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Rural Non-Farm Development

A new report asks if Ontario's countryside is a resource to preserve, or an urban area in waiting

Features/5

- Complexity and Planning Strange Bedfellows p. 5
- New Insights into Ethnic Make-Up of GTA p. 7
- Review Mirror No Way to Plan Future p. 10

Districts & People/13

- Central p. 13
- People p. 13

OPPI Notebook/15

- President's Report p. 15
- SouthWest Redux p. 17
- Excellence in Planning Awards p. 19
- Member Service Awards p. 22
- Treasurer's Report p. 23

Commentary/24

- Editorial: Our Maturing Profession p. 24
- New Contributing Editors p. 24
- Letters p. 25
- Opinion p. 26

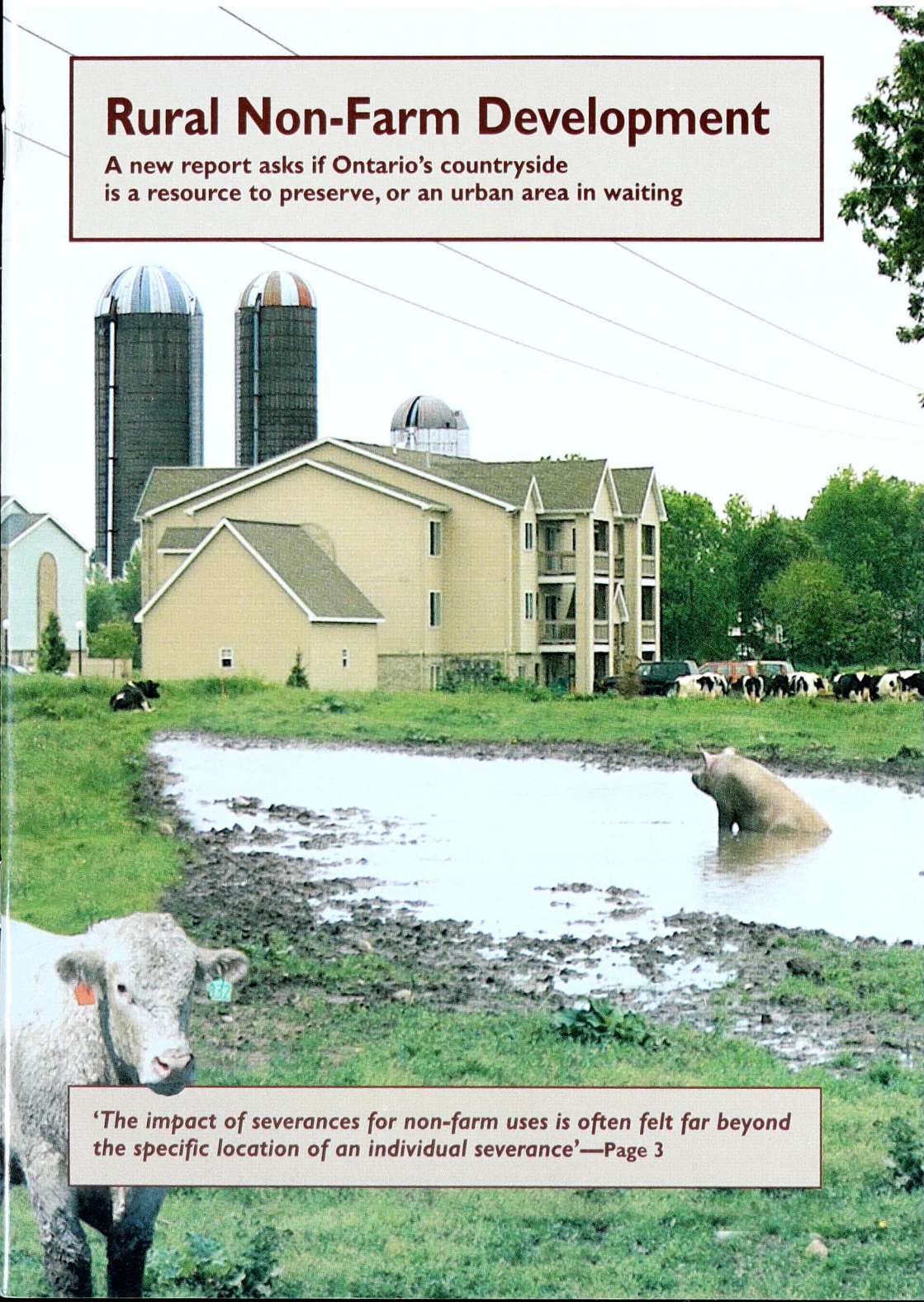
Departments/28

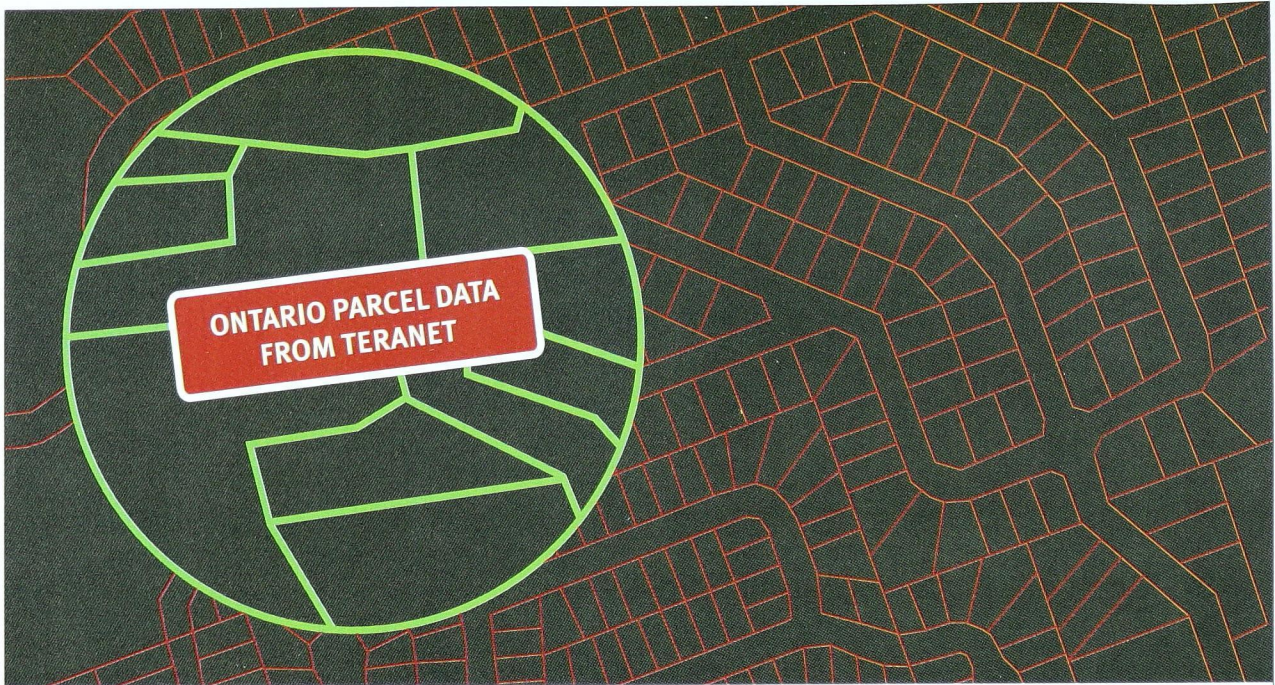
- Professional Development p. 28
- Environment p. 31
- Urban Design p. 34
- OMB p. 38
- Professional Practice p. 38

In Print/40

- European Spatial Planning p. 40

'The impact of severances for non-farm uses is often felt far beyond the specific location of an individual severance'—Page 3





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Rural Non-Farm Development: Far-Reaching Cumulative Effects

By Wayne Caldwell, Claire Dodds-Weir and Sarah Thomson

“Rural Non-farm Development and the Future of Agriculture: Who’s Making the Decisions” was published in the Ontario Planning Journal in September 2001 to outline the research method that would be used to obtain previously uncollected severance data from the 1990s. The resulting data were gathered during 2001 and 2002 in 34 counties and regions, and compiled in *Ontario’s Countryside: A Resource to Preserve or an Urban Area in Waiting? A Review of Severance Activity in Ontario’s Agricultural Land during the 1990s*, co-authored by Dr. Wayne Caldwell and Claire Dodds-Weir, School of Environmental Design and Rural Development, University of Guelph. The research was commissioned and financed by OMAF.

This is the first of four articles about the research. This one will describe the research methodology, summarize the general findings and suggest why it is important to protect farmland. The second article will examine the findings of the study more closely, on a county or regional basis, and will examine, based on these data, the impact on the future of agriculture in Ontario. The third article will look towards the future and what can be done to preserve farmland. The final article will review new initiatives and policy directives for the protection of farmland based on current practices in the United States.

Collecting data on rural severances

The tension between rural and urban in Ontario is coming under greater scrutiny than ever before. When severances are granted for non-farm uses, the impact is often felt far beyond the specific location of an individual severance. This is the first study in Ontario to systematically look at the cumulative impact of severances on farming activity.

From a policy perspective, there are five key reasons to support the protection of farmland:

- To protect the capacity of farmers to produce food.
- To address the issue of food security.

- To protect the role of agriculture in the local and national economy.
- To provide stewardship and protect the amenity of the countryside.
- To protect farmland as a resource for future generations.

During 2001 and 2002, Dodds-Weir documented severances that had been granted on land designated for agriculture uses in official plans. Severances on land designated “urban” were not included. Officials at the Ontario Ministry of Agriculture and Food were consulted on every agricultural severance application circulated by municipalities prior to 1992 and were able to supply

historical data for severances prior to this time. Thirty-four counties and regions across Ontario were chosen based on agricultural sales of over \$36 million. In total, 70,000 data records were reviewed at planning offices across the province.

Our research revealed that approximately two-thirds of the 12,500 residential lots created by severance in the

1990s had been created in the first half of the decade, with only 4,250 being created between 1996 and 2000. Although the absolute number of lots created decreased in the latter half of the decade, the concern remains that there is an ongoing and cumulative effect when residential severances are granted. Of the 15,500 lots created in the 1990s, more than 80 percent (12,500) were for residential purposes. Two thousand three hundred lots were created for agricultural purposes while 800 lots were for “other.” These lots are, of course, added to the tens of thousands of lots created prior to 1990.

Why are non-farm uses an issue for the countryside?

While the absolute loss of farmland is a concern, the impact of severances in a working agricultural landscape is even more significant. The loss of an acre associated with a rural residential lot is significant, but it pales in comparison to the restrictions

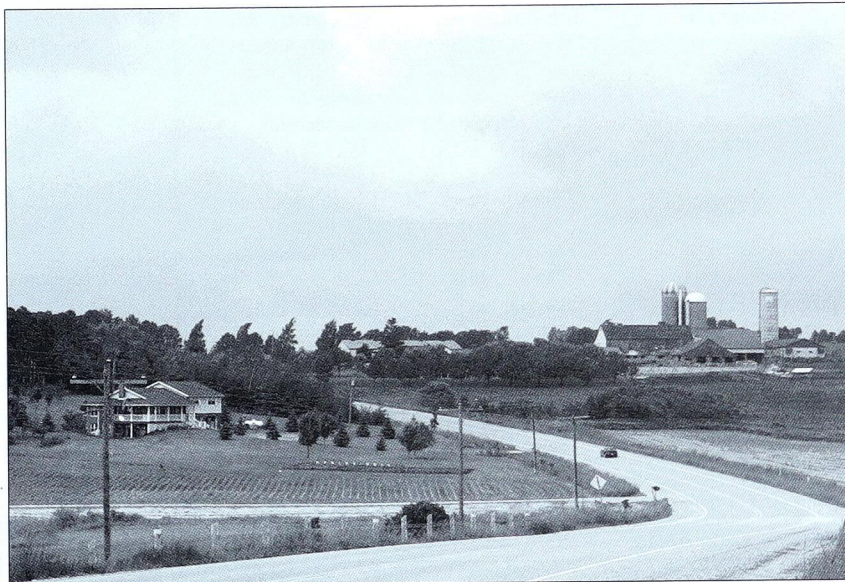


Photo: Gillian Auld

Each acre of residential severance potentially sterilized more than 300 acres for farm usage

associated with that lot. Each residential severance, for example, has the potential to restrict as much as 328 acres from the establishment of a 4,000 feeder hog barn (the actual area restricted will vary based on the type of livestock, manure system and size of barn as determined using the Minimum Distance Separation formula). The 12,500 residential lots created on agricultural land, if randomly distributed, would restrict more than 4,000,000 acres from the establishment of a new hog barn.

Non-farm uses also affect existing farm operations. Normal farm practices are not always understood. The use of large equipment, the application of manure and sprays and the use of evolving technology such as genetically-modified crops can be an irritant. Opposition to the expansion of livestock operations is a frequent occurrence in the countryside. This catches farmers between the economic reality of sometimes needing to expand and municipal by-laws and regulations that reflect a more urban-based perspective. The many demographic and cultural changes taking place are also changing the composition of the rural community.

Severances are not a net contributor to the tax base

An argument often used in favour of granting severances is that municipalities need the tax revenue. However, the costs to municipalities of servicing residential lots in the countryside and their environmental impacts, such as the number of new wells being drilled, garbage collection, the increased number of septic tanks being built and soft impacts such as delivering children to and from school, also have to be taken into consideration. On this point,

American-based research suggests that municipalities are no further ahead financially by granting severances for residential lots. In general, the cost of services for a rural dispersed population is more than the revenue collected in taxes for these properties. The American Farmland Trust did an informative study of the cost to municipalities to service different types of properties per each tax dollar collected. They found that municipalities spent \$1.15 for each \$1 of taxes collected from residences located in the rural countryside, compared to .36 cents in services for farms and .27 cents for services to commercial and industrial taxpayers.

Article number two in this series will report results from the study on a county and regional basis and discuss areas where planning policies have worked especially well to preserve farmland. In the opinion of the authors, there are municipalities in Ontario that are doing as well with this issue as anywhere in North America.

The entire report *Ontario's Countryside: A Resource to Preserve or an Urban Area in Waiting? A Review of Severance Activity in Ontario's Agricultural Land during the 1990s* can be downloaded at www.waynecaldwell.ca.

Wayne Caldwell, MCIP, RPP, holds a joint appointment between the University of Guelph and the County of Huron. He was the Director of this research project. Claire Dodds-Weir is a graduate of the School of Environmental Design and Rural Development at the University of Guelph and is currently a Planner with the County of Huron. Sarah Thomson is a journalist who specializes in rural issues.

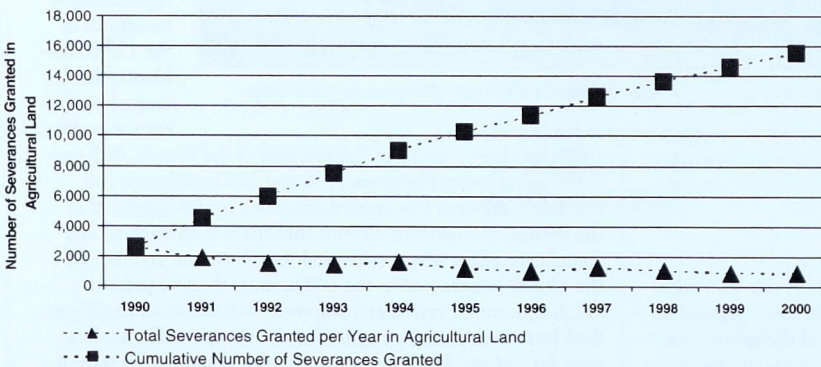


Figure 1: Severances Granted and Their Cumulative Impact During the 1990s in Rural Ontario

Source: Caldwell, W.J. and C.J. Weir 2002. Rural Non-Farm Lot Development Research Project. University of Guelph. http://www.waynecaldwell.ca/development_final.PDF

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Complexity can be anticipated but not planned

Expect the Unexpected

By Reg Lang

Intent is central to planning. It finds expression in goals, objectives, strategies, policies, programs. When evaluating plans we ask: was the intent fulfilled? Were outcomes those anticipated?

But interventions frequently have consequences that were not intended. That's hardly news. Benjamin Disraeli lamented, "What we achieve seldom occurs, what we least expect generally happens." This familiar phenomenon does, however, raise questions seldom addressed: why do unintended consequences happen? why sometimes more than others? Several recent books offer useful insights, the main one being that as systems become more complex, the unexpected is more likely.

"That's Not What We Meant To Do"

John Muir, the renowned 19th century naturalist, declared, "When we try to pick out anything by itself, we find it hitched to everything else in the universe." Among and within the diverse parts of a complex system

are many linkages, of varying strength and intensity and at different levels and scales. Such connectivity can result in a change at one point in a system having wide-ranging ripple effects that extend over time—hence the saying, "We can never do only one thing." The five million tonnes of salt spread on Canadian roads create June-in-January driving conditions but also kill roadside trees, pollute groundwater, erode structures and rust vehicles. As John Winter reported in these pages, pursuing central-area redevelopment by building indoor shopping malls downtown can drive nearby independent retail stores out of business, without

delivering any of the anticipated spinoff benefits. Creating marked crosswalks to protect pedestrians can generate a false sense of security and cause more rather than fewer injuries, especially among older residents. Policies to get people off welfare rolls produce longer lineups at food banks. Computers and e-mail were supposed to bring forth a paperless society; instead, more paper is generated than ever. Singular ends can yield sundry end results.

Unintended consequences can also be positive. Steven Gillon discusses the G.I. Bill aimed at subsidizing schooling and mortgages for returning World War II veter-

count; most are weak. Locating a relevant nexus is rewarding but can be a difficult, trial-and-error process. High-leverage points tend to lurk in unforeseen places, often far removed in time and place from where the problem appeared. It can be a lot easier to locate these points than to make persuasive arguments for exploiting them. Then there's the ever-present hazard of triggering further changes, with unpredictable effects.

To produce desired outcomes in complex systems requires multiple reinforcing strategies and diverse lines of attack. Building new highways is unlikely to reduce traffic congestion; the more roads, the more

vehicles that use them. Better: combine road improvements with improved public transit and incentives for carpooling. Best: add disincentives such as user charges for cars entering congested zones (the carrot and the stick). But be prepared for another feature of complex interconnection: counter-actions, surprise and disruption as various agents in the



The Leslie Street spit is an example of unexpected consequences

ans. Seen as minor at the time, this provision yielded results that neither the President nor Congress had in mind. It enabled millions to access higher education and stimulated the creation of low-cost housing in the suburbs. Of course, that also spawned Levittown and generated other unexpected impacts including sprawl.

Another interconnectivity plus: it can be exploited to achieve more than one result from a single action. Similarly, large effects can often be achieved through small or well-placed interventions. Everything may be connected to everything else, but in practice only a relatively few connections really

system exploit the diversity of paths open to them. That's what scares residents living near the Gardiner Expressway when there's talk of closing it down.

Complexity Trumps Predictability

Planners are presented with a conundrum: when interconnections are dense or lengthy and causality is reciprocal, change at one place generates or constrains change at another. It then becomes quite difficult if not impossible to trace the impact of any action after the fact, let alone predict that effect in advance. These effects may render the system impervious to control. Actions

inevitably produce compensating feedback and counteractions, in ongoing cycles. Back to the law of intended consequences: sometimes remedied but never repealed.

Another version is “the revenge effect,” popularized by Edward Tenner. Push hard and the system pushes back, often with counterintuitive results no one bargained for. Nature gets even. Human ingenuity boomerangs and whacks us in the collective head. Mechanized agriculture enabled farmers to cultivate previously semiarid land but that led to massive drought. DDT, an obvious improvement over the metallic compounds it replaced, was at first deemed “safe” and was soon widely used; only later did the adverse longer-term and cumulative effects become apparent (traces of it are still found in food). Yet banning DDT in 1972 had its own revenge, in the contamination of aquifers by newer generations of water-soluble pesticides. This further demonstrates that complex systems cannot be understood by considering only the features and intents of certain elements. Robert Jervis explains: “Many crucial effects are delayed and indirect; the relations between two actors often are determined by each other’s relations with others; interactions are central and cannot be understood by additive operations; many outcomes are unintended; regulation is difficult.”

Because connectivity, nonlinear relationships and feedback are likely to generate surprise, it’s prudent to leave room to respond if what’s expected doesn’t happen and something else does. Interconnections can enhance a system’s flexibility but they can also enable disruptions within it to be widely spread. Recall the Love Bug of 2000, one of the most dangerous computer viruses to date (it’s still out there). Or consider the North American power grid. Increasing interconnectedness has enabled utilities to ease local shortages by transferring electricity (luckily for Ontario, these days), but enhanced system stability comes at a price: greater vulnerability. Local power shortages cascaded into the New York blackout of 1977, and in 1996 two minor outages affected millions of consumers in the western United States—a continuing hazard, heightened by threats of terrorism. The recent blackout throughout much of the Northeast, including Ontario, stunned millions. System planners struggle to preserve two potentially conflicting features of complex systems: closely linked

interdependence; and resilience, the capacity of the system to retain its basic structure in the face of perturbations.

Complicating Things Further . . .

A couple of additional forces are to be reckoned with in complex systems. The first, familiar to ecologists, is emergence. New system properties arise that are not present at or predictable from the previous level. Contractors dumped construction rubble at the bottom of Leslie Street in Toronto; years later the Spit emerged as a unique environmental and passive-recreation resource. Management guru Henry Mintzberg has



The power grid reveals vulnerability

demonstrated how strategy, rather than being a product of a deliberate planning process, can emerge as a pattern in a stream of actions, a consistent behaviour over time. And, as political scientists like to say, “policy accumulates.” The system makes it up as it goes along.

This relates to the second force, self-organization. Under far-from-equilibrium conditions, hidden order can emerge from apparent chaos. Witness what happened in New York immediately after 9/11. A system transforms spontaneously into new and more complex patterns and structures. We experience this in heavy traffic—sudden congestion that just as abruptly clears up, for no apparent reason.

Emergence and self-organization can combine to make life miserable for planners who need to predict and seek to control. Yet, as always, opportunities abound. To reframe change. To create enabling conditions that will support emergence of desired outcomes. To bound instability, enhance connection and foster relationships. To promote creative adaptability. To embrace complexity and enlarge our practice repertoires accordingly.

Expectations Matter

Back to “unintended.” The word implies something neither envisioned nor anticipated. Organizational-behaviour specialists Karl Weick and Kathleen Sutcliffe identify a simple sequence: “A person or unit has an intention, takes action, misunderstands the world; actual events fail to coincide with the intended sequence; and there is an unexpected outcome.” It begins with expectations—assumptions about what will happen, presumed results, envisioned consequences.

The problem is that people tend to seek out evidence to confirm these expectations and avoid contrary input. Expectations can make the world seem simpler than it is. Focusing on the expected can draw attention away from the unexpected, setting us up for unpleasant surprises. Responses can make things worse.

Coping with the unexpected, according to these authors, requires the quality of mindfulness. By this they mean “the combination of ongoing scrutiny of existing expectations, continuous refinement and differentiation of expectations based on newer experiences, willingness and capability to invent new expectations that make sense of unprecedented events, a more nuanced appreciation of new dimen-

sions of context and ways to deal with it, and identification of new dimensions of context that improve foresight and current functioning.” The opposite, mindlessness, involves “following recipes, imposing old categories to classify what they saw, acting with some rigidity, operating on automatic pilot, and mislabeling unfamiliar new contexts as familiar old ones.”

Weick and Sutcliffe single out “the zeal for planning” as “a silent contributor to mindlessness.” The presence of a plan, they claim, can cause people to search narrowly for confirmation of its correctness and avoid disconfirming evidence, restrict their spans of attention and action responses, become blinded to the unexpected, and gen-

erally make things worse rather than better. Quite an indictment! We can only wonder how these traps are avoided by their "high-reliability organizations"—especially nuclear power plants which, one can hope, have sound and reliable plans in place. Still, this and other literature from management and the burgeoning field of complexity science tends to take a negative view of planning (using the term broadly), as unduly oriented to predict-command-control when conditions of complexity call for a much more flexible and adaptable approach.

That's our challenge. If not addressed, planning could be sidelined and marginalized, exactly when it is most needed.

Reg Lang, RPP (ret.), FCIP, is writing a book that addresses planning amidst complexity. More information can be found at his website www.reglang.ca. He can be reached at rlang@yorku.ca.

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Canada's largest city is changing fast

Toronto's Residential Mosaic

By Mohammad Qadeer and Sandeep Kumar

The municipalities of the Toronto Census Metropolitan Area (CMA) pride themselves on their diversity. Toronto claims to be one of the most multicultural cities of the world. Its population, originating from 169 countries, speaks about 100 languages. This diversity extends all across the metropolitan region. Markham now is an immigrants' town, 53 percent of residents are immigrants, and Mississauga, Brampton, Richmond Hill and Pickering are not far behind.

The public celebration of ethnic diversity is accompanied by an undercurrent of private disquiet about the emergence of residential neighbourhoods of distinct ethnic character, namely ethnic enclaves, such as China Town, Somali Village or Macedonian Co-op. Unspoken concern is about the racial segregation of visible minorities. It is believed that these enclaves isolate residents, specifically immigrants, and inhibit their integration in Canadian society. The dreaded word is "ghetto," raising the spectre of Toronto's own Harlem (New York) or Watts (Los Angeles).

Contemporary ethnic concentrations are centred in suburbs. They are generally small, and seldom exclusive in composition. The residential segregation of Toronto's ethnic groups is more the result of the structure of the housing market, job opportunities and people's locational preferences than the legacy of racial discrimination.

Ethnicity refers to a person's ancestral and/or cultural background. It is as applicable to immigrants as to the Canadian-born. The Canadian Census of Population 2001

asked people to identify their ethnic backgrounds. Ethnic identities reported in the CMA add up to 61, ranging from Canadian, English, French, Chinese to Punjabis, Serbs; many reported multiple ethnicities.

We have measured the residential concentration of nine prominent ethnic groups, by calculating their respective proportions in each Census Tract (CT), which is a small area that has an average population of 4,000. Ethnic enclaves are identified by CTs in which a particular ethnic group dominates, primarily as the majority (more than 50 percent of CT population) and secondarily, if less than the majority, as the single largest (statistical mode) ethnic group. The map delineates areas of both the primary and secondary concentrations of five groups, the other four (Jamaicans, Pakistanis, Sri Lankans, and Tamils) do not have residential clusters large enough to show up on this map.

Major Ethnic Enclaves

The two largest residential concentrations are those of Italians in Woodbridge, Vaughan, and of Chinese based in Agincourt and radiating northwards to Richmond Hill and Markham. Italians have carved a sector in the northwestern and Chinese are settled in the northeastern quadrants of the metropolis.

They are sizable enclaves: about 63,000 Italians live as the majority in 14 CTs and another 80,000 are in areas where they are the largest group, though a minority; similarly about 65,000 Chinese form the majority in 21 CTs and another 142,000 are found in secondary concentrations, including some in

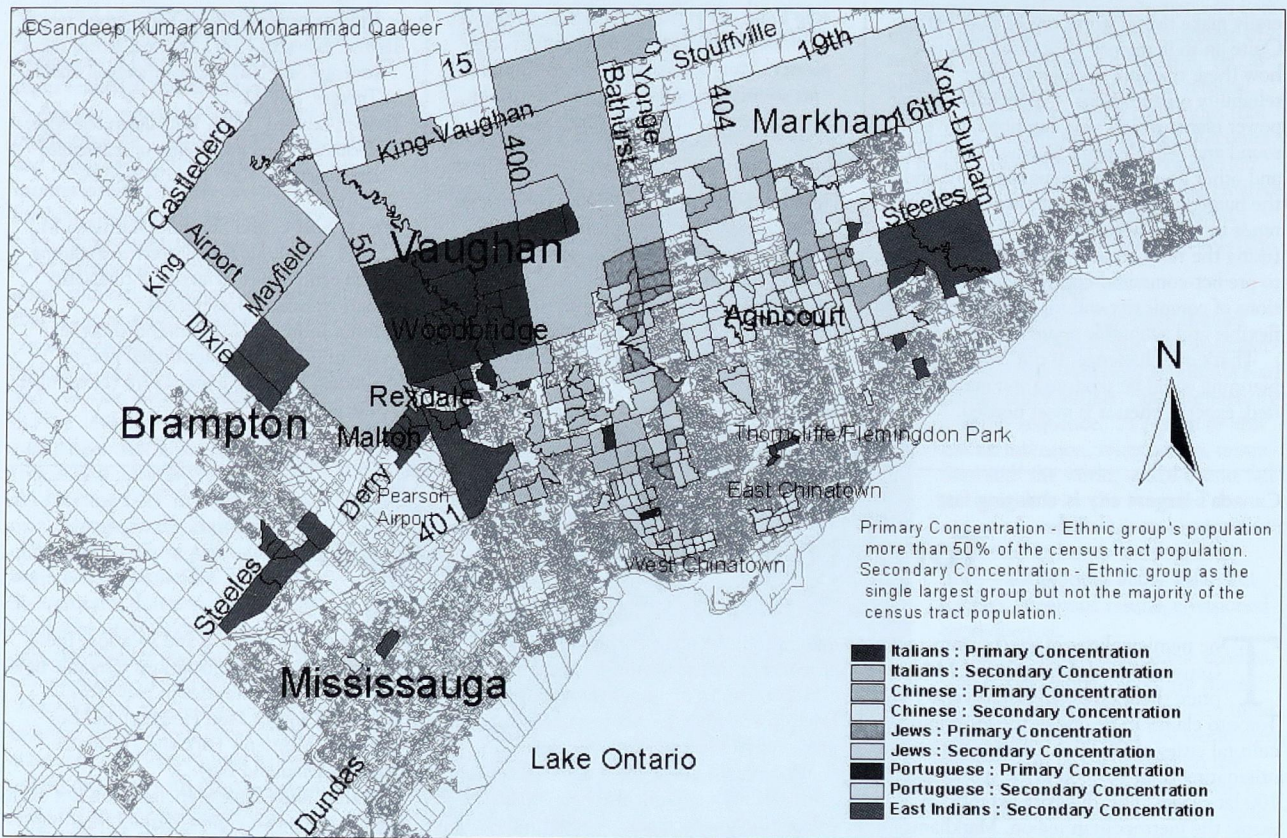
the central city. In size and location, these two residential concentrations resemble new immigrants communities in New York (Flushing and Jackson Heights) and Los Angeles (Monterey Park and Hacienda Heights-Diamond Bar).

Italian and Chinese enclaves are not exclusive to these two groups, despite their high concentrations. A resident of these ethnic enclaves has daily encounters with people of other backgrounds.

These enclaves are large in area, occupying a big swath of the map, because of their suburban locations and sprawled layout. Yet they constitute only about seven percent of the Toronto Area's population.

The Chinese malls, restaurants, groceries and professional offices or Italian stores, community centres and churches are as important as the residents' numerical domination in imprinting the ethnic character on these neighbourhoods. The trimmed lawns and spiraling stairs, guarded by saints' statues, leading to the flower-bedecked front porches testify to affluence of homeowners in the Italian enclave. Chinese suburban enclaves also bear marks of prosperity; detached homes subdivisions are interspersed with gated luxury high-rise and town-house precincts. In these neighbourhoods, residential segregation is not associated with the concentration of poverty.

The two historical China Towns, one centred on the Spadina/Dundas Streets and the other around the Broadview/Gerrard Streets, and the Little Italy at College Street are not any more demographically the areas of each group's majority. They have significant pres-



Distribution of ethnic populations in the GTA. (To view this map in colour, contact the authors.)

ence of other groups, though they continue to be the reception areas for the poor and modest-income immigrants.

The third major enclave is that of Jews, about 39,000 forming the majority (58 percent) of residents in 14 CTs, whose core is around Steeles Avenue and Bathurst Street where their population reaches the 60-70 percent range. Secondary concentrations are arrayed along Bathurst Street.

The Portuguese are concentrated largely in the Western part of the central city, along the Dufferin/Keele Street corridor. They are not the majority in this area, but constitute the largest ethnic group, about one-third of the area's population; another indication of the dilution of the historic ethnic concentrations.

It should be noted that none of these four groups is entirely concentrated in its ethnic enclave. Their ethnic enclaves have about 20 to 45 percent of their metropolitan populations, the rest are dispersed across the region.

Blacks and Browns

The more visible minorities, blacks and browns, are culturally very diverse. A group of black residents may have little in common

culturally or linguistically. Among them could be Somalis, Ghanaians, Jamaicans, Guyanese, Brazilians or Nova Scotians. Similarly, browns may include East Indians, Pakistanis, Punjabis (Sikhs), Bangladeshis, Iranians, Arabs or Peruvians and Trinidadians of Indian extraction. The notion of a black or brown enclave is not applicable in Toronto. Instead there are concentrations of individual ethno-national groups of black and brown complexes at the scale of city blocks or apartment buildings, sometime called "high-rise ghettos."

East Indians and Punjabis together are not a majority in any CT, though about 75,000 of them live in five clusters of CTs as the single largest, but numerical minority, ethnic group of these areas. These concentrations are found in Eastern Scarborough, Thorncliffe/Flemingdon Park area, Rexdale and Malton, Northern Brampton and Northwestern Mississauga. Tamils show up as a secondary concentration in only one CT. Pakistanis by themselves do not have a dominant presence in any CT. They may appear to be concentrated in one building or block, but such concentrations may not much bigger than

a few hundred in population.

Blacks are even more dispersed than the browns. Our map does not show any CT with Jamaicans in primary or secondary concentrations. They may be in the majority in a building or block here or there but do not come up to the level of constituting an enclave. Somalis concentrations are likewise at the scale of an apartment building or a cluster of townhouses.

Structure of Ethnic Segregation in the Toronto Area

The above-described geography of ethnicity is confirmed by the index of residential concentration in table 1.

Residentially the most concentrated are Jews, followed by Chinese, Portuguese and others. By comparison, people with English background are the least concentrated among this group. Blacks are less concentrated than browns and Italians.

Toronto's ethnic segregation arises from the process of its neighbourhood formation. It has historical roots and is a source of its vibrancy and diversity. Toronto Area's ethnic enclaves are distinguished by the following characteristics.

- Organized on the bases of cultural and national origins of immigrants, race is an incidental factor.
- Enclaves are generally small, so that Italian and Chinese neighbourhoods are exceptions.
- They are seldom exclusive and often have 20-40 percent people of other ethnicities living in areas of one group's concentration.
- Religion and language play a significant role in consolidating an ethnic neighbourhood.
- Ethnic restaurants, bakeries, groceries and

professionals' services become hallmarks of ethnic enclaves.

- Ethnic concentrations offer the advantage of building the population base for community services and institutions, i.e., places of worship, community centres, ethnic commercial and professional establishments, seniors' homes, housing co-operatives, language classes, sports clubs.

Public Space for Social Integration

Residential segregation is not a primary obstacle in the integration of different groups in Canadian society. A neighbourhood is not the primary venue of social blending. One's interactions with neighbours may not advance beyond the level of polite nodding, except in times of emergencies and collective actions.

Public policy should be concerned with fostering social integration in the public space, which is the arena of employment equity, affordable housing, and most importantly, public education and civic culture. It should aim at strengthening the civil society by building up a common ground of national languages, laws, conventions, values and institutions. This

common ground is the foundation on which diversity and multiculturalism can meaningfully thrive.

There is considerable segregation along ethnic lines, even for the Canadian-born, in personal relations. Most individuals primarily socialize within their own ethnic, religious or cultural communities. Schools are the primary site for bringing together diverse communities, followed by workplaces and commercial establishments. Strengthening public education, rather than privatizing it, promoting employment equity and improving the viability of public services are the means of reducing ethnic solitudes. They are the contemporary sites of social integration.

Mohammad Qadeer, MCIP, RPP, is a Professor Emeritus, Urban Planning, Queen's University, Kingston, and Sandeep Kumar, AICP, MCIP, RPP, is an Assistant Professor, School of Urban Planning, Ryerson University, Toronto. They can be reached at: qadeerm@post.queensu.ca or s2kumar@ryerson.ca. Rob Catarino's help in data collection and mapping is greatly appreciated.

TABLE 1

Ethnic Group Percentage of CTs in which 50 percent of the group's population lives

Jews	3.6
Chinese	10.1
Portuguese	10.6
Italians	13.4
East Indians/Punjabis/Sri Lankans	13.4
West Indians/Jamaicans/Africans	17.2
English	24.7

Source of Data: Statistics Canada.

Note: The lower the percentage of CTs, the higher is the level of concentration.

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A politician knows he is no longer in office when he gets in the back of a car and it doesn't go anywhere

Look Forward, Not Back, When Creating Visions for Future

By Glenn R. Miller

Former Premier Bob Rae captured the hearts and minds of more than 700 planners and landscape architects with a rousing keynote speech that blended Confucian philosophy, pragmatic advice and thoughtful insights on the relevance and importance of planning. "We all tend to go through life looking the rear-view mirror," he said. "Our choices should be less about the past and more about the future."

Speaking without notes, and obvious passion, Bob Rae

put the "power of place" theme in the context of policy-making and public opinion. "One sets the framework for the other," he said. Since our opinions are typically formed with a series of "pictures in our heads," we owe it to ourselves to

dump antiquated pictures based on out-of-date assumptions. "Our concepts of family, the economy, diversity and even Canada's place in the world have probably not kept up with the rapid pace of change over recent decades," he argued. Planners and landscape architects have a double challenge, because "we don't know what the



Bob Rae

world will look like 10 or 20 years from now."

Mr Rae's posed three rhetorical questions to his rapt audience.

"If I am not for myself, then who will be for me?" Today's society has none of the imposed hierarchy of the past. "There is much uncertainty today about where we fit in the hierarchy of things," he noted. The forces that create change are beyond the control of politics, so although it is natural to search for order, we must recognize that governance takes place within a vast "marketplace of ideas."

"But if only for myself, what am I?" There has been a dramatic shift in power at all levels. Governance today is about "finding the right balance." Power has been forever diffused, making it impossible for political leaders to assert authority. With any issue, from transportation to health care, successful decision-making requires the ability to properly define the public interest. There is no longer any single "right decision." Leadership is all about listening to diverse views, and steering a responsible course.

"If not now, when?" In the marketplace of ideas, politicians, specialinterest groups and individuals are all competing for "the ability to influence those pictures in people's minds." Mr Rae cited policy issues from his term in office such as Sunday shopping, where policy was changed to reflect wholesale changes in public opinion. A telling example of the dilemma facing us as individ-

uals but also as politicians is the difficult challenge of making the right long-term decisions when the timeframe for accountability is often relatively short. "Don't blame politicians for unpopular decisions that merely reflect public opinion," he said. "Politics is a process that allows for principled discussion."

The concept of "place," he concluded, "is about geography but it is also about understanding that circumstances and the context that define a place are subject to change. Power is the ability to affect the result of how people see and experience that place."

The odd thing about a large gathering such as the one in Muskoka is that 700 to 800 people can come together all too briefly at a plenary session then disappear into a series of small rooms, corridors and mobile workshop buses so that the faces seen across the crowded room once, never reappear. In fact, the only constants at this magnificent joint conference, expertly organized and warmly hosted by Deerhurst, were the black T-shirted individuals of the conference committee who always seemed to be at hand to redirect lost souls (including people like your intrepid correspondent who weren't able to read yellow writing on pink paper in the program).

I enjoyed one of the most entertaining exhibit areas ever, which provided a vast array of organizations a centrally located venue to display their wares. My favourite booths were the companies showing special

paving stones for use in driveways that allow water to penetrate. One would see small groups of people gathered in front of these displays, mesmerized by the constant flow of water through layers of stone and gravel.

Among the great sessions that I sampled (and learned from) were "centres and corridors," "recent OMB trends," "brownfields," "local stewardship in enhancing lakes and shorelines" and "accessible planning." The latter session, with Kevin Duguay from Peterborough, was a great example of how a potentially arcane topic can be enlivened by a passionate speaker and excellent contributions from the audience. Many sessions, such as "seeing is believing" and "one on one with Anne Spirn" were packed to the rafters, rendering the casual drop-in next to impossible. Reports from those who gained entry were very complimentary.

Mobiles that generated discussion in the bars included a tour of monster cottages (reports in the *Toronto Star* the next day), amazing tales from golf course construction and the charrette tour on the waterfront as the prelude to the design session. Sue Cumming energetically facilitated the policy paper discussion on rural character. Judging from the range of opinion, this paper will need some more thought before it is released.

The interaction between planners and landscape architects proved to be a popular ice-breaker (*Are you a landscape architect?*) Judging from the jolly atmosphere at the Friday lunch, the true value of multi-day conferences was clearly demonstrated—the chance to talk shop, make new friends and renew acquaintances from around the province. Ruth Coursey and her crew of volunteers can look back on this professionally organized event with pride.



Conference committee: (Back) Cheryl Shindruk, Marg French, Daniela Kiguel, Melanie Williams, Diana Santo, (Front) Barb Jeffrey, Wendy Nott, David Collinson, Ruth Coursey, David Leinster, Janet Amos

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Mary Ann Rangam (2nd from rt.) enjoys the ambience with Peter Smith, Paul Chronis and Mark Simconi



Delegates in good spirits



Exhibits more interesting every year: Former president Valerie Cranmer (rt.) checks her game



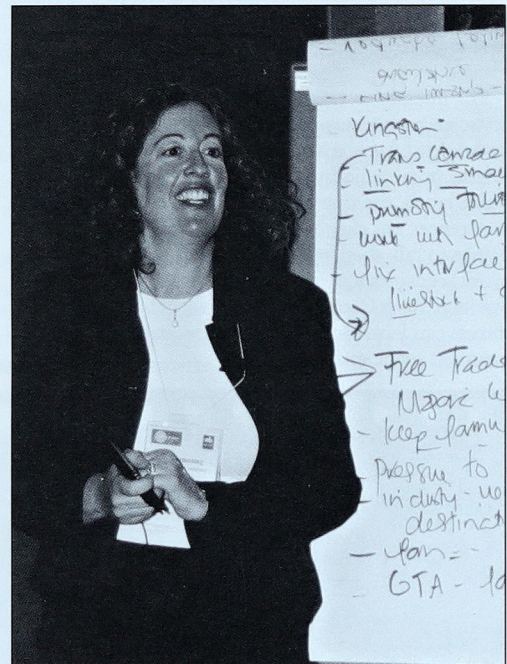
Award winners—OPPI and OALA



The herald



The Deerhurst balcony made for good networking



Sue Cummings ran a lively session



Mrs. Hill, widow of Nicholas Hill, a member of OALA, OAA and OPPI with Don May, OAA president Paul Mitchell, and Jim Vafiades, OALA president

Glenn R. Miller, MCIP, RPP, is editor of the Ontario Planning Journal and Vice President, Education and Research, with the Canadian Urban Institute in Toronto. He can be reached at editor@ontarioplanning.com on matters relating to this magazine and at gmler@canurb.com at the CUI.

Central

Lakeland Planners (Central District) Enjoy Summertime "Art in the City"

The McLaren Art Centre in downtown Barrie was the scene of Art in the City, the summer soiree hosted by Central District's Lakeland Planners in June. Approximately 30 planners and their guests gathered to enjoy the permanent collection and visiting exhibitions at the McLaren Art Centre, and then "chilled" to cool jazz by the Charlie Finlay Trio.

Heather Black was the winner of the draw for two tickets to Lakeland Planners' annual year-end event at Georgian Downs, which will take place November 25, 2003. The tickets were generously donated by Rick Hunter and Marg Walton of Planscape.

Thanks are due to The Jones Consulting Group and Lakeland Planners (Central District) who sponsored this networking event. Thanks are also extended to Tracy Haynes and Lynda Newman, who assisted with organizing and on-site logistics.

Upcoming Events

World Town Planning Day

To celebrate World Town Planning Day, November 8, 2003, Central District's Lakeland Planners have agreed to take a more proactive role in promoting this important day. We are seeking planning professionals to work with our own School Board planners in making class presentations, which could include PowerPoint shows or simple planning exercises (design a subdivision, site plan, etc.). We are looking for input from the members. Please contact Mike Sullivan (905-833-1244) or Janet Amos (705-764-0580) with questions. More details to follow.

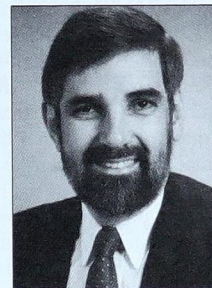
Lakeland's "Festivus"

For tickets to the annual year-end dinner and races at Georgian Downs, Tuesday, November 25, contact Brandi Clement (bclement@jonesconsulting.com) or James Stiver (jstiver@town.orangeville.on.ca). Seating is limited, so call early. Last year's event was a great success! This year plans to be even bigger. You won't want to miss it, so plan early! For sponsor information, please contact Brandi or James.

People

Ed Sajecki Moves to Mississauga

Assistant Deputy Minister Ed Sajecki has left Municipal Affairs and Housing to return to the municipal sector as Commissioner of Planning and Buildings in Mississauga. While with MAH, Ed was involved in Smart Growth, Brownfields, the PPS, Oak Ridges legislation and many other key initiatives. He joins Mississauga in



Ed Sajecki

October, having previously held senior positions with Burlington, the Town of York, CN Real Estate and Etobicoke.

As noted in an extravagant advertisement in our previous issue, **Wes Crown** has joined Meridian Planning Consultants in Barrie, having previously been Director of Planning in Tay Township. The new Director of Planning at Tay is **Mara Burton**, who had

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been the planner at Wasaga Beach for 10 years. She can be reached at mburton@tay.township.on.ca

The City of Barrie had three new planners start this summer. **Nancy Farrer** left the Town of Collingwood and **Kathy Brislin** left the Town of Innisfil to join the City in the policy section and **Sandra Mattson** left the Town of Midland to join Barrie's development section.

Gordon Russell, who was formerly a Manager with the Town of Caledon has replaced Nancy in Collingwood.

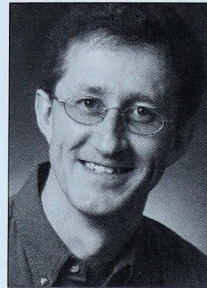
Bruce Singbush has left Marshall Macklin Monaghan Limited to join the Ministry of Municipal Affairs and Housing, Municipal Services Office for Central Ontario. He can be reached at Bruce.Singbush@mah.gov.on.ca.

Scott Burns has established a new firm based in downtown Toronto, not far from where he toiled with Hemson Consulting on Bay Street. He is joined by colleague **Fern Betal**.

Macklin Hancock has received another honour, this time in Toronto, with the

renaming of Don Mills Parkette. At a recent ceremony, which coincided with the 50th Anniversary of Don Mills, City officials noted that Macklin Hancock had been chief planner of the Don Mills Development Corporation, and a driving force in the planning of the extremely successful Don Mills community. Mr. Hancock made it his goal to show the importance of nature for generations of children and parents to enjoy.

Wayne Caldwell has been appointed Chair of the Province's Nutrient Management Advisory Committee. Members of the Committee have been chosen from across the province from farm organizations, agribusiness, rural municipalities, the environmental community and the scientific and academic community. The Committee has a specific mandate to advise the government on a range of issues related to the provinces recently implemented Nutrient Management legislation. Dr. Caldwell holds a joint appointment between the University of Guelph where he teaches rural planning



Wayne Caldwell

and the County of Huron Planning Department.

Jonathon Roger has moved from Clayton Research in Toronto to Zelinka Priamo in London. While with Clayton, Jonathon specialized in economic forecasting. His work with Zelinka Priamo will relate to both the public and private sectors.

Rudayna Abdo, formerly a member of OPPI and graduate of McGill University School of Urban Planning, has been working in the U.S. for a number of years. Rudayna

was recently appointed as the Director of Professional Development for AICP. She will guide the professional development initiatives of the American Institute of Certified Planners, including its national certification program for professional planners, ethics, continuing education, and partnerships with societies of professionals involved with the built environment. These activities serve a

growing membership of over 14,000 certified planners in the U.S. and abroad, with a Washington-based staff team of five and additional staff support in both D.C. and Chicago.

Although not mentioned in the press release issued by APA, Rudayna was the guest editor of the Ontario Planning Journal's special issue devoted to the 10th anniversary of OPPI.

The firm formerly known as Forhan Rogers has changed its identity to iPLANcorp. According to **Bob Forhan**, President of the newly named company, "At iPLAN, we work with clients to help them map out and navigate the future of their business. Geographical planning is at the heart of our work—whether we're managing the planning of a major development, increasing the value of a business and its assets, or designing processes that enable our clients to track geographic information and plan for future growth."

The firm has created a marketing advisory board, whose members include former premier William Davis and prominent planners **Peter Allen** and **Milt Farrow**.

Contributing editors Lorelei Jones, MCIP, RPP, and Thomas Hardacre, MCIP, RPP, can be reached ljones@rogers.com and thardacre@peil.net respectively.



Rudayna Abdo

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The President's Report

By Dennis Jacobs

For a third and final time, as I reflect on the year's achievements, I am once again astounded at what has been done... at how high the bar has been raised for the profession... at the growing recognition of both professional planners and the Institute that represents us. And it is you—the members—who I have to thank. This includes the extraordinary effort of a supportive staff, volunteers at large and those on Council and Committees.

This conference is an event worth talking about for a number of reasons. First, we have joined together with the Ontario Association of Landscape Architects to bring a more dynamic program and inter-professional partnership forward. One obvious difference is the liveliness of the booths filling the exhibitor area. I'm sure it also has sparked some healthy rivalry in discussions on areas of practice that we share. I hope this is the first of many opportunities to work together. The attendance this year sets yet another record.

The Institute continues to grow and mature—this year 195 new provisional members swelled the ranks along with 112 moving to full member status.

Improvements to the process and automating some of these services have assisted in reaching this goal, but more on that later.

Council has put in many hours to improve the way we govern and set new administrative procedures and protocols for staff to clearly define responsibilities and where the buck stops when it comes to taking action. The reason is that Council and even staff do change, so this makes transition a little smoother. It also ensures an accountable and transparent decision-making process for the membership.

Council has faced some hard fiscal choices this year to ensure the continued roll out of the Millennium Strategic Plan. On that front, I am very pleased to report that the membership has supported Council's efforts by voting in favour of the fee increase. This confirmation of Council's proposal clearly puts the Institute on track for realizing a very critical fiscal goal—a stable and sustaining source of revenue to further the implementation of the Strategic Plan and to continue the evolution of the Institute.

Let's look at some high-

lights related to the Strategic Plan. On the Membership and Member Service fronts, we are making real progress. Supported by the administrative fee for provisional members, a number of measures are in place:

- An E-bulletin service is now up and running with notices sent in Fall 2002 and Spring 2003—quarterly bulletins are planned providing timely at the door advice and direction to provisional members.
- Log-on-Line—a new interactive on-line method for

Provisional members to submit their logs, review their status, and view committee comments. The system generates a unique number for each log submission, similar to on-line banking.

- On-line delivery of courses and supporting materials will soon be available.
- A membership manual has been produced to support District Membership Committees in the delivery at the local level.
- To get more experienced trainers and bring more consistency to the process, we launched the Examiner Training Workshop for Exam A's. It was offered twice resulting in 54 trained examiners—

24 more than last year. In the East, members are able to sit their Exam A in French.

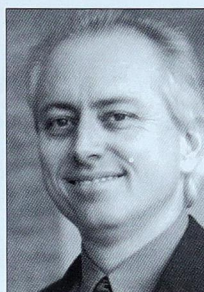
- Another new workshop was piloted this year for those ready to sit Exam A. This one clears away any myths surrounding the exam and gets you prepared.

Along with these innovations, we are maintaining the tried-and-true Membership Course as the preferred way to complete the Exam B requirement. The two-day course has been offered in Ottawa, Kingston, London and Toronto and continues to be very popular, with 51 members participating. We expect another 45 to 55 will take the course by the end of this year;

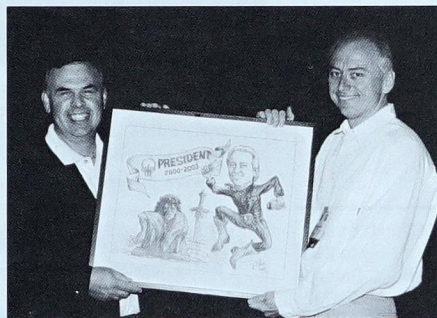
either through the generic Membership Course, or through the Executive Practitioners course.

OPPI's Strategic Plan called for a stronger leadership role for our Institute, resulting in the Policy Development Program. Designed to nurture creative ideas, this program funds the development of papers on topics of emerging interest to our membership and the public at large.

This year's paper—



Dennis Jacobs received a standing ovation at the AGM



Incoming President Don May presents outgoing president Dennis Jacobs with a memento of his tenure



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The Conservation of Rural Character in Community Design—has brought home the challenge of forging common opinions in broad subject areas and as a result, is still in production. Following some further refinement, we will be putting this out for review and comment.

An equally strong component of our Policy Program is our watching brief on government initiatives. Here we are commenting on policy, legislative and regulatory proposals which affect many of us on a daily basis. Some examples:

- Smart Growth and Smart Growth Councils
- Watershed and Groundwater Protection à la Walkerton
- Nutrient Management
- Implementation Plans from Ontario's Living Legacy initiative.

On the Professional Development front, over 160 members have participated in the broad range of courses offered by the Institute. Thanks to Don May, our incoming president, progress has also been made regarding continuous learning opportunities in partnership with CIP.

Conference planning for 2004 is well under way and this should be another event not to be missed. Offered jointly with CIP in Toronto, "Moving Minds" will do just that, so I encourage all of you to visit the booth and mark this on the calendar now.

Recognition continues to move forward in 2003 with our brand appearing on all our materials—Vision. Leadership. Great Communities. For World Town Planning Day in November, OPPI is preparing a promotion piece for use in our communities. Combined with a media release and a new poster, this will help raise the profile of planning in Ontario and the role our members play in creating great communities.

It is not without some sadness that I conclude my term today. It has been truly rewarding to serve on Council, and to have been entrusted to represent such a talented group of professionals. On many occasions, I was humbled by the excellence and dedication of those who volunteered their time and expertise so willingly for the profession and the Institute. I regret not having had the chance to travel around the Province a bit more and meet you on your home turf but I certainly learned a lot from those I did have the opportunity to meet. Thank you all for the privilege of working with you and for granting me the honour to be your President.

I would also be remiss in not saying a special "thank you" to Mary Ann Rangam and the rest of the staff; to the members of Council and to the membership at large who are the ones who bring the Institute to life.

Dennis Jacobs, MCIP, RPP, is Director of Planning, Environment & Infrastructure Policy, City of Ottawa. He has been President of OPPI for the past three years.



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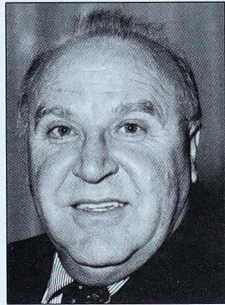
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"Still active and crazy after all these years"— SWD still rocks

By Paul Puopolo

The Southwest District of OPPI continues to transform and discuss planning processes and policies through the involvement of its members in social and planning workshops/activities held in various locations ranging from Windsor and Detroit to St. Mary's, Ontario.

Under the capable and coordinated efforts of our social committee member, Marg Charles, several successful dinner meetings were organized, including the Christmas Social and Silent Auction held at the University of Waterloo Alumni facilities with an excellent turnout of over 90 people.



Paul Puopolo

In February, we held the first annual Charity Curling Bonspiel to assist the scholarship fund and \$1,200 was raised with over 40 members participating in the event. In March, the Joint Michigan APA and Southwest District OPPI met with about 55 participants attending the various functions dealing with the design of Canadian and American cities and the social event, attending a Detroit Tigers game. In a restored stone restaurant in St. Mary's in April, Mike Hannay provided insight into the Urban Design Guidelines with over 50 participants and several enthusiastic design students attending. A weekend retreat entitled "Tourism and Leisure Planning" was scheduled in Port Dover over two days in June to review waterfront rejuvenation, brownfield redevelopment, and a golf tournament. Unfortunately, the event was cancelled. Perhaps it can be done next year. To round off the year, we are having our Annual General Meeting in Stratford on October 29, 2003 where one can participate in the functions of the District and then go and see the wonderful play, "The King and I." Please plan to attend and participate in the AGM.

As of September, under the OPPI Strategic Plan, the goal was to have each District's Committee structure resemble that of OPPI Council. As such, the District Representative and the Southwest District Chair position have merged into one posi-

tion. After six years as your District Representative, I will be stepping down given that the SWD has been well coordinated and organized and will be under the capable leadership of the newly acclaimed District Representative, Matt Pearson. I appreciated the opportunity to serve as your District Representative and look forward to continuing to work with OPPI on other council matters.

I leave with the following challenge to our members. "If we combine our planning

knowledge with vivid imagination, we can better predict our future and more importantly, help create the kind of communities and society we want."

Paul F. Puopolo, MCIP, RPP, is President of Planning & Engineering Initiatives Ltd., and can be reached by phone 519-745-9445, fax number 519-745-7647 or E-mail: ppuopolo@peil.net. He was a member of OPPI Council for six years.

About that conference...



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24 September 2003

Mary Ann Rangam
Executive Director
Ontario Professional Planners Institute
234 Eglinton Avenue E, #201
Toronto, ON, M4P 1K5

Dear Mary Ann,

Power of Place

On behalf of the OALA members and Council I'd like to thank you for your extraordinary effort in organizing one of the most successful conferences we have been involved with. We have received nothing but compliments from our members on the excellent programming and flawless organization of the conference, and we know that it took a monumental effort by the organizing committee and OPPI staff to create such a successful event.

Our members felt invigorated by the synergy created in combining both design and planning in one conference. The exhibitors were also very pleased with the turn out that brought more than 800 people to Deerhurst, at least 200 of whom were landscape architects. The social events were also a big hit as were the two keynote speakers and the design charrette.

Please accept our sincere appreciation and know that the OALA Council is grateful for the time and energy you and your dedicated staff committed to make the conference such a memorable event. It has been a pleasure working with you all.

Sincerely,

A handwritten signature in dark ink, appearing to read 'David Leinster'.

David Leinster
Co-Chair, *Power of Place*
Past President, OALA

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URBAN/COMMUNITY DESIGN

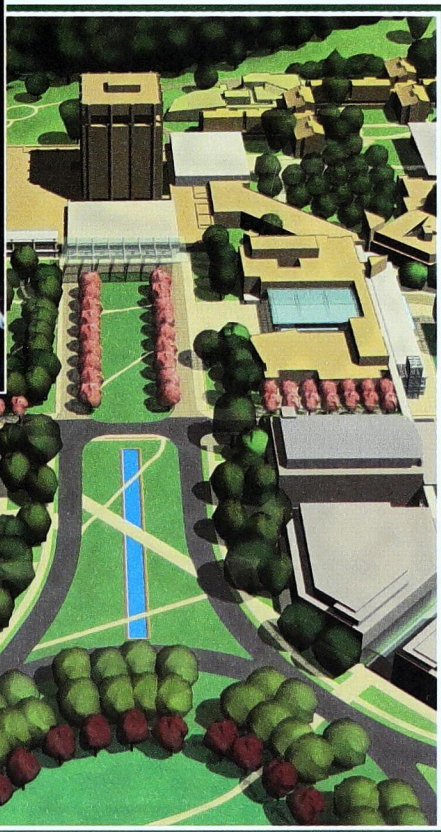
Judges

Wayne Caldwell, County of Huron, chair; Joanne Magee, Town of Halton Hill; Elie Newman, Joseph Bogdan Associates Inc.; Don Morse, City of Ottawa; Mark Smith, City of Thunder Bay

URBAN STRATEGIES INC. BROCK UNIVERSITY CAMPUS PLAN



Brock University in St. Catharines is undergoing a transformation from an undergraduate to
Cyndi Rottenberg Walker, award recipient



Urban/Community Design: Urban Strategies Inc.

a comprehensive university. The campus, located on the Niagara Escarpment, is a UNESCO World Biosphere Site. The Brock Campus Plan defines key principles and primary initiatives designed to foster a unique identity and culture at the university. It emphasizes sustainable development, naturalization, and the restoration of landscaped areas, and distinguishes four landscape zones: Environmental, Town and Country, Agrarian, and Modern. Not only will the Plan guide future development, but it can also be used as a teaching model for sustainable development within the Brock curriculum. The judges commented, "It is a vision of open space and landscape combining with development strategies to protect and improve what is good while creating a new urban reality for the campus."

PLANNING STUDIES/REPORTS

Judges

Hans Madan, City of Cambridge, chair; Maria Gatzios, Monarch Construction Ltd.; Larry Hogarth, C.C. Tatham & Associates Ltd.; Gary Dyke, City of Quinte West; Bill Wierzbicki, City of Sault Ste. Marie

CITY OF TORONTO TORONTO OFFICIAL PLAN

When Metropolitan Toronto and its six local municipalities amalgamated in 1998, the new city inherited seven official plans, each embodying different visions, frameworks, and culture. The City faced



Planning Studies/Reports: City of Toronto

the challenge of unifying these disparate plans into a document that would guide Toronto's development in the 21st century. A process of extensive research and consultation culminated in the new Toronto Official Plan in 2003. The plan provides a bold vision for a large, complex, and mature urban environment in a way that is designed to be understandable to all and broadly accessible. It is available in summary form in nine languages, so that it can be communicated to different ethnic communities. The judges commented, "The plan . . . uses a simple broad policy and direction approach while leaving details to secondary plans and zoning by-laws. This has helped to keep the plan to a manageable size."



City of Toronto recipients

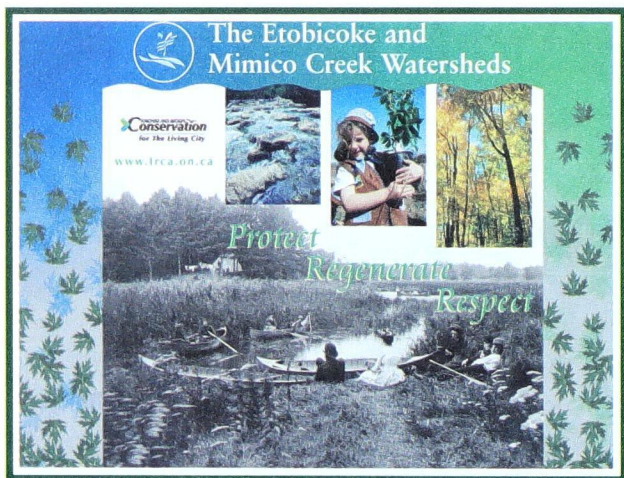
TORONTO AND REGION CONSERVATION AUTHORITY GREENING OUR WATERSHEDS: REVITALIZATION STRATEGIES FOR ETOBICOKE AND MIMICO CREEKS

The Toronto and Region Conservation Authority created the Etobicoke and Mimico Creek Watersheds Task Force in 1999 to develop an ecosystem-based management strategy to restore two of the most degraded watersheds in the Greater Toronto Area. This report, the culmination of two years of work by the Task Force, tells the story of the area since 9000 B.C. and presents a 25-year management strategy for the watershed. Each element of the strategy is defined by an objective and one or more indicators to monitor progress towards the objective.



Toronto and Region Conservation Authority recipients

Over time, it will be possible to produce a report card on the watershed, using these indicators. The judges praised the way in which "comprehensive targets . . . are broken into achievable action points with designated stakeholders to share the responsibilities for implementation."



Planning Studies/Reports: Toronto and Region Conservation Authority

RESEARCH/NEW DIRECTIONS

Judges

Ian Kilgour, City of North Bay, chair; Nancy Farrer, Town of Collingwood; Robert Howe, Goodmans; Grace Strachan, National Capital Commission; Paul Puopolo, Planning & Engineering Initiatives Ltd.

CITY OF TORONTO

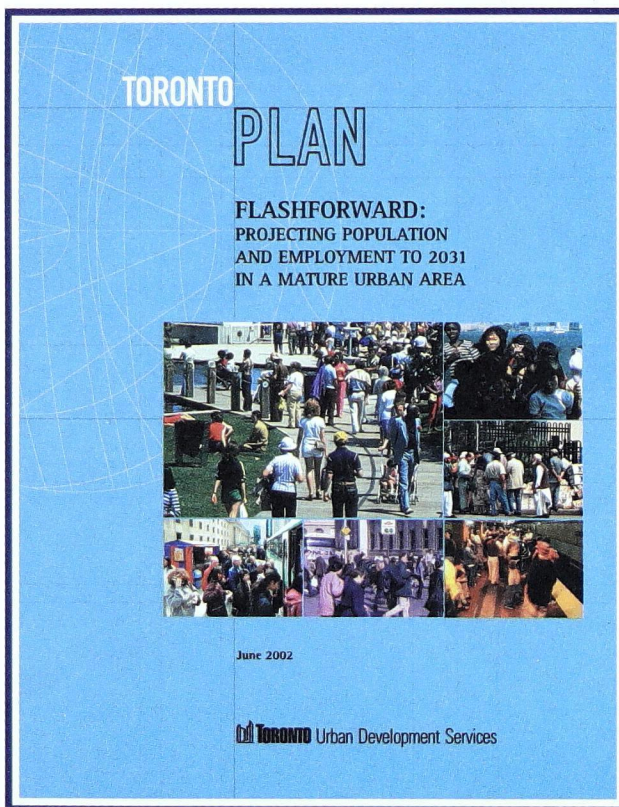
FLASHFORWARD: PROJECTIONS OF POPULATION AND EMPLOYMENT TO 2031 IN A MATURE URBAN AREA

Flashforward, prepared as a background report to the new City of Toronto Official Plan, not only presents the demographic and economic trends that will affect the future of Toronto, including a variety of alternative scenarios, but also explains the methods used to derive the projections, their strengths and weaknesses, in a clear, concise style, using graphics and charts. The judges called it an "outstanding piece of planning research" and commented, "The authors' excellent use of analytical graphics made for a lively read—which is unusual for a statistical document."



Tom Ostler, award recipient

The City's reliance on extensive research and analysis as a basis for policy is a reflection, not only of tradition, but of the level of resources available for the creation of a new plan.



Research/New Directions: City of Toronto

COMMUNICATIONS/PUBLIC EDUCATION

Judges

Kevin Curtis, Regional Municipality of Waterloo, chair; Brent Clarkson, MHBC Planning Ltd.; Jim Hutton, County of Renfrew; Lanny Dennis, Wayne Simpson and Associates; John McHugh, GPC Canada

REGIONAL MUNICIPALITY OF YORK

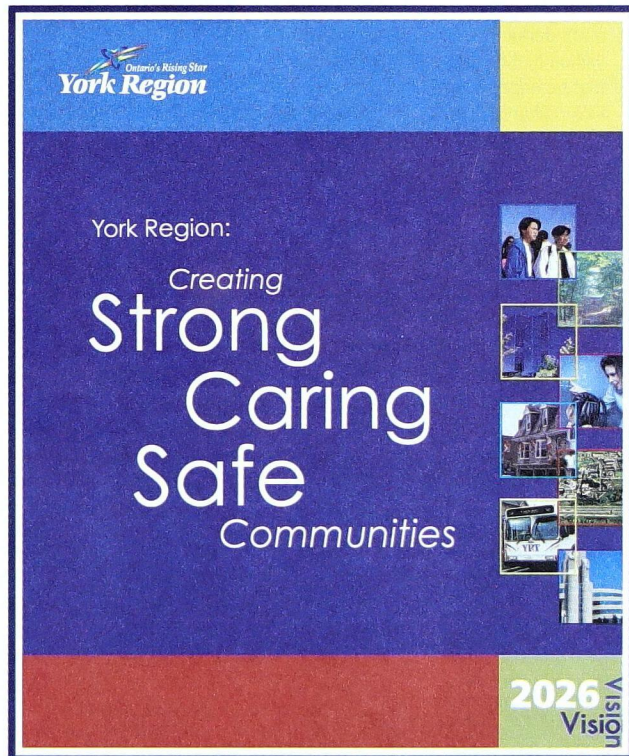
VISION OF 2026: CREATING STRONG CARING SAFE COMMUNITIES

York Region's long-term strategic plan represents the Region's efforts to engage residents in decisions that will affect their quality of life



Regional Municipality of York recipients

over the next two decades. Over two years, the Region conducted an extensive consultation with the public, using the Internet, workshops, multilingual publications, newspaper coverage, and television vignettes. The result is a document containing a vision statement, eight goals, action areas associated with each goal, and provisions for an annual report on progress towards the goals. The judges praised "the brochure,



Communications/Public Education: Regional Municipality of York

which effectively communicates the key elements of Vision 2026 through a combination of images, graphics and easy-to-read text, and the Performance Measures Workbook, which links potential performance measures with Action Areas, Council Initiatives and examples of Successes/Innovations."

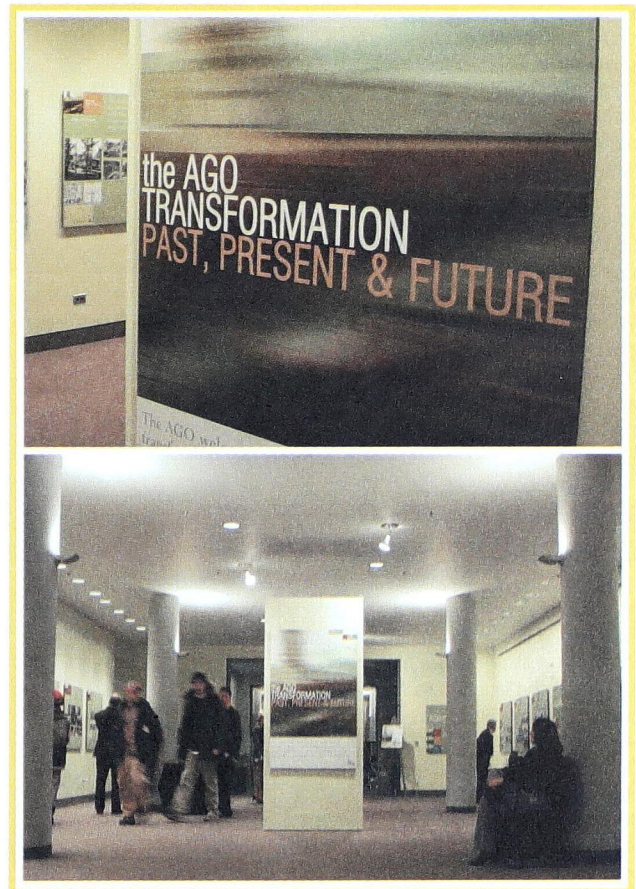
URBAN STRATEGIES INC.

TRANSFORMATION AGO COMMUNITY OPEN HOUSE

The Art Gallery of Ontario is expanding to accommodate an outstanding collection of artworks from the collection of Ken Thomson. The gallery has retained architect Frank Gehry to redesign the building within the existing footprint. Urban Strategies was asked to develop a public communication strategy, including newsletters and open houses, to present the plans to the local community and AGO's stakeholders, including residents of neighbouring Chinatown, artists, volunteers, and design professionals. The well-attended community open house used displays and videos to present the plans and offered participants the opportunity submit written comments. The judges commended "the way in which the panels and associated materials effectively linked the guiding principles for the AGO Transformation with the past, present and future of the surrounding areas of Chinatown, Grange Park and the downtown."



Judy Josefowicz, award recipient



Communications/Public Education: Urban Strategies Inc.

MEMBER AWARDS

Ruth Coursey

Ruth Coursey, who has been a full member of OPPI since 1991, co-chaired the 2003 OPPI/OALA conference, and also chaired the program committee for the 1999 conference at Blue Mountain. She has served as an Examiner for OPPI's Exam A, and as a member of OPPI Council from 1996 to 1998. She also participates in OPPI's "Planner at the OMB" course. Ruth holds a Master's Degree in Planning from the University of Guelph. She is currently the Director of Planning for the Town of East Gwillimbury, where she has led several large planning and growth management initiatives, including the preparation of a new Official Plan and Zoning By-law and Community Plans for Holland Landing, Queensville and Sharon. Her professional success is all the more impressive given her relatively late start in the planning profession. Before obtaining her Master's degree from Guelph, Ruth worked in agriculture, testing dairy cows.



David McKay

David McKay has been chair of the GTA Chapter Program Committee for three years, organizing events such as the annual discussion with Paul Bedford about the City of Toronto, a transportation planning event featuring Ed Levy, a Don Mills walking tour, and sessions on urban design, golf course design, healthy communities, and Habitat for Humanity. He also organizes the annual winter social, which has become a very successful fundraising event for the OPPI Central District Scholarship and local housing-related charities. David graduated from the University of Waterloo Planning School. He has worked for MacNaughton, Hermson, Britton and Clarkson since his graduation, and is currently senior associate in their Vaughan office. He is currently enrolled in the Master of Planning program at the University of Toronto, where he is working towards the graduate degree on a part-time basis.



GERALD CARROTHERS SCHOLARSHIP

Zack Taylor

Zack Taylor graduated in spring 2003 from the University of Toronto with his master's degree in planning. He also has a master's degree in political science from Dalhousie University and founded and operated a publications design firm for five years before entering planning. While at U of T, Zack served as vice president – academic affairs in the Graduate Geography and Planning Student Society. He has also served as policy advisor to mayoral candidate Barbara Hall. Zack hopes to work in an interdisciplinary setting that will allow him to integrate his many interests and talents.



SPECIAL CITATION

Nicholas Hill, 1943-2001

Nicholas Hill was a member of the Ontario Professional Planners Institute, the Ontario Association of Landscape Architects, and the Ontario Association of Architects.

Nick came to Canada in 1966 from the U.K. and in 1969 opened an office in Goderich with fellow architect, Chris Borgal. He received his Master of Architecture and Master of Urban Design degrees from the University of Toronto in 1970 and 1971.

Nick's architectural work included the restoration of town halls, libraries, museums, theatres, hotels and farmsteads. You probably will recognize many of his projects, such as the historic "Little Inn" in Bayfield, the Blyth Festival Theatre, the Boat House in Stratford on Lake Victoria, the Town of Kingsville Railway Station, the Pelee Island Lighthouse, or the Exeter Town Hall.

Nick took time from his busy practice to earn his Master of Landscape Architecture from the University of Guelph in 1994. Nathan Perkins, his thesis advisor, explained:

Nick came to the University of Guelph to recharge his intellectual batteries, and to interact and mentor others engaged in research he found interesting. We spent many hours together debating. He had strong opinions on many things, often agreeing on how the world worked and why it should or should not be so. We got on well because Nick was interested as well as interesting. Nick had a wonderful time on his research and gained that renewed sense of wonder that he hoped to find.

Nick prepared one of Ontario's first Heritage Plans, for the Village of Bayfield. Altogether, Nick prepared 12 of about 35 municipal Heritage Plans, including ones for Goderich and Niagara-on-the-Lake, as well as 14 Heritage Building Façade Plans.

In 1986, Nick took a break from private practice and became Heritage Planner for Saint John, New Brunswick. His last project was the master plan for Cruickston Park, a 966-acre estate dating from 1858 that was willed to the University of Guelph in 1973. (see Ontario Planning Journal Vol 17, No 2.)

Nick's hobby was the property that he and his wife Margaret bought on the Maitland River in Huron County. In 1998, they built a cabin there. Nick cut the rafters by hand from the cedars on the property. In the last year of his life, Nick received great pleasure from his pen and ink sketches, and water colour paintings. He died in August 2001, at the age of 58, and is greatly missed by his family, friends, and colleagues.



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OPPI Treasurer's Report for 2002

By Cheryl Shindruk

Note: The summary financial information (Dec. 31, 2002) is available on the OPPI website.

Council's actions in 2002 were guided by its Business Plan for the year. The Business Plan is based on OPPI's updated Strategic Plan and is used to establish the budget for the year. With the help of OPPI staff, Council projected the Institute's expected revenues for the year, factored in and set aside funds for its core functions and Strategic Plan initiatives.

ASSETS AND LIABILITIES

The year-over-year increase (2001-2002) in assets and liabilities is due mainly to the investment the Institute made in its management database (AIMES) and website, which Council views as significant tools for the cost-effective delivery of member services over the long term.

REVENUES AND EXPENSES

Revenues

The year-over-year increase in revenues was due primarily to the OPPI conference in 2002, continued growth in both Full and Provisional membership categories, and continued interest by employers in OPPI's job ad mailing service throughout the year.

Expenses

The slight increase in expenses incurred by Council and Committees reflects their expanded roles with the Institute's Strategic initiatives. Office expenses increased approximately \$60,000 due mostly to the additional job ad mailings (more than 100 job ad mailings were handled by the OPPI office!). Conference expenses were higher in 2002, offset by the higher conference revenues (revenues of about \$210,000 and expenses of about \$190,000). Year-over-year expenses related to "communications" with members decreased due to the Institute's greater reliance on website/internet technology.

It is Council policy to operate within a balanced budget. With the help of staff, Council reviews its financial situation quarterly and adjusts spending priorities accordingly. However, because the cost of the AIMES

database and new website was amortized over a shorter than expected period, Council ran a deficit of \$23,326. This has been corrected for the 2003 budget year.

The revenue pie chart shows where OPPI's revenues come from.

Approximately 40 percent of OPPI's revenues come from membership fees, a revenue source that is considered to be relatively reliable. The other 60 percent of revenues are generated from non-membership fee sources such as job ad mailings and conference surpluses. This source is more likely

to fluctuate with the economy. Approximately 60 percent of the expenses incurred by the Institute fund direct or indirect Membership Services. The remaining 40 percent is spent on administration and governance.

Direct Services include the annual conference; the Ontario Planning Journal; and Professional Development initiatives. Indirect Services include policy development initiatives (for example, Affordable Housing and Growth Management Policy Papers; watching briefs); efforts to build general recognition for the profession (such as the OPPI branding statement; media training for staff and members associated with the policy work of the Institute; work of the Discipline Committee in upholding the Institute's Code of Conduct; liability insurance (cost recovery basis); and support to the Districts for local programming.

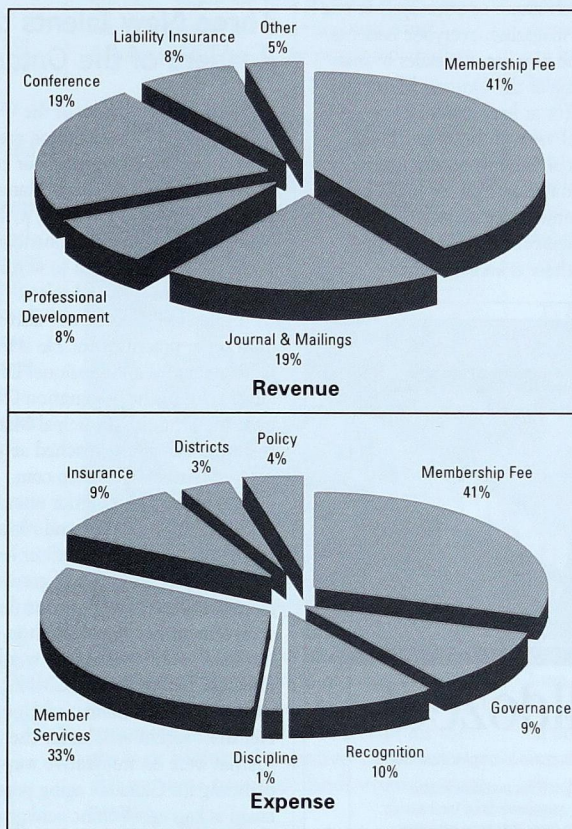
Summary and looking ahead

In 2002, OPPI instituted significant changes to the membership process and made a major investment in its management database and revamped website. All of these initiatives involved upfront costs that are expected to yield longer term savings. The fee increase will stabilize finances for core operations and allow Council to plan and pay for strategic initiatives to continue to implement OPPI's Strategic Plan. Council is committed to growing its web-based services, including professional development courses, to overcome geography and to providing greater support for the Districts as delivery agents.

On behalf of Council, I would like to thank Mary Ann Rangam, Executive Director and Robert Fraser, Manager of Finance and Administration for their assistance throughout the year in managing the financial affairs of the Institute.

A full set of the audited financial statements is available for review at the OPPI office. Contact Mary Ann Rangam at 416-483-1873, ext 23 or mrangam@ontarioplanners.on.ca.

Cheryl Shindruk, MCIP, RPP, was OPPI's Treasurer and Central District representative in 2003. She is with Jones Consulting in Barrie.



to fluctuate with the economy.

Because this split makes it difficult to carry out initiatives that require a longer term budget commitment, Council is taking steps to reverse the percentage split by increasing the proportion of revenues from membership fees. The fee increase approved by the membership at the September 2003 Annual General Meeting, will help to achieve this.

The expense pie chart shows how OPPI spends its money.

Editorial

Our Maturing Profession Discusses Recognition of World Town Planning Day

A number of months ago, there was a brief debate in these pages concerning the opportunity for academics to make a bigger contribution to the Ontario Planning Journal (and by extension, the profession as a whole).

By happy coincidence, this issue bears testimony to the extraordinary value that academics (and their students) can add, with articles by academics on a diverse range of subjects that blend seamlessly with contributions from members active in both the public and private sectors. This kind of cross-fertilization is both welcome and a sign that our profession is maturing. When practitioners take the time to offer reflections beyond the day-to-day and when academics contribute their expertise to the work of Council and the OPPI committee structure or offer analysis relevant to the practitioner by writing for this magazine, everyone benefits.

Another coincidence worth noting is the number of articles in this and recent issues addressing the performance of the Ontario Municipal Board. At a time when the general public (or at least residents' groups) seems to have a negative or even distrustful view of the Board, these articles seem to suggest that the Board's record and its reputation are not necessarily in sync. The findings and recommendations of OPPI's paper on the role and function of the OMB continue to be relevant and if you haven't read them, visit www.ontarioplanners.on.ca to see the report. With a new government at Queen's Park, there is an excellent

By Glenn R. Miller

opportunity to make progress on these and other important issues affecting the environment in which our profession functions. A good time to acknowledge World Town Planning Day on November 8.

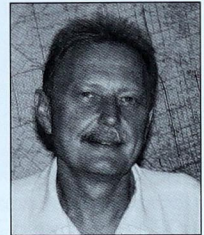
Glenn R. Miller, MCIP, RPP, is editor of the Ontario Planning Journal and Vice President, Education and Research, with the Canadian Urban Institute in Toronto. He can be reached at editor@ontarioplanning.com on matters relating to this magazine and at gmler@canurb.com at the CUI.

• • •

Three New Talents to Entertain and Educate Readers of the Ontario Planning Journal

Glenn Miller, Editor of the Ontario Planning Journal, and Philippa Campsie, Deputy Editor, are pleased to introduce three new contributing editors to expand our editorial reach.

George Lysenko, who is Managing Director, Business Solutions Division, with iPLANcorp in Newmarket, is our new contributing editor for Technology. In addition to writing articles on innovations in GIS and related issues affecting the profession, George will also source material from other practitioners. He is a member of the Institute and is a Professional Land Economist. He also holds the designation CMM III, earned from the Ontario Municipal Management Institute. He can be reached at george.lysenko@iplanincorp.com.



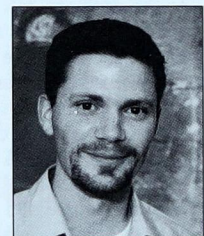
George Lysenko

Karen Gregory, a senior research consultant with Canada Mortgage and Housing Corporation, is our new contributing editor for Sustainable Communities, a subject of growing importance to planners. Karen's role as contributing editor will complement her responsibilities at CMHC, where she sources and spreads the word on innovative research. Before joining CMHC, Karen worked with Municipal Affairs and Housing in Kingston. Her most recent articles for the Ontario Planning Journal were on innovative ways to approach planning for Canada's aging population. Karen's email is kagregor@cmhc-schl.gc.ca.

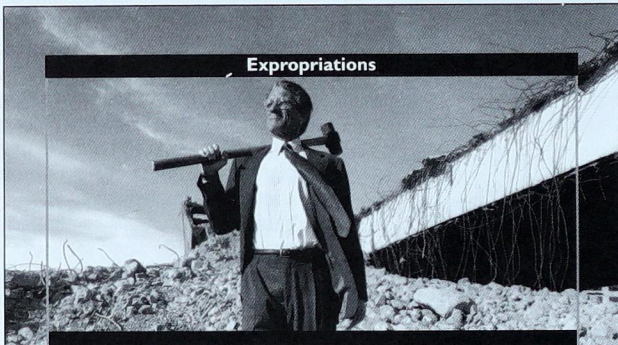


Karen Gregory

Our third new addition is Jason Ferrigan, a planner with Urban Strategies Inc. in Toronto whose experience includes work in Barbados and the US as well as a wide variety of projects in Ontario. Jason is contributing editor for Legislative News, a column that will track new legislation from the province and provide commentary on likely ramifications for the membership. Jason will work with Melanie Hare and John Ghent to coordinate material for this column but invites members to contact him with information and tips on forthcoming legislation. Contact Jason at jferrigan@urbanstrategies.com.



Jason Ferrigan



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ment, and secondly, involving all parties in a consensus building format to reach a compromise for all parties is an ideal goal.

I would like to thank Mr. McCleary for putting forth his thoughts on paper that many of us, as planners, have been contemplating.

Paul F. Puopolo, MA, MCIP, RPP, OALA, is President of Planning and Engineering Initiatives Ltd., with offices in Kitchener, Hamilton and Mississauga.

Reaction to Natural Heritage Planning article

Although the individual OMB Member gets to interpret whether or not planning approvals "have regard to" the relevant Provincial Policy Statements (PPS) as required by the Planning Act, the Courts have directed the OMB on what the words "have regard to" mean.

For example, in the case of *King City Preserve v York* (2001) 24 M.P.L.R. 124, the panel of the Divisional Court ruled:

"We accept that the provision to "have regard" requires that the approval authority, and the Board do more than pay lip service to the policies in question. Those policies must be carefully considered in the context of the matter at hand."

Thus, the Divisional Court's interpretation is consistent with that of the Province, as quoted in the article.

Any inconsistency in the application of the term "have regard to" when the approval authority or the OMB is dealing with a development application results from the fact that the question is answered in each case on the basis of land use planning and policy.

Perhaps the Ontario Professional Planners Institute could develop as a guideline a precise formula for all its members to follow when advising an approval authority or the OMB on whether the planning approval in question "has regard to" the relevant portion of the PPS.

Donald R. Greenfield, Greenfield & Barrie

LETTERS TO THE EDITOR

Send your letters to the editor to:
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Or, editor@ontarioplanning.com
Or, fax us at: (416) 483-7830

Opinion



We can learn from newcomers how to create better public spaces

Public Space: Experts and Power Users to the Rescue

By Antoine Beliaeff

On an international scale, Canada does a good job of housing its people. An abundance of land and development-friendly policies have made homeownership possible for many, often in the form of a detached house with a yard. In the provision of quality urban public space, however, Canada's performance is more lacklustre. The piazzas, allées, promenades, squares and boardwalks that we admire on our holidays are few and far between.

Although a correlation cannot be established with certainty between comfortable housing and inspiring public space, common sense dictates that those with a spacious and comfortable house with a backyard—like many Canadians—will be less tempted to use public space and demand quality amenities. Conversely, those with cramped accommodations and no yard will be more compelled to look for comfort outside of the house. Climate is irrelevant. Denmark and Sweden have compelling public spaces despite the relative harshness of their climate.

Each year, Canada is blessed with the arrival of thousands of immigrants from all over the world. As a result, some regions of the country are now uniquely multicultural. Unfortunately, to a large extent, we are failing to enrich ourselves with the knowledge and know-how that immigrants bring with them. Stories of doctors driving cabs and engineers delivering pizzas abound. Besides

their education and specific skills, we are also failing to benefit from their wealth of experience as users of public space. Indeed, many immigrants bring with them memories of village squares with central fountains, well-used parks furnished with chairs and tables, and evening promenades along tree-shaded streets. They arrive in our large cities and often move into homes shunned by those born here or arrived earlier: the kind of housing that makes you want to be somewhere else.

In Toronto and elsewhere in Canada, I have noticed many examples of frustrated users of public space who were making do with what we provide them:

- a group of young South Asian women chatting on a bench in the basement of Yonge-Eglinton Centre on a Sunday afternoon;
- elderly Chinese men passing the day in a neighbourhood mall;
- a Middle Eastern family eating lunch on a strip of grass by a fast food parking lot;
- two East Indian men chatting on a strip of grass at a gas station;
- people of all colours and dress sitting and talking at tables set up on Dundas Square, in a configuration that should be an outdoor café, but is not.

In each of these situations, the protagonists were not average middle-class, middle-

aged, and Canadian-born. In the mainstream Canadian culture (though it is changing), one stays at home, works, or travels to a specific destination. Pausing is often disparaged as loitering. Strolls are popular, but wilderness-like settings are sought, not the presence of others, unless a specific event—like a festival—is taking place. After all, Ontario is the province where cinemas and theatres were closed on Sundays, while swings in public parks were padlocked to prevent use.

Today, when a local government is planning for public space, it consults the “public.” However, the “public” is usually the crowd of “concerned taxpayers and homeowners” who routinely appear—Canadian-born, middle-class, middle-aged or older people, not newcomers.

In the case of public space planning, minorities are not merely an important segment of society to consult just to make participatory democracy work. They are the “experts” and the “power users.” Of course, anyone can read the newspaper and spot the notices for public meetings. Anyone can write to a councillor. But in the case of people who are not used to extensive public consultation (another Canadian institution we should be proud of), more needs to be done. Niche marketing strategies must be employed. The target groups must be identified, contacted and coaxed into participating. If necessary, other languages must be employed and meetings must be held where people are—where they live, work or play if necessary. And most importantly, people must feel that their opinions will actually make a difference. Again, this energy should not be expended as a feel-good exercise, but because both we, as practitioners and the community at large, stand to gain from this untapped knowledge.

In fact, we should not stop at consultation. University planning programs and the planning profession as a whole must do more to attract new immigrants and members of minorities, so that their expertise can permeate the planning and design process of public space and our communities in general.

The ultimate prize could be the envy of the world: high-quality housing surrounded by public spaces inspired by best practices from all over the world.

Antoine Beliaeff immigrated to Canada 10 years ago and is now an urban planner with Brook McLroy Planning + Urban Design in Toronto. He can be reached at antoine@beliaeff.ca.

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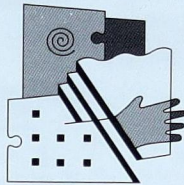
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A Culture of Excellence for Planners: CMHC Offers Unique Opportunities for Continuing Professional Learning

By Carla Guerrero and Paul Chronis



CPL a career-long commitment

"It is the city of mirrors, the city of mirages, at once solid and liquid, at once air and stone."—Erica Jong

Over the years, planning practitioners have applied elements of design, engineering, law, ecology, architecture and social sciences to create the "art and science of planning." But, as demonstrated in the above quote, dealing with a concept as dynamic and complex as the modern metropolis continues to be a challenge. Pressures from globalization, changing economic, social and environmental circumstances require planners to frequently update their skill and knowledge foundations. As cities continue to morph, it is logical that planners continuously equip themselves with new tools and information in order to effectively seek and implement solutions. One way that planners can achieve this is through continuous professional learning.

Professional development is a learning process that begins when an individual enters education and continues until retirement. The architectural, health care and engineering professions have made the commitment to professional development through estab-

lishing mandatory continuous learning and professional enhancement initiatives. As a relatively young discipline, planning is one of most recent professions to make a commitment to continuous professional learning.

Planning and Professional Development

"We never become what we need to be by remaining what we are."—Max Depree

The integrity of the planning profession relies on the quality and standard of professional competence of its members. A commitment to professional development ensures that planners remain current with the latest theories and practices within the profession, generates public reassurance and confidence in planners, and serves to keep planning among the leading professions.

The United Kingdom was the first to launch planners on the journey of professional development. In 1992, the Royal Town Planning Institute in the UK introduced an obligatory Continuing Professional Development Scheme whereby members are required to prepare annual professional development plans identifying development needs and undertake 50 hours of activity to

address those needs. The American Planning Association (APA) has recently finished an 18-month Pilot Professional Development Plan with voluntary APA chapters. The program involves members of the American Institute of Certified Planners (AICP) identifying, obtaining and reporting their continuing professional development needs and program to their APA Chapter. The members were required to complete 15 hours of continuing education within the pilot program. APA is now in the evaluation process of this program. Trial results will be assessed to determine the next steps in consideration of mandatory continuing education for AICP members.

The Canadian Context

Many advances have been made on continuing professional learning (CPL) initiatives by the Canadian Institute of Planners (CIP). In April 2003, a CPL Framework was developed in Winnipeg and subsequently refined by an experienced continuing education consultant who prepared a visual communication package with a written component. This package was presented this year at CIP's Annual General Meeting in Halifax, as well as the joint conference in Muskoka. The national CPL Framework is now in circulation to Affiliates for membership input. Affiliates will receive the presentation at their respective annual general meetings this fall. The objective of creating a national standard for CPL and building a cooperative network among the affiliates is to maintain consistency between the local and national standards. This will ensure CPL is portable, affordable, flexible and equitable to all members.

Beginning this fall, the national CPL Committee, chaired by Don May, OPPI's new president, will, in consultation with affiliates, begin developing an implementation strategy and business plan. Implementation of CPL will help develop and foster a culture of excellence for the planning profession in Canada. The implementation plan will be modeled on the membership system where CIP provides national standards and affiliates are responsible for local program delivery. CIP and member affiliates will be working together to share resources by identifying

CPL opportunities. In addition to exploring national CPL opportunities, CIP will examine international partnership initiatives.

With CIP's endorsement as a pilot project, the Planning Institute of British Columbia (PIBC) has recently implemented the Continuing Professional Development System. PIBC members are required to annually undertake 18 mandatory hours of continuing professional development and then report their activities to the Institute. The results of this pilot program will be used to refine the national CPL Framework.

CMHC's Professional Development Initiatives

CMHC's extensive research on housing and urban issues presents unlimited potential for workshops, seminars, conferences, design charrettes and online courses to serve as CPL opportunities for planners. OPPI has recognized the potential of CMHC's research and initiatives to serve as learning opportunities for planners under CPL. A new partnership has emerged between OPPI and CMHC. In addition to partnership development, CMHC's objective is to share information and tools to enable innovative/informed decision-making by federal and municipal governments, academics, consumers and other industry professionals who can benefit from its research. CMHC has initiated workshops, seminars, conferences and other initiatives to realize this objective. The following provides a sampling of CMHC initiatives that may be accredited for planners under CPL:

E-Based Learning Opportunities

CMHC strives to keep professionals up to date on key planning and urban issues through research publications, conferences, widely distributed newsletters and workshops. CMHC is a partner of the Ontario, Manitoba, New Brunswick and Nova Scotia Architectural Associations in the continuing professional development of architects. Within CMHC's website is an area for architects containing research publications such as *Design Guidelines for Green Roofs*. By reading these articles and successfully completing the summary questions, members of these associations will receive professional renewal points under their association's continuing professional education program. A similar e-based credit system could be made available and implemented for planners through the CMHC and OPPI websites. This format for CPL ensures accessibility and equity to planners who may not be able to attend courses or workshops due to financial or geographic constraints.

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NIMBY Workshops

The second CMHC initiative, which will unfold in 2004, concerns NIMBY (Not in My Backyard)—a substantial barrier to providing affordable housing, shelters and homelessness services. For municipal housing managers, planners, municipal councillors, public and private housing providers, the ability to anticipate and resolve NIMBY conflicts with local residents, community groups and/or businesses is critical. The objective of these workshops is to provide participants with Ontario-based best practices and effective tools to assist them overcome NIMBY in their communities. This initiative has been launched by CMHC in partnership with Human Resources Development Canada. Currently CMHC is in the process of gathering information to be used as the foundation for these one-day workshops.

Building Communities, Connections and Curricula

Building viable and vibrant communities begins with a knowledge base of what works as well as tools that make it possible to anticipate results and evaluate outcomes. CMHC's third professional development initiative, Building Communities, Connections and Curricula, targets planning academics. This symposium gives planning academics an opportunity to exchange ideas freely, learn about the research of academic and professional colleagues, make connections, discover available resources and influence the shape of education and professional practice.

The symposium will focus on redevelopment and intensification, design options for greener communities, healthy communities, and sustainable community infrastructure. The format of this event will include brief presentations followed by break-out discussion sessions, and guided site visits. This initiative is in partnership with the University of Waterloo's Faculty of Environmental Studies and will take place on October 24 and 25, 2003. Participation in this professional development event is free.

Sustainable Planning and Development Workshops for Small Municipalities

Building communities that are sustainable requires well-informed, progressive thinking and practices. Across Canada today, many smaller municipalities are dealing with issues ranging from availability of affordable housing to adequate infrastructure. CMHC is responding to the reality of these demands on smaller municipalities by offering Sustainable Planning and Development Workshops for Small Municipalities across Ontario in November. Planners and municipal council-

lors responsible for community planning and development in smaller municipalities are the target audience of these workshops. The workshop has been designed to help smaller communities plan for sustainable future growth and development. It comprises five modules on topics including an introduction to sustainable planning; water, wastewater and stormwater systems; transportation, energy and materials management; housing, land use policies and regulatory tools; and community participation tools and practices. Each module includes examples that demonstrate steps taken by smaller communities in Ontario and across Canada.

The threefold objective of these workshops includes building awareness of sustainable planning and its importance, sharing information on current sustainable practices in smaller municipalities across Ontario and Canada, and providing tools to help communities plan for their long-term sustainability. Those attending receive a copy of CMHC's "Sustainable Planning and Development for Small Municipalities" workbook, a resource binder with case studies and additional materials for participants to use in their communities. The workshops were met with much success when they were unfolded in CMHC's Prairie Region.

CPL will soon be in Ontario

The vitality of the planning profession relies on the standards reached by individual professional planners. Continuous Professional Learning is an essential component of professional development which ensures that the planning profession maintains its place as a leading profession. As Canada's largest publisher of information on housing and urban issues, CMHC is well-situated to transform its innovative information into learning opportunities for planners. Planners are encouraged to participate in the continuous learning opportunities that will be offered by CMHC throughout the province. Once the national standards are established and the CPL implementation and business plans compiled, look for more of these types of workshops, seminars and e-learning opportunities.

For more information on CMHC research and learning opportunities visit www.cmhc.ca under News and Events or contact Carla Guerrero at cguerrer@cmhc.ca. Research Consultant, Canada Mortgage and Housing Corporation, CMHC. Paul Chronis, MCIP, RPP, is Chair of the Professional Practice & Development Committee, OPPI and the Ontario Planning Journal's contributing editor for the OMB. He is a senior planner with WeirFoulds in Toronto.

Natural Heritage Planning in Ontario: The OMB's Treatment of the PPS

By Christopher Wilkinson and Paul Eagles
(Second of two parts)

Part one of this article analyzed selected OMB decisions, concluding that by and large (with some notable exceptions) the OMB has gone out of its way to support Ontario's natural heritage. In this issue, the authors look at the handling of more complex issues such as biodiversity.

Testimony and evidence given by government ministries often supported the application of the Natural Heritage section of the Provincial Policy Statement. Further, evidence based on government reports or mapping presented by other parties was typically well received by the Ontario Municipal Board. For example, G. A. Herron in Simcoe (County) Official Plan Clearview (Township) Amendment (Re), in which a local citizen was the appellant, gave a great deal of weight to a detailed

map produced by the Geological Survey of Canada and Ontario Geological Survey in ruling to protect an area. The Ministry of Natural Resource's mapping of wetlands, along with the related policy documents, were extensively used in cases such as in Pickering (Town) Official Plan Open Space System—Natural Areas Amendment and Prince Edward (County) Official Plan Wetlands Amendment (Re), in which the Board ruled against the applicant, a developer.

The expert testimony provided by government ministries is valued, as expressed in Sherborne (Township) Zoning By-law No. 1979-50. This hearing involved a local citi-

zen who was the appellant seeking a re-zoning of an island to permit a cottage; the Member stated that with regards to fish habitat that the "appropriate jurisdiction for assessing whether or not negative impact is likely rests with the Ministry of Natural Resources and/or the Federal Department of Fisheries and Oceans." However, such valuable testimony needs to actually be given to Board on the witness stand to ensure of the proper application of the Natural Heritage Section. It is apparent that the burden of involving government ministries with appropriate expertise rests with those individuals attempting to argue for the application of the Natural Heritage Section. For example, despite the acknowledgment of the value of information which could be provided by the

Ministry of Natural Resources or the Federal Department of Fisheries and Oceans, no testimony was actually given by these government agencies in Sherborne

Lack of government agency involvement did not necessarily hamper the application of the Provincial Policy Statement

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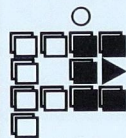
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(Township) Zoning By-law No. 1979-50.

The frequency of the direct involvement of provincial government agencies was minimal in the sampling of cases. In illustration, the Ministry of Municipal Affairs and Housing, under whose authority the Provincial Policy Statement was issued, was not a party in any of the sampled cases. Further, the Ministry of the Environment and Energy was only minimally involved in one of the sampled cases. This lack of government agency involvement did not necessarily hamper the application of the Provincial Policy Statement, but, as a general rule, qualified evidence is necessary to support the Natural Heritage Section in rulings. To err on the side of caution in the protection of Ontario's natural heritage, the authors conclude that the active involvement of government agencies is valuable.

For example, despite being in attendance with counsel in Ajax (Town) Official Plan Amendment No. 47A, the Toronto Regional Conservation Authority "did not take an active role. The Board

[R. J. Emo] took notice of this action" and ruled against natural heritage protection. Conservation Authorities were seldom directly involved in OMB cases, taking an active role only in Prince Edward (County) Official Plan Amendment Ridge Road Aggregates (Re), which dealt with fish habitat, and in Prince Edward (County) Official Plan Wetlands Amendment (Re), which dealt with a Provincially Significant Wetland.¹ These two cases were brought before the OMB by an aggregate company and a local citizen respectively.

However, a lack of involvement by government ministries did not necessarily harm the application of the Natural Heritage Section. In Sherborne (Township) Zoning

By-law No. 1979-50, the Ministry of Natural Resources was not involved, despite a proposed residential development on a canoe route leading into Algonquin Provincial Park. Further, the lack of involvement by the Ministry of Natural Resources in the City of London Official Plan Amendment No. 131, which dealt with several rare species of flora and fauna, did not harm the case. Based on the sampling of cases, the Ministry of Natural Resources did not take an active role in Ontario Municipal Board hearings, despite their institutional expertise in natural heritage issues.

The analysis of the sampled cases leads to the conclusion that a significant factor in applying the Natural Heritage section is the presiding Ontario Municipal Board member.

It is apparent that the burden of involving government ministries with appropriate expertise rests with those individuals attempting to argue for the application of the Natural Heritage Section.

Even in cases where it is apparent that the appropriate ministry should be present and, indeed, is a party at the hearing, a ruling may be ordered which is contrary to the expert evidence given by the government agency.

For example, in Ajax (Town) Official Plan Amendment No. 47A, despite evidence presented regarding a species at risk and the importance of protecting its habitat, Board Member R. J. Emo ruled in favour of development. Further, specifically in this case, the weakness of Ontario's *Endangered Species Act* and its related policies, such as species classification and listing, severely hindered the proper application of the Natural Heritage Section. In illustration of the confusion created by a lack of supportive policies related to natural heritage protection, R. J. Emo stated in his decision that "... more study by a recognized hooded warbler expert is needed to confirm the implications of the hooded warbler and the extent of habitat that should be protected. ... The Board has therefore had to weigh the hearsay evidence in the context of the viva voce testimony from the four experts. In addition, should I 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 quoted previously. ... In the absence of testimony by ... MNR staff, I will not make a finding as to whether or not the species is vulnerable or threatened. ... I agree with [the experts testifying for the developers] that one sighting does not automatically create a habitat concern. The *Planning Act* requires that 'regard be had to' the PPS. I have had

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regard to the Natural Heritage section of the PPS and am satisfied that the proposed development is not in conflict with these policies.”

The lack of a comprehensive program and commitment to endangered species protection on the part of the Province detracted from the importance of this natural heritage issue. Effective expert testimony by a professional consultant on behalf of the developers was also a significant factor in this ruling.


Dr. Christopher Wilkinson can be reached at chris_Wilkinson@sympatico.ca. Dr Paul Eagles, MCIP, RPP, teaches in the Department of Recreation and Leisure the University of Waterloo. He can be reached at eagles@healthy.uwaterloo.ca. The conclusion of this series will appear in the November/December issue of the Ontario Planning Journal.

1 Ontario Municipal Board decisions 572 and 65.

Steven Rowe, MCIP, RPP, is contributing editor for *Environment*. He is the principal of Steven Rowe Environmental Planner and can be reached at deyrowe@sympatico.ca.



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The Ontario Municipal Board and its the Urban Design Decisions

By Sandeep Kumar

In recent years, the perceptions of the public and media of the Ontario Municipal Board (OMB) have become distinctly negative. The Toronto media in particular have chastised the OMB for its ineffectiveness and questioned its relevance many times. (Examples include the decision to allow development on the Oak Ridges Moraine and a decision allowing condominium development near Fort York, Toronto's most revered historic site.) The Board has been labelled as "a rogue regulator that has been terrorizing Ontario towns and cities," "an affront to democracy," "pro-developer," and a "paternalistic relic."

Earlier this year, two writers, architecture critic Christopher Hume and Albert Warson, compared urban design in Toronto and Vancouver and concluded that Toronto is far behind Vancouver. Hume says that this is partly because "the century old quasi-judicial body (OMB) has rendered planning departments across Ontario largely impotent. It has wrenched the planning process from planners and put it into the hands of lawyers, not renowned for city building skills." He goes on to say that "the Ontario system is an expensive and time-consuming process that inevitably favours the rich and powerful over private individuals and municipal governments." Many Ontario municipalities have also expressed their frustrations with the costly and sometimes lengthy appeal process. These dissenting voices in the recent years have become widespread and much louder, asking for major reforms and even the abolition of OMB.

With these criticisms as the backdrop, we undertook a study to test the accuracy of critics' claims against OMB and OMB design decisions. The study has two main objectives — to examine how OMB makes its decisions, and to identify unique characteristics of its design decisions. A select set of six board decisions, which encased significant discussions on the design aspects of the development proposals, was analysed using content analysis. The six cases are: Yonge and Eglinton (Minto case); the University of Toronto students' resi-

dence at Bloor and St. George; the Etobicoke Motel Strip Secondary Plan; the three Yonge condominium building cases (Yonge and Wanless, Yonge and Roxborough, Yonge and Alexandra).

The study results suggest that OMB has made conscious attempts to recognize urban design as an important and integral part of planning while being cognizant of the special nature and needs of urban design. Although adversarial in nature and at times lengthy and expensive, the steps involved in the review process force the parties involved to consciously construct, further refine, and



Etobicoke Motel Strip development

clearly articulate and explain clouded "design rationale." Overall, this adjudicative process appears to balance private and public interests but while doing so may not have led to the best design solutions.

Five characteristics of Board's design decisions

The analysis of OMB decisions in the above six cases reveals the following five characteristics of its decisions.

1. The OMB evaluates adverse impact of design

The Board's way of evaluating a design is based on its adverse impact on the public and private realms. The impacts could be in the form of measurable or potential harm, or at least a credible perception of harm to private and/or public properties. The harms, for

instance, could take the form of a proposed development that casts shadows on adjacent private properties or creates uncomfortable pedestrian conditions on a public street. Unfortunately, there is no written policy or guidance from the provincial government about how to evaluate the impacts of design; the OMB draws upon municipal urban design documents for any specific design guidelines.

To evaluate these impacts, the Board generally relies on the testimony of urban design experts. In one case, however, the presiding Board member paid a visit to the site in question. The Board also allowed techniques such as computer modelling to calculate the shadow impacts at different times of the day. Noticeably, it reacted positively to the design measures proposed to mitigate certain impacts, even though the effectiveness of those measures was not clearly evaluated. If, as some urban designers believe, urban design issues cannot always be "measured," the Board's design decisions are flawed.

2. OMB has limitations too

On occasions, OMB expressed its jurisdictional limitations. In its ruling supporting the proposed design at Bloor and St. George, the Board stated that while other designs could better accomplish the Official Plan's objectives, the only design proposal the Board must act on is the one under review. "The matter will succeed or fail on the fact that it [the proposed design] has represented good planning or conformed to the Official Plan and not on whether some other built form would do. [Therefore,] the Board

would not address the alternatives suggested by the opponent's witnesses." The Board further explained that because urban design evaluation is not an environmental assessment, it must accept or reject the proposal presented to the Board—alternatives are not open for discussion.

3. The Board allows freedom to designers

Throughout the cases examined in this study the Board appears to have consistently recognized the need to allow designers' creativity and flexibility to develop the built form. To achieve this, the OMB loosely applied the language in Toronto's Official Plan and other planning policy documents to test the design quality of a development project. In design matters it looked for a "close compliance to the existing official plan and zoning requirements"

and not a "strict compliance." For instance, in the Bloor-St. George decision, the Board says, "the literal reading of these sections [in the Official Plan] and the guidelines is simply too narrow and legalistic an approach to judge this proposal. The wording of official plans should not be seen or interpreted so as to become strait jackets to good planning." In the Etobicoke case, the Board ruled, "while most numeric standards [such as sky exposure planes] should be removed, they should be replaced with stronger policies and performance standards that articulate the principles behind the standards and that require a heavy onus on Council to have regard to the detailed guidelines." The drawback of this approach is that it would open the door for more appeals of municipal decisions.

4. The OMB balances public and private interests

From the cases evaluated, it appears that the Board has been extremely sensitive to both public and private interests. Balancing these interests within the context of the larger public interest appears to be central to its decision-making. In almost all the cases, the Board paid close attention to the rights of private citizens and gave full cognizance to their discomfort with new developments. But it then

also went to great lengths to find a balance between the public and private rights.

This balancing act was delicate and tricky, particularly in the Etobicoke case, where the Province was a party in the case



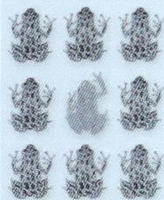
U of T Students' residence at Bloor and St. George

and had declared its interest for a substantial portion of private lands to transfer to the public domain. While the Board endorsed the province's idea of dedicating a large

chunk of land to the public domain because of greater public benefit, it was meticulous in making sure that the subjected landowners were well compensated and not subjected to further undue delays if they wished to redevelop their properties. In its final decision, the Board says, "Any consideration of the public interest in a democratic society designing high standards of government and justice must be all-encompassing. Regard for the general [public] good must include and be sensitive to private and minority rights amid the sometimes conflicting policies and public goals to which the local municipality, region and province aspire."

The balancing act of the Board may not have produced the best built form, but at least it allowed the opportunity for all the parties to be heard. For instance, the removal of 70m frontage minimum requirement from the Secondary Plan in Etobicoke to achieve certain density, height and massing is now posing a serious threat to the integrity of the whole built form of the Motel Strip. Lots with less than 70m frontage have almost the same development rights as others. This is leading to overcrowding, difficulty in providing adequate services, and the resulting built form is riddled with sun, light, and privacy issues.

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5. The OMB clarifies design rationale

The Board decisions suggest that the review process helped the parties to develop and strengthen their "design rationale," which was unclear in the initial proposal. The product of design in itself cannot explain what initiated its design. However, a design rationale is valuable if review committees are to make fair and equitable decisions. It allows everyone with different interests, values, and disciplinary backgrounds to understand the artefact better and to create conditions for a meaningful dialogue to occur among different stakeholders. What is not clear is whether the explanation of design rationale eventually leads to a better built form.

Conclusion

Despite the negative perceptions and allegations levelled against the OMB, the study suggests that Board's urban design decisions in these six cases have been convincing and have encouraged new ways to look at urban design. Although the Board constantly looked for a measurable harm done by a proposed development as a test for its design quality, it did take into account individual concerns while looking at the larger public benefit. In an attempt to balance the interests of public and private citizens and to keep a long-term vision, the final decision may not have led to the best design and, at times, outraged the local residents.

John Chipman (author of "A Law Unto Itself") favours the abolition of the Board. He says that OMB just looks at the adverse impact of development proposals that can be equally well made by municipal councils. I, however, would agree with *Globe and Mail* columnist, John Barber, who argues that OMB is a necessary evil. No matter how much we criticize the OMB, such an institution is necessary to make sure that civic and elected officials remain in check. It is probably not the Board's fault that the rulings they make are often so controversial. By the time a case reaches OMB, the chance to develop creative design solutions disappears because the process at OMB is adversarial. Another point to remember, despite the length and complexity of the proceedings, OMB judgments boil down to simple "yes" or "no."

Dr. Sandeep Kumar, AICP, MCIP, RPP, is an Assistant Professor at the School of Urban and Regional Planning in Ryerson University. The author acknowledges the help of a number of research assistants, Carmela Liggio, Brooke Sykes and Audrey Alemao, in particular. He is also a member of the Urban Design Working Group. The research was funded by grants from Ryerson University.

Drive-through Facilities Urban Design Study and Guidelines for the Town of Oakville

By Moiz Behar

The Town of Oakville commissioned Moiz Behar of MBPD Inc. in late 2002 to conduct a study of drive-through facilities and develop urban design guidelines in consultation with the community and the industry.

Town of Oakville Council approved the study and the accompanying guidelines in July earlier this year.

The guidelines will be used to assist development proponents and staff on municipal expectations for drive-through facilities, and will be applied during the various stages of the development review and approval process in Oakville. The guidelines will supplement the Oakville Official Plan and Zoning By-law, as well as the applied standards and procedures of the various departments.

The overall intent of the guidelines is to ensure:

- minimum impacts on adjacent properties;
- an attractive streetscape appearance;
- functional and safe traffic movement.

The scope of this study was limited to stand-alone drive-through facilities. The principles promoted in these guidelines will have general application for all facilities that include drive-throughs.

While the retail and development sectors have adopted the drive-through model enthusiastically in response to general demand, concerns have been raised in various communities, including Oakville, about the impacts of drive-through establishments on adjacent residential areas, the streetscape, traffic and the environment.

Many areas of Oakville have been planned

in a pattern that relies on the use of the automobile as a major, or primary, means of transportation. Therefore, drive-throughs provide an increasingly popular service to the driving public and as their level of use indicates, they are a convenience that is widely sought-after. However, there are various impacts that should be considered in assessing where and how drive throughs should be accommodated in Oakville.

Drive-through facilities raise several planning, environmental and urban design issues. Their capacity to attract high volumes of vehicular activity to a site, and particularly the potential impacts on neighbouring land uses, has given rise to public complaints.

The issues include:

- impacts on adjacent land uses, specifically residential uses, such as noise, illumination, odour and litter;
- impacts on the streetscape and urban design concerns;
- site planning and traffic concerns;
- environmental concerns related to air quality from idling vehicles.

As part of the study, applicable policies of four other Ontario municipalities regarding by-law provisions, standards and guidelines of Mississauga, Kitchener, Toronto, and the Region of Durham were reviewed to see if their experience could shed light on the issues.

Various stakeholders representing the broader community and the retail and development industries were invited to participate in a half-day stakeholder workshop in February. This workshop proved to be an important step in the study process.



This Bank of Montreal at the intersection of Trafalgar & Dundas in Oakville in a retail plaza is located to address the urban corner appropriately. The drive-through stacking lane is contained within the site without any negative impacts

More than 30 people from a variety of backgrounds attended the workshop.

In the working group segment of the workshop, the participants were divided into four teams to provide a list of guiding urban design principles and any accompanying concept sketches. In this regard, three generic sites were made available to the teams representing varying sizes and contexts, which were used as base drawings. Each team presented their findings and recommendations.

An Open House was held in May to discuss the progress of the study and to receive comments on the draft urban design guidelines, prior to finalizing a report to the Site Plan Committee and to Council. The 15 attendees included representatives of the community and industry, and members of Oakville Council. Staff from MBPD Inc. and Oakville Planning Department prepared and facilitated the Open House. There was general support on the direction of the study, which emphasized a balanced approach in addressing the public demand for drive-throughs, modifying or eliminating impacts, and improving design attributes.

The urban design guidelines have been designed to accommodate a wide range of potential design alternatives, while promot-

ing high-quality commercial developments containing drive-through facilities.

The design quality required by the guidelines will be exhibited by a development's regard for:

- locational and contextual fit;
- minimal impacts on adjacent sites and neighbourhoods;
- site organization features and functional integration with other on-site facilities, including safety of pedestrian and vehicular movement in and around the site;
- urbanistic attributes, such as location of the building on the site and the project's contribution to the streetscape.

Thirty-nine guidelines have been organized under seven headings, as follows:



Working group session in the February 25, 2003 stakeholder workshop

- Locational Criteria
- Site Access, Vehicular and Pedestrian Traffic
- Stacking Lanes
- Site Size
- Relationship to Adjacent Uses
- Building and Site Organization, and Streetscape
- Landscaping

Some of the guidelines have applicability for other commercial developments. The study recommends that Oakville develop general urban design guidelines for commercial developments, to support and work in concert with the guidelines devised for drive-through facilities.

A two-year monitoring period was recommended to gauge their effectiveness. Subsequent to the monitoring period, it was also recommended that the guidelines be reviewed for their effect and revised as required. The door was left open to pursue other options if a subsequent review finds that the guidelines are ineffective.

Moiz Behar, OAA, MRAIC, MCIP, RPP, is the principal of MBPD Inc. Moiz is also a member of the Urban Design Working Group.

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Campitelli v. the Town of Ajax

By Paul Chronis

The applicant in this case owned a 30.56-hectare property at the eastern limit of the Ajax urban boundary. Applications were brought to amend the Regional and local Official Plans to expand the urban boundaries to permit urban development. The applications were brought in the context of the local Official Plan review and in the face of immediate adjacent development activity. The municipality argued that the Provincial Policy Statement required consideration of the need for additional lands as a threshold test. The

Town argued that in the absence of compelling demographic evidence establishing land availability, incremental applications to permit urban development on land designated major open space and rural should be discouraged.

The OMB held that the application should be dismissed for non-compliance with the Provincial Policy Statement. The Board concluded that the Provincial Policy Statement requires the Board to "have regard to" a test of need when expanding urban boundaries contemplates more considered review. There must be some form of substantive consideration. Further, the Board could not conclude that the appellant had not shown that insufficient land was available for urban development without encroachment upon lands designated as major open space and rural. Furthermore, the Board found that to allow such an application would

undermine the strategic importance of urban growth boundaries, which are intended to ensure the orderly development of land. Finally, the obligation to review the Official Plan on a regular basis provides the opportunity to test the continuing validity of the categorical definition of urban boundaries during the life of the plan.

Source: Decision of the Ontario Municipal Board
Case No.: PL001312, PL001099
File No.: O010029, O000203
Members: G. J. Daly and N. A. Crawford

Paul Chronis, MCIP, RPP, is a senior planner with WeirFoulds LLP in Toronto and contributing editor for the OMB.

Professional Practice

Planner as Agent/Advocate and the OMB

By Paul Chronis and Vicki Simon

Two recent decisions of the Ontario Municipal Board highlight the Board's increasing stringency in following Rule 8 (Appearance in Person or by Authorized Representative) of its Rules of Practice and Procedures (revised and issued on September 30, 2000). In both cases, a consulting land use planner had tried to assume the role of both an independent witness and an advocate for the proponent/appellant in the matter before the Board.

Increasingly, consultants have been requested by the Board to choose between their roles at an OMB hearing. While previously, the Board might have allowed such a dual role by the assignment of less weight to the "evidence" presented, these two decisions solidify the Board's intention to apply Rule No. 8.

Rule No. 8 provides as follows:

"A party may attend a proceeding in person or by a representative. Representatives who are not legal counsel must file a written confirmation of authorization to act for the party. If authorization changes, the party and the representative shall immediately notify the Board and the other parties."

In *McConnell v. City of Toronto* (2002), 44 OMBR; OMB Case No. PL020157, member Emo clearly stated that: "[A] professional planner must choose to act as an agent or witness, not both," thereby confirming the position taken by the Board in *Baronikian v. Toronto (City) Committee of Adjustment*, [2001] O.M.B.D. No. 5 (QL), File Nos. PL001025, V000463. In the

latter decision, Executive Chair S. Fish and Member G. Bishop made a similar statement:

"In the view of this panel of the Board, experts who appear before the Board have a clear choice to make: they can be qualified to give independent expert opinion evidence or they can engage in argument and make submissions as advocates—but they cannot do both and expect the Board to attach much weight to their opinion evidence."

In the more recent *McConnell* case, the planning consultant's evidence was relied upon, with the Board ruling that questions asked by the objectors would be directed to it and then if appropriate, redirected to the planning consultant, in order to avoid reducing the weight attached to the consultant's planning evidence. In this way, however, the proponent's advocate was deprived of the opportunity to cross-examine the opponent's planning evidence, but was able through the submission of reply evidence to address points of evidence given by the opponent's planner with which he did not agree.

In the earlier case, the planning consultant assumed the role of advocate and so the Board relied on the factual evidence presented by the consultant, but not his opinion evidence.

In both situations, the client of the planning consultant trying to assume the dual role was placed at a disadvantage in the proceeding. The lesson that consulting planners should take from these decisions is that the Board will not accept a professional planner assuming the dual role of expert witness and advocate.

It is clear from the Board's position on these issues, that in order to allow one's client the full weight of a professional planning opinion, consulting planners should advise their clients of the Board's potential discounting of their evidence in instances where an advocate has not separately been retained. There are other

Board decisions that reinforce this approach.

Although the Board did not comment upon the appropriateness of a consulting planner assuming an advocate role, an interesting discussion on this matter is found in the April-May-June 2002 issue of *Plan Canada*, written by Bob Lehman. The Institute's first Standard of Practice provides amplification and advisory guidance of Rule 2.1.1 of the Rules of Discipline within our Professional Code of Conduct. In order to maintain objectivity at all times, a planner should ensure that a standard of excellence is maintained by ensuring that the distinction between functioning as an independent planner and advocate is not compromised.

On a related note, OPPI's Professional Practice and Development Committee will be developing a Standard of Practice respecting conflicts of interest, in order to provide members with guidance for recognizing situations where this might occur. The Committee is always looking for volunteers for the interesting projects it undertakes. To offer assistance or provide further information, please contact Paul Chronis, Chair of the Professional Practice and Development Committee, at:

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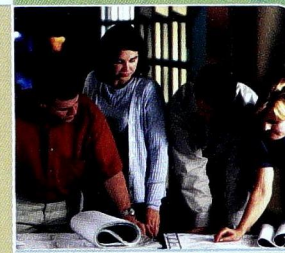
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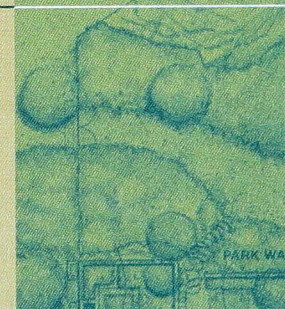


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Can we learn from the European example?
**European Spatial
Planning**

Edited by Andreas Faludi
Lincoln Institute of Land Policy, 2002
233 Pages

Throughout history, planners and politicians have been challenged by public demands to maintain and enhance a high quality of life. Many practices and policies, some more successful than others, have evolved to respond and address the present-day challenges. Planners continue to craft and refine plans and policies to tackle urban sprawl, improve transportation choices and protect agricultural and environmental areas, to allow for safe, healthy and sustainable communities into the future. In Europe, the spatial planning process has provided grounds for regulating development and established a vision.

European Spatial Planning is a collection of papers that present and discuss spatial planning as a strategic approach to planning. The book is divided into four sections: the practice of European spatial planning; theoretical approaches to its analysis and outcome; the future of the process; and conclusions. It is edit-

ed by Andreas Faludi, professor of spatial policy systems in Europe, renowned for his knowledge on planning theory and related topics.

The European Spatial Development Perspective (ESPD) was developed by the 15 member states of the European Union. The ESPD views these states as a large global region and focuses on global competitiveness, while integrating economic goals, social and environmental concerns to work towards sustainability and enhancing quality of life. It identifies three policies of key importance—regional policy, the development of trans-European networks, and environmental policy. Policy options are categorized under spatial development guidelines—polycentric spatial development and new urban-rural partnerships, parity of access to infrastructure and knowledge, and wise management of the natural and cultural heritage. The plan developed a vision focused on an agenda for sustainable and balanced development, which includes zones of transnational and metropolitan cooperation, global economic integration zones, and policy scenarios.



European spatial planning has been a gradual process, largely determined by well-timed and strategic political decision-making based on the influence of both public (internal) and private (external) expertise. The external expert roles included the creation of ideas, research, and acting as moderators, while the internal experts were the developers of ideas into policy, negotiators, and decision makers. As expected, this perspective encountered some challenges, mainly coping with uncertainty related to questions about the future and the reconciliation of interests of the member states and their ability to exercise control over their own territory.

Implications for North American planners are highlighted through a brief comparison of the European spatial planning process and planning practice in North America. While the policy framework established through the ESPD could not be implemented in the short term, actively engaging in discussions on such recent practices could assist planners in resolving issues that we face now and into the future. Now that recent initiatives related to Smart Growth and big-picture planning are in the forefront of planning, it is an opportune time to take advantage of new possibilities and consider a much larger-scale, integrated approach to planning.

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