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ONTARIO PLANNERS: VISION • LEADERSHIP • GREAT COMMUNITIES

Planning for Employment Land

Understanding the major issues within
this emerging policy context

Features
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ONTARIO PLANNERS:
VISION · LEADERSHIP · GREAT COMMUNITIES

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How to Meet the Challenges of Planning For Employment Land

By Antony Lorus

Employment land matters! The proposed new Provincial Policy Statement highlights the importance of maintaining a diversified economic base and range of choice of employment land. The province's discussion paper—*Places to*

Grow: a Growth Plan for the Greater Golden

Horseshoe—places a strong emphasis on promoting the economic strength of communities and on the importance of providing municipalities with the tools necessary to maintain an adequate supply of employment land. As the planning reform initiatives proceed, it will be important for planners to have a good understanding of the major issues within this emerging policy context.

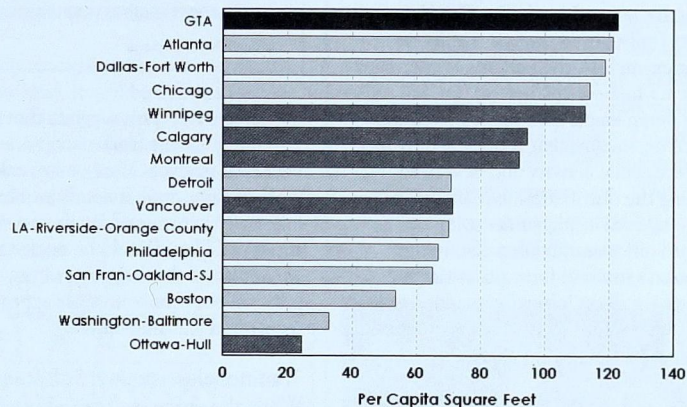
What is Employment Land, and Why Does it Matter?

We now call industrial areas “employment lands,” recognizing that these areas accommodate traditional activities such as manufacturing and distribution in addition to a wide range of other types of uses including research and development, offices, recreational, community and institutional facilities, and a range of service-commercial-type uses.

Employment land is important for many reasons. From a planning perspective, employment land is part of the balance of uses that municipalities plan to encourage the development of healthy and vibrant communities. From an economic development perspective, employment land accommodates a lot of jobs. Almost 45 percent of the total employment in the Greater Toronto Area (GTA) is accommodated on employment land. And employment lands are not only

important in suburban locations. Although it is commonly believed that Toronto's industrial areas are old and in decline, employment districts actually accounted for all of the City of Toronto's employment growth between 1991 and 2000.

INDUSTRIAL FLOOR SPACE PER CAPITA



Source: North American Office and Industrial Real Estate Survey

Employment in the rest of the City actually declined. Providing jobs in the community is considered desirable for three reasons:

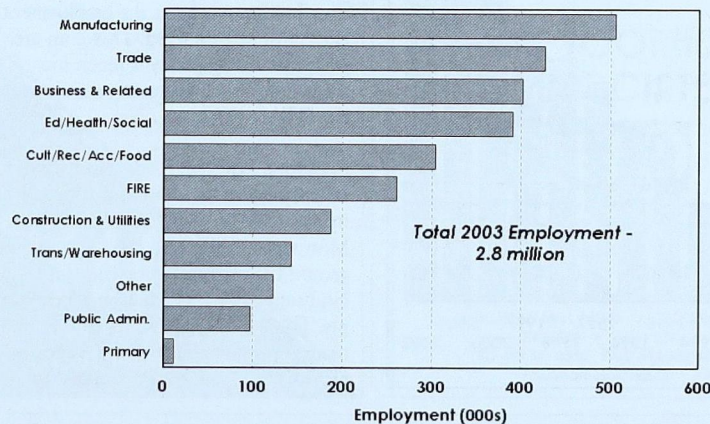
1. A better live-work relationship helps reduce congestion when fewer residents need to leave the community—usually by car—to find employment opportunities elsewhere.
2. A greater diversity in the land and assessment base allows the community greater flexibility in responding to unanticipated changes in the community or the market.
3. In most cases, the development of employment land still represents a greater net fiscal benefit to municipalities over the long term.

Not only does employment land matter to individual communities, from a broader perspective is also a crucial factor in keeping our metropolitan and national economies healthy.

The GTA Is Still an Industrial Economy

The largest category of employment in the GTA remains manufacturing, followed by trade and other related sectors. The GTA is in fact one of the most heavily industrialized metropolitan economies in Canada and the United States. Employment land is where the vast majority of this activity is accommodated. Goods production

GTA EMPLOYMENT BY TYPE 2003



Source: Statistics Canada, Labour Force 71-001. GTA defined as Toronto & Oshawa CMAs

and distribution continues to take place in single-storey industrial-type buildings, and many service-type businesses also prefer to locate in this type of space. This built form is related to our economic structure, and is unlikely to change significantly or rapidly.

Demand For Employment Land Will Remain Strong

There is no evidence that demand for employment land is declining; if anything, the opposite is true. Rapid growth in logistics and supply chain management has led to the development of extraordinary goods-movement networks focused around highways, airports and employment land. A completely new breed of building has emerged—the facilities are larger, more automated, combine storage with other functions such as offices and even assembly, and take up a lot of land relative to the number of jobs. The Hopewell Logistics facility in Brampton is still one of the best examples—the building is enormous (almost 1.3 million square feet), but has only about a dozen employees. From a planning perspective, employment is not the only measure of economic activity and land need. Balancing the distribution uses are other lands being used at higher densities, due to combined office and industrial activities.

Hemson's internal forecasts anticipate that over a million jobs will be added to this economic region to 2031. This will continue to drive demand for industrial-type space, and employment land to accommodate it. Since the mid 1980s, industrial vacancy rates have declined and employment densi-



ties have risen. This suggests that the current employment land market is either at, or very near its cyclical capacity peak. These types of tight market conditions are often followed by increased levels of new construction. Plans should be made to take advantage of these opportunities, and the province's recent initiatives appear to have recognized this imperative.

Traditional Areas Are Still Required

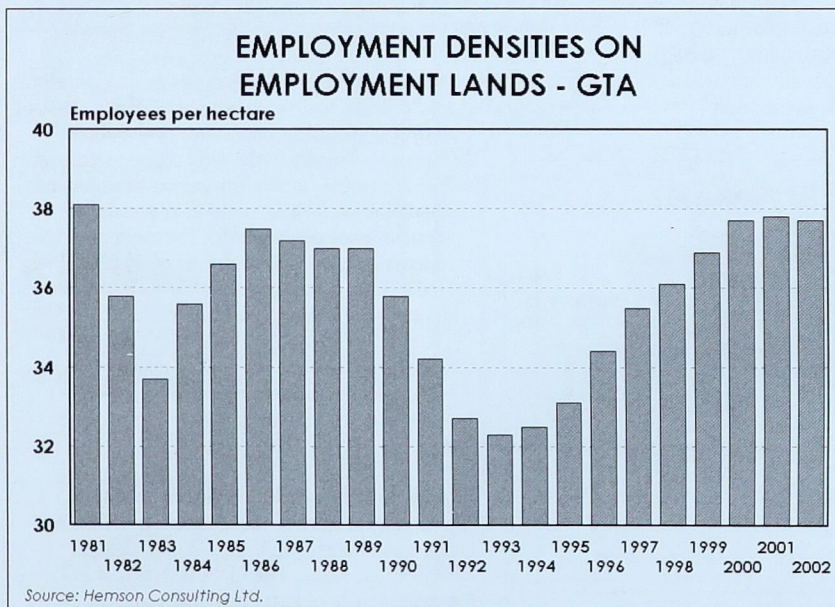
While the prospect of mixed-use is highly desirable to many communities, it works

with only a small part of the employment market. Most of the market is land-extensive boxes on large sites, which generate a lot of truck traffic. While this development is not noxious in the "smokestack" sense, there is still land use conflict. Noise in the form of truck idling, hours of operation, lighting, the maintenance of outside storage, and waste disposal are incompatible with residential uses.

For most employment land uses, large contiguous areas work best. They are more easily buffered from surrounding neighbourhoods, maximize opportunities to provide a wide range of sites and in general give municipalities the most flexibility in competing for new investment. Planning policy can regulate land and buildings, but cannot control the density of employment or the structure of the economy. Communities still need to provide employment land in the appropriate locations—primarily places that have good highway access. And once the plans are in place, the employment land must be protected. This is an area in which planning policy is much less advanced, and is becoming a major issue in the GTA.

Pressure For the Redesignation of Employment Land is a Major Issue in the GTA

Most municipalities in the GTA are having great difficulty protecting the employment land supply, and designating additional supply. Three main arguments are commonly used to justify applications to redesignate employment land to residential use:



1. The community doesn't need it.
2. The parcel in question is only a small part of the total.
3. Converting it achieves other planning goals.

First, given the current economic structure of most communities in the GTA, providing a marketable supply of employment land is the foundation for achieving employment and economic development goals. Second, the only thing arguments of scale prove is that cities are big places. Most communities are large enough that no single parcel is ever a significant portion of area-wide measures of development. And finally, on the matter of planning goals, all proposals achieve some planning goals. All proposals have some merits—otherwise they wouldn't be made. But, this doesn't make them good planning.

There are some cases where it may be good planning to redesignate employment land, but these instances are greatly outnumbered by the number of applications for redesignation. The pressure for redesignation is not because it is bad employment land, it is because of the residential land market. Residential land is worth much more money to the private landowner. The

return on investment is faster, and it can be developed more intensely. In Ontario, planning policies promoting higher residential densities have led to smaller lots, higher yields and a widening price differential. The potential financial gains from redesignating employment land to residential use are so significant that they justify bringing extraordinary consulting and legal resources to bear on the applications.

Stronger Policy Context For Employment Land is Required

It is important to address these issues. The growth is not going away; nearly four million more people will be living in southern Ontario by 2031. Because of the price differential, the constrained residential land supply and high demand, most communities can expect to be under sustained pressure to redesignate employment land to residential use.

Without a stronger policy context for employment land, it will be difficult to resist this pressure. In the current policy context, there is confusion over what employment land is, why employment land matters, and how it should be planned or provided for. These weaknesses make it easy to pick the plans apart on a site-by-site basis. This is not

in the public interest. Employment land plays a key role in the health of communities, and is the foundation of southern Ontario's economic base. There are far fewer locations for competitive employment land than for residential development. Generally, once employment land is lost to other uses, it cannot be recovered—it is a one-way valve.

The province has taken an important step forward by bringing greater attention to the issue of employment land and economic vitality. The details, however, are not yet clear. It will likely be up to the local municipalities to develop the implementing strategies to ensure an appropriate supply of employment land is in place, and address the growing pressure for redesignation.

Antony P. Lorius, CMC, MCIP, RPP, is a senior consultant with Hemson Consulting Ltd., a firm that specializes in long-range planning, growth management and municipal finance. He can be reached at 416-593-5090 (extension 34) or alorius@hemson.com. This is his first major article for the Ontario Planning Journal.

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Statistics need careful handling

Planning Approaches to Ethnic Enclaves

By Mohammad Qadeer

A recent Statistics Canada study caused a stir by pointing out that the residential segregation of visible minorities has increased strikingly in the 1981-2001 period (Feng Hou and Garnett Picot, "Visible minority neighbourhoods in Toronto, Montreal and Vancouver," *Canadian Social Trends*, Spring 2004). Applying the criterion of 30 percent or more of a census tract's (CT) population being non-Caucasian in race and non-white (mostly Chinese, South Asians, Blacks) to define a neighbourhood of minority concentration, the authors estimated that the number of visible minority neighbourhoods increased from six in 1981 to 77 in 1991 and 254 in 2001 in the three largest metropolitan areas of Canada, namely Vancouver, Toronto and Montreal.

The study related the phenomenon of ethnic neighbourhoods to the isolation index, purportedly measuring the probability of members of one group meeting only other members of the same group, leaving the impression that visible minorities are forming racial "ghettos." This conflation of ethnic residential concentration with "isolation" is a mischaracterization of the social life of such neighbourhoods. It reinforces the popular misconception about the tendency of immigrants to form so called ethnic ghettos.

Ethnic Concentration, Enclave or Ghetto

Policy makers may entertain similar beliefs and cringe at the prospects of segregated communities and ghettoized minorities, but they have refrained from formulating a considered stance towards the formation of ethnic neighbourhoods, which now are largely developing in the suburban parts of metropolitan areas, where planning has had a strong formative influence. What should be the policy stance towards ethnic neighbourhoods? Should they be discouraged, sustained or overlooked? This question has been largely ignored, despite the disquiet about emerging ethnic neighbourhoods.

Any answer to these questions must begin with a critical examination of the structure of ethnic neighbourhoods and their role in metropolitan development

and the social integration of ethnic communities.

An ethnic neighbourhood is formed by the concentration of households of a particular ethnic background in an area to the point at which they have a dominant presence. When does a group become dominant in a neighbourhood? It is an open question. Statistics Canada has used 30 percent of a neighbourhood's population being of a specific ethnic background as the criterion of dominance. It is a crude measure. I have divided the ethnic concentration at the neighbourhood level into two categories:

- i) Primary concentration, when an ethnic group forms a majority (50 percent or more) of a neighbourhood's population;
- ii) Secondary concentration, when an ethnic group is both a substantial (20-49 percent) and the largest component of the local population without being the majority.

The differentiation of primary and secondary concentrations is the recognition of the fact that demographic dominance of an ethnic group occurs in varying degrees.

Ethnic concentration is an attribute of a residential pattern. It is an outcome of the operations of housing and/or commercial markets. A neighbourhood where an ethnic group numerically dominates may come to have stores and services catering to that group. Such a neighbourhood imprinted with activities and institutions of a particular group becomes an ethnic enclave. Not all ethnic concentrations turn into ethnic enclaves.

The term ethnic enclave initially referred to ethnic economies serving as a labour market for ethnics of a particular group, such as Cubans of Miami (see Alejandro Portes and Robert Bach, *Latin Journey*, Berkeley: University of California 1996), but over time it is beginning to be used for areas specializing in ethnic residential and commercial/ institutional activities.

Ghetto is a term applied to an ethnically and/or racially segregated area of poor living conditions. One point must be emphatically stated: that mere residential segregation is not a sufficient condition for making an ethnic neighbourhood into a ghetto. Yet it is not uncommon to assume that residential concentration is a prelude to a ghetto. This

misattribution is a source of public reservations about ethnic neighbourhoods and enclaves. The controversy sparked by the Statistics Canada's study is symptomatic of this misattribution.

The ethnic neighbourhoods/enclaves of contemporary Canada are seldom ghettos. They are mostly places of choice for Canadians and immigrants. They are viewed with many misconceptions. What they are actually is illustrated by the example of residential patterns of Peel Region, the western wing of the Greater Toronto Area (GTA).

Ethnic Enclaves of Peel Region

Comprising the cities of Mississauga, Brampton and Caledon, Peel Region is a newly suburbanized part of the GTA. About 43 percent of its population of almost one million (2001 census) is immigrants. It is the destination of large numbers of immigrants settling in the GTA. Immigrants as well as those born in Canada living in Peel Region are of diverse ethnic backgrounds, such as English, Italian, Jewish, South Asians, Chinese, Portuguese, Jamaicans, Trinidadians and others.

Peel Region has many ethnic concentrations, both primary and secondary. Its roads are lined with ethnic stores, restaurants, places of worship, clubs and associations. Indian groceries, roti shops, Chinese and Middle Eastern restaurants, jewellery stores and gift emporiums alternate with Zellers, Loblaws, Shell or Esso stations and the like. Chinese, Hindi, Urdu or Arabic signboards in curving calligraphy break the uniformity of strip malls' facades. The global metropolis that the GTA has become is fully reflected along the streets and highways of Peel. The combination of ethnic residential concentrations with corresponding services and institutions turn many areas into ethnic enclaves. Some of the striking characteristics of these enclaves are illustrated by Map 1.

- A central corridor of South Asian enclaves has emerged, ranging approximately from Queen Street in Brampton to Dundas Street in Mississauga. It includes two CTs of primary concentration and 22 CTs of secondary concentration.
- These enclaves are not neighbourhoods of

singular culture and class. South Asians include diverse cultural, religious and linguistic groups, such as East Indians, Punjabis, Pakistanis, Sri Lankans and others. Their enclaves also have other residents of different ethnic backgrounds. The CT with the highest concentration has 55 percent of its population of South Asian heritage; the other 45 percent are of many ethnicities. Thus the idea that ethnic neighbourhoods isolate immigrants is not borne out by the enclaves of Peel Region.

- The Italian enclave centred on Woodbridge spills into the northwestern corner of Peel Region, forming a sec-

ondary concentration of three CTs.

- Unlike the City of Toronto and York Region, the Chinese have a relatively small presence in Peel Region. Only two CTs of secondary concentration in Mississauga make up a Chinese enclave, though they have a striking commercial presence in the form of the Chinese Mall on Dundas street and Chinese stores and eateries interspersed with other establishments along major roads. Again the Chinese are not a mono-cultural or even mono-linguistic group. Cultural and linguistic differences among Hong Kong, Mainland, Taiwanese and South Asian Chinese foster intra-community diversity.
- People identifying themselves Canadian form secondary concentrations in 12 CTs. These could include white as well as non-white people, those born in Canada and naturalized Canadians, reflecting another form of diversity within an ethnic category.

- English origins are represented as secondary concentrations in 13 CTs, primarily in exurban settings.

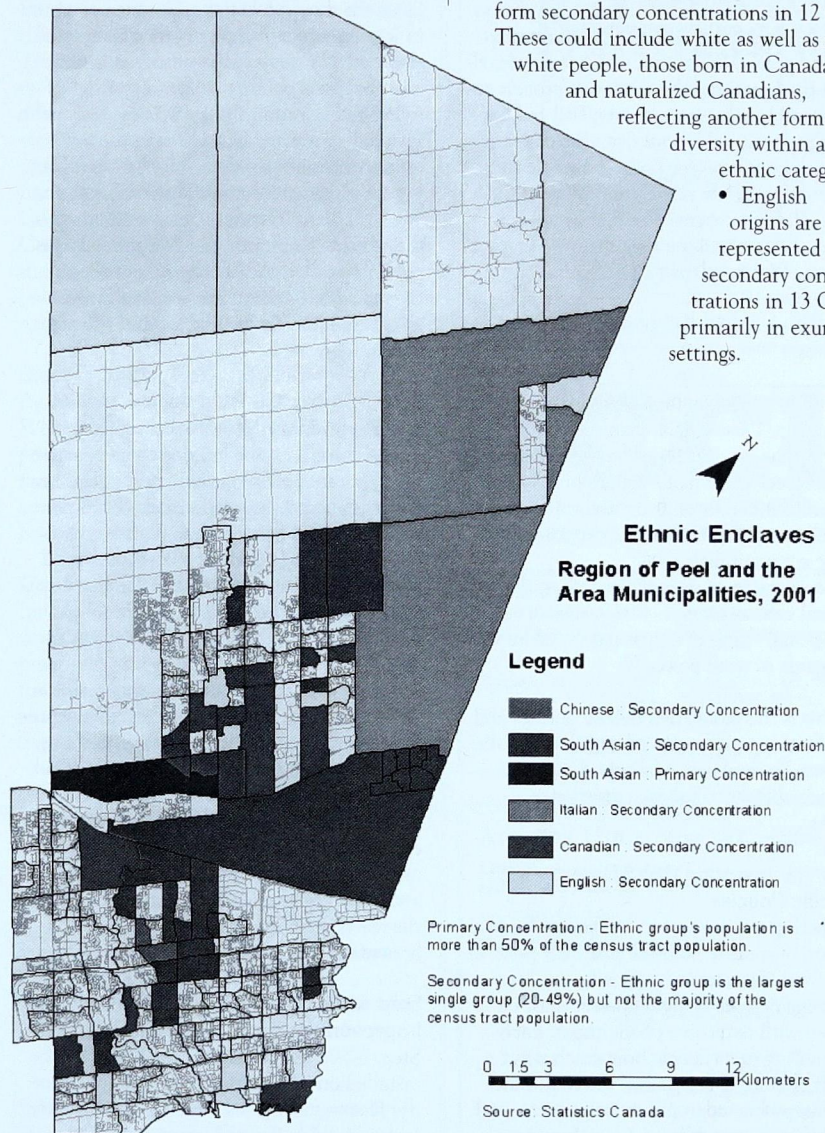
- Equally significant is the fact that out of 182 CTs in Peel Region, only 54 show up with some form of ethnic concentration. The rest of the 128 CTs are truly multi-cultural and multiethnic, as no single group constitutes even one-fifth of the population of any CT.
- There is no Caribbean or African concentration in Peel Region. Some pockets of concentration of blacks may be found here and there, but there are no concentrations at the CT scale.
- Peel Region is primarily an area of owned dwellings, mostly single-family and town houses. Ethnic enclaves in this suburban setting are neighbourhoods of owner-occupied homes. They certainly are not areas of poor housing and blighted infrastructure. They are not ghettos in the social or physical meanings of the term.

Narrative of Ethnic Enclaves

Peel Region is a slice, the western wing, of the GTA. Structurally, its ethnic enclaves are similar to those found in other regions of the GTA, as borne out by another study. There are occasional cases of racial or social discrimination, particularly in the low-cost rental sector. Yet they do not add up to systematic discrimination in the housing market. But there is one important difference: Peel Region is becoming primarily an area of South Asian enclaves, whereas the northern and eastern wings of the GTA support large and contiguous Chinese, Italian and Jewish enclaves, and South Asians and Portuguese concentrations are relatively small and dispersed.

Despite the ethnic specialization by region, enclaves all across the GTA are not cultural or racial monoliths. They tend to maintain considerable cultural and linguistic diversity at the demographic-spatial scale of a CT, despite the predominance of an ethnic group. Most new enclaves are in the suburban parts of the metropolitan area encompassing owner-occupied houses of middle class provenance. Some pockets of rental apartment estates or subsidized homes inhabited by struggling immigrants are the closest approximations to ethnic ghettos in the GTA.

Mohammad Qadeer, FCIP, RPP, is Professor Emeritus, School of Urban and Regional Planning, Queen's University. He currently lives in Toronto. Part two of this article will appear in the January/February, 2005 issue of the Ontario Planning Journal.



Map 1. View this map in colour at www.ontarioplanners.on.ca/content/journal/journal.asp

Planning for Wind Power Generation: A Proposed Strategy

by Damian Szybalski

Wind power represents an untapped, emission-free and environmentally benign source of electricity. Modern wind turbines, which are efficient and quiet, can generate electricity at rates competitive with traditional nuclear, gas and coal production. Capable of powering over 300 homes, each megawatt of wind power can displace approximately 2,260 tonnes of carbon dioxide, 26 tonnes of sulfur dioxide, and 8 tonnes of nitrogen oxide. In rural municipalities, wind power offers a way to diversify local economies by providing farmers with an additional source of income.

Despite these benefits, tapping Ontario's wind resource has been stifled by the absence of comprehensive land use planning policies that address wind power generation and by unsubstantiated concerns over bird deaths, noise, and real estate depreciation. Research has shown that these fears are unfounded, and that questions of poor economic performance and visual appearance can be dealt with through appropriate planning.

The first step to nurturing public acceptance is to integrate specific wind power policies into every community's official plan and zoning bylaw. While many official plans contain development policies that encourage the use of renewable energy, specific references to wind power are rare. Similarly, many zoning by-laws have no requirements for height, noise level, and setbacks for wind turbines.

Supportive land-use planning policies for wind power generation is a feature of communities that have successfully attracted wind power development, such as Palm Springs in California, Pincher Creek in Alberta, and, in Ontario, Bruce County, the Municipality of Kincardine, the Township of Ashfield-Colborne-Wawanosh, the Township of Huron-Kinloss, and the County of Prince Edward.

The province has two options to ensure that Ontario's largely untapped wind power potential is harnessed: limited pre-designation and full pre-designation. Both approaches require the proponent to obtain a permit before development and meet specified development criteria.

Limited Pre-Designation

With limited pre-designation, wind power is restricted to certain land use categories, such as agricultural zones. Various forms of limited pre-designation have been adopted by the

Municipal District of Pincher Creek, Bruce County, the Municipality of Kincardine, the Township of Ashfield-Colborne-Wawanosh, the Township of Huron-Kinloss, and the County of Prince Edward.

Full Pre-Designation

Full pre-designation, a form of which has been successfully adopted in Palm Springs, permits wind power in pre-designated zones within particular land use designations (e.g., agricultural, industrial). Full pre-designation can (i) demonstrate Council's commitment to wind power; (ii) attract wind power developers by shortening the approvals process and reducing planning uncertainty; (iii) reduce costs by shifting the onus from the developer to local authorities for finding suitable sites; (iv) ensure orderly installation of wind turbines; and (v) improve the current ad hoc approach by informing neighbouring property owners of future plans to designate lands for wind power.

To be successful, full pre-designation requires:

- the integration of land-use planning policies into local official plans and zoning by-laws that specifically address wind power;
- the selection of lands for full pre-designation that correspond to areas with a sufficient wind resource and appropriate land-use compatibility;
- the selection of sites acceptable to the local community;
- the sharpening of municipal expertise with regards to wind power.

This is the more complicated option, and may face opposition, thereby prolonging the process. To implement full pre-designation, municipalities can follow a seven-step process.

Step 1: Integrating Wind Power Specific Policies

Attracting wind power first requires the integration of specific land-use planning policies into every community's official plan. New planning policies for wind power must be crafted with extensive public input. Each community must decide how much wind power should be generated, where turbines are acceptable, appropriate turbine size, and other factors of public concern. Integrating land-use planning policies targeted at wind

power into an official plan can be achieved through the addition of a new official plan section dedicated to "Wind Energy Conversion Systems" or wind power. Any amendments resulting from Step 1 will have to meet the requirements of the *Planning Act*.

Step 2: Wind Resource Assessment

A wind resource study is necessary to ensure that any pre-designated areas correspond to locations with adequate wind speeds. Councils should lobby the Province to assist in wind resource mapping. Once completed, the results of the wind resource assessment must be made public to allow all parties interested in installing wind power to benefit. Generally, in Canada, wind resource assessment studies are a commercial venture. Data is kept confidential and not shared with the public. This is in contrast to the situation in the U.S., where much wind resource data is publicly available.) At the end of Step 2, sites most suitable to host wind turbines, solely based on the available wind resource, will be identified.

Step 3: Public Consultation and Preliminary Site Selection

Public consultation is needed to narrow the list of potential wind power sites. Locations not meeting previously defined official plan policies should be excluded. At the end of Step 3, only sites that are suitable for wind power generation due to wind resource availability and community acceptance should remain.

Step 4: Final Site Selection

Council must now select sites to be fully pre-designated for wind power. These sites may include brownfield lands, greenfields, or public parks. Selecting brownfields for wind power installation has the added benefit of enabling Councils to rejuvenate otherwise idle lands, remove a public health hazard, and maximize their legal leverage through the use powers granted under Ontario's brownfield legislation.

Step 5: Designate Site a Community Improvement Project Area

Steps 5 to 7 assume that wind power will be installed on brownfield lands. Section 28 of the *Planning Act* gives Ontario Councils the authority to designate Community Improvement Project Areas (CIPAs). The

corresponding Community Improvement Plan guides the allocation of public funds in the form of grants or loans, municipal acquisition of lands or buildings, and other municipal actions to improve local economic, social or environmental conditions.

In addition, Councils may consider the feasibility of using Section 37 of the Planning Act to require developers to set aside lands for a local wind power facility. At the end of Step 5, the preferred site(s) should be designated a CIPA. At this stage, all land uses, including residential, are permitted within the CIPA.

Step 6: Full Pre-Designation

Within the CIPA, zones must be delineated for the exclusive use of wind power, effectively prohibiting non-wind power uses. This means creating a new land use category. Height restrictions, turbine separation distances, noise mitigation measures and visual appearance requirements must be incorporated into the designation through zoning by-laws. Once zones within the CIPA are fully pre-designated, local Councils should give priority to marketing these fully pre-designated zones to wind power developers, both nationally and internationally.

Step 7: Official Plan and Zoning By-Law Amendment

With specific zones within the CIPA fully pre-designated for wind power, Councils must move to incorporate these special policy areas into their official plans and zoning by-laws through amendments.

Concluding Thoughts

In Ontario, land use planning action on wind power is long overdue. If adopted, the proposed strategy will be a powerful step towards a sustainable Ontario. Significant environmental, social, and economic benefits will be enjoyed by all Ontarians.

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Editor's note: See also www.cmc.gc.ca and follow the links to the Canadian Wind Energy Atlas.

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Enhance your Effectiveness as a Planner: Understanding how to Appeal to Your Audience

By Erika Engel and Luisa Galli

As planners, we often need to communicate with stakeholders, colleagues and other professionals who may be directly or indirectly affected by a planning policy, development proposal or plan. We facilitate discussion and interact with people from different backgrounds and knowledge bases. Good planning happens when a planner has the ability to facilitate meaningful dialogue and translate technical and theoretical concepts into easily understood, everyday language. Greater opportunities for public education and feedback happen when key messages and ideas reach the target audience.

Knowing what information captures people's interest is key. To communicate successfully, it is important to remember that different people need to have information presented to them differently. One's own interests are not necessarily the same as one's audience. Understanding what information captures people's interest will allow you to tailor your message so that the important ideas are understood and people receive the information they want in a way that taps into their interests and knowledge base.

Research and application in psychological type and leadership have identified four distinct communication styles based on people's preferences for receiving information:

1. *Practical Details*: interested in facts, details and measurable results
2. *Personalized Specifics*: interested in facts and details as they relate to people
3. *Ideals and Harmony*: interested in the larger vision, insights and societal benefits
4. *Rational Logic*: intrigued by new possibilities, logic and theory

The table highlights the kind of information that each type seeks, what appeals to them and what kind of presentation style best suits them.

To help you identify which communication style best describes your audience, it is useful to watch for a number of behaviour cues that show themselves in the form of mannerisms and questions asked during preliminary discussions. The behaviour cues related to identifying the four communication styles are identified below.

Most audiences comprise individuals with

different backgrounds and interests. Each of the four communication styles will likely coexist in larger audiences. To appeal to the varying interests, consider providing information in different layers, using a variety of media. This will help to ensure that each of the four communication styles is addressed by your presentation.

To use this information effectively consider practising the following:

- *Observe*: Listen and watch for personality cues, be open to someone's style, values and perspective

- *Adapt*: Find common ground with someone who is different (that is, the terms used)
- *Connect*: Watch for body language and get feedback from others to see if you are being understood.

The aim of this article has been to provide you with some tips with how to communicate with different people so that you are better understood. This information will be built upon in future articles focusing on improving presentation and communication skills.

Communication Styles and Information Preferences

Practical Details

- Show that it works
- Be professional, use a business-like tone, conventional words and bullet points
- Indicate how it saves time and money
- Demonstrate a good cost-to-benefit ratio
- Show how the results can be measured
- Offer specific applications, comparisons and benefits
- Answer questions and know your information
- Be precise, brief, honest and straight to the point
- Have something that can be taken away to read, especially objective facts
- Present information in an organized way

Personalized Specifics

- Indicate its practical results for people
- Explicitly state the benefits: don't just imply them
- Set it in a personal context using short sentences, bullet points and conventional words
- Show how it will clearly benefit the client/community and those they care about
- Use personal testimonies from those who have benefited from it
- Show that it provides immediate results
- Be respectful in your presentation
- Give details and clear, specific examples
- Let the public touch, and experience some aspect of the design concept
- Give the public time to reflect or get familiar with the concepts and issues

Ideals and Harmony

- Explain your design in terms that apply to society
- Show how it will enhance relationships and help people grow and develop
- Provide possibilities, especially for the future
- Don't bury the client in details, specs and written text – give an overview, then details as they are necessary
- Use unique words, phrases, personal pronouns and longer paragraph formats with expressive, underlying personalized anecdotes
- Show how it gives new insights and perspectives
- Indicate that people will like it, and by implication, will reflect positively on the client
- Address why the design is meaningful
- Don't pressure the client
- Be honest, personal and sincere
- Focus on the client's talents and skills

Rational Thinking

- Discuss its research base and theoretical background
- Demonstrate how it fits a strategy
- Show how it will increase competency
- Indicate its broad and far-reaching possibilities
- Use a business-like tone with unique words, phrases, metaphors and longer paragraph formats
- Be a credible source of information – but don't fudge if the answer is not known
- Be strategic and provide the information requested
- Know your product or field in depth
- Be prepared to be tested on your competence
- Present the why or logic behind the idea
- Learn about your client's needs and situation

Source: MBTI Team Building Program, by Sandra Krebs Hirsh, and, *Developing Leaders*, by Fitzgerald and Kirby

Erika Engel, M.E.S., MCIP, RPP, is an urban planner, a lecturer at the University of Toronto, and a life and executive coach. Erika has facilitated over 200 public consultation events and conducts seminars and lectures on how to enhance collaboration and communication skills. She can be contacted at engel@engelconsulting.ca. Luisa Galli, B. Tech (Arch), M.A.P., is an urban planner at the City of Toronto.

Luisa, together with Erika, has designed and facilitated numerous workshops and prepared communication strategies and material for a range of audiences.

For the record, Erika was also one of the Ontario Planning Journal's first contributing editors in 1986, with a popular column on consulting practice entitled, "Other People's Business."

Behavioural Cues during Communication

Focuses on Practical Details

- Manner is practical and matter of fact
- Asks for step-by-step information or instruction
- Asks "what" and "how" questions
- Uses precise descriptions

Focuses on Personalized Specific

- Manner is sympathetic and friendly
- Asks detailed questions on benefits to people
- Strives for harmony in the interaction
- Asks how others have acted or resolved the situation
- Asks if others have been taken into account

Focuses on the Big Picture (Society)

- Manner is enthusiastic and insightful
- Asks for the purpose of an action
- Looks for possibilities and societal impact
- Asks "why" questions
- Talks in general terms
- May talk about what they value

Focuses on Rational Logic

- Manner is logical and ingenious
- Appears to be testing your knowledge
- Weighs the objective evidence
- Conversations follow a pattern of checking the logic: "if this, then that"
- Interested in the concepts, theories and possibilities
- Asks "why" questions

Source: *Developing Leaders, Research and Application*, by Fitzgerald and Kirby



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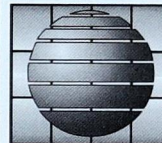
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Forgive Us Our Trespasses

By Marni Cappe

More than two years have passed since I first arrived in London. Familiarity has not diminished my enthusiasm for this extraordinary city; nor have visits to other European cities. London may not be the most beautiful or the friendliest or the most gastronomically satisfying city, but it offers a complete if indefinable urban experience. Admittedly, I am most at home in a big city and have been characterized by an acquaintance here as a "pavement girl." So it has come as a bit of a surprise to discover how much I enjoy getting out of London. I have become an avid Rambler, a devotee of the public footpath system crisscrossing the English countryside.

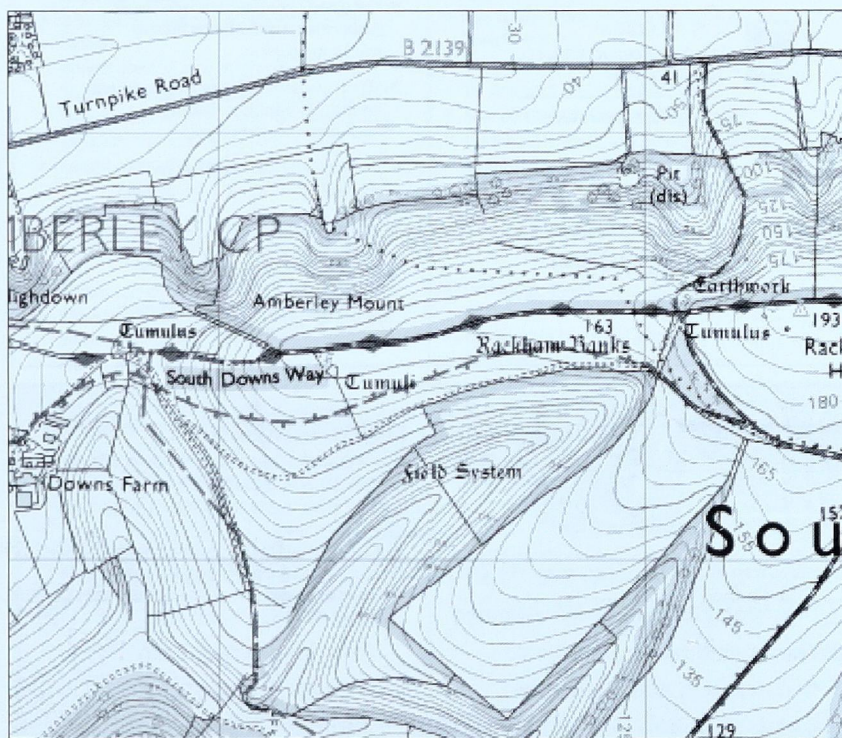
England is a tiny country, roughly one-eighth the size of Ontario and less than 700 kilometres from north to south. Yet hikers can enjoy a network of public footpaths extending over 188,000 kilometres. Dedicated enthusiasts can walk for days along the many long-distance paths which combine for a total of 34,000 kilometres. It has been estimated that 527 million walking trips are made annually to the English countryside. Hiking and walking clubs abound; the most prominent is the Ramblers Association, modelled after clubs formed in the 1880s.

Victorian Britain's interest in access to the countryside prompted the introduction of a "freedom to roam" bill in 1884. The bill failed, but successive members of Parliament reintroduced similar legislation every year until 1914. Interest in public access to open spaces remained strong and was particularly acute in the north, England's dense industrial heartland. In 1932, 500 ramblers staged a mass trespass on Kinder Scout, a valued part of the Pennine moorlands in the Peak District (30 miles southeast of Manchester).

It took 65 years, but legislation to establish a system of public footpaths finally came into effect in 1949 (the *National Parks and Access to the Countryside Act*). The effect of this legislation has been to allow millions of walkers access to the countryside on footpaths crossing private property. Landowners are obliged to keep the path clear of crops so that it doesn't become difficult to find or follow. Walkers are expected to respect the land by not littering, keeping dogs under control, and securing all gates and fences along the path.

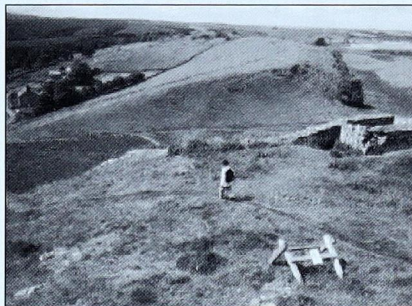


Hay bales abound in the English countryside



Ordnance Survey maps make it easy to roam in the U.K.

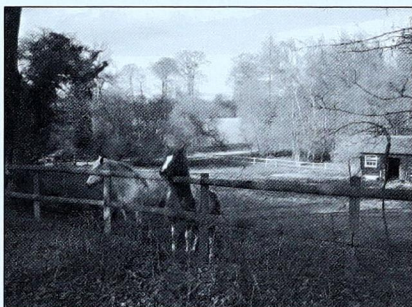
Earlier this year, access to the countryside got even better. The *Countryside and Rights of Way Act (2000)* came into effect on September 19, creating a legal right to walk anywhere in open, uncultivated country in England and Wales. The Act brings unprecedented access to some of the country's wildest and most dramatic landscapes for the very first time, including mountain, moor, heath, down, and common land. Access to more than 105,000 hectares of



Roamers need to be athletic . . .

land was granted immediately, while 1.1 million hectares of land will become accessible by the end of 2005. Commonly referred to as the "right to roam" legislation, the Act is heralded by ramblers as a fitting expression of the legislation first introduced more than 120 years ago.

Finding your way to and along the country's footpaths is easy. Ordnance Survey maps covering the whole of England and



. . . and kind to animals

Wales mark public footpaths, long distance paths, cycling paths and bridleways. At a scale of 1:25000, these maps show details of the precise routes of public paths as well as pinpointing farms, pubs, recreational facilities and tourist attractions. A section of an Explorer Ordnance Survey 1:25000 map is shown on the previous page. The green line with diamonds indicates a National Trail or

long distance path; in this case, it is the South Downs Way in Sussex.

Despite the potential for conflicts, walkers ("city folk" seeking fresh air) and country landowners seem to co-exist in harmony. Notorious exceptions include high-profile celebrity landowners (Madonna and Guy Ritchie, for example) who fear an onslaught of stalkers in walkers' clothing. Nevertheless, in a country with a pronounced urban-rural divide and a heritage of privileged property ownership, the freedom to access the countryside is now taken for granted.

I too have become accustomed to walking through farmland and across private estates. I have been face to face with more sheep, horses and cows than I could ever have imagined. People here are sometimes bemused by my enthusiasm for England's public footpaths; after all, they say, Canada surely must have beautiful places for walking. Indeed, I reassure them that we do, but there are few opportunities to experience the voyeuristic thrill of trespassing. . . . At least not legally.

Marni Cappe, MCIP, RPP, is currently living in London.

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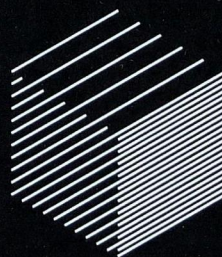
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Whatever Happened to the Perils of Overpopulation?

By Grant E. Moore

Planners who came of age during the 1970s and 1980s will recall the many pronouncements warning that world population growth rates were not sustainable. Remember the family planning literature of Zero Population Growth and Planned Parenthood? Or the dire predictions (mass famine, financial catastrophe) in Paul Ehrlich's 1971 bestseller *The Population Bomb* and the 1972 Report for The Club of Rome, *The Limits to Growth*? This was one of the higher-profile books of the genre. The authors stated:

"Population cannot grow without food, food production is increased by growth of capital, more capital requires more resources, discarded resources become pollution, pollution interferes with the growth of both population and food." (Meadows, et.al. *Limits to Growth: A Report for the Club of Rome's Project on the Predicament of Mankind*, 1972).

Other messages were similarly discouraging: for example, The Bruntland Commission in 1987:

"An expansion in numbers (of people) can increase the pressure on resources and slow the rise in living standards in areas where deprivation is widespread . . . sustainable development can only be pursued if demographic developments are in harmony with the changing productive potential of the ecosystem." (Bruntland, *Our Common Future: Report of the World Commission on Environment and Development*, 1987)

A November 18, 1992 news release the "World Scientists' Warning to Humanity" had this to say:

"Pressures resulting from unrestrained population growth put demands on the natural world that can overwhelm any efforts to achieve a sustainable future. If we are to halt the destruction of our environment, we must accept limits to that growth.

"We must stabilize population. This will be possible only if all nations recognize that it requires improved social and economic conditions, and the adoption of effective, voluntary family planning."

From Hysteria to Silence: What Happened?

Despite these warnings, and despite continued growth in world population, overpopulation as a public policy issue receded over

the years. Why? Part of the reason was that Ehrlich's model was eventually discredited since he extrapolated the high population growth rates of the 1960s while simultaneously insisting that resources such as food and water were at their limits: this turned out to be an overly-pessimistic assessment. Consequently, the message that populations, poverty, environmental degradation and resource shortages were increasing at a rate that could not long be continued, became muted.

In Canada and the United States (where national populations continue to increase),

two other factors came into play to stifle the overpopulation issue:

1. Gender Sensitivity: the proposition of reduced population growth became synonymous with coercion and the violation of a women's right to control of her own fertility;

2. Immigration: the rapid population growth in many areas (Los Angeles, Miami, Greater Toronto, and Greater Vancouver) has been largely driven by immigration, which required sensitivity to issues of race and ethnicity.

Because of these factors, the debate in North America narrowed such that issues of

Table 1
Population, Immigration and Economic Benchmarks
Greater Toronto Area and the 5 Largest U.S. States
2000-2002

Location	Population 2001	Average Annual Immigrant Intake 2000-2002	Gross Domestic Product 2001 (\$Billions U.S.)
Greater Toronto Area	5,081,826 ¹	115,587 ³	\$139 Billion ⁵
State of California	34,409,249 ²	263,975 ⁴	\$1.359 Trillion ⁶
State of Texas	21,227,155 ²	79,506 ⁴	\$764 Billion ⁶
State of New York	19,047,676 ²	111,668 ⁴	\$826 Billion ⁶
State of Florida	16,327,941 ²	97,975 ⁴	\$491 Billion ⁶
State of Illinois	12,497,376 ²	43,907 ⁴	\$475 Billion ⁶

1 2001 Census of Canada

2 United States Census Bureau Estimates

3 Citizenship and Immigration Canada - Facts and Figures 2002: Immigration Overview (figures are for the Toronto Census Metropolitan Area)

4 United States Immigration and Naturalization Service/Department of Homeland Security

5 The GTA accounts for approximately 20 percent of Canada's Gross Domestic Product, which in 2001 was U.S. \$694.5 billion, according to the World Development Indicators Database

6 Northeast Midwest Institute calculations using United States Department of Commerce, Bureau of Economic Analysis Data

growth management, urban sprawl and environmental degradation were approached mainly from the point of view of reducing overconsumption. In this view, while overpopulation might be a problem in developing countries, in the developed world the bulk of the problem is overconsumption and a failure to make "smarter choices" (hence Smart Growth.) Thus, a recent report by the David Suzuki Foundation, *Sustainability within a Generation: A New Vision for Canada* bemoans the deleterious effects of urban sprawl (air pollution, water pollution, habitat destruction, congestion, and loss of productive farmland) without once mentioning that it is rapid population growth harnessed to North American lifestyles and consumption patterns that are primarily responsible for these conditions in Canada's largest cities.

Population growth as an issue of global concern is similarly absent from the United Nation's Millennium Development Goals which include:

- attaining universal primary education;
- halving world poverty and world hunger;
- reducing child mortality by two-thirds and maternal mortality by three-quarters;
- halting and beginning to reverse the spread of HIV/AIDS and malaria;
- eliminating the gender disparity in primary and secondary education;
- halving the proportion of people without access to safe drinking water.

The flaw in focusing on overconsumption is that it addresses only one-half of the problem: since population is the engine that drives consumption levels, it follows that stabilizing population should be the crucial second half of the sustainability equation in rapid growth areas. Clearly, the best solution would involve a two-pronged attack; the adoption of Smart Growth policies coupled with efforts to better manage and distribute population. And this would seem particularly crucial in Canada, which, with its current population, already has the world's third-largest ecological footprint.

Growth Management in the Greater Golden Horseshoe

This past summer, the province released its draft long-term growth management plan for the Greater Golden Horseshoe, *Places to Grow—Better Choices, Brighter Future*. As in the Suzuki report, population growth is not identified as an issue of concern (apparently even if the growth is rapid and continues in perpetuity: 5.4 million residents in 1981 —

7.8 million in 2001—and a projected 11 million-plus by 2031.) But despite the plan's cheerful rhetoric, it is unlikely that many citizens of south-central Ontario will embrace *Places to Grow* with enthusiasm. There are three main reasons why:

1. If the volume and pace of population growth continues unimpeded, the accompanying conditions (detours, road closures, endless construction, over-crowded schools) will be permanent features of life in southern Ontario, regardless of changes to urban form or settlement patterns.

2. The exercise involves accommodating another four million people into a fixed geographic space: it is difficult to believe that the long-term solution to the deleterious conditions related to urban sprawl can in any way be aided, assisted or advanced by having a significantly larger population.

3. A reduced standard of living will result, since the freedom to enjoy private automobiles will become increasingly difficult and restricted supplies of single-family detached housing (what most North American families want) will push prices far beyond the means of most people, if this is not the case already.

What is fuelling growth in the Greater Golden Horseshoe? Immigration mainly, the vast majority of which is concentrated in the Toronto Census Metropolitan Area. (Citizenship and Immigration Canada data for 2000-2002 reveal that of the 415,652 immigrant admissions to Ontario in these three years, 346,763 (83.4 percent) settled in the Toronto CMA.) Few Canadians are aware of the truly enormous scale of Canada's immigration program and its spatial concentration: in North America only the State of California absorbs more immigrants annually than Greater Toronto. See table 1.

It is not the intent here to discuss the federal government's immigration program and its manifestation in Greater Toronto. Neither is it the intent to malign the Province of Ontario—in fact, the province should be commended for its renewed leadership in regional planning and growth management. But it is clear that the federal and provincial governments are now working at cross-purposes. The May 2004 Golden Horseshoe Greenbelt discussion paper outlines a number of goals for southern Ontario including preserving green-space, protecting and restoring ecological features and functions, and preserving viable agricultural land. Meanwhile, the federal government continues an expansionist immigration program, manufacturing population growth in the GTA and

beyond, growth that, in large measure, created the deleterious conditions that now require provincial intervention.

What is really needed in Canada is a national population policy, one based on objectives that identify how large a population Canada needs, and in what areas of the country newcomers are needed and prepared to settle. Until this occurs, progress in securing a brighter, more livable future in the Greater Golden Horseshoe will be difficult indeed.

Grant Moore is a planner in the Policy and Research section of the Planning Department at Peel. He is a graduate of the University of Western Ontario and holds a Master of Urban and Regional Planning degree from Queen's University. His professional interests include community development, immigration, and the dynamics of smaller cities, towns, and rural areas. He can be reached at Grant.Moore@peelregion.ca. Grant suggests that readers interested in a full discussion of this issue see "Canada's Immigration Policy: The Need for Major Reform" by Martin Collacott, available at <http://www.fraserinstitute.ca>.

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President's Report

OPPI Is On Course

By Don May

It has been a pleasure being your President for this past year. I am pleased to be able to share with you the accomplishments we have achieved in 2004 and the goals we have set for the year ahead.

Over the past year we have been called upon to comment on major planning reform in Ontario. We were invited to speak to the Ontario Legislature and participate in a number of forums convened across the Province. This year, our Policy Development Committee issued responses to Bill 26 (the Strong Communities Act), Bill 27 (the Greenbelt Protection Act), the Places to Grow consultation paper, as well as watershed management and planning reform initiatives. More than 150 members have volunteered to participate on one or more of our eight working groups to assist in the development of our watching brief responses.

In the area of professional development, we are participating in a national initiative by CIP to develop a continuing professional learning program. During the past year, we laid the groundwork by consulting members about formalizing a continuous professional learning program for OPPI members. Over the past several years, OPPI has led the country in delivering professional courses and is working to expand the courses and develop alternative delivery methods to improve access to professional learning for all members. In 2004, more than 1,100 members participated in an OPPI continuous professional learning event by attending the Joint CIP/OPPI Conference, a District-hosted education event or one of our popular skills-building workshops. This level of participation is an important sign that as professionals we are committed to continuous learning and renewal.

Meanwhile, our Recognition Committee has implemented a communications strategy over the last four years, including our brand statement Ontario Planners: Vision. Leadership. Great Communities. You will find this statement on all our promotional material and reflected in our positions on planning-related issues. We are also using the on-line journal on our website to promote what we do as planners and profile the issues that are important to planners and the public we serve.

World Town Planning Day, November 8, has

become an important event, at which we promote the role of planning and planners to our the public. The profile of planners and the profession has also increased through the promotion of our excellence in planning awards. Many of these awards are profiled by the media in local papers and through presentations at municipal councils.

Our newly launched member e-newsletter lets members know each month about current issues, events and jobs. This interactive tool has allowed us to receive input from members on key policy-related issues, quickly and efficiently.

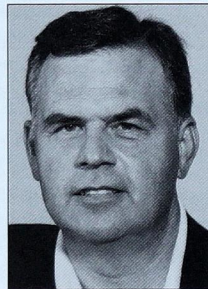
Improving the membership process continues to be a priority. Almost 1,000 Provisional members are being assisted in their transition to Full membership, including through the "log online" module and the on-line Exam A workshop. This is by far one of the busiest sections of our website.

Students represent the future of our Institute and the profession and therefore, we engage our students through dialogue and involvement in OPPI events. For example, OPPI members visit recognized planning schools and talk to students, the annual conference includes a Student Day and the Symposium included a career

fair, and we communicate electronically through the "Student Corner" of the Members e-newsletter.

Our goals for the coming year are clear:

1. We will continue to position the Institute as a leader in public policy, promoting innovation in the practice of planning in Ontario. Our Policy Committee will continue to provide a watching brief and engage in the formation of public policy at a time when reform is on the government agenda.
2. As the recognized voice of planners in the Province, we will expand the public portion of the website, participate in government and media opportunities to comment on professional planning. An example of this recently was having Paul Bedford FCIP, RPP, on CBC Radio, representing our profession and Institute.
3. We will support the Districts where our members are most engaged in local networking, professional development and outreach opportunities. The website is assisting the



Don May

Districts by providing a local forum for notices, events and dialogue.

On behalf of the Institute, I would like to thank the outgoing members of Council who have volunteered their time to advance the goals of the Institute:

Jeff Celentano—Director of Policy
Diana Jardine—Director of Recognition
John Meligrana—Director of Outreach
Greg Atkinson—student rep

We also welcome the incoming members of Council:

Sue Cumming—Director of Recognition
Amanda Kutler—Director of Membership Outreach
Greg Daly—Director of Policy Development
Joran Weiner—student rep

We cannot achieve the goals of the Institute without the talented and dedicated staff at our office. On your behalf, I would like to thank Mary Ann Rangam, Robert Fraser, Loretta Ryan, Gerry Smith, Asta Boyes and Denis Duquet for their professionalism and hard work. In particular, Robert Fraser, Manager of Finance and Administration, has been with us for 10 years, providing strong and capable management of our financial affairs. His is the voice you hear when you call OPPI and he is the person who has worked tirelessly with new volunteers year after year to organize conferences, which have grown from 200 to 700 delegates. Thank you Robert, your efforts have made us strong and sound.

Your Council is working hard on your

behalf, along with over 250 volunteers. This level of support and commitment has made us what we are today. In fact through our membership renewal process, more than 600 of you have expressed interest in volunteering with OPPI. Finally, OPPI members have voted to support the proposed changes to the By-laws. It is indeed a sign of strength and confidence by members in the Institute as we continue to grow and accomplish our goals. On behalf of Council, we thank you for your support.



Robert Fraser

Don May, MCIP RPP, is President, Ontario Professional Planners Institute. He is also the principal of his own consulting company. He can be reached at donmay@allmostthere.ca.

Treasurer's Report

OPPI Fiscally Sound

By Ann Tremblay

The Institute's auditors gave our accounts a clean bill of health. Council's activities were guided by a business plan that followed the priorities and direction identified in OPPI's strategic plan.

Revenues

The year-over-year increase in revenues was due primarily to the continued growth in both Full and Provisional membership categories.

The revenue shortfall of almost \$30,000 was due to a deficit from the conference (a surplus had been projected).

Expenses

The slight increase in office expenses was due to the amortization of the AIMS database. All other areas came in on target.

It is Council policy to operate within a balanced budget. With the help of staff, council reviews its financial situation quarterly and adjusts spending priorities accordingly. However, due to the shortfall from our Annual Conference, Council ran a deficit of \$18,841. The budget has been reorganized for the 2004 budget year so the financial results of the conference will no longer be reflected as an operational cost.

Approximately 39 percent of OPPI's revenues come from membership fees, a rev-

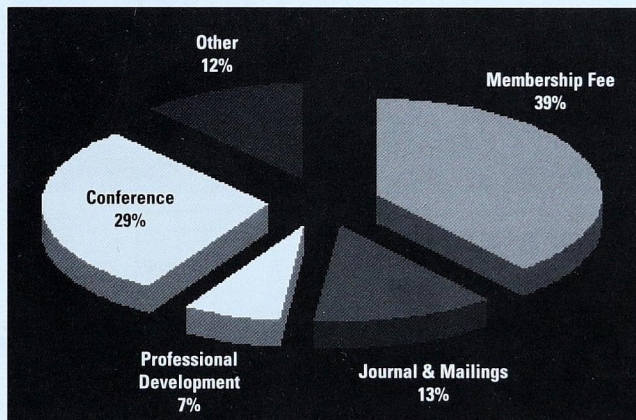
enue source that is considered to be relatively reliable. The other 61 percent of revenues are generated from non-membership fee sources such as job ad mailings and advertising in the Ontario Planning Journal. This source is more likely to fluctuate with the economy. Industry standards set by non-

indirect Membership Services. The remaining 39 percent is spent on administration and governance.

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

Looking ahead

In 2003, OPPI made a major investment in its management database and website. Council is committed to growing its web-based services, including professional development courses, to overcome the challenge of Ontario's geography and to providing greater support for the Districts as delivery agents. Over the course of the next several years OPPI will be replenishing the reserve fund.



Revenue

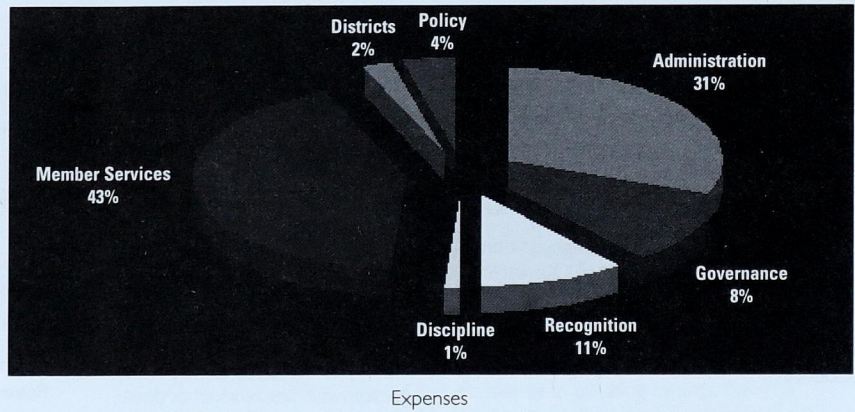
profit associations suggest that, ideally, membership fees should account for 60 percent for association revenues and 40 percent from non-membership fee sources. OPPI is not at this level yet.

Approximately 61 percent of the expenses incurred by the Institute fund direct or

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

A full set of audited financial statements is available for review at the OPPI office. Contact Robert Fraser at 416-483-1873, ext.24 or finance@ontarioplanners.on.ca. The summary financial information (Dec. 31, 2003) is available on the OPPI website.

Ann Tremblay, MCIP, RPP, is OPPI's Treasurer and Eastern District representative

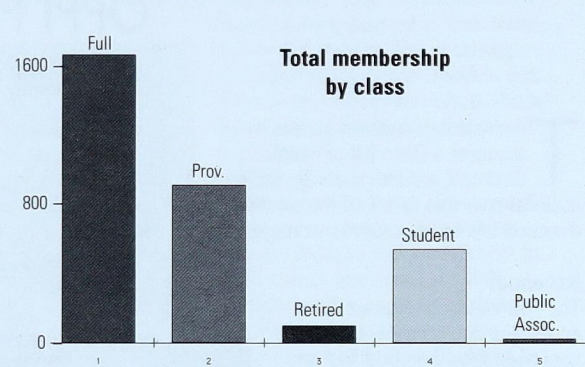


Facts and Figures on OPPI

OPPI MEMBERSHIP BY DISTRICT, AS OF OCTOBER 31, 2004

TABLE 1

District	Full	Prov.	Retired	Student	Public Assoc.	TOTAL
Northern District	51	18	3	5	1	78
Southwest District	274	136	10	108	2	530
Central District	1138	658	69	371	20	2256
Eastern District	198	102	18	55	1	374
Out of Province	7	0	1	1	0	9
TOTAL	1668	914	101	540	24	3247
Total (2003)	1579	966	89	464	24	3122

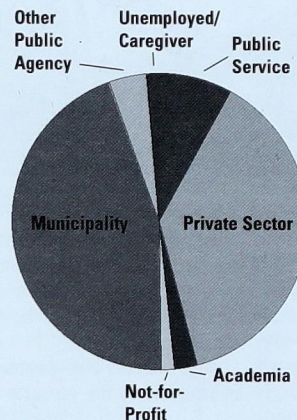


MEMBERSHIP BY CLASS AND SEX

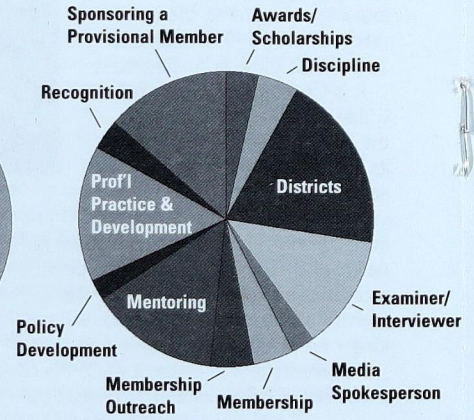
TABLE 2

	Male		Female		TOTAL
	No.	%	No.	%	
Full	1207	72.4	461	27.6	1668
Provisional	521	57.0	393	43.0	914
Retired	76	75.2	25	24.8	101
Student	298	55.2	242	44.8	540
Public Assoc.	15	62.5	9	37.5	24
TOTAL	2117	65.2	1130	34.8	3247
Total (2003)	2004	65.5	1118	34.5	3122

EMPLOYMENT CATEGORY



VOLUNTEER INTERESTS



Central

University of Waterloo Dinner a Step Closer to Skydome

By Staff

Where are they going to put everyone next year? This was the cry on everyone's lips at the 14th Waterloo alumni dinner. Approximately 1,000 people jammed the Royal York to schmooze, eat dinner and schmooze. This year's speaker, Andrew Altman from Washington, D.C., was left with a tough spot to fill, with his address not getting going until nearly 10 p.m. One of the long-time volunteers who has helped to make this dinner an institution, Joe Guzzi, was beaming throughout the evening, in the knowledge that the event puts the Waterloo school on the map in a way that other schools can only dream about. The dinner, liberally supported by planning firms, law firms and developers, also contributed significantly to the school and scholarship funds.

Heritage Act on the Threshold of a Major Breakthrough

Dr Robert Shipley, Waterloo professor and heritage consultant, joined Cathy Nasmith, heritage architect and activist (and former member of OPPI), in describing the long-awaited *Heritage Act*. The former *Ontario Planning Journal* columnist and editor of *Plan Canada* led attendees at the Canadian Urban Institute's October roundtable session through the "disgraceful" record of Ontario's position on heritage to the present day, where we stand on the verge of giving municipalities the power to halt demolition of appropriately identified heritage properties. Look for a full article on this subject in the near future.

Canadian Brownfields Network Holds Inaugural Meeting

The CUI's fifth annual brownfields conference was a popular hit, attracting delegates from five provinces. In addition to a packed program designed by OPJ contributing editor Steven Rowe and colleagues, Terry Boutilier from Kitchener and others, the event saw the move to two full days, the most successful CUI Brownie Awards to date—with winners from B.C., Alberta, Ontario and Quebec—and the inaugural meeting of the

Canadian Brownfields Network. Minister for Infrastructure and Communities John Godfrey spoke to delegates, recounting his introduction to brownfield issues as a result of having his constituency office across the way from one of Toronto's larger brownfield sites. The conference also provided participants on mobile workshops (brilliantly organized by Hon Lu of TEDCO) with insights into three waterfront areas that are being successfully regenerated. Presentations from the conference can be viewed at www.canurb.com.

Eastern

Thoughts of Public Land Management: OPPI Policy Symposium in Kingston September 2004

By John Meligrana

September's highly successful OPPI Policy Symposium on Public Land Management provided an opportunity to discuss the use, management, sale and redevelopment of surplus public land. It also encouraged OPPI members to consider the larger issue of the changing role of government in civil society, in general, and emerging new forms of urban governance, in particular.

Government land holdings in urban areas can be vast. This fact raises serious questions about how the management of public lands will impact urban development and the

quality of urban life. The use, sale and redevelopment of government lands, for example, can directly assist established planning goals of revitalizing inner cities, reducing congestion, remediating contaminated properties, and improving urban economies. More broadly, public land management challenges planning and land use theories that fail to adequately consider public and private decision-making behaviour with respect to public real property asset management and disposal.

Public real estate management is just one of many areas where government decision-makers are caught between the need to act like private-sector profit maximizers and the desire to do something that more directly and visibly benefits the public at large without appearing to be fiscally irresponsible. In terms of urban governance, critical to the success of urban regions within an increasingly fickle global economy is the manner by which these assets are governed. The effective management of government land holdings can contribute to the global success of urban regions.

Our understanding of the public sector's role in determining urban form through its direct management or development of land is weak, however. As a result, public-sector land management has been ad hoc. Officials in all levels of government have few guidelines or best practices to help in their land-use decisions. This also means that no framework exists to record any public goals that might occur serendipitously through ad hoc practice. As government land holdings will likely shrink over the next few decades, it is important that the current generation ensure that future generations are left with useful community assets



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gained from the sale of public lands.

The OPPI Policy Symposium provided OPPI members with an informative framework concerning how direct government involvement in land management, real property transactions and development can increase the richness of the possible factors that can shape our urban regions. It will help to contribute to our collective effort in working toward better urban environments. Thus, I greatly appreciate and thank the guest speakers including the keynote speaker Tony Miele; the expert panellists, Lori Thornton



Former women's prison

Comeau, David Dobson, Blair James, and Hok-Lin Leung; the workshop presenters, Robert Howald and Robert Dunn; the symposium chair, Julia Ryan; as well as the numerous sponsors (CMHC, Ontario Realty Corp., Canada Lands Corp., City of Kingston, Weston Consulting, Delcan Corp., FoTenn Consultants) and OPPI staff for contributing toward a truly informative symposium.

John Meligrana, MCIP, RPP, is a professor with the Queen's School of Urban and Regional Planning. He recently completed a term as an OPPI councillor.

Southwest

King-Sized Contribution on Mid-Sized Cities

By Amanda Kutler

Southwest District (SWOD) has been keeping busy with social and professional development activities. In October SWOD held a dinner meeting at the Holiday Inn in Guelph. Professor Mark Seasons provided an update on the status of mid-sized cities and sparked a lively discussion on the state of places where we live, work and play. Thanks to Marg Charles and the Program Committee for organizing another successful event.

Southwest District did their part in celebrating World Town Planning Day on November 8! In an effort to raise awareness of planning, Southwest District joined with the City of London Policy Planning Division to educate students at Lorne Avenue Public School about building great communities. Look for a future journal article highlighting this exciting event.

'Tis the Season for our annual Holiday Social. Planners attended Southwest District's Annual Holiday Social and Silent Auction at the Wings of Paradise Butterfly Conservatory in Cambridge. It was an enjoyable evening and the silent auction was held with all proceeds going to the Student Scholarship Trust Fund. Thanks to everyone who attended and supported this event.

Amanda Kutler, MCIP, RPP, is Vice-Chair of Southwest District and a Principal Planner with the Regional Municipality of Waterloo.

World Planning Day a Hit in Kitchener

By Joe Nethery

For a day, students got to tell city planners how a community should be built.

To raise awareness of and celebrate this year's World Town Planning Day, the Planning Students Association, Association of Graduate Planners and staff of the University of Waterloo's School of Planning, and planners from neighbouring City of Kitchener organized a workshop yesterday as

part of the city's "Kitchener by Design" initiative. For two hours on Monday morning, about 40 students gathered in small groups to propose how a new neighbourhood should be developed.

The subject lands for this workshop were located in southwest Kitchener. The land currently has farmland, a quarry pit and numerous protected wetlands, and is located near an urban development boundary. During the workshop, students were asked to plan a neighbourhood on these lands. Kitchener planning staff hope that better communities can be created through urban design. They also hope to refer to the workshop results as they prepare a master plan for the new neighbourhood.

"There are not many opportunities to [plan a new neighbourhood]," said Brandon Sloan, Senior Planner for the City of Kitchener and chief facilitator of the workshop.

Dr. Robert Shipley, a professor at the University of Waterloo's School of Planning, explained that this is because greenfield development opportunities are diminishing as the city builds towards the urban limit. "[Future planning workshops] should look at existing communities in the future and how we rebuild communities," he added.

The workshop proved to be very insightful as both undergraduate and graduate planning students got together and exchanged ideas on urban design and planning policies to be applied to their proposals. Issues they addressed varied from the environment and land uses to connectivity, walkability and the placement of focal points within the community.

Many of the students who attended the workshop enjoyed it. "I think it's neat to meet with actual planners and get an idea about what they do," said Jessica Bester, a second-year undergraduate student. "It's a good learning experience," added Jen Stewart, also a second-year undergraduate student. Even graduate students attending the workshop were impressed.

"I think it's a great idea to have a cross-section of students and city



Students help design community during WTPD04

[planning] staff involved together in this workshop," Dr. Shipley noted.

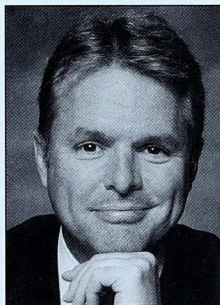
The idea of an international World Town Planning Day dates from 1949, when the late Professor Carlos Maria della Paolera of the University of Buenos Aires, decided to advance public and professional interest in planning, both locally and overseas. This year's edition, the 55th, is promoted by CIP and its affiliates.

Joe Nethery is an OPPI student representative for the Planning Students Association. He can be reached at 519-741-2987.

People

Vancouver's Larry Beasley Named to the Order of Canada

Larry Beasley, C.M., MCIP, Director of Current Planning with the City of Vancouver, has been named a Member of the Order of Canada. The official press release from the Governor General says, "Larry Beasley is recognized as an authority on urban development and urban issues. A senior planner with the city of Vancouver, he has played a leading role in transforming its downtown core into a vibrant, livable urban community. In doing so, he developed a participative and socially responsible approach to zoning, planning and design, which has become known internationally as the 'Vancouver Model.' His advice on ways to reinvigorate the urban environment has been sought by municipalities across Canada and by cities in the United States, China and New Zealand." Ontario planners know Larry as a frequent visitor who has participated in Toronto's urban design awards and spoken at the University of Waterloo alumni dinner. On behalf of Ontario planners, congratulations, Larry. You are a credit to the profession.



Larry Beasley, MCIP

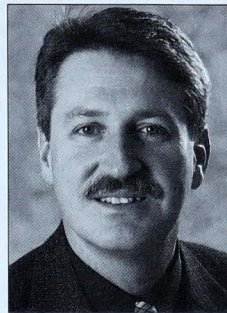
Ted Tyndorf has been named as the City of Toronto's Chief Planner. Like his predecessor, Paul Bedford, Ted worked at city hall

for many years before being elevated to his current position. A proud graduate of Ryerson's School of Urban and Regional Planning, Ted has a number of "burning" issues to address, including appointing a replacement for his old job in the department, and shepherding the official plan through the final stages of approval. He must also make sense of the challenges on the City's waterfront, where expectations for decisive action remain high.

After only five months on the job, **Ruth Coursey** has left the position of Director of Planning and Development for the City of Orillia to take on the role of Chief Administrative Officer (CAO) for the Township of Tiny. She was recruited for the position and felt it was too good an opportunity to pass up. She started her new job at the beginning of November.

Bryan Tuckey, Commissioner, **Ellen Ma** and colleagues **Catherine Resentara** and **Don Eastwood** were on hand at the Ontario Chamber of Commerce awards dinner to receive Community Export award for their economic development campaign in aid of business.

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.



Ted Tyndorf

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Behind the firm's growth is a team that is dedicated and professional, committed to providing excellent service. Pierre Chauvin and Brian Zeman of the Kitchener office join Glenn Wellings and David McKay as Associates of the firm. Dave Aston, formerly with the Regional Municipalities of Waterloo and Peel; and Nicolotte Horne, formerly with the City of Kitchener are strong additions to our team.

Nick Miele, an accredited landscape architect, has recently joined the firm and has over seven years experience in the private sector preparing landscape plans for industrial, commercial and residential site plans as well as preparing urban design guidelines and streetscape plans for new subdivisions, neighbourhoods and communities.

MHBC is growing and changing—our updated public image reflects that. Watch for the launch of the new website (www.mhbcplan.com).



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Editorial

Planning Reform. Calm Before the Storm?

By Glenn Miller

No surprise that the buzz at a recent large gathering of planners, lawyers and developers was heavily focused on the government's agenda for planning reform, the greenbelt and "Places to Grow." We overheard comments like, "There's good news and bad news. The good news is that the province is back in the planning game, the bad news is that the province is back in the planning game." This kind of remark speaks less to the substance of opinion than to nervous anticipation about the road ahead.

We know—all of us—that we are on the edge of a critically important time in Ontario's future. We may scratch our heads about some of the decisions being made (why, for example, would the government protect greenspace in North Oakville that has little environmental value but turn down the chance to swap these lands—already earmarked for development—with a similar amount of land that a multijurisdictional planning team has said should be preserved as the core of the area's ecosystem?), but we should also acknowledge the enormous amount of political capital being invested in the current agenda.

Regardless of where you come down on the issues—and goodness knows there is scope along the breadth and depth of these initiatives for a planner to be strongly supportive, irrevocably opposed and undecided all at the same time—we somehow know that this is an agenda that, for the first time in decades, is about taking risks and making commitments that go far beyond the term of a single government mandate.

The opinion column adjacent to this editorial strikes a fair balance between admiration for the boldness of the government's willingness to jump back into planning matters with both feet and sober analysis of issues yet to be addressed in detail. What do you think?

So where do you as an individual planner stand? We expect to hear from you. The next issue of the Ontario Planning Journal will see us launch into volume 20! What better way to start 2005 than with your views on growth management, planning reform and the return of the province to the planning arena.

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. Glenn is also a director of the Canadian Brownfields Network.

OPPI's Policy Development Committee has been hard at work over the past year on planning reform issues. These activities include consulting with members on key policy issues, meeting with Ministry officials from Municipal Affairs and Housing and Public Infrastructure Renewal, submissions to the government on a wide-range of planning reform issues and representing the membership in hearings at Queen's Park. Copies of the submissions and deputations can be found in the Policy Development section of the OPPI website at www.ontarioplanners.on.ca. The Committee encourages all members to participate in the formulation of OPPI's policy positions.

Opinion

The 50 Year, 10 million People Plan

By Bob Lehman

The McGuinty Government recently stepped boldly into the future, announcing specific plans for the creation of a 1,800,000-acre greenbelt as well as the introduction of the Greenbelt Protection Plan and the *Places to Grow Act*. The Greenbelt Plan builds on the Oak Ridges Moraine legislation, and together with the *Places to Grow Act* is perhaps the of the most significant planning legislation enacted by the province since the *Planning and Development Act* created the Parkway Belt in the mid 1970s.

Putting back the notion of "governing" into government, with these two Acts Queen's Park has significantly reversed a three-decade long process of absenting itself from managing the growth process. The Greenbelt Act effectively establishes a 40- to 50-year urban boundary for the GTA,

Hamilton and much of the Niagara peninsula. It completely precludes continued rural subdivision of land and significantly limits or precludes the growth of many potential dormitory communities (Acton, Orangeville, Stouffville, Uxbridge, Port Perry) beyond their current official plan permissions.

The growth limit is established by the southerly (northerly in Hamilton/Niagara) boundary of the Greenbelt, which extends almost 250 kilometres from the Ontario border to Northumberland County. This "Beltline" will provide certainty for quite some time to come if the will at Queen's Park remains firm, and in power.

The effect of the legislation and plan is to set out areas that will provide for growth for close to 50 years with an ultimate population in the GTA/Hamilton of about 10 million people.

A Sea Change in the Government's Role

Beginning in the mid-1970s, the province began a 30-year process of getting out of the planning business. By the end of the 1990s, following the formation of the Regions and Conservation Authorities and the delegation of subdivision and planning approval authority to regions and local municipalities, the province had almost no

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direct control of planning matters. And the only provincial body exercising control, the Ontario Municipal Board, was increasingly criticized for interfering in local matters.

After the Toronto Centred Region Plan in the early 1970s, which was never implemented in a coherent manner, most provincial initiatives affecting the urban structure of the province began with the notion that there was something that needed to be protected, rather than needed to be planned or managed. The line drawn between provincial authority and local role, clearly did not involve putting the line on a map but rather setting out what was important to the province (1970 Guidelines, 1980 Minister's Policy Statements, 1990 Provincial Policy Statement, 2000 Matters of Provincial interest).

Until 1993, the provincial interest dealt only with significant environmental resources or features, resulting in a planning system with the conceptual push-pull of constraints against opportunities. Left to regions, counties and local municipalities, this meant that the outcome of thousands of planning applications collectively formed the comprehensive plan for the Golden Horseshoe. Each application was based on the notion that "it could meet all criteria" rather than it being in conformity with a comprehensive plan. This was obviously tempered by regional official plans, but these suffered from a lack of coordination with provincial, or in some cases, even local infrastructure.

This "default" notion of planning justification was furthered by the many local decisions resulting in expansions to urban boundaries.

With the introduction of the Greenbelt legislation, the province has now defined "rural" lands as a resource that cannot be urbanized, joining "good agricultural lands," mineral aggregate resource lands, flood plains, provincially significant wetlands, cultural heritage resources, fish habitat, ANSIs and significant natural features. But what is important is that the province has drawn a line, and the line will be fixed.

The nature and importance of the resource will no longer be the battleground over which growth management is fought. Duelling environmental studies and major private applications for new communities should be a thing of the past. The combination of the two acts will:

- integrate provincial infrastructure investment and natural resource protection with regional and local land use planning through Growth Plans and strategies (which may be found in official plans);

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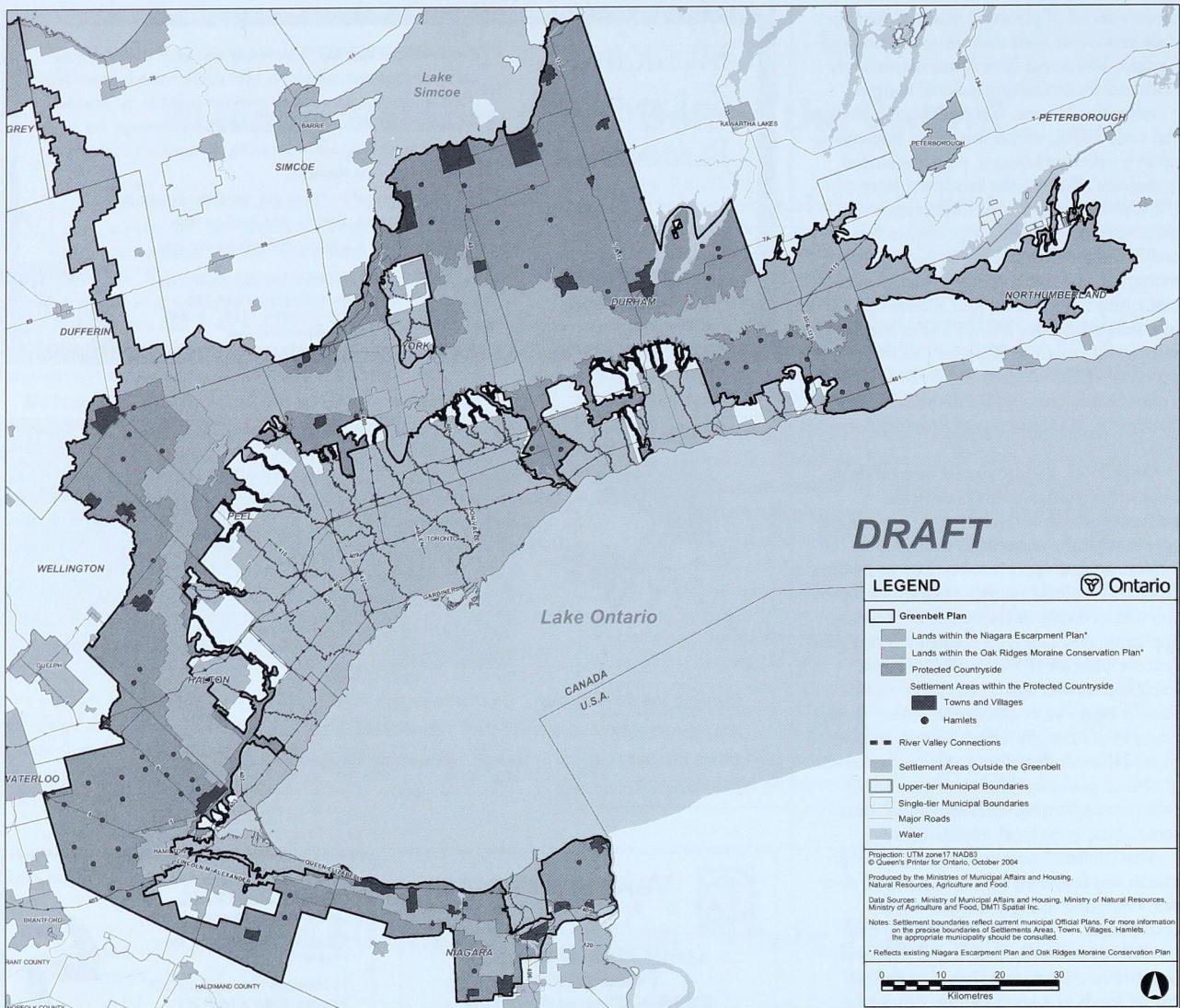


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The Greenbelt Plan can be seen in colour at www.ontarioplanners.on.ca/content/journal/journal.asp

- require all planning documents within the Greenbelt area to be reviewed and potentially rewritten;
- require all planning documents in Growth Plan areas (the entire Greater Golden Horseshoe to start) to contain growth strategies that conform to the Growth Plan established by the Ministry of Public Infrastructure Renewal;
- effectively define the next generation of communities.

In our view, we believe that the Greenbelt Plan and Legislation:

- Is long overdue
- Will go a long way to reducing uncertainty

- Is well constructed from a policy perspective
- Should result in the Development Permit system coming into use.

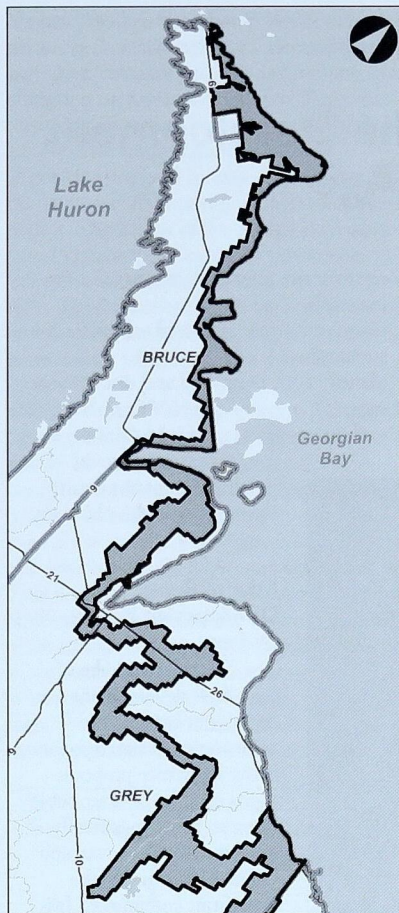
Winners and losers—depends on your perspective

There are considerable impacts that vary from municipality to municipality. For example, municipalities with large areas available for additional urbanization below the Beltline include Clarington and Caledon, while Richmond Hill has none and Burlington very little.

We have calculated the amount of land outside the Beltline (south) to be approximately 64,000 hectares. To put this in perspective, 61,600 hectares have been urban-

ized in the area since 1993. This amount of land will provide sufficient room for approximately 1.7M people and 84,000 workers in addition to the existing planned growth areas—if developed at 15 units per gross hectare, and allowing for the same ratio between population and employment as we have today;

If additional intensification outside of the City of Toronto is capable of accommodating a modest 20 percent of the anticipated growth (approximately double the proportion over the past decade), the total capacity of the GTA plus Hamilton will be 7.5M currently designated, 1.7M on lands south of the Beltline not now designated, and 0.7M from intensification in areas outside of the City of Toronto (0.5M is



The plan reflects existing
Niagara Escarpment Plan

assumed to occur in the City to 2031). This totals about 10M people. This would be roughly enough to accommodate forecast growth to sometime between 2041 and 2051, according to recent MMAH forecasts—close to half a century.

Almost all of the municipalities have areas of land to the north (or the south in Hamilton's case) that are outside the Greenbelt and thus effectively set aside for future growth. Those that are completely covered by the Greenbelt include Scugog, Brock, Stouffville, Georgina, King, and Orangeville. Caledon has a substantial area outside the Greenbelt.

Three areas being considered by the *Places to Grow* discussion paper as potential centres for growth are not limited nor dealt with by the Greenbelt, as they are outside the areas affected. These include the Fort Erie area in Niagara, Waterloo Region and the Barrie area. We anticipate that these areas will be the subject of the Growth Plans anticipated by the new legislation.

Of course, local servicing and regional transportation infrastructure will determine the specific areas and their timing for growth. If the Pickering airport and Highway 407 East proceed, we may see growth in the east matching growth in the west and north for the first time, an objective of the TCR Plan that was never achieved.

The legislation proposes that issues of water source protection will trump all other considerations. Watch for future work that may preclude some forms of development even within existing designated urban boundaries if they are identified as key headwater source areas.

The Places to Grow legislation will create a much stronger link among environmental impacts, infrastructure capacity and land use decisions—connections that have suffered with the lack of provincial direction. The more we write, the more we realize how much the system has suffered over the past two decades because of the lack of direction. And we realize how much all those involved in the planning process want and need the province to establish a plan, finance it and monitor its success.

Implementation— the devil is in the details

Some of the more important aspects of the new policies are:

1. No new Great-Lake based water and sewer systems, or extensions to existing systems may serve settlement areas within the "Protected Countryside," which are areas without a resource constraint in the Greenbelt. This will mean no extensions to the major servicing network to enable communities like Orangeville, Uxbridge, Port Perry, Beamsville, Grimsby, Niagara-on-the-Lake, and Stouffville to grow. Servicing capacities will be determined by local receiving streams and rivers—effectively these capacities have already been used.

2. The Plan will be reviewed in ten years and at that point "modest growth" for the identified Towns and Villages may be proposed, provided certain criteria are met. The criteria can be met now in many cases, so this provision essentially provides a decade-long respite from growth decisions and change, and a direction for "modest" change ten years from now.

3. Infrastructure will be permitted in the Greenbelt. The plan notes that the "Proposed Greater Golden Horseshoe Growth Plan contemplates that growth will occur south of the Greenbelt in the GTA and around existing priority growth centres

in southern Ontario." To facilitate this growth, the proposed Niagara to GTA (mid-peninsula), 407 East and GTA West Corridors are being contemplated to support the plan.

4. In the "Protected Countryside," existing uses may continue, lots of record may be built on if the existing zoning permits, and expansions to buildings and structures is permitted if urban servicing is not needed and the expansion does not impact any key natural heritage or key hydrologic features, which are defined. Implementing the conditions of expansions will cause some severe headaches as this will require the refusal of building permits through some mechanism until the zoning by-laws of the municipalities affected can be modified to require a planning approval.

This would be an ideal situation in which to apply the Development Permit system—approvals given at a staff level that cannot be appealed—and it would seem a reasonable alternative to what now only requires a building permit application.

Implementation of the Act and the regulations will clarify the implementation mechanisms and process.

5. Lot creation in the "Protected Countryside" designation will not permit any new residential dwellings. The Plan grants permission to create a new lot around a farm dwelling that is surplus but only if "no residential development is permitted in perpetuity on the retained parcel." The plan notes that mechanisms for creating the state of "perpetuity" may be recommended at a later date.

6. Amendments to the plan may be proposed only by the Minister of Municipal Affairs and Housing and may not reduce the area of land affected. Amendments will only be permitted in the interregnum if there is a "major unforeseen circumstance" or if the effectiveness of the plan would be threatened without an amendment or improved with an amendment. The policy structure and language is excellent.

This article is adapted from a MeridianMemo sent to the firm's clients and written by Bob Lehman, MCIP, RPP, with the assistance of Meridian partners and staff. Bob Lehman can be reached at bob@meridianplan.ca. Bob is a former member of OPPI Council. See also the Environment column in this issue about development permits.

See also www.gowlings.com for another excellent overview of the issues.

Environment

Cottage Country Visions—Waiting for the Development Permit System to Come of Age

By Samantha Hastings

It is early in the morning in Muskoka. Imagine you are sitting on the dock sipping your coffee, watching the mist rise off the water. As the sun rises, forested shorelines and rocky outcroppings become visible. A loon calls in the distance and the faint splash of a canoe paddle is barely audible in the tranquil water. This is a dream for some and a reality for others. In an article in the March/April 2004 edition of the Ontario Planning Journal, Stephen Fahner, Director of Planning for the Township of Muskoka Lakes, outlined the creative ways in which that Township is using zoning and site plan control to protect this dream. This article will explore other ways of achieving cottage country planning objectives using the new development permit system in the Township of Lake of Bays.

The Township of Lake of Bays is a community with a tradition of strong public leadership and participation in the planning process, both at the broad scale and on a site-specific basis. This was demonstrated through a community driven "visioning" exercise. This was the result:

The residents of the Township of Lake of Bays will nurture and sustain clean water, fresh air, natural shorelines, healthy forests and wetlands that will be the pride of the Province. We will offer an outstanding combination of economic opportunity, peaceful living and recreation. This is our dream and legacy for our grandchildren's children.

This visioning process was continued by Township Council in 1997 when they initiated the drafting of a new official plan. This exercise was undertaken as a joint planning project between the District of Muskoka and the Township of Lake of Bays and also included strong public participation through citizens' advisory committees and public open houses and meetings. The new official plan was approved in March 2000. It sets out the basis and underlying principles on which the development permit system is founded.

Following the completion of the official plan, Muskoka and Lake of Bays together approached the Province to undertake a pilot project to demonstrate the potential of the development permit system for the protection of the natural environment, particularly the "ribbon of life" along shorelines.



Photo: Michael Manett

Cottage country ripe for use of development permits

About the Development Permit System

Section 70.2 of the *Planning Act* allows a Development Permit regulation to vary, supplement or override any of the provisions of Part V of the *Planning Act*. Part V includes the sections of the Act that contain provisions with respect to zoning, holding provisions, temporary uses, cash in lieu of parking, site plan control, parkland conveyance and minor variances. In other words, a development permit system combines and replaces the separate approvals previously required for rezoning or minor variance and site plan approval processes. The *Planning Act* also establishes a flexible framework. This allows an individual municipality to tailor a system that best suits its own needs.

The Development Permit Regulation (Ontario Regulation 246/01, as amended) outlines a number of tools, which are not currently available under traditional planning processes. These tools enable a development permit by-law to:

- regulate site alteration and vegetation removal;
- incorporate standards and variations from standards;
- identify both permitted and discretionary uses;
- outline conditions required prior to, or as part of, an approval (development permit);
- streamline the planning process.

Lake of Bays Development Permit By-Law

The Township of Lake of Bays draft development permit by-law attempts to achieve that ultimate balance between private property rights and the broader public interest. More specifically, it implements the Township's Official Plan within the waterfront community. It is similar to traditional zoning by-laws in that it includes both general provisions which

apply across the entire area to which the By-law applies, as well as specific provisions for each Development Permit Area (zone). It differs from a zoning by-law in that it incorporates the additional tools that have been made available through the Regulation.

Site Alteration and Vegetation Removal

The Development Permit Regulation expands the definition of "development" as defined in Section 41 of the *Planning Act* to include site alteration and vegetation removal, and as a result these activities can be regulated in a development permit by-law. This is of particular importance in the protection of natural shorelines, the retention of vegetated slopes and the preservation of waterfront character.

It is not the intention of the Township to regulate vegetation removal and site alteration for the entire lot area of properties located along the shoreline, but rather to focus on the "ribbon of life," or the areas where development has the most potential

impact. As a result, the draft development permit by-law requires that a development permit be obtained prior to undertaking site alteration or vegetation removal along the shoreline, in wetlands, on steep slopes, and in identified natural heritage areas.

Vegetation removal in areas not specified in the by-law would not require a development permit. The intent of the by-law is to maintain 75 percent of a property's shoreline frontage in a vegetative buffer, wherever possible. This provision would be implemented at any time new development is proposed immediately adjacent to the shoreline.

Standards and Variations from Standards

Like a zoning by-law, the development permit by-law sets out standards for development (yard setbacks, lot coverage, building height). In addition, permitted variations from these standards are identified in the by-law, which provides additional flexibility. This flexibility is especially appropriate in a landscape such as Muskoka's, where setbacks often cannot be met due to physical constraints such as rock outcroppings, steep slopes or other sensitive features. In Lake of Bays, these variations have been divided into two categories—those which would require a

staff approval and those which would require a Council approval.

Staff Variations

Approvals have been delegated to staff where a proposal is unlikely to have off-site impacts and would previously have been dealt with as a site plan approval or would have been routinely approved through the minor variance process when the zoning system was in place. This class of development permit would not require consultation with neighbours prior to the issuance of a permit. The criteria (or tests) against which staff must evaluate an application for a staff variation are set out in the by-law, and include a review of the overall appropriateness of the proposal, confirmation that off-site impacts are unlikely and an assessment of conformity to the intent of the Official Plan and the by-law. There is also a process for referrals to Council if staff decisions are questioned.

Council Variations

Council approvals are required where it is more likely that a proposal could have off-site impacts that require mitigation. The criteria (or tests) against which Council must evaluate an application for a staff variation

are also set out in the by-law. Due to the greater potential for off-site impacts, these applications require notification to neighbours, and a public meeting, similar to the process for minor variances. It should be noted that although public consultation is built into this by-law, only the applicant may appeal the decision of Council.

Permitted and Discretionary uses

Like a zoning by-law, the development permit by-law sets out uses that are permitted as of right, subject to meeting the other provisions of the by-law. In addition, the development permit sets out discretionary uses, which are uses that would be permitted provided that additional specified criteria are met. For example, a garden suite (granny flat) would be permitted in a residential development permit area provided that it is temporary, smaller than the main dwelling and an agreement is entered into under the provisions of the *Municipal Act*.

Conditions

Conditions may be imposed both before the a development permit is issued as part of a provisional approval, or as part of the development permit itself. For example, if a dock



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was proposed in sensitive fish habitat, a fisheries assessment may be required before a development permit is issued. Any recommendations of the assessment, such as requirements to design the dock to be floating, or to revegetate the adjacent shoreline, would be addressed as conditions on the development permit itself.

When would a Development Permit be Required?

In most cases, a development permit is not required. Provided that the standards in the by-law are met, no permit is needed. This is a significant improvement over today's situation where a site plan process is often entered into in order to ensure that existing and future owners maintain shoreline vegetation through the registration of agreements on title. This type of process would no longer be necessary under a Development permit system because vegetation removal can be regulated within the by-law. A development permit would generally only be required for development immediately adjacent to the shoreline, development in or on a sensitive area such as a wetland or steep slope, or where a proposal does not comply with the standards of the by-law, or includes a discretionary use.

Where Do We Go From Here?

Township of Lake of Bays. Following a total of 17 public meetings, open houses and focus group meetings, as well as more than three years of regular meetings with a community advisory committee, the Township of Lake of Bays hopes to be in a position to pass a Development Permit By-law before the end of 2004.

District of Muskoka. Since 2001, Muskoka has been petitioning the Province to open up the development permit system through amendments to the Regulation, in order to enable its use throughout Muskoka. To date, however, the Regulation has not been amended and area municipalities within Muskoka continue to stretch and massage zoning and site plan tools in order to protect the natural environment.

Province of Ontario. The Regional Planning Commissioners of Ontario (RPCO) have expressed interest in seeing this system come forward for use throughout Ontario and Muskoka staff facilitated a themed joint meeting of the RPCO and the County Planners of Ontario in fall 2003. The objectives of the joint session were to establish an awareness of the state of the development permit system (DPS) and to explore opportu-

nities to improve the system. Twelve key recommendations were developed and were forwarded to the Province in an effort to advance the system as a viable planning tool for application throughout the Province. Eleven of these recommendations pertained to necessary modifications and clarifications to the Development Permit Regulation in order to make it easier to implement the system. These recommendations have not been acted upon to date.

The twelfth recommendation focused on the need for public and professional education regarding this new system. The Development Permit System is not yet operational in any of

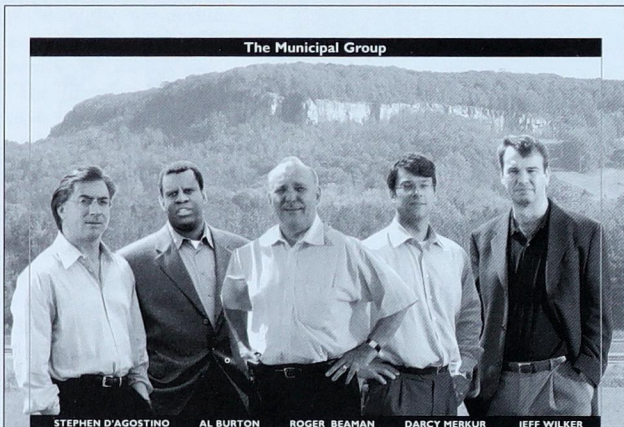
the pilot municipalities and is not well understood by the public, or by professionals in the planning and other related fields. As a result, education of the general public and the professional community is proving to be a significant challenge for the Township of Lake of Bays. Contributions in the areas of training and education from the Ministry of Municipal Affairs and other organizations such as OPPI would help in ensuring that professional planners in Ontario are aware and informed about this new system and would assist in moving the pilots forward.

Vision needs a push to be realized

In summary, the development permit system offers a great deal of potential in the protection of the natural environment, the introduction of flexibility into the planning process and the streamlining of approvals. It offers improved tools over traditional zoning and site plan processes in a landscape as varied as Muskoka's and will assist the Township of Lake of Bays in achieving its vision.

Muskoka and Lake of Bays planning staff have worked together with Township Council in order to design a development permit system that best suits the needs of Lake of Bays. This article would not, however, be complete if it did not recognize the vision shown by both Muskoka District and Township of Lake of Bays Councils. These Councils recognize that better planning tools are needed in order to protect the natural environment while accommodating appropriate development, and they are willing to try something entirely new in order to achieve their objectives.

Samantha Hastings, B.E.S., MCIP, RPP, is the Director of Policy and Programs for the District of Muskoka and is working with the Township of Lake of Bays on its proposed development permit system. She can be reached at 705-645-2231 or shastings@muskoka.on.ca. Other staff involved in this project are Marg French, Commissioner of Planning and Economic Development (Muskoka), Derrick Hammond, Director of Planning Services (Muskoka), and Steve Watson, Chief Building Official (Lake of Bays). 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 a director of the Canadian Brownfields Network.



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What technology can and can't do for your writing

By Philippa Campsie

Ah, technology. We have sophisticated computing power that allows us to model complex transportation flows or design buildings that seem to defy gravity. Yet no one has come up with a software package that can fix crummy writing.

The grammar checkers built into word processing software recognize only a small fraction of the writing problems in a document. Meanwhile, the most commonly used spellchecker (Microsoft's) is busy ensuring that the current generation of Canadian students learns to use American spelling.

It's easy to make fun of grammar checkers. They miss glaring errors, only to highlight perfectly correct bits of text. Their suggestions for rewriting are often ludicrous. They are weak on punctuation and useless on compound sentence structure. And although the Microsoft grammar checker claims to be able to spot "clichés, colloquialisms, and jargon," it ignores expressions such as "thinking out of the box" or "win-win solutions."

So is there anything that technology can do to help writers? A little. You can use it to eliminate minor errors and identify certain problem areas.

For example, 20 years ago editors and proofreaders had to memorize lists of frequently misspelled words, such as accommodate, desiccated, and liaison. Thanks to spellcheckers, it is rare to find them misspelled today, even in otherwise badly written text.

Microsoft Word will even fix your spelling as you go. If you type in "porblem," it will instantly alter the spelling to *problem*. But the best part of this feature is that you can add in words that you want corrected, such as words you tend to misspell in particular ways. Go to "Tools," then "AutoCorrect Options," and you can instruct it to change, say, the horribly embarrassing "pubic" to *public* automatically. Useful, since this is the sort of thing the spellchecker won't catch.

Another helpful feature of word processing technology is the search-and-replace function. I highly recommend it for getting rid of excess acronyms. You can also use it to check words that you know you often confuse: compliment/complement or alternate/alternative or principal/principle.

If you want some simple feedback on your

writing style, you might want to generate readability statistics. This function is attached to the grammar checker (it doesn't work if the spellchecker is used alone). To activate readability statistics in Microsoft Word, go to "Tools," then "Options," then "Spelling & Grammar," and click on the boxes beside "Check grammar with spelling" and "Show readability statistics."

Then, after you have finished a grammar check, a box full of readability statistics will appear on your screen. One useful statistic is the average number of words per sentence. If you have a tendency to write run-on sentences, a number such as 30 may alert you to a problem you should fix.

The statistics also provide the percentage of passive sentences. This is one of the mysteries of the system. Although the grammar checker itself routinely fails to highlight individual passive sentences, the overall percentage is generally pretty accurate. I typed in a dozen passive sentences, and ran the grammar checker. Although the checker highlighted only one sentence as it went through, the readability statistics at the end indicated that 94 percent of the sentences were passive, which is closer to the mark. Go figure.

Anyway, if the system suggests that more than 50 percent of your sentences are passive, you can go back and revise to lower the number.

Finally, there are two statistics that represent a combined assessment of the length of your sentences and the length of the words you use. This rather blunt measure of "readability" was developed in the 1940s by Rudolf Flesch and explained in his book, *How to Write, Speak and Think More Effectively*. You will see:

- a number out of 100—the higher the number, the more readable your writing;
- a number out of 12, which indicates the grade level of education your audience will need if they are to understand your writing.

Unfortunately, since the second scale stops at 12, it cannot distinguish text for which the reader needs a high school edu-

cation from text that requires the reader to have several graduate degrees. Still, the information has its uses. If you have been asked to write a pamphlet for the general public on, say, groundwater protection, and the readability statistics are 18/100 and 12.0, you will obviously have to edit your work. For public documents, you should be aiming at 50/100 or more for the first number and 10.0 or less for the second.

Of course, to get these statistics, you have to run the grammar checker. That's not a bad thing, for all its deficiencies. Even if it spots only a couple of run-on sentences, it's worth it. And you can customize it to some extent. In Microsoft Word, go to "Tools," then "Options," and look for "Spelling & Grammar." Under "Grammar" click on "Settings" and look at the possibilities. If you need an explanation of what some of these things mean, go to the "Help" menu and look for "Grammar options." Then run the program with a document you have written. See what it finds. It's rare that it doesn't spot at least a couple of sentences that can be improved.

And that's about it, unless you decide to invest in additional software. For example, Deloitte has created a program called Bullfighter that zeros in on business jargon. It's free and definitely worth a look: go to www.deloitte.com, and click on "Deloitte Tools."

But don't hold your breath for a technological fix to your writing woes. As for me, I'm not complaining. If technology could instantly improve documents, I'd be out of a job.

Philippa Campsie teaches plain language writing and is deputy editor of the Ontario Planning Journal. For the record, this article has 15.7 words per sentence on average, 4 percent passive sentences, the readability score is 50.8/100 and the grade level is 10.0.

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Urban Design Drives Kerr Village Makeover

By Moiz Behar



The way it is ...

Kerr Street in Oakville is a main street with an image problem. Much of the streetscape is low quality, a perception reinforced by vacancies and buildings in disrepair. As things stood before our study, with no incentives to attract new retail stores or a clearly articulated design strategy, it would have been difficult to compete for new investment in the Oakville area, let alone the rest of the GTA. With the help of an action plan recently adopted by the Town, there is now a possibility that some of these deficiencies can be overcome.

With support from the Town of Oakville's Planning Services Department, my team worked closely with community representatives, landowners, area councillors and Oakville staff to prepare an action plan to revitalize Kerr Street, stimulate redevelopment and bring new life to the area to restore its prominence as a vibrant commercial, residential and cultural area.

In addition to visiting some of the more successful main streets in the GTA, two key events that helped us get wider input from the community were an urban design workshop and an open house.

The study area was a 1.5 km stretch of Kerr Street in the Community Improvement Area bounded by the CNR tracks at the north and Lakeshore Rd. W. in the south.

Through the study process, the area was expanded to include peripheral residential lands to incorporate the infill development potential of the neighbouring areas.

The action plan outlined strategies in four key areas:

- Urban design
- Streetscape and parks

- Branding, marketing and attracting retail
- Planning and financial incentives.

The urban design strategy suggests how the area should develop in the future, based on urban design principles and demonstration plans to promote and guide such development. The urban design concept plan calls for redevelopment and intensification with a mix of uses throughout the Kerr Street Area, and identifies their locations.

The action plan identifies five areas of particular emphasis:

1. The Gateways—north gateway at Kerr and Speers, and south gateway along Kerr between Lakeshore and Rebecca
2. Kerr Village Market and Outdoor Market—The central focus
3. North of Speers—Major Redevelopment Area on the east and west sides of Kerr Street
4. Main Street Redevelopment Area—along Kerr Street
5. The precinct for sensitive infill—consisting of the residential areas that surround Kerr Street.

To underscore its emerging distinctive position in the larger Oakville community, the area has been re-branded as an “urban village” to convey the message that the area can become a vibrant main street located in a mixed-use setting. To help establish this new initiative, brand images have been created and included in the study for use in street signs, streetscape and gateway markers, integrated public art, and stationery.

Early in the study process, the participants



The way it could be

acknowledged that the Kerr Street area is a "product" that must be marketed to current and potential audiences. Accordingly, the marketing strategy identifies 11 action items. And to exploit its ideal geographic location within Oakville, the study recommends eight strategies to help attract new retail to Kerr Street.

After reviewing the experience of other municipalities that have instituted financial incentive programs, the study identified eight programs that should be used for Kerr Village:

- A Municipal Realty Tax Incentive (Tax Increment Grant)
- Design Guide Program
- Building Revitalization/Commercial Façade Improvement Program
- Contaminated Sites Grant Program
- Sign Permit Fee Exemption
- Development Charges Exemption
- Building Permit Fee Exemption
- Development Application Fee Exemption.

A lot more work still has to be done. If Kerr Street is truly going to become an urban village, a number of follow-up studies will be needed. Some are already under way, together with analysis and deliberations in cooperation with many municipal departments. These strategies, responsibility for which will be shared by the Town and the private landowners, are:

- Revise planning documents
- Develop detailed Urban Design Guidelines
- Create a Kerr Village Revitalization Committee/Developers and Builders Reference Group
- Assess financial impacts of incentive programs
- Conduct traffic and parking studies
- Review options for parks
- Refine the streetscape recommendations
- Vigorously market the Kerr Village brand
- Proceed with strategies to attract retail to Kerr Village
- Form an administrative body for the Kerr Village Outdoor Market
- Use the branding imagery
- Organize Design/Public Art competitions for selected projects.

The intent of the revitalization action plan is to guide these studies by reaffirming the Town's commitment to create a vibrant main street with a mix of land uses for the area.

Moiż Behar, MCIP, RPP, is the principal of MBPD Inc., a consultancy offering urban design and planning services. He is a member of the Urban Design Working Group.

Urban Design

Mississauga Urban Design Awards: Heading for Quarter Century of Excellence

Six outstanding projects were recognized for achieving Mississauga's highest standards in building design excellence at the 23rd annual Mississauga Urban Design Awards in November. The jury included Anne McIlroy and Karen Hammond, both members of the Urban Design Working Group, and Commissioner Ed Sajecki. Acting Mayor George Carlson, Councillor for Ward 6, said that the winners "represent not only great, distinctive buildings, they are true landmarks that will be admired and emulated for many years to come."

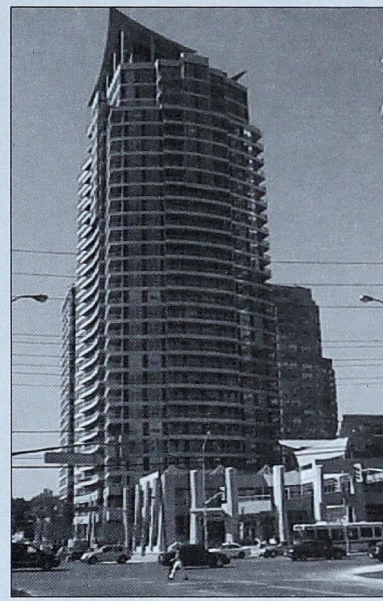
In a ceremony held in the Council Chamber of the Mississauga Civic Centre, Awards of Excellence were presented to:

- The Malton Community Centre (The City of Mississauga, Diamond and Schmitt Architects Incorporated, Moffet & Duncan Architects Inc. and Fleisher Ridout Partnership Inc., Landscape Architects);
- St. Lawrence Park (The City of Mississauga and John George Associates, Landscape Architects);
- The Regatta, Port Credit Village (Fram Building Group/Slokker Canada, Giannone Associates Architects Inc. and Baker Turner Inc., Landscape Architects);
- Erindale Hall, Student Residence, Phase VII (University of Toronto at Mississauga, Baird Sampson Neuert Architects and Janet Rosenberg & Associates, Landscape Architects);
- No. 1 City Centre—(Daniels Elm Corporation, Northgrave Architect Inc., JBM Landscape Architects Ltd. and Land Art Design).

An Award of Merit for Innovation was presented to Live/Work Units, Port Credit Village—(Fram Building Group/Slokker Canada, Giannone Associates Architects Inc., Baker Turner Inc., Landscape Architects)

Planning and Building Commissioner Ed Sajecki, added, "With this event, we acknowledge the tremendous effort the design and building industry makes to meeting the City's standards for urban design excellence and their role in making Mississauga a vibrant city." Copies of the

detailed Jury Report and photos are available to the media on line at <http://www.mississauga.ca/portal/residents/urbandesign> and by calling the media contact below or the City's Design Team in the Planning and Building Department at 905-896-5522.



No. 1 City Centre

(Cont. on page 32)



Ruth Ferguson Aulthouse
MCIP, RPP, Principal
Urban and Regional Planning

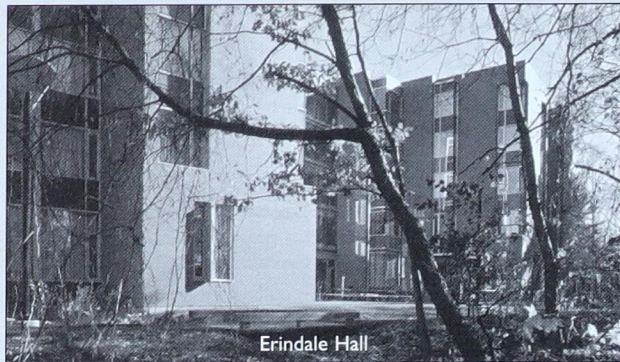
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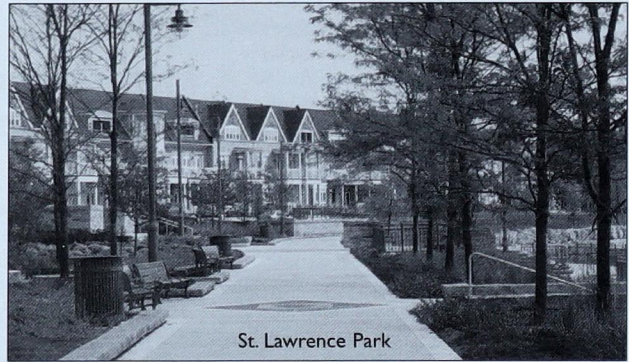
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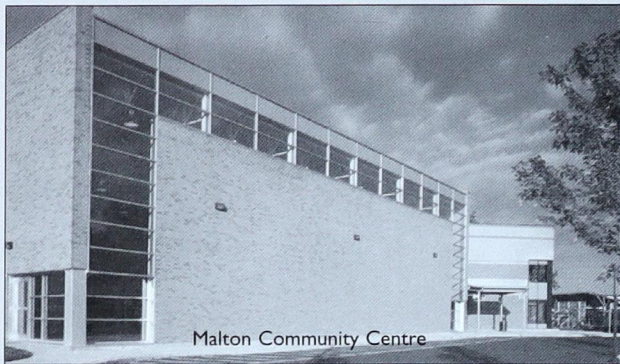
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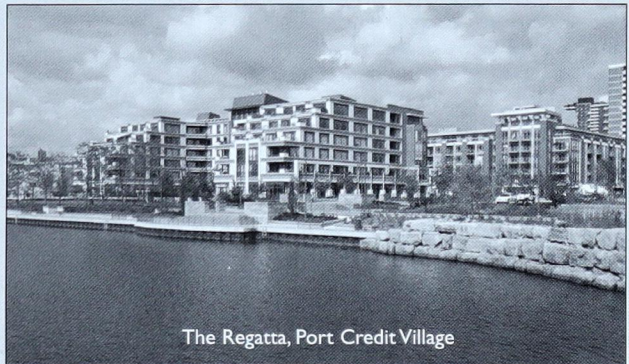
Erindale Hall



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The Regatta, Port Credit Village

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Thinking Big in Master Plans

By David Kriger

A new wave of transportation-based plans is making its way across the U.S. that could show Canadian cities the way to go. What's unique about these plans is their broad basis for involving the community. In many cases, they are initiated by a consortium of civic-minded leaders from all parts of the community, with government being only one partner among many. Transportation is not the only component of these plans (though congestion tends to be both the big issue and the key lever for action); nor does its presence in these plans obviate the legal requirement for long-range transportation plans by the Metropolitan Planning Organizations (MPOs—the coordinating body for transportation plans).

Two examples illustrate. The first is Chicago Metropolis 2020, which last year



won a major award from the American Planning Association. Created by key business leaders, this is a plan for the entire region that took a comprehensive look at the region's problems and how to address them. Prominent among these was traffic congestion—but the plan also looked at ways to reduce crime, improve air quality and improve early childhood education. The proponents of the plan point out that they

were able to raise issues—such as tax reforms—that could not be raised by a traditional government plan. Although the authors of the plans acknowledge that Metropolis 2020 obviously has no status, they believe that they have succeeded in putting several issues (including transportation) on the public agenda. I'd agree with that: I bought a copy of the 179-page report [hardcover!] at a bookstore in O'Hare Airport. The plan was developed with the help of consultants and even developed its

own transportation model along the way, but the report was written largely by a former General Motors executive who now practises law in Chicago. Key among these issues is a proposal for a new region-wide transportation agency to coordinate transportation and land use decisions: not unexpectedly, this has met with some resistance from existing planning and transportation agencies—but it certainly has the public's attention, and has given the business community a voice in the region's planning future. (See *Planning*, Vol. 70 No. 4, April 2004; and Elmer Johnson, *Chicago Metropolis 2020: The Chicago Plan for the Twenty-first Century*, University of Chicago Press, 2001.)

Envision Central Texas is a second example of a community-based vision and

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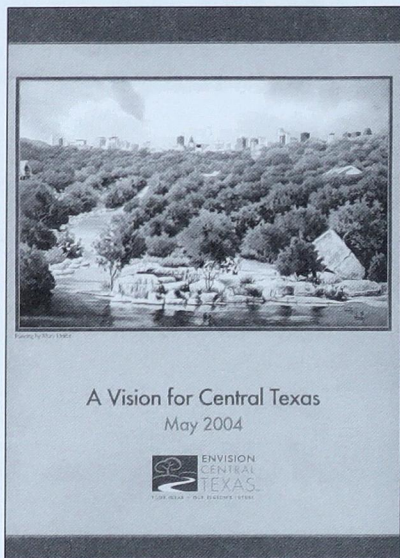
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plan. Centred about the fast-growing Austin region, the plan seeks to balance rapid population and economic growth—the region is a high-tech hub and the state capital—with preservation of the historic urban core and the surrounding natural environment. This plan brought together business leaders, local governments and the MPO, heads of the region's hospitals and universities, chambers of commerce and neighbourhood associations. A widespread consultation gathered the public's input (and that of other businesses and institutions) through the Internet, focus groups, open houses, newspaper inserts, special programs produced by the local PBS affiliate and workshops that aimed to engage a broader input from the business community. Community



surveys received 12,000 responses. Envision Central Texas came up with four growth scenarios, driven largely by transportation/land use options (sprawl v. concentrated development—yes, even in Texas—transit focus v. more roads). Funding was provided by local governments, the MPO, business leaders and community foundations. (See www.envisioncentraltexas.org for more information.) These plans are not perfect—the Chicago plan has been criticized as a top-down effort that is sparse on grassroots input—and it is too soon to tell how much success they will have. But

clearly they are forcing a very necessary debate on transportation issues, and have made it clear that the community as a

whole must be engaged in order to achieve urban goals. They have also explicitly made the connection between transportation, economic development, land use and quality of life in ways that no traditional master plan ever could. Imagine, for example, what we might achieve if we looked beyond the mandates and jurisdictions, at the what-we-can-accomplish together rather than who-should-do it approach? So much of today's transportation planning puts the onus on the public and on employers to change their auto-oriented behaviour: what better way to get everyone to take ownership than by working hand-in-hand with government for everyone's benefit? And how better to advance urban issues and funding among all three levels of government by linking societal, environmental and economic goals, problems and solutions in a community-based plan?

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

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Napa Story Reads Like a Soap Opera

Napa One More Time

This will be my last entry in the Ontario Planning Journal as Contributing Editor for "In Print." I started in this role because it allowed me to keep up to date on current planning related publications. Without pause I can say that this has been one of the most valuable learning experiences in my planning career. I have read numerous publications on a number of topics, some only vaguely related to planning, and been able to share my opinions with all of you through this venue. I may be leaving this role, but not leaving the Journal. I have offered to take over the role of Contributing Editor for Professional Practice and you will be seeing my contributions in the New Year.

Being part of the Ontario Planning Journal has forced me to keep up to date on planning issues, keep in contact with colleagues that I may have lost contact with. Quite often I find myself getting caught up in "doing the work" but not paying attention to professional development. Being part of the magazine has been a great benefit in bringing me back to focusing on developing my professional skills as well as providing a service to our clients. It has been fun, and I hope to continue to contribute positively to my chosen profession.

Now to introduce my successor. David Aston is a planner with MHBC Planning, a planning consulting firm based in Kitchener, Ontario, with offices in other Ontario locations. David has been a frequent contributor to the In Print section and I'm sure he'll do a superb job of providing interesting material for you to read.

I have completed one final review as the Contributing Editor for In Print, but it may not be my last. Hopefully you will find it interesting and entertaining at the same time.

NAPA: The Story of an American Eden

Published by: Houghton Mifflin Company
1990

500 Pages

In the July/August 2003 Issue of the Journal, I wrote a review on James Conaway's book, *The Far Side of Eden—New Money, Old Land, and the Battle for Napa Valley*. I received a response from the

readers like none before. Either development of prime real estate for agricultural (grape-growing) purposes is a hot button issue, or, many of the readers like to drink wine and appreciate an interesting story about its production before the liquid meets their lips. I presume the latter. That publication is actually the second written about Napa Valley and the recent history of viticulture development.

The publication I have reviewed for this issue is the first book written by James Conaway on the development of Napa Valley, California. It presents the early development history of the valley. It is quite astounding to see that many of the present day's winemakers are second- or third-generation viticulturalists in the Napa Valley.



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Photo: G. Miller

Warfare over the beautiful Napa Valley

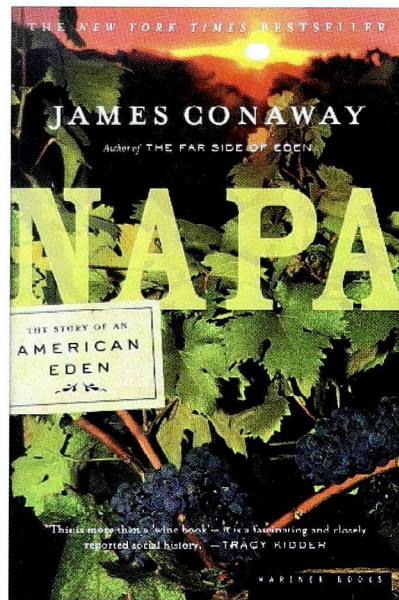
famous Neibaum-Coppola winery, and the Beaulieu Vineyards that is now owned by the third-generation "deLatour" family (now "dePins," through marriage).

One of the comments on the front jacket cover is from Tracy Kidder, who writes quite poignantly, "Napa is the story of an extraordinary American success, of family feuds and corporate intrigue, and of warfare over the beautiful Napa Valley itself. This is more than a 'wine book'—it is a fascinating and closely reported social history that illuminates the continuing struggle over the destiny of our open land." This sums up the book quite nicely and should pique the interest of anyone interested in wine, land, intrigue and entertainment all rolled into one.

When we hear about Robert Mondavi or drink his wine, we think of a man who is still in California today leading the industry and turning out spectacular, if not overpriced, wine for much of North America to enjoy. Through Conaway's narrative it comes to light that it was actually Robert's father, Cesare, who put up the money to support his sons, then watched them rip each other to pieces until Robert and Peter (along with his mother and sister) split apart to go their own ways. So if you're drinking a Charles Krug wine, it's actually the original Mondavi family winery started by Cesare many years ago, and now owned by Peter, his sister, Mary, and their mother, Helen.

The Robert Mondavi wine we know today came from a vineyard bought and cultivated by Robert alone after the family told him he wasn't welcome at their winery any more. Now, it looks as if Robert's two sons, Tim and Michael, will follow the same path as their father and uncle, with the struggle of operating a family winery in one of the best viticultural areas of North America.

This book, reads like a soap opera, with tales about the Mondavis, the origi-



nal Gustave Niebaum's Inglenook Vineyards, which has now become the



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.

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