

# ONTARIO Planning

JOURNAL

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*Integrated planning on a brownfield redevelopment inspired a national program in sustainability in Sweden*

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Citizens' Regional Health Assembly  
City of Toronto's Green Initiatives  
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# Before you plan—think!

How integrated planning on a brownfield redevelopment site inspired a national program in sustainability

Glenn Miller

**J**UST A COUPLE OF decades or so ago, the site that is now the hottest real estate market in Stockholm was a grim industrial wasteland—something that the more polite among us call a brownfield. Looking back—with some relief—the planners responsible for its remarkable turnaround can count the removal of more than 130 tonnes of oils and grease, and 180 tonnes of heavy metals, part of a massive accumulation of debris from the shanty town that had become an embarrassing eyesore on the edge of downtown Stockholm, Sweden’s capital city.

So how to account for such a significant transformation in so short a time period? Erik Freudenthal, information officer for the community, gives me a tour of the place, often stopping to elaborate on the evolution of what is clearly, for him, a labour of love.

The main shopping street feels as if it has been there for ages, with cafes, stores, and food shops. Recognizing the importance of providing amenities early on in the development process, retail in each neighbourhood is given a helping hand financially to get started. The reeds and bulrushes that line the small canals (which double as storm water drainage outlets for runoff from housing) are home to nesting birds that have wasted no time settling in. The youthful parents walking their young charges to school are tracing well-worn paths that belie the fact that they are the first generation to do so. Fit older couples looking as if they have stepped out of central casting walk briskly by on their way to early morning tennis games. Only the rumble of cement trucks and the presence of distant cranes swinging joists into place reveal that Hammarby Sjostad is still growing and evolving.

The change began in 1990 with a set of what were then revolutionary ideas. “Before we plan, we must think!” insisted the architect responsible for the original concept. The impetus for change began with the goal of creating a green athletes’ village for the 2004 Olympic Games. Although that idea went nowhere, the



Photo: Courtesy, Erik Freudenthal

Hammarby Sjostad from the air

inspiration to set new standards for a truly sustainable community stuck and thrived, nurtured by the city’s water, energy and development entities.

Before putting a line on a map, or generating expensive renderings, the planners called a meeting that brought together key players from every city department. Goals for integrating land use, transportation, building materials, energy, waste, water and sewage were agreed upon at the outset. The plans called for a modern architectural theme that pays attention to the site’s remarkable views over Hammarby Lake. Road standards, densities and block sizes match those of the adjacent inner city. But a commitment was also made to invest

heavily in the public realm and high-quality, sustainable materials such as glass, wood, steel and stone. Attention was also paid to the impact of hidden infrastructure such as piping—no copper or PVC is allowed, only certain plastics or stainless steel.

## Hammarby spells return on investment

Ten years on, even the accountants are smiling, as modest premiums invested in sustainable systems and materials are reaping higher real estate values, which translate into increased municipal tax revenue. And because about one-half of the apartments are rental, it is possible to integrate Hammarby Sjostad into the broader social structure of the city. When fully built out in 2016, there will be about 11,000 apartments housing about 25,000 people, and space for 10,000 jobs. Today, there are already 15,000 residents. Although the master plan is now more than a decade old, a dedicated team of planners reviews plans for each new precinct to test new development designs against the base principles. The City Planning Bureau likes to bring in up-and-coming young architects—a process that encourages innovation while allowing new ideas to filter through the project. “This way we build in architectural diversity but remain faithful to the unifying concepts,” Freudenthal explains.

According to Freudenthal, the bar was deliberately set high. The area's environmental footprint was designed to be half that of any comparable development. Or as Freudenthal likes to put it—twice as eco-friendly as normal buildings. “We decided that as far as possible we would take behavioural decisions out of people's hands—human nature being what it is. This is why the emphasis is on achieving environmental performance goals through specification. About 70 percent of the targets are being met through structural design, application of systems and criteria for amenities. For example, appliances such as cookers and refrigerators have to have the highest EU efficiency rating. Low-flush toilets are standard and other bathroom facilities such as showers incorporate air filters that give the impression of volume but which actually use less water.”

So far, the plan appears to be working: water consumption averages 150 litres per person, half way between normal consumption patterns for traditional development and the goal of 100 litres.

Little time was wasted on theoretical discussions about environmental clean-up. Team members from the City's Environmental Administration and Health department were integrated into the design process from the beginning and given licence to come up with clean-up solutions that fit the phasing of development. Their work continues as the project expands, but now focuses on monitoring to ensure that government standards are met—or in most cases, exceeded. An Environmental Load Profile has been developed that facilitates performance measurement for water, heating, cooling, wastewater, stormwater and solid waste. Performance is benchmarked against other communities and the team constantly looks for opportunities to introduce innovative approaches.

### Holistic is not just a concept in Hammarby

The approach to energy production and consumption also started from strength. More than 75 percent of housing in Stockholm is already reliant on district heating, a series of centralized systems that distribute heating efficiently with a low impact on the environment. It was therefore a no-brainer that Hammarby Sjostad would be built around the same concept. A significant proportion of electricity is generated from the incineration of combustible waste. Air quality is monitored religiously in Stockholm, which compares favourably with many cities in North America where the incineration of garbage is still considered a dirty word.

Another renewable energy source comes from heat extracted from the purification process for treating wastewater. Originally introduced on a pilot basis, the system is proving to be highly effective. Cooling is also provided from a central source, but is used only for public spaces like supermarkets, since private homes rely on natural circulation and sensible orientation. Solar power supplies half of the annual requirement for domestic hot water—a fact that surprises many visitors, because this part of



Water defines Hammarby's character

Sweden gets only six hours of daylight in the depths of winter. “But don't forget we get 18 hours of daylight in summer,” Freudenthal adds. “The secret is integrated planning. The energy systems are designed to take advantage of environmental conditions throughout the year, and this is reflected in building design and choice of materials.”

Energy efficiency is also the core of the transportation plan. Buses in inner-city Stockholm all run on biogas, generated from sewage sludge and organic waste. Over time this will replace the use of ethanol. Diesel buses have not been used for years out of respect for air quality standards.

### Transportation plans focus on all-round mobility needs

Perhaps the hardest lesson to absorb for Canadians visiting Hammarby Sjostad comes from the approach to transportation, which is seen from the perspective of all-round mobility. Recognizing that people have diverse transportation requirements, the planners built the community around universal access, rather than focusing on exclusively on the needs of commuters. Light rail runs down the main street of the area, connecting to the subway. Buses use the same dedicated right of way, ensuring that service is frequent all day long, more than justifying the expense of building a separate right of way. A free ferry connects residents and workers to the community across the lake. Car-pooling (using hybrid vehicles of course) is inexpensive and easy to access.

“If this sounds too perfect, I want to reassure you that Swedes really are normal people. We haven't been able to meet our goal for the number of parking spaces,” Freudenthal admits. “The parking is put underground, which is obviously expensive, but the alternative is worse. The ratio of parking per apartment has had to be raised from 0.3 to 0.7, because people moved in and phoned up the project managers to ask where they could park their car—or in some cases, cars. But because of the combined strength of the transport systems, relatively few people feel the need to drive to work.”

The timing of when the transit system was built is also key to why the area has such a high modal split (80 percent of trips are by transit, cycling, walking or car share). “We had a bit of a problem when the first neighbourhoods were being constructed,” Erik



Photo: Glenn Miller

Reeds and bulrushes link nature with urbanity

Freudenthal recalls. “The demand to live here was much faster than we expected, so we asked the transit company if they could help.”

The result was that the light rail system became operational a year ahead of schedule!

Good transit access to downtown Stockholm and the rest of the region is important, because the area will eventually be home to 10,000 workers, only a proportion of whom can be expected to live in the area. Existing employment housed in former factories is already adding daytime vitality to the main street, and plans to construct new office towers are under way.

One of the reasons that walking and cycling are so popular is that the paths and public green spaces are designed for easy use. Two massive bridges over an adjacent motorway provide a green pathway for and recreational access to wooded areas. Balconies have views of the water or over the many greenways that thread throughout the area. This natural oversight has also influenced the design of the high-tech underground vacuum waste system that keeps garbage trucks out of the area and which facilitates a high rate of recycling and efficient separation of garbage into three dedicated waste streams: recyclables, combustible waste, and organic waste.

“The vacuum waste system is built by Envac, but owned by joint property associations,” Jonas Tornblom, director of corporate marketing and communication for Envac, explains. “The City subsidizes the cost in recognition of the savings from having to run a traditional collection system. We have two types of systems. The starting point was that right at the beginning, the planners insisted on a goal of reducing the overall amount of waste, and reducing the amount of heavy traffic such as garbage trucks required to pick up waste.”

The so-called “mobile systems” offer the most flexibility and were installed in the early phases of the development before demand for the area took off. (This system is the one most often used when retrofitting an older neighbourhood.) The difference between the two systems is that “stationary” systems transport all three waste streams in the same pipe system, but in separate slugs, to a collection station located at the outskirts of the area. The under-pressure necessary to move the waste is

generated by a series of fans in the collection station. In the collection station the waste is compacted into containers, one container for each waste type collected (recyclables, garbage or organic food waste). When the containers are full, a hook-lift truck comes by to pick them up, approximately once a week. The “mobile” system stores the waste in tanks underground. These tanks are connected by pipes to a special docking point. From this docking point a special suction truck collects the waste by generating an underpressure in the pipe. Both systems use the same types of waste deposit portals, or inlets as Envac calls them. These inlets can be placed either inside the buildings or in the common courtyard. The decision to place inlets, in places where people naturally converge, such as central courtyards, adjacent to

bicycle sheds and other highly visible areas, provides a measure of “social oversight,” because nobody wants to be seen to abuse the system. It also sends an important symbolic message that reminds residents that garbage is part of the human condition.

Separation of waste is linked to defined environmental benefits: combustible waste is transported automatically to collection points before being sent to a plant in southern Stockholm where it is incinerated and recycled as heating and electricity. Organic waste goes to a different plant for composting, where it is transformed into soil and fertilizer. The goal is to catch up to other places in Sweden like Helsingborg, where the entire bus fleet, garbage trucks and emergency vehicles run on biogas created from organic waste.

#### Landfill considered environmentally irresponsible in Sweden

One of the challenges facing Envac, which would like to introduce these systems into North America, is that public officials responsible for waste collection on this side of the Atlantic are focused on managing garbage trucks, and have difficulty seeing garbage as part of a bigger system or as a renewable source of energy. At the time of writing, Montreal appears to have taken the first step towards introducing automated vacuum waste garbage disposal on an experimental basis. Developers in the U.K. are making similar commitments.

In Sweden, where Envac’s systems have been operating successfully for more than 25 years, there is no artificial distinction between commercial and domestic garbage. In Hammarby Sjostad, the beneficiaries of the Envac system include shopkeepers and companies occupying the office buildings. To a visitor from Toronto, used to seeing unsightly bundles of collapsed cardboard boxes piled up against outdoor cafes on Friday nights—just when the sidewalk cafes are most crowded—the efforts of Waterfront Toronto to introduce vacuum waste into the West Don lands project are to be applauded.

Another important difference to consider is that Swedish law dictates that responsibility for packaging materials lies with the companies producing the materials. One outcome of this policy is that the market for recycling is more mature than on this continent. Although every approach has its pluses and minuses, there is

little doubt that greenhouse gas emissions from garbage trucks in this part of the world are much reduced and the accompanying noise and smells that accompany traditional methods are not part of the environment.

To be fair, the impact of senior government policy can be very important," Erik Freudenthal reminds me. "In Sweden, relying on landfills is considered to be environmentally irresponsible. Only a very small amount of the waste stream is allowed to be landfilled these days.

A central tenet of the Hammarby model is that the experience of developing, living and working in the community should be captured in a new philosophy and a fresh approach to sustainability based on integrated planning. The basic concepts have been brought together with the help of the national government into a set of planning principles embodied in SymbioCity. Such has been the reputation of Hammarby Sjostad that the community gets 10,000 visitors a year, many of whom come from other countries. The level of



Photo: Glenn Miller

Envac's outlets are prominently displayed

interest in the U.K. is so high that a film has recently been completed on the subject. (It is hoped that the Canadian premier of this film will be at Hot Properties at Canadian Brownfields 2008, to be held in Toronto, October 22-24, 2008.) A partnership has also been formed to deliver the lessons learned from Hammarby in China.

Erik Freudenthal spends his working days at the GlashusEtt—a beautifully sleek structure in the centre of the community that would most likely rate a platinum rating if

LEED standards were applied. This is the centre for environmental education, originally conceived for the benefit of residents, but which today functions as mini-embassy for international relations. The day of my visit, 50 professionals and politicians from Korea were touring.

Confirmation that the GlashusEtt has been embraced by the community came when I arrived at Hammarby having left the information with the street address for the facility in my hotel. "No problem," said the group of teenagers I accosted to ask if they knew where I could find the place. "Just go down this street and turn right. You can't miss it."

*Glenn Miller, FCIP, RPP, is editor of the Ontario Planning Journal and director, education and research, with the Canadian Urban Institute in Toronto. He recently visited Sweden as the guest of the Swedish Embassy in Ottawa.*



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# Lessons from the Citizens' Regional Health Assembly

New approaches to public engagement

Chi Nguyen

*"I arrived with the feeling [of] 'your health care (LHIN), their health care (hospitals), and my health care.' I left with feeling of OUR health care. [It was] . . . very rewarding."*

—Member of the Citizens' Regional Health Assembly

**A**S AN INNOVATION of deliberative democratic practices, Citizens' Assemblies (CAs) provide a model of engagement to those who are looking for meaningful ways of consulting the public. CAs allows decision-makers to tap into the collective intelligence of our communities while creating the legitimacy needed for public action. Because planners and developers must make difficult and deliberate decisions that have large public impact, using public engagement approaches are a seemingly obvious and common sense thing to do. Borrowing from other disciplines to learn about how best to work with the public is a natural direction for the planning community.

On a cold, wintry March weekend, a group of over 80 citizens and health practitioners came together to form the first Citizens' Regional Health Assembly, held in Kingston, Ontario. Hosted by the South East Local Health Integration Network (SE LHIN), the Assembly provided an opportunity for members of the public to help create a vision for health care in the South East region. The creation of the LHINs has signalled not only a change in the proximity of health care administration, but a new philosophy where improved integration of health services comes through fundamental changes in the relationships of health care administrators, providers and patients.

This fundamental shift is not confined just to the health sector. It is part of a transformation in how citizens experience government. In the recent updates to the *Ontario Planning Act 2006*, the provincial government made public engagement a key part of the municipal planning process. Its

amendments included the creation of more opportunities for public input before local decisions are made. Upfront planning systems, where public open house meetings are mandatory and completed applications for development are made available to the public, are some of the tools in the planning process that allow participants to be engaged in how communities are being developed. The choice to move the public engagement components of the planning process upstream provides planners and developers with opportunities to weigh the wider interests of the community-at-large. Imagine if a Citizens' Assembly had been convened, and citizens were invited to work with a technical team of planners and developers to inform big-box developments in their neighbourhoods.

In creating this pilot project, MASS LBP developed a public engagement process that would accomplish two goals: to produce a compelling vision statement to help orient the design and delivery of health services in the South East region; and to demonstrate

the practicality and power of working directly with citizens to make informed decisions. MASS LBP is a new company that is inspired by the experiences of Ontario and British Columbia's Citizens' Assemblies on Electoral Reform. It has developed a participatory methodology where the focus is on giving citizens an opportunity to make a meaningful contribution to decision-making processes. This model offers a persuasive alternative to more traditional forms of civic engagement. While the traditional tools of public engagement such as town hall meetings, surveys and focus groups are useful components in the toolbox for public engagement, Citizens' Assemblies are a much more rigorous and rewarding approach.

The three elements that distinguish a Citizens' Assembly are membership, learning and consensus, which together create the conditions needed producing recommendations that are legitimate and reflect sound public judgement. Members are invited to come forward to take out "mem-



Are citizens' assemblies an effective new tool?

bership” in the Assembly; to speak not only for themselves but for their communities; to be exposed to a range of technical knowledge and policy ideas; and work to achieve consensus. Together, these attributes allow members to exercise real ownership for the process and its outcomes.

Citizens’ Assemblies provide decision-makers with a flexible, adaptive and powerful methodology for engaging and working with public. Like any public process, they open themselves up to critique and can be high-risk endeavours. But, from these conversations and consultations, a richer kind of public



No substitute for dialogue

judgement can take place. Because the members are able to speak from a place of objective learning, on behalf of their own (and their community’s) interests, this method is useful to a range of decision-makers. Whether it’s a town mayor or a federal-level deputy minister, from the lead urban planner to the sustainability department, leaders can take a step towards ensuring that the public gets a seat at the table.

*Chi Nguyen is Director, Participation and Process, MASS LBP, a company based in Toronto. She can be reached at [chi@masslbp.com](mailto:chi@masslbp.com).*

## City of Toronto Green Initiatives Build on OPPI’s Healthy Communities

Thinking sustainably catching on

*Magda Walaszczyk and Christian Huggett*

**T**HE SHIFT TO BECOMING “GREEN,” “sustainable” and “healthy” continues to seep into all aspects of our lives.

Individuals, groups and communities, whether planning-related or not, are becoming more aware of this shift, and are considering the future more thoughtfully. This can cause many to feel overwhelmed and helpless, since, individuals or communities are really insignificant in the whole scheme of things.

Optimistically, several sources produce ideas and studies about what those future considerations can be. OPPI’s Healthy Communities paper focuses on the planning

industry and the areas within it that should receive attention. OPPI’s call to action last fall urged those involved or interested in their communities to take steps locally in helping to create healthy and sustainable communities. The challenge in considering these objectives is how to go about implementing them and to ensure that they will actually contribute to meeting sustainability goals. It appears that the answer lies with the link between today’s problems and tomorrow’s desired outcome. The City of Toronto has introduced new initiatives that aim to do just that.

The Toronto District OPPI Committee

and the City of Toronto recently co-hosted an event related to this theme. City staff presented three initiatives that are excellent examples of making the connection with existing situations and “green” considerations through the planning process. The session was moderated by Toronto planner David Oikawa. City Staff presented the Green Development Standards, Guidelines for the Greening of Parking Lots and Bird-Friendly Development Guidelines. These initiatives build on the objectives of the City’s Official Plan, and are consistent with the themes of OPPI’s Healthy Communities paper.

Although the Green Development Standards do not have the weight of a zoning by-law, proponents seeking amendments to the official plan, zoning by-law or site plan, are required to submit a checklist identifying if and how the different aspects of the Green Standards have been met in the proposal. The idea is to persuade proponents to give some thought to green issues long before a building permit is applied for.

The Standards are another form of measurement for measuring the expected performance of a building(s) or site, similar to the LEED (Leadership in Energy and Environment Design) process. The main difference from LEED is that there is not an accreditation process afterwards as is

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Photo: M. Menzies

Is this a healthy community?

required to achieve LEED certification.

The Standards provide flexibility and choice, giving proponents the ability to achieve their own objectives for their development while meeting those of the City. The Standards deal with air quality, greenhouse gas emissions and energy efficiency, water quality, water efficiency, solid waste and ecology.

**Parking lots have the potential to be made more “green”**

The Guidelines for the Greening of Parking Lots is a pilot project approved by Toronto Council that is now being tested on new applications. Staff continue to liaise with stakeholders and polish the document to achieve best results. The name for this document is “the greening of,” because surface parking lots in terms of their design, size, and accommodation of vehicle use, acknowledge an existing condition that is likely to remain in some locations in the future. The objective is to promote better design of parking lots and reduce negative effects inherent in surface parking lots. These include little to no landscaping or plantings, a lack of coordination of landscaping, lack of pathway connection points, and large expansive surface areas of asphalt. As with the Green Standards, the document provides multiple ideas and approaches to each site to ensure a proponent can apply and modify them on different sites. The examples provided deal with on-site storm water handling, choice of surface material, a tree-to-parking-lot ratio of one to five, design, and the implementation of alternative technologies.

The third initiative is the Bird-Friendly Development Guidelines, which deal with reducing the overwhelmingly large number of birds that perish by flying into large buildings, mostly office towers. Birds get confused when they see light from the buildings at night or reflective surfaces during the day when sky and foliage appear continuous. This document focuses on the designs that mitigate this problem. The design ideas are simple to implement and provide the proponent with choices, dealing with window and wall articulation, lighting direction, lighting within offices, and more. An applicant is expected to discuss the extent of mitigation that was implemented in a project as part of the Toronto Green Development Standards. These guidelines have already attracted interest from Germany and Sweden.

Each of these initiatives deals with different planning aspects. When different initiatives are combined, collectively they can have a great and positive effect towards developing healthy and sustainable communities. The challenge is the application of these initiatives. Their status as guidelines provides flexibility and some subjectivity in their application on-site. The challenge for staff and politicians is that guidelines are just that, and do not have the weight of statutory documents. The other challenge is that because they are voluntary and subjective, they do not carry a rating system or impetus for follow-up by the City to ensure that the items checked off have been implemented.

Toronto has attempted to raise the bar of design and the integration of “green thinking” into the planning process. Once such

changes are required and expected on the local level, professionals and the development community are more likely to adopt them. This will affect how regulations, policies and even legislation is made and changed to accommodate such initiatives. Once it becomes more expected to “go green,” then more objectives for healthy and sustainable communities will become attainable.

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# Victorian Planning from a Canadian Perspective

Scott Waterhouse



Melbourne a Victorian city with updates

**T**HERE ARE MANY SIMILARITIES between Canada and Australia. The countries are about the same size and population, and have a mix of urban and rural land uses. However, having spent the last two years working within the Victorian Planning System in the Metropolitan Melbourne Area, I have come to realize that when it comes to land use planning, there are some key differences.

The Canadian Institute of Planners defines planning as:

The scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well being of urban and rural communities.

So what are differences in how this achieved in Canada and Australia, and more specifically, in Ontario and Victoria?

First, some similarities. The State of Victoria regulates planning under the *Victorian Planning and Environment Act*, which provides the legal and legislative basis for land use planning decisions. It is similar in format and scope to the *Ontario Planning Act*.

There is also a tribunal similar to the OMB, the Victorian Civil and Administrative Tribunal (VCAT), although

objectors and proponents are given different timeframes in which to appeal a decision of the Council. For objectors it is 21 days, and for proponents it is generally 60 days if the Council has refused their permit application or if they wish to appeal a condition of approval applied by the Council.

The main differences between planning in Ontario and Victoria become clearer at the municipal level within the relevant planning documents and schemes, and with the different level of involvement of the State or Provincial level of government in local planning decisions.

All cities, towns and local municipalities in the State of Victoria have a “new” format Planning Scheme, which came into effect in 2000 through legislation introduced by the State government at the time. The Planning Scheme establishes both the strategic planning policy direction and the zoning provisions. More specifically, the framework of the Planning Scheme is generally uniform across the state. That is, a Residential 1 Zone in an inner city suburb of Melbourne has the same meaning and provisions as a Residential 1 Zone in a rural municipality. While this may sound like an odd way in which to provide the land use planning framework across the state, local councils do

have the ability to include schedules to their zones and specify local policies in order to meet their local needs.

Further, each Planning Scheme has a Local Planning Policy Section, which sets out each council’s specific policies related to such things as industrial land use, heritage considerations and advertising signage. In addition, each Planning Scheme contains overlays, which provide additional planning controls to the zones. For example, Moreland City Council has an extensive Heritage Overlay, which applies to all land and buildings with some form of historical significance. The result is that any land within this overlay requires planning approval for most development-related activities, including dwelling extensions, and in some cases, alterations or additions to front fences and tree removal.

In Victoria, the planning framework and the new Planning Scheme is more performance-based and results-oriented. For example, residential developments for two or three dwellings in a Residential 1 Zone are assessed against Clause 55 of the Planning Scheme (otherwise known as Rescode) and must meet certain performance criteria and standards related to on-site amenity and amenity impacts on neighbouring properties. This could include objectives related to building height, setbacks, overshadowing and overlooking. Yes, they have objectives related to overlooking in order to prevent you staring at your neighbour’s swimming pool from your bedroom window. Go figure.

So, rather than be prescriptive (as with zoning regulations) and state what must be achieved, it provides objectives about what *should* be achieved. If a development can satisfy certain objectives no matter how the design achieves this, it would most likely receive the support of the Council.

Compare this to Ontario, where a zoning by-law has pre-established numerical requirements for setbacks, minimum private open space dimensions, etc. While these may be subject to amendments through the minor variance process, accepted standards have been established. Quite a contrast.

## One objector can trigger a review

One of the other differences is how involved the Victorian State Government is in local

planning decisions. For example, a site-specific zoning amendment can take two years or more to process. First, the council must obtain authorization from the Minister for Planning to initiate the amendment process, and must also submit the final documents to the Minister for approval at the end of the process. In addition, as is similar to the Ontario framework, the proposed zoning amendment is advertised to the public and comments are sought. However, the difference is that if even one objection is received to the proposal, an independent planning panel must be appointed to hear the proposal and submissions, which then provides independent planning advice to the Council. All this is in addition to any council meetings and reporting required. Is it any wonder this process can take two years or more!

The Victorian Planning Framework seems to allow for more variation and flexibility in land development and planning decisions, but in my opinion, it also opens the door to a range of interpretations on what is an

acceptable outcome within the relevant decision guidelines, which leads to inconsistency and confusion both for applicants and planners.

So which is the better, or simpler planning framework? I think that this could be argued endlessly. In my opinion, the Ontario framework with its established zoning regulations, allows planners more control of planning outcomes and allows them to feel more comfortable not only in the decisions they make, but in the advice they provide. It reduces the number of interpretations and opinions on the decision guidelines and acceptable planning outcomes.

However, in Victoria, the potential does exist for more creativity in developments and decisions with its performance-based framework. But the opportunity also exists for councils to specifically tailor their planning schemes and zones to provide more clarity and certainty, so that planners and applicants are more comfortable with the statutory regulations in which planning

decisions are made. I believe that Victorian Councils should not continue to rely on the standard zones and should establish some zone-specific regulations that would benefit their municipality, while still allowing for the creativity within the current Victorian framework.

While there may be differences in the planning framework between Ontario and Victoria, I feel that good, sound land use planning principles are universal, and as planners, we still strive to achieve the best possible land use outcome, whether its in the Great White North or the Land Down Under.

*Scott Waterhouse graduated with a BA in Urban and Regional Planning from Ryerson University in 2000. Before heading to Australia, he worked at the Town of Whitby. He arrived in Melbourne early in 2006. He is now a Strategic Land Use Planner. He can be reached at [msscottwaterhouse@hotmail.com](mailto:msscottwaterhouse@hotmail.com)*

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## Sustainable Communities: Part 2

LEED-ND: From the Margins to the Mainstream

*Dan Leeming & Diane Riley*

In the first article in this series we examined the case for sustainability and assessed our current dilemmas with regard to unsustainable communities and the need for change. This second article in a series of three examines the evolution of the LEED and various other rating systems, the dynamics behind sustainable change, and the partnerships needed to make it all happen.

### LEED-ND: American Evolution

The LEED rating system (Leadership in Energy and Environmental Design) Green Building Rating system was established in the United States in 2005. The LEED for Neighbourhood Development (LEED-ND) system establishes a set of guidelines for design and decision-making for new multi-use communities and is intended to act as an incentive for improved location, design and construction. While the existing LEED program for buildings encourages builders to utilize green building practices by increasing energy and water efficiency and improving indoor air quality, the LEED-ND program aims to achieve positive change at the com-

munity design scale. The programs attempts to effect this change by:

- revitalizing existing urban areas;
- reducing land consumption;
- reducing automobile dependence;
- promoting pedestrian activity;
- improving air quality;
- building more livable, mixed and diverse sustainable communities for people with a range of needs.

The American LEED-ND program is headed by three organizations with quite different backgrounds: the US Green Building Council (USGBC), the Congress for New Urbanism (CNU) and the Natural Resources Defence Council (NRDC). Together, these three bodies draw upon the principles of green building, new urbanism and smart growth. The ND rating system is designed to certify exemplary development projects that can range in size from partial neighbourhoods through whole neighbourhoods to entire new-community scale projects comprising multiple neighbourhoods.

### The Pilot Program

In order to establish this program and test its practical application, a pilot program was established in 2006. Of the 248 applications selected, 23 were Canadian. The pilot program is currently being assessed to determine the experience gained through practical application. The results of this assessment will inform the nature and extent of revisions to the rating system. The revised system will then be open to public comment and ballot by USGBC members before it is adopted.

### The Certification Process

The LEED-ND certification process involves three stages of review:

- optional pre-review (Stage 1)
- certification of an Approved Plan (Stage 2)
- certification of a completed Neighbourhood Development (Stage 3).

Documentation must be submitted for evaluation at each credit level of the rating system. If successfully completed, each stage

will be recognized by a certificate, plaque or award for public display, and will be listed on the USGBC website.

### The Rating System

The LEED-ND rating system is made up of both prerequisites and credits. All prerequisites are mandatory and must be met if a project is to proceed to the next stage. These prerequisites include categories such as:

- smart location;
- imperilled species and ecological communities;
- compact community;
- construction activity pollution prevention.

The credits are based on a point system. The range of points for a particular credit can be as small as one or as large as ten, depending on the weight of that credit; the magnitude of this range also determines the maximum number of points that can be scored for each credit, with a possible total of 106 points overall. The certification levels are:

- Certified: 40-49 points;
- Silver: 50-59 points;
- Gold: 60-79 points;
- Platinum: 80-106 points.

The prerequisites and credits are organized into four sections:

*Smart location and linkage*, 30 maxpoints

*Neighbourhood pattern & design*, 39 max-points

*Green construction & technology*, 31 max-points

*Innovation & design process*, 6 max points

Total: 106 possible points

This system is quite rigorous, and while a project may achieve the “Certified” rating with 40 points, the “Platinum” rating requires doubling of these points. The system will target 25 percent of market leaders in the building and development industry in order to start the transformation of the way communities are designed and built to achieve specific sustainable targets. To date, four pilot projects have obtained final certification.



Demonstration project designed by the Planning Partnership

### LEED-ND:

#### Canadian Evolution

In Canada, the LEED-ND program started in 2004 with a focus on buildings. Since then, various programs have been established and several of these are described later in this article. The LEED-ND credit rating system, originally established by USGBC, is currently being evaluated by the Canada National Review Committee which was established by Canada Green Buildings (CaGBC). This review panel is assessing the applicability of the American standards to the Canadian context with regards to such areas as existing policies and standards, regional conditions, evaluation systems, building practices, and emerg-

ing issues. The findings and recommendations of the national committees have been prepared over the last year and will be reviewed, translated into French and released for public comment later this year, with a ballot in summer of 2009 by members of the CaGBC and final launch in early 2010. The aim is that Canadian and American LEED-ND programs will dovetail in the final stages. Because of the fluid nature of emerging technologies, building and design techniques and the opportunity to address complementary issues, the system will be set up to anticipate and encourage change. Tom Hicks, USGBC President, has already indicated that the rating system will be re-weighted to include items related to public health. The goals of the CaGBC were made clear at the recent CaGBC National Summit, “Shifting into the Mainstream,” held in Toronto. A primary goal is to improve the performance of 100,000 buildings and one million homes in Canada by 2015, with a verified 50 percent reduction in energy and water from a 2005 baseline. The CaGBC 2015 goal would result in an estimated 50MT reduction in Green House Gas (GHG) emissions and is a critical milestone on the way to the Council’s 2030 goal of zero impact (energy, carbon neutral, water, waste materials, sewers)



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buildings and communities.

While Canada is still far behind the original Kyoto goals, it is interesting to note that while both the Canadian and the American governments lack strong policies in the areas, initiatives such as those of CaGBC and USGBC are pushing forward to these goals through voluntary, market-based solutions, tools and support from industry and partners.

### The Turn of the Tide

2007 was the landmark year in which issues of sustainability left the realm of a “marginal cause” supported by only a “green fringe” to become a mainstream movement. This movement now has a significant voice on matters to do with planning and construction.

The construction industry worldwide is massive; its annual monetary value represents a major component of countries’ economies: United States \$1.2 trillion, West Europe \$1.4 trillion, Asia \$1.0 trillion, Canada \$1.5 billion. Fifty percent of all new buildings in the world will be built in China alone over the next 10 years. When one considers that significant reductions in the use of water and energy and the reduction of greenhouse gas emissions can be made

LEED ND making rapid progress

through LEED programs, it is reassuring that China is the second largest user of LEED worldwide.

Founded in 1993, USGBC now includes more than 16,000 member companies and organizations. LEED for buildings now has 3.6 billion square feet of building space in its

program. The annual market in green building products has risen from \$7 billion in 2005 to over \$12 billion in 2008, with a projected goal in 2010 of 10 percent of all new buildings achieving LEED standards.

Construction is not the only sector that needs to make smart improvements. The



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tide is also turning in the auto industry due to the sharp shock of rapidly increasing fuel costs. The automobile industry, another major component of both national economies and personal expenditure, is also a major contributor to greenhouse gases. This year, 91.5 percent of people in North America are still buying conventional gas-powered cars with the more fuel-efficient hybrids at 2 percent, flex fuel at 4 percent and diesel at 2.5 percent. The uproar in the North American auto industry, seemingly caught off-guard by rising fuel prices, is only just beginning. We can expect a significant change over the next three years in the race to retool for the production of smarter cars and fuel station outlets by international companies. Many companies were prepared to invest in a longer phased transition to "next generation" vehicles, but must now work in a much shorter time frame if they are to survive.

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**Different Systems, Similar Goals**

LEED has established programs for buildings that initiate sustainable measures for: new construction; commercial interiors; core and shell; schools; retail; and healthcare.

LEED has pilot programs for Homes (lower density production buildings), Neighbourhood Development, and, according to Sandy Wiggins, former USGBC chair, speaking at the June CaGBC National Summit, is "looking to expand into other areas, to establish new principles to address performance, capacity and speed."

Other programs and policies have been established to encourage, implement, rate and reward sustainable initiatives. Some, like LEED, are defined as "Industry Led, Government Supported and Academically Inspired." Some are policy documents or guidelines prepared by government agencies for evaluation of a project as part of a development/building approval process. Others are much smaller initiatives, locally inspired, encouraged and supported through public/private partnerships. The following is just a sampling of some of the sustainability programs that have been initiated in Canada and internationally. The recent nature of this area of practice is further emphasized by the fact that of the 45 programs surveyed for this paper, over 90 percent were developed in the last few years.

The programs listed in Table 1 (see page 28) have grown from local needs yet share many common, global, objectives. It would not be surprising if this list were to double or even triple in length over the next few years as private and public initiatives scramble to catch up. The new LEED-ND program will

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not even be available as a certified rating system until 2010 and yet it has generated strong interest and is being applied in “pilot” form to the design of new communities and is shaping emerging guideline documents.

Some people have raised the question “Why should I bother about the environment?” and some countries won’t make policy changes until others are convinced of the need for change. Some scientists have even expressed the view that it is already too late for change to have sufficient impact, that we have only 10 to 20 years left before climate change accelerates, through positive feedback, to the point at which the human species can no longer survive.

These views embody the “do nothing” excuse, which means waiting until somebody else fixes the problem or simply becoming petrified by the fear of a doomsday scenario. It has been suggested by some in planning and design that if we just keep building compact urban areas we are already addressing the problem of unsustainability. This too is a fallacy: it overlooks the need for an up-to-date and comprehensive blending of such things as conservation programs, more efficient energy, water and waste system management, new transportation alternatives, improved food production and distribution systems, and integrated public health and aging programs in city development. Brent Toderian, Director of City Planning for Vancouver, a city that has one of the smallest carbon footprints in North America, has said that “the city still needs the carrying capacity of two earths to function and we must now get it down to one.” Meaningful change can only occur if there are many partnerships, with public and private bodies agreeing to get on with it, regardless of what others may say.

The introduction of change in the way we design and build our communities usually results in delays, confrontations and turf protection. It has taken the newer, more compact, diverse, pedestrian and transit supportive communities of the last ten years an extra two to three years to get approval because of new planning, parks, public works, policy and standard approvals. It has also taken time to introduce these new ideas and to allow those who live, work and play in these communities to develop a degree of comfort with them. It is going to take even longer to get the next generation of new communities up and running. It is not just municipal standards that are changing, but entire systems

of energy, water, waste and building technologies, which are presided over by many layers of municipal, regional, provincial and national governance, public and private utilities, building standards and approval systems; all of these layers must be convinced that they should permit change to occur.

The various sustainable standards programs are important first steps to encourage reductions in energy and water and the production of greenhouse gases. Not only have they raised the bar for change, but they have also shown why a bar even needed to be set. The greater the need for change, the higher the bar must be raised.

Consequently, the higher the standard, the more innovative and adaptive the solution must be. If we start now to design truly responsive and complete communities to address the pressing needs of sustainability, it will still take all of us working together quite a while to get there. The target dates of 2015 and 2030 identified by CaGBC are not that far away. Waiting for international governments to agree, for elections to bring forward new perspectives, or for a technological silver bullet to solve the problems are not realistic options. We already know what has to be done, even if the tools are

not yet perfected. We’ve managed to raise the bar, now we just have to get over it and get on with it!

*Dan Leeming, MCIP, RPP, is a partner with the Planning Partnership in Toronto. He lectures at the University of Guelph and the University of Toronto and is a member of the Toronto Urban Design Review Panel. Dan is a founding member of the OPPI Urban Design Working Group and a member of the team responsible for the development of LEED ND.*

*Diane Riley has a PhD in psychophysiology and works in the areas of public and international health; she is with the School of Public Health at the U of T and is Director of the Women’s International Harm Reduction Association. They are both regular contributors to this magazine.*

*The authors would like to thank Stacey McCulloch, Carrie Anderson and Christina Addorisio for their assistance in preparing this article.*




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Northern

Northern News

Jason Ferrigan

As spring slowly turns to summer, planners across the North are beginning to turn their minds towards active pursuit of their favourite warm-weather recreational and leisure opportunities. This is not surprising, as the planners in this part of Ontario have been helping to create and manage change on a number of fronts. Here are just some of the things under way in our Northern cities.

- In North Bay, the City is in the midst of its uPlan exercise, which will result in a new Official Plan based on the principles of sustainable development. The City continues to reclaim its waterfront and connect this vital public asset to downtown through a series of targeted infrastructure improvements.
- In Timiskaming Shores, the City, together with various provincial ministries, is working to address historic servicing issues that will help complete key segments of its urban fabric. The City also recently held a “Youth Planning Challenge” to engage students and provide them with a venue to define their future vision of the community, as part of its new Official Plan.
- The City of Timmins is also in the midst of crafting a new Official Plan to guide growth and development for the next 20 years. The City is actively implementing its Community Improvement Plan for the downtown areas of Timmins, Schumacher and South Porcupine.

- Planners in Greater Sudbury are dealing with a host of issues including a major expansion to the City’s commercial structure and implementation of the new Official Plan, which was recently upheld by the Ontario Municipal Board after being appealed in its entirety.
- In Elliot Lake, the City is in the process of creating a new Community Improvement Plan for three key employment areas, including downtown—a unique and interesting 1950-era master planned commercial centre.
- The City of Sault Ste. Marie is proceeding with a number of key projects, including the implementation of its downtown and waterfront Community Improvement Plan and the “Hub Trail,” a 20-km multi-use non-motorized trail system that connects key activity points.
- In Thunder Bay, the City is redeveloping its waterfront, starting at Prince Arthur’s Landing at Marina Park—a new 35-acre mixed-use community on the water’s edge.
- In Kenora, the City is moving ahead with its plans to revitalize its downtown and is preparing urban and architectural design guidelines for key areas, including the downtown and waterfront.

Northern planners are also looking forward to hosting planners from across Ontario at OPPI’s 2008 Symposium, which is being held on September 18 and 19 in North Bay. The Symposium, which will provide planners with an opportunity to discuss the latest as it relates to planning for an aging population, promises to be exciting and memorable. Look forward to seeing you then.

Jason Ferrigan, MCIP, RPP, is a Senior Planner with the City of Greater Sudbury’s Community and Strategic Planning Section. He is also the Northern District Representative on OPPI Council.



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The new century saw the firm expand further, through the establishment of offices in Woodbridge, London, Barrie and Kingston. Kris Menzies, Brian Zeman and David McKay also became partners of the firm. We further diversified our business by adding landscape architecture services to



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Our latest expansion is a new Kitchener office, located in the Bingeman's Business Park. This modern, 10,000-sq-ft office opened in April 2008.

MHBC is growing and changing to continue to provide excellent service to our clients well into the future.

## People

### Margo Watson, Director Planning & Development, FoTenn Consultants Inc., Kingston

**M**argo Watson, MCIP, RPP, recently accepted the position of Director, Planning & Development for FoTenn's new office in Kingston. The office is located in the Woolen Mill at 4 Cataraqui Street, Suite 15.

Prior to joining FoTenn, Margo was the Manager of Community Planning and Development with the Ministry of Municipal Affairs and Housing (MMAH) for Eastern Ontario. Margo was responsible for the approval of all Official Plans in Eastern Ontario and worked on the *Places to Grow Act* and the Growth Plan for the Greater Golden Horseshoe. Margo welcomes you to visit her at the FoTenn booth at the Ontario East Municipal Conference (OEMC) in Kingston, September 10-12, 2008. Margo can also be reached at 613-542-5454 or [watson@fotenn.com](mailto:watson@fotenn.com).

FoTenn is a bilingual planning and urban design firm with offices in Ottawa and recently in Kingston, Ontario. For more information on our firm, please check our website at [www.fotenn.com](http://www.fotenn.com).



Margo Watson,  
MCIP, RPP

### Raymond Moriyama Elevated to Companion, Order of Canada

**R**enowned architect and planner, Raymond Moriyama has been elevated to Companion, Order of Canada, it was announced in July. The award recognizes a lifetime of achievement and merit of the highest degree in terms of service to Canada and humanity.

A principal of Moriyama and Teshima Architects, the firm he co-founded in 1970, Ray Moriyama is the designer of many of Canada's most well-known buildings. He also authored a 100-year vision for Niagara Falls. This year marks his 50th year in practice, following his graduation from the University of Toronto and McGill University.

Born in Vancouver, he has won numerous awards and commissions across North America. He also designed the Canadian Embassy in Tokyo. Known for his ability to capture the imagination of clients, Mr Moriyama once won a commission to build a civic centre with a presentation to the council using only an empty envelope. He explained that the opposing complementary shapes of the envelope flap and the fold represented the physical form of the building he wished to design. He is a long-time member of the Institute.

**Bruce Krushelnicki** has rejoined the City of Burlington after a short stint with the provincial government, where he was working with the



Raymond Moriyama,  
Companion, Order of  
Canada

recently reorganized Ministry of Public Infrastructure Renewal and Metrolinx.

Urban Strategies Inc. has named six new associates and three senior associates. Of the new associates, **Andrew Goodyear** is an OPPI member. **Denise Moylan**, **Craig Lametti**, **Pascale Dionne**, **Renée Gomes** and **Christine Burke** are the others. The senior associates are **Eric Turcotte**, **Tim Smith** and **Warren Price**. Eric is a member of the Institute, and a participant in the Urban Design Working Group. **Tim Smith** is also a member of the Institute.

### Elections to the College of Fellows

**W**ell-known Ontario planners **Bob Lehman** and **Nick Tunnacliffe** have been elected to the CIP College of Fellows. **Jay Wollenberg**, **Michael Geller**, **Jill Grant** and **Linda McFadyen** also received this honour. A full appreciation will be included in the next issue.

Obituaries for Glen Barker and Eric Grove will appear in the next issue.



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# The Concept of Lifelong Learning

Wayne Caldwell

THE CONCEPT OF LIFELONG LEARNING challenges each of us to be open to new ideas, decisions, skills and behaviours. It sees us provided with learning opportunities at all ages and in numerous contexts: at work, at home, through higher education and through leisure activities. It helps us improve our qualifications, making us familiar with evolving issues and new techniques. It helps us to react in an agile manner to a rapidly changing climate. As planners it asks us to keep pace with the acceleration of social, scientific and technological progress.

To keep pace we tend to use a variety of tools—distance learning, e-learning, conferences, training seminars, symposiums. Reading the Ontario Planning Journal or doing research for an article to be published in the Journal, and even informed discussion around the water cooler are all examples of the kinds of initiatives that we individually take in our own quest for lifelong learning. Quite frankly, to be successful over the length of a planning career, we must inherently be lifelong learners. Increasingly, lifelong learning is not an option, but rather an absolute necessity in order for us individually and as a profession to be current and relevant to the communities and various contexts that we work with.

As I reflect on the the importance of lifelong learning to each of us, I am also reflecting on the role of a professional organization such as OPPI in helping its members in this quest. One of the pleasant tasks of the President is the signing of individual Membership Certificates that are provided to each of our members as they move from Provisional to Full membership. It is the formal acknowledgement of having fulfilled the educational, experience and examination requirements of the Institute. It is what many of us hang on the wall of our office to demonstrate our credentials as professional planners. Given the growth in our membership, it is the closest that the President comes to formally welcoming these new members. Implicit with membership is a commitment of the member to lifelong learning. Implicit with membership is a commitment on the part of the Institute to

provide opportunities for lifelong learning.

OPPI Council, with much assistance from the Professional Practice and Development Committee and other volunteers, works diligently to provide quality leading-edge opportunities to engage members in this quest for lifelong learning. Perhaps the most immediate example is the

upcoming symposium to be held in North Bay on September 18 and 19. To address the symposium theme: The Grey Tsunami: Aging Communities and Planning, the symposium organizers have recruited some outstanding speakers, including well-known demographer David Foot. This Symposium and the focus on planning for an aging society is a natural complement to the Healthy Communities paper profiled on the OPPI website.

The Institute also continues to develop and host a series of on-going training sessions. Most recently,

a training course on Project Management for Planners has been developed and delivered. This has been a wonderful success and, like almost all OPPI courses, it quickly sold out. Following the direction provided through membership surveys, Council has also commissioned the development of an urban design course. These are in addition to the successful slate of sessions ranging from Planner as Facilitator to Planner at the OMB. Collectively, these contribute to the evolving provision of CPL- Continuous Professional



Wayne Caldwell,  
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Learning. OPPI will continue to work in this area to provide further opportunities to members and along this line have hired an adult learning specialist to assist us in the development and delivery of courses. Not only do these courses assist members with lifelong learning, they also help to ensure a membership that meets the standards of our profession while helping to provide society with a high level of confidence in our members.

It is also important to remember the dedicated volunteer work of many members at the District level who organize a combination of social and professional events to help link and inform the profession. In particular, now that we have moved from four districts to

seven, there are increasing opportunities for the membership to become engaged in a local context. The work of the district committees and their respective chairs deserves our collective thanks.

Lifelong learning is largely about opportunities. From the perspectives of individual members it is about taking advantage of the opportunities that exist through the Institute and other venues to help ensure that we achieve our personal and professional goals. From the Institute's perspective, it is about opportunities to work with our membership to identify key needs, evolving trends and leading practices. It is about dialogue with the accredited planning schools and it is

about monitoring and evaluating existing courses and developing new and innovative options for future delivery. Your active involvement in the activities organized by the Institute and your comments can help to ensure the on-going relevance of the Institute to your personal and professional lifelong learning goals.

*Wayne Caldwell, MCIP, RPP, is President of the Ontario Professional Planners Institute. He is also a professor at the University of Guelph's School of Environmental Design and Rural Development and a senior planner with the County of Huron. He can be reached at waynecaldwell@hurontel.on.ca.*

## Paralegal Licensing

*If you are a planner who appears before the Ontario Municipal Board, this is important information you need to know.*

**B**ILL 14, WHICH AMENDED THE *Law Society Act*, was recently passed to protect the public interest. As a planner, you may be required to obtain a licence under the amended *Law Society Act* in order to offer services that the Law Society considers paralegal services. These services involve any situation in which you are required to represent the interests of another person or entity.

We've provided some background information here, but if you need more details, check with [www.lsuc.on.ca/paralegals](http://www.lsuc.on.ca/paralegals).<sup>1</sup>

When planners offer professional opinions and recommendations, they are giving advice that may have legal ramifications. The Law Society of Upper Canada (LSUC) regards some of these situations as the provision of legal services by non-lawyers.

Planners conduct research and provide independent opinions and recommendations and "advocate" the substance and basis for those conclusions in the course of giving expert testimony. The LSUC does not consider provision of expert testimony as a legal service requiring a licence.

What the Law Society is concerned about is the practice of one person representing the interests of another person. The Law Society regards any such representation as a form of "legal service." In its view, anyone who represents the legal interests of others must be one of the following:

- a lawyer;
- the holder of a Class PI licence;
- a member of a short list of exempted organizations, which includes OPPI (but with some caveats).

To obtain a PI licence, an individual must satisfactorily complete the licensing requirements set by the Law Society. Penalties for disregarding it can be as high as \$25,000 on a first offence.

Provisional or Full Members of OPPI who conduct their practice in a manner consistent with the specific terms set by the legislation are exempt. There is little distinction in the legislation between public- and private-sector planners. The exemption is for members who:

- appear only occasionally as agents for other parties before tribunals (for example, the Ontario Municipal Board; the Assessment Review Board; Conservation Review Board, Environmental Review Tribunal; perform legal services only as part of the provision of their primary expertise as planners);
- do not appear regularly as agents;
- do not appear in front of any other tribu-

nal or court, such as, for example, the Workplace Safety and Insurance Board or traffic court (under the Provincial Offences Act).

OPPI planners who perform representational and advocacy services—as opposed to providing expert witness testimony before tribunals—and who frequently do so, rather than "occasionally," will require a Class PI licence from the Law Society.

Under the legislation, courts and tribunals can develop their own policies and procedures. For example, members of the Ontario Municipal Board may ask a non-lawyer advocate or agent, who is appearing before them, for his or her credentials (either a Class PI licence or evidence of an exemption) before allowing that person to speak for someone else. (Proof of membership in OPPI is a member's annual fee receipt.)

In the end, it will be up to the Law Society to determine if it should investigate



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and eventually prosecute an individual for the unauthorized provision of legal services, based on a complaint or other evidence of such activity.

In 2009, the Law Society will review all the exemptions, including that of OPPI, to determine whether their exemption is still appropriate.

The following questions and answers, prepared by OPPI's legal counsel, may help you in determining your position under this new legislation.

**Q. 1 What is paralegal licensing?**

A. The Ontario Legislature has recently amended the *Law Society Act* to regulate and license persons who provide "legal services," but who are not lawyers licensed to practice law in Ontario. Persons who provide "legal services" and who are not lawyers must hold a Class P1 licence, unless they are eligible for an exemption set out in By-law 4 of the Law Society of Upper Canada.

The Class P1 licence is issued by the Law Society following a program of education and an examination.

**Q. 2 What are "legal services"?**

A. Under the legislation, "legal services" are defined broadly. They constitute almost any form of advice, representation, document drafting, or application submission undertaken by an individual for, or on behalf of, another individual or corporation.

A person provides legal services if he or she provides services that involve the application of legal principles and judgment with regard to the circumstances or objectives of a person (see S.1(5) and (6) of the *Law Society Act*).

**Q. 3 Do planners offer or perform "legal services" of the type that require a paralegal Class P1 licence or an exemption?**

A. Yes they do. Planners complete application forms, lobby for proponents, negotiate settlements, draft legislation, mediate among different parties, and represent clients, often in pre-hearings or hearings, where issues are scoped or decisions are made that affect the rights, interests, or privileges of the persons they represent. These activities fall within the scope of "legal services." Some activities involve taking the role of agent, advocate, or representative in a way that can affect the legal rights of the person or corporation being represented and are therefore subject to this legislation.

As has been noted, OPPI is exempt and the OPPI exemption permits these activities to continue, but only as a part of the member's normal scope of practice as a planner.

**Q. 4 What is the "problem" that the legislation is supposed to solve?**

A. Citizens often need assistance to participate in legal processes. Not all citizens fully understand all the many different laws that apply to them, or have the opportunity to acquire the necessary legal knowledge, so they seek advice from those more knowledgeable to advance, maintain, or defend their individual rights or privileges. Some of these issues relate to legal interests in real property.

Recently, the emergence of advisors who provide representation, application submission, and processing services has created a situation in which unregulated advisors, some of whom do not have formal academic professional qualifications or appropriate experience, are operating without any accountability or oversight.

Paralegal licensing is an effort to ensure that those who offer such services meet a base standard of education and competence and abide by a code of ethics. By defining such activities as constituting "legal services" and requiring a Class P1 licence for non-lawyers, the *Law Society Act* seeks to protect the public interest.

**Q. 5 Who has to be licensed?**

A. Persons who are not lawyers who offer "legal services" are subject to the paralegal Class P1 licensing requirements. At first, such persons were "grandfathered" and allowed to continue their activities, but now the legislation is in full effect and all such persons must be licensed or be exempt from the requirements.

**Q. 6 What are the requirements of a Class P1 licence?**

A. An individual who is not a lawyer but who offers some limited legal services must obtain a paralegal Class P1 licence through a program of training, fees, and examinations. The process is explained on the website of the Law Society of Upper Canada, under the information on By-law 4. For exemptions from the licensing requirement, see s. 30 of By-law 4. See: [www.lsuc.on.ca/paralegals](http://www.lsuc.on.ca/paralegals)

**Q. 7 What if I am neither exempt nor the holder of a paralegal licence and I provide legal services? (This applies to planners who are not members of OPPI, or OPPI members who appear frequently before tribunals and have not obtained their Class P1 licence.)**

A. Both the *Law Society Act* and By-law 4 of the Law Society of Upper Canada specify penalties for those who offer legal services without a licence. Under the Act, such persons will be fined:

(a) up to \$25,000 for a first offence;

(b) up to \$50,000 for each subsequent offence.

In addition, providing legal services without a licence can lead to civil claims for damages and the denial of individual or corporate insurance claims, due to the failure to obey the law respecting obtaining the required Class P1 licence.

If an OPPI member exceeds the scope of the exemption afforded by his or her membership and offers full-time "legal services" as an agent or representative for individuals or corporations, he or she may be subject to OPPI disciplinary action or prosecution under the Act.

**Q. 8 What is the reason for requiring paralegal licensing?**

A. Paralegal licensing is intended to protect individuals whose legal rights may be affected by the actions of a paralegal. Licensing paralegals is intended to ensure that those who represent the legal rights of others are competent, accredited, accountable individuals.

**Q. 9 Why are OPPI members exempt from the requirement of holding a paralegal licence?**

A. The professional disciplinary processes of the exempt professional groups, such as OPPI, are deemed to protect the public interest, so these groups are partially exempted from the licensing requirement.

These organizations offer programs of continuing education and insurance that ensure that each member consistently demonstrates competence, timeliness and accountability in the work that he or she performs. OPPI's Discipline Committee and Code of Professional Practice are additional remedies to which the public can resort to ensure that members provide responsible and professional services. Internal discipline procedures are the hallmark of regulated professions. The Law Society of Upper Canada recognizes that paralegal licensing would duplicate the protections to the public already met by a planner's membership in OPPI.

As already noted, the OPPI exemption is not absolute.

All the exemptions, including that for OPPI, will be reviewed in 2009 to determine whether the exemption remains appropriate and should continue. The onus is on OPPI members to uphold OPPI's professional standards of practice in order to ensure a continuation of this exemption. Planners who are not members of OPPI are required to obtain a paralegal licence if their work amounts to the offering of "legal services." Those who do not will risk enforcement charges or, possibly, tribunal sanctions.

**Q. 10** *If I offer expert testimony before a court or tribunal, is that advocacy, and am I obliged to have a paralegal licence or an exemption?*

**A.** No. Expert testimony is not characterized by the Law Society as a "legal service." Moreover, there are already longstanding mechanisms used in courts and tribunals for challenging and verifying the qualifications of those who provide expert testimony. The Law Society's enforcement efforts relate to individuals who act as representatives or agents for other individuals or entities.

**Q. 11** *Can I obtain a Class P1 licence even if I am a member in good standing of OPPI and I hold an exemption through OPPI?*

**A.** Yes. OPPI members who appear frequently as agents before tribunals and act on behalf of others must obtain the Class P1 licence. Although licence holders may have to reconcile conflicting ethical codes and different enforcement rights, the holder of a Class P1 licence will be protected even in the event that the OPPI exemption is removed.

**Q. 12** *Am I in any danger of exceeding the coverage provided by the exemption if I perform legal services of a nature or kind outside the usual scope of planning work?*

**A.** As noted above, the OPPI exemption is not absolute. It is subject to review and is conditional on an individual's demonstrating that his or her practice is diverse and does not consist mostly of representing clients or acting as their agent. The conditions of the OPPI exemption are:

1. Member appearances before tribunals as agents for individuals are only occasional. Members of OPPI who provide advocacy (agent) services as a major part of their occupation must be licensed.
2. Services are provided in conjunction with the member's primary professional services of providing planning research and advice.

3. Advisory work in a planner's primary area of expertise is not the provision of "legal services."
4. Members do not appear as agents representing a party and arguing cases before other tribunals or courts.
5. The OPPI exemption will be monitored for any resulting concerns.

All the exemptions, including that of OPPI, will be reviewed in 2009 to determine whether the exemption from paralegal licensing remains appropriate and should continue.

**Q. 13** *How is OPPI planning to maintain the benefit to its members of the exemption that it holds from the requirement to hold a paralegal Class P1 licence?*

**A.** OPPI believes that its structure and organizational initiatives reflect a high level of awareness of the responsibilities of its membership to respect the rights of individuals, protect the public interest, and not exceed the proper scope of planning services. OPPI is taking three steps to maintain its exemption:

1. OPPI is reviewing its educational and membership criteria to ensure a consistent and high level of practical expertise in all facets of the planning profession for existing and new members.
2. OPPI monitors the practices of its members. OPPI has a Code of Professional Practice and Practice Standards. OPPI monitors its Professional Code of Practice and the procedures of the Discipline Committee to ensure that OPPI's self-regulatory standards provide a rigorous OPPI forum for preventing or curtailing potential abuse. OPPI's oversight of professional standards includes continuing dialogue with the Law Society of Upper Canada and the boards, agencies, and commissions in front of which OPPI members practise.

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Planning practices that rely predominantly on the provision of "legal services" are as much a risk to the OPPI exemption as a whole as they are to individual members. Individual proceedings before the OPPI Discipline Committee or charges under the *Law Society Act* are useful and appropriate enforcement tools. OPPI as an organization sees its role as maintaining an accredited self-regulated professional body and promotes, maintains and regulates high standards of professional planning practices and ethical behaviour. This includes ensuring that its membership exemption is not jeopardized by member activities that contravene the conditions of the exemption.

I. Planners who are not OPPI members should consult a lawyer to find out if their role in a particular matter would be considered the provision of "legal services."

For questions regarding membership, please contact Denis Duquet, Membership Coordinator, at 416-483-1873 Ext. 222, 1-800-668-1448, Ext. 222, or [membership@ontarioplanners.on.ca](mailto:membership@ontarioplanners.on.ca)

## The following members have resigned or been removed from the roster

The following Full Members resigned in good standing from OPPI for the 2008 membership year:

- Michael Bryan
- John S. Crawford
- Jane McIntyre
- Nancy L. Morand
- Jody L. Nelson
- Neil H. Rodgers
- Joseph Torlone
- Jody D. Wilson
- R.J.L. Zsadyani

The following Full Members have been removed from the roster for non-payment of membership fees for 2008:

- Leah Birnbaum
- Russell G. Crooks
- Rupert Dobbin
- David R. Donnelly
- Gary W. Dyke
- Roman Dzus
- David G. Ellis

- David Gosnay
- Victor M. Helfand
- Oliver M. Jerschow
- Ruth Knight
- Kimberley Leach
- William M. Lee
- Anne Morash
- David T. Ozaki
- Robert W. Robertson
- Susan M. Ruddick
- Peter A. Russell
- David A. Shantz
- Michael Stone
- Christina D. Thomas
- Robert M. White
- Cheuk Chi Wong
- Nelson Wong
- Garry Wood
- Tiziano Zaghi
- Vincent N. Zammit

The By-laws of OPPI requires that this notice be published in the Ontario Planning Journal. The notice is accurate at the time of going to press.




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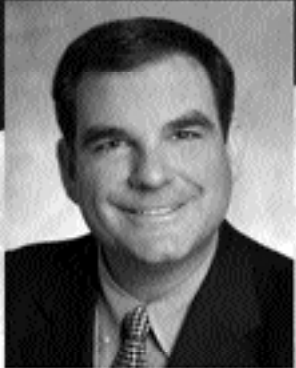
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# Planning For Uncertainty

Glenn Miller

**W**hat can an Arctic community with a population of 7,500 teach the citizens of Canada's most populous province about climate change? Plenty. For three days in late July, Iqaluit—the capital of Nunavut—was the proud host of a remarkable multi-disciplinary conference on the subject. The event was organized by the City of Iqaluit, the Canadian Institute of Planners and CIP's Alberta affiliate.

Fragile, vulnerable, and hopeful. The communities of Iqaluit and other Arctic settlements are all of these things. But the northerners are also masters of adaptation. Inuit elders who grew up living in igloos described what it is like to find their community's principal means of transportation—ice and snow—literally vanish under their feet, cutting off access for long periods of the year; how communities are being forced to consider relocation away from an eroding shoreline; how melting permafrost threatens the integrity of infrastructure; how they have had to invent words to describe species new to the North; how, against all odds, the Inuit have maintained and nurtured their traditional culture.

For first-time-visitors to the Arctic and veterans alike, the conference provided a timely reminder that, in the words of keynote presenter and Nobel Peace Prize nominee Sheila Watt-Cloutier, "southerners can learn a lot from northerners." As if to underscore this message, day-time temperatures in Iqaluit during the conference

reached an unprecedented 29 degrees, almost double what might have been expected.

A draft CIP policy on climate change sets out an ambitious agenda for action to be taken by the Institute as well as expectations regarding the responsibilities of all members to better understand and respond to the challenges of climate change. The Institute's ambitious program was explained to conference delegates by OPPI president, Wayne Caldwell, and past-president, Gary Davidson, signalling that OPPI intends to play a major role in its implementation. (Full details, including the paper, are available on the CIP website.) As the Ontario Planning Journal's contribution to this important initiative, we are pleased to announce the creation of a new column on climate change. The first contributing editor is Beate Bowron, co-chair of the Iqaluit conference, and one of more than 20 contributors to the CIP policy document.

*Glenn Miller, FCIP, RPP, is editor of the Ontario Planning Journal and director, education and research, with the Canadian Urban Institute in Toronto. He is also a director of the Canadian Brownfields Network and was a member of the climate change conference organizing committee. He can be reached at editor@ontarioplanning.com.*

## Letters

### Speaking Out

I wanted to drop a short note to say how much I enjoyed the latest issue of the Ontario Planning Journal. I especially liked the pieces by Paul Bedford and Pamela Hubbard. I agree with the direction in Glenn Miller's editorial as well. In my view, we need benevolent dictators in Canada to make the tough decisions, do what's right for the majority of the population and act in the best interests of society at large. Our municipal and civic leaders should gather the best consensus on planning and transportation and "just do it"—ignoring the shrill special interest groups, "wooly" research and partisan political posturing. Only thick-skinned, confident and decisive politicians need only apply.

*Todd Latham is the publisher of ReNew Canada, the nation's infrastructure magazine. Todd is also the main contact for sponsorship and exhibit space at the upcoming Hot Properties at Canadian Brownfields.ca—he can be reached at todd@wecommunications.ca.*

### Chile Article Red Hot

Having just returned from a vacation to Chile, I was happy to read about Santiago in the May/June issue of the Ontario Planning Journal. Santiago de Chile is a truly great city with wonderful open space, many housing choices, vibrant commerce, and speedy public transit. It was very exciting to observe, from my planner's perspective, a diverse range of citizens enjoying the amenities of their city as part of their everyday lives.

—Rory Baksh, MCIP, RPP,  
Dillon Consulting Ltd.

### "Go Bold or Go Home" the Right Message

I am one of those planners who has read Paul Bedford's articles and not responded. I enjoy reading the Ontario Planning Journal and especially liked his recent article, "Go Bold or Go Home." It made me sit up and take notice. Thanks for the wake up call.

—Stephen J. Evans, MCIP, RPP,  
County of Middlesex,  
Brantford, Ontario

### 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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Environmental Policy and Analysis  
Urban and Regional Planning  
Community Planning and Development  
Mediation of Planning Issues

# Taxing Issues For Toronto: Time to Think Like a Retailer?

Glen Magder

**I**HAD THE OPPORTUNITY to attend a recent meeting of Toronto's Economic and Development Committee. The issue at hand was the proposed move to declare the entire city a "Community Improvement Area." By doing so it would allow the city to utilize financial incentives to attract new ICI investment (Industrial Commercial) to Toronto. Toronto has, for nearly two decades, been at a stand still. There are still fewer jobs in the city than there were nearly 20 years ago. Job creation and investment is something that has bypassed Toronto proper and settled in the surrounding areas instead.

At the root of this phenomenon is the high commercial/industrial tax rates that are in place in the city. Toronto has the distinction of having the highest commercial/industrial property taxes and the lowest residential taxes in the province. Yet it is a common refrain from municipal politicians from all stripes to tell residents that they are paying too much tax. There has also been attention in the media lately about comparing residential tax rates between different municipali-

ties in Ontario. What this comparison doesn't show is the amount of spending on average per household. Property tax is not a sales tax. It is supposed to represent the cost of providing services to those in the area that receive them.

Data from the Municipal Performance Measurement Program for 2006 shows that Toronto spent \$8,422 per household in 2006. On the other hand, Mississauga and the Region of Peel combined spent \$3,848.29 per household. The average household in Mississauga pays more than \$500 per year in property tax than the average household in Toronto and gets \$4,573.71 less in services. What we can gather from this is that in order to keep residential property taxes low, there needs to be offsetting revenue. In Toronto's case, this has come from the Province, surrounding municipalities through pooling, reserve funds and the non-residential property classes.

The need to have a healthy commercial/industrial sector is paramount to subsidize

residents in Toronto. The reserves have been tapped out, the Province has reached its limit on transfers and the GTA pooling is on its way out. That leaves ICI as the main source of revenue.

Back to the meeting: one of the things I noticed was a concern among some councilors and speakers that the incentives being proposed amounted to a subsidy. Furthermore, by reducing tax rates for such developments, the city would not be able to pay for other, important services that make Toronto a desirable place to invest in.

This left me shaking my head. The majority of the city's budget is geared towards "citizen-centred services." Even if there was only one single tax rate for all classes of properties, the residential class would still share in an unequal distribution of the revenue. At the meeting I posed the question, "can any one tell me how much it cost to service these developments?" I did not get an answer. Every bit of research done in the area suggest that it cost far less to service the non-residential class than residential class. Paying two and half times as much tax, for less service, as opposed to four times, does not amount to a subsidy. It amounts to a discount on an already over-inflated charge.

Wal-Mart became the number-one retailer in the world by adhering to the simple principle of making more by selling for less. A city is like a retailer. It must provide goods and services and generate revenue. In retail, like most other businesses areas, there is a simple principle that the less you charge, the more you can sell. Finding the right balance between your cost and selling price is what makes or breaks you. In some ways, Toronto has been acting like a high-priced boutique, one that has not had many customers in years. Yes, it has a very high markup, but the low or maybe even negative sales, has made it unprofitable. Even worse for Toronto, is that unlike the boutique store, it is not selling anything unique. Businesses can get the same services in Mississauga, Vaughan or Markham for half the price. Toronto's time for "Roll Backs" is now. Maybe we should ask Wal-Mart to abandon its Leslieville development for one at 100 Queen Street West instead.

*Glen Magder is a Partner of Glen & Paul Magder Furs. His family has been in the retail business in Toronto for three generations.*



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 Planning Futures

# The Upside of High Gasoline Prices

Paul J. Bedford

**T**HE EVER-INCREASING PRICE OF GAS seems to be the dominant story this summer, so I thought it would be useful to consider the potential planning implications of this reality. A collection of news articles includes such banner headlines as "A scary thought: Gasoline at \$2 a litre," "What if gas goes to \$3 a litre?," "Oil at \$250? A nightmare scenario," "Heading for the Exit Lane," "Could you get by with just one car?" and finally "We're not over a barrel." It's enough to make one think very hard about one's own personal transportation options and should also give planners and politicians the collective courage to tell it like it is. The public knows what is happening now, but I am not so sure people know what is really coming.

Are all these headlines "scare talk" or are we about to experience a major shock to the way most of society functions? I personally think you need to get ready to be shocked at what is probably a likely future scenario.

## The Predictions

In the past four years, gas prices have more than doubled to about \$1.35 a litre with a barrel of oil currently heading towards \$150. Many reliable sources, such as the Canadian Imperial Bank of Commerce World Markets, Goldman Sachs and Moodys are predicting a rise in price to \$200 a barrel in the near future, with some even going as high as \$250 a barrel. It is really hard to know what the future holds, but it is pretty easy to look at the implications on society and on the expectations on planners to think smart and plan ahead to future-proof our cities and regions.

For every \$1 increase in crude oil, the pump price increases by about 1 to 1.5 cents a litre. If crude oil hits \$250 a barrel, gas will rise to over \$2 a litre or just over \$8 a gallon. CIBC is predicting this will occur by 2010. Major repercussions would follow. The implications for GM, Ford and Chrysler could be extremely serious, unless they can radically transform their product lines. The recent announcement by Starbucks that they will be closing 600 outlets across North America speaks volumes about the state of the economy. It seems people are starting to think hard about spending \$4.15 on a café

latte and are buying gas instead. Airline travel has been subject to huge fuel increases and companies like Air Canada responded by eliminating destinations or cutting back on frequency of service in addition to fuel and baggage surcharges.

It appears that if a threshold of \$3 a litre is reached, a totally different round of shockwaves would materialize, producing fundamental changes in the nature of our economy and the daily life of most people. At \$3 a litre, independent truckers would likely go bankrupt, air travel would become a true luxury, the cost of food would double, transit ridership would explode, tourism would suffer a major decline, hybrid vehicles, car pooling, cycling and walking would all

become the norm and even pizza delivery would be affected. The cost of filling up a typical SUV could approach \$300 and a Honda Civic would reach \$150. Big-box stores and malls could become very lonely places. The list goes on. The impact would roll through almost every aspect of the economy.

If this isn't enough to shake you up, I have come across predictions of \$350 a barrel if a major disruption in oil supply occurred, which would mean gas approaching \$4 a litre. At this level all bets are off, with predictions of potential civic unrest as the poor fight to survive. No one wants to contemplate these scenarios, but aren't planners in the business of making predictions,

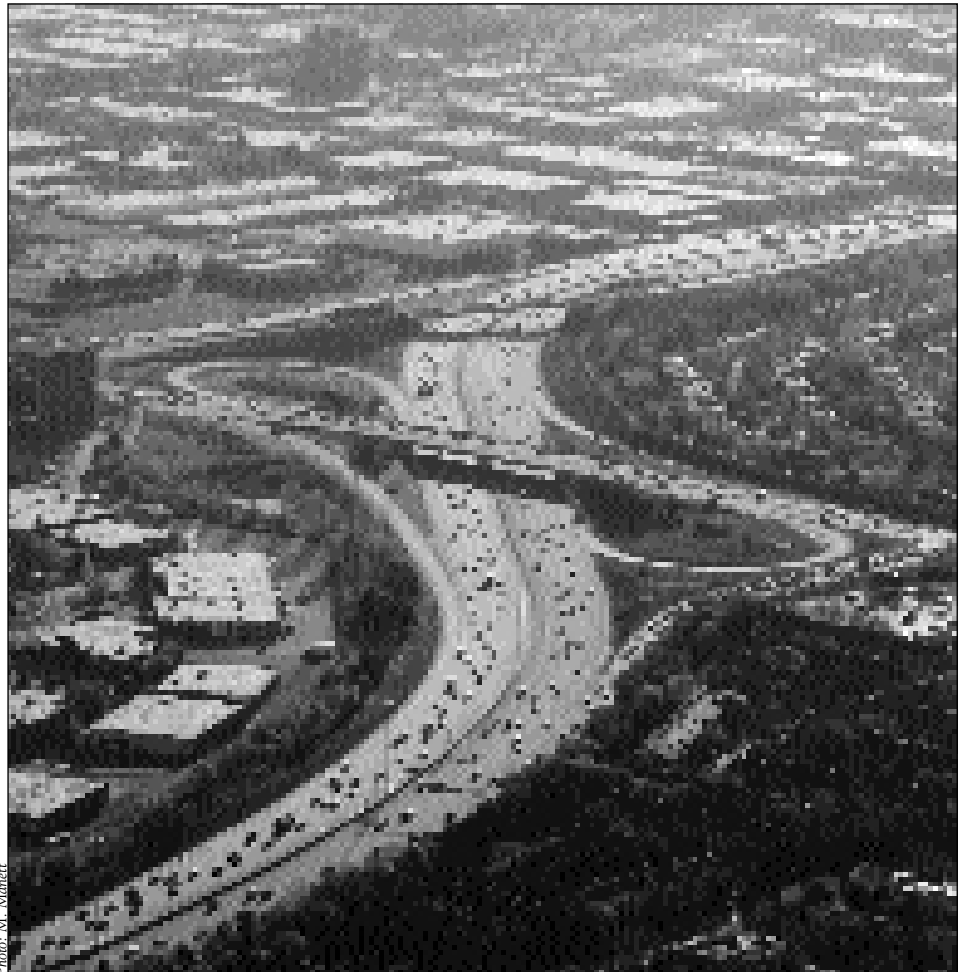


Photo: M. Manett

Can we move beyond car dependence?

guiding change and being a step ahead of society? Don't we have an obligation to help citizens and politicians understand and cope with the need to prepare for a very different future? How would our economy continue to function if the vast majority of the population could not afford to drive and did not have other transportation options?

With such high prices forecast, one would assume there will be much less demand for oil, given that people will be driving much less. You would think this to be true, but the laws of supply and demand may no longer be reliable indicators of the market. Most analysts feel the enormous growth in both the Chinese and Indian economies and the pent-up demand of citizens to own cars will continue to put major pressure on a diminishing world supply of oil. Given that oil is clearly a world commodity, the predictions for rising gas increases would seem to be valid.

### Some Benefits for the Planning Profession

Can there possibly be a silver lining in this storm cloud? The planning implications of rising gas prices may actually be considerable. Many suburbanites would likely consider moving into urban areas to cut commuting costs or would put enormous pressure on politicians and planners by demanding radically improved public transit in their existing communities. The transformation of malls, big-box stores and underutilized strip commercial lands located on arterial roads would evolve into mixed-use environments catering more to pedestrians rather than car people. Opportunities for small-scale merchants would increase as people would desire the ability to secure their daily needs within a short distance. New jobs in the energy, science, engineering and creativity sectors would be created. Conservation and recycling would be a dominant theme running through society.

The smart growth policies of the Provincial government's "Places to Grow" Growth Plan would be realized much faster than the 25-year time horizon forecast. People are not stupid. They will make necessary adjustments to their lifestyle by moving closer to work, travelling less by working at home if feasible or by moving to a work week of four ten-hour days, living in smaller energy efficient-spaces and embracing a more sustainable way of life.

Ironically, higher oil prices may actually produce a manufacturing renaissance for consumer goods made here instead of in China, as the cost of shipping containers is projected to double if oil hits \$200 a barrel.

The same would apply to imported food and specialty goods as the future transportation cost may tip the balance in favour of locally grown and produced food. Higher oil prices may actually stimulate a new and strong local economy in a wide variety of sectors.

In previous articles I have already documented that according to the Canadian Automobile Association, the average cost of owning and operating a vehicle in the GTA is about \$13,000 per year. This adds up to well over \$500,000 during a typical working career of 40 years. Clearly, getting by with just one car can mean a huge financial difference to the average suburban family if they have other transportation and housing choices. This would become possible for the majority of the population if a robust regional transit system was in place and a diversity of housing choices were provided within each community.

Comparison of existing gas prices in Canada with those in other countries shows that we are in the mid range. What is most telling is that virtually all European countries already have gas prices that basically exceed \$2 a litre with the Netherlands topping the list at \$2.66 a litre. Europeans have lived with these high prices for some time. We could too, but only if we develop an excellent public transportation system, drive smaller cars and get deadly serious about

how we plan and develop our urban and suburban communities.

### It is in Your Hands

It is only a matter of time before we will probably be paying European-style gas prices here. The shock of rapidly rising gas prices will put severe strains on our economy and test our commitment to sustainable planning like never before. Planners have a critical role to play in speaking out, preparing society for these shock waves and painting a clear alternative picture for the public and politicians to embrace. We are not only capable of surviving the challenges ahead, but can adapt and thrive within a new environment if we have the collective courage to act. We really have no other viable option.

*Paul Bedford, FCIP, RPP, is contributing editor for Planning Futures. He teaches city and regional planning at the University of Toronto and Ryerson University, is a frequent speaker and writer in addition to serving on the Board of Metrolinx, the National Capital Commission Planning Advisory Committee and Toronto's Waterfront Design Review Panel. He is also a Senior Associate with the Canadian Urban Institute.*

## Transportation

# Transportation Demand Management

Rosa Ruffolo

*What is it? Who is using it? Where is Metrolinx on TDM? Where else can we see successful TDM programs?*

**A**S MOST PLANNERS KNOW, Transportation Demand Management (TDM) is the application of strategies, programs and policies to influence a commuter's behaviour with the aim of reducing single automobile travel demand. The idea of TDM began in the late 1970s and 1980s as a result of the sharp increases in oil prices during the 1973 oil crisis and the 1979 energy crisis. Alternatives to single-occupancy vehicle travel were needed to save energy, improve air quality and reduce peak period congestion. TDM is not intended to eliminate all automobile use, but instead provide sustain-

able alternatives to commuters, which in turn will help reduce single-occupant vehicles on our roadways.

TDM is recognized at the local and international levels as an important component of sustainable transportation. Within the Regional Municipality of York, TDM has been an important function since 2004. York Region currently funds three Transportation Management Associations (TMAs) that serve five local municipalities (Smart Commute North Toronto-Vaughan; Smart Commute 404-7 and Smart Commute Central York). These TMAs specialize in educating and delivering TDM programs and services to employers and institutions.

Metrolinx has a mandate to create a seamless, sustainable transportation system for residents and businesses of the Greater Toronto and Hamilton Area (GTHA).

Recognizing the value of TDM, in January 2008, Metrolinx made the Smart Commute Initiative a part of their function and has been working towards a regional TDM plan as part of a larger Regional Transportation Plan. In February, a TDM discussion paper was released that identified examples of programs and strategies that will motivate more sustainable transportation decisions by people, businesses and governments and some Quick Win projects (Metrolinx, TDM Green Paper #4, February 2008). They see TDM as having a fundamental role in utilizing existing facilities and maximizing the return in future investments in public transit, active transportation, roads and goods movement.

Examples of successful implementation of TDM are in the state of California. State law stipulates that employers that offer free employee parking must offer cash-out programs as an alternative, and that cities must grant reduced parking requirements for developments that offer cash-out programs. Existing developments are also allowed to reduce their parking spaces if they implement parking cash-out programs, allowing businesses to expand into land previously used for parking.

San Diego has land development requirements and policies that support TDM strategies. These include requiring bicycle lockers, employee showers and lockers, car-pool spaces, pedestrian paths, and a display of alternative transportation information as part of any proposed development projects. Several developments in San Francisco have been allowed significant reductions in their parking requirements through their participation in car-sharing programs where program members can rent a car on an hourly or daily basis.

York Region considers TDM as a key component of its transportation system. As part of the approval for a development in the City of Vaughan (Blocks 11, 12 & 18), the developers were required to implement TDM measures to help address traffic capacity issues. The package of TDM measures proposed includes infrastructure improvements for transit, walking and cycling use and development of a web portal where residents can have 24/7 access to real-time



Rosa Ruffolo,  
MCIP, RPP

transportation information home. This innovative project focuses on a large residential area as opposed to a single employer. The proposed web portal on alternative travel modes is likely the first of its kind in North America.

*Rosa Ruffolo, MCIP, RPP, has recently taken up the position of Service Planner with York Region Transit, but is still a Steering Committee Member of the Blocks*

*11, 12 & 18 project in the City of Vaughan. She can be reached at Rosa.Ruffolo@york.ca.*

*Dennis Kar, MCIP, RPP, is the Ontario Planning Journal's contributing editor for Transportation. He is an Associate with Dillon Consulting and teaches at Ryerson University's School of Urban and Regional Planning.*

## Sustainability

# If it isn't economic, it isn't sustainable

Staff

**T**he provincial Growth Plan for the Greater Golden Horseshoe is now well into its implementation phase. In calling for the creation of "complete communities," the plan acknowledges a desire to provide residents with options for where and how they choose to work, live and play. This means that municipalities must be able to fund long-term investments in both necessary infrastructure (such as storm and sanitary sewers, water, roads and transit) and community infrastructure (such as schools, hospitals, libraries, police stations and community centres).

Not even the best growth management strategies can overcome some stark fiscal challenges facing regional and local governments in the GTA, however. As their staff get on with the job of bringing plans into conformity with the Growth Plan, CAOs throughout the region are trying to determine how to pay for new growth at the same time as they face the prospect of having to

renew existing infrastructure that is long past its "best before date."

To launch a conversation about how to solve these problems, the Region of Halton and the Canadian Urban Institute recently organized a financial summit for the benefit of politicians from all orders of government in the region. The session addressed four principal issues:

- Most municipalities have infrastructure deficits—the shortfall between the need to replace aging infrastructure and the ability to afford the cost of replacement. This problem is exacerbated by the need to meet stringent new environmental and safety standards. There are also legal and practical borrowing limits that constrain a municipality's ability to undertake multi-year projects. The older fiscal models that worked well in the past need to be revisited.
- The current on development charges

# SUSTAINABLE COMMUNITIES, TABLE 1

Plan/Strategy/Guidelines & Year, plus Fundamental Components (*cont. from page 14*)

## ONTARIO

### *Toronto Green Development Standard, 2007*

Development is to be based on these principles:

- Measurable performance oriented
- Focused on design & construction of the built form
- User friendly
- Set high enough to raise the bar on environmental performance and still allow for competition.

Environmental drivers include:

- Better air quality
- Reduced greenhouse gas emissions & urban heat island effects
- Great energy efficiency
- Improved water quality & water efficiency
- Less solid waste
- Protection of urban forest & wildlife habitat
- Reduced light pollution.

### *York Region Sustainability Strategy, 2007*

Sustainability principles include:

1. Provide a long-term perspective on sustainability
2. Evaluate using the triple bottom-line elements of environment, economy & community.
3. Create a culture of continuous improvement, minimizing impact, maximizing innovation & increasing resiliency.

Categorized action areas include:

- Corporate Culture of Sustainability
- Healthy Communities
- Economic Vitality

### *City of Pickering Sustainable Development Guidelines, 2007*

• Good sustainable guidelines should include features such as:

- Apply over a long-term horizon
- Encourage innovation
- Make a significant difference in sustainability for the City relative to conventional development (i.e. set significant requirement and then encourage additional innovation).

### *East Gwillimbury Municipal Policy Commitment to LEED, 2005*

Council adopted a Municipal policy directing all new Town facilities & new industrial, commercial, institutional & high-rise residential buildings within the municipality to be built to LEED (NC) Canada Version 1.0 certificate level 'Silver'.

## NATIONAL

### *Municipal Sustainable Building Policy 106, Banff, 2007*

The Town incorporated a standard for all new municipal buildings to meet or exceed the Silver Level Certification of the LEED Green Building Rating System.

### *Green Building Strategy, Vancouver, 2004*

Components of the strategy include:

- Rainwater harvesting: Reducing water
- Urban agriculture
- In-building water use reduction
- Thermal comfort
- Transportation.

### *EcoDensity Program, Vancouver, 2008*

Designed to create higher density throughout Vancouver, principles include:

- Using ecological sustainability as the primary consideration
- Taking advantage of activities that density enables such as transit, walking, etc.
- Planning for amenities needed for new density.

## USA

### *Sustainable New York City, 2006*

Report examined case studies in NYC to establish how to evaluate & become more sustainable; criteria used for evaluation were:

- Stewardship of natural resources
- Health & productivity
- Economic development
- Efficient government
- Education.

## AUSTRALIA

### *Green Smart, 1999*

A voluntary industry-driven approach to the production of environmentally responsible housing. Its primary objectives are to promote green technologies and design principles, improve and adopt best practice environmental approaches, facilitate industry change, and encourage environmental innovations in the building industry.

## EUROPE

### *City of London, Sustainable Policy, 2005*

Document outlines the principles of sustainability which the City, its staff & contractors are expected to follow in all their activities, plans & projects

### *Building Sustainable Ways of Working, Liverpool, 2001*

Document draws on work previously undertaken by local policy & subject groups that were set up by Council. It is based around 8 quality "Themes for a more Sustainable Liverpool".

### *BREEAM Buildings, Building Research Establishment Environmental Assessment Method, National (now international), 1990*

This assessment process was created for offices and homes and has been expanded to include various building types including health care facilities, schools & prisons. As of May of this year it became mandatory for all new homes to have a rating against this code. Credits are awarded according to performance in response to a range of environmental impacts such as Health & Wellbeing, Energy, Water, Material Waste, Land Use, Ecology & Pollution. This system is now used internationally & is at present the most widely used environmental assessment method

### *Leipzig Charter on Sustainable European Cities, 2007*

The Leipzig Charter is a document of the Member States which was drawn up with the broad & transparent participation of European stakeholders; it makes several recommendations on an integrated approach to urban development policy including:

- Creating & ensuring high-quality public spaces
- Modernizing infrastructure networks & improving energy efficiency
- Paying special attention to deprived neighbourhoods.

principles established to meet rapid growth in the 1970s. Although this approach was innovative and highly effective for decades, circumstances have changed. Development charges no longer cover “soft” services like community centres and libraries, and because DCs pay only for the costs of “new growth,” the expenses of maintaining service over the long-term fall on municipalities.

- A related problem is that the Growth Plan calls for development of a very different kind of community—places that are compact, transit-friendly and pedestrian-oriented. The costs established in DC bylaws, on the other hand, are based on the financial track record of the preceding ten years.
- Municipal treasurers are facing a cash-flow challenge: when they add up the continuous financial requirements necessary to pay for infrastructure replacement, it is clear that DCs are neither a full nor perfect solution. Partnerships will need to be brokered. Principles will need to be re-visited.

In laying out the fiscal challenges ahead, the session also took pains to acknowledge significant commitments already made by the provincial and federal governments. Both the provincial and federal governments have invested considerable capital funds in the recent past. There are also high hopes that the soon-to-be-released report entitled, “Provincial Municipal Fiscal and Service Delivery Review,” will shed light on how many of the fiscal challenges facing municipalities might be addressed.

### What’s Next?

Given the common interests in protecting and enhancing the prosperity of the region, a new collaborative model for addressing these complex fiscal needs is obviously required. The province is committed to working to find solutions but other questions arise. What is an appropriate role for the federal government? Is there a role for the private sector in this partnership? Building complete communities requires a commitment to fiscal reform and innovation as far-reaching as the vision for the Growth Plan.

*This piece is excerpted from an article by Glenn Miller and Michelle Drylie that appeared in the July issue of ReNew Canada. Michelle is a graduate of the University of Toronto who worked on the Halton Summit project.*

## Professional Practice

# Four Churches Forum, Kitchener—Sharing Best Practices for the Future

Arlene Etchen

**L**IKE MANY CHURCHES IN THIS COUNTRY, four parishes in Kitchener, Ontario, found themselves challenged with declining congregation numbers and increasing operating costs. In an effort to remain viable and still serve their community, St. Peter’s Lutheran, St. Andrew’s Presbyterian and Trinity and Zion United put together a working group to look at future options for these downtown churches. The results were presented in a two-day forum in May, co-hosted by Canada Mortgage and Housing Corporation (CMHC) and the Region of Waterloo, with sessions designed to profile best practices, review the feasibility study and plan next steps.

“The forum was planned to share the experiences of the public and private sectors with the Four Churches’ congregations and partners,” says Judith Binder, CMHC

Corporate Representative, Southwestern Ontario. It provided an opportunity to learn what role other faith-based organizations have played in urban redevelopment, including the creation of affordable housing.”

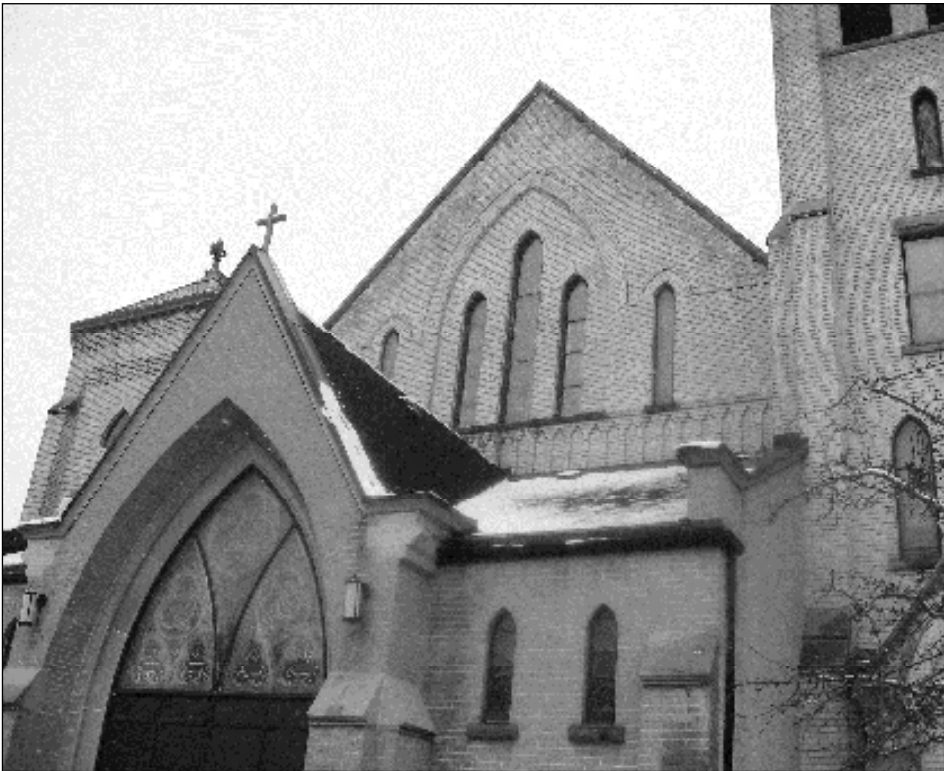
Together, the four downtown churches in Kitchener have 5,000 members, land worth close to \$7 million with worshipping space for 3,000 yet on any given Sunday, but have fewer than 1,200 people in the pews.

“The Four Churches Project arose as a result of a realization among the churches that there were long-term challenges associated with remaining in Downtown Kitchener,” said Ken Motts, Founding Member of the Four Churches Working Group.

The group approached CMHC with a request to provide them with research and



St Andrews



Zion United

applicable case studies about this type of planning, which ultimately led to the development of the forum.

The first day of the forum took place at the Region of Waterloo Council chambers, with experts presenting future possibilities to the congregants and other key stakeholders.

Rob Joustra from the Work Research

Foundation set the stage for the forum by presenting highlights from the Foundation's report, titled "Stained Glass Urbanism," which showed how faith-based organizations can enrich the quality of life in communities. He cited examples such as the Salvation Army Gateway, L'Arche and St. Gabriel's Church in Toronto as being sources for positive social change.

The architect responsible for the environmentally-conscious design of St. Gabriel's church was also on hand to share his insights for incorporating green elements into the newly re-built church. Roberto Chiotti of Larkin Associates outlined how

the church was able to leverage their real estate assets to create a church that was sustainable both physically and financially.

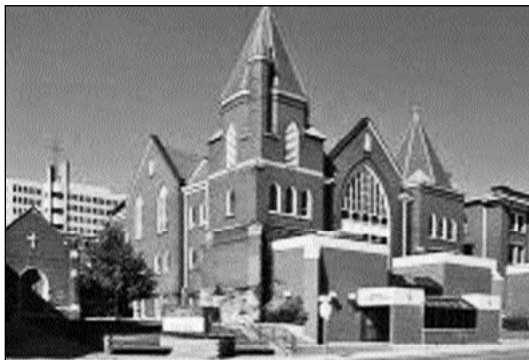
Chiotti was part of a panel discussion that explored new ways of looking at energy and environmental design and tips for planning in the context of urban renewal. The panel members also included Stephen Kemp of

Emermodal Engineering and Jeff Willmer, Director of Planning for the City of Kitchener, who both provided a local point of view for sustainable planning and development.

Brian Kinsley and Gay Richardson from

Ottawa's Multifaith Housing Initiative and Bill Teron, President of Teron International, shared their vision for creating affordable housing.

The Multifaith group, made up of representatives from faith traditions including Christian, Hindu, Jewish, Muslim, Sikh and Unitarian, is committed to providing affordable housing and support for people whose



Trinity United Church

income leaves them close to the edge of poverty. This group collaborated with Teron International to create Somerset Gardens in Ottawa, using land owned by one of the churches. Somerset Gardens is a condominium apartment complex which consists of 119 condo units with a mix of affordable home ownership and affordable rental units.

The second day of the forum was held at St. Andrew's Presbyterian Church and was designed for the congregants of the Four Churches to look at putting concrete ideas behind what they had heard on the previous day.

Attendees started the day by reviewing a Land Use Planning Feasibility Study that had been created by the GSP Group and Walter Fedy Partnership, which provided a high-level overview of how the land and building facilities owned by the Four Churches could be used from a planning and zoning perspective.

The remainder of the session focused on discussing what the individual church representatives thought could be possible on the church sites.

"The Four Churches Project is an innovative and inspired opportunity for the churches to be active as collaborative participants in the urban renewal and intensification of Kitchener's urban centre, while putting to work the values that the churches have always stood for," said Glen Woolner, member of the Four Churches Working Group. "As the project unfolds, we will work with local and regional planning departments, and other stakeholders interested in inclusive housing and service/retail options."

Over the summer, the working group plans to take the ideas generated from the forum to see what can be implemented on the sites and are working with the City of Kitchener to ensure that all plans tie in with the larger downtown revitalization strategy. CMHC funding will support this project in further developing concrete activities.

By the fall, the ideas generated from the event will be put into design plans and reviewed by the congregations at a follow-up charrette.

*Arlene Etchen, Senior Consultant, Research and Technology with CMHC, can be reached at aetchen@cmhc-schl.gc.ca.*

*Another forum focused on this and related topics was Planning in Good Faith, organized by the Canadian Urban Institute and the Work Research Foundation. This event was also supported by CMHC. Proceedings can be found at [www.canurb.com](http://www.canurb.com), follow the links to events/archives.*

# Urban Design Studio

Robert Glover and Carmen Franky

**I**N 2007, WITH THE COLLABORATION OF the Pontificia Universidad Católica de Chile and the dean of the Faculty of Architecture, Jose Rosas, Professors Carmen Franky and Robert Glover of the University of Toronto, Faculty of Architecture and Landscape Design, developed an urban design studio based on the Inner Ring Program in Santiago.

Four sites were selected from the Bicentennial Program and three broad themes were identified: New Large-scale Urban Development; Neighbourhood Structure and Form; and Urban Redevelopment in the Central Area.

Last October, working with Professors Robert Levit (Director of the Urban Design program), Carmen Franky and Robert Glover, students and faculty from the Pontificia Universidad Católica de Chile, including Roberto Moris (the co-author of the Inner Ring strategy) and Pablo Contrucci, and utilizing studio space on the campus, students carried out a series of urban studies and analysis based on the City and the individual site areas in Santiago. They developed their initial urban propositions, which were reviewed and critiqued by the faculty of the Católica before they returned to Toronto.

In Santiago, the studio also included a cocktail reception at the residence of the Canadian Ambassador Norbert Kalish and a visit to the port city of Valparaiso, which has been designated a World Heritage site by UNESCO.

The third phase of the Studio was the development of the urban design proposition in Toronto. It culminated in the final reviews with the participation of Roberto Moris and Pablo Contrucci from the Universidad Católica de Chile as guest



Maestranza San Eugenio, Site 3—view from the site

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critics at the University of Toronto. This is some of their work.

### New Large-Scale Urban Development: Los Reyes Park—Site 1

Los Reyes Park is a large-scale redevelopment area adjacent the Mapocho River, on former industrial lands immediately northwest of the central city. It also acts as a “gateway” site into Santiago with respect to its position along the new east-west highway from the airport into the city and as the new westerly termination of the riverfront park that extends from the city centre.

The proposal is for a large-scale mixed-use urban redevelopment, including residential, commercial and service uses; the park space is intended to continue the river’s edge park and create a new urban centre in the westerly part of the City.

Aida Banihashemijahromi envisaged an urban design strategy that would create a gate and landmark for Santiago’s Inner Ring that enhances the connection with the park and the Mapocho River. The monumental approach of the built form and the design of the landscape and open space areas reinforce her strategy.

She also proposed a consolidation and rehabilitation of the surrounding industrial



Los Reyes Park, Site 1—view from the site

areas by providing new residential, and mixed uses. She explored different typologies of housing to provide opportunities for all socio-economic levels. The integration of new blocks in the existing urban fabric and the park system improved the connectivity and the vitality of the area.

### Neighbourhood Structure and Form: Quinta Normal—Villa Portales—Site 2

Villa Portales was a model new housing development constructed between 1954 and 1964 for approximately 11,000 people. It was located on lands originally owned by the

University of Chile, west of the central city and adjacent to a large public park.

Designed by prominent Chilean architects Carlos Bresciani, Héctor Valdés, Fernando Castillo and Carlos García Huidobro, the new project epitomized the paradigm of modernist planning and architecture.

The design included innovative pedestrian bridges creating connections above the houses and the elevated streets. Although internally Villa Portales was judged a very successful project in the 1960s, during and following the 1970s the physical condition

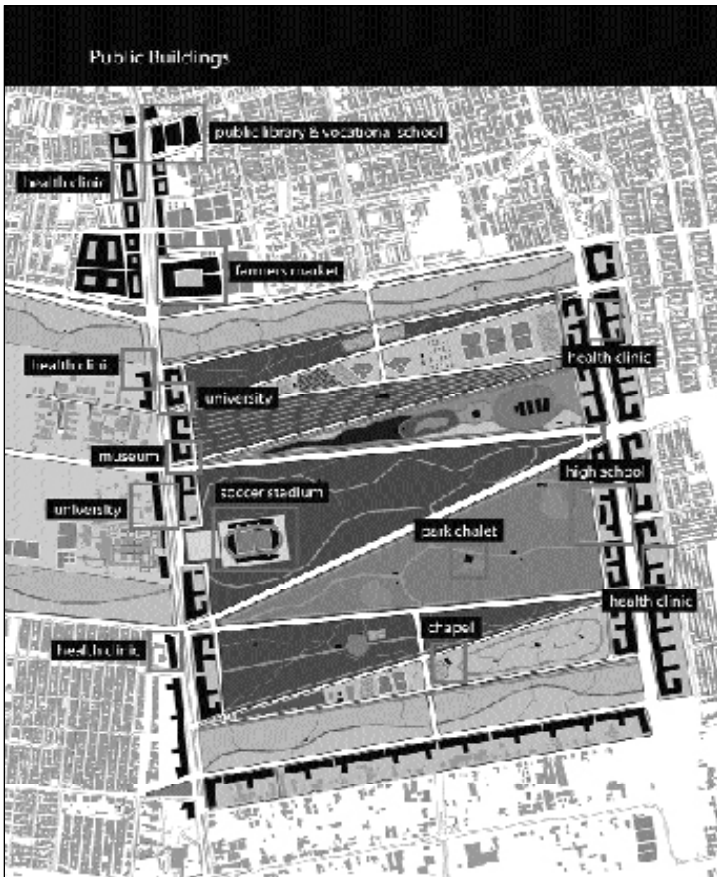
of the project and its open spaces deteriorated due to a lack of maintenance. In addition, the insularity of the project in terms of its surroundings and the modernist assumptions regarding buildings and open spaces were increasingly challenged by the residents, who informally privatized much of the original open space by changing elements and becoming casual about the modernist aesthetics of the original building pattern.

The proposal is for both rehabilitation and urban redevelopment with an improvement in the connections with the cultural areas, the Claudio Gay Park and the University of Santiago.

Paria Seyedi based her project in the introduction of new building typologies that could better integrate Villa Portales with the surrounding neighbourhoods and the city. Her strategy was to create two main north-south and east-west corridors, and to consolidate the open space system with a central square, which is demarcated by a tower. The new architectural typologies proposed in her project offer the possibility of attracting a new population and provide residential, offices and commercial uses that improve and revitalize the conditions of Villa Portales.

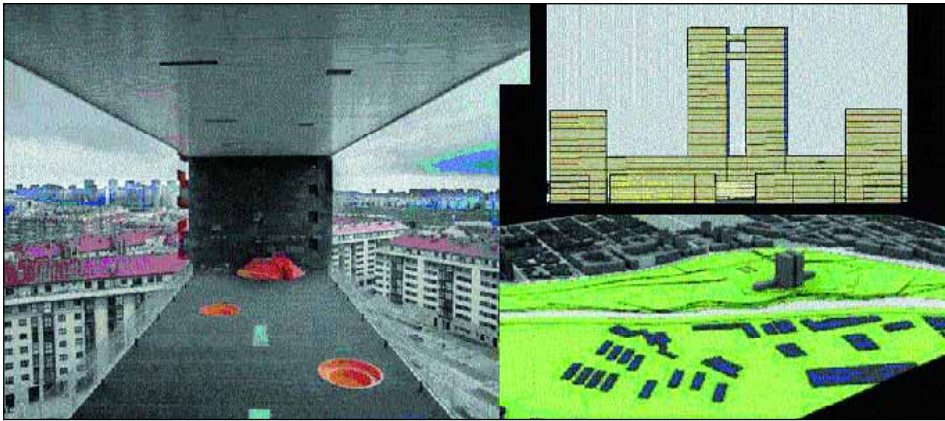
### New Large-Scale Urban Development: Urban Redevelopment in the Central Area—Maestranza San Eugenio—Site 3

The site is a large-scale (36 hectares) former rail land area south of the central city beside a flood control stream land area, containing industrial structures and infrastructure and large vacant areas. Similar to some of Toronto’s railway land areas, the proposal is for large-scale mixed-use urban renovation and redevelopment, including 12 hectares for residential development; 9 hectares for service uses; 7 hectares for commercial uses;



Cathrin Winkelmann project, master plan





Aida Banihashemi project—Master Plan, and views of the project

and 8 hectares for park space and recreational facilities.

Jan Kroman proposed that that much of the currently abandoned rail yards become the grounds for Santiago's Art Biennale. Thus, the old infrastructure is not preserved in a purely historical sense, but becomes the underlying structure for a new art industry. Each chosen artist will be provided with a railcar which can be then best transformed to house/become their work. Morphologically, the proposal bands the site according to program, rotating these bands to best meet the conditions of the site itself. By moving from park, to university, to working industry, to biennale grounds, to mixed-use core, to recreation, to park, an understandable, yet rich new typological pattern is proposed. Such a banding allows for the intensification of all programs, while allowing all citizens to experience the revitalized site.

#### Neighbourhood Structure and Form: La Pintana—Site 4

La Pintana is located 15 km south of the central city and is centred on Avenida Santa Rosa. It is one of regional Santiago's poorest constituent municipalities. In 1979, under Pinochet's National Policy of Urban Development, the poorest people were forcibly removed from Santiago and relocated into newly built social housing in La Pintana. In addition to its relative isolation and the relative lack of infrastructure and transit, there was a lack of retail, community facilities and services and employment opportunities. Although much has been accomplished over the last decade in terms of regional decentralization and the provision of local infrastructure, facilities and open space, there is still a lot to do.

One major municipal asset is land ownership, which could be used to attract mixed-

use and mixed-income development: 15 hectares for a new mixed-use sub-centre, 40 hectares for social facilities, and 160 hectares for a metropolitan park.

Cathrin Winkelmann developed an urban design strategy based on the creation of an exemplary metropolitan park that capitalizes on the spectacular views of the two mountain ranges that frame the city and that would provide the basis for new mixed-use and residential development and improve the amenity overall for the current residents of La Pintana.

Her proposal contains playing fields, open space, forests, orchards, nurseries, a botanical garden, a cemetery and various playgrounds. The park is also home to a new, regional soccer stadium fronted by a public plaza and forecourt as well as an amphitheatre.

The park is bounded on three sides by a new mixed-use building pattern, which could accommodate a range of grade-related services, retail and commercial uses with commercial or residential uses above. Building heights range from 3 to 8 storeys and framing views to the mountains, with four 20-storey towers that demarcate each corner of the park.

#### Positive Conclusions

Following the completion of the 2007 Studio, two very positive things occurred.

The first has been the decision by Paul Oberman to sponsor a third studio in 2008, which would be focused on Buenos Aires. Carmen Franky has now begun the process of designing the new studio program.

The second has been the expressed interest by the Pontificia Universidad Católica de Chile to develop an ongoing urban design studio with the Faculty of Architecture Landscape and Design of University of Toronto, which would reciprocate with visiting studios between Toronto and Santiago. One of our hopes with the Studio Norte/Sur was that it might be a vehicle to build links between individuals and universities in the area of urban design and urbanism between Canada and Latin America and it appears that this will be the case.

*Robert Glover, MCIP, RPP, is a partner with Bousfields, Inc. He also teaches at the University of Toronto.*

*Carmen Franky works with Robert in the urban design studio.*

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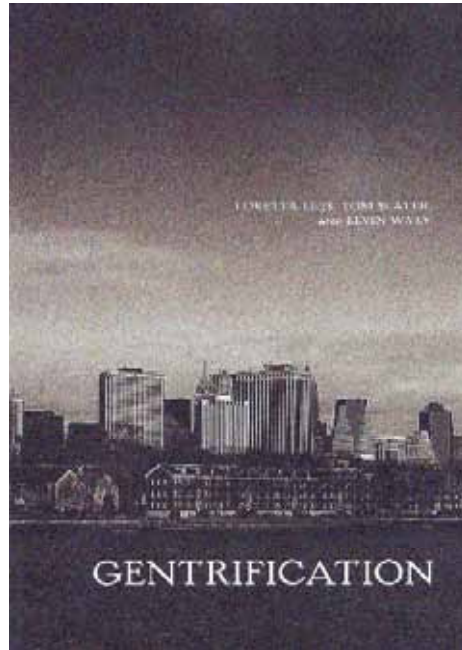
# Gentrification

Authors: Loretta Lees, Tom Slater, and Elvin Wyly

Review by Jonathan Veale

**G**ENTRIFICATION IS NOT FOR THE FAINT OF HEART. This comprehensive text is a “must read” for anyone concerned about urban development and the transformation of the cities that we live in. Urban planners will appreciate the examples and case studies, while academics will celebrate the theoretical models of neighbourhood investment, divestment, rent-gaps, stages, and waves of gentrification.

The authors consider the process of gentrification at many scales: the local, where neighbourhoods are slated for demolition and redevelopment, and the global, where neo-liberalism has transformed the speed and ease with which capital is invested or divested from our local spaces by global money. Gentrification, the reader will learn, is more than the life and death of our urban spaces. It’s a walking tour, showing us the



dark corners of development and the cleaner, tidier, yet artificial “neighbourhoods” that follow.

*Gentrification* assumes nothing about the reader and manages to bring this academic concept to a popular audience. While the text can bog down the reader with dense theory, it manages to conceptualize the abstract ideas of gentrification with solid cases. With *Gentrification* in hand, planners will have another tool to evaluate development, investment, and proposed changes to the communities under their watch.

*Jonathan Veale is a Master of Environmental Studies (MES) candidate at York University, studying Environmental Management and Planning. He also works as an Environmental Planner at Morrison Hershfield Limited.*



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# Urban Nation

## Ideas and Arguments about the Future of Canadian Cities

Author: Alan Broadbent

Publisher: Harper Collins

Price: \$29.95

Review by John Farrow

**F**ACED WITH THE PROSPECT of choosing between summer reading on the end of the American empire and myopic books on how better urban design will solve city problems, a good choice for planners is *Urban Nation* by Alan Broadbent. This is an ambitious book that takes a hard look at the challenges facing Canadian cities. The author combines the insight of a social entrepreneur with the incisiveness of a businessman who knows the paralysis which comes from over-analysis, and results in missed opportunities.

This is an important book for planners who want to be challenged by ideas that will energize them to tackle the problems that they see in their cities every day.

Broadbent begins with an abbreviated history of Canadian immigration and urbanization, then persuasively links the two with a strong argument regarding the need to manage this relationship better in the future.

This section should be read by all city planners if only because the discussion poses interesting questions about the depth of the profession's skills in multicultural community-building and placemaking.

The author subsequently takes a bottom-up approach to address the problems of how cities are governed and managed today. Here the author does not hold back and brings to his analysis the sharp eye of the pragmatist who is not afraid to call a spade a spade. Frequent reference is made to personalities with whom the author has interacted on these issues and who have played major roles in shaping urban Canada. This makes the book entertaining and easy to read, but for some, the heroes may be slightly too heroic and the villains a little too villainous.

The book concludes by boldly addressing the question, "If you were designing Canada today, what might it look like?" Planners who remember the adage that form should follow function will be in tune with the argument that the current city governance structure needs to be radically redesigned. The pivotal recommendation is the creation of three new city provinces to cover the regions around Vancouver, Toronto and Montreal. There are more bold recommendations, but I will leave these for readers to discover for themselves.

An engaging feature of the book is



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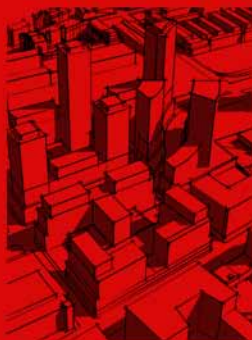
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Broadbent's pithy insights. Here are some samples:

... there is a problem with a political system that demands heroics to produce success.

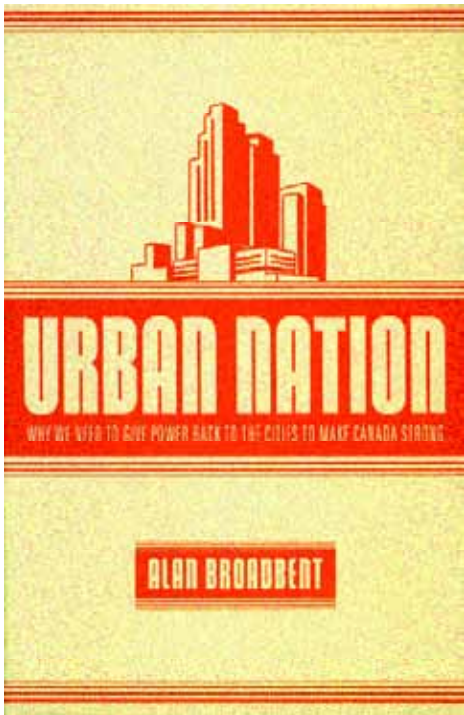
Financial structure defines most situations, and even the most complex ones can be rendered more comprehensible by a close observation of the financial arrangements.

Baby steps are for babies. Our modern city regions have long outgrown the adequacy of small incremental steps towards the future . . . .

The author combines the insightful humanity and impatience of one who cares about the problems of the disadvantaged with the incisiveness of the businessman who knows that solutions require organizations committed to action, not just talk. The book leaves the reader in no doubt about the need for changes in the way we govern major cities, but also raises the more important question, "Why is it taking us so long to get started?"

*John Farrow, MCIP, RPP, is a long-standing contributor to the Ontario Planning Journal. He is chairman and CEO of Lea Group Holdings Inc. and a director of the West Northampton Development Corporation in the UK. He is currently working in India, Ethiopia as well as Canada and is on the board of the Canadian Urban Institute.*

*Alan Broadbent is a businessman and philanthropist, who runs the Maytree Foundation, an organization dedicated to research and helping immigrants settle in Canada. Among its innovations is a program that facilitates the development of skills*



*for members of minority groups to play a role on corporate and non-profit boards. Alan also was a funder of the C5 movement and a supporter of initiatives related to Jane Jacobs.*

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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@mhbcplan.com](mailto:daston@mhbcplan.com).



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