



Ontario  
Professional Planners  
Institute

Ontario

MAY / JUNE 2014 VOL. 29, NO. 3

# PLANNING

HEALTHY COMMUNITIES • SUSTAINABLE COMMUNITIES

Journal

## LAYING THE GROUNDWORK FOR ECONOMIC DEVELOPMENT



‘ WE HAVE TO ELEVATE THE IMPORTANCE OF EMPLOYMENT LAND PLANNING AND INVESTMENT TO ATTRACT AND RETAIN EMPLOYMENT IN A GLOBAL ECONOMY ’

Page 5



**Ontario  
Professional  
Planners  
Institute**

**Institut des  
planificateurs  
professionnels  
de l'Ontario**

HEALTHY COMMUNITIES • SUSTAINABLE COMMUNITIES

201 - 234 Eglinton Ave. East,  
Toronto, Ontario, M4P 1K5  
(416) 483-1873 or 1-800-668-1448  
Fax: (416) 483-7830  
E-mail: [info@ontarioplanners.ca](mailto:info@ontarioplanners.ca)  
Web: [www.ontarioplanners.ca](http://www.ontarioplanners.ca)

**President**

Paul J. Stagl, MCIP, RPP  
[pstagl@sympatico.ca](mailto:pstagl@sympatico.ca), 416-784-2952

**President Elect**

Andrea Bourrie, MCIP, RPP  
[andreabourrie@rogers.com](mailto:andreabourrie@rogers.com), 416-616-5502

**Directors**

Director (Secretary/ Treasurer)  
Jeffery Leunissen, MCIP, RPP  
[jleunissen@city.stratford.on.ca](mailto:jleunissen@city.stratford.on.ca), 1-519-661-2500 x5349

Director, Darryl Bird, MCIP, RPP  
[bird@mmm.ca](mailto:bird@mmm.ca), 905-882-1100 x6843

Director, Charles Lanktree, MCIP, RPP  
[charles.lanktree@ottawa.ca](mailto:charles.lanktree@ottawa.ca), 1-613-580-2424 x13859

Director, Diana Rusnov, MCIP, RPP  
[diana.rusnov@mississauga.ca](mailto:diana.rusnov@mississauga.ca), 905-615-3200 x5421

Director, Scott Tousaw, MCIP, RPP  
[Stousaw@huroncounty.ca](mailto:Stousaw@huroncounty.ca), 1-519-524-8394 x3

Director, Bob Forhan, MCIP, RPP  
[bob.forhan@rjforhanassociates.com](mailto:bob.forhan@rjforhanassociates.com), 1-905-235-5072

Director, Jason Ferrigan, MCIP, RPP  
[Jason.ferrigan@greatersudbury.ca](mailto:Jason.ferrigan@greatersudbury.ca), 1-705-674-4455 x4298

Director, Bill Janssen, MCIP, RPP  
[Bill.janssen@hamilton.ca](mailto:Bill.janssen@hamilton.ca), 1-905-546-2424 x1261

Director (Public Interest Representative)  
Cheryl Horrobin, [chorrobin@leaminton.ca](mailto:chorrobin@leaminton.ca),  
1-519-326-576101

**District Leadership Team Chairs**

Toronto, Justine Giancola, MCIP,RPP  
[jgiancola@dillon.ca](mailto:jgiancola@dillon.ca), 416-229-4647 x2422

Northern, Donald McConnell, MCIP,RPP  
[d.mcconnell@citysm.on.ca](mailto:d.mcconnell@citysm.on.ca), 705-759-5375

Western Lake Ontario, Kira Dolch, MCIP,RPP  
[kdolch@town.forterrie.on.ca](mailto:kdolch@town.forterrie.on.ca), 905-871-1600 x2502

Oak Ridges, Angela Dietrich, MCIP,RPP  
[Angela.dietrich@mississauga.ca](mailto:Angela.dietrich@mississauga.ca), 905-615-3200 x5510

Southwest, Maureen Zunti, MCIP,RPP  
[Maureen.zunti@sifton.com](mailto:Maureen.zunti@sifton.com), 519-434-1000 x238

Eastern, Colleen Sauriol, MCIP,RPP  
[csauriol@pembroke.ca](mailto:csauriol@pembroke.ca), 613-735-6821 x1301

Lakeland, Brandi Clement, MCIP,RPP  
[bclement@jonesconsulting.com](mailto:bclement@jonesconsulting.com), 705-734-2538 x224

**Staff**

Executive Director

Mary Ann Rangam, x223

Director, Finance & Administration

Robert Fraser, x224

Director, Public Affairs

Loretta Ryan, MCIP, RPP, x226

Registrar & Director,

Professional Standards

Brian Brophay, x229

Administrative Assistant

Shannon Vaughan, x0

Membership Coordinator

Rupendra Pant, x222

Administrative Coordinator

Maria Go, x225

**Ontario Planning Journal**

Editor, Lynn Morrow, MCIP, RPP

[editor@ontarioplanners.ca](mailto:editor@ontarioplanners.ca)

Art Director, Brian Smith

The Journal is published six times a year by the Ontario Professional Planners Institute.

ISSN 0840-786X

Subscription and advertising rates

can be found at [www.ontarioplanners.ca](http://www.ontarioplanners.ca).

Go to the "Knowledge Centre" tab and click on the Ontario Planning Journal page.

# CONTENTS

## Features

- Competition & employment lands .... 1
- The new age employee ..... 4
- Tourism Planning data gap ..... 6
- Greater Sudbury Action Strategy ..... 8
- Adding downtown vibrancy ..... 11
- Tall buildings ..... 12
- Re-using waste disposal sites ..... 14

## Districts & People

- Toronto ..... 15
- Lakeland ..... 16

## Departments

- President's message ..... 17
- Reviewing Ontario land use planning .... 18
- Harmonizing land use plans ..... 18
- Administering an integrated plan ..... 20
- Greenbelt Plan & agriculture ..... 22
- Other policies and plans ..... 25
- Community Design Working Group .... 27
- OPPI Call to Action ..... 28

# BILLBOARD

## 2014 OPPI Symposium

This year's [Symposium](#) will be held in Niagara Falls, Ontario on October 1<sup>st</sup> & 2<sup>nd</sup>. The theme is Healthy Communities & Planning in a Digital Age. The symposium will engage members through numerous planning and professional practice issues. The [Preliminary Program](#) is now available. Click [here](#) to register.



## OPPI Courses

OPPI offers a dynamic package of educational opportunities to help members maintain or increase knowledge, skills and professional performance standards.

Courses are offered in a variety of formats: in-class, online, through webinars and in the workplace. Check the [Calendar of Events](#) to see when and where programs are offered, costs and cancellation policy and to register.



## Continuous Professional Learning

CPL is intended to help members keep current with changes and developments in the profession and stay informed about innovations and leading practices. The [CPL Program Guide](#) provides members with details about the program, learning activities and units. You can record your CPL activities by logging on to your [Member Profile](#).



We would like to thank those of you who submitted projects for the 2014 OPPI Excellence in Planning Awards. Stay tuned for the announcements of the winners which will take place in November.



Further information is available on the OPPI website at [www.ontarioplanners.ca](http://www.ontarioplanners.ca)





A Global Perspective

# Competition & employment lands

By Paddy Kennedy



Planners need to ensure that we're providing spaces and places which will meet the needs of Ontario's future economy. To support advanced manufacturing, Ontario will need to provide industrial spaces which are designed to compete on a global scale, well connected, clean, green, flexible and multi-modal (road, rail, transit, port, airport, etc.). At the same time, Ontario's cities and towns will need to make hard decisions around older industrial areas. Some established industrial areas can expect to remain competitive in their current function (albeit with some major improvements), while others may be better suited to an environment which caters to the diverse service sector. These spaces, while specifically unique, should provide opportunities for mixed uses, and accommodate living, working and playing functions. This implies that our notion of how we define employment lands might also need to change.

While there will still be a place for traditional industrial lands, increasingly, the long-term trend implies that the economy needs spaces which promote innovation and knowledge transfer. It needs spaces which are accessible, transit supportive, integrated, mix uses, provide opportunities for creativity, which are tied more closely to the post-secondary institutions and nearby living areas.

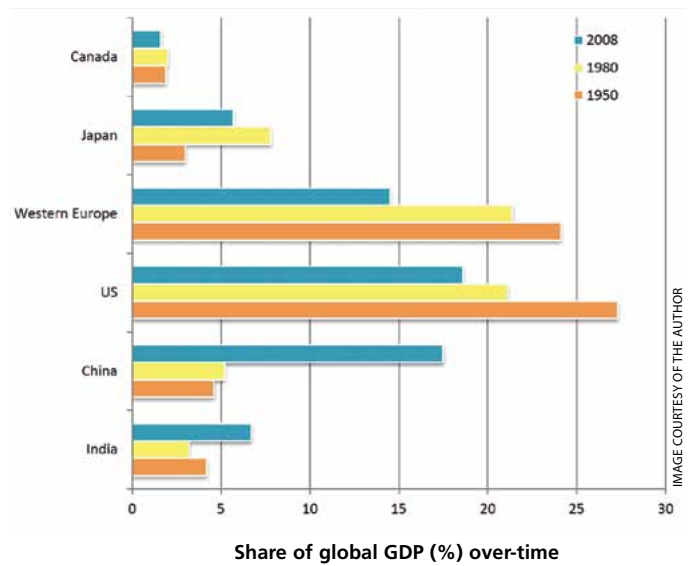
The following sets out the context for understanding the global economy and the environment within which Canada and Ontario compete.

## The global economy and its impacts on Ontario

By the mid 1980s it was clear to most observers that the global economic situation had changed. The era, which began at the end of the World War II and extended across several decades, was a continuation of western economic dominance. The economies of Western Europe and North America accounted for over 50 per cent of global economic output in 1950. At the beginning of the 1980s this figure had declined by 8 per cent. The close of that decade and the early 1990s brought tremendous geo-political change, with the collapse of the Soviet Union, the development of the European Union and the emergence of the BRICS (Brazil, Russia, India, China and South Africa) along with the other Asian economies. By 2008, the global economy had become diverse enough to warrant the

establishment of the Group of 20 (G20) economic forum. The world's top 20 economies include a diverse list of nations which bears little resemblance to the narrow list of the post-war era. And, while shares of GDP have continued to fall and rise since the 2008 financial crisis, the general pattern of global competition has continued.

In Canada, the resulting emergence of developing world economies has meant increased competition and a continual need to re-examine economic policy and long-term investments. More locally, Ontario's clusters are operating in a wider, more integrated and competitive environment. For example, the Kitchener-Waterloo technology triangle and the Ottawa tech clusters are competing with places like Silicon Valley and Boston in the U.S., Paris-Saclay in France, Beijing, Bangalore and Russia's Skolkovo Innovation City. Sarnia's chemical valley is competing with Saudi Arabia's Jubail Industrial City, Jurong Island in Singapore, Houston, Antwerp and Shanghai. Windsor and the other automotive-based towns and cities of southern Ontario are competing with the southern U.S., Mexico, China, the EU, India and Brazil. These are just a few examples which illustrate the broader context of economic activity.



Arguably, the increased global competition has resulted in three major structural impacts on Ontario's economy: the decline of manufacturing employment; the growth of service-sector employment; and, the polarization of economic investment.

Looking ahead, these changes are expected to continue. Increased global competition is not simply a result of investment following lower labour costs or less environmental regulation. While low labour costs and the regulatory framework are relevant, they comprise a partial strand. A fuller picture reveals that a number of the so-called emerging economies have made substantial investments in infrastructure (hard and soft) and modernization. These commitments, when combined with location factors and steady year-over-year inflow of foreign investment, have resulted in continued industrial and infrastructure expansion.

The experience of these places with emerging economies is not accidental. For example, the Kingdom of Saudi Arabia and the government of Singapore both embarked on ambitious national industrial plans in the 1970s and now are beginning to see the fruits of these efforts. Saudi Arabia has been investing in an economic cities program and a national industrial clusters program. Singapore boasts an incredibly diverse economy (oil and gas, trade, petrochemicals, manufacturing) and as the island nation approaches build-out, it's beginning to focus on research and development and has established a number of science parks. In Malaysia, the national government has been developing two new employment-focused cities—Putrajaya (administrative, commercial, finance) and Cyberjaya (technology). This is just a snapshot of what's happening. The common factors in these three examples are the leadership role played by government and the massive size/scale of the initiatives. All rely heavily on a national strategy to guide investment and detailed master planning to implement strategy.

## What it means for Ontario

What does all of this mean for Ontario? While it's difficult to sweep across the globe in a short article, there are some preliminary conclusions which can be drawn. Increased competition suggests that Ontario needs to make sure that it maintains a strong foothold in the global service sector (which is incredibly broad and crosses numerous sub-sectors from finance to culture to IT).

It also suggests that there is a need to provide support for the manufacturing sub-sectors which can compete globally, such as advanced manufacturing. This implies that Ontario needs to continue to invest in both hard and soft infrastructure to support those clusters (for example, substantially reducing commuting times in the GTHA would do wonders for the myriad of globally-competitive firms located in and around the GTHA).

It also underscores the importance of quality of life factors which distinguish Ontario from other places around the globe (such as education, health care, housing and housing affordability, commuting times, recreation and entertainment). Finally, there is also a significant opportunity for governments to partner with private sector leaders and take a more strategic approach to economic development and revitalization, from strategy to master planning and implementation.

*Paddy Kennedy, MCIP, RPP, is the chair of OPPI's Municipal Affairs and Housing Working Group and a member of OPPI's Planning Issues Strategy Group. He is an associate and project manager with Dillon Consulting where he works mainly with towns and cities across the province. Paddy is also Dillon's Middle East sub-sector lead and has worked on a number of industrial master planning exercises in Saudi Arabia.*

**BrookMcIlroy**  
Toronto • Thunder Bay

architecture  
urban design  
landscape architecture  
planning

brookmcilroy.com

PLANNERS  
URBAN DESIGNERS  
LANDSCAPE ARCHITECTS  
www.gspgroup.ca

**GSP**  
group  
SHAPING GREAT COMMUNITIES

KITCHENER 72 VICTORIA ST. S., SUITE 201 P 519.569.8883  
HAMILTON 29 REBECCA ST., SUITE 200 P 905.572.7477

## Bluestone Research

Bluestone Research provides the following heritage services in Ontario:

### Archaeological Assessments

- Stage 1 Archaeological Overview/Background Studies
- Stage 2 Archaeological Field Assessments
- Stage 3 Archaeological Site Documentation
- Stage 4 Archaeological Site Mitigation

### Heritage Assessments

Cultural Heritage Resources and the Green Energy Act

32 Agincourt Drive, Toronto, Ontario, M1S 1M3 Phone: 226 977 3441  
Email: allan@bluestoneresearch.ca Website: www.bluestoneresearch.ca

**Innovative solutions for vibrant and healthy communities**



Visit [www.mmm.ca](http://www.mmm.ca) to learn more about our planning experience | Follow us on:



**Mark L. Dorfman, Planner Inc.**

145 Columbia Street West, Waterloo  
Ontario, Canada N2L 3L2  
519-888-6570  
Fax 888-6382

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

**SGL**

Sorensen Gravely Lowes Planning Associates Inc.

1547 Bloor Street West  
Toronto, Ontario M6P 1A5  
416.923.6630  
[info@sglplanning.ca](mailto:info@sglplanning.ca)  
[www.sglplanning.ca](http://www.sglplanning.ca)

Policy Planning  
Urban Design  
Approvals  
OMB Witness



**R.E. MILLWARD + ASSOCIATES LTD**

**Development + Planning Services**

Our approach to planning is rooted in an ethos of collaboration, careful research, and city building. We lead successful projects for developers, municipalities, government agencies and institutions, and look forward to working with you next.

[www.remillward.com](http://www.remillward.com) | [info@remillward.com](mailto:info@remillward.com)  
416.304.0457

Macaulay Shiomi Howson Ltd

land use planning consultants



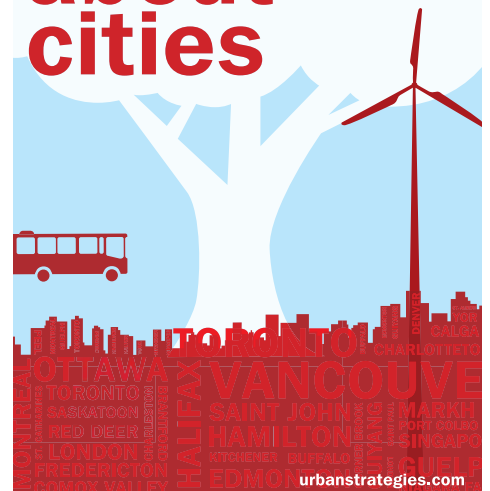
Toronto  
416.487.4101  
Newmarket  
905.868.8230

[www.mshplan.ca](http://www.mshplan.ca)

BOUNDLESS **INGENUITY**

**URBAN STRATEGIES INC.**

**smart thinking about cities**



**BA Group**

**MOVEMENT IN URBAN ENVIRONMENTS**  
[BAGROUP.COM](http://BAGROUP.COM)





Live, Work and Play

# Planning for the new age employee

By Justine Giancola and Ann Joyner



Rendering of Commissioner's Street, north side

**T**imes are changing. As described by Paddy Kennedy in his article (*this issue*), Ontario is continuing to evolve from a manufacturing-based economy to a more diverse economy, where services, knowledge, creativity and innovation play a central role. Ontario's employment areas must be attractive to investors and to tomorrow's leaders, who have global options for locating their businesses.

Changes in the global and local economies have resulted in new types of employees with a new set of aspirations and needs. The new creative class wants to live close to work with easy access to a multitude of services and most importantly, wants to work in places that are exciting, inspiring and enriching to their creative lifestyle. Gone are the days when most young people aspire to a large house in the suburbs requiring time-consuming travel by car into the city for work. For many, work is no longer totally separated from their personal lives. Today's work-life balance has become a blend and multi-tasking leaders want to be able to get groceries over lunch and work wherever is most convenient (the couch or coffee shop are completely eligible options).

The knowledge sector now competes worldwide for the best talent and the competition is fierce. In the past, investment was attracted to Ontario for our proximity to resources, transportation methods and client base. Now, advanced technology has completely opened up the market, resulting in a need to rethink our competitive advantage.

## The silver lining

The shift in the global economy and widespread outsourcing of manufacturing has left large underutilized and often derelict sites in areas that once housed booming industry. Often these areas are in prime locations, such as close to borders, along major transportation routes, near or in downtowns and on our waterfronts. To reinvigorate these areas and compete on the global scale, governments should be employing comprehensive solutions, investing in infrastructure and focusing on ways to make these spaces attractive to people. The "red, blue and



Justine Giancola

yellow" approach (i.e., separation of land uses through designation of commercial, industrial and residential areas) will not result in exciting work environments, nor provide the competitive edge we need. We must design mixed-use places that are not just exciting to live in, but attract employees. Planners have been very good at designing beautiful places for people to live, and perhaps now it's time to place a greater emphasis on the spaces where people spend most of their waking hours—the work place.

It is no longer enough for municipalities to simply designate and service employment land, leaving the rest for the private sector to do. Municipalities must play an active role in planning places where industry wants to invest and people want to work, and this requires a comprehensive and well-invested approach.

## Attracting the creative class

Hamilton and Toronto both have post-industrial waterfront spaces in need of regeneration.

The Port Lands (about 350 hectares) offer a unique large-scale opportunity for regeneration in downtown Toronto.



Ann Joyner

While the Port remains active, with the change in economy many industries have left the area, providing an unparalleled redevelopment opportunity for the city.

Toronto, Waterfront Toronto and the Toronto and Region Conservation Authority staff are currently engaged in a process to create a long-term, comprehensive, high-level plan for the Port Lands. This project is being co-led by City Planning and Waterfront

Toronto. Additionally, a Transportation and Servicing Master Plan and individual precinct plans for two sub areas are being undertaken by Dillon Consulting, to inform the long-term vision as well as accelerate development opportunities in the near term.

The vision for the Toronto Port Lands in the Central Waterfront Secondary Plan reinforces the Port Lands' revitalization occurring alongside the "hustle and bustle" of a working port. The process underway is involves evaluating

complementary industrial uses and the separation of new mixed-use communities from continued industrial and Port functions. The new naturalized river valley, as established through the Don Mouth Naturalization and Port Lands Flood Protection Project, other water features and industrial heritage are core building blocks for the Port Lands. An important aspect of the vision for the area is maintaining flexibility, because success will be dependent on the ability of the community to accommodate the unpredictable future ... over 50 years from now.

The City of Hamilton has been actively planning and supporting the redevelopment of its waterfront for some time. The West Harbour area is located at the foot of James Street, just north of the Downtown, west of the industrialized Bayfront area and east of Hamilton Harbour. The area, once active with industrial and recreational activities, is currently in transition. The West Harbour lands are of strategic importance for the city, as they represent one of the cornerstones for the city's long-range intensification and revitalization plan. These lands, a large portion of which are owned by the city, are part of the Setting Sail Secondary Plan and the Waterfront Recreation Master Plan. These documents envisioned this portion of the industrial waterfront will be transformed into a vibrant, mixed-use community. The area, which accommodated a mixture of warehousing, shipping and light-industrial uses, is expected to accommodate medium- and high-density residential as well as a range of employment activities such as offices, associated retail, cultural industries and public facilities. All of these complementary elements are being tied together through a comprehensive waterfront open space network that will link the area to other parts of the city.

Since the secondary plan was recently approved by the Ontario Municipal Board, the city has been working to proactively attract development. In 2012, the city initiated a series of reviews which were intended to implement aspects of the secondary plan—including a municipal servicing study,

soils review, market analysis and pro-forma analysis. The city's approach is positioning it to be a leader in transitioning this area into an exciting place that will provide opportunities for living, working and playing within close proximity to the downtown.

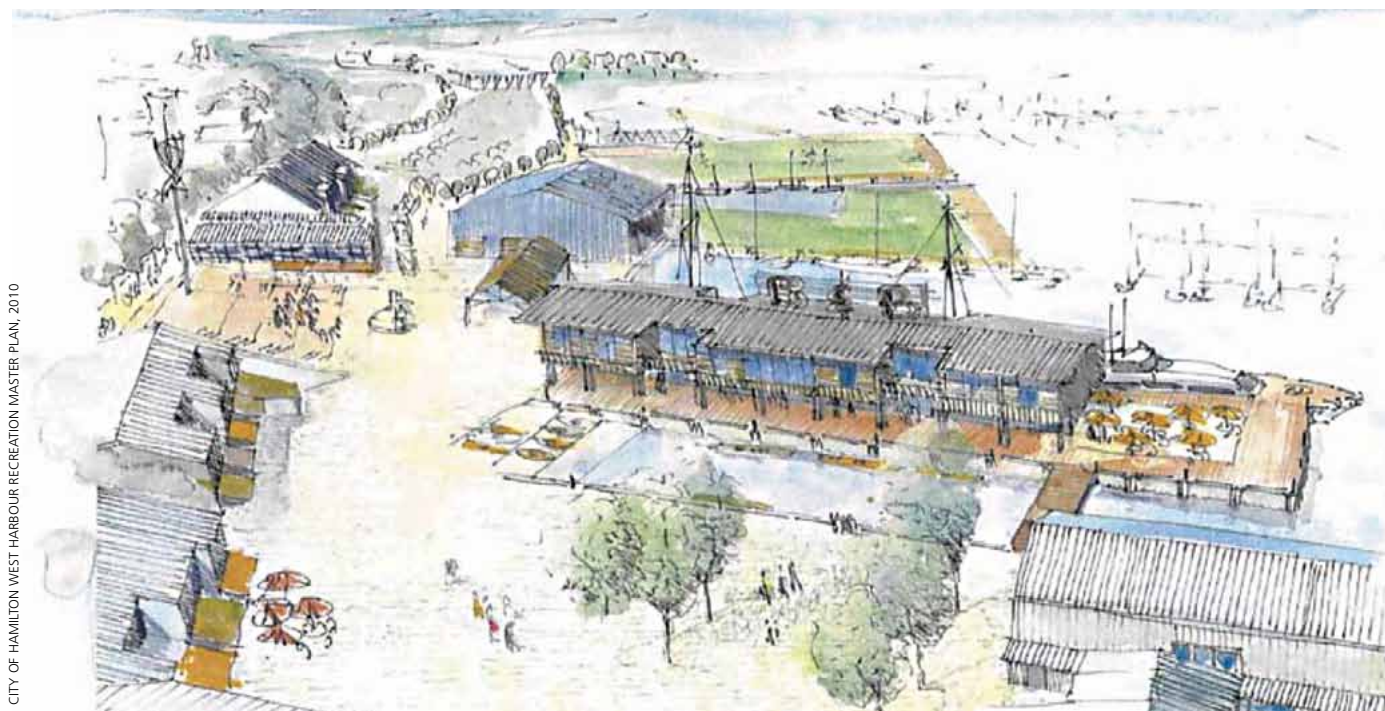
Recognizing its assets to the community, Hamilton will proactively seek out development interests and work with the private sector to revitalize its waterfront.

### Call to the industry

Employment lands are essential to a sustainable future and vibrant economy. We have to elevate the importance of employment land planning and investment to attract and retain employment in a global economy where businesses are no longer tied to Ontario, or even Canada for locations. More than ever before employees want their work place to reflect their unique and creative identity. To facilitate this, we need to use the assets in our communities to create places that not only satisfy our 9 to 5 needs but make us want to stay for more.

The change in economic trends provides a real opportunity to rethink our approach to planning where people work. Municipalities must be proactive to compete in this global market. They must take a leadership role in defining community character as well as investing in and leveraging the assets of new employment areas. In doing so it is critical to build in flexibility because one thing we know for sure is that the way people work today will not be the same as 10 years from now, let alone 50.

*Ann Joyner, MCIP, RPP, is a partner with Dillon Consulting. Justine Giancola, MCIP, RPP, is OPPI Toronto District chair and planner with Dillon Consulting. Ann and Justine are working with the cities of Toronto and Hamilton to plan these new age employment areas.*



Rendering of mixed-use pier buildings from Hamilton West Harbour Recreation Master Plan





# Closing the data gap in Ontario

By Jasmine Frolick

**T**he Ontario Ministry of Tourism, Culture and Sport cannot definitively state where tourists go in Ontario, the routes they take to get there, and when they travel on those routes or visit those destinations and attractions. This lack of detailed data on tourists' geospatial movements makes it a challenge to create a compelling case for private investment in Ontario's tourism sector. It also reduces the government's ability to effectively market the province and make regional infrastructural investment decisions, such as way-finding signage, attractions and facilities.

To solve these same problems, researchers in Estonia and Australia have developed two methods of extracting data produced by mobile phones about tourists' geospatial movements. The first is by collecting data from mobile phone operator logs and the second is by developing new smartphone applications. These precedents demonstrate the feasibility of mining data, which is highly applicable in an Ontario context, especially to improve decision-making in the tourism industry related to attracting investment, expanding markets and improving the effectiveness of marketing campaigns.

Harvesting geospatial data produced by mobile phones would enable the ministry to improve its understanding of exactly where, when and what routes tourists take to their destinations. It would improve the level of granularity beyond the currently available census level and would enable analysts to create heat maps, which would detail specific routes and destinations.



Jasmine Frolick

## Mobile phones as research tool

The popularity of mobile phones provides new avenues for obtaining tourism-related data using mobile positioning technology. Mobile phone operators collect geospatial data about their users through a unique address, sometimes called a media control access (MAC) address. According to a report by Ontario Information and Privacy Commissioner Ann Cavoukian, this information is universally collected in mobile phone operator logs without obtaining explicit user consent (The Canadian Press, 2011). Network operators sometimes sell geospatial user information to companies known as location aggregators, which maintain databases for commercial and learning purposes. For example, mobile data have been used to study transportation and urban development (Asakura & Hato 2004; Reades et al. 2007; Shoval 2007; Ahas et al 2010), tourism (Ahas et al. 2008; Tiru et al. 2010), migration (Silm & Ahas 2010) and emergency management (Bengtsson et al. 2011).

Foreign tourists can be identified by their MAC addresses, including their presumed nationality based on where the mobile phone is registered, and their geospatial movements can be mapped in real-time. This method has been used for more than a decade by Dr. Rein Ahas, a professor of human geography at the University of

Tartu in Estonia, for planning projects in Estonia, Finland and Austria. He has concluded that collecting mobile positioning data has many advantages: data can be collected for larger spatial units and in less commonly visited areas; spatial and temporal preciseness is higher than for regular tourism statistics; and the duration, frequency and seasonality of repeat visitors can be observed (Ahas et al, 2008; Kuusik et al, 2009). For one of his projects on strategic regional tourism planning for the Government of Estonia, his team collected the roaming data of foreign mobile phones for a period of 17 months, which included 12.8-million call activities of 1.2-million MAC addresses from 96 countries. The data was mapped for space-time behaviour and seasonality of tourist flows, allowing the team to identify typical seasonal routes taken by tourists of specific nationalities. The Estonian Ministry of Economic Affairs and Communications used the data to improve way-finding signage, seasonally specific transportation options, and investments in specific attractions such as national parks.

## Accessing the data

Gaining the trust of mobile phone operators and therefore access to data, says Dr. Ahas, is the most difficult challenge of mining mobile phone operator logs (Ahas, 2013). The two primary concerns of mobile phone operators are the potential changes in public opinion about their providers, as well as the possibility of exposing too much information to competitors. Building institutional trust between researchers and the participating phone company and mitigating the possibility of negative public opinion backlash through public relations campaigns is critical to achieving success. Since mobile phone operators in Ontario are already collecting and selling this data, as Cavoukian pointed out, the ministry could obtain the data it requires to replicate this method of closing the data gap in tourism planning.

Dr. Deborah Edwards and Tony Griffin, of the University of Technology, Sydney, explored mining data for improving tourism planning by building their own smartphone application. This method eliminates the concerns of privacy invasion and public backlash by explicitly stating privacy agreements in the terms of use. Besides geospatially tracking tourists, their smartphone application has the added benefit of delivering mini-surveys at attractions to gather qualitative feedback from tourists. These might include questions about the transportation used, way-finding signage to and around destinations, and levels of satisfaction with services and products. The major challenges of this approach were choosing which platform on which to build the application (Android, iPhone, etc.) and encouraging tourists to download and use the application. Lastly, it is important to note that this method has a distinct selection bias as it can only include tourists who use smartphones.

It is feasible that the ministry could build its own smartphone application, or enter into a partnership with mobile phone operators for data mining research purposes, or both. The



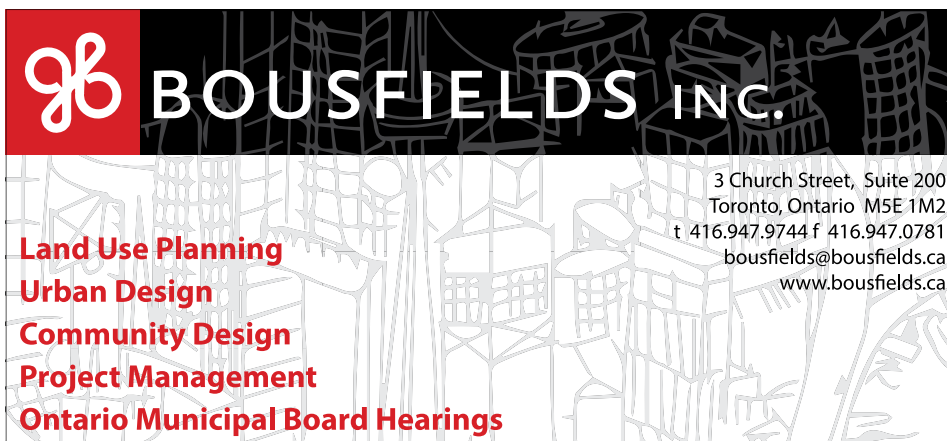
programming, marketing and public relations talent required to successfully obtain and interpret the data needed to improve Ontario's tourism sector certainly exists locally. These precedents present the opportunity for Ontario to become a leader in communications technology and strengthen its case for attracting private investment, improving the effectiveness of its marketing campaigns and its strategic planning.

*Jasmine Frolick is a recent graduate of Ryerson University's Masters of Planning program and adapted this article from her Master's research paper. She is currently the Toronto city organizer and walk coordinator for Jane's Walk, a festival that celebrates the ideas and legacy of urbanist Jane Jacobs by getting people out exploring their neighborhoods through free walking tours led by members of the local community.* ●

## References

- Ahas, R. Aasa, A., Roose, A., Mark, Ü., Silm, S. (2008). Evaluating passive mobile positioning data for tourism surveys: An Estonian case study. *Tourism Management*, 29(3), 469-486.
- Ahas, R. Aasa, A., Silm, S., Tiru, M. (2010). Daily rhythms of suburban commuters' movements in the Tallinn metropolitan area: case study with mobile positioning data. *Transportation Research C*, 18, 45-54.
- Ahas, R., personal communication, March 11, 2013.
- Asakura Y, Hato E. (2004). Tracking survey for individual travel behaviour using mobile communication instruments. *Transportation Research, Part C*, 12, 273- 291.
- Bengtsson, L., Lu, X., Thorson, A., Garfield, R., and von Schreeb, J. (2011). Improved Response to Disasters and Outbreaks by Tracking Population

- Movements with Mobile Phone Network Data: A Post Earthquake Geospatial Study in Haiti. *Plos Medicine*, 8(8), e1001083.
- Kuusik, A., Ahas, R., Tiru, M. (2009). Analysing Repeat Visitation on Country Level with Passive Mobile Positioning Method: An Estonian Case Study. XVII Scientific Conference on Economic Policy, Estonia 1-3.07.2009 in Tartu and Võrska.
- Oakes, J., Senior Analyst, Ministry of Tourism, Culture and Sport, March 13, 2013.
- Ontario Ministry of Tourism and Culture. (March 2011). Travel Intentions Study Wave 15. Retrieved from [http://www.mtc.gov.on.ca/en/research/travel\\_intentions/Travel\\_Intentions\\_W15\\_Spring\\_Summer2011.pdf](http://www.mtc.gov.on.ca/en/research/travel_intentions/Travel_Intentions_W15_Spring_Summer2011.pdf)
- Ontario Ministry of Tourism, Culture, and Sport. (February 22, 2012). Historical statistics. Retrieved from [http://www.mtc.gov.on.ca/en/research/historicalstats/historical\\_statistics\\_tables.s.html](http://www.mtc.gov.on.ca/en/research/historicalstats/historical_statistics_tables.s.html)
- Perell, E., Senior Analyst, Ministry of Tourism, Culture and Sport, March 21, 2013.
- Reades J, Calabrese F, Sevtsuk A, Ratti C. (2007). Cellular Census: Explorations in Urban Data Collection. *IEEE Pervasive Computing*, 6(3), 30-38.
- Shoval, N. (2007). Sensing Human Society. *Environment and Planning, B* 34, 191-195.
- Silm, S., Ahas, R. (2010). The seasonal variability of population in Estonian municipalities. *Environment and Planning A*, 42(10), 2527-2546.
- The Canadian Press. (August 19, 2011). Ontario Privacy Commissioner Warns of Smartphone Data Privacy Issues. Retrieved April 1, 2012, from [http://www.huffingtonpost.ca/2011/06/19/ontario-privacy-warning-smartphonedata\\_n\\_879940.html](http://www.huffingtonpost.ca/2011/06/19/ontario-privacy-warning-smartphonedata_n_879940.html)
- Tiru, M., Saluveer E., Ahas, R., Aasa, A. (2010). Web-based monitoring tool for assessing space-time mobility of tourists using mobile positioning data: Positium Barometer. *Journal of Urban Technology*, 17(1), 71-89.



**BOUSFIELDS INC.**

3 Church Street, Suite 200  
Toronto, Ontario M5E 1M2  
t 416.947.9744 f 416.947.0781  
bousfields@bousfields.ca  
www.bousfields.ca

**Land Use Planning**  
**Urban Design**  
**Community Design**  
**Project Management**  
**Ontario Municipal Board Hearings**

Creating Inclusive Environments for All

**SPH Planning & Consulting**

- Accessibility Planning
- Design Review / Compliance
- Facility Audits
- Facility Accessibility Upgrades
- Universal Design

www.sph-planning-consulting.ca  
Twitter: @SPHAccess  
Ph: (647) 931-4021 Fax: (647) 930-1720



**WESTON CONSULTING**  
planning + urban design

**Land Use Planning**  
**Urban Design**  
**Development Approvals**  
**Development Options Reports**  
**Ontario Municipal Board Hearings**

westonconsulting.com 1.800.363.3558

**Vaughan Office**  
201 Millway Ave., Suite 19  
Vaughan, Ontario L4K 5K8  
T. 905.738.8080

**Toronto Office**  
127 Berkeley Street  
Toronto, Ontario M5A 2X1  
T. 416.640.9917

**Oakville Office**  
1660 North Service Rd. E., Suite 114  
Oakville, Ontario L6H 7G3  
T. 905.844.8749



**Tunnock Consulting Ltd.**  
Serving community planning needs across Ontario since 1988

Contact our North Bay Head Office Today  
Tel: (705) 475-0040  
Fax: (705) 475-0030  
Toll Free: 1 (800) 924-0128

Email: Glenn Tunnock, President: [gtunnock@tunnockconsulting.ca](mailto:gtunnock@tunnockconsulting.ca)  
David Welwood, Planner: [dwelwood@tunnockconsulting.ca](mailto:dwelwood@tunnockconsulting.ca)

Mail: 247 Hearst Street, North Bay, Ontario P1B 8Z2  
Or visit us today at [www.tunnockconsulting.ca](http://www.tunnockconsulting.ca)

*Dedicated to Innovation and Excellence in Community Planning*

Official Plans Zoning By-laws Community Improvement Plans  
Planning and Building Fee Reviews Development Charges Studies  
Land Development

services en français

# Going downtown, growing downtown

By Ross Burnett and Jason Ferrigan

*This is the second of two articles on Greater Sudbury's vision, plan and action strategy for the revitalization of its downtown. The first article, published in the Nov./Dec. 2010 issue of OPJ, positioned the study, explaining the why and the how. This article articulates the content of the plan and showcases some of its early implementation successes.*

**W**hen the City of Greater Sudbury and its community partners started on the path to create a new Vision, Plan and Action Strategy for Downtown Sudbury they set some very ambitious goals. They wanted a shared plan that was light on vision and heavy on action. This was to be underpinned by a process that was engaging, inclusive and inspiring.

Over the course of the study, the city and its community partners achieved these objectives, even if it did take almost two years instead of the allocated nine months! The city took the time to do things right, and along the way elevated the way that city planning was talked about, forged stronger relationships with existing partners, created important new partnerships with other downtown champions and—and most importantly—created a plan that today has broad support and is being delivered on the ground.



Jason Ferrigan

## Ambitious vision, practical plan

The vision paints a compelling picture of what downtown Sudbury could look like 30 years into the future: It is the biggest, brightest and best downtown in Northern Ontario. It is a centre for celebration, beauty, creativity, innovation and urban living. It is the heart of Greater Sudbury and a destination. It celebrates the unique history and spirit of Sudbury and is a place of which all residents of Greater Sudbury can be proud.

The master plan flows from this vision and establishes a blueprint to transform the core into an active, safe and diverse destination for people, businesses, not-for-profit agencies and investment in all forms. It calls for a downtown that is mixed in character and function, is well integrated with surrounding communities and supports an authentic and unique identity.

The vision champions three core goals, which, in turn, are supported by 11 more specific [objectives](#). Supporting these ideas is a detailed implementation plan—Action Strategy—that explains how the plan's objectives can be met. More than 60 small-, medium- and large-scale initiatives are identified to be undertaken by the city and/or community partners over the next 30 years. These initiatives can be implemented individually, or bundled together to deliver a more transformative change. The Action Strategy identifies a project lead, supporting partners, possible funding sources and the next steps required to advance each project. It also categorizes projects as short-, medium- or long-term based



Sudbury Master Plan



Sudbury Master Plan Aerial View

IMAGES COURTESY OF THE AUTHORS





Tom Davies Square, before . . .

on their status and the capacity to deliver each project (both financial resources and person power).

Council and the community endorsed the Downtown Sudbury Vision, Plan and Action Strategy in April 2012. At this time, council directed staff to work with the community to prepare a more detailed implementation plan that focused on projects to be rolled out over the next 10 years. Received by council in August 2012, the Action Strategy presented 17 priority projects to transform the look, feel and function of downtown Sudbury over the coming decade. The strategy will also deliver a significant, economic impact across the downtown. It is estimated that these 17 projects have the ability to generate \$208-million in new investment, contribute \$85-million to Greater Sudbury's gross domestic product, generate 845 jobs and \$53-million of labour income.

### An open, inspiring and engaging process

The Vision, Plan and Action Strategy was fashioned by the city and community, with the support of a multi-disciplinary team of consultants, led by Urban Strategies Inc. A central component of the project was the Community Liaison Group, which played a critical role as the “first window into the community” and guardians of both the plan and its process.

Representing a broad cross section of 20 community organizations, the group was instrumental in broadening the conversation beyond traditional downtown stakeholders.

Created in 2009, the Community Liaison Group helped identify the need for the project and worked with the city to shape its overall scope and engagement process. Still operational today, it continues to be the community engine to help move forward implementation of several plan elements.

### Early wins and successes

The energy generated during the creation of the plan has helped propel its implementation, resulting in some significant accomplishments since the plan was first approved, less than two years ago.

Laurentian University opened the first phase of its new School of Architecture—Laurentian Architecture Laurentienne—last September. The project will be built in two phases and involves the adaptive re-use of two significant railway heritage buildings as well as new construction. Now home to 70 students, the second phase of construction will be complete in 2015 and the school will increase to 400 students by 2017. These students will come downtown to study architecture and learn about long-term building performance



. . . After

and sustainability in northern climates. The school establishes the downtown as a centre for learning and is setting a new design standard for the community.

The city acquired a strategically situated property from CP Rail, including the historic CP train station, and has relocated the community's downtown market to the site. The relocation established a new gateway in the southern end of the downtown and reclaimed a historically significant asset for public use—two key ideas outlined in the master plan. It also provided an important opportunity to re-think and re-focus the market. Successful in its new location last summer, the city has engaged a 12-member working group to provide ongoing advice to ensure that the market will remain vibrant and successful.

The city has partnered with Rainbow Routes Association and the Downtown Sudbury BIA and retained EDA Collaborative to further engage the community and create a detailed design plan for the Elgin Greenway—a linear park and bike trail system that connects downtown to other key tourist designations such as Bell Park, Ramsey Lake and Science North. With the design work nearly complete, the project is being positioned for construction in 2015. When complete, this project will dramatically improve the look and feel of the southern edge of the core and improve connectivity between the downtown and the neighbourhoods to the west and south.

Other partners are also moving ahead with identified initiatives: Cambrian College recently launched its Open Studio downtown; the N'Swakamok Native Friendship Centre has finalized its expansion plans; the Art Gallery of Sudbury is moving ahead with its plans to open the new Franklin

Carmichael Art Gallery; the Regroupement des organismes culturel de Sudbury is advancing its plans to create the 66,000 sq.ft. Place des Arts facility; the library board has commissioned a business plan to build a new main library; and the Greater Sudbury Development Corporation and Downtown Sudbury BIA are preparing a Retail Recruitment Strategy. Doors are being opened on new residential units. Exciting art and striking murals are popping up in unexpected places across the downtown.

### A bright future

With so many positive initiatives underway, there is a tangible feeling of optimism about the future of the downtown. You can feel it and see it. This optimism is infectious and growing. While much good work has been done, more will need to be accomplished as we move through the first decade of implementation. The Vision, Plan and Action Strategy, and the relationships that it fostered, provide Greater Sudbury with an ambitious—yet clearly achievable—framework to realize its goals for downtown.

*Ross Burnett, MCIP, RPP, is a senior planner with Infrastructure Ontario. He project managed the plan when he was a planning associate at Urban Strategies Inc. Jason Ferrigan, MCIP, RPP, is a senior planner with the City of Greater Sudbury, where he is responsible for a number of strategic initiatives, including downtown revitalization.. Further information on the plan can be found at [www.growdowntown.ca](http://www.growdowntown.ca).*

## HEMSON Consulting Ltd.

### Growth Management

Forecasting & Demographics  
Land Needs Assessment  
Municipal Governance  
Sustainability Planning  
Fiscal & Economic Impact

### Municipal Finance

Development Charges  
Asset Management  
Tax Policy  
Fees & Charges  
Water & Sewer Rates  
Long Range Financial Planning

416-593-5090  
[www.hemson.com](http://www.hemson.com)

## ELSTONS

*Barristers & Solicitors*

[info@elstons.ca](mailto:info@elstons.ca)  
[www.elstons.ca](http://www.elstons.ca)

The Admiral Building  
One First Street, Suite 224  
Collingwood, ON L9Y 1A1  
T. 705.445.1200

First Canadian Place  
100 King Street West, Suite 5600  
Toronto, ON M5X 1C9  
T. 416.560.1152

Informed and practical planning law advice and representation, since 1988.



## Walker, Nott, Dragicevic Associates Limited

90 Eglinton Avenue East, Suite 701 Toronto, Ontario M4P 2Y3  
t: 416.968.3511 f: 416.960.0172 [www.wndplan.com](http://www.wndplan.com)

PLANNING + URBAN DESIGN



# Adding downtown vibrancy

By Mark Gladysz and Robin Etherington

Much has been written about the creative economy of late, but for most city planners culture does not factor into the process of city building. Nonetheless, downtown revitalization efforts often include the creation of large cultural facilities as the silver bullet to reverse decline. Moreover, every community includes small cultural entities who with little funding or fanfare, quietly make important contributions to their downtown's viability.

This article highlights two examples of cultural venues' contributions to downtown vitality—Brantford and Ottawa. Harmony Square in Brantford was created to spark outdoor programming in a struggling downtown and the Bytown Museum, an old museum at the foot of Parliament Hill which is trying to make itself relevant to the dynamic downtown community around it in a city of 1-million people.



Mark Gladysz

## Brantford Harmony Square

A unique and remarkable example of a cultural place and asset that immediately made an economic impact on downtown redevelopment in this small city of 97,000 people, one hour west of Toronto, is Harmony Square.

An urban plaza built by the City of Brantford in 2008 at a cost of \$3-million, Harmony Square is an entertainment venue intended to attract events to the downtown, which previously offered very little outdoor programming. Over the past five years the square has become a significant entertainment destination. Currently activities occur every month with 120 days of programming and 100,000 participants each year. The modest programming budget is funded by the city, Downtown Brantford Business Improvement Area, and private sponsors and promoters.

Several events have been important catalysts for downtown renewal. The Brantford Jazz Festival is into its 6<sup>th</sup> year and takes over Harmony Square and the adjacent streets for a weekend each September. The festival attracts visitors who typically would not come to downtown Brantford. Analysis of postal codes of 2013 festival participants shows they come from a large catchment area, including Toronto, Hamilton and London. Even small local events like Frosty Fest in February, surprisingly, are now drawing visitors from as far afield as Barrie and Hamilton. These events typically attract 10 per cent of their participants from outside Brantford. Another interesting event is Scare in the Square, which has the additional benefit of bringing children into downtown. In 2013 about 800 children went trick or treating at local downtown businesses. A movie and a Zombie Walk were also featured.

The area around Harmony Square is also developing into a restaurant row, which includes a dozen new restaurants that have located around the square and along adjacent street frontages. Outdoor dining has also taken hold around the square and is now expanding to adjacent streets, creating a café culture where a few years ago it did not exist.

## Ottawa Bytown Museum

In 2017, The Bytown Museum, one of Canada's oldest community museums, celebrates its 100<sup>th</sup> anniversary. At the same time Ottawa celebrates 150 years as the Capital of Canada.



Robin Etherington

With about 54,000 visitors annually in each of 2012 and 2013, Bytown Museum adds vibrancy to the community. It offers permanent galleries about the history of Bytown, temporary exhibitions on a variety of themes and innovative programs, including a Youth Council program. Its community gallery is open to all community organizations to mount their own displays.

The museum has uploaded its audio tour in seven languages to its website and is completing an upgrade to its collection management system to allow the public online access to its collection records.

Special events, such as May long weekend, Canada Day and the Colonel By Day event on the August long weekend that is led by the Council of Heritage Organizations in Ottawa and supported by Parks Canada, each bring 5,000 to 6,000 people to the Rideau Canal Heritage Site and to the museum. Among its visitors are national and international travellers who frequent local hotels, restaurants and other cultural and commercial venues.

Investing municipal funds in downtown museums, galleries and cultural events can generate substantial economic returns for the municipality and its businesses. Additionally, the revitalization stimulated by cultural facilities can lead to an increased emphasis on downtown intensification and living/working opportunities.

According to the Canadian Museums Association Canadian museums, galleries and science centres contribute about \$17-billion to the Canadian economy annually. Ottawa's 2013-2018 Cultural Action Plan, notes that Ontario's creative industries generate \$12-billion in GDP annually to Ontario's economy and Ottawa-Gatineau's cultural industry contributes about 4.1 per cent of GDP or \$1.9-billion.

Harmony Square and the Bytown Museum are but two examples of how creative industries add vibrancy to local downtowns.

*Mark Gladysz, MCIP, RPP, is senior planner responsible for downtown revitalization with the City of Brantford. Robin Etherington is the executive director of the Bytown Museum.*

## References

- The Rise of the Creative Class and How It's Transforming Work, Leisure and Everyday Life, 2002. Basic Books by Richard Florida. ISBN 0-465-02477-7.
- A Renewed Action Plan: For Arts, Heritage and Culture in Ottawa (2013-2018); City of Ottawa.
- Municipal Cultural Plan, August 2005; City of Brantford.
- Canadian Museums Day, November 26, 2013. Canadian Museums Association.
- Bytown Museum, Annual Report, 2013.



## Tall Buildings

# Inviting change in downtown Toronto

By Frank Lewinberg

**U**rban Strategies was commissioned by the City of Toronto to develop comprehensive performance standards for tall buildings in the city's downtown. The study is the first of its kind in North America. It is based on an evaluation of what is occurring across Toronto and an understanding of existing practices in the regulation of tall buildings in six major cities across North America.

At the outset, the team questioned the value of creating guidelines. Society has dealt with the traditional house form for over 100 years and during this time has developed an array of regulations about how this relatively small building type ought to behave in our cities. Tall buildings are a relatively new building type and those that are built usually went through a very detailed approval process. It therefore seems appropriate to think about how such buildings should fit with the public realm and the next building. Some architects have argued that guidelines in the hands of regulators will kill creativity. This is a

hard argument to win when we examine the many tall buildings in Toronto where regulations were absent. Creativity is not the word one would easily use to describe the towers filling much of Toronto's skyline.

In preparing the guidelines the team saw its task as creating a set of easily understood and implementable regulations that would ensure tall buildings appropriately fit with the public realm and other tall buildings. The guidelines identify where tall buildings belong in downtown Toronto and establish a framework to regulate their height, form and contextual relationship to their surroundings.

The team began by reviewing research trends in decision-making and the relationship between as-of-right zoning and the final approved zoning. Two streams of background research were undertaken. The first was a review of existing policies and regulations guiding the design and approval of tall buildings in Toronto. It included an analysis of 68 tall buildings in the downtown that had recently been approved through site-specific rezoning and some through an OMB hearing. The second was a review of how tall building development is regulated in the downtown core of six precedent cities—Boston, Calgary, Chicago, New York, San Francisco and Vancouver. This analysis was central to identifying different strategies for regulating tall building development and strongly informed the recommendations of the study.

Through an analysis of the study area, a Downtown Vision was developed to determine where tall buildings are appropriate downtown. The conclusion was that downtown streets should serve as the overall organizing framework for a new vision and heights plan.

The segments of the major streets that are appropriate for tall buildings were designated as High Streets. A cross section of the existing and approved buildings lining each High Street was prepared. These provided the basis for assigning appropriate heights for tall buildings along each of the High Streets. Subsequently, visions were prepared for each High Street, focusing on the existing character, special features and envisioned improvements.

Draft guidelines resulted from the research. To determine their effectiveness and viability, the study team undertook a detailed analysis of 26 approved tall building sites—test sites—within downtown. The analysis for each test site involved a review of site-specific zoning by-laws, a study of its massing and a site tour to examine how each building and



Frank Lewinberg

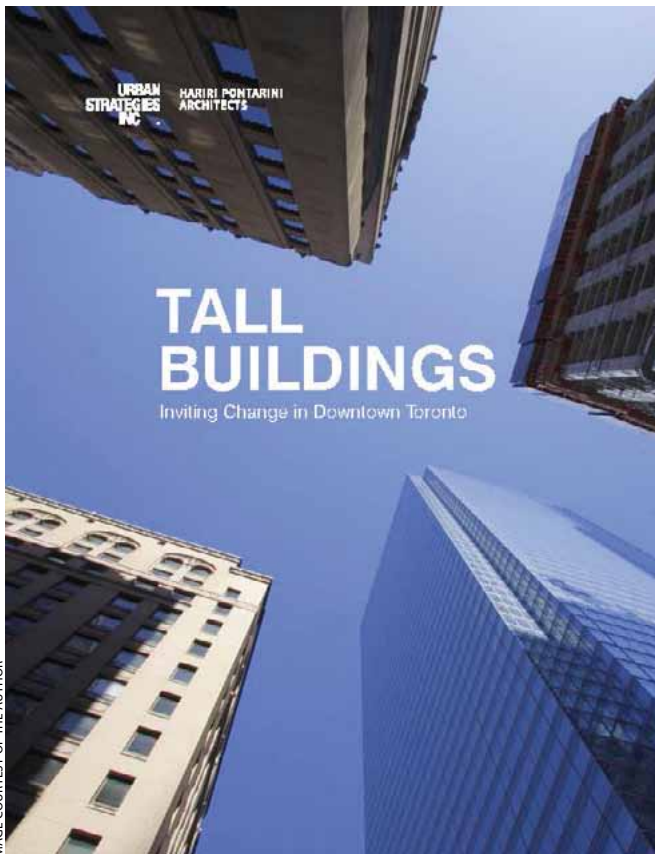


IMAGE COURTESY OF THE AUTHOR

Tall Buildings final report



site responds to the character of the street on which it fronts and the quality of the pedestrian realm it creates. The guidelines were then fine-tuned.

The final step in the study was to consult with downtown stakeholders—residents, businesses, community leaders as well as representatives from the planning, architectural and development sectors—to solicit feedback on the vision and guidelines for tall buildings in downtown Toronto. Ultimately the final guidelines were adopted by council with amendments to the regulations.

An objective of the study to encourage debate on all aspects of tall buildings in downtown Toronto, in this it succeeded without doubt. A great deal of effort was made to present the study in a highly illustrated and easy to use form. The [report](#) is very graphic, and the appendices ([1](#) and [2](#)) fully elaborate the research so that it is available to be tested, now and in the future. In addition, a nine-minute [video](#) was prepared to introduce the study to the public. This video was used before all public presentations and allowed the issues dealt with in the study to be quickly and easily understood.

*Frank Lewinberg, FCIP, RPP, is a founding partner of Urban Strategies. His training in urban planning and architecture has led to the integration of regulation and design in his work. He was the primary author of the Tall Buildings Report: Initiating Change in Downtown Toronto, which is a recipient of the OPPI 2013 Excellence in Planning awards. The study team included Hariri Pontarini Architects and staff members of the city planning division.*

## Urban planning means solid research and cracking the books.



**LARKIN+**  
land use planners

1168 Kingdale Road  
Newmarket, ON  
L3Y 4W1

Tel: (905) 895-0554  
Fax: (905) 895-1817  
Toll Free: 1-888-854-0044

[www.larkinassociates.com](http://www.larkinassociates.com)

## The Planning Partnership

Urban Design . Landscape Architecture . Planning . Communications



1255 Bay Street, Suite 201 | Toronto | Ontario | M5R 2A9  
t:416.975.1556 | [info@planpart.ca](mailto:info@planpart.ca)  
[www.planpart.ca](http://www.planpart.ca)

**PLANNING | DESIGN | ARCHITECTURE**

**pA**  
planningAlliance

[www.planningalliance.ca](http://www.planningalliance.ca)  
[info@planningalliance.ca](mailto:info@planningalliance.ca)  
t 416.593.6499

**rA**  
regionalArchitects

[www.regionalarchitects.com](http://www.regionalarchitects.com)  
[info@regionalarchitects.com](mailto:info@regionalarchitects.com)  
t 416.593.5933

**LGL**   
LIMITED

environmental research associates

[www.lgl.com](http://www.lgl.com)  
Since 1971

- Environmental Assessment and Planning
- Aquatic, Terrestrial, Wetland and Marine Studies
- Watershed Restoration and Natural Channel Design
- GIS, GPS and Remote Sensing
- Environmental Permitting, Inspections and Monitoring
- Site and Route Selection
- Airport/Landfill Bird/Wildlife Management and Control

**KING CITY-HEAD OFFICE**  
22 Fisher St., PO Box 280  
King City, Ontario, L7B 1A6  
T 905-833-1244  
F 905-833-1255  
[kingcity@lgl.com](mailto:kingcity@lgl.com)

**CAMBRIDGE**  
445 Thompson Drive, Unit 2  
Cambridge, Ontario, N1T 2K7  
T 519-622-3300  
F 519-622-3310  
[cambridge@lgl.com](mailto:cambridge@lgl.com)

# Re-using waste disposal sites

By Robert Ryan

**E**ver wonder what to do with a former waste disposal site? Well look no farther than the Ministry of the Environment’s website. The posted [guideline](#) details various roles, responsibilities, mechanisms and processes directly related to obtaining approval for the use of former waste sites.

The ministry is cautious about approving development on lands previously used for waste disposal purposes because of the high risks associated with gas and leachate and the inherent problems associated with monitoring and maintenance of any necessary control systems on a continuous basis. Typically the ministry recommends that uses on lands previously used for waste disposal be limited to open-air activities associated with parks, recreation and open space, crop farming, and similar uses for which the waste disposal site end use is specifically designed.

However, there is increasing interest in the development of former waste sites. To date, approvals have been given for residential development, passive parklands, golf courses, a recreation trail, commercial and industrial developments, and a site for flying remote control model aircraft. It should be noted, however, that “use” in the context of *section 46* of the *Environmental Protection Act* is defined very specifically as opposed to the broader, more encompassing application of “use” in land use planning terms. For example, a tractor

trailer storage yard could be included among a variety of uses in an industrial land use designation, but would be treated as a specific use in a *section 46* approval.

While lands previously used for waste disposal may be available at what would appear at the outset to be low cost when compared with other properties, the nature of the site may render the proposed development technically or economically unrealistic. Hence, no approvals—including conditional approvals—under any legislation are permitted for any use prior to approval by the environment minister. This includes planning approvals such as zoning by-law and official plan amendments.

Proponents of development on former waste sites should seek advice and guidance from Ministry of the Environment staff as early as possible when considering purchase and/or use of a former waste site. Reference to the ministry guideline for obtaining *section 46* approvals will help considerably in early decision making concerning the desired development outcome for the lands. District staff members are a valuable resource for information regarding site history, characteristics and waste disposed.

*Robert Ryan, MCIP, RPP, is an environmental planner and technical specialist who has recently retired from the Ontario Ministry of the Environment. One of his specialties was management of the Ministry’s EPA section 46 approvals program, including preparation of section 46 approvals for the minister’s consideration.*



Robert Ryan

**T.M. ROBINSON Associates**  
Planning Consultants

TOM ROBINSON, MCIP, RPP

P.O. Box 221 Peterborough ON K9J 6Y8  
(705) 741-2328 • Fax (705) 741-2329  
Email: tmrplan@bellnet.ca

**mbpc**  
**Monteith Brown Planning Consultants**

Vision • Depth • Commitment

Planning Specialization in:  
Municipal • Development • Design • Leisure • Libraries • Culture • Consultation

610 Princess Avenue | London, Ontario | N6B 2B9  
Tel: (519) 686-1300 | E-mail: mbpc@mbpc.ca | Web: mbpc.ca

**THE BUTLER GROUP CONSULTANTS INC.**  
Land Planning Services

**David A. Butler, MCIP, RPP**  
President

11 Hazelton Avenue, Suite 300  
Toronto, Ontario M5R 2E1  
416.926.8796 Fax 416.926.0045  
E-mail dab@butlerconsultants.com

**DESIGN PLAN SERVICES**  
TOWN PLANNING CONSULTANTS

900 The East Mall, Suite 100  
Etobicoke, ON M9B 6K2  
Tel: 416.626.5445  
Fax: 416.620.6665  
Email: Mail@DesignPlan.ca  
Web: www.DesignPlan.ca

*Specializing in Community and Neighbourhood Design*

**More than 60 years of award-winning service**

Markham (Toronto) Burlington Ottawa  
Kitchener London Niagara Falls  
Kingston Calgary Vancouver Victoria

**CANADA'S BEST MANAGED COMPANIES**

[www.delcan.com](http://www.delcan.com)



## TORONTO DISTRICT

### POPS in downtown Toronto

By Leigh McGrath

On the frigid January morning a group of about 70 planners and urban designers gathered at the Arts and Letters Club in downtown Toronto for the first 2014 OPPI Toronto District Breakfast Speaker Series. Featuring James Parakh, acting director of urban design at the City of Toronto, the session offered a graphically rich presentation focused on the improvements achieved in the public realm through the city's development review process.



Leigh McGrath

Using a number of examples, James

outlined the positive outcomes that can be achieved through an iterative process between development proponents and city staff. He explained that to gain much needed open space, city staff often negotiates with private developers to include privately-owned, publicly-accessible open space (POPS) in their developments. Since 2000, over 1-million square feet of open space has been added downtown through the development review process. These include plazas in front of office buildings, gardens and green spaces surrounding tall buildings and pedestrian walkways, which have been secured through a variety of planning tools including *section 37* and site plan agreements. The city is currently working to raise awareness of these public assets by posting signage in accessible locations to welcome public use.

Notable projects described by James include 300 Front Street, where city staff suggested the proposed building be reoriented to allow for an opportunity to improve the public realm. The resulting public space at the corner of Front and John streets connects to an existing city park and

significantly enhances the growing John Street cultural corridor. James also pointed to U Condos at St. Joseph and Bay streets. Through the development review process, the density on this site was consolidated to allow space for a new public park, as well as the preservation of trees and views to an important community landmark, St Basil's Church.

James also described the city's 1:50 program, which requires developers to submit detailed elevations at a 1:50 scale at the time of site plan application. Whereas in the past, what was marble in a rendering turns to stucco in practice, the 1:50 program helps the city secure specific building materials through the site plan agreement.

James stressed the importance, not only of securing these spaces, but ensuring the public knows these spaces are open and accessible.

The event had a great turn out, reflecting a strong interest in the detailed elements of urban and public realm design that are actively shaping our growing city.

*Leigh McGrath, MCIP, RPP, is an associate with Urban Strategies Inc. and an OPPI Toronto District program chair.*



CITY OF TORONTO URBAN DESIGN

300 Front Street Public Realm

# Planning and Economic Development Roundtable

By Alisha Buitenhuis

On March 25, planning and economic development professionals from various locations in Ontario gathered at Meaford Hall for an afternoon of discussion and networking. While it is clear that the fields of planning and economic development rely on each other for success, opportunities to work together are rare.

Many planners do not fully understand the role of the economic development staff and vice versa. Provincial agriculture and rural economic development advisor Cheryl Brine presented Economic Development 101. She was followed by Meaford senior planner Liz Buckton speaking about the public perspective of Planning 101 and Loft Planning Inc. principal Kristine Loft, who spoke about the private side of planning.

The presentations were followed by a roundtable discussion focused on how planning and economic development staff can work together more effectively to achieve common goals. The presentations and discussion summaries from this event can be obtained by contacting Alisha.

*Alisha Buitenhuis, BES, is a planner with Grey County and is a Candidate Member of OPPI.*



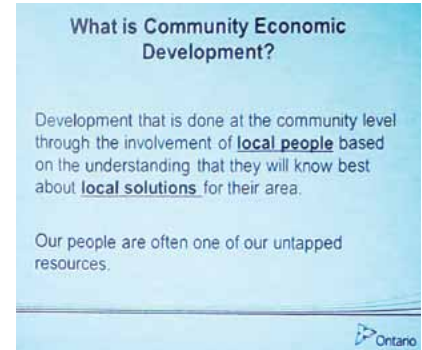
Liz Buckton



Kristine Loft



Cheryl Brine



One of Cheryl's slides

IMAGES COURTESY OF THE AUTHOR

## Clarification

The XING article published in the January-February 2014 edition of the Journal should have been attributed to the following team: Ryerson Master of Planning Students—Aaron Cameron, Michael Chung, Kristen Flood, Megan Ketchabaw, Jenny Kluge, Emily Osborn, Jennifer Roth, and Lauren Sauve—working under the direction of Prof. Nina-Marie Lister (Ryerson University), the Client Team of Jeremy Guth, ARC Solutions and Stewart Chisholm, Evergreen Brick Works, and the Project Mentor, David Carruthers, PlanLab Ltd.

The XING Exhibit discussed in the article is the work of Lister, Nina-Marie; Marta Brocki; Joshua Kohler; and Jeremy Guth (2013) as part of an ongoing research partnership with Evergreen Brickworks, Ryerson University, ARC Solutions, and the City of Toronto's Environmental Planning Section. Funding for the XING work is generously provided by ARC Solutions and Ryerson University's Faculty of Community Services and the Office of the Vice-President, Research & Innovation.



**PLANNING & DEVELOPMENT SERVICES**

Ruth Ferguson Aulthouse MCIP, RPP  
President

211 Dundas Street East, Suite 202  
Belleville, ON K8N 1E2

P: 613.966.9070 W: www.rfaplanningconsultant.ca



Serving the Land Development Community Since 1986

**TREE CARE & URBAN FORESTRY CONSULTANTS INC.**

Tree Inventories ▪ Preservation Plans ▪ Hazard Assessments ▪ OMB & Litigation

[www.7oakstrecare.ca](http://www.7oakstrecare.ca)

P.O. Box 2453 (Stn. B) ▪ Richmond Hill, ON L4E 1A5  
t: (905) 773-1733 f: (905) 773-9319 e: info@7oakstrecare.ca



## PRESIDENT'S MESSAGE

### A Professional Voice

# Making a difference

By Paul J. Stagl

I recently read a tweet from a planner who suggested that any new OPPI Calls to Action should be deferred to 2015 in order to allow him to catch up with and focus on all of the calls that had already been issued.

I admired his commitment and dedication in trying to single-handedly implement all of them as OPPI has issued more than half a dozen calls to action, several videos and numerous position papers since 2006.

Providing a strong central voice for professional planners in Ontario has been a core mission for OPPI since its formation in 1986. It was again a core objective in establishing the title, Registered Professional Planner, in 1994. Our Calls to Action help to frame that voice. And our Vision 2015 Strategic Plan, reaffirms “recognized voice and influence” as a key goal and priority on behalf of professionals planners across the province.

Our most recent Call to Action, released in March, provides an update to OPPI’s 2012 Healthy Communities and Planning for Active Transportation Call to Action. The follow-up is particularly timely as the province and other partners move to implementation considerations.

Calls to Action highlight a heads-up discussion about important upcoming planning topics and issues related to healthy communities. This programme, however, is only one of the ways that planners are making their professional voices heard. It is heard through position papers and educational supports. It is heard by promoting the value of planning through coordinated communications programmes and ensuring that the professional



Paul Stagl

standards and expertise of an RPP are broadly recognized. It is heard by advocating best practice principles and implementing them through education, regulatory policies, infrastructure investment or legislative changes. The voice of professional planners appears in many forms speaking about what’s important to our communities, both today and in the future. It is recognized and respected.

It’s been a long but steady road from simply having a voice on various ministry liaison committees in the 1980s to a strong province-wide, professional planning voice that has been leading the discussion on behalf of our communities of interest. The success of that recognized voice and influence is best reflected in the number and diversity of our partners who today look to us for that independent initiative and direction.

So, returning to the earlier tweet—my advice is that Calls to Action are just one of many ways that we advance our recognized voice. There are also numerous ways for individual voices to reaffirm and support the larger professional voice. Stay involved in whatever manner best suits you—be engaged.

On a separate and final note—on my various travels I’ve heard back from a number of members about my articles and I particularly appreciated your thoughts and feedback on many current topics such as CPL, District events, professional regulation, CIP and discipline, among others. We are definitely experiencing exciting times in our profession. Many thanks.

*Paul Stagl, MCIP, RPP, is President of OPPI. He is also president of Opus Management Inc., providing professional planning consulting services to both public and private sector clients. Paul can be reached at 416.784.2952 or [pstagl@sympatico.ca](mailto:pstagl@sympatico.ca).*

**Socio-Economic Impact Assessment,  
Environmental and Land Use Planning,  
Public Consultation and Facilitation,  
Project Management, Implementation.**

[www.hardystevenson.com](http://www.hardystevenson.com)

[@hardystevenson](https://twitter.com/hardystevenson)

364 Davenport Rd.  
Toronto, ON M5R 1K6  
416-944-8444 or  
1-877-267-7794

**HARDY  
STEVENSON  
AND ASSOCIATES**

**KITCHENER**  
519.576.3650

**WOODBIDGE**  
905.761.5588

**LONDON**  
519.858.2797

**KINGSTON**  
613.384.7067

**BARRIE**  
705.728.0045

SINCE 1973

  
**MHBC**  
PLANNING  
URBAN DESIGN  
& LANDSCAPE  
ARCHITECTURE  
[WWW.MHBCPLAN.COM](http://WWW.MHBCPLAN.COM)



## Provincial Land Use Plans

# Time to Harmonize?

By Jason Thorne, contributing editor

The natural landscapes of southern Ontario are protected by a wide range of provincial plans and policies. Most notable among these are the three geographic-specific protection plans—the *Niagara Escarpment Plan*, *Oak Ridges Moraine Conservation Plan* and *Greenbelt Plan*.

Twenty years separate the enactment of these plans. The *NEP* was first adopted by Provincial Cabinet in 1985. The *ORMCP* was enacted 17 years later in 2002, followed by the *Greenbelt Plan* in 2005.

With mandated reviews of each of these provincial plans on the horizon, there has been growing debate and discussion regarding the potential merits of harmonizing the three provincial plans into a single,



Jason Thorne

integrated land use plan governing all three areas. The considerations and implications of plan harmonization is the focus of this second installment of the *Ontario Planning Journal's* series entitled “Reviewing Ontario’s Land Use Planning System.”

Nick McDonald of Meridian Planning explores the reconciliation of the competing purposes of the three plans in his article “Creating a common purpose.”

*OPJ* series curator Jason Thorne of *planningAlliance* focuses on how policy harmonization could affect the governance of land use planning on the Escarpment, Moraine and Greenbelt in “Administering an integrated plan.”

Wayne Caldwell, Kathy Macpherson and Kate Procter examine the impact of the Greenbelt Plan on agricultural lands and the agricultural industry in the Greater Golden Horseshoe in “Moving forward.”

Nick McDonald concludes the series with “Considering other policies and plans” in which he argues that the harmonization of the three plans cannot occur in isolation of other provincial policies and plans, most notably the new *Provincial Policy Statement*.

*Jason Thorne, MCIP, RPP, is a principal with planningAlliance, an urban planning and design consulting practice based in Toronto. Jason is the OPJ contributing editor on provincial matters.*

## Harmonizing Provincial Land Use Plans

# Creating a common purpose

By Nick Macdonald

The intent of this article is to discuss the opportunities and challenges inherent with the potential harmonization of the *Greenbelt Plan*, the *Oak Ridges Moraine Conservation Plan* and the *Niagara Escarpment Plan* as they relate to reconciling the competing purposes of the three plans. Understanding how the overall purposes of these plans are similar or different is key to determining how, and potentially if, the three plans could be effectively harmonized and if a common purpose could be established.

The intent of this article is to explore how harmonization could occur if there was a desire to create one provincial plan instead of having three—it is recognized that harmonization can also occur through the updating of the three plans.

Below are the purposes as articulated in each of the three plans: *Niagara Escarpment Plan* (page 3)—“To provide for the



Nick Macdonald

maintenance of the Niagara Escarpment and land in its vicinity substantially as a continuous natural environment, and to ensure only such development occurs as is compatible with that natural environment.”

*Oak Ridges Moraine Conservation Plan* (expressed as a vision on page 5)—“A continuous band of green, rolling hills that provides form and structure to south-central Ontario, while protecting the ecological and hydrological features and functions that support the health and well-being of the region’s residents and ecosystems.”

*Greenbelt Plan* (expressed as a vision in Section 1.2.1)—“Protects against the loss and fragmentation of the agricultural land base and supports agriculture as the predominant land use; gives permanent protection to the natural heritage and water resource systems that sustain ecological and human health and that form the environmental framework around which major urbanization in south-central Ontario will be organized; provides for a diverse range of economic and social activities associated with rural communities, agriculture, tourism, recreation, and resource uses.”

What is clear, based on the reading of their purposes, is that the premise of each plan is very different. For example, the key words in the *NEP* purpose are to provide for the maintenance of the Niagara Escarpment and land in its vicinity substantially as a continuous natural environment and to ensure that only such development occurs as is compatible with that natural environment. The *ORMCP* purpose does not identify the overall intent of the *ORMCP*, but instead speaks to what the *ORM* area is (or should be). Many would argue that the *ORM* is much more



than a continuous band of green rolling hills. However, the purpose goes further and indicates that this band of green rolling hills is intended to provide form and structure to South Central Ontario. This means that while the intent of the province is to protect these green rolling hills, it is also to provide some type of form and structure to South Central Ontario, which really means to establish firm boundaries within which urban development cannot encroach.

The Greenbelt Plan purpose, on the other hand, is more expansive. It has three components. The first is to protect against the loss and fragmentation of the agricultural land base. The second is to give permanent protection to the natural heritage and water resource systems, around which major urbanization in South Central Ontario is to be organized. Lastly, the GP indicates that a further purpose is to allow for a diverse range of economic and social activities in the GP area. As with the ORMCP, one of the intents of the GP is to establish boundaries beyond which urban development cannot encroach. However, the GP goes further and indicates that there are portions of the GP that are to be permanently protected.

It is my opinion that the most significant element to consider is how the different purposes in each provincial plan will be treated as part of the harmonization process. If we assume that each of the current purposes continues to be relevant, then these purposes will need to be blend together. If this were done, the opportunity would then exist to establish a unified purpose for the area that recognizes the geography, the natural heritage features and the desire to establish a hard urban boundary. To some extent, the GP purpose already attempts to do this, however the development policies themselves do not apply in the ORMCP area or the NEP area.

A related matter would be what this area should actually be called. It is clear where the NEP applies—to lands in the vicinity of the Niagara Escarpment. The same could be said for the ORMCP. However, the Greenbelt is not as easy to define from a landscape or locational perspective. To some people, the term 'Greenbelt' implies an area of green that is the site of predominantly natural heritage features and other geographical

# DO YOU HAVE DEVELOPMENT OR LAND INTERESTS IN VANCOUVER, TORONTO, OR THE GREATER TORONTO AREA?

→ YOU NEED NOVÆ RES URBIS.

THREE WEEKLY NEWS PUBLICATIONS REPORTING ON:

- DEVELOPMENT APPLICATIONS AND APPROVALS
- PLANNING POLICY AND REGULATION CHANGES
- CITY TRENDS, CITY PEOPLE, AND CITY NEWS

IN VANCOUVER, TORONTO AND GREATER TORONTO AREA



## novæ res urbis

- 3 DISTINCT DEVELOPMENT & REAL ESTATE MARKETS
- 3 DISTINCT PUBLICATIONS DELIVERED WEEKLY TO YOUR EMAIL
- GO TO [WWW.NRUPUBLISHING.COM](http://WWW.NRUPUBLISHING.COM) TO SUBSCRIBE OR REQUEST A FREE 4-WEEK TRIAL SUBSCRIPTION  
CALL 416-260-1304



FIND US ON



or geological features that are unique in the Southern Ontario context. However, that characterization would not be correct, given the large expanses of agricultural land that are included in the Greenbelt. To some extent, the term 'Greenbelt' has been seen by some in the farming community to imply that the agricultural lands are intended to somehow be 'greened over' in the long term and used as the playground for urban residents.

As a consequence, a significant opportunity exists to engage the public and obtain their views on what this area means to them, how it should be planned and how it should be characterized. However, establishing a new (or reconstituted) message behind the name and the corresponding purpose must accurately reflect what is actually happening on the ground. As people drive through the Greenbelt and see only agricultural lands, it is hard for them to see why it is characterized as being green.

Care must also be taken to ensure that the vision for the area, subject to a new plan, does not take away from how other parts of Ontario function and the uses that exist in these other areas. For example, some may be inclined to call the area 'Ontario's foodbelt', however very good agricultural land extends far beyond the three plan areas and, in my opinion, some may be concerned about how this gets played out locally.

Establishing a common purpose, and not just an overall vision, should be a key product of any process involving the harmonization of three provincial plans. This is much simpler than establishing a vision because the reason behind doing something is always much more explainable and reasonable than some future vision which may not be realized in the short, medium or long-term or even in a person's lifetime. Also it should be noted that a vision already exists in the *Provincial Policy Statement*, which applies to the entire province.

It is clear that one purpose emerges from the three plans and that is to protect land from urban development. There are a number of secondary purposes, such as the protection of natural heritage features and systems, the promotion and protection of agricultural land and the establishment of open spaces and amenities that can be used by a growing population. However, the one theme that is clearly embedded in each plan is that the lands affected should not be urbanized.

*Nick McDonald, MCIP, RPP, is the principal of Meridian Planning Consultants and is responsible for a number of policy review projects in the GTA.*

## Three Plan Harmonization

# Administering an integrated plan

By Jason Thorne, contributing editor

**M**ost of the discussions regarding the merits of harmonizing the *Niagara Escarpment Plan*, *Oak Ridges Moraine Conservation Plan* and *Greenbelt Plan* into a single, integrated land use plan have focused on the pros and cons from a policy perspective. Each of these plans has differences, at times subtle and at times significant, in policy approaches and planning objectives. They also have both subtle and significant differences in how they are administered and implemented. This administrative framework represents another complex consideration for the debate around harmonization.

Would a harmonized provincial plan be governed by a single agency? Would this be an existing agency or something newly created? Or would land use decision-making instead be left to individual municipalities? How would planning appeals be administered? This article presents some of the considerations and challenges for governing and administering an integrated land use plan for the Niagara Escarpment, Oak Ridges Moraine and Greenbelt.

### Official Plans

One of the common features of the administration of the three plans is the role played by municipal official plans. Official plans are the primary mechanism through which municipalities implement the directions of the *Greenbelt Plan* and *ORMCP*, and to a lesser extent the *NEP*. They are also a key mechanism through which the province ensures appropriate adherence to provincial land use policies at the local level. *Section 7(1)* of both the *Greenbelt Act* and the *Oak Ridges Moraine Conservation Act* require all decisions under the *Planning Act* (including the adoption of an official plan) to conform with the *Greenbelt Plan* and *ORMCP* respectively. A slightly different standard exists with respect to the Niagara Escarpment. *Section 15(1)* of the *Niagara Escarpment Planning and Development Act* prohibits



**Specializing in Rural Planning and Development**

- zoning by-laws
- official plans
- land development and redevelopment
- growth management
- policy formulation
- expert testimony

[www.ecovueconsulting.com](http://www.ecovueconsulting.com)

25 Reid Street, P.O. Box 129, Lakefield, ON K0L 2H0 - Tel: 705.652.8340 Fax: 705.652.1607



**LEA Consulting Ltd.**  
Consulting Engineers & Planners

625 Cochrane Drive, 9th Floor, Markham, ON L3R 9R9 CANADA  
Tel: 905-470-0015; Fax: 905-470-0030; [www.LEA.ca](http://www.LEA.ca)

For over 58 years, LEA has been providing a broad spectrum of civil engineering, planning and project management services for:

- Transportation & Transit Planning
- Traffic Engineering
- Structural Engineering
- Municipal Engineering
- Road & Highway Engineering
- Transportation Systems (ITS)
- Traffic Signals & Illumination
- Infrastructure Security
- Parking & Servicing
- Construction Administration



the adoption of a local plan that conflicts with the *NEP*. A harmonized provincial plan would most likely continue to place a strong emphasis on local implementation through official plans.

### Centralized vs. Delegated Governance Models

There are currently two broad governance models for the *NEP*, *ORMCP* and *GP*. The latter two are largely administered through the regular provincial planning system, with decision-making on individual development applications vested with municipalities and the possibility of appeal to a provincial appeals body. The *NEP* functions differently, with a designated provincial agency—the Niagara Escarpment Commission—that is responsible for exercising development control.

Supporters of the centralized development control model represented by the NEC point to a number of advantages of this approach. As a provincially-appointed agency, with a majority of members representing the public-at-large rather than individual municipalities, the NEC is seen by some as being able to “rise above” local politics and better represent the broader public interest associated with protecting a designated World Biosphere Reserve. It is also viewed by some as a model that provides for greater consistency in decision-making than the *ORMCP* and *GP* models, because the latter two plans delegate decision-making to multiple municipalities. Similarly, as an agency that exclusively deals with matters related to land use on the escarpment and the implementation of the *NEP*, the NEC and its staff are seen as experts in escarpment protection in a way that municipal planners juggling multiple mandates are not when it comes to the ecology of the ORM and Greenbelt.

The most commonly cited advantages of the municipal approvals model represented by the *Greenbelt Plan* and *ORMCP* relate to local control. Decision-making is vested with directly elected local councillors. With decision-making happening locally, proponents of this approach argue that it is more accountable and accessible to citizens than a centralized agency that meets outside of the community. For example, while anyone can request to be a delegation at an NEC meeting, for development permit applications there is no requirement for a public meeting and no requirement for a notice to be sent out that an application is going to be considered (although a Notice of Decision is sent out in accordance with *Section 25(5)* of the *NEPDA* to landowners within 120 metres advising them of the decision and the 14-day appeal period). Another argument

used in favour of the municipal approvals model is that local councils are better positioned to understand the local context, and to make decisions that reflect local values, goals and aspirations. The municipal approvals model also keeps decision-making for all land use and development, both inside and outside the provincial plan area, within a single body, which some argue reduces confusion and the potential for conflict and overlap.

The NEC is not the only possible model for establishing a centralized agency to administer a harmonized provincial plan. Other scenarios could be considered. For example, a provincial agency could be established to act as a commenting agency on the adoption of conformity official plans and official plan amendments, either through the existing provincial one-window planning system or through a separate process. This could allow for the expert and consistent policy interpretation that some have cited as an advantage of the NEC model to be carried forward for a harmonized plan. A precedent for a role such as this exists in *Section 15(1)* of the *Greenbelt Act* which provides for the establishment of a Greenbelt Council and *Section 10(2)* which enables the minister to consult with the council regarding the regular reviews of the *Greenbelt Plan*. A similar mechanism to create one or more “advisory committees” exists under *Section 3* of the *Places To Grow Act*. The role of such an agency could be enhanced further if it was given authority to determine whether or not an official plan or official plan amendment conforms to the harmonized plan, potentially as an alternative to Ontario Municipal Board appeals. This power currently rests with the minister under *Section 15(1)* of the *NEPDA* and *Section 9(7)* of the *ORMCA*. *Section 17* of the *Planning Act* could also be used to designate a provincial agency as an approval authority for official plan amendments designed to bring official plans into conformity with the harmonized plan. This could be done in addition to the existing approvals requirements (i.e., upper-tier or provincial approval would still be required) or it could replace the existing *Section 17* delegated approval authorities.

### Development Approvals

Once official plans are adopted, municipalities may issue approvals for individual developments that conform to the official plan, in accordance with the *Planning Act*. *Section 7(1)* of both the *Greenbelt Act* and the *ORMCA* require these

DESIGN • ENVIRONMENTAL MANAGEMENT • TRANSPORTATION & TRANSIT PLANNING

URBAN

LANDSCAPE ARCHITECTURE

COMMUNITY ENGAGEMENT • POLICY PLANNING

**DILLON**  
CONSULTING  
[www.dillon.ca](http://www.dillon.ca)

**MALONE GIVEN  
PARSONS LTD.**

*We organize land, activities, and economies to create urban places that are a model for the world.*

**Urban Planning**  
**Urban Design**  
**Market Studies**  
**Economics**

140 Renfrew Drive  
Suite 201, Markham  
ON L3R 6B3  
1.905.513.0170  
[www.mgp.ca](http://www.mgp.ca)

decisions to also conform to the *Greenbelt Plan* and *ORMCP* respectively. Similarly, *Section 13(1)* of the *NEPDA* prohibits the passing of by-laws or undertaking any development that is in conflict with the *NEP*. *Section 23* of the *NEPDA* states that the minister can make regulations for an area of development control and within that area zoning by-laws cease to have effect.

In the case of the *Greenbelt Plan* and the *ORMCP*, there is no direct role for the province in determining conformity of individual development applications. Decision-making is left to the municipalities, with the province having the right to comment as well as the right of appeal. The situation is quite different for the Niagara Escarpment. *Section 24(1)* of the *NEPDA* requires a development permit to be issued under the act for any undertaking in the area of development control (which is defined by regulation to correspond to the *NEP* area). Issuance of a development permit is the responsibility of the NEC. This provision of the *NEPDA* therefore vests direct development control in the hands of the NEC.

There are a range of alternative scenarios that could be considered for establishing a role for a centralized provincial agency in development approvals under a harmonized provincial plan. The NEC is one such model. Another model exists in the U.K., where applications for certain major developments can be “called in” for decision by the central government. This can be done at the request of the local planning authority or at the discretion of the central government, and it is mandatory for certain pre-identified types of major applications, such as residential development that is planned for a density of less than 30 units per hectare.

## Appeals

The current appeals process under the three provincial plans varies slightly as well.

With respect to the Greenbelt, appeals of a municipal decision to approve or refuse an application for development are made to the OMB. However, *Section 18(1)* of the *Greenbelt Act* gives the minister the authority to stay the proceedings, and instead refer the matter to a hearing officer to conduct a hearing and make a recommendation to the minister. The minister then has the final decision-making authority. This provision only applies to matters related to land in the Protected Countryside.

The appeals process for the Oak Ridges Moraine is similar to that of the Greenbelt. *Section 18(1)* of the *ORMCA* states that if a matter relating to land to which the *ORMCP* applies is appealed to the OMB, the minister may stay the appeal and appoint a hearing officer to hear the matter. The hearing officer would then make a recommendation to the minister who would be responsible for making the final decision.

With respect to the Niagara Escarpment, *Section 25(5)* of the *NEPDA* grants authority to any person to appeal a decision of the NEC to issue or refuse a development permit. The minister will then appoint a hearing officer to hear the matter. If the hearing officer agrees with the decision of the NEC then the decision is confirmed. If the hearing officer does not agree, then the hearing officer submits a recommendation to the minister who is responsible for making the final decision.

Under a harmonized provincial plan, the role of the hearing officer could be assigned as one of the functions of a centralized provincial agency. Such an agency could be identified as the hearing officer / appeals body for matters related to the

harmonized plan in cases where the minister has stayed the proceedings before the OMB. Or a centralized agency could replace the OMB as the appeals body for some or all matters related to a harmonized plan. This latter scenario could be analogous to the local appeals bodies provided for under *Section 8.1(1)* of the *Planning Act*.

## Programs

Apart from decision-making, the NEC model suggests that there are a number of potential non-regulatory roles for a centralized agency as well. The NEC has maintained since its inception an educational program that has promoted enjoyment of the escarpment, developed educational materials, and supported escarpment-related research. The NEC also functions as an advisor to the Niagara Escarpment Parks and Open Space System Council and provides program support and resources. The NEPOSS Council is made up of several agencies that are collectively responsible for managing public land on the Niagara Escarpment. Historically, the NEC has played an active role in funding park acquisition and research to complete the NEPOSS. The Friends of the Greenbelt Foundation is another model of agency as program deliverer. Under a harmonized policy framework, this research, education and land acquisition role would continue to be a critical function that would need to be served by some type of centralized authority.

## Summary

This discussion addresses just a few of the considerations that would have to be addressed to administer a harmonized provincial policy framework for the Niagara Escarpment, Oak Ridges Moraine and Greenbelt. They suggest that the question of how such a plan would be administered would likely be equally as challenging, and equally as controversial, as the harmonization of the policy frameworks themselves.

*Jason Thorne, MCIP, RPP, is a principal with planningAlliance, an urban planning and design consulting practice based in Toronto. Jason is the OPJ contributing editor on provincial matters.*

## Ontario's Greenbelt Plan and Agriculture

# Moving forward

*By Wayne Caldwell, Kathy Macpherson, Kate Procter*

**O**ntario's *Greenbelt Plan* has been championed by some and chastised by others. Within the farm community, there was initial resentment and for some, this resentment has continued. However, a recent study found that many of the issues identified by farmers are not related to the *Greenbelt Plan* at all, but rather to layers of regulations and inconsistency in interpretation, and the specific constraints of operating in near urban locations.

Ontario's *Greenbelt Plan* (2005) permanently protects



1.8-million acres of farmland and environmentally sensitive land in the Greater Golden Horseshoe from urban development. However, since the adoption of the *Greenbelt Plan*, there have been suggestions that it has compromised the ability of the farmers to farm.

The Friends of the Greenbelt Foundation was interested in developing a more in-depth understanding of how the *Greenbelt Plan* is impacting agriculture. As a result, it commissioned a study, [Farming in Ontario's Greenbelt: Possibility Grows Here](#), with two key objectives: identify the actual challenges and barriers faced by individual farm operations and the potential solutions from the perspective of farm operators across the Greenbelt; and provide specific policy, program, and other recommendations to address the challenges and barriers identified.

Farmers and planners across the Greenbelt were consulted through focus group discussions, interviews, surveys and workshops. The results demonstrate that many of the issues identified by farmers and planners are experienced across the province and not specific to the Greenbelt. Issues connected to economic viability, farming in near-urban locations, environmental stewardship and coping with an evolving agricultural industry impact farming across the province.

The policies that affect prime agricultural land across Ontario are virtually identical to those that affect land in the Greenbelt. For example, throughout most of Ontario, severing residential lots for retiring farmers has not been permitted since 2005, as directed by the *Provincial Policy Statement*. Many other municipal jurisdictions did not permit this for decades prior to the *2005 PPS*.

However, farmers working in the Greenbelt did identify frustrations. "The biggest problem is how planning staff between regional and local level have no consistency with how they are managing agriculture," said one farmer.

"While the land is protected, the farmers who farm within it are not. In the past, we were buffered by high land prices. We don't have the large cash crop farms, but in the end, we would get a lot of money for the land and it would work out all right," noted another.

Layers of regulations and too many regulatory agencies provided another source of frustration.

"I'm wondering if there are too many bodies to deal with and too many regulations," said another farmer.

However, along with frustrations, farmers mentioned that they do want prime agricultural land protected from development and from that perspective, appreciate the intent of the *Greenbelt Plan*. Farmers who are in early or mid-stages of their careers reported that they were able to proceed with



Wayne Caldwell



Kathy Macpherson



Kate Procter

business investment knowing that neighbouring land would not be sold for development in the near future. For example, a large dairy operation and an orchard operator both reported investing in a new barn and in trees because they were reassured that they would be able to continue farming. Other farmers also noted the benefits of having a large, available market for certain kinds of agricultural activities.

Input from planners and farmers helped to develop four main areas of focus for improvement and enhanced support for agriculture within the Greenbelt.

### Administration and Implementation

These suggested actions can help to improve the way that planning policies and regulations are implemented in order to address certain agricultural concerns.

Strengthen relationships between the province, municipalities and other stakeholders—There are many parties with different and at times competing interests. Many farmers indicated that there is not adequate dialogue concerning agricultural interests. Improved relationships and communications among the province, upper and lower tier municipalities, as well as other stakeholders, can help enhance understanding and cooperation. The Golden Horseshoe Food and Farming Alliance's working group is an example of an existing group with a related mandate.

Provide a stronger voice for agriculture—Farmers also expressed concern that agriculture's voice is muted within government, specifically in the context of Greenbelt issues.



## GLOBAL EXPERIENCE LOCALLY INSPIRED SOLUTIONS

IBI Group is a multi-disciplinary organization offering professional services in four core disciplines:

Urban Land | Facilities | Transportation | Intelligent Systems

- LAND USE PLANNING
- URBAN DESIGN
- LANDSCAPE ARCHITECTURE
- MUNICIPAL FINANCE
- REAL ESTATE RESEARCH
- FINANCIAL FEASIBILITY

[www.ibigroup.com](http://www.ibigroup.com)



Suggestions included an enhanced advocacy role for the Ontario Ministry of Agriculture and Food or even the potential for an agricultural ombudsman or agricultural commissioner, with appropriate resources.

Improve agricultural understanding for planners—Policy implementation and delivery could be improved if there was better understanding between the agricultural sector and planners. The Ministry of Agriculture and Food, Ontario Federation of Agriculture, or the Friends of the Greenbelt Foundation could help develop and deliver agricultural training for planners. Other suggestions include professional training through OPPI or continuing education on agricultural planning offered through planning schools.

Build more flexibility into the implementation of the *Greenbelt Plan*—One size does not fit all; agricultural conditions vary significantly across the Greenbelt and policy should reflect this. There are differences between commodity sectors, farm practices used and historical farm parcel sizes. Especially in the specialty crop areas of Niagara, the lack of flexibility has resulted in some unintended consequences. An enhanced municipal role in policy setting and the delineation of natural heritage features are just two suggestions for improvement.

A commitment to public consultation on natural heritage features—Farmers and planners both reported that there was minimal public consultation around the accuracy of identification and mapping of natural heritage features. Given the significance of these features to the farm community there should be the opportunity for public comment.

## Greenbelt Plan Specific

These strategies are specific to the *Greenbelt Plan* and its relationship to agriculture.

Create a vision for agriculture within the Greenbelt—The *Greenbelt Plan* identifies agriculture as the predominant land use within the Protected Countryside. It does not, however, provide a vision for the long-term future of agriculture. Such a vision would help establish further clarity and would assist with the interpretation and evaluation of policy. In addition the vision can help direct economic policy as it impacts agriculture within the Greenbelt. The Golden Horseshoe Food and Farming Action Plan could be of assistance in helping to craft a vision for potential inclusion within the *Greenbelt Plan*.

Apply an agricultural lens to implementation of Greenbelt Plan policies—The suggested agricultural vision can provide a lens that helps to clarify policy issues emanating from different provincial ministries, agencies and municipalities. Comments from planners and farmers alike indicated that the voice of OMAF has been somewhat muted relative to some other stakeholders. This provides an opportunity for a new campaign emphasizing the importance of agriculture within the Greenbelt.

Protect farmland by actively supporting farmers—The *Greenbelt Plan* provides support for the protection of farmland. Equally important are policies that actively support the farm sector at the municipal, regional and provincial level.

## Economic

Economic strategies can help in the overall and long-term economic opportunities for agriculture within the Greenbelt.

Food policy and strategy—Agriculture in all its forms is well positioned to take advantage of the proximity of a large adjacent urban market. Farmers' markets, roadside stands, industrial applications and community-supported agriculture are all examples. Local municipal procurement policies and enhanced provincial interest can demonstrate support for local food production. Existing examples include Greenbelt Fresh.ca and the Greenbelt Farmers' Market Network.

Value-added farm enterprises—The local and provincial planning system has often wrestled with how best to support value-added farm enterprises. Secondary processing, agri-tourism and related farm sales are increasingly recognized as a diversification strategy that can enhance farm viability. An interesting variation on this idea is the suggestion of an agricultural enterprise zone where certain agricultural diversification strategies would be permitted and encouraged.

## Environment

These strategies focus on the environment. They are intended to address certain concerns while promoting agricultural interests and achieving appropriate environmental outcomes.

Recognize environmental goods and services provided by farmers—Many farmers consider themselves environmentalists. Agriculture provides many natural heritage and environmental positives that result in broader benefits to society as a whole. Many agricultural operations

**G & L**

**Thank You  
For Voting Us  
Best Urban Planners**

**Wise  
Intelligent  
Loyal**

t. 905-796-5790  
www.gagnonlawurbanplanners.com

**Gagnon & Law**  
URBAN PLANNERS LTD.  
ESTABLISHED 1990

2015 Top Professionals Readers' Choice Awards  
PLANNING  
BRAMPTON BUSINESS TIMES



such as woodlots, orchards and vineyards provide environmental benefits.

Strengthen Environmental Farm Plan support—The Environmental Farm Plan is a highly successful voluntary program that has proved to be a positive way of helping farmers work together with government to address environmental concerns. The program helps identify environmental challenges and past funding has helped farmers address the identified challenges. Funding cuts to the program have limited the financial assistance available to farmers and reduced uptake of the program overall. It is noted, however, that the Greenbelt Foundation has contributed funding to enhance cost-share rates.

Natural Heritage Issues/Clarity with mapping—The delineation and protection of natural heritage features is an important objective of the *Greenbelt Plan*, the *Provincial Policy Statement* and local and regional planning documents. The fairly broad delineation of water-related natural heritage features has raised issues in Niagara. Increased transparency on the part of the agencies who make these decisions and improved incorporation of community input would help produce maps to meet both agricultural and environmental objectives. Additionally there may be opportunities to integrate provincial and municipal data sources to ensure the most accurate mapping possible.

Balancing provincial and local interests—Within Ontario the planning system attempts to balance local and provincial interests and priorities. This significant provincial involvement has led to a coordinated planning system that is effective in dealing with regional issues. However, certain criteria and mapping may be best identified and dealt with at a local level. There is a need to streamline or minimize environmental analysis requirements for new farm buildings and structures. This is an example of the opportunity to balance provincial and local interests.

### What will this landscape look like in 100 years?

While the goals of the *Greenbelt Plan* are laudable, the province by virtue of establishing the *Greenbelt Plan* and the Protected Countryside has established a framework that will impact this landscape for generations to come.

Protecting agricultural land to serve southern Ontario will take a determined, consistent and long-term commitment to doing the right things. These things will build capacity within the farm sector, help make farms profitable and increase their value from an economic, environmental and social perspective.

The planning system will be instrumental in this context and the *Greenbelt Plan* can potentially provide the road map for this to happen. In the absence of this concerted effort, it would be easy for the landscape to increasingly move out of agricultural production and assume other functions.

The numerous recommendations that were suggested by farmers and planners provide insight into how an agricultural vision may be achieved. It is notable that planners when challenged with this task at a workshop identified a number of suggestions and interestingly number one was that the socio-economic importance and priority of agriculture must be recognized within planning documents. This isn't about specific tweaks to policy, but is rather about reaffirming a vision of a dynamic, productive and profitable agricultural sector and taking actions to make sure that this happens.

Wayne Caldwell, Ph.D., MCIP, RPP, is director of the School of Environmental Design and Rural Development at the University of Guelph. He is a past president of OPPI. His seventh book "Rural Community Economic Development" was just published by Municipal World. Kate Procter holds a Bachelor of Science in Agriculture and a Master's of Science in Planning from the University of Guelph. She currently works as a farm manager, consultant, editor and author and has worked as a freelance journalist for almost 20 years. Kathy Macpherson is vice president, research and policy with the Friends of the Greenbelt Foundation.

## Harmonize Provincial Land Use Plans

# Considering other policies and plans

By Nick Macdonald

The intent of this article is to discuss the relationship between the harmonization of the *Greenbelt Plan*, the *Oak Ridges Moraine Conservation Plan* and the *Niagara Escarpment Plan* with other provincial plans and policies. The potential harmonization of the three provincial plans cannot occur in isolation. All provincial plans and policies need to work together.

The most significant provincial policy document is the *Provincial Policy Statement*, which has a significant bearing on how land use decisions are made in Ontario. Given that the *NEP* is the oldest of the three plans, a considerable amount of reliance tends to be placed on the *PPS* when reviewing applications in the *NEP* area. It is also recognized that the *NEP* is more restrictive in some respects than the *PPS*. The *GP*, on the other hand, generally stands on its own; although there are components of the *GP* that defer to the *PPS*, which makes for some very complex interpretations and processes.

The *PPS* is the one suite of policies, prepared by the province, around which all other policies and provincial plans should be based and within which other provincial plans could be nested. While some would argue that the *ORMCP* and the *GP* in particular are already somewhat consistent with the *PPS*, that consistency is sometimes hard to establish, particularly in the context of reviewing controversial development applications. In addition, the *GP* indicates that local municipalities cannot include policies in their official plans that are more restrictive than the *GP* with respect to aggregates and agriculture. However, there are other aggregate policies in the *GP*, for example, that explicitly defer back to the *PPS*.

I believe that the *PPS* could be amended by the addition of policies which essentially set up the overall purpose of the land use planning policy framework that eventually applies to the lands that are subject to the *NEP*, *GP* and *ORMCP*. These policies can also provide the basis for the

establishment (or maintenance) of policies that are more restrictive than the *PPS*.

In addition to establishing the purpose, the *PPS* could also set out some broad goals and objectives and indicate very clearly how the *PPS* is intended to work with a new harmonized plan for the Escarpment, Oak Ridges Moraine and Greenbelt. The effect of this addition to the *PPS* would be to set up the new harmonized plan and to bridge the policy framework in the new plan with the over-arching provincial policy framework that applies to all lands in Ontario.

Having policies that organize how land use planning is to be undertaken in the province needs to be in one provincial document so there is one source describing the rationale for the policy frameworks that are included within implementing provincial plans. This could also include the Growth Plan. Including such an organizing policy would then ensure that the overall objectives of the province with respect to land use planning are supportive of the more detailed policies in the implementing plans, as opposed to being inconsistent and/or unclear, and the *PPS* could also provide the basis for more restrictive policies in a provincial plan.

The Growth Plan is essentially the provincial plan that is intended to organize and provide very clear direction on how, where and under what conditions urban development will occur in Southern Ontario. The Growth Plan is really intended to supplement the *PPS*, and has been written in a manner that minimizes the conflicts between the *PPS* and the Growth Plan (for example, the *PPS* uses the word 'shall' 96 times while the Growth Plan does not use the word once). However, conflicts always end up being identified (usually in the context of an Ontario Municipal Board hearing) to serve a particular purpose.

The opportunity would also exist, as part of a harmonization process, to clarify how the *Places to Grow Act* is intended to work with other plans and policies. In this regard, Section 14(4) of the *Places to Grow Act* states that: "Despite any act, but subject to a regulation made under clause 18(1) (b), (c), or (d), if there is a conflict between a direction in a Growth Plan and a direction in a plan or policy that is mentioned in subsection (5) with respect to a matter relating to the natural environment or human health, the direction that provides more protection to the natural environment or human health prevails."

The plans and policies referred to in subsection 5 include the *PPS*, the *GP*, *NEP* and *ORMCP*. It is noted that the above subsections indicate that an Ontario Regulation may clarify

this conflict issue. However, the two early regulations passed under this act (*Ontario Regulation 416/05* or *311/06*, amended to *324/06*), do not deal with this issue in any manner. Section 1.4 of the Growth Plan contains additional policy on this issue of conflict: "As provided for in the *Places to Grow Act*, 2005, this plan prevails where there is a conflict between this plan and the *PPS*. The only exception is where the conflict is between policies relating to the natural environment or human health. In that case, the direction that provides more protection to the natural environment or human health prevails. Similarly where there is a conflict between the Greenbelt, Niagara Escarpment, or Oak Ridges Conservation Plans and this plan regarding the natural environment or human health, then the direction that provides more protection to the natural environment or human health prevails. Detailed conflict provisions are set out in the *Places to Grow Act*, 2005."

This means that any 'direction' in a provincial plan or policy statement that conflicts with the Growth Plan and which provides more protection of the natural environment prevails. The determination of which direction should be considered could be a matter of much debate particularly thorough a harmonization process involving three significant provincial plans.

My comments on the Growth Plan are raised to demonstrate that there is a lack of clarity with respect to how provincial policy and provincial plans are intended to work together. While the conflict provision has not, to the best of my knowledge, been a factor in any municipal decision-making, it is my opinion that it is only a matter of time before this conflict provision plays some role in a controversial/adversarial planning process that ends up at the OMB.

Given that there are many pieces of legislation and implementing regulations in force, it is inevitable that there will be overlapping policies and regulation to consider. However, a harmonization process would provide the province with an opportunity to also harmonize the overall purpose of the three plans in one policy document and to establish the basis in the *PPS* for the detailed policies that would be contained within a new harmonized provincial plan for the escarpment, Oak Ridges Moraine and Greenbelt.

*Nick McDonald, MCIP, RPP, is the principal of Meridian Planning Consultants and is responsible for a number of policy review projects in the GTA.*

**FOTENN** PLANNING & URBAN DESIGN

Moving communities forward.

OTTAWA 613.730.5709 KINGSTON 613.542.5454 FOTENN.com



## Community Engagement

## DIY urbanism

By Eldon Theodore and Kevin Alexander

**W**hen it comes to land use planning and the community building process in Ontario, on all matters that effect change within our built or natural environment, citizens are invited to engage in the process to ensure that their voices are heard and their input fully considered. That process can be quite lengthy, with the end goal and resulting change sometimes occurring in parts, and over a number of years. Educating the public on the complexity of the land use planning process, and tempering their expectations is a continual challenge in all jurisdictions.

We have observed that the public has increasingly become more vocal about their concerns, impassioned about the process and impatient for the outcome. Citizens are looking for ways to improve the livability of their communities now and often times are not prepared to wait for the professionals to act. This has led to the steady increase in citizen-led initiatives. Whether it is an alley, building, lot, block or area, businesses and residents are getting together to effect change on their own terms outside of the typical process. The public is becoming more and more comfortable with the notion of self-empowerment, whether it is sanctioned or not by the municipality.

There are a number of labels that have been associated with these grassroots approaches to planning: guerrilla urbanism, city repair, pop-up urbanism, tactical urbanism. The characteristics of these terms often overlap with each other, but what is clear is that all reflect a do-it-yourself urbanism or a DIY philosophy. Sometimes these interventions are sanctioned and other times they are not.

The unsanctioned interventions are typically led by an individual or group, who is driven by the desire to repair what ails the community, and have no real structure. They are often undertaken without the support or acknowledgment of the municipality, and at times can conflict with local municipal laws and practices. Unsanctioned interventions are driven by the belief that if the municipality isn't going to act, then the community must. Unsanctioned interventions can over time transform into sanctioned interventions when the outcome is successful and benefits are realized.

Sanctioned interventions are typically more organized, coordinated through organizations such as BIAs or other local entities and are part of a deliberate effort seeking local improvement. These initiatives are undertaken often with some form of municipal support and tend to reflect a collaborative effort.

All DIY interventions are focused, reactive and deliberate actions intended to repair perceived problems in an area; they reflect the entrepreneurial spirit of the public to build a better community. For citizens looking to make their point about the state of their community, the neighbourhood becomes a real life canvas for creative and innovative solutions that can bring people together.



Eldon Theodore

DIY actions build on the latent potential within the community to do better, typically with very little cost and in a very short timeframe.

Some examples of DIY, ranging from the unsanctioned to the sanctioned, include food trucks, guerilla gardening, pop-up shops, chair bombing, intersection repair, urban farming, flea and farmer's markets, and the list keeps growing. Here are a few examples of DIY urbanism in action.

**Pavement to plazas**—Off the typical tourist path in Iceland's capital is a café known as Reykjavik Roasters. The café is situated at an intersection where one of the roads had been closed, leaving behind a sea of pavement. Reykjavik Roasters, in the spirit of "pavement to plazas" repurposed the former street space through the use of recycled café materials to expand seating options. The café used coffee bean sacks and shipping crates in combination with simple plants to create a makeshift urban plaza open to the public. The result is an easily assembled space that offers a gathering place for locals while reducing the impression of excessive paved surface. Similar initiatives have occurred around the world, particularly in New York City where a pilot project transformed road pavement into pedestrian space in an effort to achieve a more harmonious balance between pedestrian and vehicular movement.

**Vacant building to film centre**—In a vacant building in the heart of Downtown Windsor, Ontario, three board members lent money, interest free, and formed a corporation to begin restoring the 1920s Knights of Columbus / Auditorium Building as the headquarters for the Windsor Centre for Film, Digital Media and Creative Art, a non-profit operating as [Raindance Windsor-Detroit](#) and a chapter of [Raindance.org](#) International. A great example of DIY urbanism, this grassroots approach will not only rehabilitate a recently designated heritage building and repurpose it as the headquarters of a growing film and arts community, but it will also create jobs through signature courses and networking events, which will help filmmakers learn the business of filmmaking. Raindance Windsor-Detroit applied for a Small Business Investment Grant through the City of Windsor. Other funds are being raised to restore the building room by room (e.g., the former bowling alley will become editing suites, and the old swimming pool will become a screening room / theatre.) To date, the facility has supported two Telefilm feature films, one of which was filmed onsite, several shorts, theatre groups, a film camp for kids and teens, job opportunities for university and college students, and more.

**Parklets**—Along the touristy Powell Street in San Francisco, pop-up parks or parklets flank the sidewalks on both sides of the street. Parklets result from taking a typical parking space(s) and replacing it with a public micro-park. This initiative allows for additional greenspace in the urban landscape, offsetting the lack of available places to sit and relax, expanding the public realm along the street. Parklet designs are typically easy to put in place and remove. They can include seating, tables, landscaping, bicycle parking and protective railing. While some parklets have been managed by municipalities, others are operated under local community leadership through BIA finding or fundraising efforts such as Kickstarter.

**Multiple**—An example of DIY urbanism being adapted as part of a municipal planning process is shown by a recent project of the City of Kawartha Lakes Economic Development Department. It is focused on downtown Fenelon Falls, a town within the city, whose main street is scheduled for redevelopment. The department's director, Lance Sherk, has a deep understanding of the connections among economic

development, placemaking, planning and community mobilization, the essential components of asset-based community development. He commissioned a unique project, building on existing grassroots ideas and experiences, to influence the eventual streetscape design. Professional planner Robert Voigt and his creative partner Krista Voigt, who specializes in organization change and capacity building, undertook two events for Sherk, based on DIY approaches. They launched the Project with a Park(ing) Day installation that attracted over 100 citizens of Fenelon Falls. The second event was an Idea Bombing evening intended to explore temporary urbanism opportunities. The final product was two reports, the first defining performance goals for the urban design of the corridor and the second outlining temporary community initiatives that citizens helped define, which could inform the urban design for the streetscape. This project exhibits how planning and economic development professionals can integrate the cooperation, communication and creativity of DIY Urbanism without co-opting it.

DIY urbanism is the public's response to community building if people feel the job is not getting done. The key for professional planners is to harness this passion for community improvement and build it into the land use planning and community building process.

Many of these DIY initiatives can serve as low budget test runs to determine if a more permanent measure can be implemented. Municipalities can collaborate with local community groups to determine where strategic opportunities for improvement exist and provide support to achieve transformative and measurable results. They should also look internally; find ways to introduce flexibility in local policy and regulatory frameworks, while reducing administrative barriers among departments and agencies that get in the way of DIY opportunities.

Being open to the notion of DIY allows members of the public to have an authentic role in the improvement of their communities. It empowers locals residents and businesses to take ownership of their quality of life and builds trust among all stakeholders along the way.

*Eldon Theodore, MCIP, RPP, LEED AP, is a partner with MHBC specializing in urban design. He is a member of OPPI's Community Design Working Group and the Treasurer of Congress for New Urbanism's Ontario Chapter. Kevin Alexander, MCIP, RPP, is a senior planner with the City of Windsor Planning Department specializing in urban design and community development. He is a member of OPPI's Community Design Working Group and Secretary to the OPPI Southwest District.*

## OPPI CALL TO ACTION

# Moving forward on active transportation

*The Ontario Professional Planners Institute calls upon planners, the provincial government, municipalities, other related professionals and members of the public to make active transportation a core mode of transportation for people of all ages across Ontario.*

## What is active transportation?

Active transportation is defined as “non-motorized travel, including walking, cycling, rollerblading and movements with mobility devices,” according to the Ontario Ministry of Transportation's *Transit Supportive Guidelines (2012)*. The provincial active transportation network is shaped by many elements. These include sidewalks, on-road bicycle lanes and routes, off-road trails, multi-use pathways, bike parking, effective signage, transit equipped to support cycling and pedestrian crossings, as well as human-scaled and pedestrian-oriented development patterns.

## Why active transportation is important

Active transportation, particularly cycling and walking, is fundamental to healthy and sustainable communities. Building on the direction of OPPI's previous report—*Healthy Communities and Planning for Active Transportation - Planning and Implementing Active Transportation in Ontario Communities: A*

Call to Action, June, 2012—the Institute is issuing this follow up Call to Action. OPPI continues to advocate moving forward on a province-wide active transportation system that is safe, secure, efficient, convenient and equitable. Ontario needs a system that is based on good policy, planning principles and data that will serve present and future generations. Many Ontario municipalities have established, or are in the process of establishing, policies and practices to place active transportation firmly within their regulatory frameworks. Further progress is needed, however, as few communities have implemented these policies in the development of their transportation networks.

## Role of planners in active transportation

Planners recognize the relationship between how communities are designed and built and the transportation choices that people make. Planners can make a positive contribution by helping to implement the provincial Cycling Strategy, in response to the recommendations in the Office of the Chief Coroner for Ontario's *Cycling Death Review (June 2012)* and *Pedestrian Death Review (September 2012)*. The Office of the Chief Coroner reports that 129 cyclist deaths occurred between 2006 and 2010 and 95 pedestrian deaths occurred in 2010. In 2009 alone, over 26,000 people in Ontario visited an emergency department for the treatment of an injury sustained while cycling. The Office of the Chief Coroner states that “100 per cent of [pedestrian and cyclist] deaths were preventable.”

Widespread action is needed to implement an active transportation system that reduces automobile dependency, increases use of active transportation modes, addresses sedentary lifestyle issues and decreases pedestrian and cyclist injuries and deaths throughout the province. Shifting public policy to prioritize a “complete streets” approach for the design of roadways and a human-centred approach for community development is a critical next step. The complete streets concept advocates that users of all ages and abilities be able to safely travel along or across roadways whether they are pedestrians, cyclists, public transit riders or motorists.



## Challenges for Ontarian's using active transportation modes

Opportunities for cycling and walking influence the physical activity levels and health of communities. As planners supporting the creation of healthy communities, it is critical that our actions support active transportation.

The Office of the Chief Coroner for Ontario reports that two-thirds (66%) of Canadians are inactive and almost one-quarter (24%) of Canadians are obese. Active transportation as part of a daily routine can have a significant positive impact on an individual's health. Ontarians need their communities to be supportive of active transportation and they need their roadways safe for walking and cycling. The Chief Coroner, however, also notes that many people perceive safety as an issue with cycling/walking on the street network. As a result these people are less likely to cycle/walk themselves and likely to discourage their children from cycling and walking.

Planners need to be involved in addressing the complex factors at play which influence people's behaviors and choices related to walking and cycling on our roadways. Planners also need to understand the characteristics of a community that supports active transportation. These involve built form, culture and the interconnectivity of the various networks of transportation modes.

To succeed, planners must focus on the needs and capabilities of individuals, as well as entire communities. We need to shift the way we define land use patterns. We need to shift the emphasis from planning and designing roads for ease of use by people in motor vehicles, to planning and designing roads for the convenience and safety of each person, without one transportation mode dominating another.

### The planner's role

Active transportation planning design and promotion does not reside solely in the realm of planners. To implement it requires a multi-disciplinary approach involving engineers, urban designers, architects, landscape architects, public health professionals, politicians and members of the public. Within this context, the professional planners' roles are many and varied and encompass: leadership, legislation, infrastructure, education and enforcement.

**Leadership**—Working with other professionals, including engineers, planners should provide leadership to advance the adoption of active transportation supportive standards and implementation of complete streets design frameworks.

Many Ontario municipalities have established, or are in the process of establishing, official plans, secondary plans, transportation master plans, active transportation plans, urban design guidelines and zoning by-laws to institutionalize the complete streets approach as part of their public policy documents. Now planners must work to advance the adoption of these more progressive and equitable approaches to roadway design, and also work to have them implemented through (re)development projects.

**Legislation**—Planners should be involved in creating plans and design standards that will define a framework for safer pedestrian and cycling conditions across Ontario communities. To this end, they should also bring forward amendments to municipal by-laws, the *Municipal Act* and the *Highway Traffic Act* as appropriate.

**Infrastructure**—Planners should facilitate the incorporation of active transportation elements into plans at all scales (from site plans to municipal-wide or region-wide plans). Site plans, at a minimum, should support walking and cycling by including connections and end-of-trip facilities, direct sidewalk access from

the street and between buildings, bike parking and benches and protection from the elements.

At the broader scale, design standards should be revised to define requirements for bicycle and pedestrian facilities within both the public and private realms. Also, land use patterns should be defined so as to create supportive interrelationships that make active transportation modes efficient and desirable.

**Education**—Planners should help establish public awareness and education programs associated with active transportation and safe road use. This may be best achieved through working partnerships with public and private sector organizations and professions whose mandates are specifically focused on community education, health and safety.

**Enforcement**—Planners should help to establish targeted safety interventions directed at reforming local or site-specific pedestrian, cyclist or driver behaviour. This should be done through initiatives that are supported by data, recognized best practices and/or professional standards. The intent is to reduce the need for enforcement by influencing people's behaviour in a positive way and make all modes of transportation safer in communities throughout Ontario

### OPPI's position

OPPI supports the creation of communities with active transportation networks that are safe, efficient, convenient and equitable, based on good policy and planning principles, and will serve present and future generations. In this regard, OPPI supports the recommendations outlined in the reports from the Office of the Chief Coroner for Ontario's *Cycling Death Review* (June 2012) and *Pedestrian Death Review* (September 2012).

This Call to Action asks planners, the provincial government, municipalities, other related professionals, and the public to aggressively engage in implementing active transportation modes throughout the province. Planners are asked to make this a key part of their practice and fully integrated into key aspects of their work. In this way Ontario's communities, where citizens of all ages and abilities have a range of transportation options, can become healthier and more sustainable.

For further information, please contact [Loretta Ryan](#), MCIP, RPP, CAE, director, public affairs, Ontario Professional Planners Institute.

## Hire a Student for the Summer!

As summer is almost here, we urge you to consider hiring a student/ intern for the season. In our efforts to expand our membership, the only way that OPPI can survive and thrive is if we continue to instill passion and inspiration in student planners and young professionals. Go fan that flame!

**LETTERS TO THE EDITOR** Members are encouraged to send letters about content in the *Ontario Planning Journal* to the editor ([editor@ontarioplanners.ca](mailto:editor@ontarioplanners.ca)). Please direct comments or questions about Institute activities to the OPPI president at the OPPI office or by email to [executivedirector@ontarioplanners.ca](mailto:executivedirector@ontarioplanners.ca).

**ONTARIO  
PROFESSIONAL  
PLANNERS  
INSTITUTE**

234 Eglinton Avenue East  
Suite 201  
Toronto, Ontario  
M4P 1K5

(Return  
Requested)

Canadian Publications Mail  
Product Sales Agreement No. 40011430



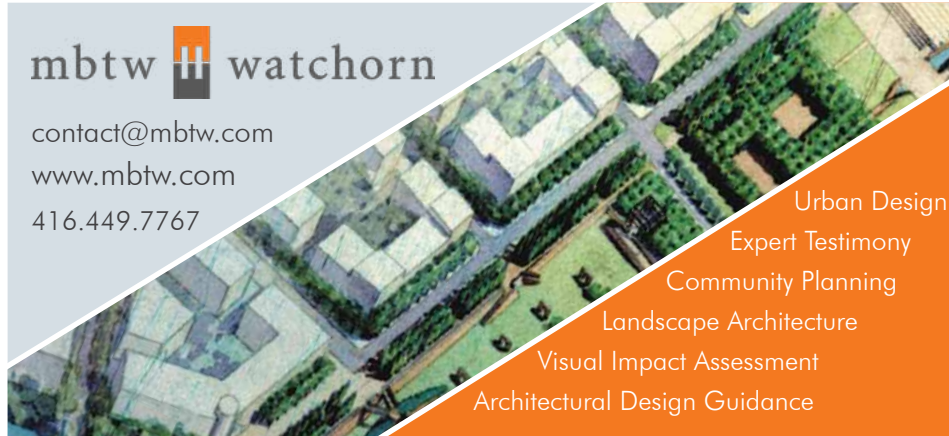
**Consulting Services include:**

- Growth Management Strategies
- Land Needs Studies, Demographics and Fiscal/Economic Impact Analysis
- Asset Management Strategy and PSAB 3150 Compliance
- Pupil Forecasting, School Requirements and Long Range Financial Planning for Boards
- Water/Sewer Rate Setting, Planning Approval and Building Permit Fees and Service Feasibility Studies
- Municipal/Education Development Charge Policy and Landowner Cost Sharing

Plaza Three, 101-2000 Argenta Rd.  
Mississauga, Ontario L5N 1V9  
Tel: (905) 272-3600  
Fax: (905) 272-3602  
e-mail: info@watson-econ.ca



contact@mbtw.com  
www.mbtw.com  
416.449.7767



Urban Design  
Expert Testimony  
Community Planning  
Landscape Architecture  
Visual Impact Assessment  
Architectural Design Guidance

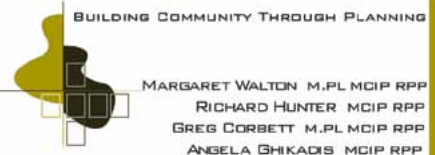


*Expert advisory and project management services to private and public organizations in respect of various land development and other real estate matters.*



8800 Dufferin St., Suite 104, Vaughan, ON L4K 0C5  
T 905.660.7667 Fx 905.660.7076

**PLANSCAPE**



MARGARET WALTON M.PL MCIP RPP  
RICHARD HUNTER MCIP RPP  
GREG CORBETT M.PL MCIP RPP  
ANGELA GHKADIS MCIP RPP

MUNICIPAL  
COMMUNITY  
LAKE / RESORT / RECREATIONAL  
OFFICIAL PLAN / ZONING BY-LAWS  
ECONOMIC IMPACT ANALYSIS  
ONTARIO MUNICIPAL BOARD HEARINGS

LAND USE PLANNERS, SPECIALIZING IN RURAL AND RECREATIONAL PLANNING



[www.planners.to](http://www.planners.to)

*Project Management  
Land Use / Policy Planning  
Development Approvals  
Expert Testimony*

Paul E. Johnston, MCIP, RPP  
[Johnston@planners.to](mailto:Johnston@planners.to) 185 Carlton Street  
Ext. 222 Toronto, Ontario  
MSA 2K7  
Adrian R. Litavski, MCIP, RPP  
[Litavski@planners.to](mailto:Litavski@planners.to) P: (416) 323-1444  
Ext. 223 F: (416) 323-0388



- > Noise & Vibration Control in Land-use Planning
- > Noise & Vibration Studies: Residential & Commercial

- > Building Acoustics, Noise & Vibration Control
- > Land-use Compatibility Assessments
- > 3rd-party Review of Peer Reports
- > Expert Witness Testimony

t: 905-826-4546 e: answers@hgcengineering.com  
[www.hgcengineering.com](http://www.hgcengineering.com)



ACOUSTICS



NOISE



VIBRATION



PRINTED ON  
RECYCLED PAPER