

A Muskoka Conference Presentation

Establishing a public interest business case for aggressively promoting planned urban structure.

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Canadian Institute of Planners

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



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Deputy Editor

Philippa Campsie

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Economic Development, Nicola Mitchinson;
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District Coordinators

Carlos Salazar, Northern 705-673-2171;
Erick Boyd, Southwest 519-873-4026;
Don Maciver, Eastern 613-692-3571;
Rick Brady, Central 905-371-9764;
Cyndi Rottenburg-Walker, Central
416-340-9004

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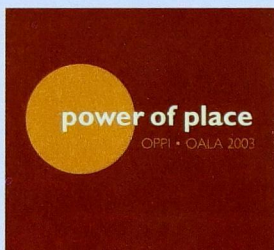
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In 2003, the Ontario Professional Planners
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NOVEMBER 25

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Making It Happen! The York Region Centres + Corridors Study

By Ron Palmer and Scott Chandler

As most will already know, York Region is one of the fastest growing municipalities in North America. This tremendous growth has evolved in a primarily suburban development pattern, and the pernicious effects of this pattern—traffic congestion, pollution and the continuous loss of environmental and agricultural resources—are now the focus of discussions about the future at all levels of government through the smart growth initiative.

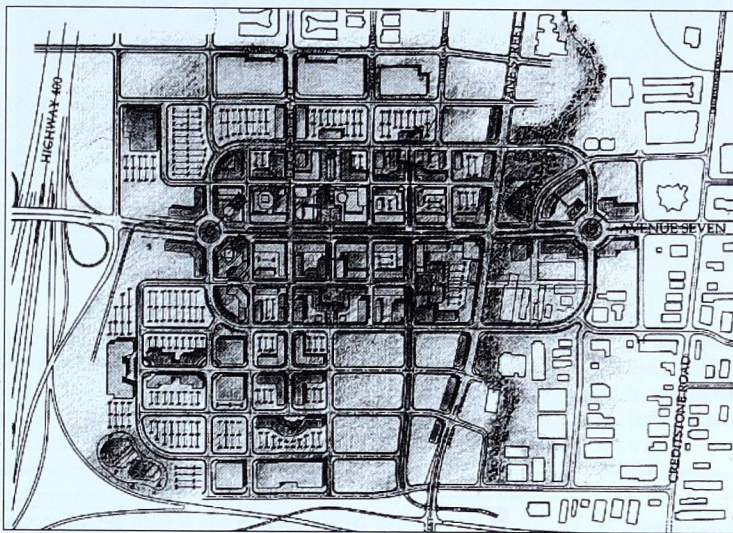
The effects of the suburban development pattern are not a surprise. For at least the past 10 years, planning documents across the GTA have been promoting a more sustainable, and more urban structure, based on intensified development, focused on a hierarchy of urban centres, connected by transit supportive corridors.

Notwithstanding a widespread understanding that a new urban structure is required, the challenges for actual implementation remain. There are some success stories, but, in general, the planned change in the urban structure has not materialized as quickly as anticipated. Issues of location, accessibility, timing, economics, aesthetics and market acceptance of higher density development are difficult to overcome, especially when substantial, lower intensity greenfield opportunities continue to compete for developer and consumer attention.

Furthermore, many studies indicate that the playing field between low-intensity greenfield development and intensified, mixed-use development in centres and along corridors is not level—to the substantial benefit of greenfield development. In fact, some might go as far as to suggest that:

- higher density development subsidizes low-density development;

- the “public interest” benefits of transit-supportive, higher density development are simply ignored by current fiscal policy;
- suburban development does not pay its fair share of the social and environmental costs of sprawl.



Vaughan Corporate Centre

The purpose of Making It Happen! was to establish a “public interest business case” for a more aggressive promotion of the planned urban structure. It explores the problems associated with maintaining the suburban development pattern, and includes a discussion of the benefits of implementing the planned structure of centres and corridors. A number of case studies from around the GTA and across North America were reviewed to identify the key triggers (the tools) for change, and measures of success.

The primary conclusions of Making It Happen! all suggest that the public sector (all levels of government) must lead the change. The public sector must create the reasons for businesses and residents to locate in a more urban environment, within a primarily suburban context. The case studies indicate that this fundamental

requirement is strongly influenced by a combination of political will to achieve stated planning objectives, public-sector investment in infrastructure, transit and buildings and a commitment to assist the private sector by:

- reducing the costs of development

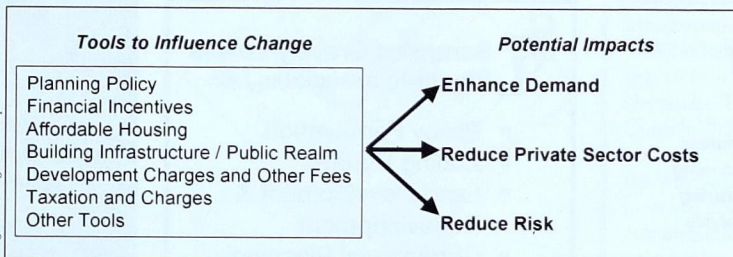
(reduced development charges, reduced parking, parkland and engineering standards, and financial relief);

- reducing the risks inherent in the planning approval process (clear expectations, flexible planning policy, as-of-right zoning permissions).

Many of the tools identified in Making It Happen! require a significant amount of public investment to facilitate the desired

Image: Planning Partnership

Image: Planning Partnership



Tools to influence change

change in the urban structure. The bottom line is that the change is necessary and is "in the public interest." Higher densities must be achieved in centres and corridors to sustain the envisioned transit system—NO DENSITY = NO TRANSIT.

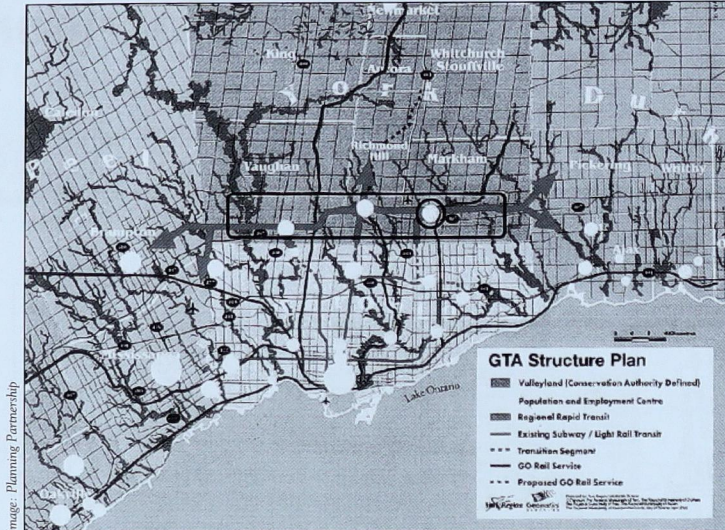
Making It Happen! concludes with a list of important messages/actions that must be considered if the transformation from the sub-urban development pattern to the planned urban structure is to be achieved:

- Establish the vision—provincial legislation, regional policies and local plans must be established to support centres and corridors.
- Create the environment for change—the public sector must be the promoter and facilitator of change. It must be the pioneer, ready to be the first to invest in urban centres and corridors. Investment in higher-order transit and public infrastructure are essential.
- Help the private sector respond to the market—promote flexibility and stream-

line the approval process. Establish a development incentives package.

- Utilize the array of tools that are available—there is no "silver bullet" that will ensure success. A combination of actions

of government have a role to play, and the private sector remains the important implementer. A new partnership must be established. The evolution will not happen overnight. A long-term commitment to change is required.



Planned GTA structure

and tools will be required to achieve measurable success.

- Understand that success takes commitment, cooperation and time—all levels

Making It Happen! The York Region Centres + Corridors Study was prepared by a team of consultants led by The Planning Partnership and Royal LePage Advisors with support from csb inc. and Poulos + Chung. The consultant team worked in close collaboration with York Region staff from the Planning, Finance and Housing departments. Ron Palmer, BES, MCIP, RPP is a Partner at The Planning Partnership. He, along with Scott Chandler, MA, Vice President at Royal LePage Advisors, were the principal authors of Making It Happen! Ron can be reached at rpalmer@planpart.ca. This study will be presented at the Power of Place conference in September. Reserve your place now.

T.M. ROBINSON Associates
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GIS can help quality of analysis

Using GIS and Spatial Statistics to Compare 2001 Employment Distribution in Mississauga

By Eric Lucic

The City of Mississauga prides itself on being a net importer of labour because it has more jobs than residents. The City's goals include attracting even more jobs. However, employment is not necessarily locating in the 16 areas identified as nodes in Mississauga's 2003 official plan. Should the nodes identified in the official plan be altered to better correspond to the employment patterns identified in 2001?

The plan lifts density restrictions in the nodes to encourage greater development of the lands. The new Mississauga plan makes no distinction among the 15 nodes and City Centre in regards to employment type, whereas the 1997 plan distinguished between employment nodes and retail centre nodes.

Employment Survey and Mapping Level Data

To represent the distribution of employment across Mississauga and to compare the results of the distribution and the location of nodes, employment data was extracted from the 2001 employment survey, which is conducted annually by Mississauga's Planning and Building department. Of particular interest were the numbers of full- and part-time employees (part-time employees were deemed equivalent to 0.5 full-time employees) in each business or organization.

The employment database includes geographic locators, or site coordinates. As mapping coordinates are maintained at the property level rather than the employment level, employees in each business or organization had to be grouped by property.

A table of 6,202 properties at which there was at least one part-time employee was created. Geographic locations were also gathered for locations without employment. These locations include homes, parks, utility properties and streets.

Employment data for 2001 was available for only 16,299 businesses, or 81 percent of the 20,101 operating businesses in the city. Together, these businesses account for 337,824 full-time jobs. In addition to incomplete employee data, mapping coordinate data could not be obtained for all properties containing businesses. In these cases, new mapping coordinates had to be created.



Fig. 1: Locations of employment in Mississauga by number of employees

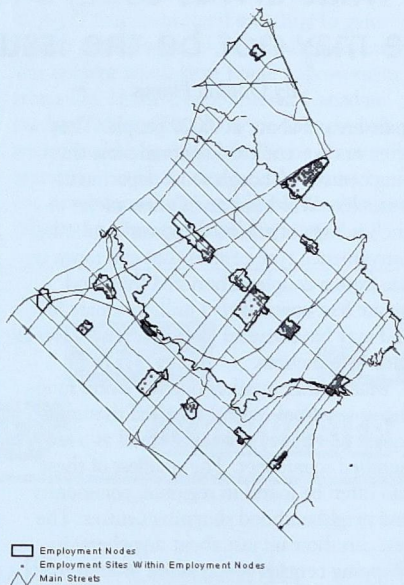


Fig. 2: Employment sites within employment nodes

Mississauga Employment Node Analysis

Mississauga's employment distribution was compared to the nodes identified in the official plan to determine if the highest employee concentrations were found within the nodes.

Figure 1 shows the location of employment in Mississauga. Many properties with high levels of employment are located around the airport and along the Highway 401 corridor. Figure 1 also shows areas that are primarily residential. Figure 2 identifies employment locations within nodes.

Interpolation (a statistical means of filling in missing values based on known neighbouring values) was performed in ARCGIS 3.2 on the employment and non-employment location data. The political boundary lines of the city were used as a barrier for the interpolation.

Figure 3 shows the interpolated employment for Mississauga. The figure can be used to identify peaks (high employment) and valleys (low or no employment). Many peaks fall within the node boundaries, suggesting that the strategic planners in charge of the official plan placed the nodes accurately. Figure 4 is a contour map of employment in Mississauga that isolates the areas of highest employment, allowing for a direct comparison to the location of employment nodes.

Accurately defined nodes include City Centre, Gateway, Meadowvale Business Park and to a lesser degree Airport Corporate. For Airport Corporate, employment numbers are large for the entire area, but do not have as strong a peak as do City Centre, Gateway and Meadowvale Business Park.

All other nodes, with the possible exception of Erin Mills Town Centre, show few if any peaks. These nodes include the Winston Churchill/Hwy 401 node, community mall nodes, and historic district nodes. Although the Mississauga plan implies that all nodes have the potential to become future high employment locations, it is unlikely that the community or historic district nodes will ever reach this potential.

A new node could be added just southwest of the Sheridan node. The high employment concentrations in this high-tech-dominated area suggest that this area should be designated as a node. The area is also located between

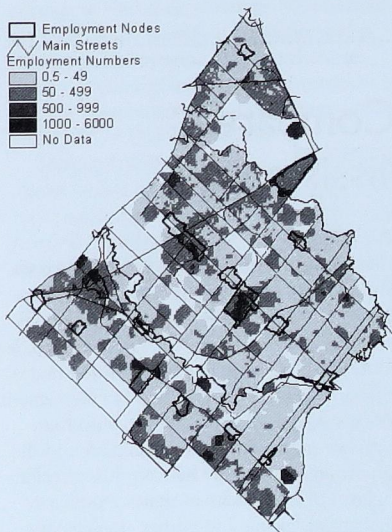


Fig. 3: Employment number interpolation on employment and non-employment data set (100 metre grid cell)

two major highway interchanges, is close to downtown Toronto and has a large land base.

A reality check

Employment does not necessarily happen where it is supposed to. Planners argue that

they plan for the future, not for the present, and attempt to predict and encourage development to occur in a certain manner, hence little value should be given to the current location of employment. However, this study suggests that planning for the future requires a close examination of the present.

When the Mississauga plan is reviewed in five years, thought should be given to reverting to the classification for employment nodes used in the 1997 Official Plan, with some modifications. Nodes with minimal employment should be reclassified as community nodes. Community nodes contain clusters of employment, but not significant citywide employment. The remaining nodes—Gateway, Airport Corporate, City Centre and Meadowvale Business Park—would remain as general nodes, with the potential addition of Sheridan Park, following an in-depth examination of employment for this area.

To a limited degree, the objectives of the Mississauga plan are being met. Alterations to the definition of node are suggested to better model employment patterns as they occur and unfold through future development. Perhaps then, Mississauga's official plan will no longer be referred to as "Mis-Plan."

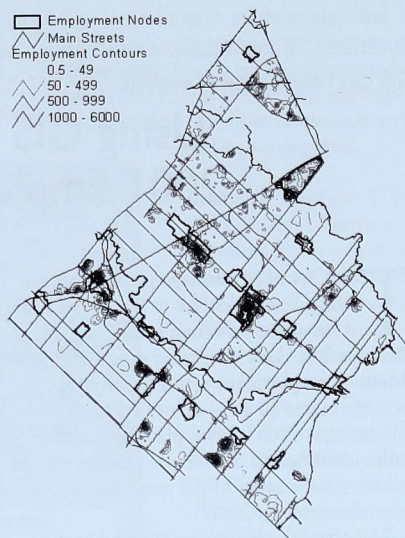


Fig. 4: Employment contour lines for Mississauga (100 metre contour line spacing)

Eric Lucic is a Researcher, Policy Planning, with the City of Mississauga. This article is based on a summary of a paper for the Master of Spatial Analysis program offered through the University of Toronto. Eric can be reached at elucic@centrinity.com.

Why retail planning is not a "paint by numbers" game

Understanding what drives today's retail projects: Size may not be the issue

By Gordon Harris

In local politics, few subjects raise the ire of councillors and ratepayer groups as quickly as proposals to develop new retail projects. Because such disputes often end up at the OMB, hearings to decide the future of retail development can rival blood sports as a source of fierce debate. If we understood more about the complexities of modern retail, many of these disputes could be avoided. This article sets out some of the basics to put issues of size, format and genre in context.

There are a few very large stores in Canada such as the former Eaton's (now Sears) department stores in downtown Toronto and downtown Vancouver. These retailing giants tip the scales at one million and 600 thousand square feet respectively and were built as the flagships of a once mighty retail empire.

The suburban versions of these department stores are typically around 125,000 to 250,000 square feet and they are meant to serve a

trade area of about 200,000 people. They often anchor enclosed regional scale shopping centres, although some department stores like Wal-Mart and Zellers prefer to anchor large unenclosed "power" and other convenience type centres that can range in size from a couple of hundred thousand square feet upwards to a million square feet and may have several large specialty stores as their sub-anchors.

Many other retailers operate stores ranging in size from several hundred thousand square feet down to ones as small as a few hundred square feet. The smallest of these can often be found in regional, community and neighbourhood shopping centres. The rest can show up just about anywhere: in shopping centres, along major arterial roadways, or in more urban settings on established and emerging commercial streets and urban "villages."

What defines a retail market?

Knowing the extent of the market that a particular type of store can serve should help planners and other land use decision makers anticipate potential market impacts of new market entrants and determine where there may be a need to identify new locations for commercial activity.

So, if the flagship department stores are meant to serve an entire metropolitan area and if their suburban counterparts are designed to have a trading area of upwards of a quarter million people or more, how big is the market or trade area for the many different types of specialty retail stores that make up much of our retail landscape?

These are the stores that carry a fairly narrow line of goods, usually within a single retail sales category. Examples of these specialty retailers include IKEA (home furnishings and accessories), Future Shop (home

appliances and personal electronics), Staples (stationery and other office supplies and equipment), Coast Mountain Sports (sports-wear and other casual apparel), Winners (apparel), and Toys R Us (toys and children's wear).

Still more retailers offer a somewhat broader mix of goods such as Canadian Tire (auto parts and service, and general merchandise) and London Drugs (prescription drugs, health and beauty aids, and general merchandise). Costco Wholesale, a membership or "club" store, offers a limited number of food and general merchandise product lines, catering both to end users and to resellers.

Each of these, and the hundreds of other retailers serving the Canadian population, has unique location needs. Each operates at a different scale and seeks to serve different markets. One way to look at retailers and the way they serve their intended markets is to see them along the continuum shown below. This diagram begins to tell planners something about the land use and transportation issues that may be associated with different scale stores. For example, the 300,000+ square foot IKEA store is designed to have a super-regional draw, attracting customers from within an area of as many as one to one and a half million people (this is the size of IKEA's newest Canadian store, in Coquitlam, a suburb about 20 km east of downtown Vancouver. It shares the entire Vancouver regional market of two million people with only one other IKEA store).

This same two million strong market is served by six Costco outlets, eight Home Depots, 11 Future Shops, and 26 London Drugs stores. Clearly, the smaller "big box" retailers serve smaller markets than the very large stores, though same-size stores in different categories may serve quite different markets and therefore will seek out different kinds of locations to meet consumer demand. Therefore, each store by itself is likely to have only a relatively minor impact



Supermarkets strike a balance between convenience and accessibility

on road capacity, traffic patterns and existing retail businesses.

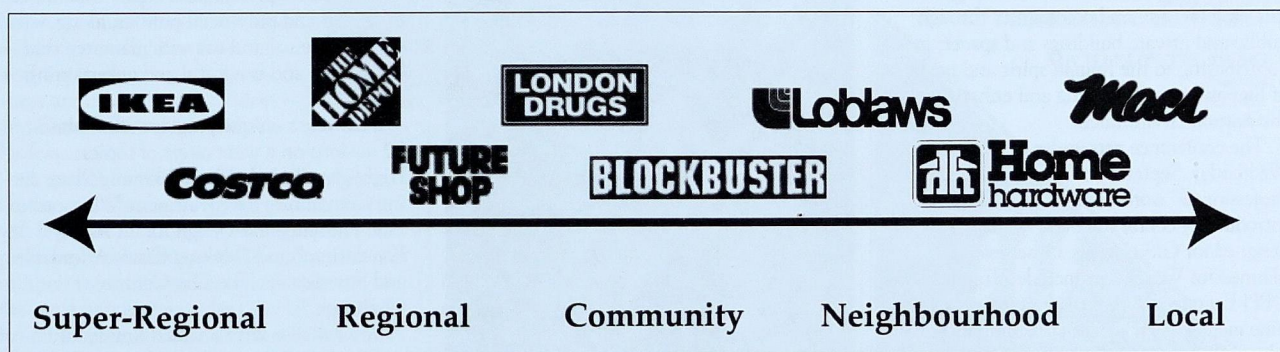
Innovative retail offerings can change consumer spending habits

The introduction of some larger-format stores may have the effect of shifting retail dollars from existing stores in the same category, especially in categories where the existing businesses have little competition or where they perhaps take their customer base for granted. In other cases, the introduction of new larger-format stores can actually induce demand, shifting consumers' discretionary spending from other activities (not unlike the effect that casinos can have of shifting customer dollars from retail spending to gambling). An example of this induced demand was evident when large home improvement stores like Home Depot entered Canadian markets. Many Canadians are thought to have traded holiday spending for home renovations spending. Similarly, the recent expansion of the home furnishings and home accessories offering in Canada (think Restoration

Hardware, Pottery Barn, Linens N Things, and others) will no doubt trigger a similar spending shift as Canadians focus even more time and money on their home living environments.

Studies of spending patterns after the arrival of the first 100,000 square foot home improvement stores indicated that there was a "rising tide" effect where smaller, competing, home improvement businesses also enjoyed increased sales activity as a result of the greater interest in home improvement and renovations precipitated by the large stores.

The roughly 100 to 135 million square feet of new retail space that will be needed in Canada over the next 15 years to meet growing consumer demand will, as an earlier article in this series pointed out, take many different forms. Some of the new space will appear as larger format stores, either singularly, or as part of existing or new shopping centres. Other new retail space will be created in existing commercial areas in the suburbs, in cities, and in



Each type of retailer has unique location needs, and different impacts

smaller communities across Canada.

The blurring of suburban and urban will continue as more stores, ranging in size anywhere from tens to hundreds of thousands of square feet, continue to establish urban locations and a more urban look and feel, trading in their giant suburban surface parking lot for structured parking and lower parking space ratios.

Like the retailers that can induce demand within their category, supermarkets often help stimulate retail activity in the vicinity when they set up shop. Because supermarkets are in the convenience business, and because we shop more often at these stores than we do at a destination-oriented business such as a furniture store, the impact on the surrounding area will be quite different, even if the supermarket and the furniture store are the same size. Firstly, the supermarket will have a higher volume of customers and secondly, these customers will mostly come from the local area. Many of the supermarket customers will drive, though some will travel by foot or transit.

Store size is only one variable

For planners, it is not enough to just look at the size of a particular store or stores being proposed for a community. We need to look

at the role the store will play, the volume and kind of traffic that will be generated, and the overall extent of the market that the store is likely to serve.

Whether in a suburban or urban setting, not all large format retail stores will target the same customers and have the same market coverage. Size alone is not the determinant of potential impacts. And in spite of views held by many people, including some planners, not all larger format retail is bad—it is often just misunderstood. And it is not just a suburban phenomenon. For example, when home furnishings and accessories retailers Restoration Hardware and Pottery Barn came to Vancouver, they skipped the suburbs in favour of high profile urban locations in the up-scale South Granville neighbourhood.

Planners, politicians, and residents need to take a closer look at the way we shop and not just look at big as bad. Sometimes, for instance, the local impact of large format retail stores is less than the impact of a cluster of small, local-serving convenience uses. Convenience uses such as supermarkets, restaurants and fast food, a neighbourhood pub, and a video store can generate considerably more neighbourhood conflict through traffic, noise, and litter than a

so-called “big box” project.

Planners can play a key role in educating politicians, the public and fellow professionals to help them understand that communities with an appropriate mix of commercial activity are more complete. Retail planning is not simply a “paint by numbers” exercise. We need to understand not only the size of a population needed to serve a particular type of story but also that the geographic size of the trade area varies enormously, and, as a result, similarly sized stores serving different markets will have a correspondingly different impact. If we can do this successfully, our professional advice can have a positive effect on the quality of political decision-making.

Gordon Harris, MCIP, RPP, is the principal of Gordon Harris Consulting Ltd., a consultancy based in Vancouver.

Gordon is a regular contributor to the Ontario Planning Journal. His previous articles can be found at www.harrisconsults.com.

Gordon provides advices to public and private sector clients throughout Canada and internationally. The illustration was prepared by Steve Petersson, Davidson Yuen Simpson Architects in Vancouver.

Put this on your calendar

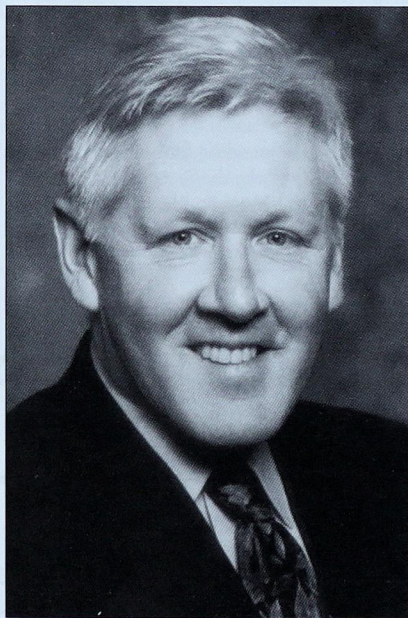
Power of Place— OPPI/OALA 2003 Joint Conference

By Daniela Kiguel

You're invited to attend the joint OPPI/OALA Power of Place 2003 Conference in Muskoka, Ontario, Wednesday, September 17, to Saturday, September 20, at the Deerhurst Resort.

The theme of the conference, “Power of Place,” was chosen to bring planners and landscape architects together to explore the importance of place in the planning and design of communities; in establishing and fostering identity and community through public and private buildings and spaces; in contributing to the human spirit and quality of life; and in maintaining and enhancing the natural environment.

The conference gets under way on Wednesday, September 17, with a “GIS for Professionals” workshop. This hands-on introductory course has been specially designed for GIS novices. Other events planned for Wednesday include “Training for OPPI Examiners,” to provide training to full-time members who conduct Examination A (the oral interview), or for those who would like to become an examiner.



The Honourable Bob Rae will give this year's keynote address

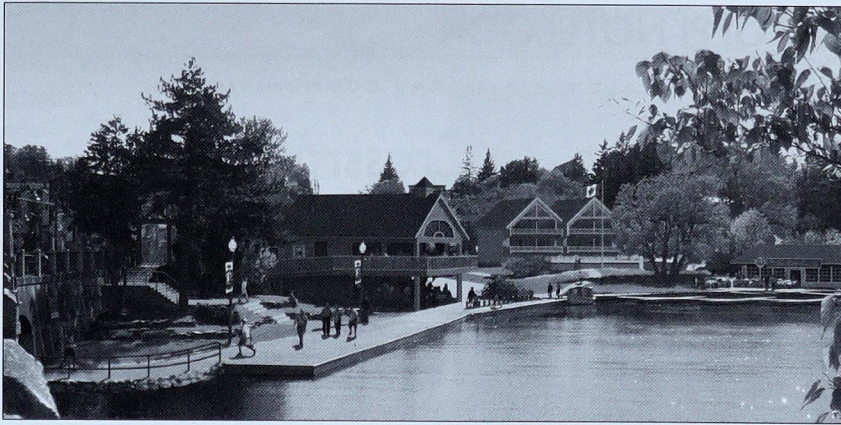
Meet up with friends and colleagues on Wednesday evening at the Muskoka Cottage Party and Barbeque.

Sessions and workshops

Conference organizers are excited to announce that the Honourable Bob Rae will give this year's keynote address on Thursday, the first full day of the conference. As Ontario's 21st premier, Bob Rae's experience in federal and provincial politics, along with his intelligence and wit will guarantee that he delivers an insightful and entertaining speech.

This year's unique program offers almost 50 sessions on a wide range of topics. Highlights include “Re-awakening Place during Community Re-investment,” “Lessons in Life: Planning and Design for an Aging Population,” and “Making Cities Affordable and Sustainable: The 21st Century Challenge.”

You will also have a varied line-up of mobile workshops to choose from, including a visit to Algonquin Provincial Park, a tour of



Muskoka waterfronts a magnet for planners

the Bigwin Island Golf Club, a boat ride on Fairy Lake near Huntsville, or a trip to the Leslie Frost Provincial Natural Resources Centre, where Al MacPherson, an ecotourism consultant, will speak on community economic development using ecotourism, followed by your choice of a geomorphology hike or a logging heritage tour.

Back by popular demand is the full-day urban design charrette (organized by the Urban Design Working Group), held on Friday. This is a great opportunity to tour the Huntsville waterfront and participate in one of several multidisciplinary teams of planners and landscape architects to learn about physical design and show off your creative design ideas.

Students' day

Students are invited to attend the entire conference—however, a special Students' Day program is scheduled for Thursday. This day features an opportunity to hear Anne Whiston Spirn, author of *The Granite Garden: Urban Nature and Human Design*, and ask her questions about her philosophy and her work. Students will also have a chance to talk to professionals working in planning and landscape architecture at the "Meet and Greet for Students and Professionals."

A special Exhibitors' lunch is also planned for the day, where conference participants will have the chance to view displays by planning and landscape architecture students on their recent research projects and vote for the most impressive student display. Before heading home, students are invited to attend a barbecue.

Contact your student representative for

more information or visit www.ontarioplanners.on.ca for registration information.

Muskoka rocks

Thursday evening's "Summer Night in Muskoka" offers conference-goers an opportunity to experience Muskoka at its best. Enjoy dinner while taking in the magnificent sunset as you cruise Lake Muskoka aboard the *Wenonah II*, or dine at the Algonquin Park Centre and hear the wolves howl on an after-dinner outing with the Park's naturalist staff as your guide.

Don't miss the Fall Colours Reception and Silent Auction on Friday September 19. This year we want to celebrate the exceptional talents of our OPPI and OALA members. If you love to paint, sew, carve wood, or design jewellery, it's not too late to contribute an artistic project for the auction. Contact Ruth Coursey at rcoursey@eastwillimbury.ca for more details. Proceeds from the auction will go towards planning and landscape architecture student initiatives.

The auction will be followed by a magnificent gala banquet, where OPPI and OALA award winners will be acknowledged for their outstanding professional accomplishments. After dinner, everyone is invited to rock with

the OPPI house band Mük.

Sponsorship opportunities

You can raise the profile of your company or municipality by supporting the conference. For details on sponsorship opportunities, contact Diana Santo, sponsorship committee chair, at 416-941-8215 or by email at Diana.1.santo@pwcglobal.com.



Ann Spirn

Conference details and registration

For more details on the conference and for a fax-back copy of the registration brochure, call OPPI at 416-483-1873 or check the web at www.ontarioplanners.on.ca.

This promises to be OPPI's best conference yet.

See you in Muskoka!

Daniela Kiguel, a graduate of York and the University of Waterloo, is a planner with the Ministry of Municipal Affairs and Housing in Toronto.

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donmay@almostthere.ca

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jeff.celentano@cityofnorthbay.ca

Recognition, Diana Jardine
416 585-7251
diana.jardine@mah.gov.on.ca

Membership Services, Ron Keeble
416 979-5000 x6771
rkeebler@ryerson.ca

Membership Outreach, John Meligrana
613 533-6000 x77145
jmeligra@post.queensu.ca

Professional Practice & Development,
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DISTRICT REPRESENTATIVES

Central, Cheryl Shindruk,
705 734-2538 x225
cshindruk@jonesconsulting.com

Central, Martin Rendl, 416 291-6902
mrendl@inforamp.net

Eastern, Ann Tremblay, 613 738-4160
a.tremblay@delcan.com

Northern, Mark Simeoni
705 671-2489 ext.4292
mark.simeoni@city.greatersudbury.on.ca

Southwest, Paul Puopolo,
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ppuopolo@peil.net

Student Delegate, Greg Atkinson
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OPPI at the Crossroads

By Dennis Jacobs

I have just returned from Halifax, where over 500 CIP members gathered to learn, exchange ideas and catch up with acquaintances from across the country. Ontario was well represented, taking home three of seven national awards. Ron Shishido took over the helm of CIP and Don May is playing a leading role in the Continuous Learning Program. And it seemed to me that the OPPI contingent also seemed to have a lot of fun. Things are going well on the national front.

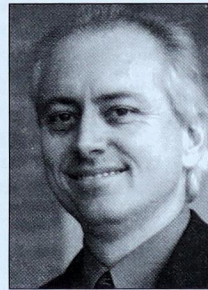
Here at home, the Institute is at a crossroads. Over the past few years we have been making steady progress in our evolution from a volunteer-based professional network to an organization poised to become a self-regulating body recognized as the leading voice on professional planning in Ontario. This evolution has been guided by the Millennium Strategic Plan. Your Council has recognized the importance of continuing this progress and the need to invest in our collective future.

In June, members received notice of the need for an increase in fees to support this initiative and the reasons for making this strategic investment. I have received a number of e-mails, as have other members of Council, on this important issue. You are asking good questions and giving the issue the kind of serious consideration it demands. I hope you took advantage of the series of District meetings and telephone conferences to pose other questions and get the information needed to make an informed vote. In August, you will be receiving your ballots in the mail and I encourage all of you to express your opinion by sending in your

ballots. For me, the decision is clear – a vote in support of the increase will ensure we move forward and provide the services you are requesting. As a profession founded on vision and leadership, how can we do otherwise?

What's on the horizon? Well, I hope you have registered for the conference in Deerhurst in September (profiled in this issue). This joint conference with the OALA will bring together like-minded professionals for the first time at a provincial conference. Clearly, this sets the stage for some spirited discussions and diverse perspectives to electrify the fall air. Hats off to the conference organizing committee for putting together a rich program of speakers and varied sessions—not to mention an intriguing social program. So mark September 17-20 and see you there.

Dennis Jacobs, MCIP, RPP, is President of OPPI. He can be reached at the City of Ottawa at dennis.jacobs@ottawa.ca.



Dennis Jacobs

Conference Committee:

*Ruth Coursey—OPPI Co-Chair;
David Leinster—OALA Co-Chair; Barbara Jeffrey—Program; Janet Amos—Mobiles; Diana Santo—Sponsorship; Daniela Kiguel—Promotions & Media; Marg French—Social; David Collinson—Logistics; Melanie Williams—Student Rep; Wendy Nott—Golf Tournament; Cheryl Shindruk—OPPI Council Rep; all the OPPI Staff; Sarah Holland—OALA Executive Director and Karen Savoie—OALA Membership Coordinator.*



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Central

Ryerson Reception Numbers Moving Upscale

The Fifth Annual Ryerson Planning Alumni Spring Reception was held at the Arcadian Court in late May. Nearly 300 people attended the event and the Committee received the fantastic support of 37 sponsors.

The School of Urban and Regional Planning provides students with practical and professional skills, allowing them to pursue diverse and rewarding careers in planning and related fields. The School's 1,200 graduates have made great contributions to the planning profession.

The money raised for the reception goes towards two scholarships. The recipients of this year's scholarships were Jennifer Chapman (Class of 2003) and Carmella Liggio (Class of 2003). The scholarships challenge third and fourth year students to examine their academic and practical experience while at Ryerson University.

The alumni committee would once again like to thank the generous corporate sponsorship and the strong support of fellow planners and friends. We would like to thank the many sponsors, which included McCarthy Tetraault, Aird & Berlis, Loblaws and First Pro Shopping Centres as Platinum Sponsors.

For more details, visit the Ryerson Planning Alumni Committee website at www.ryerson.ca/surp/alumni.htm or call Anthony Biglieri, RPA Chair at 416-693-9155.

Eastern

Eastern programming a feast of choice

By Don Maciver

Over the winter and spring, a number of program events have been held in the Eastern District aimed at providing the membership with professional development opportunities as well as a chance to network with colleagues.

In April, as part of the Urban Forum



Photo: Forum Consultants Inc.

Ottawa the hub of Eastern District programming

lecture series, the award-winning architect Raoul Boutros, of Boutros + Pratte Architects in Montreal, was invited to explain the "architecture of the common urban object." Using a series of engaging visual renderings, he stimulated discussion with views of evocative design exercises for commercial, retail and housing projects, including his Europa housing development.

Andrea Bourrie met with 11 Eastern District members in May, for an Exam "A" Examiners Workshop. Eastern District Membership Committee representative Charles Lanktree expressed the view that the workshop "will result in improvement to the Exam experience as new candidates progress to that stage in the membership process." Thanks to OPPI for making the course available.

Also in May, Chris Gleeson from the Municipal Affairs and Housing Office in Kingston visited Ottawa-area planners to go over recent changes to the Municipal Act that will affect us all. The legislation results from a lengthy consultation process throughout the province, especially with groups such as the Association of Municipalities of Ontario (AMO) and the Association of Municipal Managers, Clerks and Treasurers (AMCTO). The Act is intended to bring local government into the 21st century in a renewed partnership with the province. Five-year reviews of the legislation are specifically provided for. Marcel Ernst, Eastern District Director for Professional Practice and Development, thanked Chris for taking the time to prepare and present the information; it is

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hoped that this will be the first of a number of events bringing together the Municipal Services group in Kingston with District planners.

With the assistance of the OPPI office in Toronto on May 14, an extremely interesting panel discussion was held on the topic of reforming the Ontario Municipal Board. Moderated by OPPI President Dennis Jacobs, guest panelists included:

- Wendy Nott of Walker, Nott, Dragicvic Associates;
- Alan Cohen, a well-known Ottawa lawyer and "presenter" at numerous OMB hearings;
- Gary Ludington, a community representative and member of the Federation of Community Associations.

Wendy offered insight into OPPI's position on recent initiatives regarding reform of the OMB (for more information, see http://www.ontarioplanners.on.ca/pdf/omb_022502.pdf). The role of the GTA Task Force was also discussed. Gary Ludington shared OMB experiences that highlighted the need to level the playing field for unrepresented citizens and organizations. The need for respect was voiced by Alan Cohen, who linked the Greek myth of Prometheus, the constitutional division of powers, and land use planning to explore the problems behind the need for OMB reform. Interestingly, he also pointed out that the strong vision of the planning profession that first emerged in the 1960s, characterized by what he describes as "the language of planning," may have been lost, leading to official plans that cannot be grasped by the public and

that are easily misinterpreted.

In closing exchanges there was a shared belief in both the necessary role of the planning appeals process as well as in the need for reforms. Questions and comments from the floor left little doubt that the debate will continue to be of interest to both planners individually and to OPPI.

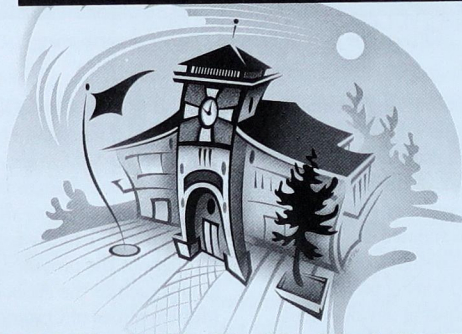
World Town Planning Day in November is the focus of some District activities. A small local organizing committee is attempting to raise the profile of the event locally in cooperation with OPPI and the CIP national office. The committee is looking forward to raising the awareness of planning in the community, with activities at local schools and a special program event.

The highlight of the Eastern District summer social season, the so-called "Summer Social" had to be cancelled this year due to a scheduling conflict (apparently some planners like to play golf too!). A new date later in the season is expected.

The Eastern District Executive is also expecting feedback over the summer season on the proposed OPPI membership fee increase. A growing suite of services is offered by our highly qualified and capable head office staff to assist planners with their professional duties. Council wants to ensure the stability of the existing services as well as give some consideration to additional ones. Member input is required. Mail ballots are to be sent out in August. See you at Deerhurst for the "Power of Place."

Don Maciver, MCIP, RPP, is Planning Director at the Rideau Valley Conservation Authority in Ottawa. He is editorial coordinator for Eastern District.

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Northern

Linking Smart Growth and the Tax Incentive Zones in Northern Ontario

By Carlos Salazar

At the Federation of Northern Ontario Municipalities (FONOM) conference in May, the Premier announced the creation of a Tax Incentive Zone covering all of Northern Ontario, from Muskoka to the Manitoba Border. To give the reader a notion of the area, Northern Ontario represents about 90 percent of the Ontario

land mass, but contains only 7 percent of the provincial population.

A business locating in the Tax Incentive Zones would not have to pay municipal property taxes, nor would it be required to pay provincial business education tax, capital tax, or employer health tax. These tax incentives will be in place for 10 years, beginning January 1, 2004.

The announcement reflected the recommendations of the Northern Ontario Mayor's Coalition, in cooperation with FONOM and NOMA (the Northwestern Ontario Municipal Association). The recommendations contained in the Coalition's report *A New Vision for Northern Ontario: Embracing the Future* also became one of the cornerstones of the final reports from both the Northeastern

and Northwestern Smart Growth Panels.

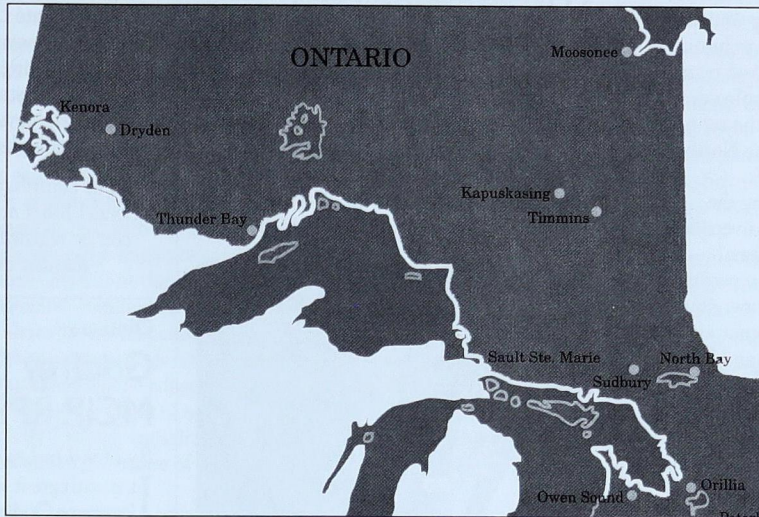
At about the same time, FedNor (Federal Economic Development Initiative for Northern Ontario) released its Action Plan for Northern Ontario. The federal action plan was the outcome of local workshops and a Northern Ontario Citizen

Engagement Forum held in Sault Ste. Marie.


Both levels of government scheduled news releases, forums, and announcements of final reports almost simultaneously to demonstrate regional leadership. However, the provincial government and the federal

government did not come together to develop a unified strategy for Northern Ontario, a fact that could undermine not only the Tax Incentive Zone, but also the Smart Growth strategy and federal plans for Northern Ontario.

These provincial and federal economic development initiatives share two themes. First, they emphasize the need to support our natural-resource-based companies and foster growth by focusing on valued-added services and products. Second, they emphasize the impor-



Smart Growth must deal with "no growth" too



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tance of creating a more diversified economy for Northern Ontario beyond natural resources.

However, in the background information to the Premier's speech announcing the Tax Incentive Zone, the initial focus seems to be only on businesses such as "manufacturing and processing plants, in the fields of silvicultural equipment, mining equipment, millworks, wood products such as furniture and pre-fab homes, and new waste management and environmental technologies." This definition seems to limit the economic diversification efforts of many Northern communities.

Many communities are asking the province to support economic diversification beyond the North's traditional reliance on natural resources. In particular, the definition should include emerging industries such as tourism, information and communications technologies, and health research and biotechnology, as proposed by the provincial Smart Growth panels.

Our municipal leaders see the Tax Incentive Zone as a tool for job creation. The provincial government wants to use the Smart Growth recommendations to develop a diversified economy in Northern Ontario. The Tax Incentive Zone would also be a great opportunity to implement the federal action plan. The time is right for a more collaborative approach to economic development among the three levels of government.

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

He can be reached at carlos.salazar@city.greatersudbury.on.ca. Carlos is editorial coordinator for Northern District.

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Southwest

Launch of Waterloo Planning School Endowment Fund

Waterloo alumni and friends gathered in May at Toronto's Courthouse Market Grille for the launch of the fundraising campaign for the Waterloo Planning School Endowment Fund. Campaign chair Michael Brooks announced the campaign's goal is \$2 million in contributions from dedicated alumni and business. The fund will assist the Waterloo Planning School to maintain excellence in



Strong support for fund

planning education in the face of shrinking funding and other challenges. Funds will be directed toward hiring and retaining top professors, attracting top students through bursaries and scholarships, supporting field research and exchange programs, providing new equipment and refurbishing space to better meet the needs of students and the program. The campaign reflects the determination of Waterloo alumni to keep the School and planning education in Ontario strong for the future.

People

Monteith Comes Up Big

An international search for qualified consultants resulted in Gwinnett County, Georgia, selecting London-based Monteith Planning Consultants to prepare a Comprehensive Parks and Recreation Master Plan. Gwinnett County, which is on the northeastern edge of Atlanta, has a population of over 600,000 and is one of the fastest-growing counties in the United States. The firm's principal planners, **Jean Monteith** and **Todd Brown**, are managing the project and can be reached at 519-686-1300.

Monteith Planning Consultants has devel-

oped a niche in parks and recreation planning. The firm's work was recognized in 2000 by OPPI as a Provincial Award Winner for "Professional Merit and Excellence in Planning" for the Future Directions Plan for Recreation and Parks for the City of Mississauga. The firm's work has also been recognized in the United States by the Upper New York State Chapter of the American Planning Association with the awarding of the "Outstanding Planning Project" for the Recreation Master Plan prepared for the Town of Amherst, New York. An update to this study was completed in June 2003.

The contributing editors for People are Lorelei Jones and Thomas Hardacre. They can be reached at ljones@rogers.com and thardacre@peil.net respectively.

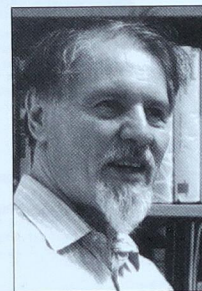
Obituary

Godfrey Spragge, MCIP, RPP

By Hok-Lin Leung

It is with great sadness that we report that Professor Godfrey Spragge passed away on May 4, 2003, in Kingston, Ontario.

Alumni will remember his gentle manner and deep commitment to student welfare. Godfrey graduated from the University of Toronto and did graduate work at Cornell. He joined the faculty of the School of Urban and Regional Planning at Queen's in 1970, during



Godfrey Spragge

its infancy, and contributed to its growth. His interest in urban history and heritage conservation certainly had an influence on his students.

Godfrey was very active in the community, and served as president of the Frontenac Historic Foundation and as a member of the Mayor's Housing Committee.

Godfrey retired from the School in June 1994. Since then he has been very active in peace and social justice missions to Central America, a passion that he developed while he was still with the School. Among his many activities, he trained with Project Accompaniment to serve as an election observer and witness for peace in Guatemala. He is survived by two sons, John and Michael.

Hok-Lin Leung, MCIP, RPP, was a friend and colleague of Professor Spragge.

Editorial

Fresh Perspectives on Crisis: Hidden Threats from West Nile

By Glenn Miller

Five years after the ice storm that devastated much of Eastern Ontario and Quebec, the rural landscape is mostly rehabilitated, although traces of destruction can still be found. For many businesses, however, the process of recovery has been slower, and even though the Ontario government toiled long and hard to provide economic aid, the scars will not easily heal.

Although the ice storm left us with a better understanding of how to prepare for emergencies and how to deal with the aftermath, there is still much to learn, particularly when the origins of a major emergency don't conform to the procedures outlined in the manuals. SARS has taught us the hard way that effective communications must address perceptions as well as facts, and that the central premise of our approach to emergency preparedness—that local agencies have the primary responsibility for action—must sometimes be adjusted to accommodate strong centralized leadership. When the plight of a community in crisis is the lead story on CNN and BBC World, engaging in a round of “who's on first?” is not the recommended course of action.

Now West Nile is upon us.

Several years ago, New York City public health officials were able to detect the threat from West Nile at a very early stage and take appropriate remedial action as a result of measures put in place to

detect biological terrorism. This was followed up with a full court press on communications that pre-empted potential impacts on tourism and economic development. Even though the Emergency Readiness Act (Bill 148), which requires Ontario's municipalities to maintain emergency management plans and provide training to personnel, is now law, the thinking behind the legislation is linear in nature. It is unlikely that Ontario could muster a similar response to New York's.

A potentially damaging impact of West Nile is a public backlash against the naturalization of public works, trails, drainage systems and wetlands—basically anywhere where mosquitoes might flourish. Naturalization is an important movement to which landscape architects and planners have contributed over the past 20 years, which has enhanced the public realm immeasurably. The joint conference with the OALA gives us an opportunity to discuss ways to review and plan for the responsible development of natural systems in light of West Nile.

Glenn Miller, MCIP, RPP, is editor of the *Ontario Planning Journal* and Vice President of Education and Research with the *Canadian Urban Institute*. He can be reached at editor@ontarioplanning.com.

Letters

May/June Issue of Journal a Fine Vintage

The May/June issue of the *Ontario Planning Journal* was one of the most interesting in recent times. Thank you for providing such a breadth of material.

Bill Munson, MCIP, RPP,
is a policy advisor
with ITAC in Toronto.

May/June issue



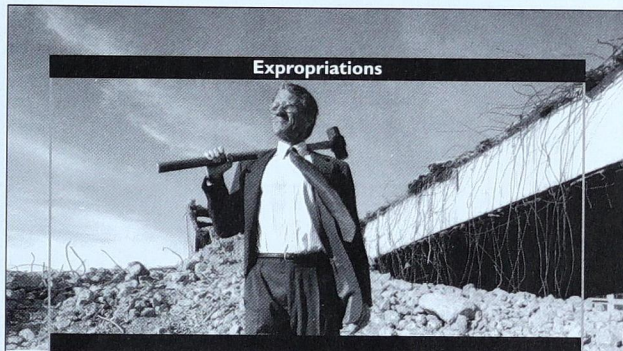
Vladimir Mateus' Opinion Piece Strikes Chord

Thank you for your article on challenges to planning in future and constructive solutions. Your reflection on the fate of many plans at the beginning of the article is all too familiar. You have articulated solutions to the frequent dismissal and corruption of the planning process which I have considered for years.

Andrew Griffin, Peterborough
(part of a longer response)

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The Smart Growth and Environment Trump Cards

By David McCleary

If you pick up any newspaper in the GTA, you will see stories about development disputes related to the loss of farmland, impacts on environmentally sensitive areas, concerns about urban sprawl and road congestion. These issues are centre stage with regional and local municipal councils, and currently dominate the municipal landscape.

The purpose of this article is to provide some insights into these issues from two key perspectives, those of the public as well as the decision maker.

Over the last year, as part of Halton's Official Plan Review and the preparation of a major transit strategy, we worked hard to get input on planning issues from the nearly 95 percent of residents who don't normally attend the traditional public meetings and forums.

Through public attitude surveys and focus groups ranging from 12-15 people to a

large 100-person "Town Hall" session, we now have a better understanding of how our residents see their community.

Without a doubt, growth management is the number one issue in Halton and throughout the 905 area.

But what does this mean?

First, you have to look at how each community defines quality of life. In Halton, it is the combination of the small town and country feel plus proximity to the amenities of the big city. At the core of this is an environmental aesthetic.

In Halton, this translates into tangible, usable, visible green space. This means parks, farms, forests, ravines, wetlands. Air quality and the safety of drinking water are not a huge concern.

For many, "growth management" is code for "stop population growth/housing development" and associated growth issues such

as the environment and transportation (roads more than public transit). What does this really mean?


These concerns are directly linked to what the public values in terms of quality of life. This means preserving the visible, usable green/rural elements because of their aesthetic value, reducing traffic with more roads—this as opposed to bus transit. For various reasons, transit ridership is not yet where it should be to improve our current congestion problems; transit is not yet as convenient a mode of transportation as the automobile and for the most part, it has not been woven "seamlessly" into the public's daily routine.

Despite wanting to protect the environment, our residents also want housing developments that are of a lower density and which are more visually appealing, and want politicians to keep the area safe, clean, quiet and calm.

At the same time, they want to continue to use their car as often as they want and avoid any transportation mode that they view as not compatible with their vision of the community.

And, all of this must be done without tax increases.

The public is obviously sending us contradictory messages, particularly when we compare what they say versus how they live their lives, versus the principles of smart growth. That said, there are some key mes-



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sages that we need to understand if we are to succeed in changing the status quo:

- The public fears that the current pace of growth—which is seen as out-of-control—will have a negative impact on key elements that define people's quality of life. People do not want to see the vision of their "friendly, family community in an idyllic setting" to be eroded.
- The public wants us to respond to micro issues, not macro, because this is what affects them directly and personally.
- Why not macro? Because it's too much to digest or understand, too vague, too pie-in-the-sky, and there's no way to know which plan is better or how to measure if it will be successful.
- They don't want lofty policies that speak to protecting the environment or solving gridlock, they want to see, touch and experience the solutions directly in their own neighborhood and daily lives. And, just as important, they want to see it now and they don't care who or which level of government is responsible.
- Today the public demands full transparency, full access, specifics and measurable performance criteria—not vague goals and timelines. They want updates every step of the way, and more public input—today's public is highly educated, motivated and engaged in issues.
- Yet, at the same time, they will not access or get involved in any of these issues (for example at the official plan level) until the specifics of the change directly relates to them or their neighbourhood.

Over the last few years the public and political discussion regarding smart growth has brought renewed focus and interest in the planning of our communities. Smart growth in its simplest form is guided by a series of principles:

- Higher density development
- Conservation of land
- Stopping urban sprawl
- Protecting greenlands
- Securing more open space
- Protecting farm land
- Reduce commuting distances through better live work relationships
- More brownfield development and intensification
- More transit and less reliance on the car.

The public is very supportive of smart growth, but only when those principles complement or help ensure their over-rid-



Photo: M. Minnett

905 has many conflicts between urban and rural lifestyles

ing objective of preserving their quality of life, the ability to drive their car, live in a single family house, see and use green space, and prohibit any use or change they believe could detract from their quality of life.

If we are to be successful in implementing smart growth we cannot selectively use some

principles and not others. Planning is about seeking a balance, and it is our job as planners to provide the advice and expertise to our elected officials and decision makers to help them reconcile the inherent conflicts and contradictions.

To illustrate my point, two recent letters



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to the editor that appeared on the same day, on the same page, crystallized for me the difficult challenges being faced by councils across the GTA.

One letter spoke passionately about how additional greenfield development was nothing but urban sprawl, was going to destroy the community and have serious impacts on the environment.

The other letter also spoke passionately, about how redevelopment and intensification in the downtown area was going to impact the environment and destroy the character of the local community.

What is a planner to do?

First, councils are faced with the difficult or in some cases impossible task of differentiating NIMBY attitudes versus genuine concerns about community and environmental impacts.

Increasingly we are seeing the "environment and smart growth trump cards" being used to argue against development, simply because people want to close the door to change and or development.

It is therefore imperative that we make people accountable for their positions and require that their development proposals or positions related to a particular matter be

considered in a full and complete context.

In other words, if a landowner is seeking to develop property outside or beyond the provisions of the current plan, the need and justification must be within the larger regional and municipal context, not simply the reasons why he/she should be permitted to develop their property or change the designation for financial or business reasons alone.

Just as public bodies under the environmental assessment process must consider an array of alternatives, so should changes to existing planning visions and official plans. Development decisions must take into account the larger interests and needs of the community.

Similarly, in opposing development, whether intensification or a change in use, simply not wanting it in your neighbourhood or declaring it incompatible, is not justification, nor is it acceptable to move the problem from your neighbourhood to someone else's.

When it comes to protecting the environment, we cannot afford as taxpayers to buy every property someone sees as being environmentally significant, nor does existing legislation give us the power to expropriate without compensation or seek dedica-

tions beyond the current provisions of the Planning Act.

In this regard, there needs to be strong, objective and independent science to support the protection of an area, whether through designation, acquisition or dedication. We must use our limited financial resources and planning tools to protect those environmental areas that are fundamental to the overall health of the ecosystem.

Our job as planners is not to be advocates of a cause, but rather provide the expertise and analysis of trade-offs and implications that will allow our political masters to make the difficult decisions, not of protecting the environment, implementing density or transit solutions, but rather finding the balance between the competing and conflicting needs of a community.

Finding answers to the following questions demonstrates the challenge we as planners face in partnership with our political decision makers with each major growth decision.

The best location for a transit line that will take the most cars off the road and complete an important link in the transit network must cross a river valley and cut through an Environmentally Sensitive Area. To not build it in this location fundamentally undermines its ability to effectively address the gridlock crisis.

What response constitutes smart growth? After all, we need more transit, we need to get transit lines in place that take the most cars off the road and make the most significant contributions to improving air quality. On the other hand, we must protect environmental areas and creeks and river valleys.

Which objective should be compromised? Who should compromise, the environmentalist or the engineer? How do you reach the compromise? These are the types of debates we wrestle with at municipal council and on issues as complex as marrying progress with environment. Inevitably we seek a compromise to benefit the greatest number of people while minimizing detrimental impacts.

OK, let's deal the cards!

David McCleary, MCIP, RPP, is a senior advisor in the Office of the CAO in the Region of Halton. Dave is involved in a variety of far-reaching issues, including trade corridors with the U.S., growth management and agricultural preservation. He also lectures at the University of Waterloo School of Planning.

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Ontario Municipal Board

OMB Upholds Needs of Active Farming

By Paul Chronis

Owners of a 2.16 hectare parcel of land in the Township of Blandford-Blenheim received consent and zoning approval to create three residential lots for single-detached residential development purposes. The retained lot would continue to be an existing single-detached residence.

The consent and zoning approval was appealed to the OMB by a neighbouring farmer. As a result of the appellant's declining tobacco quota, which has been decreased to one-half of what it was 20 years ago, he intends to expand his livestock enterprise (cattle and hog) where a quota is not required.

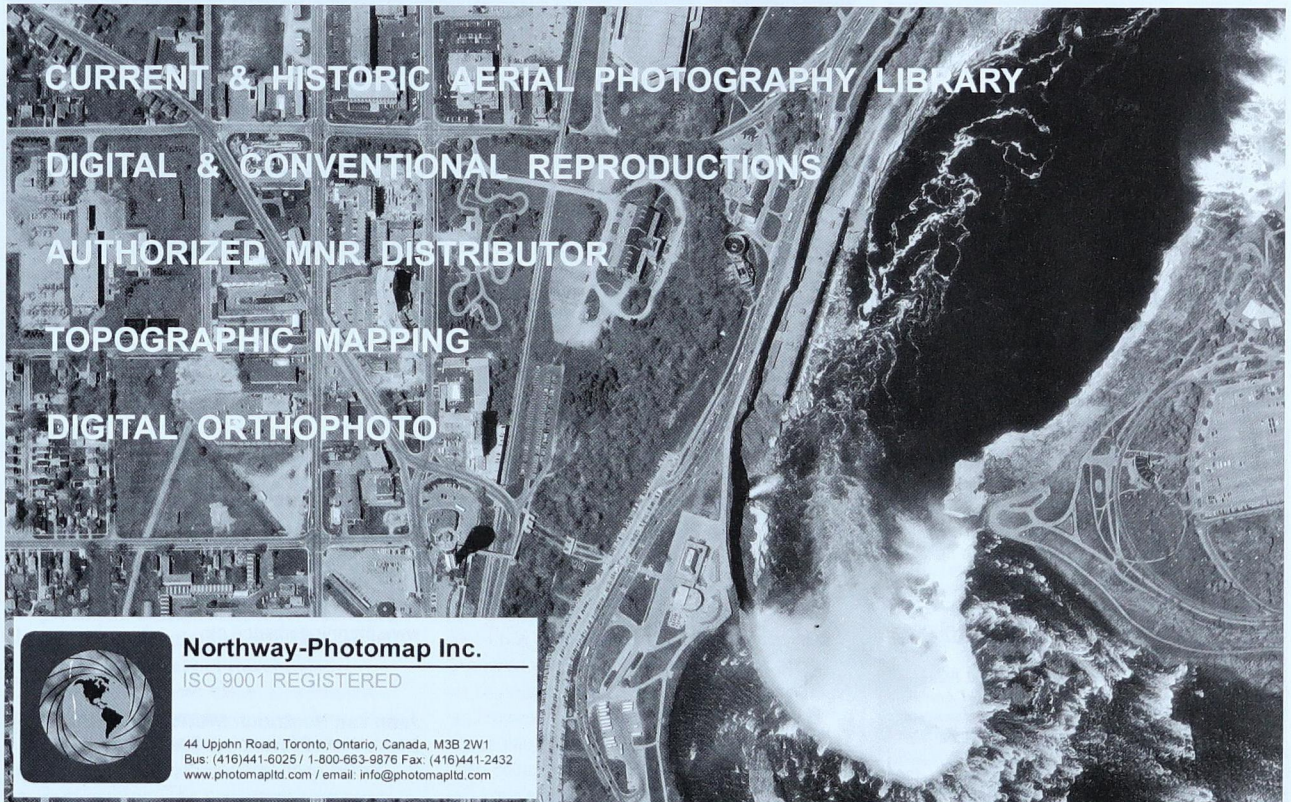
The primary basis of the appeal, which formed the main issue of the hearing, was that the consent failed to comply with the Minimum Separation Distance Standards (MDS) which have been developed and

designed to protect both existing and potential agricultural use.

The Board extensively examined the application of the MDS formulae and the evaluation system and methodology incorporated in the County of Oxford's Official Plan. The latter represents the County's attempt to provide an impartial and consistent method of evaluating proposals which would result in non-farm rural residential development in close proximity to agricultural reserve designations. The County's evaluation methodology is designed to evaluate proposals on the basis of criteria such as agricultural land reservation, location, land use and environmental compatibility. Each factor is assigned a point reflecting a particular level of importance in supporting the goal of agricultural policies. Development which accumulates less than

twelve points may be considered for approval, provided the proposal conforms with the general policies for such development. Since the subject consent received a score of ten, the consents were recommended for approval.

In contrast, the appellant's witnesses relied on the MDS formula and implementation guidelines published by the Ontario Ministry of Agricultural and Food and Rural Affairs (OMAFRA). As the consent created four rural residential lots adjacent to a farm operation, the MDS defined this as a "cluster." In compromise, the County's Official Plan considered a cluster to be "... at least ten non-farm residential lots with each lot separated from the adjoining lot by a distance of no more than 50 metres." Under the MDS formula, the residential cluster would result in a substantially



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greater separation distance from a livestock farm.

The Board found that the municipality has clearly referenced the MDS formula both in its official plan and comprehensive zoning by-law, which clearly state that the MDS shall be calculated based on the Ministry's guidelines. The Board therefore preferred the definition of "cluster" as set out in the OMAFRA's MDS Implementation Guidelines.

As part of its analysis, the Board also considered the appellant's intent to expand its livestock enterprise. The Board found that the Provincial Policy Statements direct that either actual housing capacity or potential capacity be considered when calculating required MDS. This was not done by County staff.

In the circumstances, the Board concluded that:

1. the zoning by-law did not satisfy the intent of the policies set out in the Official Plan; and,
2. the consents applied for did not meet the matters set out in section 51(24) of the Planning Act.

The appeals were allowed, the consents were not granted and the by-law was repealed.

Source: Decision of the Ontario Municipal Board

OMB Case Nos.: PL020274

OMB File Nos.: R020059, C020101, C020102 and C020103

OMB Member: G. A. Harrons

Paul Chronis, MCIP, RPP, is a senior planner with WeirFoulds. He is also contributing editor for the OMB for the Ontario Planning Journal and the member of Council responsible for professional practice and development.



OMB found in favour of farming interests

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Credibility: How to get it, how to keep it

By John Farrow

“In your professional opinion, is this good planning?” Why is it that this key question is so often put to a municipality’s planner but not to the city engineer or the city treasurer? “Is this good accounting practice?” is simply a question that doesn’t get asked.

In those long, difficult council debates where a decision to support or reject a proposal hangs in the balance, planners are regularly required to put their professional credibility on the line, knowing that their answer could well have a significant impact on the shape and character of their community.

Having conducted many management reviews for city councils over the years, I have found that local politicians spend most of their time debating land use and planning issues. These are debates on which the judgement of planners have a major influence. This is why the credibility of those providing these planning opinions so often becomes the issue, rather than the project proposal itself.

Credibility does not arrive overnight but grows over time in the minds of those who listen to our opinions. Unfortunately, it only takes one slip for one’s hard-earned reputation to be irrevocably damaged.

Credibility is clearly an important professional attribute which is of particular importance to planners but one that we rarely address explicitly. This article seeks to fill this gap in our professional training by exploring how to earn and maintain professional credibility. This is obviously a large topic but in this article five important dimensions will be examined.

1. Values

Values guide our conduct in a variety of situations and settings. There is no simple formula because most issues that planners deal with have many dimensions and the weighting of key factors will vary, depending on the circumstances. However, a system of values provides a consistent basis for addressing changing complexities in a way that can be explained to a variety of stakeholders. Communicating these values in a straightforward manner encourages even those who disagree with your opinion to consider your arguments, which can only result in better decision-making. The consistent communi-

cation and application of our values thus allows us to build personal credibility so that an adversary might say, “I don’t agree with your opinion but I respect what you stand for.”

2. Build core competences

Carefully consider the core competences that you need to succeed as a professional and work throughout your career to enhance them. This does not mean going away on lots of courses, though some may be necessary, but it does mean becoming “consciously competent” about what you do. Many of us rely on our intuition and experience to improvise solutions. To develop further we need to emulate top athletes who take their natural abilities, analyse how they need to be developed and then work to produce results. Work settings are usually the best place to enhance our skills if we systematically analyse each experience and make the lessons part of our inventory of accessible knowledge for future use.

Credible professionals are up to date in at least one technical dimension of their field and they achieve this by embarking on a systematic course of lifelong learning.

3. Build trust through communication

A professional gains trust when he or she is known for the right things. True professionals pay attention to how they communicate. The professional is always on show, so one’s behaviour and opinions should be predictable and consistent. This means avoiding making casual statements about professional topics that could mislead. Trust is also about following through on commitments. An open forthright manner helps, which may require declining to express an opinion because of a lack of information or knowledge. Your credibility will generally be enhanced rather than undermined if you admit you do not know something.

4. Determine your relevance by understanding the context

Even the most thoughtful opinion can be rendered useless by the revelation of previously unknown facts, so it is important to understand the context in which you, and those you are working with, are operating. This requires a broad understanding of the relevant social, political and economic issues



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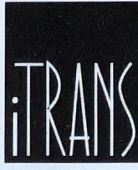
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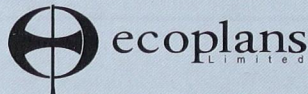
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and listening carefully to those involved in the decision-making process. Recommendations that prove to be impractical because some vital dimension has been ignored or thoughtlessly dismissed are not useful and can damage credibility.

5. Be Consistent

Consistency in behaviour, in reasoning, and in communication builds trust and credibility. Many planners are by nature eclectic and like to explore a multitude of ideas. This is all very well, but those who want their opinions to carry professional heft should avoid public musings about the impact of future trends that can undermine the weight given their opinions on mainstream planning issues.

Similarly, professionals who are seen primarily as advocates for a client's interests, regardless of their merit, risk having their professional credibility undermined. So think carefully before taking the role of a professional witness at that next OMB

hearing and determine if the opinion you will need to express is consistent with your values and your professional history.

The accounting profession relies on a complex set of rules called GAAP (Generally Accepted Accounting Principles) as the basis for their opinions and their credibility. Planners don't have anything as comprehensive. But if we take as a starting point our code of ethics and use a good dose of common sense we will serve those who employ us well and build reputations to be proud of at the same time.

John Farrow, MCIP, RPP, is President of Lea International Ltd., with more than 25 years experience consulting and providing advice for public and private sector clients. In addition to contributing to the Ontario Planning Journal on Management issues, John teaches city management and policy courses at the University of Toronto's school of planning.



Photo: T. Korttinen

Planners need to be credible not just cool

Big Development is Lengthy, Difficult, and Fraught With Risk

By Jim Helik

“Success has many parents,” as part of the familiar saying goes. Yet strangely, when it comes to matters involving planning, we sometimes underplay our successes, citing only one or two factors. Take the success of New York’s Times Square redevelopment, for example, which is often explained away with simple phrases like “Disney,” “Giuliani” or “overnight success.”

Times Square Roulette: Remaking the City Icon, by Lynne Sagalyn, devotes over 600 pages to dispelling the simple myths regarding this redevelopment: that it happened overnight, that Disney and Mayor Giuliani deserve all the credit, that only minimal public investment was made (the oft-quoted \$75 million in public spending stimulated private investment of over \$2.5 billion), and that the private market was

the leader in this redevelopment.

She notes that the development really took almost 40 years to happen. A seemingly endless series of plans, ranging from the 1962 Broadway Association’s plan for the redevelopment of West 42nd Street, to The City at 42nd Street’s 1978 plan for a three-block area from 41st to 43rd Street between Seventh and Eight Avenue came and went. So too did the interest of mayors, from Wagner and Lindsay in the 1950s, 1960s and 1970s to Abe Beame in the mid to late 1970s. Ed Koch’s decade of action was instrumental in setting the stage for the development that took place during Giuliani’s reign.

Accounting for public costs is never easy, but while out-of-pocket costs were minimal, the tax abatements, rent credits, and dollars spent by other public sector

agencies were clearly not inconsequential. And while private development will eventually top \$4 billion, it is worthwhile to note that by the time the current plan took hold, no development had taken place on West 42nd street in 40 years. It is doubtful that traditional zoning measures could have accomplished the grand plans that eventually emerged for Times Square.

So what can we learn about big redevelopments?

1. Large Projects Are Difficult—They often need heavy handed powers of condemnation. They are expensive to the public and private sectors—however you count the money. They are guaranteed to be the targets of opposition and numerous lawsuits. And they can be political suicide for politicians with a “normal” time horizon being their tenure in office.

2. Things Have To Get Really Bad First To Get Consensus—By the 1960s and 1970s, Times Square, according to Sagalyn, had “become synonymous in the

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minds of a worldwide public with violence and crime, flaunted deviance and pornography, and urban decay." But it is vital to understand that these "uses" do not easily and naturally lend themselves to reurbanization plans. "Profits from pornography made vested economic interests slow to relinquish their prime real estate in midtown Manhattan, which was after all an ideal location for businesses whose main customers were white, middle-aged, middle-class men."

3. Big Changes Come From Many Incremental Little Changes—Before Disney came, other visible names arrived in Times Square, including The Gap, Viacom, and Bertelsmann, A.G. And how did they get the sites? A 30-year process of condemnation which made available about two-thirds of the property on the block.

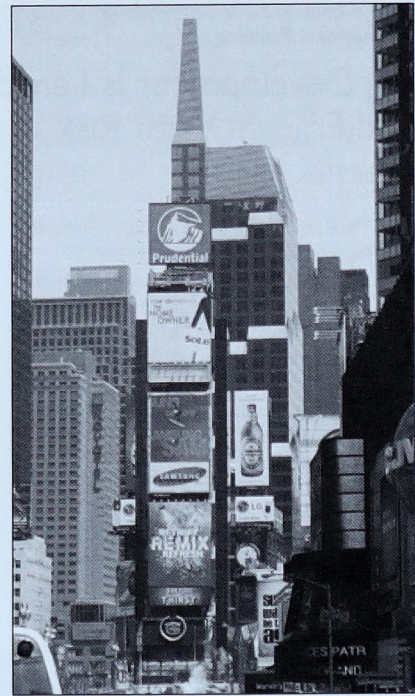
4. Plans Change Over Time—Prepare For It. The entertainment focus of Times Square today seems self-evident, but was not in the first of the modern plans of the 1980s, which saw office development. Times changed, and participants were flexible enough to go along with an emerging focus in the 1990s on cities as a place for

entertainment of all types—from Broadway to, yes, a Disney store.

5. "Its Not A Planning Exercise, But A Development Exercise"—This quote comes, surprisingly, from a former chair of New York's Planning Commission. Early plans of the 1960s never really got around to thinking about how the redevelopment would take place. Starting in the late 1970s, separate non-profit entities were established, with funding partners, including everybody from the Port Authority of New York and New Jersey and the Rockefeller Brother Fund, to IBM, Chase Manhattan, Exxon, and the National Endowment for the Arts.

So if it took all this time, effort and money to change the heart of the greatest city in the world (according to New Yorkers), maybe its time to take another look at your own city's grand plans.

James Helik, MCIP, RPP, is a researcher with the City of Toronto. He is the Ontario Planning Journal's contributing editor for Professional Practice. In addition to having written a best-selling book on financial planning, Jim also teaches at Ryerson University.



Times Square—Decades in the making

Communications

A Thing Worth Saying Is Worth Saying Once

By Philippa Campsie

A planning report from a municipality that shall remain nameless notes that a proposed development will consist largely of "residential dwelling units." No kidding. I suppose it will also contain an educational school and some retail shops. The people who live there will presumably drive automotive vehicles and their juvenile children will walk canine dogs in the herbaceous green space.

Why have we lost confidence in words to mean what they mean without shoring them up with redundant modifiers? As Sir Ernest Gowers put it in his 1948 classic *Plain Words*, "If we make a habit of saying 'The true facts are these,' we shall come under suspicion when we profess to tell merely 'the facts.' . . . If *active* constantly accompanies *consideration*, we shall think we are being fobbed off when we are promised bare consideration. If a *decision* is always qualified by *definite*, a decision by itself becomes a poor filled thing."

Once edited a report in which the author routinely accompanied every com-

parative adjective with the word *relatively*—relatively more, relatively higher, relatively worse—as if the modifiers themselves were incapable of conveying the sense of relativity. And of course, planners cannot bear to see the word *proximity* without its constant companion *close*—presumably it might otherwise be mistaken for distant proximity.

Spotting redundancies is an amusing diversion that can, unchecked, become an obsession. Lawyers love them (null and void, cease and desist), advertisers rely on them (free gift, new innovation), journalists scatter them about freely (unsubstantiated rumours, foreign imports). Once you start looking for them, it's hard to stop. They are everywhere. Positive benefits! Exactly identical! Mutual agreement! Final completion! Advance warning! Easy, now, easy. Drop the document and back away from it slowly.

Perhaps part of the problem is a failure to appreciate the difference between the written word and the spoken word.

Redundancies in speech are unremarkable—they are the spacers that give the listener extra time to digest what is being said and the speaker extra time to decide what he or she is going to say next. They are less annoying than the frequent use of "um" and "ah" and "you know" to space out ideas.

But the verbal filler common in speech has no place in written English. Writing should imply some thought, some revision, some compression. Repetition is unnecessary in a medium that gives the reader the option to reread any word or passage. The adage that is familiar to public speakers—tell them what you're going to tell them, then tell them, then tell them what you told them—has no place in professional writing. Just tell them. Then, for heaven's sakes, stop.

The kind of repetition I cite above is irritating, but trivial. The kind of repetition that really wastes time and paper is the kind imposed by many standard planning report formats. The typical reader wants to know (1) the topic in question; (2) the recommendations, if any; and usually (3) the reasons for arriving at the recommendations—which must be on record in a form that will withstand potential

future challenges or appeals.

However, many planning reports call for introductions, which simply state the purpose in more detail; conclusions, which state the recommendations in more detail; routine procedural details that never vary from one report to another; and long-winded descriptions of material that is (or could be) adequately conveyed in a map or table.

Redundancy may even take the form of a report that doesn't need to be written at all. Some municipalities generate a preliminary report which says very little, one or more interim reports that are cumulative, and a final report the size of a telephone book. Not all these stages are necessary for all planning matters, yet planners keep churning them out.

Why do we waste so much valuable time repeating ourselves?

Some dysfunctional report formats are imposed by municipal Clerks, and I gather that most planners would rather fight off a grizzly with a pea-shooter than challenge a Clerk. Some have their origins in the mists of time. In one municipality, I asked about a non-essential section in a report, and after some thought, a planner said, "Councillor Whatshisname used to insist on that." Pause. "He died in 1994." We deleted the section from the report template.

Some report requirements were imposed by now-obsolete technology. Back when reports had to be converted into HTML to make them accessible on the web, some municipalities prohibited the use of tables to summarize information. Now that many municipalities put documents on the web using PDF, that rule is meaningless.

There are heartening exceptions. One municipality has a two-page limit for routine planning matters (no room for repetition there). Another uses a one-page fill-in-the-blank template for most minor variances. More and more municipalities are using standardized forms to summarize the factual details of planning applications, an approach that tends to make the planning analysis section of the report more prominent.

It can be done. Repetition can be cut to a minimum or eliminated entirely. The time you save could be your own.

Philippa Campsie, deputy editor of the Ontario Planning Journal, spends her life repeating over and over again, "Make it shorter. Make it simpler. Remember the reader." She has worked with municipalities to overhaul report formats. She can be reached at 416-686-6173 or pcampsie@istar.ca.

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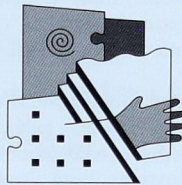
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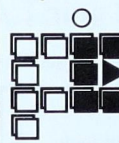
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Urban Design

Stratford Visioning Workshop:
Can a triangle still be a square?

By Karen Hammond

Can a triangle still be a square? The Urban Design Working Group (UDWG) explored answers to this riddle in Stratford where they held a visioning workshop in early February.

Stratford's Market Square is a distinctive, three-sided open space in the heart of downtown. Located right behind City Hall, it is a very legible space with great civic potential. It is enclosed by three strongly defined edges, all continuous heritage "main street" facades. Architecturally, this trilateral space is a gem.

For many years, Market Square functioned as Stratford's main node of public activity. It was the locus for numerous official events and celebrations; it was also the site of the farmer's market. However, at some point in the recent past, the farmer's market relocated to the fairgrounds and this triangle began to lose its "squareness." Its civic role diminished, and today it is primarily used as a parking lot, its entire surface paved with asphalt. It is encircled with buses on the half hour, their engines noisily idling; this permits convenient rider transfers, but creates an unpleasant pedestrian environment. Still, on special occasions like Canada Day, Market Square regains some of

its lost worth and purpose, when the buses and parked cars are cleared out to make way for festive activities and crowds of people.

Recently, a proposal for a new transit shelter threatened to preclude this triangular open space from ever effectively functioning as a square again, even in its present diminished capacity. City Council was considering the construction of a large permanent shelter in the centre of the Market Square to formalize its function as the city's transit node and to enhance the comfort of transit riders. Many residents, including local merchants, were concerned that placing a large structure in the centre of the space would limit its ability to host large public events. They were also concerned that the idling buses and their associated exhaust fumes would further discourage use of the square as a public open space. If the square further declined, they feared, so too might the patronage of the surrounding businesses. The controversial proposal seemed to polarize the community into two groups with opposing views on the best future use for this triangular space, pro-transit versus pro-square.

The tension triggered Stratford's City Centre Committee (CCC) to contact



Stratford's Market Square

UDWG for assistance. UDWG agreed to hold a Saturday morning workshop at City Hall to explore the issues surrounding Market Square's future. This intensive session was expertly facilitated by Dan Leeming, who was enthusiastically assisted by six other UDWG members. Thirty-five invited community stakeholders, representing both private and public interests, attended.

Through roundtable discussion, UDWG was able to identify the major issues with Market Square. Alex Taranu then gave an inspiring presentation that illustrated best practices for civic square and transit node design. This was followed by a brainstorm-

ing session that established the important foundation principles necessary to develop a successful new square plan for the square.

Participants left the session excited about the possibilities for Market Square's future, and buoyed by the sense that their concerns had been heard and considered, commenting that the session had been a great help in raising awareness and an understanding of the issues.

When the findings from the visioning workshop were presented to Stratford City Council by CCC, Council promptly agreed to a six-month deferral on the transit shelter decision. In the meantime, CCC has engaged consultants to prepare

more detailed studies of Market Square's design and transit issues. Ultimately, it intends to come forward with a fresh plan that will revive the civic role and identity of Market Square, a plan that will grant vitality, beauty and functionality to this important open space triangle—and make it a better square.

Karen Hammond, MCIP, RPP, is a lecturer and Manager of Design and Professional Liaison in the School of Planning at the University of Waterloo. She is a member of the Urban Design Working Group and can be reached at khammond@jes.uwaterloo.ca.

Environment

Natural Heritage Planning in Ontario: The Interpretation of the Provincial Policy Statement by the Ontario Municipal Board

By Christopher J. A. Wilkinson and Paul F. J. Eagles

Ever since the current government passed new planning legislation in 1996 that requires planning authorities to "have regard to" the Provincial Policy Statement (PPS) rather than "be consistent with" provincial policy, the actions of the Ontario Municipal Board have been under intense scrutiny. The common assumption is that the new wording is "looser" than the earlier wording, opening the door to a variety of problems that might occur if the PPS was considered to be non-binding. We undertook to test this assumption by examining in detail OMB cases that turned on the OMB's interpretation of the Planning Act as it applies to the natural heritage section of the PPS. The results of this analysis are a surprise for many observers: we found that the PPS "was generally applied in a thoughtful and effective manner by most Ontario Municipal Board Members."

Even though the burden of conformity with the policy rests entirely with the developer, the Board ruled for natural heritage protection, indicating in most cases a precautionary and enlightened approach. In the majority of cases, OMB Members interpret that "have regard to" to mean that this obligates the application of and adherence to the Natural Heritage Section of the Provincial Policy Statement.

The facts show the OMB prepared to value natural heritage
One of unique aspects of the OMB is that it

has the freedom to make its own rules regarding the admissibility of evidence. Members apply their own weight to evidence, which gives the Board considerable latitude in resolving disputes that involve technical, opinion, and hearsay evidence, such as occurs within land-use planning.

To counter the perception that "have regard to" is weaker than "consistent with," the Ministry of Municipal Affairs and Housing attempted to clarify this issue. In the annual report of the

Environmental Commissioner of Ontario, the Ministry stated:

"Have regard to" means that a decision-maker is obligated to consider the application of a specific policy statement when carrying out its planning responsibility. Failure to conscientiously apply the "shall have regard to" standard could result in the approval authorities, members of the public, or the province intervening to ensure that this that this standard is considered. This involvement could include an appeal to the Ontario Municipal Board on land use planning applications. Land use planning decision-makers are responsible for ensuring that this aspect of the Provincial Policy Statement is adequately considered.

Even so, the interpretation of the Act and the Policy is ultimately the responsibility of the Ontario Municipal Board when it is called to resolve planning conflicts.



Photo: M. Manett

The Bruce Trail, near Milton

In the case of *Victoria Point Homes Inc. v. Orillia (City)*, Board Member S. D. Rogers stated in her ruling that the Board is legally obliged to have regard to the policy:

Section 3 of the Planning Act requires the Board to have regard to provincial policies adopted under the auspices of the Planning Act in exercising any authority that affects planning matters. The Board holds what it considers a practical view of the meaning of 'have regard for'. Although this direction provides flexibility in the consideration of matters of provincial interest and in the application of provincial policy by the approving authority, it does not mean that the Board should disregard these matters and policies.

This particular case was divided into two phases, design and implementation. The first phase required the appellant to make a *prima facie* case in its argument for a proposed subdivision. Indeed, the appellants "freely admitted that this proposal did not meet some of the provisions of the Provincial Policy Statement, 1996; in particular the provisions of the Natural Heritage sections of the Policy. . . . Furthermore, counsel for the developer urged that provincial policy is not binding." In ruling in an ecologically precautionary manner, based solely on the evidence presented by the appellants, Board Member S. D. Rogers dismissed the appellants' case in favour of the Natural Heritage section of the PPS. A similar burden of proof was placed on proposed development in *Metrus Central Properties Ltd. v. Brampton (City)*, in which Board Members G. J. Daly and S. D. Rogers ruled:

The Board finds that the proponent's interpretation of the Official Plan provisions regarding woodlots, in a municipality for which the identified forest cover is less than 5%, is unacceptable, given the clear provisions of the Provincial Policy Statement. . . . For the owner of a woodlot to abdicate responsibility for the protection of a significant woodlot, because a municipality has not demonstrated an intent to purchase the woodlot, does not constitute due regard to the intent of the Provincial Policy Statement with respect to such woodlots. In any event, the proponent has not demonstrated to the satisfaction of the Board that it is not practi-

cable to retain the whole of the woodlot. . . . And if the proponent truly intends to protect the woodlot as is, the Board was not presented with any reason why the whole of that woodlot ought not to be conveyed to a government authority for continued preservation and management.

The Natural Heritage Section was seldom disregarded by an Ontario Municipal Board Member in a ruling. The sole exception to this regard for the Natural Heritage section was in cases presided over by Board Member R. J. Emo. Despite the testimony and evidence in support of the Natural Heritage

Conservancy Canada was the appellant, that "the role of the NCC and its consultant in this hearing is troublesome" in their use of the Natural Heritage section. In both cases, the Board Member established a rigid barrier between conservation and development interests. R. J. Emo stated that he "had regard" to the Provincial Policy Statement in both cases, but ruled against natural heritage protection.

Quality of testimony proves to be key
It is necessary to submit sufficient testimony and evidence to support a ruling that applies

the Natural Heritage section. As Board Member G. J. Daly ruled in *London (City) Official Plan Amendment No. 131*, "the Planning Act and the Provincial Policy Statements further establish that there are areas of land, which for rational, quantifiable reasons should not be developed."

In this case, the Ontario Municipal Board Member ruled against the developer by protecting an area based on Section 2.3.1, while stating that the ecological "sum of the whole could be greater than the parts." Despite this relatively successful application of the Natural Heritage Section, ecological linkages were not generally ruled for in this instance as the City made no apparent argument for them. However, M. A. Rosenberg in *Pickering (Town) Official Plan Open Space System—Natural Areas Amendment* stated that, "environmental linkages and corridors are legitimate planning considerations that the Board must have regard to in any application."

The Ontario Municipal Board was seldom persuaded by lay testimony, unsupported by expert evidence. However, G. J. Daly in *London (City) Official Plan Amendment No. 131* stated "that witnesses with specific knowledge and experience will assist the Board in understanding the complexity of function within the system being studied, explain the inter-connectivity which exists, if any, between the various features, prioritize their importance, and then advise on what action to take as a result." Based in part to this lay testimony, the Board member protected an area because the lay witness enjoying seeing "deer and coyotes come, under the cover of

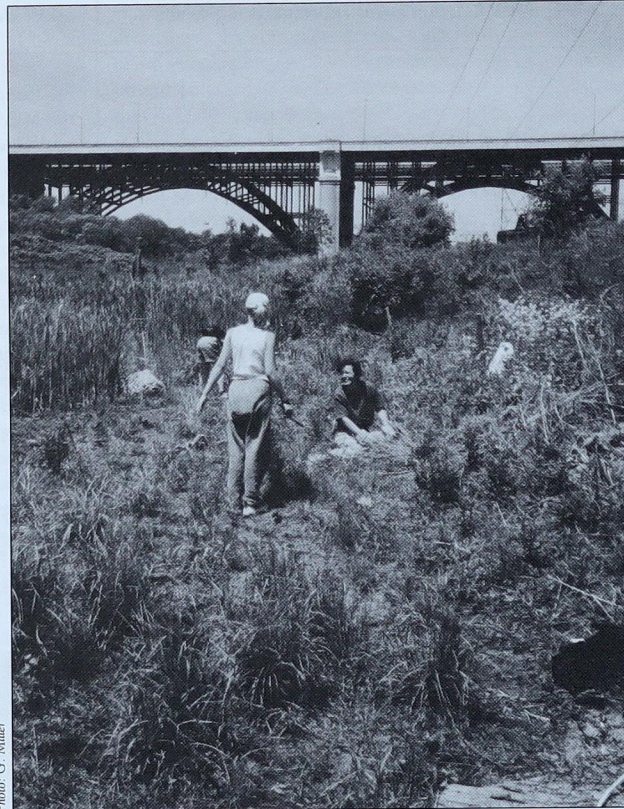


Photo: G. Miller

Cleaning up the Don River valley

Section, the final rulings did not result in natural heritage protection. No weight was given to the Provincial Policy Statement, as R. J. Emo stated in *Ajax (Town) Official Plan Amendment No. 47A*, in which the appellants were developers, that should he "find that indeed the hooded warbler is a 'Threatened' species, the Planning Act simply requires that the Board 'have regard' to the sections of the PPS." Indeed, R. J. Emo went as far as stating in *Nature Conservancy Canada v. Norfolk (Township) Committee of Adjustment*, in which the Nature



Enjoying the benefits of conservation

a pine forest, to the water to drink under the protection of these trees."

In contrast to this use of lay testimony to protect natural heritage, Board Member R. J. Emo in *Nature Conservancy Canada v. Norfolk (Township) Committee of Adjustment* sympathized with the difficult financial situation of a lay party who routinely cut trees

from an ANSI (Area of Natural and Scientific Interest) for firewood. R. J. Emo ruled that this logging constituted an "agricultural activity" as the retired steelworker was acting as a "farmer" and that no Environmental Impact Statement was required. The Member ruled that the wetland complex in question was not a "wet-

land" according to the relevant planning documents and, therefore, it was not subject to the Natural Heritage section. Contrary to this particular decision, N. C. Jackson in *Prince Edward (County) Official Plan Wetlands Amendment (Re)*, in which the appellant was a private citizen, ruled that "forestry may be an activity that can be viewed as agriculture for income tax purposes or more to the point under the new County Official Plan, that in no way alters the type of forestry referenced under the Provincial Policy Statement and the Wetland Evaluation Manual."

Dr. Christopher J. A. Wilkinson can be reached at chris_wilkinson@sympatico.ca. His co-author, Dr. Paul F. J. Eagles, MCIP, RPP, who teaches in the Department of Recreation and Leisure at the University of Waterloo, can be reached at eagles@healthy.uwaterloo.ca. Part two of this article will provide additional analysis of the OMB's regarding natural heritage, including complex issues such as biodiversity. Steven Rowe, MCIP, RPP, is contributing editor for Environment, and the principal of Steven Rowe Environmental Planner. He can be reached at deyrowe@sympatico.ca.

Heritage Update from Peter Frood

This short summary is adapted from an article prepared for Plan Canada by Peter Frood. The Ontario Planning Journal thanks Robert Shipley, MCIP, RPP, formerly a contributing editor for this magazine, for making this material available. For the full text see the current issue of Plan Canada.

The Historic Places Initiative is a partnership between federal and provincial governments that is intended to recognize the country's historic buildings and sites, set standards for the conservation and facilitate the funding required to maintain them.

All Canadians have experienced the loss of historic places in their communities. According to a recent survey, more than twenty percent of Canada's historic buildings have disappeared in the last thirty years alone.

Over the last three years, the Speech from the Throne and budget statements have signalled the federal government's

commitment to support the conservation of Canada's built heritage. The Historic Places Initiative (HPI), a national initiative spearheaded by the Department of Canadian Heritage and Parks Canada, aims to foster a greater appreciation of the buildings, structures and places around us; strengthen our capacity to take appropriate action to protect and conserve them and maintain their historical integrity; and, develop financial incentives that will make preserving, restoring and maintaining historic buildings and places a more economically viable and competitive proposition than abandoning or worse, destroying them. Two discussion papers have been released, and comments are encouraged.

In the spring of 2001, the Prime Minister of Canada and Sheila Copps, the Minister of Canadian Heritage, committed \$24 million to develop the first phase of the HPI in partnership with provinces and territories. Parks Canada is working with provinces and territories to put in place three tools to build awareness, educate, and encourage collaborative action to conserve more of our historic places: a register, national conservation standards and guide-

lines, and a process for certifying that conservation work undertaken meets the standards. Together, they will support the implementation of federal financial incentives for heritage conservation.

Parks Canada has also been working with provinces, territories, municipalities and heritage professionals on a second HPI tool: Standards and Guidelines for the Conservation of Historic Places in Canada. In draft form at present, these standards and guidelines will eventually constitute Canada's first comprehensive, nation-wide benchmark of conservation principles and practices. They set out a disciplined approach to the assessment of conservation projects and the identification of appropriate interventions in conservation project plans. The Standards are firmly rooted in heritage conservation principles set out in international conventions. They provide practical guidance through the identification of recommended and not recommended approaches.

Peter Frood is the Director of the Historic Places Program Branch, National Historic Sites Directorate, Parks Canada.

A Toolkit for Gender Equality in Planning

By Reggie Modlich

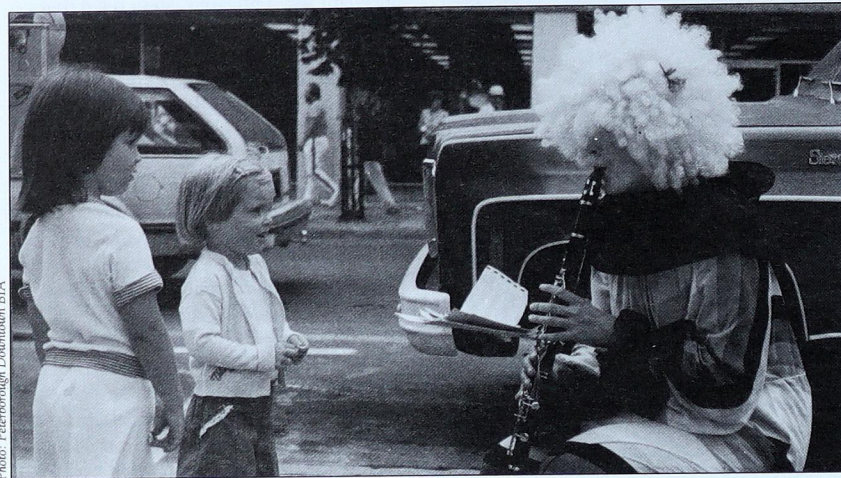


Photo: Peterborough Downtown BIA

Sensitivity to Gender Mainstreaming needs to start at a young age

GM.—You might ask, General Motors?—No. Genetically Modified?—No. Gender Mainstreaming?—You got it! In 1995, the European Commission adopted the concept of Gender Mainstreaming (GM) and requested all member nations to implement it. The Commission defined it as:

“Gender mainstreaming is the re-organization and the improvement, development, and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages by actors normally involved in policy making”

The Royal Town Planning Institute of the UK mandated its Women & Planning Committee, to address Gender Mainstreaming. Prof. Clara Greed, a pioneer in gendered planning, served as project leader. In April 2003, the RTPI published “Gender Equality and Plan Making—The Gender Mainstreaming Toolkit.” This excellent 20-page ‘desk top’ tool kit can be downloaded from the RTPI website: www.rtpi.org.uk.

The need and concept of GM emerged from the UN conferences on Women in Nairobi and Beijing. Several international development agencies subsequently adopted and implemented it. Many European countries are now on track giving GM the same status as Environmental Impact Assessments. Meanwhile, in the US and Canada, gender has become almost subsumed by strategies to address diversity. Yet

in this process many special and important crossovers are lost—such as the special needs of Muslim, Disabled or First Nations Women.

The Toolkit has four sections: “Why gender mainstream in planning?” “The Toolkit,” “Examples” and “Getting the context right.” Section 1 points to persisting inequalities in women’s incomes and how this affects women’s on their ability to equitably access housing, jobs, transportation, services. Similarly women’s uneven share of domestic and nurturing responsibilities, and their sense of vulnerability restricts their ability to participate in the planning process as most public meetings tend to be held after hours.

Section 2, the actual “Toolkit,” provides a list of questions for planners to ask and respond to, throughout the planning process:

- What are the different experiences and roles of women and men and/or boys and girls which might affect:
 - The issues and problems which need to be addressed by the plan
 - How women and men might benefit from a policy proposal
 - How the policy or proposal is implemented
- What are the implications of these differences between women and men?
- What are the implications for planning policy
- What policy recommendations would help ensure gender equality?

- Who will assume responsibility for implementation
- How will success be measured

These questions function as an effective checklist to assist implementing GM.

Section 3 applies these questions to a set of sample planning proposals including recreation and open space areas, an office development and the location of waste recycling facilities. Unfortunately no housing, major transportation or master/official plan policy samples were included.

Section 4, “Getting the context right” stresses the need to ensure that:

- The bureaucracy is committed and reflects the composition of the community at large
- Resources for research, data collection and analysis are available to substantiate the issues and recommended policies;
- Consultation reaches, listens to and includes the full spectrum of gender issues throughout the planning process;
- Policy is developed that transcends lip service; the kit includes several excellent samples; and
- A monitoring strategy is in place and followed; the “sustainability matrix” of the City of Plymouth is offered as a useful approach.

Greed admits that unless all municipal departments follow a parallel process, GM in planning alone can be sidelined by departments such as public works, buildings or human resources. As that the context section is most important in realizing GM.

Canadian planning practice would greatly benefit if the CIP committed to a similar exercise based the excellent precedent the RTPI Toolkit provides. Replacing the belittling cartoons with actual photos would lend realism and legitimacy to the important mission of the toolkit. I also believe it is still necessary to explicitly state that communities which address “women’s needs” are communities that function socially and financially more efficiently for all citizens. Bringing greater equity to the roles, lower incomes and vulnerability of women will make every community a better place to live for children, elderly, disabled and men.

Reggie Modlich, MCIP, (retired), is a retired municipal planner and founder of Women Plan Toronto is managing editor of Women & Environments International Magazine.

Messages for Niagara?

Napa Story More Than Handsome Wine Labels

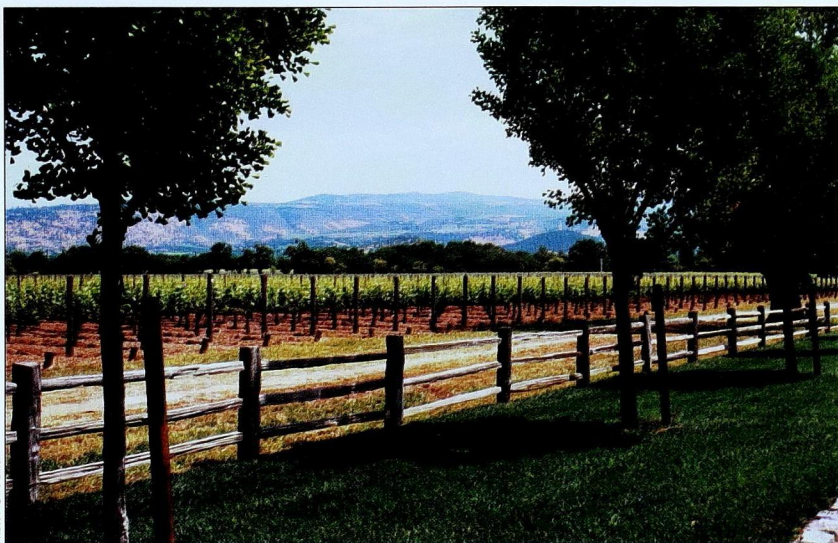
The Far Side of Eden: New Money, Old Land, and the Battle for Napa Valley

By James Conaway
Published by Houghton Mifflin Company,
New York/Boston, 2002
365 Pages, Hardcover,
\$42.95

By Review by T.J. Cieciora

The author begins this book with a passage from the Bible, "Woe to those who join house to house, who add field to field, until there is no more room, and you are made to dwell alone, in the midst of the land." Isaiah 5:8. Needless to say after reading this opening page I approached the book with a certain level of skepticism. I can now say after reading the whole book that the author does a phenomenal job of telling the story of the development of Napa Valley in an objective and balanced way. The book turned out to be a mix of stories about land development, environmentalism, wine making, the people who developed the valley and those who fought them, emphasizing the relationship of wine-making to the land.

The story of the development of the Napa Valley in California plays out much the same as the development of any "green-field" area, with one twist: the dreaded development is not housing, commercial, or industrial subdivisions, but agricultural vineyards. Napa Valley is becoming known as one of the premier wine-producing regions in the world with wine prices skyrocketing and land values doing the same. Napa Valley's growth as a premium wine producing region is in large part due to the rise of the financial fortunes of the "dot-commers" who built without abandon their multi-million dollar houses and planted vineyards of their own to see their name immortalized on a bottle of \$50-\$100 Napa Valley wine. The land use argument was fierce in Napa. Some would assume, as some did, that planting vineyards and agriculture



Large percentage of Napa lands in production

is an environmentally responsible use of the land; however, the work needed to prepare the land and the absence of any setback requirements was considered a rape of the natural landscape and the environment by others.

James Conaway is masterful in revealing

connections between known "dot-commers," celebrities, and the development of the valley for vineyards. Names like Francis Ford Coppola, and how his profits from the movie *Dracula* helped him acquire some of the most valued real estate in the valley, and stories about vineyard managers



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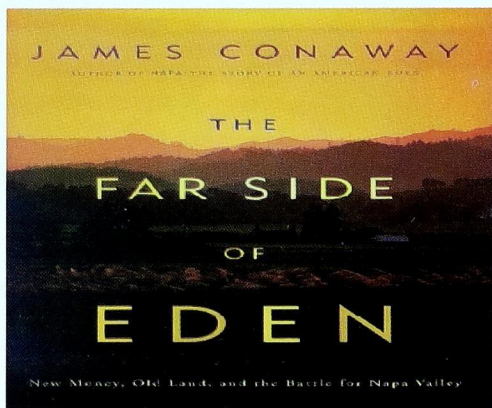
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smuggling French vines into the U.S. through Canada give the book interesting twists and maintain the reader's interest throughout.

The prevailing method the author uses to describe the development and struggles within the valley is by detailing the lives of those involved: everyone from the large wine producers who banded together and formed the "breakfast club" and tried to influence everyone from local politicians to the politicians in Washington, to the local postmaster who played a surprisingly significant role in the environmental movement when he discovered that a relative had passed away leaving him untold millions to use as he saw fit.

References to philosophy, poetry, and

contemporary rational comprehensive decision making are all integral to the book and the story about the development of Napa Valley. I found myself wondering what the outcome of the book would be. Even though I know that Napa



Valley is one of the largest producers of wine in North America, pumping out countless millions of bottles of expensive fermented grape juice, it was suspenseful to see how the lives of the individuals

detailed in the book would turn out and how their struggles, either for vineyard planting or environmental conservation, would play out. There were some compelling stories of citizens fighting what they saw as pliant elected officials and

beginning initiatives that would effectively remove the decision making power from the elected officials and give it to the people. The measure they fought for actually passed and for a while all land use decisions concerning agricultural land had to be voted on by the general population. Many growers and vintners agreed that the real enemy was urbanization, although tourism and related development were also major problems. Issues in land development in Napa were very similar to those encountered in Southern Ontario regarding urbanization and "sprawl."

Some anti-development groups decried the development of the valley for vineyards and the clear-cutting of some valuable oak forests to allow the planting of vineyards by the newcomers. They advised that the land supply wouldn't last forever and pushed for extremely strict zoning and regulation such as minimum lot areas of 20 acres (8.1 hectares).

From the stories about the local landowners, the big corporations, the people, the Sierra Club, and rogue environmentalists, this book details the exciting history of the development of the Napa Valley as one of the premier wine-growing regions in the world and the sacrifices made to get it there. I would definitely recommend this book to anybody involved in land development or conservation. It provides context, history, detailed accounts of land regulations, and personal fights to preserve or develop the land that all have relevance today.



T.J. Cieciora, MCIP, RPP, is contributing editor for In Print. T.J. is a planner with the Planning Consulting firm of Design Plan Services Inc. He can be reached at tjc@designplan.ca.

LARKIN+ ASSOCIATES
planning consultants inc.
1168 Kingdale Road, Newmarket, ON L3Y 4W1
Telephone: 905.895.0584 Facsimile: 905.895.1817

URBAN PLANNING CONSULTANTS
web site: www.larkinassociates.com

Michael T. **LARKIN**
Principal
Katherine D. **EMERSON**
Principal
Michelle T. **BANFIELD**
Planner

email: general@larkinassociates.com

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Lynda Newman
3192 Sideroad 5 RR #2
Bradford, Ontario L3Z 2A5
T: 705-458-0017 F: 705-458-4123
claraconsulting@sympatico.ca

