

ONTARIO Planning

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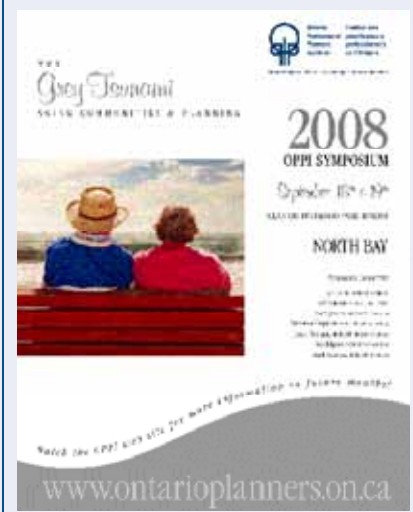
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City Building in South Africa

Is there a better way to create a sense of place?

Pauline Larsen

As Ontario grapples with the question of how best to use its urban land in the most efficient and sustainable way, some say that an interesting mixed-use development on the other side of the world, in Johannesburg, South Africa, may offer some insight into achieving greater density, greater integration of uses and the strengthening of the public realm.

Indeed, the Melrose Arch development in Johannesburg is fast becoming a poster child for successful new urbanism. Built around public spaces and human-scale streetscapes, the development offers a vibrant mix of office and residential uses integrated with busy street-front retail, an upscale fitness centre, and a range of restaurants and other entertainment destinations.

“Imagine redesigning an existing, run-of-the-mill shopping centre in suburban Toronto and instead of simply rearranging the stores and adding a couple of condos, create a grid of streets that integrate with surrounding areas,” suggests Urban Strategies partner Frank Lewinberg.

Born and raised in Johannesburg, Lewinberg has a unique insight into the city where he completed his undergraduate studies in architecture before moving abroad. He still does projects in South Africa and has visited Melrose Arch.

“Imagine a neighbourhood that’s lined with street-front retailers, enhanced with medium-rise office and residential buildings. That’s what Melrose Arch has done in Johannesburg,” he elaborates.

But to understand the evolution of Melrose Arch, or its lessons for planning in other cities, it’s necessary to understand a little about Johannesburg.

Origins of an idea

Founded on the discovery of gold in 1886, Johannesburg is a sprawling urban conurbation of more than three million people. On the one hand, it is the country’s most important and international business city. On the other hand, it’s a city dealing with the legacy of apartheid planning policies which forced spatial segregation on its residents for the better part of four decades, leaving modern Johannesburg with severe social and economic inequalities that it is still trying to address.

At the same time apartheid was ending in the early 1990s, Johannesburg was experiencing a major decentralization trend, which drove businesses and stores out of the once-powerful CBD into shiny new office parks and shopping malls in the upscale northern suburbs, and especially the northern node of Sandton, which rapidly became the city’s financial and corporate heartland.

Throughout the 1990s, developers scrambled to bring suburban office supply on-stream and capitalize on decentralization. It was against this market environment that the idea of Melrose Arch was conceived: a 19.5-hectare site of 55 residential homes in a leafy suburb that backed onto the city’s main highway, the M1. The land was also bounded by two major roads: the east-west Corlett Drive and the north-south Atholl Oaklands Drive.

Although highly accessible, the site was located away from the

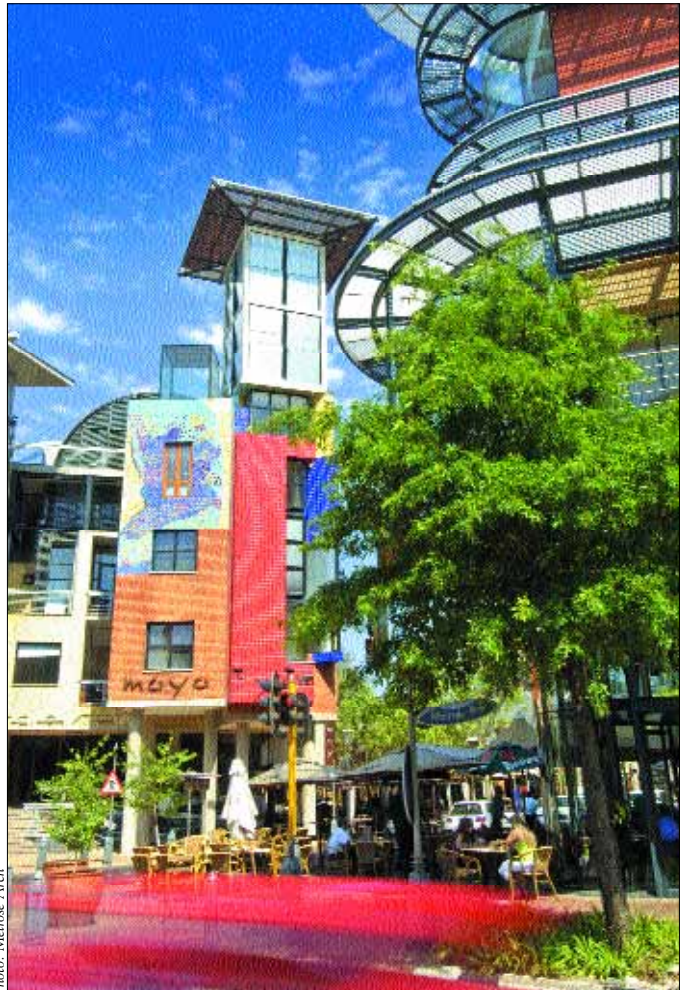
high-growth northern node of Sandton in the city’s northeastern suburbs.

“The site was a little outside the usual suburban office areas, but the location was accessible from all directions,” explains Nicholas Stopforth, development director at Amdec Property Developments, one of the joint venture owners of Melrose Arch.

Although the preliminary plan was to build a straightforward office park, the concept soon evolved into something altogether more innovative.

Initial rights permitted 301,000m² (3,070,000 sq.ft) of office and retail development, with retail capped at 30,000m² (300,000 sq.ft). To compensate for the demolition of homes during the land assembly, a minimum 15,000m² of housing development was required—without a cap, which meant that additional density could be developed without having to extend the existing rights.

“We got really excited when we saw the initial design and basket of approved rights,” says architect Graham Wilson of Osmond Lange, a firm of consulting architects and planners in



Johannesburg. “We realized very quickly just how much potential the site offered.”

Osmond Lange got involved with the project in 1996 and was charged with creating a master precinct plan that defined massing, use and the detailed inter-relationships between all buildings and spaces. “Many of the node’s individual buildings are designed by different architects, which generates urban diversity, but always in line with the master plan,” adds Wilson.

Mixed uses and style to spare

The first phase of 78,000m² (780,000 sq.ft) was launched in 2001. Offices and street front retail are designed around a central, public square, Melrose Square and a high street. Later residential development of about 10,000m² (100,000 sq.ft) was designed above the retail and office uses to strike a balance of live, work and play. At build out, Melrose Arch will have about 365,000m² (3,650,000 sq.ft) of development in total.

A key component from the outset was the streetscape and public realm.

“From the beginning, the idea was to design a human-scale environment, with a deep respect for pedestrians and a careful balance of uses,” explains Wilson. “There are no dead-ends, sidewalks are wide and the road widths are sufficient. We’ve paid keen attention to landscaping and architectural aesthetic.”

Another integral piece was the provision of 2,630 parking bays in a super-basement, in addition to street parking, enhancing access for visitors and, later, residents. At build-out, there will be room for 12,000 cars in the super-basement.

The main boulevard is two-lane and secondary roads are single lane, in both directions. Parking ratios are generous. Commercial parking is provided at four spaces per 100m² (1,000



Image: Melrose Arch

Site plan has everything except provision for transit

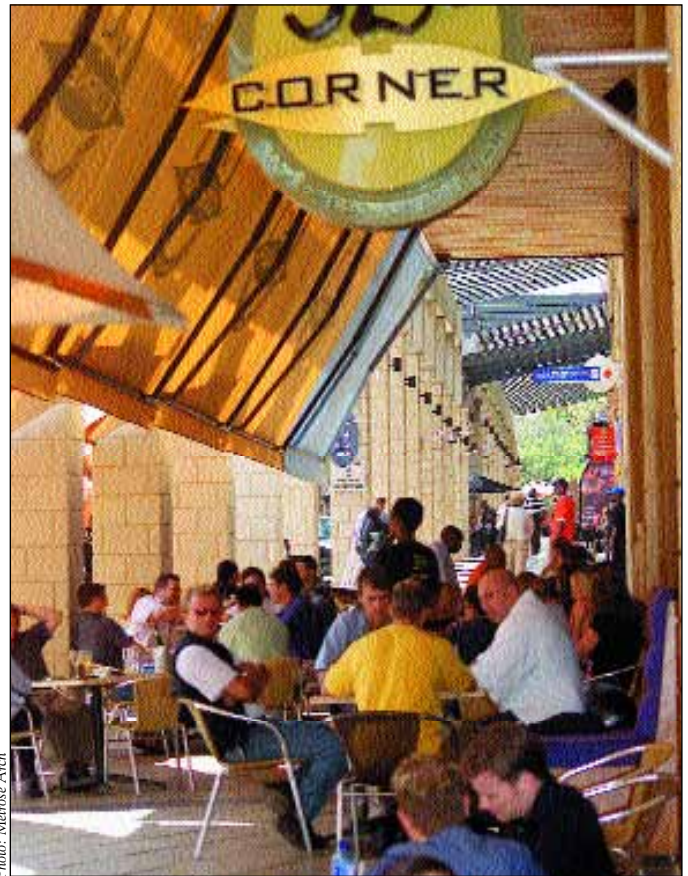


Photo: Melrose Arch

Outdoor seating has a European inspiration, but a pleasant climate helps

sq.ft) and six spaces per 100m² (1,000 sq.ft) for retail use. The fitness centre has a parking ratio of eight per 100m² (1,000 sq.ft) and residential parking is provided at two spaces per unit.

“Of significance is that we are able to get the benefit of counter-cyclical use. Stores tend to be busy when the office parking is quiet, so there’s always abundant parking,” adds Wilson.

Today, Melrose Arch has defined itself as an energetic mixed-use node and carved out a reputation as a desirable destination. Some 4,000 people live and work in the node, expected to rise to 22,000 in the next five years. The second phase of 60,000m² (600,000 sq.ft) is under construction and features a terraced piazza as its focal point.

“The new phase will bring two more hotels into Melrose Arch as well as an additional 30,000m² (300,000 sq.ft) of retail space that will see the major South African national fashion, homeware and food retailers get a toehold in a node they’ve been wanting to get into for years.”

Still, planners may be more easily convinced of the appeal of a mixed-use development than financiers.

The reason? Projects like Melrose Arch don’t offer quick returns, but they do require large upfront infrastructure costs. Much more power lies in the hands of the planners and designers than traditional development projects. Plus, a mixed-use node is something out of the ordinary and therefore potentially riskier to invest in.

In the case of Melrose Arch, the original owner was a pension fund that financed the land assembly and upfront infrastructure investment. The fund decided to sell the development in 2004 to Southern Palace Investments, a 50/50 joint venture between

Property Partners investment group and Amdec Property Development.

The decision to spend R1.27 billion (\$215 million) to buy Melrose Arch, says Stopforth, was all about untapped value.

First, he says, the trunk infrastructure was already in place and poised for development. The adjacent freeway off-ramps had been widened and upgraded, the major roads bounding the site had been widened, and utilities were installed.

Second, the entire first phase was fully sold or let, ensuring a steady income stream for the new owners.

"The site still had 227,000m² (2,227,000 sq.ft) existing rights secured, just waiting for construction to begin," he says.

Third, the location was already established and considered prime. "We saw massive upside potential," he adds.

How not to recreate Disneyland

In retrospect, Melrose Arch also got its development timing just right from a financial point of view. It launched its initial retail and office component at a time when demand for suburban commercial space was on the rise. Its decision to offer apartments coincided with a massive boom in Johannesburg's residential property market. Both times, Melrose Arch had a competitive edge by offering more than just bricks and mortar—a sense of community, something that Lewinberg believes is critical for successful mixed-use development.

There were certainly heated debates along the way, especially between the designers and the investors. Wilson remembers that the idea of bringing condos onstream was met with hesitation by the asset managers.

"There was a firm belief that property buyers in Johannesburg simply weren't interested in buying condos—especially if they were situated in the same building as offices and shops," he recalls. "So much so that at one point there was pressure to sell off a parcel of land to a residential developer and fence it off, rather than taking that risk ourselves."

Melrose Arch eventually made its first tentative foray into the residential market by putting a handful of units up for rental in the early 2000s. Sale units were made available only two years ago and the decision is really paying off. "The market sat up and took notice when condo prices rocketed by 67 percent in just two years," says Stopforth. "The detractors who thought apartments wouldn't sell in the Johannesburg market were proven wrong." Office space is achieving solid rentals and sales prices too.

Today, according to the latest office vacancy data from the South Africa Property Owners Association (Sapoa), the Melrose Arch node—of which Melrose Arch forms the majority—displays a zero vacancy across premium, A-class and B-class offices. The area is seeing one of the highest levels of development activity anywhere in the city, with 48,000m² (480,000 sq.ft) of premium A-grade office space currently under underway, and rentals are some of the highest in Johannesburg, if not South Africa.

Although no published comparative data exist for retail rentals, the shopping space at Melrose Arch is signing deals at a rate similar to that at upmarket shopping malls. And Stopforth reports that the 120-room Melrose Hotel runs at close to 100 percent occupancy rate during the week.

Another competitive advantage is that inside the precinct, the roads and public spaces are privately owned and managed. This hands-on management is critical in Johannesburg, say local commentators, where safety and security remains an ongoing con-

cern, and there is sometimes dissatisfaction with municipal services.

"The City provides access to core services and remains the custodian of planning and approval processes," explains Stopforth. "Metro police monitor the streets and enforce traffic laws."

Overall, the lessons from Melrose Arch centre on the importance of design and sticking to a big vision from the outset—something that architects say they have always known and that financiers at Melrose Arch have come to recognize.

"The idea is to create spaces for a variety of different experiences that are always fresh and never mundane," elaborates Stopforth. "And to always build around the public realm."

In Ontario, there may be potential for mixed-use developments to bring into play underutilized retail lands and even greyfields sites. But whereas Johannesburg's office market is strongly decentralized in character, says Lewinberg, Toronto's strong downtown core means that local mixed-use projects would do well to emphasize retail and residential spaces, with the opportunity for auxiliary offices a possibility further down the line.

There's something else. Sensitive urban and architectural design means that Melrose Arch avoids feeling tacky or artificial. "The reason Melrose Arch succeed is because it doesn't feel like Disneyland," he says.

"There's a sense that the space is high-quality and sensitively designed. Those elements would be critical in a city like Toronto."

Pauline Larsen is a Toronto-based freelance writer and land economist specializing in financial commentary on urban development trends in South Africa and North America. This is her first article for the Ontario Planning Journal.

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Some Thoughts on Civic Engagement

Do we look at immigrants in the right way?

Grant Moore



Purchasing fresh produce an opportunity for interaction between new immigrants and Canadian-born citizens?

A core belief among planners is that we must endeavour to understand the citizens of the communities we serve. Since the essential purpose of our prescriptive, restrictive and collaborative efforts is to enhance quality of life, we reason that this cannot occur without insight into people's values and motivations.

Years ago, understanding our communities seemed to require little more than the ability to observe, listen, and generally pay attention. Cities were less diverse, life moved at a slower pace, and people didn't move around as much, mainly because they didn't change jobs very often.

Social networks still exist of course, but now are often technology-based rather than geographically rooted, the Internet, e-mail, and the cell phone having replaced chatting over the proverbial backyard fence. Yet while technology has liberated us from the confines of the immediate neighbourhood in ways that previous generations could only dream of, what do other indicators suggest about the civic health of our communities?

Times have Changed

Some recent indicators are not encouraging. In the United States, less than a fifth of the population visits regularly with friends and neighbours and the number of close friends claimed has dropped steadily for the last 50 years; three-quarters of Americans report not even knowing their next-door neighbours. Canadians, for their part, appear to be isolating themselves through self-segrega-

tion. In 1981, Statistics Canada identified six "ethnic enclaves" across the country—communities where a single visible minority group made up more than 30 percent of the population. Twenty years later there were 254.

A disturbing revelation in Ontario is low voter turnout in immigrant neighbourhoods. Using data from the 2003 municipal elections, Ryerson professor Myer Siemiatycki found that the turnout in 11 Toronto ridings with above-average immigrant populations ranked among the lowest in Ontario. Overall, participation rates among eligible voters were 65 percent higher in neighbourhoods where most voters are white and Canadian-born than in communities with high percentages of immigrant and visible-minority citizens. (Monsebraaten, 2006)

Do these findings suggest that civic engagement and social inclusion in North America are locked in a downward spiral? Are mutual indifference and mutual avoidance more accurate descriptors of the reality of multiculturalism than the tolerance and respect so earnestly described in theory?

No doubt, the great advances in telecommunication and home entertainment opportunities have given us a level of independence never seen before. In the modern economy we need no one else—with a credit card and an Internet connection we can bring the material world to our front door from the privacy of our homes. And it may indeed be the case that our largest cities now are so diverse and include cultures so

different from Western society that some disengagement from both the political process and mainstream life is inevitable. Many Asian-Canadians, for example, come from low-trust cultures where the extended family, not the community, is the nexus of one's personal life. This as much as any single factor may account for the middling results Scarborough, North York and Mississauga have experienced attempting to create suburban downtowns: both the idea of a downtown as the centre of community life and the associated activities (street retail, dinner theatre, jazz festivals, ice skating, Shakespeare-in-the-park, etc.) mainly reflect the interests and sensibilities of the white middle-class. Hence, the Town of Markham may come to realize, as its effort at downtown-building (Markham Centre) unfolds, that its Chinese population has all the "downtown" it will ever need at First Markham Place, Pacific Mall, Splendid China Tower and the massive, yet-to-be-built Landmark Centre a short drive away in Scarborough.

Rays of Hope

Is there any good news? Yes, there is. Fears that more recent newcomers will not assimilate to a degree comparable to that of earlier European and United Kingdom immigrants may, with the passage of time, prove to be exaggerated. But should the degree of assimilation prove disappointing, this in itself is not necessarily cause for grave concern. Many groups such as ultra-orthodox Jews, the Inuit, and the Mennonites live peacefully apart, geographically or otherwise, from mainstream Canada. There is no reason that some portion of the newer immigrant communities cannot choose to do likewise, while remaining law-abiding citizens, dependable neighbours, and productive co-workers.

Grounds for optimism certainly exist however. "Windshield" surveys of parks and schoolyards in most cities, for example, suggest that minority students today participate in the same activities that engaged previous generations of Canadian school kids: ball hockey, soccer, football, and baseball. And the Ontario Progressive Conservative party's call for public funding of faith-based

schools was soundly rejected in the October 2007 provincial election. Even in heavily ethnic ridings, where the proposal was assumed to appeal most, Conservative candidates were defeated as parents signalled their clear, unequivocal support for the diversity and inclusiveness of a secular public school system.

Despite our much-vaunted independence, humans are by nature social animals. Most of human history has been a visiting age, and every human culture a visiting culture. Recently published findings in *Science* magazine in fact suggest that human beings alone among the earth's creatures possess the extraordinary capability of interacting, communicating and learning from social interactions. In a comparative study testing the mental capabilities of adult orangutans and chimpanzees with human children aged just 2.5 years, a team of American and European anthropologists discovered that the human toddlers manifested no significant advantage over the adult apes in their ability to learn from their physical environment. However, their capacity to share and gain knowledge, understanding, and comprehension from their social interactions was far superior to anything manifested by either adult chimpanzees or adult orangutans. As the

researchers put it, "Humans are not just social but 'ultra-social'." (Hermann et. al., 2007:1360)

Conclusion

Strong support for public education in Ontario is singularly good news because it is within our schools that children begin the process of constituting themselves as citizens, forming connections with others that can reduce unproductive forms of ethnocentrism and increase tolerance.

Although the diversity of our cities may pose planning challenges in the case of suburban downtowns, so too do opportunities present themselves. Consider farmers' markets: in the United States, they are the fastest-growing part of the agricultural economy with sales showing double-digit annual growth. "Partly that's because people want good food (all kinds of people: immigrants and ethnic Americans tend to be the most avid farmer's market shopper) and partly it's because they want more company" (McKibben 2007). So imagine redevelopment sites in the Greater Golden Horseshoe planned to combine live-work units with provision made to use parking areas and green space for farmer's markets on the weekends. In appropriate locations, such

sites could serve as textbook examples of good planning principles: pedestrian friendliness; compact and sustainable built form; transit supportiveness; a mixture of land uses.

Give people reasons to walk and engage with others in their neighbourhoods and they will. Success in this regard is limited only by the creativity, good will and best intentions of all of us.

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Is Our Faith in Multiculturalism on the Wane?

Ethnic enclaves are not the problem

Mohammad Qadeer



Do visible minorities brighten suburb streetscapes?

Canada is in a skeptical mood about its policy of multiculturalism. From immigrant bashing at the hearings of the Bouchard-Taylor Commission in Quebec to the renaming of the Secretary of State's department as Multiculturalism and Canadian Identity, there are a host of indicators that faith in multiculturalism is eroding. Multiculturalism is blamed for promoting the segregation of immigrants, thus impeding their integration. The tendency for immigrants to concentrate in some neighbourhoods and form enclaves, presumed to be encouraged by multiculturalism, is held to be the key to their segregation.

The 2006 census data about immigrants' distribution in Canada's metropolitan areas has fanned the flames of discrediting ethnic enclaves. The concentration of immigrants

in a ring of suburbs around the central cities of Toronto, Montreal and Vancouver has been taken as a symptom of their inability to integrate.

Are ethnic enclaves the primary impediment to the integration of ethnic minorities? Does failure to integrate present an obstacle to their acculturation? These questions have not been critically and dispassionately examined. The media does its share of promoting the belief about the deleterious effects of ethnic enclaves by stitching together unrelated facts, linking urban crime and poverty with ethnic concentrations. City planners regard ethnic enclaves with suspicion, seeing them as precursors of ghettos, but are at a loss about how to deal with them.

Ethnic enclaves have always existed and they will continue to flourish in one form or

the other as long as there are people of different cultural, religious or linguistic backgrounds. People of similar backgrounds and needs tend to cluster together for functional reasons. This is a basic law of urban geography.

Immigrants brighten suburban life

Ethnic enclaves are not just home to poor immigrants. There are both affluent and poor ethnics. Enclaves are generally very vibrant and colourful places. They have transformed the drab uniformity of suburbia—witness the energy of Markham, Brampton and Mississauga in the Toronto metropolitan area.

The pleasures of the Toronto metropolitan area now lie almost as much in its suburban community music festivals, ethnic restaurants and clubs as in the museums and theatres of the downtown. Yes, there are pockets of poverty and areas of high crime, but when were cities ever free from such issues? Certainly ethnic enclaves have not "caused" them.

The formation of ethnic enclaves is not an ordered or planned process. They are the products of people's choices to live in an area. These choices are determined by the housing rent or price, location as well as the presence of people of one's own background.

Even if ethnic enclaves were to be discouraged, there are no known ways in which a city can influence households' decisions to live where they want and can afford. Ethnic quotas cannot be set and people cannot be ordered around in Canada of the Charter rights. So all the laments about ethnic enclaves have little bearing on their growth. Ethnic enclaves offer many advantages to their residents as well as to the city, that is why they continue to develop. Here are some of the functions that ethnic enclaves serve:

- Residents feel at home, particularly the newcomers.
- The critical mass effect of the concentration spawns local services that are culturally or religiously suited to the residents' needs, such as places of worship, ethnic groceries, doctors or dentists who understand the language and culture.

- Public services can be economically delivered in culturally sensitive ways, such as English/French language classes, vocational training, health and recreational programs.
- Civic engagement can be facilitated by mobilizing ethnic networks.
- Enclaves promote economic networks and new lines of production, thereby enriching a city's economic base. Witness the growth of the ethnic food industry in Toronto and Vancouver.
- Ethnic enclaves architecturally enliven neighbourhoods and break the monotony of suburbia.

There are undoubtedly some social costs associated with ethnic enclaves. They can insulate immigrants from the mainstream and slow the process of acculturation. Ethnic concentration can result in segregated schools, depriving children of the opportunity to know and appreciate others. Much of the criticism of ethnic enclaves is based on their potential for impeding social integration. Yet it all depends on the scale of ethnic concentration and the size of the enclaves.

Weighed against these arguments are not only the above listed advantages but also the fact that contemporary neighbourhoods have a weak social structure. Neighbourliness now means mostly a polite recognition of each other and helping each other in an emergency, with the exception of family networks arising from children's activities in and out of school. The point is that in contemporary urban life, the neighbourhood is not a primary site of social interaction. Thus not too much weight should be given to the role of neighbourhoods in integrating immigrants and minorities.

Canadian ethnic enclaves are not very large. They are not exclusionary and often include people from other backgrounds. For a typical resident of an enclave, not a day passes without encountering "others" in stores, on bus stops, in parks and community centres.

Homogeneity easier to spot than diversity

In a study of the Toronto metropolitan area's enclaves, Qadeer and Kumar (2006) found that ethnic concentrations largely ranged between 25-49% of a census tract's (average population 4,000) population. There were some census tracts where an ethnic group was a majority, namely more than 50%. Yet there were none where the ethnic concentration reached the level of 80% or more.

Thus in a typical ethnic neighbourhood about 30-70% of the population was of a different ethnic background, though the group with which it may be branded was the most common. There could be an apartment building or a subdivision that may have an overwhelming majority of Somalis, Sikhs or Pakistanis, for example, but that is the small cell segregation at the scale of 200-500 persons.

The internal diversity of ethnic enclaves has not been recognized. We are too much focused on racial concentrations without acknowledging cultural, linguistic, religious and economic differences within ethnic groups. Mandarin-speaking Chinese cannot talk with Cantonese speakers. Bengalis and Punjabis may both be brown, but they differ in religion, language and customs. The point is that alarms about the segregating homogeneity of enclaves conveniently overlook their internal diversity.

Learn to read the subtext

The discourse on ethnic concentrations has a subtext. It is largely about visible minorities and immigrants. The concerns raised by the 2006 census are focused on the concentration of non-white immigrants. Yet some of the highly concentrated groups in Toronto are white ethnics of many generations, such as Jews and Italians. Jews were the most concentrated group in the Toronto area, 50% of the Jewish population lived in 3.6% of the census tracts in 2001. Blacks were the least concentrated among ethnic groups, 50% of them lived in 17.2% of the census tracts.

Social integration is an essential goal of Canadian society. It should be vigorously pursued. Neighbourhoods should not be the primary focus of public action. Work places, schools, political institutions, civic spaces, media, artistic and cultural activities are the grounds on which people inter-relate and imbibe common values. They should be the focus of integrative policies through measures to promote equity and inclusiveness. Ethnic enclaves serve people's needs. They are functional. They will continue to exist.

Reference

M. Qadeer and S.Kumar (2006), "Ethnic enclaves and social cohesion" in *Canadian Journal of Urban Research*, Special Issue. Vol 15, No.2

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Progressive Real Estate Management: Helping to Expand Ontario's Greenspace

PIR partners with ORC

Geoff Woods and Melissa Rossi

Through recent efforts of the Ministry of Public Infrastructure Renewal (PIR) and its agent, Ontario Realty Corporation (ORC), the Ontario Government announced permanent greenspace protection for more than 2,500 hectares across the province. The provincial greenspace initiative has created new conservation areas such as Eramosa Karst in Hamilton and Glenorchy Park in Oakville, and is helping to improve the sustainability of existing ecologically significant features such as the Rouge River, Credit River, Sixteen Mile Creek, the Trafalgar Moraine and the Niagara Escarpment. This progressive expansion of conservation land and increased connectivity with existing protected areas demonstrates a comprehensive and proactive approach to management of the province's real estate holdings.

As part of a provincial greenspace strategy to inform other provincial plans, such as the Greenbelt Plan and Places to Grow, ORC reviews PIR's real estate holdings to identify potential candidate sites for greenspace protection. This process of considering additional greenspace has now become a stan-

dard component of ORC's land management program.

Greenspace Review Process

As the urban fabric in southern Ontario and in particular the Greater Golden Horseshoe continues to expand, so does the demand for land. Lands within PIR's portfolio are constantly being assessed not just for optimizing economic value but for efficiently meeting provincial program and policy requirements including ecological/environmental value. PIR and ORC, as proponents of the larger provincial greenspace initiative, are protecting environmentally significant lands within the PIR portfolio following a review process that typically consists of the following procedures.

ORC carries out an initial screening by reviewing provincial ownership. This is done by looking at survey title information (Land Information Ontario), aerial photography, Ontario Base Mapping; LIO GIS data, including ANSI, ESA and watershed data. Staff identify property boundaries and any visible natural/man-made barriers, then do site visits to gain an appreciation of the

size, location, existing flora/fauna, and surrounding land uses.

The next step is a comprehensive review of numerous applicable provincial, municipal and conservation authority plans, policies, regulations and guidelines. This step includes consultation with municipal staff, conservation authorities, other provincial departments and agencies as necessary.

Staff then carry out internal due diligence to identify potential issues and prepare preliminary cost/value estimates with respect to any existing property leases, survey and title search work, environmental assessment, cultural heritage, archaeological, First Nations considerations and appraisal matters. A report on the findings is then prepared and forwarded to PIR for review and approval.

Once direction is received from PIR to proceed with greenspace protection for a property, ORC's role in the process has really just begun. ORC is now responsible for managing the implementation of the protection, whether it is an actual transfer of the property with a conservation easement or entering into a stewardship management agreement with a conservation authority.



Photo: M. Manett

Making connections with provincial policy a priority

The next steps typically include:

- initiating any required Cabinet or Treasury Board submissions;
- carrying out a detailed environmental assessment in accordance with the ORC Class EA (including undertaking a Phase 1 Environmental Site Assessment, cultural and archaeological review and First Nations considerations);
- undertaking survey work and researching title;
- undertaking appraisal work;
- negotiating the required legal agreements and conservation easement for property transfer or management.

What Next for Greenspace Properties

As a result of this effort, over 2,428 hectares of land in PIR's real estate portfolio have been identified as containing environmental features that are required for protection from future development. The properties that have been announced for greenspace protection to date include 2,023 hectares of land in the Markham/Pickering area, 98 hectares in the Hamilton area, 283 hectares in the Halton/Peel area and 5.7 hectares in Essex County.

ORC is making a continuous effort to review the provincial real estate portfolio to identify potential candidate greenspace sites where the best environmental steward as well as the local conservation authority, a local environmental or trail group or the local municipality. Greenspace considerations have become a more integral component of ORC's real estate management policies and procedures. As well, there is a greater awareness of the intrinsic value of these greenspace properties, given the direct and indirect benefits to the community as a whole. ORC's involvement in the greenspace initiative is part of the Province's larger effort to preserve environmentally significant lands across Ontario for the benefit of existing and future generations.

Acknowledgements

The authors wish to thank the ORC planning, geomatics, survey and appraisal groups for their support on the greenspace initiative.

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The layering of provincial policy and the natural environment

Definitions not for the faint of heart

Nick McDonald



Photo: M. Manett

Figuring out conformity can be a challenge

Municipalities are faced with the task of implementing several new provincial policies in their planning documents. But what happens when there are potentially competing policies?

Here are the provisions in the *Places to Grow Act*, *Greenbelt Act* and *Planning Act* that provide the basis for how municipalities are to implement provincial plans:

1. Section 14(1) of the *Places to Grow Act* states that “a decision under the *Planning Act* or the *Condominium Act*, 1998 or under such other Act or Provisions of a Act as may be prescribed, made by Municipal Council, Municipal Planning Authority, Planning Board, other local board, Conservation Authority, Minister of the Crown or Ministry, Board, Commission or Agency of the Government of Ontario, including the Ontario Municipal Board, or made by such other persons or bodies as may be prescribed that relates to a Growth Plan

- area shall conform with a Growth Plan that applies to that Growth Plan Area.”
2. Section 7(1) of the *Greenbelt Act* states that “a decision that is made under the *Ontario Planning and Development Act*, 1994, a *Planning Act* or the *Condominium Act*, 1998 or in relation to a prescribed matter by a Municipal Council, local board, Municipal Planning Authority, Minister of the Crown or Ministry, Board, Commission or Agency of the Government of Ontario, including the Ontario Municipal Board shall conform with the Greenbelt Plan.”
3. Section 8(1) of the *Greenbelt Act* also states that “despite any other Act, the Greenbelt Plan prevails in the case of a conflict between the Greenbelt Plan and an official plan, a zoning by-law or a policy statement issued under Section 3 of the *Planning Act*.”
4. Section 3(5) of the *Planning Act* states that “a decision of the Council of a municipality, a local board, a Planning

Board, a Minister of the Crown and a Ministry, Board, Commission or Agency of the Government, including the Municipal Board, in respect of the exercise of any authority that affects a planning matter (a) shall be consistent with the Policy Statements issued under Subsection 1 that are in effect on the date of the decision; and, (b) shall conform with the Provincial Plans that are in effect on that date, or shall not conflict with them, as the case may be.”

As you can see, land use decisions have to conform to a Growth Plan and the Greenbelt Plan and be consistent with the Provincial Policy Statement.

Before the enactment of the *Places to Grow Act*, there was no clear articulation in provincial legislation or policy on how conflicts between various acts and provincial plans as they relate to the environment would be resolved. However, Section 14(4) of the *Places to Grow Act* now states that:

Despite any Act, but subject to a Regulation made under clause 18(1)(b), (c), or (d), if there is a conflict between a direction in a Growth Plan and a direction in a Plan or policy that is mentioned in subsection (5) with respect to a matter relating to the natural environment or human health, the direction that provides more protection to the natural environment or human health prevails.

The plans and policies in subsection 5 include a Policy Statement under the *Planning Act*, the Greenbelt Plan, the Niagara Escarpment Plan (NEP) and the Oak Ridges Moraine Conservation Plan (ORMCP). The above subsections indicate that an Ontario Regulation may clarify this conflict issue. However, the only Regulations passed under this Act (Ontario Regulation 416/05 or 311/06 (amended to 324/06)), do not deal with this issue.

Section 1.4 of the Growth Plan contains additional policy on this issue of conflict:

As provided for in the *Places to Grow Act*, 2005, this Plan prevails where there is a con-

flict between this Plan and the PPS. The only exception is where the conflict is between policies relating to the natural environment or human health. In that case, the direction that provides more protection to the natural environment or human health prevails. Similarly where there is a conflict between the Greenbelt, Niagara Escarpment, or Oak Ridges Conservation Plans and this Plan regarding the natural environment or human health, then the direction that provides more protection to the natural environment or human health prevails. Detailed conflict provisions are set out in the *Places to Grow Act*, 2005.

There are no “detailed” conflict provisions in the *Places to Grow Act*; instead, the Act indicates that the conflict issue may be dealt with in the context of a Regulation.

Therefore, any “direction” in a Provincial Plan that provides more protection of the natural environment prevails. Each of the Provincial Plans mentioned above contains policies on the environment. However, there are subtle differences and sometimes not-so-subtle differences in each.

For example, the Greenbelt Plan prohibits new mineral resource extraction operations from locating within certain “significant” woodlands. However, the PPS conditionally permits new operations in “significant” woodlands, provided it has been demonstrated that there will be no negative impacts on the “significant” woodland or its ecological functions. It appears that the policies in the Greenbelt Plan would be more protective of the natural environment in this regard, since an additional natural heritage feature is being protected.

Another example is the existing use provisions in the Greenbelt Plan, which permit single dwellings on existing lots of record, provided they were zoned as of the date the Greenbelt Plan came into force. If the subject lands were identified as a Provincially Significant Wetland (PSW) but for some reason were not zoned as such when the Greenbelt Plan came into force, the Greenbelt Plan would permit a single dwelling. If the PSW was evaluated after the Greenbelt Plan came into force, the development of a single dwelling would still be permitted as of right, since the lands were zoned as such when the Greenbelt Plan came into force. In contrast, the PPS does not permit development or site alteration in a PSW, which means that even if lands were zoned to permit a single dwelling historically, that zoning can be changed if new information becomes available. In this case, the

PPS appears to be more protective of the natural environment.

In addition to the above specific examples, an interesting dynamic is created with the layering of Provincial Plans in the Niagara Escarpment Plan (NEP) area. Ontario Regulation 59/05 clearly indicates that the lands designated as Greenbelt Area include “The Niagara Escarpment Plan area shown on Niagara Escarpment Plan maps 1 to 9, signed and dated by Mark Frawley, Director, Niagara Escarpment Commission on February 22, 2005, and filed in the offices of the Niagara Escarpment Commission, 232 Guelph Street, Georgetown, Ontario, and those lands added to the Niagara Escarpment Plan under subsection 19 (1) of the Niagara Escarpment Planning and Development Act.”

This means that the lands subject to the NEP are within the area designated as the Greenbelt Area. However, Section 2.0 of the Greenbelt Plan indicates that the Greenbelt Plan does not apply to lands subject to the NEP with the exception of the policies in Section 3.3 dealing with open space. This means that the lands subject to the NEP are within the Greenbelt Area but are not subject to most Greenbelt Plan policies.

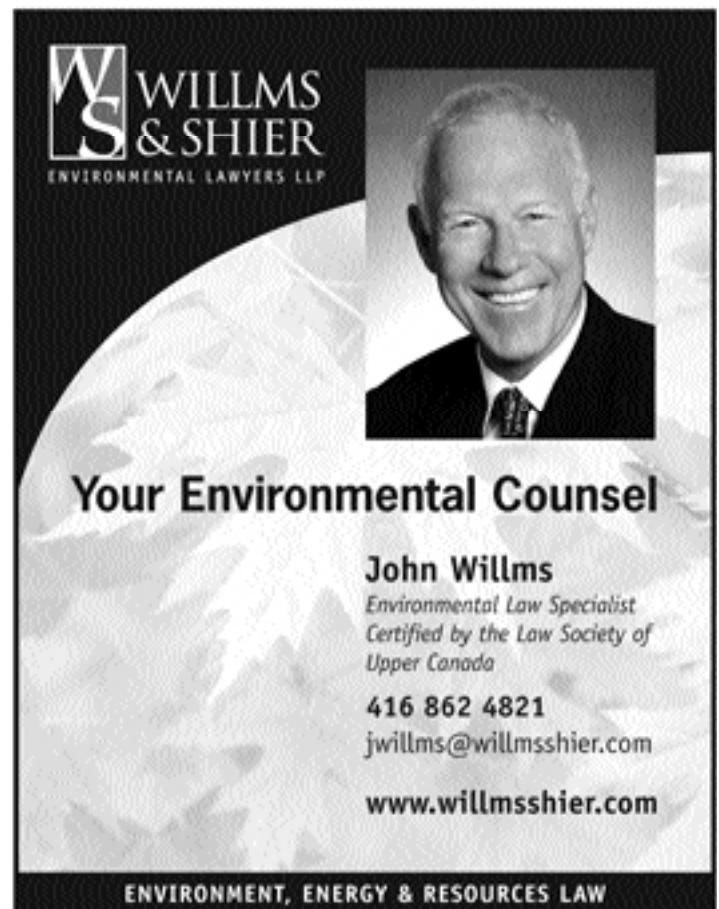
To muddy the waters further, Section 8.2 of the *Greenbelt Act* that states “Despite any other Act, if there is a conflict between the Greenbelt Plan and either the Oak Ridges Moraine Conservation Plan or the Niagara Escarpment Plan, the Oak Ridges Moraine Conservation Plan or the Niagara Escarpment Plan, as the case may be, prevails over the Greenbelt Plan in its area of application.”

All of this means that the lands within the NEP are also within the Greenbelt, but not subject to the policies of the Greenbelt Plan.

The 2005 PPS also applies and in many cases, the new PPS is considered to be more “protective of the natural environment” since there is a strong focus in the new PPS on establishing and maintaining linkages. However, the layering of the Growth Plan on top of the Greenbelt Plan, the NEP and the PPS now means at the very least that the policies in the PPS that are more protective of the natural environment will prevail over the NEP.

In addition, while the Greenbelt Plan does not specifically apply to the NEP (with one exception), certain policies in the Greenbelt Plan are much more “protective of the natural environment” than those in the NEP. Given that the Growth Plan clearly indicates that the policy that is more protective of the natural environment prevails, does this mean that the policies of the Greenbelt Plan could be applied in the NEP? Only time will tell.

Nick McDonald, MCIP, RPP, is a Partner at Meridian Planning Consultants Inc. and is working through Growth Plan and Greenbelt Plan implementation issues for a number of GTA municipalities. Meridian currently provides advice on a wide variety of projects to over 50 municipalities in Ontario.



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Toronto

Toronto District has been busy

Our two World Town Planning Day (WTPD) events went well. Our first event on a Saturday in early November entitled "Riverdale: Planners' Perspectives" was led by City Planner Denise Graham who took an enthusiastic group of 30 people on a walking tour of Riverdale. During the 1 1/2 hour walk, she highlighted recent and upcoming development projects, as well as some historically important buildings and areas. Following her tour, the group convened at South Riverdale Community Health Centre, where they were offered different planning perspectives on the changes occurring in Riverdale. Weighing in on what they saw from their different sub-disciplines were: Mark Sterling (&Co Architects), who discussed urban design; Fred Sztabinski (TCAT), who discussed cyclist and pedestrian movements; Melissa Tapper (South Riverdale CHC) who discussed Health Planning; and Denise Graham (City of Toronto) who continued with land use issues and her perspective as the area planner. Thanks to all four. Our event was free, and advertised on the OPPI Website (events), through e-blasts, an ad in *NOW* magazine and through printed flyers. South Riverdale Community Health Centre provided drinks and the room as sponsorship.

Our second event was on Thursday November 8 (WTPD), where the curator of the City Archives, Steve McKinnon, presented "A Visual Legacy: The City of Toronto's Use of Photography 1856-1997."

The exhibit chronicled the City over that time through archived photographs taken by city departments, including Public Health, Fire, Infrastructure/Works and Planning. The exhibit, which was on permanent display for a large portion of 2007, was presented through PowerPoint, with Steve providing insight into images capturing many pivotal times in the city's history. At the conclusion of the presentation, Paul Bedford was asked to make some comments on the evolution of Toronto and our role as planners. Paul's passion and energy came through as he challenged the 50 in attendance to "think big" and really long term—100 years into the future of the City. This event was also promoted through the OPPI Website, e-blasts and printed flyers. The City of Toronto provided the theatre space at the Archives as sponsorship and the event was free for attendees.

Our annual Winter Social was held this year at the Miller Tavern (Yonge/York Mills) in early December. With an attendance of over 100, the space worked well and was deemed "a terrific venue and a great change" by many attendees. We received significant sponsorships from local firms and also held a silent auction that raised some additional funds. We expect to make a contribution (approximately \$2000) in the coming weeks to FoodShare; a local charity that provides affordable food to communities. Thanks to all the sponsors, too many to mention here.

I would like to thank the Toronto District Executive members for their work over the past year; specifically Eldon Theodore (Programme Chair), Melissa Copping (Secretary/Treasurer), Paul Richardson (Recognition), David Oikawa (Policy), Deb Walker (Professional Practice), Bruce

Singbush (Membership Recognition), outgoing Student Rep (Rachelle Ricotta), incoming Student Rep (Aviva Pelt), Andrew Liguori (Ryerson), Elsa Fancello (York), Tessa Forrest (UofT) and Bryan Bowen (Urban Strategies). I'd also like to welcome those new members who came to our last meeting(s).

We have plenty planned for 2008!

Christian Huggett, MCIP, RPP, Chair of Toronto District Executive and Toronto Representative, OPPI Council.

People

Steve Willis goes to Ottawa

Steve Willis, Vice President, Planning & Environmental Services with Marshall Macklin Monaghan Ltd., has relocated to Ottawa to run the company's Ottawa office. He is active with both the Urban Development Institute (now known as BILD) and the Canadian Urban Institute's committees for brownfields and the CUI Brownies.

Meric Gertler has been appointed Interim Dean, Faculty of Arts & Science, at the University of Toronto, effective in March.

Meric, who recently presided over an OPPI award given in his father's name, currently holds the Goldring Chair in Canadian Studies. He is co-director of the program on globalization and regional innovation systems at the Munk Centre for International Studies and has previously served as director of the Department of Geography's program in planning.

A distinguished scholar, Gertler is a fellow of the Royal Society of Canada and the 2007 recipient of the Award for Scholarly Distinction from the Canadian Association of Geographers. His research focuses on the



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geography of innovative activity and the economies of city-regions. He has attracted \$8.4 million in external funding and has published more than 80 journal articles and book chapters, as well as six books, and he is co-editor of the widely used *Oxford Handbook of Economic Geography*.

Gertler's advice is frequently sought by government agencies in North America and abroad, including the European Commission and the Organisation for Economic Co-operation and Development. His 2006 report *Imagine Toronto: Strategies for a Creative City* has already shaped local cultural and economic policy.

Dan Kennaley recently moved to the Township of Woolwich to become the Township's Director of Engineering and Planning Services. Most recently Dan spent nine years with the Town of Caledon as

Manager of Planning Policy. While with Caledon, Dan was involved in numerous policy projects including new mineral aggregate policies, cultural heritage policies, and rural and agricultural policies. At Woolwich he is looking forward to continuing to make good use of his background in rural planning, with an occasional trip to nearby riv-

ers to indulge another passion—fly fishing. Dan is also Fly Fishing Editor for *Ontario Out Of Doors* magazine and a member of the Outdoor Writers of Canada. He can be reached at dkennaley@woolwich.ca.

Karen Campbell, who stepped down from her post as president of the Greater Toronto Marketing Alliance late last year, has taken on a new role as executive director of the fledgling Brampton Downtown Development Corporation. Having cut her teeth with the City of Mississauga, Karen will be familiar with the needs of urbanizing 905 communities. Her replacement is **John Jung**, who was previously a vice president with the GTMA. John is a tireless advocate of persuading companies and municipalities to better understand the opportunities associated with broadband and becoming "smart" communities. A number of years ago he received OPPI's Hans Blumenfeld award for a series of articles published in the *Ontario Planning Journal*. Look for articles in this magazine from both these individuals in the near future.

Obituary

Reg Lang— Dedicated Educator

Reg Lang, whose role as an educator and critical thinker influenced countless planners, died last fall. For many years Reg's name was synonymous with York University. Barbara Rahder, Dean of the Faculty of Environmental Studies, remembers Reg's passion for teaching and learning. "He was also insistent and emphasized this in his teaching, that planning is a process. Reg taught a popular graduate course on Planning Processes for many years, which drew many non-planning students, as well as planning students," she wrote. Barbara described Reg as a dedicated teacher, who emphasized different learning styles. "Reg encouraged students (and faculty) to learn about these different styles so that they would be more understanding of themselves and each other and, consequently, able to work more productively together," she added.

Reg's students have made their mark in a wide variety of fields. One of those students, Andrew Farncombe, who currently directs the international programs of the Canadian Urban Institute, recalls

Reg as "tough but fair," but someone who made an enormous impact on his approach to problem-solving and planning overall.

"I did not realize it at the time, but the planning techniques that Reg taught me went on to become foundational for the development of

CUI's approach to its international partnerships and projects."

Reg also played a role in establishing the credibility of the *Ontario Planning Journal* in its early days as it made the transition from newsletter to magazine. In a seminal series written with Sue Hendler, who went on to teach at Queen's

University, Reg "set the bar" for a discussion among planners of professional ethics. Later on, articles contributed to the *Ontario Planning Journal* reflected his growing interest in adult education. In addition to his role as a teacher, Reg ran a successful consultancy, Reg Lang & Associates, which offered services such as life/work coaching and professional effectiveness for planners and allied professionals. Reg also offered facilitation, strategic planning and advice on capacity-building to cope with an increasingly complex world.

Barbara concludes: "He was a unique individual, and will be sorely missed."



Reg Lang



Dan Kennaley

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Stepping into the President's Shoes

Wayne Caldwell

As I step into the role as President of OPPI I can't help but sit back and ask myself—what makes for a great organization? As an institute we have adopted the branding statement—“Ontario Planners: Vision, Leadership, Great Communities.” But what is it about our organization that can help to get us there? In thinking about this there are the obvious answers. Great staff, excellent volunteers, engaged membership, a dedicated council, a clear vision and a willingness to strive for continued improvement as an organization and as a profession—these are wonderful signs of the vibrancy of our Institute.

As I dig deeper, however, a key word that keeps coming to mind is the need for relevance: relevance for our members, relevance for the profession and relevance for the communities that most of us in one way or another serve. If we can continually strive for relevance as an organization I believe we will by definition be out front, working at the leading edge. It is from this perspective that the recent work of our Policy and Recognition Committees in the development and promotion of the Healthy Communities paper is so important. In my view we have produced a world-class and visionary paper that captures perfectly the direction that we have set for our organization—Vision, Leadership and Great Communities.

It is interesting to note that Thomas Adams, who is generally viewed as the founder of the Canadian planning profession, wrote in 1917 about the importance of planning as a means to secure health, amenity, convenience and efficiency. Today, the need for planning to address these issues is as important as ever. In keeping with this direction, OPPI prepared a Call to Action and position paper—*Healthy Communities, Sustainable Communities*—focusing on healthy and sustainable communities that emphasize the importance of urban design, active transportation, and green infrastructure. (Copies of the report, and related materials are available online at www.ontarioplanners.on.ca) As readers of the most recent issue of this magazine may recall, the paper explores the relationship between land use planning and public health and provides strategies for collaborating on tangible actions that contribute to healthier communities. This work is important because land use planning decisions shape us in ways that we are only just beginning to appreciate—obesity, heart disease, mental health, social isolation, nutrition, and air quality.

This is critical because where we work, live, and play is vitally important to the quality of our lives. Our built environments are not addressing emerging public health issues well and are resulting in a less

than optimum human environment. These issues are not minor and, for the first time, our children's life expectancy may be less than our own. We need to reconsider our built environment expectations to better address emerging public health issues.

As the Institute moves forward with this initiative over the coming months and years, there is an opportunity for each of us in our practice—private or public, rural or urban—to work with the direction established through this paper. While many of you will already be working towards this, there is an opportunity for our profession to step increasingly into a leadership and even an advocacy role in speaking out for the types of principles embodied within this work. This is the kind of leadership that keeps our profession relevant and leads to meaningful contributions to society.

In the years ahead there will necessarily be other calls to action for our profession and for our Institute. As a professional organization we will need to direct increasing attention to Continuous Professional Learning (CPL) and to issues of membership that are currently being studied with the Canadian Institute of Planners through the Membership Continuous Improvement Project. Moreover, as a profession we will be increasingly challenged to respond to the differing levels of growth experienced across the

province—from the phenomenal concentrations in the Toronto area to declining populations in the more rural and northern areas of the province. And perhaps the biggest challenge ever for our profession is just around the corner—as we start to see the related and emerging implications of climate change and peak oil (increasing prices and decreasing availability of conventional energy sources), we may find ourselves needing to respond to issues and in ways that we can't yet imagine.

Grappling with these issues in the future, just as we have tackled our current healthy communities initiative, speaks to the on-going relevance of our Institute and our profession. Our collective challenge with all of these issues will be to step into a leadership rather than a reactionary role.

Wayne Caldwell, MCIP, RPP, is President of the Ontario Professional Planners Institute. He is an associate professor at the University of Guelph and is a senior planner in the planning department at the County of Huron. Wayne can be reached at waynecaldwell@hurontel.on.ca. Wayne has also been a regular contributor to this magazine for many years.



Wayne Caldwell

Congratulations!

To the following members who received their Registered Professional Planner (RPP) designation in 2007

Afoom, Renee TD	Darroch, Kim ORD	Karaiskakis, Andy ORD	Reisman, Emily TD
Agnew, Paige ED	Davies Snyder, Laurel SD	Kasprzak, Tomasz ORD	Ren, Wendy ORD (Reinstated)
Aldunate, Paul SD	De Groot, David WLOD	Keating, Joan WLOD	Ritacca, Anna TD
Almond, Jane ED	Deirmenjian, Shahan TD	Kelly, Kerigan TD	Robertson, Neil SD
Appleby, Bradley SD	Deluce, David WLOD	Kerbel, Tamara TD	Ross, Dana TD
Ashby, Beatrice WLOD	Demmings, Stephen ND	Kipfer, Stefan TD	Ruffolo, Rosa ORD
Atkins-Paul, Laura ORD	(Trans. from MPP)	Kitagawa, Stephen ORD	Sayah, Saide ED
Balango, George SD (Reinstated)	Dick, Brian WLOD	Kitay, Tami ORD	Schmidt, Valerie SD
Bannon, Jeff SD	Dobbin, Rupert LD (Trans. from API)	Koopmans, John ORD	Schumacher, Jeffrey SD
Batzel, Geoffrey TD	Donnelly, David TD (Reinstated)	Kuang, Yiqun TD	Scott, Donald W. SD
Beaudin, Alexandre TD	Duggal, Mausam ORD	Kuczynski, Roman WLOD	Seetaram, Dawn TD
Belsey, Edward ORD	Ejim, Uzo TD	Kung, Rose ED	Shoniker, Blair ORD
Berry, Dennis SD (Trans. from PIBC)	Elliott, Robert LD	LaHay, Mark ORD	Sigouin, Shannon TD
Boere, Eric SD	Evers, Michael WLOD	Langlois, Steven SD	Stea, Angela TD
Bordone, Sabrina ORD	Fagyas, Anna TD	Lauder, Brian ORD	Stredwick, Clinton LD
Botti, Danilo ED	Farncombe, Andrew TD	Leroux, Marie LD	Surti, Nilesh TD
Bottomley, Paul ORD	Farr, Adam WLOD (Trans. from AACIP)	Lewis, Jill LD	Szybalski, Damian ORD
Bottoni, Jason ORD	Foster, Pamela TD	Lo, Vivien ED	Szymczak, Adam SD
Brown, Elizabeth SD	Fox, Michael TD	Logan, Michael TD	Tassiopoulos, John TD
Bullough, Brent TD	Friess, Deanne SD	Lucic, Eric ORD	Taylor Scott, Anne LD
Burns, Mary-Ann TD	Galloway, Sean WLOD	Lue, Stephen ORD	Taylor, Zachary TD
Cailin, Elsa TD	Garfin, Elizabeth TD	Mahoney, Katie ORD	Teale, Celia ND
Capper, David WLOD	Gee, Justin SD	Manlapaz, Don ORD	Thompson, Adam ED
Carney, Brian TD (Reinstated)	Geiger, Carl ORD	Manzon, Mauro ND	Thompson, Christine ORD
Cartidge, Thora ND (Trans. from CIP Int'l)	Gilbert, Liette TD (Reinstated)	Maphangoh, Sipo TD	Topiwala, Hitesh ORD
Castellan, Melissa SD	Goodchild, Colleen ORD	Mason, Greg ND	Topping, Erin ED
Cheng, Doris ORD	Gordon, Donald ORD	Maxwell, Kirstin WLOD	Travis, Linda ORD
Chenier, Jennifer LD	Greene, Jeffrey ORD	McCaughey, Kirsten WLOD	Tripp, Carolyn LD
Chevalier, Shawn ORD	Gupta, Eric ORD	McGlashon, Glenn LD	Van Myall, Kara SD
Cimer, Joseph ORD	Hall, Bruce TD	Mech, Ken WLOD	Versteegen, Ron SD
Clements, Melissa TD	Hannah, Robert S. SD	Merepeza, Theodhora LD	von Westerholt, Juliane SD
Coelho, Sanjay TD	Harper, Andrew D. TD	Moore, Sean ED	Weste, Kelly LD
Coffey, Matthew ED	Henderson, Neil ORD	Moretti-Spagnolo, Michelle TD	Westendorp, Nathan LD
Collins, Lynn ORD	Hesselink, Trevor (Reinstated)	Murray, Hiedi LD	Whitfield, Kate ED
Collinson, David ORD	Hicks, Paul SD	Nelson, Laurie ORD	Wicke, Chris ED
Cook, Allison SD	Hillman, Brian SD	Nevermann Sievert, Sabine TD	Wijesooriya, Anil TD
Cornwell, Stephen SD	Hirshberg, Naomi ED	Norman, Richard ORD	Wilbur, Frances TD
Cory, Matthew ORD	Hives, Lucy SD	Ogunkeye, Akinlolu SD	Willison, C. Elise WLOD
Cosens, Eric ED	Hood, Heather TD (Reinstated)	Olufemi, Olusola WLOD	Windle, Ryan ORD (Trans. from API)
Cox, A. Stephanie ORD	Horzelenberg, Trevor WLOD	Palamarchuk, Anna TD	Wu, Edmond ORD
Coyne, Marsha SD	Hostovsky, Charles WLOD (Reinstated)	Palmiere, Andrew TD	Yew, Kai ORD
	Hough, Gordon SD	(Trans. from AACIP)	
	Howarth, Bruce ED	Payne, Laurie TD	
	Hutton, Anne TD (Trans. from AACIP)	Perdue, Jane TD	
	Ingraldi, Aldo ORD	Pereira, Gregory TD	
	Janzen, Thomas TD	Phillips, Lana SD	
	Jay, Janet LD	Phulesar, Navin WLOD	
	Jenkins, Dana SD	Pompili, Sergio SD	
	Johnston, Geraldine ED	Post, Bradley ORD	
	Kabir, Hena TD	Rajk, Michael ORD	
	Kanji, Teema ORD	Redden, Andrew ED	
	Kapusta, Stephen SD	Reid, Nancy TD	

Correction: Michael J. Skelly, MCIP, RPP, who works with Hemson Consulting Ltd in Toronto, is a member of OPPI in good standing. Misleading information was published in the July/August issue last year. OPPI apologizes for any embarrassment caused to Mr Skelly.

For questions regarding membership, please contact Christina Edwards, Membership Coordinator, at: 416-483-1873 Ext. 222, 1-800-668-1448, Ext. 222, or membership@ontarioplanners.on.ca

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A Message from the OPPI Membership Outreach Committee

Jeffrey Port



Outreach to students an investment in the future

Many of you may recall your early days as a planning student, or your first job as a planning professional, where a mentor or supervisor took you under their wing and provided professional advice and guidance. Perhaps it was a professor in university, a manager or more experienced fellow worker: I know I was fortunate enough to work with a senior partner in a well-established firm, and working with this individual inspired me in launching my career, and helped to shape my future as a professional planner.

As OPPI members, we have a responsibility to pass along our experience and expertise to the next generation of professionals. Whether it be mentoring a recent graduate, providing a co-op/internship employment opportunity or supervising entry-level staff,

our members have an obligation to make an investment in the profession that has served them so well.

The OPPI Membership Outreach Committee is urging everyone to think about how our organization can help broaden and strengthen the profession as we look forward to the challenging times ahead. The planning issues we deal with on a day-to-day basis are continuing to grow more demanding and complex. Our committee is dedicated to reaching out to planning students, non-member planners and colleagues in related professions to join OPPI as a professional resource tackling these issues.

The OPPI Membership Outreach Committee has set a goal of increasing student, provisional and full memberships by 20%. One way to do this is for all members

to be active participants in hiring planning students on co-op placements or as interns during their university studies.

We would like to encourage all of our members to join us in talking to potential candidates about the benefits of OPPI. Our organization is committed to ensuring professional planners in Ontario are well trained and qualified to provide the highest possible level of competent and professional planning services—both to the both public and private sector. In striving to achieve our goal, we believe we will make Ontario a better place to live, work and play for generations to come.

Of particular interest to the Membership Outreach Committee is the opportunity for professional planners across Ontario to hire, mentor and train planning students and/or recent planning graduates. We know that many planners often feel overstressed with their normal workloads, and this leaves little time to think about taking on the additional duties of hiring and intern or co-op student. Certainly this has been my experience.

However, I would also like to say that every time I have doubted my wisdom of hiring an intern or student, they have proven me wrong. I am continually astonished and amazed (in a good way!) at how they perform with enthusiasm, creativity and professionalism. I have no doubt that a majority of my colleagues in the profession feel the same way.

So, here is the question

Is there anything you can do to hire a co-op student for a special project? How about an internship, or making a conscious decision to mentor a junior staff person? In broadening our membership base, we need to continue to instill passion and inspiration in student planners and young professionals.

Here is my message to you. Go inspire someone—you will never regret that you did.

Jeffrey Port, MCIP, RPP, is Manager of Planning and Development, City of Kenora. Contact Jeffrey through www.kenora.ca.

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Note: I would like to point out to my planning colleagues in Northern Ontario that there are lucrative funding incentives from both the Northern Ontario Heritage Fund Corporation and Industry Canada/FedNor for internship placements and co-op placements. Do take advantage of them.

What has OPPI done for the Students Lately...

Aviva Pelt

When I began my role, many students asked me what OPPI is doing for them in terms of making the transition between the role of student and the professional. Issues surrounding work experience and networking are always being brought up in conversation. In response, this article focuses on the great opportunities OPPI provides to student members.

To begin with, I want to point out to all OPPI members the great strides that the Institute has taken to ensure that student members represent a high priority. At each Council meeting that I have attended, the viewpoints and needs of the student are always sought out. The Membership Outreach Committee is hard at work implementing Mentorship and Research Database Programs. Our newly inaugurated president, Wayne Caldwell, is also a planning professor at the University of Guelph. As I have already seen first hand, this makes a difference in terms of guaranteeing that students' needs are being met. Previously, the Student Delegate sat on Council as an ex-officio member. This role drastically changed this past October, when a unanimous decision was made to give the Student Delegate a vote on Council. This amendment not only gives more legitimacy to my presence, and a stronger voice for the students, but also signifies the level of commitment that OPPI places in their student body.

Networking essential to your future

Networking is an essential part of planting the seeds for your upcoming career. I want to emphasize a benefit of being an OPPI member that will help you in this often daunting but necessary task. The newly updated OPPI website is an excellent starting point, from the Find a Member to the Events Listing Section. As a student member you have full online access to the Membership Roster. Search through and see if there is a planner out there who meets your area of interests and maybe contact him or her to set up an informal meeting. Another suggestion is to check out the Events Link. District socials, development courses, public events, conferences, and seminars are just some of the many listings often posted. Districts are hard at work organizing events geared at bringing

together student members and professionals. This is a best bet to get out there, be seen, and meet some planners. Stay tuned for an event near you, and make sure to attend. As the common phrase goes, "It is not what you know, but who you know."

Recognition for your achievements can go a long way. OPPI has four different Scholarships for students members. While the Southwest and Eastern District deadlines have already passed, I want to promote the two upcoming provincial scholarships. The OPPI Undergraduate and the Gerald Carrothers Graduate Scholarships each award \$1,000. The recipients are mentioned in this magazine and honoured at the Awards Event at the OPPI Conference. The requirements for the scholarship have been revised this year

and I highly recommend that you take the time to apply for this fantastic opportunity.

Step up and volunteer

Becoming a volunteer with your professional institute provides many benefits. Volunteering is often a great outlet for students and can be added to a list of extra-curricular accomplishments. Ask your Student Representative if there are any other possible ways that you can help out at your local district level. My own position as Student Delegate has opened many doors for me, taught me numerous skills, and introduced me to a long list of individuals I might not have met otherwise. My position is up for election over the coming months. If you are interested, I encourage you to fill out the nomination form. Nominations are due at the end of February.

I would also like to take this opportunity to commend all the volunteer student representatives who make up the Student Liaison Committee for 2007-2008. My work would not be possible with out their help. They are a vital component of making sure there is ongoing communication between students, OPPI, council, and the universities. My personal thank you to each one of you.

Queens University: Amy Cann and Dave Levin

Ryerson University: Andrew Liguori and Meghan O'Donnell

University of Waterloo: Wai Yan Leung, C. Adam Lauder and Mark Groulx

University of Guelph: Siobhan O'Leary and Jennifer Burnett

University of Toronto: Vincent Luk and Katie Mazer

York University: Tessa Forrest and Jane McFarlane

As this is my last article in this space, I would also like to acknowledge what an incredible journey this has been for me. My time would not have been as successful and gratifying if it was not for all the continuous support that I have received. My thanks go out to the previous Student Delegate Rachelle Ricotta for settling me in. My gratitude to the past and current Council, Amanda Kutler and the Membership Outreach and Student Liaison Committees, countless volunteers, Mary Ann Rangam and the entire OPPI staff who all work tirelessly to make OPPI tick.

I am always happy to hear and respond to comments, ideas and tips regarding student membership. Feel free to contact me at apel@yorku.ca. I look forward to seeing and meeting many of you at future OPPI events; and perhaps even working with you someday once I make the exciting leap from my academic to professional career.

Aviva can be reached at apel@yorku.ca.

Editor's Note: Remember that the Ontario Planning Journal does more than any other planning publication to offer a voice to student planners. Where else can your articles be seen side by side with articles written by the profession's leading lights? If you have ideas for articles, write to editor@ontarioplanning.com.



Aviva Pelt

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Playing Jeopardy With Live Ammunition

Glenn Miller

I'll take "Sustainability" for the price of happiness. "What is the cost of \$100 barrel of oil?" you reply.

Lovers of game shows may pride themselves in being able to come up with the Jeopardy questions faster than contestants sweating under the heat of television cameras, but let's face it, the penalty for an incorrect response is zero. With the price of oil surpassing \$100 a barrel, however, cities and towns all over Canada are finding themselves unwilling participants in a situation that is closer to reality TV than a game show. Communities that haven't figured out answers for how to cope with rising energy costs, or at least begun the process of building the cost of energy into their planning, may find themselves in a tight spot in the coming years.

In any policy setting exercise, making the right assumptions is an essential step. It now seems obvious that banking on affordable energy was a giant mistake. Credit one to hindsight.

But to compound the difficulty of dealing with rising prices, a second sea change must be faced: Ontario is now a peak user of electricity in the summer, pushing the province close to the edge in terms of

being able to meet the burgeoning demand for power. We have always counted on the lights going on when we flick that switch—that's a second assumption to be revisited.

Finally, we are being challenged to pay attention to the sources of energy. For many years, renewable energy was just a concept, but concerns about rising greenhouse gas emissions force us to take solar power, wind power and other renewable sources of energy seriously. Buildings account for more than 40 percent of all energy consumption. Transportation is the fastest rising source of greenhouse gas emissions. Planners are well positioned to connect the dots and provide answers that reduce the pain of rising energy costs.

"What is integrated energy planning?" could be the answer communities are looking for. Game show hosts take note.

Glenn Miller, FCIP, RPP, is editor of the Ontario Planning Journal. He is also director of education and research with the Canadian Urban Institute in Toronto. He can be reached at editor@ontarioplanning.com. For more information on integrated energy planning visit www.nrcan.gc.ca.

Letters

Privatization the Key to Efficient Transit?

ONE ASPECT NOT MENTIONED in the Curitiba Bus System article by Sean Nix which is prevalent in many other South American cities, is the impact of the free market on the transit system.

The streets of South American cities such as Bogota, Lima, Quito, Santa Marta and Caracas are littered with transit vehicles, by far outweighing the number of cars by as much as 80-90%. Most of the vehicles are

privately owned, which results in a large number of transit vehicles competing for riders.

Not only are waiting times almost non-existent, transit vehicles will often stop and wait for you if you just missed the departure, some even returning to pick you up. In most

Can you imagine a system like this here in Ontario where there are no waiting times for pick-ups or connections?

of these cities the fares are standardized, so the volume of riders determines the profit level and apparently the wages paid to the drivers who aggressively seek your business.

Can you imagine a system like this here in Ontario where there are no waiting times for pick-ups or connections? Where a rider has the choice of which transit vehicle to enter because there are several waiting for you? While some of these South American cities have bus lanes in downtown areas, most streets are filled with transit vehicles, which reduces the advantage for cars that cannot maneuver around them.

However, there are a few observable

drawbacks. One disadvantage is that these streets are highly congested during peak periods, maybe due to lack of regulation for the number of transit vehicles permitted, although no more so than American cities. The other is that the length of your ride is at the discretion of the driver, who may decide to wait in a particular location to pick up more passengers.

Perhaps the question that needs to be asked of Ontarians is whether they would prefer to board transit immediately with the possibility that there may be some delays in travel (the privatization system), compared to waiting longer at a transit stop for a more predictable ride (the public system). Then we can design a transit system that truly serves the needs of the riders.

Janis Fedorowick, MCIP, RPP, is a Landscape Architect and Urban Planner.

LETTERS TO THE EDITOR

Send letters to editor@ontarioplanning.com

Formatting do's and don'ts: Do name your files ("OPPI article" doesn't help) and do include biographical information. Don't send us PDFs. Don't embed graphics with text, or text in text boxes.



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Debate the Key To Effective Planning

Damian Szybalski

It strikes fear in the hearts of planners. It makes legs wobbly. It often makes planners overcautious at the very moment when they should be bold and forward thinking. It has the potential to stifle professional development, and silence genuine and worthwhile debate and idea exchange. It may lead to uniformity or “homogenization” within the planning profession, whereby one solution or opinion is universally accepted by everyone else, despite the existence of dissenting, but equally valid opinions or points of view.



Damian Szybalski

“It” is the fear on the part of some planners to voice their own opinion, take ownership of it and defend it, especially when this opinion contradicts mainstream thought or is perceived to be unpopular. This phenomenon is visible when planners decide against voicing their ideas because they fear negative consequences, even though their thoughts may benefit the profession.

Debate and professional ethics

This hesitance is puzzling, given that the Canadian Institute of Planners’ Statement of Values and Code of Practice refers to the need to “respect and protect diversity in values,” “inform and structure debate,” “encourage discussion,” “identify and promote opportunities for meaningful participation in the planning process” and “encourage healthy and constructive criticism about theory and practice of planning among colleagues and share the results of experience and research that contribute to the evolving body of planning knowledge.”

Similarly, the American Institute of Certified Planners’ Code of Ethics and Professional Conduct recognizes the “concept of the public interest that is formulated through continuous and open debate” and that planners “shall share the results of experience and research that contribute to the body of planning knowledge.”

The Constitution of the Planning

Institute of Australia refers to the need for the Institute to “provide a forum for and promote the wide exchange of views in the community.” I suspect that other planning organizations worldwide make similar statements, and allude to the need for discussion and debate.

Importance of genuine debate

Genuine debate and the exchange of ideas are fundamental to spurring creativity, generating innovative solutions, promoting professional development and advancing the planning profession. Is nurturing, encouraging, cherishing and fostering genu-

ine debate and constructive criticism in the public interest? Does healthy debate contribute to making informed planning decisions? If the answer is yes, then debate and criticism must always occur within the bounds of acceptable ethical and professional conduct. Ethical conduct underpins the planning profession’s credibility.

While planners need to speak with one unified voice on certain issues, this voice should have many tones. Each tone is a slightly different opinion or way of achieving the goal for which all planners inherently strive—communities that are desirable places to live, work and play in. For instance, while most planners agree that intensification represents “good planning” and that it is in the public interest, they may have differing opinions about the appropriate level and form of intensi-



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fication, acceptable development standards and policies and the use of incentives. The differing opinions would reflect and be mindful of unique local circumstances.

In the November/December 2007 issue of the *Ontario Planning Journal*, editor Glenn Miller alluded to the challenges of the planning profession and the benefit of debate and idea exchange by stating, in part, that: "This is a challenging but fascinating time to be a planner. The list of interwoven issues that consumes our professional lives is endless, unpacking like a series of Russian dolls—with each contentious debate opening up another window on our complex environment."

Similarly, commenting on the importance of honest debate, Mike Fox of Brook McIlroy Planning Inc. noted, "Planning is susceptible to popular culture, just like the fashion industry, particularly because many of the things planners do are intangible and not numerically quantifiable. Therefore there are many 'sacred cows' in our profession that we should always be vigilant to critique and question."

A forum for debate

To date, idea exchange within the planning profession, and between planners and the public has typically been one-way—a few planners disseminate information while the remainder of the profession and the public is expected to merely absorb it. This process leaves no opportunity for immediate response to ideas, exchange of opinions, interaction and effective debate.

Recognizing this and with the belief that online interaction is key to the future of public consultation, Corinne Yap (Parks Planner, Town of Whitby), Michael Fox (Urban Planner, Brook McIlroy Planning Inc.) and myself, Damian Szybalski (Policy Planner, Town of Halton Hills), have founded www.urbanjazz.ca.

UrbanJazz is a forum that nurtures, encourages, cherishes and fosters genuine and honest debate, constructive criticism and idea exchange. It is a place to discuss ideas about urban experiences and perspectives on "planning"—interpreted in the broadest sense.

The philosophy of urbanJazz encompasses choice, improvisation and debate:


- choice is fundamental to why people live in cities;
- improvisation acknowledges the organic growth that produced the best parts of cities, with minimal public intervention;
- debate holds in high regard the creative tension that finds productive solutions in adversity.

Giving more thought to intervention and diversity will result in cities that are built to be physical representations of jazz: with structure setting the stage for individuality and surprise.

We urge you to be part of the debate and idea exchange. Consider posting comments or submitting your own article. We encourage you to visit and contribute to [urbanjazz](http://urbanjazz.ca) at www.urbanjazz.ca.

Damian Szybalski, M.Sc.Pl., MCIP, RPP, is a Policy Planner with the Town of Halton Hills and co-founder of www.urbanjazz.ca. Damian is also the Ontario Planning Journal co-District Editor for the WLO district. He can be contacted at damians@haltonhills.ca or at damian@urbanjazz.ca.

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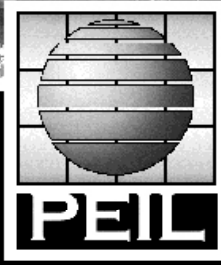
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Planning Futures

The Dialectics of Planning: Walking and Talking Together

Paul Bedford

This is a short column devoted to Canada's future planners. The cream of the nation's planning students gathered in Toronto in early February to attend the Canadian Association of Planning Students annual conference hosted this year by the School of Urban & Regional Planning at Ryerson University. I found the theme of their conference "The Dialectics of Planning" to be fascinating and most timely. Dialectics are all about the art or practice of examining statements logically to establish validity. It seems simple enough, but applying this lens to our actual practice of urban planning could produce some lively debates and food for thought.

Are we walking and talking together or just talking?

An estimated 250+ young minds from every planning school in the country listened to more than 20 presentations that covered the full spectrum of topics that confront our society. They gave everyone an opportunity to be part of a free flowing dialogue. Key note speakers Glen Murray—the newly appointed CEO of the Canadian Urban Institute—and Mike Harcourt, former Mayor of Vancouver and Premier of B.C., sent a strong wake-up call to the planning profession. Numerous panel discussions involving a mix of practising professionals and students gave everyone a chance to test the conference theme first hand.

Anticipating the results

To meet publication deadlines, the following was written *before* the event. Let's anticipate what the dialectics might reveal. I suspect we will rapidly get into a discussion about how the endless talk of sustainability, smart growth and transit-supportive development falls far short of the mark. Other questions might test how serious planners are in guiding change or merely following the trends. Do mid-career planners require re-training? Do our university planning programs need to re-think their mission? How many of them are true planning schools that are equipped to train Canada's future planners versus centres for urban studies?

Old paradigms versus new ones will also come under scrutiny. I hope that a healthy debate evolves over whether we are building cities for "foot people" or "car people" or whether New Urbanism is a positive step forward in city building or destined to repeat the mistakes of the past.

Are planners prepared to display the courage needed to champion new measures such as regional road pricing and even road pricing

.....

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.....

ing on local streets? This will clearly become a hot topic of much debate in our major city regions as it is a bi-polar and schizophrenic matter. Road pricing appeals to the values of the left as it addresses environmental priorities; however, it equally appeals to the values of the right, given its affinity for a user-pay philosophy and productivity characteristics. Other aspects of this debate include the difference between High Occupancy Vehicle Lanes versus High Occupancy Toll Lanes. The transportation agenda will be front and centre in all Canadian cities and regions.

Canada's future planners will face unbelievable challenges related to global warming and climate change and threats to environmental degradation. A huge change in mindset within society will be essential to achieve positive results. Smart growth will not just be desirable, it will be mandatory. Urban development will trump conventional suburban development with a much stronger emphasis

on building within the urban built boundary. A culture of walking and biking for life will become an ingrained part of transportation. Excellent public transit will not just be nice to have but an essential insurance policy for the economic health of Canada's cities and urban regions. Mixed commercial-residential uses will be the norm and the proliferation of big box retail and car-dependent office sprawl will be as old as yesterday. As the cost of gasoline goes off the charts, more people and more governments will realize that the total cost of the suburban dream unaffordable.

Time to change the way we plan?

Making planning work in the 21st century, the challenges of creating an eco-friendly green metropolis and building city regions that are truly sustainable over time will be the subject of contemporary debates in urban planning. Canada's future planners must develop models that go beyond the norm conversations about social justice and inclusivity that involve creating more prosperity and sharing it throughout all segments of society.

Hopefully, the Ryerson Conference will push the envelope and result in a new planning manifesto for all practising planners of how to walk and talk together. I hope it also helps to produce the mightiest, the most courageous, the bravest and the most curious generation of planners to ever come on stage. They need to give it all they have and make passionate love to Canada's cities and communities. How lucky they are to have this opportunity. I wish them much success.

Paul Bedford, FCIP, RPP, is the Ontario Planning Journal's contributing editor on Planning Futures. He teaches planning at the University of Toronto and Ryerson University. In addition, Paul is an urban mentor, a member of the board of the recently re-branded Metrolinx, the National Capital Commission Planning Advisory Committee and the Toronto's Waterfront Design Review Panel. He is also a Senior Associate of the Canadian Urban Institute.

Is it complete or isn't it complete? That is the question!

Peter Nikolakakos

Top of the Tree Developments Inc. brought forward a Notice of Motion to the Ontario Municipal Board pursuant to subsection 22 (6.2) of the *Planning Act*, to determine the completeness of an application submitted to the City of Toronto on August 1, 2007, seeking to re-designate a major city block from "Neighbourhoods" to "Apartment Neighbourhoods."

The Notice of Motion was the first case brought to the Board testing new municipal powers to determine completeness of an application since the *Planning Act* was amended by Bill 51.

The following sections of the *Planning*

Act provide the guidelines on what is required information to form a complete application, and how, if there is a dispute, a party can bring a motion forward to the Board requesting direction.

Prescribed information

22(4) A person or public body that requests an amendment to the official plan of a municipality or planning board shall provide the prescribed information and material to the council or planning board. 1996, c. 4, s. 13.

Other information

22(5) A council or a planning board may require that a person or public body that requests an amendment to its official plan provide any other information or material that the council or planning board considers it may need, but only if the official plan contains provisions relating to requirements under this subsection. 2006, c. 23, s. 11 (4).

Refusal and timing

22(6) Until the council or planning board has received the information and material required under subsections (4) and (5), if any, and any fee under section 69,

(a) the council or planning board may refuse to accept or further consider the request for an amendment to its official plan; and

(b) the time periods referred to in paragraphs 1 and 2 of subsection (7.0.2) do not begin. 2006, c. 23, s. 11 (4).

Response re completeness of request

22(6.1) Within 30 days after the person or public body that requests the amendment pays any fee under section 69, the council or planning board shall notify the person or public body that the information and material required under subsections (4) and (5), if any, have been provided, or that they have not been provided, as the case may be. 2006, c. 23, s. 11 (4).

Motion re dispute

22(6.2) Within 30 days after a negative notice is given under subsection (6.1), the

person or public body or the council or planning board may make a motion for directions to have the Municipal Board determine,

(a) whether the information and material have in fact been provided; or

(b) whether a requirement made under subsection (5) is reasonable. 2006, c. 23, s. 11 (4).

The applicant argued that the City does not have the right to request any type of information from an applicant unless the City has taken the "requisite steps as contemplated in subsection 5 to enact such requirements as part of the Official Plan policies." Counsel for the applicant suggested, "Without taking this necessary requisite step, it is his contention that the City is devoid of the requisite statutory power to demand any information other than what is set out in subsection 4."

The City argued that the application was incomplete on the basis of a couple of points. The City suggested that the applicant did not provide the required information required in O. Reg 543/06, and that the City's Official Plan does have policies that require certain information, such as a Transportation Impact Study, Heritage Impact Statement, Natural Environment Study and a Contaminated Site Assessment. In addition to the above studies, and mentioned in a letter to the applicant dated August 31, 2007, the City also suggested that the applicant may need to provide a Planning Rationale, Servicing Report, Housing Issues Report, Community Services and Facilities Study, Section 37 Community Benefits, Appropriate Plans/Drawings/Models, and an Arborist/Tree Preservation Report.

The City argued that it did not need to amend its policies, as the policies currently contain the requirement for the studies. To "enact new enabling policies because of the proviso in subsection 22(5), . . . would be unnecessary."

The Board on the matter of amending the City's Official Plan found that

"There is no doubt that the legislation, in the manner it is worded, calls for an

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Official Plan policy to be adopted and in force before a municipality can legally commence to impose additional requirements for complete applications. A post-January 1, 2007 O.P. policy setting out the type of requirements needed in particularized circumstances would clearly be the legal way to do business. Subsection 22(5) sets out specifically that the municipality may request for any other information or material 'only if the official plan contains provisions relating to requirements under this subsection.' The wording is amply clear to indicate that there is a pre-condition for the application of the requirements.

"Furthermore, a go-forward policy for what is required makes practical sense. Where else can these requirements be found? How are they to be discerned, if not expressly stated? There is no more efficacious means than for a municipality to set the scheme into motion by way of clearly stated rules

in an OPA. In our view, something similar to Schedule 1 of O.Reg 543/06 should be adopted and be found in an Official Plan. This makes sense not only from the point of view of the users, it would also make

We recognise that an OPA would invite the public meetings and all the statutory safeguards and procedures, including a possible Board hearing before the policies can take full force and effect. Nonetheless, that is the least to be expected from municipalities that are now vested with new powers and new responsibilities."

Council for the City amended its position at the hearing, suggesting that the City would consider the application complete if the applicant provided a Transportation Impact Study, which the City's counsel suggested was a required study, as per the policies in the City's Official Plan, and in relation to the O. Reg requirements, the City

also required the consent of the existing owners, some 41 landowners, over a series of streets and city blocks.

Regarding the Traffic Impact Study, the



Photos: T. Kontinen

City of Toronto learns the hard way

sense from the standpoint of the regulators. This panel disagrees that such an exercise will be a waste of time—in fact, it will be time well-invested and time-saved.



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Board disagreed that the City had a legal position to require the Traffic Impact Study or any other study until the requisite OPA is in force, and therefore the Traffic Impact study was not required in order to “complete” the application.

The Board did suggest that even though the Traffic Study is not legally required, it would be in the applicant’s best interest to prepare and submit a report at this early stage to provide for efficiencies through the approvals process.

On the matter of the applicant not meeting the O. Reg requirement of acquiring consent from landowners affected by the proposed re-designation, the Board found that “there is no known ownership requirement in any of the provisions of the *Planning Act* or its regulation before a person or a municipality can commence to launch an official plan amendment.”

The Board concluded that the application was complete as of the original filing date of August 1, 2007.

Source: Ontario Municipal Board
Decision/Order No. 2897,
Issued November 6, 2007.

OMB Case No.: PL070814

OMB File No.: M070084

OMB Members: S. W. Lee and M. Hubbard

Peter Nikolakakos is a Land Development Manager with SmartCentres in Vaughan. He is the contributing editor for the OMB and can be reached at

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Readers with suggestions for articles or who wish to contribute their own articles or comments are encouraged to contact him. (Due to an editing error, incorrect information was published in the most recent issue—sorry Peter.)

Communications

The Summing Up

Philippa Campsie

You’ve just finished a long, detailed report. You’ve spent hours poring over the analysis, tweaking the tables and graphs, and editing the text to make it clear. You are just about to send it off to your manager or a client when you realize you have forgotten to add the executive summary. What do you do?

- Take either the introduction or the conclusion and make it do double duty as a summary.
- Cut-and-paste bits of text from the main sections of the report and stitch them together.
- Take a deep breath, start from scratch, and write a single page that grabs the reader’s attention, succinctly covers the essentials, provides compelling reasons for the reader to accept your conclusion or recommendations, and makes it unnecessary for the reader to read the entire report.

If you’re like most people (and you are honest), you will answer a or b. After all, you sweated bullets to produce all that stuff—why would you let the reader off the hook by boiling it all down to one easy-to-read page? (The urge to make the reader work as hard as we did is deep-seated and difficult to overcome at times.)

I suppose the answer depends on how much you want the reader to accept the

contents of the report. If it is really, really important that the reader get a good impression of your work (in order to hire you, support your recommendation, invest in your idea, or whatever it might be), never overlook the value of a well-crafted executive summary.

Introductions and conclusions seldom make good executive summaries. The purpose of the introduction is to encourage you to read on, not to substitute for the whole report. Conclusions refer to something that

the reader has already read and are seldom much help to someone unfamiliar with the contents of the report.

Cut-and-paste executive summaries are a slightly better bet if you are selective and edit the results thoroughly to make sure that you’ve covered all the important points. However, they often look slapped together and do not read smoothly. Moreover, it’s often hard to find existing sentences that successfully sum up pages’ worth of text, which is

what an executive summary has to do.

Make it easy for the reader to agree with you

The best executive summaries are written from scratch, and do two things: provide a bird’s-eye view of the subject of the report, and convince the reader of your arguments in a concise way. Here are some ideas to get you started.

First, the opening sentence must be interesting. Imagine you are writing a media release: what is the one thing that will grab the reader’s attention? It might be the beneficial results of what you are proposing (this is an opportunity to . . .) or the magnitude of the problem you are addressing (this is costing us . . .). Whatever it is, it must be memorable



Philippa Campsie



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enough to stick in the reader's mind. Not "The purpose of this report is to blah blah blah. . . ." (Yawn.)

Whatever you do, don't begin at the beginning. By that I mean don't begin with a history. Start in the present: where things stand *now*, why the issue is crucial *now*, why the opportunity must be seized *now*. You have 1.583 seconds to awaken the reader's interest (okay, 1.683 seconds)—don't blow those precious moments.

Second, the central part must cover the who-what-when-where-why-how questions while making your arguments. Several options are possible:

- Problem, consequences of the problem, proposed solution, reasons for choosing this solution
- Goal, barriers to reaching goal, proposed way to overcome barriers, benefits of proposed way
- Task to be accomplished, importance of the task, best way to do the task, why it is the best way

And so on. I once read that all fiction could be summarized as "[Someone] wanted to do [something], but [someone/something] got in the way, so [this] happened." Similarly, a great many reports for decision-makers could be summarized as "You want/need to do [this], but you must be mindful of [this]; the best approach is [this] for [these] reasons." Research reports usually follow this pattern: "What is known about [this subject] is inadequate/wrong/problematic, so we carried out [this] research, we found out [this] and it has [these] implications for the way we do things in future."

If you can't immediately draw this information from the report, then there may be something missing in the report itself. Writing an executive summary is one way to ensure that you have done your job right in the first place.

Sometimes writing the bird's-eye-view version leads to new insights that didn't occur to you when you were down in the weeds, agonizing over details. The air is clearer up there and you can see farther.

Put your writing style on a diet

Third, the writing style must be tailored to the summary: lean and spare. Be specific, precise, concrete. No acronyms. No needless-ly complex sentences. No meaningless feel-good filler. As few modifiers as you can manage

Sometimes writing the bird's-eye-view version leads to new insights that didn't occur to you when you were down in the weeds, agonizing over details.

("When you catch an adjective, kill it," as Mark Twain once said). Put every word on trial for its life. Show no mercy.

Finally, get someone else to read it. Better still, read it

aloud to someone else. If you detect the faintest frowning of a brow, go back and revise again.

With a bit of practice, it will become a habit.

[Philippa Campsie] wants to [improve communications skills among planners] but [planners' resistance to change] gets in the way, so [she just keeps writing columns and giving workshops].

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New Directions for Planning in Ontario Part II, Southern Ontario

Gord Miller



Photo: M. Mamert

Wetlands under threat from growth?

The theme of my recent report to the Ontario legislature was about the need to reconcile our land use planning priorities. My report highlighted two major analyses of land use planning, one focusing on Crown lands and northern Ontario, while the other examined southern Ontario. In both cases, my report concludes that many of our specific planning priorities are partially or totally incompatible.

First and foremost, I would argue that the primary purpose of planning laws and policies should be to ensure the sustainability of our province, our communities, and the environment. However, I am concerned that when our current approaches to planning are viewed as a whole, we are essentially trying to have our cake and eat it too. Too often, conflicts arise that force concerns for sustainability to take a back-seat to the pressures for development. That is not the intent of any robust understanding of sustainable development.

In my previous article in the *Ontario Planning Journal*, I provided an overview of some of the issues facing northern Ontario. Among the recommendations following from

that analysis are that the Ontario government should take steps to reform the *Public Lands Act* and the *Mining Act*. In this article, I will outline some of the issues facing southern Ontario.

The Planning Puzzle

Comprehensively examining all the pieces of the planning puzzle is important to assess what path we have charted for the province. By taking this step back and scrutinizing major planning policies, I find serious conflicts are inherent in the province's plans to balance growth and development against the need to ensure the sustainability of the natural environment.

Making sustainability the goal of planning efforts requires the consideration of both where it is feasible for development and expansion to occur, and how much additional growth a given community's local environment is able to realistically support. Recent provincial planning efforts do not employ this perspective of sustainability.

The Growth Plan for the Greater Golden Horseshoe proposes further urban growth and intensification in watersheds where commu-

nities are already struggling with water supply and wastewater treatment issues. These communities will eventually require major upgrades to their water and wastewater infrastructure to accommodate the projected population growth.

Large-scale infrastructure and associated technologies have allowed communities, at least temporarily, to overcome the natural limits to growth that characterize any given ecological system. But in stretching an ecosystem's capacity beyond its natural limits, these communities are living on borrowed carrying capacity and make themselves vulnerable to major problems in the future.

It is unclear whether the Growth Plan will allow for radical reductions in growth allocations if major shortcomings in water and wastewater servicing emerge in communities targeted for growth. The Growth Plan for the Greater Golden Horseshoe does allow for population allocations to be revisited after five years, but it does not indicate what factors were used to determine the existing allocations, or what factors might result in changing those allocations. It appears that accommodating economic growth and expanding populations—rather than respecting ecological limits—has been the primary driving force in the allocation process.

The Growth Plan does contain some laudable objectives, but many of the priorities conflict—such as the need to preserve green space versus the need to expand Ontario's road network. As a consequence, proposed highway routes seem to exhibit a pattern of connecting and running through the "green dots" on the landscape—our wetlands, woodlands and farmlands.

Car-centricity the problem

If urban growth and road network expansion continues under a business-as-usual scenario—that is, one vehicle for every two residents—then another million automobiles will appear on the province's roads by 2020 and more highways will be needed, particularly in Southern Ontario, to accommodate them. One of the many apparent costs will likely be our natural heritage. A root problem is our car-centric culture. I believe that the intensity targets for new growth must be re-visited if some of these planning pressures are to be relieved. There also must be a genuine, strong push for an integrated public transportation network.

With respect to the protection of natural heritage, my report examined provincially significant wetlands and the planning policies that affect them. About 70% of the wetlands

present prior to European settlement have already been destroyed in southern Ontario. The major threats to remaining wetlands include drainage for agriculture, development and road construction.

Significant wetlands are defined in the 2005 PPS as areas “identified as provincially significant” by MNR. However, fewer than 1% of the wetlands in central Ontario have been evaluated, and the vast majority of wetlands in the province—particularly, north and east of Peterborough—are unevaluated. Even in southern regions, where the ministry has conducted about 2,000 wetland evaluations (primarily in the 1980s), there are many wetlands that should be evaluated or re-evaluated for their significance.

The Ministry of Natural Resources does not have sufficient capacity to complete wetland evaluations. Consequently, there have been several notable cases where citizens and groups have had to pay out of their own funds for a wetland evaluation by a third party, then asked the ministry to designate a wetland as significant, in order to protect it from proposed development.

Compounding the problem, some municipalities have been reluctant to designate provincially significant wetlands in their official plans or zoning by-laws, leaving the lands zoned for development. Further, even if provincially significant wetlands are designated in official plans, the PPS still allows infrastructure—sewage and water systems, waste management systems, electric power generation and transmission, pipelines, transit and roads—to be built within the boundaries of these wetlands.

Another threat to natural heritage features lies with the approvals process for aggregate extraction. Conflicts with other land uses and community interests are heightened because the PPS prescribes that aggregates should be extracted as close to market as possible. The inherent conflicts between aggregate production and the protection of natural areas arise because many of the highest quality aggregate deposits in Southern Ontario are found in areas of great ecological and social significance.

The current planning system allows pits and quarries almost everywhere in Ontario, subject to certain conditions. Very little land is off-limits, even within the areas covered by the Niagara Escarpment Plan, Oak Ridges Moraine Conservation Plan and Greenbelt Plan.

I question the assertion that pits and quarries are an “interim land use.” The term “interim” suggests “short-term,” but the impact of aggregate operations on the environment and communities is rarely that.

Adding the years needed to complete the necessary rehabilitation, land used for a quarry could be unavailable for any other use for many decades.

Furthermore, aggregate sites are rarely returned to their original condition. More likely, pits are converted to housing or golf courses, and if a quarry has gone below the water table, the site will be permanently flooded, resulting in a human-made lake. Some quarries will require manipulation of water levels in perpetuity.

To address some of these shortcomings, my report concludes that the province should develop a comprehensive aggregate resources strategy. I also argue that municipalities should have a greater role in the siting of pits and quarries. Above all, the approvals process should be revised to enable the planning system to quickly screen out inappropriate proposals that should not proceed, particularly those proposals that conflict with natural heritage or source water protection values.

These issues are a few of the concerns that I have raised in my recent annual report to the Ontario legislature. Our current planning system states that preserving wetlands, significant woodlands and agricultural lands are priorities, but it also asserts that the construction of highways, the removal of aggregates, and the building of pipelines for water supplies are priorities. We cannot do all of them at once.

Choices often have to be made between these different land uses. I argue that our decision-making process must be informed by a sustainable approach to planning. Our current planning system seems weighted in favour of extractive and destructive uses of the land over those that conserve natural or agricultural values. The full costs of that choice may not necessarily be evident now, but future generations will look back and wonder exactly what we were thinking in setting up such a system.

Most of Ontario’s laws and policies related

to planning are premised on a case-by-case review and approval for new projects, such as aggregate pits, municipal roads, sewers and highways. These approval processes are dangerously short-sighted, because they do not include an *a priori* discussion of the need for the undertaking under consideration. Nor do they permit a similar public debate about the conflicting consumptive uses versus the protection of natural heritage.

A prevalent assumption is that monitoring, mitigation measures and other environmental planning techniques can address the long-term problems associated with these development pressures. While it is certainly true that mitigation can serve to reduce many impacts, it cannot undo the long-term destruction of natural heritage features, greenspaces and agricultural land in southern Ontario. A more enlightened approach is urgently needed, for our sakes and that of the natural environment.

Gord Miller, BSc, MSc, is the Environmental Commissioner of Ontario. He is an independent officer of the Legislative Assembly of Ontario, responsible for overseeing the Environmental Bill of Rights. This article was submitted by Christopher Wilkinson, BES, MES, PhD, MCIP, RPP,; the ECO staff team on this project was Greg Jenish, BES, Lynda Lukasik, BSc., MES, PhD, Lisa Shultz, BES, MA, and David McRobert, BSc, MES, LLB. For more information on these planning issues, please visit eco.on.ca. Steve Rowe, MCIP, RPP, is the principal of Steven Rowe, Environmental Planner. He is also contributing editor for the Ontario Planning Journal on Environment.

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The Policy Basis for Consultation with First Nation Communities

David J. Stinson

The first article, which appeared in the July/August issue last year, discussed a range of problems often encountered by planners who are unfamiliar with potential missteps related to Aboriginal rights or how to work constructively with First Nations. This follow-up article outlines the policy basis for effective consultation. (Part one is available to members on line in Ontario Planning Journal archives.)

Having established the duty to consult as an *a priori* Aboriginal title interest, when and how should such consultation proceed? Several provincial governments have come up with guidelines, such as B.C.'s Provincial Policy for Consultation with First Nations (see www.gov.bc.ca/srm/; link "First Nation Consultation Policy"), Ontario's Draft Guidelines for Ministries on Consultation with Aboriginal Peoples Related to Aboriginal Rights and Treaty Rights (see http://www.aboriginalaffairs.osaa.gov.on.ca/english/news/draftconsult_june2006.pdf), or the Ontario Energy Board's Aboriginal Consultation Policy (see http://www.oeb.gov.on.ca/documents/cases/EB-2007-0617/acp_policy_20070618.PDF). Aboriginal organizations, such as the Chiefs of Ontario office, have also developed their own consultation policy documents to assist their members in dealing with external governments. Protocols involving First Nations and municipalities have occasionally been hammered out for issues of mutual concern such as the Grand River Notification Agreement (see www.sixnations.ca/Nov3ClaimsBooklet.pdf), or the O'Donnell Point Notification Protocol (see www.ontarioparks.com/english/planning_pdf/odon_supplement_to_final_esr.pdf—Supplemental Result). Hopefully, such approaches may help inter-governmental relations. But not all contingencies can be anticipated, and besides, these are less likely to provide direct guidance to those outside public service.

So, if someone feels the need to talk with a First Nation about an issue of mutual concern, what should he or she do? Cowan (2007) feels that such discussion is interest-

based, rather than rights-based, and should be thought of more along the lines of mediation. One has to determine whether the scale and nature of the project, along with the possible existence of aboriginal title, and the degree of concern by a given native community warrants consultation. If so, then appropriate steps can be taken to initiate discussions.

Scale and Nature

Proponents should consider consultation if their project involves:

- Federal Environmental Assessment
- Provincial Environmental Assessment
- The *Planning Act*
- Property adjacent to land reserved for a First Nation
- Property adjacent to land owned in fee simple by a First Nation
- Property within a land claim disputed by a First Nation
- Property within a traditional territory actively used by a First Nation
- Known pre/historic cultural, settlement, and burial sites
- Cultural, settlement, and burial sites discovered during archaeological assessment
- Human remains discovered during construction.

Aboriginal Title

Proponents should make a preliminary assessment on any claims or rights:

- Is there a Treaty with a First Nation in the region?
- Has there been occupation or possession by a First Nation?
- Was there an activity associated with a First Nation?
- Is there an Aboriginal right involved?
- Have negotiations begun on a claim?

It is important to research back to before the Crown patent on the land to see if there is an Indian patent. One should

check with Indian and Northern Affairs Canada for any claims, and the Ontario Secretariat of Aboriginal Affairs for any litigation. It may also be advisable to understand the general terms of any treaty, to clarify what interests may be at stake (e.g., hunting, fishing, etc.).

Degree of Concern

Proponents should ascertain the level of importance attached to their project:

- *None*: a First Nation may have explicitly expressed a lack of interest in similar issues; government officials may be able to identify appropriate examples. But priorities change and there are no guarantees.
- *Minor*: any statutory obligation or known protocol should be observed.
- *Major*: any issue that may impinge on native rights, culture, lands, or economic prospects should be a candidate for full consultation. The extent required can never be pre-determined.

Process

When dealing with First Nations, it is helpful to remember the following:

- Every situation is unique.
- New situations cannot be treated as extension of previous ones.
- The community must be approached with respect.
- An atmosphere of trust must be created.
- Proceeding must be done on a basis of mutual understanding.
- Silence must never be construed as consent.

Under the *Indian Act*, all communities that have had land reserved for them are required to have a Chief as well as a Council, members of which may hold portfolios for specific issues. Most have an administrator. Some have lands administrators — the position closest to a planning director in many municipalities, or an economic development officer. Any one of these may be able to help, but getting through to the correct person is not always straightforward, and a prompt response is not always assured. This should not be taken as a lack of interest; in such cases, patience really is a virtue. Those in these positions are usually very busy, and the demands of community life will take precedence over outside concerns.

An entrée to a First Nation, on occasion, can be facilitated through lower-level bureaucrats of Indian and Northern Affairs Canada or service organizations such as Tribal



Consultation with First Nations requires understanding and patience

Councils, who are familiar with a given community. If the matter is minor, Cowan (2007) suggests that a letter sent to the Chief, in accordance with the *Planning Act* Regulations, may suffice. A follow-up phone call to the Chief should be placed for more substantive issues. During that conversation a willingness to attend a Council meeting as well as visit staff can be extended.

Once contact has been established, electronic mail may be fine. But it should be remembered that if a community is small, or remote, or even just slightly “out-of-the-way” it may not always be well serviced by communications providers.

If invited to meet with Chief and Council, that opportunity may be used to offer to explain the proposal to the community at a meeting arranged by Chief and Council.

Proper conduct at a meeting is also necessary. A constant verbal barrage and the aggressive pushing of an idea can be offensive in a culture that respects humility and listening. The native tradition was largely oral and they often rely on the spoken word. An oral response can still carry a reverence that Western society now only reserves for a written one. Allowing time in a conversation or a meeting for reflection and silence is important. Sometimes it is best to defer a decision to a later date so due consideration can be given.

Numerous meetings may be required to reach a resolution. If the discussion extends

to the community, creative techniques that avoid the boredom or the tension of a typical “public meeting” should be entertained.

In the end, a proponent must simply be forewarned that a duty to consult exists. Even if a prescribed process is used, it does not mean that things cannot go awry, or that they will not be fodder for the courts. Consulting with a First Nation is never just another “check-box” on a to-do list. But there can be an upside.

Shanks (2007) suggests that not only would the stress of situations such as Caledonia, Ipperwash, and Oka be reduced with proper consultation of native people, but that there would be “many political, economic, and cultural benefits” from actually collaborating with them. This implies a genuine working relationship, even friendship, for which there is no business or legal substitute.

David J. Stinson, MCIP, RPP, is a partner in Incite Planning, which focuses on native planning issues. He can be reached at dave@inciteplanning.com.

This document was originally prepared as a brief for the Ontario Sustainable Energy Association to assist their ongoing work with First Nations. The legal ramifications presented here are the author’s understanding of this topic, and should not be taken as a substitute for legal advice. See the online version for a full set of references.

The details can be a devil

Noel Bates

Planners across Ontario can breathe a bit easier this year as first indications from the government and opposition members suggest that generating new planning legislation is not a top priority.

This session of the Legislature began November 29, 2007 with the traditional introduction of Bill 1, known as, *An Act to perpetuate an ancient parliamentary right*. This anachronism is designed to establish the priority of the legislature over the expressed wishes of the Crown or sovereign and is introduced traditionally by the Premier before the Throne Speech.

Of the two private bills and 28 public bills thus far introduced, none deals with planning or municipal issues. Last sitting of the legislature saw 237 bills introduced, and for planners and municipal politicians, three of them, Bills 51, 53 (Planning and City of Toronto legislation) and 131 (Municipal Act) were blockbusters. They introduced dramatic changes to how municipalities can operate and plan.

The rush is over for now

In addition, “non-legislative” materials in 05, 06 and 07 in the areas of Places to Grow, Provincial Policy Statements, etc., seemed to overwhelm the profession. In May the Minister of Public Infrastructure Renewal (known by some as “Empire”) announced that a new Growth Plan is coming for

Northern Ontario. Then in November the final proposed technical built boundary outline was made public.

Since the education of most planners in the traditional planning or environmental schools appears skimpy in the details of how the legislature operates, perhaps some background might help. In the fabulous website operated by the Ontario Government’s legislative library it is all there: Just go to http://www.ontla.on.ca/web/go2.jsp?Page=/bills/bills_main&menultem=bills_header&locale=en



Noel Bates

One area which probably could be beefed up in academic studies for planners is studying how legislation is drafted, how it should be read and interpreted and what resources to use in doing so.

An informal survey by your contributing editor (reviewing academic websites and discussions with two professors) indicated that few planners get exposed to the intricacies of one of the most important tools of the trade.

Mapping is arguably the most important planning tool today. But running a close

second is the language of statutes and by-laws. Because somehow there is a quaint notion still extant that concepts must be reduced to words. And certainly no one, not lawyers, judges or legislators—let alone planners—have cornered the market on how the words should be properly used for either clarity or internal consistency.

Creating a problem from scratch

Take the new amendments to the *Planning Act* in Ontario. The amendments introduced the phrase “area of settlement.” And then gave a definition. That is clear enough except for the fact that the phrase “settlement area” is used in the PPS (2005) and the definitions are different. This then gives rise to the problem of how a municipality can deal with an “area of settlement” as defined in the act and be in conformity with the PPS.

Frequently we have heard planners at a municipal level—often times the actual authors of a controversial by-law—say “this is what I meant” or “this is what it means.” They are obviously oblivious to the old judicial adage “the last person in the world you ask about the meaning of a clause in legislation is the drafter.”

Why? Because, frequently, the drafter can’t see the other side of the coin.

Take the word “sustainable.” Here is a flavour-of-the-month word. An adjective which is used in the *Planning Act* in relation to economic development, in relation to exterior design of buildings and in relation to highways and (I kid you not) hedges, shrubs, street furniture and bicycle parking facilities.

Now what were the legislators thinking when they used the word?

Using the website, we can see what the Minister said in committee, what the notes to the explanatory notes accompanying the bill said. We can go to dictionaries, we can review Carswell’s Word & Phrases to see if courts have interpreted the word. There are a myriad of techniques.

Sustainable could relate to culture, economics or the environment; it is a word that has many different meanings and as a result probably doesn’t belong in legislation unless defined.

But there it is and now planners, politicians and courts are going to spend hours interpreting it.

Noel Bates, MCIP, RPP, BA, JD, practised law for almost 30 years and now has a small storefront, mainstreet planning practice in Creemore, known as LandPlan Inc. Noel is the new contributing editor for Legislative News.



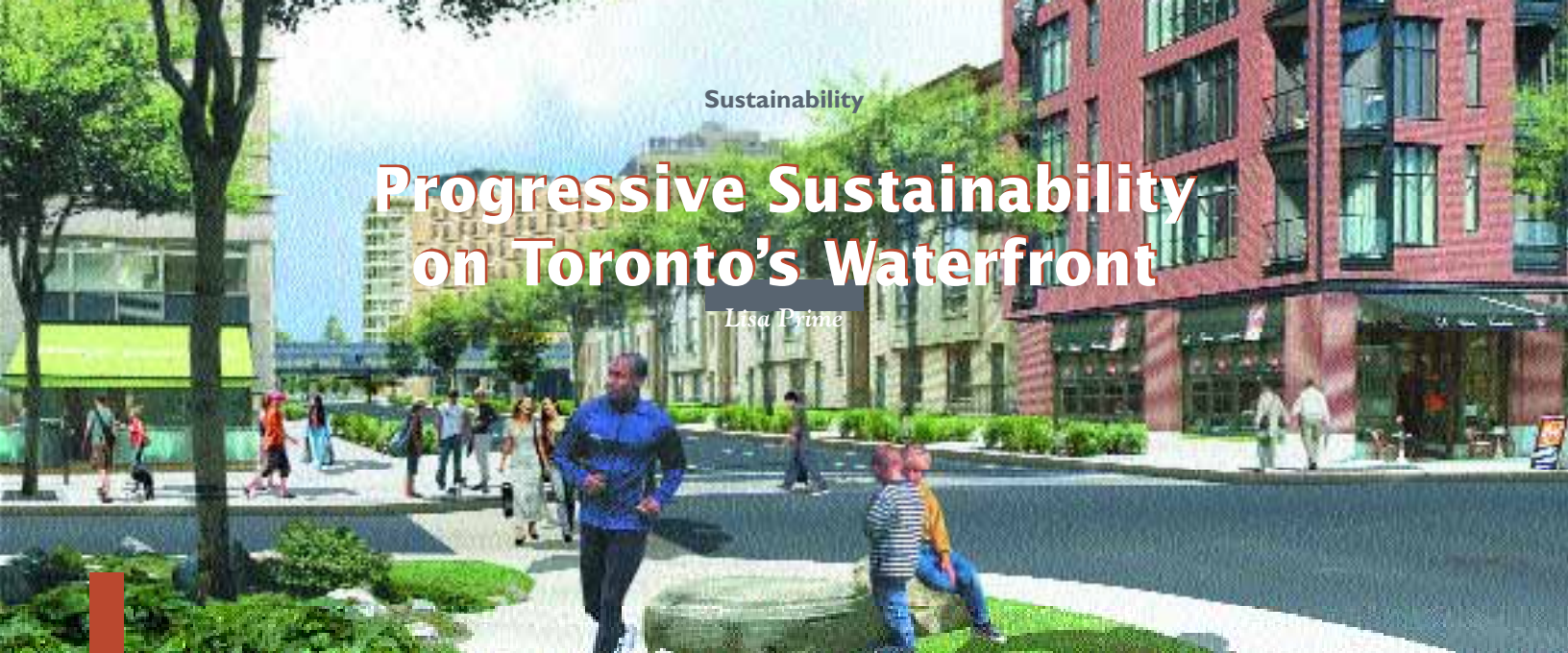
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Progressive Sustainability on Toronto's Waterfront

Lisa Prime



Quality of the public realm a priority

Implementing sustainable community development is a growing trend as municipalities and developers both work to determine what sustainability really means. Formerly known as Toronto Waterfront Revitalization Corporation, Waterfront Toronto has been working to revitalize derelict lands into an urban community, based on strong corporate principles founded in sustainability.

The project aims to transform more than 800 hectares of underutilized urban space into a place where exceptional parks, cultural destinations, sustainable new communities and a strong employment sector can collectively represent Toronto to the world. With 40,000 new homes and 40,000 new jobs at full build out, the revitalization of Toronto's waterfront is the largest urban redevelopment project under way in North America. Innovative brownfield development on this scale, adjacent to Canada's financial and cultural gateway, will potentially create ripple effects across the city and beyond.

Sustainability Framework a tool for guidance and continuous improvement

Rising public awareness of traffic congestion and environmental concerns, are supported by strong provincial policies that seek to halt sprawl, reinforce redevelopment and long-term intensification.

The imperative that guides Waterfront Toronto's progress is its Sustainability Framework, which sets out objectives and targets based on 11 environmental themes. As the corporation gains knowledge and experience with sustainable development, Waterfront Toronto is building on a firm

foundation as it moves into implementation. Here are some of the key initiatives.

Neighbourhood development in the first two precincts, the West Don Lands and East Bayfront, will include green buildings at a LEED (Leadership in Energy and Environmental Design) Gold standard. The Green Building Requirement emphasizes energy efficiency as well as the use of an integrated design process. Buildings will have increased ground-floor ceiling height for long-term flexibility, in-suite metering, green roofs and three-stream waste management. The approach to green buildings was established when LEED was in its infancy in the Canadian market and Gold was considered a stretch objective. Still a challenging level to attain, the number of buildings in Toronto alone registered to implement the third-party rating system is steadily increasing, so the expectation that waterfront buildings will achieve LEED Gold is not unrealistic. Proof that market transformation

is well under way is that Waterfront Toronto's first request for qualified builders was met by no fewer than 18 teams, which was subsequently reduced to a short list of five.

Future Proofing the key

Although green buildings are an important aspect of what defines sustainable neighbourhood development, there are other important elements that contribute to the goal of sustainable development at a community scale. Waterfront Toronto is pursuing neighbourhood scale infrastructure, such as district energy and intelligent communities high-speed broadband. These services enhance the sustainability of development by providing a foundation through future proofing delivery of essential services to neighbourhoods. District energy, which will connect all buildings to a central energy system, means the transfer to advanced technologies, such as co-generation and renew-

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able options, can be delivered comprehensively within the neighbourhood. This contributes to the positive impact of efficient buildings at a neighbourhood scale. The delivery of high-speed broadband for the neighbourhood increases the employment use opportunity and enhances opportunities such as live-work.

Applying fundamental planning principles through neighbourhood design sets the basis for sustainability. For the waterfront, this includes compact mixed-use family-oriented development at increased densities, which include mid- to high-rise development, compatible with surrounding neighbourhoods. It also includes higher-order transit, alternative transportation modes, well-designed parks, community uses and an emphasis on excellence in architectural design. This all contributes to a recognizable quality of place that can attract people to a lifestyle focused on walking to work, local shopping and amenities; where living with a decreased ecological footprint, less focused on the automobile, can be more attainable.

Waterfront Toronto is working to emphasize an interpretation of sustainability in every project, looking for opportunities to maximize key objectives, based on the "Net Plus" principle established in the Sustainability Framework. This includes considering design details in everything from parks and the public realm to habitat and infrastructure and buildings. Critical to success is the review of opportunities with approval authorities, including the City of Toronto, who faces new operational considerations.

Current initiatives to support this direction includes implementing "Woonerfs," or pedestrian-oriented streets in key connecting areas, alternative stormwater management, risk assessment for brownfields and



New ways to connect to the lake?

development of criteria for sustainable parks, which like the Green Building Requirements, will provide some important direction for park designers on how to consider implementing sustainability. This will include guidance on strategic decisions for design that relate directly to important themes, such as energy, water, transportation, and stormwater management. All of these examples combine to demystify what a sustainable community is or should be.

To further support recognition of sustainability at a neighbourhood level, Waterfront Toronto has engaged in the USGBC (U.S. Green Building Council) pilot process for LEED ND (Neighbourhood Development). This U.S. Program will respond with a Canadian third-party rating for sustainable neighbourhood development, delivered through the CaGBC (Canadian Green Building Council).

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determined set of criteria where level awarded is based on points, this third-party process enhances the oversight of neighbourhood-scale objectives and priorities. The results of this process will not only provide Waterfront Toronto with recognition for its efforts, but contribute to future precinct planning, such as those for the Lower Don lands and the Port Lands.

Achieving sustainability is a building block process. Directed by strong objectives and priorities, it provides for consideration of new and progressive opportunities that can be contributed to and expanded over time, resulting in a model of sustainable community development that is clearly different from current practice.

Lisa A. Prime, MCIP, RPP, LEED AP, is the Director of Sustainability for Waterfront Toronto. For further information on projects and progress, please visit www.towerfront.ca.

Carla Guerrero, MPL, is the Ontario Planning Journal's contributing editor for Sustainability. She is also Planning + Design Project Manager with Waterfront Toronto.



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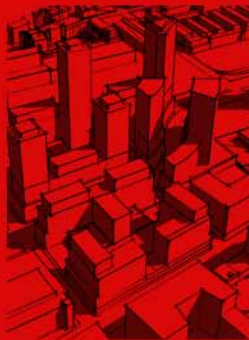
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Strategic Planning for Municipalities: A Users' Guide

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Too often, strategic planning is seen as a complex process, involving only senior management in the design and production of a glossy strategic plan document that is used infrequently in the running of the municipal operation. But it doesn't have to be so, says strategic planning expert Thomas Plant in his new book, *Strategic Planning for Municipalities: A Users' Guide*, published by Municipal World.

Plant says strategic planning has the potential to be a powerful process that catalyzes the municipal organization, bringing together the public, staff and management in the develop-

ment of a common vision, direction and goals.

Building on his extensive experience in strategic planning and management for municipal government, Plant shares a step-by-step process for developing an effective strategic plan. This how-to guide aims to help council and senior management put a plan in place to ensure that their vision and goals for the organization are implemented. The book guides readers through the process to:

- establish a "living" strategic plan to guide the organization into the future;



- ensure that the strategic direction of council and senior management is implemented—and that its success is measurable;
- create a dynamic holistic strategic plan, aligned with the corporate budgeting process;
- identify best practices to position the municipality to offer citizens the most efficient and highest quality service.

"Ensuring the progress and relevance of the strategic plan is a critical factor in its successful implementation," says Plant. "In order to ensure that the strategic plan is a guiding document and meaningful for all stakeholders, it must become a living plan." This book sets out a detailed roadmap for municipalities to make the "living" strategic plan document a reality.

Thomas E. Plant, MBA, MPA has been working for various municipal governments over the past ten years, with roles in consulting in strategic planning and management. He has graduate degrees in both public and business administration, and his work in the municipal sector includes expertise in strategic planning, performance measurement and change management.

Book summary provided by the publisher. David Aston will return—Ed.

David Aston, MCIP, RPP, is contributing editor for In Print. He is also a planner with MHBC Planning Limited in Kitchener. Readers interested in doing book reviews should contact David at daston@mhbcpplan.com.



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