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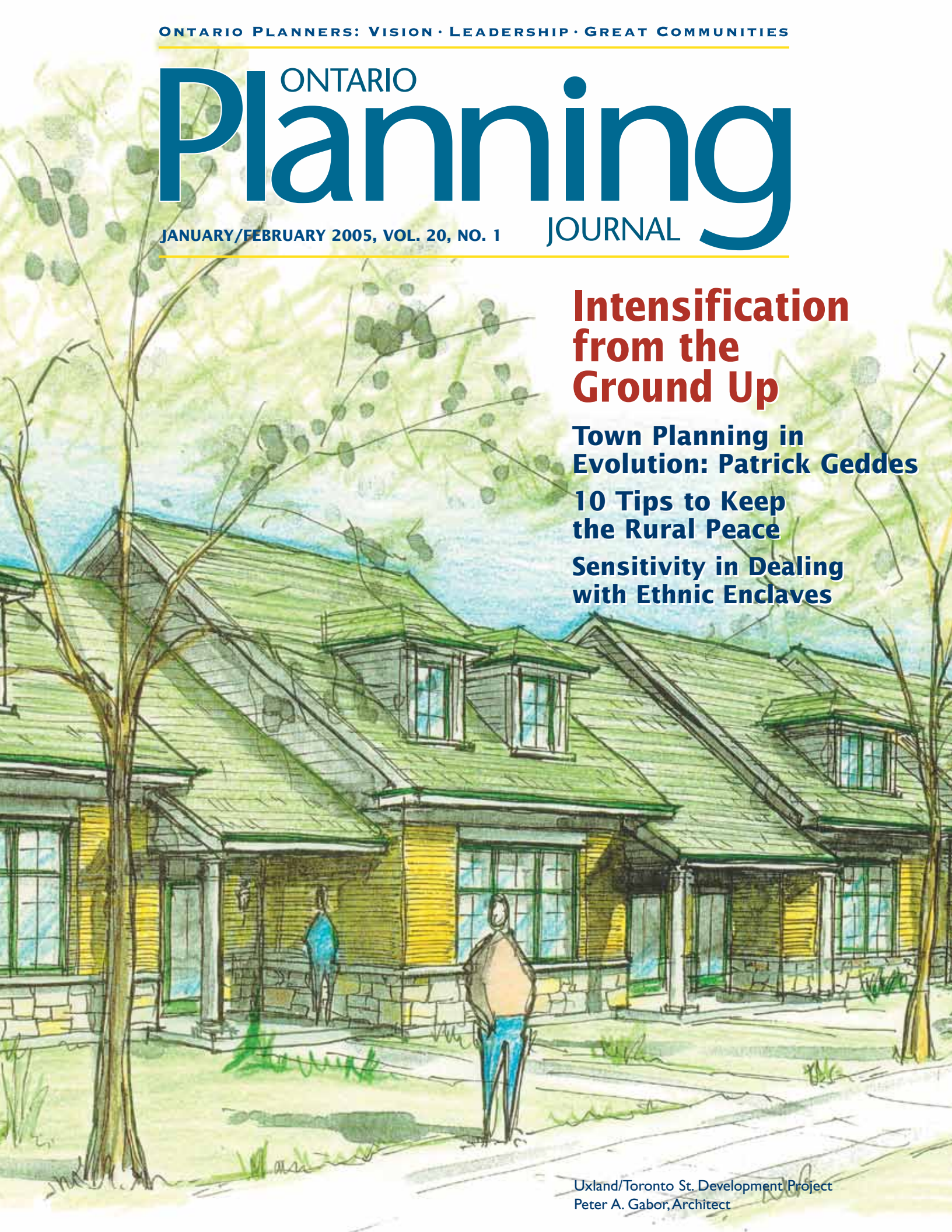
JANUARY/FEBRUARY 2005, VOL. 20, NO. 1 JOURNAL

## **Intensification from the Ground Up**

**Town Planning in  
Evolution: Patrick Geddes**

**10 Tips to Keep  
the Rural Peace**

**Sensitivity in Dealing  
with Ethnic Enclaves**



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# From the Ground Up

Liz Howson

**2**004 saw an unprecedented round of consultation on provincial planning initiatives, which included the proposed new Provincial Policy Statement (PPS), the Greater Golden Horseshoe Growth Plan Discussion Paper (*Places to Grow*), planning reform proposals and proposed Greenbelt legislation. A common theme was a focus on the importance of intensification to accommodate growth. In fact, the proposed revisions to the PPS go so far as to state that “intensification and redevelopment should be utilized before extending development into designated growth areas.”

More importantly, *Places to Grow* has acknowledged the need to consider the tools which can be used to achieve intensification. It suggests that “through the plan, we will continue to review the legislative and regulatory environment to ensure a level playing field for urban redevelopment and intensification.”

It is not clear, however, precisely how this will be done. References are made to specific approaches such as addressing the lack of up-front financing for brownfield remediation and strict municipal zoning regulations, matters over which the province has little or no control. So it appears that, while intensification is being put forward by the province as a panacea for all the growth-related issues which confront the Greater Golden Horseshoe, there is no clear “road map” that shows how such wide spread intensification can actually be achieved. As a result, there is a real concern that, as

.....  
**There’s no clear road map to show  
 how intensification can actually be achieved**  
 .....

with so many other provincial initiatives, municipalities are not going to be able to successfully implement this directive, because they do not have the necessary funding or tools.

To put this situation into perspective, this article begins a series that will examine what is already happening across the Greater Golden Horseshoe. The objective of the articles will be to look at intensification “from the ground up” across a range of municipalities and attempt to explore the barriers and opportunities which they face in dealing with such projects. The articles will also go behind some of the “Redevelopment Success Stories” cited in *Places to Grow* and look at the lengthy time period and “blood, sweat and tears” that have gone into those “successes.” The intent will be to establish approaches that lead to success, and specific actions that can be taken by the province to assist municipalities in achieving intensification. This article focuses on the Township of Uxbridge.

## Uxbridge—Intensification in a small historic town

At first glance, Uxbridge Township, which has been described as “A Rural Ontario Treasure,” would seem to be an unusual candidate for significant intensification. However, starting with the initial



Seniors residence brings intensification

regional plan in the 1970s, the Township and the Region of Durham established a planning regime using tools available under the *Planning Act*, which incorporated the key elements of the current provincial planning initiatives including:

- establishment of a Major Open Space System focused on the Oak Ridges Moraine where only limited development is permitted;
- strong protection for agricultural lands, which comprise the majority of the rural area outside the Moraine;
- growth directed to the Uxbridge Urban Area, and, to a limited extent, the hamlets;
- establishment of firm urban boundaries for the Urban Area;
- requirements for detailed studies, including a subwatershed plan and secondary plan as a basis for any expansion of the Urban Area boundaries;
- a firm policy not to extend “lake based” sewage and water systems to Uxbridge.

This planning regime, together with other factors such as the extension of Highway 407 eastward, the strong economy, the aging population and the demand for the “small town” lifestyle, has had the effect of limiting the supply of land. Uxbridge has also approved an unprecedented number of residential intensification projects in the Urban Area.

## Lessons Learned

What lessons can be learned from the Uxbridge experience?

*The policy regime at the provincial, as well as the regional/county and local level must be carefully “calibrated” to create an atmosphere conducive to intensification.*

In terms of the general planning framework, the policies of all three levels of government must be designed to ensure that a firm urban boundary is established, one which is appropriately balanced to create pressure for intensification, while still providing some opportunities for development in designated growth areas.

In Uxbridge, the Region and the Township used their best efforts to create such a situation. In particular, even designated growth areas are clearly phased to ensure “greenfield” development is carefully controlled. However, it was not until the province stepped in with the Oak Ridges Moraine Conservation Plan and the Greenbelt legislation, that the boundary could be really called “firm.”

The Gan Eden application, which was stopped by the Moraine legislation, threatened the boundary and while both the Region and the Township were committed to defending it, it would have required the dedication of extensive resources. In the case of Uxbridge, an increase in taxes would have been necessary to pay the bills for the OMB fight.

In terms of specific policies, the regional and local official plans must establish policies that provide the flexibility to permit intensification. The Region of Durham Plan includes general policies that encourage intensification, but it is the local plan which ensures that the projects can proceed with the minimum of “red tape” by:

- permitting both low- and medium-density residential development in the Residential Area designation and the Institutional Area designation where an existing institutional use is being closed, subject to certain conditions;
- permitting high-density residential development in a specific designation, but also in mixed-use areas without an official plan amendment.

In fact, only Project 1 in the table below required an official plan amendment.

*An elaborate bureaucratic process can frustrate applications for intensification.*

The Township does not have any planning staff. Planning services are provided on an “as required basis” by a planning consulting firm, and regional planning staff provide input as requested. As a result, the well experienced Council and staff work in a very “hands on,” informal fashion, which means that issues with an application are usually identified and addressed very quickly.

This is important for the small developers involved in this type of project because they can achieve an early degree of certainty about what will be required as well as the likely success of their application.

Developers know they will have to carry out certain studies and meet a variety of tests. They want to know the “rules of the game” as soon as possible, and don’t want the rules to change mid-stream. Most important, the rules need to be reasonable. Uxbridge can deliver this certainty because of its lack of bureaucracy.

Surprisingly, some developers have indicated that at the other extreme, the City of Toronto also delivers this. Toronto staff know what they want, set it out early in the process and don’t deviate (too much). It is the mid-sized municipalities that appear to have difficulty meeting this standard.

*There has to be a market in situations where development proceeds without special incentives.*

Through its policies, the Township has created a situation where intensification can proceed with a minimum of “red tape.” However, it has not been proactive in seeking out intensification projects, nor has it offered any special incentives for such development. All of the projects outlined in this article, with the possible exception of the mixed-use project, are aimed at the seniors market. The devel-

### Uxbridge Urban Area Intensification Projects 1999-2004

1. 4-storey, 60-unit life-lease apartment (51 uph) which replaced two single detached dwellings. Approved 2002. Complete.
2. 50-unit townhouse and linked bungalow project (20 uph) which would replace one single detached dwelling. Zoning approved by Council Fall 2004, under appeal to OMB by neighbouring apartment condominium.
3. Adult lifestyle residential community including a 3.5-storey, 56-unit apartment, 22 semi-detached units and 1 single dwelling which replaced four single detached dwellings and a vehicle repair business. Approved 2000. Semi-detached units complete. Apartment under construction.
4. Adult lifestyle residential community including a 83-unit retirement manor/community centre, 13 single dwellings, 69 linked villas and retention of the existing heritage dwelling. Approved 2000. Rezoning of retirement manor block approved by Township in Fall of 2004 to allow a 150-suite, 2-3-storey retirement home and a 3-storey, 40-unit apartment/clinic. Site plan application for first phase of retirement manor under consideration by Township.
5. Initial application 4-storey mixed-use senior citizens’ apartment with ground floor retail to replace a commercial building and 3 single detached dwellings. As a result of public concerns, plans changed to townhouses. Project under consideration by Township.
6. 31-unit, 3-storey apartment building which replaces a commercial garden centre. Zoning approved Fall 2004. Site plan application under consideration by Township.
7. Mixed-use project with commercial units on the ground floor and a maximum of five apartments and one office on the second floor. Development replaces an existing laundromat. Zoning approved Winter 2004.



Redevelopment of this site will see 32 units replace the original single family dwelling

approved Fall 2004. Site plan application under consideration by Township.

7. Mixed-use project with commercial units on the ground floor and a maximum of five apartments and one office on the second floor. Development replaces an existing laundromat. Zoning approved Winter 2004.

opers have done their market studies and established that there is a market for medium- and higher-density housing for that market. This is not “affordable” housing, although it should be noted that the mixed-use development and another project near it on a vacant site would appear to be designed to provide more affordable housing for all age groups.

*Residential development is occurring through intensification, but not commercial or employment development.*

The intensification projects in Uxbridge are primarily residential, with one exception, which has a small commercial component. The limited supply of land for commercial development has not resulted in applications for intensification. Rather the Township has received an application for an official plan amendment to redesignate residential land for the development of a supermarket and other commercial uses.

*A small town and a small project will be capitalized on by developers who are often local residents themselves.*

The projects in Uxbridge are not being carried out by well-known developers. Four of the seven projects in fact involve local residents and/or the landowner as partners. The others are small, often “one-person,” development companies or companies which specialize in retirement facilities. But small does not mean unsophisticated. The applicants either have experience with the development process and/or retain appropriate professional advice, usually architects, engineers and/or planners. Furthermore, because the principal is local, or the owner of the company, there is a commitment to a quality development which might not otherwise occur.

*No matter how good the project, the public will have concerns which will delay the process and result in modifications to the development. A proactive approach by council and staff is required to resolve issues.*

Intensification and public concerns go hand in hand and certainly the Uxbridge projects are no exception. The concerns usually focus on height and density, and, in all cases changes were made to the Uxbridge developments to reduce density and/or height, as well as addressing other issues, in response to the public input. Impacts on the natural environment have also been a concern in a number of the Uxbridge projects. To date, none of the projects has gone to the Ontario Municipal Board, largely as a result of the “proactive” approach taken by Council, staff and the applicants in working to resolve issues. In particular, Council has created a “culture” where issues and concerns are carefully considered, but which respects all parties involved in the process, including the developer.

*The Uxbridge experience offers lessons for other municipalities*

Each municipality is unique and its approach to the issues related to intensification will reflect its own perspective. At the same time, there is a lot of common ground and the lessons learned in one area may be applicable in another community. By sharing experiences and lessons learned, I hope we will all be better prepared to deal with the “brave new world” that the province is setting out to create. Future articles will build on that premise.

*Liz Howson, MCIP, RPP, is a partner in the firm of Macaulay Shiomu Howson Ltd. and the planning consultant for the Township of Uxbridge.*

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## Town Planning in Evolution?

Patrick Geddes influenced the practice of planning, urban design and ecology

Greg Lloyd and Deborah Peel

Significantly, 2004 was the 150th anniversary of the birth of Patrick Geddes, who is held to be one of the founders of modern town and regional planning theory and practice. His early interest in the natural environment and Darwinian theories of evolution informed his subsequent thinking with respect to city and regional development. Geddes's unfettered intellect made him a formidable polymath (Meller, 1990). In particular, he engaged with the connections between society and spatiality, method and outlook. In his 1904 Dunfermline Report, he noted: "place, work, family—region, occupation, life—geographic, industrial, and social wellbeing—these are but varied wordings of the threefold unity of life, work, surroundings—organism, function, and environment—which we are seeking to realise" (p. 218). These ideas offer much food for thought for today.

Indeed, Geddes synthesized insights from, and between, botany and the natural sciences, sociology, regionalism, urban design, economics, history, art, politics, literature, gardening, philosophy, education, printing, mathematics, public health, housing, music, and poetry. Moreover, Geddes put his ideas into action, and confronted many of the practical issues associated with implementation. In this way, he embodied the practice of town planning as an art and a science. Significantly, the American planner, Lewis Mumford, described Geddes as both an active thinker and a practical doer. The contemporary emphasis on delivery would appear to be a simple restatement of the ideas of Geddes.

Evidence of his experiential learning is shown by his involvement with Dunfermline. In 1904, Andrew Carnegie gifted the Pittencrieff estate to his home town of Dunfermline. The trustees invited Geddes to suggest how the park and the estate might be best developed for the community. This project provided Geddes with

an opportunity to explore his philosophy on the management of change. Indeed, Chadwick (1966, p.227) noted that: "The value of his scheme, and his book, lies not in the crude details of the photographs and sketches and in dissecting his layout in

exhibits [ . . . ] to the realisation that recreation is active both physically and mentally." Here we have it—an early statement of the very core of town and regional planning thinking and practice. Although we must take care to avoid an uncritical transfer of these ideas across time, the richness and holistic character of his thinking do chime with the contemporary agendas of spatiality in public policy.

Above all else, Geddes was an active observer and reflective practitioner, who rejected provincialism and specialization, and advocated democratic intellectualism or a generalist appreciation of society. He drew in particular on his extensive international travel to inform his understanding of city development and civics.

Thus, for example, a hundred years ago, he championed the concept of regionalism, "an idea and movement which is already producing in other countries great and valuable effects. It begins by recognising that while centralisation to the great capitals was inevitable, and is some measure permanent, this is no longer so completely necessary as when they practically alone possessed a monopoly of the resources of justice and of administration, a practical monopoly also of the resources of culture in almost all its higher forms. The increasing complexity of human affairs, with railway, telegraph and business organisation, has enabled the big cities to increase and retain their control; yet their continued advance is also rendering decentralisation, with local government of all kinds, increasingly possible. [ . . . ] We see, then, that the small city is thus in some measure escaping from the exclusive intellectual domination of the greater ones, and is tending to redevelop, not, indeed, independence, but culture individuality" (Geddes, 1904: p.216).

This lengthy quote is excusable because it captures so many concerns in contemporary planning practice. The reconfiguration



Patrick Geddes, c. 1886  
(from *Patrick Geddes, A Most Unsettling Person*, by Paddy Kitchen)

detail. It lies in many original contributions: to the part that the park can play in town life, linked to other urban spaces and buildings of sympathetic function; to the idea of the open air folk museum, the character and history of town and region expressed in living

of the nation state, the importance of city-regions, the spatiality of public policy, the role and location of the public sector in economic and social well-being, and the importance of place and cultural identity, are all pressing issues which would have been readily recognizable to Geddes.

For town and regional planners, perhaps, his principal contribution is the book *Cities in Evolution*, originally published in 1915. As Chadwick (1966) observed, this drew on the earlier Dunfermline Report. For Geddes, *Cities in Evolution* was, in part, “an attempt at the popularisation of the reviving art of town planning” (Geddes, 1949, p. xxix). In effect, and at that time and in specific circumstances, Geddes was seeking to champion planning and demonstrate and inform the importance of regulation in the face of market-led development and individualism. Further to justifying a case for the controlled development of land, Geddes emphasized the importance of evidence-based policy and intervention, as shown by his scientific “survey, analysis, plan” philosophy. This has a very strong resonance with contemporary planning practice. Moreover, in seeking to manage city development and urban change, Geddes eschewed simplistic interpretations of the relations between those interests involved in economic and social activities. His Valley Section approach, for example, brings together a sensitivity for history, culture, identity and environment in seeking to understand the processes of economic development and social relations. Do we do as much today?

*Greg Lloyd and Deborah Peel teach at The Geddes Institute, University of Dundee. They contacted with the Ontario Planning Journal during their visit to the joint conference in Toronto last summer. This is their second contribution. Greg can be reached at [m.g.lloyd@dundee.ac.uk](mailto:m.g.lloyd@dundee.ac.uk).*

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# 10 Tips to Keep the Peace

Today's farmers sometimes have to learn to be good neighbours

Wayne Caldwell, Jennifer Ball and Sarah Thomson

This is the first of two articles. This article focuses on the role of Local Advisory Committees in mediating disputes in the countryside. The second article will explore conflict associated with the operation of large livestock facilities.

The neighbour was perplexed, angry and confused. Why were tonnes of manure suddenly piled on the adjacent vacant farm? What would this mean for water quality? After speaking to municipal officials, it was suggested that she call the chair of the Local Advisory Committee. The chair, after initial inquiries, arranged a meeting between the farmer and neighbour and brought in an expert from the Ministry of Agriculture and Food. As it turns out, the farmer was composting manure for vegetable production. Once the neighbour understood this and it was confirmed that the approach to composting was appropriate, the neighbour was relieved. At the same time, the farmer went away realizing that even though he lived several miles away, he needed to do a much better job of communicating with neighbours. (Based on an actual intervention by a Local Advisory Committee in Huron County.)

Many changes have occurred in the countryside that contribute to conflict. These changes include the increasing scale and industrialization of agriculture, the proliferation of non-farm lots in rural areas, lack of personal connection to neighbours and the increasing expectations of society for a pristine environment.

There is the potential for significant harm to individual relationships, communities and even parts of the agricultural industry if conflict is not addressed and appropriate resolution processes explored. The establishment of Local Advisory Committees (LACs) is one informal approach that is suggested by Ontario's *Nutrient Management Act* to deal with conflicts related specifically to the management of materials containing nutrients (for example, livestock manure, fertilizer, biosolids).

An LAC is an informal, voluntary group who use a variety of techniques to resolve agricultural conflict. The *Nutrient Management Act* specifically indicates that the province may make regulations "providing for the establishment and operation of

local committees to assist in the . . . mediation of disputes in connection with the management of materials containing nutrients on lands." Nutrients, including manure, have generated much animosity in many parts of rural Ontario. The regulation provides LACs with additional responsibilities related to education and consultation. LACs are made up of local residents who have specific knowledge of agricultural practices and are trained in mediation techniques. The *Nutrient Management Act* regulation requires that a majority of the members be farmers, with at least one member being a non-farmer and at least one member being a member of the council or municipal employee.

Municipalities are being encouraged by the Act to establish LACs at the municipal level to contribute to alternate dispute resolution, but what role do planners play in forming these committees and why are they needed?

The publication *Community-based Strategies for Resolving Agricultural and Land Use Conflict*<sup>†</sup> explores why conflict resolution is needed in rural Ontario and shows how the three LACs that have been established in Huron, Perth and Oxford Counties work. The project also provides important resources for planners including two manuals, *Ten Steps to Creating a Local Advisory Committee* and *Conflict Resolution in Rural Ontario: Strategies for Responding to the Environmental, Economic and Social Impacts of Agriculture—Training Resource Materials for Local Advisory Committees*. A training video for local advisory committees is also available.

There are three key roles that planners can play in the establishment and ongoing work of these committees. First, their role is to be advocates for the process as a way of dealing with conflict in a positive way.

Their second role is to act as facilitators to bring a committee together. Planners are well-positioned in their role dealing both

with the municipal level of government and farmers and can act as go-betweens to implement a by-law to create a committee, facilitate meetings and establish a committee under the guidelines set out in the protocols while also facilitating the involvement of the Ministry of the Environment and the Ministry of Agriculture and Food.

Help for planners to determine whether or not a LAC should be established in their municipality and further steps to establishing a LAC can be found in the document *Ten Steps to Creating a Local Advisory Committee* summarized below:

## Step One—Is a Local Advisory Committee (LAC) needed?

Answering the following questions can determine whether a LAC is needed (1) Are there periodic conflicts between agriculture and residents, involving the management of nutrients? (2) Is there a need to educate people within the community about matters related to the management of nutrients?

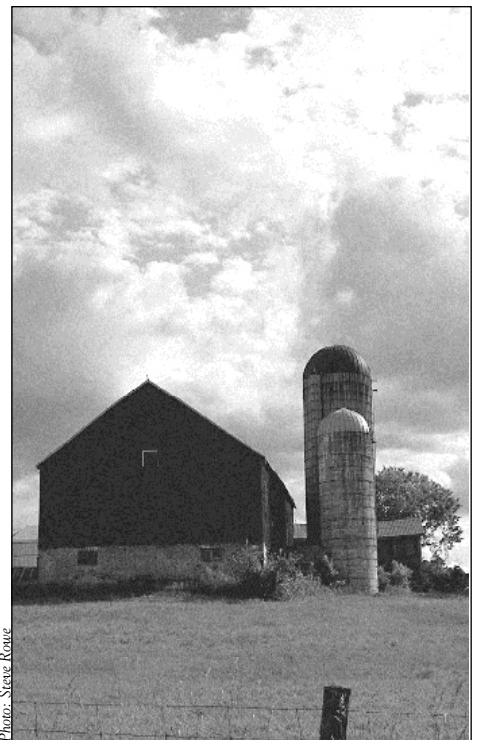


Photo: Steve Rowe

Farming practice as controversial as intensification



## Step Two—Become Familiar with The Nutrient Management Act

Familiarity with the *Nutrient Management Act* and the role of LACs is required. The legislation outlines a role for the LAC which includes mediation, education and consultation. The specific Regulation and Protocols also direct the activities of the LAC, its operations, and processes to be followed.

## Step Three—Who Should be on the Committee?

The Regulation identifies the general composition of the LAC including farmer, non-farmer and municipal representation. Municipalities need to carefully consider who will serve on the committee.

## Step Four—Establishing the Committee?

According to the legislation, the municipality must decide whether the upper- or lower-tier municipality establishes the LAC (the authors recommend that it occur at the County or Region level). The legislation also includes provisions for creating a by-law to officially establish the LAC.

## Step Five—Deciding on Approaches to Governance

Once the LAC has been established, the municipality must decide how it will approach its responsibilities. The regulation provides direction regarding the establishment of a chair and vice-chair(s) and rules of procedure.

## Step Six—What are the Options and How to Conduct a Successful Mediation

Mediation is one of the key responsibilities of a LAC. While the Regulation and Protocols provide considerable detail concerning how a complaint will be processed, the approach that a panel uses in investigating an incident is left to the discretion of the municipality and the LAC.

## Step Seven—Education and Awareness Building—Evaluating the Options

The Regulation indicates that another responsibility of the LAC is education, which can range from the provision of courses to awareness-building. The LAC will want to be sure that their activities are targeted to the needs of the community.

## Step Eight—Getting Some Training

The LAC will need to be appropriately trained, especially in the area of mediation. Committee members need to be conversant

with mediation strategies to ensure that their involvement helps to develop understanding and resolve issues. Following an appropriate approach to mediation greatly enhances the chances of success.

## Step Nine—Ongoing Monitoring and Evaluation

The final step in the establishment of a LAC is to consider how the municipality will monitor and evaluate its effectiveness.

## Step Ten—The Committee is Formed—Now What?

Once a LAC is established, it is important to communicate this to the community, including farm groups, the general public, government agencies and municipalities.

The third area where planners can be involved is in using their knowledge and experience with alternative dispute resolution to organize or provide the training to the committee (university or provincial resources may be of assistance here).

After a committee is established, the planner's role will vary, but might involve working with the committee in an administrative capacity. It is not likely that the planner will directly handle the complaints as this would undermine one of the key strengths of the committee, which is peer-to-peer mediation.

## References

† *Community-based Strategies for Resolving Agricultural and Land Use Conflict* was co-authored by Dr. Wayne Caldwell, Jennifer Ball and Alicia Evans, School of Environmental Design and Rural Development, University of Guelph and funded by the Canadian Agricultural Rural Communities Initiative, Ontario Ministry of Agriculture and Food, Ontario Pork, Sustainable Rural Communities and the Livestock Environmental Initiative. All of these publications are available online at [www.wayne-caldwell.ca/conflict\\_strategies.htm](http://www.wayne-caldwell.ca/conflict_strategies.htm). The training video is available by contacting Dr. Wayne Caldwell at [waynecaldwell@hurontel.on.ca](mailto:waynecaldwell@hurontel.on.ca).

*Dr. Wayne Caldwell, MCIP, RPP, holds a joint appointment between the University of Guelph and the County of Huron. He is director of this research project. Jennifer Ball, MCIP, is a PhD Candidate in Rural Studies at the University of Guelph. Sarah Thomson is a journalist who specializes in issues that affect rural Ontario. Wayne is a regular contributor to the Ontario Planning Journal.*



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# DELSCAN

# Dealing with Ethnic Enclaves Demands Sensitivity and Pragmatism

Can the demographic make up of Peel Region help us build better communities?

Mohammad Qadeer



Photo: M. Mianet

Integration of ethnic enclaves part of metropolitan life

*This is the second of two articles outlining some of the subtleties that need to be considered when dealing with statistics on ethnicity.*

**E**thnic enclaves arise from choices of location and housing made by households. Such enclaves are not planned or deliberately planted. They form incrementally with the convergence of “market” choices made by numerous individual households for a specific location. The presence of ethnic households in almost all parts of the GTA and the emergence of spatial enclaves in new subdivisions as well as old neighbourhoods suggest that immigrants and minorities are not being systematically discriminated against in the metropolitan housing market. Affordability is the main housing barrier for all households, including immigrants and minorities.

For many, community life in ethnic enclaves is more sustainable and satisfying. Large, concentrated ethnic populations build up thresholds that support ethnic stores, places of worship, community centres and language classes. They allow for efficient health delivery, educational and welfare services in culturally sensitive ways. From the metropolitan perspective,

ethnic enclaves add to the aesthetic diversity and functional complexity of an area. They break the monotony of the suburban landscape and can also be a boon for tourism.

Among the disadvantages of ethnic enclaves are the perceived segregation and isolation of immigrants. Yet, as the analysis of Peel Region’s enclaves shows, these disadvantages are far from pervasive; neither are enclaves devoid of internal diversity and mixing of social classes.

Undoubtedly social integration of diverse populations is both an ongoing process and a policy challenge in metropolises growing essentially by immigration. The question to ask is whether urban neighbourhoods are sites of integration, fostering social relations and community bonds. The evidence suggests that contemporary neighbourhoodliness is a limited and casual form of relationship. Workplaces, schools and other public institutions tend to have more of an integrative effect than neighbourhoods. A common ground of equitable and accessible services is more conducive to social integration than spatial proximity. Creating such a common ground is the appropriate policy approach towards ethnic enclaves.

## Parameters of Policy towards Enclaves

Public policy towards ethnic enclaves can be conceived as three different alternatives.

*First:* inhibit and diffuse concentrations of ethnic households and businesses. This is not a viable alternative, even if it was desirable. The Canadian Charter and the Constitution do not allow public regulation of the mobility and property rights of individuals. There are no policy levers to implement such a policy.

*Second:* take no action and let the market sort out people’s choice of neighbourhoods. To some extent, it is the present policy stance. Yet it does have social costs: uneven provision of services, unmet needs, community dissension about land use and services (such as controversies about the development of mosques, churches and funeral homes in many municipalities of the GTA). Sooner or later policy makers have to deal with the emerging social configuration of neighbourhoods. They may be muddling through, but their actions and inactions add up to a policy stance.

*Third:* accept and integrate ethnic enclaves in metropolitan (regional) structures and promote “unity of diversity” as the overarching theme of the urban landscape. In my view, this is the preferred approach. How can this approach be put into practice? Following are some policy hypotheses, expressed as imperatives.

- Two principles should underlie policy measures aimed at ethnic enclaves: social inclusion and integration. The first promotes equitable provision of opportunities and services for all, irrespective of ethnicity or class, and the second binds together divergent groups and communities into a cohesive mosaic, while sustaining their identities. These two principles balance diversity with unity.
- Regional and local plans should explicitly recognize promotion of community cultures, religious freedoms and human rights as goals of strategic, managerial and operational policies.
- Provision of infrastructure, local economic development and human services

for neighbourhoods should ensure equity of outcomes rather than the uniformity of programs. Practically, it means tailoring neighbourhood services and infrastructure to the stated needs of residents, rather than aiming to provide a standard package for all neighbourhoods.

- Neighbourhood needs combined with cultural sensitivity should guide programming and management of services.
- Neighbourhood needs should be met in linguistically and culturally accessible ways for residents, without being exclusionary. For example, signboards on stores may be in a heritage language, but they should also have English text to be comprehensible to others.
- The internal diversity of ethnic enclaves may be sustained by following good urban planning principles; namely, mixing of housing types, lot sizes and (compatible) land uses, adequate provision of services and promotion of community identities.
- Ethnic enclaves are reorganizing the commercial structure of localities. The traditional hierarchy of standardized neighbourhood, community and regional shopping centres is increasingly irrelevant. Ethnic malls and stores are intro-

ducing new thresholds for the development of commercial establishments. These thresholds have to be observed and incorporated into planning standards.

- Cultural and religious requirements should be recognized as legitimate grounds for minor variances and exceptions to zoning and site plan regulations. This criterion should be recognized in planning documents and decision-making.

Many of these norms and practices are currently being followed on a case-by-case basis. There is little new about them as individual items. My plea is that these matters be systematized and organized into explicit policies.

*Mohammad Qadeer, FCIP, RPP, (Ret.) is a Professor Emeritus, School of Urban and Regional Planning, Queen's University. He currently lives in Toronto. The first part of this article appeared in the November/December, 2004 issue of the Ontario Planning Journal and can be found on line at [www.ontarioplanners.on.ca](http://www.ontarioplanners.on.ca) on the members only side of the website.*

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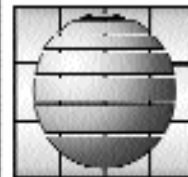


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## A Decade of Progress

*Don May*

It has been 10 years since the Legislature of Ontario passed the bill to recognize Registered Professional Planners in Ontario. The legislation required OPPI to maintain professional planning standards in Ontario. Our President at that time was Tony Usher and I asked Tony for his thoughts 10 years later. Tony Usher responded as follows:

"We expected the OPPI Act to gain us influence and members; it has. We expected RPPs to value their designation; they do. But the Act's longest-term project was to raise the lifelong ethical and professional bar for our members. Completing this project is the agenda and the challenge for the RPP designation's second decade."

In every initiative there are members who come forward to assist. RPP was achieved through the special efforts of the Private Bill Working Group consisting of Tony Usher, Mark Dorfman, Barbara Dembek, Joe Sniezek, George Rich and Philip Wong.

Since that time, we have initiated professional insurance and published standards of practice to better understand our Code of Conduct.

Continuing professional learning opportunities

are being developed in consultation with the Canadian Institute of Planners and all the affiliates to assist planners in maintaining and developing their professional skills.

Our conferences have grown significantly to meet the demands of our members for the best planning practices in all aspects of planning. The

Ontario Planning Journal has provided an excellent forum for us to be informed on the latest planning issues.

As part of our responsibility to the community, we are engaged in the development of public policy. In addition to the numerous submissions in 2004 on planning reform, it was my professional pleasure to represent the Institute at Queen's Park in making deputations to the Standing Committee on General Government regarding Bills 26 and 27. On behalf of all our members, I would like to thank

Melanie Hare and Greg Daly as well as all the members of the Policy Committee for their exceptional work.

Where will we be 10 years from now? We may have exclusive responsibility for specific planning functions such as Development Permits or Official



Don May



Former OPPI presidents Philip Wong and Barbara Dembek, prime movers on RPP, Mark Dorfman and George Rich, the current president in '94, Tony Usher, celebrate the launch of RPP at St Lawrence Hall in Toronto (Joe Sniezek not present)

Plan Amendment justification opinions if we convince governments that the public is better serviced by the standard of practice we can guarantee.

Our profession is relatively new—we have come a long way since OPPI was formed in 1986 and the members have supported every milestone initiative. We have evolved

in a way that other professions have turned to us for assistance. In 2006 we will ask John Livey and those responsible for the formation of OPPI in 1986 for their thoughts as to our first 20 years.

We can be justifiably proud of what we have accomplished, and, most importantly, let us never lose sight that it is the collec-

tive effort of all members that creates the reputation and recognition of our profession.

*Don F. May, MCIP, RPP, is President of OPPI, and heads his own planning consultancy, based in Burlington.*

*He can be reached at  
donmay@almostthere.ca.*

## Congratulations to these New Full Members for 2004

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Noel Bates  
Catherine Beck (reinstated)  
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Pamela Blais  
Jeffrey Brick  
Douglas Bridgewater  
R. Robert Brown  
Elaine Brunn Shaw  
Pat Busnello  
Lorena Byers  
Shawn Callon  
David Carruthers  
A. Wayne Caston, P. Geo  
Gabriel Charles  
Kant Chawla  
Ted Chlebowski (reinstated)  
Jane Clohecyc  
Eric Conley (reinstated)  
Ian Cooper  
David Corks (reinstated)  
Thomas Coyle (reinstated)  
Robert Crews  
Dennis Cuomo  
Ray Davies  
Vince Deschamps  
Rose Di Felice  
David Donnelly  
Jack Dougan  
Christy Doyle  
Lilli Duoba  
Mary Elder  
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Simon Farbrother  
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Susan Filshie  
Stewart Findlater  
M. Emilia Floro  
May Gabbour  
Geza Gaspardy  
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Antonio Gomez-Palacio  
James Goodram  
Paul Goodridge  
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Armine Hassakourians  
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Aaron Hershoff (transferred from API)  
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Ohi Izirein  
Joan Jylanne  
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Amanda Kutler  
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## Central

### Inspiring the Next Generation

In recognition of World Town Planning Day 2004, the GTA Subdistrict Chapter Program Committee hosted *Planner in the Classroom*, a second annual event that brought together planners and high school students from across the GTA for discussions about urban planning in their communities. This year's program was expanded to include students from every regional municipality in the GTA.

The *Planner in the Classroom* program introduced Grade 9 Geography students to career opportunities in the planning profession and an understanding of the community development process. With these goals in mind, our volunteers worked throughout November to speak to students in their classrooms. With the help of committed and spirited planner and teacher volunteers, we reached just under a thousand students this year, doubling last year's participation.

The response to the program has been tremendous, with volunteers being praised for their candid presentations and their ability to communicate their knowledge clearly through the use of examples relevant to students' own communities. As an example, volunteers responded to teachers' requests at Iroquois Ridge High School in Oakville to discuss local planning issues such as the Trafalgar Moraine and Oak Park. Teachers at Unionville High School in Markham chose to repeat the exercise introduced last year whereby students constructed 3-dimensional models of a sustainable city on a parcel of land in the community. These models were later judged by the planner volunteers, who evaluated land use compatibility, environmental protection initiatives, economic development opportunities, and awareness of social issues.

Clearly, the subject of urban planning is becoming a larger component of the high school curriculum, allowing professional planners to help educate young people about the positive impacts of urban planning and encourage public involvement in the decision-making process. The response was positive and there appears to be a lot of interest among both teachers and students.

The *Planner in the Classroom* program is part of OPPI's strategic plan to increase the

recognition of planning among the general public, emphasize the importance of planning as an activity, and recognize the contribution planners make to everyday life. The success of the high school student outreach initiative over the last two years and the anticipation of future events prove that there is an interest from both planners and teachers to share information about the profession and the process with youth. The success of this year's event is a credit to the Program Committee and all the planners and teachers who participated so enthusiastically.

*Christina Heydorn is a member of the GTA Chapter Subdistrict Program Committee and is a planner with Malone Given Parsons Ltd.*

### World Town Planning Day in Peterborough

The City of Peterborough Planning Division in conjunction with Erik Wilke Architect, Holy Cross Secondary School and St. Alphonsus Elementary School hosted a full-day community planning workshop for 20 local students on the big day.

The 20 students came from Holy Cross Secondary School—10 Grade 9 students—and St. Alphonsus School—10 Grade 8 students. Two grade 12 Holy Cross students also participated in a leadership-mentor role.

The workshop was held at St. Luke's Anglican Church in Peterborough from 8:30

a.m. to 3:30 p.m. Students learned about community planning and architecture and then proceeded to engage in small group activity (groups of four students, two from each school) addressing the future use of the St. Joseph's Hospital (East City) site. Using background information, a site visit and other resources, the students prepared detailed plans for the site. Two distinct development proposals were produced. Three groups advocated the redevelopment as a community recreation centre to serve Easy City. The proposals included a range of recreation, sport and leisure elements. The other two groups advocated a mixed development, incorporating commercial, retail and residential components.

The proposals were presented using concept development plans, block models and power point.

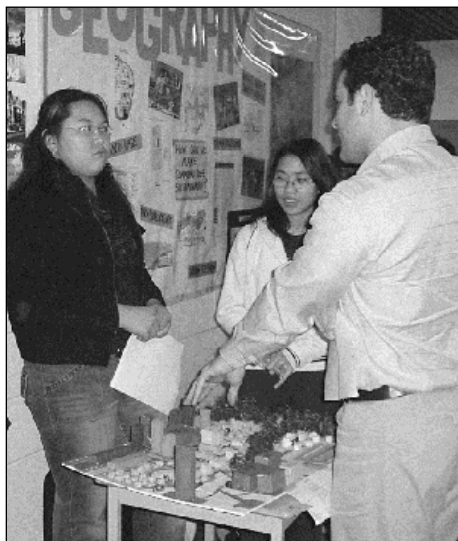
Kevin M. Duguay, land use planner, who organized the event, was impressed with the enthusiasm, efforts and results of the students. "The students grasped the basic principles of community planning and building architecture, and utilized this information to prepare interesting development plans for the St. Joseph's Hospital lands," he noted.

The event also served as a forerunner to the 2005 event to be held as part of the Community Centennial Celebrations.

## Lakeland

### Lakeland Planners "Festivus" a Hit

Lakeland Planners (Central District) held their third *Festivus* in late November. With almost 120 local planners and other professionals in attendance, this sold-out event raised over \$1,500 for the Central District Student Scholarship Trust Fund. The event was a smashing success thanks to the organizational skills of Lakeland Planners, and the evenings' coordinators: Brandi and James. This annual event has now raised almost \$5,000 for the Scholarship Fund! Michael Sullivan and Don May welcomed everybody, followed by great food and some very entertaining harness racing at Georgian Downs race track and slots, near Barrie. This year's event will be at the same location, so book



Students at Unionville High School explaining their model

early next year to reserve your spot!

Platinum sponsors included: AMICK Archaeologists, Bugar Rowe Law Office, and Elston Watt Law Office. Gold Sponsors included: R.J. Burnside Engineers, Triton Engineering, Hardy Stevenson Associates, Graham Wilson & Green Law Office, and the Ainley Group. A total of 10 Corporate Tables were also purchased to help support the evening.

Lakeland Planners Committee members are: Brandi Clement, Nancy Farrer, Lynda Newman, Christine Thompson, Janet Amos (Vice-Chair) and Michael Sullivan (chair). Anyone interested in joining Lakeland Planners should contact Michael Sullivan at 905-833-6897 or msullivan@lgl.com.

*Michael Sullivan, MCIP, RPP, is a Senior Environmental Planner with LGL Ltd. He is also chair of the program committee for Lakeland.*

Southwest

## UW Students Learn about OPPI and CIP

Andrew Mok

More than 90 students packed the Environmental Studies Building Courtyard at the University of Waterloo to find out about OPPI and CIP in mid-January.

The event was organized by the Planning Students Association, the Association of Graduate Planners and Dr. Mark Seasons to inform students about the benefits of student membership. Amanda Kutler, Director of Membership Outreach, and Mark Paoli, Membership Outreach Coordinator for Southwest District, spoke for OPPI, while Ron Shishido, President of CIP, and Susanne Glenn, the National Student Delegate from McGill's School of Urban Planning, spoke for CIP.

The speakers above briefly described their respective associations, the process of becoming a student member and beyond, the benefits of student membership, and the many current and future projects geared toward students. The students learned that:

- A student member of OPPI is automatically a student member of CIP.
- A student member of OPPI graduating from a recognized planning program does not have to take the Examination B once he becomes a Provisional member



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and needs to log and validate a minimum of 2 years' of relevant planning work experience.

- Student members may apply for a number of scholarships.
- There are many work and internship opportunities for students and graduates, both domestically and abroad.

There was also a plentiful supply of pizza to keep everyone's energy level up. Thanks to CIP, Dillon Consulting and the Waterloo Association of Graduate Planners for supplying the snacks!

*Andrew Mok represents fourth-year students at Waterloo. He can be reached at amok@fes.uwaterloo.ca. Or contact Joe Nethery, OPPI Representative (4A Planning) Planning Students Association at jcnether@fes.uwaterloo.ca or Christine Khandl, OPPI Representative (M.ES Candidate) Association of Graduate Planners at cjkhndl@fes.uwaterloo.ca*

## More credit due

Please give credit to Andrew Mok (4th year undergrad) and Wendy Sauder (Master's candidate) for the event reported in most recent issue.

*Joe Nethery*

## People

# Two Planning Professors Win CMHC's 2004 Excellence in Education Award Winners

**Nina-Marie Lister** is an Assistant Professor at the School of Urban and Regional Planning at Ryerson University responsible for introducing an

"ecological planning/design" stream into the urban and regional planning curriculum at Ryerson University. Nina-Marie's professional practice as a planner and landscape designer is predicated on developing ways to teach and learn about



Nina-Marie Lister

sustainability, ecological integrity, biodiversity and the effective integration of human settlement patterns into natural process in ways that honour and celebrate culture and nature.

CMHC noted that "Nina-Marie is a leader in collaborative planning and design activities as demonstrated by the Humberwood Centre in Toronto—a benchmark project in innovative planning and design. Nina-Marie's approach to education is to learn by doing and to overcome the artificial divisions between "theory" and "practice" while practicing "reciprocal learning"—a philosophy that is paying huge dividends in developing the great minds of tomorrow."

The second professor acknowledged by CMHC is **Dr. Pamela Robinson**, a Lecturer in the Urban and Environmental Studies Department at Innis College, University of Toronto, who is also committed to advancing learning and education on sustainability. Pamela's recent thesis paper for her PhD in

Environmental Geography was responsible for initiating research partnerships with FCM and the Municipalities Table (a working group of the National Committee on Air Issues), and was used by these two organizations to help develop the Canadian response to the Kyoto Protocol.

Pamela has taught a series of courses which partnered the University of Toronto with the City of Toronto and directly supported the work of the City's Sustainability Roundtable. This partnership allowed the students to experience a unique opportunity to apply their learning about sustainability in a real municipal context while assisting the City in achieving its sustainability objectives. Pamela has recently completed research for the Toronto Waterfront Revitalization Corporation. Pamela's partnership building efforts have successfully bridged the academic and non-academic communities, leading to rich student learning experiences and a broad sphere of influence.

(See Departments in this issue for information on how to nominate a leader in education.)

**Mohammad Qadeer and Paul Bedford**



Pamela Robinson

have been appointed as adjunct professors by the Ryerson School of Urban and Regional Planning. Mohammad's most recent article for this magazine appears in the features section. Paul Bedford retired last year as Toronto's chief planner.

Faithful readers will remember **Brenton Toderian** whose articles on retailing and

main street revitalization entertained us a number of years ago. After leaving MHBC Planning to move to the City of Calgary as chief subdivision planner, Brent has returned to one of his passions—downtown revitalization, still with the City but now looking at a broad mandate to push urban design and complete some interesting projects. You can renew your acquaintance by attending the CIP conference in Calgary this July where you will find Brent as your co-host.

**Bianca Bielski** is joining the City of Burlington as the Manager of Development Services, where she will manage planning, engineering, building and urban design. Burlington is moving towards creating a one-window approach to development approvals and in addition to that, Bianca will be involved in several corporate initiatives including downtown revitalization, the waterfront redevelopment and implementation of the Alton Secondary Plan. She is leaving the City of Kingston after two years there as the Manager of Planning. Prior to that she was with the City of Vaughan.

Office for Urbanism recently celebrated their anniversary with a memorable Christmas party. Partners **Jennifer Keesmaat**, **Antonio Gomez-Palacio** and **Harold Madi** are involved in a number of high profile assignments. Few come with more responsibility than the recent peer review of the Union Station Master Plan. The multidisciplinary team was put together by Bob Millward whose intimate knowledge of Union Station stems from his earlier tenure as Commissioner of Planning for the former City of Toronto.

*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.*



Brenton Toderian



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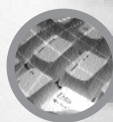
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# Looking Back, Looking Forward

**A**s you may have read in the President's message, 2005 is the 10th anniversary of the *Ontario Professional Planners Act*, 1994 (which came into effect early in 1995.). This event undoubtedly sparked a significant growth spurt in the rate of the maturation of the Institute. The RPP designation is having exactly the kind of impact anticipated by its authors.

2005 also marks the 20th year for the *Ontario Planning Journal*, your very own professional practice magazine – 115 issues and counting.

Just as Don May is able to point to individuals whose drive and ambition tipped the balance when it came to passing the Act, I can assure you that the *Ontario Planning Journal* would be nowhere without unflinching reader support and the collective wisdom of writers with opinions, knowledge and keen professional insight. From the tireless contributing editors whose columns are the core of the magazine to our diverse stable of feature writers willing to tackle almost any subject to satisfy our professional curiosity, to the faithful across the province who record the business conducted at local OPPI events and Council meetings –


these are the thousands of personal contributions that make it possible to publish a magazine like this one. Thanks must also go to talented photographers like Michael Manett, who has been providing top quality images for us from the outset.

To mark this milestone we changed the masthead and some of the typefaces. Hope you approve. Next issue we also plan to unleash a new column guaranteed to challenge the status quo. Paul Bedford has agreed to contribute his thoughts on issues that strike him as important. Hang on to your hats!

*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.*



Paul Bedford at work



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# Some Simple Thoughts on the "Energy Crisis"

Hans Blumenfeld



No shortage of wind in Canada

Ever since "Energy" superseded "Environment" as the favourite subject of concern and discussion, many people and institutions eager to sell goods and services and others even more eager to sell ideas, fads, or ideologies have hitched their wagon to this star. Apocalyptic and nihilistic fears and hopes abound, together with gospels of salvation.

In this Babel of voices, I have felt the desire to clarify the problem for myself and possibly for others by identifying the basic facts of the situation as I see it. I have added some thoughts about ways in which the situation may be improved by measures within the purview of urban and regional planning.

## Quantity

There is no shortage of energy, nor will there ever be. The sun is supplying our earth daily with an amount of energy about 20,000 times as large as our present wasteful consumption. In addition, a large amount of solar energy received during the past several million years has been stored in various forms.

Current solar energy is available both directly and indirectly. Direct solar energy is available for space heating as well as for thermodynamic and thermo (and photo) chemical processes. Indirect forms of current solar energy are falling water, wind, waves, temperature differences of different

layers of the ocean, and photosynthesis.

Stored solar energy is available in various forms: carbohydrates (plants, peat, lignite, coal, oil, gas) released by combustion; heavy metals (uranium, thorium) released by nuclear fission; magma, released in the form of heat; and movement of earth and moon around the earth's axis at different speeds, released by tidal movement.

## Nuclear Fusion

While all forms of energy so far used by man for constructive purposes are solar; a non-solar source, a small scale repetition of the process by which the sun "produces" energy, nuclear fusion, has been made available for destruction in the form of the hydrogen bomb. Experimental power stations using nuclear fusion cannot be called "power plants," because their output of energy is smaller than their input. To my layman's mind the as-yet-unsolved problem of an improved input-output ratio looks less formidable than the solved problem of containing a process at a temperature of millions of centigrades. Therefore I estimate that there is a fair chance that nuclear fusion will become available as a major source of energy in the 21st century.

## Cost

The cost of energy is human labour. While energy is a free gift of nature, its utilization requires human labour on the entire gamut of

qualifications from "common labour" to "top level" scientists and managers, both in "current" and in "stored" form ("capital"). The two forms can be brought to a common denominator only by use of an interest or discount rate. The estimate of this rate introduces a subjective element into the comparison of the cost of different techniques of utilizing ("producing") energy.

## Long-term Trend

The cost of energy, as the cost of any product, is determined by the amount of human labour required to produce it, which varies with the productivity of labour. Ever since human labour emerged, productivity has been determined by the interplay of two opposing tendencies. Recourse from easily to less easily accessible natural resources has decreased, more effective techniques have increased it. At least since the Paleolithicum, the second trend has outweighed the first in every sphere of production, not least in energy. It can be argued theoretically that on a finite planet, the increase of productivity must ultimately come to a halt; but it takes extreme tunnel vision to see the OPEC action of September 1973 as this ultimate point.

## Price versus Cost

While the average real cost of producing energy has not increased substantially, and may even have declined since 1973, its real price has risen steeply. The price of energy, as of any goods produced under widely varying natural conditions, is determined not by its average but by its marginal cost, which tends to be much higher, being the cost of the unit produced under the least favourable conditions. In the years preceding 1973, the dominant oil companies and their associated governments had persuaded the oil-exporting countries to charge prices well below marginal, though above their average cost. Subsequently, after OPEC had been formed on the initiative of Venezuela, the exporters decided to charge the "normal" price, as determined by marginal cost. The period of low oil prices had made many potential sources of energy noncompetitive with that of oil, so that two-thirds of world demand for energy was supplied by the limited number of "conventional" oil and gas fields.

## Impact of OPEC Price Changes

The abnormally low price charged by the oil-exporting countries prior to 1973 has led to a neglect of other forms of energy production. In addition, it has encouraged extreme waste in the use of energy, in particular in the United States and Canada. In both respects, the

recent price increases are having a most beneficial effect. Belated attention is being paid to means to increase production and/or decrease consumption of energy, with widely diverging estimates of the economic, social, and environmental costs of a plethora of proposals.

These discussions are usually pursued within the context of a single nation. Canada, the world's most under-populated country, with per head of population, the world's highest consumption as well as highest potential for production of energy, has a very wide choice. However, as both limitations on production and, most importantly, dangers of environmental catastrophe are global, only a global estimate is meaningful.

### "Soft" Versus "Hard" Energy?

In current discussions, the challenge is often referred to as a demand to replace "hard" by

"soft" energy. However, this formulation is misleading, because it carries connotations of three different categories that are by no means consistently correlated:

- harmless vs. harmful to the biosphere;
- renewable vs. non-renewable;
- large-scale centralized vs. small-scale decentralized.

For instance, the Niagara hydroelectric plant does not harm the biosphere and uses a renewable source, but is on a very large scale and integrated into an even larger grid. By contrast, coal-burning fireplaces are very small and completely decentralized, but extremely harmful to the biosphere.

Only the first category—harmless to the biosphere—is absolutely preferable in all cases. A renewable resource is relatively preferable to a non-renewable one, because

exhaustion of the latter will raise its price steeply and eventually force the use of substitutes. These may be more expensive and/or less convenient; but they may also in the long run prove to be cheaper and more convenient. Decisions have to be case-specific, and may be questions of timing rather than of principle.

As for the current swing of the pendulum from a silly "bigger-is-better" to an equally silly "small-is-beautiful" fad, it derives its strength from a quite unrealistic equation between decentralization of decision-making, generally desired, and decentralization in space. In reality, the correlation between these two types of centralization tends to be inverse more often than direct.

There is also a notion that decentralization is a guarantee against breakdown of supply. This is true only if and when the decentralized source is supplementary to a centralized one. If the decentralized source is the only one, it is more likely to fail its user than is a centralized one, which usually consists of several parallel units.

The confused and confusing "soft-hard" terminology should be discarded. All efforts should be concentrated on the vitally urgent task of reducing the long-term threats to the biosphere. While the task of developing less dangerous substitutes for combustion and nuclear fission is inevitably a long-term as well as global one, conservation can be initiated at any time and on any scale; last and not least by planners in Canada.

*The late Hans Blumenfeld, FCIP, wrote the Plan Canada article from which the above is excerpted in 1980,*

*a quarter of a century before our current pre-occupation with understanding the implications of Kyoto. We would like to thank Hans's friend Antti Kotilainen OAA, RPP, for providing us with a copy of the original text. Hans died January 30, 1988. An appreciation of Hans's contribution to Canadian planning appeared in Vol. 3, No. 1. His Canadian writings are available in the Toronto Archive.*



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# From the Ground Up

## Part I—Sustainable Community Design in Pickering

Karen Nasmith, Ann Joyner and Catherine Rose

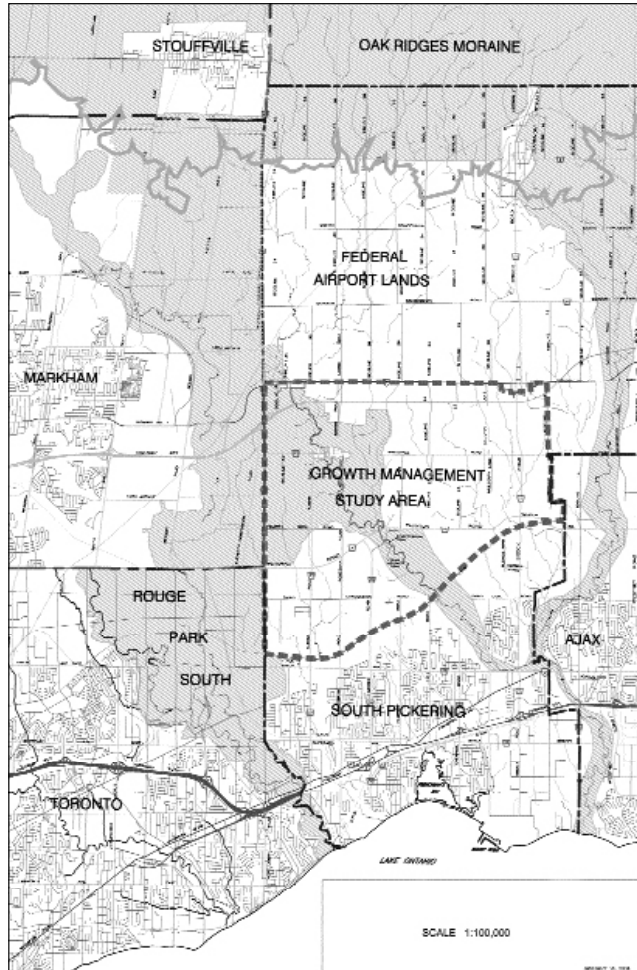
Taken together, strategic planning and site-specific community design provide a package to significantly improve community health and reduce the environmental load of communities. The following is the first of two case studies that apply sustainable design at different scales. The first article looks at how the City of Pickering took a bold approach to applying sustainability principles to their Growth Management Strategy. This strategic level planning study lays a critical foundation of aggressive environmental protection and sustainable community planning that will support all future site specific design.

The City of Pickering began the Growth Management Study (GMS) in 2003. Pickering Council endorsed the outcome of the study in last June and adopted an implementing amendment to the Pickering Official Plan in December. The study aimed to identify the most appropriate lands to accommodate new growth in Pickering over the next 20 years (projected as between 60,000 to 90,000 new residents and 26,000 to 35,000 new jobs).

### Pickering's GMS

The study is a comprehensive review and analysis of Pickering's options for accommodating future urban growth. Phases 1 and 2 of the GMS identify the preferred growth option for the study area (bounded by Highway 7 to the north, the York-Durham Line to the west, the CP Rail line to the south and Sideline 16 to the east) while carefully balancing the conditions that are essential to sustainable development.

Phase 3 has begun and will develop neighbourhood-level sustainable designs with the assistance of funding from the Federation of Canadian Municipalities. Key features of the GMS and the resulting



Sustainable plan provides essential linkages between Lake Ontario, Oak Ridges Moraine and two major river valleys

Structure Plan (see plan below) are discussed in the following sections.

### Aggressive natural and cultural heritage strategy

Almost 50 percent of the entire study area is designated as part of the natural/cultural heritage system, providing broad links (2 to 5 km wide) between the Rouge River and West Duffins Creek, Lake Ontario and the Oak Ridges Moraine and a large countryside buffer around the historic hamlet of Whitevale.

Existing creek and river valleys, wetlands, woodlots and natural features are preserved

and integrated into the plan as community features, with public trails, where feasible.

With input from the local native community, the system also protects both significant archaeological features and more recent cultural heritage features and landscapes.

The community open space system will be designed to provide linkages to these natural areas as part of the community's interconnected public open space system, encouraging pedestrian and bicycle use. More specifically, existing natural features define boundaries to development areas and create a pattern of village-scale neighbourhoods.

Neighbourhoods are designed within the resulting tableland areas, taking advantage of views and pedestrian connections. The location of new roads and streets is intended to have the least possible impact, and parks, schools or storm water management ponds are located adjacent to natural heritage features and/or within the natural heritage corridors, forming a natural buffer from the adjacent neighbourhood.

### Agriculture within a Healthy Countryside

A comprehensive agricultural analysis assessed the overall capability and long-term viability of commercial agricultural production. Results show that farming can be economically viable if high-quality lands are protected and if opportunities beyond traditional agriculture, including agri-tourism, are promoted.

The GMS recognizes that the protection of agricultural land is critical to developing economic, social and environmentally sustainable communities, while balancing objectives to provide adequate land for housing, commerce, roads, utilities and, notably, the natural heritage system. Within this context, over 60 percent of the privately owned agricultural lands are maintained.

## Economic Development

Employment areas are integrated in the growth management structure plan at two levels. Specific areas are identified for traditional employment, including a prestige employment area along Highway 407 and an institutional node centrally located at Taunton and Whites Road.

Local employment will also be provided for at the neighbourhood level, by encouraging live/work opportunities in residential areas and mixing small-scale commercial with residential uses along main streets. The creation of local employment opportunities is a critical component of the overall sustainability of the area, both by ensuring its long-term economic viability, and by enabling residents to walk to work, cycle or take public transit. An estimated 28,000 jobs are provided for throughout the study area.

## Infrastructure and Transit Orientation

The analysis identified the optimal transportation and infrastructure network that allows for the cost effective extension of infrastructure and transit, and the sharing of services and facilities.

On a neighbourhood scale, this provides the opportunity for compact transit-supportive development integrated with a higher order transit network linking south Pickering to the Cherrywood and Seaton communities, and providing opportunities for future GO transit expansion. The community's connected street system and neighbourhood structure will be designed with focal areas of increased residential density and mixed uses to create a transit-supportive community.

## Mixed-use/Pedestrian-scaled Neighbourhoods

At the community-wide scale, the major commercial activities will be designed around mixed-use main street areas that create the potential to integrate retail, office, institutional and medium- and high-density residential components.

At the neighbourhood scale, land uses will mix varying residential densities, open space and institutional uses as well as local commercial uses and live/work opportunities. Distinct but connected neighbourhoods are scaled to pedestrian walking distances through a well-connected pattern of streets based upon provision of central, neighbourhood amenities, located within a 5- to 10-minute walking distance.

## Hydrogeological Evaluation

The study area contains significant, relatively undisturbed, cold and warm water streams and provides a vital hydrological function for the local and regional water resource system. A water balance analysis was conducted to ensure that the preferred land use plan protects water resources at a regional level.

Dealing with runoff from development will be a challenge, because the predominant soil type is clay. Although the plan will specify mitigation measures such as permeable pavers and exfiltration trenches it will also be necessary to ensure that buildings have small footprints and systems to capture or recycle runoff (such as green roofs).

## Integration that really works

Pickering's GMS took an integrated approach, incorporating the analyses of nat-

ural/cultural heritage, economics, agriculture, transportation, water, wastewater and stormwater infrastructure systems, and urban design.

The recommended plan represents a land use structure fundamentally linked to an environmental system, including ecological and cultural attributes, which will act as the backdrop for future development within the study area.

Phase 3 of the GMS will build on these achievements, providing more detailed plans for sustainable communities at the neighbourhood level, including recommendations for energy supply, building design and solid waste management. During this phase, the feasibility of requiring buildings to be consistent with LEED certification standards will be investigated; sustainability workshops will be held with the development community and guidelines developed to assist the municipality with implementing sustainable community design.

More information on the Pickering Growth Management Plan can be found on the City of Pickering website: [www.cityofpickering.com/standard/planning/index.html](http://www.cityofpickering.com/standard/planning/index.html). The Growth Management Study was led by Dillon Consulting and included Sorensen Gravely Lowes, Joseph Bogdan Associates, N. Barry Lyon Consultants, AgPlan, Lapointe Consulting, ENVision-The Hough Group, D.R. Poulton and Associates, Enid Slack Consulting and André Scheinman.

*Karen Nasmith graduated from McGill's School of Urban Planning and is a planner with Dillon. Ann Joyner, MCIP, RPP, is a partner with Dillon and a member of OPPI's policy committee. Ann was project manager on the Pickering project.*

*Catherine Rose, MCIP, RPP, is the Manager of Policy in the Planning and Development Department at the City of Pickering and was in charge of the City's input to the project.*

*The second article will move to a site-specific level and explore how the Toronto Community Housing Corporation plans to drastically reduce the environmental footprint of the proposed Regent Park Redevelopment.*

*Karen A. Gregory, MCIP, RPP, is the Ontario Planning Journal's contributing editor for Sustainability.*

## CMHC Recognizes Educators Promoting Sustainable Practices

Canada Mortgage and Housing Corporation's Excellence in Education Award (established by CMHC Ontario Region) recognizes educators who have integrated sustainable concepts in housing and community development into the academic curriculum with a view to positively influencing the work of students and the larger community. The goal is to pay special tribute to educators in Ontario for their outstanding educational contribution to sustainable practices to

acknowledge that exemplary education and innovative environmental planning are essential to the development of sustainable communities.

Do you know of instructors in Ontario who have inspired students to pursue sustainable practices in housing and community development?

Nominate them for Canada Mortgage and Housing Corporation's (CMHC) Excellence in Education Award for Promotion of Sustainable Practices. The nomination deadline is April 30, 2005. The nomination form and award criteria are available on CMHC's Web site at [www.cmhc.ca/ontario](http://www.cmhc.ca/ontario).

# What's Up Doc?

The Journal's very own workplace specialist,  
Dr. Foresite, offers advice for planners with personal problems

John Farrow

## Dear Doc:

Please, can you help me? I've been a planner for more than ten years. When I started, I found every day exciting. Every time I reviewed a new planning application or had to meet with a developer, my heart would beat a little faster and I couldn't wait to explore the issues and write a report. I felt so special to be part of the team creating a new city.

But things have changed. Over the past year or so, I seem to have lost all interest in planning—new applications lie on my desk unopened, and I keep putting off meetings, no matter who they're with. I just can't look applicants in the eye anymore. Each day seems the same: boring and monotonous. I just sit there staring at the ceiling. I still love my community, but I'm just not excited by my role anymore. My heart is full of dread as I walk up the stairs to my office each day. Please help me get the excitement back.

Yours desperately, Lost Libido

## Dear Lost:

It's not unusual for planners of your age to lose all interest in planning, so it's important that you understand that this is quite normal. Following the same routine over a number of years often leads to a decline in performance. It is also essential that you realize that there are things you can do to help rekindle the flame. But you must avoid the pitfalls of a "quick fix" that many resort to in your situation. There is no magic pill to be taken half an hour before the workday to increase your work rate!

Danger signs to watch for include the irrational desire to wear bow ties, grow a beard, dress in black or reveal your midriff. If you experience any of these feelings, you must seek professional help immediately by calling the OPPI help line.

The foundation of a happy planning life is a solid relationship between you and your profession. It sounds to me as though you and your muse have drifted apart and don't really communicate anymore. Avoid flirtations with special interest groups, read the Ontario Planning Journal from cover to cover and volunteer for an OPPI committee.

As a last resort, try reciting the OPPI code of ethics in front of the mirror in a wash-room in your work place. The trick is to keep going, even when someone walks in and sees what you are doing. If you work at it, you will soon find the old excitement returning.

## Dear Doctor Foresite:

I worked happily as a municipal planner for more than 20 years, but two years ago I was tempted by the excitement of the development industry and on an impulse joined a development company. The prospect of wearing sharp suits, taking municipal staff for expensive lunches and pretending I was doing business when on the golf course was irresistible.

Now, after only two years, I realize that it is impossible to work both sides of the street. I feel as though I am betraying those who have been close to me through the years. I cannot look my former colleagues in the eye any more. I want to go back to municipal planning, but I feel too ashamed. I am worried that they think I am tainted and won't want me back. What should I do?

Desperate in Ottawa

## Dear Desperate,

You are not the first planner to learn that the grass is not always greener on the other side of the counter. My advice is to acknowledge your mistake. Go back, meet with your old colleagues, make a clean breast of it and ask for their forgiveness and understanding. My guess is that they will be sympathetic and welcome you back with open arms—so long as you always remember to offer to buy the drinks.

P.S. Send that sharp pinstripe to the Goodwill.

## Dear Dr. Foresite:

I just graduated from Planning School and want to work in a planning office very badly. I want to have my own work-station and a place to put up neat posters about long-forgotten planning conferences I never attended. But when I meet other planners, I feel so shy I can't speak, and I am totally

intimidated by my inability to use planning jargon the right way. When I tried to talk about "policy creep" the other day in the pub, this really large planner took offence and threw me out. I feel so lonely. I am desperate to be one of the planning crowd, but am afraid I will always be on the outside.

Shy in Brampton

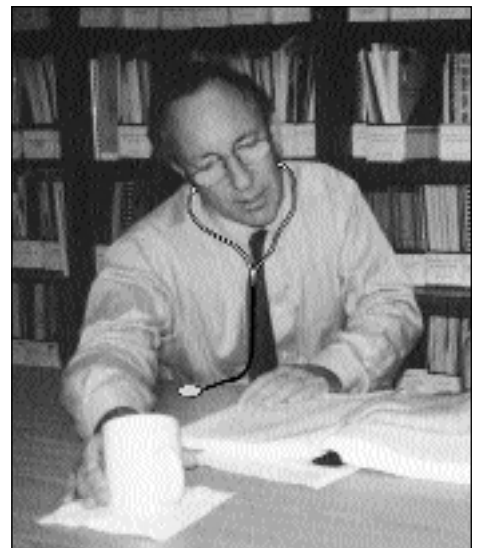
P.S. This is not my real name.

## Dear Shy:

It is not unusual for young planners to feel inadequate, but this feeling will pass if you practice being insensitive to real world economic conditions. I suggest a three-step program: (1) Develop your own lexicon (oops, list) of planning jargon. Words like "entropy" and terms like "modal split" can be inserted almost anywhere in a planning conversation to good effect; (2) Buy a new outfit at Value Village; and (3) Volunteer to help at an OPPI meeting and be deliberately vague if people ask you what you do. You will soon get hired and become one of the planning "in" crowd.

*John Farrow, MCIP, RPP, is the Ontario Planning Journal's regular management columnist, now also writing under the name Dr. Foresite, a recognized psycho-planner and therapist who provides advice to those with personal planning problems.*

*Unfortunately, the Doctor cannot respond to personal correspondence and those with an emergency should call the OPPI help line. In the next issue, look for advice directed to planning consultants and planners working in economic development departments.*



Doc. Foresite dispensing

# Master Planning in Cameroon

How many stand pipes should there be?  
As many as the municipality can afford

Shirley Crockett and Alan Buck



Local convenience, mostly bananas and ground nuts

**M**aster Planning in the Town of Wum, Cameroon (by invitation from the Lord Mayor) was a unique experience for us, our first time in west/central Africa. The official population was 51,000 (according to a census taken in 1986). Unofficially, our educated guess is that the population was probably about 81,000.

The town is located in the grasslands of Cameroon, a beautiful area with rolling hills, deep valleys and many beautiful streams. People appear to survive on a 19th century kind of agriculture, cattle grazing and crop cultivation, mostly corn. It is strictly subsistence, selling whatever little is left over to others. A constant pattern of corn, ground nuts; corn, ground nuts.

In preparation for the journey, we topped up our document case with the Clarrington official plan. It was an excellent choice because it had both rural and urban policies, was brand new, had all the latest bells and whistles such as policies and guidelines to promote healthy communities, growth management strategies and the ever-popular sustainable development. What it lacked in Cameroon's reality it

made up for in strong no-nonsense policies.

Highlights of the everyday reality of living in Wum includes the following: roads that require courage and lots of patience; potable water in some of the homes, but for most a stand pipe that you have to walk to, others have to walk to a nearby stream and chance the quality; no hot water system; septic systems for a few, a shared pit toilet for most; sporadic electricity, lightning outages are frequent during the rainy season; and walking long distances to market with something incredibly heavy on your head (if you are female).

What do you do when 40 people share a pit toilet? The World Bank says that the standard should not exceed 25. How many stand pipes should there be? As often as the municipality can afford!

Parts of Cameroon are still in the dark ages. There are no satisfactory answers why this should be the case.

Another very useful document was the Municipal Affairs dated, but reliable Settlement Guidelines. It helped us win arguments over locating schools closer to where the children lived. There was a practi-

cal reason of course. The ministry of education claims poverty and nixes more schools. This reality takes a serious toll on children's safety travelling long distances on dangerously narrow and busy roads. Not to mention hunger and resulting energy/learning levels. We initiated pedestrian walkways (by hiring a prison gang) but many more are needed.

The Settlement Guidelines also helped us convince the local council not to relocate the Bus Depot way out of town. The only people gaining from such a move would have been the motorcycle taxis and their owners!

A not very popular policy we touched on was the OMAFRA MDS (Minimum Distance Separation). Everyone does a kind of farming that can include goats, chicken, ducks and pigs. Since smell was not an issue (to them anyway), we tried to push an environmentally sensitive solution to the problem of polluting streams with pig manure. The pig sties are raised wooden affairs with a system of removable trays under the floor of the sty to catch and hold the liquid as a way of preventing it from flowing into the nearby streams (and there are lots of streams in Wum). Of course, that only works if the trays are emptied on a regular basis.

In the end we proposed growth through infill (to counter development that had already occurred out along the good roads. A special vented pit toilet was proposed in certain areas of town which purported to significantly reduce fly and odour problems. (There are serious typhoid, malaria and other water-borne diseases). More communal toilets (vented) were proposed. In addition, a more focused approach to water is needed, since there are too many separate catchment areas, with no overall plan for the entire area.

Finally, we tried to convince them to not bury Granny in the back yard (or the front, for that matter) in future. We were able to give the town an accurate assessment of where they are today and where they could be if they choose to enforce the planning policies. The most recent map they had was



more than 25 years old, with many inaccuracies. For their trouble, the town even got an A-Z for the 30 streets that we officially named!

After all is said and done, it comes down to implementation. There is little infrastructure to support good planning, however, and officials from the Ministry of Town Planning don't really seem interested. Funds are scarce and almost everything has been

devolved to the municipal level in an attempt to decentralize power.

We felt it was worth a try, though.

*Shirley Crockett, MCIP, RPP, and Alan Buck, P. Eng. volunteer with CESO and have worked in Guyana, Bolivia and Georgia on behalf of that organization.*

*They can be reached at crockettandbuck@aol.com.*



Landslide stops traffic for 3 days

Women walking to markets

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# Can't Get There From Here

Reverse commuting and spatial mismatch in the Greater Toronto Area

André Darmanin



Photo: M. Manett

Many residents of Toronto work in the 905, but have difficulty getting to jobs by transit

**T**his article introduces the concept of reverse commuting and spatial mismatch in the Greater Toronto Area (GTA). There has been much research on both topics in the United States, but nothing from the Canadian perspective.

Reverse commuting occurs when commuters from the central city travel to the suburbs for jobs. The combination of low-paying jobs in the suburbs and relatively affordable housing in the central city results in what is known as a spatial mismatch. (In other words, workers cannot afford to live near their jobs.) These issues are still a relatively new in this country and as a result are not dealt with explicitly in the various plans adopted in the GTA.

The spatial mismatch hypothesis was initiated by American researcher John Kain in the late 1960s. This hypothesis was based on housing segregation, employment opportunities and labour market performance in U.S. suburban centres. Because of the limited amount of Canadian census data based on race and place of work data, this article looks only at gender and income

Many companies of all types (financial, insurance, real estate industries, industrial

and commercial) have located in or relocated to the "905" region within the last 20 years. Many of the occupations in these industries are relatively low-paying and often involve shift work. This is obviously very difficult if the workers do not own vehicles, resulting in chronic tardiness and other problems. (This problem has been recently identified by York Region as an issue with implications for the economy as well as the social make up of the Region—Ed.)

Three key factors help explain why reverse commuting has grown so rapidly in the last decade.

1. Decentralization of employment. This has resulted from competition from the newer suburbs in land costs and rents, not only for residential, but also for commercial and manufacturing activity. This has also combined with the availability of expressway access and large sites suitable for one-floor manufacturing and warehousing functions in addition to some form of tax competition.

2. Location, Location, Location. Industrial parks and big box retailers tend to be located along highways and medium-

sized thoroughfares. What has become an American phenomenon or dilemma—however one will choose to look at it—has also become a Canadian one as well in recent years. It is apparent that the land use patterns of these industrial parks and big box retailers are not transit-friendly, which makes for long walking distances to and from transit stops caused by the enormous size of parking lots.

3. Advancement of technology. This has allowed for suburban back-office operations to communicate instantly and comprehensively with a centralized location in the core.

In all of these examples, employers are locating closer to labour markets and job decentralization has set the stage for increases in these non-traditional commuting patterns.

These reverse commuters can face various barriers. Because many of the jobs are entry-level, low-wage positions, it is extremely difficult for people to afford to travel to their employment, particularly when they are still getting established. Whether it is business or industrial parks, or big box retailers as pointed out earlier, these land use patterns are more appropriate for people who have access to a vehicle. Income constraints on poor households greatly limit their commuting options.

Reverse commuting can span many jurisdictions, complicating the ability for the traveller to coordinate timetables, routes and fare structures. Increases in commuting costs in both time and money for any given distance travelled is evident across the GTA. The costs of longer commuting for those obtaining such employment further from their homes will also reduce their wages (net of commuting costs) at suburban jobs. If net wages are reduced below the minimum acceptable wages of these workers, they will not accept employment at all, preferring to continue searching or to drop out of the labour force altogether.

## What is the evidence?

A review of the 2001 Transportation Tomorrow Survey (TTS) data shows that over 20 percent of reverse commuters in the 6-9 a.m. peak period and the 24-hour period live in Toronto and work in Halton, Peel or York regions. This was partly due to the rapid increase in the suburbanization of jobs in the late 1980s and early 1990s in these regions, particularly manufacturing, industrial and retail jobs. Since

many of these jobs involve shift work, part-time work or some other "flex" arrangements this is a genuine problem for many workers.

As for spatial mismatch, the evidence shows that the low-skilled job vacancy rate is higher than for central city firms. Low-skilled jobs workers have higher tardiness rates as a result of the amount of time it would take to travel to these places by public transit, which will eventually cause people to either quit or be terminated.

Preston and Cox (1999) state that historically, manufacturing and construction, along with consumer services such as retailing and the hotel industry, have provided entry-level jobs for immigrants who were not proficient in English or French, lacked the skills required for better jobs and whose credentials and experience were not recognized by Canadian employers. The decline of manufacturing has been accompanied by the rise of part-time, temporary employment in all industrial sectors. Both trends reduce the availability of the types of jobs that many immigrants once used to enter the labour market.

In particular, this has an impact on recent female immigrants who lack skills and who often end up working for the same type of company, predominantly those in the manufacturing sector in the suburbs. Although there isn't any standard research available in terms of associating immigration and gender differences with employment and travel patterns, there is good reason to think that there is some form of spatial mismatch occurring.

## Conclusion

The United States has historically paid more attention to collecting information on socio-demographic characteristics and commuting patterns than Canada, but if we are to get a handle on the dimension of problems such as "spatial mismatch," this is probably going to have to change.

GTA transit agencies have responded well to the reverse commuting patterns, given their current lack of resources. Although there are proposals on the table that would direct more funding towards transit, we need a stronger policy response similar to the TEA-21 initiative where grants can be used towards improving public transportation.

More research is needed to deal with problems such as spatial mismatch and its links with reverse commuting. Our transportation system will benefit.

*André Darmanin, BAA, B. URPL., is a recent graduate of Ryerson University's School of Urban and Regional Planning and also has a degree in Public Administration. Currently he is looking for work in planning. He can be reached via e-mail at [andredarmanin@sympatico.ca](mailto:andredarmanin@sympatico.ca) or by phone at 416-458-7355.*

*David Kriger, P.Eng., MCIP, RPP, is contributing editor for Transportation for the Ontario Planning Journal. He is also Vice President of iTRANS Consulting Inc. Contributions are welcome. Reach David at [dkriger@itransconsulting.com](mailto:dkriger@itransconsulting.com).*

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# Win Some, Lose Some

Condo storage locker not a land use issue

Paul Chronis

## Prince (Township) zoning by-law 2003-11

The Township of Prince enacted a site-specific zoning by-law amendment permitting a wilderness retreat cabin, up to a maximum of 65 square metres (700 square feet) of gross floor area. The limitation was imposed on the basis that once the number of year-round cottages reached a critical mass, the demands for municipal services would increase. The size was deliberately kept small to discourage conversion to year-round use.

The by-law was appealed by the owner of one cottage because the request for an expansion to 93.64 square metres (1,008 square feet) was rejected.

The Board was persuaded that, notwithstanding the relatively small impact of the proposed expansion, the potential existed to set in motion a chain reaction of incremental expansions and conversions that had the potential of leading to a demand for municipal services where none were provided. The Board concluded that a municipality that valued the preservation of the wilderness areas as its greatest natural resource was acting prudently in restricting the size of wilderness retreat cabins to 65 square metres.

Source: Ontario Municipal Board Decision

OMB Case No.: PL031034 OMB File No.: R030248

OMB Member: N. M. Katary

## Dunn v. South Frontenac (Township)

The appellant, an owner of approximately 63.5 acres of land in the Township of South Frontenac, sought permission to sever an 11-acre parcel of land fronting upon a seasonally maintained public road. As the road was not ploughed in the winter, the owners typically left the residence in November and returned in April of the next year.

The Township's official plan consent policies require that all new lots shall front onto and gain direct access from an existing public road, which is maintained year round by the municipality. Further, the policies require that the public road be of a reasonable standard of pavement or of gravel construction.

Having regard to the applicable plan, the Board found that the proposed severance did not conform. The Board accepted the evidence of the Township's planner that the consent failed in the following four areas, as assessed against the official plan policies:

- the proposal was premature because the subject property was inaccessible;
- the proposal did not conform to the South

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- Frontenac Official Plan;
- the road system was not adequate;
  - the proposal was not efficient as it might require the extension of municipal services 6.2 kilometres to service one lot.

Source: Ontario Municipal Board  
Decision  
OMB Case No.: PL030844  
OMB File No.: C030194  
OMB Member: J. R. Aker

## Commvesco Levinson Viner Group v. Ottawa (City)

An owner of land in the City of Ottawa appealed the refusal of the Committee of Adjustment for a minor variance to permit the conversion of a storage area in the basement of an existing 46-unit apartment building into two residential units.

The building, which is located in a residential area near the downtown, was built approximately 60 years ago. It covers almost the entire site. The residential designation under the relevant official plans promote the creation of residential units through infill and intensification. The plan includes goals and objectives to enhance and maintain the residential character of the area and improve the quality of the housing stock.

The applicant sought the elimination of the required amenity area required under the zoning by-law to permit the proposed conversion. None of the existing residential units provided amenity spaces as it was not required at the time when the building was originally constructed. Further, on the evi-

dence, the Board heard that it was common for buildings of similar age in the area not to have amenity space. It was noted, however, that there were ample available public amenity spaces in the vicinity.

A number of existing tenants attended to oppose the variance at the hearing. The change that had caused the most concern for all of the tenants was the removal of the storage lockers, as the apartment units' older vintage provided very little closet space. The tenants indicated that a loss of the ability to use this storage space caused an adverse impact as it would likely result in losing space within the apartment.

While the Board was sympathetic to the expressed concerns raised by the tenants, it noted that this was more akin to an issue between the landlord and the tenant and not related to the variance. The Board found that the storage locker did not constitute amenity space and therefore the loss of storage lockers will not result in any adverse impacts from a land use perspective.

In conclusion, the Board allowed the appeal and authorized the variance.

Source: Ontario Municipal Board  
Decision  
OMB Case No.: PL040023  
OMB File No.: V040010  
OMB Member: J. A. Smout

*Paul Chronis, MCIP, RPP, is a senior planner with WeirFoulds in Toronto. He is also a member of Council and the Ontario Planning Journal's contributing editor for the OMB. He can be reached at [pchronis@weirfoulds.com](mailto:pchronis@weirfoulds.com).*



Photo: M. Manett

Conversion from rental to condo an issue with many quirks

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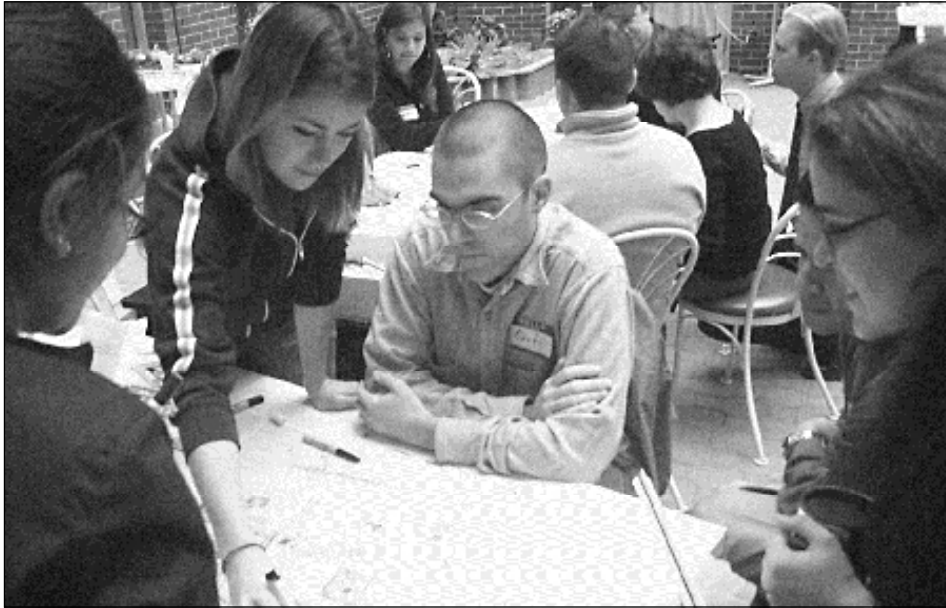
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# Will Junior Planners Become an Endangered Species?

A recent planning school graduate sounds a warning bell for the profession

Kyle Munro



Few options available to help graduates land that vital first job

**H**ighly educated yet lacking experience, many recent planning graduates are finding that there are few opportunities to apply what they've learned or hone their professional skills as practising junior planners. Many graduates like me are stuck in a classic Catch-22: you need experience to get a job, but cannot get a job without experience.

If anecdotal evidence picked up from conversations with fellow frustrated graduates from several different schools across the country is any indication, planning in Canada may be entering a period of crisis. That this kind of problem seems to be receiving little attention, despite its potential for serious long-term effects on the capabilities of the entire profession, surprises me. If qualified would-be planners—the successful practitioners of tomorrow—are finding it difficult to land entry-level work, with little change in sight, shouldn't the profession show some concern?

The majority of entry-level and junior planner openings in Canada these days require 1–5 years related professional experience.

There are few options available to help graduates meet the challenge of landing that vital first job and no shortage of people competing for the positions available. Even though CIP offers some internship opportunities, there is no formal structure in place involving potential employers that realistically improve the odds for planning graduates. Current options for countering this “experience gap,” such as volunteering and post-grad apprentice situations, are few and far between in professional planning and fail to address the basic needs of graduates to find ways of covering expenses and paying off the dreaded student loan.

As a recent graduate from an OPPI/CIP recognized Master's program at one of Canada's highly recognized research universities, I didn't foresee this situation when I was applying to planning schools some four years ago. Despite a solid undergraduate academic record, a strong track record at graduate school, a broad skill set and a willingness to work hard and relocate where needed, the breakthrough hasn't yet

happened. I never imagined that my job prospects for entry-level work would yield so little. Periodic success with contract work has not made a difference so far. While I remain optimistic, I know that there are many people experiencing the same frustration. And there is surely a limit to how long graduates can put their future on hold while they seek employment in their chosen field. Any suggestions on how we can work to fix this problem would be gratefully received.

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## Editor's note:

About a decade ago, young Ontario planners facing similar hurdles formed a network with support from OPPI aimed at helping their fellow graduates get a foothold in the profession. The results were encouraging. Ultimately, a recovering economy eased the pressure and the two instigators of this initiative have gone on to build successful careers (one as a consultant with a large firm and the other as an economic development specialist in New York City). Yet the fundamental problem still exists. Do planning graduates from co-op programs have more success?

Would it be possible for larger municipalities, regional municipalities and consulting practices to function like teaching hospitals, which depend on a steady stream of interns for their internal capacity while providing essential hands-on experience? Creating such a structure in a world where there is scarcely time to fill in a time sheet let alone supervise an intern might seem a tall order, but surely we need to give this problem some consideration.

If you have opinions on this topic, please get in touch with OPPI or Glenn Miller at [editor@ontarioplanning.com](mailto:editor@ontarioplanning.com).

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# A Practical Guide to the Ontario Municipal Board

Everything you need to know about the OMB

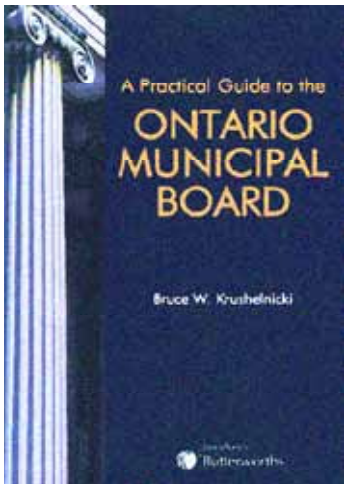
376 pages  
Bruce W. Krushelnicki  
2003  
LexisNexis Butterworths

This book is an excellent resource for students and professionals of all disciplines who are looking to gain a better understanding of the history of the Ontario Municipal Board (OMB) and the practices and procedures that the Board follows. It has been tailored specifically for planners and other non-lawyers to provide a practical explanation of the legal concepts and functions of the OMB.

The first section of the book gives a historical overview of the formation of the Board, the evolution of its role, and the OMB's procedural authority. The book also

discusses the administrative organization of the Board and the ways that new members are appointed. Krushelnicki further dissects the role of the OMB in planning and other areas of jurisdiction on an application type basis. In the types of files received by the Board in 2001-2002, of the total of 1,835 files, 30 percent were minor variances and 18 percent consents. From 1999-2000 to 2001-2002, the number of files decreased by 50 to 200 per year.

Procedures in preparing for a hearing are identified, from the right of appeal to the decision. This includes a step-by-step process of the order of the hearing, case presentation and evidence and final arguments. The focus is on the procedure and process. There are no tip-offs and minimal suggestions for those who appear before the OMB. However, the detailed description of the process provides a sound framework for anyone who is pre-



paring for an appearance at the OMB. In the final sections, Krushelnicki provides insight on the future of the Board. Here the power of the OMB, the credibility and impartiality of the OMB, and the support for the Board is discussed.

Krushelnicki's comment is that the answer for the future of the Board cannot be found in examples of other jurisdictions where no or minimal appeal opportunities exist, but must be based on whether there should be opportunities for citizens and landowners to participate in the planning process and local planning decisions. If this is the case, then is the OMB the agency that is the best equipped to continue?

The role of the Board has been a subject of debate over the years. Opportunities for reform are presented, including procedural changes to make the OMB more "user-friendly," accessible and more affordable to citizens and organizations and appointment

of and reappointment of members. However, the jurisdiction and mandate of the OMB is not something that can be changed by the Board, as the legislation that the OMB works under is not in its power to reform.

The book provides a useful contribution to the debate surrounding the Ontario Municipal Board and explains the Board and its functions in an attempt to better inform professionals and the community. It does not

attempt to answer the more fundamental question of the existence of the OMB. In conclusion, this book covers the A-Z's of the Ontario Municipal Board and its process, jurisdiction and authority. It is a practical resource on the OMB that can be easily understood by anyone who is faced with appearing in front of the Board.

David W. Aston, MSc, MCIP, RPP, is Contributing Editor for In Print. He is also a planner with MHBC Planning in Kitchener. He can be reached at 519-576-3650 ext. 709 or [daston@mhbc-plan.com](mailto:daston@mhbc-plan.com). Readers interested in doing a book review should get in touch with David directly.



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