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ONTARIO PLANNERS: VISION · LEADERSHIP · GREAT COMMUNITIES

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Making the Most of Capital

Kingston plots a strategy
to re-invest in its future

ONTARIO PLANNING JOURNAL

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ONTARIO PROFESSIONAL PLANNERS INSTITUTE

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ONTARIO PLANNERS:

VISION · LEADERSHIP · GREAT COMMUNITIES

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Glenn Miller

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District Coordinators

Carlos Salazar, Northern 705-673-2171;
Amanda Kutler, Southwest
519-576-3650 x728;
Don Maciver, Eastern 613-692-3571;
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Art Director

Brian Smith

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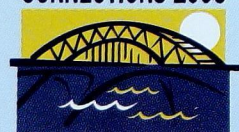
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Making the Most of Capital: Kingston Plots a Strategy to Re-Invest in its Future

By Glenn R. Miller and David Mignault

The venerable domed edifice that houses Kingston's civic administration has served many purposes, but never the role for which it was intended—companion to Canada's first parliament. Perhaps if the man responsible for choosing Kingston as the seat of parliament for the United Provinces of Upper and Lower Canada in 1841 had been a better horseman, Kingston would still be the country's capital. But Lord Sydenham managed to fall off his horse early in Kingston's short-lived tenure as the capital. Kingston's champion unfortunately succumbed to his injuries, taking with him the city's hopes for building a brighter future for an impoverished community whose street pattern dated from 1783.

With Sydenham gone, Kingstonians barely had time to learn the new street names (basic descriptors such as "Brewery Street" were substituted for names more suitable for a capital like "Princess") before the City was stripped of capital status. Kingston's future was changed forever.

Bummer

Luckily, the good citizens of Kingston were able to recover from this setback, with the result that the city today enjoys a rich heritage of fine old buildings, venerable institutions such as Queen's University, a hard-working municipal administration and a solid reputation for an attractive quality of life. But, as is the case with many municipalities in Ontario—indeed throughout Canada—all is not what it seems.

If the state of a municipality's finances could be gauged by the thickness of the walls of City Hall, Kingston would be at the top of the heap. But with the challenge of growing into its amalgamated skin only recently behind it, Kingston faces exactly the same problems as many of its municipal cousins: how to afford to replace aging, crumbling infrastructure while at the same time making smart investments to shape and support fast-growing suburbs.

The work currently underway to address these issues is happening on many levels, from basic preparatory work to map the location of underground infrastructure and determine its condition to engaging the community in designing an \$80-million downtown

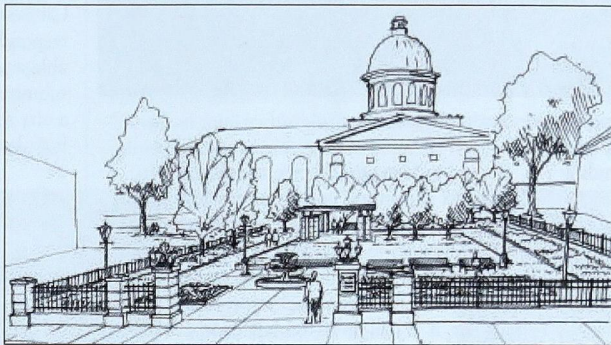
action plan. Planners hope this initiative will make the most of Kingston's stock of heritage buildings, well-located parks and help the waterfront area reach its full potential.

But with much of the city's infrastructure well past its "best before" date, municipal officials fear the worst. If the wrong pipes rupture, raw sewage could quickly contaminate the waterfront. The cost of replacing ancient combined sewers is steep (\$10 million for a new trunk sewer and \$25 million for a sewer crossing over the Cataraqui; upgrades to the main pollution control plant will run to about \$100 million). Rapid growth to the east of the city suggests the need for a third bridge to relieve two over-capacity bridge crossings (at least \$100 million).

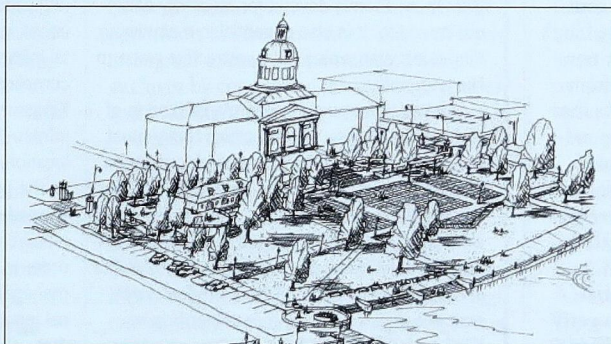
Although Kingston's Urban Growth Strategy will set out priorities for the next 20 years, the capital cost of even the most modest replacement plans far exceeds the City's financial resources. Even the recent announcement of a new federal/provincial infrastructure program (COMRIF) doesn't hold out much promise, because the available dollars have to be shared with so many places. The administration is also weathering the fiscal pain of a failed cost-sharing agreement for a \$100 million water treatment plant now under construction. Federal contributions have helped, but the City is still left with a large hole in its capital budget.

Another key problem facing Kingston is that although its main sources of job growth are healthy, they are dispersed throughout the city, making any long-term intent to get new residents to use public transit that much more challenging. To protect its competitiveness for economic development and investment, though, Kingston needs to be able to maintain its attractiveness for employers by ensuring

that the basics are in place. This means extracting more value from commercialization and start-up activity linked to the Queen's-based biotech/health sciences sector, and building on pockets of advanced materials, alternative energy and environmental technology research. It also requires building on the reputation of the prestigious Royal Military College to find employment synergies related to public security and other strengths of the RMC. St Lawrence



Downtown plan seeks to build on the powerful icon of City Hall



Knitting downtown into the waterfront is the long-term goal



Mature trees abound in Kingston

College is also one of the province's leading venues for employee training support.

With most of the bugs from amalgamation now worked through the system, the City's administration is clearly looking to strike a balance between building new assets and protecting the ones that got the City this far. Although the fiscal challenges are daunting, the mood in the City remains upbeat. This is a City that means business.

Financial Crunch

The City is in a financial crunch. Kingston faces limited growth in its revenue base and high demands for municipal services. Water, sewers, roads and public transit all require new investment, but Kingston, like many other municipalities, is cash-strapped. The City's infrastructure is aging. Water and sewer pipes in the historic downtown core were installed 50 to 100 years ago. The City's financial pressures are compounded by new spending responsibilities downloaded from the provincial and federal governments that have not been accompanied by corresponding funding or additional financial tools.

The decline in federal and provincial grants in recent years has placed greater pressure on user fees and property taxes to help pay for projects. However, the need to remain competitive with other cities constrains the City's ability to increase property taxes or user fees. Property taxes in Ontario are already the highest in Canada—50 percent higher than the Canadian average.

Caps Still in Hand

Is it reasonable that municipalities only receive six cents out of every tax dollar col-

lected in Canada? Approximately 59 percent of Kingston's combined tax bills goes to the federal government and another 35 percent goes to the province of Ontario. Yet while senior orders of government receive such a large proportion of the tax dollar, it is still an extremely competitive process in trying to leverage some of this money back to the municipality in the form of grants and loans. The City of Kingston nevertheless continues to pursue any and

all grants that will help to sustain the quality of life in the community.

Next Steps

The City of Kingston has enormous infrastructure needs that are not being met. Additional funding through infrastructure programs can assist with the major capital budget challenges. Nevertheless the City of Kingston and Utilities Kingston must first plan and prioritize its infrastructure projects. This exercise will enable the City to prioritize investment in infrastructure projects to the benefit of Kingston residents and visitors and ensure that the state of Kingston's infrastructure supports the City's high quality of life. This exercise will also ensure that the City establishes a listing of what projects correspond to the various funding sources available and determine what projects should be submitted for funding. Kingston hopes to be a city second to none, not only in its beauty, but also in its functionality.

David Mignault works as a Research and Grants Coordinator with the City of Kingston.

Glenn R. Miller, MCIP, RPP, is editor of the Ontario Planning Journal and Vice President, Education & Research, with the Canadian Urban Institute in Toronto.

He can be reached at editor@ontarioplanning.com.

How does Kingston view its municipal infrastructure?

"Infrastructure" is the physical assets of a municipality that support the community's social and economic well-being. A well-managed infrastructure is essential to the City's growth, economic development, safety and quality of life. It is also essential in maintaining Kingston's status as a highly attractive place to live and work.

Just as infrastructure was the backbone of the Roman Empire, municipalities today must be built on a solid, well-maintained foundation. This foundation or "hard infrastructure" is the community-owned roads, bridges, sidewalks, electricity, gas, water, sewers, broadband community networking, storm sewers, street lights and traffic lights. And, just as Rome was not built in a day, the planning and financing of Kingston's infrastructure is an ongoing strategic process.

Regular maintenance and upgrading or replacing the infrastructure is necessary to optimize the life of the municipal infrastruc-

ture. Over the past few years, City Council has taken some important steps toward ensuring that funding will be available to meet new and replacement infrastructure requirements. The identification, planning, scoping, prioritization, coordination, funding and construction of capital infrastructure projects is one of the most complicated processes in which the City of Kingston is involved. In order to develop an infrastructure strategy, information such as the location and age of the infrastructure, as well as the performance and maintenance history, is needed. The City of Kingston is currently researching and gathering the initial data in order to develop a framework for an asset management system for all long-range municipal infrastructure. This is a multi-phase project that will lead to an asset management system, which will enable the municipality to improve its financial planning and maximize the life expectancy of the infrastructure.

—David Mignault

Urban design meets Bollywood

A Case for Culturally Responsive Urban Design

By Sandeep Kumar and George Martin

As urban planners increasingly recognize the ethno-cultural diversity of cities, urban design practice must be just as responsive if it is to remain integral to urban planning. While cultural diversity is a widely acknowledged component of Canada's cities, discussion of cultural diversity is rare in urban design circles. Perhaps this neglect is because urban design practice is based on universalistic principles and is commonly oriented towards a homogeneous society. Or perhaps it is because urban design is premised on the notion that the public interest is unitary rather than composite. But

of design concepts which were presented to members of the Gerrard India Bazaar BIA. The Gerrard India Bazaar project proved to be an interesting case study of how urban planners can produce culturally responsive designs for places that have a particular ethnic character.

Ethnic business enclaves

Ethnic business enclaves such as Chinatowns, Greektowns, Indian bazaars and Asian malls are the manifestation of Canadian multiculturalism policies. In larger urban centres, enclaves have come to form

the basis of culturally specific economies. They are visible in the city's landscape in the variety of signage language, in the diversity of architectural styles, and in the smells and colours of the street. Created through private business initiatives, ethnic business areas have thus grown organically and incrementally as the demography of cities and neighbourhoods evolves. Although planning policies have not anticipated these ethnic business areas, once formed

they are often acknowledged and embraced by local planning authorities. Despite local opposition in some instances, planners have attempted to sustain and nurture ethnic enclaves by conducting urban design studies and by declaring them special districts.

Gerrard India Bazaar is one such ethnic business enclave found in the Riverdale area of east Toronto. The Bazaar stretches along Gerrard Street nine blocks between Greenwood Street and Coxwell Street. Often referred to as "Little India," the Bazaar is not only one of Toronto's most frequented ethnic shopping areas, but remarkably is one of North America's largest Indian markets. The Bazaar attracts South Asians and non-South Asians shoppers from Toronto's suburbs, southern Ontario, and from across the Canada and the United States. They converge to shop, eat, meet friends, and watch Hindi and Tamil language movies. They are

attracted by the sensual experience of being in a busy market as much as they are attracted by the goods on offer. Merchants of the Bazaar cater to their Asian or non-Asian clientele by offering a wide assortment of saris, 22-carat gold jewelry, mouth-watering delicacies, traditional musical instruments and CDs, videos and DVDs.

Unlike other South Asian markets in the GTA, the India Bazaar is located in the middle of a predominantly Caucasian neighbourhood with almost no South Asian residential population. A source of friction for those in the area is the competing interests



The existing India Centre



Simulation shows how the Centre could look

are such assumptions valid in multicultural urban communities? If not, what can urban design practitioners do to cater to ethno-cultural influences? How do we practise urban design to better serve residential ethnic enclaves within multicultural cities or ethnic shopping areas such as Chinatowns, Greek towns, Indian bazaars and Asian malls?

This article responds to these questions by examining an urban design study recently conducted for an ethnic business improvement association (BIA) in Toronto, known as the Gerrard India Bazaar BIA. The project was carried out by 13 students as part of their studio course in Ryerson University's Urban and Regional Planning program. Under the supervision of Dr. Sandeep Kumar, a faculty member in the Department of Urban and Regional Planning, the students (including second author, George Martin) developed a series

of the businesses and the residents.

Recently, there have been signs of new immigrants from South Asia choosing to locate in the Bazaar and its surrounding neighbourhoods. Some property owners of street-level businesses within the Bazaar also have taken up residence above their shops.

Despite its vibrant appearance, the Bazaar faces serious challenges. The lingering effects of the 9/11 tragedy and the SARS crisis have adversely affected business. The Bazaar must also compete with new South Asian shopping areas that have sprouted in Toronto's suburbs in recent years. Thus, with the goal of attracting visitors and tourists back to the Bazaar, to instill pride among its members, the BIA asked us to conduct the design study. They asked us to do two things: first, to suggest ways to develop the ethnic identity of the Bazaar; and second, to develop design strategies to

improve the physical and visual conditions of the market.

To fulfil this mandate, we employed multiple research methods, such as the use of Geographic Information Systems; interviews with visitors, merchants, other BIAs and second-generation South Asian youths; and case study investigations of ethnic markets within the GTA and across North America. The survey of merchants, visitors and residents revealed a host of issues, including the lack of cleanliness and shortage of parking.

Our approach

In developing solutions for the Gerrard India Bazaar, we pursued three approaches that are distinct from conventional urban design approaches.

1. We rejected the presumption of a mono-cultural community. At the outset of the project, we discarded the idea of design-



Existing streetscape is uninspiring

ing space for a homogeneous community. We spent a significant amount of time understanding the sub-cultures, sub-ethnicities, religious and regional differences embedded, both conspicuously and inconspicuously, in the South Asian community. Businesses in the India Bazaar are predominantly from India, Pakistan, Sri Lanka and Bangladesh. Yet, the Bazaar includes far more than four national groups. In reality, it represents an ethnically diverse populace that speaks numerous languages, dialects, follows several religions (Hinduism, Sikhism, Islam, Buddhism, Christianity, Jainism, Judaism and Zoroastrianism) and constitutes a score of regional ethno-cultural classes. Through our deeper understanding of the community, the urban design solutions were tailored to appeal to the community members irrespective of their origin, ethnicity or nationality.

2. We searched for common, popular elements to draw the community together.

Within the community's entrenched heterogeneity, we explored ideas and themes based on popular cultural symbols that are common to all the groups that do business in the Bazaar. The effect was to deflect attention from differences that social and geo-political issues in South Asian countries could exacerbate. We toyed with ideas of using popular entertainment symbols such as Bollywood films, songs, celebrities and cricket heroes to celebrate the popular culture of South Asia. Ultimately, we decided to make Bollywood films our theme to capitalize on this youthful, popular, and flamboyant contemporary cultural phenomenon.

Bollywood films are a phenomenon enjoyed and embraced across South Asia, and by South Asians in North America and Europe. Our design proposal would create a stimulating atmosphere using whimsical streetscapes, a Bollywood Walk of Fame, and

colourful murals and signage reminiscent of classic Bollywood movie posters. The Bollywood theme simultaneously paid tribute to the origins of the Bazaar by suggesting renovating and reopening the Naaz movie theatre, which once was the hub of the Bazaar when it first developed in the early 1980s. The theme was furthered by suggesting colourful Bollywood-like wall graffiti, street signs, banners and store signs.

We also suggested using Toronto Transit Commission

streetcars to promote the Bazaar. Streetcar route 506 crosses the Bazaar and extends to the far end of the city where it meets with busy subway stations, the city's downtown core, and the University of Toronto campus. The TTC sells advertising that nearly covers the entire car. Our suggestion was to sponsor a streetcar and cover it to appear like an Indian-style cycle rickshaw. This streetcar advertising would promote the Bazaar throughout the city and, at the same time, deliver visitors to the Bazaar.

3. We avoided an excessive focus on cultural authenticity as well as superficial cultural "commodification." While developing the design concepts for the Bazaar, we were respectful of the issues of cultural authenticity. Our thinking was reinforced by feedback from visitors, merchants and especially young second-generation South Asians, who are the prospective patrons of the Bazaar. We were aware that cultural tourists tend to idealize an ethnic culture as it existed histor-

ically. Looking to experience "authentic" ethnicity, such a tourist may even fail to recognize the culture as it is today. Rejecting such anachronistic perceptions, we decided to promote the contemporary South Asian culture that resonates with the experiences of second-generation South Asians and mainstream Canadians. This was a lesson learned from the many Chinatowns across North America, which, with some exceptions, adopted the similar traditionalist urban design solutions—particularly classical Chinese gates. For the India Bazaar case, our intent was to propose unique solutions reflecting the actual experience of South Asians living in Canada.

Conclusion

Clearly, our approach suggests that urban design is not only for homogenous com-



Proposed improvements

munities. Yet that is not to say that the principles universal to urban design, such as a sense of place, legibility, and comfort are rendered invalid. There is no reason why solutions grounded in the ethno-cultural character of a community cannot respect the fundamentals of good urban design. What we believe is that culturally responsive design solutions have a greater chance of succeeding and winning the community's acceptance.

In crafting culturally sensitive urban design, urban designers must immerse themselves into a cultural milieu and make every attempt to understand and respect its nuances. This is certainly a time-consuming and challenging exercise. On the other hand, urban design education may go far in instilling such cultural sensitivities among budding planners and urban designers so that they become easily accustomed to working with and identifying the needs of such communities. There



The TTC meets Bollywood

is an urgent need for us to carefully understand how ethnic enclaves such as the Gerrard India Bazaar evolve, function, and contribute to the daily lives of ethnic populations.

We need to treat these cultural symbols with utmost care when applying existing planning and urban design regulations and attitudes and when developing new ones. Despite some clarity, several questions

remain unanswered: In a multicultural society like ours, how do we balance the cultural distinctness of these places with the wider commercial system of stores and malls? In a bigger picture, how do we balance the demand for diversity with public values of social integration?

Dr. Sandeep Kumar, AICP, MCIP, RPP, is a faculty member of the School of Urban and Regional Planning at Ryerson University (s2kumar@ryerson.ca). He teaches courses related to urban design, planning information systems, and immigration and settlement.

George Martin is a recent graduate of the planning program in Ryerson. He was part of the group of students that worked on the project. The authors acknowledge the contributions of all the members of the group—Ed Waltos, Darryl Young, Jennifer Tharp, Christa Lau, Steve Riches, Kia Mathison, Kelly Sheehan, Rob Catarino, Adrian Kawun, Cindy Louie, Melissa Roberts, and Nadia Zuccaro. The project would not have been possible without the generous support of the members of the GIB-BIA and Ramesh Kondakamrila of Riverdale Community Development Corporation.

PLANNING CONSULTANTS

201 MILLWAY AVENUE, UNIT 19,
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“Moving Hearts and Minds”—Reflections from the Old World

By Greg Lloyd and Deborah Peel

We recently had the pleasure of presenting a paper on city visioning in Scotland at the joint OPPI/CIP conference in Toronto. The combination of plenary speakers, the quality of the workshop sessions and the debates with a host of individuals made for a conference of the highest quality. The efficiency, courtesy and hospitality associated with the “Moving Minds” event was unsurpassed. It certainly showed us that planning, planning practice, and the planning profession play a critically important role throughout the provinces in contemporary Canada. Further, it demonstrated to us that planning is held in high esteem, and is acknowledged as an essential prerequisite in the management of change.

For us, the conference was a valuable experience on a number of levels. The most significant of these, however, relates to the insights we have drawn from a confident, assertive and innovative planning profession. We felt humbled by the passion for planning, governance and leadership exhibited at a number of the presentations. We also felt there was a real urge to learn and critically reflect on achievements and experiences elsewhere. Why is this important to us? Well, this enthusiasm and energy gives us considerable food for thought regarding planning in the UK.

In the UK, planning is now rendered relatively invisible. It is certainly peripheral to mainstream public policy implementation, and it is increasingly overshadowed and bypassed by other activities. The emphasis on community planning (similar to urban development agreements) has diverted attention to a focus on local economic development; social inclusion initiatives, and master planning for regeneration purposes. At the same time, the energies expended on planning turn on it being modernized to make it “fit for purpose.” This has involved lots of changes to form and process but little explanation of what the new purpose of planning is in a modern world. It is diverting attention from state planning and intervention as offering overt spatial change. As a result, there is little

energy or enthusiasm for the expression of ideas. Planners have become risk-averse, tending to the dirigiste; they have become rule- and process-bound, and purveyors of red tape. Canada revealed another side—one that we recognize as having some flaws, but one that demonstrates certainty, robustness and assertive leadership in the face of change.

This was shown to us through the publication by the Ontario Provincial Government of a growth strategy for the Greater Golden Horseshoe area. This brings together a spatial framework, a regional strategy, urban revitalization and density issues in a robust and coherent manner. More importantly for us, however, it was a

conviction and a passion for planning, to a fluency with a lexicon of intervention and innovation, and to a stress on the robust articulation of the grand vision, but also a sensitivity and informed attention to the details to turn intention into action. As Jaime Lerner noted, “The city is not a problem, the city is the solution.” The final plenary illustrated this well with references to strategic thinking, political support for planning leadership and intervention, philosophy and craft, the importance of the public realm, and the unabashed reference to “beauty.” The fluency of the ideas presented illustrates how planners can communicate, enthuse and convince different stakeholders—particularly the politicians and budget-holders. It is clear that Canadian planners seek to move hearts and minds

by rational argument and evidence of action. In contrast, planning practice in the UK seems disoriented, risk-averse and lacks the necessary political support and public legitimacy. There is uncertainty arising from the different spatial levels of governance, an uneven institutional capacity, and the fragmentation of infrastructure provision away from the public sector and from land use planning. Canada places planners at the centre of the action with an emphasis on professional values, ethics, knowledge and skills. This is a message to be shared by the world community of planning practice.

Greg Lloyd and Deborah Peel are with the Geddes Institute School of Town and Regional Planning at the University of Dundee.



Greg Lloyd and Deborah Peel were impressed with Canada's approach to planning

clear attempt to challenge established nostrums of Canadian planning practice and development trends—the drift to urban sprawl. This demonstrates an assertive case for intervention, a prerequisite for planning to correct market forces where these are not operating in the wider social interest. That, linked to the importance of infrastructure investment, is a potent combination for assertive planning leadership and action. It is gratifying to interpret the strategic provision of infrastructure alongside visionary planning and economic development priorities. To portray infrastructure not simply as a cost (to be minimized, or negotiated on a case-by-case basis with developers), but as a critical investment in community capital, is enervating. There is a sense that political and public apathy towards planning is on

Managing the Production of Beauty: Prescription for a Middle-Aged City

By Joe Berridge

I'm delighted to be involved in any debate that involves the concept of beauty, delighted that the word has returned to popular debate. Although for most of human history people have been very comfortable with the idea of beauty and its importance to the way we humans live, for a variety of complex reasons we have lately become very uncomfortable with the notion, developing a complex anti-beauty paradigm that denies or subjugates its importance in our daily life. Beauty is in the eye of the beholder—and thus all relative, an illusion. Beauty is unequally distributed and is therefore elitist/sexist/sinful. The pursuit of beauty is a dilettantish distraction from more worthy goals. It's a long way from John Keats; "Beauty is truth, truth beauty—that is all ye know on earth and all ye need to know."

Let's focus on what Keats was saying, that beauty is not a frill, a distraction or an indul-

gence, but the basic reason for existence. That the creation and presence of beauty is important for its own sake; that it makes for a better life, and better people. This is a fairly Mediterranean concept for Toronto. The utilitarian, social-democratic, United Church gene code of our town has some trouble decoding such a proposition. Just in time, however, Richard Florida came along and offered us what might be called the functionalist, utilitarian justification for beauty, that it is important to have a beautiful city because that place will attract the footloose knowledge workers, skateboarders and gay people and together they will create the new economy and it's all going to be all right. Beauty is the cosmetic of the global urban dating game, the principal urban product of the 21st century. Beauty is economy and economy beauty. That is all ye need to know. You can hear the sigh of relief in the city that at last there is a

defensible reason for beauty. So if beauty is so important, how do we produce more?

If we want to be beautiful, what does it take? Let's start with the bones of the city. Like guys and girls in high school, God is kinder to some than to others. We have at best a middling birthright.

Geography hasn't given Toronto much to work with. No mountains, no ocean, grand rivers or hills. A tilted plain ending in a grey lake, with the green tracery of a few mysterious ravines. And even less history. Nothing much from even the 19th century, precious little from before the war. Few pre-car neighbourhoods, little of the solid Victorian-era bulk that is the saviour of so many East Coast and European cities. Our oldest fort is made of wood. It's worth reminding ourselves that Chicago has much the same inheritance, and has made so much more of it. Where does that leave us?



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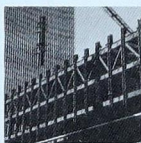
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There's a truism that by the time you're 40 you're responsible for your face, that whatever God gave you has been erased by life and replaced by character. If we want to be beautiful we will have to make it ourselves. That's where we are right now.

So what do we do to make a beautiful city? Let me give what might be called the "made in Toronto" solution.

- Require all developers to submit a Beauty Impact Statement and Litter Management Plan.
- Submit 40 copies of the Statement to the Committee for Sustainable Design, made up of local residents, environmentalists and elected officials, with representation from the design industry.
- Include levies in Development Charges for the "Make me Beautiful (but no more beautiful than anywhere else)" Fund.
- Add 15 more staffers to the Public Art and urban design departments.
- Hold an international design ideas competition for Downsview Airport.

So what are other cities doing?

I am currently dividing my working life between four cities: Toronto, New York, London and Manchester, travelling like a ping-pong ball. In some strange way it's like



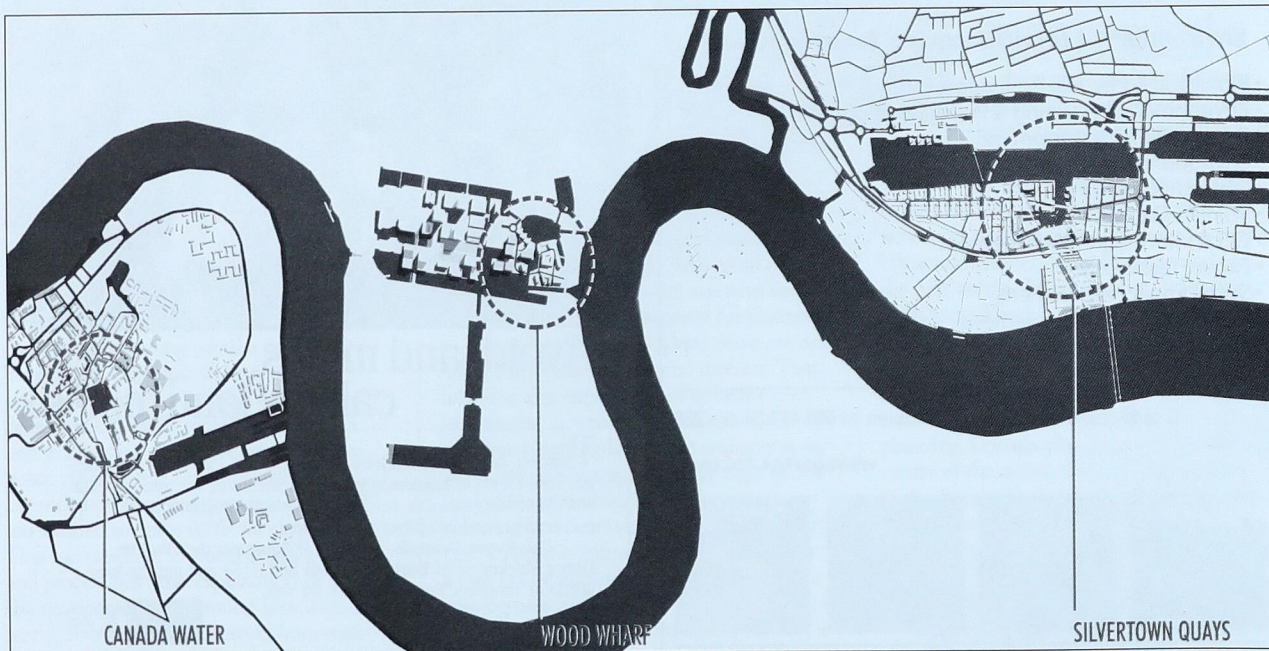
New York's Governor's Island

time travel; you can see the future and the past for Toronto in each of those cities. It wasn't always the case, but now coming back from them is going back in time, just as returning from St. Louis and Detroit is coming back to the future. It is later than we think for Toronto. I have never been more worried.

Big Apple polishes its image

New York is very concerned about remaining world class. So it is acting boldly. After the body blow of 9/11 it has formed a pow-

erful alliance with New York State to make over Lower Manhattan in particular and the city generally. In addition to the enormous collective effort on the World Trade Center site, it is building four huge new park systems on its waterfront, along the Hudson River, on the East River, on the Brooklyn waterfront, and, the one with which we are involved, on the sleeping beauty of the harbour, the 182-acre Governors Island. In each case the city and the state have formed a special-purpose delivery agency outside the line bureaucra-



London's South Bank



Deansgate, Manchester

cies. Mayor Bloomberg is one of the best city managers I have encountered. He seeks out the best talent for appointment as deputy mayors and gives them responsibility and authority. The search for beauty is single-minded. The NYS Secretary of State and the Deputy Mayor, Development, are both dedicated full-time to that goal. That is the instruction we're getting. Make this a place whose physical form and human activity ensure the pre-eminence of the city in the 21st century. Listen to the community groups because you have to, but you won't find your solutions there; keep your eye higher, and higher still.

London fiercely committed to beauty
London is worried about remaining world class because of the challenge from both North America and continental Europe. I recently had to take a project in front of the Mayor, as part of his regular monthly review of major projects. He asked us why the buildings weren't taller, why the project wasn't denser, whether we were using the best design talent in the world and what was the reality of our sustainability strategy? He is sending these messages directly into the development/community debate—that he

expects more. The trade-off for all this intensification: beauty. If it's beautiful, no one cares how dense or high it is and like all great cities, they don't even bother with the traffic question. London has assembled line after line of beauty enforcers—the Mayor has Lord Rogers as his personal design advisor. (In the UK architects are considered important enough to put in the House of Lords to decide on the rest of the country's business as well.) The Greater London Authority has an urban design unit that you have to go through. If you don't have an honest architect, don't bother applying. The whole country has an urban design review panel for significant projects—the Commission on Architecture and the Built Environment (CABE), made up of leading UK and international urbanists, that is the most demanding, and most stimulating, design review panel I have ever encountered.

Bend it, not quite like Beckham
Manchester is very worried because it didn't know if it could be a player in the new economy. The heavy-footed birthplace of the industrial revolution had to re-invent itself. With a little help from some skilfully

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placed IRA bombs (and David Beckham, Ryan Giggs and Eric Cantona), it has succeeded in becoming one of the most architecturally innovative, unexpectedly exciting cities in the new urban Europe. It's Barcelona without the Mediterranean and thus probably a better precedent for us.

Manchester has become a beautiful city because it devotes senior management resources to that end. The Mayor and the Chief Executive sit on every design panel and personally award every important design commission, directing all significant design decisions. It's that important to them. Neither is an architect, but both know instinctively that good architecture and public design are the essence of urban success. The basic deal is that if designers can produce a remarkable piece of work, the city bureaucracy will find the money and the approvals somehow. In all the time I've spent there, I have never figured out who does the things that seem to weigh down the civic agenda here, and yet their municipal trains all run on time. The civic political and executive leaders devote their energies to managing the future, not the past, nor even, it would seem, the present.

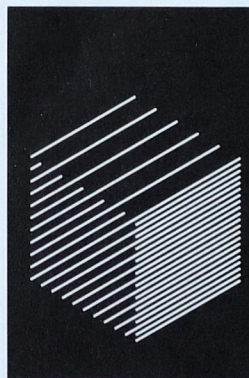
Toronto, no more excuses

So where does that leave us in Toronto? Tired excuses. We can't be beautiful because we don't have enough money to buy a new dress, 'cos that rich old skinflint sugar daddy in Ottawa keeps giving his money to his endless, indigent family.

We can't be beautiful because we don't have enough policemen to bully all those developers to build beautiful buildings. The *Planning Act* doesn't permit us to regulate architecture, we need special legislation. If you could only force beauty into being. . . . These old chestnuts are as lame an excuse for shabbiness in cities as they are in one's friends.

I have news from the front. We're not going to get any more money. We're not going to be given any more powers. Oh well, I guess we'll stay ugly.

Joe Berridge, FCIP, RPP, is a partner with *Urban Strategies Inc.*, a Toronto-based consultancy specialized in urban design. This article was excerpted from a speech given in Toronto in May 2004. His most recent article for the *Ontario Planning Journal* was "Bonne Continuation: Some Thoughts on the Urban Condition," published in *September, 2003 (Vol. 17. No. 5)*.



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Southwest

Southwest Student Scholarships—Time To Apply Once More

Each year the Southwest District has the opportunity to support two students enrolled in an accredited planning program in the Southwest District.

In 2003, Tricia Givens, a masters student at the University of Guelph's School of Environmental Design and Rural Development, and Meg House, an undergraduate student at the University of Waterloo's School of Urban and Regional Planning were each awarded a \$1,000.00 scholarship from the Southwest District.

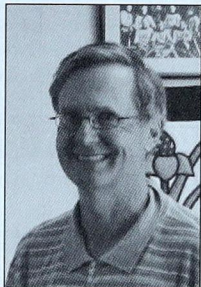
Congratulations to these two recipients of the 2003 Southwest District Scholarships. Well done! We are now accepting applications for this year's scholarships from qualified students. Information can be found on the OPPI website or contact Allan F. Rothwell, MCIP, RPP, Senior Planner with the County of Perth, at arothwell@countyofperth.on.ca.

Allan is Treasurer for the Southwest District.

People

Joseph Sniezek Appointed to OMB

Joe Sniezek was recently appointed to serve as a member of the Ontario Municipal Board. Joe left his post as Deputy Planning Director/Manager of Long Range Planning for the City of Sault Ste. Marie to begin his new duties in September. Joe has had a distinguished career in the planning field (much too long a list to cover entirely here). He was a past member of the National Council of the CIP (1979 to 1982), a past OPPI President



Joe Sniezek

(1991 and 1992), OPPI Vice President (1989 and 1990) and OPPI Northern District Representative (1987 and 1998). Joe currently sits on the Executive Committee of the Northern District of OPPI—not bad for a guy born and raised in a bush camp south of the Red Lake mining camp!

Joe is a planner who is proud of his Northern Ontario heritage. The experiences and background gained as a professional planner in the North will go a long way towards meeting the challenges that lie ahead as an OMB member. I, like many others, have had the pleasure of working with Joe on past projects. He is an extremely knowledgeable and dedicated practitioner who is very passionate about his work. Joe will no doubt find success and satisfaction in his new role. (Another “northern” planner to make his mark with the Board is **Narasim Katary**, who before he joined the Board in 1989 held a similar position to Joe at the City of Sudbury.)

After helping the City of Hamilton to develop creative plans and programs to deal with brownfields (the CUI Brownie Award winning ERASE program), **Luciano Piccioni** decided to focus on expanding his own consulting company, RCI Consulting Ltd. One of Luc's first major assignments after leaving Hamilton is a brownfields project for CMHC. Luc will also be chairing a workshop session on the second day of the CUI/CBN annual brownfields conference to be held in Toronto in October (see Billboard for details). RCI already has an enviable roster of satisfied clients on brownfields projects, downtown revitalization and community improvement plans.

Dan Stone has become the new Director of Planning for the Town of East Gwillimbury. Dan left King Township where he had been Deputy Director of Planning for 12 years. Prior to that he had been with the Town of Georgina for three years and with the Niagara Escarpment Commission and the Region of Halton. Following Dan's departure, **Gaspare Rittacca** has now been promoted to Senior Planner at King Township. Gaspare has been working there as a planner for more than three years.

Elise Gatti, who worked with the Canadian Urban Institute after graduating from Ryerson's School of Urban and Regional Planning, has embarked on a masters in landscape architecture degree at the

University of Laval in Quebec City. To help her on her way she has been awarded a scholarship from a foundation for Anglophone students wishing to earn a degree in French.

Jason Ferrigan, who readers will recognize as contributing editor for the Ontario Planning Journal's Legislative News column, has been promoted to Associate at Urban Strategies Inc.

Lorelei Jones, MCIP, RPP, and Thomas Hardacre, MCIP, RPP, are the Ontario Planning Journal's contributing editors for People. They can be reached at ljones@rogers.com and thardacre@peil.net respectively.

The piece on Joe Sniezek was contributed by Mark Jensen, MCIP, RPP, Northern District Representative.

Obituary

Patricia Herring, MCIP, RPP

Patricia Herring began her career with Halton Region in the summer of 1979 as a planning student. She was working on her Master's Degree in Planning at York University at the time and was soon offered a full-time position as a Planning Assistant. Pat's hard work on a wide variety of planning issues (including staff liaison to Halton's Ecological and Environmental Advisory Committee, Environmentally Sensitive Area policy work and resolution of several difficult Parkway Belt and Regional Official Plan Amendment applications) saw her promoted to Planner.

By 1989 Pat was a Full member of the Canadian Institute of Planners and a professional experienced Senior Planner with Halton. What was to become Pat's major contribution to the Halton community began to take shape in her involvement in



Patricia Herring

waterfront planning. Pat was instrumental in forming the Waterfront Development Committee in 1991 after working for several years with the Halton Waterfront Working Group. Pat was the key staff person for Halton on the opening of the Waterfront Trail at Burloak Waterfront Park, the Burloak Park Shoreline Management Study and the Burlington Beach Pavilion project, all lasting examples of her diligent planning expertise.

The crowning accomplishment of Pat's career was the development of Halton's Bronte Heritage Waterfront Park and Outer Marina. The entire process involving four levels of government was unique and complex, as several leases and a public private partnership for a major marina facility were involved. Pat was the driving force behind the Request for Proposals, the lease negotia-

tions, construction management, public review, formation of a Community Liaison Committee, and the addition of a major public walkway.

Pat was the architect of the Halton Agreement Forest Master Plan Terms of Reference and Study process that was nearing a successful completion at her untimely passing in June of 2004. Pat will always be remembered by her many friends at Halton. To commemorate her life, her accomplishments and her vision for the Halton waterfront, a memorial bench is being dedicated in her honour at Bronte Heritage Waterfront Park, the site of Pat's crowning achievement.

Pat is survived by her husband, Allan Gamble, and her mother, Peggy.

Paul Attack, MCIP, RPP, was a friend and colleague of Pat's at the Region of Halton.



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Editorial

The Quest for Sustainability Keeps Rolling Along

By Glenn Miller

Has it occurred to you that the planner's quest for sustainability resembles the trials of Sisyphus, who, according to legend, was forever consigned to roll a heavy stone up an impossibly steep hill? Like the ancient king of Corinth, even though intuitively we know that the outcome of our endeavours may be futile, we nevertheless feel obliged to make the effort. Sustainability is, of course, a many-layered concept. To focus on the subject of this issue's cover story, the sustainability of municipal infrastructure, a currently fashionable prescription for what ails municipal budgets is the so-called "new deal" for cities. A couple of doses of this carefully concocted bromide will miraculously restore municipal balance sheets to health. Or so we are led to believe.

But like poor old Sisyphus, as soon as the promises to push ahead with the new deal have been captured in the morning headlines, the play re-sets, and municipal advocates find themselves back where they started, and, ever hopeful, they begin to roll that rock up the hill one more time.

Few documents have put the challenge of economic sustainability for municipal capital investment into focus as sharply and starkly as a report presented to the Minister of Public Works, Andre Juneau last year entitled, "Civil Infrastructure Systems Technology Road Map."

The work of a blue-ribbon panel of experts dedicated to "creating, maintaining and replacing civil infrastructure," the road map sets out a vision to guide our thinking on infrastructure renewal and expansion.

The overall value of Canada's civil infrastructure is estimated to be about \$1.6 trillion. The panel also makes the point that whether the number of the nation's infrastructure deficit—that is, the amount of money that we need to spend to put our infrastructure into a state of good repair—is \$60 billion or \$120 billion, even the lower estimate is an order of magnitude larger than we can afford. In less than 20 years from now, half of our civil infrastructure will have reached the end of its serviceable lifespan. And unless we change the way we plan and manage our capital investments in infrastructure, the price of success will recede further into the distance.

Glenn R. Miller, MCIP, RPP, is editor of the Ontario Planning Journal and Vice President, Education & Research with the Canadian Urban Institute in Toronto. He can be reached at editor@ontarioplanning.com or through the CUI at gmiller@canurb.com.

Letters

Bullets piece on target

I practice municipal and planning law up in the "boonies" of Owen Sound. This takes me to the Ontario Municipal Board on occasion.

Your article on "Bullet Points" is very appropriate. One more "point" I would make: "bullet points" are disastrous for an expert (or any) witness giving evidence. How do you refer in oral or written evidence in a meaningful way to "the seventh bullet point" on page 4 of a report? In most instances, this is guaranteed to confuse the Hearing Officer.

I believe "bullet points" should be outlawed in reports—for all the reasons mentioned in your article—and more.

Now—if I could just get the planners to paginate their reports!

—Donald R. Greenfield
Owen Sound, Ontario

Suffering from "vision-itis"

In backing Ontario's proposed planning reforms, Norman Pearson contends that if professional planners don't want to "be regarded as 'paper-pushers,'" they need "to

present significant vision and leadership to guide Ontario through the likely consequences of this highly interesting legislation." He invokes Raymond Unwin, Ebenezer Howard, Thomas Adams, Sir Patrick Geddes, or Sir Patrick Abercrombie with his 1944 Greater London Plan and reminisces: "As a very young planner in the 1950s, I worked on the statutory refinement of that plan for what was then the London County Council."

When I worked for the Greater London Council in the 1960s, the discrepancies between vision and reality, perhaps, had become more evident. When I moved to Paris and observed the implementation of the regional growth strategy embodied in the 1969 Schéma Directeur d'Aménagement et d'Urbanisme de la Région Parisienne, three key factors emerged: the need for adaptability in modifying the existing urban fabric and curtailing peripheral expansion, the need for flexibility in integrating both regional governance and regional infrastructure, and the need for innovation in devising compact urban typologies and protecting stable areas.

Ontario has been awash in visions for Toronto's agglomeration: from the Metropolitan Toronto and Regional

Transportation Study (MTARTS) of the 1960s to the Design for Development: The Toronto-Centred Region (TCR) or the Central Ontario Lakeshore Urban Complex (COLUC) of the 1970s and to the Greater Toronto Area Urban Structure Concepts Study of the 1990s. Grandiose visions galore while urban sprawl continues unabated.

The last case of "visionitis" was the 2002 Toronto Official Plan—a high-altitude 30-year strategic growth plan that lacks any kind of benchmarks to assess progress or allocations to direct growth. And now arrives an equally nebulous vision: the twin provincial initiatives of the Greenbelt Protection—a slapped-together proposal that fails to define the specific areas in need of protection—and the Growth Plan for the Greater Golden Horseshoe—a cut-and-paste regional plan with no area-specific growth targets, no links

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to infrastructure programs, and not even an idea of an implementation model beyond vague promises of "co-operation."

The influence of Ontario's planners in the organization of space will be measured by the extent to which they are able to focus on their area of exclusive professional competence and reflect the current state of practical and theoretical knowledge—an aim that may challenge some of the urban visions dear to long departed pioneers from the age of the steam engine.

—*Matthias Schlaepfer, MRAIC, SIA, OAA, MCIP, RPP.*

No solution in Windsor should be no surprise

The phrase that stood out for me in this article was "... no-one has come up with a solution that everyone can accept." If this is to be the yardstick to judge the solution, then no wonder there is policy gridlock. In the context of the article, one of the things that comes through is that the issue is of national, never mind provincial, significance. If the parties are not prepared to state this upfront then we have a severe case of "planning correctness." Don't get me wrong, I am not saying that the impacts on Windsor and particularly the affected neighbourhoods

should be ignored, but they should not trump the national interest. How this conflict of interests could be resolved might well involve greater costs for the senior governments. For example, can the highway through Windsor be depressed or should a wider right-of-way be taken to provide adequate buffering for those that will now about it?

There also needs to be a look at how much truck traffic crosses at Sarnia and Niagara and the parties should examine the feasibility and impacts of shifting some of Windsor's traffic to these locations.

—*Nigel Brereton*

Canadian delegates mis-identified

May I refer you to "CIP Planners in China." Vol.19 No.3. The photograph taken at the Great Wall of China shows six of nine members of the First CIP China Team. Not shown are three valued members: Jeanne M. Wolfe, FCIP, of Montreal; Jim Wang, MCIP, of Vancouver; and Ed Grifone, MCIP, of Kelowna, BC.

The two unnamed people in this picture are not "Chinese hosts." although, as for myself, I regard this with humility, yet a great honour, to be thought of as playing

host in China. We are both Canadians of Chinese ancestry: Annie Cheung of Toronto (to the left of Carlos Salazar, MCIP, RPP, of Sudbury) and Peter Mah, MCIP, of Winnipeg (to the right of Beate Bowron).

Nathalie Prudhomme, MCIP, of Quebec City and our team leader — David Palubeski, MCIP and Past-President of CIP, of Winnipeg are first and second from the left in the front row.

The nine people mentioned above formed the First CIP China Team (2003-2004). Without a doubt, our mission owes its success, to a large extent, to the camaraderie and trust we shared when facing challenges together—in such an unfamiliar context and culture—with the interfacing of languages, a tight schedule, and a jet-lag to overcome. We learned quickly to lean on each other's professional and personal strengths, and always taking a light-hearted attitude. There has been a great deal of professional learning and personal development in this journey and I would recommend this kind of experience to all members of our planning community.

—*Y. Annie Cheung, Ph.D., MCIP, RPP, Member, CIP China Team (2003-2004), Toronto, Ontario.*

Senior Planner

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Recipients OPPI Excellence in Planning Awards

URBAN/COMMUNITY DESIGN

Judges

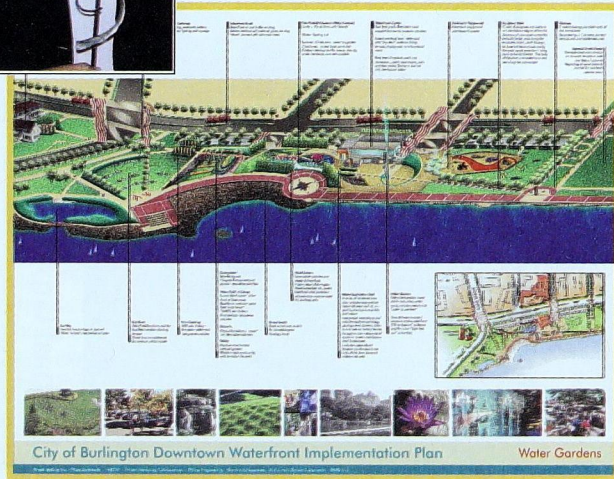
Lanny Dennis, Wayne Simpson & Associates; Kathryn Dietrich, Waterloo Reg. District School Board; Nancy Farrer, City of Barrie; Judy Flavin, City of Ottawa Development Services (chair)

BROOK MCILROY INC.

City of Burlington Downtown Waterfront Implementation Plan

The City of Burlington considers its waterfront the gateway to the city. The waterfront design plan is intended to improve and extend the natural and cultural features of the waterfront, making the area a destination for residents of and visitors to Burlington. In partnership with PACE Architects, the MBTW Group, Urban Marketing Collaborative, Philips Engineering, and McCormick Rankin Corp., Brook McIlroy Inc. created a design that includes three waterfront beacons; a common waterfront emblem used on signs, furniture, and pathways; improved connections between the town and the lake;

Anne McIlroy, award recipient



Urban/Community Design: Brook McIlroy Inc.

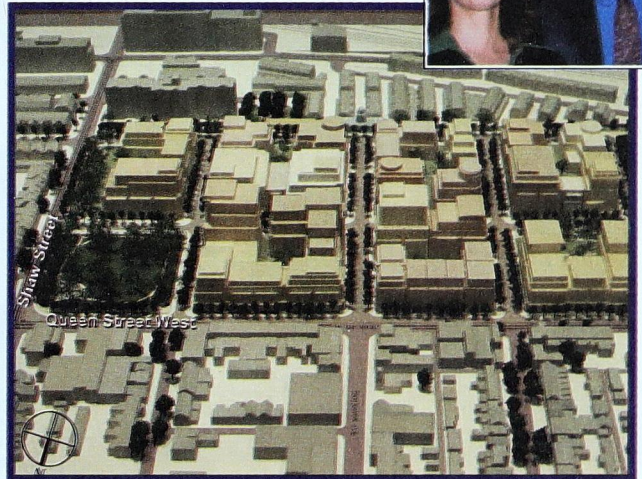
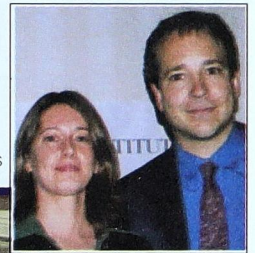
and a variety of recreational spaces. Nearly all the major features of the design have already been implemented. The judges described the plan as “a catalogue of fun and innovative ideas for the waterfront, built on a good foundation of planning and design principles.”

URBAN STRATEGIES INC.

Centre for Addiction and Mental Health Master Plan

The 27-acre site of the Centre for Addiction and Mental Health in Toronto was once isolated from the surrounding area by a wall, some of which remains. The new master plan is designed to reintegrate the site with the surrounding community, to create a health care, research and education “village” made up of a grid of streets and carefully scaled buildings, so that residents do not feel stigmatized or cut off from the rest of the world. The plan also included a design competition for the remaining portion of the historic wall. This is a unique project, and mental health institutions elsewhere are watching the process with great interest. The judges described the effect as “invisible mending,” with the site rejoining the urban fabric without seams or differentiation.”

Judy Josefowicz and Eric Turquotte, award recipients



Urban/Community Design: Urban Strategies Inc.

PLANNING STUDIES/REPORTS

Judges

Brian Bridgeman, Town of Ajax (chair); Jim Hutton, County of Renfrew; Brian Treble, County of Huron; Bill Wierzbicki, City of Sault Ste. Marie

CITY OF ST. CATHARINES, REGIONAL NIAGARA, MARSHALL MACKLIN MONAGHAN LTD., DUTOIT ALLSOPP HILLIER

Reclaiming Ground: The Queenston Neighbourhood and Hartzel Road

The Queenston Neighbourhood and Hartzel Road areas of St. Catharines are largely characterized by wartime suburban housing, strip commercial development, and a general hospital. As part of its commitment to Smart Growth, the city identified these areas as having potential for intensification, redevelopment, brownfields reclamation, and neighbourhood revitalization over the coming decades. The resulting plan, developed in consultation with the residents and businesspeople in the area, includes areas in which major change is expected or desirable, and areas in which change will occur more slowly. The judges appreciated the way in which the plan brings together Smart Growth principles with secondary neighbourhood planning, and the clear way in which the plan was communicated to the public.

THE REGIONAL MUNICIPALITY OF WATERLOO

Regional Growth Management Strategy: Planning Our Future

The Region of Waterloo created Ontario's first regional plan in 1976 and takes pride in its leadership in regional planning. Now the Region is looking forty years into the future, at which time the population is expected to reach 700,000. Its growth management strategy includes

the establishment of a firm countryside line to limit sprawl, targeted greenfield development, "big picture" environmental planning, integrated physical and human services planning, intensification along the central transit corridor, and implementation of higher-order transit in the region. The judges praised the long time horizon for the plan, the way in which it uses mass transportation to guide growth, and its practical attention to budgeting considerations.

RESEARCH/NEW DIRECTIONS

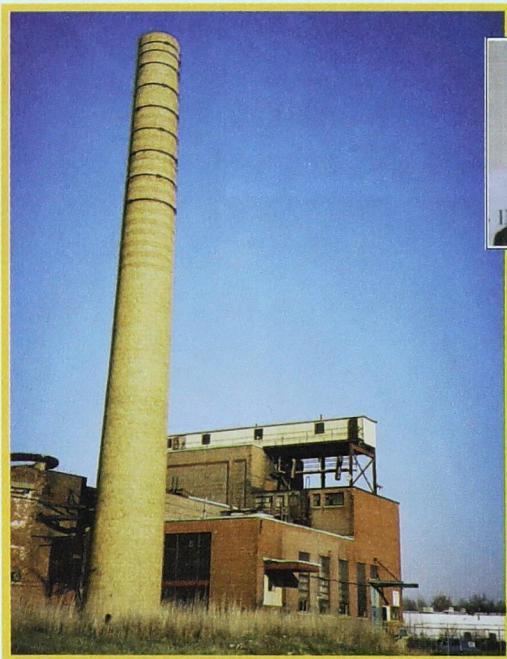
Judges

Barb Dembek, City of Stratford (chair); Gary Dyke, City of Quinte West; Paul Moore, City of Hamilton; Mark Smith, City of Thunder Bay

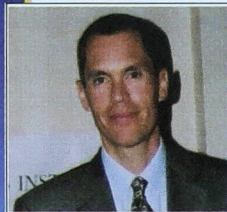
WAYNE CALDWELL AND CLAIRE DODDS-WEIR, UNIVERSITY OF GUELPH

Rural Non-Farm Development: Its Impact on the Viability and Sustainability of Agricultural and Rural Communities

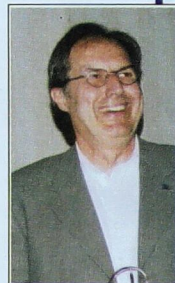
Although many people associate the loss of farmland with the spread of cities, it is scattered rural development that is having a more profound effect on agriculture in Ontario. This study provides an overview of this trend, its causes and consequences, aimed at decision makers in municipalities and the province. The researchers reviewed more than 70,000 severance records, and consulted with farm groups and municipal staff. In order to make the information accessible, the authors created a website, spoke at numerous conferences, and published articles in the Ontario Planning Journal. The judges noted the timeliness of the study in relation to the review of the Provincial Policy Statement and the Greenbelt Protection Act, and praised the clarity of the writing.



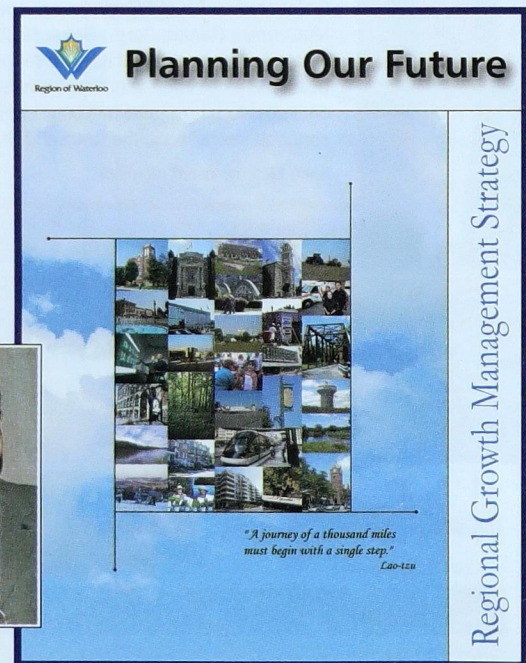
Planning Studies/Reports: City of St. Catharines, Regional Niagara, Marshall Macklin Monaghan, DuToit Allsopp Hillier



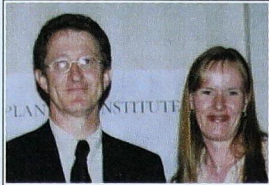
Bruce Singbush, award recipient



Larry Kotsoff, award recipient



Planning Studies/Reports: The Regional Municipality of Waterloo



Research/New Directions: Wayne Caldwell and Claire Dodds-Weir, University of Guelph

Wayne Caldwell and Claire Dodds-Weir, award recipients

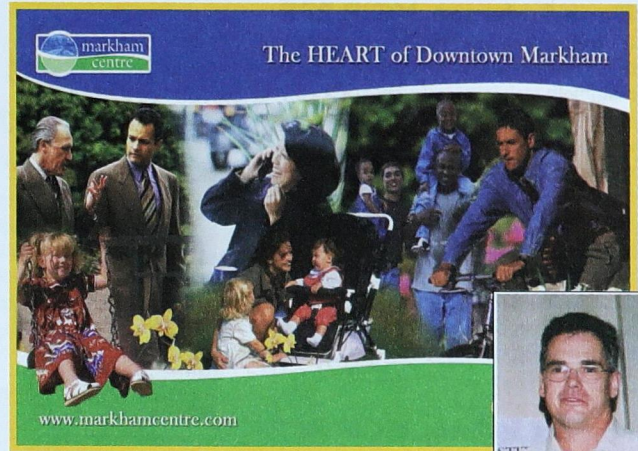
COMMUNICATIONS/ PUBLIC EDUCATION

Judges

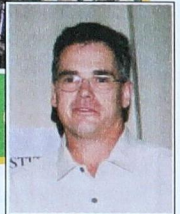
Ron Glenn, County of Grey (chair); Ian Kilgour, City of North Bay; John McHugh, GPC Canada; Roz Minaji, City of Burlington; Grace Strachan, National Capital Commission

TOWN OF MARKHAM Markham Centre Communications and Information Program

The Town of Markham has a vision for a town centre with more than 25,000 residents and 17,000 jobs, characterized by a mix of uses, an attractive pedestrian environment, transit access, and live-work opportunities. In order to communicate that vision, the Town has created an interactive website and a promotional DVD, developed a signature logo and look for all documents, established an advisory committee to



Communications/Public Education: Town of Markham



Jim Baird, award recipient

involve members of the public, issued regular newsletters, and held a conference, a design charrette and several workshops. The Town recognizes that all this and more is needed to bring about what it calls a "shift in mindset for everyone, including developers, business owners, residents, politicians, as well as Town planning and design staff." The judges considered it a comprehensive campaign, well presented, with excellent use of on-line information.



Everyone, a winner

Member Service Awards

Cyndi Rottenberg-Walker, MCIP, RPP

Cyndi Rottenberg-Walker has been actively involved in implementing OPPI's strategic plan through her participation on the Recognition Committee and as a representative from the Committee on the Central District Executive Committee. She has been involved in developing OPPI's new brand statement, developing criteria for the media spokesperson training program, and the initial design and ongoing evolution of the OPPI website. A graduate of the University of Toronto with a Master's of Science Degree in Urban and Regional Planning, Cyndi is currently a partner with Urban Strategies Inc. in Toronto.



Andrea Gabor, MCIP, RPP

Andrea Gabor has been an active volunteer with Central District OPPI for some time. She has served on the Insurance Committee and the Professional Liability Insurance Committee. More recently, she was a Central District representative to the OPPI Policy Committee, during which time the Innovative Policy Papers were initiated. Andrea received her Master of Urban Planning from McGill University and is currently a partner with Urban Strategies Inc. In 1999, she received an OPPI excellence in planning award for her work on the Canada Life campus in Toronto.



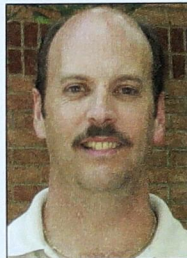
Dana Anderson, MCIP, RPP

Dana Anderson is a long-time member of OPPI's Central District Membership Sub-Committee, and its chair for the past two years. This mammoth task involves supervising 18 volunteers who review hundreds of provisional member files and logs each year, and participating in the provincial membership committee meetings. She is also an active OPPI Examiner. After graduating with her master's in Planning from Waterloo, she held positions with the Ministry of Municipal Affairs, Lehman & Associates, and DLA Consulting (her own firm). She is currently a partner in Meridian Planning Consultants, managing their Mississauga office.



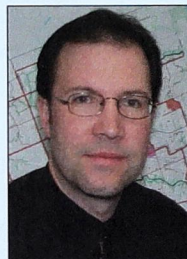
Michael Sullivan, MCIP, RPP

Michael Sullivan was the Central District Representative to OPPI Council from 2000 to 2001, and is currently involved in his local program committee in Lakeland. He spearheaded the name change from Simcoe-Muskoka to Lakeland, and has poured his energies into delivering a lively program of social and educational events, including several successful fundraisers for OPPI's scholarship fund. He is a member of the Central District Executive Committee and the Central District Membership Subcommittee and serves as an Exam A examiner. Michael graduated from the Ryerson University Planning School. As an environmental planner, he has worked in a number of capacities including municipal planner, planning consultant and conservation area planner.



John Fleming, MCIP, RPP

John has been a member of the Southwest District Executive for a number of years and served as chair for one term. He chaired the committee for the very successful 2002 OPPI Conference that was held in London, and has served as an Ontario Planning Journal representative for Southwest District. He was a key member of the PACT (Planners' Action Team) Program in Old East London. This is a volunteer group spearheaded by OPPI's Southwest District that is working to revitalize a declining inner-city neighbourhood. John works as planner with the City of London and acts as an informal mentor to many of the younger planners in the southwest district.



Dennis Jacobs, MCIP, RPP

Before serving as OPPI President and OPPI representative to CIP from 2001 to 2003, Dennis Jacobs was Eastern Ontario District Chair for several terms in the 1990s, in which position he was responsible for getting several key initiatives off the ground, including the EOD Student Research Grant award program, granted annually



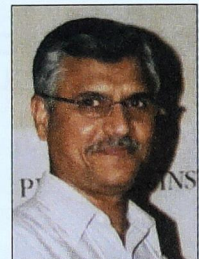
to a deserving student in the Urban and Regional Planning School at Queen's University. He also initiated a review of the organizational structure of the District. Dennis is currently director of Planning, Environment & Infrastructure Policy in the Planning and Development Department of the City of Ottawa.

Scholarships

GERALD CARROTHERS GRADUATE SCHOLARSHIP

Nasir Mahmood

Nasir Mahmood is a full-time graduate student in rural planning and development at the School of Environmental Design and Rural Development, University of Guelph. Before coming to Guelph, he served as professional planner with the Planning and Development Department in the Government of Pakistan for more than ten years, where he designed, managed, and supervised numerous community and rural development projects. He also worked on community development projects for Afghan refugees in one of Pakistan's Afghan refugee camp. His goal is to plan and manage community programs for poverty reduction on national and international levels. Nasir's research proposal for his M.Sc. thesis is on how to include the poorest, most disadvantaged groups in planning and development programs for poverty alleviation.



UNDERGRADUATE SCHOLARSHIP

Brooke Sykes

In spring 2004, Brooke Sykes completed the planning program at Ryerson University. She has twice received the Ryerson Award of Excellence for her high marks and spent a term as an exchange student at the University of South Australia in Adelaide. Brooke has worked as a research assistant for Ryerson professors, and for Urban Development Services at the City of Toronto, in Cycling Promotions. Among her many volunteer commitments, she has devoted time to Planning Action, a non-profit urban planning and design organization that works with local communities to overcome economic, cultural, and ecological injustice and to CultureLink, a non-profit organization that supports the settlement and integration of newcomers to the Toronto area. Brooke was OPPI liaison for Ryerson's planning school from 2001 to 2004. She is now pursuing graduate studies this September at the University of Amsterdam.



Thanks to our Awards Luncheon sponsor:



HOME TO CANADIANS
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Community Design and Enhancement: The Missing Piece in Ontario's Planning Reform

By Chris Winter

Ontario's new focus on intensification and compact urban form has given rise to two polar images of the future of urban areas in Ontario.

The optimistic view, promoted by the government in its planning reform documents and echoed by many of us working to end urban sprawl is that there many benefits that result from intensification: less sprawl, cleaner air, reduced infrastructure costs, more efficient public transit, reduced gridlock to name some.

The second vision, put forward by neighbourhood associations that will be at the receiving end of this intensification, includes poorer local air quality, a greater concentration of poverty in high-density areas, greater strain on schools, social services and health care and the introduction of high-density buildings into low-density neighbourhoods.

We must take heed of this latter view, because the potential NIMBY backlash to urban intensification could conceivably unravel all the gains of recent months towards curtailing urban sprawl and converting monocultural subdivisions into diverse village-style communities.

In our rush to contain urban sprawl, we shouldn't overlook the importance of community design.

The truth is, although the provincial vision is of mixed-use, people-centred communities, there are few if any mechanisms within the *Planning Act* and Provincial Policy Statement that will ensure that new developments will actually lead to healthy, vibrant communities. Planning reform (and this is true of previous reform initiatives as well) has focused on the provincial policies, municipal planning and the Ontario Municipal Board. Neighbourhood-based planning has been overlooked in planning reform and neighbourhood support programs have been woefully neglected.

Imagine future OMB hearings when the

Board will have no choice but to say "this super highrise condominium is consistent with provincial policy, and we are required to be consistent with provincial policy."

There is a solution, and it lies with an aspect of the planning process that has been

neighbourhoods and urban areas where people interact.

Community planning that is true to the term involves people in the design and enhancement of their communities. It is widely recognized as the best way of ensuring that people will get the surroundings they want. It is also seen as the best way of ensuring that communities become safer, stronger, wealthier and more sustainable.

In some instances, community planning has been used within existing communities to help foster public involvement in community programs and social services. In other instances, community planning goes further to involve residents in the design or redesign of their community in order to ensure that urban development contributes to achieving the vision and targets for community enhancement. It is this latter approach that is of great value to Ontario's current situation, where we need to find synergy between the goals of urban intensification and healthy communities.

Ideally, proper community planning will allow communities to tie new development to meeting local goals for a healthier community. It will ensure that new development actively supports and contributes to the design and infrastructure for a healthy community, including:

- pedestrian-oriented communities and neighbourhoods both at the heart of large urban centres and on the greenland fringes of urban development;
- village centres at the heart of each community, an area to provide basic needs and support community economic development;
- common spaces such as greenspace and other areas for relaxation and recreation;
- easy access to basic health care services,



Photo: Cillian Avall

How much farmland really needs to be lost?

overlooked by the planning reform: community planning.

Community planning can make intensification a win-win proposition. Although community planning is a globally accepted concept, perhaps it is worth taking a fresh look at the potential of the word "community" when applied to the planning process—reflecting the fact that a community plan is generally undertaken at a level smaller than a municipality and involving

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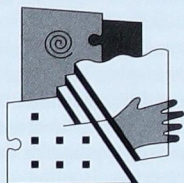
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social services, libraries and recreation centres;

- transit systems for travel within the community and to connect the community with the rest of the municipality.

In Ontario, the two main mechanisms for community planning—secondary plans and Community Improvement Plans (under Section IV of the *Planning Act*)—have not been given a serious review in living memory. Even the 1994 comprehensive policy statements drafted by the Sewell Commission (the Commission on Planning Reform and Development in Ontario) provided little guidance on how to create healthy, diverse and compact neighbourhoods. A new approach to community planning is needed that can work both for existing communities and for new greenfield developments.

For existing communities, urban intensification can be linked to fulfilling community enhancement goals—a win-win situation. This approach should include:

- surveys of existing strengths and opportunities for community enhancement;
- community involvement in planning;
- the development of a community vision;
- direct links between development and the achievement of the community vision.

For greenfield development, the municipality needs to ensure that the development will lead to the creation of a new self-reliant and vibrant community, not just a collection of subdivisions and malls. We need new subdivisions to become models of compact growth and village design.

The new approach also needs to be flexible enough to address the needs of high-growth areas and to assist rural and northern communities to reverse the population decline through community revitalization.

In recent years, the North American “smart growth” movement has given rise to a renewed interest in community design as the key to making compact development healthy and livable. It has led to the development of a series of widely accepted principles for community design. Accordingly, the Conservation Council of Ontario has recommended that the Provincial Policy Statement should include these principles within a new section, Section 1.7, on Community Design and Enhancement.

Chris Winter is the Executive Director of the Conservation Council of Ontario and co-chair of the Ontario Smart Growth Network.



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PRESIDENT

Don May, MCIP, RPP, 905 332-2324
donmay@almostthere.ca

PRESIDENT ELECT

Gary Davidson, MCIP, RPP, 519 565-5374
davidson@scsinternat.com

DIRECTORS

Policy Development,
Greg Daly, MCIP, RPP
416 968-3511
gdaly@wndplan.com

Recognition,
Sue Cumming, MCIP, RPP
416 406-6607
cumming@total.net

Membership Services & Registrar,
Ron Keeble, MCIP, RPP
416 979-5000 x6771
rkeeble@ryerson.ca

Membership Outreach,
Amanda Kutler, MCIP, RPP
519 575-4818
kamanda@region.waterloo.on.ca

Professional Practice & Development
Paul Chronis, MCIP, RPP,
416 947-5069
pchronis@weirfoulds.com

DISTRICT REPRESENTATIVES

Central, Mary Lou Tanner, MCIP, RPP
905 546-2424 x5101
mtanner@hamilton.ca

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

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

Northern, Mark Jensen, MCIP, RPP
705 360-1350
mjensen@city.timmins.on.ca

Southwest, Matt Pearson, MCIP, RPP
519 524-2641 x216
mpearson@bmross.net

Student Delegate, Joran Weiner
jweiner@yorku.ca

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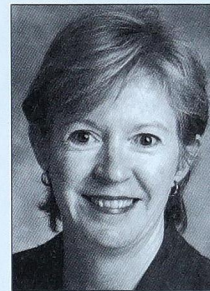
Denis Duquet

Giving Life to the Brand

By Diana Jardine

“Ontario Planners ... Vision, Leadership, Great Communities” positions the Institute well to contribute to the dynamic planning environment in 2004 and 2005. This means not only training key members to articulate OPPI's messages on Planning Reform, but also launching grassroots recognition activities at the district level.

A strategy will be developed in late 2004 for promotion of the brand to external groups and through advertisements—print and media. Implementation will take place in 2005 after budget approval. The challenge, of course, will be to find inexpensive ways to promote the brand and the work of planners. An ad in *Municipal World* or other similar journals or magazines is one way. Writing articles promoting the profession is another. If you have ideas, please contact Mary Ann Rangam or my successor on Council, Sue Cummings.



Diana Jardine

World Town Planning Day

Mark November 8 in your calendar. Your District is working on activities to celebrate World Town Planning Day (WTPD). Check the OPPI website for events/initiatives in your area. For instance, Southwest District will be encouraging municipal planners to speak at elementary schools, using *The Kid's Guide to Planning Great Communities: A Manual for Planners and Educators*.

In addition to the 2004 WTPD poster prepared by OUQ for CIP, a PowerPoint presentation will also be available through your District Rep for use in District WTPD activities.

Awards

With the streamlining of the Excellence in Planning Awards in 2003, the focus in 2004 turned to supporting the promotion and profiling of these planner achievements in local newspapers.

In addition, the Committee identified an existing membership category, Honorary Member, as another opportunity to recognize planning-related work or achievements. The first Honorary Membership will be given at the 2005 OPPI Conference in Hamilton.

Future awards or recognition activities for students and OPPI's many volunteers will be the focus for 2005.

Website

There has been significant progress in this area over the past year:

- November 2003—Launch of Log-on-line where provisional members can submit their logs online for evaluation by reviewers.
- February 2004—Launch of Events online on both the public and members side of the website.
- March 2004—Launch of the Ontario Planning Journal online plus an abbreviated version of four articles on the public side of the site.
- June 2004—Launch of the Members Update e-news covering association news, events and job ads.
- June 2004—Launch of the full Ontario Planning Journal online available for members only.
- July 2004—Launch of Examination A preparation online workshop.

New Working Committee Chair

I would like to extend my congratulations to Sue Cumming who takes on the role of Recognition Committee Chair in September. Sue brings her boundless energy and ideas to the position. Undoubtedly 2005 will present some unique opportunities to promote planners and the profession

in Ontario.

I would also like to thank my fellow committee members who have made the last four years most rewarding and enjoyable: David Amborski Rick Brady, Craig Manley, Don McIvor, Cyndi Rottenberg-Walker, Cathy Saunders, Mark Simeoni, Peter Smith, Grace Strachan and Kim Warburton.

Finally, a huge thanks to Mary Ann Rangam and Loretta Ryan for the tremendous support and advice they have provided to the committee over the years.

Diana Jardine, MCIP, RPP, is a director with the Ontario Ministry of Municipal Affairs. She is concluding her second stint on Council (“too many years to count,” she says). She chaired the first joint conference with CIP in 1987, and lent her support to development of the Ontario Planning Journal in its formative years.

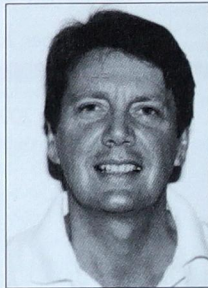
Government Land Management an Important Public Trust

By Glenn Miller

When you drive by a government building or large vacant property owned by the armed forces, what goes through your mind? Do you wonder how much property our four levels of government and their agencies collectively own? Do you perform some mental arithmetic to calculate the likely value? Do you see government-owned sites as an opportunity to reinforce government policy by developing a mixed use building on Main Street? Chances are that if these thoughts weren't popping into your head before the OPPI symposium in Kingston, then attending the event has surely changed your views and appreciation of the complexities involved in the management of public lands.

A range of speakers, including Ontario Realty Corporation President and CEO,

Tony Miele, and Canada Land Corporation's Bob Howald, stimulated discussion and offered answers to some of the questions posed by symposium chair, Julia Ryan. (Biographical information about all of the speakers and the presentations can be found on the OPPI website.)




Glenn Miller

Miele, who began his career as a planner, seems to have one of the most interesting jobs in the province, one that allows him to think strategically, plot ways to get on the government's agenda ("Let's face it, the last thing most ministers think about is their real estate holdings," Miele commented) or review existing and emerging policy to see how selling, buying or developing government-owned land can make a difference.

CLC's Howald, who personally supervises the process for dealing with the former

women's prison in Kingston as well as overseeing his company's broader strategies, explained how CLC handles the challenges of adding value to property "with a history, and then some." As one participant noted, CLC's ace in the hole is the arrangement with the federal government that keeps the financial commitment clock from ticking until the project is ready to be developed. The end product invariably improves the government's balance sheet while helping to advance the public interest. More than a few of us would settle for that level of job satisfaction.

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



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Crime Prevention Through Environmental Design

By Christie Doyle and James Stiver

"The first thing to understand is that public peace . . . is not kept primarily by the police, necessary as the police are. It is kept by an intricate, almost unconscious, network of voluntary controls and standards among people themselves. . . . No amount of police can enforce civilization where the normal, casual enforcement of it has broken down." —Jane Jacobs

Journalist, anthropologist and urban critic Jane Jacobs was espousing the virtues of passive crime prevention, as it contributes to the quality of life in our communities. In her landmark book *The Death and Life of Great American Cities*, Jacobs launched her defence of traditional communities by bringing her readers inside the rich microcosm of established community neighbourhoods, detailing the varied interactions among residents, workers, shop-owners and passing strangers. Jacobs championed the community as a varied, natural and vital human habitat that brings together people in sufficient concentrations for the flourishing of commerce, culture, and more specifically "eyes on the street."

Crime Prevention Through Environmental Design, or CPTED as its commonly known, takes this philosophy to the next level. The CPTED concept, coined by Dr. C. Ray Jeffery, is based on the assumption that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and improve quality of life.

Fueled by public insecurity and the growing realization that no police force, however sophisticated, can stop all crime, CPTED is being used as an increasingly integral part of crime prevention through design principles

based on minimizing opportunities for criminal activity; it is always preferable to prevent a crime than to deal with the consequences after the fact. A CPTED analysis can be utilized at the design stage of a small- or large-scale project or even to analyze problematic areas to retrofit them for improvements after the fact.

The resultant benefits of employing the

can alter the perception of the extent of private or semi-private space. The use of landscaping, decorative fencing or landforms, to name a few, can increase the sense of risk for potential criminals and extend a sense of "ownership" into the space from those living or working in the area.

3. Enhancing the control people have over places—limiting the points at which the public can enter private or semi-private spaces and denying access to a crime target with either physical built form (e.g., walls, fencing) or mechanical devices (e.g., doors, locks) makes it more obvious to the casual observer when someone is where they shouldn't be.

4. Improving maintenance and management—a poorly maintained area suggests that there is little attention directed there and activities will go unnoticed.

Evidence of previous criminal activity goes further to suggest that security is not enforced in that area.

If these principles are employed in the site, building or even subdivision design, this creates a natural form of crime prevention, avoiding the need to further strain police resources. Looking at design concepts or built space with a critical crime-prevention perspective takes a different way of thinking that evolves over time. Discussing popular crime targets with police officers is the best way for a planner or design professional to familiarize him/herself with potential future problematic elements of a plan.

Crime Prevention Versus "Good" Design

The application of these principles to reduce the opportunity for crime can easily be at the



Strategic design and house placement in Mississauga that maximizes a view of the street, the entrance into the subdivision and neighbouring homes

CPTED principles are that security officers and design professionals (planners, architects, landscape architects) can come together to contribute their expertise towards building a better environment for everyone.

CPTED Principles

The CPTED principles present a common-sense way to reconfigure the built environment to reduce crime opportunities. The four principles are:

1. Improving natural surveillance—the "eyes on the street" concept and the simple fear that a criminal is being watched has been proven to reduce the incidence of crime.

2. Developing territoriality and proprietorship—design of the built environment

expense of good urban design and landscaping plans. Design clearly influences the way people use and feel in a space, so a "CPTED-friendly" design must not impair the effective use of spaces. If the principles are applied in isolation from design objectives and without consideration of the human condition, CPTED-altered spaces can exclude or isolate everyone and may discourage positive social interactions. Furthermore, without working together for a common purpose, people may not take ownership of their environment. An unfortunate result may be that criminals actually feel more comfortable exploiting these areas.

Moving From First to Second Generation CPTED

Gated communities are already prevalent in the U.S. and are becoming more so in Canada every year. CPTED must not rely upon First Generation tactics alone, especially when they barricade people in. More is needed, such as strategies aimed at community-building, hence the development of Second Generation CPTED.

As work in the field of CPTED evolves, the limitations of physical design as a pre-

vention strategy becomes obvious. Reducing physical opportunities does not address the motives for crime in the first place. Second Generation CPTED was developed in an attempt to address this issue. It incorporates a wider range of social crime prevention strategies into the CPTED equation.

These strategies involve promoting street activity through street fairs and community meetings that encourage social interaction. It includes providing a diverse mix of residents, densities and activities within an area and activity generators to get residents to take ownership of the public realm. This ties in nicely to what we recognize as the principles of good planning and community building.

These activities are directed at building a local capacity for people to assert a sense of control over their own neighbourhood. This social ownership builds on and enhances the physical impression of territoriality of the four underlying CPTED principles.

Fear of Crime

Although statistics confirm that, for most Canadians, the risk of falling victim to a serious crime is not rising, opinion surveys consistently show that many people believe that they are at risk. Meanwhile, police departments are being asked to do more with less. Security officers often find themselves organizing prevention programs and fighting anxiety about crime rather than crime itself.

We create a greater sense of safety in our communities through planning and design. Jane Jacobs writes, "Well-used streets are apt to be safe streets." By paying close attention to the design of our immediate surroundings we can make them so.

Constable Thomas McKay, a CPTED specialist with Peel Regional Police Crime Prevention Services, states, "Hardly anyone looks at the whole picture, but in fact that is how you can significantly reduce crime—by considering everything that is in front of you." Maintenance, landscape, and lighting, for instance, are critical components of CPTED. In many places, good visibility and natural surveillance is established during the construction of buildings only to be obliterated by the placement or growth of tall and dense trees or shrubs. Manageable, low-lying vegetation that does not obstruct natural lines of sight can be an effective alternative. Similarly, "dark-sky friendly" lighting provides the added benefit of providing an even quality of light to which our eyes can easily adjust and immediately observe our surroundings when exiting buildings at night.

CPTED Ontario

CPTED Ontario was formed in 2001 to promote the understanding and implementation of the CPTED principles to create safer communities in Ontario. Specifically, CPTED Ontario addresses community safety through the identification of crime issues and the promotion of CPTED solutions. A "partnering against crime" approach is the key to the organization's efforts to establish partnerships, communications and co-ordination with the general public and stakeholders, and ownership of community-based CPTED initiatives.

The CPTED Ontario executive, comprising police personnel and design professionals, organizes training, introductory sessions and an annual conference. This year's "Eyes and Feet on the Street" will be held October 17-19 at the Ramada Inn & Convention Centre in Oakville. For further information on the event or CPTED Ontario, contact Constable Tom McKay, Committee Chair, at 905-453-2121, ext. 4025 or by e-mail at thomas.mckay@peel.police.on.ca.

What lies ahead for CPTED?

In many ways, the principles of CPTED are based on common sense. Without question, sensitive lighting, clear sightlines and attractive, well-maintained vegetation can contribute directly to the livability of our neighbourhoods and should be important considerations in the planning and design of our communities.

The Region of York's Planning and Development Services Department has initiated the preparation of a CPTED guideline manual. Over the months to come, regional planners will work closely with York Regional Police and its member area municipalities to pull together what will be a publicly available, best practices manual that sets out practical applications of the CPTED principles. Understanding and implementing these common-sense principles can make all of our communities safer and more livable.

Christy Doyle, MCIP, RPP, is a planner with Planscape in Bracebridge. She can be reached at cdoyle@planscape.ca.

James Stiver, MCIP, RPP, is a senior planner with the Region of York. He can be reached at james.stiver@region.york.on.ca.

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Re-Connecting: Urban Design Strategies for Alexandra Park

Results from an Urban Design Workshop

By Michael Crechiolo and Limin Fang

For the fifth year running, the OPPI Urban Design Working Group (UDWG) organized an all-day charrette as part of OPPI's annual conference. This year's event coincided with the joint conference with CIP, held in downtown Toronto. This workshop showed planners from across Canada how the charrette process can act as a valuable tool for generating creative solutions to complex problems.

To make the most of the short time available, the charrette began with a brief tour of the study site and surrounding neighbourhoods, including Kensington Market. Brief presentations were made highlighting the neighbourhood's historic development, the

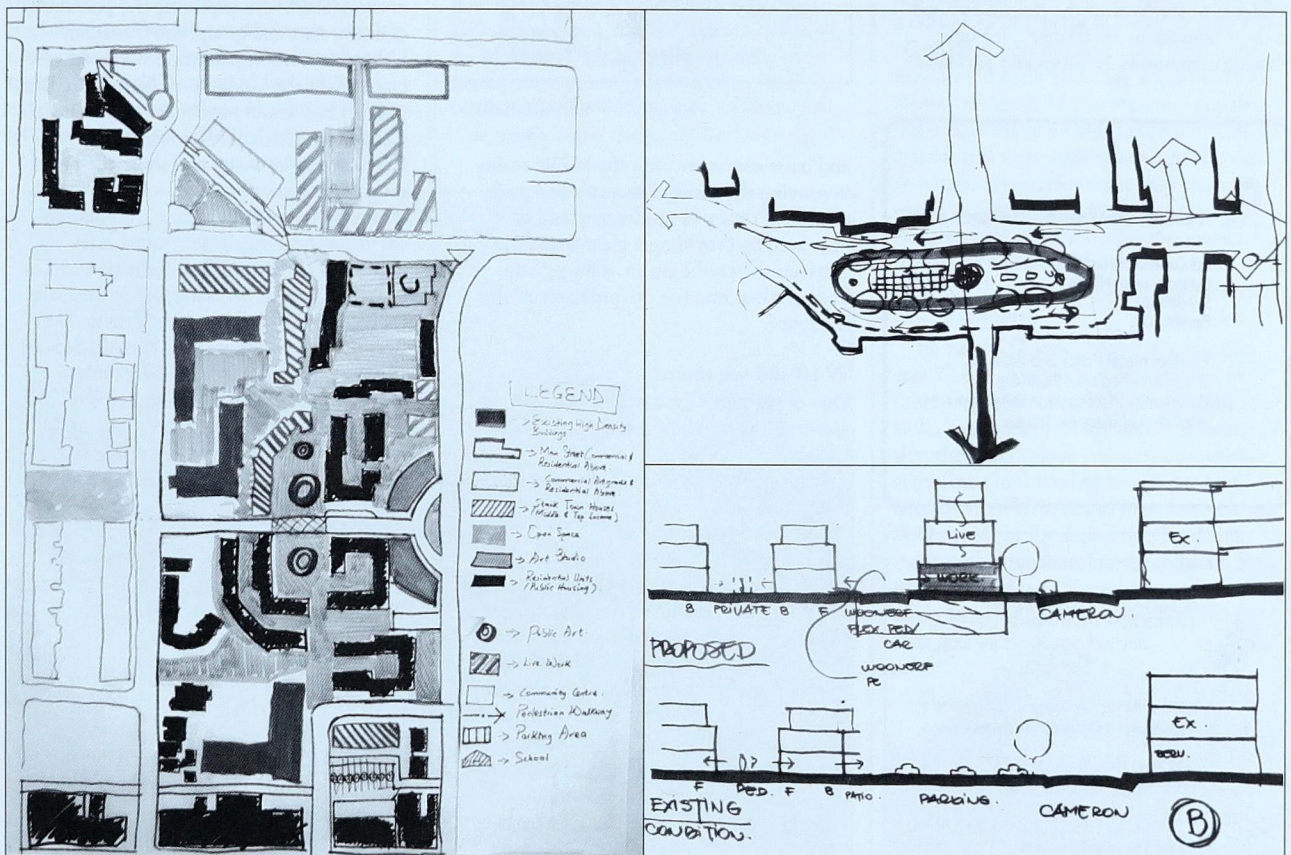
1960s urban renewal approach and an explanation of the charrette process. Groups were formed based on general themes (for example, urban structure, open space, affordable housing and mixed-use commercial streets). All groups were initially encouraged to explore guiding principles and an overall urban design master plan for the larger neighbourhood. An intense exploration of individual themes followed. At the end of the charrette, each group presented their findings

Alexandra Park Site

The UDWG chose the downtown Alexandra Park neighbourhood because

although there are no plans by the property owner to change the physical environment, the former public housing superblock provided an excellent opportunity for planners to explore urban design strategies in a central city context. Another reason this site proved interesting is that many public housing communities across Canada were built during the late 1960s and early 1970s in a similar manner. The teams explored city-building strategies to re-connect these isolated residential areas to the broader community. In addition to experiencing the mechanics of a charrette process, the UDWG members were hoping that the participants could bring some solutions for similar sites back to their own communities.

The teams proposed a diverse range of solutions from strategic "surgical" interventions to more extensive revitalization strategies. Increasing the mix of land uses was seen as a key objective to enliven the neighbourhood and to support the daily needs of its residents. Given the exception-



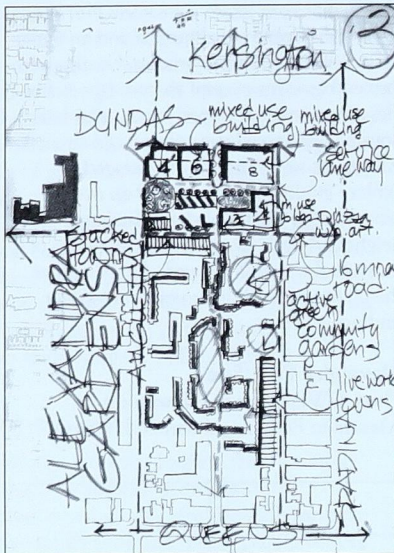
Products from the UDWG workshop

al transit service surrounding the neighbourhood, the under-used peripheral parking lots offered excellent sites for intensification and reinvestment. New mixed-use buildings were proposed in order to provide commercial, employment and institutional uses at grade and needed residential units above.

To reduce the isolation of Alexandra Park from its surrounding neighbourhood, the groups proposed several physical and social connections. Physical solutions included re-introducing a traditional urban block pattern through the inward-facing superblock. New and existing built form that changed the orientation toward the new pedestrian-friendly public streets, community trails and parkland, publicly accessible squares, parkettes, walkways and parkland were seen as ways to provide crucial linkages and outdoor spaces for the broader neighbourhood.

Live-work studios, employment and institutional uses could be accommodated on the existing and new public streets. Socially, increasing the choice of housing unit types and tenure options would allow residents to stay within the neighbourhood as their housing needs change over time. Sharing community facilities and parkland

with the surrounding neighbourhoods would also help ease the isolation of residents. Aesthetic improvements, including new façade treatments, public art, parkland and streetscape enhancements, help to reinforce community identity and pride and demonstrate commitment to improve this neighbourhood. Homes could front



The workshop focused on the public realm

and have entrances onto the public realm improving the sense of security and pride of place. Privacy of residents would be improved by providing a clear transition between the public realm, semi-private front gardens and the private space of the residence.

What did we learn?

One of the participants reminded the group of a point made a few years ago by CMHC:

It is important to remember that charrette results are ideas for further exploration and discussion, not endpoints in the process (CMHC, 2002).

Design charrettes hosted by the UDWG have become a regular feature at Ontario planning conferences. This workshop introduced an effective public consultation tool to the participants. Design charrettes help develop collaborative strategies to complex problems. They work best when a diverse range of community stakeholders and professionals are brought together early in the planning process. The open environment encourages participants to explore, understand, create and evaluate several possible

options in a limited time frame. The collaborative setting invites participants to challenge and learn from each other. Initial concepts are re-worked, critiqued, evaluated, improved or discarded. Eventually, through this consensus-building approach and information exchange, a preferred concept or strategy emerges.

What's Next?

The Urban Design Working Group (which began as an interest group of planners dedicated to contributing urban design articles to this magazine) is continuing its mission to promote urban design within Ontario's planning community. The group is exploring options for several workshops and events in the coming year. This fall, the UDWG will be addressing the value of urban design to Kitchener City Council. If you would like additional information on the UDWG, please contact the chair of the UDWG, Anne McIlroy, at amcilroy@brookmclroy.com.

In association with the Canadian Institute of Planners National, Urban Design Interest Group (NUDIG), members of the UDWG are exploring the possibility of a new national group, the Canadian Urbanists. This organization would be associated with the Congress of New Urbanism (CNU) but would have a distinct made-in-Canada approach. This new group would focus on similar issues and share the broad research and resource base with the CNU. If you are interested in more information on this initiative, please contact Alex Taranu at alex.taranu@city.brampton.on.ca.

Urban Design Working Group members include Anne McIlroy, Alex Taranu, Dan Leeming, Moiz Behar, Rick Merrill, Steven Wimmer, Eric Turcotte, Gabe Charles, Ryan Mounsey, Karen Hammond and Michael Crechiolo. Special thanks to workshop volunteers Mark Guslits, Nancy Singer, Robin Chubb, Limin Fang and Aslan Janoubi.

Michael Crechiolo, RPP, is enrolled in the University of Toronto's Master of Urban Design program and is a member of the OPPI Urban Design Working Group. He can be reached at michael.crechiolo@utoronto.ca.

Limin Fang is enrolled in the University of Toronto's Master of Science in Planning, Urban Design Specialization and is a student volunteer for the OPPI Urban Design Working Group. She can be reached at limin.fang@utoronto.ca.



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Would Canadians Be Cool to HOT Lanes?

By David Kriger

Several U.S. states are implementing High-Occupancy/Toll—HOT—lanes as a means of relieving congestion. Simply put, these are High-Occupancy Vehicle (HOV) lanes, typically on expressways, that are also open to single-occupant vehicles (SOVs) whose driver is willing to pay a toll. Multi-occupant vehicles can continue to use the lane free of charge, as can buses. HOT lanes allow travellers to bypass congestion and get to their destination more quickly.

HOT lanes are seen as more effective than HOV lanes, for a variety of reasons. Foremost is that HOV lanes, which depended largely upon voluntary compliance to keep SOVs out, have been only partially successful. Enforcement has been problematic, with frustrated SOV drivers chancing the use of the HOV while scarce police resources are often diverted to more pressing needs. Many HOV systems also have been underused, partly because of the limited extent to which travellers can share rides for all trips. Meanwhile, the general purpose

lanes remain congested, and even those HOV lanes that are well used often have excess capacity. Thus, allowing SOV drivers to use the HOV lane at a price improves an expressway's overall efficiency and congestion levels, while minimizing the need for new facilities or widenings.

An important impetus behind the broadening interest in HOT lanes has been the growing availability of electronic tolling technology, such as that used on Highway 407 in the GTA. This minimizes the infrastructure that is required (no more toll booths), and allows vehicles to travel uninterrupted. It also allows the toll price to change by time of day, with higher prices in the peak periods used to maintain higher speeds for the HOT lane: in other words, variable pricing is used to ensure that the lane always provides fast travel times for HOVs and buses. A HOT lane in Houston, for example, effectively operates as a transitway, since pricing allows high speeds to be maintained.

In many cases, the tolls raised from HOT

lanes are directed back to the operation and maintenance of the facility, as well as repayment of the construction bonds. Surveys throughout the United States have shown consistently that drivers are willing to pay tolls, so long as the tolls are directed back to funding the construction, operations and maintenance of the transportation system (including, many surveys have found, public transit—even if drivers never use it). In some cities, proposals to remove the toll have met with opposition from drivers, if as a result they lose the benefits provided by the toll lane.

The concept is spreading throughout the United States, and has proven itself in a number of cities. Also, indications from the auto makers are that multi-purpose in-vehicle transponders (which will do anything from opening garage doors to recording HOT-lane usage) will become standard features in new cars in the next 5-10 years. Of course, like any other concept, it is not perfect: in some applications, equity is seen as a consideration, because lower-income travellers effectively are precluded from using the lane (thereby reducing accessibility for these travellers). Moreover, some people argue that the lanes contribute to urban sprawl, and work against other modes such as transit, since inevitably they make it easier to drive to and from ever more far-flung suburbs. And the available capacity inevitably will be exhausted over time, meaning that sooner or later new facilities will be required.

So far, HOT lanes have not come our way. Could they work in Ontario (or in other Canadian cities)? It's technically feasible, but issues of equity and of ensuring that they don't undo public transit initiatives (our cities tend to be more transit-friendly than U.S. cities) must be explored. And not all of the supporting legal and institutional mechanisms are in place. Still, it's an idea whose time might not be so far away. Meanwhile, we can see how hot the idea gets south of the border.

David Kriger, P.Eng., MCIP, RPP, is contributing editor for Transportation for the Ontario Planning Journal. He is also Vice President of iTRANS Consulting Inc. Submissions for the transportation column are always welcomed. Reach David at dkriger@itransconsulting.com.



Getting better use from investments in highways is a key goal

An Update on the Commotion Around Environmental Assessment

By Janet Amos and Barry Spiegel

In the previous issue of the Ontario Planning Journal, we reported that as a result of 1997 amendments to the *Environmental Assessment Act*, proponents were required to submit for approval by the Ministry of Environment terms of reference prior to undertaking an individual environmental assessment (EA) study. These terms of reference were seen by some as a means to bring focus to EA studies and to gain agreement by all parties on identified issues before the EA studies were begun. Others viewed terms of reference as a limiting tool that would unnecessarily "scope" or reduce the requirements for the EA and limit prematurely the alternatives that the proponent had to study.

Court of Appeal Rules on Sutcliffe Decision

As we reported, the June 2003 Ontario's

Divisional Court decision in the Sutcliffe case set aside the Minister of the Environment's approval of a terms of reference for the expansion of the Richmond landfill site near Napanee. The judicial review of the Minister's approval, brought by Napanee area residents, argued that the Minister, in approving the terms of reference, had limited the legal requirement for a comprehensive site search. By a two-to-one majority, the Divisional Court judges in the Sutcliffe case determined that the *Environmental Assessment Act* does not permit the Minister to use the terms of reference to "scope down" the focus of an environmental assessment study. That decision was appealed by the proponent (and joined by the Ontario Attorney General).

On August 25, 2004, just after our article appeared, the Ontario Court of Appeal released its decision on the appeal. The

court allowed the appeal, set aside the judgment of the Divisional Court and dismissed the application for a judicial review.

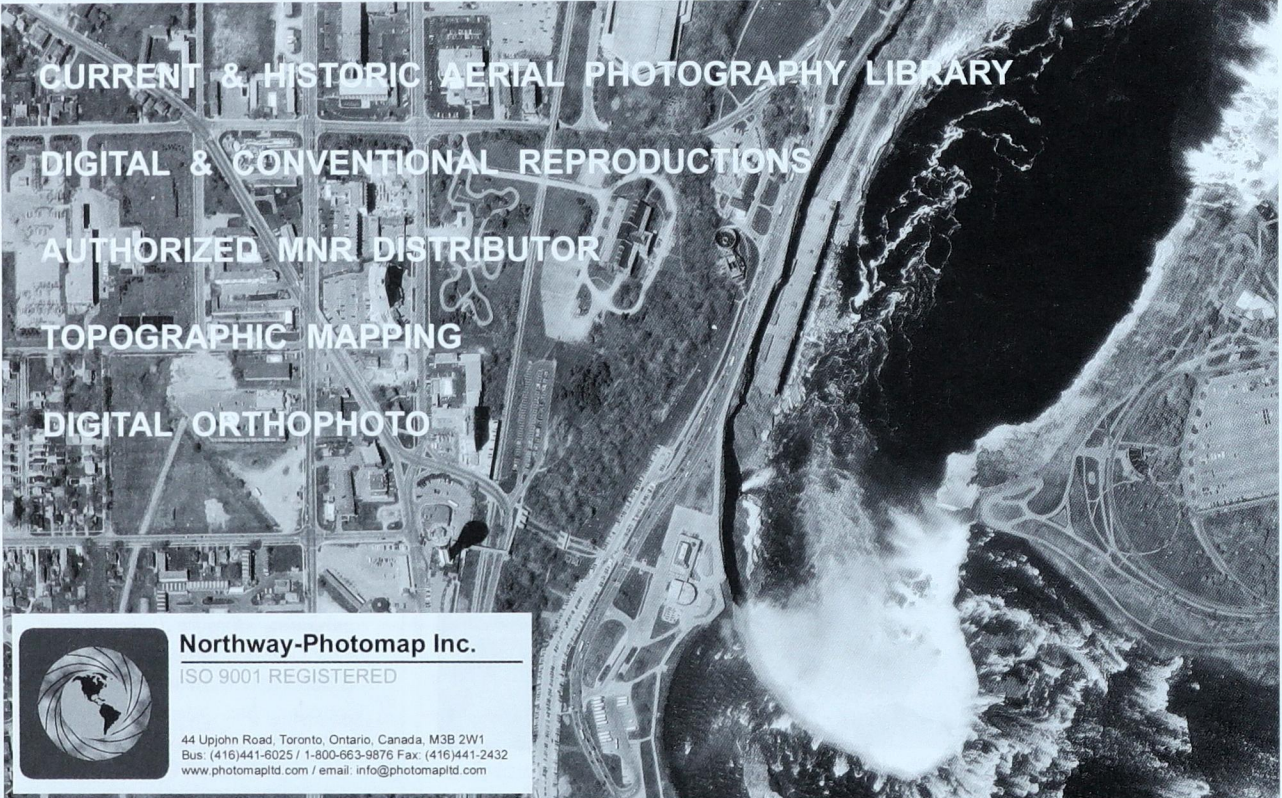
The Court of Appeal found that determining the appropriate content for terms of reference as set out in section 6.1(2) of the *Environmental Assessment Act*, is a "contextual exercise that required the minister to assess and weigh the often competing technical and public policy considerations inherent in the protection of the environment." The Court held that the Minister of the Environment has the authority to weigh the submitted terms of reference against the purpose and intent of the *Environmental Assessment Act* and use her discretion to determine sufficiency.

Madam Justice Charron stated in the decision:


"I have no hesitation in finding the Minister's interpretation of the Act, as allowing a tailoring of terms of reference to suit the circumstances of the undertaking, is reasonable."

(It is interesting for court watchers to note that Madam Justice Charron's appointment to the Supreme Court of Canada was announced the day before this decision was released.)

The repercussions of the original Sutcliffe



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decision were widespread and the decision was a deterrent to any possible flexibility for proponents. As we reported to you, many proposed and approved terms of reference for other undertakings were affected by that decision. For example, in April 2004, the MTO amended the terms of reference for the extension of Highway 407 to remove any "scoping." This meant this EA study will deal with a wide-ranging rationale and alternatives over a large and unspecified area and that all transportation problems and opportunities will be examined. After months of delay, the Highway 407 EA Study is several steps behind where it was in 2003. Many landowners on the originally proposed routes are claiming hardship as a result of the EA studies that originally targeted their land in the early 1990s and have still not been finalized. We understand that, rather than attempting to revert to a scoped terms of reference in light of the appeal decision, MTO will now continue with its current process. Other proponents may elect to take advantage of the decision.

What's the Buzz?

Richard Lindgren, Canadian Environmental Law Association (CELA) counsel for the residents in the Sutcliffe case, told us that his clients will seek leave to appeal this decision to the Supreme Court of Canada. According to Mr. Lindgren, his clients told him that their "fear is that the Minister may use this precedent to approve excessively narrow or scoped EAs for other undertakings across Ontario." The Mohawks of the Bay of Quinte may also go to the Supreme Court. The proponent says that they are carefully considering the decision, but have not yet declared what they are going to do.

The Ministry of Environment says that the Minister's legal advisors are still looking at the decision. Experts anticipate that in the next few weeks the Ministry will notify proponents that the Ministry of Environment will move forward with all approved terms of reference, but caution proponents of the remaining risk of an appeal to the Supreme Court.

As a result, some EA projects will remain in limbo pending a final decision by the courts. Since the leave to appeal process can take six to eight months, proponents are in a difficult position—waiting to see the outcome or proceeding with some risk. We believe that the Ministry of Environment will be reluctant to approve tailored or scoped environmental assessments until the matter is finalized. All of


these decisions and revisions will take time and cost the taxpayer additional funds.

While the court drama continues to play out, the expert panel appointed by the Minister of the Environment Leona Dombrowsky on June 24, 2004 "to produce recommendations on improvements to the environmental assessment process" will continue to work. It is expected that panel's recommendations to the Ministry of

Environment will be made this fall but that any resulting policies will be unlikely to take effect until sometime in 2005.

Barry Spiegel notes that "even after the Court of Appeal's decision, the extent of flexibility accorded to future projects will vary according to the policies and politics of individual ministers, and how they choose to exercise their discretion when approving terms of reference. For example, the

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Vol. 19, No. 5, 2004

Richmond Landfill expansion, the subject of the Sutcliffe decision, is located in Environment Minister Dombrowsky's riding. The terms of reference for the proposed Richmond Landfill expansion were approved by a previous Minister of the Environment. Prior to her election, Minister Dombrowsky opposed the Richmond Landfill expansion.

"The Court of Appeal decision means that the terms of reference for the EA of the Richmond Landfill expansion are valid, and Waste Management (formerly Canadian Waste) can move forward.

"Given her previously-declared opposition to this project (along with the Premier's), the Minister will be in a difficult position once the Richmond landfill EA study is completed and submitted for approval. At that point, the Minister must decide whether to approve, refuse, amend or send the EA to a tribunal hearing."

Meanwhile, the leave to appeal application to the Supreme Court will be an uphill battle for CELA/Sutcliffe. The basis for such an appeal will involve complex administrative law questions around both the role of a minister in making discretionary decisions and the courts' standard of review of a minister's exercise of discretion.

What's Next?

Proponents who wish to scope the requirements of the EA process must decide whether to move forward using Section 6.1(2) or wait until the Supreme Court settles the legal issue.

We expect that the Ministry will continue to be very conservative in dealing with applications for approval of terms of reference under the *Environmental Assessment Act*, particularly in the areas of waste management facilities, transit and transportation and clean energy projects, until the Minister

has received and acted on the report of the expert panel some time in 2005.

Conclusions

With the original Sutcliffe decision, the courts superseded the legislated authority of the Minister of the Environment and "second guessed" the Minister's decision-making powers. As a result of this lengthy and costly legal detour, both the Ministry of Environment and the EA process lost credibility with practitioners and the public. The overturning of the Sutcliffe decision is a signal that the Minister can exercise some flexibility in tailoring the EA study components where the Minister has determined that it is consistent with the purpose and intent of the *Environmental Assessment Act* and the public interest.

Given the anticipated appeal to the Supreme Court of Canada, this matter is not final. Until the appeal has been decided or until the Ministry of the Environment introduces its own legislative or policy changes, uncertainty about terms of reference will continue to irritate proponents.



Can faith in the EA process be restored?

Janet E. Amos, MCIP, RPP, Principal of Amos Environment + Planning has more than 20 years of experience with environmental assessment processes and practices. Her professional practice focuses on the integration of land use planning and Class environmental assessments for municipal projects for both private and public sectors. Janet can be reached at amos@primus.ca. Janet gratefully acknowledges the assistance of Barry Spiegel, BA, LL.B., Director of Research and Professional Development, Willms & Shier Environmental Lawyers LLP. Barry can be reached at BSpiegel@willmsshier.com. Barry's contribution to the previous article on this subject should also be acknowledged.

Steve Rowe, MCIP, RPP, is the principal of Steven Rowe, Environmental Planner.

He is also contributing editor for the Ontario Planning Journal on Environment and worked closely with the authors on this article.

Sources

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<http://www.canlii.org/on/cas/onscdc/2003/2003onscdc10681.html>
- Sutcliffe v. Canadian Waste Inc. and MOE (Ontario Court of Appeal—August 2004)
<http://www.canlii.org/on/cas/onca/2004/2004onca11289.html>

Gearing Up for the Fall Session

By Jason Ferrigan

With summer behind us, attention turns to the fall session of the legislative assembly. The government spent the summer consulting with people across the province on elements of its program to change planning in Ontario—Planning Act reform, Ontario Municipal Board reform and the new Provincial Policy Statement. The opportunity for input on these three initiatives closed at the end of August and it is very likely that we will see new bills relating to these elements brought forward for first reading in the fall session.

Greenbelt Task Force Releases its Final Recommendations

At the end of the summer, the Greenbelt Task Force made its final recommendations to the Minister of Municipal Affairs and Housing on how to create a greenbelt for the Golden Horseshoe area of Southern Ontario. The report contains 40 recommendations in seven areas: defining the greenbelt; environmental protection; agricultural protection; transportation and infrastructure; natural resources; culture, recreation and tourism and administration and implementation.

Some recommendations are obvious, for example, that the province defines the greenbelt. Others are sure to raise some eyebrows. The report recommends that proposed infrastructure in the greenbelt should be consistent with the vision and goals of the Task Force and the province's growth plan as articulated in the discussion paper released by the Minister of Public Infrastructure Renewal in July called "Places to Grow." The Places to Grow paper includes two "economic corridors"—another term for infrastructure corridors—across the greenbelt study area linking Niagara and the Guelph-Waterloo-Kitchener regional complex to the Greater Toronto Area. Some would argue that, when developed, these corridors might actually encourage development in and on the other side of the pro-

posed greenbelt. Finally, many recommendations will be viewed as reasonable. From an implementation standpoint, for example, the report recommends that a "carrot and stick" approach be used to create and maintain the greenbelt.

What is probably most striking about the Task Force's final report though is the almost total absence of any discussion or recommendations regarding private lands and how they will be dealt with as the greenbelt is defined. This is a significant gap, especially when one considers, and as by the Task

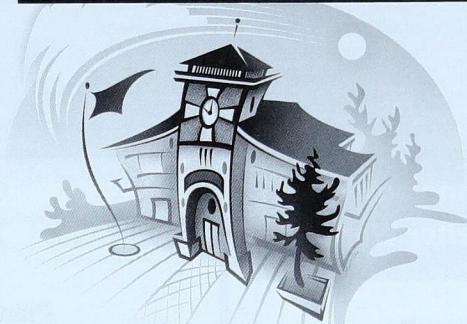
Force, that over 90 percent of lands in the proposed greenbelt are privately owned. Was this intentional? Perhaps. The government will certainly desire a great deal of latitude when it sits down and begins the hard task of drawing the outline of the greenbelt on a map. This is when the real discussion starts. Things this fall should be very interesting.

Jason Ferrigan, MCIP, RPP, is an Associate with Urban Strategies Inc. in Toronto. Melanie Hare, MCIP, RPP, and John Ghent, MCIP, RPP, also contribute to these articles on behalf of OPPI. If you are aware of legislative initiatives that readers should know about, contact Jason at jferrigan@urbanstrategies.com.



Jason Ferrigan

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Board Findings Suggest Why Sober Second Judgement May be Beneficial to Counter Some Council Decisions

By Paul Chronis

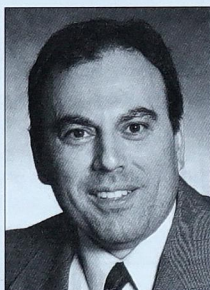
The amalgamated City of Ottawa inherited a number of snow disposal sites from its former constituent municipalities. Some of these facilities were slated for closing, some were reserved for future development and some were for continued use either on a temporary or permanent basis.

Following detailed analysis of the various sites, the City determined to pursue a site in the former City of Kanata. A temporary use zoning by-law was enacted to use the site for a snow disposal facility for a period of three years, subject to certain regulatory provisions.

The temporary use by-law was appealed by long-time residents of the area who were concerned with the environmental impacts

that might result from the proposed new snow disposal facility on the subject lands.

During the hearing, the Ontario Municipal Board considered professional land use planning evidence that said the proposed use could be classified as a "utility offered for the benefit of the general public" and as such fell under the category of public use permitted in all zones within



Paul Chronis


the former City of Kanata By-law 74-79. The Board viewed this interpretation as unreasonable and unfounded. The interpretation was deemed too extreme and followed to its logical extension would mean that a nuclear waste disposal facility would likewise be permitted as-of-right as it too would arguably fall under the category of a public use that would not require further process provided it met the performance standards of the zone in which it was situated.

The Board indicated that the general use provision of the temporary use by-law relied upon for the interpretation did not distinguish between public uses (which are incidental or serving of the immediate needs of the residents of a particular area

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such as parks, fire stations, recreational facilities) or other such uses. The Board found that the interpretation advanced during the evidence “flies in the face of the official plan policies in effect for this area.” These policies contemplated that snow disposal facilities would be the subject of a comprehensive review, supported with the necessary studies to determine and mitigate any adverse impacts. The Board heard that the pre-requisite site-specific review to justify the snow storage facility use, or to protect the environment (particularly the Carp River) was not completed.

In conclusion, the Board allowed the appeal and the temporary use by-law was repealed.

Source: Ontario Municipal Board
Decision

OMB Case No.: PL030492

OMB File No.: R030102

OMB Member: R.G.M. Makuch

Paul Chronis, MCIP, RPP, is a senior planner with WeirFoulds in Toronto.

He is also a member of Council and the Ontario Planning Journal's contributing editor for the OMB. He can be reached at

pchronis@weirfoulds.com.



Snow disposal yards a better fit in industrial areas?

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When Right Gets Left Behind

The vanishing automobile and other urban myths: How Smart Growth will harm American cities

The Thoreau Institute
2001
Randal O'Toole

Reviewed by Frank A. Clayton

Randal O'Toole attacks the idea that Smart Growth is a panacea to the urban ills of our time—traffic congestion, air pollution, lack of open space. While he supports “practically” all the goals of Smart Growth, he disagrees with the Smart Growth means for protecting the livability of urban areas through “central plan-

ning, coercion, and subsidies.” Instead he offers the American Dream Alternative, which relies on “self-determination, incentive and user fees” to achieve the desired end result.

I believe O'Toole has put his finger on important deficiencies in the case being put forth by Smart Growth advocates. Smart Growth, certainly as it is espoused in Ontario, focuses narrowly on the benefits attributable to higher urban densities and increased transit ridership such as reduced car usage, less air pollutants, more open space, and reduced costs for extending hard services to greenfield lands.

What O'Toole does is draw attention to the need for a broader framework that incorporates a consideration of impacts including housing choice and prices and consumer well-being (for example, I want a single detached house but can no longer afford to buy one because of Smart Growth policies, so my well-being is reduced). These costs excluded from the Smart Growth approach can be large and may, in fact, out-

weigh the benefits being attributed to Smart Growth. There is a certainly a need for a broader benefit/cost framework for assessing the relative merits of Smart Growth.

The book makes an important contribution to the Smart Growth debate beyond the case for a broader benefit/cost framework by providing background and raising issues that Smart Growth advocates should be addressing, such as:

1. Low-density development and sprawl are not the same—sprawl historically refers to “leapfrog” development.
2. Quoting Pietro S. Nivola, “if low density is the mode desired by U.S. consumers, and they are willing to pay for it, in what sense, if any, is it inefficient?”
3. To the extent housing prices rise because of Smart Growth, there will be a huge and unnecessary transfer of wealth which will probably be on average from poorer to richer people.

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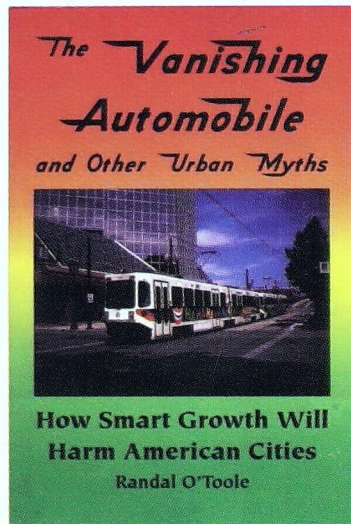
4. Europeans drive less than Americans because their incomes are lower. As their incomes rise, the miles Europeans drive is growing faster than in the U.S. despite their dense cities and transit systems.
5. Average commuting times have remained "remarkably" constant for many years and are fairly similar among large and small urban areas despite the lack of Smart Growth.

The book provides plenty of in-depth background information on Portland, Oregon, which is held up as a model for urban growth management. It was intriguing to learn that the Portland, Oregon metropolitan area encompasses Clark County in the State of Washington, which is relatively unregulated compared to the Oregon side, and accounted for 41.3 percent of 1990-1999 growth in the

Portland-Vancouver metropolitan area. None of the accounts I have seen on the Portland experience and the impact of Smart Growth discusses the implications of its restrictive policies for growth and its characteristics on the Washington side.

I must confess O'Toole's book is a disappointment overall, since it consists of a series of polemics about urban myths (it is hard to believe there are 41 "myths" that need to be attacked). This book would have made a much more significant contribution to the Smart Growth debate if it had established goals and a comprehensive benefit-cost

framework that is then used to assess the relative merits and limitations of both Smart Growth and O'Toole's "American Dream Alternative" as effective means for

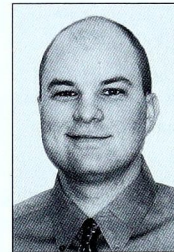


reaching the desired urban goals.

He weakens his case considerably with his conspiracy theories and his unwarranted attack on the urban planning profession, such as, "One wonders why the planning profession exists at all." I find his questioning of the proposition that transportation and land use are inextricably related to be particularly off-base.

There is a need for a book that subjects Smart Growth to a rigorous analysis of its full economic, social, and environmental benefits and costs. Unhappily, O'Toole's book is not the book.

Frank Clayton is President of Clayton Research, a well-known urban and real estate economic consulting firm, and has been involved with growth management issues for more than 35 years. He can be reached at fclayton@clayton-research.com. The Greater Toronto Homebuilders recently invited Mr O'Toole to Ontario to give some lectures. See Volume 19 No. 3 for a report.



T.J. Cieciora, MCIP, RPP, has been contributing editor for In Print for several years. He is also a planner with Design Plan Services Inc. in Toronto.

TJ will be taking on a new role with the Ontario Planning Journal. His successor as In Print contributing editor is David Aston, a planner with MHBC Planning Inc. Readers interested in doing book reviews should contact David at daston@mhbc.com.

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