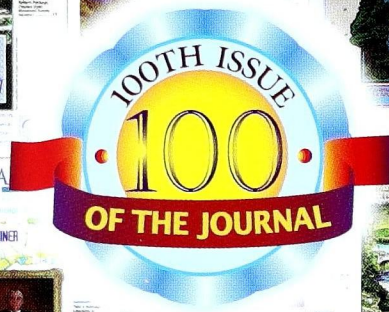


ONTARIO PLANNING JOURNAL

ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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

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

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



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O U T D O O R

The Story So Far: A Contribution to Professional Practice

I find that the harder I work, the more luck I seem to have.—Thomas Jefferson (1743-1826)

By Glenn Miller

My purpose with this cover story is to track some of the key events since 1986 that have made it possible to produce a 32-page magazine six times a year. This is also the time to acknowledge the many special people who have helped to bring the Ontario Planning Journal this far. Finally, because the Journal serves as a mirror to the maturation of OPPI as a professional organization, this is the right time to tell that story as well.

Have you ever arrived early at a party, become engrossed in conversation with the only other guest, then looked up to find the room suddenly crowded? This kind of jog to the senses is something like my experience in shepherding this publication from its newsletter beginnings to the magazine it is today.

The idea for the Journal stemmed from my conviction that Ontario's planners deserved a proper publication of their own. In 1985, there was Plan Canada and a tabloid called CIP Forum. There were also four newsletters, one for each local affiliate of CIP: Northern Newz in the north; SWOC Talk in the west; Vibrations in the east; and in central Ontario, the Record. Having come to planning from the world of publishing, I was persuaded to try my hand at editing the Record during the year or so before OPPI was formed.

Thus, when the Journal was launched in January/February 1986, it was modelled on the Record. The operating premise for a successful publication, which still holds true, was that it must appear regularly and be professional in both content and appearance. For any volunteer organization, and particularly a brand-new one like OPPI, establishing credibility early on was a priority. A major challenge was the slender budget. To put this in perspective, consider that we spent more money to mail the Record than to produce it!

Fortunately, OPPI's first president, John Livey, supported the hiring of a professional graphic artist, Steve Slutsky, on a trial basis. Working under less than optimal conditions, we were able to create a decent-looking publication from the outset, albeit on a shoestring.

Steve proved to be an unimaginable bonus, not just because he was prepared to work at below-market rates until the publication could pay him more. He also continually challenged me to find more interesting material. We would work in his studio late into the night, creating sausage strings of photoreduced typewritten text from which Steve would fashion a "dummy" publication. We would then spend relatively huge sums to have his typesetter create the headlines for the final. No changes allowed.

It would be another two years before desktop publishing became an option. For some time after that, we actually paid someone (Brian Grebow) to keyboard articles, because 99 percent of submissions arrived as hard copy. The Journal expanded

with the rapidly changing technology available from Apple. Almost the first product from Steve's new Macintosh was the OPPI logo.

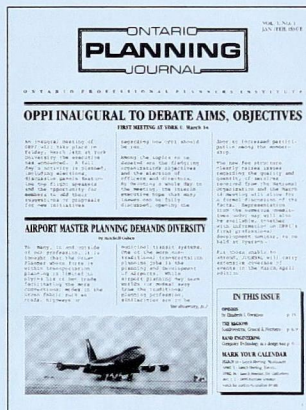
Many individuals have played important roles over the past 17 years. On the production side of the publication were Wesley Stevens, Scott Davis, Brian Grebow and Tim Murphy. Before the digital revolution, Tim bore the brunt of dealing with marketing challenges. On the editorial front, Glenn Scheels, Jeff Celantano and Nancy Adler helped over many issues. Nancy survived a scary encounter when a client of her law firm took umbrage over a factual report on an OMB decision. But it is Philippa Campsie who has provided the stamp of professionalism, first as a professional-editor-turned-planning-student, and for a number of years now, our official deputy editor (and a good friend). In addition to contributing her popular column on communication and working with the district reps, Philippa shares the editing chores and is our last line of defence on quality control.

Brian Smith took over from Steve Slutsky as graphic designer more than four years ago, and the magazine has never looked better. His background as a planning graduate and experience as a systems expert has proved invaluable in upgrading the quality of advertisements and adapting to the current organizational format.

The "policies" that have driven the Journal's growth stem from the same collective experience that inspired the Institute: Reflect the breadth of practice within the organization. Welcome veterans and beginning planners alike to promote the notion of true accessibility. Make a special effort to get material from outside Toronto to overcome the Toronto-centric bias of the membership numbers. Establish the OPPI as the voice of the profession, in part by inviting members of

other professional organizations to contribute. Perhaps the single most important influence on the publication's "culture" was the decision that because our members are professionals, it would not be necessary to have articles reviewed or refereed. Although founded on pragmatic grounds, these "policies" no doubt helped create the confidence in due course to move towards the "professionalization" of OPPI.

The physical evolution from newsletter to magazine began with the move, after four years, to create a proper cover. Although we had never had trouble filling the growing number of pages, could we sustain the demands inherent in having a cover story in every issue? Would we be able to find appropriate images? On balance, I think the answer is yes. But it was the challenge of introducing colour that stands out for me personally. Our first colour covers depended on having a sponsor willing to foot the bill. Ford Canada paid for the very first, to illustrate a story by John van Nostrand about the designers of the Queen Elizabeth Way. The Queen Mother (then the Queen) had opened the QEW in 1939, riding with her husband in an open Lincoln. Fifty



The first issue

years later she returned to commemorate the event, and remarkably, a vintage car enthusiast was able to locate the same Lincoln—by now considered a Ford product. The sepia tones of 1939 mixed with four colour splendour in 1989. This was now a real magazine!

Among the many hard-working council members responsible for the Journal, Diana Jardine, Vance Bedore, Patrick Déoux and Grace Strachan stand out. In the early 1990s, we were cheerfully over budget, the result of publishing too many pages in response to demand. Diana led a lengthy business planning exercise to review our financial and operating assumptions. We conducted a reader survey, held a focus group, examined comparable publications and agreed on ways to continue and improve the existing model. The upshot was a renewed commitment by Council to make more of the Journal as a communications tool.

Some years later, Patrick, and later Grace, worked hard to win extra resources for the Journal.

Our *modus operandi* had always been to protect the energies of volunteers by shifting the heavy lifting as much as possible to paid professionals. As technology and expectations changed, Patrick pushed hard for contractual arrangements that would protect the long-term interests of OPPI by allowing us to pay market rates for the production of the Journal. Grace's tenure coincided with the emergence of the World Wide Web as a vital communications tool.

Our "secret weapon" was a unique piece of software created by Steve Slutsky that accurately predicts the size of the finished publication. The effect is to create a giant jigsaw puzzle in which the designer knows that the total will approximate the right number of pages, avoiding the traditional dilemma of having too few or too many pages (publications like ours are built on modules of four pages). This allows the editor to make decisions on the story mix, picture sizes and other determinants of publication length before the design process begins.

When rapid improvements in technology made colour covers affordable, the Journal's look was improved. And as a result of a lucky conversation with someone at Canada Post that revealed an opportunity to benefit from much cheaper postal rates, we were able to reassign our budget to help the whole process run more smoothly.

Another change affecting the Journal's

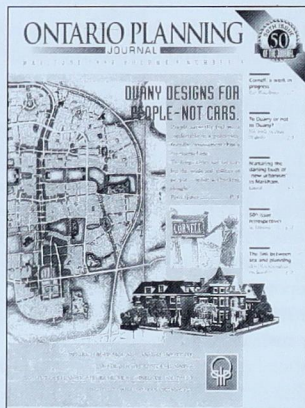
potential was the rapid acceptance of the Internet. Ninety-nine percent of our material now comes by e-mail, requiring virtually no keyboarding. Images are easier to get because it is no longer necessary to ship originals for scanning. Communication with OPPI staff and key committee members is immeasurably improved. Proofreading chores are also less onerous, thanks to the miracle of PDF files.

Some of the old ways we did things would make a good "B" movie, however. Sneaking away from the family on vacation to receive a 24-page fax of the Journal final draft, surreptitiously calling in copy changes from a phone box on a skihill, arranging a "dead letter drop" in a convenience store in Steve Slutsky's apartment building.

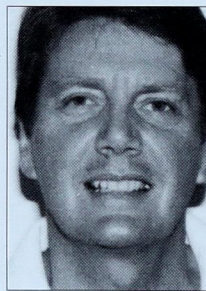
But the physical magazine needed quality articles to keep its readers satisfied, and a large proportion of the membership has contributed to ensuring a constant supply of publishable

material. A series on professional ethics by Reg Lang and Sue Hendler was a hit early on. A continuing debate on the horrors of "planner-ese," started by Ken Whitwell, revealed that members have a sense of humour (well, some of them). A thoughtful series on planning education by Larry Sherman put down some markers. John Jung made us think about telecommunications. A number of stories rattled some chains (Jane Jacobs', "Are planners brain-dead?", Joe Berridge's "Are we screwing up?"). But it was the columns (later organized under departments) that gave individual members a chance to develop a persona that benefited readers and themselves alike. The discipline of filling a column every two months on a specific area of interest is, in a way, a voyage of personal discovery.

- John Farrow began his columns on management for the Record, and although less frequent of late, his columns continue to reflect a strongly held belief that professional planning standards require intellectual rigour.
- Tony Usher found just the right "voice" as the Journal's first contributing editor on the environment. Hard to imagine the environment as an unfamiliar topic, but that was our world in the late 1980s.



The 50th



Glenn Miller

- David Kriger shared his passion about the need to link transportation and land use.
- Pierre Beeckmans, and later Paul Chronis, faithfully summarized points of interest from OMB decisions.
- Linda Lapointe's clever mix of material on housing issues not only exposed new authors to the readership but also offered her own valuable insights.
- Robert Shipley created a solid platform for book reviews, building on the eclectic base created by Jim Helik, who also put consulting practice on the map.
- Mike Manett has filled dozens of the Journal's pages with his remarkable photographs. He has even rented planes so he can get the angles we want.

Although the quality of articles is obviously paramount, the role of advertisers cannot be overlooked. In the first few years, the visual relief of business card advertising was an important bonus when finding good graphics was much harder than it is today. Very slowly, however, the motivation for advertising shifted from "supporting the Institute" to a genuine "value proposition." A decision was made during the business planning process to maintain an editorial-advertising ratio of roughly three to one, meaning that ads should take no more than 25 percent of all space in the magazine. Today, more than 40 percent of the Journal's operating costs are covered by advertising revenue, putting the cost

per issue per member at a very low \$1.75 per copy.

A final word of thanks is due to the handful of executive directors and OPPI staff who, with hundreds of volunteers, have transformed OPPI. Susan Smith helped the Journal survive its growing pains. Mary Ann Rangan ably continues the tradition, with the added dimension of managing OPPI's branding, web presence and many other issues. The

Journal will continue to reflect the Institute's growth and I sincerely appreciate the opportunity to play a part.

Glenn R. Miller, MCIP, RPP, founded the Ontario Planning Journal in 1986. You can reach him at editor@ontarioplanning.com. He is also director of applied research with the Toronto-based Canadian Urban Institute. Deputy Editor's note: I move a vote of thanks to Glenn himself, without whom the Journal would probably still be a simple newsletter. His commitment, energy and talent—and remarkable ability to get people to write worthwhile articles—have made the Journal a publication of which we can all be proud.

Time Travel for Planners

Reflections for Issue 100: Adjusting to the Global View

By Tony Usher

Let's be economists and assume today is Friday. Last Sunday, the First World War ended. On Monday, Canada was sliding from depression into another war, and the planning and management of specific environments and resources concerned only a tiny band of far-sighted scientists and conservationists. By Tuesday, a few scientists were beginning to think globally about the environment amid the prevailing view of limitless postwar abundance. On Wednesday, when most of the Ontario Planning Journal's older readers began their professional careers, environmental and resource issues first entered the radar screen of most planners and the general public. On Thursday, issue 1 of the Journal was published. It's time to reflect on the dramatic changes in environmental and resource planning practice since 1986.

Our concerns continue to shift from the site-specific to the global. Acid rain was a big deal in 1986, but there are many more issues today that remind us we are one shrinking world: climate change, long-range transportation of contaminants by air and water, transportation of invasive species and disease by trade and migration, the inexplicable global decline of whole groups of species such as amphibians, and the ever-growing subjection of the resource economy to global markets.

We are truly much more policy-led than in 1986. At that time, a basic pollution control regime was in place, but except for the Environmental Assessment Act, there was little of the policy framework that has since made environmental and resource considerations integral to planning. The Journal's first resource planning article, in issue 2, was about a proposed food land policy statement. Whatever their political differences, Ontario's four governments since have relied more and more on developing increasingly elaborate policies and guidelines for others to implement, at the



Attitudes to the environment have changed a lot since 1986

expense of the on-the-ground public service.

We no longer rely just on regulation and public enterprise as our planning instruments; instead, we're making room for market-based approaches. The Journal's first environmental planning article, in issue 2, reviewed the Ontario Waste Management Corporation's proposed West Lincoln hazardous waste facility site. Site, facility, and Corporation died shortly after. Imagine them now!

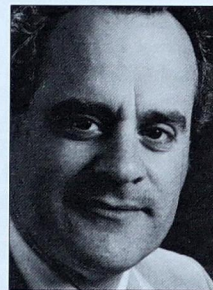
The technological revolution that was unimaginable when I started work in 1972 has greatly accelerated its transformation of planning practice since 1986, especially environmental and resource planning, where information is voluminous and complex. Science thought to be incapable of synthesis, such as genetic codes, can now be synthe-

sized. Our ability to predict outcomes has been similarly enhanced. Just as important, the technological revolution has begun to democratize public involvement like nothing else before it, again particularly in environmental and resource planning where information was traditionally hard to get. And public involvement is increasingly global: the issues themselves are more likely to have global implications, while national boundaries to access and participation are vanishing. The Internet, the abandonment of traditional governance models, and the continuing shift from elite accommodation to popular sovereignty in our political and media culture, are combining to finally put the ordinary citizen in the driver's seat for the first time in history. When we're planning for public interests, isn't that as it should be?

Have these changes, most of them for the good, kept us any farther ahead of Canada's and the world's growing population and consumption and their ever-increasing impacts? What about the next 16 years, during which these changes will only accelerate and others as yet undreamed-of will appear? Tune in Saturday!

Tony Usher, MCIP, RPP, is principal of Anthony Usher Consulting in Toronto, and can be reached at goraupc@sympatico.ca. He first appeared in these pages in Volume 1, No. 3, when he began a four-year stint as the Ontario Planning Journal's contributing editor for the Environment.

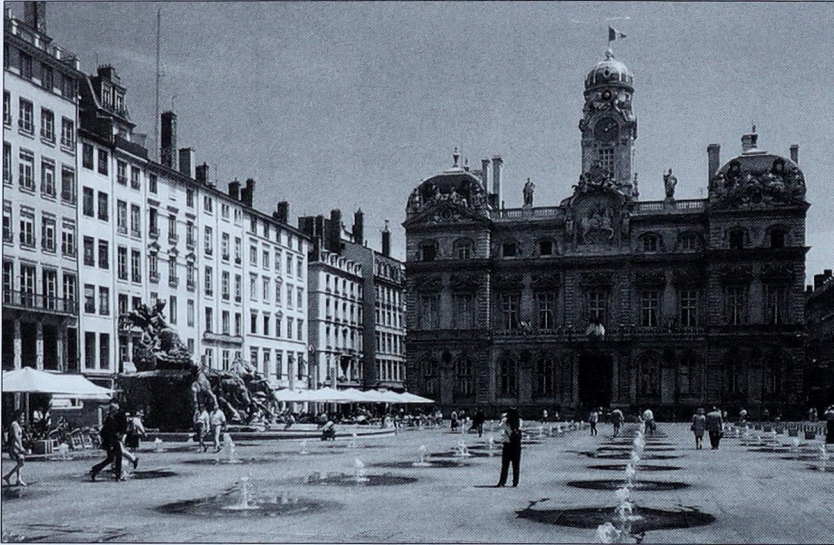
He was also OPPI's president in 1992-93.



Tony Usher

Bonne Continuation: Some Thoughts on the Urban Condition

By Joe Berridge



A square in Lyons

I recently gave a paper at an urban planning conference in Lyon and decided, homage to my father, to try for the first time to give a speech in French. Lyon is the classic centre of France; an ancient, dense, prosperous bourgeois town sitting at the confluence of the rivers Rhône and Saône. Very much the city of those rivers, all its many urban squares have recently been redesigned to incorporate major water themes, with modernist, kinetic fountains playing against the formalism of the surrounding architecture.

Where the rivers meet, now a railway and industrial site at the tip of the peninsula on which the city sits, is its major new design and development challenge. A spectacular new museum, the Musée des Confluences, is proposed, along with a new residential district on the former railway yards, though no one was too precise as to what the museum might actually exhibit. Like most large French cities, Lyon is already well supplied with art galleries, opera houses, museums and historic sites. Lines of well-ordered school children pass attentively before their county's great patrimony, rigorously explicated by their teachers.

It was for these very qualities that my father believed that everyone was born with

two countries; their own, and France. France was the great alternative to Anglo-Saxon culture, a place where living well, life itself, was the object. Raised on the close Methodist pieties of South Wales, a region pervaded by fear of the body, fear of food, fear of pleasure of any kind beyond choral ecstasy and rugby football, honouring France was his act of freedom from the dank strictures of the rainy coalport where he grew up.

My father learned his French during months in hospital in Strasbourg, victim of a mysterious infection. It was the French of 1929, a formal French re-inforced by years of concentration over grammar texts. The ultimate armchair linguist, he book-learned German, Spanish, Italian and even some Portuguese, perfecting his accent through piles of heavy 78 records of language instruction. Despite his declarations of universal French citizenship he never returned until the 1980's, where the exquisite anachronisms of his syntax drew gasps of admiration from waiters and hotel clerks.

None of his aptitude rubbed off on me. I barely passed French at school and failed at university, though when I moved to Canada I was immediately categorized by the civil service as bilingual. But if not the cradle then the pillow. I had the good fortune to

marry an American brought up in France, who came with a marvellous extended family, at whose dinner table I came to realize that my father might be right.

The new Europe is now a culture of conferences, with easy money from the European Union washing through the universities and bureaucracies as inducements to the networking essential for the creation of this remarkable new pan-European entity. A dedicated urbanist could make a life attending such sessions. Several do.

The speech went fine. I should have realized that in the new Europe a good few Spanish, Italians and Germans are also hacking their way through French, each from their different linguistic starting points. What was different was everything else. The conference was as far removed from the pinched environment of North American hotel meeting rooms as can be imagined, taking place in the grand salons of the Préfecture, a sumptuous belle époque palace befitting the seat of government of a town as utterly French, as utterly self-possessed, as Lyon.

It was also the first time for me that a chairman of a conference session—here grandly M. le Président—took and made telephone calls at the podium, ducking under the table in a forced mumble and at one point went out for a smoke, leaving the next speaker stranded in mid-flight, but not before getting into an argument with him about how long he'd been going on. None of the questions lasted less than five minutes, each prefixed by an extended statement of the position from which the question was being put. In debate at least the French show little interest in information but have a huge regard for theory. Happily not the case when it comes to the significant events of the congress. This being Lyon, there is the food. And the wine. And what a French colleague charmingly described as *la garniture*, the perfectly soignée and omnipresent hostesses in their suits, chignons and pearls. I'm not sure I can ever go to another conference in Canada again.

Ah, yes, the content. This was the most interesting conference I have been to in a long time. The subject was the extraordinary number of major comprehensive urban

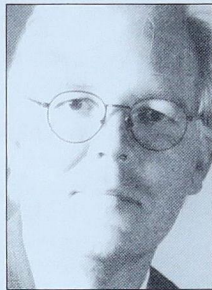
regeneration projects now under way in the new Europe—the establishment of Lille as the hub of Europe's high-speed train network, the search by Marseille to become the capital of the Mediterranean, Berlin's passionate urban reunification in the scar between east and west. These were presentations mostly not by architects—who regard urban regeneration solely as the process of designing the perfect building—but by the actual people responsible for making the projects happen, the heads of the development agencies, the project managers, the directors of economic development activity, even the political chiefs who got the votes and secured the money. The topics ranged from the always strained relationship between an urban development agency and the city in which it is located, the role of “star architecture” in big projects, the different organizational cultures required to meet social as opposed to physical regeneration objectives, the reconciliation of the many different time clocks in any major undertaking—politician's time, developer's time, citizen's time. Several cities were dealing with troublesome expressways, all with the re-use of rail yards. A lot of theory but much more practice. Set high goals and be pragmatic was the sub-text. Principled flexibility.

Everybody has seen the image of the new Guggenheim Museum in Bilbao; what was fascinating was to hear the story of why and how the building got built and to see the much larger riverfront and regional development context within which this remarkable transformation is taking place. Some things stay the same. The local residents hated Gehry's building, still do, it blocks their view of the valley and puts all kinds of traffic on their streets.

It was at this point that Raymond Barre, the 80-year-old former Prime Minister turned Mayor of Lyon and presiding eminence at the conference, intervened. He spoke in slow perfect, limpid French, French like a bottle of Evian, the only person I could completely understand the whole week. “Matters of urban regeneration are affairs of state, and affairs of state are not to be determined by local residents.” That's pretty clear.

The new urban Europe is already an impressive place with its wonderful urban light rail transit systems, spectacular new public buildings and highly styled public squares, parks and streetscapes. But this is

only the beginning, judging by what I saw on the drawing boards. Urban thinking developed in a series of phases after the war. All European, particularly French cities, have hideous 1960s and 1970s districts—La Défense in Paris, Part-Dieu in Lyon—of huge superblock, multi-level, enclosed-shopping-mall-over-a-rail-station-with-a-few-office-buildings-on-top projects. In the 1980s and 1990s their attention turned to the “grands projects,” the signature museums, opera houses, libraries and other public buildings. That hasn't entirely finished, and the vast economic development success of Gehry's Bilbao masterpiece has certainly spawned a crowd of emulators, but the emphasis now seems to be more on



Joe Berridge

the broad-scale social and economic regeneration of urban districts, something that requires a more democratic, consensus approach than the traditional top-down European reflex. How do you best integrate social housing into large-scale projects? What is the right size of development parcels to get private-sector interest but prevent monopoly? Retail activity tends to follow the market, so how do you get interesting, active streets in an evolving new district? How far do you finance infrastructure out in advance of development? Too far and you're broke; too little and you never get off the ground. Each of the conference delegates had wrestled with these issues and had complex answers to these hard questions, worked out on real projects.

All this urban regeneration activity is of course engendered by the seemingly limitless monies flowing down from the European Union, as testified by the array of starred blue flags in the corner of every brochure, announcement and project billboard. It's very impressive, too much so. It makes me want to put my head in my hands and weep for Canada's cities.

Although to be fair, perhaps only for anglophone Canada. This conference is an annual event, co-sponsored, and well attended, by the City of Montreal. That city, judging by the array of impressive urban projects presented, is setting the pace in Canada on how to regenerate in this rich and qualitatively distinct fashion. Developments on the other side of our language divide, like the Lachine Canal, le Quartier Internationale, the Cité du Multi Média and the World Trade Centre, are establishing a new national standard in sophisticated project management, urban design

excellence, complex public-private partnerships, multi-layered funding and clever private incentive packages.

On the end wall of the salon, behind the podium, is an enormous painting of the prelapsarian landscape of Lyon, with rugged Monsieur Rhône and buxom Mademoiselle Saône standing languorously on the verdant river banks, about to confluence themselves no doubt. It's been a long day, the lunchtime St. Marcellin and Côtes du Rhône are also in pleasant intercourse, the sweet syllables of that lovely language drift over me.

As he got older, all my father's languages slowly pushed English more and more from the centre of his speech. I would get letters from him in an impossible melange, with Welsh and Latin thrown in for good measure. Towards the end, the most effective way to make him biddable was to talk to him in French, the language of purity, of rationality, of the nobleness of man, far from the muddied, fear-filled pool of English.

There is a point of grace in every good French dinner, when the introductory courses are cleared away and the entrée is set down with the slightest of flourish, and the waiter says, “Bonne continuation.” Good continuation. Of the meal, through the necessary progression of the menu. Of the ordered unveiling of the palate occasioned by each course. And of the continuation of life itself. Everyman's other country. Vive la France.

Joe Berridge, FCIP, RPP, is a partner with Urban Strategies, a Toronto-based consultancy focused on urban design and urban regeneration in North America and Europe. His most recent article for the Ontario Planning Journal was a cover story on the new City of Ottawa in 2001. Joe was recently elected a Fellow of the Institute.

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How to Talk to Journalists— Seven Ways to Connect

By Jennifer Lewington



Protests make news, but so can planning issues

What makes news—and who makes news—is a mystery to many members of the public. Often it's a mystery to journalists too! Now that urban issues are rising on the public agenda, not least as a sub-text to federal Liberal leadership politics, planners have an opportunity and indeed an obligation to be seen and heard. Whether it's on some of the old chestnuts—urban sprawl, not-in-my-backyard controversy and official plans—or the new politics of “smart growth,” brownfield redevelopment and urban transit, planners are key players in decisions that affect the daily lives of citizens; these and other quality-of-life issues are gaining media attention. The federal Liberal caucus on urban issues, the C5 initiative, inspired by Jane Jacobs and the big banks' focus on cities, have put the future of Canada's urban centres on the political map. Then there are those nasty local battles over growth and development (see new official plans across Ontario and the controversy over the Ontario Municipal Board) that inspire visceral reactions from residents,

politicians and developers. So what are planners to do? And how can they contribute to a better understanding of the issues?

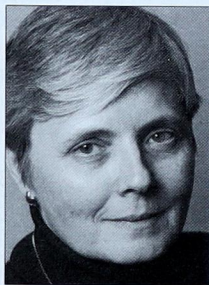
As a long-time reporter now focused on urban affairs, I have a few modest suggestions.

1. Know what is news

Whether in print or broadcast, a reporter has to convince his or her editors that a story is newsworthy. In other words, do you have something new to say? Perhaps it's a new trend (suburbanites moving downtown) or someone who has a fresh approach to a problem (public-private investment in waterfront redevelopment).

2. Have something to say

The biggest frustration for a reporter is interviewing a spokesperson who talks in the jargon of the profession. Think of how you talk to your friends and neighbours, usually in colloquial terms, and apply that same approach with the media. Yes, it's sometimes scary talking to a reporter and sometimes it's aggravating if the journalist is unfamiliar with the subject at hand. Use



Jennifer Lewington

Main Street ways in which to make your point simply. The more specific you are with examples or comparisons the better.

3. Be timely

Print and broadcast reporters work on tight deadlines. Many of them do not have the luxury of having a beat. As generalists, they may be thrown into a story with little time to prepare and even less time to make the deadline, which could be an hour away or several hours away. Be prompt in returning calls; that will assure you a place in an appreciative reporter's Rolodex or Palm Pilot!

4. Think visually—and anecdotally

A great story always needs people and pictures. Offer suggestions on interesting people who can help tell the story or explain the issue. An ordinary story on transit investment, for example, can rise to the top if there is a real person (the human-interest angle) who can explain first-hand how traffic congestion affects them.

5. Think outside your box

Just because something is important to you and other planners does not make it relevant to the public. If you are trying to make the case for a story, ask yourself “would this interest me if I were not personally involved?”

6. Pick your spots

The news business is very competitive. Not only is there competition among media outlets, within each organization there is competition for time and space. There are a lot more stories being generated than there is space in the paper or time on the newscast. For example, a timely feature has a better shot appearing on a Monday, typically one of the slowest days of the week. Holiday weekends and summer months also create easy opportunities for longer features. And if an issue gets really hot, think of pitching a well-argued commentary to the op-ed page or write a crisp, timely letter to the editor.

7. If at first you don't succeed

Sometimes, despite the best intentions of a reporter, a story fails to make it into the

paper. After Sept. 11 last year, it was almost impossible to get non-terror stories on the news desk. Eventually that changed, with stories that looked at the future of high rises, urban security and other items of public interest.

In all of this, the good news is that many of us in the media are keenly interested in stories about the way people live their urban (and rural) lives. Planners should seize the

opportunity to help tell these stories well.

Jennifer Lewington is National Urban Affairs reporter for the Globe and Mail. She is an award-winning journalist, who has reported on local, national and international issues for the Globe and Mail for the past 20 years. Named the Globe's first female correspondent in 1984, she spent six years in the U.S. reporting on economic and

bilateral issues. In 1989, she was a co-winner of a National Newspaper Award for her coverage of the free trade negotiations between Canada and the U.S. After Washington, she was named the Canadian Nieman Fellow for 1990-91, one of 21 journalists from around the world to study at Harvard University that year. This is her first article for the Ontario Planning Journal.

Reweaving the Urban Fabric

Reinventing Retail—Reduce, Reuse, Recycle

By Gordon Harris



Don Mills "After"

Canada's growing population creates a steady demand for new retail space and an earlier article in this series suggested that another 75 to 100 million square feet or more of commercial space will be needed across the country over the next 15 years. But what about all the existing shopping centres in our towns and cities?

Some of these centres are just not getting used the way they once were. This is especially true for community-scale shopping centres, the ones built in the 1950s, 60s, and 70s that are—or were—anchored by a grocery store and a "junior" department store. Juniors like Woolco and Kmart, and other smaller ones have vanished and many community grocery stores have given way to fewer—and much larger—warehouse-style food stores.

So where does this leave the roughly 1,800 community-scale shopping centres in Canada? They are smaller than their better-known and larger regional and super-regional

scale cousins, such as Yorkdale, Bayshore, and Square One, and many face declining and shifting markets as well as tougher competition.

These mid-size centres of between 100,000 and 500,000 square feet occupy sites that can range from ten to 50 acres. They are often struggling to hang onto markets being pulled apart by the dual forces of large malls and big-box retail at one extreme and by the rediscovery by consumers of Main Street retailing at the other. For planners in both the public and private sectors, this deconstruction of the markets for community-scale centres should be of immediate concern.

As the demand for retail goods and services continues to be better met elsewhere, community centres begin to experience chronic vacancies and there are few takers for the abandoned grocery or department store anchor premises. Before long, other tenants move out or simply go out of busi-

ness. Owners are then faced with downwardly spiralling revenues and the inevitable decline of the centre is well under way.

While community-scale shopping centres may face functional obsolescence, the land they occupy is often still valuable and well located, usually at the very heart of the suburban communities they were built to serve. This presents the opportunity to achieve the intelligent re-use of these sites, which has the additional benefit of increasing density—smart growth in action! Planners need to rethink now how these important sites can be reinvented to make them more productive all-round.

Strategic Re-use An Exciting Challenge for Planners, Owners

There is usually still a need for some retail in these centres, but not as much as before. And so other uses begin to infiltrate the retail space. Call centres, casinos, car dealerships and bingo halls are just some of the many businesses that can show up in your local shopping centre. As this trend continues, other unplanned activities occur—weekend flea markets, for example, or swap meets. Not only are these uses unlikely to be welcomed by local residents, they typically don't pay much rent.

As children living in the vicinity of these shopping centres grow up and leave home, they leave behind aging parents whose needs and interests are rapidly changing. Not only does this result in a smaller population to support retail, but the mix and choice is often less than ideal. Health care and similar support services are not yet typically found in older, low-density communities, for example.

The introduction of quality multi-family housing forms onto these community-scale shopping centre sites allows people to stay in the community and at the same time stimulate the retail market. Other complementary uses can be added that reinforce the site's continued role as the heart of the



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community. These additional uses might include a variety of medical, health and wellness facilities, community services such as storefront police and social services offices, and personal and professional services including banks, accountants, and insurance agencies.

An example of this trend of dramatically shifting the focus of an existing shopping centre is Don Mills Shopping Centre in Toronto. This 440,000-square-foot retail community scale centre opened in 1955, at a time when North York was booming. Today, a Sears Outlet Store occupies the former Eaton's space. Its other anchor is a 43,000-square-foot Dominion grocery store. The centre's owner, Cadillac Fairview Corporation, also owns the nearest major super-regional centre, the 880,000-square-foot Fairview Mall, about four kilometres to the north. While there is still a market for retail goods and services in the area surrounding Don Mills Centre, this is met by Fairview Mall, leaving Don Mills as an under-performing property. Recognizing that Don Mills has effectively lost its identity, Cadillac Fairview has proposed a major redevelopment of the site. Changes will include the introduction of numerous residential units, new street-oriented retail buildings, a new food store, new community space, extensive structured parking, and a significant upgrading of the old shopping centre.

Another centre where major changes include re-using large portions of a site for residential and other non-retail uses is Meadowlark Park Shopping Centre in Edmonton. This centre, which opened in 1963, went into decline following the opening of West Edmonton Mall in the early 1980s. A pioneer in the creative re-use of enclosed mall space, Meadowlark replaced its lost anchor tenant with a health care facility and residential condominiums. Another Edmonton property, the 780,000-square-foot Heritage Mall, built in 1981, has lost its anchors and is shutting down. A redevelopment of this site with only very limited retail space can be expected.

The lesson for planners from Don Mills, Meadowlark, and Heritage is that we should not assume that just because a site once made sense as a retail destination it will continue to do so. Many other Canadian shopping centres are candidates for a partial or complete reinvention in the next few years, particularly as municipalities continue to approve new retail projects such as power

centres and big-box stores along major arterial roadways, thus drawing more consumers away from the older community centres.

How Planners Can Help to Shape a Recovery Strategy

Often the first hurdle for the owner to overcome is resistance to any required zoning changes. Shopping centre sites often are zoned for only a very limited range of commercial uses and the prospect of a lengthy rezoning process can often discourage those who can see new opportunities for the site.

Official plans will almost certainly need to be amended since the original planning approvals may not have envisaged anything

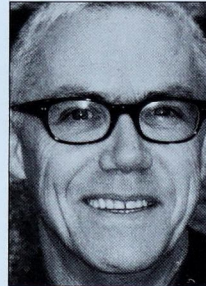
but the continued use of these sites for commercial activity. In addition, local residents, often reluctant to see change in their area, may not be prepared to support what could appear to be an unwarranted disruption to their community.

The demise of centres is predictable and the task for planners is to better understand the ever-shifting nature of commercial activity in Canada and to build this understanding into the com-

prehensive community planning process. Planners, therefore, have a crucial role to play in facilitating the reinvention of these sites. Many more community-scale shopping centres will fall behind. Some will die slowly while others will readily find new and exciting roles for themselves. All of them need to be carefully considered in the ongoing planning of our communities.

The time to be thinking about the clever re-use of the hundreds of aging shopping centres is now. The eventual re-use of part or all of these well-located sites for non-retail uses can contribute to the long-term social and economic vitality of the communities they were first built to serve and this change must be anticipated in the planning process today. This will permit incremental change to occur, allowing for a reduction in the total retail floor space at these locations and encouraging the re-use of retail space for apartments, townhouses, seniors housing and other uses that will contribute to sustaining the community over time.

Gordon Harris, MCIP, is principal of Harris Consulting Inc. in Vancouver. This is the third in an occasional series on the impact of retail trends on professional practice. Gordon is a panelist at OPPI's London conference in September. He can be reached at gordon@harrisconsults.com.



Gordon Harris

Restoration of North Toronto Station Puts a New Face on Heritage

By Mitchell Cohen



Artist's rendering of restored station and public square

*"He that can have patience
can have what he will."*

—Benjamin Franklin

Renovation projects are notorious for going over budget and causing grey hairs. But even though I have built everything from condominiums and shopping malls to airports, nothing in my career has been more professionally demanding and personally taxing than restoration of the North Toronto Station. As the focal point of the 18-acre Yonge-Summerhill site, this heritage restoration project required deep pockets and much patience, but there is considerably more to this story.

Located north of Bloor Street in Toronto's upscale Rosedale neighbourhood, the site was the proverbial "hole in the donut," home to an assortment of industrial uses, some dating back as far as 1895. Numerous attempts to develop the site over the years failed, and the site remained an industrial backwater until 1987—it was a classic brownfield.

Ironically, my association with the site began on April Fool's Day, 1987. After taking four years to assemble additional land and prepare concept plans, we embarked on a marathon six-year rezoning process that included over 100 community meetings. By 1997 we had won the right to build:

- 47 single-family luxury homes, most in

excess of 3,000 square feet;

- 4 condominium sites ranging from 6–14 stories in height;
- a 7-storey office building;
- 50,000 square feet of retail.

We are also responsible for a number of public benefits:

- an expanded and improved Pricefield Playground;
- 2 new public streets;
- 2 new entrances into the local ravine system;
- protection for a future entrance to the Summerhill Subway Station;
- long-term reservation of lands for a future GO Transit station;
- the construction of a new urban square, Scrivener Square, containing public art, landscaping, fountains and street furniture; and
- restoration of the North Toronto Station.

The Restoration Begins

After securing approvals from the City of Toronto, the provincial government, the federal government, the Toronto Transit Commission and the Canadian Pacific Railway, we were finally under way. The restoration included the following commitments:

- Total restoration of the exterior of the building including repairing and cleaning

the Tyndall limestone. Any new limestone would be quarried from the original pit in Tyndall, Manitoba;

- Installation of a new clock in the tower. The old clock ran off a pulse from the railway telegraph wires while the new clock runs off a pulse received from an array of orbiting satellites;
- Construction of two new parking lots with a total of 120 parking spaces;
- Complete refurbishment of the interior of the building, including the opening up of the 40-foot cathedral ceiling, repair of all the marble, stone finishes and mouldings and the protection of the existing railway ticket wickets; and
- Construction of an urban square that fronts the Station that will include landscaping, street furniture and a generous Public Art component.

This all looks straightforward on paper, but nothing could be more misleading. What lessons can I impart before you start your own restoration? Simply put, the restoration of heritage buildings takes patience, deep pockets, patience, deep pockets, patience . . .

The first test of patience came as we waded through a labyrinth of over two dozen different approvals before we were allowed to start the restoration. The first big test came when we found a massive four-foot-wide reinforced concrete buttress buried just below ground. It did not appear on any of the painstakingly reproduced original architectural plans. After figuring out how to remove it without bringing the whole building down, our patience was once again tested. This time, we found buried fuel tanks in the basement of the station, but only after spending three weeks removing an old railway coal bin. We then had to grapple with the issue of asbestos in the heritage mouldings that we were legally obligated to restore! Just when I thought it was clear sailing, I was instructed to shut down until I had implemented a program to monitor all of the surrounding buildings, the railway tracks and the subway tracks to ensure that my restoration didn't impact those structures. Greenfield development never looked so good.

The Money Pit

The big problem with heritage restoration is that endearing qualities such as being a well-loved local landmark or a designated site do

not cover the costs! Simply put, very few heritage buildings make economic sense to restore. This is true for the public sector as well as private owners. The cost of restoration simply outweighs the rental stream that can be generated from the restored building. And in most cases, no financial assistance is available to the private sector to restore heritage buildings. Despite years of talk there has never been any real action in fixing this. In fact, there is no difference in terms of the payment of fees to the municipality whether you are restoring a heritage building or building an office tower. Here is a sample of the payments we encountered:

- Fee for the rezoning and official plan amendment;
- Fee for the Committee of Adjustment application;
- Fee to place a required hoarding around the construction site;
- Fee for the building permit (and the many subsequent changes);
- Fee for a storm water connection;
- Fee for sewage connection;
- Fee for 2 new curb cuts;
- Fee for the TTC to review the plans; and
- A lot of talk but currently no reduction in your real estate taxes.

Fortunately, the North Toronto Station is located in a viable retail area where we can command rents to help fund the restoration project. But now I understand why many heritage buildings that do not have a decent income stream never get restored. It's a fact of life. They don't make economic sense and unless there is a concerted effort to help them make economic sense, we will continue to lose many of our historic buildings.

The restoration of the North Toronto Station has taught me plenty of lessons and not just that this type of work demands patience and deep pockets. The path towards the required approvals was exhausting, the demand for permit fees endless, the decisions never-ending and the cost to replace or replicate heritage components bordered on the criminal. I'm currently on pins and needles waiting for a shipping container filled with Gallala Yellow marble to arrive from the Middle East. And I'm grossly over-budget and now behind schedule.

With the restoration of the North Toronto station now nearing completion, it is our goal to have the LCBO flagship store opened to the public by this Christmas 2002. Would I ever restore another heritage building? You bet I would.

Mitchell Cohen, MCIP, RPP, is Vice President of Equifund

Corporation. Based in Toronto, Equifund and its many subsidiaries develop, own and manage prestigious commercial, retail, historic and residential properties. Mitchell would be pleased to discuss this project and

also offers tours to those interested. He can be reached at (416) 361-5000 or at cohen@equifund.ca. His article on airport planning appeared on the front page of the first Ontario Planning Journal in 1986.

New Life for a Midtown Neighbourhood

Melanie Melnyk

The restoration of the North Toronto Station to its former splendour is a genuine benefit to the community, as the City regains not only a significant landmark but also a sense of its history. With decades of unsympathetic interior alterations being peeled away to reveal spectacular architectural detailing and the tower clock in full operation, a previously overlooked Toronto structure has been brought back to life. Expanded and improved space for the LCBO and other retail tenants will ensure that the building is not just admired, but teeming with activity. While the restored station is arguably the showpiece of the Yonge-Summerhill area, its renaissance is not the only benefit that will be realized here.

The station is just one piece of the puzzle in the development of this pivotal Yonge-Summerhill site. A number of public benefits have accrued from the realization of the City's Part II (Secondary) Plan for these lands just off Yonge Street, flanking the CP Rail tracks running between Bloor Street and St. Clair Avenue. Over a number of years, the City developed a comprehensive planning framework for the area in consultation with the local residential and business communities, neighbouring landowners, the conservation authority, CP Rail, GO Transit, TTC and other relevant agencies. The phased development of the Yonge-Summerhill parcels is introducing several hundred residential units, along with associated landscaping and parking facilities, to a once under-used, nondescript site housing primarily industrial uses and surface parking. As each block is brought on stream, the City acquires various public improvements.

The lands lie just west of Toronto's Vale of Avoca Ravine, which is part of a

major midtown park system. Through the development approval process, the City is requiring the provision and maintenance of publicly accessible walkways into the ravine and area parks. The owners of the North Toronto Station will ease parking pressures by providing 120 parking spaces to service commercial uses in the area. The City has also secured a Heritage Easement Agreement over several historic Yonge Street stores just south of the site. As for the station itself, its location adjacent to a rail underpass is challenging, but offers the opportunity to improve the pedestrian realm under the tracks. As well, buildings in the area must be designed to respect the cornice lines of the station and preserve significant views of the clock tower along Yonge Street.

The most visible change will come with the installation of a major urban square in front of the station, which will be open and accessible to the public at all times. The square's design, completed with the input of several local ratepayer groups, includes new tree plantings, hard and soft landscaping, the configuration of a new public street passing through the square and a comprehensive public art program. While the square is in itself a major improvement to the community, it will also provide a dramatic forecourt to highlight the renewed North Toronto Station. Neighbouring landowners in the area are already taking their cue from the quality of the redevelopment. With the urban square and revitalized station at its core, the Yonge-Summerhill neighbourhood is infused with new energy.

Melanie Melnyk, a planner with the City of Toronto—though not directly involved with this wrote this piece as an observer of the development.

The History of the North Toronto Station

The noted firm of Darling and Pearson was retained to design the North Toronto Station in 1912. Construction began in 1915, having been delayed for 11 months because of a dispute with the City over the widening of Yonge Street. Quite coincidentally, in September, 1915, work finally began on Union Station. This was the beginning of the end of the North Toronto Station. The Station officially opened in June 1916, and quietly closed in September 1930. The Liquor Control Board of Ontario began their lease of the North Toronto in July, 1940 and have been a tenant ever since. Additional information and a gallery of historic photographs is available at www.northtorontostation.com.



The waiting room, circa 1920s



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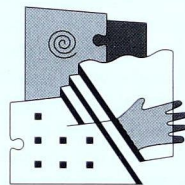
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Looking Into the Not So Distant Future

By Ed Sajecki

This is the first of two articles.

Thirty years ago, Paul Henderson scored the goal all Canadians remember. Foster Hewitt's famous words from Moscow still ring in our ears, as Canada defeated the Soviet Union in the 1972 Summit Series. I remember attending the jam-packed reception in Nathan Phillips Square as we welcomed back our heroes. It was a proud moment for Ontarians . . . all 8 million of us.

Thirty years later, Mario Lemieux hoisted his gold medal high as Canada defeated the United States in the gold medal game at the 2002 Winter Olympics in Salt Lake City. As Team Canada players skated around the Olympic Arena, their gold medals held high, it was another proud moment for Ontarians . . . now almost 12 million.

Planners like to work in 30-year time horizons (sort of like the Maple Leafs between Stanley Cups). Thirty years before the 1972 Hockey Summit, Ontario's population was just under 4 million. This means we've grown by about 4 million every 30 years since the 1940s, the beginning of the explosive post-war period. This growth was accomplished with a high rate of immigration, a greatly accelerated increase in the pace of technological change, a rapid rise in industrialization and economic growth, widespread use of the automobile and a major movement of people to the cities. Today's projections say we'll reach 15 million by 2015 and 16 million by 2020.

So, are we up to the challenge? Will we deserve to be in a medal round and, if so, will it be gold, silver or bronze?

Looking back

Premier John Robarts, speaking about the Toronto-Centred Region Plan in 1970, noted:

"While our overall provincial population and economy have grown at almost unprecedented rates, we have become increasingly aware of regional problems which, in whole or in part, affect the entire Province. In some parts of Ontario, particularly to the north and east, major challenges have taken the form of slower growth and loss of population to regions such as Toronto. In the more urbanized areas, and especially in the Toronto-Centred Region, the challenges are associated with fast growth and rapid change."

This "anticipated growth will impose tremendous stress on the fabric of our municipal system, particularly in Central Ontario."

Looking forward

In North America, only the Los Angeles metropolitan area is growing faster than the

Golden Horseshoe, which is growing at an annual rate of 152,000. That's a new Barrie or Guelph every year.

This population growth translates into requirements to provide more services, whether it be roads, public transit, housing, parks, community centres, libraries, schools, universities, community colleges, teachers, hospitals, doctors, fire halls,

police officers, water, sewerage, hydro, etc. Hard and soft, this is the fabric of our communities.

So, as more people move here, more services are required. Can we keep pace?

Based on some recent work in the U.S., at the Golden Horseshoe's current rate of 9000 new residents a month, the following services are required: 30 more km of roads, 18 new classrooms, 18

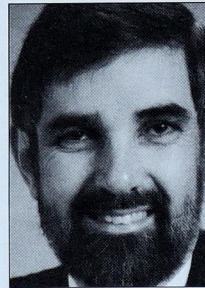
new teachers, 18 new police officers, 9 new jail cells, 18 prison beds, 1,000,000 gallons of additional water and a place to put 34,000 more pounds of solid waste. The annual impact is staggering.

While these are U.S. numbers and may or may not directly equate, think of it in terms of another Barrie or Guelph, year in and year out. That's a lot of infrastructure—hard and soft. Or, looking at it another way, a new Toronto or a new Montreal . . . not in the 150 years or so it's taken each thus far . . . but every 20 years. And, still the aged and underprivileged to worry about. These issues are only becoming more pressing.

If John Robarts were to give us a report card on the past 30 years, what would he say? And in looking to the future, are we up to the task?

Part two of this article will address these questions.

Ed Sajecki, MCIP, RPP, is Assistant Deputy Minister, Planning & Development Division, with the Ministry of Municipal Affairs & Housing. In the time since Paul Henderson made headlines, Ed has moved between the public and private sectors, and most recently was in charge of planning and economic development in Burlington.



Ed Sajecki

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Community Planning, Then and Now

By Beate Bowron

When I joined the City of Toronto in the 1970s, the prospect of staying more than five years in a job was inconceivable.

Fast forward to 2002. It's been 25 years since I joined the planning operations of the City of Toronto variously known as the Planning Board, the Planning and Development Department, Urban Planning and Development Services, and, in its latest incarnation, Urban Development Services. During that time I have changed jobs every five years or so.

What's in a name? A great deal, it turns out. In the early 1970s, the Planning Board, an independent City agency with a separate planning staff, was woefully disconnected from most other City departments. There was lots of plan making, very little implementation and certainly no impact on the priorities of the City's capital or operating budgets. The creation of a fully-fledged Planning and Development Department in 1979 began to change that. Community development officially joined community planning. Eventually, economic development joined as well, bringing creative tension and lively debates inside the tent.

From 1996 to 1998, Urban Planning and Development Services combined planning and building approvals as well as economic development, probably the most efficient (and enjoyable) model of them all. We all developed a greater understanding of each other's functions and mutual respect for our various roles. Then amalgamation forced an organizational scale that once again separated economic development, along with heritage planning, and led to the growth of functional planning in many line departments. Not surprisingly, much remains to be sorted out.

During all of these organizational changes community planning changed and grew. The 1970s Toronto community planner was a generalist (often with an English degree) in jeans and T-shirt and not meticulously groomed, roaming the neighbourhoods to help communities connect with City Hall, or fight it, depending on the issue. His or her base was in one of 12 satellite offices, often with "complementary" functions such

as babysitting or the collection and used clothing distribution.

In many parts of the city, plan-making went into overdrive. Neighbourhood plans were the vehicle to involve communities, often through long bi- or tri-lingual meetings, making decisions that would affect



Toronto planners used to be based in the neighbourhoods

people's lives. Not surprisingly, plans took a long time to finish and included elaborate lists of actions beyond the scope of City departments. No wonder that we were less than popular with the engineers of the day.

As community planners we were grounded in the social justice movement, convinced of the righteousness of our cause(s) and we reflected the political environment of the time. Although we generally worked in unison with the politicians, in the end, neither management nor council could tolerate such maverick behaviour. In 1994, the last of the satellite offices was closed.

Ensnared on four floors of City Hall, we continued working with communities and maintained our geographic focus. As our hair got shorter and our dress more conservative, we began to move into the mainstream. Instead of acting as advocates, we became integrators. Instead of fighting the institutions, we became facilitators. Instead of trying to bulldoze our way through the bureaucracy, we started building consensus. In the process we have become part of the bureaucracy. With a more professional approach we also achieve more, especially among our sister departments.

Today, the development industry—often

assisted by City Hall "graduates"—demands a multi-faceted response to development applications. Community planners coordinate the technical comments from municipal departments and agencies and evaluate proposals based on planning principles and community input. In line with the business mantra that is afflicting the public sector everywhere, community planners have turned into case managers.

While "professionalization" has raised our status, it has made us suspect in the very communities with and for whom we are supposedly planning. Many do not like change of any kind, are convinced that existing regulations must remain etched in stone and look at us as sellouts when we have to agree to disagree one more time. On the other hand, extensive community processes around specific proposals still produce solutions that most can at least live with.

So, what's the profile of the amalgamated community planner? What are our qualities? We must be committed to planning principles and able to stand by them; professionally trained to appear before the OMB; willing to work long hours in often trying circumstances; politically savvy and strategic; capable of taking abuse; patient; a facilitator/mediator and comfortable in public; and most of all able to enjoy dealing with people from all walks of life in an ever-changing environment. As they say in the transit ads: "There's no life like it!"

Beate Bowron, MCIP, RPP, is Director, Community Planning, for the South District in the amalgamated City of Toronto. In 1987 she was part of the volunteer team responsible for the joint conference with CIP ("Other Voices"). She can be reached at bbowron@city.toronto.on.ca.



Beate Bowron



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The Recognition Committee Produces A New Brand for OPPI

ONTARIO PLANNERS: VISION. LEADERSHIP. GREAT COMMUNITIES.

Branding is a way of enhancing your "self image" as an organization, but also of creating an instant public awareness and basic understanding of who planners are and what they do. It's not just a marketing ploy. Many organizations do it: the University of Toronto has "Great minds for a great future," the Royal Town Planning Institute has "Mediation of space, Making of place," and the Institute of Chartered Accountants of Ontario have "Chartered Accountants provide... strength beyond numbers." This year the Recognition Committee, believing that OPPI and its members would benefit from branding, worked to develop a brand statement for the organization which could be launched at the AGM in September: Ontario Planners: Vision, Leadership, Great Communities.

Over the next year you will see the brand incorporated into OPPI's identity: on the website, letterhead, the Journal. In 2002/03, the Committee will be working with the Districts to develop local recognition activities and events to follow through with the brand strategy and build awareness. Development of World Town Planning Day (November 8) as a key event date for the Districts is one of those activities.



Diana Jardine

The committee has also tackled a number of other tasks over the year:

- revamping the Excellence in Planning Awards to focus and highlight a select few accomplishments (up to 5 awards only) annually, ensuring that they get the spotlight and attention they deserve;
- reviewing and clarifying criteria for Member Service Awards;
- supporting the development and launch of the new website.

We look forward to your feedback and ideas on the brand statement and where it can be effectively used to promote the profession.

Diana Jardine, MCIP, RPP, is Chair of the Recognition Committee. She is Director of Municipal Programs and Education Branch, Ministry of Municipal Affairs and Housing, and can be reached at

Diana.Jardine@mah.gov.on.ca. Diana also chaired the joint conference with CIP in 1987. As a member of Council in the early 1990s responsible for the

Journal she led the Business Planning process that put the Journal on a sound financial footing.

Plans for World Town Planning Day

By Grace Strachan

World Town Planning Day (WTPD) focuses on the progress of community planning, highlights the valuable contributions that sound planning has made to the quality of the human environment, and provides recognition of the ideal of community planning between the profession and the general public worldwide.

World Town Planning Day, November 8, is currently celebrated in some manner in about 30 countries on four continents. The international organization for World Town Planning Day was founded in 1949 by the late Professor Carlos Maria della Paolera of the University of Buenos Aires to advance public and professional interest in planning, both locally and overseas. WTPD is promoted each year by the International Society of City and Regional Planners (ISoCaRP) headquartered at The Hague, in the Netherlands.

The Canadian Institute of Planners and OPPI support World Town Planning Day as an opportunity to promote better understanding and awareness of planners and planning.

OPPI's Recognition Committee has the mandate to: increase public awareness of planning and the roles of

planners in Ontario and build positive recognition of the RPP designation; maintain a strong government relations program; oversee the development of the OPPI website and the Ontario Planning Journal; and work closely with the media to improve public understanding of planning issues and accomplishments and enhance the public image of professional planners.

As part of these efforts, under the leadership of CIP, OPPI's Recognition Committee is assisting in promoting World Town Planning Day by encouraging District-level events and activities.

What can you do to support World Town Planning Day?

The success of World Town Planning Day depends upon volunteers. If you are interested in participating, please contact your District Representatives regarding involvement in District events associated with World Town Planning Day. Not sure who to contact? Information on OPPI District Representatives is available online. Go to: www.ontarioplanners.on.ca, enter the Members Area, click on Districts, Committees, Council & Staff then go to the section with information on your District.

Further information on World Town Planning Day is available on the CIP web site: www.cip-icu.ca.

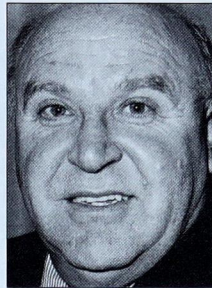
Grace Strachan, MCIP, RPP, is a member of the Recognition Committee and a former member of Council. She was also part of the joint conference team in 1987.

Succession Planning in Southwest District Is Under Way

By Paul F. Puopolo

OPPI's Strategic Plan anticipates the reorganization and coordination of the roles of the Districts with OPPI. The District representatives have worked diligently in preparing the standing rules in order to harmonize and streamline the structure and delivery of OPPI's core programs and other matters. Their efforts culminated in the formulation of several guiding principles that were adopted at the Council meeting in October 15 last year. Since then, Mary Ann Rangam and the SW District Rep have been working to finalize a District hand-out.

As a result, the new Executive will have the task of implementing the new structure by September 2003. The intent is that by fall 2003, the position of District rep and Chair of the SW District will be held by one individual for a two-year term and that the district operations will reflect the OPPI Council structure and strategic plan.



Paul Puopolo

During 2001/2002, SW District members have had several successful dinner meetings from the PPS Policy Workshop in Woodstock, to the 2nd Annual OPPI/Michigan Chapter of APA meeting in Windsor entitled "Planning for Mid-Sized Cities" (presented by our own Mark Seasons), to the mobile tour of the Bruce Nuclear alternative energy facility. The Windsor session received excellent newspaper coverage which profiled the planners and their roles in helping to redevelop the core areas of various municipalities in Ontario. Chaired by John Fleming and Cathy Saunders, the PACT has been organized for the Old East District neighbourhood in London. A workshop will be held in October which will lead to the finalization of the report by November 2002.

Upcoming events include the Christmas Social (November 28, 2002, location to be determined) and 1st Annual SWOD Charity

Curling Bonspeil to help the scholarship fund (Friday February 7, 2002 at the Ayr Curling Club). Please keep your calendar open for these events. For ideas and possible themes for the various social/program events, please contact Matt Pearson, Program Chair.

Finally, on behalf of the Southwest District members, we wish to invite everyone to attend the Annual OPPI Conference to be held at the London Convention Centre, London, John Fleming, Chair, and his committee have produced an exciting program about the changing dynamics of our planning profession. The theme of the conference is "Planners at the Forks! Leadership in the Face of Change." We hope to see you at the event.

Paul F. Puopolo, MCIP, RPP is a Southwest District representative and a member of OPPI Council. He is President of Planning & Engineering Initiatives Ltd. and can be reached at 519-745-9455 or email at ppuopolo@peil.net.

17 / DISTRICTS & PEOPLE

Eastern

Eastern Ontario District as Newfoundland

By Don Maciver

Publication of the 100th issue of the Journal poses two questions: "How did we get here?" and "Where are we going?" Many in Eastern District will not recall a period before OPPI but, as it happens, Eastern Ontario was the last Ontario affiliate of CIP to join the provincial association.

Joseph Phelan was the 1986-87 chairman of the executive committee and national councillor for the Eastern Ontario chapter of CIP. Joseph, now Senior Project Manager, Environmental Compliance and Corporate Policy in the City of Ottawa Development Services Department, remembers that the Eastern Ontario chapter of CIP was like Newfoundland relative to the other Canadian provinces. "The issue of amalgamation was somewhat controversial with the executive and membership of the

Eastern Ontario affiliate." The executive of the chapter considered two options: complete amalgamation with OPPI and sovereignty-association with OPPI (does this sound familiar?). Members were canvassed on the options.

The Executive reviewed the advantages and disadvantages of the two options and favoured complete amalgamation, since it would:

- give a strong provincially based professional planning organization the ability to lobby on important issues;
- provide for a provincial publication with district reporting on events;
- offer provincial and local program events and professional development programs;
- offer the opportunity of securing liability coverage for practising planners;
- allow for professional liaison with planners in other districts;
- offer a province-wide student program;
- lead to the retention of a smaller and more effective local management board;
- keep the budget a local responsibility subject to negotiation;
- offer the possibility of acquiring protec-

tive legislation for the planning profession;

- reduce administrative responsibilities for the EOC executive, such as fee collection and member services.

The membership agreed with the recommendation to join the OPPI as equal partners. One of the terms of amalgamation with the OPPI was that OPPI would recognize the language rights of francophone members of the province of Ontario by amending the by-laws of the OPPI to recognize the French equivalent of the OPPI.

Over 15 years later, Joseph states that he "can honestly say . . . that there are no regrets in the decision of the Eastern Ontario chapter of CIP to join the OPPI" and adds, "Congratulations on a job well done."

Over the last two or so years efforts have been made to clearly inform the membership on question number two, "Where are we going?" It is full steam ahead with respect to implementing the Strategic Plan in Eastern District. With municipal amalgamation has come a wider

distribution of planners throughout the district, particularly in the public sector. The structure of the local executive now reflects the components of the plan. And each member of the executive represents the district on the sub-committees of Council. Members' high professional standards are routinely recognized in both the provincial and national Excellence in Planning awards. We make a small contribution each year to help a worthy student at the School of Urban and Regional Planning at Queen's with a research grant. And we have a strong tie to other associated professions through the Urban Forum lecture series.

Eastern District has come a long way in its association with OPPI. In the near future we will continue the local implementation of important Strategic Plan objectives, such as the broadening of the public's awareness of planning and the role of planners in Ontario. Along with the announcement of our own "brand" at the London conference will come a wonderful opportunity for members to make our profession better known in our communities, in part through material that can be used in

schools when children are learning about possible career paths.

The Eastern District is committed to building a positive recognition of the professional designation RPP and to participating on a regular basis in the review of OPPI's Strategic Plan in consultation with the ED membership. Bonne chance, OPPI!

Don Maciver, MCIP, RPP, is Manager of Planning and Regulations, Rideau Valley Conservation Authority.

Northern

Planning for a Biotechnology Cluster in Sudbury

By Carlos Salazar

Over the last few years, the mayors of Northern Ontario's largest cities—Greater Sudbury, North Bay, Sault Saint Marie, Timmins and Thunder Bay—together with NOMA (Northwestern Municipal

Association) and FONOM (Federation of Northern Ontario Municipalities), have worked together on a variety of projects to address health and economic development issues in Northern Ontario.

One of the most recent successes of this collaboration has been the provincial decision to establish a medical school, based in both in Sudbury and Thunder Bay; this is the first new medical school in the province in 30 years. The medical school will help alleviate the shortage of doctors and health research in Northern Ontario.

The Mayors' Coalition is moving now to capitalize on the unique spin-offs of the medical school and the increasing demand for health researchers. In a recent announcement, the Canadian Institutes of Health Research projected that Canada will require 100,000 new health researchers by 2010.

Building upon the success of this unique municipal partnership, the Mayors, FONOM, and NOMA are now working together with Lakehead and Laurentian Universities, and other health-related organizations, to make Northern Ontario a Centre of Excellence for northern and rural health research. Development of health-

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research-related jobs will help in the economic development and diversification efforts of many communities in Northern Ontario.

These are first steps in creating a biotechnology industry based in Northern Ontario. In a recent study by the Brookings Institute, researchers concluded, not surprisingly, that "development of a successful biotechnology cluster requires a considerable amount of time and investment." In Sudbury's case, there are three projects, in addition to the medical school, that support the development of a Biotech Cluster in our community—a new regional hospital, NEUREKA and the New Economy Sudbury project.

After the hospital merger in Sudbury, a new state-of-the-art, \$210-million hospital will be completed over the next two years, which includes improvements to the Cancer Treatment Centre; second, NEUREKA, at Laurentian University, has been signing private-sector clients such as GlaxoSmithKline and Bayer Inc. to undertake clinical research, biomedical research and development, and environmental biotechnology services.

The third trend is private-sector leadership in cluster development, which in

Sudbury is being provided by the volunteers of the New Economy Sudbury project (www.neweconomicsudbury.com). This project works under the umbrella of the OCCCR, the Ontario Competitive City Regions Partnership supported by the Canadian Urban Institute; the main focus of these private-sector leaders is to establish three clusters in Sudbury—mining technology and automation, life sciences, and education.

One of the main conclusions of the study by the Brookings Institute study is that "it often takes a decade or more to develop biotechnology-based products"; the work of the Mayors' coalition will ensure that Northern Ontario communities are well positioned to develop health-related jobs; simultaneously, private-sector leadership in developing clusters, together with the Laurentian University and NEUREKA, is making the development of a biotechnology cluster in Sudbury a reality.

Carlos Salazar, MCIP, RPP, is Manager of Corporate Strategy and Policy Analysis Office of the Chief Administrative Officer, City of Greater Sudbury.

He can be reached at carlos.salazar@city.greatersudbury.on.ca.

Simcoe-Muskoka

Simcoe Muskoka Planners on the High Seas

On a beautiful evening in mid July, some 31 planners from Simcoe and Muskoka took to the high seas of Lake Couchiching for a night of good food and entertainment. We departed from the Orillia wharf at 7:30 pm and enjoyed a guided tour of the marvellous waterfront homes near Orillia's Steven Leacock museum. The largest home we saw belonged to the owner of Canadian Waste Services. Few could believe that waste was so profitable! After enjoying a great BBQ, we were free to roam the three-level paddle-wheeled Island Princess, while watching the shore pass by and listening to the smooth sounds of the Jerry White Jazz trio. The evening finished off with a draw for two tickets to our Christmas Party, being held at Georgian Downs on November 26! The winner was Gary Bell of Skelton,



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Brumwell & Associates. Special thanks to Margaret Walton and Rick Hunter of Planscape for sponsoring the draw prize.

Mike Sullivan, MCIP, RPP, is Chair, Simcoe-Muskoka Planners.

Southwest

Planners with Brooms

It is never too early to break out the brooms and practise your sweeping. The Southwest District would like to extend an invitation to all members to attend the first annual Charity Curling Bonspiel on Friday, February 7, 2003, at the Ayr Curling Club. The Bonspiel will help raise funds for the Southwest District Student Educational Trust Fund.

A pre-game clinic at 9:30 a.m. will give you the basics of throwing a rock, and

explain which end of the broom is used to sweep. The first action-packed game will get under way at 10:00 a.m. You may register as a team of four players for \$100, or individually for \$25. For more information, or to register early, please contact Jennifer Passy at 519-725-5140. See you there!

Erick Boyd is program chair for southwest.

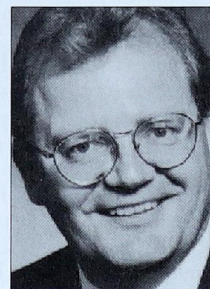
People

Moyle Moves to Caledon

Pat Moyle has left his position as Executive Director of the Association of Municipalities of Ontario to return to a direct municipal role as CAO of the Town of Caledon. Under Pat's direction, AMO expanded its services and developed a

strong leadership position in negotiations with the province on the urban agenda (see Pat's recent article in Ontario Planning Journal, Volume 17, No. 2). Caledon has one of the more successful track records in controlling growth and protecting its rural quality of life. Pat Vanini will be taking over Pat's position at AMO.

Hugh Handy recently joined the firm of Green Scheels Pidgeon Planning Consultants as a senior planner and is working at their head office in Kitchener. Hugh received a Member Service Award from OPPI in 2000 and continues to be involved in a number



Pat Moyle

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CONGRATULATIONS to OPPI on the occasion of the publication of the 100th issue of the Ontario Planning Journal

Best wishes for continued success...

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n. pl. pol-i-cies

1. The settled method by which the government and affairs of a nation are, or may be, administered; a system of public or official administration, as designed to promote the external or internal prosperity of a state.
2. The method by which any institution is administered; system of management; course.

Source: Webster's Revised Unabridged Dictionary, © 1996, 1998 MICRA, Inc.

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Current and Recent Policy Projects

Township of Oro-Medonte - Aggregate Resource Management, Oro Moraine Policies,
Canadian Transportation Act Review Panel, - Abandoned Rail Corridors for Regional Rail Use,
Municipality of Meaford - Growth Management / Land Use Policy,
City of Guelph - Comprehensive Commercial Policy Review,
City of Hamilton - Land Use Information Systems Policy,
City of Barrie - Local Government/Growth Management,
Municipality of Port Hope - Growth Management Policy,
City of Burlington - Employment Lands Policy Review,
Town of Halton Hills - OP Review, Rural Policy Study,
City of Greater Sudbury - Official Plan Consolidation,
Region of Waterloo - Growth Management Policy,
Town of Markham - Markham Main Street Policy,
Ministry of Transportation - Strategic Directions,
County of Simcoe - Shoreline Policy Study



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of OPPI initiatives, including being chair of the OPPI Mentoring Program Committee.

James Webb, who joined Green Scheels Pidgeon Planning Consultants in 2001 as a senior planner, has opened a new Hamilton office to serve the firm's clients in the Hamilton and Golden Horseshoe area.

Jeff Lehman has joined Metropolitan Knowledge International (MKI) in Ottawa as a Senior Consultant. MKI is a specialized consulting practice focusing on strategic infrastructure policy, project finance and delivery mechanisms, and integrated infrastructure and land use planning. A new joint venture of McCormick Rankin Corporation and Meridian Planning Consultants, MKI brings together a number of senior professionals in a new multi-disciplinary firm. Jeff continues his association with HOK Canada as a contractor.

Bryan Hill is moving from the City of Toronto to take on the job of Planning Manager at the Region of Peel Planning Department, Planning Policy and Research Division.

David Kriger, the Journal's long-time contributing editor for transportation, has accepted the position of vice president with I-trans Inc., moving from Delcan, where he was a partner for many years. David will still be based in Ottawa and can be reached at 1-888-860-1116, extension 252.

Lorelei Jones and Thomas Hardacre are contributing editors for People. Lorelei is the principal of Lorelei Jones Associates (lja@rogers.com) and Thomas is a senior planner with Planning and Engineering Initiatives Ltd in Kitchener (thardacre@peil.net). People keeps readers informed about key personnel moves. We need your input.



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Editorial

Moving with the times

By Glenn Miller

The planning profession has changed and matured in many important ways since 1986, and we are proud that the Ontario Planning Journal has played a role in that process. If the Journal is considered a success today this is due not only to the quality of editorial material contributed by our members but also to the support received from our advertisers. Special thanks are due to the sole practitioners and smaller firms, who maintained their presence through economic downturns when any extra expense was a hardship.

As OPPI formed, stabilized and found its footing in a rapidly changing world, it is clear that our own self-image as planners has moved with the times. The maturation of OPPI, as viewed through the lens of the Ontario Planning Journal, is remarkable indeed. Ironically, as OPPI has moved to become more inclusive and welcomed the opportunity to provide roles for a diverse range of specialists, our colleagues in the U.K. are agonizing over how to achieve such a blend without losing the essence of what planning represents.

The Ontario Planning Journal has, we think, helped a process of integration without diluting individual interests. The 1987 joint conference with CIP (Other Voices—Perspectives on Planners and Planning) played a role in accelerating this process by confidently

inviting others into our tent. This publication has continued that tradition over 100 issues with contributions from practitioners from other disciplines (see David Leinster's piece below, for example). This approach has applied to our advertisers as well—law firms, noise attenuation specialists, economists, aerial photographers and many others who shape the world in which we practise. Thanks to them 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. For more information on changes to planning in the U.K. see www.rtpi.org.uk.

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Opinion

Green Infrastructure
Key to City Building

By David Leinster

With Canadian cities in crisis, the role of planning and design professionals is now more significant than ever. Budget cuts, urban sprawl, lack of affordable housing, and declining environmental conditions are key issues. Planners, landscape architects, engineers and architects in the public and private sectors must work collaboratively to preserve what works in our cities and to create new models where change will occur. A number of holistic planning models are emerging that address these complex issues.

An important element is Green Infrastructure. Although the term may have been recently coined the idea is not new. The integration of greening strategies in urban planning and design dates back to Frederick Law Olmstead, who created the aptly named Emerald Necklace in Boston, which stretches eight kilometres from downtown to an older suburb.

Although Toronto does not have an equivalent planned park, the City has been able to preserve significant areas as Green Infrastructure. In the 1950s, Hurricane Hazel resulted in legislated amendments that provided for long-term protection of the valleys as storm water management corridors. The last few decades have seen their rehabilitation as recreation and habitat linkages. In addition, other parks, street trees and residential gardens all contribute to the

Green Infrastructure of the city. The quality of life benefits of this are immeasurable. They include filtering pollutants, wildlife habitat and recreation. Green Infrastructure exists in other cities and towns throughout Ontario.

In new and redeveloping areas throughout Ontario there are significant examples where Green Infrastructure has been integrated into the framework of development. At Humber Bay Shores in Toronto, a Green Infrastructure system is central to the urban design framework for future residential and commercial development of the former Etobicoke Motel Strip. A tree-lined waterfront drive separates development from a waterfront park. As one of the newest links

in the city's Waterfront Trail system, it incorporates a naturalized shoreline that includes both terrestrial and aquatic habitats. This integrated solution was derived from a comprehensive inter-agency and stakeholder consultation process facilitated by planners, landscape architects, architects and other professionals.

The challenge beyond the planning, design and implementation is for future management and monitoring of Green Infrastructure. Amalgamations and downloading means that municipal governments are under greater fiscal pressures. This could threaten the long-term health of our Green Infrastructure. The establishment of organizations such as the Toronto Parks and Trees

Foundation, whose mandate is to preserve, restore and improve Toronto's parks and public trees through public- and private-sector partnerships, is only part of the long-term solution for these cherished resources. A holistic approach in urban planning and design that incorporates Green Infrastructure for our benefit and future generations must be adopted.

David Leinster, OALA, CSLA, is past president of the Ontario Association of Landscape Architects. He is a principal with Hough, Woodland, Naylor, Dance, Leinster Ltd. David is co-chair of an OPPI-OALA joint conference to be held in Muskoka in 2003.

Letters

Congratulations to the Editorial Team

Since Glenn Miller became the Editor of the Journal, the planning profession in Ontario has come a long way. It is more professional, more energetic and more in touch with current issues. The Journal under his leadership has played a major role in helping us reach where we are today.

Having been the editor of a predecessor publication, I know how far we have come and I have some understanding on how hard such progress is. Glenn's skill, energy and leadership (together with the rest of the editorial team) has made the Journal a publication we like to read and helped foster pride in our profession. You all have made a major contribution to planning in Ontario, congratulations on reaching 100 issues.

*John Farrow, President,
LEA International Ltd*

Why we may need Tall Buildings

Thank you for the excellent May/June issue and for Jeff Lehman's "Are Tall Buildings in the Public Interest?" He should be congratulated for a well-balanced perspective on this controversial topic and inviting planners to an open debate.

The concepts of "needs" and "demands" are a manifestation of our socio-psychological dynamics. Humans have historically developed complex ways of adapting to environmental stress. Shelter was originally

a basic need for survival, but over time, fashion demands became a need in themselves.

Secondary needs are unique to humans. Basic biological needs are overshadowed by "demands." This results in oddities such as fashion trends that promote shoes that cause blisters, furniture that harms the spine, and worse, forms of human settlement that upset the equilibrium in natural systems. Urban sprawl is an example of culturally induced, irrational "need." It is frustrating to see so many environmentalists believing there will be catastrophes if Kyoto is not signed, when their personal suburban life style betrays their convictions.

Consequently, if we are genuinely concerned about planetary health, we have to learn to work and live in a compact urban environment. This has to be inviting to middle-class families because cities need them. A tall building is one practical way of reducing the urban footprint and this is an extraordinary challenge. As Jeff points out, a tall building as a corporate HQ often belongs to a category of "demands." I would argue it is also a "basic need." With luck, a new generation of family-oriented tall buildings will help us ease the pressure on sprawl.

*Vladimir Matus, MCIP, RPP, Toronto
(Condensed from a longer letter).*

*Vladimir lives in a tall building
in downtown Toronto.*

Whither Urban Design?

Planners today are little more than lobbyists for the development industry. Urban design is, at best, an afterthought. How can this be rectified? Comments and discussion are encouraged.

Keith Birch, MCIP, RPP, Hamilton

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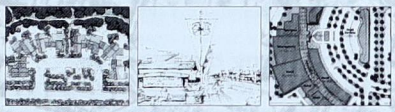
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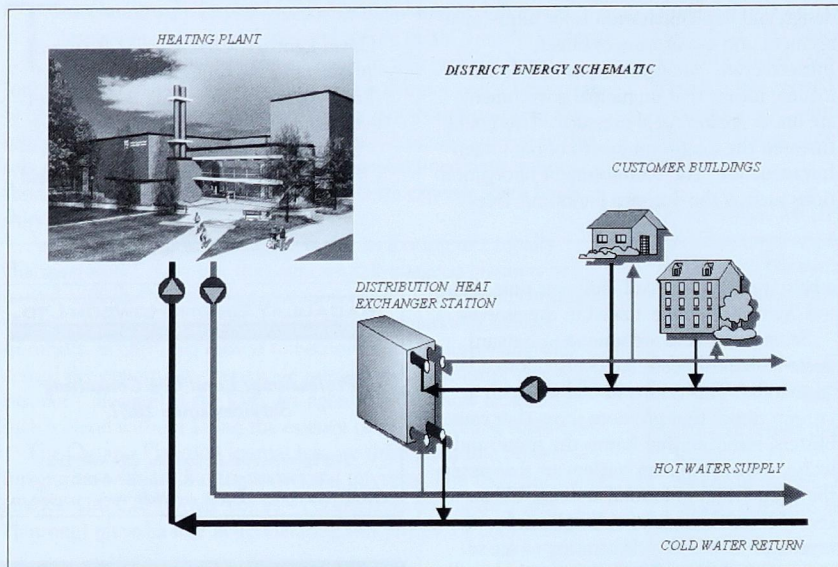
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Planning Environmental Assessment Urban Design

Environment

Putting District Energy in the Planning Process Promotes True Sustainability

By Ken Church



This is the first of two articles.

How much do planners really understand about sustainability? Practitioners in Ontario may be overlooking a tool that puts sustainability in clear focus. The starting point is to consider the true costs of energy. Designers typically assume that each house in a new subdivision will have its own source of heating and cooling. Although the price of a furnace is included in the price, we tend to ignore the cumulative cost of all those furnaces, as well as future energy costs to be borne by the homeowner. We also fail to count the environmental impact of emissions from all those furnaces. Planners who are truly interested in promoting sustainability should start to consider energy as a fundamental component of community design.

Understanding the Potential of District Energy

District energy considers energy supply needs from a holistic viewpoint. The responsibility for heating and cooling is removed from the resident (or building owner) and given to a centralized supplier who supplies hot or chilled water rather than gas, oil or hydro. The elimination of

furnaces, chimneys, oil tanks and noisy air conditioners helps reduce emissions. A more compact neighbourhood also requires less pavement, helping to reduce road maintenance.

In a district energy system, a number of energy loads are considered simultaneously, taking advantage of the different demands for energy use to level the overall load demand profile. The centralized and local plant may now function at a greater level of energy efficiency, providing energy at a lower, more stable price and with fewer emissions and greater security of supply. It is also possible to incorporate local energy resources such as wood-waste, landfill gas, industrial waste heat or ground source heat pumps in a manner that would be more cost effective than if used on an individual basis.

Heating is distributed to the buildings as hot water, typically at 90°C while cooling would be as 4°C chilled water. Underground piping links the customers to the energy plant and final distribution can be through radiators or fan-coil units as in most modern housing stock. The customer is billed monthly for the energy used.

District energy offers the planner three important opportunities. Firstly, as mentioned above, heating can be provided by

local resources, local industry, landfill, or from a dedicated cogeneration (or combined heat and power) plant. Second, because district energy systems use heat that is a byproduct, its cost is stable relative to the market price of other fossil fuels. Third, the creation of a thermal energy distribution system acts as an economic development stimulus in its own right. (I will elaborate these points in the next issue.)

Many municipal goals for economic development, environmental improvement, increased quality of life can all be addressed by holistically considering energy use in the planning process. District energy can be an effective planning tool for designers, planners and investors.

In subsequent issues, we will be providing extensive coverage of district energy initiatives under way in Ontario. These will include examples from Sudbury and Markham, two Ontario jurisdictions investing in this technology.

Ken Church, P.Eng. is a Project Engineer with the Community Energy Systems Group of Natural Resources Canada, where he is responsible for developing District Energy projects in Canadian communities. His mandate is to spearhead an initiative to bring community energy and the community energy planning process into line with the development of a community's official plan. He can be reached at kchurch@mrcan.gc.ca.

Steve Rowe, MCIP, RPP, is principal of Steven Rowe Environmental Planner. He is the Ontario Planning Journal's contributing editor for Environment and can be reached at deyrowe@sympatico.ca.



Steve Rowe

The Federal Role in Cities: Beware What You Wish For

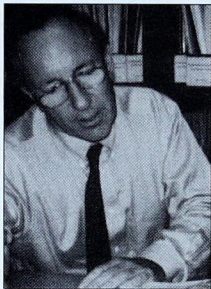
By John Farrow

In numerous meetings across Canada, Judy Sgro, M.P., has presented the interim findings of the "Prime Minister's Caucus Task Force on Urban Issues." If the meeting in Toronto hosted by the Canadian Urban Institute is typical, the response has been overwhelmingly enthusiastic. Though it might be churlish not to welcome these recommendations, it would also be foolish not to recognize some dangers.

National governments around the world have a checkered history with urban policy initiatives. Slum clearance schemes, urban expressways and the relocation of city rail terminals are just some examples. In many instances, we might conclude that no assistance at all would have been preferable. Fortunately, this is the Task Force's interim report, so maybe there is still time to influence how federal support to cities will be provided.

Ms. Sgro concludes that it is time for the federal government to become financially involved in the affairs of urban Canada. This is music to the ears of those who have argued for many years that cities are Canada's main economic engines and that federal investment is required if these cities are to be competitive. The government's tradition of supporting agriculture, mining and fishing shows that federal policy has been more concerned with the politics of geography and with yesterday's industries than with helping Canadians organize to meet the latest rigors of global competition.

The future economic well-being of Canadians is dependent on our ability to capitalize on a relatively well-educated labour force, upgrade existing industries and establish new industries that can compete globally. The workforce and the elements that nurture these new industries, such as universities and other essential institutions, are almost exclusively located in Canada's larger urban regions (the Task Force focused on eight such regions). The great leaps for-



John Farrow

ward in innovation and productivity that are so necessary to keep Canada competitive typically take place in these regions.

Current telecom fiascos notwithstanding, the world is in the midst of the third industrial revolution and technologies are changing so rapidly that no one can predict more than a few years ahead which skills and tools will be needed to compete successfully. Faced with such uncertainty, the only viable strategy is to be prepared for rapid change. This requires the ability to access the new factors of production (skill and knowledge) rapidly and in different ways; this happens best in urban regions.

The concentration of growth in urban areas is the result, and not the cause of their economic success. Urban regions are growing because they are the most fertile places for businesses to flourish, expand and multiply. A major task for the federal government is to make sure that our cities are more fertile hosts than those in other countries.

Unfortunately, the same urban centres that provide the spawning grounds for Canada's global economic champions are also where many of Canada's most acute social problems are concentrated. The opportunities that attract businesses also attract the disadvantaged, and herein lies a problem. Many voices have come together to urge the federal government to invest in Canadian cities but motives differ widely and many different interests will compete for any new money. In this circumstance, there is a significant risk that federal funds will not be invested in making us more competitive, but be spent primarily on fixing social problems. Real

and important though these problems are, such expenditure is not an investment in future wealth creation.

Can cities attract support but avoid dependency?

There is also a danger that federal money will build dependency on the part of city regions that will weaken cities further over the long term. One of the reasons Canada's cities need help today is that, in the past, senior levels of government were overly paternalistic, resulting in a pattern of dependency on government hand-outs. Given these risks, I suggest five requirements for a new federal program.

1. An integrated approach to problem-solving within the city region levels should be encouraged.

New funding should not be program-specific or tied to existing federal departments. Such an approach will discourage the integrated decision-making needed to address urban issues.

2. Balance economic and social needs but recognize local priorities.

Once the tough political choices have been made, cities should have a great deal of



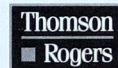
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flexibility to make whatever case for funding best responds to local priorities.

3. Reward the best proposals.

Bureaucratic processes stifle innovation. Cities should be required to compete with each other for a large portion of the funding. Those putting forward the strongest case for generating the greatest return should receive the most. Variations on this model are used successfully in both U.K. and Germany, for example.

4. Recipients must demonstrate capacity.

Implementation is often the Achilles heel of government, so it is important that candidates demonstrate that they have the ability to follow through. Basic requirements are an effective governance structure, strategy,

implementation plan and organization. These criteria should raise some interesting questions.

5. Long-term commitment.

One of the reasons that urban problems are intractable is that they do not respond to the "Quick Fix." New funding should therefore be a long-term commitment to partnership between levels of government and the allocation of complementary resources by all the parties involved. Federal programs that are here today and gone tomorrow raise the specter of inefficient, incomplete transportation networks. Programs that yield this type of result could well do more harm than good.

Urban regions need more resources but in Canada we have had limited experience

recently on how to design and deliver integrated urban programs. This provides us with an opportunity to learn from the mistakes of others and to innovate. Designing the right program will not only be important to the quality of life for most Canadians but will be a critical part of keeping Canada competitive. It is important we get it right.

John Farrow, MCIP, RPP, is President of Lea International Ltd. John is the Ontario Planning Journal's longest serving contributing editor. His provocative columns on management and strategic planning have consistently generated comment and debate, beginning with his article in the first issue that provided an "annual check-up for managers."



Photo: Kramfranc

The legacy of urban renewal still an issue



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Plans

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Buzzword Bingo for Planners

By Philippa Campsie

Some years ago, a bored office worker invented Buzzword Bingo as a way to get through dreary meetings. The idea was to come to the meeting supplied with a bingo card on which the numbers had been replaced by words and phrases from business jargon. The possessor of the card had to pick those words out from the babble and mark them on the card. "Yada yada core competency yada yada paradigm shift yada yada deliverables" and so on. When all the words in a row were marked, the card holder was entitled to yell "Bingo!"—although there is no evidence that anyone has ever had the nerve to do so.



Philippa Campsie

It's easy to imagine a buzzword bingo card for planning meetings. It might look something like the card shown below.

You could insert your own favourite phrases. This one includes planning slang ("tot lot"), euphemisms ("exceeds the odour threshold"), platitudes ("eyes on the street"), weasel words ("fiscal realities"), and sheer nonsense ("negative benefits"), along with some common planning and transportation jargon.

It might get you through a dull planning committee meeting, but that's not why I constructed it. I think it would be more useful to give the card to a

colleague and have him or her play the game while you are addressing a public meeting. Do you sound like this? Can you explain the ramifications of a development proposal so that 100 non-planners from the neighbourhood can follow you? Or do they hear "Yada yada design parameters yada yada daylight triangle yada yada pursuant to the Planning Act"?

If one day someone does stand up while you are talking and yell "Bingo!" you can't say you weren't warned.

Philippa Campsie persists in the stubborn belief that members of the public should understand what planners are talking about. She can be reached at pcampsie@istar.ca or 416-686-6173. In between maintaining her practice as a writer and editor, she is the Ontario Planning Journal's deputy editor, a position she has for more than 50 issues.

stakeholders	amenity space	pedestrian-accessible development	ingress/egress	nodal development
street-related retail	negative benefits	eyes on the street	exceeds the odour threshold	visual intrusion
tot lot	plant material	BINGO	abutting landowner	conceptual servicing study
economic viability	high-order transit	prior to the issuance of a building permit	cordon count	noise attenuation measures
new urbanist principles	sanitary capacity	reverse frontage	aesthetic impacts	fiscal realities

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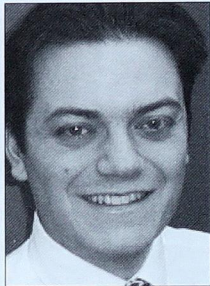
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Better Luck Next Time: Lessons from the High Tech Ride

By Jeff Lehman

In the grand tradition of the East India Company, John Diefenbaker's "Roads to the North" and Bre-X, the Canadian high tech bubble has turned out to be a lot more show than substance. It is now clear, more than 18 months since the first profit warnings from Nortel Networks, that the tech rush is gone for good; even the survival of the giants may be at risk. What we now have behind us is one of those wonderful short periods of obsessive economic tunnel-vision that blemish the history of our fine nation. We Canadians are a funny lot.

The reasons for the pull-back among the biggest telecommunications and network component companies have been well documented in the media; gross over-inflation of stock prices, too-rapid expansion, and most importantly, a near-total lack of capital spending by the biggest telecom customers. Slowdowns in the rate of personal and business hardware purchasing (and resulting price wars) have damaged semiconductor companies. The knock-on effect on tier 1, 2, and 3 suppliers of network and computer components has been felt in varying degrees



Jeff Lehman

in places like Markham, Ottawa, and Kitchener/Waterloo, where many of these medium-sized firms set up shop in the mid to late 1990s. And the precipitous decline in venture capital financing has left few young tech firms untouched.

But while JDS stock may be cheaper than a Tim Horton's double-double, let's not rush to reverse all of what we've heard over the past five years. High tech's big-name players may be down, but the evidence is that small and medium-sized companies have not been as severely affected. The products and services that have been brought to market by tech companies are not faulty, or unneeded, or without a future; they have just been overhyped, and in some cases over-consumed. The technology is not going to go away.

What lessons can we take away from the high-tech boom, so we're ready for next time?

1. *Strength of a Mixed Economy.* If you've ever wondered if we've made any progress in strengthening the Canadian economy over the last 20 years, consider this: the brief economic downturn in 2001/early 2002 has

had next to no impact on consumer spending, on new home construction, or on the real estate market. Contrast that experience with the recessions of 1982/83 and 1990/91. This downturn was not as deep, as long, or as painful as the last two. One of the reasons for this is the diversification of many of our largest urban economies. In Ottawa, the federal government picked up office space where the tech firms left off, absorbing no less than 1 million square feet in the fourth quarter of 2001 alone. Public- and retail-sector hiring helped keep unemployment levels low, despite more than 20,000 layoffs in the tech sector. As another example, Kitchener/Waterloo's traditional strengths in the manufacturing and distribution/logistics sectors helped keep employment levels firm despite the sudden drying-up of the venture capital pools financing small and medium-sized tech firms.

2. *The Need for Speed in Approvals.* It's unlikely that we'll see broad-based expansion in technology industries at the rates seen in 1998-2001 any time soon. But it should not be forgotten that the business model for most start-up and medium-sized tech firms is based on securing venture capital financing. When capital is secured, a firm can grow extremely rapidly and require space on an unprecedented scale. Similarly, large firms develop new products with a very short product cycle (six months for telecom switching gear, for example). Time-to-market is critical, as financing deals often contain clauses related to production/billing schedules. Supporting these businesses requires an inventory of employ-



High tech on life support?

ment lands (brownfield and greenfield), and an ability to rapidly process approvals. So while there may not be as rapid total growth in the sector, successful individual firms will continue to have a need for very rapid expansion.

3. *Opportunities for Adaptive Re-use.* The venture-capital-based business model creates opportunities for non-traditional employment locations and unusual facilities. At the height of their creative power and dynamism, these firms are ideal candi-

dates for adaptive re-use facilities in urban areas. This is often the point at which a firm either grows into an exciting and dynamic urban location, or ends up behind a cheap glass and steel shell in a business park.

For most tech companies, the next few fiscal quarters will continue to be about survival. While most forecasts put real recovery for telecommunications and networking firms in late 2003 at the earliest, planners have an opportunity in 2002 to identify

employment lands and individual properties that can respond to the unique needs of the sector, in time for the growth that will inevitably return.

Jeff Lehman, MCIP, RPP, is the Ontario Planning Journal's contributing editor for the New Economy. He recently joined Metropolitan Knowledge International (MKI) in Ottawa as a Senior Consultant but can also be reached at HOK Canada at jeff.lehman@hok.com.

Law and Order

It ain't over 'til its over— Appeals from the OMB to the Divisional Court

By Stan Stein and Michael Millar

A key function of the Ontario Municipal Board, like other administrative tribunals, is to provide a forum for settling disputes without engaging the court system. Various provincial statutes, such as the Planning Act and the Expropriations Act, enable disputes to be referred directly to the Board for adjudication. Generally, these matters cannot be brought before the courts except by way of an appeal from a Board decision.

Appeals to the courts are intended to provide a remedy on issues of law, on the theory that a judge will have more expertise on legal issues than a Board member, many of whom are not trained as lawyers. As a result, appeals from decisions of the OMB are only available to the Divisional Court on a question of law, with leave of that Court.

The concept of "leave" provides a preliminary hurdle to ensure the appeal warrants the attention of the court. The "leave to appeal motion" is an initial hearing by a single judge to determine if the case has sufficient merit to be heard by the full court, usually a panel of three judges.

What can you expect when you arrive at the Divisional Court on a leave to appeal motion?

Deference

Unfortunately for those dissatisfied with a Board decision, a successful motion for leave to appeal is not an easy matter. The courts typically recognize that administrative tribunals were established because of their

expertise in certain areas, and are not eager to interfere with their decisions. This is the appellant's dreaded principle of deference, also known as "hands off" by the courts. Thus a court is unlikely to meddle with an OMB decision that it considers to be largely a planning matter.

To succeed on a motion for leave to

appeal, there must be some legal "hook" in the Board decision to open the courtroom door, come within the jurisdiction requirements, and capture the interest of the Court.

Tribunals such as the OMB are empowered to make decisions about the law related to matters that arise before them. But on questions of law, it is the courts, not the tribunals, that are the ultimate experts. The principle of deference may then be swept aside by the court's desire to set

the law straight.

There is some divergence in the case law regarding how much leeway the courts will give the OMB when it makes a decision on issues of law. If the area of law in question is clearly one where the Board has no particular expertise, such as the Canadian Charter of Rights and Freedoms, then a decision of the Board will be overturned by the courts if it is not correct. However, where the Board makes a legal ruling on an issue where it might be considered to have some expertise, such as interpretation of the Planning Act, the courts have been less clear as to precisely how much deference will be paid. Some court decisions have held that the Board will be granted leeway



Stan Stein

in interpreting law that deals with its area of expertise, while other have held that no deference whatsoever will be granted.

Tests For Leave to Appeal

The legislation does not stipulate what factors are to be considered by the court hearing a leave to appeal application. The Divisional Court has therefore established its own twofold test to determine when leave will be granted:

- a) the point of law in question is of sufficient importance to merit attention from the Divisional Court; and
- b) there is some reason to doubt the correctness of the Board's decision.

The onus lies on the party requesting an appeal to satisfy both elements of this test.

This test has been modified somewhat by other cases. For example, it has been held that, where a sufficiently important issue of law is raised, the correctness of the Board's decision need not be in doubt. It has also been held that the court need not be convinced that the Board's decision is wrong or probably wrong to grant leave, it is enough to show that the correctness of the Board decision is open to serious debate.

In one example, failing to consider potentially relevant laws amounted to an error of law. In a 1990 case, members of Ottawa's Chinese community objected to a by-law that would permit a funeral home in their neighbourhood on the grounds that it was offensive to their religious and cultural beliefs. The Board upheld the by-law on straight planning grounds, and declined to consider potential Constitutional protections for minorities and religious groups. The Divisional Court granted leave to appeal. By failing to consider any Constitutional issues relating to minority rights, the Board had potentially committed an error of law.

The Appeal

A successful leave to appeal motion does

not mean that the appeal itself will be successful. At the full hearing of the funeral home appeal, the Court refused to allow the Constitutional issue to interfere with the OMB's original ruling as the legal point had not been raised before the Board. In another recent matter related to the Township of King, the judge hearing the leave to appeal motion found that the Board may have made numerous errors of law. At the appeal itself, the court wasted little time in dismissing all of the grounds of appeal, and appeared to question whether or not leave should ever have been granted.

Issues of municipal jurisdiction are frequently raised in attempts to overturn the Board's decision. A recent case in West Perth involved an appeal by an intensive livestock operation against a by-law that sought to regulate the storage of manure. The appellant argued that the Township did not have the jurisdiction to regulate agricultural resources and the environment through its by-laws, as these are areas of provincial and federal jurisdiction. The Board held that, although the Planning Act does not specifically allow for by-laws regulating manure storage, it does contain a section that allows for the protection of the environment and agricultural resources generally.



Photo: M. Maner

Courts unlikely to interfere with OMB decisions considered to be "planning matters"

Moreover, the existence of concurrent provincial and federal statutes does not oust the Township's jurisdiction where there is no true and outright conflict. The Court agreed with the Board's finding and dismissed the appeal.

Another recent case illustrates that appeals on jurisdiction can be successful, in this case related to the jurisdiction of the Board itself. An appeal to the Court by the City of Toronto involved a challenge to the City's Official Plan Amendment #2. This OPA gave the City the power to insist on the preservation of apartments when considering applications for redevelopment or demolition of existing buildings. On a preliminary motion the developer argued that the City had no jurisdiction to pass the Amendment because the Planning Act did not specifically give it the power to pass such an amendment. The Board agreed and held OPA #2 illegal and invalid without hearing any planning evidence on the merits.

At the appeal, the Divisional Court reversed the Board and found in the City's favour. The Court held that, while the Board had the power to interpret by-laws, it had no jurisdiction whatsoever to declare a by-law invalid. A by-law's validity is strictly a legal matter, and only the Courts have the power to find them invalid. Subject to possible further appeals, the OPA has been referred to a differently constituted panel of

the Board for reconsideration on the planning merits of the original appeal.

Costs

An appeal of an OMB decision is a time-consuming and expensive proposition. Once the matter reaches the court system, there is greater exposure to an award of costs against the losing party. The loser on the appeal to the Divisional Court can raise the stakes by seeking leave to appeal to the Ontario Court of Appeal. From there, the case could even spiral upwards to the Supreme Court of Canada, again with leave.

Conclusion

Given the uncertainty as to whether leave to appeal will be granted, and the risks on the merits of the appeal itself, Divisional Court appeals are a course best followed with caution. But for those who succeed, the case usually goes back to the Board for another hearing, and then, even for the eternal optimist, it still ain't over.

Stan Stein is a partner in the firm of Osler, Hoskin & Harcourt LLP and Michael Millar is an associate with the firm. Stan is a frequent contributor to the Ontario Planning Journal. His Law & Order column has been providing readers with insights into legal subtleties shaping planning decisions since 1990.



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From Density to Seaweed Composting: The OMB Shows Its Flexibility

By Paul Chronis

The City of Mississauga wants to achieve higher densities and more intense forms of developments within multi-use centres. Hammerson Canada Inc., a landowner with properties near two major arterial intersections, proposed to develop 1,400 units in a variety of built forms. The City felt that a townhouse development generating approximately 215 street-related (or cluster townhouses) on the subject lands satisfied the goal of the official plan. Hammerson appealed to the Board.

The Board heard diverse opinions about what was appropriate. Much of the density discussion was centred on the built form and the potential impacts associated with built form. The City gave evidence that density, as expressed through intensity of use, was of as much concern as form. The proponent argued that intensity of use drove the form of development and given that the lands were located within an urbanizing node, height was the governing factor.

The Board approved the proponent's high-

density residential development and provided direction on how the density should be deployed. In doing so, the Board indicated that good urban design is key to the success of any transition between land uses and must include consideration of the design principles contained in the City's Official Plan. The Board suggested that it is difficult to reject high-density development proposals supported by infrastructure when they do not impact adjoining lands.

The Board chose to use the City's FSI calculations rather than units per hectare because the concern was with built form, not how many people would live there. The Board expressed a concern that height and impact issues would never be resolved using UPH as the governing factor. The Board concluded that the FSI approach provided more certainty and assisted the City in its application of shadow criteria.

Source: Decision of the Ontario
Municipal Board

OMB Case Nos.: PL991098, PL980281

OMB File Nos.: O980074 et. al.

Board Refuses to Approve a Fresh Water Seaweed Composting Facility

A landowner in the (former) Township of Amara requested Council's approval for a temporary use zoning by-law to permit the establishment of a fresh water seaweed composting facility on private lands.

When the application was rejected by Council, the landowner appealed the matter to the Board. On a preliminary motion to dismiss filed by counsel for the Township and supported by affidavits detailing aspects on non-conformity with the County's and local Official Plan, the Board had to determine whether the type of use can be considered an agricultural use, an agricultural-related use or a waste disposal facility.

As explained in the Board's decision, and as detailed in the affidavits, the use proposed by the applicant involved the harvesting of seaweed from the shores of Lake Simcoe and other lakes in the County, hauling them to a location, arranging the seaweed into windrows, and allowing the organic matter to decompose into compost, which was then turned into fertilizer.

The subject lands are designated Rural and Agricultural in the County's official plan and Agricultural in the Township's official plan. The Board considered whether the temporary use as proposed can be considered an agricultural use. The Board concluded that the proposed operation did not qualify as an agricul-



Mississauga seeking more high density concentrations

tural use or an agricultural-related use. In reaching this conclusion, the Board consulted the Provincial Policy Statement and a mainstream dictionary. The Board accepted the definitions that an agricultural use or an agricultural-related use refers to the storage, handling or use of organic wastes for farm purposes related to operations such as the rearing of livestock and using the wastes from these animals on the farm.

The Board concurred with a representative of the MOE that the proposed facility and use (the collection and composting of materi-

als) would fall under the definition of "leaf and yard waste" and would be covered by the definition of "municipal waste" as set out in specific Ontario Regulations made under the Environmental Protection Act of Ontario, R.S.O., 1990.

In conclusion, the Board granted the Township's motion to dismiss on the basis that the operation was not an agricultural use, the temporary use by-law would not conform to the official plans and that the use itself was caught within the definitions of "leaf and yard waste" or "municipal waste" in

accordance with the Ontario Regulations.

Source: Decision of the Ontario Municipal Board

OMB Case No.: PL011143

OMB File No.: Z010165

OMB Member: C. A. Beach

Paul Chronis, MCIP, RPP, is a senior planner with Weirfoulds in Toronto. He has been the Ontario Planning Journal's contributing editor for the OMB since 1998. He can be reached at chronisp@weirfoulds.com.

Urban Design

Reflections on Urban Design

By Alex Taranu and Rick Merrill



Photo: Eric Hoesel/efit

Cornell—7 years later, Cornell is 25% built and a success story

It is a privilege for the Urban Design Working Group to contribute to the 100th issue, particularly since the group resulted from a call in 1999 for editors for the Urban Design column.

Seven years ago, the cover of the 50th issue of the Journal featured the current plan for the Cornell Community in Markham. Now Cornell is 25 percent built and a success story, proving the essential contribution of urban design to the new pattern of suburban communities. But there is much more to urban design than that, and our group works hard to educate planners and the public at large about the importance of good design in planning our cities, towns, and villages.



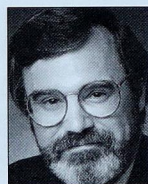
Alex Taranu

For this special edition, we would like to engage the entire planning community by putting forward this question from Rick Merrill, the newest member of our Coordination Group:

"Given the role of urban design in guiding the interaction between design and planning professionals, how has urban design changed over the past ten years, what are the new challenges for the profession and what tools/approaches do we need to address to get us to the

next level? Just as important, what are the implications for planning?"

Some of the members of our Group had



Rick Merrill

the opportunity to discuss the question, resulting in the following comments:

"The planning profession finally understands that to have successful and visually attractive urban environments, it is not enough to have only excellent planning processes, including land use policy work—there are so many other complementary elements to be considered. It is encouraging that the profession is increasingly interested in notions such as 'sense of place . . . community . . . and place-making.' The biggest challenge is to create a better synergy between planning, architecture and landscape architecture, engineering, which urban design precisely promotes."—Sinisa (Sonny) Tomich, Senior Urban Designer, City of Hamilton

"One of the major challenges is the (ongoing) urbanization of suburbia. With increased focus on smart growth and sustainable development, this is becoming a hot issue that requires new approaches in planning and urban design. As older suburbs age, as new suburbs become full-fledged cities, urban designers have to develop new approaches that will mix traditional urban forms with the conventional development as practised in the last 50 years. Intensification and infill, developing along arterials, transit-oriented development require a strong reliance on good urban form and full integration of urban design in the planning process as well as new tools for guidance towards better design, public participation and visualization."—Alex Taranu, Senior Planner, Urban Design, Town of Markham

"One of the most interesting changes in the role of urban design is the impact on suburban communities. We all assume that the major impetus for strong design direction is in the urban areas. However, a number of suburban communities in the GTA have surpassed the City in the strong emphasis that they have given to built form as an

important aspect of planning development.

The implications for planning relate to the changing nature of how communities are being designed. An open process that is truly dedicated to producing livable communities and meaningful places requires close interaction between a diverse group of professionals. Urban designers are integral to the process and will continue to find relevance in generating strong ties between written policies and their impact on built form."—Rick Merrill, Partner, The Planning Partnership

"Our profession needs to build on some of the recent success in some communities of getting urban design on the political agenda, and seek to further demonstrate the 'value' of good design. The residents and their elected representatives should be able to see and understand for themselves why some communities age so much better than others, why real estate values increase in areas where care has been taken in responsible and comprehensive design of a place and the exorbitant cost of trying to retrofit troubling issues of traffic, failing commercial areas, housing diversity, transit support and access to a full range of parkland and natural environment options. It is only when this 'value' both qualitatively and quantitatively is understood that political decisions can be made to better support smart urban design decisions and place making."

—Dan Leeming, Partner, The Planning Partnership

"Over the last ten years an encouraging trend has begun to emerge. Concepts of 'nesting' and strong family values have created smaller houses, emphasizing quality over quantity. Value doesn't stop at the front door. Developers and builders enhance the streetscape, the appearance and general livability of communities. Ambitious community visions, such as Cornell, Oak Park, Angus Glen and Bayview-Wellington emerged in the early 1990s. They are not only comprehensively designed, but inclusive and integrated. These communities range across the greater Toronto area, and involved different consulting teams. Some were initiated by the public sector, others were developer-led. All share a common element: the vision for these communities was created by an 'Urban Designer.'"—Steven Wimmer, Partner, MBTW Group

We look forward to hearing from you—please direct your answers or comments to the OPPI Urban Design Working Group, attention to Rick Merrill, 416 975 1556, ext. 31, e-mail rmerrill@planpart.ca

UDWG

UDWG holds Forum on Urban Design Education

By Karen Hammond

Public interest in urban design has increased dramatically in the last decade. This interest has in turn fueled a growing demand for more and better-skilled urban designers. How are universities responding to this demand?

To begin to answer this question, the Urban Design Working Group held a forum in Toronto in June. Representatives from local planning schools were invited to discuss the ways they teach urban design in their programs, the challenges they face, and the opportunities available. Presentations were given by Sandeep

Kumar (Ryerson University), Kanishka Goonewardena (University of Toronto), and Karen Hammond (University of Waterloo). David Gordon (Queen's University) sent information to the meeting that was also discussed. Approximately 40 planners, urban designers, and interested students attended the lively evening session.

The panel's presentations provided an introductory overview of the current state of urban design education in Ontario's largest planning schools. The details will be reported in the next issue.

For information or to get involved with the Urban Design Education Interest Group of UDWG, contact Karen Hammond at 519-888-4567, ext. 3447, or by email at khammond@fes.uwaterloo.ca. Karen Hammond, MCIP, RPP, is a Lecturer and Manager of Design at the School of Planning, University of Waterloo.



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Planning for the New Wave of Older Canadians: Housing for the Boom Generation

By Karen Gregory

This is the first of two articles on CMHC's focus on the needs of Canada's aging population.

According to Statistics Canada, 22 percent of people living in Ontario are aged 55 years and over. While this represents a significant proportion of

report's profile on the "boom" generation reveals that it is a diverse group, ranging in age from the late 30s to early 50s. Boomers are living in vastly different stages of life—some are nearing retirement while others are juggling careers and family. The size of the boom generation is also noteworthy. Households headed by 45 to 64 year olds

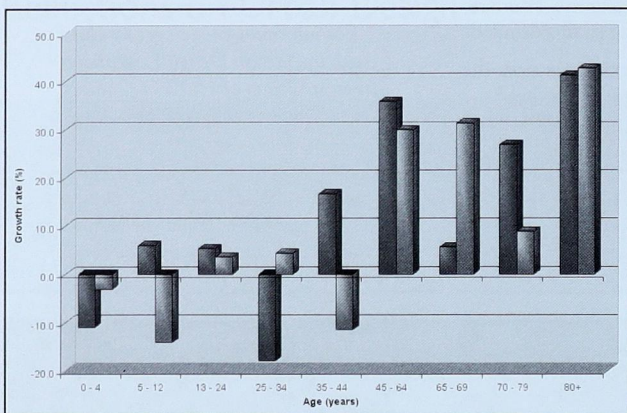


Chart 1: Growth rate (%) in Canada (left bar, 1991-2000; right, 2002-2011), selected age segments

Source: Statistics Canada

the provincial population, projections indicate that the proportion of older Canadians will increase in the future. A projected rise in the number of people aged 55 or more is attributed to the demographic group referred to as the "baby boom" generation. Baby boomers (born 1947-1966) are poised to take the place of older Canadians in the next 20 to 30 years, thereby creating an anticipated upward shift in Canada's age composition (see Chart 1).



Karen Gregory

A recently published CMHC report entitled, "Housing: The Boom, Bust and Echo Generations," explores housing issues from an intergenerational perspective. The

are, and will continue to be, the fastest-growing Canadian household group for at least the next ten years (see Chart 2).

The significance of the boom generation, as demonstrated by its age and size, has affected, and will continue to affect housing markets, communities and affordability.

Impacts in the areas of housing design, tenure and finance options have also been observed, and are expected into the future.

For example, contrary to the perception that empty nesters would generally downsize, many boomers are using the equity from their first homes to finance a trade-up into larger homes. As boomers plan for their retirement, a parallel trend is being seen in the growth of the second-home market. These impacts have implications in terms of housing availability, affordability and tenure type.

Further impacts of the boom generation are demonstrated in expenditure data that indicates that aging and retiring boomers will continue to gen-

erate a significant demand for new construction, since a large proportion of older people buy new dwellings. Coupled with a demand for new dwellings is the projected decline in the demand for additional housing units. It is expected that as baby boomers age, they will move into condominiums, rental units, retirement units and other modes of tenure. The latter impact suggests a move away from North America's traditional preference for single-family dwellings, and a demand for a more varied mix of housing types to accommodate different ages and lifestyles, income levels, etc.

FlexHousing as a Response to Changing Household Needs

Since older Canadians control the majority of Canada's assets and account for the major portion of discretionary spending, it follows that builders are attempting to respond to the boomer-generated market demand. Builders are taking note of the current and projected trends, and offering their clientele a greater variety of housing options. In some cases, builders are incorporating flexibilities into housing design to enable homes to grow with the changing needs of their occupants, as is the case with FlexHousing.

FlexHousing is a new and innovative approach to home design, renovation and construction that is based on the principles of adaptability, accessibility and affordability. In effect, FlexHousing enables boomers to age in place through flexible housing design that allows adaptations to accommo-

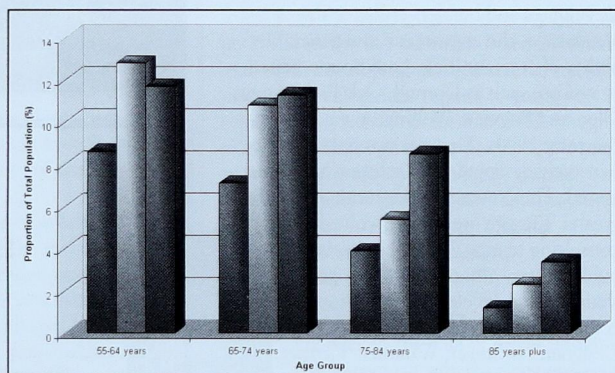


Chart 2: Projections (1996 actual, 2021 est., 2036 est.) for selected age groups, by proportion of total population, 2001-2036

Source: Statistics Canada

date intergenerational housing needs. For example, FlexHousing facilitates the conversion of space (e.g., attics and garages) to

create additional bedrooms as families grow, and later, the conversion of space to home offices and self-contained suites as the empty nest takes hold or as families take care of aging parents.

From the exterior, FlexHousing does not differ from conventional housing, and in the interior, many of its features are barely visible. While there are many features that should be considered when designing a FlexHouse, essential FlexHousing Design Features include: easily accessible entrances that are level with the outdoor surface; covered and well-lit entrances; design that per-

mits, or could be adapted to permit double occupancy; good sound separation; straight and wide stairways; main living level that contains a kitchen, living room, washroom and a space suitable for a bedroom or a home office.

For more information about housing for older Canadians, please contact Karen A. Gregory, Senior Research Consultant, at (tel.) 416-218-3446 or (e-mail) kagregor@cmhc-schl.gc.ca. Information on CMHC services and products can be obtained by calling 1-800-668-2642

or visiting the CMHC website at www.cmhc-schl.gc.ca.

Earlier this year OPPI sponsored a Canada Forum conference on "Developing, Managing and Marketing Seniors Housing and Retirement Living: Meeting Seniors' Needs in a Changing Environment." Linda Lapointe's coverage of this event will appear in the next issue. Linda Lapointe, MCIP, RPP, is President of Lapointe Consulting (lapointe.consulting@on.aibn.com) and our contributing editor on Housing since 1996.



Professional Practice

How We Choose

By Jim Helik

Why do developers leave some parcels of land vacant, when it would seem to be in their best interest to develop sites to their maximum planned potential? Why do commercial tenants who might occupy such space make seemingly irrational decisions on when and where to move? Oh, and while we are at it, why do elected officials make the choices that they do?

An increasing amount of attention in management circles in recent years has been paid to how decisions are made by people in organizations. This follows from work on how groups tackle problem-solving. The frameworks and models that are evolving in management theory stress both the quantitative aspects (rational decision-making based on costs and a full evaluation of all available alternatives) and more qualitative aspects (behavioural models based on subjective considerations of group forces, risk propensity and intuition).

For example, real-life decision-makers tend to have incomplete information, so they make choices based on their values and skills. Known as bounded rationality, this theory simply means that people try to make rational choices, but within limits. For example, a small home builder/developer who has no experience in commercial development, leasing and property management, may leave certain commercially zoned parcels of land unused, as this form of development is outside his or her sphere of knowledge.

Another factor is that individuals conduct their choices by satisficing—the tendency to search only until an alternative is identified that meets some minimum standard of adequacy. Retailers looking for a new location will search for only so long—even though exhaustive searching might yield a better location. The result is that if your city, node or growth area isn't on somebody's list, it may not make the cut.

A factor which tends to prolong economic (and development) cycles is escalation of commitment, whereby decision makers become so committed to a particular course of action that they stay with it, even when it appears to be out of date or just plain wrong. A developer, having secured land, money and necessary permission may continue to go ahead with a project that "makes no sense," while another participant, looking at the same project with a fresh set of eyes, would never start down that same path.

The point is that people are human, and thus often make decisions that are sometimes far from "rational," that is, based purely on financial and non-financial inputs. Far from dismissing such choices as "irrational" and thus unpredictable, it is up to planners to try to understand what motivates all of the players we have to deal with who help shape our cities.

Jim Helik, MCIP, RPP, is a senior planner with the City of Toronto and teaches management at the School of Business, Ryerson University. He is the Ontario Planning Journal's contributing editor for Professional Practice. He can be reached at jhelik@city.toronto.on.ca

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William S. Hollo, MCIP, RPP

Smart Growth and Human Behaviour

By Bob Lehman

Two of the major principles of smart growth—greater transit usage and intensification—are unlikely to be achieved in Central Ontario. The reasons are tied to one of those statistics that seem to defy orthodox reasoning.

The U.S. census has tracked journey-to-work times since 1980. Despite the enormous growth in the major urban centres, a huge increase in automobiles per person and in trips per person, there was no change in the average journey to work travel time between 1980 and 1990, and a relatively small increase in the last ten years. How can this be, you ask, when traffic congestion is cited as the number-one urban problem?

The reason is a constant in human behaviour, found across all societies, economic structures and technologies, that limits the total time spent daily on travel to about 70 minutes. This maximum is the same, whether walking to the communal well once a day in Kenya, or bicycling to work in Karachi, or driving to a business park in Kanata. People have an innate budget for travel time.

Research shows that there is both a typical average commuting time as well as a typical distribution of commuting times among the general pop-

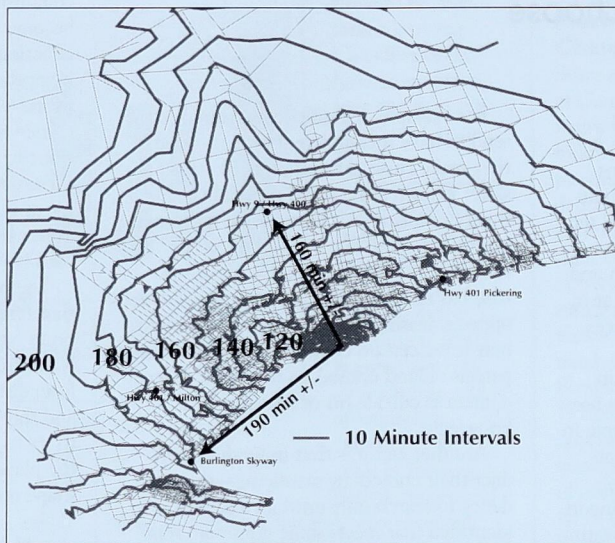
ulation. Within a given population, the propensity of all of the individuals to travel a specific time to work falls into a similar pattern and results in a similar average travel time.

Travel times have not changed because people adapt to changing conditions. All users of a transportation network individually balance convenience and cost. When faced with congestion, users will first alter their behaviour by using the network outside the

peak periods, when it takes less time to travel. Flexible working hours, carpooling and teleworking are individual and institutional reactions to road congestion that in the GTA have resulted in morning and evening peak periods that extend well beyond three hours. Goods carriers have responded by avoiding peak periods, thereby bringing traffic flows in some corridors to capacity levels between morning and evening peaks. With the system at capacity throughout most of the day, the only mechanisms available to maintain commuting times are to add new road capacity and/or increase transit ridership.

Adding additional road capacity in North American urban regions not possible without unacceptable financial and social costs. Convincing the public to use public transit has not been successful, because more attractive options are available. The proportion of the public using transit in North American cities has actually declined in the past decade. What options are left? People won't get out of their cars, they won't travel longer than a 25-minute commute, they won't live close enough to work to walk or bicycle.

There is still a choice left for frustrated commuters. They can move to reduce their travel time. Response to increasing traffic congestion in North American urban areas has been to relocate to lower-density communities with better automobile access and shorter travel times, rather than to locate closer to a public transit terminal in a denser area. Then, when employers



2021 Travel Times (in 10-minute intervals) from Downtown Toronto

A LAW UNTO ITSELF

HOW THE ONTARIO
MUNICIPAL BOARD HAS
DEVELOPED AND APPLIED
LAND USE PLANNING POLICY

A LAW UNTO ITSELF IS A DETAILED EXAMINATION OF THE DEVELOPMENT and application of land use planning policy by the Ontario Municipal Board (OMB) during two specific time periods (1971-78 and 1987-2000). John G. Chipman examines the way in which the OMB frequently overturns municipal land use planning decisions and imposes its own policies, which are generally protective of private interests, and the way in which it applies provincial planning policies within the context of its own standards. He concludes that both the nature of the policies developed by the OMB and the changing climate within which it operates provide evidence that the board has outlived its role as a planning appeal tribunal.

John G. Chipman • *A Law Unto Itself*

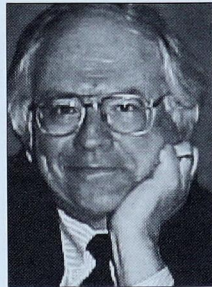
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find that their employees are affected by increasing travel time, or if the cost of transportation of raw materials or finished goods is affected by congestion, they too move. The consequence of these moves is to reduce commuting times so they remain within the average or "standard" distribution. It is because decentralized places of work and residential communities are available that average commuting times have increased so little in North American cities over the past three decades.

In the city-region of Toronto, with its population of 5 million, the constraints posed by the travel-time dilemma will affect future urban form. Current government plans for the Greater Toronto Area assume a concentration of residential and employment densities at accessible nodes and along major transportation corridors. These plans envisage an urban structure accommodating 7.4 million people by 2031. They also assume that the level of transit usage in the region will increase from



Bob Lehman

a 10 percent share to a 33 percent share.

However, the values required to bring about the nodes and corridors distribution are not shared to a sufficient degree by the general population. The values at issue are the choice that comes with the use of the automobile, and access to generous living spaces. The nodes and corridors concept requires that about one-third of the population be willing to commute using public transit and that a significant proportion of the population live at densities higher than are currently the norm. Neither circumstance is supported by trends over the past decade in Toronto or in other North American jurisdictions, or by applied research on the topic.

The public response to increasing automobile congestion in the Greater Toronto Area over the next decade will most likely be a slowing of growth rates, and the stabilization of population and employment levels well below the current forecasts. The growth

anticipated for the GTA will disperse to communities within a 100-to-200-kilometre radius, all of which currently have underused infrastructure and a substantial land base available for development, and are located close to major freeways.

In many ways, this is an optimistic view of the future, in that the new urban form would continue to sustain central Ontario as the economic heart of the country, but with a much more efficient use of public infrastructure, and a distribution of population and employment in a manner that sustains our major competitive advantage—our quality of life.

Bob Lehman, MCIP, RPP, is principal of Meridian Planning Consultants Ltd and a new joint venture known as Metropolitan Knowledge International (MKI). David Kriger, MCIP, RPP, is the Ontario Planning Journal's long time contributing editor on transportation. He was recently named a Vice President of I-Trans Consulting Inc., an Ontario-based transportation consultancy. He can be reached at dkriger@itransconsulting.com.

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The City Region is the Scale of the Future

By T.J. Cieciora

My first "official" task as the new Contributing Editor for In Print is to thank Robert Shipley, my predecessor, for his assistance in getting up to speed. I always found the In Print section valuable in keeping me up to date on recent publications related to planning. As planners, keeping the skills we learned through school or experience up to date is important in trying to provide the best service we can to those that depend on us.

My second official task is to ask that anyone who is interested in writing a review for the Journal be kind enough to send me an e-mail so that I can put you on my list and start hounding you for a review. I will try to keep a stockpile of relevant and recent planning related publications available so that you can review a book that interests you and will benefit the general membership. If you have a publication that you are currently reading or want to read, let me know and hopefully we can accommodate your review in the Journal. There are no hard rules about a review, they are generally about 500 words long and I find that our current and past reviewers need little or no help from me when it comes to editing the final copy for publication. Remember, if you are willing to

write a review you will be provided with a complimentary copy of the publication you are reviewing and you will be providing an important service to your colleagues.

I hope to keep the themes relevant to planning, current, and interesting. Please don't hesitate to send me an e-mail with any questions you may have.

T.J. is currently a planner with the consulting firm of Design Plan Services Inc. and can be contacted at tjc@designplan.ca.

City Regions Dominate Our Macro Thinking

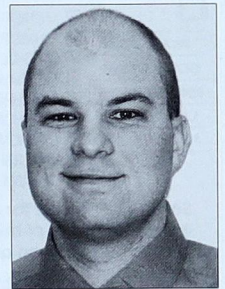
Postmetropolis: Critical Studies of Cities and Region

Author: Edward W. Soja
Publisher: Published by Blackwell Publishing Co. Ltd., ISBN 1577180011

Date: May 2000
Pages: 320 pages in paper
Price: \$30.95 (U.S.)

Review by David Aston

People are becoming more aware of the space around them. They familiarize themselves with specific locations, key landmarks, and recognizable areas. The reality and perception of space is ever increasing in our society as urbanization continues to present new opportunities and challenges for the contemporary city.



T.J. Cieciora

Edward W. Soja, a professor of urban planning at the University of California, uses a postmodern approach to urban studies in *Postmetropolis: Critical*

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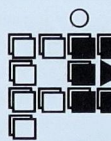
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Studies of Cities and Regions. Through a number of critical studies of cities and regions the book seeks to identify what is new and different in the contemporary city and how the "spatiality of human life is perceived, conceived and lived." In the preface, Soja suggests that the focus of the critical studies was on "achievable goals such as spatial justice and regional democracy."

The book is in three sections—Remapping the Geohistory of Cityspace, Six Discourses on the Postmetropolis, and Lived Space: Rethinking 1992 in Los Angeles. Part I summarizes thousands of years of urban history, revealing not only how cities have developed and changed but how the spatial dimension of such areas was a vital component to social relations, built forms and human activity. The terms "geohistory," "cityspace" and "synekism" are introduced and explored as they form the foundation for the "critical spatial perspective."

Part II illustrates the idea that the post-metropolis is not only a model of social and economic development but also a "meta-physical reality," where the real and imagined are intertwined in ways that are only now being understood. To analyze and interpret the restructuring of the modern metropolis six approaches or "discourses" are applied to metropolitan Los Angeles. However, Soja invites the reader to use the specific case to study the urbanization process in their location or in other cityspaces around the world.

In the last section, Soja combines the theories and perspectives of the previous chapters and concludes that these have all contributed to our understanding of lived spaces, both real and imagined. Part III amalgamates various quotes and literature surrounding the Los Angeles riots in 1992 in order to highlight the observation of a spatial perspective associated with the events and the aftermath.

Building on what has happened since 1992, he has an open-ended conclusion that focuses on two "new beginnings" that build on existing knowledge and interpretations, while at the same time present additional challenges to theories and practices of the contemporary movement.

Soja notes that like many scholars the project has been "to encourage better ways of thinking and acting to resolve the major problems facing contemporary societies." The difference is that he has clearly put space first and strategically centred his studies on spatial aspects that are present in social and historical contexts, but often obscured.

Overall, the book provides an extraordinarily informative and comprehensive view on urbanization and urban restructuring in the 20th century city. The detailed spotlight on metropolitan Los Angeles offers tremendous findings on urban and regional concepts that are practical and applicable to almost any urbanized area.

David Aston, M.Sc., MCIP, RPP, is a Principal Planner in the Planning, Housing and Community Services Department at the Region of Waterloo.

The Regional City: Planning for the End of Sprawl

Author: Peter Calthorpe and William Fulton

Publisher: Island Press

Date: 2001

Pages: 277

Review by Jeremy Vinkhols

Dealing with sprawl and pressures of growth are age-old planning questions. After years of sprawling development, it has

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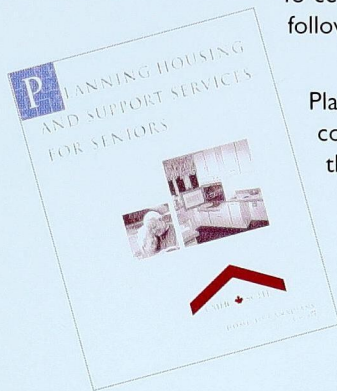
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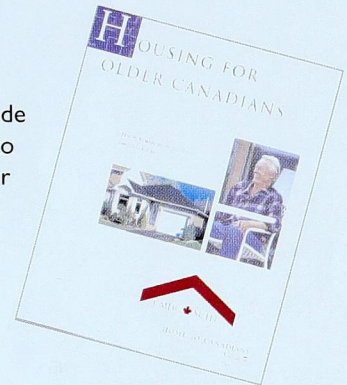
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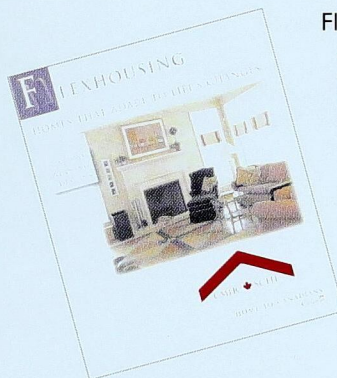


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become apparent that sprawl is not the best option and a more dense, compact form is preferable. Over the 1990s, this led many communities to try more compact and pleasant developments, using the neo-traditional style, with varied amounts of success. This book follows the trend towards trying to create better, more compact communities addressing their place at the regional scale.

The notion of communities with similar interests joining forces to reduce costs and provide better service by organizing at the regional scale is not new, but moving from theory to application is not an easy task. This book not only discusses the theory and application, but also provides examples of how to improve existing subdivisions and develop new urban areas.

The regional city concept proposes a solution to eliminate the inequalities between neighbourhoods and communities characterized by sprawl. The concept of the regional city is that it is made up of communities and neighbourhoods—places to live, work and play. A central premise is that the main street idea is key to any traditional community. These communities are part of the larger regional city because they are

interconnected socially, economically and ecologically. The idea is that we have to understand the need for walkable, human scale development at the level of the neighbourhood but for practical reasons need to see how such neighbourhoods work together at the larger scale of the city region.

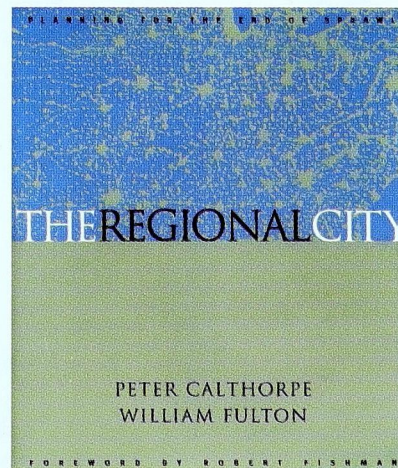
The larger regional city includes protected areas for uses such as farmland and environmentally sensitive lands. Individual communities have identifiable centres (such as a main street), while malls and large shopping areas service the needs of many neighbourhoods. These areas are all linked through the corridors.

A key concept of the regional city is that it can address issues on a larger scale, leading to better services. This is also the appropriate level to address inequalities. Housing issues, urban versus suburban schools differences, distribution of tax dollars through tax sharing can provide funds to various areas more efficiently. (This is not a new idea for planners in Ontario.) Planned on a larger scale, development can be better controlled, and services can be more effectively distributed. This of course is assuming that there is good political leadership.

The authors also show how policies established in the United States have influenced the growth of sprawl. These policies have slowly changed towards allocating funds for better use of resources and away from supporting sprawl development.

Part of the regional city would require the general public to "buy in" to the regional concept and a more traditional community design. It becomes key to have an educated public so that people can make informed choices about the direction of community growth. The authors acknowledge that trying to teach people to make informed decisions and accept the impacts of those choices is a difficult task, but one that challenges us all.

The book has many excellent colour illustrations to show how to implement the larger plan, right down to adapting existing sites to show how the theories can be applied to realities.



As the authors note, small communities and sprawling subdivisions have created independent areas with a lack of connections to one another. With a regional approach, better transportation routes can be created, and ultimately better communities. Furthermore, on a regional-scale communities are better able to compete on a global level.

This is a well-thought-out and interesting book. It allows you to ponder the bigger issues beyond your day-to-day work. Thinking at the scale of the regional city is the next step to stamping out sprawl.

Jeremy Vinkholds holds a BES from the University of Waterloo and is currently a Planner for the Township of Woolwich. Jeremy can be contacted at j1vink1@hotmail.com



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