of waterfront access with sustainable transportation, magnificent design, and the interpretation of cultural and natural history.
- An integrated shoreline management plan was prepared for the former Scarborough waterfront by the Toronto and Region Conservation Authority with assistance from the Trust and other partners. It is the first of a new generation of ecosystem-based shoreline plans integrating physical, biological and cultural factors, as well as a range of needs including public use, natural heritage, public and property safety, and shoreline regeneration.
- Pickering's Mayor Wayne Arthurs established a citizen-led task force to develop a strategy for the waterfront. Early in the process, task force members visited a number of other Lake Ontario communities to gain inspiration and benefit from the experience of others. Recent projects demonstrate the close collaboration between the municipal government and the community, ranging from Home Place (a series of wood sculptures by artist Dorsey James) to the Millennium Square and Trail.
- Strong leadership from the Town of Ajax Council and staff in collaboration with Tribute Homes/Runnymede Development Corporation resulted in the protection of Carruthers Creek Marsh as a prerequisite for an environment-first housing development that takes advantage of the natural setting of the waterfront as a key marketing tool.
- In Whitby, Brookfield Homes developed a homeowner stewardship kit for new residents in their development east of the provincially significant Lynde Shores wetland, earning an award from OPPI for outstanding planning in the communications/public outreach category.
- In Clarington, new waterfront nature reserves, trails and parks are providing essential amenities for thousands of people who are moving into new waterfront communities.
- Cobourg's waterfront has experienced a



Photo: Suzanne Barrett, Waterfront Regeneration Trust

Port Dalhousie

major transformation from a focus on industry and transportation to a creative and highly successful integration of brownfield remediation, new housing, heritage retention, parkland renewal, cultural festivals and recreational boating. The annual three-day waterfront festival now attracts over 80,000 people and generates \$3.6 million in local economic spin-offs.

Looking ahead to the next decade

The progress of the past decade inspires optimism for the future, and provides a rich fund of ideas, information and experience. But *A Decade of Regeneration* also highlights further action that must be taken to ensure a healthy, sustainable future for both human and natural communities of the bioregion.

The challenges are clear. Population growth in the GTA alone is expected to rise from 5 million today to 6.7 million by 2021. Land use changes will continue to affect the Lake Ontario waterfront through the conversion of former industrial or transportation lands to new uses such as light industry, commercial or mixed-use developments. The development of new housing, either as infill in existing urban areas, or in previously rural areas, will further change the waterfront landscape.

These changes provide opportunities for community economic revitalization and for the restoration of environmentally degraded areas. They also pose challenges in meeting the housing, transportation and recreation needs of the growing population without destroying the natural resources and her-

itage values of the waterfront and its watersheds.

A Decade of Regeneration meets these challenges and opportunities with some clear directions for the next decade.

First, it is crucial to share the vision with a new generation of local leaders. This is happening in many places through collaboration on projects, through changing membership on committees and action groups, and through public involvement in developing waterfront plans. For example, the Trust is hosting a series of workshops in waterfront communities, including Hamilton (Windermere Basin), Toronto, Kingston and Oakville that are bringing together diverse stakeholders to develop local waterfront visions and action plans, based on the lessons learned over the past decade.

Second, the Waterfront Trail must be completed and enhanced. Although it is substantially complete from Hamilton to Trenton, there are some significant gaps. The Trail is close to 50 percent complete in the Niagara Peninsula and is in the early stages of development in Quinte Country, Prince Edward County and the Greater Kingston area. In addition to providing much-needed public access and waterfront recreation, the Trail has proven to be an important symbol of a new attitude to the waterfront and a catalyst for waterfront improvements and tourism development. It is proving its value as the signature project that ties all the others together.

Third, water quality and watershed stewardship require more attention. In the Great Lakes Areas of Concern around Lake

Ontario, remedial action plans (RAPs) have been developed to address serious degradation, and progress is being made towards restoration, often with the leadership of watershed-based action groups. However, many of the watersheds between the RAP areas are vulnerable to similar land use pressures and environmental degradation, but have not had the benefit of the focused attention that accompanies designation as a Great Lakes Area of Concern. As more people are discovering the Lake Ontario waterfront through the Trail and greenway, there is increasing awareness of the environmental degradation that often devalues the waterfront experience. The Trust is currently developing a water campaign that will reach out to the waterfront constituency to encourage behaviour change by providing information about pollution prevention, water conservation and stormwater management.

Fourth, we need innovative new partnerships to continue implementation of waterfront regeneration. The 1990s was a time of transition from significant participation by upper levels of government (federal and provincial) to greater reliance on local communities to finance waterfront projects. While the upper levels of government will continue to be important partners in a variety of ways, the next decade will see a broader range of participation by foundations, corporations, local groups and individuals. For example, in Belleville the business community has raised \$450,000 to

complete the trail infrastructure that they see as critical to local economic vitality. In Clarington, the community group Valleys 2000 has raised \$68,000 to create trails and recreational amenities. The Oakville Community Foundation is setting a new course for community foundation activities with its work to develop a heritage trails network that integrates heritage interpretation with healthy recreation opportunities. And the Rotary Club of St. Catharines is working to raise \$340,000 to create the Charles Ansell Gateway Park at the northern end of the Welland Canal.

The Trust Continues as Communities Face Up to Their Waterfronts

The Lake Ontario waterfront was not degraded in one fell swoop; rather, its quality and health declined gradually, one small insult at a time. The past decade has seen a reversal of that slow process of decline. But regeneration will not happen overnight—it will be an ongoing process of gradual renewal, one project at a time.

Until the 1990s, people and communities had tended to turn their back on the Lake Ontario waterfront. Now that they have begun to face the water's edge again, they see the possibilities there, and expectations are rising steadily. Those expectations are not complex—clean water, clean air, no more beach closings, access to the shore, more green spaces, fewer large buildings and excellent design quality.

Much progress has been made already, but continuing to realize this vision will require ongoing dedication, enthusiasm, hard work and leadership.

The Trust continues its work with waterfront communities. It has developed a cooperative communications program to promote the Waterfront Trail in collaboration with the municipalities and conservation authorities around the Lake. A coordinated application to the Provincial Superbuild Fund requests participation in the next wave of waterfront investment. Projects include new cultural facilities and natural heritage projects as well as trail-building, reflecting the evolution of the Trail from a significant public recreational amenity to a regional tourism resource.

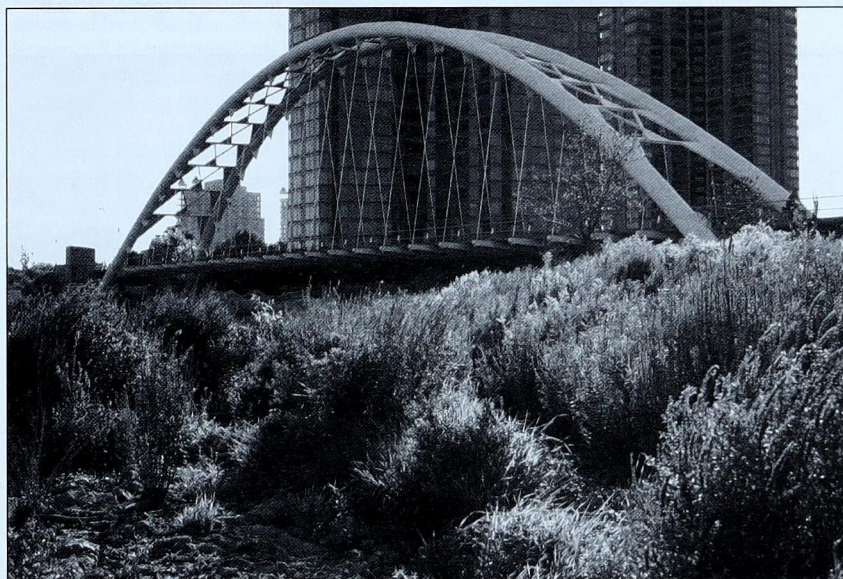
The past decade has created a new generation of community leaders who understand the potential of waterfront regeneration to increase quality of life, bringing with it economic vigour and healthier communities. Many OPPI members have played an important role in developing this understanding, and no doubt will continue to do so over the next ten years. In time, that may be seen as our greatest collective achievement, and our greatest hope for a better future.

There is no quick fix for waterfront challenges. The Waterfront Trail will continue to evolve and improve over many years to come. Progress on water quality, wildlife habitats, economic renewal, and community development will often seem frustratingly slow and uneven. But we will make progress. We will learn from the successes, and from the failures, of our own and other communities. We will persist in the face of inertia and ineptitude, and innovate in the face of obstacles. We will leave our children a healthier, more attractive waterfront than the one we inherited. So welcome to tomorrow's waterfront, full of bright promise.

—David Crombie,
The Waterfront Trail Guidebook,
1995.

Suzanne Barrett was the principal author of *A Decade of Regeneration*, in collaboration with editor Ron Reid of Bobolink.

Suzanne is a Project Director at the Waterfront Regeneration Trust, and led the Trust's work on the Waterfront Trail and Lake Ontario Greenway Strategy during the 1990s. The Waterfront Regeneration Trust is a not-for-profit charitable organization dedicated to bringing together people, ideas and resources for the regeneration of waterfronts. More information about completed and planned waterfront projects can be found at www.waterfronttrust.com.



Humber Bridge

Photo: Gera Dillan for the City of Toronto

Community leaders put money where beliefs are

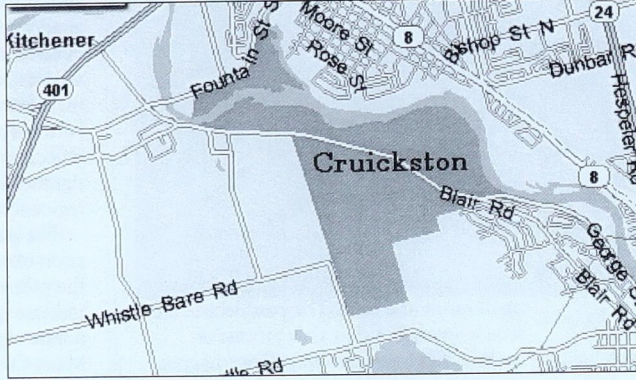
\$5 million Valentine's gift secures Cruickston Park as nature reserve

A group of business leaders in Waterloo region have secured a 365-ha (913-acre) area known as Cruickston Park as a nature reserve. To accomplish this, they have created a registered charity dedicated to the care and protection of the natural habitat. The land is owned by the charity, which will oversee its operation in the public interest.

The land, worth more than \$5 million, will be used for conservation, restoration, public education, archeological research and public enjoyment. The lands protected by the charity will be closed to private development.

Cruickston Park borders the Grand River and is dominated by old-growth Carolinian Forest. Cruickston Park is bigger than Stanley Park in Vancouver or Mount Royal in Montreal.

Dr. Doug Larson, a scientist at the University of Guelph, points out that Cruickston Charitable Research Reserve may be the largest single land donation in Ontario made specifically for the purpose of



Cruickston Park could still be affected by new regional roads

supporting research and education in conservation biology and restoration ecology.

An independent board will oversee the nature reserve. The five founding members of the Cruickston Charitable Research Reserve Board are the two senior executives of Cambridge's Canadian General-Tower Limited, CEO Jan Chaplin and her father James Chaplin, Chair; Michael Barnstijn, former Partner of the Waterloo-based wireless company Research in Motion; Keith Ainsworth, CEO of aerospace company

COM DEV; and Thiam Lim, Director, Scotia Capital-Real Estate, ScotiaBank.

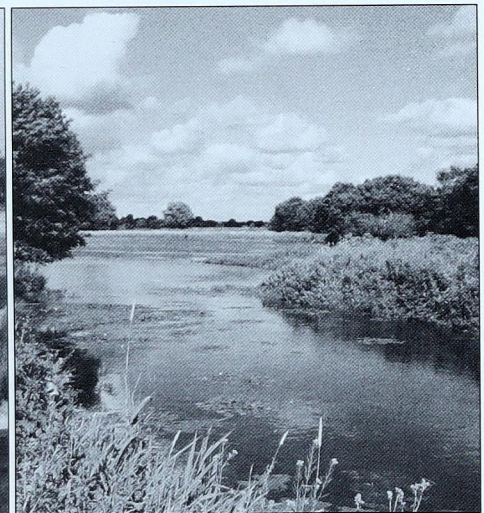
The Board named Bill Wilson, a past president and director of Kitchener-Waterloo Field Naturalists, as environmental steward of the property. Wilson and three other experts conducted hundreds of hours of all-season field work and wrote a comprehensive 60-page Environmental Management Plan for the Cruickston reserve. The study team included Dr. Larson, director of Cliff Ecology Research Group at the

University of Guelph; Ken Dance, aquatic biologist; and Larry Lamb, manager of the Environmental Studies Ecology Lab at the University of Waterloo. Their management plan shows the cliff habitat in Cruickston Park is identical to the Niagara Escarpment. Larson recommends that the cliffs within the property be managed as though it were part of the Escarpment.

The management plan demonstrates the ecological significance of diverse habitats and describes hundreds of species of birds,



Open reaches of the Speed and Grand Rivers through Cruickston Park provide habitat for waterfowl and bald eagles



A quiet backwater provides habitat for herons, turtles, frogs and schools of minnows

Photos: Bill Wilson (left), Larry Lamb (right)



Landscape restoration of the Manor House will be privately funded

fish, plants and mammals native to the region, some of which are designated rare, at risk and even endangered. For example, the bald eagle, an endangered species in Ontario, overwinters along the Grand River where it runs through Cruickston Park. The eagle is an "umbrella species," meaning that the protection of its habitat ensures the protection of other species along the river, as well as the water quality itself.

So far, Wilson and his colleagues have documented 187 species of birds in Cruickston Park. This is 67 percent of all species of birds found in the Waterloo Region. Of 87 species of birds breeding in the park, 32 species are designated rare in the Waterloo Region.

Cruickston Park will be a green oasis on the edge of one of Canada's most rapidly developing areas. "Understanding nature is a link to understanding ourselves.

Cruickston Park is an opportunity for us to better understand that link," says Jan Chaplin, President of the Cruickston Board.

Saving Cruickston Park has been a community effort, combining dedicated volunteers and core funding from the business sector. "Cruickston Park is probably one of the finest examples in Ontario of a preserve, a pristine area, that we as a community are very fortunate to have. It will define who we are as a community that is rapidly growing up," says Doug Craig, mayor of Cambridge and member of the Waterloo Regional Council.

Cruickston Park is situated at the confluence of the Grand and Speed Rivers, five minutes south of Hwy 401. A portion is located in the City of Cambridge and the rest in the Township of North Dumfries.

Another chapter regarding the future of Cruickston Park has yet to be written, how-

ever. The Region of Waterloo has plans to construct a series of major arterial roads through the site in connection with plans to solve congestion problems in downtown Cambridge. Possible solutions, which have yet to be formalized, would see bridge crossings over the Grand River, for example, resulting in roads being constructed through the area. Consultant David Gurin, retained to provide comment on the Cambridge Area Regional Roads Study, has suggested that "any road construction should be as far away as possible from the reserve." The study has now been put on hold until the summer to allow Ministry of Natural Resources time to review habitat concerns.

For more information, contact Mark Fretwurst, CEO, Cruickston Charitable Research Reserve Board 519-624-4353 or visit www.cruickston.com

The late Nicholas Hill played a key role

Nicholas Hill died in August last year (see Volume 16 No. 6) but managed to make an important contribution to the plans for Cruickston Park. Nicholas continued to work on the plan after he entered hospital last summer. A landscape architect and planner, Nicholas was a long-time member of the Institute and former president of the Architectural Conservancy of Ontario. In addition to the conservation lands, there is a magnificent manor house now owned by the family of one of the principal sponsors of the project. The house and out-buildings for the former farm lands will also be preserved.

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Ethno-Racial Diversity and Planning Practices in the GTA

By Dan Nicholson



Different perspectives on ethnicity

Although a recent report entitled "Ethno-racial Diversity and Planning Practices in the Greater Toronto Area" focused on practices in the GTA, the study's results are probably relevant for planners in any of Ontario's larger centres. The study's premise is that it is in the public interest for planners to understand the implications of ethno-racial diversity. The report offers concrete ideas on how to improve the practice of professional planning under four themes: information, public participation, planning outcomes and policy.

The research, conducted during the fall of 2000 and early 2001, used a survey questionnaire, which was sent out in advance to 25 municipalities. Only two refused to participate. In each municipality, the person thought to have the most knowledge about the planning process was selected to answer the questionnaire. Care was taken to elicit factual answers rather than opinions and to ensure that no information could be used to identify the respondent. In Toronto, each of the four districts answered a modified questionnaire. The survey responses were supplemented with an analysis of official plans for all the municipalities and the four existing regions, as well as the former Metropolitan Toronto and its six former cities.

Information

Respondents typically said they do not collect or use ethno-racial data or that it was not relevant. Others identified ethno-racial diversity as an emerging issue that has not yet affected the practice of land use planning. Some respondents suggested that ethno-racial diversity in itself did not justify recognition in the planning process, but that a threshold or concentration of a particular ethno-racial group needed to be reached before ethno-racial matters became an issue.

On the positive side, several departments do gather "neighbourhood profiles" that provide information on ethno-racial diversity at the local level. Such profiles can provide valuable insights into the context for decision-making. The biggest challenge is what to do with information on ethno-racial diversity once it is collected.

Planners need to discuss why ethno-racial diversity data is not being gathered, so that these assumptions can be questioned. If justification is lacking, planners should begin a dialogue on how to begin developing ways of using this information as a meaningful tool. Admitting that in many cases we don't have the answers to this question is a good start.

Public Participation

Planners in the GTA seems to have accept-

ed the idea that ethno-racial diversity is an important consideration in public participation. The practice of that principle, however, appears to be limited. If an absence of special efforts to attract various ethno-racial groups is resulting in part of the local population being missed, the public participation process as it is currently constituted in many GTA municipalities is routinely missing the expertise, ideas and interests of a portion of their community. The public interest can hardly be served by a public participation process that speaks to only a portion of the public.

Convincing those in senior levels, both management and political representatives, that longer timeframes and more resources are sometimes necessary for such programs to be effective is a worthwhile challenge.

Planning outcomes

Planning decisions are being impacted by ethno-racial diversity, although the planning process itself has not been altered. Over half the planners surveyed were able to cite instances where ethno-cultural diversity affected planning decisions. Cultural preferences of various groups are more difficult to deal with, as they question our preconceived ideas about what is appropriate. Planners argued that the evaluation of planning applications takes place within a planning process grounded in common law, legislation and established principles as to what constitutes "good planning." Notwithstanding the truth of this statement, where ethno-racial diversity is not acknowledged, the result can be misunderstanding and conflict.

Conclusion

There are probably numerous reasons why ethno-racial diversity is not a bigger factor in planning practice in the GTA. One explanation is that planning is seen as a largely technical exercise. The absence of a focus on ethno-racial issues (as occurs in other situations where there is one well publicized event or controversy) is another. Another factor is the lack of time and resources to do anything other than deal with the immediate (and most obvious) issues at hand.

As planners, we should be prepared to explore our assumptions about the role of ethno-racial diversity and the impact it

should play in the practice of planning. We need to think about our responsibilities in defining the public interest, which requires a thorough understanding of our society. Planners can take some concrete steps to realize these objectives:

- Understand the ethno-racial make-up of our communities as part of the context in which planning decisions must be evaluated.
- Consider how we engage all parts of our society in the debate about the physical form of our communities.
- Engage in a debate within the profession about what planners can do with information about ethno-racial diversity. What

are we finding out about the different ideas and ambitions of various ethno-racial groups and how do we recognizing these differences in planning practice?

- Push for official plans to contain clear and unambiguous policies linked to specific implementation tools which require ethno-racial diversity to be considered as part of the practice of planning.

Dan Nicholson, MCIP, RPP, is a policy planner with the City of Brampton.

He can be reached at dan.nicholson@city.brampton.on.ca. The report discussed in this article was written by Beth Moore Milroy, MCIP, RPP,

(Professor, School of Urban and Regional Planning, Ryerson University) and Marcia Wallace (who was an Assistant Professor in the Urban Studies Program, York University at the time of the study and has since taken a position as a planner in the Provincial Policy and Environmental Services Branch of the Ontario Ministry of Municipal Affairs and Housing). The authors worked with a steering committee which included representation from OPPI. The Study was funded by CERIS (Centre of Excellence for Research in Immigration and Settlement).

Copies of the report are available from CERIS by calling (416) 946-3110.

London's downtown well mapped

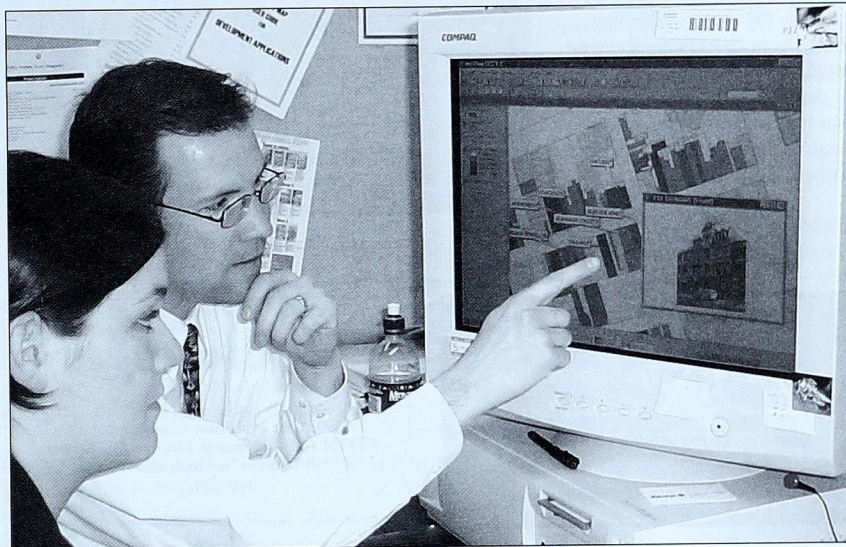
London Gets to the Heart of the Matter

By John Fleming

London was the first Canadian municipality to join the National Main Street Center of the National Trust for Historic Preservation in the United States and adopt its four-point program of design, organization, promotion, and economic restructuring. Don McCallum, Chair of London's MainStreet board, can tell you that his MainStreet area contains exactly 426 buildings, 252 of which are listed on the City's heritage inventory, and covers an area of 245 acres.

Today, London's GIS can display every heritage building in the downtown. With the detailed information that London has collected on the facades of each building, the board can locate structures that are at risk of deterioration. Through the instantaneous mapping of this information, it is also easy to identify heritage streetscapes and recognize the potential impact of losing the at-risk buildings. Board member Mike Baker was able to use this tool to target buildings that need help through the facade grants and loans that the Main Street program offers.

London's GIS inventory allows the committee to map and evaluate their tenant mix. They can show prospective businesses the location of vacant spaces (by size), rental rates, utility costs and annual taxes. They can generate a map showing peak business hours for each tenant, number of customers per year or gross revenues per square foot. One click of the mouse on a specific building leads to a photograph of the building from street level.



John Fleming works with London's GIS

GIS also lets London understand its downtown's economic strengths and weaknesses. The committee can map clusters of vacant space, pinpoint areas of weak sales, and determine possible barriers to success. It can locate anchors of retail activity, identify uses that rely upon passersby, and show properties where retail sales are growing.

London had the foresight to tailor its GIS inventory to answer questions about target markets. Each business owner was asked to indicate the demographics of the business's primary and secondary target markets, the

economic group catered to, the neighbourhood in which most of customers live, the degree to which the business serves downtown employees, and more. This information helps MainStreet London to understand its target markets and the best ways to reach that market through promotional campaigns. London also collected information on the amount of money that each business spends annually on advertising and the means by which they advertise most heavily: a great way to understand the relationship between advertising and commer-

cial success in the core.

London hired students from Fanshawe College, which has a program specifically designed to train GIS technicians. The GIS Program Director, Laverne Kirkness, coordinated co-op work placements to move the project along while helping students gain valuable professional experience. MainStreet London continues to hire students to fill the gaps and refresh the data that has already been collected. A federal government grant program (through Human Resource Development Canada) funds a portion of short-term employment activities in partnership with other organizations.

The survey uses the North American Industrial Classification System (NAICS), to classify land use. NAICS codes allow GIS users to map land use patterns at different levels, from coarse data showing retail, office and residential uses to detailed data showing particular businesses, such as, say, beauty salons, aestheticians and barbers.

Getting Web-ready

London's plan, from the outset,



London has more than 250 listed heritage buildings

was to eventually move the data and its associated maps to an Internet Web-based platform. John Bontje, of the City of London Technical Services Division, is working with a team of experts to move many different GIS-based inventories to platforms that can be accessed via the Internet. It is only a matter of time before MainStreet's new web site is developed, so that anyone can have access to at least some portion of London's extensive database

More information on Main Street London can be obtained from Linda Lustins at 519-432-9816; more information on Main Street's GIS inventory can be obtained from John Fleming at 519-661-5343.

John M. Fleming, MCIP, RPP, is the Manager of the Policy Section in the City of London Planning Division. He was responsible for developing the original GIS inventory that Main Street London has now taken on. He is currently the Chair of the Southwest District Executive. (see www.mainst.org for more information). London is also the site of this year's OPPI conference. See Billboard for details.

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Policy Development.

What a difference a couple of years makes!

By Dave Hardy

As a result of OPPI's "Millennium" Strategic Plan, which calls for a stronger leadership role for our Institute, two years ago OPPI revamped its policy efforts and the Policy Development Program was born. A key aspect of this initiative is the development of policy papers. Designed to advance creative solutions for emerging issues in planning, this moves us further towards realizing our vision and building the OPPI of tomorrow.

With direction from the members of the Policy Development Committee and support from Loretta Ryan, Manager of Policy and Communications, we asked you, our members, to come forward with public policy issues that the Institute should be taking on. Frankly, the response has been overwhelming. Last year alone we were able to issue two policy papers - The Municipal Role in Meeting Ontario's Affordable Housing



Dave Hardy

Needs and Exploring Growth Management Roles in Ontario: Learning from "Who Does What" Elsewhere. Our next policy paper will be on the theme of "Community Design." Watch your mail and the OPPI web site for further information on this third paper.

Back to the first and second papers. The Housing paper provides a tool box for municipalities and others to use to help address affordable housing needs. It is now used across Canada as a reference for housing policy reform with Ed Starr and Christine Pacini being called upon to present the paper at numerous events. The Growth Management paper documents best practices and contains recommendations for improving planning on a provincial level—including fostering economic development in northern and rural communities and providing increased upper-tier financial support for cities. As a sign of interest across the profession, Melanie's presentation of the paper in Kitchener-Waterloo attracted 160 professional planners. The paper has since drawn national attention.

Special thanks to Ed Starr, Christine Pacini, Melanie Hare and the members of the Policy Development Committee for their outstanding work on these policy papers.

In addition, the Policy Development Committee provides comments on key public policy issues and

maintains watching briefs on government initiatives. This committee has done a superb job of representing the Institute. Thanks to Marni Cappe, Jeff Celentano, Kevin Eby, Andrea Gabor, Meric Gertler, Ann Tremblay and Tony Usher.

I would be remiss if I didn't mention a number of key volunteers who are assisting the Policy Development Committee's efforts. Headed by Dianne Damman, OPPI made a well-received submission to the Walkerton Inquiry. David Oikawa has done a great job of representing planners and the Institute on the Building and Regulatory Reform Advisory Group. Again, we spoke up when the media, politicians and some members of the public questioned the role of the Ontario Municipal Board. Through the research of Wendy Nott and a committee of seasoned Board experts, a paper was recently issued on the role and function of the OMB. Ann Joyner led a Committee of planners who prepared a new brief on the Oak Ridges Moraine Conservation Act.

Through Loretta Ryan, we also had a banner year in raising the profile of planners in the media on matters of policy. We have appeared in print, on television and on the radio; from our President, Dennis Jacobs being interviewed by a small radio station in Oshawa to a representative of one of Canada's National Newspapers attending our Annual Conference for the first time. Our exposure continues to increase. Over the next year, we hope to have planners speaking in the media on matters of public interest from Cornwall to Windsor to Kenora.

With the increased external interest in planners, we are beginning the process of expanding the volunteer pool of planners working on policy. We are either restoring or initiating a number of policy committees in Transportation, Environment, Economic Development, Natural Resources, Agriculture and Rural Affairs, Design, Governance, Social Policy and Housing. If you wish to volunteer, please contact Loretta Ryan at policy@ontarioplanners.on.ca.

Dave Hardy, MCIP, RPP, is Director, Policy Development. He is a principal with Hardy Stevenson Associates. He can be reached at hsa@echo@on.net

Policy papers, designed to advance creative solutions for emerging issues in planning, move us further towards realizing our vision and building the OPPI of tomorrow.

District Awards Build Awareness

District Professional Merit Award

City of Kitchener, Social Planning Council of Kitchener-Waterloo

Compass Kitchener

Category: New Directions

Compass Kitchener was a the largest in-depth public consultation process ever undertaken in the city, designed to involve the community in developing a shared community vision. More than 1,200 people took part in the consultation, which included "kitchen table talks" and informal meetings of friends and neighbours who gathered to discuss what they liked and did not like about the city and suggest improvements. This method involved many people who would not normally come to a meeting at City Hall. The city also solicited comments through specially prepared booklets, an Internet site, a telephone survey, and open meetings. People who provided suggestions were invited to help sort out the information that the city had received and identify themes in the submissions. The judges found the city's approach "innovative" and "effective."

District Professional Merit Award

City of Mississauga Planning and Building Department

City Centre District Policies, City Centre Zoning By-law, City Centre Urban Design Guidelines

Category: Urban/Community Design

At present, Mississauga City Centre lacks a distinct urban character and the sense of place typical of many older city centres. This plan is intended to introduce high standards for urban design into the 151 hectares making up the City Centre. The three inter-related documents contain recommendations and guidelines to ensure that future development is compatible with the existing built form and to create a strong sense of place in the City Centre. The jury felt that the plan demonstrated a long-term commitment on the part of the City of Mississauga to using urban design to implement its long-term vision for the core area.

District Professional Merit Award

Regional Municipality of York, Planning and Development Services Department & Transportation and Works Department

Greenlands Property Securement Strategy:

A Legacy for Our Future

Category: New Directions

The Greenlands Property Securement Strategy is part of the overall Greening of York Region strategy. It includes a variety of tools for ensuring the protection of environmentally important lands, including stewardship arrangements and partnerships with environmental groups. The description of each tool includes a clear statement of benefits, drawbacks and costs. According to the judges, it appears that "no stone was left unturned" in the Region's search for ways to secure and protect land. One judge noted, "If there was an award for solid implementation, this report would be perfect."

District Professional Merit Award

Regional Municipality of York, Planning and Development Services Department & Transportation and Works Department

The Greening of York Region Strategy

Category: Communications/Public Education

When York Region staff prepared a report card on the Official Plan, they learned that the public felt that the Region needed better implementation of its natural heritage policies. The Greening of York Region Strategy was intended to address this concern. The Region held workshops and symposiums, prepared discussion papers and planning reports, and circulated information by e-mail and post. The information included successful projects that were already in place. The final strategy was presented in an easy-to-read two-page brochure. The jury commended the thorough and inclusive consultation process.

Provincial Professional Merit Award/District Outstanding Planning Award

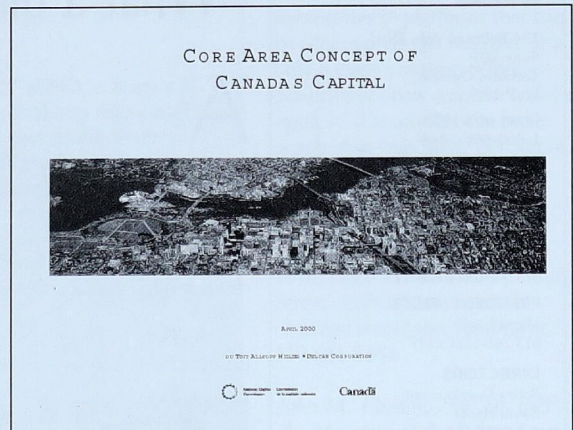
National Capital Commission, duToit

Allsopp Hillier, Delcan Corporation

Core Area Concept of Canada's Capital

Category: Planning Studies/Reports

This plan represents the second phase of a planning process that began in 1998 with a Vision for the Core Area that was designed to build on the sense of place cre-



NCC vision for the capital

ated by the dramatic natural landscape and historic buildings in the capital. This report is intended to guide the development of the Ottawa-Hull area for the next 25 years. It includes recommendations for land use, urban design, the environment, transportation, heritage preservation and national programming. The judges praised the "well-defined methodology" and "effective consultation process" that went into the making of the plan, and the way the results were presented with excellent graphics. The plan is available as text or CD-ROM.

Provincial Outstanding Planning Award/District Professional Merit Award

Planning Alliance

A Planned, Progressive Approach to Affordable Housing

Category: New Directions

Increasing homelessness in Canada is due, in part, to the lack of affordable housing in most Canadian cities. This project suggests a way to help low- to moderate-income households enter the homeownership market at level they can afford, using an incremental, "grow as you go" approach. It includes recommendations for helping the current inhabitants of Tent City in Toronto relocate to healthier long-term housing. The judges were impressed with the writers' sense of the historical context of planning for affordable housing and the practicality and workability of the proposals. The study was made possible with a grant from the Canada Housing and Mortgage Corporation.



Paddling on the Humber

Provincial Outstanding Planning Award/District Outstanding Planning Award

Humber Watershed Alliance and the Toronto and Region Conservation Authority A Report Card on the Health of the Humber River Watershed

Category: Planning Studies/Reports

The health of a river can be measured in many different ways. This report card, which awarded "grades" to the Humber River according to a series of indicators, was developed through a community consultation process. The results were revealing: the river received a good grade for outdoor recreational opportunities, for example, but a failing grade for stormwater management. The judges admired the honesty of those who prepared the report card, and hoped that the document would motivate others to make the changes necessary to improve the health of the Humber River. They also noted that the report card was "clearly written, well laid out, easy to read and understandable."

Provincial Outstanding Planning Award/District Outstanding Planning Award

The New City of Hamilton, Economic

Development Department Environmental Remediation and Site Enhancement (ERASE) Community Improvement Plan

Category: New Directions

The ERASE plan is designed to promote brownfield rehabilitation and the redevelopment of the Hamilton industrial waterfront on 3,400 acres of vacant, underused and contaminated industrial and commercial properties. The plan, which complements the city and regional Official Plans, includes ideas for financial incentives, tax increment financing, and marketing for potential investors. The judges described it as "holistic and innovative" and commended the City of Hamilton for leading the way in brownfield rehabilitation. The plan could well become an approach adopted by other municipalities.

Luc Picionni authored the ERASE program.

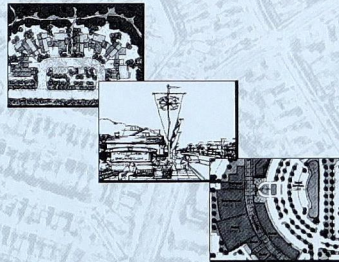


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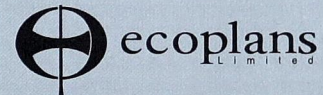


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Postma, Shawn.....	SD.....	
Rae, Mary.....	CD.....	
Ritacca, Anna.....	CD.....	J.C. Williams Group Limited
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Tocher, Michael.....	CD.....	Schollen & Company Inc.
Toomey, Christopher.....	CD.....	City of Toronto
Tovey, Daniel.....	CD.....	City of Toronto, Urban Development Services
Tremblay, Miguel.....	ED.....	Fotenn Consultants Inc.
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Berry, Dennis.....SD	Harper, Ian Paul.....CD
Crossfield, Michelle.....SD	Moroz, George.....CD
Ford, Catherine.....CD	Schwartz, Joachim.....SD
Fowler, Craig.....CD	

Central

Leftovers from Christmas Worthwhile

By David McKay

The Annual Get Together in December attracted 150 people but long after the tables were cleared and the dishes done, the event made a lasting impression. The Second Annual Silent Auction raised over \$800.00 for the Central District Scholarship Fund, while the raffle draw raised over \$500.00 for the Daily Bread Food Bank.

The Central District Scholarship was also awarded for the first time to University of Toronto Master's student Antoine Belaieff.

A special thanks to our sponsors: The Abbott Pub, BA Consulting Group, Bourrie & Associates, Bousfield Dale-Harris Cutler & Smith, The Butler Group, the Canadian Urban Institute, Canada's Wonderland, Cheatley Consulting, Clayton Research, Cumming & Company, Dillon Consulting, Earthtec, Elgin & Winter Theatre, ESG International, Giffels, Goodmans LLP, Hardy Stevenson, Hemson Consulting, IBI Group, John Rogers & Associates, Jones Group, Macaulay Shiomi Howson, MacNaughton Hermsen Britton Clarkson Planning, Marshall Macklin Monaghan, Meridian Planning, OPPI, Page & Steele Architects, Paul Harpley, Paul J. Stagl, Planscape, the Planning Partnership, PMA Landscaping, Sorensen Gravely Lowes Planning, Skelton Brumwell, Stantec Consulting, Thomson Rogers, Toronto Heritage Board, Turner Fleisher Architect, Venchiarutti Gagliardi

Architect, Walker Nott Dragicevic, WeirFoulds LLP, Weston Consulting, Urban Strategies, and Zelinka Priamo.

Thank you for all who attended - your support made the event a huge success!

If you are interested in participating in the GTA Chapter or if you have any questions about upcoming events, please contact the Chair, David McKay at (905) 761-5588 or via e-mail at dmckay@mhbcbplan.com

Succession Planning in the Municipal Sector

By Elizabeth Howson and Martin Rendl

Baby boom planners were born between 1947 and 1966. Planners at the front end of the baby boom now fill many of the leadership positions in municipal planning departments. Given the demographics for this part of our profession, we believe succession planning is increasingly relevant for securing the future leadership of municipal planning departments.

The 1970s saw strong growth for planning jobs in Ontario municipalities. The initial wave of the baby boom generation was entering the housing market and fuelling municipal expansion. Staffing levels in municipal planning departments usually grew in step with this expansion. New regional governments were creating additional jobs for Ontario planners. Times were good for graduates seeking planning jobs.

Some 30 years later, approximately 45 percent of Ontario's planners work for municipalities. Many commissioners, directors of planning and planners in senior

management entered the profession at around the same time, 25 or more years ago. Their future retirement plans often overlap or are within years of each another.

Accepted notions about the traditional retirement age and replacing staff are not as helpful as might be expected for dealing with the future transition of leadership in Ontario's municipal planning departments. Consider the following.

Although a planner born in 1947 will not reach the normal or mandatory retirement age of 65 until 2012, early retirement will be increasingly common for planners for several reasons.

Under the OMERS pension plan, municipal planners can retire as early as age 55 with an unreduced pension if they have reached the 90 factor (age plus service equals 90). OMERS reduced the factor to 80 in 2001, introducing a further incentive for early retirement. The 90 factor will return in 2005 but until then, qualifying municipal planners can retire as early as age 50 with a full OMERS pension. For the lucky few, this beats any Freedom 55 plan.

Many planners were given packages as part of municipal restructuring and downsizing. Management levels and positions were reduced in many planning departments through reorganization or by combining planning and other previously independent departments into a single department. This reduced the size of the traditional succession pool from which departmental leadership was drawn. Deputy department heads have been eliminated in most planning departments, removing a position often used by councils to groom planners for succession to department head.

We expect many municipal planning departments already recognize the importance of succession planning. They are pre-



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pared for the succession issues posed by the planning profession's age demographic. For those that aren't, a succession plan can help you to:

- ensure continuity of leadership and avoid transition problems;
- assess your department's talent pool against its future leadership needs;
- identify, develop and groom staff for future achievement and leadership.

How do you know if your department needs a succession plan?

- Does it have a plan for leadership growth?
- Does the plan keep pace with future strategic needs?
- Do you have the bench strength and plan to fill the gaps?
- Do you have a plan that aligns your human assets to support your municipality's strategic objectives?

If you answered no to one or more of the above, talk to your human resources department and get working on a succession plan based on these principles:

- Focus on leadership requirements beyond functional skills.
- Identify staff who possess or can develop competencies that align with the strategic objectives of your municipality.
- Focus succession management on the individual as part of a leadership team.
- Design a plan where individual development and mentoring play key roles.

In the end, remember that succession planning is more than simply finding the right planner for the job or circulating a job ad as widely as possible. It must be an integral and ongoing part of the organization and its leaders.

Jack Welch recently retired as CEO from General Electric after 20 years of reshaping GE into a major global company. Halfway through his leadership in 1991, Welch said: "From now on, choosing my successor is the most important

decision I'll make. It occupies a considerable amount of thought almost every day."

Elizabeth Howson, MCIP, RPP, is a Partner in Macaulay Shiomi Howson Ltd. Martin Rendl, MCIP, RPP, is the Principal of Martin Rendl Associates and a member of OPPI Council representing the Central District.

Manage Toronto's Future or Its Decline

By Martin Rendl

Toronto's chief planner Paul Bedford emphasized the waterfront's importance to Toronto and the world's perception of the city in a speech to more than 100 members of Central District at the end of February. Bedford challenged planners to help him "seize the opportunity now," because the central waterfront is one of many examples where citizens can choose either to manage Toronto's future or its decline. For him, the waterfront is the city's front porch and the best place for Toronto to showcase Canada's leadership in city-building.

Bedford hopes to bring a revised plan to Toronto council this fall, now that council's waterfront reference group has heard the public's views on the October plan. The revised plan will be accompanied by a business plan from Robert Fung's new Toronto Waterfront Revitalization Corporation. Fung will identify how much in addition to the currently committed \$1.5 billion will be needed to achieve the plan's vision of waterfront renewal. (See Ontario Planning Journal, Vol. 15, No. 3).

Currently four projects are going ahead as part of the plan's 24 "Big Moves." \$300 million has been committed for subway platform expansion at Union Station, extending

Front Street west of Bathurst Street, restoring the mouth of the Don River, and environmental remediation in the Port Lands district.

For the moment, the central waterfront plan, like the new Official Plan, departs from convention. Bedford has chosen to lead with a principles plan that deliberately avoids detail. Only after there is agreement on four core principles will the details be fleshed out. Bedford's first priority is getting public consensus on change in the waterfront.

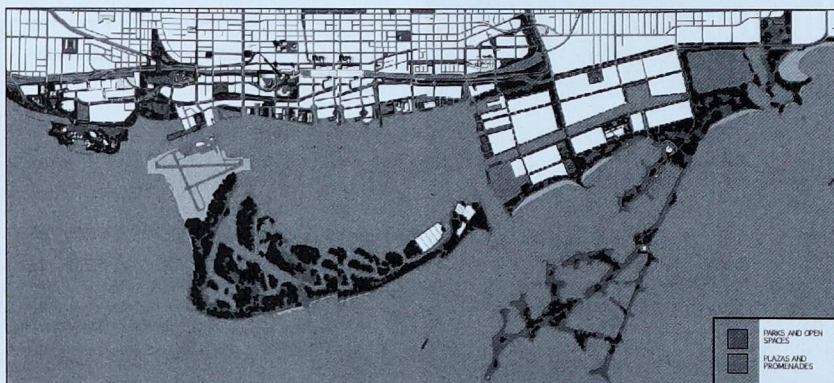
Even without details, the plan for 40,000 housing units and 35,000 jobs can't help but make waves. And, regarding the controversial proposal to dismantle the elevated Gardiner Expressway and replace it with a transformed Lakeshore Boulevard, Bedford reminded his audience of the strong opposition the removal of the eastern leg of the Gardiner received three years ago. Now that it is done, the predicted dire consequences have not materialized but removal of the barrier has started the process of reconnecting the city to Lake Ontario.

Respected transportation planner Ed Levy commented that while other cities like New York, Portland, and San Francisco have dismantled expressways, they could better afford to lose the traffic capacity because they have better road patterns and corridors than those in Toronto. He cautioned that the future of the Gardiner needs to be handled carefully.

Bedford feels that if the Gardiner is not replaced, its blighting influence will continue to impact uses under or near it. The parking lots and marginal uses will remain and continue to break connections between the city and Lake Ontario. He expects Harbourfront's wall of condominium blocks will spread east from Yonge Street. The tail end of these new buildings will also face the Gardiner and reinforce the current barrier to the waterfront.

Citing the example of Chicago, Bedford noted the value of retaining public ownership. Currently 70 per cent of the central waterfront's 800 hectares are in public hands. Why, then, does the public's ability to access and enjoy Toronto's waterfront fall so woefully short of comparable cities around the world? Could there be too many governmental fingers in this public pie?

While the three levels of government came together in October 2000 to pledge \$1.5 billion for waterfront revitalization, further progress has been slow. Some actions, like the decision of the Toronto Port Authority in September to sue the city



over the ownership of 240 hectares seem to move things backward.

The opportunity to act is now but the three governments still seem to lack a mutual and workable understanding of the central waterfront's future and how to achieve it. Without this, any waterfront plan is destined to fail. Is it too much for Toronto's citizens to expect that inter-governmental barriers can finally be removed to revitalize Toronto's waterfront in the public interest? Maybe Bedford's fresh approach of deliberately making waves will trigger the big moves needed from the city's waterfront partners. The public can only hope and wait.

A version of this article first appeared in Novae Res Urbis, a Toronto-area newsletter on planning and development, published by NRU Publishing Inc. (Visit NRUpublishing.com for subscription information.) We thank NRU for permission to use this material. Martin Rendl, MCIP, RPP, is the principal of Martin Rendl Associates in Toronto and a member of Council representing Central District. He is a regular contributor to the Ontario Planning Journal.

Golden Horseshoe Backs Heritage

Central District's Golden Horseshoe (South) sub-district celebrated the holiday season at Liuna Station in downtown Hamilton. Liuna Station, a former CN station, has been refurbished to its original glory and now is an impressive office and banquet venue. It was a perfect setting for sharing a glass of holiday cheer with friends and colleagues. The gathering provided a great opportunity to meet some of the new planners in the Hamilton/Niagara area and to share stories, tales and laughter with old acquaintances. It was a pleasure to chat with a number of students on the verge of beginning careers in planning, although the jury is still out on whether they attended for the networking opportunity, or... the free food!

Tours of the building, guided by John Ariens of Planning and Engineering Initiatives Ltd. who have offices in the building, provided a close-up look of the building restoration and explanation of the planning challenges encountered in redefining the use of the building. If you have not visited Liuna Station, it is well worth the trip.

The Golden Horseshoe (South) Chapter

is hosting a number of events this spring and looks forward to continued success throughout 2002 in providing networking, professional development and educational opportunities for planners in the Hamilton/Niagara area.

Submitted by Judy Pihach, Planner, City of St. Catharines who is the Chair of Central District's Golden Horseshoe (South) Chapter together with John Ariens of Planning and Engineering Initiative Ltd.

Simcoe-Muskoka

Holiday Cheers Start to the Year

The Simcoe-Muskoka-Dufferin Chapter of Central District hosted its Annual Holiday Get-Together in late November at the Travelodge in Orillia, following a meeting of the Central District Board of Management. About 40 members enjoyed the sit-down dinner and the opportunity to meet-and-greet throughout the evening. The organizers thank all those who attended and helped to make the event such a great success.



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People

Peter Cheatley Wins Oakville Top Spot

Peter Cheatley has been named Director of Planning at the Town of Oakville. Peter is trading a thriving consulting practice to return to his municipal roots. Before starting his practice, Peter was a senior staffer with the former City of North York, where he helped develop the downtown plan and other high profile initiatives.

Lee Anne Doyle was recently appointed Manager of Development Review Services in the City of Windsor Planning and Building Development Services Department. Lee Anne will be responsible for directing the activities of the Development Review Services Division, which is involved in the review and analysis of all development applications. Formerly,



Alex Taranu

Lee worked for the County of Essex as County Planning Advisor, where she was involved in a wide variety of planning and public administration initiatives.

Christina Tizzard has returned to Canada to join the City of Windsor Planning and Building Development Services Department as the new Urban Design Planner. Christina spent the last four years as an urban design planner in Indiana and as downtown revitalization coordinator, assisting communities throughout Ohio. In her new role, Christina will be involved in site plan review, drafting design guidelines to complement the newly adopted Official Plan and assisting local business improvement areas with their redevelopment initiatives.

Peter Cheatley has been named Director of Planning at the Town of Oakville. Peter is trading a thriving consulting practice to return to his municipal roots. Before starting his practice, Peter was a senior staffer with the former City of North York, where he helped develop the downtown plan and other high profile initiatives.

Alex Taranu, known to Ontario Planning Journal readers as a principal contributor to the Urban Design Working Group, has left IBI to join the urban design staff at the Town of Vaughan.

David Stonehouse, for many years an authoritative voice for "Bring Back the Don," has left the City of Toronto to join Evergreen, where he will be working on a number of greening programs. After the amalgamation, David migrated from planning to the parks department and sees his

new position as an opportunity to continue his interests in conservation and greening of the urban environment.

Victor Doyle has been promoted to the position of Manager in the Policy Planning Branch of the Ministry of Municipal Affairs and Housing, located in Toronto. **Joe Verdirame**, also a planner with Ministry and a long-time contributor to the Ontario Planning Journal on behalf of the province, has accepted a position with Emergency Measures Ontario, Ministry of the Solicitor General. As a result, he has passed the contributor torch to a colleague at MAH. **Marcia Wallace**, Community Planner,

PPESB, has agreed to be the Ontario Planning Journal's new contributing editor for Provincial News. In Joe's words, "Marcia's skills and experience undoubtedly will make her an excellent addition to the Journal's editorial team. I know she will have much to contribute." Marcia can be reached by email at marcia.wallace@mah.gov.on.ca and her telephone number is (416) 585-6635.



Marcia Wallace

Thomas C. Hardacre, MCIP, RPP is a senior planner with Planning & Engineering Initiatives Ltd. in Kitchener. He can be reached at thardacre@peil.net. Lorelei Jones, MCIP, RPP, is principal of Lorelei Jones Associates (lja@rogers.com).



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Editorial

Canada Needs More "Urban"

By Glenn Miller

The recent release of preliminary data from the 2001 census confirms that Canada is increasingly an urban nation, with nearly 80 percent of Canadians now living in urban areas. Almost 40 percent live in the 25 largest cities. That we are a minnow living next to a very large fish ten times our size is also underscored by the fact that we are only now reaching 31 million. Considering that cities throughout North America are competing for many of the same scarce resources that make cities good places to live, should we be concerned that the U.S. has 48 cities of more than one million, when we have only four? This means less critical mass, less choice – less "urban."

The census also confirms that that our largest cities are less and less like the rest of the country, as the proportion of new Canadians in Vancouver, Toronto and Montreal continues to increase. Canada has traditionally relied on immigration to grow. Without continued high levels of immigration, our labour force will begin to shrink, putting all sectors of the economy at risk. But Canada is not unique in needing new immigrants. We are competing with most of the western world for the brains and talent to keep our economy humming. The rationale for investing more heavily in the places that

receive the majority of new immigrants seems obvious. The challenge is to keep our biggest cities competitive, and to make sure that investment and people continue to flow to smaller cities. Ontario is relatively well placed in this regard because in the decades since the Second World War, our urban centres have grown and matured beyond recognition, particularly in southern Ontario.

Several articles in this issue of the Ontario Planning Journal address similar human resource issues, albeit at a different scale. Dan Nicholson reports on how municipal planning departments deal with ethno-racial issues. In two other articles, by Martin Rendl and Elisabeth Howson, and by Tim Smith, the issue of succession planning is raised. Those at the top today will need to be replaced before long. How much thought is being given to ensuring a smooth transition when the time comes? Will there be enough high caliber leaders to take on tomorrow's challenges? We need to apply this thinking to our cities as well.

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 editor@ontarioplanning.com.

Opinion

A New Deal for Local Government—
What's All the Fuss About?

By Pat Moyle

What a difference a year makes! It seems that you can't pick up a newspaper or current affairs magazine without seeing headlines such as "Cities Need a New Deal" or "Mayor Demands More Cash From Ottawa and Queen's Park." It wasn't that long ago when the mainstream media, and the general public for that matter, displayed little or no interest in "civics." If you wanted to clear out guests who overstayed their welcome at a dinner party, all you had to do was bring up the subject of the plight of our communities. Presto, the entire room would be cleared, cabs called, and the party would come to an end at a reasonable hour!

However, things have changed. The public and the media now seem to be interested and are treating this as "news." So why the sudden change?

In a word: "downloading." The concept is certainly not new, but it has brought considerable challenges and opportunities to local governments in Ontario. The process began when the federal government introduced financial restraint measures by cutting transfer payments to the provinces. Provinces naturally saw the wisdom of this tactic and in Ontario undertook a "Who Does What?" exercise and "realigned services" accordingly with local governments. This provincial/municipal swap of services was both direct — such as the physical transfer of infrastructure like provincial highways — and more subtle, through the ratcheting up of standards to be met by municipalities for formally provincial services. There has been considerable

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debate over whether this exchange was "revenue neutral." The definitive word came recently from the provincial auditor when he concluded that revenue neutrality was not achieved. Thus the cry for additional financial resources aimed at the senior orders of government.

The financial impact of this swap in programs and services is of particular concern to municipalities because the sources of new revenue to fund these new services are severely restricted. In recent research carried out for AMO, it was discovered that the average Canadian family pays a significant amount in taxes as a percentage of their total family income. This should come as new no shock to anyone - just look at the list of deductions on your next pay stub. The research indicated the following:

- In 2001 the average family paid a total of \$36,497 per year in taxes to the three levels of government.
- 59 percent was paid to the federal government.
- 36 percent was paid to the province.
- 5 percent was paid to local government.

The federal and provincial governments collect a significant amount of revenue from

a variety of sources, including income tax, corporate tax, excise tax, GST, PST, fuel tax, and through a wide variety of user fees and licences. This is not to suggest that these revenues are not being put to good use, but rather that there are many sources of revenue available to deliver federal and provincial services.

Municipalities, on the other hand, rely heavily on one revenue source, the property tax. The debate over a "new deal" is therefore centred on the fact that many new services are being delivered by local governments, from one inflexible source of very limited revenue.

The flip side of downloading is that fact that it has led to a transformed municipal sector made up of stronger and more relevant local governments with a broad range of responsibilities. The services that directly impact the

quality of life of citizens are largely those at the municipal level. Police, fire, culture, recreation, community planning, water, sewage disposal, waste management, roads, transit, affordable housing, provincial offences administration, land ambulances and public health, to name some, are for the most part municipally delivered services. In our opinion, municipal government in Ontario has now become the most important and relevant order of government.

It is because of the downloading of responsibilities and the resulting rise of importance of local governments, that the public is now becoming engaged. More than ever, municipalities shape the environment

that people live in, and drive the economy that people work in. The public and the media are becoming aware that without sufficient financial backing to municipalities both our living environment and our economy will suffer. That is why a "new deal" is so essential. And that is why you can be guaranteed that the next time you mention the fact that communities need more support, you will have your dinner guests debating, and debating and debating . . .

Pat Moyle, MCIP, RPP, is Executive Director of the Association of Municipalities of Ontario.



*Pat Moyle, MCIP, RPP,
Executive Director, AMO*

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The Viacom Transit Shelter— Becoming a Distinctive Feature of Our Urban Landscape

By Blair Murdoch

In 2000, our company, Viacom Outdoor, formerly known as Mediacom, was faced with a new and exciting challenge: develop a transit shelter for the new millennium that would match the standards of European street furniture designs, provide shelter in Canada's four seasons, and deliver outstanding opportunities for our advertisers to reach their audiences. The challenge was brought about by two events: an upcoming RFP in Mississauga and a renegotiation of the shelter agreement in the newly amalgamated City of Toronto. Both events generated a great deal of international interest by some of the world's best street furniture providers.

Our approach to designing and creating the final product was integral to our success in landing what are arguably the most important transit shelter franchises in Canada. Together with our designer, Kramer Design Associates, we took into account the following:

We wanted our new shelter design to instantly become a distinctive feature of the urban landscape, creating a unique character that everyone would recognize.

We followed nine key design principles:

- a progressive identity for the city;
- a unique design that would be a Canadian first;
- visually attractive and highly functional shelters, efficiently meeting the needs of transit riders and advertisers;
- durable design features compatible with Canadian climate conditions;
- modular design to allow for different sizes for varying site conditions;
- minimal use of framing and posts to reduce visual mass;
- unique roof treatments to create a



New design sets higher standard

suspended canopy effect;

- maximized accessibility and safety for all transit users;
- user-friendly accessory features, including benches and customer information panels

The final product which can now be seen on the streets of Toronto and Mississauga, reflects what we envisioned in the early stages of our conceptual designs, and is true to the key design principles that we developed.

The design provides a bright, welcoming shelter for transit riders. The metallic-finish structure, featuring a dramatic cantilevered roof and two-post construction, creates a gravity defying visual statement and achieves the strongest possible visibility for riders waiting for pickup and for advertisers promoting their products.

The shelter entrance and concrete plat-

form allows for wheel chair accessibility. The injected molded modern ergonomic seating, with raised arms, provides comfort and barrier-free assistance to the elderly and persons with disabilities. The curved plastic (Lexan) roof is UV protected for our bright, sunny summers.

Despite the light and airy appearance of the shelter, it has been engineered for Canadian wind loads and snow loads. The glass is tempered and will withstand most abuse encountered on our public right of ways. Any extraordinary impacts to the glass will result in it safely disintegrating into very fine pieces.

It has now been almost two years since we undertook this new challenge. With almost 600 new shelters adorning the streets of Toronto and Mississauga, we believe we can say with confidence it has been a success.

Last fall the shelter design

was given the Award of Merit for Significance: City Wide Scale at the 2001 Mississauga Urban Design Awards. The jury members, in their remarks, stated:

"The Mississauga Bus Shelter imparts a high quality aesthetic to the city streetscape. The structure exhibits a contemporary, elegant design, which, while primarily functional in nature, serves to heighten design awareness of the public realm. Integral advertising panels fit comfortably into the overall design without overwhelming the design ethic. The materials, fit and finish are well executed and of a high standard. Overall, this is a small celebration of a ubiquitous feature in the cityscape which ingratiates transit to the user. As a model of good civic design, the shelter is already being emulated in other jurisdictions."

The shelter design has also attracted surprising interest amongst local and national media. *Toronto Life*, January edition, stated:

"Brand spanking new shelters are popping up everywhere...soon 825 of these hip, urban, ad-friendly oases, created by the local firm, Kramer Design Associates, will replace the dingy brown boxes of the disco era."

Lisa Rochan in her January 2, 2002 *Globe and Mail* article entitled "Designs for Success Series", writes:

"In the hands of other more sophisticated minds, however, there is lightness, thanks to an initiative led by the private sector. Hundreds of glass bus shelters grace the streets of Toronto and Mississauga, designed to match the elevated standard of street furniture in cities such as Paris and London."

Even the sometimes-cynical Christopher Hume of the *Toronto Star* writes:

"For those who use the TTC regularly, those who spend countless hours of their lives waiting for buses and street cars, the new shelter is a much more pleasant place to waste time. Admiring the details alone can occupy minutes at a stretch. After that, riders can sit down, relax and enjoy the view."

The new shelter design is beginning to contribute to the development of a unique character in the context of our urban land-



New shelter design at home in downtown or suburbs

scape. The next step in this development will be a more holistic approach to street furniture. Some North American markets are already considering more comprehen-

sive street furniture models. In Los Angeles, Viacom has just been awarded a 20-year contract, which includes transit shelters and automated public washrooms. Chicago is in the final stages of awarding a long-term agreement involving several street furniture elements. In Canada, Vancouver will be releasing a RFP this spring that will be asking bidders to provide a coordinated street furniture program in return for certain advertising rights. In all cases, there is little doubt that the nature of the street furniture and the emerging quality of designs will leave an indelible mark on the urban landscape.

Blair Murdoch, MCIP, RPP, is Viacom's Vice-President of Real Estate with national responsibility for acquisitions and real estate management. He is the company's principal contact for new product development and design.

In future articles, Blair will write about innovative partnerships between Viacom and municipalities that result in the creation of new infrastructure at no cost to the municipality.



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A Class Environmental Assessment Primer

Part 2: New Choices for Municipalities

By Janet Amos

In the first article in this series, editorial changes and technical problems with the text unfortunately altered its meaning. The complete article by Janet Amos of *Amos Environment + Planning with the correct references to Items 21 and 22 of the Class EA can be obtained from Janet Amos at amos@primus.ca. The Journal regrets this error.*

This article will discuss choices amongst various implementation methods to meet the requirements of the Municipal Class Environmental Assessment (Class EA). This is a second of two articles. The first article, published in January/February 2002, examined a collector road scenario and identified when a municipality needs to follow the Class EA.

Consider this typical municipal scenario:

As town planner, you know that the new urban neighbourhood being proposed will require additional water treatment plant capacity and the extension of the water main to the new area. The town engineer is all set to hire a consultant for the Class EA study on the servicing and the town planner is ready to prepare land use policies for the new secondary plan area. You are thinking of hosting a joint public meeting. Is this really a good idea?

What is the Class Environmental Assessment?

The "Municipal Class Environmental Assessment" is a Ministry of the Environment approved document. It establishes a process so that municipal road, water and wastewater projects can be planned, designed, constructed, and operated in accordance with the *Environmental Assessment Act*. Provided the municipality follows the approved process set out in the document, no further approvals would be required under the *Environmental Assessment Act*.

What Options Do I Have?

If the project is being conducted by the municipality for the municipality, then the project is subject to the *Environmental Assessment Act*. Unless you are doing a project specifically listed in Ontario Regulation 390/01 (formerly 334) which lists exempted projects such as non-profit housing or a new school, you must

complete the requirements of the EA Act. All municipal road, water and wastewater projects are listed in the Municipal Class EA. To comply, you may follow one of the processes listed there. The choice as to which process to use rests with the proponent municipality. Here are your choices:

- Class EA Study (since it is not a Schedule "A" project)
- Master Plan
- Integrated Approach (Section A.2.9)
- Individual Environmental Assessment

A Class EA study is the most common approach. This approach is useful where you have one project in one location. The example above, "additional water treatment plant capacity", is a large project in one location which would be well suited to the stand-alone study. This project requires expansion of the plant above rated capacity, and therefore would be subject to Schedule C of the Class EA. Even with the addition of the proposed water main extension, this could all be done as one project in accordance with Schedule C. Participants would have a minimum of three notices and two public meetings to review your plans.

An appeal by a third party could be submitted at the conclusion of the planning process by an objector. This objection is called a Part II Order Request (formerly "bump up") and goes to the Minister of the Environment for a decision. In most cases, there is insufficient reason for the Minister to order that a municipal proponent complete an individual Environmental Assessment but the Minister may make conditions for the proponent to fulfil.

The scenario of the plant expansion and water main extension above could be a candidate for a Master Plan. Municipalities may use Master Plans where there is a series of projects. These projects may serve one need such as new urban growth, or be located in one geographic area or be related by type of project (i.e., all pumping stations). An objector may appeal any specific project to the Minister of the Environment but an objector may not appeal the Master Plan. The appeal process is the same as for a Class EA study.

In the scenario given at the beginning of this article, the planning and public works departments could combine forces and use Section A.2.9 of the Class EA. This Integrated Approach (Section A.2.9) allows a proponent

to combine report preparation, public notices and public meetings into one seamless study process. The Integrated Approach requires that a municipality has a forthcoming *Planning Act* approval related to the project (such as an Official Plan amendment or plan of subdivision) and if so, the municipality may roll in Class EA project into the planning process. If the municipality also complies with the provisions outlined in Section A.2.9 of the Class EA for that project, further Class EA requirements are eliminated.

The catch here is that the process to combine the Class EA and *Planning Act* processes described in Section A.2.9 of the Class EA does not provide shortcuts. On a positive note, the use of Section A.2.9 results in the project being approved under the *Planning Act*, subject to appeals to the OMB instead of open to a Part II Order by the Minister.

A municipality may always elect to follow the Individual Environmental Assessment process outlined in the EA Act. This process is more onerous than a Class EA Study, but if you have a major project, controversial issues and are certain of an appeal, you may consider this approach. The first step in this process is to complete a Terms of Reference for this project and submit it to the Ministry of the Environment for approval. The Terms of Reference are usually based on Section 6.1 of the EA Act but the contents can be negotiated through the Terms of Reference process. Following approval of the Terms of Reference, the proponent prepares an Environmental Assessment in accordance with the Terms of Reference. Agency comments are sought and a government review of the completed Environmental Assessment will be prepared by the Ministry of the Environment staff. Assuming positive results, acceptance and approval of the Environmental Assessment will follow. Any hearings may be referred to the Environmental Tribunal. Mediating a solution is also a possibility.

Private Sector Developers

This article has not addressed the issue of the private sector developer completing municipal road, water or wastewater servicing projects. You should be aware that where a private sector developer is the proponent, the developer is subject to the EA Act for any Schedule C project in accordance with Ontario Regulation 391/01 (formerly 345/93) and the same rules and procedures would apply to the developer as to the municipality. It is up to the municipality and the private sector developer to determine who is the proponent where this may be in dispute.

Cont. on pg. 24

Conclusions

This article has highlighted the choices for meeting the requirements of the EA Act for municipal projects. These are optional processes from which you may choose your preferred approach. Most municipalities are comfortable with a Class EA study approach. However, there are advantages associated with each of the other processes. Comprehensiveness, speed, possibility of appeal and your own preferences will be the criteria you use to help you determine which one best suits your municipal needs.

Janet Amos, MCIP, RPP, Principal, Amos Environment + Planning led the task force on the integration of the Planning Act and the Class EA for the MEA/MOE Steering Committee which drafted the new Class EA. In her new business, Janet consults for the private and public sectors and provides Class EA training workshops.

This article builds on case studies used in Janet's training workshop provided at the Ottawa CIP/OPPI Conference in July. You can reach Janet at

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Ontario Municipal Board

The OMB Is Not "An Arbiter of Moral Imperatives"—Wellington County Official Plan Amendment no. 7

The Woolwich Agricultural Society is the operator of the Elmira Raceway. The Society applied for official plan and zoning by-law changes for the purposes of relocating this facility to the outskirts of the Village of Elora in the recently restructured municipality of the Township of Centre Wellington. As part of the relocation of the facility, the Society requested permission to establish a gaming facility with a maximum of 200 slot machines, televised racing, off-track betting, as well as associated stabling, restaurant uses, parking and related uses.

The lands subject to the appeal were designated by the County of Wellington's Official Plan as "U.C. - Urban Centre," "Industrial" and "Highway Commercial." These designations reflected the fact that, for some time, the subject lands have been accepted as having development potential as part of the Urban Centre. The local Official Plan and zoning by-law, on the other hand, designated and zoned the lands as "Agricultural."

The matter before the Ontario Municipal Board was a result of the appeals of three planning documents that had been approved by either the Township and the County. A County official plan amendment was required in order to expand the list of permitted uses to include a "racetrack facility for horses including off-track betting lounges, offices or headquarters for the Agricultural Societies and a slot gaming facility located and developed in conjunction with a racing facility for horses."

The Centre Wellington Citizens Coalition also appealed against the local official plan, which was being amended to match the list of permitted uses in the County plan.

Members of the coalition alleged that the process leading to the enactment of the various amendments was flawed by "haste and inattention." As was explained to the Board, horse racing tracks had been in trouble and it was feared that some may go out of business. The solution adopted by the province some years ago was to permit additional gaming at tracks in the form of



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slot machines, which would generate additional income for the tracks and the industry as a whole. Following the filing of the initial applications, however, the province decided to adopt a moratorium on processing this type of facility, which would come into effect after a specified date. This explained the speed with which the local authorities processed the applications. In fact, it was revealed through the evidence that the need to relocate the facilities had arisen because the Region of Waterloo (in which the Society operated the Elmira track) had not accepted the idea of additional gaming.

Parallel to the Board's process for the approval of the planning instruments, the coalition applied to the court to quash the by-laws. If the court did quash the by-laws, the window of opportunity to re-apply for additional gaming at the Elora location would be lost.

The Board, in reaching its conclusion to approve the planning documents, conducted a detailed review of the technical merits of the applications. The Board looked at issues such as water, waste management, traffic, as well as compliance with planning policies and compatibility with the small town and with nearby uses. The Board also addressed social and economic issues, including the "moral" and "community character" objections. In all respects, the Board found in favour of the planning rationale in support of the required amendments. The Board concluded that the proposal represented an appropriate development for the outskirts of a small town. In the opinion of the Board, the racetrack and gaming facilities are expected to become a complementary addition to the economy of the area as

it relates to tourism and commercial recreational uses. The proposal was well-designed, planned and suited to this location.

With respect to the "character question," the Board repeated its previous findings that planning is not a good tool in dealing with questions of personal morality. Confronted with the similar questions in other communities (where gaming facilities have been proposed), the Board has concluded that some forms of gambling are permitted by law and are closely regulated by the province (which has now reclaimed responsibility for them). Given that these uses are a legal and legitimate use of land, they must be reasonably accommodated within the land use planning system in order to permit people who choose to be involved in horse race, slot machine play or other legal forms of gaming, to do so. The Board found that it is ill-equipped by "jurisdiction, inclination or wisdom" to be any kind of arbiter of moral imperatives. Rather, the Board considered whether a gambling facility should be permitted in this location on the principles of good planning.

The Board stated that the character of the Town will not drastically change. There will, however, be economic benefits to the economy and to the fiscal arrangements of the Township from the proposed facility that will bring recreational tourism benefits which will not alter the quality of life.

Source: Decision of the Ontario Municipal Board
OMB Case No.: PL000495
OMB File Nos.: O000095, O000108

D. Smith Equipment— (477225)Ontario Ltd. v. Flamborough (Town)

In 1995, the Regional Municipality of Hamilton-Wentworth enacted an official plan amendment directing its constituent local municipalities to amend their plans to recognize and regulate industrial or commercial uses existing in the rural area at the date of adoption of the Regional Plan. In response to that direction, the Town of Flamborough enacted Official Plan Amendment No. 52 which provides, among other things, an opportunity through the planning process for existing non-conforming uses to be considered for recognition on a site-specific basis.

Pursuant to the regional and local official plan "amnesty" provisions, the appellant sought recognition of a small-scale automobile repair and service business operated within his principal residence. The appellant was one of the 32 applicants who responded to the Town's invitation to regularize their illegal uses. Of all the received applications, only two were denied rezoning; one of which was the subject site, despite the fact that planning staff had recommended approval. From the evidence, the reasons for Council's refusal were unclear, except for the fact that the adjacent neighbour had opposed the approval.

In determining the merits of the appeal, the Ontario Municipal Board was guided by the amendments' assessment criteria (to recognize non-conforming uses), as follows:



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- (i) the use existed prior to June 7, 1994;
- (ii) the recognition will not permit a change in use that would aggravate any situation detrimental to adjacent uses;
- (iii) the use does not constitute a danger to surrounding uses and persons by virtue of its hazardous nature or traffic generated;
- (iv) the use is not obnoxious by reason of odour, noise, vibration, dust, smoke, gas, fumes, interference with radio and television reception or unsightly storage of goods to the extent of interfering with the ordinary enjoyment of surrounding property;
- (v) the use and/or storage of hazardous or flammable materials is prohibited;
- (vi) the use is or can be serviced with adequate water supply and sewage disposal system;
- (vii) the use does not interfere with the desirable development of the surrounding

area, including the use of adjoining properties for agricultural use; and,
 (viii) appropriate zoning standards can be maintained.”

A neighbouring residential property owner attended the hearing and opposed the rezoning on the basis of hours of operation, unsightliness, noise and incompatibility criteria, including the outdoor storage of vehicles.

The Board found that the applicant met all the amnesty provisions of the official plan and allowed the appeal. The use was permitted for an initial three-year period under the temporary use by-law provisions of section 39(1) of the *Planning Act*. As part of the approval package, the Board included provisions to prevent any additional adverse impact in the future by including in the zoning by-law strict zone provisions, such as: (i) the requirement of a detailed

site plan delineating the location of the building as at the date of the approval; and (ii) the location of storage and the parking of automobiles and the conduct of business functions in wholly enclosed premises without outside employees and non-residents of the residential property.

The Board found that the prescribed initial three-year period would permit the operator to adjust his operation in accordance with the Board's decision with consideration for his neighbour or to relocate to other less limiting locations.

Source: Decision of the Ontario Municipal Board
 OMB Case No.: PL000934
 OMB File No.: Z000124

Paul Chronis, MCIP, RPP, is a senior planner with WeirFoulds in Toronto. You can reach him at pchronis@weirfoulds.com.

Urban Design

The Urban Design Work Group Celebrates Its First Three Years

By Anne McLroy and Alex Taranu

It is three years since the core of what is now the OPPI Urban Design Working Group began. This is a good opportunity to look back and evaluate what has been achieved, where we are now and what lies ahead.


Five urban designers, including Anne McLroy, Bob Glover, Moiz Behar, Alex Taranu and Jim Yanchula, were asked to provide editorial support for the Urban Design section of the Ontario Planning Journal. They were subsequently joined by Sonny Tomich, Trevor McIntyre, Dan Leeming and Steven Wimmer and developed an expanding program of monthly meetings, presentations, lectures, roundtables and design workshops. We now have a networking group of planners, urban designers with various back-

grounds and an equally diverse and active coordinating committee.

Last year the Urban Design Work Group became an official sub-committee of the OPPI Policy Committee with the mandate to provide the Committee and the Institute with advice on matters of Urban Design. Our Activities program for the current year anticipates some ambitious events—roundtables, forum discussions and a full day workshop at the OPPI Conference in London, as well as activities with the OPPI GTA Committee and GTA Forum. We are also the initiators of the CIP National Urban Design Interest Group (NUDIG).

We have advanced considerably towards our initial goals – to promote the importance of Urban Design as an integral part of the

planning process, a multidisciplinary, participatory activity; to create a forum where professionals with various backgrounds and interest in this field can share ideas, exchange opinions and information; and to educate planners, other related professional, politicians and the public at large regarding the role and importance of urban design. But to a large extent we are preaching to the converted. As a group of practising professionals, we are convinced about the important role urban design must play in promoting and creating good communities, healthy, livable neighbourhoods, cities, towns and villages. It is not a matter of “why should we do it?” but rather of “how can we do it?”—and more and more planners share this opinion. The recent debate around the design competition for the ROM extension has proven the public's interest in design issues and the opportunities to use design as a catalyst for change within cities.



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The most difficult task lies ahead—to convince and educate the public, the politicians, various levels of government, institutions and developers about the value of good urban design. We have to establish the framework and the tools needed to promote quality design as an essential part of good planning. We have to convince them that creating good places, living and working in beautiful cities are not a matter of aesthetic preference but an essential element of increasing the quality of life.

We would like to thank the Institute and the Journal for their support, and the opportunity to express our ideas and organize effective activities. This illustrates further the changing face of the planning profession—we hope that we have managed to make a difference and our activity is also offering an opening towards the public and our allied professions.

Anne McIlroy, MCIP, RPP, is a principal of Brook McIlroy Inc. Contact her at amcilroy@brookmcilroy.com. Alex Taranu recently joined the Town of Markham as a senior urban designer.

He can be reached at ATaranu@city.markham.on.ca. Anne is the chair of the UDWG and Alex is the coordinator.

CIP National Urban Design Interest Group

The National Urban Design Interest Group (NUDIG) initiated at the Ottawa Conference last summer is currently organizing its activities and establishing a networking group. Approved by the CIP Council in November, the Group has already published an Urban Design Section on the CIP Web site www.cip-icu.ca/English/about-plan/ud_welc.htm). For more information contact:

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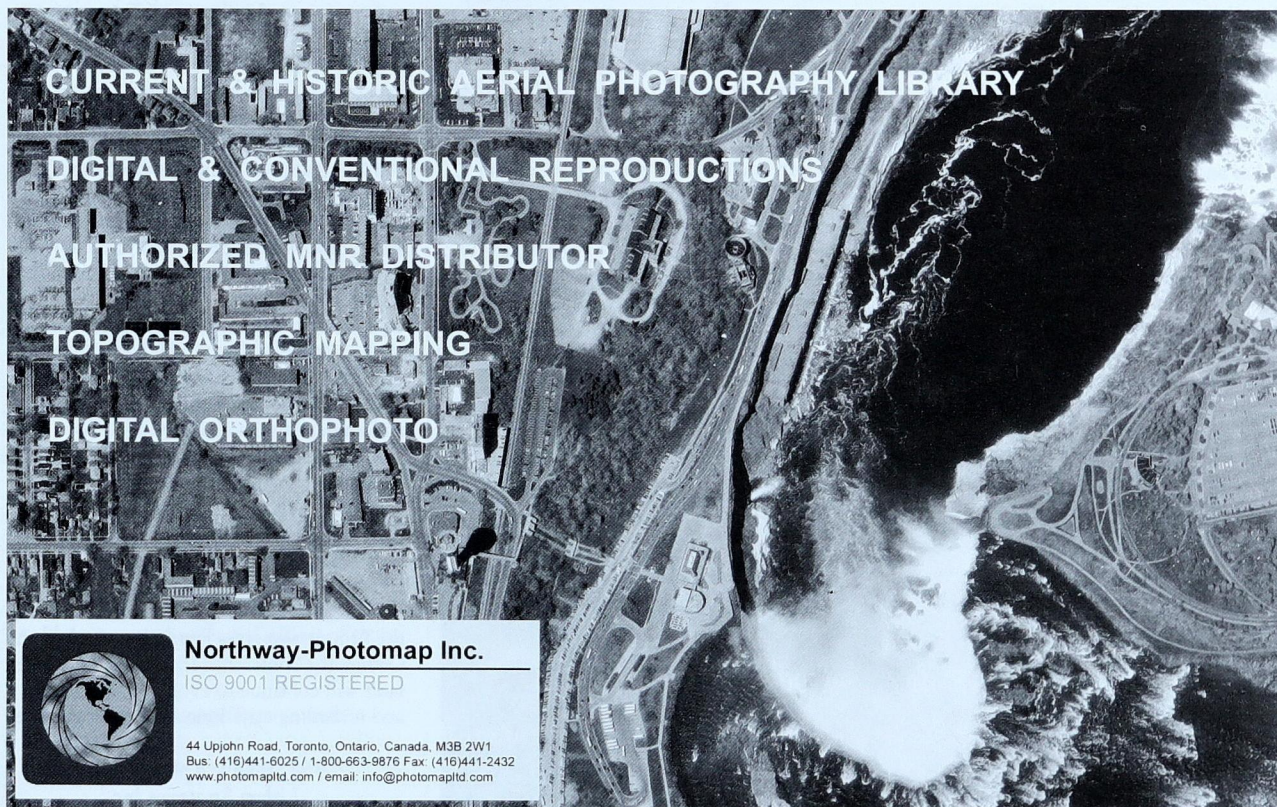
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New Partners at Urban Strategies Pave Way for Next Generation

By Tim Smith

Frank Lewinberg just wanted to have fun, make money and establish a planning practice of integrity. Little did he know in 1981, when Frank Lewinberg Consultant was formed, that he was planting the seed that would grow to become Urban Strategies Inc., a 30-strong planning and urban design firm working in Canada, the U.S., Europe and the Caribbean. In February this year, the firm added two new partners, Connie Pasqualitto and Cyndi Rottenberg-Walker, initiating a new phase in the firm's evolution. Prior to making this significant move, the other four partners reflected on the firm's history and pondered its future—how did the firm become stronger and smarter as it grew, and how can it live on well beyond the careers of its founders?

In 1985, Frank teamed with Joe Berridge, and in 1988, Ken Greenberg joined Frank and Joe to create Berridge Lewinberg Greenberg. All three had established reputations in their fields, having worked on groundbreaking projects at the City of Toronto and in private practice. Andrea Gabor and George Dark, associates of the firm who also arrived with extensive experience in public and private practice, became partners in 1989. In 1994, the firm's name became Berridge Lewinberg Greenberg Dark Gabor, which some called a triumph of conscience over marketing.

Through the 1990s, these five strong individuals were the names and faces of the

firm. Supporting them was a team of young planners and urban designers, most just starting their careers. The firm has always hired not just the brightest graduates in planning, architecture, landscape architecture and urban design but energetic and creative individuals with diverse interests, thereby maintaining a stimulating and collegial work environment.

Toward the end of the 1990s, with the firm's international reputation firmly estab-



Some of the Urban Strategies team

lished, the five partners looked back on what they had created and looked forward to what it could become. They could see a fundamental shift beginning to occur within the firm: many of the mostly "green" planners and designers they had hired in the previous decade were proving more than capable of leading projects. They realized that among this group was the next generation of partners.

Before the decade was out, the partners made two significant decisions in the life of the firm. They renamed it Urban Strategies

Inc., a name more egalitarian and more revealing about what the firm does, not to mention more pronounceable. They also increased the number of associates from three to nine, eight of whom remain with the firm—Pino DiMascio, Melanie Hare, Connie Pasqualitto, Warren Price, Mark Reid, Cyndi Rottenberg-Walker, Michel Trocmé and Geoff Whittaker.

Urban Strategies approached its third decade knowing it had a fantastic group of people capable of carrying the firm to new places and new heights long after the five partners moved on. It would not be long before one partner, Ken Greenberg, would leave and the gradual process of succession would begin. This year the next generation took its place at the head of the firm when Connie and Cyndi became partners.

Connie Pasqualitto is the firm's Chief Financial Officer and its backbone. For 15 years, through the economic ups and downs of the consulting business, she has kept the firm efficient, financially stable and equipped with the best technology.

Cyndi Rottenberg-Walker joined Urban Strategies in 1989 straight from the University of Toronto, where she earned her

Masters in Planning. Each year since then her star has shone brighter as she eagerly took on any and all projects, always with a keen eye for detail. Before long she was managing some of the firm's most complex assignments, including new community plans, downtown revitalization strategies and campus master plans. She has also negotiated numerous major development approvals in the City of Toronto. Today Cyndi leads a variety of projects, excelling in the role of facilitator. She has a talent for coordinating and motivating the large, diverse group of individuals it takes to create and implement a comprehensive plan.

The ascension of Connie and Cyndi to the partners' table broadens the firm's horizons and sends a clear signal to the other associates, and indeed all employees, that the long-term success of Urban Strategies rests largely with them. This gives all staff the comfort that they can advance their careers within the firm. It also gives Frank, Joe, Andrea and George the confidence that what they have built will continue to evolve in interesting and rewarding ways long after they are gone.

*Tim Smith is a planner with
Urban Strategies Inc.*



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Good Management Practices Can Make A Difference

Jim Helik

This is the first in an occasional series of articles on professional practices. This article looks at the distinction between administration and management from the perspective of public sector planners.

One of the functions that planners undertake is to synthesize and apply the thoughts of other disciplines to their own field. Yet one body of knowledge that is often impenetrable to planners is current management theory.

Much of this has to do with the literature of management, which is full of jargon and buzzwords (from “delaying” and “process innovation,” through to “job redesign” and “reengineering”). Management theory also typically pays scant attention to the public sector, which is the realm that many members of OPPI work in. The result is that planners tend to confuse administration and management. This approach is arguably the antithesis of management practice, which accepts and seeks out change as a proactive force, rather than the public administration’s model of accommodating change whenever it occurs.

Taken to an extreme, such an approach results in focusing on the process rather than the product. As an example, taking a strictly administrative approach, a planner will speak of a public consultation meeting in terms of “it was great—50 people showed up.” Such an event is viewed in terms of a statutory process to be gone through, with less of an application of how this is to be fed back into the process—and what good will come of such a meeting, and how the knowledge learned will be applied. Clearly, the practice of administration and management is quite different.

Despite the rash of buzzwords, management practice really hasn’t changed much from the 1950s, when General Electric was applying the idea of POIM (plan, organize, integrate, measure). Today, the management process has evolved as follows:

- Planning and Decision Making—Setting goals and deciding how best to achieve them
- Organizing—How to group resources (human and non-human) and activities to best meet goals and how to proactively

- deal with change and innovation
- Motivating and Leading—Individuals, groups and teams within and outside of the organization
- Monitoring, Measuring and Controlling—Regulating activities, establishing standards, working for Total Quality Management, all within a changing environment, and feeding back the results to the Planning and Decision Making phase.

Little of this should sound very foreign. The problem is that without the benefit of this model, or anything similar, to guide the process, there is a risk of tying oneself up with seemingly endless process questions. And without setting targets, people will end up shooting their arrows first, then painting the bulls-eye around the spot that the arrow lands and calling it a hit.

A basic management approach thus emphasizes change as a positive factor of the environment to be embraced and used. In contrast, an administrative approach views change as a force to be eliminated, downplayed or feared.

If planners really wish to become agents of change in the process, they should think less like public administrators, and more like managers.

Jim Helik, MCIP, RPP, is a Senior Planner with the City of Toronto. He was earlier the contributing editor for book reviews and consulting practice for the Ontario Planning Journal. This article marks his return to the masthead as a contributing editor for professional practice.

Gameboard Opens Door to Information

By Donna Goodwin

The old adage “Knowledge is Power” fits aptly when exploring the Community and Economic Development Resource (CEDR) website, www.cedr.gov.on.ca launched last December by an Ontario Government partnership of the ministries of Economic Development and Trade; Municipal Affairs and Housing; Tourism, Culture and Recreation; Training, Colleges and Universities; Northern Development and Mines; Agriculture, Food and Rural Affairs; Citizenship; and Consumer and Business Services. The information accessible through CEDR will be a powerful resource for anyone engaged in the community economic development industry.

The site is graphically designed as a gameboard, where users, by clicking on the square of their choice, can open up an information menu on a specific topic. The squares are colour-coded to indicate where they fit in the broader topic areas (industrial, cultural, gender, rural and/or quality of life) that should be considered when a community is creating an economic development strategy. Under each “Strategy Square” a description of related provincial government programs, policy, legislation and contacts is presented. The site is also linked to each partnering ministry’s web site if the user wants more detailed information on the ministry’s activities related to the topic of interest.

Cont. on pg. 30



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The design and use of this site continues the province's commitment to be more responsive and service-oriented to its many partners and stakeholders. As Economic Development and Trade Minister Robert Runciman stated at the launch, "CEDR brings together information that people need to create stronger local economies, whether they are community planners or business owners wanting to build a new plant. Integrating the community and economic development programs and services of many ministries into one resource is a major step in our government's on-going drive to improve customer service."

CEDR enables economic development and planning practitioners to have the larger picture of provincial resources at their finger tips. This type of access should save valuable time and provide the necessary linkages to help develop an effective economic development strategy.

Donna Goodwin is a Senior Program Advisor with the Ministry of Municipal Affairs and Housing. She can be reached at dona.goodwin@mah.gov.on.ca

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Goods Movement: A Key to Sustainability

David Kriger

Moving Goods in the New Economy - a primer for urban decision-makers is exactly what its subtitle says it is. The new report is a collaborative effort of the Canadian Urban Institute (OPJ editor Glenn Miller is the lead author) and Toronto's Moving the Economy (MTE). It brings together the proceedings of a series of workshops on urban goods movement and subsequent research.

Moving Goods in the New Economy is focused on the GTA, but its general points certainly are applicable elsewhere. It presents key trends that influence urban goods movement, with attention to explaining the chain of goods movement and logistics - the industry perspective. Other presentations talk about the current and potential roles of rail and trucking industries in shaping the GTA and enhancing its competitiveness. Technology also will have a major influence, through such innovations as improved rail-truck inter-modal transfers; the role of short rail lines in reducing transportation costs; improved distribution and

warehousing by major shippers; and e-commerce for delivering goods. The 59-page report illustrates these points and more through case studies and well-chosen graphics, and includes a list of references.

Moving Goods in the New Economy concludes with four key points:

- There is a lack of policy dealing with urban goods movement in Canada, despite its importance to the national economy.
 - We lack data to help us understand what is happening and where we are headed.
 - The public sector and industry must work together to address, urgently, congestion (a key problem for goods and other transportation alike).
 - Policies and solutions elsewhere can be applied to Canadian goods movement issues.
- This is not a review, but I do recommend it.

Instead, I would like to add my comments. First, bringing disparate interests together in one room is an achievement in itself. This dialogue has to continue. Second, expanding that dialogue to give voice to different perspectives, and giving it an economic context, should attract attention because it explains planning issues in terms that affect everyone: namely, economic well-being and the GTA's competitiveness. Third, explaining how those who produce goods and those who move those goods operate, and the for-profit motivations that determine their decisions and choice of technologies, is critical in allowing public policy-makers to get in synch. The report emphasizes that any solution to goods movement issues must be a cooperative effort between public and private interests.

Where could this initiative go next? I would encourage the CUI and MTE to hold more workshops. In addition to building an understanding of how things work, a fundamental objective must be to demonstrate the benefits to the private sector of working with their competitors and the public sector's interest in working to address common problems. In other words, first build trust. Then generate early-action success stories, by identifying and addressing the - admittedly - simple problems (which could be something as straightforward as fixing turning radii at selected intersections). Next, use these successes to expand the membership and to start addressing the big issues (e.g., improved goods access to the GTA's airports, marine ports, and rail yards?). And after that . . .

For copies of the report, contact Detourpublications.com/new_releases.

David Kriger MCIP, RPP, a principal with Delcan in Ottawa, is the Ontario Planning Journal's contributing editor for transportation. Contact Dave with your comments or ideas at d.kriger@delcan.com.

Progress not an overnight affair

A Decade of Regeneration: Realizing a Vision for Lake Ontario's Waterfront

Suzanne Barrett

Toronto: *Waterfront Regeneration Trust*,
Nov. 2000. 72 pp, ill.

By Dave Gordon

“There is no quick fix for waterfront challenges,” said David Crombie in 1995, and he should know.

The popular Toronto politician opposed the federal government's involvement in the city's central waterfront during his first mayoral campaign in 1972, and is still working on the issue 30 years later. In the Royal Commission in the Future of the Toronto's Waterfront's final report, *Regeneration* (1992) Crombie re-framed the debate from economic development and urban design to environmental restoration and community participation. *Regeneration's* nine waterfront principles are widely admired: clean, green, useable, diverse, open, accessible, connected, affordable and attractive. A Waterfront Regeneration Trust was established to implement the vision, and this attractive small monograph reports on a decade of its efforts.

From the start, the Trust was under-financed, and lacked the political power and resources to deal with the jurisdictional swamp in the Toronto Portlands. It never gained land ownership and its funding was episodic. Despite these handicaps, the Trust has posted a remarkable record of achievement over the past decade, especially along the Lake Ontario shoreline outside central Toronto. Their most visible success is 350 km of waterfront trails in the Lake Ontario Greenway, which is perhaps two-thirds complete from Gananoque to Niagara. The WRT staff have also played an important role in improving the quality of environmental planning with useful research reports on brownfields regeneration and restoring natural habitats. Their expertise was rewarded with a key role in the environmental planning for Toronto's 2008 Olympic bid.

The Trust believes that several recurring themes have been instrumental in successful waterfront regeneration.

- Make the waterfront a community priority
- Look beyond your boundaries
- Set the stage with good planning
- Use milestone projects to build momentum
- Design with heritage in mind
- Add value with connections
- Make it happen with creative partnerships
- Secure strategic public investment
- Attract private resources

The Trust still has a lot of work to do. Their objectives for the next decade include completing the waterfront trail and green-

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Planning Pursuit

For the answers,
see pages 26-27
of the November
issue, or call
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Who is preparing the first Official Plan for the only municipality in Ontario with a twice daily tide?

Members of this firm have been awarded with two national and seven provincial planning "Oscars".

What has ten degrees, fourteen children, six dogs and 250 sheep?

One of the partners of this firm is an author whose book has been on the bestseller list of the American Planning Association Library for the past six years.

What is the term for a circle passing through the celestial poles and the zenith of a given place on the earth's surface?

The first woman in Ontario to play on a boy's championship high school football team works for this firm as a planner.

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way, expanding waterfront stewardship and developing new tools and partnerships. The Waterfront Regeneration Trust's record of success demonstrates that it deserves stable funding to deal with these issues. Since its reach embraces the 32 Ontario municipalities along the shore of the lake, the provincial government is the obvious candidate for core support.

In 2002, as in 1972, the really big problem remaining is what to do with the central waterfront of Canada's largest city. As the Fung Report from Toronto Waterfront Revitalization Task Force has demonstrated, billions of dollars and innovative institutional arrangements will be needed to tackle the site. Unfortunately, the Trust's low-key coordination approach is most likely to be successful outside the Toronto core. Large-scale urban waterfront regeneration in New York, London, Barcelona and a host of other cities have pointed to the need for powerful implementation agencies to deal with big-city politics, planning and financial issues. A decade after *Regeneration*, we are not much further along in grappling with these issues in downtown Toronto. While the Waterfront Regeneration Trust has not redeveloped Toronto's central waterfront, it has

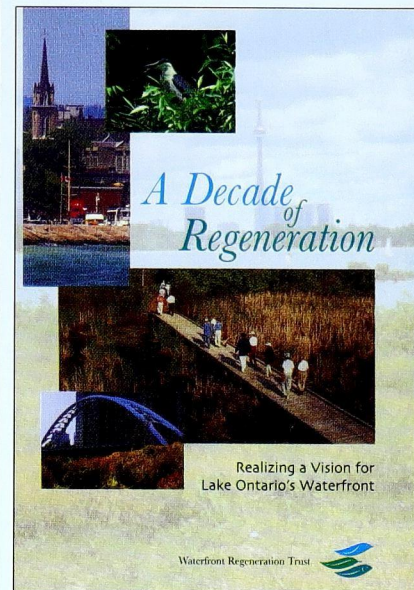
re-defined the priorities of the debate, giving it a strong push towards environmental restoration and public access that future developers (public and private) ignore at their peril.

*David Gordon, MCIP, RPP, teaches planning at Queen's University. He is currently a visiting professor and Fulbright Senior Scholar at the University of Pennsylvania. Dr. Gordon's most recent book was *Battery Park City: Politics and Planning in the New York Waterfront* (Routledge 1998).*

Welcome for a New Contributing Editor and Thanks to a Departing One

By Glenn Miller

When a contributing editor has been working as hard and as effectively as Robert Shipley, I tend to dread the phone call that begins with a litaney of increasing work pressures as a prelude to hanging up the contributing editor's pen (figuratively speaking). So it was that I received one of those calls from Robert a short while ago. As readers may already know, Robert is an assistant professor at the University of Waterloo's planning school, and a research fellow at Oxford Brookes University in the U.K. and maintains an active practice focused on heritage issues. His work with the Ontario Planning Journal and other publications brought him to the attention of Plan Canada and his efforts as Ontario's representative on the editorial board have gone a long way to improve that publica-



Editor's note: The publishers of "My Grandpa Plays With Trains" is AMA Graphics Inc. Incorrect information was provided in the previous issue. E-mail myrmasbooks@yahoo.com.

tion. Robert launched In Print back in 1998 (Volume 13 No 4) and since then has treated readers to a wide selection of materials. In addition, Robert managed to attract the interest of university librarians whose advice is seen in the Book Pix section of In Print.

But true to the professionalism that has marked his work in establishing In Print as a regular feature of the Ontario Planning Journal, Robert has recruited a replacement. T.J. Cieciora, HBA, MSc, MCIP, RPP, is a planner with Design Plan Services Inc., located in Toronto. T.J. can be reached at (416) 626.5445 Fax 416.620.6665 or by e-mail: TJC@DesignPlan.ca. A full introduction will appear in the May/June issue but in the meantime, readers with ambitions to publish reviews can contact T.J. There is already a selection of books to be reviewed as well as an open invitation to contribute suggestions.

Glenn Miller is editor of the Ontario Planning Journal. He can be reached at editor@ontarioplanning.com.

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